



**CITY COUNCIL SPECIAL MEETING
American River North Community Room
2729 Prospect Park Drive, Rancho Cordova**

**Tuesday, March 28, 2006
5:00 P.M. - Study Session**

AGENDA

STUDY SESSION

Call to Order

Roll Call: Council Members Budge, Cooley, Sander, Skoglund & Mayor McGarvey

Oral Communications

1. Public Comment

At a study session or special meeting, citizens wishing to address the Council for **any matter on the agenda may do so at this time by completing and submitting a (blue) Speaker Card to the City Clerk. The Mayor will call you to the podium at this point on the agenda.** Note, under the provisions of the California Government Code, the City Council is prohibited from discussing or taking action on any unagendized item. **All speakers are encouraged to keep your comments to three minutes or less and to state your name and community of residence.**

Study Session Items

2. **Subject:** General Plan Status Update and Process Toward Adoption.
Recommendation: Consider staff's presentation on: Current status of the General Plan; Public review and amendments of the Draft General Plan; Environmental review process; and the General Plan adoption process. No formal action by the City Council is requested or anticipated.
3. **Subject:** Open Space and Park Standards
Recommendation: Consider staff's presentation on the status of Park and Open Space standards and their accompanying facility improvement fees and provide general comments and direction as appropriate. No formal action by the City Council is requested or anticipated.

ADJOURNMENT

In compliance with the Americans with Disabilities Act, if you need a disability-related modification or accommodation, including auxiliary aids or services, to participate in this meeting, please contact the City Clerk's Office at (916) 851-8721 or lhare@cityofranhocordova.org at least 48 hours prior to the meeting.

City Clerk's Certificate of Posting of Agenda

I, Lillian Hare, City Clerk for the City of Rancho Cordova, declare that the foregoing agenda for the March 28, 2006 Study Session of the Rancho Cordova City Council was posted on March 23, 2006 at the office of the City of Rancho Cordova, 2729 Prospect Park Drive, Rancho Cordova, California, 95670 and was available for public review at that location. The agenda is also available on the city web site at www.cityofranhocordova.org.

Signed this 23rd day of March 2006 at Rancho Cordova, California.

A handwritten signature in cursive script, reading "Lillian E. Hare", is written over a horizontal line.

Lillian E. Hare, Deputy City Clerk

Memorandum

DATE: March 28, 2006

TO: Mayor and City Council

FROM: Paul Junker, Planning Director
Pam Johns, General Plan Project Manager



SUBJECT: GENERAL PLAN STATUS UPDATE AND PROCESS FOR ADOPTION

RECOMMENDATION

Staff recommends the City Council consider staff's presentation on:

- Current status of the General Plan;
- Public review and amendments of the Draft General Plan;
- Environmental review process; and
- General Plan adoption process.

No action is required by the City Council. Rather, the purpose of this meeting is to present information about the City's first General Plan and the process to adoption.

BACKGROUND

Over the last two years, the General Plan Team has engaged the community and its decision makers in more than 40 workshops, stakeholder meetings, study sessions, and public hearings to understand the vision and desires for Rancho Cordova and to develop the blueprint to build that future City. A comprehensive list of meetings and surveys are listed in Attachment 1 and summarized below.

- ❑ Visioning Workshops. The General Plan Team facilitated four Visioning Workshops throughout the community to introduce the General Plan project, provide context for Building a City, and to solicit input on desires for the future of Rancho Cordova.
- ❑ Surveys. Three individual surveys were prepared for the General Plan as listed below. Each of the surveys was distributed at public and stakeholder group meetings and made available electronically on the City's website.

