

PLANNING & REDEVELOPMENT DEPARTMENT STAFF REPORT PLANNING COMMISSION MEETING: April 8, 2010

Prepared by: Steve Lindbeck, Project Planner

ITEM V-A: 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 continuation of the public hearing on the Sierra Vista Specific Plan begun at the Planning Commission meeting of December 10, 2009 and followed-up on January 14, 2010 and January 28, 2010. Staff has included in this report a discussion of the SVSP Development Agreements and recommended actions for each project entitlement.

APPLICANTS: Sierra Vista Owners Group

BACKGROUND

December 10, 2009 – At the meeting of December 10, 2009, the Planning Commission began its review of the Sierra Vista Specific Plan (SVSP) and associated Draft Environmental Impact Report (EIR). During the meeting, the Commission received public testimony and provided comments on the Specific Plan and Draft EIR. The public hearing on the Draft EIR was closed. No formal action was taken and the public hearing on the SVSP project was continued to January 14, 2010. The Commission requested staff provide additional information regarding school district boundaries and roundabouts. (Meeting notes from 12/10/09 attached.)

January 14, 2010 – For the meeting of January 14, 2010, staff provided a report on school district boundaries and roundabouts. The Commission received public testimony and provided comments on both topics. No formal action was taken and the public hearing was continued to January 28, 2010 to continue review of the project. (Meeting notes from 1/14/10 attached.)

January 28, 2010 – The meeting of January 28, 2010 was focused on the SVSP Design Guidelines. The Commission received public testimony and provided additional comments. No formal action was taken and the public hearing was continued off-calendar, because at that time it was not yet certain when the review of the Development Agreements could be held. (Meeting notes from 1/28/10 attached.)

NOTE: The Planning Commission is asked to bring all SVSP materials to the April 8th meeting in case there are questions on any components of the project.

DISCUSSION: SVSP DEVELOPMENT AGREEMENTS

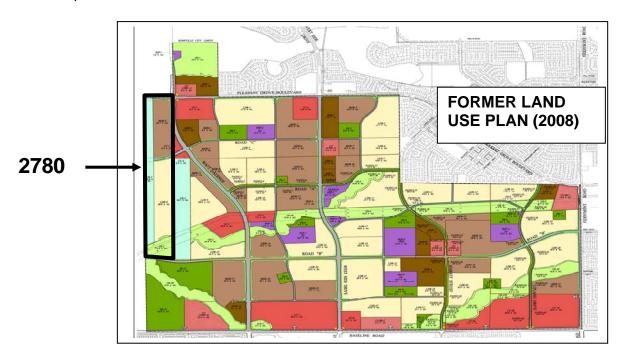
As with all the City's specific plans, the Sierra Vista Specific Plan includes a Development Agreement, or in this case nine separate Development Agreements, one for each ownership in the project. The proposed Development Agreements (DAs) for the project have been negotiated between the landowners and the City to describe the obligations between the parties and enable development of the plan area. The DAs are binding contracts with a 30-year life span that set the terms, rules, conditions, regulations, entitlements, responsibilities, enforcement, and other provisions relating to the development of the SVSP. The majority of the issues contained within the DAs have been previously identified during the review of the Specific Plan and EIR documents. The DAs further expand upon those requirements and provide the details of responsibility, timing of improvements, and financing.

All nine DAs include a common set of core sections which comprise the bulk of the provisions. The DAs also include one or more unique sections which address the distinct provisions needed for that property ownership. A complete copy of each of the nine DA's are provided on a CD and are referenced as Exhibits E through M with this report. To reduce the need to photocopy each DA and simplify review, Attachment 2 of this report consists of a hard copy of the Westpark Federico, Mourier & Federico-Tyler DA which includes the core sections applicable to all nine DAs and copies of the other eight DAs cover, property description and all pages with distinct provisions. The DAs are discussed in more detail in the attached Section 4 of this staff report. (Sections 1 and 2 were included with the December 10 staff report and the Section 3 number was not used; it had been reserved for the Design Guidelines summary, however, it was not needed because the January 28 staff report covered the topic.)

