

**ITEM V-B:** SPHERE OF INFLUENCE AMENDMENT (SOI) AND SIERRA VISTA SPECIFIC PLAN (SVSP) – FILE # 2007PL-044 (ANN-000002, GPA-000034, SPA-000024, RZ-000037 & DA-000029)

**REQUEST:**

This item is a follow-up report on two items requested by the Planning Commission at the December 10<sup>th</sup> Planning Commission meeting on the Sierra Vista Specific Plan. The Commission requested follow-up on: 1) School District boundaries; and 2) the use of roundabouts in the project.

**APPLICANTS:** Mourier Investment, LLC, AKT Investments, Inc., DF Properties, Inc., Westpark Associates and CGB Investments



Figure 1: Location Map & Sphere of Influence Amendment Area (373 ac shown in cross-hatch)

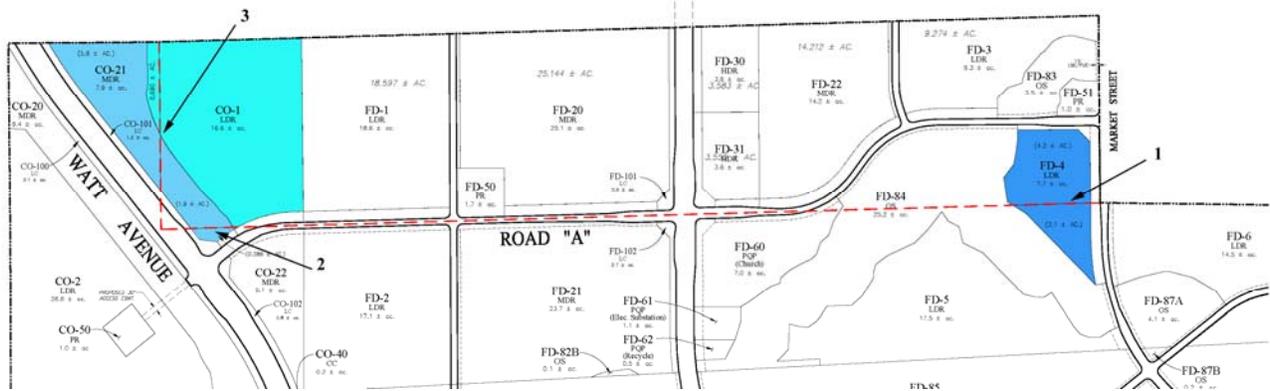
**BACKGROUND:**

At the December 10, 2009 Meeting, the Sierra Vista Specific Plan and Draft EIR were reviewed by the Planning Commission (project location shown in Figure 1). During this meeting, the Commission received public testimony and provided comments on the Draft EIR. The public hearing on the Draft EIR was closed. No formal action was taken and the meeting was continued to January 14, 2010 to continue review of the project. The Commission requested staff provide additional information regarding school district boundaries and roundabouts. Below is a discussion of each item.

**DISCUSSION:**

## I. SCHOOL DISTRICT BOUNDARIES

At its December 10<sup>th</sup> meeting, the Planning Commission raised some concern regarding three neighborhoods that would be split by school district boundaries (see Figure 1). This section of the report contains a description of the City, Applicant and school district's efforts to develop a land use plan that meets the school district's needs and an explanation of factors that influenced the land use plan in the three areas of Commission concern.



**Fig 2. Areas where school district boundaries split neighborhoods.**

School District Boundary – The Sierra Vista Specific Plan is bisected by a school district boundary (shown with a dashed red line in Figure 2 above). North of the boundary line, the Roseville City & Roseville Joint Union High School District serves K-8 students and 9-12 student populations respectively, south of the boundary line the Center Unified School District, serves students in the K-12 grades (also see Specific Plan page 7-19 for the school district boundary location). A majority of the project would be served by the Center Joint Unified School District. This is Center's first significant presence in the City of Roseville and they are very eager to be a part of the community and provide the quality schools Roseville is known for and has come to expect.

