



ITEM V-A: ANNEXATION, GENERAL PLAN AMENDMENT & PRE-ZONE – 6600 PHILLIP RD - FILE# 2009PL-053 (ANN- 000006, GPA-000056 & RZ-000051)

REQUEST

The City requests approval of an Annexation and an amendment to the City's Sphere of Influence boundary for 12 parcels totaling 1754 acres, known as Reason Farms. Included in the request is a General Plan Amendment to change the property's land use designation from Agriculture/Timberland to Open Space and Public/Quasi-Public; a General Plan text amendment to update emergency service response times for rural land within the City; and a Pre-zone/Rezone to change the zoning designation from Farming to Planned Development.

Property Owner: City of Roseville
Applicant: City of Roseville, Planning & Redevelopment Department

SUMMARY RECOMMENDATION

The Planning & Redevelopment Department recommends that the Planning Commission:

- A. Recommend the City Council consider and adopt the Negative Declaration for the Reason Farms Annexation (Exhibit A);
- B. Recommend the City Council approve the Annexation and Sphere of Influence Amendment for the Reason Farms property (Exhibit B);
- C. Recommend the City Council approve the General Plan Map and Text Amendments for the Reason Farms property (Exhibit C);
- D. Recommend the City Council adopt the two (2) findings of fact for the Pre-zone/Rezone; and
- E. Recommend the City Council approve the Pre-zone/Rezone for the Reason Farms property (Exhibit D).
- F. Adopt a Resolution authorizing the City Manager to execute and submit an application to Placer LAFCO for the annexation of the Reason Farms property.

SUMMARY OF OUTSTANDING ISSUES

There are no outstanding issues associated with this request.

