



City of Sebastopol Planning Commission Staff Report

Meeting Date: December 12, 2023
Agenda Item: 6B
To: Planning Commission
From: John Jay, Associate Planner
Subject: Level of Service report
Recommendation: Review

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.

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.

This LOS report will be presented to the City Council at their December 19, 2023, meeting.

Public Comment:

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

Recommendation:

Review the Level of Service report

Attachments:

Level of Service report

2022
Annual Level of Service Report

INTRODUCTION	1
GENERAL PLAN ANNUAL REPORT	1
CITY POPULATION.....	2
LOS UPDATE.....	2
WATER.....	2
WASTEWATER	4
DRAINAGE	5
PARKS.....	7
FIRE DEPARTMENT.....	8
POLICE SERVICES.....	8
SCHOOLS.....	12
TRAFFIC	14
HOUSING AND ALLOCATION	17
HOUSING ACTIVITY REPORT.....	18
PLANNING DEPARTMENT	19
ENVIRONMENTAL ISSUES	22
FUTURE ISSUES	23
ATTACHMENTS:	23

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.

The General Plan update 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 is attached as an appendix to this report.

A Table of Contents is provided for reference.

City Population

The Sebastopol population was estimated to be 7,433, as of January 1, 2022, according to the California State Department of Finance. This is a decrease of 89 persons from 7,522 in 2021 and an decrease of 88 persons from the 2020 Census, which reported a population of 7,521 persons.

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 decreased from 113 gallons/person/day (2021) to 105 gallons/person/day in 2022.

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 2022 there was an decrease of ~7% percent in total annual water production, from 309 million gallons in 2021 to 286 million gallons in 2022. 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 8.3 million gallons per year. This represents the equivalent of approximately 3% of total production in 2022. The water demand for projects pending approval is estimated at an additional 10.6 million gallons per year. This is equivalent to an additional 4% of 2022 annual production. Table 4 shows projects included in these calculations.

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 0.393 million gallons per day (mgd) in 2021, which equates to approximately 47% of the City's treatment entitlement.

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 0.015 mgd.
Projected sewer demand (ADDWF) for Applications Pending is 0.016 mgd.

By adding the 2022 ADDWF (.393 mgd), approved (.015 mgd) and pending (.016 mgd) projects, and reserve capacity (.042 mgd) the estimated treatment capacity used is 0.450 mgd or approximately 55%. Subtracting this from treatment allowances, leaves 0.374 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 of 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 the 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.

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. The amount of park land remains the same as in 2020, however the City's population is slightly less than last year. With 7,489 residents, the total parkland ratio is 6.14 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 work on implementation of the Ives Park Master Plan (sculpture garden, pathway improvements, and Calder Creek naturalization projects), and on-going tree replacement in parks. There are also major capital improvement needs for the Laguna Wetlands Preserve, where the new Americorp Trail will be constructed; final contract and open space restriction agreements were completed in 2021, and the Engineering Department has secured a contractor, with construction scheduled for spring of 2024.

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 6:06 minutes for 80% of calls, and 7:30 minutes for 100%. The average response time (i.e., time of alarm to time of arrival) does not tell the whole story. The city's response times are greater than the industry standard, due mostly to "turn-out time" (the time required for volunteers to reach the station from home). Traffic conditions can impede volunteers while driving from their homes to the station. When personnel are not in the station, turn-out time rises to 6-12 minutes, with overall response time as high as 13-17 minutes. Even more concerning is the instances when SFD has been unable to respond at all due to lack of available volunteers. The city has been fortunate that the consequences of failure to respond have been minimal; however, the risk is always present.

We currently have a volunteer staff of 28 members. 24 active members and 4 reserve members. We continue to recruit new firefighters. This is an area of major concern with increased response times and increased call volume. We offer additional paid fire shifts, Monday through Friday, where the highest percentage of emergency calls for service happen during weekdays, 7-7pm. We continue to offer paid shifts for every weekend, including holidays. The department has 2 allocated 40-hour Fire Engineer positions to provide daytime staffing 7 days a week to supplement the stipend firefighter program and reduce long response times.

