COUNTY OF PLACER
Community Development/Resource Agency

PLANNING SERVICES DIVISION

Michael J. Johnson, AICP
Agency Director

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HEARING DATE: October 23, 2014
ITEM NO.: 2
TIME: 10:10 am

TO: Placer County Planning Commission

FROM: Michele Kingsbury, Senior Planner

DATE: October 23, 2014

SUBJECT: WORKSHOP – PROPOSED AMENDMENT TO THE PLACER VINEYARDS SPECIFIC PLAN (PSPA 20130242)

GENERAL PLAN/COMMUNITY PLAN: Placer County General Plan and Dry Creek / West Placer Community Plan

ZONING: SPL-PVSP (Specific Plan – Placer Vineyards Specific Plan)

STAFF PLANNER: Michele Kingsbury, Senior Planner

LOCATION: The Placer Vineyards Specific Plan area is located in unincorporated southwestern Placer County, bounded on the north by Baseline Road, on the south by the Sacramento / Placer County line, on the west by the Sutter / Placer County line and Pleasant Grove Road, and on the east by Dry Creek and Walerga Road. The Placer Vineyards project area contains approximately 5,230 gross acres, with an east-west length of approximately six miles.

APPLICANT: Kent MacDiarmid, on behalf of the Placer Vineyards Property Owners Group, LLC

PURPOSE OF THE WORKSHOP: Conduct a Public Workshop with the Planning Commission to provide an overview of the applicant's proposed changes to the Placer Vineyards Specific Plan and answer questions. No formal action will be taken at this workshop on the project application. An opportunity for public comment on the applicant's proposal will be provided at the end of the workshop.

BACKGROUND

In 2007, the Board of Supervisors approved the PVSP for the development of up to 14,132 residential units and associated commercial land uses and public facilities. As set forth in the Project Description for the PVSP that was approved by the Board, the project was contemplated to potentially develop as a full-service/stand-alone incorporated city. The mixture of capital facilities and parks amenities, therefore, reflected amenities appropriate for a self-contained city, and included allowances for a City Hall and a large, stand-alone corporation yard.

The following delineates the 2007 approved Specific Plan land uses:

- 14,132 Residential Dwelling Units (including the SPA)
  - 3,519 units of Low Density Residential
  - 6,474 units of Medium Density Residential
  - 3,092 units of High Density Residential
  - 636 Units of Commercial Mixed Use
  - 411 Rural Residential Units assigned to the SPA
- 309 acres of Commercial Land Uses
  - 187 acres of Retail / Commercial
  - 122 acres of Office / Business Park
- 1,559 acres of Public / Quasi Public Land Uses
  - 51 acres of Public Facilities/ Services (government offices, facilities, sheriff and fire stations, library, transit station, utility substation, and cemetery)
  - 91 acres of Religious Facilities
  - 167 acres of School (6 elementary, 2 middle, and 1 high school)
  - 210 acres of Parks (community, neighborhood, mini, recreation center)
  - 709 acres of Open Space
  - 332 acres of Major roadways (thoroughfares, arterials, collectors)

It is important to note however, that much has changed since the PVSP was originally approved in 2007. When the PVSP was originally approved, the County was still experiencing robust development activity in all areas. But, then the "great recession" hit and the nation - including the Sacramento region –and this area experienced a significant downturn in the economy. Now that the economy is showing signs of improvement, many in the development community believe that concepts and ideas that were approved in 2007 are no longer feasible in today's development climate.

To date, no units have been constructed in the PVSP area or in any other of the large specific plans approved in the County. The Applicant has concluded that several of the initial assumptions concerning the approved project would need to change to allow for a viable development. In 2012, the Applicant received approval from the Board of Supervisors to modify the project from a single-phase project to a multiple-phase project. The Applicant now believes it is unlikely that the project will become a free-standing city in the County (although the potential still exists for the project area to incorporate in the future). The Applicant believes it is more likely that the project will develop as a County project with urban service levels.