BACKGROUND

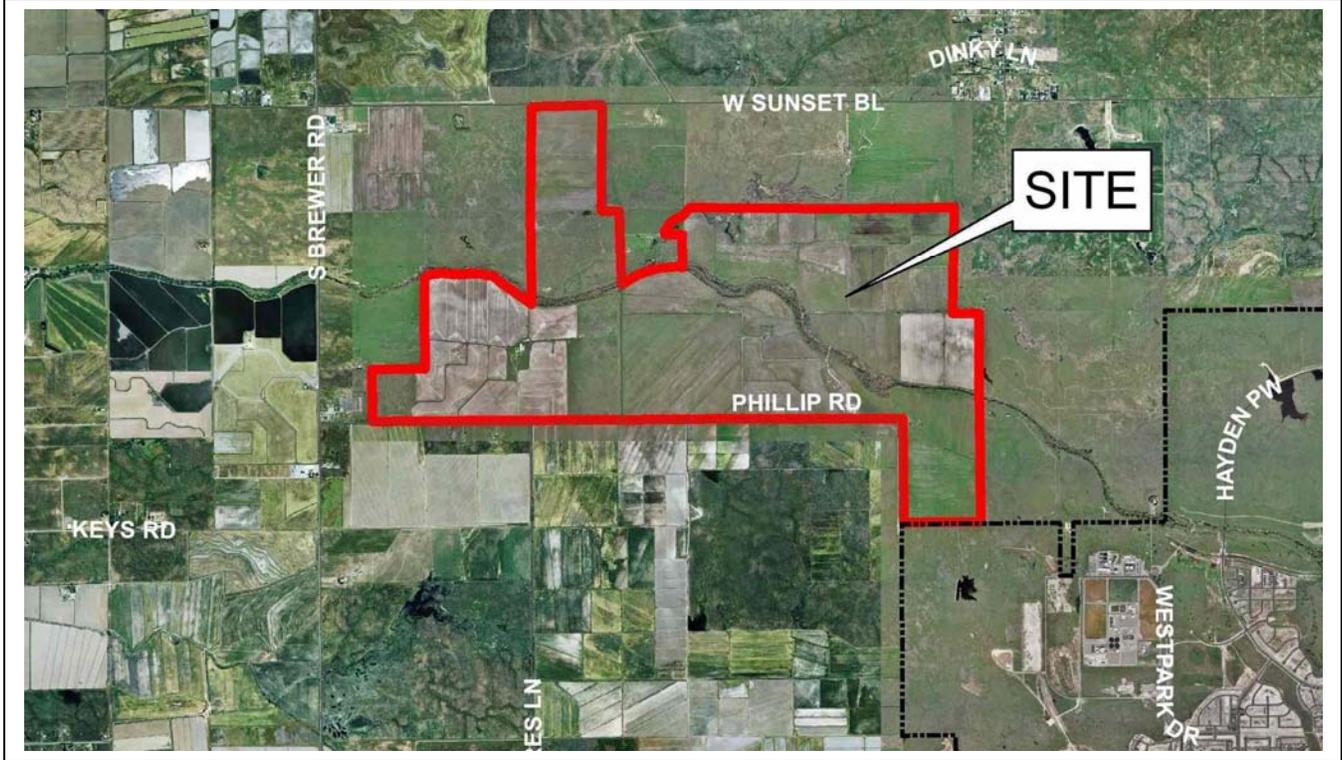
Project Site Information

The project site is located in unincorporated Placer County, northwest of the city limits, south of Sunset Boulevard West and north of Phillip Road (see Figure 1). The project site, known as Reason Farms, consists of 12 parcels totaling 1754 acres. Staff proposes to annex these properties into the City of Roseville (City), which will be the future site of the Pleasant Grove Retention Basin Project (retention basin).

The property has an existing County land use designation of Agriculture/Timberland (Ag) and a zoning designation of Farming (F-B-X). The proposed City land use designation for the property is Open Space (OS) and Public/Quasi-Public (P/QP) and the proposed zoning designation is Planned Development (PD) in

in order to coincide with the planned future use.

Figure 1. Vicinity Map



History

The City purchased the Reason Farms properties in 2004. The purpose of this acquisition was to construct a retention basin in order to mitigate for the City's cumulative downstream flood impacts on Sutter County within the Pleasant Grove Watershed. Prior to the purchase of the properties, an Initial Study and project level EIR were completed, which evaluated the project and any potential environmental implications from the project. The City Council adopted the Final EIR in January 2002.

In 1991 a drainage impact fee (Pleasant Grove Drainage Fee), was established to provide funding for land acquisition and construction of the flood control project. Fees are collected from development within the drainage basin. Funds continue to be collected for project construction; however, the rate of collection has slowed due to the recent slowdown in development and economic downturn. The current fund balance is approximately \$5.7 million while construction costs are estimated at \$10 million. Staff anticipates that funds will be available to initiate construction by 2020.

Prior to City ownership, the land was used primarily for rice farming. Following the City's purchase of the land and since the City was years away from breaking ground on the retention basin, the City has chosen to continue the agricultural use of the property. With the exception of the 223-acre northern finger that was set aside as a Preserve area for Swainson's Hawk, grasslands, and vernal pools, the balance of the property is currently under two agricultural leases with the approximate western third in rice production and the remaining acreage converted to a dry farming and grazing operation.

There is one existing residence located on the property. The deed on the property reserves a life estate for the resident of the property. In short, the life estate allows the tenant to reside there for the rest of her natural life. At the end of the life estate, the City will have complete title of the property. In the meantime, the residence is considered "caretaker/employee housing" as the tenant operates the duck hunting club that is located on a portion of the property. Based on the location of the residence outside

outside of the retention basin footprint, the residence will not be affected should the retention basin construction occur before the life estate ends.

One additional point to note as it relates to the duck hunting club, is that the City currently has an ordinance that does not permit the discharge of fire arms within the city limits. Given the rural nature of the property and the fact that the construction of the retention basin is still years away, staff has determined that an exception to the ordinance for the duck hunting club would be warranted. As an exception to the ordinance currently does not exist, the Police Department is in the process of establishing a procedure to make an exception available to the duck hunting club.

Placer County is currently processing the Placer County Conservation Plan (PCCP), which requires the creation of a Conservation Reserve Map that identifies both future development and conservation areas. Preliminary PCCP maps identify the Reason Farms property as a Conservation Reserves Area. Although Reason Farms is City owned, because it is located in the County, the future applicability of the PCCP on the property is uncertain. The PCCP has not been formally adopted, however once it is, this designation has the potential to influence how the City can use the site in the future. Staff has discussed the issue with the County; however, because the property is currently within Placer's jurisdiction, the County intends to continue to consider the area as being available as a conservation reserve area. The County is aware of the City's intent to annex the property and is supportive of the City doing so. Annexation of the Reason Farms property will clearly exempt it from the PCCP as is the rest of the incorporated City.

