



Sonoma County Board of Zoning Adjustments STAFF REPORT

FILE: PLP18-0031
DATE: September 10, 2020
TIME: At or after 1:10 PM
STAFF: Sou Garner, Project Planner

SUMMARY

Property Owner: The Ajaib and Sukhninder Bhadare Living Trust
Applicant: Ajaib Bhadare
Address: 792 Todd Road, Santa Rosa
Supervisory District(s): 5
APN: 134-161-045
Description: Request for a Use Permit and Design Review to redevelop the project site with a religious worship and assembly center and an on-site, detached 3-bedroom dwelling unit and a maximum of 52 events annually
CEQA Review: Mitigated Negative Declaration (MND)
General Plan Land Use: Limited Commercial
Specific/Area Plan Land Use: South Santa Rosa Area Plan
Ordinance Reference: Zoning Ordinance Chapter 26, Article 30
Zoning: C1 (Neighborhood Commercial District) VOH (Valley Oak Habitat)

RECOMMENDATION

The Permit Resource and Management Department (Permit Sonoma) recommends that the Board of Zoning Adjustments adopt the Mitigated Negative Declaration and approve the Use Permit to allow the redevelopment of the project site with a religious worship and assembly center and an on-site, detached 3-bedroom dwelling unit and a maximum of 52 events annually.

EXECUTIVE SUMMARY

The applicant requests approval of a religious and assembly center and on-site, detached 3-bedroom dwelling unit in the Neighborhood Commercial zoning district in South Santa Rosa area on 3.73 acres. The project includes a religious temple of approximately 11,776 square feet (SF) with space for a dining hall, kitchen, offices, and classrooms. The dwelling is approximately 2,137 SF two-story building with attached covered 2 parking space garage for the resident and guest priests. The project site will have 160 parking spaces, including accessible and compact parking spaces and two covered parking spaces for the proposed residence for a total of



162 spaces. The project will provide 32 bicycle parking spaces as well. The use of the facilities will be primarily on Sunday mornings for prayer, religious education and instruction and sharing of food prepared on site for up to 250 guests. Up to 52 annual special events, including weddings of up to 300 people will be allowed with a maximum of one special event scheduled per week. Special events exceeding 250 people will use off-site catering services. Generally, hours of operation will be 6am to midnight daily as the temple will be open to the community for individual prayer. Special event hours are limited from 7:00 a.m. to 10:00 p.m. any day of the week.

Staff recommends approval of the project based on the findings that the project is consistent with the Sonoma County General Plan policies for a Limited Commercial land use category, the South Santa Rosa Specific Plan and the Zoning Code. The project is compatible with the surrounding area and proposes adequate screening from Stony Point Road and Todd Road and access is designed so as to be the least impactful to the area and the project is not detrimental to the health, safety and welfare of adjacent land uses and residents. An Initial Study/Mitigated Negative Declaration has been prepared and has concluded that with the implementation of the Mitigation Measures, the project will not have an adverse impact on the environment.

PROJECT SITE AND CONTEXT

Background

This property has previously been developed as a feed store, a drive-up coffee establishment with associated parking for customers and employees. In 2008 the structures were removed, and the concrete parking area and compacted graveled building areas remain. A two-mound septic system disposal area also remains on the southeast corner of the project site. Currently, the project site is vacant.

Area Context and Surrounding Land Uses

The project site is located in the unincorporated Sonoma County area south of Santa Rosa and north of Rohnert Park. Surrounding land use zones include rural residential zones with maximum densities of 2.5 or 5 acres per unit to the north, east and south of the site and diverse agriculture (DA) to the west. The uses surrounding the site include Casa Del Mar restaurant, and nightclub, which operate Thursdays through Saturday nights, Doss Flatbed Freight and truck yard, Michael Ellis School for Dog Trainers, a Medical Office, and some residential uses, and an existing church facility (St. Olga) to the north on Stony Point Road. See Attachment 3 (Vicinity Map), Attachment 4 (General Plan Map), Attachment 5 (Zoning Map), and Attachment 6 (Aerial Map).

The project site is located in a Groundwater Availability Class 1 Area (Major Groundwater Basins).

Direction	Land Uses
North	Restaurant/nightclub
South	Vacant, Medical Offices and Residences
West	Mostly vacant lot
East	Industrial

Significant Applications Nearby. None pending.