ISSUES

Community Facilities District for Municipal Services – As of the writing of this report, the amount of the Community Facilities District for Municipal Services is still in negotiation between the City and SVSP. This CFD is intended to offset the SVSP's fiscal impact on police, fire, City-wide parks, libraries and other General Fund services. The Fiscal Impact Analysis prepared for the SVSP estimates the plan area will not generate sufficient revenue to cover City costs and as a result the City's General Fund will be needed to fund City services provided to the SVSP. The City is relying on this CFD to assist with funding the construction and operation of Fire Station 10 when needed to serve the SVSP's flexible phasing plan. Without adequate CFD funding, the City will need to use General Fund monies to cover Station 10 costs. The CFD amount will need to be established at the level necessary for the Plan Area to fund City services to the SVSP area.

Reimbursement to 2780 – The City continues to work with SVSP regarding third party reimbursements to the property shown as "2780" on the map below. 2780 was once a part of the specific plan before Richland Properties withdrew from the specific plan process. The current land use plan changed Richland parcels to Urban Reserve (the Chan parcel had always been shown as Urban Reserve) and the specific plan boundary was changed to eliminate 2780 from the specific plan and annexation request.



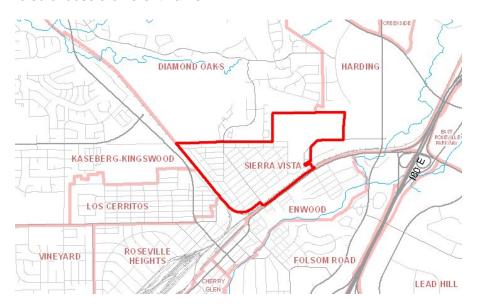
SUMMARY OF PLANNING COMMISSION DISCUSSION TOPICS

School District Boundary – Current school districts boundaries cross residential large lot parcels and have the potential to divide neighborhoods, with children living next door to one another attending different schools. One way to address this would be using inter-district transfers, but Commissioners felt a school district boundary adjustment would be a better long-tem solution. All three districts have met and indicated they are in agreement with adjusting the boundary to address this issue. The issue requires agreement by all three school district boards to resolve, and the districts have indicated they are willing to address the Commission's concern.

Roundabouts – The use of roundabouts has been a point of discussion between the landowners and staff from the beginning of this specific plan process. Staff believes that roundabouts are valuable circulation solutions and should be used at three locations on collector roads in the SVSP. It was noted that roundabouts are traffic calming and less costly than stoplights. The landowners believe that neither roundabouts nor stop lights should be used at these locations; instead they favor using stop signs.

Planning Commissioners expressed several concerns with roundabouts in the SVSP. They acknowledge that roundabouts are efficient at high-traffic intersections, but point out that these particular intersections will not have high traffic volumes. They have observed roundabouts in the City and elsewhere, and felt they were difficult for pedestrians to cross. They have observed motorists disregard pedestrians at roundabouts, and shared concerns that they are unsafe for pedestrians and bicyclists. The Commissioners concluded that roundabouts should not be used in the SVSP. It should be noted that roundabouts are not included in the specific plan document or the development agreements, so no action by the Commission is needed to eliminate roundabouts from the project.

Sierra Vista Name – The area just north of Old Town Roseville is already known as Sierra Vista and the Sierra Vista Neighborhood Association is part of the Roseville Coalition of Neighborhood Associations. A resident of the existing neighborhood addressed the Planning Commission and requested SVSP to change its name to avoid confusion. The SVSP applicants would like to keep the name; however, the name will not be used on signs or in marketing to identify the project. There will be no reference to the name Sierra Vista other than entitlement processing, and the landowners have agreed to have no street named Sierra Vista. The City will make sure that any RCONA neighborhood association for the new area will also choose a different name.