Requested Entitlements

In order to prepare the site for future development of the retention basin, staff recommends approval of the Annexation (including a Sphere of Influence Amendment (sphere amendment)), General Plan Amendment (GPA), and Pre-zone/Rezone by the City Council. The Planning Commission is asked to make a recommendation to the City Council on these entitlements.

Figure 2 shows the Reason Farms property and the existing and proposed City boundary. The sphere amendment is required as the property is not currently located within the City's sphere of influence and therefore, it is proposed to be amended so that it coincides with the annexation boundary. Reason Farms is adjacent and contiguous to property that is already within the City (West Plan) and is adjacent to property that is already within the City's sphere of influence (future Creekview Specific Plan).

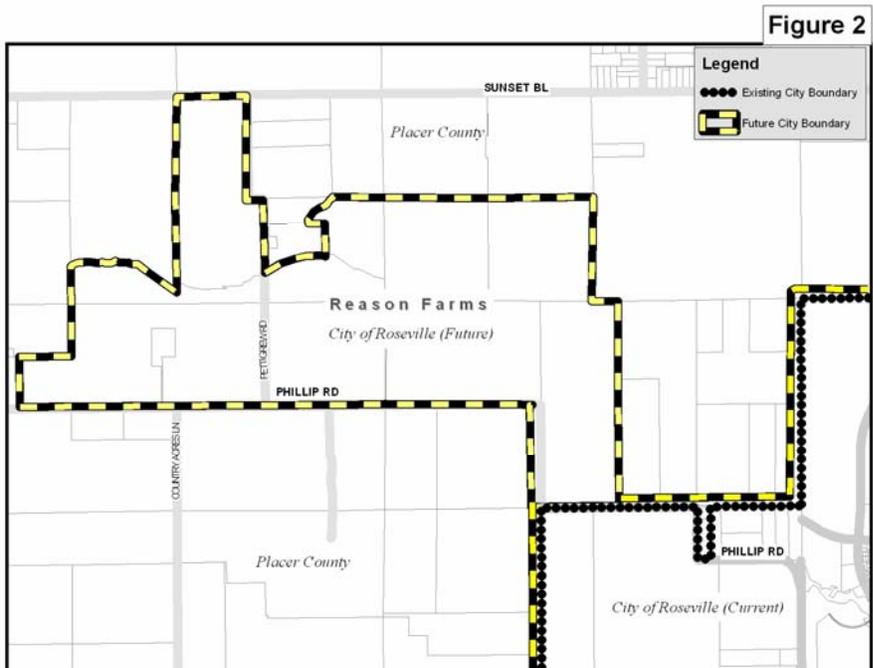
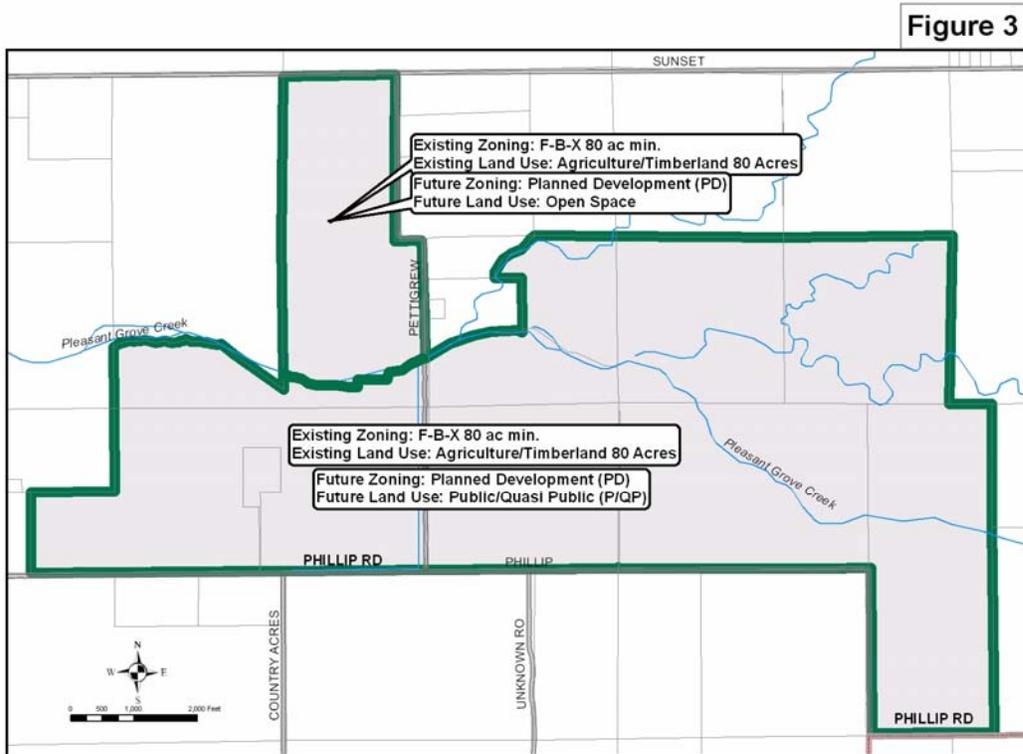


