

**IMAGINE...A GREENWAY TO SPRING LAKE AND BEYOND**



**SANTA ROSA, CA SDAT-JUNE 2011**

**AIA** Communities by Design   
ENVISION. CREATE. SUSTAIN.





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## The American Institute of Architects Sustainable Design Assessment Program



### Introduction

In November 2010, the Santa Rosa, CA Southeast Greenway Committee submitted a proposal to the American Institute of Architects (AIA) for a Sustainable Design Assessment Team (SDAT) to assist the community and its citizens in addressing key issues facing the community. The issues included connectivity, greenway design, economic development, and neighborhood planning. The AIA accepted the proposal and, after a preliminary visit by a small group in February 2011, recruited a multi-disciplinary team of volunteers to serve on the SDAT Team. In June 2011, the SDAT Team members worked closely with local officials, community leaders, technical experts, non-profit organizations and citizens to study the community and its

concerns. The team used its expertise to frame a wide range of recommendations, which were presented to the community in a public meeting. This report represents a summary of the findings and recommendations that were presented to the community.

### The Sustainable Design Assessment Team (SDAT) Program

The Sustainable Design Assessment Team (SDAT) program focuses on the importance of developing sustainable communities through design. The mission of the SDAT program is to provide technical assistance and process expertise to help communities develop a vision and framework for a sustainable future. The SDAT program brings together multidisciplinary teams of professionals to work with community stakeholders and decision-makers in an intensive planning process. Teams are composed of volunteer professionals representing a range of disciplines, including architects, urban design professionals, economic development experts, land use attorneys, and others.

Today, communities face a host of challenges to long-term planning for sustainability, including limited resources and technical capacity, ineffective public processes and poor participation. The SDAT approach is designed to address many of the common challenges communities face by producing long-term sustainability plans that are realistic and reflect each community's unique context. Key features of the SDAT approach include the following:

- **Customized Design Assistance.** The SDAT is designed as a customized approach to community assistance which incorporates local realities and the unique challenges and assets of each community.
- **A Systems Approach to Sustainability.** The SDAT applies a systems-based approach to community sustainability, examining cross-cutting issues and relationships between issues. The SDAT forms multi-disciplinary teams that combine a range of disciplines and professions in an integrated assessment and design process.

- ***Inclusive and Participatory Processes.***

Public participation is the foundation of good community design. The SDAT involves a wide range of stakeholders and utilizes short feedback loops, resulting in sustainable decision-making that has broad public support and ownership.



- ***Objective Technical Expertise.***

The SDAT Team is assembled to include a range of technical experts from across the country. Team Members do not accept payment for services in an SDAT. They serve in a volunteer capacity on behalf of the AIA and the partner community. As a result, the SDAT Team has enhanced credibility with local stakeholders and can provide unencumbered technical advice.



- ***Cost Effectiveness.***

By employing the SDAT approach, communities are able to take advantage of leveraged resources for their planning efforts. The AIA contributes up to \$15,000 in financial assistance for each project. The SDAT team members volunteer their labor and expertise, allowing communities to gain immediate access to the combined technical knowledge of top-notch professionals from varied fields.



The SDAT program is modeled on the Regional and Urban Design Assistance Team (R/UDAT) program, one of AIA's longest-running success stories. While the R/UDAT program was developed to provide communities with specific design solutions, the SDAT program provides broad assessments to help frame future policies or design solutions in the context of sustainability and help communities plan the first steps of implementation. Through the Design Assistance Team (DAT) program, over 500 professionals from 30 disciplines have provided millions of dollars in professional pro bono services to more than 190 communities across the country. The SDAT program leverages the pivotal role of the architectural community in the creation and support of sustainable livable communities.

The following report includes a narrative account of the Southeast Greenway SDAT project recommendations, with summary information concerning several principle areas of investigation. The recommendations are made within the broad framework of sustainability, and are designed to form an integrated approach to future sustainability efforts in the community.







# **BACKGROUND, PROCESS & EXECUTIVE SUMMARY**

## Background

In 1959, in response to proposals from the California Department of Transportation (Caltrans), the Santa Rosa City Council approved a route for a Highway 12 freeway. This was the era of freeways being built all over California and the US (the federal Interstate Highway Act passed in 1956) when virtually all freeways were evidence of progress.

Over the next decade and a half, Caltrans assembled land for this freeway, virtually all of it orchards and meadows. The project never moved to full design west of Farmers Lane. Lane.

A Highway 12 freeway was built from Highway 101 to Farmers Lane. Interest in the freeway west of Farmers Lane waned, and by the mid-1980s Santa Rosa voters opposed the project; consequently, in the 1990s it was removed from the Santa Rosa General Plan. There is virtually no support for the project and no advocates ready to move the project forward.

The Highway 12 freeway remains on Caltrans books as a future transportation project, but is not moving forward. Realistically, no Highway 12 freeway will ever be built on this corridor. The project would be phenomenally expensive, have devastating environmental and community impacts, would not significantly relieve congestion, and would promote sprawl. Traffic problems on the surface Highway 12 corridor are better dealt with by improving



*Urban Areas surrounding Santa Rosa Greenway during Right-of-Way Acquisition*



*Santa Rosa Greenway Current*



key intersections and bottlenecks, implementing more aggressive access control, and improving non-single-occupancy-motor vehicle alternatives.

The corridor, which was so painstakingly assembled with public transportation dollars, remains an excellent transportation corridor that can help provide realistic alternatives to single-occupancy-vehicles. It should not be disassembled or deacquisitioned (what Caltrans refers to as “excess land sales”), except in a few places where such excess land sales would improve its potential for transportation.

### **The Project and the AIA SDAT Application**

The Santa Rosa Southeast Greenway Campaign was formed to advocate for and help create a greenway in the unused Route 12 freeway highway layout. They have put the project onto the public agenda, built community excitement, and developed a community vocabulary that now refers to “the” highway corridor as a greenway.

The Greenway Campaign applied for AIA SDAT assistance to create a strategic plan and assistance in identifying how to move forward on the project. The project was attractive to AIA because of the transformative potential of the project. The project can make the neighborhood, the city, and the region richer and more sustainable. Narrowly defined, the project can enrich the community with an alternative transportation route and a great recreation and environmental resource. More broadly defined, the project can help make transportation networks more sustainable with more walking and bicycling alternatives and the density necessary to support improved transit,

improve the natural and built environment, and leverage sustainable development alternatives to suburban sprawl.

### **Community Engagement**

The Santa Rosa Southeast Greenway Campaign conducted an aggressive outreach campaign, going door-to-door in the neighborhoods abutting the greenway to solicit participation, calling diverse stakeholder groups, and getting extensive media coverage. This outreach brought out several hundred people, from very different constituencies, to participate in the February 17-18, 2001 preliminary visit and the June 6-8, 2011 SDAT:

1. Presentations and interviews with greenway advocates, neighborhood concerned citizens, city, county, state, and NGO officials;
2. 13 stakeholder focus groups (concurrent sessions in three different time slots, including one focused on high school students and the others organized by subject area);
3. One town hall public forum with public input; and
4. One final presentation with public conversation.

In addition, the SDAT reviewed the work of the University of California-Berkley Fall 2010 Southeast Greenway urban design studio, and worked with some of the students from the studio. That studio also benefited from community public participation.

AIA engaged a graphic facilitator to help engage the community during the SDAT and graphically represent their thoughts and idea. Her graphics are included here to help document community participation at some of the most well attended meetings.

# SOUTHEAST GREENWAY

Somewhere to hang out & have fun  
gathering place  
for all ages

## In the Greenway

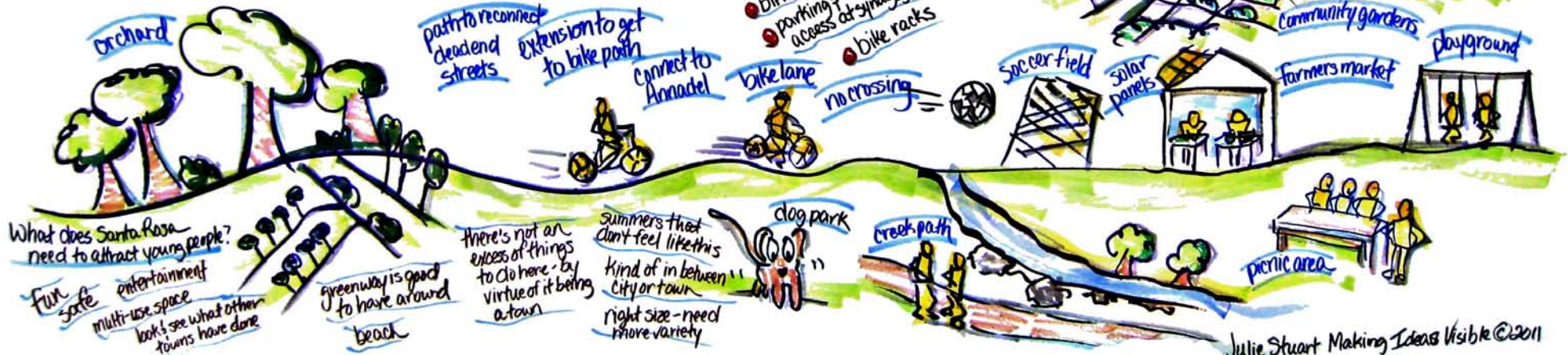
- Landscape
- Highway to Annadel
- Team of students
- More natural
- Less development
- Railroad creeks
- Alternative energy
- Orchard
- Natural way to Spring Lake
- Park
- Community gardens - organic food
- Dog park
- Bike riding - path that goes thru fields to ride thru - don't like crossing roads
- Soccer & Frisbee
- Skate park - controversial!
- Farmer's market - different than Wed night !!
- Basketball
- Walking path
- Hike
- Bathrooms
- Map
- Parking
- Picnic area
- Open space
- Solar panels !!

## Disadvantages

- Competition for land
- People who are paying for it

## Outside the greenway:

- bus transportation
- bike trails
- bike lane
- parking & access at synagogue?
- bike racks
- Creek path
- playground



Julie Stuart Making Ideas Visible ©2011



# SOUTHEAST GREENWAY

- Caltrans owns the land
- 2 miles long
- 56 acres
- East-west connection longer than the mall in DC

- 9 creeks cross it
- Wildlife corridor
- Could be a component of traffic solution

natural as possible  
lighting  
filtering is clear with  
safety - pricing area !!!  
freshening beauty  
wildlife walking paths

Why are we buying it twice?



lighting

bike path

historical signage

How is this a gathering place?

traffic calming  
rest traffic want to be able to separate right  
leatherman park  
shate park  
toilet  
overpass for biking/walking  
separated bike/walking path  
path at ground level

- No Freeway thru Corridor
- Address cross-town traffic
- Caltrans will surplus the land
- If not public, private actions
- Planning, zoning leverage
- Work together

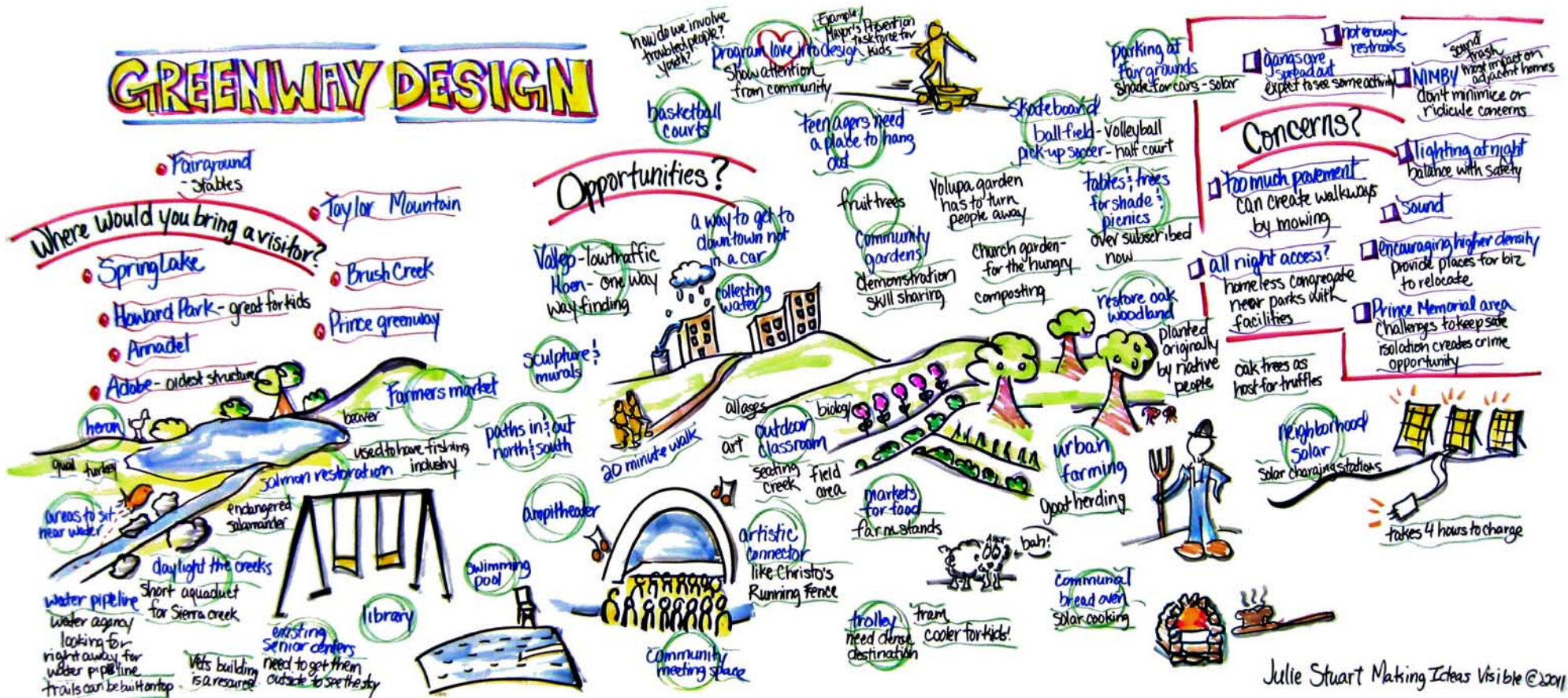
dog park  
intergenerational center  
restore the creek  
loop gardening center  
electric trolley contact area  
outdoor creek brought back to life  
Santa Rosa plum  
hop maze  
bike trail/walk trail-wide path  
pool by the school  
safe bike lanes  
tree trails  
planted in CA natives  
demonstration garden  
accessibility-raised planters  
sensory garden  
playgrounds  
regional trail network  
historical markers  
alternative transportation  
being able to walk it in my life time  
short simple  
installation art  
gazebo music  
theater  
community dialogue  
electric streetcars  
bread oven  
don't overplan  
NY Highline as example  
Phase that evolves  
be real about what it is  
traffic management



Julie Stuart Making Ideas Visible ©2011



# GREENWAY DESIGN



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Greenway Design Focus Group, June 7, 2011

## SAMPLE PUBLIC COMMENTS ON IMAGINING THE GREENWAY

- Beautifully landscaped nature preserve
- Quiet respite
- Mixed-use areas
- Access to shopping and cafes
- Affordable housing
- Art and music
- Access for all!
- A community gathering place
- Bicycle and walking paths
- Bicycle connection to Spring Lake
- Community gardens, orchards/trees
- A safe place to walk and enjoy nature
- Dog friendly
- A place for education



A few related messages emerged from the process:

1. There is near universal agreement that a Route 12 freeway will never be built in the corridor and that there would be no significant benefit of a surface road in this area.
2. There is an enormous level of support for a greenway.
3. There are some concerns from some residents about the potential for crime and actual and visual private property encroachments if a greenway includes public access.
4. The overwhelming public voice, however, is that there should be a well designed publically accessible multi-use trail the entire length of the greenway.
5. Very few members of the public voiced the need for any private sector development and there was some opposition to development simply "to pay the bills" for the project.
6. When queried, however, many participants agreed that private sector development could be well designed to add a critical mass and design elements that can strengthen the corridor.

