

PLANNING & REDEVELOPMENT DEPARTMENT STAFF REPORT PLANNING COMMISSION MEETING: December 10, 2009

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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 request is for the consideration of: 1) a Sphere of Influence Amendment; and 2) the Sierra Vista Specific Plan which includes all associated entitlements described in Section 1 of this report. The Sphere of Influence Amendment and the Specific Plan are briefly described below.

<u>APPLICANTS:</u> 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 dark cross-hatch)

BACKGROUND:

In June 2005, the City Council directed staff to begin a process to evaluate a mixed-use development and annexation proposal west of Fiddyment Road known as the Sierra Vista Specific Plan (SVSP). Council approved the Work Program in July 2005. The first step in the evaluation process was preparation of a Feasibility Analysis to analyze the project related to traffic, water, and fiscal impacts.

The conclusions of the Feasibility Analysis in April 2007 were that the City could maintain its current levels of service with some challenges in traffic and water impacts, and that the project would not have a negative effect on the existing neighborhoods in Roseville by burdening existing residents and businesses with the cost of development or inadequate phasing of infrastructure.

Following completion of the Feasibility Analysis, the City began more detailed evaluation of the project, which included the preparation of the Draft EIR. The Draft EIR has been structured to contain a project-specific level of analysis for the SVSP and a separate program-level analysis for the Urban Reserve/non-participating properties. Staff and the applicants have been working toward completion of the Sierra Vista Specific Plan, Design Guidelines, and Development Agreements, including the Phasing Plan.

In September 2008 the application was delayed for a period of about 6 months when one property owner (Richland Properties) withdrew from participation. The five other landowners wanted to continue with the specific plan application, but had to re-work how to share in the processing costs. With costs as a major concern, staff offered, and the landowners accepted, a proposal for city staff to draft the EIR. Staff had the technical expertise to prepare the EIR and the capacity to take on the task. The result was a significant cost savings.

Richland Properties joined the Chan parcel as non-participating owners. Because Richland and Chan were not participants in the specific plan effort, the land use map was revised to designate their parcels as Urban Reserve (UR) and reduce the overall size of the project from 10,000 units to 6,650. See Figure 2 for a map showing the Richland and Chan parcels in relation to the Sierra Vista project.

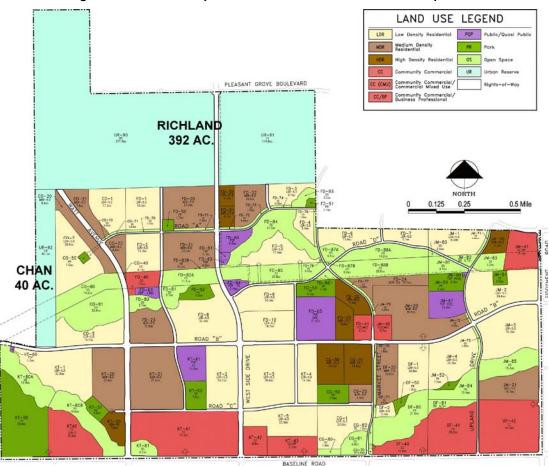


Figure 2: Sierra Vista Specific Plan with Richland and Chan Properties

As UR, the land would be considered for annexation but not land use entitlements with the rest of the SVSP. The EIR evaluates these UR properties at a program level. The urban reserve land areas are still included in the Annexation area since a majority of this land is already within the City's current sphere, and it would give the City jurisdiction over any future proposals for it.

Sphere of Influence Amendment

Before land may be considered for annexation by the Local Agency Formation Commission (LAFCO), it must be within the City's adopted Sphere of Influence (sphere). The sphere is all territory within the existing incorporated boundaries and other areas outside the incorporated boundaries recognized by LAFCO as bearing relationship to the City's planning efforts.

The current sphere boundary is a result of the 2004 sphere amendment done when the City's sphere was amended for the West Roseville Specific Plan (WRSP). That amendment encompassed 3,162 acres of the WRSP and an additional 2,365 acres of land adjacent to both the north (Creekview) and south (Sierra Vista) of the WRSP. While both areas are in the sphere, neither area has yet been annexed to the City.

A large portion (1,691 acres) of the proposed SVSP annexation is currently within the sphere, and subject to an existing City/County Memorandum of Understanding (MOU) which calls for processing coordination between the City and the County. Another 373 acres, indicated with a dark cross-hatch in Figure 1, are outside and west of the existing sphere; accordingly, the proposed project includes an amendment to the sphere. The Draft Environmental Impact Report analyzed the entire SVSP area, including the 373-acre sphere amendment area.

