



REPORT TO PLANNING AND DESIGN COMMISSION City of Sacramento

8

915 I Street, Sacramento, CA 95814-2671
www.CityofSacramento.org

REVIEW AND COMMENT
April 27, 2017

To: Members of the Planning and Design Commission

Subject: Panhandle Annexation Review and Comment (P16-013). A request for annexation of 589.4± acres into the City of Sacramento. This project includes the establishment of a Planned Unit Development for a master-planned community comprised of up to 1,623 single-unit dwellings, commercial services, parks, and schools. The purpose of this report is to provide the Commission and public with an overview of the project and the opportunity to provide comments.

Location/Council District: South of Elkhorn Boulevard, north of Del Paso Road, west of Sorento Road, and east of the Northpointe Park Planned Unit Development (Natomas Park and Regency Park) / Adjacent to Council District 1.

Assessor’s Parcel Numbers: 201- 0320-018-0000, 201-0320-018-0000, 201-0320-019-0000, 201-0320-024-0000, 201-0540-071-0000, 201-0540-072-0000, 201-0540-073-0000, 225-0500-020-0000, 225-0500-021-0000, 225-0500-016-0000, 225-0500-003-0000, 225-0050-022-0000, 226-0600-021-0000

Council District: 1

Recommendation: This item is an informational report which does not require the Planning and Design Commission take formal action. It is an opportunity for the Commission and general public to become familiar with the proposed project and to provide comments regarding the proposal and requested entitlements.

Staff Contact: Garrett Norman, Assistant Planner, (916) 808-7934,
gnorman@cityofsacramento.org
Teresa Haenggi, Senior Planner, (916) 808-7554,
thaenggi@cityofsacramento.org

Applicant: John Hodgson
The Hodgson Company
2514 Chinatown Alley, Sacramento, CA 95816

Owner: Multiple Owners (See Attachment 2)

Summary

The entire site, known as the “Panhandle” is comprised of 1,429± acres and is currently located within the County of Sacramento. The site is comprised of two areas:

1. The “**Handle**” is the predominately vacant property to the north of Del Paso Road and south of Elkhorn Boulevard. This area is the subject of the applicant’s request for annexation and corresponding entitlements for development. This portion contains approximately 589 acres.
2. The “**Pan**” portion is the developed area south of Del Paso Road and north of I-80. This area contains approximately 840 developed acres, which mostly consists of light-industrial uses. The applicant has not applied for annexation of the “Pan” portion and does not represent any owners within the area.