Once the Sustainable Design Assessment Team heard from the community, the SDAT had their own Charrette, reflecting on what they heard from the community, the design challenge, and the broader challenge of making Santa Rosa a more sustainable community. The report that follows reflects the SDAT's recommendations to the community.



## Executive Summary

Starting five decades ago, the California Department of Transportation acquired two miles of right-of-way for a freeway project (Route 12) that will never be built. The right-of-way is not needed for a highway and it is not needed for a surface road

This painstaking work created a transportation corridor that can now host a non-motorized transportation route and a greenway that can move people, enhance the environment, leverage economic development activity, promote social equity, and generally improve the quality of life within Santa Rosa. The AIA SDAT identified seven issues that cut across all aspects of the project.

### **MULTIUSE TRAIL: GREENWAY AS A TRANSPORTATION CORRIDOR**

The freeway is dead, but the corridor will reign forever as a transportation corridor. The vast majority of this corridor should remain a transportation corridor dedicated to moving people where they want to go. Instead of a highway, a road primarily designed to move people in single-occupancy vehicles, the spine of the corridor should be a non-motorized multi-use trail network. There are already sufficient roads in Santa Rosa to move freight and vehicles (although some improvements are certainly needed for those roads), but often trails can move people more efficiently, with lower cost and environmental harm, and in a more healthy lifestyle. Transportation systems should allow a choice of modes, and in southeastern Santa Rosa the mode that is most underserved presently is non-motorized transport.

### **GREENWAY ECOSYSTEM: GREENWAY AS A PARK AND GATHERING PLACE**

If the spine of the greenway is a multiuse trail network, the flesh is the greenway adjacent to the trails. That is what will make the greenway a rich and sustainable experience and a gathering place for people of all ages. The greenway should build a critical mass of users and a gathering place for diverse populations from different neighborhoods, age groups, and backgrounds. Second, the greenway should create a healthy, walkable, environmentally friendly environment that both invites the public and educates them about their environment.

### **SERVE THE REGION, CITY, AND NEIGHBORHOOD: GREENWAY AS A REGIONAL RESOURCE**

The greenway can and should serve multiple publics in the region, the city, and the neighborhood all at once.

- A neighborhood local gathering place and a pedestrian scale area. Neighborhood residents will be the prime beneficiary of the chance to walk their dogs, stroll to breakfast, chat with their neighbors, and see their real estate values escalate significantly.
- A city regional park and transportation network. Citywide, everyone will benefit from a new regional park, a safe opportunity to bicycle from downtown Santa Rosa to Spring Lake, a new vibrant village in Santa Rosa, and a more sustainable development pattern.
- A regional identity. The entire region will benefit from connecting the future SMART multi-use trail, downtown Santa Rosa, Spring Lake, and eventually Sonoma with a non-motorized trail. More significantly, the region will benefit as Santa Rosa's reputation as an outdoor hub and a great place to visit and play grows.



### **SUSTAINABLE DEVELOPMENT: GREENWAY AS ECONOMIC DEVELOPMENT**

The greenway will add value to surrounding properties (who doesn't want to live, work and play next to a great park). In doing so, it will stimulate additional investment in existing developed properties adjacent and near the greenway.

Equally exciting, there are some critical new economic development opportunities in a couple of areas in the former freeway right-of-way that will add a focus for the greenway, produce jobs, increase tax revenue, and create a node with enough density that transit can become more viable.

### **ADJACENT HIGHWAY 12: GREENWAY AS SURFACE ROADWAY IMPROVEMENT**

The intersection of the greenway, Highway 12, and Farmers Lane can be reconfigured to significantly improve its traffic flow, removing a significant bottleneck on Route 12. The freeway was designed to bridge Farmers Lane with Farmers Lane being but an exit. Finally acknowledging that Farmers Lane is the permanent host for Route 12 allows this intersection to be reconfigured by dropping the pretense of a freeway extension and optimizing this connection. This will improve surface transportation, create one of the economic development opportunities at this newly configured intersection, and create a node that defines the start of the greenway.

### **PLAN WITH THE COMMUNITY: GREENWAY AS A COLLABORATIVE PROCESS**

The Santa Rosa general plan, which currently does not address the greenway site, will need to be amended to include the site. Given that Santa Rosa has a good general

plan already, all that is needed is to amend the plan from Newanga and Hoen Avenue (on the south) to the northerly limits of the Caltrans right-of-way, extending westerly to include the entire Highway 12/Farmers Avenue cloverleaf.

Since "the perfect is the enemy of the good," a white paper, planning all of the steps to implement the southeast greenway and strategic plans and transportation engineering should proceed in support of the eventual general plan update. All of the planning should be as collaborative and consensus building as possible.

### **LET THE PLAN DRIVE THE PROCESS: GREENWAY AS A GOVERNING PRINCIPLE**

The strategic and eventual general plan should drive the process, with the eye always on the greenway and the related economic development. Caltrans is a vital partner interested in all aspects of the project:

- The multi-use trail and greenway is a transportation system that Caltrans should hold.
- If Caltrans ever wants to excess the greenway, the City or Sonoma Open Space District should buy it at very low cost since planning and zoning will not allow other uses.
- Caltrans will get a significant financial return when they sell the identified parcels for economic development, once City planning and zoning are in place.
- Caltrans needs the partnership as much as the city does. They will receive more revenue working with the city under the recommended scenario than if they sold their property now with no plan or zoning in place.



## GREENWAY CONTEXT



## DRAWING ON THE REGION

In an earlier planning conception – decades ago – this corridor of land was intended as a link in a regional highway network. The planners of the mid-twentieth century had envisioned motorists streaming to and from the center of Santa Rosa, cruising at high speeds along a thoroughly modern divided highway over the hills and into the valleys leading to Sonoma along Route 12. The roadway would have bypassed antiquated rural roadways and the streets of sprawling residential districts to serve a growing, spreading population. Route 12 was completed from the Downtown to Farmer’s Lane, and the land for its extension to the east was acquired by Caltrans.

But the vehicular vision stalled and for very good reasons. A substantially different vision of the relationship between development and the land emerged that now values open space and agriculture in balance with urban development, and acknowledges the long term benefits of urban growth boundaries.

Opportunities to convert the unused land to a local amenity are now apparent. What may be less apparent is the regional role that the corridor could play in the future as a very different type of link than was initially planned.

The SDAT team considered the corridor’s location and orientation relative the regional transportation and open space systems. In just a few years, a new regional commuter rail service along a north-south corridor will connect Santa Rosa to Larkspur and allow travelers to continue by ferry to San Francisco and the entire Bay region. The

Santa Rosa commuter rail station will be less than two miles from the western end of the Greenway, linked directly by the last completed highway leg of Route 12. If bus, shuttle and bikeway connections can be established along the greenway and to the rail station, the neighborhoods of southeast Santa Rosa can participate in the advantages of regional access.

Bikeways and bike lanes already thread the region, and continuous trail systems connecting major destinations and recreational destinations are either in place or planned; the Greenway Corridor is a potential strong link in these networks, as well.

Regional east/west volumes of traffic along the Route 12 Corridor may not expand substantially in the future for several reasons, including restrictions on development posed by the urban growth boundaries to the east. This observation suggests that the regional demand for street and highway capacity might be managed along the existing Route 12 corridor with reasonable improvements, so that regional “cut through” traffic may not envelope the neighborhoods along the Greenway.

Regional planning will also ensure that Santa Rosa remains the center of a diverse agricultural region. The SDAT planning team suggests that the Greenway could celebrate the agriculture of the region, drawing representative plots, crops and groves into the landscaping themes.

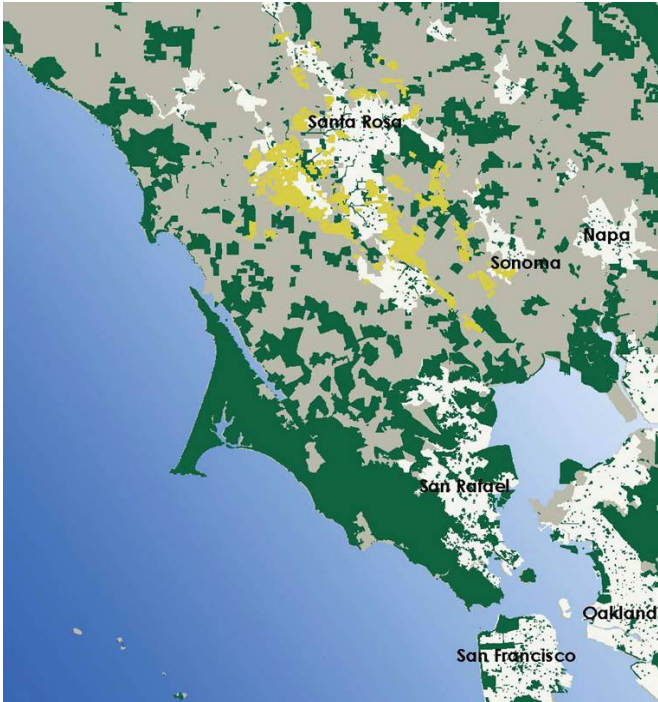
The Greenway: Regional Scale



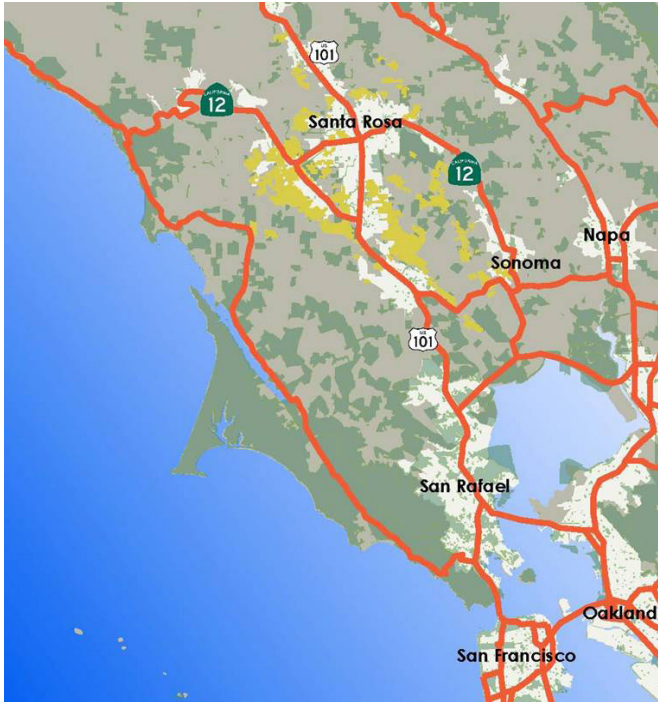
North Bay  
Counties



Urban Areas



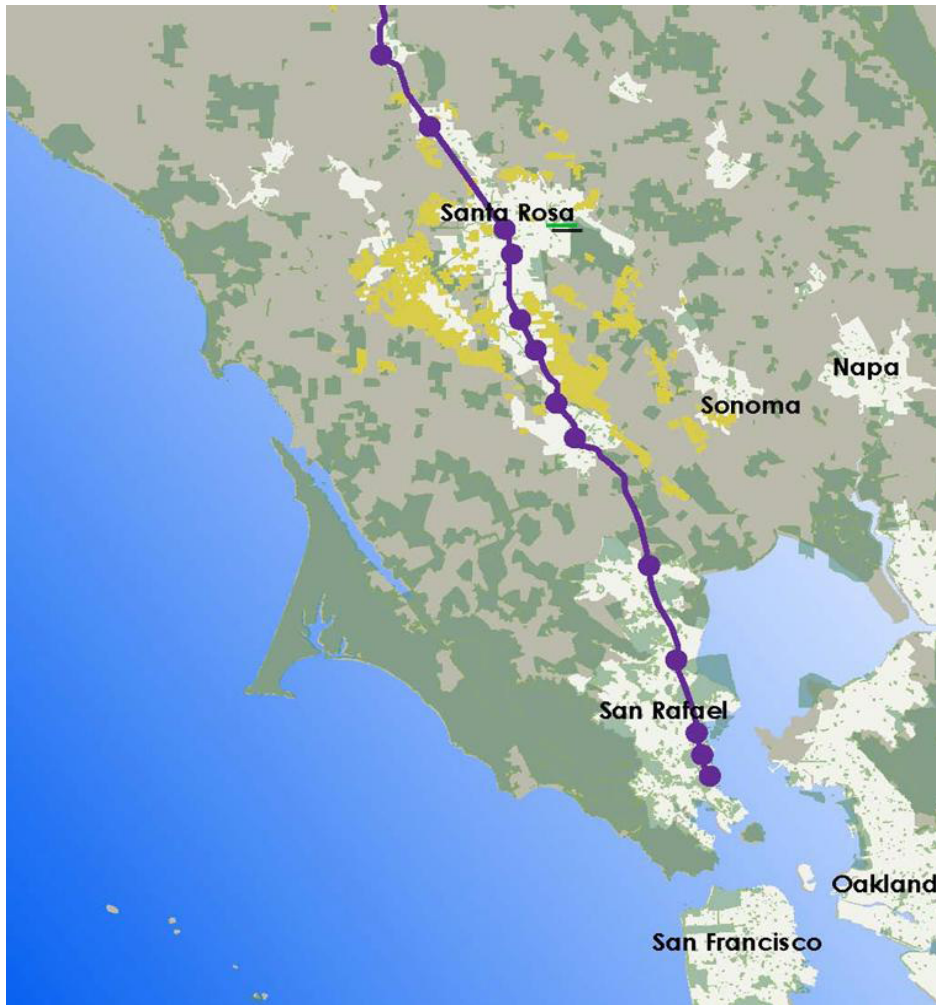
Open Space &  
Sonoma County  
Agriculture