The Sebastopol Fire Department responded to 1325 calls for service in 2022, 1269 calls for service in 2021. Calls for service in 2020 were 1164, 2019 were 1306. Our four-year average is 1266 calls for service. Over 60% of our 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 2021 due to the COVID-19 Pandemic.

Total Calls for Service: 2013-2022

2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
861	1,055	1,071	1,056	1,150	1,190	1306	1164	1269	1325

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. A new Type 3 Wildland Fire Engine is in build and delivery and is expected in the summer 2024. The engine was ordered this Spring to replace an aging 1994 Fire Engine. A type-1 fire engine has been ordered with an approximate delivery date in the fall of 2025. This engine will replace the current 1999 type 1 fire engine and will put the fire apparatus replace plan in compliance with NFPA standards.

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. To that a robust recruitment process has been implemented and the current volunteer roster has reached the desired 30.

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. Continued funding for 50% of the required funding for stipend firefighters has been approved in the current year's budget to continue this very important incentive for the volunteers. Traffic conditions and congestion also have an impact on response times.

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 18 staff on fires 90% of the time, and was under 9 minutes, as stated in NFPA 1720. The 18 staff members assembled resulted from 10 Sebastopol Staff and 8 Automatic Mutual Aid Staff from Graton and Gold Ridge Fire Protection Districts. The Sebastopol Fire Department is still in compliance, in terms of averages, to the new NFPA Standard.

Determination: The staffing and delivery system has provided acceptable response times and met the need for fire and emergency response services with a well-trained and volunteer force, but this model is now failing. Compared to industry standards and best practices and considering response time spikes and missed calls for service, SFD is falling short.

Recommendation: Response time is the most critical metric in meeting the mission of the city delivering fire and emergency response services. The following should be given priority in accomplishing that mission:

- Enhance the volunteer program: Continue an active volunteer recruitment, training, and retention plan. A strong volunteer force is critical for ancillary fire equipment such as ladder trucks, water tenders, and rescue apparatus, and to be available to backfill the station during routine emergencies. It will also provide more volunteers to work stipend shifts, keeping costs down and providing economies of scale. However, the all-volunteer force does not solve the response-time issue due to the time that it takes to respond to the station.
- Expand the stipend program: This provides a level of assurance that firefighters are in the station at the time of an emergency, thus improving response times and reliability that a fire truck will respond to every emergency. This model has its limitations, however, in terms of being able to count on volunteers who are willing and available to cover shifts 24/7.
- Hire full-time career staff: Having career staff in the fire station 24/7 is clearly the most reliable staffing model to guarantee immediate response and ensure that a fire truck will respond to every emergency.

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 Captain, four (4) Police Sergeants, and eight (8) Police Officers. The Police Department has seven (7) non-sworn support staff, which included a Police Records and Support Services Manager, five (5) Communication Dispatchers, and a Police Technician to conduct parking and animal control functions and assist with fingerprinting services. The Department also has one (1) Reserve Police Officer, and one (1) Community Service Volunteer.

SPD handled 12,384 incidents in 2022 – an average of 34 per day, of which 632 were categorized as Priority 1 (emergencies) – an average of 1.73 per day. The average response for all Priority 1 calls in 2022 was 3:33 minutes, from the time of dispatch to the time of arrival of officers at the scene of the 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 1 minute 28 seconds.

During 2022, SPD officers documented 885 cases that required either a crime report, arrest report, or information report (an average of 2.42 investigative reports each day of the year.) In

addition to those reports, officers issued 216 traffic citations, 139 criminal citations (for non-bookable misdemeanors or Municipal Code violations), and 822 parking citations.

Officers made 54 felony arrests, 218 misdemeanor arrests, and 25 arrests for people driving under the influence of alcohol and/or drugs in 2022. Statistical breakdown for specific crimes related to arrests are no longer as easy to extrapolate, due to a mandated switchover reporting methodology from UCR (Uniform Crime Reporting) to CIBRS (California Incident Based Reporting System).