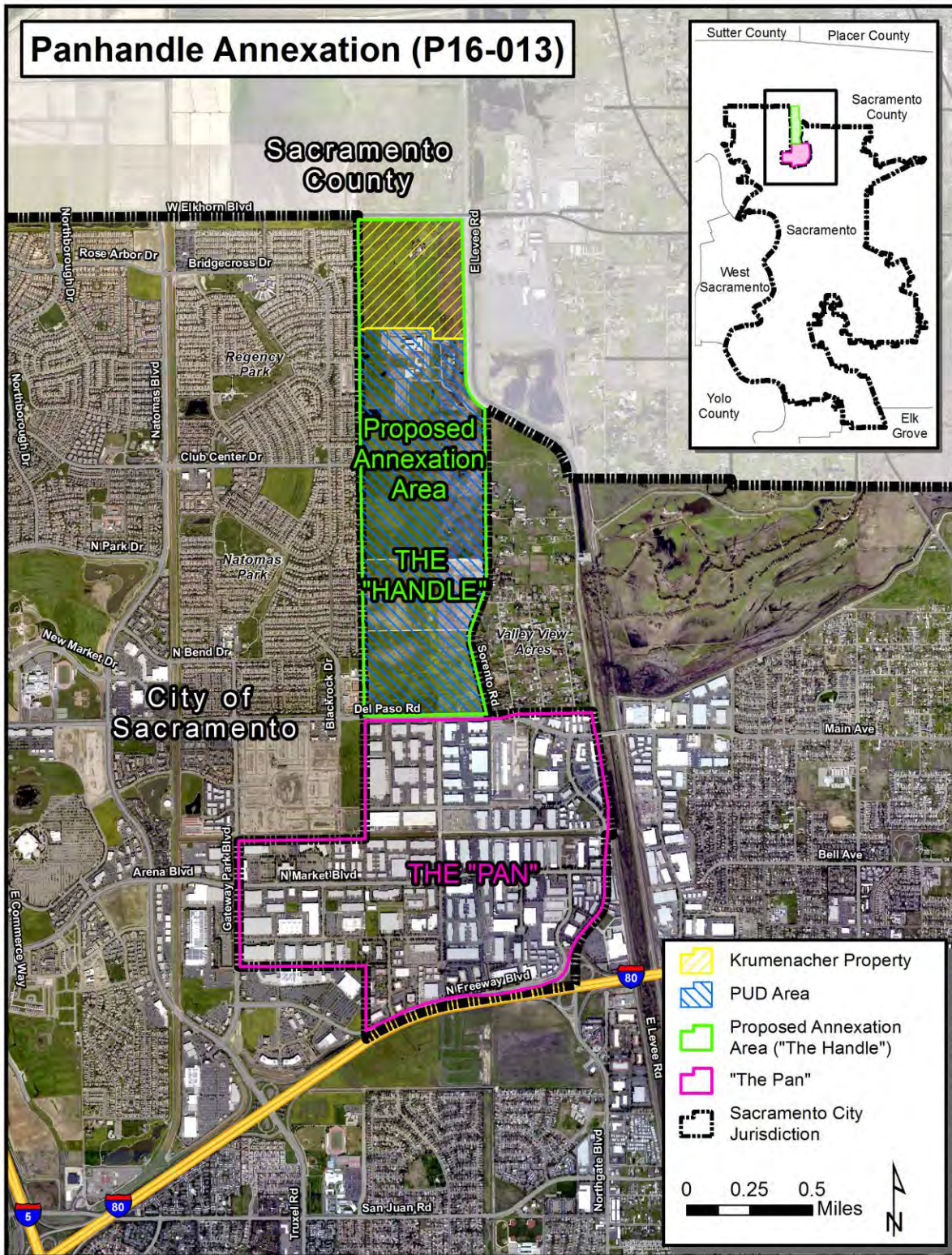
The proposal does not include annexation of the “Pan” area; however, the City has included an analysis of the “Pan” within the scope of the Environmental Impact Report because the applicant’s request necessitates the need for a determination as to whether or not this area should be annexed into the City or remain within the County of Sacramento.

Anticipated Entitlements

Based upon the current proposal, the following list of entitlements is anticipated for this project:

- A. Environmental Determination:** Environmental Impact Report (EIR);
- B. Mitigation Monitoring Plan (MMP);**
- C. Annexation** into the City of Sacramento;
- D. Development Agreement;**
- E. Master Parcel Map;**
- F. General Plan Amendment** to amend the General Plan designation of Planned Development (PD) to Suburban Neighborhood Low Density (SNLD), Parks and Recreation (PR), Open Space (OS), and Suburban Center (SC).
- G. Prezone** of the property to Single-Unit Dwelling (R-1-PUD), Single-Unit or Duplex Dwelling Zone (R-1A-PUD), Agriculture Zone (A-PUD), Agriculture-Open Space Zone (A-OS-PUD), and Limited Commercial Zone (C-1-PUD) to accommodate the Panhandle project.
- H. Establishment of the Panhandle Planned Unit Development (PUD);**
- I. Mixed Income Housing Strategy**
- J. Finance Plan**
- K. Site Plan and Design Review** for the Master Parcel Map.

