

Agenda Report Reviewed by:  
City Manager: \_\_\_\_\_

**CITY OF SEBASTOPOL  
CITY COUNCIL  
AGENDA ITEM**

Meeting Date: May 21, 2019  
To: Honorable Mayor and City Councilmembers  
From: Dana Morrison, Assistant Planner  
Kari Svanstrom, Planning Director  
Subject: Annual Level of Service Report (LOS Report)  
Recommendation: Receive Staff Report  
Funding: Currently Budgeted: \_\_\_\_\_ Yes \_\_\_\_\_ No  X  N/A

**Introduction**

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.

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 a number of policies and programs authored in the General Plan.

**City Population**

The Sebastopol population was estimated to be 7,786, as of January 1, 2018, according to the California State Department of Finance. This is an increase of 207 persons from 7,579 in 2017.

**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, but 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 in order to provide a framework to preserve, recharge, and nurture these groundwater basic aquifers.

SGMA requires that basins with elevated risk factors regarding recharge and sustainability 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 Groundwater Sustainability Agency (GSA) members must be local government entities, and either provide/supply water, or regulate water, or have land use responsibilities. The Santa Rosa Plain basin (SRP) was given a high enough risk assessment to require the GSA formation and GSP development.

Sebastopol was, initially, in a unique position. Although a small portion of the City area is part of the SRP, most of the City (including all of its water producing wells) overlay a low risk basin, the Wilson Grove Formation, where no GSA or GSP is required. Initially Sebastopol opted not to join the SRP GSA because of its ties to the Wilson Grove. Sebastopol obtains 100% of its municipal water supply from groundwater via multiple producing wells. However, reassessment of basin risk factors resulted in Wilson Grove attaining a higher risk rating which triggered the requirement for a GSA and GSP. Sebastopol has 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 that action is nearing formal approval.

The collaborative regional effort to comply with the Sustainable Groundwater Management Act (SGMA) is well underway. The local GSA for the SRP basin was established and became effective in June 2017. The first two years expenses were covered by a combination of a large State grant, and assessments to GSA members. Currently, the GSA is working through a fee and rate study to make the GSA financially sustainable while the GSP is being written. Indications are that fees will be based on groundwater usage, with a fee range from \$18-\$25 per year per acre-foot of groundwater used. If that fee structure is adopted, based on annual groundwater use of 1,000 acre-feet per year, the Sebastopol GSA fee beginning for fiscal year 2019-2020 would be between \$18,000 and \$25,000 per year. This is proposed to go before City Council sometime in 2019.

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 a number of 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 decreased 4% from 120 gallons/person/day (2017) to 115 gallons/person/day in 2018.

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 a decrease of ~2% percent in total annual water production, from 333 million gallons in 2017 to 328 million gallons in 2018. California had a dryer than average 2018 water year (October 2017- September 2018), which saw precipitation totals fall below the annual average for much of the state. This was a return to drier than average conditions following an extremely wet water year in 2017 that had helped bring relief to drought conditions. Rainfall received during 2018 was 27.85 inches, which is below the Mean Seasonal Precipitation for Sebastopol, of 35 inches per year. Sebastopol maintains water reporting requirements and prohibitions on wasteful practices, such as watering during or right after rainfall. Overall, 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 4.4 million gallons per year, which includes the Hotel Sebastopol, and the Murphy Ave Mixed-Use project. This represents the equivalent of approximately 1.3% of total production in 2018. The water demand for projects pending approval is estimated at an additional 2.9 million gallons per year, which can be accommodated. This is equivalent to an additional 0.9% of 2018 annual production. See Attachment #1 for 2018 Water Production and Use, and Wastewater Statistics.

The City currently has electronic data loggers in every City well and a continuous water level monitoring program, which enables close monitoring of water levels. The data loggers for each well were replaced in spring 2014. 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 2018, 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. As mentioned above, water rates are being reexamined and updates are expected.

### **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 0.415 million gallons per day (mgd) in 2018, which equates to approximately 49% of the City's treatment entitlement. This is a 4% decrease from 2017. ADDWF remains considerably lower than it was 10 years ago 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 (attached) provides information about estimated future water and sewer demand attribute to currently Approved Projects and Projects Pending in the planning process.