Sierra Vista Specific Plan

The Sierra Vista landowners (Applicants) have requested approval of a new 2,064 acre specific plan project generally located west of Fiddyment Rd. and north of Baseline Rd. The applicant also requests a General Plan Amendment and adoption of a new Specific Plan to establish residential, commercial, parks, open space, and public land use designations, Design Guidelines to address specific design considerations, and a Zoning Ordinance Amendment to establish development standards for each parcel and to amend the City's Small-Lot Residential standards. Also requested are Development Agreements between the City and each of the five property owners to provide the infrastructure needed to support the proposed development, and certification of an Environmental Impact Report. A complete list of the entitlements and a description of each is included in the Project Entitlement Summary (Section 1) of this report and printed on pink paper.

REVIEW PROCESS and REPORT ORGANIZATION:

Due to the multiple entitlements associated with the proposed Sphere of Influence Amendment and Specific Plan project, and the size and scope of the Draft EIR and Specific Plan documents, staff anticipates that three Planning Commission meetings will be needed to review all entitlements associated with the proposal. Given the relationship of the Draft EIR and Specific Plan, the December 10, 2009 meeting will focus on review of these two documents concurrently.

The January 14, and 28, 2010 meetings are targeted for review of the Development Agreements and Design Guidelines. It is anticipated that formal action on the Sphere Amendment and all of the Specific Plan related entitlements will occur concurrently once review of all items have been completed.

At the December 10, 2009 meeting, staff will provide the Commission with a brief overview of the proposed project, including a summary of the multiple entitlements requested. Following this overview, staff will present the corresponding sections of the Specific Plan and the Draft EIR. Information will be covered in four groups as described below. Staff's presentation will be brief and focused on those issues that are

unique to the proposed project. At the conclusion of each of the four groups, the Commission will have the opportunity for discussion and public comment on the topics covered in that group.

- I. YELLOW
 - Land Use
 - o Affordable Housing
 - Public Services
- II. RED
 - o Circulation
- III. BLUE
 - o Utilities

IV GREEN

- Resources
- o Implementation
- o Misc. EIR Sections

Following the Commission's comments and discussion on each group, staff will present the next group of topics of the Specific Plan and Draft EIR, as described in the table (next page) and outlined in Section 2 of this staff report copied on blue paper. It should be noted that the Commission can receive testimony on the Draft EIR at the December 10, 2009 hearing only unless another meeting is agreed to by the Planning Commission before the end of the DEIR comment period. The hearings tentatively scheduled for January 14th and 28th will be after the public review period of the DEIR. For this reason, staff will endeavor to cover all of the EIR chapters at the December 10th meeting. If the Commission cannot complete its review of the Draft EIR at the December 10, 2009 meeting, the Commission could continue the public hearing to a special meeting on January 7, 2010.

TOPIC	SVSP CHAPTER	DRAFT EIR SECTION
Land Use	Chapter 4	4.1 – Land Use and Agricultural Resources
Affordable Housing	Chapter 5	4.2 – Population, Employment and Housing
Circulation	Chapter 6	4.3 – Transportation and Circulation
Public Services	Chapter 7	4.11 – Public Services
Utilities Plan	Chapter 8	4.12 – Public Utilities (Water, Wastewater, Solid waste) 4.13 – Hydrology, Water Quality and Groundwater
Resource Management	Chapter 9	4.7 – Geology, Soils and Seismicity 4.8 – Vegetation and Wildlife 4.9 – Cultural Resources and Paleontological Resources 4.14 – Aesthetics & Visual Resources
Implementation	Chapter 10	n/a
Miscellaneous EIR Sections		4.4 – Air Quality 4.5 – Climate Change and Greenhouse Gas Emissions 4.6 – Noise 4.10 – Hazardous Materials and Public Safety 5.0, 5.1 - Other CEQA Sections 6.1 - Project Alternatives

Staff report Sections 1 (Entitlement Summary) and 2 (Specific Plan and Draft EIR Discussion Items) have been included with this report. Staff report Sections 3 (Development Agreement) and 4 (Design Guidelines) will be provided along with recommended Planning Commission actions, two weeks prior to the Commission's next hearing date.

PROJECT DESCRIPTION:

Sphere of Influence Amendment

As stated previously, a Sphere of Influence Amendment is needed prior to consideration of the Specific Plan project. The proposed Sphere Amendment consists of 373 acres on the western side of the SVSP area.

Sierra Vista Specific Plan

The Sierra Vista Specific Plan (SVSP) is the twelfth specific plan to be processed by the City. The project encompasses approximately 2,064 acres with a mixture of land uses including:

- 6,650 dwelling units
 - o 2,524 Low Density Residential
 - 2,221 Medium Density Residential
 - o 1,905 High Density Residential (of which 255 units are on Commercial Mixed Use)
- 216 acres Community Commercial
- 61 acres Public/Quasi-Public (Schools, Church, Fire Station, Electric Substation, etc.)
- 91 acres Neighborhood and Citywide Parks
- 267 acres Open Space
- 14 acres Paseos (which have an Open Space land use designation)

The proposed Specific Plan addresses aspects of land use, housing, circulation, resource management, infrastructure, public utilities and services, implementation, and design characteristics. The SVSP Design Guidelines have been incorporated into the Specific Plan as Appendix B. Chapter 2 of the Draft EIR includes additional project description information.