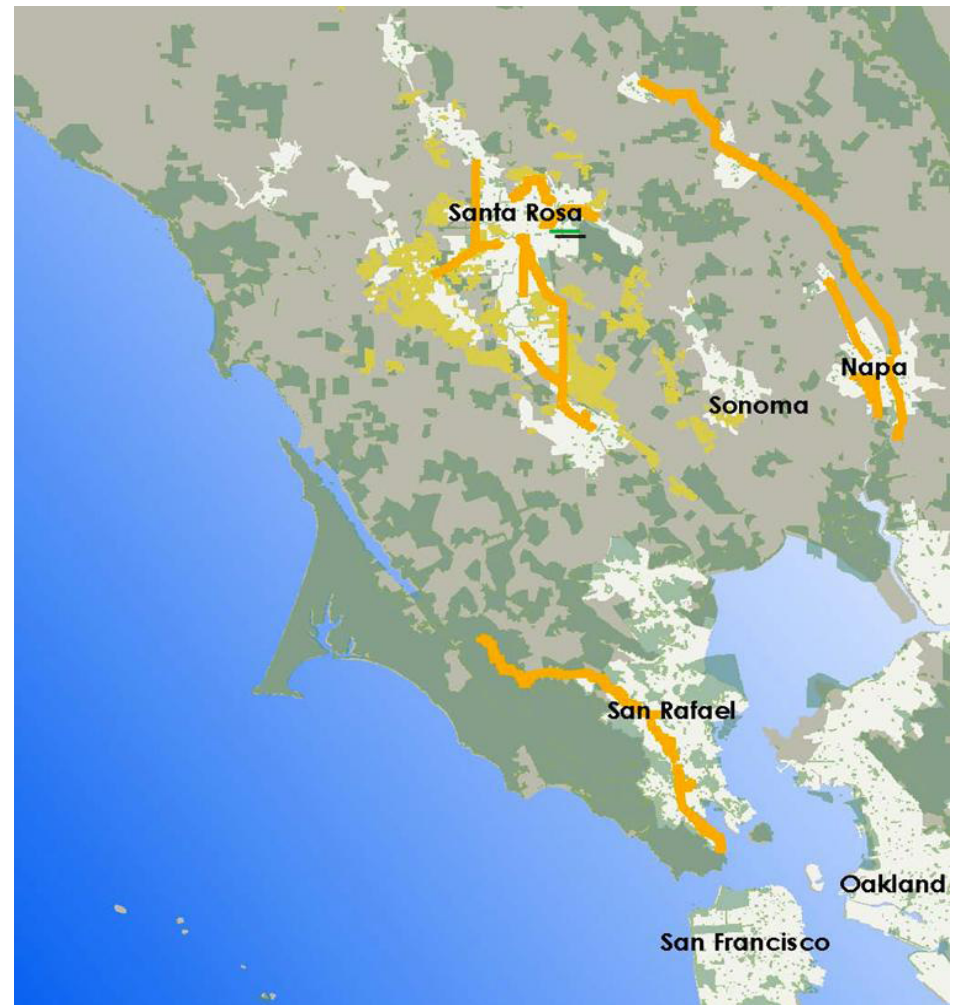
Major Roads



## The Greenway: Regional Scale



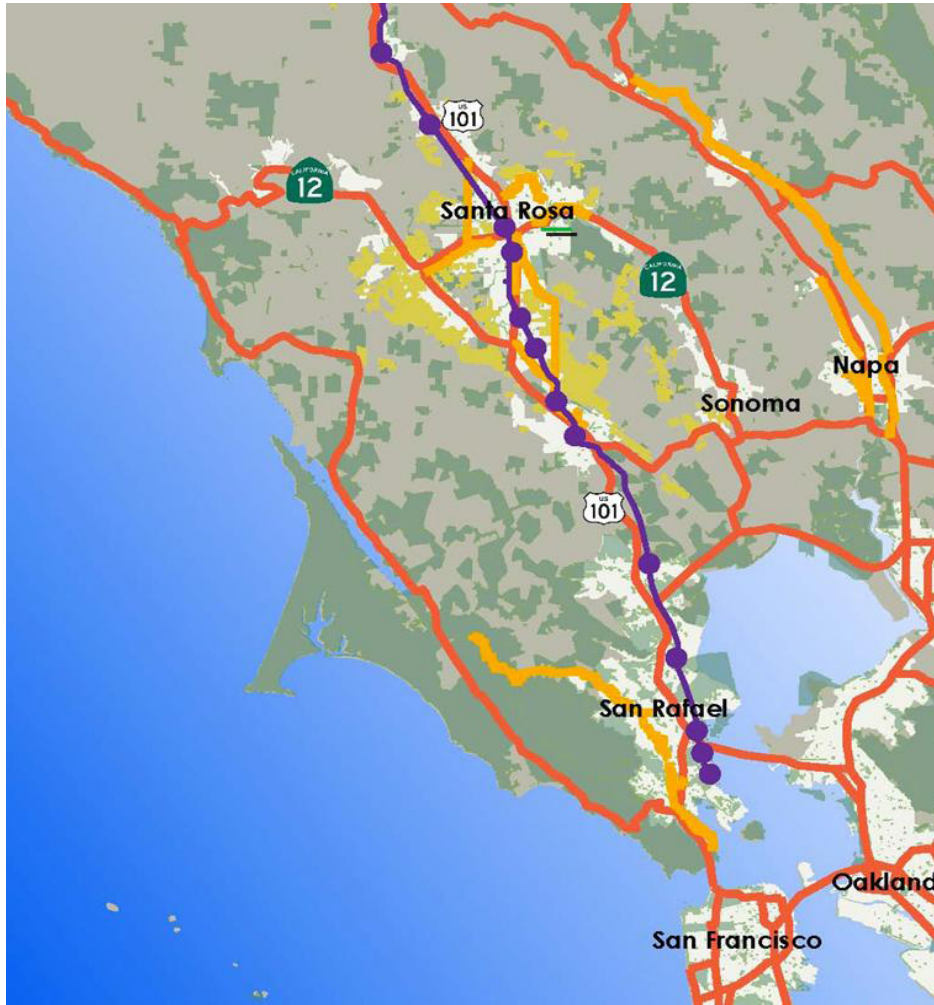
*SMART Right-of-Way*



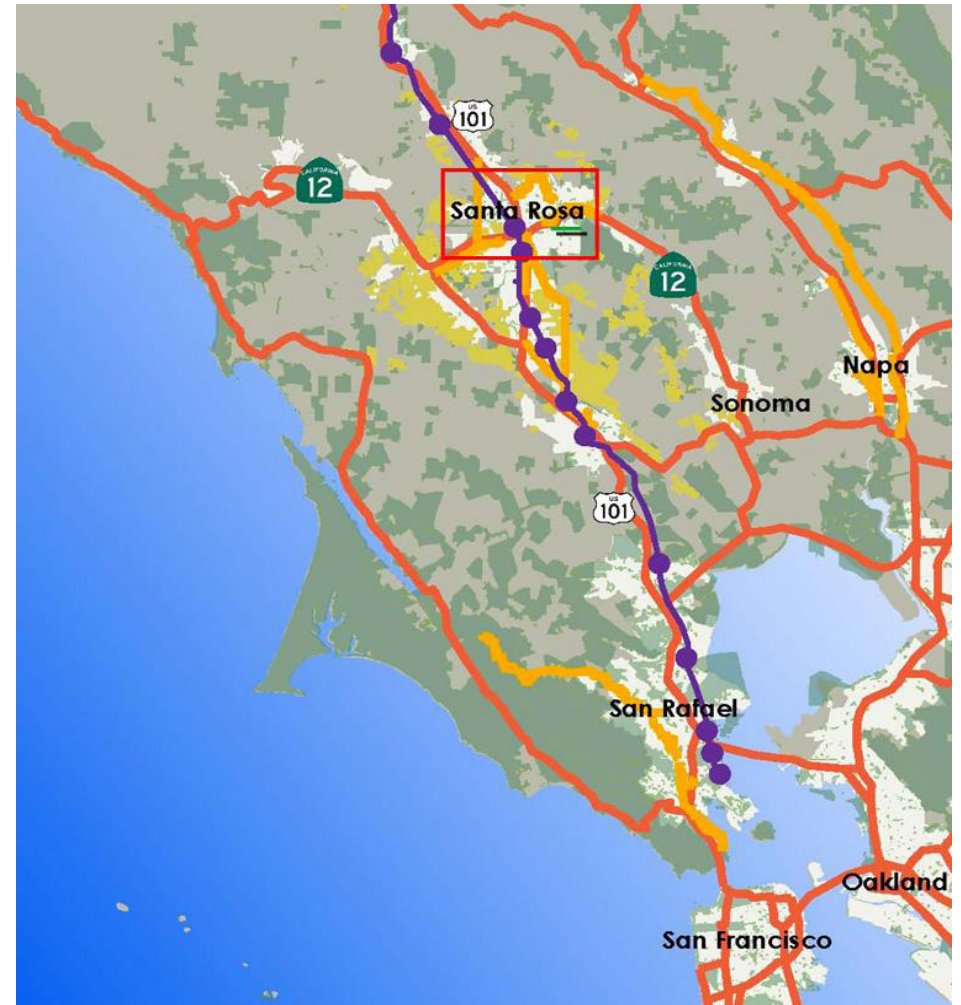
*Major Bike Trails*

Santa Rosa, and the SE Greenway in particular, can play a major role in completing a San Francisco Bay area off-road bicycle network. The greenway corridor makes a connection across half of Santa Rosa's urbanized area from existing trails west of the SMART commuter rail station in the core of the city to the open space dividing Santa Rosa from Sonoma and eventually extend to downtown Sonoma. In addition to making this regionally significant connection, the SE Greenway provides a citywide and local recreational and commuter function, connecting the retail and office core with the neighborhoods, connecting residential areas to schools, senior centers to services and open space, and generally making a significant portion of the city more pedestrian and bicycle friendly.

# The Greenway: Regional Scale



*Regional Vision*

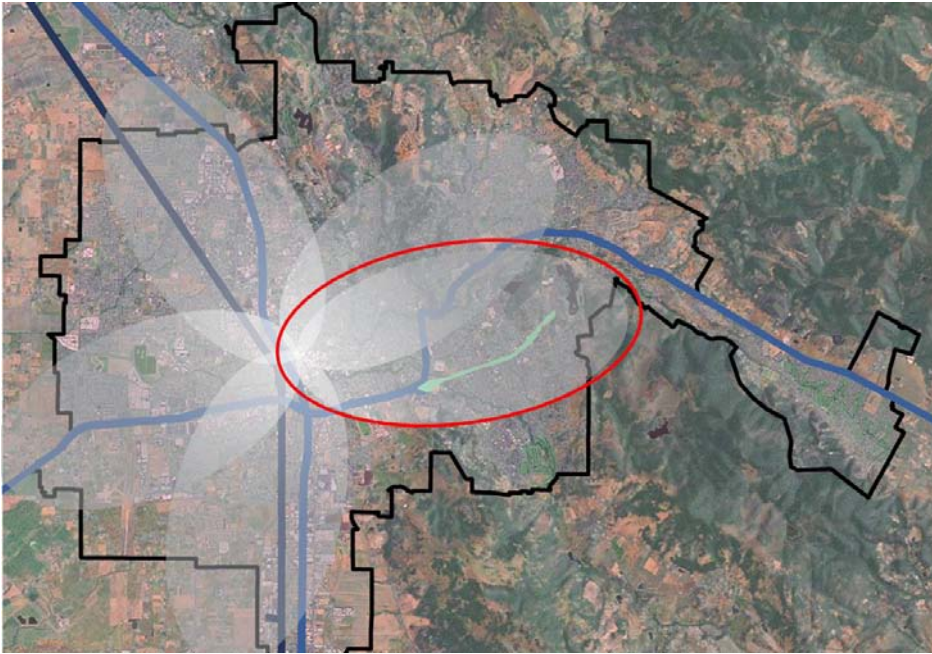


*Santa Rosa in the Regional Context*



## THE GREENWAY IN THE CITY

Santa Rosa is structured as quadrants that lead outwards from the Downtown towards the surrounding hillsides and open land. The corridor mirrors this larger urban structure, extending the straight line “axis” of Route 12 through the southeast quadrant of the City.



Beginning where the downtown-linked Route 12 freeway ends, the corridor heads east and divides predominately residential districts that are largely “built out”. The neighborhoods and schools have filled in the land, right to the edge of the fenced-off and level fields that characterize the central portions of the corridor. Only a few arterials and stream beds intercept the 300-foot wide swath of unbuilt land.

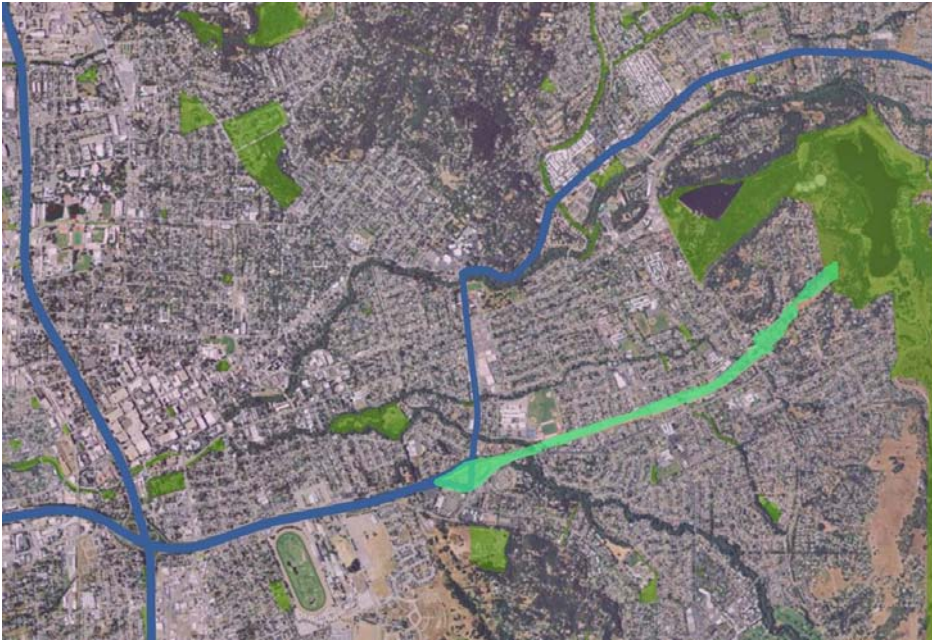
But at its eastern end, the corridor abruptly rises through oak-spotted hills, threading a path towards triple-park open space. Spring Lake Park, Howarth Park and the expansive Annadel State Park form an open space network of extraordinary recreational and environmental value, adjacent to the neighborhoods in the valleys below. Standing at nearly any point in the Greenway, the view of the hills draws the eye and the imagination.

Over time, the Downtown will be the focus of a more urban scale, transit-oriented development at the crossroads of the major rail, bus, highway, arterials, bikeways and path networks. Future compact development of the Downtown will also benefit from the City’s economic and Smart Growth initiatives. The Greenway presents a rare opportunity to create a highly imageable linear transition: Urban Downtown to highway, highway to Greenway and its flanking neighborhoods, and finally Greenway to the parks and eventually to Sonoma.