During 2022, the Sebastopol Police Department was able to begin growing its staffing levels through actively recruiting and hiring police officers. Due to some departures during the year, the department still had several vacant police officer positions and a vacant sergeant position throughout the year and at years end. Staffing did increase to a level that at times allowed the police department to begin reducing overtime and avoid potential employee burnout. We were also able to begin providing a greater level of service to the community as staffing began stabilizing and the pandemic subsided.

The Police Department again experienced changing department leadership in 2022 with the departure of the former police chief. The Lieutenant was appointed as the Interim Police Chief September 30th and was appointed Chief of Police on October 30th. This created a vacancy at the number two position which remained vacant through the end of 2022. Available staffing levels continued to be impacted because of vacant positions, employee departures, work injuries, COVID exposures and quarantines, FMLA absences, and vacation and sick leaves.

Due to the aforementioned challenges, response times in 2022 slightly exceeded the standard set by the General Plan as follows:

Average response time Priority 1 calls: 3:33 minutes

Average response time Priority 2 calls: 4:18 minutes

Determination: The standard was not met for Priority 1 calls for service.

Recommendation: Calls designated as Priority 1 calls are generally emergent types of situations and require a rapid response. That said, there are a variety of factors that can influence response times. The number of officers available and not on another call at the time of dispatch can delay response times. Traffic conditions in the city as well as the distance to the call when the officer is dispatched can cause significant delays in arrival times. The type of call and information provided to officers such as weapons at the scene or the type of violence being perpetrated, or the overall type of incident may cause officers to take a more measured response and cause them to meet and strategize on a more tactical and safe response for all involved before actually arriving at the actual scene. Although it may be beneficial to have a goal and a standard to aspire to meet, it should not be viewed through a lens that it is a hard and fast deadline for officers to meet to arrive on scene at the three-minute mark. This could cause officers to drive more unsafely thus endangering the public and themselves, or to make hastier

decisions and be too focused on getting to the scene rapidly as opposed to taking a few more seconds to arrive in a calmer, safer, more measured fashion. The response time goal of three minutes needs to be kept in perspective and used as a benchmark to gauge whether or not the police are responding in a timely fashion during the course of a year and should the number begin climbing substantially, an evaluation and discussion should take place as to what factors may be causing the increase.

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 5th Grade) and Brook Haven (Kindergarten to 8th 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	2020-2021	2021-2022
827	732	783	756	752	817	788

2021-2022 Enrollment Levels by Sebastopol Union School District Schools

School Name	Total Enrollment
Park Side	228
Brook Haven	206
Sebastopol Independent Charter School	262

The 2021-2022 enrollment in the Sebastopol Union School District decreased by 29 students from 2020-2021. 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 8th Grade) is an integrated liberal arts school, which is located 487 Watertrough Rd. in unincorporated Sebastopol. The school had a total enrollment of 88 students for the 2021-2022 school year, which is 30 less than the total enrollment in the 2020-2021 school year, which had a total enrollment of 118. Total enrollment is not counted towards Sebastopol Union School District enrollment.

The SunRidge Charter School (Kindergarten to 8th Grade) is part of the Twin Hills Union School District and 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 2021-2022 school year enrollment of 214 students, which is a decrease of 56 students from the 2020-2021 school year, when total enrollment was 270 students. Total enrollment is not counted towards Sebastopol Union School District enrollment.

West Sonoma County High School District: The High School District consolidated El Molino High School (Forestville) and Analy High School in Sebastopol in 21-22. Laguna High School students (continuation high school students), which was formerly located across from Analy High School at 445-446 Taft Street) is now located in the former El Molino High School site in Forestville.

Total Enrollment for High Schools in Sebastopol, by School Year: 2015-2016 to 2021-2022

2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022
1,364	1,284	1,226	1,214	1,231	1,851	1,533

2021-2022 Enrollment Levels for Sebastopol/West County High Schools

School Name	Total Enrollment
Analy High (N Main Street Sebastopol)	1,533
Laguna High (Forestville/El Molino Campus)	82

The 2021-2022 enrollment in the West Sonoma County High School District decreased by 187 students from the 2020-2021 school year.