Existing Sierra Vista Neighborhood Association (RCONA #19) Community Garden – The Planning Commission has frequently asked for projects to provide community gardens, and it was suggested that one be located in the SVSP. The specific plan does not identify a stand-alone community garden as was done in the West Roseville Specific Plan and the development agreements do not address the matter. The land use plan does not have a suitable public site for a community garden. Gardening is not appropriate in open space parcels, because they are usually intended to remain natural and un-irrigated, and to not introduce non-native species in the open space. Gardening is also not allowed in parks. Community gardens are usually provided on private property as part of a multi-family or other HDR development project. In those cases, a homeowners association or rental property management company can oversee the use and maintenance of the garden even if the residents do not. The SVSP has a good supply of HDR land that could develop with community gardens and the Community Design Guidelines support inclusion of such recreational amenities in multi-family projects. In LDR and MDR individual parcels, the lot sizes can accommodate personal gardens so the need is not as great.

Draft Specific Plan Changes – Subsequent to the November 10, 2009 release of the Draft SVSP there have been several changes made to the document. Most are minor corrections to typographical errors, but two types of changes are noteworthy. Final decisions about road names have been made and the SVSP document and Development Agreements will include the following:

The road formerly referred to as:	Will be named:
Watt Avenue	Santucci Boulevard
cWestside Drive	Westbrook Boulevard
Road A	Federico Drive
Road B	Vista Grande Boulevard
Road C	Sierra Village Drive
Road D	Sierra Glen Drive

The landowners have also made a number of small changes to parcel lines, which do not have a material effect on the project's land use acreages or units. Parcels DF-1 and DF-20 are being reoriented, which results in slight changes to the parcel sizes and unit allocations; MDR Parcel DF-20 will occupy the Vista Grande Boulevard frontage and LDR Parcel DF-1 will have its frontage on Market Street adjacent to LDR Parcel DF-2. Nine of the largest specific plan parcels will be shown with lettered sub-parcels, namely JM-2A & B, JM-3A & B, JM-20A & B, KT-1A & B, KT-3A & B, KT-21A & B, KT-40A & B, KT-41A & B, CO-2A & B, and FD-8A & B. These changes are all in the updated SVSP document included as Exhibit B of this report.

Annexation Process – The SVSP is currently within the City's Sphere of Influence. As part of the specific plan process the City will submit an application to the Local Area Formation Committee (LAFCO) to annex the SVSP to the City and incorporate the plan into Roseville's municipal boundaries. A key component of the annexation process is preparation of a property tax share agreement between the City and Placer County. State law requires both parties reach agreement on distributing property tax generated within the annexed area and prohibits LAFCO from taking action on the annexation application until such an agreement is presented to the Commission. Staff representatives from the City and County are in current meetings and negotiations focused on crafting a property tax share agreement for the SVSP.

OTHER COMMISSION RECOMMENDATIONS

In addition to the Planning Commission public hearings, the SVSP was presented at other public hearings during the Draft EIR comment period. The Transportation Commission, the Public Utilities Commission,

the Parks & Recreation Commission, and the Design Committee all had favorable comments about the Specific Plan and the Draft EIR and all expressed unanimous support for the project. The Parks & Recreation Commission also made a unanimous recommendation that the City Council approve the park concept plans and approve the use of in-lieu fees to meet the requirement for City-wide park land dedication.

ENVIRONMENTAL DETERMINATION

The Planning Commission public hearing on the Draft EIR was concluded on December 10th and the circulation period on the Draft EIR has closed. Staff received 13 written comments on the Draft EIR from several agencies, organizations and interested individuals. (The comments were attached to the January 28, 2010 staff report.) No action by the Commission is required on these comments.

Staff will provide responses to any comments received and make any corresponding text changes to the EIR as part of preparation of the Final EIR, anticipated to be available to the public in May.

RECOMMENDATION:

The Planning Department recommends that the Planning Commission take the following actions regarding the Sphere of Influence Amendment and Sierra Vista Specific Plan (A - F):