Figure 3 shows the current and proposed land use and zoning designations of the Reason Farms property, which are also shown in Exhibits C and D.



EVALUATION

LAFCo statute requires the City to designate land use and zoning for property prior to submittal of an application for annexation. Therefore, as described above and based on the evaluation that follows, staff is recommending approval of:

- An annexation of 1754 acres into the City limits,
- A sphere amendment to align the sphere boundary with the proposed City boundary,
- A GPA to change the land use of the property and amend a portion of the Safety Element, and
- A Pre-zone/Rezone to assign zoning to the property.

Annexation/Sphere of Influence Amendment

The Reason Farms properties were purchased with the intent to construct the Pleasant Grove Retention Basin. The development of this facility is extremely important, as it will fulfill the City's obligation to mitigate its downstream increases in runoff to Sutter County over the designed eight-day storm due to development within Roseville. The actual increase is calculated to be approximately one inch based on current approved Roseville developments within the watershed.

Furthermore, because of the County's efforts on the PCCP, and their intent to consider the Reason Farms properties as "available" land for conservation, it is imperative that that the City preserve its ability to use the property as planned without additional PCCP constraints. This allows the City to maintain control over how the property can be used given the City's long-term plan for its use as a retention basin. Based on discussions with the County Planning Director, staff recommends moving forward with the annexation to ensure that the property is under City jurisdiction and cannot be negatively affected by the PCCP. It is extremely important that the City ensure jurisdictional authority

over the property to keep its obligation to Sutter County to mitigate for downstream flooding impacts. Following annexation, land use planning for the Reason Farms property would be solely under the City of Roseville's jurisdiction, subject to the City's regulations.

In conjunction with the proposed annexation, the City's Sphere of Influence boundary is proposed to be updated because the Reason Farms properties are outside of the current sphere boundary. California statute (Section 56375.5) requires proposed annexations to be consistent with their spheres. Therefore, the City's Sphere of Influence is proposed to be amended so that it coincides with the proposed City boundary.

General Plan Amendment

The Reason Farms property currently has a land use designation of Ag (County designation). Per LAFCo's requirements, and in order to accommodate the retention basin project, staff proposes a GPA to change the land use designation to a combined P/QP and OS (see Exhibit C for redline change pages). These designations were selected because they most accurately align with the proposed uses of a retention basin and a Preserve (the Preserve area consists of 223 acres and is subject to a recorded conservation easement). Public facilities and resource mitigation are listed as primary and secondary uses, respectively, under the P/QP and OS uses in the General Plan. Given this information, staff finds that the proposed land use designations are appropriate for the site.

Due to the undeveloped and rural nature of the retention basin and the Preserve area, another change proposed under the GPA is to amend the Safety Element of the General Plan as it relates to Fire Services. The proposed GPA includes developing a new Fire Protection Policy calling for a 15-20 minute Rural Area emergency response time and adding a new fire protection Implementation Measure that identifies the existing Standards of Cover document as the appropriate tool for use by the Fire Department to review the distribution, concentration, and response reliability of emergency response resources.