## The Greenway: City & Corridor Scale



*Open Space*



*Roadways*



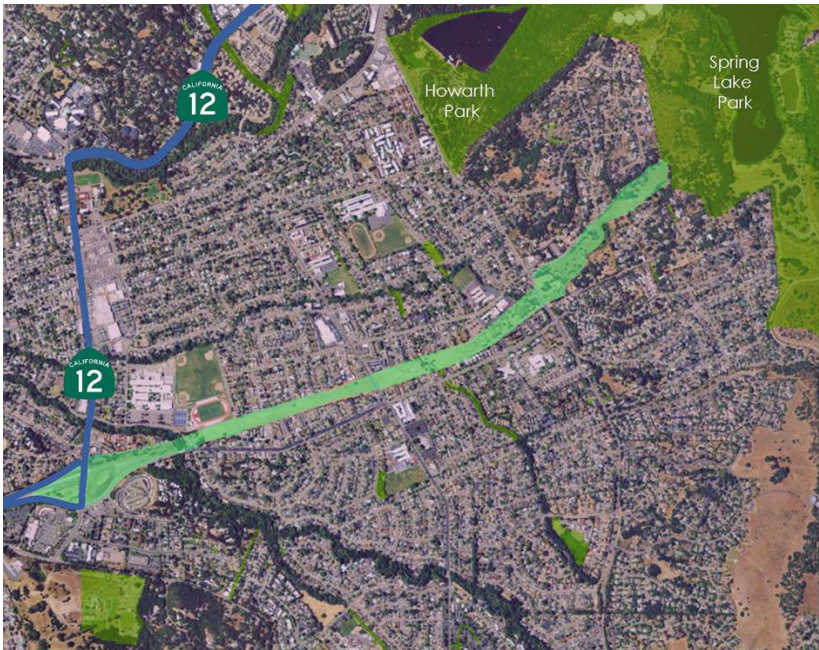
*Bicycle Trails*



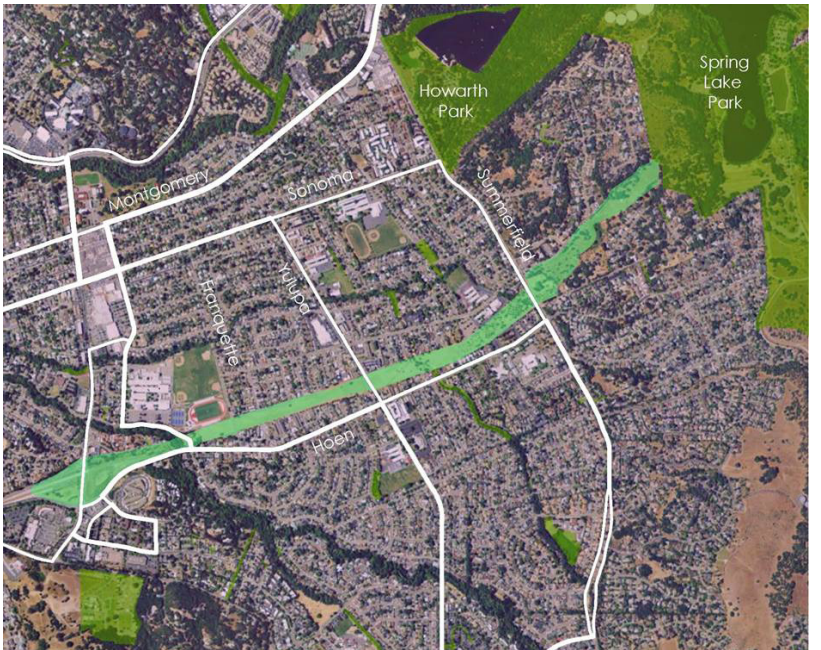
*Major Nodes*



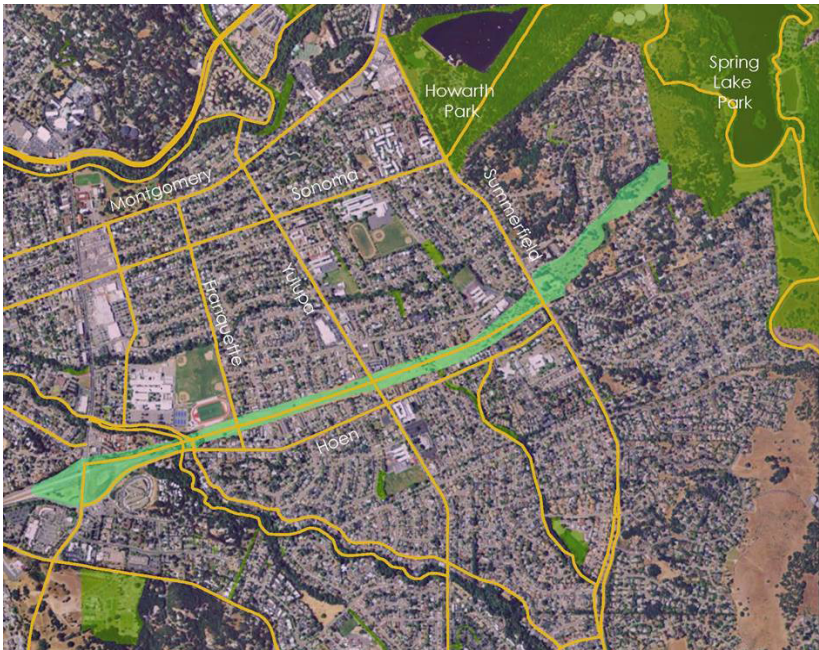
# The Greenway: Neighborhood Scale



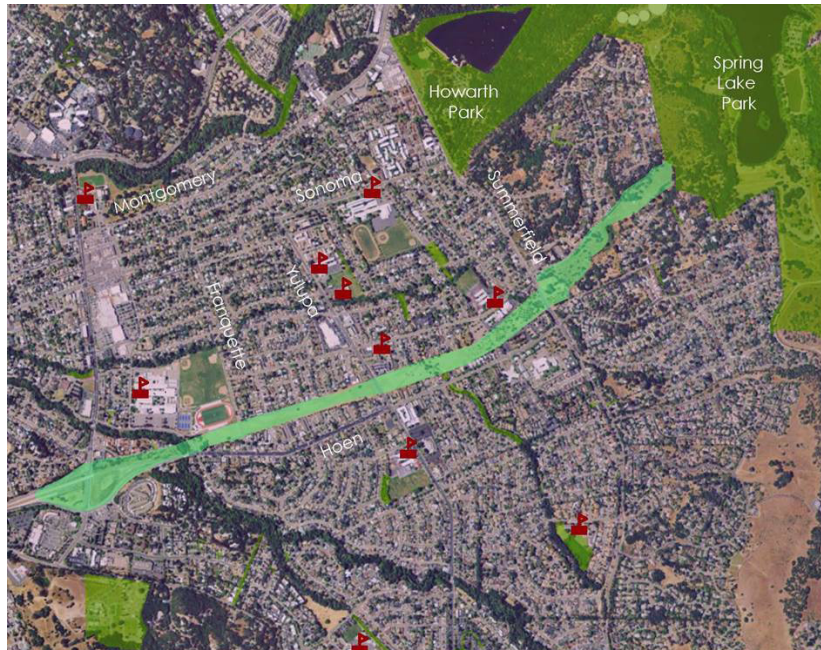
Open Space, the Greenway, & Major Roads



Transit



Bike Routes



Schools



## The Greenway: Neighborhood Scale



*Walking distance (half mile circles or ten minute walk for the average walker)*



## THE BIG PICTURE: IDEAS TO SHAPE THE CORRIDOR

“Urban design” is the composition of large scale places to create an effective and meaningful fabric that combines landscape, development and infrastructure. The SDAT team considered the urban design of the Greenway and of adjacent areas at the same time. In this regard, it is very important to understand the transformative opportunities presented by the Greenway on nearby areas. Borders can be turned into seams and barriers into connections if the corridor is considered within a broader framework of community design. A number of overall concepts emerged for the urban design of the corridor from the community discussions and intensive working sessions among the team members, participating students and community members.

**The Greenway as Oasis** – The Greenway has been envisioned as a type of oasis that provides an abundant and flourishing landscape along its entire length. This oasis is intended to be a contrast to the urban neighborhoods that border it. Although the oasis may be punctuated with special buildings and facilities in focused locations, its landscaping should be steps away from any location.

**Water** – An oasis is fed by water, and the greenway will be no exception. The team imagined the opportunities associated with re-engineering the seasonal and permanent water flows, restoring as much of it back to the surface from underground culverts and pipes as possible. The water should function as both an environmental and agricultural resource that can allow restoration of habitats, creative approaches to using and dispersing water during peak seasons and peak rain events. The water

should be judiciously used as a visual amenity, drawing the eye but guarding its use as an irrigation resource. This approach recognizes the special fascination associated with even a small pool, fountain or flume of water. As part of a re-engineered storm water system, the potential for underground cisterns might be explored. Peak season overflows might be stored and brought back to the surface for irrigation with small wind-driven pumps or other devices to keep the Greenway green.

**Connections along the Greenway** – The Greenway should create continuous pedestrian and bicycle paths along its entire length. Where appropriate, these paths should be separated; in other locations, they might be advantageously combined. In every location, the pathways should be interesting and provide a varied visual experience. As envisioned by the team, a winding bicycle route would extend along the entire length. Walkways might be generally located along the perimeter, providing relatively straight paths between the Greenway segments and leaving the interior areas for the variety of uses and features imagined for the future.

**Connections across the Greenway** – The redesign of the Greenway can connect severed sidewalks and pathways between the northern and southern neighborhoods that flank the corridor. In many locations, rights-of-way already exist or might be obtained as easements so that residents and visitors experience the Greenway as a landscaped interlude along a walk between destinations, rather than as a barrier.

**Urban Agriculture as Civic Amenity and Distinctive Identity** – The SDAT team’s vision suggests that urban agriculture can serve as a dominant and distinctive and meaningful landscape character along substantial portions of the corridor. Several inspirations converged to form this concept. Fundamentally, the climate of Santa Rosa corridor provides a magnificent horticultural and agricultural opportunity, particularly if irrigation can be employed. There are related historic and cultural roots here: Santa Rosa’s legacy includes Luther Burbank’s innovative horticulture and the cultivars he pioneered. Santa Rosa is set within a region of astonishing vineyards and other valued crops; the landscaping of the Greenway could reflect this agricultural context. There is a direct legacy on site. The deteriorated groves of walnut trees at the eastern end of the corridor might be restored, for example. Groves of other nut and fruit trees might create formal arrays of trees that are attractive and tasty. Finally, urban community gardening represents sustainable civic activity that brings many benefits. Innovative programs to expand community gardening could find their way to irrigated plots.

**A Center at the Center** – The team considered the strengths of the neighborhoods surrounding the Greenway, and noted a lack of traditional civic centers that create informal gathering places and a sense of identity. The area where Yulupa Avenue crosses the Greenway seems to be a “center of gravity” that joins the neighborhoods on both sides. If small shops, cafés and civic uses could be assembled within the greenway at this crossing, a new neighborhood center would emerge that could be reached by bicycles, sidewalks and paths from all directions, and be a destination

or place to pause along the Greenway where neighbors could meet. Perhaps the concept of an active streetscape and commercial uses could extend along the blocks of Yulupa north and south of the Greenway, adding to the activity and amenities that a Main Street environment provides for villages and towns.

**Different Ends** – The two ends of the corridor are very different; they should be planned with quite different visions in mind. The east end should merge with the natural, native landscape and the picturesque parks atop the hills. At the west end, the team noted that the land has been organized along the lines of a highway interchange that will never be needed, with large infields created by the diamond pattern of on- and off-ramps. If the interchange remnants were re-organized to create more straightforward alignments and intersections, an enormous amount of useable, accessible land can be made available. This could be the “urban” end of the corridor, absorbing a mix of residential, commercial and retail uses to serve the neighborhoods and take advantage of the direct, express connections to the downtown. This could become a node for shuttle to the city center and the rail station. It could also provide a parking area for visitors to the Greenway, who could bring their bicycle or pedestrian journeys along the paths to the amenities and parks to the east.

**Edges as Seams** – The edges of the corridor currently act as effective barriers to usage. Reconsidered, the edges should become seams that provide access and amenities directly associated with the uses that line them. Open spaces near the schools can add recreational and educational opportunities. Walkways from neighborhoods might



lead to community gardens. Street segments might provide parking that does not disturb either the park or the neighborhood. Over time, the buildings along the Greenway's edge can be expected to increase in value and renovations will be undertaken to re-orient doors, decks, windows and porches that face the park and populate its edges. Nearby, underutilized parcels like the former medical complex near Summerfield and Hoen Avenues might be beneficially redeveloped with uses that can take advantage of the nearby Greenway as an amenity and its connections to a much broader area. Eventually, the Greenway will become a welcome front door for the community, rather than the unusable backyard it has been for decades.