Project sewer demand (ADDWF) for Approved Projects is 0.010 mgd.

Project sewer demand (ADDWF) for Pending Applications is 0.004 mgd.

Adding 2017 flows, approved and pending projects, and reserve capacity equals 0.467 mgd. Subtracting this from treatment allowances, leaves 0.369 mgd of capacity. This represents 44% of treatment capacity and would be equivalent to projected flows from 2,350 new single-family homes (assumes sewer flow from a typical single-family residential unit is 157 gpd). This is substantial remaining capacity.

The City has an updated Sewer System Management Plan (SSMP) to address strict new regulatory requirements. It is intended to be compendium of the policies, procedures, and activities that are included in the planning, management, operation, and maintenance of the City sanitary sewer system. The SSMP is intended to meet the requirements of the State Water Resources Control sanitary sewer system General Waste Discharge Requirements (GWDR). There are substantial maintenance needs, in addition to demanding training and reporting requirements.

*Determination:* The current sewer treatment demand is at approximately 46%. When approved and pending projects are included, the reserve capacity remaining is approximately 44%. 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. Some jurisdictions have approved local tax measures to specifically fund these type of activities, which the City could consider.

## 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 is 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, the Laguna Wetlands Preserve is counted at 25% of acreage.

Under the new General Plan methodology, there are a total of 23.6 acres of developed parkland, and 89.7 acres of dedicated open space in Sebastopol. One recent addition of parkland was the completion of the Skategarden Expansion Project, which added an additional 0.5 acres to the City's total developed parkland. Additionally, in 2018 the Council passed a resolution adding to Tomodachi Park by designating 0.8 acres on the Park Village side of the property as officially part of the Park.

With the 25% calculation for open space parks, this equates to 23.2 acres of counted open space area, for a total 'counted' parkland of 46.8 acres. With 7,786 residents, the total parkland ratio is 6.01 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. 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; Laguna Preserve improvements would likely cost over \$800,000.

**Fire Department**

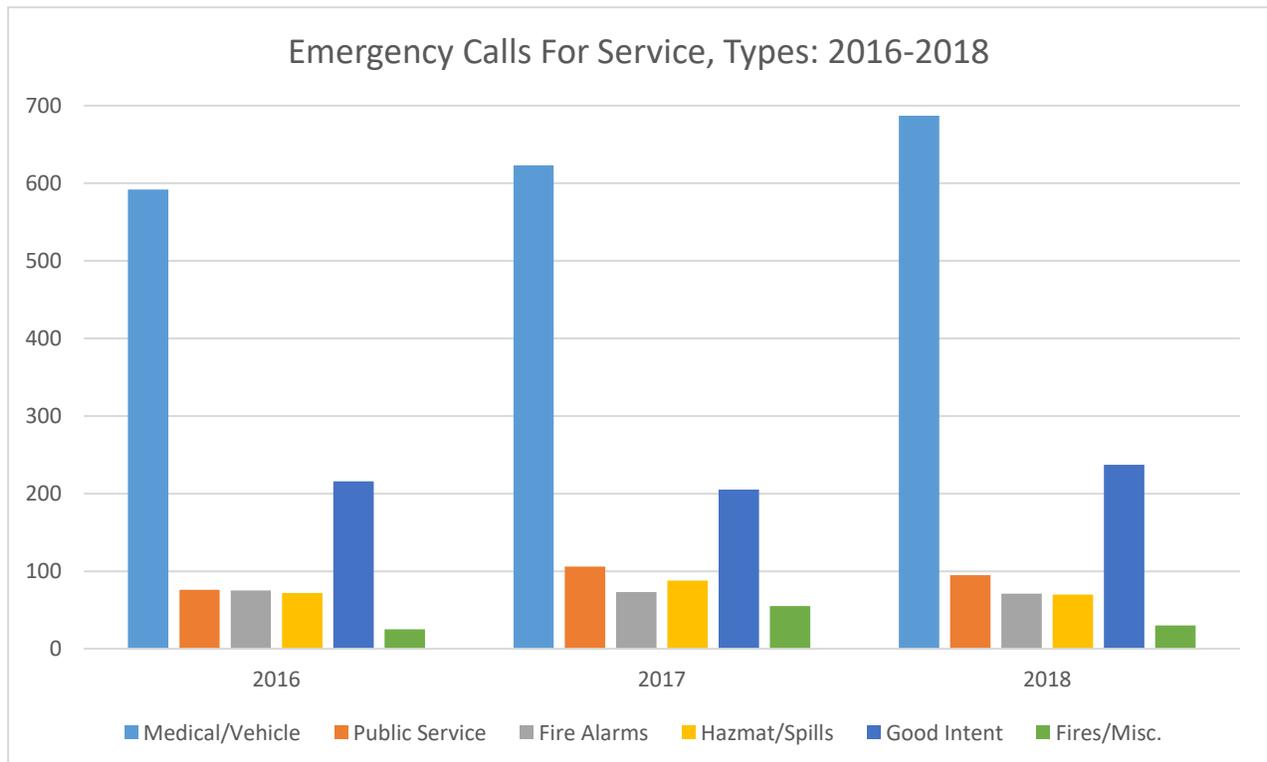
*Standard:* Per National Fire Protection Agency (NFPA) 1720, Standard for Volunteer Firefighters, volunteer staffed fire departments shall have a maximum response time of 9 minutes and assemble 15 firefighters on the scene of structure fires 90% of the time.