On December 10, 2013 the Placer County Board of Supervisors provided direction to staff, approving certain assumptions and methodology to update the Project's Finance Plan, to echo the development's change away from a stand – alone city model by reducing the mixture and size of capital facilities and parks. Since then, staff has been working with the Applicant to reconcile those approved assumptions against previously approved agreements and address any outstanding issues regarding implementation. Staff has also been concurrently reviewing and commenting on the proposed Specific Plan Amendment documents and meeting to work through identified issues with the Applicant.

The Applicant indicated that its Specific Plan Amendment proposal will improve the Project's financial feasibility while providing for long-term sustainability, efficiency and consistency. Key elements of the originally approved 2007 Specific Plan that remain unchanged include: the number of residential units remain the same, the amount of commercial / office square footage remains the same, the school site locations remain the same, the requirement for a 6' landscape berm buffering the SPA from new development remains unchanged, and the requirement for the Locust Road Circulation Study remains unchanged.

The following summarizes the proposed Specific Plan Amendment changes, with a more detailed description included in the attachment:

- Active park acreage levels to be reduced to the County General Plan Standard of 5 acres per 1,000 residents;
    - Mini parks to consolidate with neighborhood parks;
    - Consolidate / coordinate public activity facilities for Senior, Youth, and Recreation elements into one single recreation facility in the West Community Park; and
    - Add shared joint use facilities with the school district.
- Rezone underlying lands previously planned for eliminated park / recreation uses consistent with adjacent land uses;
- Create a Parks and Recreation District funded by the residents in the Plan Area to maintain parks, landscaping and open space and provide organized recreational services not currently provided at the County level;
- Replace bike paseo to reduce inefficient / expensive linear landscape maintenance with Class I bike paths separate from the roadway;
- Reduce mileage of Class 1 bike paths nearer to County standard (1 mile per 1,000 residents);
- Narrow landscaped medians in Baseline Road and Watt Avenue from 20 feet to 14 feet;
- Eliminate pedestrian bridge over Baseline Road;
- Relocate redundant bike paths along open space areas to improve internal bike circulation system and add north-south bike routes; and
- Enhance multi-purpose trails with additional linkages to Riolo Vineyards.
- Change the land use designation of the 5-acre Town Center Recreation parcel to High Density Residential, with no proposed increase in the overall units.

Staff is getting closer to finalizing its review of the proposed Specific Plan Amendment documents. The purpose of this workshop is to allow an opportunity for the Applicant to present their proposal to the Planning Commission and answer any questions that may arise. No formal action by the Planning Commission is being requested at this time. To augment today's workshop discussion; the Applicant's proposed Project Description is included as Attachment A which outlines the Applicant's proposed Specific Plan Amendment changes. The originally approved Land Use Diagram is included as Attachment B and the proposed Land Use Diagram is included as Attachment C.

DISCUSSION OF ISSUES

Staff continues to work with the Applicant to address outstanding issues related to the implementation of aspects of the Applicant's proposal including park acreage, joint use facilities, and financial impact issues.

NEXT STEPS

Staff continues to work with the Applicant to address the aforementioned issues. Staff anticipates returning to your Planning Commission within the next few months to seek a formal action to the Applicant's Specific Plan Amendment Proposal.

ACTION REQUESTED:

No action requested.

Respectfully submitted,

Michele Kingsbury
Senior Planner

ATTACHMENTS:

Attachment A – Proposed Project Description
Attachment B – 2007 Approved Land Use Diagram
Attachment C – Proposed Land Use Diagram

cc: Engineering and Surveying Division
Environmental Health Services
Air Pollution Control District
Andy Fisher - Parks Department
Gerry Cardin - County Counsel
Karin Schwab – County Counsel
Michael Johnson - CDRA Director
Paul Thompson – Deputy Director
EJ Ivaldi – Deputy Director
Holly Heinzen – CEO Office
Subject/chrono files

ATTACHMENT A
PROPOSED PROJECT DESCRIPTION

OVERVIEW

In 2007, the Placer County Board of Supervisors (Board) approved the Placer Vineyards Specific Plan (Plan or Project) for the development of up to 14,132 residential homes in a range of housing types, styles and densities along with associated commercial land uses and public facilities. At Plan build out, projected to occur over a 20 to 30 year time frame, Placer Vineyards is projected to have a population of approximately 33,000 people (31,786) exclusive of the Special Planning Area). Along with the residential development, the Plan calls for 309 acres of commercial use, 308.5 acres of quasi-public use (public facilities/services, religious facilities and schools), 331.5 acres of arterial and collector roads and 919 acres of park and open space land.