*Neighborhood perspectives captured during the SDAT*



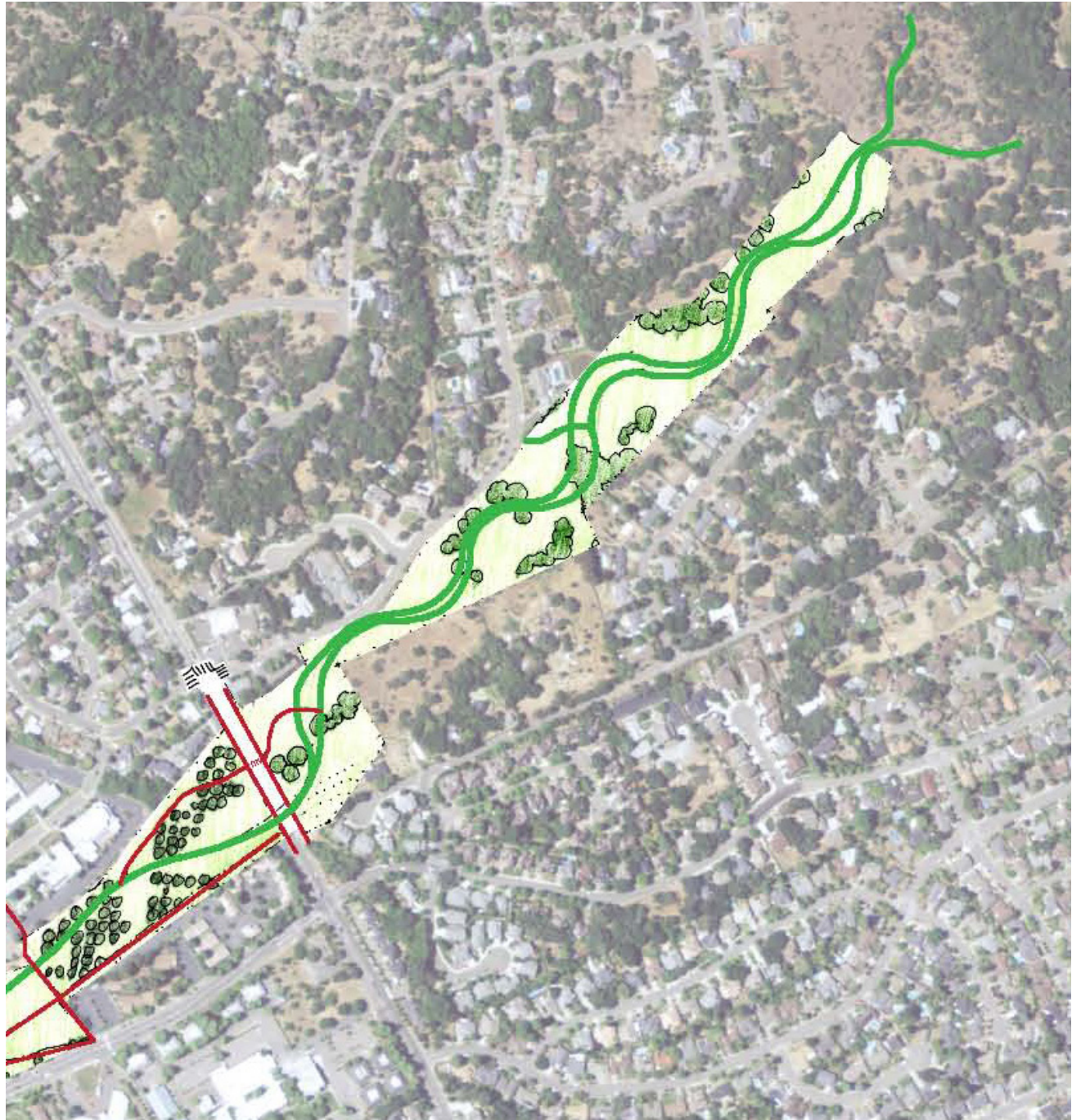
**GREENWAY DESIGN**



## PICTURING THE SEGMENTS

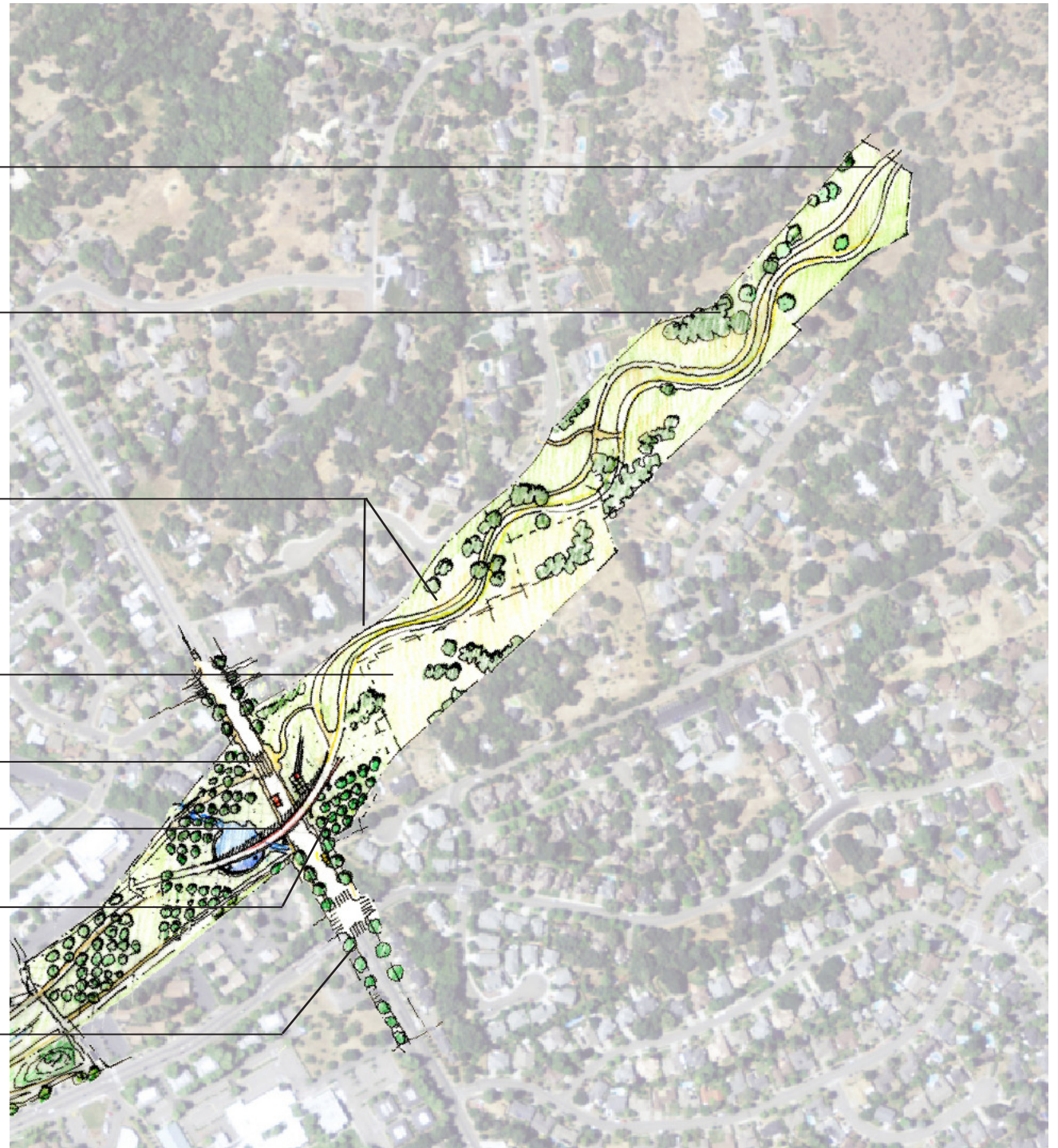
### The East End: Summerfield Road to the Parks

The east end of the Greenway is envisioned as a natural landscape with two separated, winding shared pathways that bring bicyclists and pedestrians up and down the hills. The natural and native ecology would be restored and enhanced to the extent practical, joining seamlessly with the parklands to the east. The walnut grove at the foot of the hill would be cleared and restored as a special landscape and amenity. At the foot of the hill, a sweeping bridge would carry the paths above Summerfield, taking advantage of the existing slope to create a convenient, safe and delightful route for those on foot or on bikes. The architecture of the long span sweeping above Summerfield will mark the Greenway and serve as one of its memorable, imageable gateways.





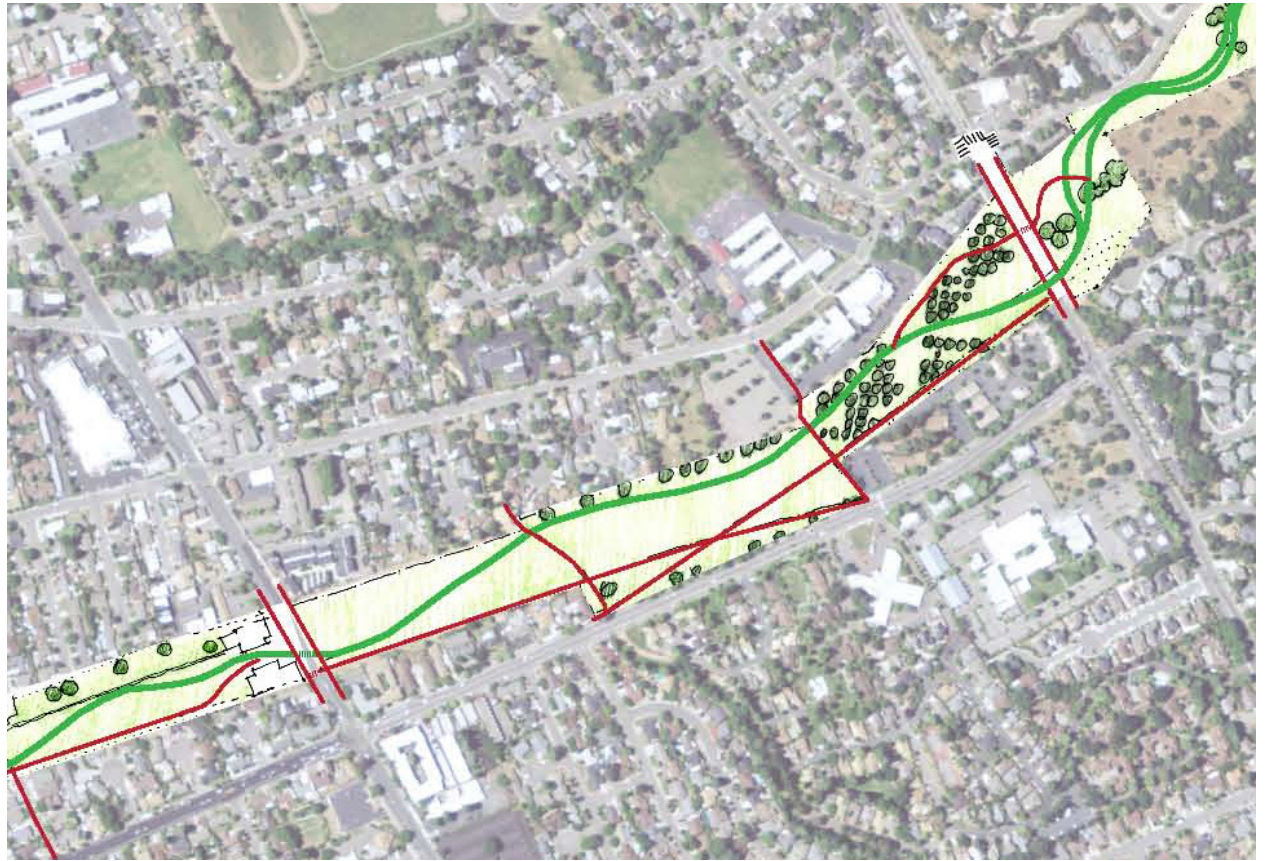
- Links to park trails*
- Restored native landscape*
- Uphill and downhill shared paths*
- Preserved agricultural open space*
- Grade crossing and traffic calming*
- Pedestrian and bicycle bridge*
- Restored walnut grove*
- Fruit tree streetscape with enhanced sidewalks and crosswalks along Summerfield Road approaches*





### Summerfield to Yulupa Avenue

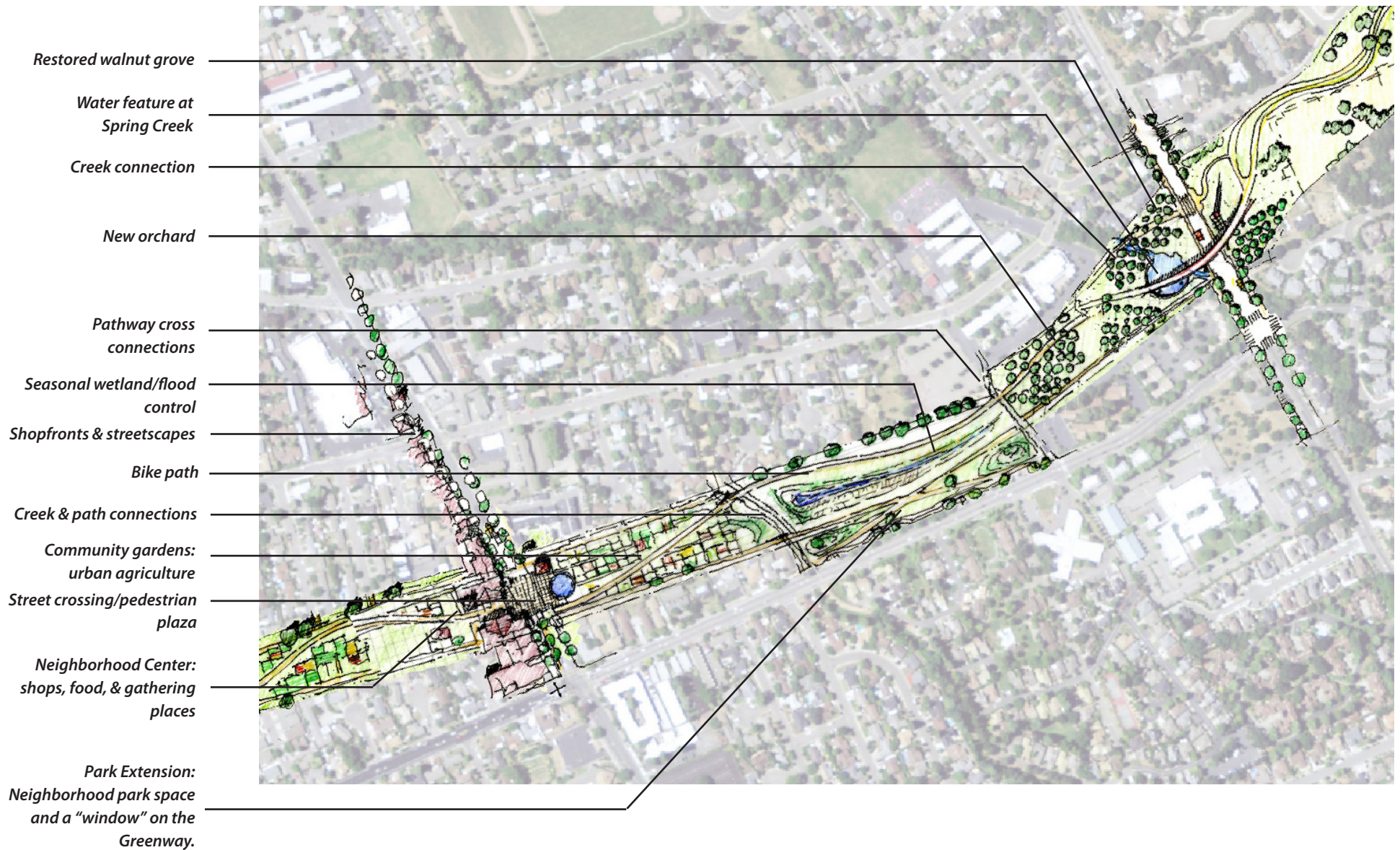
Water would re-emerge from Spring Creek as a surface pond along the edge of the Greenway near Summerfield Road, creating a visual amenity and initiating its new role as a water source for the oasis of groves, gardens and landscapes to the west. The sweeping bridge would pass over the surface of the water and down to the ground level, leading the paths through new fruit groves. Paths would link the schools and housing to open areas along the edges and across the corridor. Continuing west, a seasonal wetland might be created, allowing water to disperse without flooding.



The SDAT considered the land that lies between Hoen Avenue and the Greenway. The distance between Hoen Avenue and Greenway varies considerably, and contains some of the most dense housing in the neighborhoods. However, the land becomes quite narrow for a stretch opposite Sierra Creek Lane and Mariposa Drive. Over time, the single family homes might be acquired and the land added to the Greenway as public open space. This would provide a “window” to the parks from Hoen Avenue and enhanced access for the neighborhoods to the south. Perhaps this stretch could provide playgrounds, small recreational amenities and pockets of parking to help serve the needs for this type of space, as well.