*Present Situation:* The average response time is 6:30 minutes for 80% of calls, and 7:30 minutes for 100% of calls. This represents no change from the 2017 LOS Standard. The average response time in 2016 was 6:00 minutes and 2015 was 4:55 minutes. We currently have a volunteer staff of 33 members. 27 active members and 6 reserve members. We are still recruiting new firefighters. This is an area of major concern with increased response times. We offer additional paid fire shifts, Monday through Friday, where the highest percentage of emergency calls for service happen during weekdays, 7-5pm. We continue to offer paid shifts for every weekend, including holidays. We are also reviewing our current budget and FEMA /State Grants to look at the possibility of hiring full-time firefighters to support the increased daytime emergency calls for service and response times.

The Sebastopol Fire Department responded to 1190 calls for service in 2018, an increase of 40 from the 1150 calls for service responded to in 2017 and a new record for the fire department. Calls for service in 2016 were 1056 and 2015 were 1071. The new four-year average is 1113 calls for service. Over 60% of calls for service are medical related. We continue to see increased calls for service on an annual basis. See Attachment #3 for 2018, and prior years' statistics.

**Total Calls for Service: 2012-2018**

2012	2013	2014	2015	2016	2017	2018
926	861	1,055	1,071	1,056	1,150	1,190



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.

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 15 staff on fires 90% of the time, and was under 9 minutes, as stated in NFPA 1720. The 15 staff members assembled resulted from 9 Sebastopol Staff and 6 Automatic Mutual Aid Staff from Graton and Gold Ridge Fire Protection Districts. The Sebastopol FD is still within compliance to the new NFPA Standard.

### *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 on-going 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 in light of the high housing costs, which inhibits younger individuals and families from moving into the City.

We reduced the hiring age 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 Department's budget has been adjusted 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. False Alarm or "Nuisance" calls have been added to the 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. An estimated 50 calls, annually, were eliminated after this new fee schedule for false alarms was adopted.

*Determination:* All calls were responded to within the 9 minute standard and an average of 15 staff were assembled on structure fires 90% of the time. 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 determine if a paid staff is warranted. 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 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 had six (6) non-sworn support staff, which included a Lead Communications Dispatcher, four (4) Communications Dispatchers, and a part-time (.75 FTE) Police Aide to conduct parking and animal control functions and assist with fingerprinting services; a fifth Communications Dispatcher was hired in October to replace his retiring predecessor, but will remain in training until mid-April 2019. The Department also has three (3) Reserve Police Officers, four (4) Community Service Volunteers, and three (3) Police Explorers.

SPD handled 15,202 incidents in 2018, of which 959 were categorized as Priority 1 (emergencies) – an average of 3 per day. The average response for all Priority 1 calls in 2018 was 2:33 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 0:57 seconds.