- A General Plan Survey to better understand who lives here and why, as well as the likes and dislikes of the existing community (translated in both Spanish and Russian).
 - A Visual Preference Survey to better understand community preferences on urban design and community form.
 - A Downtown Survey to better understand the desired role and targeted uses of a new Downtown Rancho Cordova.
- Stakeholder Meetings. The General Plan team facilitated or attended several stakeholder meetings with property owners, Economic Development Committee, Chamber of Commerce, Neighborhood Associations, Local Community Organizations, Habitat 2020, and the Building Industry Association on a variety of topics.
 - General Plan Advisory Committee (GPAC) Meetings. The GPAC held ten meetings on a variety of General Plan topics including the context of a future City and corresponding land use considerations, the "Building Block" concept (neighborhoods, villages, and districts), and the potential creation of a Downtown. The Committee also discussed housing issues, policies, and programs. In an effort to allow careful consideration of issues for each of the 12 General Plan Elements, the GPAC split into two groups for the identification of key issues the elements should solve and the review of preliminary goals and policies and diagrams (including the Land Use Map and conceptual land use plans for several Planning Areas).
 - City Council Study Sessions, Meetings, and Hearings. The City Council has held 18 meetings on the General Plan to date and adopted Interim General Plan documents including the Vision Book, Draft Land Use Map Book, and Draft Circulation Plan. Topics covered in Council study sessions, meetings, and hearings are listed below.
 - The Vision for the future City;
 - Circulation networks (roadway, pedestrian, bicycle, transit);
 - Land use strategy, concepts, categories, and map;
 - Property owner requests;
 - Economic Development Vision Plan;
 - Expansion of project scope of work and direction to request a six-month extension from the State Office of Planning and Research (OPR);
 - Downtown vision, role, boundary, conceptual plan, and targeted uses;
 - Housing goals, policies and programs;
 - Office and retail market demand analysis and retail strategy;
 - PLACE3S land use model assumptions and output;
 - General Plan Pro Forma; and
 - Revised land use map and Planning Area maps.

ANALYSIS

Current Status of the General Plan

On March 13, 2006, staff proudly announced the public release of the City's Draft General Plan. This document reflects the hard work this community has done over the last two years to ensure that we're creating the blueprint to build a great city. Hundreds of residents, employees, business owners, and other stakeholders have spent countless hours sharing ideas, expressing views, debating policies, and making hard decisions to ensure that this General Plan is right for Rancho Cordova. The result is a General Plan to build a vibrant urban city that is balanced, diverse, fiscally successful, business-friendly, and respectful of the environment. The General Plan creates a desirable place to live, work, and play with walkable neighborhoods, housing and transportation choices, a full range of services, and world class parks and open space.

The twelve Elements of the General Plan solve identified problems through focused goals, targeted policies, and specific actions. This General Plan is consistent with the City's goals and objectives and establishes a game plan (Implementation Chapter) to build the City and monitor the success.

Public Review and Amendment of the Draft General Plan

As described in the background section of this report, there has been substantial public participation in the development and review of the General Plan vision, goals, policies, and actions at many different levels. City departments and agencies have reviewed relevant goals, policies, and actions and their input has been incorporated. Now is the time for the community and decision makers to review and consider the Draft General Plan Elements to determine if there are significant goals, policies, or actions that have not been captured or that may not hit the intended target. As explained in the State's General Plan Guidelines, when a community and decision makers have been actively involved from the beginning, it is unlikely to have many major changes. We expect suggestions for new policies and actions, amendments thereto, and consolidation or elimination of same to refine the blueprint.

Staff will be distributing a schedule for community and decision maker review of the Draft General Plan and EIR, including a recommendation for a Joint Study Session with the City Council and Planning Commission to highlight key components of the plan. Please see additional discussion in the General Plan Adoption Process section below.

Environmental Review Process

The Draft Environmental Impact Report (EIR) for the Rancho Cordova General Plan was released for public and agency review on March 13, 2006. Consistent with State law, the Draft EIR will circulate for comments regarding the adequacy of its analysis for a minimum of 45 days until May 4, 2006. A public meeting has been scheduled with the

Planning Commission on April 13, 2006 to receive comments regarding the adequacy of the Draft EIR.

The Draft EIR is a public informational document that assesses the potential environmental effects associated with the implementation of the Rancho Cordova General Plan, as well as identifies mitigation measures and alternatives to the General Plan that could reduce or avoid adverse environmental effects. The information and determinations in the Draft EIR do not necessitate the City Council to either reject or adopt the General Plan, but rather are to be used in the consideration of action on the General Plan.