Access. All access and egress for vehicles and trucks would be via two proposed driveways off Todd Road that are a minimum of 30 feet in width and surfaced with asphalt concrete and maintain sight distance and visibility in conformance with minimum AASHTO standards.

Wildfire Risk. The project site is located in a local responsibility area. The project site is located in an area classified as a Non-Wildland/Non-Urban and poses minimum wildfire risk.

Water/Wastewater/Utilities. The site contains an existing engineered mound sewage disposal system that was constructed in 2007 and will be updated for the proposed project. Water would be supplied via on-site well. A new domestic well (already permitted by the County; permit WEL19-0402) will be constructed to replace the existing well that is currently not in use. Stormwater Low Impact Development (LID) features are proposed as discussed below in the project description.

Agricultural Conditions/Land Encumbrances/Contracts. The site is not located in a Land Conservation Contract. Nor does the site have a Farmland Importance designation.

PROJECT DESCRIPTION

The applicant is proposing to construct a religious worship and assembly space with a detached residence on a 3.73-acre parcel zoned Neighborhood Commercial (C1), and Valley Oak Habitat (VOH). The request is for a Use Permit to establish a 150-person temple for prayer services and special events for a maximum of 300 people and 3-bedroom residence for priests. The assembly building will consist of an assembly (Dewan) space, a dining hall (Langar), as well as a kitchen, offices and classrooms. The assembly space for dining and occasional religious events (such as weddings), is approximately 11,776 square feet. Of that 11,776 square feet, 947 square feet will be designated for the kitchen area, 880 square feet will be designated for separate men's and women's restroom, 352 square feet will be designated for office space and 1,037 square feet will be designated for classrooms for religious instruction. The applicant also requests to allow special events with up to 300 people in attendance under this Use Permit. One special event will be allowed per week, for a total of 52 events annually. The commercial user kitchen will be able to prepare foods for up to 250 people. For special events exceeding that number, a licensed caterer will be used. There will be no food items sold to the public on-site.

The applicant intends to construct the main temple building first with associated site improvements like the parking area, followed by the residence.

The project proposes zero full-time employees. The resident priest will act as the primary caretaker and other members of the congregation will assist as needed.

Hours of operation will be 6:00 a.m. to midnight daily as the temple will be open to the community for individual prayer. Special event hours are limited from 7:00 a.m. to 10:00 p.m., any day of the week.

All parking would be contained on-site, with a total of 160 parking spaces, including nine (9) accessible spaces and 32 compact parking stalls. The residence will have two covered spaces within the garage, and the project will provide a total of 32 bicycle parking spaces. All access and egress for vehicles and trucks would be via two proposed driveways off Todd Road.

Project History

The table below summarizes key project milestones and events.



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Date	Project Event/Milestone
07/26/2018	Application filed
08/14/2018	Referral to prominent agencies
03/20/2019	Preliminary Design Review Hearing
10/17/2019	Archaeological survey completed for the project site.
07/13/2020 – 08/12/2020	IS/MND review period
08/14/2020	CEQA CDFW Response Letter Received
08/28/2020	Notice of public hearing
09/10/2020	Public Hearing

General Plan

The project has a General Plan designation of Limited Commercial (LC). As outlined in the Sonoma County General Plan Land Use Element, the LC Land Use designation is intended to accommodate commercial uses that provide services for the daily self-sufficiency of local rural or urban neighborhoods or communities in keeping with the local characteristic. Permitted uses within this land use designation vary by the location and may be expressed in the Land Use Policies in the Planning Areas. For this project, that is the Santa Rosa and Environs Planning Area. This designation also relies on the Development Code to define the uses permitted and the bulk, height, coverage and other standards for development.

The Santa Rosa and Environs Planning Area policies applicable to this project are the following:

General Plan Policy/Objective	
Policy LU-16e	Recognize existing commercial, industrial, and public/quasi-public uses outside Urban Service Boundaries. Limit expansion of these uses to that which does not necessitate extension of water and sewer.
Policy LU-16f	Avoid amendments to include additional commercial or industrial use outside Urban Service Areas.