During 2018, SPD officers documented 1158 cases that required either a Crime Report, Arrest Report, or Information Report (an average of 3.2 investigative reports each day of the year.) In addition to those reports, Officers issued 858 Traffic Citations, 224 Criminal Citations (for non-bookable misdemeanors or Municipal Code violations), and 1149 Parking Citations.

See Attachment #4 for 2018 incident statistics.

Determination: The standard has been met.

Recommendation: The metric (“response time of 3 minutes for 70 percent of calls”) is no longer calculable due to a change in the CAD/RMS data system used at the Police Department. An alignment of metrics to current data systems capability would provide a more exact assessment of success.

### 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 also not affiliated with either school district.

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: 2012-2018**

2012	2013	2014	2015	2016	2017	2018
871	877	856	796	812	788	751

**2018 Enrollment Levels by Sebastopol Union School District Schools**

School Name	Total Enrollment
Park Side	262
Brook Haven	196
Sebastopol Independent Charter School	293

The 2018 enrollment in the Sebastopol Union School District decreased by 37 students from 2017. This continues the general trend of decreasing enrollment totals, though 2016 still had a small increase, and overall enrollment totals are still below the totals from 2011 and earlier.

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, Sun Ridge 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 at 7285 Hayden Avenue, a site that was formerly home to Pine Crest Elementary School, which closed in 2011. The school had a total 2018 enrollment of 140 students, which is 35 more than the total enrollment in 2017 of 105. Total enrollment is not counted towards Sebastopol Union School District enrollment.

Sun Ridge Charter School (Kindergarten to 8<sup>th</sup> Grade) is part of the Twin Hills Union School District and also operates at the former Pine Crest Elementary School site. Sun Ridge Charter School had a total 2018 enrollment of 276 students, which is a decrease of 8 students from 2017, when total enrollment was 284 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 enrollment total for Sierra School of Sonoma was 27. The school opened in 2018, so there are no previous enrollment totals to compare to.

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: 2012-2018**

2012	2013	2014	2015	2016	2017	2018
1,445	1,459	1,461	1,393	1,284	1,239	1,225

**2018 Enrollment Levels for Sebastopol High Schools**

School Name	Total Enrollment
Analy High	1,125
Laguna High	100

The 2018 enrollment in the West Sonoma County High School District decreased by 14 students from 2017 to 2018.

Total student enrollment in public schools (WSCHSD and SUSD) decreased by 51 students in 2018 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, Sun Ridge and Sierra School of Sonoma) results in a decrease of only 3 students in 2018 (this was not done in previous iterations of the LOS report).*

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. Classes will be cut, and some layoffs are planned.

Determination: The Sebastopol Union School District has experienced declining enrollment, which has resulted in school closures in recent years and could lead to the closure of another school. This

could result in a further enrollment decline within the High School District in coming years. However, it appears that overall enrollment, factoring growth at others schools, remains 'flat'.

*Recommendation:* The City should support policies to encourage more family housing. However, even with additional housing development, young families face substantial affordability and availability issues in the Sebastopol housing market.

## Traffic

The new 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 new General Plan also calls for review of by-pass or reliever routes in collaboration with other agencies.

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. 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. 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 several sections that lack curb, gutter, sidewalk, street trees, and street furniture. The undergrounding of overhead utilities would also be desirable. 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. Improvements to close the sidewalk gap at Bodega Avenue are also underway, utilizing the Community Development Block Grant (CDBG) program.

The City Council authorized a contract for the Wayfinding Sign Project in 2015 which includes auto and pedestrian wayfinding signs, as well as design for new gateway signs and identification signs for major City facilities, including parks and buildings. The first phase of the project was implemented in 2018. Future phases have not yet been funded.

Caltrans completed their replacement of the Highway 12 Bridge, and the bridge is now wider and slightly higher. The City also collaborated with Caltrans and successfully implemented bike lanes along the entire roadway for Highway 116 in 2018. Caltrans has also completed the re-paving Highway 116, including doing spot repairs.