The Draft EIR analyzes the following environmental issue areas:

- Land Use
- Geology and Soils
- Agriculture
- Biological Resources
- Population, Housing, and Employment
- Cultural and Paleontological Resources
- Hazards and Human Health
- Visual Resources/Light and Glare
- Transportation and Circulation
- Public Services and Utilities
- Noise
- Cumulative Impacts
- Air Quality
- Growth Inducing Impacts
- Hydrology and Water Quality
- Significant Irreversible Environmental Changes

As required by the California Environmental Quality Act (CEQA), the Draft EIR must consider a reasonable range of alternatives to the General Plan that meet the objectives of the project and that reduce or avoid environmental impacts of the proposed General Plan. The alternatives considered are listed below:

Alternative 1 - Sacramento County General Plan Alternative, which assumes build out of the Planning Area consistent with the existing Sacramento County General Plan.

Alternative 2 - Existing City Boundary General Plan Alternative, which implements the Rancho Cordova General Plan, but only within existing City limits and the existing sphere of influence.

Alternative 3 - Natural Resources Conservation Alternative, which modifies the Rancho Cordova General Plan land use mapping to avoid sensitive natural resource areas.

Alternative 4 - SACOG Preferred Blueprint Alternative, which is based on land uses designated by SACOG Preferred Blueprint Scenario for the Planning Area (primarily a single blended place type).

Staff will explain this evaluation and process in more detail at the meeting.

General Plan Adoption Process

All new cities in the State are given a mandate to adopt a general plan within 30 months following incorporation or formation. This initial deadline for Rancho Cordova was December 31, 2005. However, at the direction of City Council, staff requested an extension on the General Plan adoption from State Office of Planning and Research (OPR). While the Council established a project schedule for adoption of the General Plan by June 30, 2006, the City's extension runs through September 30, 2006.

State law requires at least one public hearing with the Planning Commission and one public hearing by the City Council prior to adoption of the General Plan (by resolution). The General Plan Team has created a preliminary schedule for General Plan review and adoption as listed below. A more detailed schedule will be provided at the meeting.

April 2006

Planning Commission hearing on the adequacy of the Draft EIR (April 13, 2006)
Public Workshop with the GPAC on the Draft General Plan (April 20, 2006)
Joint Study Session with Planning Commission/City Council on Draft General Plan

May 2006

Planning Commission recommendation on the Draft General Plan and EIR
City Council meetings/hearings on Draft General Plan and EIR

June 2006

City Council meetings/hearings for adoption of the Draft General Plan and EIR

NEXT STEPS

Continue review and consideration of the Draft General Plan and EIR and proceed with adoption of the City's first General Plan by June 30, 2006.

ATTACHMENTS

1. List of General Plan Public Workshops, Surveys, and Meetings

Rancho Cordova General Plan

Public Participation in the General Plan Process

March 2006

Over the last two years, the General Plan Team has engaged the community and its decision makers in more than 40 workshops, stakeholder meetings, study sessions, and public hearings to understand the vision and desires for Rancho Cordova and to develop the blueprint to build that future City. All workshops, meetings, and surveys associated with the General Plan area listed below.

Public Workshops and Stakeholder Meetings

- June - July 2004. The General Plan Team facilitated four Visioning Workshops throughout the community to introduce the General Plan project, provide context for Building a City, and to solicit input on desires for the future of Rancho Cordova.
- July 2004. Outreach meeting at the Russian Community Center with translators to introduce the project, solicit input on key issues, and distribute the General Plan Survey (translated into Russian).
- September 2004 - February 2005. The General Plan Team participated in the Economic Development Committee meetings to receive input and feedback from the committee on fiscal analysis data and economic development strategies for the Economic Development Element.
- October - November 2005. Staff conducted several outreach meetings with stakeholder groups to explain the City's desire to establish a Downtown and to solicit input on the role and desired uses of a future Downtown Rancho Cordova. Stakeholder groups included Chamber of Commerce, Rotary, Building Industry Association, and the Lincoln Village and Rosemont Neighborhood Associations.
- December 2005 and January 2006. Meetings with individual property owners (Judy Waegell, Ron Alverado, Patrick Willis) to discuss current land planning efforts and the General Plan Planning Area Conceptual Land Use Plans.
- February 14, 2006. BIA meeting to discuss the Housing Element process and hear suggestions on potential housing program solutions.
- February 15, 2006. Interest group meeting (BIA, community groups and housing advocates) to discuss potential and preferred housing program solutions with a focus on mixed-income housing solutions.
- March 13, 2006. Staff presented the Natural Resources and Open Space, Parks & Trails Elements and the status of the General Plan and EIR at the Habitat 2020 community forum entitled, "Discovering Rancho Cordova's Natural Treasures". Habitat 2020 is a committee of environmental organizations including: Audubon Society - Sacramento; California Native Plant Society (CNPS); Environmental Council of Sacramento (ECOS); Friends of Swainson's Hawk (FOSH); Save the American River Association (SARA); Sierra Club; and the Urban Creeks Council.

