



Memorandum

■ **To:** Design Committee

■ **From:** Steve Lindbeck, Project Planner

■ **Date:** December 10, 2009

■ **Re:** Sierra Vista Specific Plan

In this packet you will find the Sierra Vista Specific Plan (SVSP) document and the staff report for the Design Committee hearing on December 17, 2009. A CD copy of the Draft Environmental Impact Report (DEIR) is also included for your information. This contains the entire DEIR and all supporting technical appendices. It is being provided on CD due to the length of the document. The DEIR is being provided *for your reference only*, so please do not feel you must read it.

Staff suggests that the Design Committee focus primarily on the Design Guidelines included as Appendix B of the SVSP document. The staff report gives an overview of the Sierra Vista Specific Plan project. For more project information, see Chapters 1-4 of the Specific Plan.

Please feel free to call staff if you have any questions, or would like additional information.

SUBJECT: Comments on the Design Guidelines of the Sierra Vista Specific Plan (SVSP).

The purpose of this Public Hearing is to receive input from the public and the Design Committee with regard to the proposed Design Guidelines of the Sierra Vista Specific Plan (SVSP). Comments received at this meeting will be forwarded to the Planning Commission and City Council.

A copy of the Draft EIR (on CD) is also being provided for your information. The Design Committee is not required to review and comment on this document. However, comments received on the Draft EIR will be responded to and incorporated into the Final EIR, which will be forwarded to the City Council.

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 dark cross-hatch)



REQUEST

The City has been requested to consider: 1) a Sphere of Influence Amendment; and 2) the Sierra Vista Specific Plan, which includes all associated entitlements described in Attachment 2 of this report. The Sphere of Influence Amendment and the Specific Plan are described below.

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. 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). Another 373 acres are outside and west of the existing sphere; accordingly, the proposed project includes an amendment to the sphere which must occur prior to considering a specific plan proposal.

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.

The western 373 acres of the SVSP (indicated with a dark cross-hatch in Figure 1) are located outside of the sphere and require a Sphere of Influence Amendment. 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 Fiddymont 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 RS Development Standards. Also requested are Development Agreements between the City and each of the six property owners to provide the infrastructure needed to support the proposed development, and certification of an Environmental Impact Report (EIR).

BACKGROUND

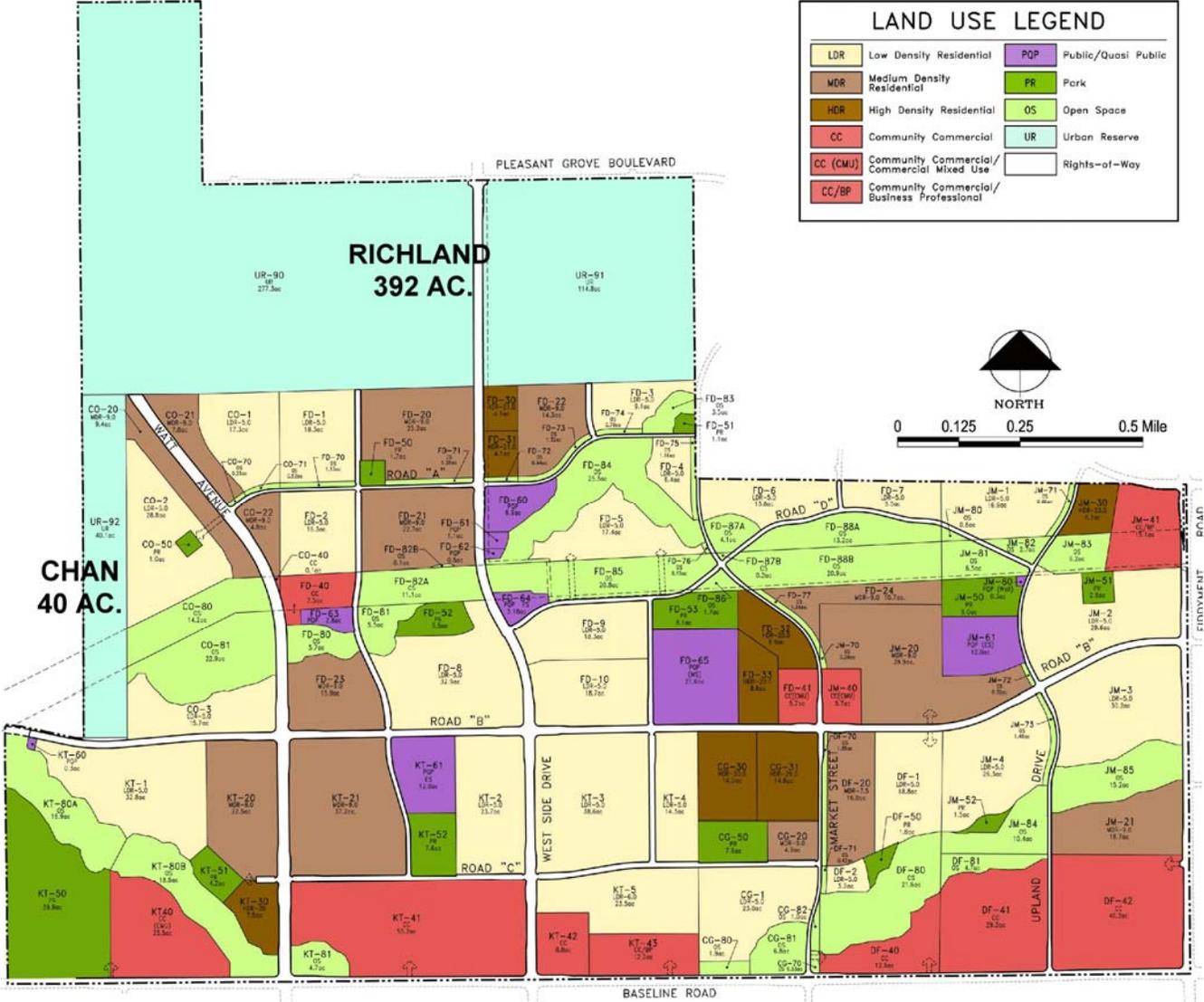
In June 2005, the City Council directed staff to begin a process to evaluate a mixed-use development and annexation proposal west of Fiddymont Road known as the Sierra Vista Specific Plan (SVSP). Council approved the Work Program in July 2005. The first step in the evaluation process was preparation 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 separate analysis at a program-level for the Sphere of Influence Amendment and a project-specific level for the SVSP since they are two distinct requests. Staff and the applicant have been completing 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 six 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 owners 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. 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.