Figure 1: Vicinity Map



Background Information

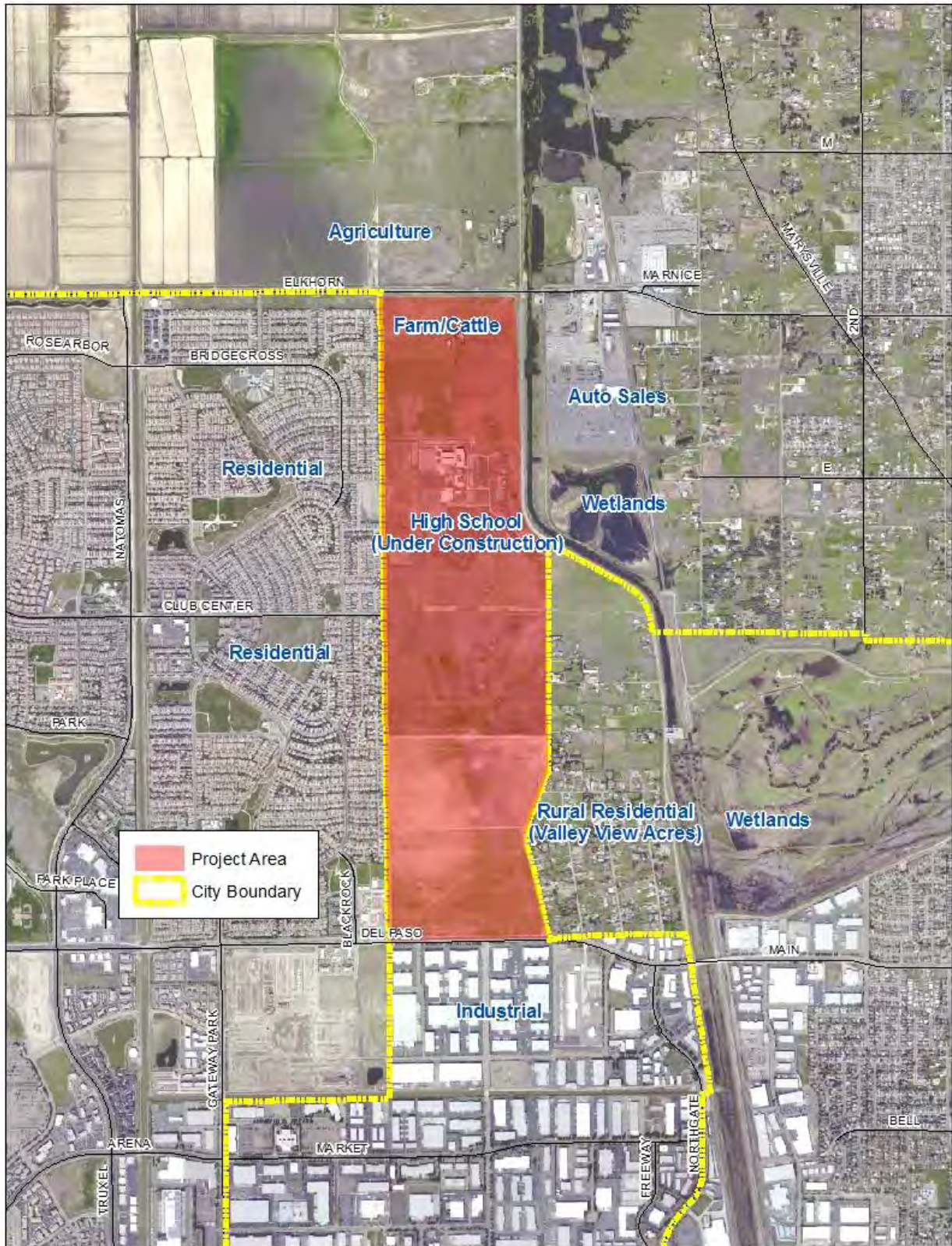
The site was proposed for development approximately ten years ago (M05-031/P05-077). The previous Panhandle project underwent a fully vetted process with the community, the City of Sacramento Planning Commission, Law and Legislation Committee, and City Council. In September 2007, the City Council unanimously approved a motion of intent for the full slate of entitlements, with exception to the tax exchange agreement. The rationale for the intent motion was to bring forward all the entitlements for final Council action, after approval of a tax exchange agreement. A tax exchange agreement between the City and County of Sacramento was approved by the City Council and Board of Supervisors in 2010 for the vacant land north of Del Paso Road and 58 acres of developed industrial property immediately north and south of Del Paso Road (Resolution 2010-266). The final Council hearing never occurred due to economic conditions.

Site Context

The site proposed for annexation is primarily vacant with the exception of a half-built middle/high school located on the northern half of the site and a farm house and accessory buildings (known as the Krumenacher Ranch) located at the northern edge of the site, south of Elkhorn Boulevard. The Krumenacher Ranch is an active cattle ranch operation. The Krumenacher property, while proposed for annexation, is not proposed for development at this time and the land owner is not a party to the Panhandle project application.