Planning Coordination with School Districts - Since the inception of the project, City staff has worked in cooperation with all three districts to develop a land use plan that meets the needs of the districts. Specifically, staff and SVSP owners worked closely with the Center School District to identify appropriate elementary and middle school parcel locations and parcel sizes which resulted in three school sites shown on the current land use plan. The City shared its past experience and success of working cooperatively with the school districts in planning joint use school/park sites that benefit both the schools and the City's parks. The City also worked with the Roseville City School District who did not require a school in the project area, although an elementary school is anticipated in the Urban Reserve area in the future when entitlements for the Urban Reserve are processed.

A critical consideration in planning future schools is the expected student enrollment. Student enrollment is estimated using the number of residential units in the district multiplied by a student generation rate (these rates are unique for each school district). Student generation rates are based on the number and type of units such as Low/Medium or High density units. See Table 7-6 on page 7-18 of the Specific Plan for Sierra Vista student generation rates and student population estimates. School (funding) Agreements between the developers and the school districts contain the funding methods and obligations of the developer and consider the number of students expected in the project. Money for the schools also comes from the State based on ADA (average daily attendance). As you would expect, the number of students expected is a key consideration in sizing future school sites because it is directly tied to funding. Because of the link between the number of students and funding, any changes to the district boundary that would affect those numbers are viewed cautiously.

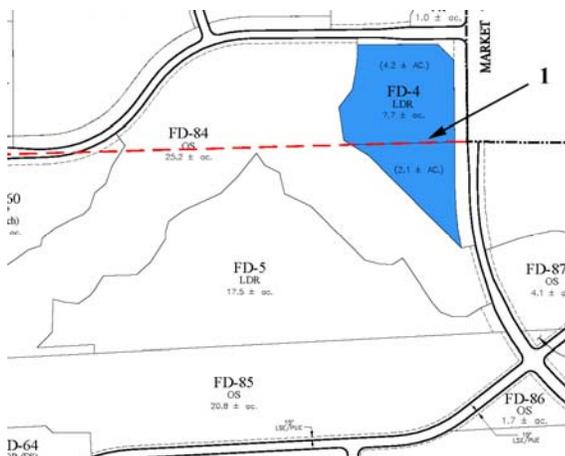
Meeting with School Districts – On January 4<sup>th</sup>, staff met with Center School District and Roseville City School District Superintendents separately, to discuss the Planning Commissions issue with splitting neighborhoods with school district boundaries. Both districts understood the issue and were open to the idea of making minor boundary adjustments to address this concern. Center was agreeable to boundary changes provided they did not lose units (students) in the adjustment and that the adjustment occurs prior to any houses being constructed. While Center School District has indicated conceptual agreement for minor boundary adjustments, they have expressed concern regarding wholesale school district boundary changes.

Several boundary options were discussed and it was decided that Center and Roseville should discuss options to see if they could come to a mutually agreeable solution. The meeting between the districts was to be held after the deadline for this staff report but staff will provide a verbal update of the meeting at the Planning Commission meeting on the 14th.

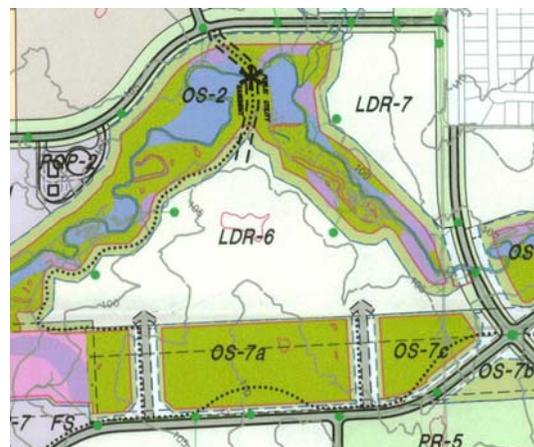
Process to Change School District Boundary – The process to change a school district boundary can be difficult. Changes must be approved by the County Committee for school district reorganization. The County Committee can approve a boundary change petition without support of the local school districts but it is unlikely. A brief summary of some of the key considerations to change a boundary are described below. A full description of the requirements is contained in Attachment 1 - Boundary Change Report.