Total student enrollment in public schools (WSCHSD and SUSD) decreased by 216 students in the 2021-2022 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 2021-2022 school year.*

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 and has resulted in an increase in high school students at Analy High School.

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 bypass 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 the overall street network pavement condition vulnerable to decline without significant budgetary infusions for preventative maintenance and rehabilitation work. The Pavement Condition Index (PCI) is a measure scale from 0 – 100 (with PCI 100 being new pavement in ‘Very Good’ condition) determined by physical inspection of the pavement inventory. Based on the last pavement inspection performed in July 2022, the current

PCI is 55, which classifies the City's street network in the 'Fair' condition category. Continued deferred maintenance, however, will eventually deteriorate the pavement condition to poor or very poor and resulting in much higher long-term costs to reach optimal pavement conditions (i.e., PCI 85). Previously reliable federal and state funding for street maintenance continues declining due to continuing regional competition for scarce regional fund sources from the active transportation projects groups, including bicycle and pedestrian projects, public mass transit projects, etc. New local funding remains highly essential for funding local streets preventative maintenance and rehabilitation work and pedestrian safety and bicycle projects and providing required local match component 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 City continues working with other Sonoma County jurisdictions to reduce transportation congestion and to maintain and improve our transportation network through ongoing participation and collaboration in SCTA TAC in pursuit of funding opportunities and through transportation planning. During the past year the City continued its efforts to maintain and improve its street network to support buildout consistent with the General Plan.

In 2022 the City initiated updates to its Pavement Management Program/Budget Options Report (PMP) using a grant from the Pavement Technical Assistance Program for the 2023 Cycle (PTAP 23). The updated PMP was certified in April 2023 and will serve to guide recommendations for implementing pavement treatments to improve the street network pavement condition index over a targeted time frame, as funding opportunities emerge.

In February 2023 SCTA approved funding from Go Sonoma for phase 2 of the Bodega Avenue Bike Lanes and Pavement Rehabilitation project from Nelson Way to Pleasant Hill Road. Bodega Avenue provides east-west transportation connections through the City and together with SR 12 is the primary route connecting the City of Sebastopol with Santa Rosa and eastern Sonoma County to the east and Bodega Bay and coastal western Sonoma County to the west. It is designated as a local arterial and, within the city, is primarily a three-lane road or two lanes with parking. Land use adjacent to Bodega Avenue is predominantly single- and multi-unit residential, with some mixed-use commercial towards the eastern end of the project. This project is a continuation of phase 1 of the Bodega Avenue corridor improvements, which was previously authorized for construction in 2023 (see below). The corridor improvements include pavement rehabilitation and minor widening of narrow sections of the roadway to a consistent width, sidewalk gap closures, upgraded sidewalk ramps to be ADA-compliant, new pavement striping for Class II bicycle lanes.

In March 2023 the City applied for, and in August was awarded, a Caltrans Sustainable Transportation Planning Grant for the focus study of a preferred plan for the downtown segments of SR 116 and SR 12 to address safety, sustainability, accessibility, connectivity, economic development, and mobility for all transportation modes and reduce the reliance on

vehicle travel, while supporting the City's land use and housing goals. Through partnering with Caltrans, SCTA, and the County of Sonoma, the effort will also produce a regional strategy for State, County and other local roadways to address capacity and freight movement to support the downtown corridor plan.

In July 2023 construction started on Bodega Avenue Bike Lanes and Pavement Rehabilitation. The project will rehabilitate cracked and deteriorating pavement with a new pavement surface and add new bike lanes on Bodega Avenue from High Street to Pleasant Hill Avenue. Estimated completion of the work is November 2023.

Construction work to install, or replace the existing sidewalk with, new ADA-compliant pedestrian ramps started in July 2022. The work is along State Route (SR) 116 at the following four intersections: SR 116 / Hurlbut Ave, SR 116 / Cleveland Ave, SR 116 / N. Main St and Sr 116 / Wallace St. In addition, new flashing beacon crosswalks will be installed at the intersections of Bodega Ave/Robinson Rd and Bodega Ave/Florence Ave. Estimated completion of the work is November 2023.