Surveys

- General Plan Survey. A General Plan Survey was prepared to better understand who lives here and why, as well as the likes and dislikes of the existing community. This survey was distributed at public workshops and made available electronically on the City's website. The survey was also translated in both Spanish and Russian.
- Visual Preference Survey. A Visual Preference Survey was prepared to better understand community preferences on urban design and community form. This survey was distributed at public workshops and noticed/made available electronically on the City's website.
- Downtown Survey. A Downtown Survey was prepared to better understand the desired role and targeted uses of a new Downtown Rancho Cordova. This survey was distributed to stakeholder groups and noticed/made available electronically on the City's website.

General Plan Advisory Committee (GPAC) Meetings

- September 30, 2004. Initial meeting to explain the role of the GPAC, outline of General Plan issues to be explored, review the tentative schedule, and discuss the format of the land use map (e.g., land use categories, Planning Areas).
- October 21, 2004. Presentation of Draft Land Use Map and consideration of potential land use policies.
- November 18, 2004. Presentation of additional information on the Neighborhood Center, Village Center, Local Town Center, and the concept of creating a Downtown. Discussion of circulation concepts and issues and presentation of a Draft Land Use Map.
- December 16, 2004. Presentation of proposed land use categories, Planning Area descriptions, and updated Draft Land Use Map.
- January 20, 2005. Introduction to housing terms and policy options/considerations related to the General Plan Housing Element.
- February 17, 2005. GPAC split into two teams focused on a set of elements with the primary objective of the meeting to identify of key issues that each of the General Plan Elements should solve. At this meeting, staff distributed the existing conditions report.
- March 17, 2005. Discussion of preliminary goals and policies for Land Use, Urban Design, Housing, Natural Resources, Cultural and Historic Resources, and Open Space, Parks, and Trails Elements.
- April 21, 2005. Discussion of preliminary goals and policies for Economic Development, Circulation, Safety, Air Quality, Noise, and Infrastructure, Services, and Finance Elements.

- August 18, 2005. Update on City Council directed project extension, introduction to PLACE3S modeling software and how we plan to use it, and response to key issues raised at previous meetings.
- October 20, 2005. Review and provide recommendations on the amended goals and policies for the Natural Resources, Cultural and Historic Resources, and Air Quality Elements.
- November 17, 2005. Presentation of PLACE3S land use model and assumptions and consideration of conceptual land use plans for Sunrise North Planning Area, Sunrise South Planning Area, and Countryside/Lincoln Village Planning Area.
- April 20, 2006. Scheduled presentation and discussion of Draft General Plan and EIR.

City Council Study Sessions and Meetings

- July 6, 2004. Formation of the General Plan Advisory Committee (GPAC).
- July 22, 2004. Joint study session with the GPAC to hear the presentation of results for the Visioning Workshops, General Plan Survey, and Visual Preference Survey.
- August 22, 2004. Consideration and adoption of the Vision Book as the City's Interim General Plan.
- January 31, 2005. Joint Special Meeting with the GPAC to discuss circulation issues including an overview of the Circulation Element, general roadway system overview ("grid or modified grid"), and neighborhood features.
- March 16, 2005. Joint Special Meeting with the GPAC to discuss housing issues and policy considerations.
- March 21, 2005. Study Session to consider and adopt the Economic Development Vision Plan.
- March 29, 2005. Study Session to consider the Traffic and Transit Circulation Plan and the corresponding Roadway Fee Nexus study.
- May 2, 2005. Presentation of regulatory framework for adopting plans and policies as the City's Interim General Plan.
- May 16, 2005. Consideration and adoption of Draft Land Use Map Book and Circulation Plan as the City's Interim General Plan.
- June 6, 2005. Presentation of 18 individual landowner requests and analysis of relationship to and consistency with the Interim General Plan.
- June 15, 2005. Discussion of City Council requests for additional analysis/work on the General Plan.
- June 20, 2005. Consideration and adoption of findings for review of pending projects and consideration of additional tasks, cost, and timeline for amended General Plan scope of work.