Staff has found that the establishment of a new "Rural Area" category for emergency response time is necessary to recognize that greater emergency response times are acceptable for rural areas of the City because these areas lack significant structural improvements and substantial permanent resident population. These proposed policy amendments are based on findings that property damage and/or loss of life are much less in these areas as compared to urban areas. Exhibit C includes redlined changes to the Safety Element section of the General Plan.

Prezone/Rezone

Consistent with the requirement to assign land use to a property, zoning must also be assigned to a property before an application for annexation can be submitted to LAFCo. The existing County designated zoning on the property is F-B-X. Based on the anticipated use of the property as a retention basin and Preserve, the proposed zoning is PD. The uses that are proposed under the PD Zone are outlined in Exhibit D. The PD zoning district is provided for in the City's Zoning Ordinance to customize a zone for unique purposes. In this case, the property has existing and planned uses that make the use of the PD zone a good fit. Reason Farms is a City owned property, more rural than elsewhere in the City, planned for a major public facility. Because of the unique use of the property and its rural nature, the PD zone developed for Reason Farms customizes the City's standard P/QP zoning district and allows for the unique existing and future planned uses of the property: rice and dry farming (Agriculture), cattle grazing (Animal Keeping), Preserve (Resource Protection and Restoration), life estate residence (Caretaker/Employee Housing), and retention basin (Community Services).

Next Steps

Following approval of the requested entitlements, staff will submit an application for annexation and sphere amendment to LAFCo. As part of the sphere amendment, LAFCo will require an update to the Municipal Services Review study that was completed for the West Roseville Specific Plan sphere

amendment. As with all annexations, a Tax Share Agreement with Placer County must be reached as part of the annexation process. Discussions will begin with Placer County on a tax share agreement soon and staff anticipates that an agreement will be reached by the end of 2009. The tax share agreement will go before Council prior to the agreement being executed.

CONCLUSION

This action is consistent with City's intent to annex the Reason Farms properties for future use as the Pleasant Grove Retention Basin.

ENVIRONMENTAL DETERMINATION

The Planning & Redevelopment Director has determined that the above project will not have a significant effect on the environment and proposes that a Negative Declaration be adopted. This determination has been based upon an Initial Study, which has concluded that there will be no significant environmental impacts. The Negative Declaration will circulate for a 20-day public review period beginning on May 21, 2009 and ending on June 10, 2009. At this meeting, the Planning Commission will not act on the Negative Declaration but may make comments and provide a recommendation to the City Council (Approving Authority).

RECOMMENDED ACTION

Recommend that the City Council:

- A. Approve the Negative Declaration for the Reason Farms Property Annexation (**Exhibit A**);
- B. Approve the ANNEXATION & SPHERE OF INFLUENCE AMENDMENT – 6600 Phillip Road – FILE# 2009PL-053 (ANN-000006) (**Exhibit B**);
- C. Approve the GENERAL PLAN MAP AND TEXT AMENDMENTS – 6600 Phillip Road - FILE# 2009PL-053 (GPA-000056) (**Exhibit C**);
- D. Adopt the two (2) findings of fact for the PREZONE/REZONE – 6600 Phillip Road - FILE# 2009PL-053 (RZ-000051);
 - a. *The proposed Prezone/Rezone is consistent with the General Plan as amended,*
 - b. *The proposed Prezone/Rezone will not be detrimental to the public interest, health, safety, or welfare of the City.*
- E. Introduce for first reading the Ordinance approving the PREZONE/REZONE – 6600 PHILLIP ROAD - FILE# 2009PL-053 (RZ-000051) (**Exhibit D**);
- F. Adopt a Resolution authorizing the City Manager to execute and submit an application to Placer LAFCO for the annexation of the Reason Farms property.

EXHIBITS

- A. Negative Declaration
- B. Proposed City Boundary/Sphere Amendment
- C. Proposed General Plan Amendment (Map and Text Changes)
- D. Proposed Prezone/Rezone (Map and Permitted Uses)