Further north of the site, on the north side of Elkhorn Boulevard, are agricultural uses. To the west of the project site is existing suburban development in North Natomas; these adjacent communities are called Natomas Park and Regency Park and are mostly comprised of single-unit dwellings with the incorporation of parks and schools. To the east, on the east side of Sorento Road, is a rural neighborhood within City limits, known as Valley View Acres. The Valley View neighborhood is developed with homes on larger lots of an acre or more. Some of these properties have livestock, such as cattle, horses, and chickens. On the east side of E. Levee Road, within the County, is Steelhead Creek, a wetland refuge, and a used auto auction business. South of the site, on the south side of Del Paso Road, is existing development within the County that includes a variety of land uses, but is mostly comprised of light-industrial uses (referred to as "the Pan"). For clarification, please refer to the Vicinity Map in Attachment 3 and Site Photos in Attachment 4.

Figure 2: Context Map



Background

On July 14, 2016, the current Panhandle project was presented to the Planning and Design Commission for review and comment to solicit feedback on the distribution of land uses, circulation plan, and street cross-sections. In addition to this review and comment, several community outreach meetings have taken place, including a well-attended District 1 community meeting on September 12, 2016. Staff and the applicant received many comments from these meetings, which are summarized below:

Sorento Road: Staff received comments regarding the interface of development on the east and west sides of Sorento Road. The proposed project will provide “estate lots” located along Sorento Road which are larger lots that range from 6,000 square feet up to 14,500 square feet. The purpose of the estate lots is to provide a transition from the larger, more rural lots located in Valley View Acres. It is undetermined at this review level if the homes will front onto Sorento Road or side-on. Homes that back onto the street or create a walled off street interface will be minimized. Further discussion of Sorento Road is in the Circulation section below.

Parks: Questions were asked about the allocation of parks within the plan. There are two parks proposed within the plan area. A large 10± acre community park is centrally located within the plan area, and due to its size, can be designed to accommodate larger recreational amenities, such as ball fields, that will be needed for the future residents of the surrounding subdivision. A 5± acre neighborhood park is proposed to be located adjacent to the elementary school site which will act as a joint use facility for the students and nearby residents. Both parks will be bound by streets that can accommodate housing that faces the park to help with security concerns by providing “eyes on the park”. Lastly, both parks will connect to the Ninos Parkway trail corridor which is approximately 200 feet wide and runs north/south for the entire length of the project site under the Western Area Power Administration (WAPA) powerline corridor.

Elementary School: The Elementary School site is located within the Robla School District. The district boundary encompasses the southern half of the project area, which determined the location of the school site. The school site is in an area that is walkable and bikeable for residences who live within the plan area or in adjacent neighborhoods, and is easily accessible from Del Paso Road for those who live outside the area. Staff received questions related to sidewalks, on-street parking, and landscaping. The school site will have separated sidewalks and landscaped buffers, on-street parking, and Class II on-street bike lanes. All the streets will be designed to City standards.

Land Use: Neighbors in the existing neighborhood west of Village 8 expressed concern about the size of the lots that will back up to their rear property line. In response, the lots in Village 8 have been modified to include estate lots that are more compatible with the existing homes directly to the west. Staff also received comments about the shopping center location, questioning why it was not located further to the north within the new subdivision. The shopping center is intentionally located along Del Paso Road because commercial centers are more successful along major arterial roadways. If the

commercial center was more centrally located within the plan, it would potentially lose consumer attraction from those who live outside of the project area.

City staff received several comments related to safety, lighting, and traffic calming. These items will be reviewed more closely in the future when applications for tentative maps are submitted to further subdivide the project area. Future tentative map applications will receive a full level of review from City staff and outside agencies and neighborhood groups to provide additional input on lot layout and roadway connections.