South Santa Rosa Specific Plan

The project site is located in the South Santa Rosa Specific Planning area and is designated as Limited Commercial and intended to provide areas for local convenience shopping, including retail goods and services. The South Santa Rosa Area Plan Land Use goal(s) and policies center on preserving community identities, concentrating development in urban service areas, ensuring commercial and industrial lands uses are compatible with existing and future land uses, and requiring utilities for new development. The South Santa Rosa Area Plan also contains design guidelines for neighborhood commercial sites. The standards applicable to the proposed project include setback requirements that are more restrictive than the C1 zoning requirements, parking, landscaping standards, and lighting.

A summary of the design standards that are applicable to the project include:



- Development should maintain a minimum of 20 feet from the front, side and rear property lines.
- 20% of all parking spaces be designed for compact cars
- One accessible parking space for every 20 vehicle parking spaces
- A minimum of 15 bicycle parking spaces is required for 61 vehicle parking spaces and over
- Landscaping plans shall be approved by the Design Review Committee and installed and maintained accordingly.
- Parking lots should be landscaped and screened so as not to deter from the rural characteristics of the surrounding area and pedestrian walkways should be designed to minimize conflicts between vehicles and pedestrians.
- Projects shall comply with General Plan policies for outdoor lighting and on-site lighting shall be scaled to ensure safety as well as convenient pedestrian movement, while ensuring unnecessary light pollution is not visible to adjacent properties or produce glare for persons on-site.

Zoning

The project site has a Zoning Classification of C1 (Neighborhood Commercial) and VOH (Valley Oak Habitat). The proposed use is permitted through a Use Permit and Design Review.

The table below summarizes the development standards that apply to the site as outlined in the Sonoma County Zoning Ordinance, the existing and proposed development, and whether the project is consistent with the Zoning Ordinance.

Standard	Ordinance	Existing Condition	Proposed Project
Building Intensity	Max height times max lot coverage: 17.5%	N/A	8.85%
Maximum Building Height	35'	N/A	34'
Minimum Lot Size	1.5 acres	3.73 acres	3.73 acres
Maximum Lot Coverage	50% Building Intensity allows for additional coverage		50%
Front Setback	0ft	N/A	168'
Side Setback	10ft	N/A	88' (West) 120' (East)
Rear Setback	10ft	N/A	32ft (residence) 187ft' (main building)
Parking Spaces	Single Family Dwelling: 1 covered space Churches: 1 space/75 sq.ft. floor area (whichever is greater)	N/A	2 covered spaces (Residence) 160 (Temple) - 32 compact stalls - 9 accessible spaces - 1 delivery space



			- 32 bicycle stalls
Design Review approval	Yes		Yes - Preliminary DRC Approval - Final DRC Approval (DATE TBD)

Other Development Regulations of Guidelines

Valley Oak Habitat (VOH) Consistency

The purpose of the VOH Valley Oak Habitat is:

Design Review

approval may be required of projects in the VOH, which would include measures to protect and enhance valley oaks on the project site.

General Plan Consistency

The Sonoma County General Plan Limited Commercial land use designation, in conjunction with the Sonoma County Development Code provides an opportunity for religious assembly and single-family use, where the use and design are compatible with the surrounding area. The proposed project is consistent with the previous uses allowed in a limited commercial designation and does not include any amendments to the designation. Surrounding land uses include rural residential with maximum densities of 2.5 or 5 acres per unit to the north, east and south of the site and diverse agriculture (DA) to the west of Stony Point Road and the project site. The proposed use will be constructed in area that was mostly previously developed. The proposed temple, residence, sidewalk, patio area and parking area will account for roughly 40% of the total lot area. The remaining lot area will be landscaped or undeveloped open area. The site previously served as a feed store and a drive-up coffee shop and associated parking. An existing mound sewage disposal system, constructed in 2007, has adequate capacity for disposal of weekly peak flow from the proposed use as concluded in the septic feasibility analysis prepared by Adobe Associates. A 5,000-gallon equalization tank will be installed to supplement the septic disposal system. A new well (already permitted by the County; permit WEL19-0402) will be drilled to serve the proposed project, which will require a public water system permit. The project is located in a Zone 1 Water Availability Zone. This meets the service needs of the proposed use and does not adversely impact the surrounding uses.