The last update to the Sebastopol Bicycle and Pedestrian Masterplan was in 2011. SCTA last updated the regional Sonoma County Bicycle and Pedestrian Masterplan in 2019, which also included updates to the Sebastopol Bicycle and Pedestrian Masterplan. Starting in late 2022 SCTA will begin the process for updating its masterplan with cooperation from the County of Sonoma and cities, including Sebastopol. Initially planned for completion by late 2023, this update will continue through the rest of this year into 2024.

Resulting from the City's adopted and certified Local Road Safety Plan in 2022, the City applied for, and was awarded, Highway Safety Improvement Program (HSIP) grants in March 2023 on two local projects. The first project is guardrail upgrades on Bodega Avenue, from approximately 150 feet west of City Limits to Valley View Drive. The City is now soliciting proposals from qualified local engineering firms for the design of the Bodega Avenue Guardrails Project. The second project is for pedestrian crossing enhancements at the intersections of South Main Street/Burnett Street, North Main Street/Keating Avenue, Gravenstein Highway South/Hutchins Avenue, and Petaluma Avenue/Walker Avenue. The project will install pedestrian-activated circular LED rapid flashing beacons to replace existing flashing beacons, perimeter-lighted pedestrian crossing signs, pedestrian push buttons and remove existing in-roadway lights.

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. Direction and support to staff in pursuit of federal and state, and other funding opportunities should continue.

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 2022

Total Permit and Approval Activity During 2022	89
Permits issued for exempt units during 2022	15
Permits issued for exempt Category C units during 2022	0
Permits issued for exempt Category D units during 2022	15
Existing residential units annexed during 2022 (Category C)	0
Out-of-service-area agreements approved during 2022 (Category D)	0
Number of Units Removed	0
Permits issued for other non-exempt units during 2022	1
Non-exempt allocations reserved during 2022 for future use	0
Subtotal of Nonexempt Allocations Issued or Reserved in 2022	1
Base year dwelling unit allocations available on 1/1/2022	50
Total non-exempt allocations issued or reserved in 2022	1
Total Carryover Available from 2022	49
Total Carryover Available from 2021	50
New Base Year 2020 Allocations Available 1/1/2022	50
Total Allocations Available 1/1/2023	149

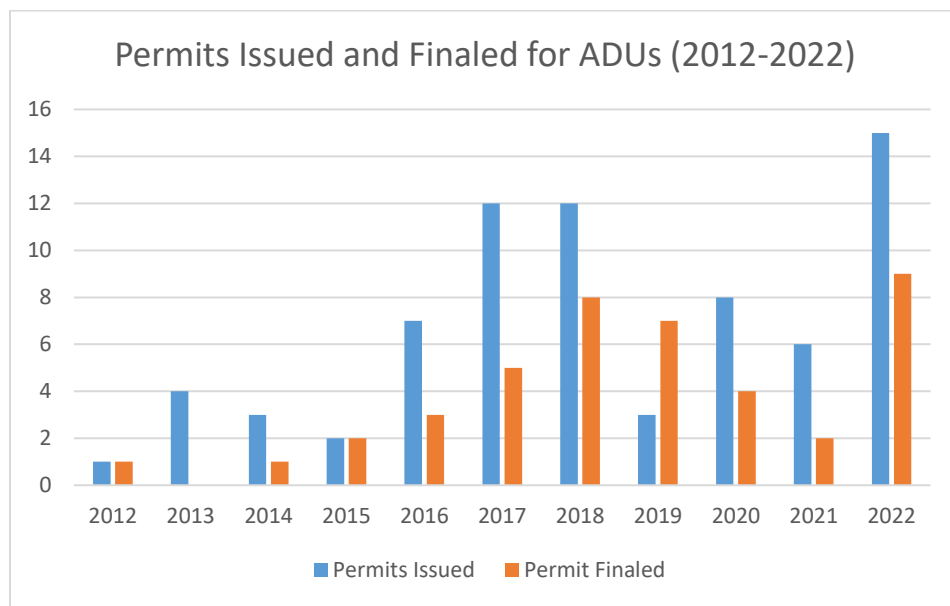
The following unit types are exempt from the annual limit per the Zoning Ordinance “Category D”:

- 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

Additionally, “Category C” specifies that senior housing, single room occupancy projects, and units less than 500 square feet are counted as .5 unit. Additionally, health care and homeless shelter spaces do not count as dwelling units for the Growth Management Ordinance allocations.