As originally envisioned, the 2007 approved Plan would develop as a full-service/stand-alone incorporated city. Therefore, the mixture of capital facilities and parks amenities shown in the Plan reflects the amenities appropriate for a self-contained city including allowances for a city hall and a large stand-alone city corporation yard.

In the intervening years since the adoption of the Plan, The Placer Vineyards Development Group (Owners) has concluded that many of the initial assumptions concerning the project would need to be revised to allow for a variably phased development project. In 2012, the Owners received approval from the Board to modify the Project from a single-phase project to a multiple-phase project. The Owners have also come to believe that it is highly unlikely that the Project will become a free standing city in the County (although the potential still exist for the Project to incorporate in the future). The Owners now believe that it is more likely that the Project will develop as a County project with urban service levels. The proposed modifications to the Plan reflect this change in assumptions and the corresponding reduction in the mixture and size of capital facilities and parks.

SUMMARY OF PROPOSED MODIFICATIONS TO THE SPECIFIC PLAN

Chapter 3 - Land Use Changes:

- Reduce the amount of park land from 6.2 acres per 1,000 residents to the County requirement of 5.0 acres per 1,000 residents resulting in a reduction of park land from **210** (should be 211) acres to **159** acres. The amount of required park land for the proposed Specific Plan modifications is based on the following calculations:

  REQUIRED PARK LAND

  Specific Plan Population = 31,786 (excludes the SPA)
  Required park land = 31,786/1,000 x 5 = 158.93 rounded to 159 acres
  Park credit for shared school facilities = 20 acres
  Remaining park land required = 139 acres

  PARK LAND PROVIDED IN PROPOSED SPECIFIC PLAN MODIFICATION

  Park land credit for shared school facilities = 20 acres (minimum)
  Neighborhood and Community park land provided = 139 acres*
  Total park land provided in proposed Specific Plan modification = 159 acres

  * Includes credit for 11 acres of private park provided in property #1A (1/2 of private park area)

- Change the land use designation of the 5 acre Recreation Center (RC) in the Town Center to High Density Residential (HDR). Please note that the total Specific Plan HDR area will increase; however, the number of units will remain the same.
- Eliminate portions of linear open space from the adopted Specific Plan (refer to enclosed adopted Specific Plan Figure 3.1 – Land Use Diagram) resulting in a decrease of open space from **709** acres to **692.8** acres. Change the land use designations from Open Space to adjacent Residential designations (refer to enclosed Proposed Figure 3.1 –

Land Use Diagram). The passive park land standard of 5 acres/1,000 residents (159 acres total) will be met within portions of open space that provide public recreation opportunities.

- Eliminate designated mini-parks from the adopted Specific Plan (refer to enclosed adopted Specific Plan Figure 3.1 – Land Use Diagram) and instead provide a combination of neighborhood and community parks. Change the land use designations accordingly (refer to enclosed Proposed Figure 3.1 – Land Use Diagram).
- Revise the residential and commercial acres shown in the adopted Specific Plan (refer to the enclosed adopted and proposed Specific Plan Table 3-2 Land Use Summary)*. Please note that due to the proposed reduction in open space, the residential areas are proposed to increase; however, the number of units will remain the same. The proposed changes will result in a decrease in LDR density from **3.52** to **3.44** Du/Ac (allowed range 2 to 6 Du/Ac); a decrease in MDR density from **5.51** to **5.33** Du/Ac (allowed range 4 to 8 Du/Ac); and a decrease in HDR density from **15.08** To **13.96** Du/Ac (allowed range 7 to 21 Du/Ac). The Business Park area will increase by **1** acre; however, the allocated Gross Square Feet remains the same and the intensity utilized for purposes of distributing Commercial intensity to individual properties of record reduces slightly to **0.246** (refer to proposed Table 3-6 in this Project Description). The proposed changes in Residential and Business Park area (acres) will not affect Density Transfer for Housing Units as outlined in Section 9.2.7 of the adopted Specific Plan.