South Santa Rosa Area Plan Consistency

The South Santa Rosa Specific Plan Limited Commercial land use designation is intended to accommodate areas for local convenience, including retail goods and services. The proposed temple is a religious assembly use that is allowed within the Neighborhood Commercial Zoning District and is therefore consistent with the Limited Commercial land use designation. The temple and residence are setback a minimum of 20 feet from the property line and 32 compact parking stalls is provided in accordance with the required 20% standard. A total of



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nine accessible parking spaces and 32 bicycle stalls are provided, both exceeding the required minimums. Additionally, the landscaping and lighting are designed and will be installed to meet the specific plan standards, as shown in Attachment 7 and Attachment 8. The preliminary landscape plan was reviewed and approved by the Design Review Committee. An updated landscape plan was submitted to address the Committee’s comments following the preliminary Design Review Hearing. The applicant, as part of the development review process is required to obtain final Design Review approval.

Therefore, the project is compatible with Area Plan goals and general standards.

Zoning Consistency

The Zoning Code allows for a church, or religious institution, and a single dwelling unit on a permanent foundation with a use permit (Sec. 26-30-020). The use is intended to provide a place for worship for members of the community. The tallest point of the temple is 34 feet and within the allowed 35 feet maximum. The lot coverage is approximately 50% and required minimum setbacks are met, as shown on the Zoning Ordinance Table above. Parking spaces are provided per Article 86, with 160 total parking spaces. The project has received preliminary Design Review Committee review and is conditioned to return for final approval. Because it is classified as a non-profit organization that provides services for the benefits of a community that will not increase the need for affordable housing, the project is exempt from the Workforce Housing fees requirements under Section 26-89-045. Additionally, the on-site residence is not subject to the Affordable Housing fee under Section 26- 89-040 because an employee and/or or a member(s) of the religious community assembly center will reside in the on-site residence.

Valley Oak Habitat.

There are no Valley Oak proposed to be removed. As part of the Landscaping Plan (Attachment 8), the applicant proposes to plant 62 Valley Oaks throughout the site.

Design Review

On March 20, 2019 the Design Review Committee held a Preliminary Design Review hearing for the project. The committee requested changes and clarifications to the project proposal. Comments included using landscaping to soften the built environment against the natural backdrop, screening the parking lot massing with landscaped buffers and submitting a lighting plan and cut sheets for the proposed lighting types. The applicant is required to return to the Design Review Committee for final review and approval.

Neighborhood Compatibility

As conditioned, the project is compatible with the existing and future low density residential and the commercial land uses within the vicinity based on the design, location, size, and operating characteristics of the use. The proposed project design will be compatible with the existing rural character of the surrounding area by using muted colors, building forms similar to existing structures in the area, and by providing adequate setbacks and landscaping to preserve privacy and provide visual quality. The design of the site plan, circulation and lighting also achieve compatibility of the proposed use with the surrounding areas. The project received favorable comments from the Design Review Committee (DRC) and is subject to Final design review and approval. The DRC recommendations have been addressed in the final site design and incorporated in conditions of approval. As such, the use would not be detrimental to the health, safety, peace, comfort, and general welfare of persons residing or working in the neighborhood of such use, nor be detrimental or injurious to property and improvements in the neighborhood or the general welfare of the area.



Environmental Analysis

Pursuant to the California Environmental Quality Act, an Initial Study/Mitigated Negative Declaration (IS/MND) was prepared and released for a 30-day review on July 13, 2020. The IS/MND identified the following topics as “potentially Significant Impact” or “Less than Significant with Mitigation”, with mitigation proposed to reduce all impacts to less than significant. The IS/MND concluded that potential environmental impacts can be mitigated to a less than significant level by incorporating mitigation measures into the proposed project. The following table lists subsections of the Initial Study that require mitigation to reduce environmental impacts to a less than significant level. Mitigation measures for these impacts are detailed in the Mitigated Negative Declaration and have been incorporated into the conditions of approval (See Attachment 10 for more detail).