Community Outreach

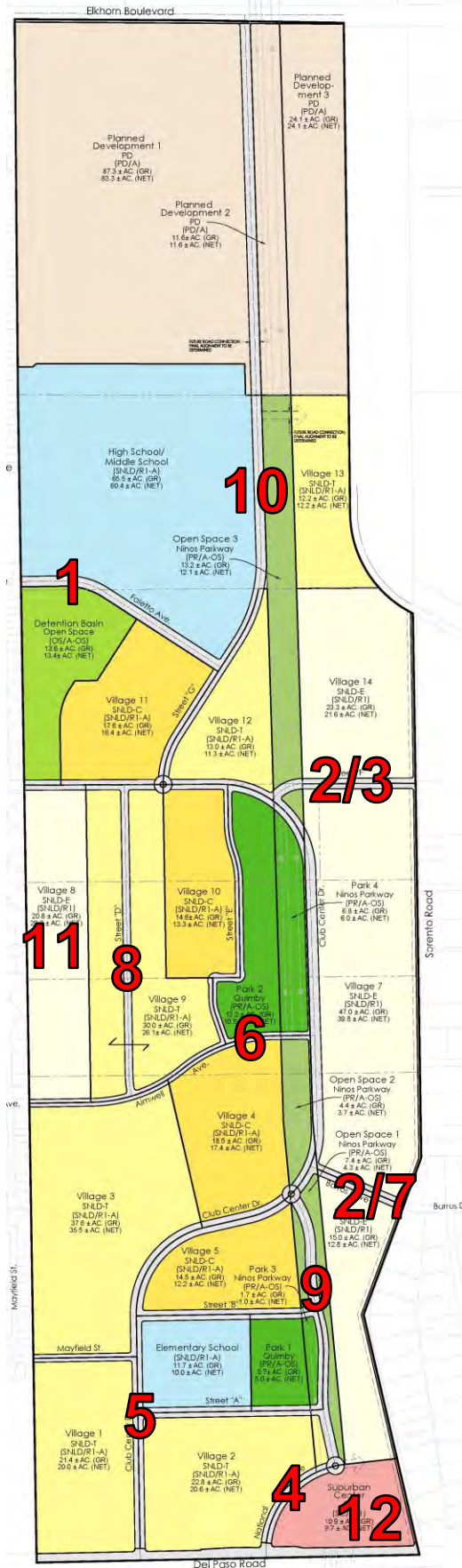
The applicant has conducted outreach to several of the North Natomas neighborhood groups, including Valley View Acres Community Association, Regency Park Neighborhood Association, North Natomas Community Coalition, and the North Natomas Transportation Management Association. In addition to the applicant's community outreach, there was a District 1 community meeting held on September 12, 2016. A second District 1 community meeting was held on April 10, 2017. Many of the same comments discussed above were brought up at the second community meeting. Comments received at this meeting include:

- Removal and/or relocation of the commercial center so it is not adjacent to Sorento Road
- Removal of roadway connections into Sorento Road
- Providing a Class I bicycle path along Sorento Road
- The distribution of parkland
- Increased traffic on Sorento Road
- Provide matching lot sizes when adjacent to existing development on west

Staff notifies the following community groups of all significant project revisions, and community/public meetings: Regency Park Neighborhood Association; Valley View Acres Community Association; Robla Park Community Association; Natomas Community Association; North Natomas Community Association; North Natomas Community Coalition; Natomas Chamber of Commerce; Creekside Natomas Neighborhood Association; Environmental Council of Sacramento; WALK Sacramento; Sacramento Area Bicycle Advocates. Staff has received a number of comments on the project and is in the process of analyzing these comments. These comments are included as Attachment 16.

Recent Revisions

The information received from the Planning and Design Commission Review and Comment and the several community outreach efforts have informed the circulation and land use plan. The following exhibit depicts what has changed from the original plan:



1. Faletto Avenue is now shown as a roadway extension from the existing development into the project area.
2. There are two vehicular connections proposed to Sorento Road (Street "F" and Barros Drive).
3. Street "F" has been added, which connects to Sorento Road from Club Center Drive.
4. National Drive is no longer a direct north/south roadway that connects Del Paso Road and Elkhorn Boulevard.
5. Club Center Drive loops downward and connects into Del Paso Road
6. Aimwell Avenue no longer connects to Sorento Road and now terminates into Club Center Drive.
7. Barros Drive extends from Valley View Acres into the plan area.
8. Street "D" was added as a north/south connector from Club Center Drive to Aimwell Avenue.
9. Street "C" was added as a north/south connector from National Drive to Club Center Drive.
10. Street "G" was added as a connector from Club Center Drive up to the high school/middle school.
11. Village 8 has changed to estate lots to be more compatible with the existing lots directly west.
12. The shopping center designation extends to Sorento Road, but has not changed in overall size.