*Note: The adopted Specific Plan Table 3-2 shows a total area of **5,230** acres; however, the sum of the individual land uses equals **5,229** acres. The park acres should have been **211** rather than **210** acres. This discrepancy is resolved in the Proposed Specific Plan Administrative Modification.*

Table 3-2 Land Use Summary (Adopted Specific Plan)

Land Use	Acres	% of Total Area	Units [4]	% Unit Mix
Residential				
Special Planning Area (SPA)	979.0	18.7%	411	2.9%
Low Density Residential (LDR)	1,001.0	19.1%	3,519	24.9%
Medium Density Residential (MDR)	1,176.0	22.5%	6,474	45.8%
High Density Residential (HDR)	205.0	3.9%	3,092	21.9%
Commercial				
Commercial/Mixed Use (C/MU) [1]	50.5	1.0%	636	4.5%
Commercial (COM)	34.0	0.7%		
Town Center Commercial (TCC)	42.5	0.8%		
Business Park (BP)	58.5	1.1%		
Power Center (PC)	60.0	1.1%		
Business Park (BP/PC) [2]	31.0	0.6%		
Office (O)	32.5	0.6%		
Public/Quasi-Public				
Public Use (CEM, CY, F, Gov, L, PO, SS, T)	50.5	1.0%		
Schools (ES/MS/HS)	167.0	3.2%		
Religious Facilities (REL)	91.0	1.7%		
Parks & Open Space				
Open Space (OS)	709.0	13.6%		
Parks (P) [3]	210.0	4.0%		
Arterial and Collector Roads	331.5	6.3%		
Total	5,230.0	100.0%	14,132	100.00%

Notes:

1. Residential units in CMU acreage are devoted to housing at the denisty range indicated.
2. 31 acres may be a BP or PC land use (see Figure 3.1, "Land Use Diagram," for site location).
3. 22 acres of parks found in the active adult community (Property #1A) are private parks.
4. Refer to Table 3-3 for the allocation of units to individual properties.

Table 3-2 Land Use Summary (Proposed)

Land Use	Acres	% of Total Area	Units [4]	% Unit Mix
Residential				
Special Planning Area (SPA)	979.0	18.7%	411	2.9%
Low Density Residential (LDR)	1,022.7	19.6%	3,519	24.9%
Medium Density Residential (MDR)	1,214.0	23.2%	6,474	45.8%
High Density Residential (HDR)	221.5	4.2%	3,092	21.9%
Commercial				
Commercial/Mixed Use (C/MU) [1]	50.5	1.0%	636	4.5%
Commercial (COM)	34.0	0.7%		
Town Center Commercial (TCC)	42.5	0.8%		
Business Park (BP)	59.5	1.1%		
Power Center (PC)	60.0	1.1%		
Business Park (BP/PC) [2]	31.0	0.6%		
Office (O)	32.5	0.6%		
Public/Quasi-Public				
Public Use (CEM, CY, F, Gov, L, PO, SS, T)	50.5	1.0%		
Schools (ES/MS/HS)[5]	167.0	3.2%		
Religious Facilities (REL)	91.0	1.7%		
Parks & Open Space				
Open Space (OS)	692.8	13.2%		
Parks (P) [3 & 6]	150.0	2.9%		
Arterial and Collector Roads	331.5	6.3%		
Total	5,230.0	100.0%	14,132	100.00%

Notes:

1. Residential units in CMU acreage are devoted to housing at the denisty range indicated.
2. 31 acres may be a BP or PC land use (see Figure 3.1, "Land Use Diagram," for site location).
3. The 22 acres of parks in the active adult community (Property #1A) are private parks (park credit calculated at 1/2 or 11 acres).
4. Refer to Table 3-3 for the allocation of units to individual properties.
5. 20 acres (minimum) of school area given park credit for shared facilities.
6. Parks credit equals 159 acres (150 - 11 + 20 = 159).