The city issued eight (15) permits for ADUs/JADUs and one (1) single family residential unit in 2022. Note, there were several housing developments that were entitled (planning approval) in 2022 (Woodmark, single family residences, etc.) and staff anticipates 2023 counts to be well above this.



None of the City’s allocations were used in 2021, leaving 100 to carry over to 2022. With the 50 allocations allotted for 2022 this leaves a total of 150 available allocations. At present there are 149 total allocations available for use in 2022.

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. The “new” RHNA allocation for the “sixth cycle” Housing Element period (from 2023-2031) is 214 units, which begins in February 2023 (see chart below).

The City completed its eight (8) year RHNA cycle in full compliance with the RHNA target. During this RHNA cycle, the City produced a total of 131 units (with the target of 120 units, (note, “extra” lower income units beyond the required RHNA can be counted towards a higher income category target, so the 15 excess Very Low units can count towards the remaining 5 Low Income). The City has therefore met/exceeded our RHNA target for the 5th cycle (2015-2023) and is therefore not subject to SB35 for the first half of the City’s 6th cycle of RHNA. SB35 is a housing streamlining measure passed by the State applied to jurisdictions that do not meet their RHNA targets.,

Sebastopol’s Regional Housing Needs Allocation Progress (2015-2022)

Income Level		RHNA Allocation by Income Level	2015	2016	###	2018	2019	2020	2021	2022	Total Units to Date (all years)	Total Remaining RHNA by Income Level
Very Low	Deed Restricted	22	-	-	-	-	-	-	33	-	37	-
	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	6	4	-	-	-	-		
Above Moderate		62	9	2	11	1	1	23	7	8	62	-
Total RHNA		120										
Total Units			12	8	19	12	5	27	40	8	131	5

The Planning Department led the effort to update the City’s General Plan Housing Element for the next (sixth cycle), with adoption occurring on January 3, 2023, and certification by the State prior to the January 31, 2023 deadline. The RHNA for Sebastopol’s housing is allocated as follows:

Sebastopol’s Regional Housing Need Allocation (RHNA) 2023-2031

	Very Low Income (VLI)	Low Income (LI)	Moderate Income (MI)	Above Moderate Income (AMI)	Total
RHNA Allocation	55	31	35	92	213

Of these, staff anticipates meeting the Very low/low income in the first part of the housing cycle, larger from the Woodmark apartment project, and projects the ability to meet these targets within the eight year cycle given the ‘pipeline’ of approved and under review projects.

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 following page includes a history of formal applications were received last year:

Planning Department Permit Activity

Application Type	'12	'13	'14	'15	'16	'17	'18	'19	'20	'21	'22
Use Permit	17	31	10	20	5	7	7	14	7	4	13
Design Review (DRB)	10	11	11	8	15	11	12	5	8	5	4
Design Review (Staff)	2	5	4	7	1	2	1	0	3	4	1
Variance	0	0	2	3	0	0	0	2	0	1	0
Tree Removal Permit	10	13	12	19	21	16	16	15	23	9	19
Administrative Sign Review	9	27	19	20	24	26	16	18	23	12	9
Preliminary Review	1	0	1	2	3	3	1	4	1	3	2
Annexation / Pre-Zone	0	0	0	1	0	0	0	0	0	0	0
Rezone / Text Amendment	0	0	0	1	3	0	0	0	1	0	0
General Plan Amendment	0	0	0	0	0	0	0	0	0	0	0
Minor Subdivision	0	0	0	0	0	0	0	1	0	0	0
Major Subdivision	0	0	0	0	0	0	0	0	1	0	1
Lot Line Adjust. / Lot Merger / Cert. Of Compliance	2	0	1	3	0	1	1	1	1	1	1
Environmental Review	0	2	0	0	0	0	0	0	1	1	0
Appeal	2	2	1	2	4	0	1	1	0	0	5
ABC Transfer / Admin. Alcohol UP	-	-	7	3	5	5	6	9	2	5	4
Antenna Application	-	-	6	1	1	0	2	1	0	2	1
Temporary Use Permit	-	-	12	10	12	12	21	18	5	7	9
Zoning Determination		-	1	0	2	0	0	1	0	1	0
Village Building Convergence	-	-	1	0	0	0	0	0	0	0	0
Administrative Permit Review	-	-	4	12	6	4	5	6	3	3	8
Administrative Permit Review, Cannabis	-	-	-	-	-	-	5	6	5	2	0
Time Extension	-	X	1	1	1	2	3	1	1*	1*	0
Film Permit	-	-	-	2	2	3	3	1	1	1	3
Public Art Review	-	-	-	1	1	0	0	1	0	0	0
Façade Improvement	-	-	-	-	-	1	4	14	5	5	13
Park Project/Monument Review	-	-	-	-	-	2	1	0	0	0	0
Preapplication Conference	-	-	-	-	-	-	-	9	4	3	4
Adjustment	-	-	-	-	-	-	-	1	0	0	0
Development Agreement	-	-	-	-	-	-	-	1	0	0	1
Tentative Map	-	-	-	-	-	-	-	1	0	0	0
SB35	-	-	-	-	-	-	-	-	-	1	0
Total number of Applications	53	91	93	126	106	95	105	121	95	72	98

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

* Council authorized a blanket 1-year extension to all permits due to Covid in 2020 and 2021.

The Planning Department is responsible for acting on 54 of the submitted applications administratively:

- Administrative Permit Review: 8
- Antenna Application: 2 (Section 6409a applications, equipment replacement)
- Administrative Permit Review, Cannabis: 0
- ABC License Transfer / Alcohol Use Permit (<50 seats) / Shared Use: 4
- Design Review Permit: 4
- Film Permit: 3
- Administrative Sign Review: 9
- Temporary Use Permit: 9
- Tree Removal Permit: 19 (City Arborist level review)
- Façade Improvement: 13
- Lot Line Adjustment (Lot Merger): 1
- Preapplication Conference: 4
- Time Extension: 0

The Design Review/Tree Board heard or acted on 17 of the applications submitted in 2022:

- Design Review Permit: 1
- Sign Permit: 2
- Sign Exception: 0
- Tree Removal Permit: 0
- Preliminary Review: 1 (7621 Healdsburg Ave)
- Façade Improvement: 13

The Planning Commission heard or acted on the following permits in 2022:

- Use Permit: 5
- Temporary Use Permit: 3
- Alcohol Use Permit: 5
- Appeal: 3
- Preliminary Review: 1 (7621 Healdsburg Ave)

The number of applications requiring Planning Commission review in 2022 was significantly higher than past years. However, staff has noticed an uptick in more residential conversions of commercial space and anticipates that to continue in years to come. With that, the Planning Commission has engaged in a number of longer-range projects.

The Planning Commission also acted on several long-range projects in 2022, including the Housing Element update.

The City Council acted on the following permits and policies submitted in 2022:

- Use Permit: 1
- Tentative Map, Planned Community Rezone, CEQA Mitigated Negative Declaration (Huntley Square)
- Appeal: 2
- Ordinance: 1

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 2022, the City received 63 photovoltaic permits, of which 10 included battery backup systems, 6 included Generators, and 4 EV chargers. Altogether the private systems permitted in 2022 are estimated to produce 614.299 kilowatts.

The City has ten (10) solar installations, which in 2022 produced 528,453 kilowatt-hours, compared to 289,453 kilowatt-hours in 2021. 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 \$237,804 for 2022, or an average of \$12,133 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's new Climate Action Committee initiated several projects in 2022:

- Adoption of Climate Action Framework
- Workplan development
- Community Garden revitalization
- Compost and Zero Waste activities including giveaways and outreach

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 and revenue enhancement, 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 2022 (Includes Solar Data)
2. Ground Water Level Data 2022

3. General Plan Implementation Update (as of Oct 2022)