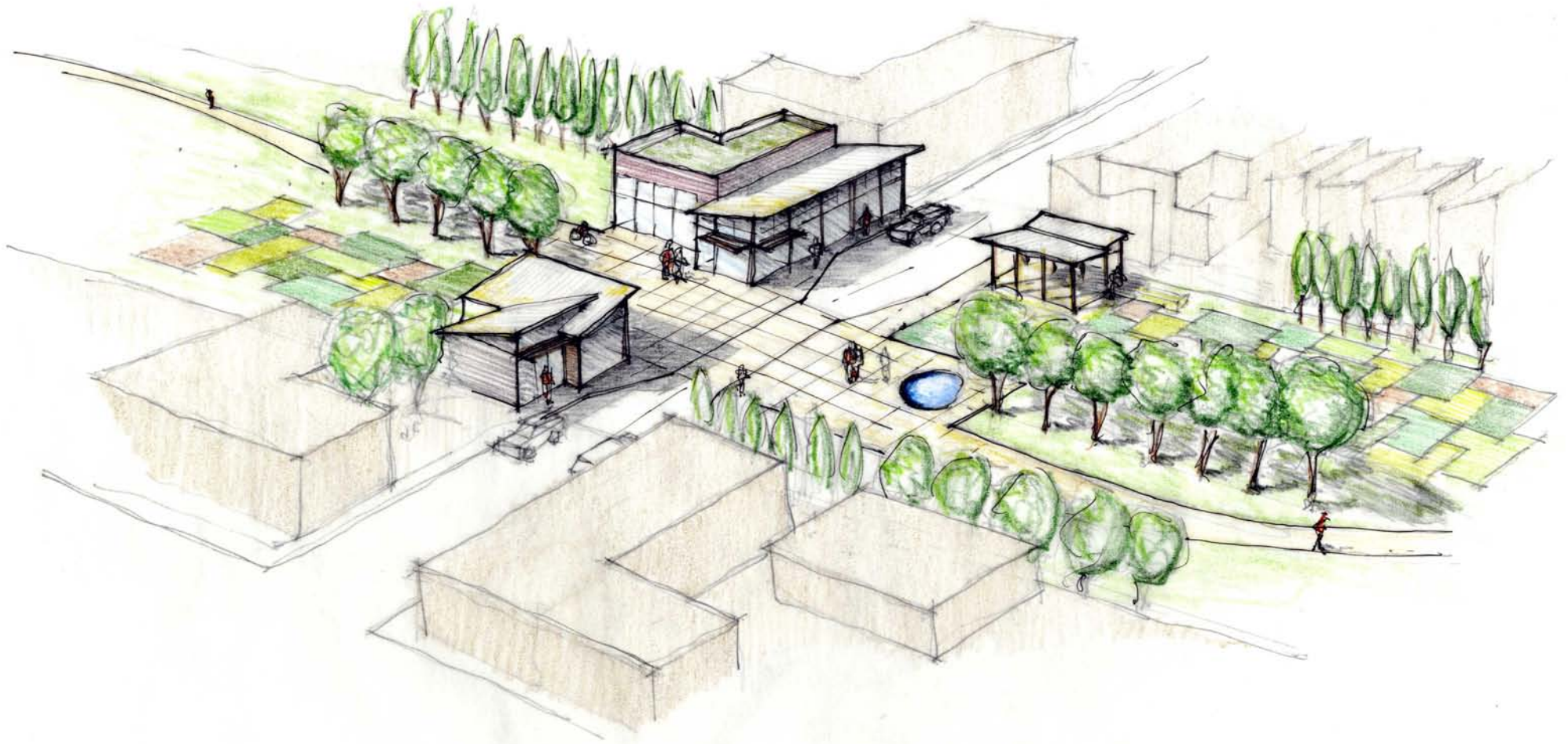
Continuing west, the Greenway could be completed with community gardens and multi-use open space linked to the street ends and pathways along the perimeter. Tall poplars might line the north side of the greenway in locations that would not block views from the neighboring buildings, while providing a windbreak and visible edge to the park space. The new neighborhood center would span Yulupa, with fountains, a small plaza, café, and perhaps small shops or community meeting place in the mix.





Between Summerfield and Yulupa Avenue, cyclists and pedestrians follow independent pathways, making connections to the neighborhood access points serving Spring Creek Elementary School and Hoen Avenue. The proposed greenway includes acquisition of a row of 15 parcels on Hoen Avenue to provide better visibility of the park and to pull the park closer to the southern neighborhoods.





*Yulupa at the Greenway*

At Yulupa Avenue, the greenway has an opportunity to provide a neighborhood gathering place, supporting the community agriculture proposed east and west of the crossing, with a small retail district. The pedestrians and cyclists unite through this public space, adding to the vitality. A signalized crossing will favor the non-motorized traffic, while urban design techniques act to slow traffic. In this area, the motorists on Yulupa will not dominate the roadway, they will be the visitors in a well developed pedestrian space.



## Yulupa to Franquette Avenue

The neighborhood center at Yulupa would be at the east end of this neighborhood segment of the Greenway. A pattern of community gardens, crossing paths, windbreaks, fruit orchards and simple open space would continue, until reaching the land along the High School. This area might be used for much more active recreation (a skateboard park was prominently advocated by some). A greenhouse in this location might be created as an extension of the high school and community education programs, perhaps serving as a nursery for the community gardens or horticultural hall for special events.







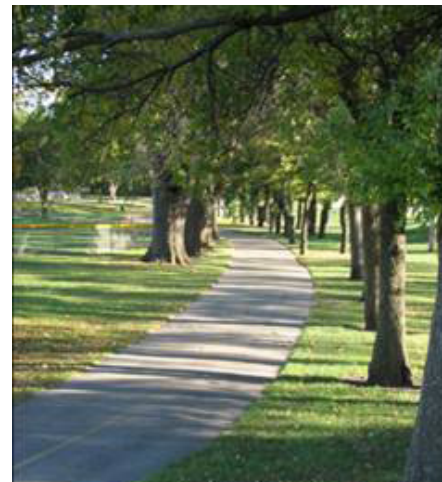
From Yulupa to Franquette Avenue, the orchard theme returns as the community gardens transition into less programmed space. The crossing of Franquette is important for access to Montgomery High School. Informal outdoor classroom and recreation spaces in the greenway provide opportunities to engage students in learning, and practicing natural resource conservation while enjoying the educational benefits of outdoor recreation.



### The West End: Franquette Avenue to the Route 12 Interchange (and Beyond)

This area along the High School might be used for much more active recreation than other parts of the corridor (a skateboard park was prominently advocated by some). A greenhouse in this location might be created as an extension of the high school and community education programs, perhaps serving as a nursery for the community gardens or horticultural hall for special events. This remaining area of the corridor provides an extremely promising opportunity to substantially re-organize the land use and circulation network. As envisioned by the SDAT Team, the oasis and paths of the Greenway would continue as a band along the southern edge of Vallejo Street, emerging at Farmers Lane.

The highway and roadway interchange would be reconstructed to better direct traffic and open up the use of the land as a mixed-use node of residences, businesses and shops along the edge of the Greenway. Route 12 would transition from highway to an arterial street along a curved segment with new intersections with traffic controls to slow and manage the traffic. A new street would connect Route 12 and Hoen Avenue south of the Greenway. As a result, the existing ramps and overpass would no longer be needed, and would be removed. The land made available through this reorganization is extensive and would have attractive and highly visible frontage and access. The sketches prepared by the team envision a parking lot within a final grove of fruit trees that would serve as the Greenway gateway, intercepting visitors and providing a place to transfer to bicycles and paths to the neighborhood, the Greenway, and beyond.







Further west, after crossing Cypress Way, the greenway approaches the Farmers Lane redevelopment area. This area includes one of the significant proposals of the plan: realignment of the roadway, assembly of surplus right-of-way into developable parcels for mixed use, and redirection of the regional traffic from neighborhood arterials to the state highway on Farmers Lane.



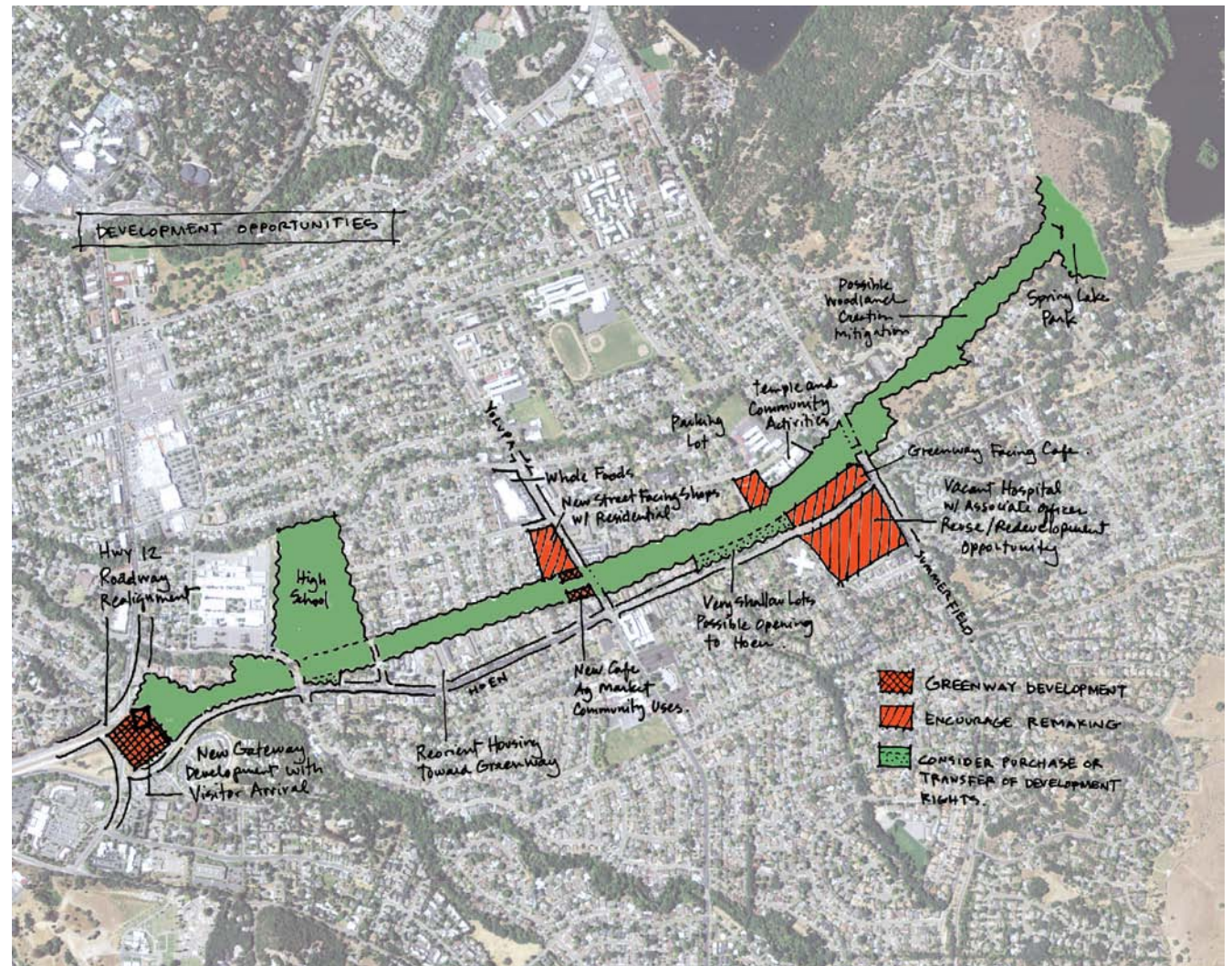


*Putting it all together*



## GREENWAY & DEVELOPMENT SYNERGIES

The Greenway and adjacent properties present several opportunities for positive transformation of the general area. To the west, realignment of SR-12 would yield a sizable and extremely accessible development site for housing and/or commercial, and should include visitor arrival amenities and parking. To the east, a partially-vacated hospital and cluster of hospital-related offices seem candidates for private redevelopment especially with City incentives. In the middle of the Greenway, Yulupa could be transformed into a pedestrian-oriented shopping street along its western edge with Whole Foods serving as an anchor to the north and Greenway destinations as an anchor to the south. Development along the Greenway's edge presents an opportunity to frame the Greenway architecturally, add activity, and improve informal surveillance, but multiple small parcels under separate ownership will make this challenging unless upzoning and other incentives for redevelopment are provided.





While openness and some landscape features will unify the Greenway, the Greenway's character should vary according to opportunities by each segment. Community, commercial, and urban agriculture activities would make a fitting center at Yulupa. To the east, habitat restoration would be beneficial, as should also occur where creeks pass across the Greenway. Adjacent to the High School, active recreation would be appropriate. And to maintain and extend the Greenway's most imagable existing character, orchards would be maintained and added.







# **GREENWAY DEVELOPMENT: NEXT STEPS**



## THE SDAT IDENTIFIED SOME PROCESS ISSUES AND NEXT STEPS:

- A process moving forward and working with stakeholders.
- Working with the State on the disposition of the property.
- A focus on organizational issues, governance, and Public– Private Partnerships (3Ps).
- Addressing funding issues.

## PROCESS MOVING FORWARD

Many uses, amenities, and related issues were raised via the SDAT that ranged from transportation circulation issues along the greenway and the City to the need for playgrounds. How do we strategically take the next steps? Who does what? When?

**1. Stakeholders** - The three day SDAT effort greatly benefited from input from many Santa Rosa citizens, City and County officials, and others. Moving forward, the Greenway project will benefit from the continued engagement of these people and by filling several key stakeholder gaps. Of note, we feel the project needs the engagement of the business community, including developers, the college, and all of the neighborhoods. The project leaders should identify and engage other stakeholders missing from the effort to date.

**2. Using the SDAT report to take next steps** – This report should be a catalyst and initial road map for moving forward. We recommend that within a month of this report, the Mayor should direct key City agencies to develop a white paper to:

- Develop a work plan with city agencies, Sonoma County and other stakeholders to build a strategy for implementing the Greenway, including financing;
- Outline issues and build toward general plan amendment; and
- Identify and plan other implementation steps.

**3. Within a month the Greenway Campaign members, City, County, and other stakeholders should work with Caltrans to create the initial trail along the greenway via an “Encroachment Permit.”**

## 4. Over a longer term:

Complete and implement the Greenway Strategy:

- Finalize status of the Greenway ROW issue.
- Establish a Management Board and structure.
- Develop and adopt a General Plan amendment consistent with the Greenway Strategy.
- Maintain stakeholder engagement.

## LAND OWNERSHIP ISSUES ASSOCIATED WITH THE GREENWAY

Addressing ownership and use issues of the ROW is critical for the Project. Most of the land that makes up the Greenway is a right of way (ROW) originally purchased for a highway by Caltrans in the 1960s. Their requirements for disposing of such properties essentially results in selling to the highest bidder. Realizing this is not a typical piece of excess property and the importance of this ROW to the neighborhoods, City, region, and State, there needs to be a strategy for working with CalTrans on the ownership and use issues. We do not believe that this property is in fact excess property to state

transportation needs. It is excess to freeway needs, but a greenway is a legitimate sustainable component of the transportation system, and should be treated as such.

Options for addressing the land ownership, disposition, and uses issues associated with the greenway include:

1. Use Agreement / Memorandum of Agreement between the City (or other Greenway entity) and Caltrans.
2. Purchase of the ROW by City from the State.
3. Multi-pronged use/ownership approach where portions of the ROW are sold and developed, others preserved, etc per a detailed agreement, RFP process.