- July 18 and August 1, 2005. Approval of expanded General plan scope of work (e.g., Pro Forma, PLACE3S, Downtown Vision) and direction to request a six-month extension from the Office of Planning and Research (OPR) to adopt the City's first General Plan.
- December 19, 2005. Presentation and consideration of Office and Retail Market Demand Analysis and the Retail Strategy.
- January 3, 2006. Consideration of recommended changes to the land use assumptions and Draft Land Use Map for Downtown and the 14 Planning Areas – primarily in response to the market analysis and Pro Forma work.
- January 17, 2006. Consideration of PLACE3S Model, office and retail land use, Downtown District, and conceptual plans for the City's Planning Areas. Adoption of the Revised Land Use Map Book as the City's Interim General Plan.
- January 24, 2006. City Council Housing Workshop to present the input received to date on housing, specific local and regional housing needs, and housing programs being implemented throughout California.
- February 21, 2006. Public hearing to discuss and establish the framework for housing programs, particularly the City Council's approach on mixed-income housing solutions.

Memorandum

DATE: March 28, 2006

TO: Mayor and City Council

FROM: Paul Junker, Planning Director
Greg Foell, CRPD



SUBJECT: PARKS AND OPEN SPACE PERFORMANCE STANDARDS

RECOMMENDATION

Consider staff's presentation on the status of Park and Open Space standards and their accompanying facility improvement fees and provide general comments and direction as appropriate. No formal action by the City Council is requested or anticipated.

BACKGROUND

On February 22, 2005, the City Council established general standards for parks and open space within Rancho Cordova that would ensure world class parks and a diverse system of open space throughout the community. Following lengthy negotiations with the development community, the City recently reached a consensus resolution for park and open space land requirements that will implement the vision established by the community and the City Council.

The Council's action on February 22, 2005 was a result of considerable internal discussions regarding how the community's recreational needs should be met. Through discussions with Cordova Recreation and Park District (CRPD), City staff is convinced that the City's park and open space system must meet a wide range of needs. Important components of this system include:

- Active recreation – fields and facilities to meet youth and community sports needs
- Passive space – green, informal spaces for unstructured play/relaxation
- Great circulation – for walkers, bicyclists, within neighborhoods, between neighborhoods, and between public uses (schools, parks, etc.)
- Place of congregation – a place to relax with neighbors close to home
- Relief from urban density – a break from the increasingly dense urban environment of new development

The above noted features are only a few of the key roles that parks and open space play within the community. In fact, the community's park and open space will be one of the most important features of the community for ensuring long term livability and maintaining desirable neighborhoods in Rancho Cordova. In establishing park and open space standards, the City Council should consider the long term value added by these facilities and the role of these amenities in building a quality community.

PARKS AND OPEN SPACE – PULLING IT ALL TOGETHER

As noted above, the City Council previously endorsed standards for the land obligation component of parks and open space. The February 22, 2005 action by the Council has been refined through recent negotiations with the BIA, but remains essentially unchanged. The Open Space Performance Standards form a second plank of the City's overall park and open space strategy and efforts on this topic continue (brief update provided below). The third plank of the overall strategy is the collection of fees to fund the construction of improvements within the park and open space lands. This third plank of the overall strategy is the primary subject of this report.

Defining Rancho Cordova Open Space Requirements

While staff and the BIA representatives have focused primarily on the land obligation of the park and open space standards (the subject of the recent City/CRPD/BIA negotiations), further discussion and work on the Open Space Performance Standards has been limited. Through the recent negotiations, staff had now defined an approach of establishing Mandatory Open Space requirements and Performance Based Open Space requirements.