There are three different ways to initiate a boundary change: by voters within the territory, by landowners of uninhabited property, or by a petition signed by majority members of local agencies such as school districts, Board of Supervisors, City Council, etc. There are several actions needed to change a boundary making it a complex process. By far the easiest way to change the boundary is when there is mutual agreement between all involved school districts and before any home construction begins.

Land Use Plan: Street A Alignment - In developing the land use plan, the SVSP owners originally showed Street A on the school district boundary to avoid bisecting residential neighborhoods with different school districts; however, two other factors influenced the final alignment of Street A. One factor was the requirement by US Fish and Wildlife, Army Corps of Engineers and Environmental Protection Agency, to avoid on-site natural resources. Consequently, Open Space parcels FD-84 and FD-83 were created and Street A was “jogged” to the north to minimize impacts to the resources within these open space parcels (Figure 4). The result was that parcel FD-4 is bisected by the school district line (Figure 3). Parcel FD 4 has a total of 32 units allocated to it.



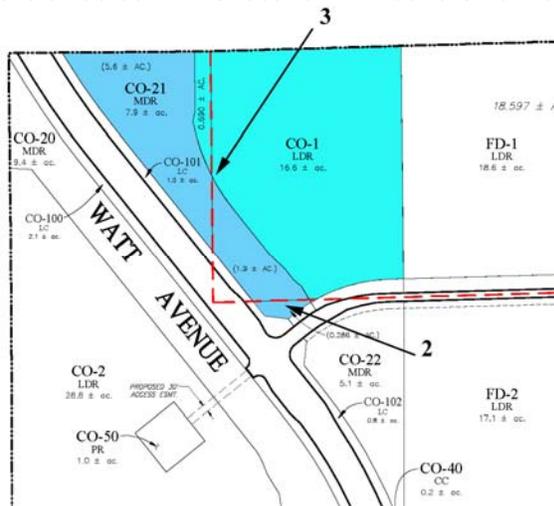
**Figure 3. Parcel FD-4**



**Figure 4. Natural resources around Parcel FD-4**

The second factor influencing the alignment of Street A is its connection to Watt Avenue, an 8 lane arterial. For intersection safety and efficiency (traffic flow and signal timing), Public Works requires streets be designed with 90 degree intersections. The intersection configuration of Street A and Watt Avenue creates

a small triangular area (a portion of Parcel CO-21) that would be split by Roseville and Center School Districts (see Figure 5). Parcel CO-21 has a total of 70 units allocated to it. It is not clear how many of the units are affected in this location without a small lot subdivision map but it's estimated around 5 units.



**Figure 5. Parcels CO-1 & CO-21**

Land Use Plan: Watt Avenue Alignment – The alignment of Watt Avenue creates a third residential area divided by the school district boundary (Parcels CO-1 and CO-21). Watt Avenue was not located on the school district boundary since it needed to curve eastward to tie into the Regional University Specific Plan Project with an approved Watt Avenue Alignment (see Figure 5). Several options for a Watt Avenue alignment were evaluated with this project. Design parameters included:

- The need to tie Watt into the existing location at Baseline Road;
- The Watt Avenue tie in location in the approved Regional University Specific Plan;
- The location of Watt on participating Sierra Vista property ownerships; and
- Designing the road with the curve radii needed to move Watt Avenue to the east to connect with Regional University.

As a result of these factors, Watt Avenue is not located on the school district boundary line.

Other School District Concerns - The Roseville High School District has indicated concern that the Plan Area could result in inter-district transfer requests without school fees. This is a school district issue over which the City has no jurisdiction and can not be resolved by the land use plan; therefore the City has not been involved in this discussion. The Roseville High School District may, at its discretion, decline inter-district transfer requests. Because there are two districts in the same plan, disclosures on the property title will be required in the Development Agreements for the project.