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



Beginning on November 10, 2009 and ending January 7, 2010, the Draft EIR was distributed for a public review period, and a presentation workshop outlining the Draft EIR was made at the November 12th Planning Commission meeting. During the DEIR public review period, public hearings are scheduled for the Transportation Commission on November 17th, Public Utility Commission on November 19th, Parks and Recreation Commission on December 7th, Design Committee on December 17th, and Planning Commission on December 10th and January 14th, and 28th, 2010.

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
 - 2,524 Low Density Residential
 - 2,221 Medium Density Residential
 - 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. A summary of key components of the Specific Plan has been included with this staff report as Attachment 1. In addition, 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 Fiddymont 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 amendment also places 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 that does not have a sufficient supply of surface water 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.

DESIGN COMMITTEE REVIEW PROCESS

The purpose of the Design Committee’s review is to provide comments to the Planning Commission and City Council on the Design Guidelines section of the proposed Specific Plan (Appendix B). The SVSP Design Guidelines supplement the City’s Community Design Guidelines and provide guidance for the physical form and visual character in the plan area. The Guidelines include concept plans for commercial sites that, when developed in the future, will come before the Design Committee for approval. The Guidelines also contain criteria and plans for features like landscape corridors, paseos, signs and fences, which do not need future Design Committee approval, but are part of the design elements that shape the look of the SVSP area. Accordingly, it is requested that the Design Committee review the Guidelines and provide comments, which will be forwarded to the Planning Commission in their review of the project.

At the hearing, staff will present a brief overview of the project, focusing on design guideline-related information. Following this presentation, the Design Committee will have an opportunity to provide comments and receive public comment on SVSP Design Guidelines.

As noted before, the Design Committee is not required to comment on the Draft EIR; however, comments received on the Draft EIR will be responded to and incorporated into the Final EIR, which will be forwarded to the City Council for consideration as part of the City Council’s certification of the Final EIR.

SVSP DESIGN GUIDELINES

Landscape Guidelines

The guidelines for landscaping are intended to establish a basic landscape theme to be applied consistently as the SVSP develops. Landscaping in the SVSP will put into practice water conservation measures to comply with the City’s Water Efficient Landscape Ordinance (WELO), and will exceed WELO requirements in the following measures:

- Turf reduced to 42% of single-family front yards (WELO limit is 50% if developer-installed, or if homeowner-installed and more than 5,000 square feet)

- Turf reduced to 60% in parks (cumulative total) and 30% in paseos and landscape corridors (WELO exempts park active play area and landscape areas irrigated by recycled water)
- Smart, weather based irrigation controllers that shut off water during rain and adjust water time during wet soil conditions

A planting concept is provided for the landscape corridor and median on major roadways (Figure B-4). The planting concept includes design criteria for placement of primary and secondary street trees, shrubs and groundcover. A master street tree palette lists appropriate trees for various planter widths, from which a short list will be selected to be used throughout the plan area. A dozen groundcover varieties are listed for use between curb and sidewalk, including low water using tall fescue blend turf.