Proposed Land Uses

Residential: The proposed development consists of single-unit dwellings of various lot sizes and density. No multi-family residential is proposed. The single-unit dwellings are characterized into three categories:

- Estate Lots
 - The estate lots are characterized as being larger lots that can accommodate a range of parcel sizes between 6,000 square feet to 14,500 square feet. The estate lots would provide the community with a larger residential lot type that is not typical in the North Natomas area.
- Traditional Lots
 - The traditional lots are a more traditional size with a parcel size range between 4,500 to 7,500 square feet. The traditional lots are the more typical standard lots that are seen throughout existing North Natomas residential development. These lots are primarily located adjacent to existing development to the west to provide similarity in lot sizes.
- Compact Lots
 - The compact lots range between 3,000 to 6,000 square feet. These lots are intended to accommodate a smaller range of lot sizes and are located towards the center of the plan area, congregated closer to the parks.

An estimated total of 1,623 units will be provided within these residential designations.

Commercial: A 9.7 acre neighborhood commercial center is proposed at the northeast intersection of National Drive and Del Paso Road. The intent of this commercial center is to be developed with neighborhood serving uses, such as coffee shops, restaurants, and other small retail services.

Krumenacher Ranch: The Krumenacher Ranch is located south of Elkhorn Boulevard and consists of approximately 123 acres. The owners of this property are not a participant in this application and therefore no development is proposed for this property. The property will not be included in the Planned Unit Development (PUD); however, it is proposed to be included in the annexation application to LAFCo and would receive a prezone designation of "Agricultural." The site currently has a General Plan designation of Planned Development (PD), which will remain post-annexation. Lastly, this property is being analyzed at a programmatic level in the Environmental Impact Report (EIR) as a potential historic resource.

Circulation

Roadways: Staff and the applicant have worked on revisions to the roadway layout to help overall connectivity and reduce traffic speed and volumes to allow for front-on residential where feasible. The intent is to allow existing neighborhoods to the east and west the opportunity to easily access the amenities in the project area. The changes to

the circulation plan reduce the potential for commuter cut-through traffic from Elkhorn Boulevard to Del Paso Road. The proposal would provide a more pedestrian scale environment with “eyes on the street”, ultimately activating the streetscape and avoiding roadways that are walled off by the backs of residential properties.

- Sorento Road will be improved from the centerline to the western half of the property. The following streets are proposed to connect into Sorento Road:
 - Street “F”
 - Barros Drive
- The project will extend the stub streets in the existing North Natomas development to the west. The following streets are proposed for connection into the new development:
 - Mayfield Street
 - Aimwell Avenue
 - Club Center Drive
 - Faletto Avenue

SMUD 69kV Powerlines

The Sacramento Municipal Utility District (SMUD) needs to construct 69kV powerlines from Del Paso Road to Elkhorn Boulevard in order to serve growing development in the north. There are two options for the placement of the 69kV powerlines:

- Sorento Road: One option is to place the above-ground powerlines on the west side of Sorento Road. In this scenario, the homes will likely side-on to Sorento Road because the 20-foot easement width required would make front-on residential challenging for aesthetic purposes and the excess land area devoted to front yards. If this scenario is decided upon, a Class I bicycle and pedestrian trail would be provided within the easement area for the length of Sorento Road. Please see Attachment 13 depicting a cross section of this scenario.
- WAPA Corridor: The second option is to place the above-ground powerlines along the existing Western Area Power Administration (WAPA) Corridor. This is the preferred option by the developer and City staff.

SMUD is having ongoing discussions with WAPA on the feasibility of this option, but a decision is not expected for several months. Based on the project’s timing and the unknown location of the 69kV powerlines, it is undetermined at this review level if the homes will front onto Sorento Road or side-on. Back-on homes or a walled-off subdivision is discouraged and will be minimized.