Table 3-6 Employment Summary (Proposed)

Land Use Category	Acres	FAR	Gross Square Feet (GSF)	GSF/Employees	Total Jobs
Retail Uses					
COM: Commercial Retail	34.00	0.25	370,260	500	741
C/MU: Commercial/Mixed-Use Retail (15% of C/MU Total Area)	7.58	0.45	148,485	500	297
TCC: Town Center Commercial Retail (80% of TCC Total Area)	34.00	0.45	666,468	500	1,333
BP: Business Park Retail (10% of BP Total Area)	5.95	0.246	63,707	500	127
PC: Power Center (100% Retail)	60.00	0.25	653,400	500	1,307
BP/PC: Business Park/Power Center [1] Retail (80% of BP/PC Total Area)	24.80	0.25	270,072	500	540
Subtotal Retail Uses	166.33		2,172,392		4,345
Office Uses					
O: Office	32.50	0.30	424,710	400	1,062
C/MU: Commercial/Mixed-Use Office (15% of C/MU Total Area)	7.58	0.45	148,485	333	446
TCC: Town Center Commercial Office (20% of Town Center Commercial Total Area)	8.50	0.45	166,617	333	500
BP: Business Park Retail (90% of BP Total Area)	53.55	0.246	573,359	750	764
BP/PC: Business Park/Power Center[1] Office (20% of BP/PC Total Area)	6.20	0.25	67,518	750	90
Subtotal Office Uses	108.32		1,380,689		2,862
Schools[2]	167.00		8,234 students	1 per 17 students	484
Total	441.65		3,553,081		7,691

Notes:

1. 31 acres may be a BP or PC land use (see Figure 3.1, "Land Use Diagram," for site location).
2. Refer to school enrollment summary.

Chapter 5 – Transportation and Circulation Changes:

- Reduce the median width of Base Line Road and Watt Avenue from **20** feet to **14** feet and the right-of-way width from **106** feet to **100** feet to conform to the City of Roseville standards for future extensions of these roads into the City.
- Delete the requirement for the construction of a bicycle/pedestrian crossing over or under Base Line Road.
- Reduce the length of Class I bike paths from approximately **43.6** miles (refer to enclosed Adopted Specific Plan Figure 5.6 – Off Street Trails Diagram) to approximately **35.1** miles (refer to enclosed Proposed Figure 5.6 – Off Street Trails Diagram). The combined length of the proposed Class I bike paths and multi-purpose trails is approximately **42.3** miles (35.1 miles of Class I bike paths and 7.2 miles of multi-purpose trails) which exceeds the standard of 1 mile of hiking, horseback or bicycling trails per 1,000 population (approximately 33 required miles) outlined in Table 6 of the Dry Creek – West Placer Community Plan. The proposed width of modified Class I bike paths is: 8 feet for **28.2** miles; 10 feet for **4.7** miles and 12 feet for **2.2** miles (refer to enclosed Trails Diagram dated May 2014).

Chapter 7 - Parks and Open Space Concepts

- Delete the requirement to construct the following stand-alone park facilities: **28,000** square foot community center, **8,000** square foot senior center, **8,000** square foot youth center and **12,000** square foot gymnasium and instead, pay the Placer Vineyards Specific Plan Public Facilities Impact Fee for a contribution of $9 million. For reference, this fee

is calculated to provide an approximately 27,500 square foot combined recreation center. The ultimate configuration and uses of the recreation center facility would be determined at the time of detailed design. In addition, one gymnasium located at a middle school will be upsized and planned as a joint use facility.

- An aquatic center, lighted ball fields, tennis courts, and/ or gymnasium are planned as joint use school/community facilities pending an executed Memorandum of Understanding between the County and Center Joint Union School District.
- Eliminate mini-parks and utilize larger neighborhood, and community parks to achieve a developed parkland standard of 5 acres per 1,000 residents.