We recommend the Use Agreement approach, above, to get the greenway started. This strategy needs to include the Greenway Campaign, City, Caltrans, elected officials, and perhaps other State agencies. Addressing the ownership issues will require a creative approach to financing and partnerships. The strategy needs to emphasize the following:

- The transportation function that the greenway will provide;
- AB 32 (Climate Change) related benefits and furthering of State priorities;
- Other environmental benefits linked to potential storm water management mitigation, wetland creation, stream restoration, etc;
- Recreational benefits;
- Educational benefits; and
- Economic development benefits.

## **ORGANIZATIONAL ISSUES / GOVERNANCE, AND PUBLIC – PRIVATE PARTNERSHIPS (3P’S)**

Moving forward with the Project into the next phase will require a focus on governance in both the short and long term.

1. The Southeast Greenway Campaign is the organization currently leading the Project. They should focus on being the outreach / community arm of the effort and seek to work with the City and other partners to create an implementation entity, such as a management board, that is linked but separate.

2. While somewhat dependent on what direction the Project takes, an implementing entity should be developed. This could take the form of a community development corporation (CDC), redevelopment authority, management board, etc. Such an organization will likely need to handle funds, property transfers, and potentially administer the day-to-day tasks of managing the greenway (maintenance, managing users, etc.). It would need to be representative of the stakeholders associated with the Project and answerable to them, especially the City and the Campaign. An alternative is to have the City parks and recreation department fill this role, but this may limit the scope of the Project.

3. In addition to creating a core implementation and management entity, outlining key initial public, private partnerships is important. These could include the following under the overall direction of the lead managing entity:



- Educational Issues – creating a team that works with educational institutions in the area for outdoor / environmental education uses and facilities associated with the greenway.
- Recreation Issues – ranging from bike trails to playgrounds.
- Cultural, Entertainment, and Art.
- Environmental Issues – ranging from dealing with streams, harvesting rain, maintaining vegetation, habitat issues, environmental restoration, mitigation credits, GHG efforts, etc.
- Urban agriculture – whether for educational efforts, feeding the homeless, or for community garden plots, this is likely to be an important component of the project.
- Development/ Redevelopment issues – depending on the final recommendations, there may need to be mechanism to deal with development or redevelopment that is part of the Project. This includes issues ranging from value capture from any development to land use and design issues.
- Other uses – there needs to be mechanism for accommodating and benefiting from uses such as water supply wells and pipelines, etc. in the greenway.

## FUNDING

Funding will be a key issue for the Project, from capital projects to maintenance of the greenway and its components. Ways to address the funding issue depend on the final form of the greenway and its related activities. Funding could simply be a function of the City budgeting process or it could be more complex and part of the management entity's efforts to receive, collect, and spend funds for the greenway.

We recommend using a creative approach of developing a small portion of the greenway to help buy the property. Significant other portions of the greenway will be a transportation use, such as the bike path. In addition, environmental mitigation efforts may help provide some funding. Traditional transportation funds may help pay for the bike path- Surface Transportation funding, etc.

## Sonoma County Agricultural Preservation and Open Space District

The Southeast Greenway should be part of any regional multi-modal transportation strategy. As such, it is appropriate that the land remain in Caltrans ownership with a lease for the trail/greenway. If the parties ever think more local ownership is desirable, the Sonoma County Agriculture Preservation and Open Space District would be an ideal funding source.

Funded by a quarter cent sales tax, it is the largest and most aggressive agency preserving open space in the county. Providing a greenway for the region would fit perfectly into their mission.

The SDAT recommends that the Southeast Greenway be part of a larger strategy for a greenway with a non-motorized multi-use extending from Santa Rosa to Sonoma. There is probably no better players to partner with for this purpose than Sonoma Open Space and Caltrans.



## FUNDING – CAPITAL FOR ACQUISITION & IMPROVEMENTS

Actual right-of-way purchases by the City from Caltrans should be unnecessary if Caltrans agrees to keep the corridor as a transportation corridor. This does not rule out the need to purchase the greenway right-of-way in the future, although the value of the greenway zoned for open space will be limited. The more valuable portions of the former highway right-of-way should be purchased either directly by the private sector or by Santa Rosa Redevelopment with a goal of eventually reselling for economic development. Full greenway buildout does require some additional purchases of private property off Hoen Avenue.

Caltrans has not determined the purchase price of its land. Typically, Caltrans has an appraisal performed to determine the value of “highest and best” use of its land when it “surpluses” its property. The City of Santa Rosa would be given right-of-first-refusal for the property and would engage in negotiations to agree to fair value. California’s legislature might be influenced to adopt provisions that would alter this typical formula to the advantage of the community.

No single source of funding is likely to be sufficient. A variety of potential sources have been described briefly and are based on community input received during the AIA SDAT event. A complete analysis of each potential source should be conducted to better understand opportunities and challenges.

***Agriculture and Open Space District.*** The Sonoma County Agricultural Preservation and Open Space District protects the agricultural, natural resource, and scenic open space lands in Sonoma County. The County Board of Supervisors serves as the Board of Directors. Funding for District activities comes in large part from ¼ cent increase to County sales tax that was recently approved by voters in Measure F. The District has bonded against a portion of this income to purchase conservation easements and land. A Long-Term Acquisition Plan guides District funding decisions and should be examined to determine whether this project is a likely candidate for funding.

***Sonoma County Water Agency.*** The Sonoma County Water Agency would like to purchase an easement through the property for its entire length for the construction of a water main that can add “redundancy” to a system that would otherwise be vulnerable during a major disaster. The easement might be as narrow as 30 feet. Buildings and other obstacles to repairs would not be allowed in the easement, but easily replaced features such as trails would be allowed. An exact alignment has not been determined.

***Grants.*** Federal and State grants might cover the cost of some improvements. In recent years, grants have been regularly issued for: bicycle and transit facilities, “safe routes to schools,” service to low-income neighborhoods, and reducing greenhouse gas emissions. California’s “Urban Greening Grants” can pay for both planning activities and capital improvements. Competition over limited funds is extreme, and applications must provide a convincing argument consistent with evaluation criteria.



**Mitigation Receiving Areas.** Development in other North Bay locations can result in the loss of high-value habitat, which must be mitigated through the creation or restoration of habitat. Land for these mitigations is often purchased. Some project subareas might be appropriate as mitigation receiving areas and this potential should be ascertained by a qualified biologist. One such subarea lies east of Summerfield, where oak woodlands have been degraded and diminished. Restoration of creek corridors might also qualify for mitigation funds.

**Direct Philanthropy.** Fund might be obtained target endowments, major corporations, local businesses, and residents. “Naming” opportunities would encourage donations and vary in scale from plaques on park benches to the naming of community centers or playing fields.

**Land Trusts.** Land trusts, such as Sonoma Land Trust and the Trust for Public Land offer valuable technical assistance for land acquisition strategies, and can play a vital role in raising private and public revenues for land conservation.

**Citywide Open Space Bond.** Municipalities may bond against future tax revenues, if a supermajority of voters approve (over two-thirds for many types of projects). Voters have approved sales tax increases in recent years, so a parcel-based assessment may be more viable politically. A citywide referendum would consult – and would need to appeal to – all of Santa Rosa’s electorate. The Greenway would probably not receive

approval as a stand-alone project but would be part of a package of open space projects across the city. The outcome of any election is uncertain.

**Neighborhood Improvement District.** A parcel-based assessment might be applied to a geographic “service area.” To do this, a property-based improvement district would be formed after receiving support from a supermajority of area property owners. These future revenues would then be bonded against to raise capital for improvements that directly benefit the area.

**Tax Increment Financing (TIF).** Tax increment financing captures the additional “increment” of property tax revenue that results from improvements and appreciation. At present, TIF financing is only available to redevelopment agencies in areas where findings of blight have been made. TIF financing diverts revenues from other public coffers, and its future is uncertain at this time. Still, the potential for TIF funding should be closely watched, especially since some California legislators have proposed that TIF financing not be limited to redevelopment areas but also be available to deliver infrastructure generally and in transit-oriented areas.

**Private Development on Property.** Portions of the Greenway could be made available to private parties for development. Typical conditions applied to land surplus by Caltrans prevent sale of the land but long-term land leases to private developers by the City might be allowed. Care would need to be taken to make sure that the

location and character of such private development is consistent with the vision and core objectives of the Greenway project.

***Development Fees In Lieu of On-Site Open Space.*** The Greenway would deliver exceptional recreation opportunities to nearby development, and the City could allow developers to opt out of on-site open space requirements (\_\_\_ square feet per dwelling unit) if a fee is paid into a fund for Greenway capital needs. Such funds must be spent within a certain time frame and in some instances have been returned to the developer if no improvements are made.

***Development Fees In Lieu of On-Site Parking.*** The Greenway and associated improvements will increase bicycle riding, walking and transit use. Developers might be allowed a reduction in on-site parking requirements in exchange for paying a fee to enhance alternative modes.

***Carbon Credits.*** “Carbon credits” are now being purchased on the open market by industries that wish to “off-set” their greenhouse gas (GHG) generation by funding, indirectly, projects that sequester GHG or avoid its generation. In the United States, this market is voluntary and the value of selling credits may be modest. Credits are only sold when GHG would not otherwise be sequestered or avoided, and a long-term commitment can be ensured.

## **FUNDING – ON-GOING MANAGEMENT**

The on-going costs of open space can be sizable. On-going costs would include: maintenance, repairs, cleaning, events, utilities, insurance, administration, and other activities. A governance mechanism for covering on-going costs would have to be established in advance of the Greenway. Funding options for these and other on-going activities are described below.

***Operations Budgets Associated with Improvements.*** The Water District would cover its own on-going costs and could contribute to “shared costs” such as the maintenance of trails that are also used as utility access routes.

***Agriculture & Open Space District.*** The District has the authority for short-term funding of maintenance and operations at the inception of projects to assure their success.

***Parks Department.*** The City’s Parks Department might be assigned on-going management but would do this using funds for activities citywide. Even in economically flush times these funds are limited, and the Greenway would probably need to emerge as a citywide priority for Parks funding to occur.

***Non-Profit & Neighborhood Organizations.*** Donations might cover some part of on-going costs but would require persistent efforts tasked to non-profits and neighborhood organizations.



**Sponsorships.** Corporations and foundations could be asked to sponsor events or pay for “naming” of features. Community debate would be needed to understand the extent to which the Greenway should be commercialized.

**Events.** The Greenway could host festivals, conferences, and other events. Facilities could be rented and/or an admission fee could be charged.

**New Parking Revenues.** A fee might be charged for parking by visitors and others, which would provide an on-going revenue source. In locations where the demand for parking exceeds its supply, meters might be installed not only to raise revenues but also to adjust demand, i.e. people who wish to pay nothing would walk farther thereby increasing the availability of parking to people willing to pay.

**Energy Production.** Photovoltaic panels might be installed in sufficient quantity to result in significant on-going income. PG&E would need to agree to pay cash for energy generated, or energy generation could offset energy use within a district and the Greenway would be compensated. Such arrangements remain rare and research would be needed to determine options and the feasibility of any scheme. Donations and grants would be needed to cover capital costs.

## GREENWAY USE AND MANAGEMENT

There are many ideas for use of the greenway. Each use would involve a portion or portions of the greenway, various stakeholders, and each would generate its own

management issues. The Project should work towards a detailed land use plan that maps planned uses on the greenway. A greenway plan should outline these uses, their purpose, users, and responsible parties. Where appropriate, funding issues should be outlined along with other potential management issues. For example, many have recommended community agriculture as a use of the greenway. The management entity of the greenway needs to devise a method to determine where this use should be located, what the terms are for those that want to have a community garden (individual, school, etc.), and how to accommodate those needs. Over time the need will likely change for the community garden use—the demand may increase or decrease. How does this correspond to the other greenway uses for trails, environmental restoration, recreation, gathering spaces, etc? This is what a management plan for the greenway needs to address. The plan needs to be implemented, managed, and updated by the entity that controls the greenway in concert with the community’s interests.



## Neighborhood Concerns

It is pretty clear that almost all abutters and neighborhoods want a permanent greenway of some kind (whether they call it a greenway or a wildlife area). We did not hear calls for a highway or development to fill in most of the Caltrans right-of-way, and we believe that between our preliminary visit, our focus groups, and our town hall meetings we heard from most stakeholder interests, even though we readily acknowledge that we may of not heard all of the concerns out there. The differences are that sure to evolve as the process moves forward include:

1. **Where exactly trails should be located.**
2. **How to buffer trails and public access from private property.**
3. **How to address the potential for crime along the greenway.**
4. **What can the community afford to build and maintain.**
5. **What should the nature of economic development be along the corridor.**

We believe in a few bedrock principles as the process moves forward:

1. **There are no illegitimate concerns and everyone should be heard. Along with this goes the obligation to make sure that interests that are typically not represented are heard.**
2. **In any design project the details are critical and can address many of the issues. From creation of defensible space to address crime and sense of place to buffers to protect neighborhoods the solution is in the details.**
3. **No stakeholder group gets a veto and not everyone will embrace all the details, but overall community needs should be met.**
4. **Although not every stakeholder need may be met, adverse impacts should be mitigated to the extent possible. For example:**
5. **Improved sidewalks on Newanga to address traffic safety.**
6. **Buffering between a multi-use trail and the homes east of Summerfield.**
7. **Crosswalks on Hoen Avenue to connect neighborhoods to the south to the greenway.**
8. **Pay attention to interests, what legitimate needs do stakeholders have, but don't get stuck on initial positions, stakeholders' perceptions of how to meet those needs.**





## PHASING

The Project potentially has many components and varying levels of cost and complexity. We recommend a phased approach to the Project so that some benefits of the greenway can be realized by the community sooner rather than later. For example, the Project should seek to quickly build a bike and pedestrian path along the greenway even if it is unpaved. This will clearly demonstrate progress, and the community will see that the Project is for real and not just a planning effort. It will also likely energize a broader number of citizens for the Project and better position it for next steps.

## ENCOURAGING APPROPRIATE ADJACENT DEVELOPMENT

Adjacent development could enhance the Greenway – or it could create conditions that invite crime and unwanted behavior. Backyard fences comprise a large part of the edge of the Greenway at this time and do not provide the informal surveillance that comes with development when it fronts onto a space with entries and windows. In addition, extraordinary investment in the Greenway deserves to be “framed” by development that is attractive, increases safety, and offers amenities, and leverages synergies. An obvious example would be cafes that add to the Greenway’s enjoyment but also “place eyes” on the Greenway and make it more safe.

**Form/Character-Based Provisions.** Guidelines and standards should assure that, as development occurs on adjacent land, it frames the Greenway with attractive facades, frequent gates, and windows. If coordinated, new development could result

in building fronts that meet at the edge of the Greenway and are accessible by a continuous path.