General Plan Amendment

The project includes amendments to the City of Roseville's General Plan to update maps, figures, tables, and text to include references to the Sierra Vista Specific Plan. In addition, as part of this project, a General Plan Policy amendment and a noise standard amendment are proposed.

Water Policy: Current General Plan policy requires all new development west of Fiddyment Road to acquire a new source of surface water supply for their proposed development. Since the City's current water supply portfolio is sufficient to supply the SVSP, the General Plan policy as currently written requires modification. The amendments also place additional emphasis on the City's expectations that projects include conservation measures to reduce water demands. It is likely that conservation will increasingly play a bigger role in the City due to the changing regulatory environment. In the future, if the City's water supply portfolio is not sufficient to supply future growth proposals, development proponents will be required to obtain additional water supplies. The Growth Management Policy would be amended as follows:

Growth Management – Growth Areas Policy 5.7: Any development proposal west of Roseville <u>that does not have a sufficient supply of surface water</u> shall secure and provide a new source and supply of surface water additional supplies above what the City currently has

available. Development proposals shall also provide financial assistance to incorporate the new source of supply into the City's water supply portfolio (surface water, groundwater and recycled water); and development proposals—should shall include measures to reduce water demand through—by implementing the use of conservation best management practices, recycled water, and other off-sets.

Noise Standard: The current General Plan Noise standard regarding outdoor exposure at sensitive receptors from transportation noise is 60 dB with an allowed exception of 65 dB in certain instances. The noise analysis prepared for the Draft EIR measured existing noise levels on major roadways in the City then predicts year 2025 noise levels with and without the SVSP traffic. The analysis found that several roadways presently exceed 65 dB and several others are predicted to exceed 65 db in 2025. Because existing noise levels already exceed the standard, an amendment is proposed for the Noise element to allow 75 dB in certain instances. General Plan Table IX-1 note #3 would be amended as follows:

Footnote #3. Where it is not possible to reduce noise in outdoor activity areas to 60 dB Ldn/CNEL or less using a practical application of the best-available noise reduction measures, an exterior noise level of up to 65 75 dB Ldn/CNEL may be allowed provided that available exterior noise level reduction measures have been implemented and interior noise levels are in compliance with this table.

ENVIRONMENTAL IMPACT REPORT

On November 10, 2009, the Draft EIR was distributed to the public for review and comment. The Draft EIR provides a project-level analysis for the SVSP, Annexation and Sphere of Influence Amendment. The Draft EIR also provides a program-level analysis of the Urban Reserve properties, because they are geographically related. This dual-level analysis ensures that the effects of developing the SVSP and the Urban Reserve are not segmented, while recognizing that the two components are at different stages of planning.

The Draft EIR has been reviewed at public hearings before the City's Transportation, Public Utilities and Parks & Recreation Commissions prior to the December 10, 2009 Planning Commission hearing. Meeting notes for these Commissions are attached so that the Planning Commission may consider all comments from these Commissions prior to any recommendation on the Draft EIR. The Parks and Recreation Commission notes from the meeting of December 7th were not ready by the packet deadline for the December 10, 2009 Planning Commission meeting, but will be delivered to the Commission no later than its last meeting on this item. Staff will also provide the Commission with copies of written comments on the Draft EIR that are received by the City, so the Commission may consider these comments no later than its last meeting on this item.

RECOMMENDATIONS:

No formal action on the project is needed at the December 10, 2009 meeting. It is requested that the Planning Commission provide staff with comments on the individual sections from the SVSP Draft EIR and Specific Plan documents. Upon completion of the review of all of the multiple entitlements associated with the project, a final action on the full project will be requested.

If the Commission cannot complete its review of the Draft EIR at the December 10, 2009 meeting, the Commission could continue the public hearing to a special meeting on January 7, 2010.

STAFF REPORT SECTIONS:

Section 2 Specific Plan and Draft EIR Discussion Items (included with the 12/10/09 staff report)
Section 3 Design Guideline Discussion Items (to be included with the 1/14/10 staff report)
Development Agreement Discussion Items (to be included with the 1/14/10 staff report)

ATTACHMENTS:

- 1. Comments/questions received at November 17, 2009 Transportation Commission meeting
- 2. Comments/questions received at November 19, 2009 Public Utilities Commission meeting
- 3. Letter from the City Attorney on the role of the Planning Commission in review of the Draft EIR

EXHIBITS:

- A. Draft Environmental Impact Report for the Sierra Vista Specific Plan, CD transmitted to Planning Commission on November 5, 2009.
- B. Draft Sierra Vista Specific Plan
- C. General Plan Amendment Redline