Additional landscape guidelines are stipulated for two special circumstances:

- A portion of the West Side Drive landscape corridor (north of the electric substation site, FD-61) lies within an overhead transmission line easement, restricting the height and location of trees, structures, lighting, and berms.
- Arterial street median breaks are limited to the locations indicated on SVSP Figure 6-6. Additional median breaks will be considered where they would result in a Level of Service improvement for an adjacent intersection. Median breaks should be designed to provide adequate space for landscaping and all sections of median must have a minimum of five trees spaced 30 feet on-center maximum.

Entry Features and Signs

A hierarchy of entrance features is described for City gateways, project entries, and neighborhood entries. Entrance features and signage are intended to be thematic and applied consistently throughout the SVSP to help define its visual character and define areas within the plan.

City Gateways are located on the north side of Baseline Road at Fiddymont Road, West Side Drive and Watt Avenue (Figure B-2). At these corners the landscape corridors meet in a 100-foot corner clip. The enlarged public space will use architectural hardscape like monuments and raised planters to make them pronounced entrances to the City. Signs may be used in a subtle manner, secondary to the hardscape features.

Project Entries are located at other major intersections in the SVSP, where the 100-foot corner clips accommodate large-scale hardscape elements like walls, pilasters and obelisks to make a prominent entrance statement for residential areas. Iconic emblems, logos and materials will be used at project entries then repeated on neighborhood entries.

Neighborhood Entries create formal entrances into individual subdivisions at primary access points from arterial and collector streets. Neighborhood Entries may be unique to each subdivision, but will use themes and material palettes consistent with Project Entries. Neighborhood Entries may be at landscaped corner clips and must be designed to meet site distance requirements for automobiles.

Signage is permitted on entrance features and must use high-quality, durable materials to resist weathering and vandalism. Signs are encouraged to be monolithic panels or plaques. Signs must be securely embedded into the surface of the wall or pilaster on which they are affixed to prevent removal and destruction.

Walls and Fences

Walls and fence types are specified for several situations throughout the SVSP as illustrated in Figure B-3. The Guidelines also include photo examples of characteristic details for each type.

Masonry walls will be used at the back of arterial roadway landscape corridors, to provide security and noise attenuation. Wall openings will be provided where appropriate for pedestrian access to

residential neighborhoods and paseos. Wall materials will have texture facing the public view, and a trim cap for color and visual interest. Pilasters are required, and these may include logos or emblems, but not signs.

Wood fences are of two types. Standard wood fences will be used along residential streets and adjacent to parks, paseos and schools where a masonry wall is not required. Standard wood fences will be 6-feet high typically, constructed of redwood with a decorative top rail, and painted or stained in an earth-tone color. Good neighbor fences will be used in locations not visible to the public, like between residential lots. Good neighbor fences will be 6-feet high typically, constructed with wood planks on panels that alternate sides in 6 to 8 foot wide modules, and without a decorative top rail.

Open fencing will be used to provide a visually transparent barrier adjacent to open space parcels. Fences may be wrought iron, tubular metal, concrete rail or post-and-cable, depending on the adjacent land use.

Street Lighting

Themed street lighting, like the City-approved decorative acorn fixture (Figure B-4), may be used on collector and residential streets. Decorative lighting is encouraged on private streets within medium density and high density developments, and may also be used in paseos where appropriate.

Paseos

A network of pedestrian and bike paths is proposed for the SVSP (Figure B-5). Paseos provide major segments of that network. Modifications to the City's standard collector street design are proposed, to reduce the pavement and travel lane widths and increase both sides of the adjacent landscape corridor to provide paseos (Figure B-6). These modifications are intended to reduce travel speeds and create a more walkable street corridor for pedestrians. Specific design criteria are provided to ensure that paseos are connected to neighborhoods, parks, schools and commercial sites (Figures B-6 through B-21).

Village Node District

Located at the intersection of Market Street and Road B, will be a higher density residential district anchored to a commercial mixed use core intended to create a central gathering place for the neighborhood (Figure B-22). Guidelines are provided for the residential neighborhood, to be used in conjunction with the City's Community Design Guidelines for Compact Development. Village Node neighborhoods are encouraged to have a network of interconnected grid streets to provide multiple connections within and between subdivisions. The residential streetscape should incorporate separated sidewalks and trees, with houses oriented to the street.

The Village Node concept is centered on two 5-acre Commercial Mixed Use (CMU) parcels, which will provide for approximately 120,000 square feet of commercial/office use plus 80 high-density residential units. The Guidelines include an illustrative concept plan to show how the two uses could be mixed on the site (Figure B-23). Key concepts include:

- Buildings oriented close to the street to define the street edge with architecture and create a pedestrian friendly streetscape;
- Street patterns in the surrounding neighborhoods integrated with streets in the CMU core to enhance connectivity for vehicles and pedestrians; and
- Houses in adjacent neighborhoods that face the CMU core.