Chapter 8 – Public Utilities and Services

- Delete the requirement to construct a sheriff substation and instead, pay the Placer Vineyards Specific Plan Public Facilities Impact Fee for a total contribution of $10,107,959 towards a sheriff facilities and equipment.
- Delete the requirement to construct a 25,000 SF library and instead, pay the library portion of the County Public Facilities Impact Fee (estimated using original Nexus Study percentage of total fee) for a proportionate share (62%) of the construction cost of an approximately 15,000 SF library facility.
- Delete the requirement to construct a stand-alone aquatic center and instead, pay the Placer Vineyards Specific Plan Community Parks & Recreation Fee for a total contribution of $2.5 million toward the construction of a joint-use aquatic center at the future Specific Plan high school.
- Delete the requirement to construct a Government Center and instead pay the general government portion of the County Public Facilities Impact Fee (estimated using original Nexus Study percentage of total fee).
- Delete the requirement to construct a transit facility and instead, pay the Placer Vineyards Specific Plan Public Facilities Impact Fee for a total contribution of $6,815,037 towards transit facilities and equipment.
- Delete the requirement to construct fire stations and instead, pay the Placer Vineyards Specific Plan Public Facilities Impact Fee for a total contribution of $13,971,140 ($4,663,000) for the West Station and Equipment; $4,859,987 for PV share of the East Station and Equipment; and $4,448,153 for Regional Training Facility/Corporation Yard Facility).
- Delete the requirement to construct a corporation yard and instead, pay the Placer Vineyards Specific Plan Public Facilities Impact Fee for a total contribution of $19,276,118 ($12,888,195 for Public Works; $5,318,985 for Facility Services; and $1,068,938 for Planning).

PROPOSED MODIFICATION TO THE DEVELOPMENT AGREEMENT

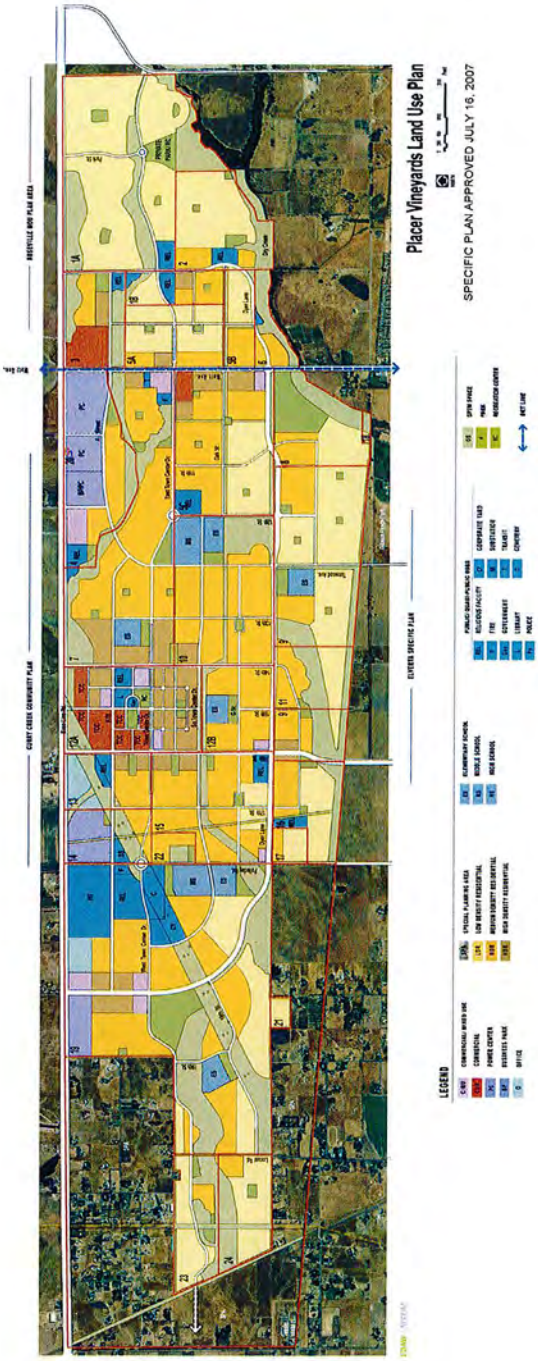
- Amend the Placer Vineyards Development Agreement to reflect the proposed "Modifications to the Specific Plan".