Consistent with the City's General Plan policy, the applicants will need to enter into school agreements prior to approval of the project. At the writing of this report, none of the school districts have finalized their School (funding) Agreements with the Sierra Vista Applicants, which is common at this stage of the project. All of the districts are currently working with the property owners on these agreements. The school agreements deal with school financing and would not affect the land use plan. No other concerns were expressed.

Conclusion – The City and the property owners have worked diligently with the school districts to develop a land use plan that addresses the needs of the school districts. The school district boundary existed prior to the land use plan and the boundary was considered in developing the plan, but for a variety of reasons described above, some portions of the district boundary did not end up with roads on it or along other

logical physical boundaries. In discussion with the Center and Roseville City school districts, they are open to the concept of minor boundary adjustments. Center has said they are agreeable provided there is no net impact to the units (students) and as long as the adjustment occurs before there are any houses on the ground. In the recommendation on the Specific Plan to the City Council, the Commission may also offer its support in the minor district boundary changes to avoid split district neighborhoods with concurrence of the affected districts.

## II. ROUNDABOUTS

Blue Print Objectives – At the onset of the project, one of the City Council's defining objectives for the Plan Area was to meet Blue Print Objectives. As that relates to public transit, traffic, and circulation, it takes on the objective to provide safe and alternative means of transportation within the plan area that will provide local residents the option to be less reliant on the automobile, as their primary means of transportation within the Plan Area. When the automobile is used, Blue Print Objectives are obtained by reducing delay at intersections, minimizing noise, reducing air emissions, and slowing vehicle speeds in favor of the pedestrian.

The Land Plan – Early in the process of defining the Land Plan and those amenities necessary to accommodate the Blue Print Objectives, staff identified the need for pedestrian connectivity with the inclusion of paseos and Class-1 bike trails. The resulting paseo plan defined the collector roadways as unique to the plan area and staff agreed to a “modified collector” roadway section. The modified collector street section includes narrower roadway widths to reduce vehicle speeds and a paseo system that runs adjacent to and along the length of the road. Also identified was the Class-1 bike trail system within the open spaces which are intended to promote uninterrupted bike travel. The Class-1 bike trail interfaces with the paseo system and crosses 2 of the 3 collector roadways.

From the on-set in developing the land plan, staff has requested the inclusion of 3 roundabouts located on the collector roadways as shown on Attachment 2. With the intent of meeting the Blue Print Objectives, and providing an aesthetically attractive element to the plan, roundabout A was located at the intersection of 2 collectors that otherwise would require traffic control, the other two roundabouts (B&C) were located at the interface of the roadway/paseo/class-1 bike trail intersections, and are located to provide a means for the Class-1 cyclists to safely cross the street.

Roundabout Safety - Current available data from such sources as the Insurance Institute for Highway Safety, the National Cooperative Highway Research Program, and the US Department of Transportation – Federal Highway Administration defines some advantages to the use of roundabouts as compared to all-way stop controlled intersections on two lane collector roads.

### Overall Safety

- Roundabouts create 75% less conflict points, 32 vs. 8 for vehicles and 24 vs. 8 for pedestrians.
- Fatal or incapacitating injury accidents reduced by 90%
- Injury accidents reduced by 76%
- Overall accidents reduced by 39%
- Reduced rear-end collisions
- Slower speeds – typically designed for 15 – 20 mph speed.
- Easier decision making
- No speed up for yellow or red light running
- No running stop signs

Safer for Pedestrians

- Splitter islands allow pedestrians to cross one direction of traffic at a time
- Splitter islands offer refuge
- Other safety devices - raised crosswalks, sound strips (raised dots/rumble strips), advanced warning signs

Safer for Bicyclists

- Fewer conflict points
- Reduced speeds
- Cyclist can proceed as vehicle or as pedestrian
- 10% reduction in Bicycle collisions (IIHS Study)

More Efficient Than Stop Signs

- Reduced traffic delays
- Reduced vehicle emissions
- Reduced fuel consumption
- Reduced noise
- Higher capacity (reduced headways)