Mandatory Open Space

This classification of Open Space will include some facilities that had been previously envisioned under the CRPD 7 acres per 1,000 residents standard. Land for this classification is required through a strict formula that is similar to park land dedication requirements. These lands will be required by the City and the City must establish a funding mechanism to pay for facility construction on the lands.

Performance Based Open Space

This classification includes lands and amenities previously described by the firm MIG in earlier versions of the open space performance standards report. Key functions of this land will be major greenways, neighborhood paseos, enhanced street frontages, activity nodes (one-half acre or less in size), and enhanced public facilities such as drainage corridors and detention basins. These open space features will not be required on a strict land/resident formula, rather a desired form of these amenities will be described under standards for Performance Based Open Space. It is not anticipated that a facility construction fee will be established for these amenities; rather, construction of these amenities will be accomplished by the developer along with other major site improvements.

OVERVIEW OF PARK AND OPEN SPACE AMENITIES

While the City Council has adopted standards that provide land for great park and open space facilities, the details of implementation are not yet resolved. The standard of 7 acres of parks per 1,000 residents was based on a list of facilities developed by CRPD. This list reflects lengthy investigations by CRPD of both generally recognized facility demands and of local results of neighboring jurisdictions. Ultimately, the list of facilities programmed into Rancho Cordova's parks will determine whether the community's recreational needs are actually met, whether parks will be complete settings or merely intensive athletic field complexes, and whether parks and open space will be immediately accessible to all future residents.

In developing its list of park amenities, CRPD modeled its study on the needs of a population of 100,000 persons. Through this approach, CRPD has been able to capture the full needs of a large community. This approach is an effective strategy in avoiding a common failing of park planning – that planning parks on a project-by-project basis often results various community needs being overlooked and the ultimate facilities of the built community do not meet the full needs of the community. The process of planning parks on the needs of 100,000 persons is an effective strategy for ensuring that quality communities – an often stated goal of the City.

DISCUSSION OF PARK AND OPEN SPACE FEE

Funding for the construction of park and open space facilities will ultimately be provided through fees adopted by the City. Prior to the recent City/CRPD/BIA discussions, CRPD had prepared a Capital Improvement Plan (CIP) that estimated the cost for construction of park improvements associated with the 7 acre per 1,000 park standard. Since the recent negotiations concluded, CRPD modified its CIP to reflect the current division of facilities between CRPD park land and City open space land.

At this time CRPD is prepared to move forward with finalizing its nexus study and adopt its fee program to fund the majority of the facilities previously identified under the 7 acres per 1,000 residents standards. Once the CRPD Board has acted on its park facility fee, the City Council, acting as the local land use agency, will be asked to adopt and implement the CRPD park improvement fee.

Additionally, the City must also establish a funding mechanism to pay for construction of facilities to be located within the City's open space land, including some facilities previously proposed by CRPD under the 7 acre per 1,000 park standard.

All fees the will pay for the construction of park and open space facilities are subject to state laws that require a nexus be established between the development that is charged the fee and the facilities that the fee pays to construct. In short, the City must demonstrate the facilities constructed through the fee actually benefit the residents that purchase homes that were subject to payment of the fee. Prior to enactment of park and open space facility fees, the City Council will be asked to review and

determine the adequacy of fee nexus studies for both park and open space facility fees.

GENERAL OVERVIEW OF TOTAL FEES

In past discussions, both with the City Council and with the development community, there have been requests to define the total burden of fees within Rancho Cordova. Recently, this dialogue has focused on the major outstanding fees that may be subject to change, including:

- Schools – both building permit fee and bond assessment
- Park and open space improvement fee
- Affordable housing obligation
- Road fees – unfunded portion of CIP
- Swainson's Hawk Mitigation

Currently, a substantial portion of the total fees required of a developer are not controlled by the City, including sewer, water, drainage and school fees. However, from the perspective of a developer, the total fee burden is more significant than the identity of the agency requiring the fee.

During the study session, staff will ask the Council to discuss whether the City should proceed with the park and open space fee efforts prior to establishing a clear understanding of the total of all pending fees.