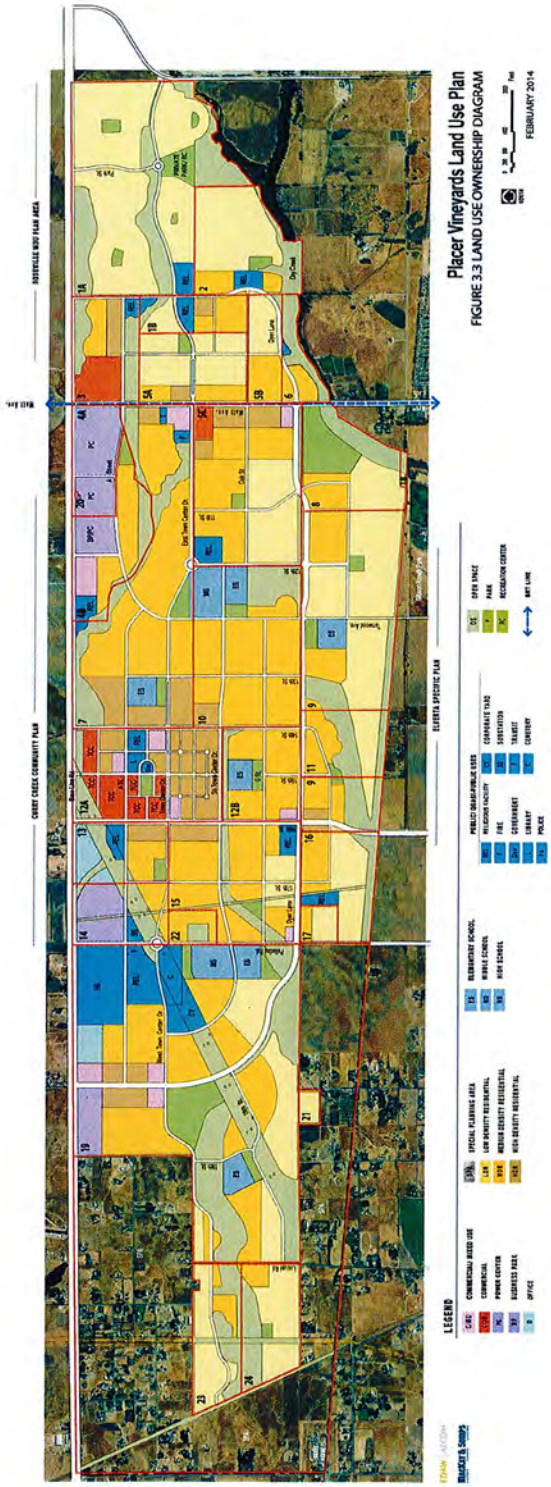
PROPOSED FORMATION OF PLACER VINEYARDS PARKS & RECREATION DISTRICT

- Following approval of the Specific Plan Amendment, the Public Facilities Financing Plan and the Second Amended and Restated Development Agreement, the County will form a Placer Vineyards Parks & Recreation District (the "**Park District**") to own, manage, operate and maintain all neighborhood and community parks and recreation facilities, trails and open space areas. The **Park District** shall also manage the design and construction of all improvements to the community parks in the Plan Area and, at the **Park District's** election, the design and construction of any neighborhood parks in the Plan Area. Park land dedication, timing and costs of construction are outlined in Article 3 of the Second Amended and Restated Development Agreement.

ATTACHMENT B
2007 APPROVED LAND USE DIAGRAM

2007



ATTACHMENT C
PROPOSED LAND USE DIAGRAM

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