Summary of Topic area

Aesthetics	VIS		No
Agricultural & Forest Resources	AG		No
Air Quality	AIR	Yes	
Biological Resources	BIO	Yes	
Cultural Resources	CUL	Yes	
Energy	ENE		No
Geology and Soils	GEO		No
Greenhouse Gas Emission	GHG		No
Hazards and Hazardous Materials	HAZ		No
Hydrology and Water Quality	HYDRO		No
Land Use and Planning	LU		No
Mineral Resources	MIN		No
Noise	NOISE	Yes	
Population and Housing	POP		No
Public Services	PS		No
Recreation	REC		No
Transportation	TRANS		No
Tribal Cultural Resources	TCR		No



Utility and Service Systems	UTL		No
Wildfire	WILD		No
Mandatory Findings of Significance			No

Air Quality. The project would not have significant impact on air quality with mitigation proposed. Mitigation requires implementation of dust control measures and applying the Bay Area Air Quality Management District (BAAQMD) Best Management Practices (BMPs) during construction.

Biological Resources. A Biological Resources Assessment, prepared by Monk & Associates on February 13, 2019 and amended February 7, 2020 was submitted as part of the application package. Additionally, Monk & Associates provided clarifications in a response to the CDFW comment letter received following the public review period, dated August 28, 2020. The IS/MND is requiring the applicant to purchase vernal pool conservation credits for Sebastopol meadowfoam and California Tiger Salamander mitigation credits from approved Conservation Bank. Implementation measures, such as a nesting bird survey, to avoid potential inadvertent destruction or disturbance of nesting birds on or near the project site, if construction is to occur during the nesting season. To prevent the destruction of potential American badger habitat, a pre-construction den survey of the project site and adjacent areas (using binoculars at the property boundary as access to neighboring properties is precluded) no more than 21 days prior to site grading is required. In response to CDFW comment regarding the burrowing owl, if any burrowing owl nests are observed during the pre-construction nesting bird surveys, the qualified biologist shall also implement protocol nesting burrowing owl surveys according to CDFG Staff Report on Burrowing Owl Mitigation (2012) survey methodology. Finally, any alterations of, or discharges into, waters of the U.S., including Section 404 wetlands must be in conformance with the Sections 404 and 401 of the CWA via certification and permitting prior to any grading or construction that may impact jurisdictional area(s).

Cultural Resources/Tribal Cultural Resources. A Cultural Resources Study was prepared by Tom Origer & Associates on February 15, 2019 as part of the application package. County Code requires an archaeological monitor in the event resources are discovered. Permit Sonoma staff referred the project application to Native American Tribes within Sonoma County to request consultation under AB-52. No tribe responded with a request for consultation. Due to the moderate sensitivity for buried resources, the report recommended and the IS/MND is requiring construction personnel to conduct archaeological sensitivity training.

Noise. A Noise Assessment was conducted by Illingworth and Rodkin on December 6, 2018 and amended on May 19, 2020. The proposed project and special events would not have a significant impact on the noise environment and would comply with County noise standards. Mitigation measures include incorporating noise reduction design requirements such as installing windows and doors that have a sound transmission rating appropriate to minimize noise, limiting event outdoor noise between 7am and 10pm, incorporating construction noise control best management practices into project construction activities, locating construction staging areas away from sensitive land uses.

Agency Responses

To date, staff has received one comment letter from an agency following the required public review period. The California Department of Fish and Wildlife asked for additional analysis pertaining to the California tiger salamander, consider impacts to the Sonoma sunshine plant, analyze the potential impacts to the American



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Badger, potential impacts to the burrowing owl, and the potential impacts to the drainage ditch abutting Stony Point Road (Attachment 17). A response from the applicant was submitted on August 28, 2020 and included here as Attachment 18. It was concluded by both Monk & Associates and MIG staff that the additional analysis does not create any additional avoidable significant impacts from the proposed project and the mitigation measures were updated to cover those areas requested by CDFW. These mitigation measures are part of the draft conditions of approval, Attachment 1.