The Class I, II, and III bike trails, connectors, lanes and routes have been completed as part of Sebastopol’s Bike and Pedestrian Master Plan; except for the proposed Sharrows and Class II bike route sections along Ragle Road and Bodega Avenue

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 (until the end of 2016 the annual limit was 25 units). 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 Growth Management Plan is in the process being amended to meet the standards of the newly adopted General Plan. The following table outlines dwelling unit allocations based on the 2016 General Plan.

**Allocation: Availability Calendar 2018**

<b>Total Permit and Approval Activity During 2018</b>	<b>14</b>
Permits issued for exempt units during 2018	14
Permits issued for exempt Category C units during 2018	0
Permits issued for exempt Category D units during 2018	0
Existing residential units annexed during 2018 (Category C)	0
Out-of-service-area agreements approved during 2018 (Category D)	0
Number of Units Removed	0
Permits issued for other non-exempt units during 2018	0
Non-exempt allocations reserved during 2018 for future use	0
<b>Subtotal of Nonexempt Allocations Issued or Reserved in 2018</b>	<b>0</b>
Base year dwelling unit allocations available on 1/1/2018	50

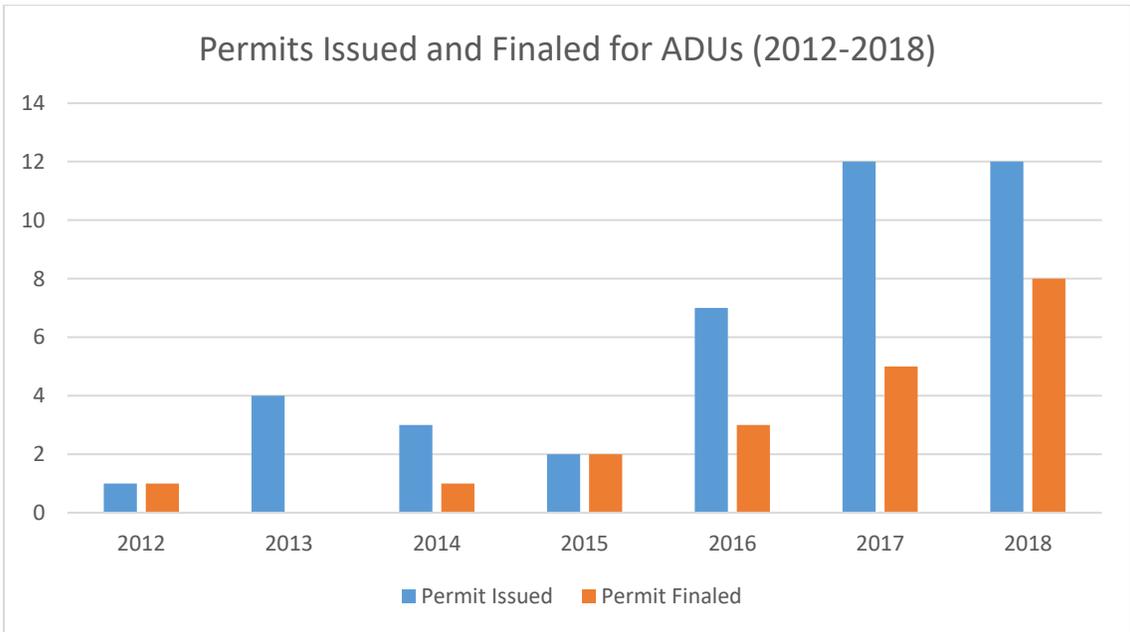
Total non-exempt allocations issued or reserved in 2018	0
Total Carryover Available from 2018	50
Total Carryover Available from 2017	41
New Base Year 2019 Allocations Available 1/1/2019	50
Total Allocations Available 1/1/2019	141

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

- Affordable Housing Units
- Accessory Dwelling Units
- 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

Accessory units are exempt from annual and total build-out allocations per State regulations, and are not included in any of the housing allocations tables. Twelve (12) permits were issued for accessory dwelling units in 2018, eight (8) permits were finalized. The City has shown a growing interest in the development of accessory dwelling units. As shown in the chart below, there has been a steady increase in the number of accessory dwelling units issued and finalized since 2012.