Planned Unit Development

Planned Unit Development (PUD) Design Guidelines are drafted for the subject site and included in Attachment 11. The creation of a PUD is required for development projects in the North Natomas Community Plan area. The intent of a PUD is to encourage greater flexibility in the design of integrated developments than otherwise possible

through strict application of zoning regulations and ensure the long-term development of well-planned communities that offer a variety of land uses.

Policy Considerations

General Plan: The Panhandle project, including the proposed land uses and circulation plan, is being reviewed for consistency with the goals and policies established by the City of Sacramento 2035 General Plan and North Natomas Community Plan. City staff is sensitive to the context of the Panhandle as it is situated between two existing neighborhoods, each with unique features and characteristics. A list of policies and key urban form standards that are relevant to the review of the project can be found in Attachment 15.

Annexation

The State of California enacted legislation in the 1960s to provide regulation on the reorganization of municipal boundaries. These laws have since been refined and are now referred to as the Cortese-Knox-Hertzberg Local Government Reorganization Act. This law establishes rules and policies for incorporating land into local jurisdictions (cities). One major component of the law is the creation of Local Agency Formation Commissions (LAFCo). LAFCOs represent each county in the State and are the final decision-makers on annexations. They serve the important role in evaluating local government boundaries while guiding the efficient, cost-effective, and reliable delivery of municipal services to California's citizenry. A flow chart illustrating the LAFCo process is provided in Attachment 14. LAFCOs require the following information for a complete annexation application:

- Prezone: A prezone is a zoning designation, formally adopted by a city, that applies to property outside city limits. Prezoning has no regulatory effect until the property is annexed. A prezone is an entitlement that the Planning and Design Commission will review and forward a recommendation to the City Council.
- Tax Exchange Agreement: On May 18, 2010, the City and County entered into a tax sharing agreement for the previous Panhandle project. City and county staff are currently reviewing the original agreement. The City Council and County Board of Supervisors will need to adopt any updates made to the Tax Exchange Agreement. The Tax Exchange Agreement will not come before the Planning and Design Commission as an action item.
- Plan for Services: A plan for services is required to describe how municipal services will be provided if the proposed project is approved. The plan for services must include a detailed description of the services to be provided, such as water, sewer, police, fire, parks, etc. The plan must also include an indication of when those services will be provided and information about how those services will be financed. The applicant's plan for services is currently being prepared. The City is not required to take action on the plan for services, and


therefore will not come before the Planning and Design Commission to forward a recommendation to the City Council.

The services that will be provided by the City will require detachment from the special districts that currently serve the project area, which are—

- o Rio Linda Elverta Recreation and Park District
- o Natomas Fire Protection District
- o County Service Area #1 (street and lighting maintenance district)

Conclusion

All documents attached to this review and comment report are currently in draft form. City staff expects to return for a formal action on the entitlements at a future, unknown date. Upon its return, the Commission will be asked to make a recommendation to the City Council regarding the requested entitlements.

Respectfully submitted by:  _____
 GARRETT NORMAN
 Assistant Planner

Reviewed by:  _____
 TERESA HAENGGI
 Senior Planner

Recommendation Approved:

 _____
 STACIA COSGROVE
 Principal Planner

Attachments:

- Attachment 1: Additional Project Components
- Attachment 2: Owner List
- Attachment 3: Vicinity Map
- Attachment 4: Site Photos
- Attachment 5: Illustrative Site Plan
- Attachment 6: Planned Unit Development (PUD) Schematic Plan
- Attachment 7: Regional Bikeway Exhibit
- Attachment 8: General Plan Amendment Exhibit
- Attachment 9: Prezone Exhibit
- Attachment 10: Master Parcel Map
- Attachment 11: DRAFT Planned Unit Development (PUD) Design Guidelines
- Attachment 12: Example of Powerline & Park
- Attachment 13: Sorento Road Alternative
- Attachment 14: LAFCO Flow Chart
- Attachment 15: General Plan and North Natomas Community Plan Policies
- Attachment 16: Community Comments

Attachment 1: Additional Project Components:

Schools: There are two sites being designated for schools within the project:

- An Elementary School is located towards the southern half of the subject site adjacent to a proposed park. This school site is within the Robla Unified School District.
- There is a Middle/High School designated towards the northern half of the subject site. This school site is partially constructed and is within the Twin Rivers Unified School District.