Vehicle Miles Traveled

With the passage of SB 743 which requires that transportation impacts under CEQA are now to be measured based on the vehicle miles traveled (VMT) generated, the applicant’s traffic engineer, W-Trans, prepared an evaluation of potential Vehicle Miles Traveled impacts with the proposal, dated August 28, 2020 to supplement the Traffic Analysis prepared for the project, dated September 5, 2019, that uses the Level of Service (LOS) measurement. Sonoma County has not yet adopted a VMT standard, nor has the County adopted a policy or threshold of significance regarding VMT. As with other cities and counties throughout the state that have not established VMT standards and thresholds, the Governor’s Office of Planning and Research (OPR) “Technical Advisory on Evaluating Transportation Impacts in CEQA” (2018) is used in the interim to determine if the project’s VMT may or may not cause a transportation impact. According to the guidelines, the screening threshold indicates that projects that generate or attract fewer than 110 trips per day “generally may be assumed to cause a less-than-significant transportation impact.” The proposed project is anticipated to generate approximately 97 average daily vehicle trips using the industry accepted standard generation rate methodology from the Institute of Transportation Engineers (ITE) as presented in the traffic report prepared by W-Trans, dated September 5, 2019. Because the project is anticipated to generate an average daily trip count below the 110 average daily trip threshold, it is reasonable to conclude that the project will have a less-than-significant impact on VMT.

STAFF COMMENTS:

The proposed project has been reviewed for compliance with the California Environmental Quality Act (CEQA) and it has been determined that the project would have a less than significant impact on the environment with mitigation measures that have been adopted as conditions of approval with agreement from the applicant.

NEIGHBORHOOD/PUBLIC COMMENTS

To date, there have been no neighborhood or public comments for the proposed project.

RECOMMENDATIONS

Staff recommends the Board of Zoning Adjustments adopt the Mitigated Negative Declaration and approve PLP18-0031 Use Permit to allow the redevelopment of the project site with a religious worship and assembly center and an on-site, detached 3-bedroom dwelling unit and a maximum of 52 events annually on a 3.73-acre parcel, with conditions in Exhibit A attached to the Resolution.

Staff supports the applicant’s request based on the scope of the proposal because:

- The project is consistent with all applicable General Plan policies in that the proposed use is compatible with the surrounding area and no amendments are proposed to change the commercial designation.



Development is primarily on previously developed areas and the parcel is supported with on-site water and sewer systems that will not adversely impact the surrounding uses.

- The proposed project complies with the South Santa Rosa Area Plan policies and standards because the use is allowed, as determined by the Sonoma County Zoning Code, and meets all the additional parking, landscaping and lighting standards and design guidelines. The applicant has received Preliminary Design Review approval and is required to return to the Design Review Committee for final approval.
- The proposed religious institution use is consistent with the Sonoma County Zoning Code per Section 26-30-020 (i) and complies with the development standards as shown in the Zoning Ordinance table above.
- The design, location, size, and operating characteristics of the use are considered compatible with the existing and future residential and neighborhood commercial land uses within the vicinity. The use would not be detrimental to the health, safety, peace, comfort, and general welfare of persons residing or working in the neighborhood of such use, nor be detrimental or injurious to property and improvements in the neighborhood or the general welfare of the area. The following facts support this finding: 1) The proposed use is compatible with the surrounding area residences on large lots and small scale commercial uses; 2) The proposed use is set back greater than 10 feet from the eastern and southern property lines, which abuts residential zoning; 3) Hours of operation will be limited 6:00 a.m. to midnight, and special events are limited from 7:00 a.m. to 10:00 p.m. any day of the week. 4) The scale of development is designed with landscaping that will screen the parking area and creates a landscaped separation between Stony Point Road and Todd Road and the adjacent parcel; 5) The project includes exterior lighting that is shielded and meets the light standards for the area. 6) Traffic generated with the proposed use will not have a significant impact on local roads or intersections, as determined by the project traffic studies and adequate parking is provided on-site.

ATTACHMENTS

- ATT 1: Draft Conditions of Approval
- ATT 2: Applicant Project Proposal
- ATT 3: Vicinity Map
- ATT 4: General Plan Map
- ATT 5: Zoning Map
- ATT 6: Aerial Map
- ATT 7: Site Plan
- ATT 8: Landscaping Plan
- ATT 9: Preliminary Grading and Drainage Plan
- ATT 10: Building Floor Plan and Elevations
- ATT 11: Site Lighting Plan
- ATT 12: Building Colors
- ATT 13: Proposed Lighting Types
- ATT 14: Initial Study and Mitigated Negative Declaration
- ATT 15: CDFW Comment Letter
- ATT 16: Monk & Associates Response to CDFW
- ATT 17: W-Trans VMT Evaluation
- ATT 18: Draft Resolution