In 2017, the City updated its Accessory Dwelling Unit Ordinance to ensure compliance with State law. This triggered a reformation of the City’s ADU review process, which has made applying for an ADU an easier and cheaper process. With reduced fees, no required additional parking and only the submittal of a Building Permit application the City has doubled the number of issued ADU permits since 2016. In 2018 ADU’s ranged in size from ~425 to 840 square feet.



Replacement residences are also exempt from the annual allocation limit. No Building Permits were issued for replacement residences in 2017. New residences constructed on existing lots of record as of November 1994 are exempt as well. No Building Permits were issued for this type of development in 2018.

None of the City's allocations were used in 2018, leaving 91 to carry over to 2019. With the 50 allocations allotted for 2019 this leaves a total of 141 available allocations.

*Allocation: Aging Analysis*

At present there are 141 total allocations available for use in 2019.

There has been very low housing development activity in Sebastopol over the past few years, with zero (0) allocations for non-exempt units in 2018, only nine (9) allocations for non-exempt units in 2017 and only three (3) in 2016. A maximum of 141 allocations are available for new, non-exempt Building Permits in 2019. A number of projects which propose housing development have begun the process of gaining entitlements. This includes: Davis Townhomes (18 units), and Pendent Homes (10 units). It may be a number of years before the limit of the program is approached based on the generally low rate of development experienced in recent years. However, a few large projects could cause the City to reach the limit more quickly. The limits of the program also have implications regarding housing needs and the housing production goals set by the State of California.

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**

Annual 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 156 housing units for the 2015-2023 Housing Element period. This is a reduction from the previous goal of 176 housing units, and thus likely more achievable.

The Housing Element also includes a number of goals, policies, and action, which are required to achieve consistency with State law and will involve amendment of the Zoning Ordinance. Planning Department staff prepared multiple Zoning Ordinance amendments to fulfil the mandatory Housing Element requirements, which the Planning Commission reviewed and recommended for approval at

their March 2016 meeting. The City Council took final action on the amendments in 2016. Additional amendments were made in 2017 and in 2018.

There was a slight increase in housing development activity in 2018, though overall it is still low. There were 14 applications for accessory dwelling units. Construction was completed on the previously-approved mixed-use development at 961 Gravenstein Highway South, which includes commercial spaces and eight (8) condominiums. The mixed-use project at the corner of Murphy Avenue and Healdsburg Avenue is under construction and is expected to be completed in 2019. Applications have also been submitted for a project which intends to develop 18 townhomes (Davis Townhomes project) and for a project involving 10 studio units (Pendent Homes). This increase in housing development and general interest in Sebastopol’s housing market in part supports Housing Element Policy C-4:

*New Housing Production:*

- Policy C-4: *The City will encourage development of new housing to meet a range of income levels, including market-rate housing, and a variety of housing and sizes and types.*

**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.

The Planning Department is divided into two functional units: Current Planning and Development Review, and Advanced Planning. The Planning Department has just three (3) staff persons: Planning Director, Assistant Planner, and Senior Administrative Assistant.

**Planning Department Permit Activity**

Application Type	'07	'08	'09	'10	'11	'12	'13	'14	'15	'16	'17	'18
Use Permit	7	6	7	8	12	17	31	10	20	5	7	7
Design Review (DRB)	13	13	10	7	8	10	11	11	8	15	10	12
Design Review (CC)	X	X	X	X	X	X	X	X	X	X	1	0
Design Review (Staff)	0	1	3	0	3	2	5	4	7	1	2	1
Variance	0	0	0	0	0	0	0	2	3	0	0	0
Tree Removal Permit	16	12	14	9	12	10	13	12	19	21	16	16
Administrative Sign Review	13	8	12	11	10	9	27	19	20	24	26	16
Preliminary Review	1	1	0	0	1	1	0	1	2	3	3	1
Annexation / Pre-Zone	0	0	0	1	0	0	0	0	1	0	0	0
Rezone / Text Amendment	0	1	0	0	0	0	0	0	1	3	0	0
General Plan Amendment	0	0	0	0	0	0	0	0	0	0	0	0
Minor Subdivision	0	2	0	1	0	0	0	0	0	0	0	0
Major Subdivision	0	1	0	0	0	0	0	0	0	0	0	0