Residential Subdivision Design

The Guidelines address how common edges between neighborhoods should be integrated, how gated subdivisions can be incorporated, and how to treat edges along roadways, open space preserves and paseos. One of the SVSP goals is to create highly-connected residential neighborhoods that are not separated by subdivision walls. Providing street connections between adjoining subdivisions is

encouraged. Gated subdivisions may be allowed on certain large lot parcels; however, they may not preclude access to parks (Figure B-25). Where subdivisions adjoin a park, paseo or open space, the edge should provide visual and pedestrian access, and the internal street layout should be designed for walkability to the edge. Residential units should be facing the edge rather than backing up to it.

In addition to the Design Guidelines, the SVSP Residential Development Standards are included as Appendix A. For RS/DS (Small Lot Residential) zone districts, the SVSP establishes standards for lots with attached and detached sidewalks (see Attachment 5 of this report). The design requirements associated with the RS/DS zone have been updated to align them more closely with the Community Design Guidelines for Compact Development, because those only apply to development of 7 dwelling units per acre and higher, whereas the RS/DS zone applies to lower density projects as well. Several examples of housing types eligible for the RS/DS zone are illustrated (pp. A-4 to A-8). Also new with the SVSP are the Design Criteria for Carriage Units, which provide for small residential studios built above garages on alley-loaded Medium Density Residential lots (pp. A-9 to A-11).

Site Concept Plans

The Guidelines address several key non-residential sites and include concept plans for each. The plans are not final designs, but represent one way to address unique design considerations for each of these commercial and public facility sites.

Signature Park/Commercial Mixed Use: A 40-acre park is planned for the southwest corner of the SVSP, intended to facilitate large scale recreation events and tournaments. Amenities could include ball fields, a stadium, a field house, food venues, and large plazas for fairs/activities that complement tournament events. The park design will be integrated with the adjacent commercial mixed use parcel to create a campus-like environment where users can move easily between the park and nearby restaurants, shopping, residential units, and shared joint-use parking facilities. An open space corridor north of the park allows pedestrian/bike access from across the creek and will link with the pedestrian/bikeway network in the SVSP and beyond.

Commercial Centers on Baseline Road: Two community commercial sites sized to accommodate large floorplate retail (for example, Creekside Center) are planned for Baseline Road. The concept plans for these are schematic and serve to identify key design points like visibility from the road, areas for major and subordinate buildings, and internal parking/circulation layout. The concept plans also identify key site constraints like the interface with adjacent open space and residential uses, and the need for screening of service areas/loading docks. These concept plans are intended to augment the City's Community Design Guidelines for Commercial Centers.

Commercial/Business Professional Site: The northeast corner of the SVSP, at the Fiddymment-Pleasant Grove intersection, is planned to accommodate retail and office uses. The concept plan shows key design points like a highly-visible, distinctive building at the corner, and other buildings close to the street spaced to provide views to the interior. A significant constraint on this site is a 375-foot wide powerline easement, which may be used only for parking and other compatible ancillary uses.

Public Facility Sites. The SVSP contains sites for a fire station, an electric substation, a recycling drop-off facility, and a potable water storage tank and pump station. The concept plans for these identify key points and issues for these unique uses. The concept plans represent one way the sites could develop, and are intended to be used as a guide.

Summary

The Design Guidelines have been drafted to meet several needs. They supplement the City's Community Design Guidelines and provide guidance for the physical form and visual character in the SVSP. For the SVSP landowners, they add value to the land plan by clarifying details about the aesthetic quality and livability of the project. For developers and designers, they give direction for site

planning efforts. For prospective residents and businesses, the Design Guidelines give help in deciding where to live and work by giving ideas of what future nearby development could be.

RECOMMENDATION

Staff recommends the Design Committee provide staff with their comments on the Design Guidelines. Comments made by the Committee will be provided to the Planning Commission and City Council for consideration.

ATTACHMENTS

In order to assist the Design Committee with the review of the project, staff has prepared several attachments to the staff report.

Attachment 1: Summary Fact Sheet: Provides a summary of the individual sections within the Sierra Vista Specific Plan document, outlining the major points contained within each section.

Attachment 2: Summary of Project Entitlements: Provides a brief overview of all the requested entitlements associated with the SVSP, and identifies reviewing bodies for each of these entitlements.

Attachment 3: Commission Hearing Schedule: Identifies tentative hearing dates for review of the various SVSP entitlements.

Attachment 4: 11 x 17 Color Copy of the Land Use Plan for SVSP

Attachment 5: SVSP Table A-1: RS/DS Development Standards

EXHIBITS

- A. Draft Environmental Impact Report (EIR) for the Sphere of Influence Amendment and the Sierra Vista Specific Plan (SCH# 2008032115)
- B. Sierra Vista Specific Plan Document