Alternatives to Roundabouts – Staff looked at the alternatives of using all-way stop controlled or signalized intersections in these three locations. In the evaluation of the alternatives staff used the Caltrans standard to determine if the intersections would meet certain warrants for either signals or stop control. The test for warranted intersections has been established as a bench mark and utilizes such factors as traffic volumes, geometry, approach speed, and delay time at the different approaches. This evaluation utilized traffic volumes assuming build-out conditions. The following are the results of the that investigation;

<u>Intersection</u>	<u>Meets Warrants</u>	
	<u>Signal</u>	<u>All-way Stop</u>
A	yes	yes
B	no	no
C	no	no

The Phasing Plan for the build-out of the Plan Area recognizes that portions of roadway infrastructure will not be available until later phases of the project are developed. As such, certain roadway intersections will likely experience interim demands that exceed the capacity of those intersections. Prior to the construction of Westside Drive, which is anticipated to be constructed in the final phase of the specific plan development, capacity demands on Market Street will exceed the capacity of all-way stopped controlled intersections. Until such time as Westside is constructed through the urban reserve, this interim demand will likely result in significant delays at all-way stopped controlled intersections A and B.

By way of comparison, if the volumes at intersection A were to reach an interim capacity that was twice what the build out capacity is anticipated to be, a signal in this location would operate at LOS F with average delays of 2 minutes an all-way stop control intersection would operate at LOS F with average delays of 4+ minutes, and a roundabout would operate at LOS C with average delays of 17 seconds.

Landowners Objection to Roundabouts – The land owners have been resistant to the use of roundabouts for two reasons. First, they resist the use of roundabouts citing that the incremental costs associated with

the construction of roundabouts is too high compared to the cost of installing standard all-way stop controlled intersections. Staff agrees that the cost of roundabouts is higher and estimates that roundabouts are on average 18% more expensive to construct. Secondly, they disagree with the use of roundabouts citing that the footprint of a roundabout is larger than a standard all-way controlled intersection, land that could otherwise be used as a developable commodity. Staff agrees that the roundabouts are larger but only by less than 0.08 acre's. Two of the three locations are within open space corridors which have no effect on developable land, the other location requires less than 0.04 acres of developable land.

Conclusion - Roundabouts are an attractive and safe way to coordinate vehicular and pedestrian traffic through an intersection. Roundabouts provide several benefits in meeting Blueprint Objectives including: safer travel for pedestrians and bicyclists, reduced air emissions, reduced noise levels, and an added value of aesthetic appeal and character to the Land Plan. By virtue of meeting warrants, intersection A will require traffic control. On an interim basis, intersection A and B may require temporary traffic signals until Westside Drive is constructed and open to public traffic. This interim condition could best be met with the installation of a roundabout. Intersections B and C interface with the Class-1 bike trail, and some sort of control or special noticing will be required. Roundabouts in these locations, along with the installation of advanced signage, would provide a slow speed regime for the crossing of the bike trail and further reinforce the objective of traffic calming on the "modified collector" roadway.

### **III. WRITTEN COMMENTS ON DRAFT EIR**

The comment period for the Draft EIR closed on January 11, 2010. Staff will provide the Commission copies of the comments received on the Draft EIR at their meeting of January 28<sup>th</sup>. No action by the Commission is required on these comments.

#### **RECOMMENDATION:**

This meeting is intended to provide the commission with additional information for consideration in future recommendations to the City Council. It is requested that the Planning Commission provide comments on the school district boundaries and roundabouts.

Prior to the Planning Commission final recommendation on the project, additional project information will be presented on the Design Guidelines, Development Agreements, and Fiscal considerations. Staff will present the Sierra Vista Design Guidelines component of the project at the January 28<sup>th</sup> Planning Commission Meeting. A date for a future meeting to cover the remaining items will be set when those items have been finalized.

#### **ATTACHMENTS:**

1. Boundary Change Report
2. Roundabout Exhibit