- A. Forward all comments received on the Draft EIR during the public review period for inclusion in the Final EIR for City Council review (written responses and Planning Commission meeting notes).
- B. Recommend that the City Council direct staff to make and execute any and all necessary documents and applications to the Placer County Local Agency Formation Commission.
- C. Recommend that the City Council amend the General Plan Land Use Map and text as shown in the General Plan 2025 Redline (Exhibit C).
- D. Recommend that the City Council adopt the following finding and approve the Sierra Vista Specific Plan (Exhibit B):
 - 1. The Sierra Vista Specific Plan is consistent with the objectives, policies, general land uses and programs specified in the General Plan.
- E. Recommend that the City Council adopt the following findings and approve the Prezone for the land located within unincorporated Placer County to reflect the zoning indicated in Sierra Vista Specific Plan Table 4-2:
 - 1. The proposed Prezone is consistent with the General Plan as amended, and
 - 2. The proposed Prezone will not be detrimental to the public interest, health, safety, or welfare of the City.
- F. Recommend that the City Council adopt the following findings for the Zoning Ordinance Text Amendment and amend Chapter 19.10 to modify the RS Development Standards and Supplemental Design Standards as provided in Exhibit D of this staff report:
 - 1. The proposed Zoning Ordinance Text Amendment will not be detrimental to the public interest, health, safety, or welfare of the City, and
 - 2. The proposed Zoning Ordinance Text Amendment is consistent with the General Plan.

- G. Recommend that the City Council adopt the following findings and approve the Sierra Vista Specific Plan Development Agreements (Exhibits E through M) inclusive of the following measures within the development agreements:
 - a) that prior to annexation the landowners shall file an application to change the name of West Side Drive in the WRSP to Westbrook Boulevard (Westpark DA);
 - b) modify footnote #4 of Exhibit E-1 to state, consistent with City ordinance, that a Design Review Permit for Residential Subdivisions is required for neighborhoods of "equal to or greater than 7 du/ac" (all Mourier DAs)
 - 1. The SVSP Development Agreements are consistent with the objectives, policies, general land uses and programs specified in the General Plan;
 - 2. The SVSP Development Agreements are consistent with the provisions of Chapter 19.84 of the Roseville Zoning Ordinance;
 - 3. The SVSP Development Agreements will not be detrimental to the health, safety, or general welfare of the residents of the City of Roseville;
 - 4. The SVSP Development Agreements will not adversely affect the orderly development of property or the preservation of property values; and
 - 5. The SVSP Development Agreements will provide sufficient benefit to the City to justify entering into the Development Agreements.

STAFF REPORT SECTIONS:

- Section 1 Project Entitlements Summary (included with the 12/10/09 staff report)
- Section 2 Specific Plan and Draft EIR Discussion Items (included with the 12/10/09 staff report)
- Section 3 Section number not used; reserved for Design Guidelines summary, however the 1/28/10 staff report addressed the topic
- Section 4 Development Agreement Discussion Items

ATTACHMENTS:

- Attachment 1 Comments/questions received at the December 10, 2009, January 14, 2010 and January 28, 2010 Planning Commission meeting
- Attachment 2 SVSP Development Agreement Common Core and Landowner-Specific Provisions

EXHIBITS:

- A. Draft Environmental Impact Report (EIR) for the Sphere of Influence Amendment and Sierra Vista Specific Plan (CD transmitted to Planning Commission on November 5, 2009)
- B. Draft Sierra Vista Specific Plan (updated version dated March 19, 2010)
- C. Draft General Plan 2025 Redline (transmitted to Planning Commission on November 19, 2009)
- D. Draft Zoning Ordinance Text Amendment to amend Chapter 19.10 modifying the RS Development Standards and Supplemental Design Standards
- E. Development Agreement with Barbaccia, dated 3/24/10 (provided on CD)
- F. Development Agreement with Baseline P & R, dated 3/24/10 (provided on CD)
- G. Development Agreement with Baybrook, dated 3/24/10 (provided on CD)

- H. Development Agreement with DF Properties, dated 3/24/10 (provided on CD)
- I. Development Agreement with Mourier Investments, dated 3/24/10 (provided on CD)
- J. Development Agreement with Mourier & Bagley, dated 3/24/10 (provided on CD)
- K. Development Agreement with Mourier & Computer Deductions, dated 3/24/10 (provided on CD)
- L. Development Agreement with Mourier & Wealth Properties, dated 3/24/10 (provided on CD)
- M. Development Agreement with Westpark Federico, Mourier & Federico-Tyler, dated 3/24/10 (provided on CD)