Lot Line Adjust. / Cert. Of Compliance	1	0	21	0	1	2	0	1	3	0	1	1
Environmental Review: Negative Dec.	1	1	0	1	1	0	2	0	0	0	0	0
Appeal	2	2	0	0	5	2	2	1	2	4	0	1
ABC Transfer / Admin. Alcohol UP	X	X	X	X	X	X	X	7	3	5	5	6
Antenna Application	X	X	X	X	X	X	X	6	1	1	0	2
Temporary Use Permit	X	X	X	X	X	X	X	12	10	12	12	21
Zoning Determination	X	X	X	X	X	X	X	1	0	2	0	0
Village Building Convergence	X	X	X	X	X	X	X	1	0	0	0	0
Administrative Permit Review	X	X	X	X	X	X	X	4	12	6	4	5
Administrative Permit Review, Cannabis	X	X	X	X	X	X	X	X	X	X	X	5
Time Extension (Staff and DRB)	X	X	X	X	X	X	X	1	1	1	2	3
Film Permit	X	X	X	X	X	X	X	X	2	2	3	3
Public Art Review	X	X	X	X	X	X	X	X	1	1	0	0
Façade Improvement	X	X	X	X	X	X	X	X	X	X	1	4
Park Project/Monument Review	X	X	X	X	X	X	X	X	X	X	2	1
<b>Total number of Applications</b>	<b>53</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>

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

Planning Department staff reviewed 76 applications administratively:

- Administrative Permit Review: 5
- Antenna Application: 1
- Administrative Permit Review, Cannabis: 5
- ABC License Transfer / Alcohol Use Permit (<50 seats) / Shared Use: 6
- Design Review: 1
- Film Permit: 3
- Administrative Sign Review: 16
- Temporary Use Permit: 20
- Time Extension: 3
- Tree Removal Permit: 11 (City Arborist level review)
- Façade Improvement: 4
- Lot Line Adjustment (Lot Merger): 1

The Planning Commission reviewed 10 applications:

- Preliminary Review: 1
- Use Permit: 8
- Park Project Review: 1

The City Council reviewed 2 applications:

- Appeal: 1

- Temporary Use Permit: 1

The Design Review/Tree Board reviewed 17 applications:

- Design Review Permit: 12
- Tree Removal Permit: 5

Notable 2018 Accomplishments

- Completed Major Zoning Ordinance Update
- Prepared Telecommunications Moratorium Ordinance and Urgency Ordinance regulations
- Managed selection process for second public art project at the Sebastopol Library
- Completed, and received award of, grant from Sonoma County Ag + Open Space district for the AmeriCorps Trail extension
- Participated in City – and County – sponsored Housing Fair to educate community members on housing opportunities
- Prepared and submitted Homeless Emergency Aid Program HEAP Grant for Park Village to develop two RV sites for homeless families
- Established an on-call consulting list for Environmental and Telecommunications consultants to support efficient project review
- Completed update to Housing Impact Fees
- Updated Cannabis Ordinance to comply with State Regulations

Expected Special 2019 Planning Department Activities

- Annexation of the Railroad Forest property
- Adoption of update to Telecommunications Ordinance
- Renovation of two apartment units and creation of two new RV pads at Park Village
- Continue implementation of Laguna Preserve Management Plan and implementation of AmeriCorps Trail improvements project
- Complete implementation of the two public art projects
- Implement GIS (geographic information systems) updates and improvements
- Coordinate transition to 'Vehicle Miles Traveled (VMT)', and set VMT thresholds as a metric for analysis of impact of development project on traffic and greenhouse gas emissions

## 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.

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 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.

### **Attachments:**

1. Water Production and Usage/Wastewater Statistics 2018
2. Ground Water Level Data for 1<sup>st</sup>, 2<sup>nd</sup>, 3<sup>rd</sup> and 4<sup>th</sup> Quarter
3. Fire Statistics:
  - a. 2018
  - b. 2017
  - c. 2016
  - d. Totals 2014-2018
4. Police Statistics 2018