**Active Uses.** In some locations, retail and other active uses are desirable at street-level and close to the sidewalk. Along Yulupa between the Greenway and Whole Foods, a single-sided shopping street might be created that would establish a community center that could meet a full range of needs. A café, conveniences, and amenities should also be required at the west end of the Greenway where many visitors will arrive and at Summerfield where redevelopment of the vacant hospital and associated offices seems feasible in the long-term

**Incentives.** Development that is more appropriate could be encouraged by “up-zoning” the most problematic parcels, such as between Hoen and the Greenway. Doing so would make desirable forms of redevelopment by private parties more likely. A variant of up-zoning is to provide a density bonus for the provision of certain features and contributions. Parking and open space requirements might be reduced to improve the feasibility of private redevelopment.

**Redevelopment Authority.** The City could establish a redevelopment area to help assemble parcels where private development is encumbered by small parcels and separate ownerships. Because it changes the rights of property owners, redevelopment authority must have strong political support. If established, however, redevelopment authority gives the community significantly more control over the rate of change and

character of development. In addition, at least 20% of redevelopment funding must go toward affordable housing, and tax increment financing authority could provide an effective tool for making street and open space improvements in the area (see above).

## **CITY SMART GROWTH ISSUES**

Currently the greenway is a blank spot in the City's general plan. Moving some of the greenway ideas forward will likely require an amendment to the general plan to address the Santa Rosa's vision, plan, and policies for the greenway and how it relates to the rest of the City. We recommend the City develop a policy paper / white paper that outlines the issues associated with the greenway from the City's perspective and then that be used to develop the draft amendment to the general plan. This white paper could be used as a vehicle to begin outlining linked issues that may not necessarily be part of the general plan, such as funding and management issues, etc. In addition, it could be a vehicle to initiate conversations with the State and other stakeholders on key aspects of the Project.

Because Santa Rosa already has a good general plan, the amendment necessary can be tightly focused. We recommend that the area of the plan be the area bounded as follows:

- On the south by Newanga, Hoen Ave., Hoen Ave. Frontage Road, and the final Highway 12 freeway westbound off ramp west of Farmers Lane;
- On the west by the westerly start of the highway 12 freeway off ramp (west of Farmers Lane).

- On the north by the northerly extent of the Caltrans right-of-way;
- On the east by Spring Lake;





*Proposed amendment to the Santa Rosa Comprehensive Plan*





**SUMMARY**



The Southeast Greenway is a transformative project that can improve the neighborhoods of southeastern Santa Rosa, make the City a more sustainable community, and make the Northern Bay Area region a more desirable and more sustainable place to live, work, and play.

The SDAT student focus group was enlightening. The students we met with came from three high schools, with most of the students not from Montgomery High School, the school on the greenway. They instantly grasped that this is a city-wide project that would make their lives better, regardless of where they lived in Santa Rosa. Most of the students anticipated leaving Santa Rosa after high school or college, but several said it was projects like the greenway that would make the city more desirable.



Issue	Challenge	Approach Outlined Above
Strategic plan	Need strategic work plan before a general plan	Mayor requests a White Paper, building on the SDAT. It should include exact boundaries of a general plan amendment and strategies for each city agency.
General plan	Plan needs to be amended to address greenway project	Amended plan for greenway, economic development on Caltrans property, related up-zoning, and immediate transportation improvements. The area should NOT be more extensive than absolutely necessary.
Excess land status	None of the greenway is classified as excess land by Caltrans	Caltrans should NOT excess the greenway since a multi-use trail IS part of a transportation system. Caltrans should excess the land identified here for economic development.
Regulatory issues	Greenway is not zoned	Zone greenway for open space with no development. Zone land identified for economic development as dense mixed use with commercial activities on the first floor. This will add net value to Caltrans assets.
Land acquisition	Cost of land required for Greenway	Caltrans maintains ownership as transportation route with lease to city. Caltrans sells land identified and zoned for economic development and gets higher overall return than if they sold all land now. At some point, encumbered by open space zoning and a greenway lease, Caltrans may want to sell the greenway, which will have a low value, to Santa Rosa or Sonoma County Open Space. Special legislation could call for this to be at zero cost to preserve asset to the entire region.
Project design	Cost and designing process	Initial design of multi-use bicycle path, the element eligible for surface transportation program, is a medium cost first step.
Neighborhood concerns	Most or all want open space but some, especially east of Summerfield, oppose public access	On-going community wide dialogue to address overall project, with neighborhood dialogue on buffers and access issues. It is critical to pay attention to legitimate neighborhood and stakeholder interests.
Sustainable development	Need to build community sustainability	In addition to greenway as sustainable transportation and open space, the identified economic development is critical to the project.
Route 12 improvements	Need to reconfigure intersection of highway 12 and Farmer's Lane	Will significantly improve the flow of traffic on highway 12 and eligible for traditional state and federal surface transportation funding







# TEAM ROSTER

## Santa Rosa, CA Sustainable Design Assessment Team Members



### Wayne Feiden, FAICP - Team Leader

Wayne is director of planning and development for Northampton, Massachusetts, with a focus on land use, planning, downtown revitalization, sustainable transportation, greenways, open space, and the environment. He has led that city to the highest

“Commonwealth Capital” score, the Massachusetts scoring of municipal sustainability efforts. Wayne also has a small consulting practice focused on municipal planning and sustainability. Wayne serves as an adjunct faculty at the University of Massachusetts and Westfield State College. Wayne’s publications include three American Planning Association’s PAS Reports, including Assessing Sustainability: A Guide for Local Governments, and other peer-reviewed and research papers. Wayne has participated on or led 13 design assessment teams.

Wayne has a BS in Natural Resources from the U. of Michigan and a Master’s in City and Regional Planning from the U. of North Carolina. His Eisenhower Fellowship to Hungary and Fulbright Specialist fellowship to South Africa both focused on sustainability. Wayne was inducted into the AICP College of Fellows in 2008. He was awarded an honorary membership in Western Massachusetts AIA in 2010. He was awarded an American Trails National Trails Advocacy Award in 2010 and earned his city a bicycle friendly community designation in 2011.

### Steve Cecil, AIA ASLA - Urban Design

Steve is the founding principal of The Cecil Group, Inc., a multi-disciplinary planning and design firm in Boston.

The firm is known for its ability to help clients “put the pieces together” in complex physical, regulatory and political settings. He is recognized for his skills in creative

physical planning and redevelopment strategies. Prior to forming The Cecil Group, he directed the urban design and landscape architecture groups at CBT Architects and Skidmore Owings & Merrill/Boston. His work includes plans for neighborhood revitalization and downtown planning in Providence, Boston, Springfield, Concord, Stamford and many other New England communities. Steve served as the Project Manager for the master plan to restore the surface of Boston’s Central Artery. He has planned large-scale urban redevelopment projects for both the public sector and private sector, including Assembly Square in Somerville, Russia Wharf and the East Boston Piers in Boston. His national and international experience ranges from waterfront planning for Port Canaveral in Florida, neighborhood revitalization in San Diego, redevelopment of Puerto Madero in Buenos Aires, and regional planning in Taiwan. He has taught both urban design and planning studios at the Harvard School of Design







**Steve Durrant, ASLA - Greenway Design & Connectivity**

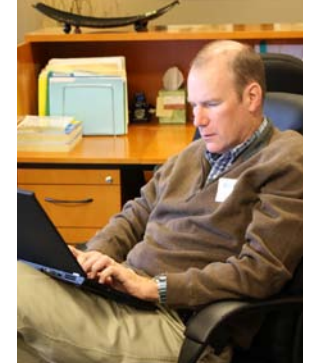
Steve Durrant, ASLA is a principal and the senior landscape architect at Alta Planning + Design in Portland, Oregon, USA, the national authority specializing in non-motorized transportation solutions. He is a registered landscape architect and planner with over 30 years experience

helping communities become better places to live. His career has focused on urban non-motorized transportation, urban trails, waterfront redevelopment, open space planning, community revitalization, greenways and long range planning for National Parks. His recent work in Portland, Minneapolis, St Louis, Kansas City, Seattle, Dallas, Louisville and other cities includes planning and design for regional open space systems, non-motorized transportation corridors, light rail and streetcar transit, urban waterfront redevelopment and bicycle transportation programs and facilities. Steve has contributed to projects internationally including a repatriation plan for a portion of the Demilitarized Zone in Korea and scenic area planning in Taiwan. He brings a sensitivity to community values, the local environment, and vernacular design sensibilities. He is a certified League of American Bicyclists Cycling Instructor, and a member of the Executive Committee of the Board of The Waterfront Center, an international non-profit that advocates public access and good design at the urban waterfront. He has been recognized by national and international organizations for his contributions to high quality design solutions for transit, waterfront regeneration, national parks, scenic and natural areas, greenways and trails. He speaks regularly at

conferences, workshops and training sessions and lectures in the Initiative for Bicycle and Pedestrian Innovation at Portland State University.

**Richard Hall, AICP - Land Use Design & Implementation**

Rich is the Secretary of Planning for the State of Maryland. He has over 20 years of professional planning practice in private consultancy and planning at the municipal, county and State levels. He has been at the Maryland Department of Planning since 1992, first as a planner



then, starting in 2003, as Director of Land Use Planning and Analysis. Rich's experience ranges from the technical and practical aspects of planning assistance and analysis to roles in advocating and advising on policy and legislation matters. He fosters strong relationships with the planning community and a wide range of smart growth-related stakeholders.

Rich is the past President of the Maryland Chapter of the American Planning Association, a former Board member of 1000 Friends of Maryland and is Affiliate Faculty for the National Center for Smart Growth Research and Education at the University of Maryland. Rich has a B.S. in Urban and Regional Planning from the East Carolina University and a Master's of City and Regional Planning from the University of North Carolina.



### **Matt Taecker, AICP - Public Private Partnerships**

For nearly three decades, Matt Taecker has developed innovative area plans, city and regional plans, development codes, and mixed-use master plans. Most recently, Matt has applied best practices to high-density urban centers to community-responsive

plans for Downtown Berkeley, a policy-level plan, a public realm plan, a parking & transportation demand plan, and an urban building code with design guidelines. These efforts emphasize sustainability, historic preservation, retail revitalization, and livability. With these efforts nearing completion, Matt also provides consultant expertise. Matt was a founding partner of Catalyst, which offered unique expertise in integrating urban and natural systems. Prior to that, he was a Principal at Calthorpe Associates, where he defined fundamentals relating to transit-oriented development and applied them to a range of settings.

Matt has taught at the University of Southern California, UC Davis, and UC Berkeley, where he earned his Master in Architecture and Master of City Planning degrees. His undergraduate degree is in urban policy and economics from the University of Chicago.

## **SUSTAINABLE DESIGN ASSESSMENT TEAM STAFF AND SUPPORT**

### **Joel Mills - Director, AIA Center for Communities by Design**

Joel Mills serves as Director of the American Institute for Architects' Center for Communities by Design. The Center is a leading provider of pro bono technical assistance and participatory planning for community sustainability. Through its design assistance programs, the Center has worked in 55 communities across 32 states since 2005. In 2010, the Center was named Organization of the Year by the International Association for Public Participation (IAP2) for its impact on communities and contributions to the field.

Joel's career in civic health and governance spans over 17 years, and includes community-based technical assistance, process design, facilitation and training across a number of fields. During the 1990s, Mr. Mills spent several years supporting international democratization initiatives by providing technical assistance to parliaments, political parties, local governments, civic and international organizations. His scope of work included constitutional design and governing systems, voter and civic education, election monitoring and administration, political party training and campaign strategy, collaborative governance, human rights and civil society capacity building. His work has been featured on ABC World News Tonight, Nightline, CNN, The Next American City, Smart City Radio, The National Civic Review, Ecostructure Magazine, The Washington Post, and dozens of other media sources. He is on the Board of Directors for the IAP2-USA and a member of the International Association



of Facilitators (IAF), the American Planning Association, the National Coalition for Dialogue and Deliberation (NCDD), and the Mid-Atlantic Facilitators Network.

### **Erin Simmons - Director, AIA Design Assistance**

Erin Simmons is the Director of Design Assistance at the Center for Communities by Design at the American Institute of Architects in Washington, DC. Her primary role at the AIA is to provide process expertise, facilitation and support for the Center's Sustainable Design Assistance Team (SDAT) and Regional and Urban Design Assistance Team (R/UDAT) programs. In this capacity, she works with AIA components, members, partner organizations and community members to provide technical design assistance to communities across the country. To date, Erin has served as staff lead on over 38 design assistance teams. Prior to joining the AIA, Erin worked as senior historic preservationist and architectural historian for an environmental and engineering firm in Georgia, where she practiced preservation planning, created historic district design guidelines and zoning ordinances, conducted historic resource surveys, and wrote property nominations for the National Register of Historic Places. She holds a Bachelor of Arts degree in History from Florida State University and a Master's degree in Historic Preservation from the University of Georgia.

### **Julie Stuart - Graphic Recorder**

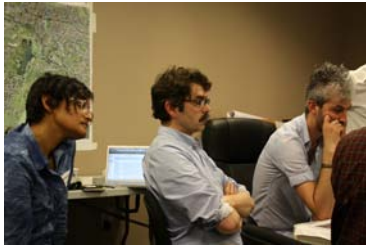
Julie is principal with Making Ideas Visible, a graphic facilitation firm. Throughout her career, Julie Stuart has drawn on both words and images to communicate ideas. With experience in journalism, public relations, environmental politics, political

campaigns, and as a professional artist and teacher, her interest in organizational change, strategy, advocacy and creativity has led her to visual facilitation where she combines skills as a deep listener and strategist who can easily synthesize, visualize and organize emerging ideas. Julie has a degree in political science from Purdue University and a Masters in Fine Art from Georgia State University. As a visual facilitator, she conceptually guides and maps conversations by clearly synthesizing and visualizing the wisdom in the room through deep listening for key concepts and themes. The people and organizations Julie works with are able to see emerging ideas woven into a story, allowing for navigation and common decisions about the way forward. This process has proven to be a useful tool for guiding groups as they undergo organizational change processes including strategic planning, visioning and branding.



## SDAT STUDENTS AND GRAPHICS ASSISTANCE

**Peter Durrant**- Architecture, Rhode Island School of Design.



**John Francis**- Planning and Urban Design, University of California, Berkeley

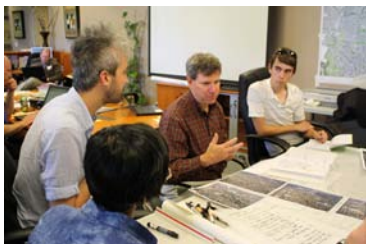


**Anisha Gade**- Planning and Urban Design, University of California, Berkeley

**Mike Donahue**- GIS, Santa Rosa Junior College



**Matt Wilcox**- Planning, Sonoma State



## SANTA ROSA SOUTHEAST GREENWAY/SDAT STEERING COMMITTEE

Nate Bisbee

Mitch Conner

Julie Combs

Stephen Fuller-Rowell

Bob Gaiser

Thea Hensel

Jim McAdler

Tanya Narath

Linda Proulx

Alan Proulx

Steve Rabinowitch

Grace Schulman

## SPECIAL THANKS

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Caltrans

City of Santa Rosa

Sonoma County

Southeast Greenway Campaign

TLCD Architecture

The hundreds of Santa Rosa residents who participated in the process.