Parks: There are two parks located within the project site. Park 1 is located adjacent to the Elementary School which offers a joint recreation space for nearby residents and students. The larger park (Park 2) is centrally located within the project and is strategically placed along the Niño's Parkway to capitalize on a shared recreational space. Additionally, this park is designed to accommodate a variety of recreational activities, such as ball fields.

Niño's Parkway: There is an existing powerline easement (WAPA powerlines) that is approximately 200 feet wide and runs north/south for the entire length of the project site. Consistent with the North Natomas Community Plan Policy NN.ERC 1.12, this easement area is proposed to be developed as a parkway and will accommodate a Class I bicycle path. This Niño's Parkway is partially developed in South Natomas, south of San Juan Road to W. El Camino Avenue, under the same powerline easements.

Bikeways: The project provides Class I, II, and III bicycle facilities throughout the project. A Class I trail will be located in the Niño's Parkway. Class II facilities will be located along National Drive, Club Center Drive, Del Paso Road, and Elkhorn Boulevard. Class III facilities will be located on other roadway segments. For clarification on proposed bicycle facilities, please refer to the regional bikeway exhibit in Attachment 7.

Stormwater Detention: A stormwater detention basin is shown on the western edge of the site. With development of the project, this basin will be graded and sized to properly manage most of the site's drainage. The majority of the project site will flow into this detention basin and will be treated for water quality. Some of the southern parcels will need their own stormwater facilities.

Master Parcel Map: The applicant is requesting a Master Parcel Map. A Master Parcel Map is a map that subdivides large tracts of land into smaller parcels for the purpose of later selling or otherwise transferring the parcels for further subdivision. A Master Parcel Map remains conceptual rather than providing the detail of each residential lot and street. It is important to note that neighborhood streets and individual lots are not shown and are not part of this entitlement package because of the aforementioned reasons. As the property is further subdivided through Tentative Parcel Map(s), the neighborhood lots and streets will be reviewed for additional street connections, lot layout design, and

consistency with the Panhandle PUD Schematic Plan and Design Guidelines. The proposed Master Parcel Map and corresponding entitlements are the roadmap to the final build-out of the Panhandle project.

Environmental Considerations: An Environmental Impact Report (EIR) is being prepared as part of the applicant's request for the following entitlements: Amendment to the City of Sacramento 2035 General Plan; Prezone to reflect the specific land use designations; Master Parcel Map; establishment of the Panhandle Planned Unit Development; and a development agreement. The EIR will include a complete project description, identification of potential significant effects, mitigation requirements, and an evaluation of alternatives. The draft EIR will be circulated for a public review period. Certification of the EIR is required before approval of any project component.

Attachment 2: Owner List

Twin Rivers Unified School District
5115 Dudley Boulevard
McClellan, CA 95652

Alice A. Krumenacher
6301 E. Levee Road
Rio Linda, CA 95673

BD Properties, LLC
LLC Member(s): Orin Bennett; Steve DeCou
1082 Sunrise Avenue
Roseville, CA 95661

Moontide, LLC
LLC Member(s): J. Richter
32932 Pacific Coast Hwy 14-357
Monarch Beach, CA 92629

Carl Brothers Successor Trustee of the Ernest G Brother 1993 Trust
414 L Street
Rio Linda, CA 95673

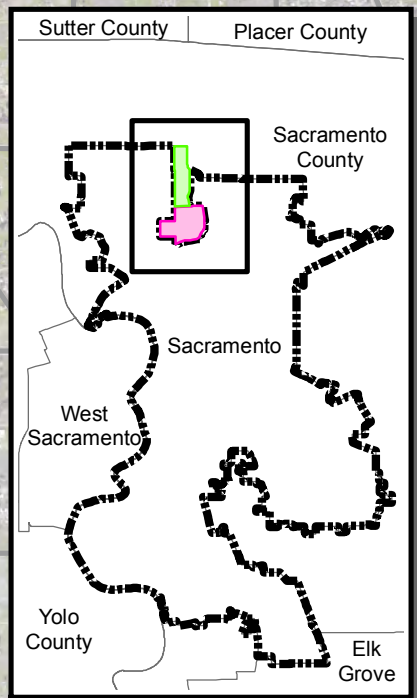
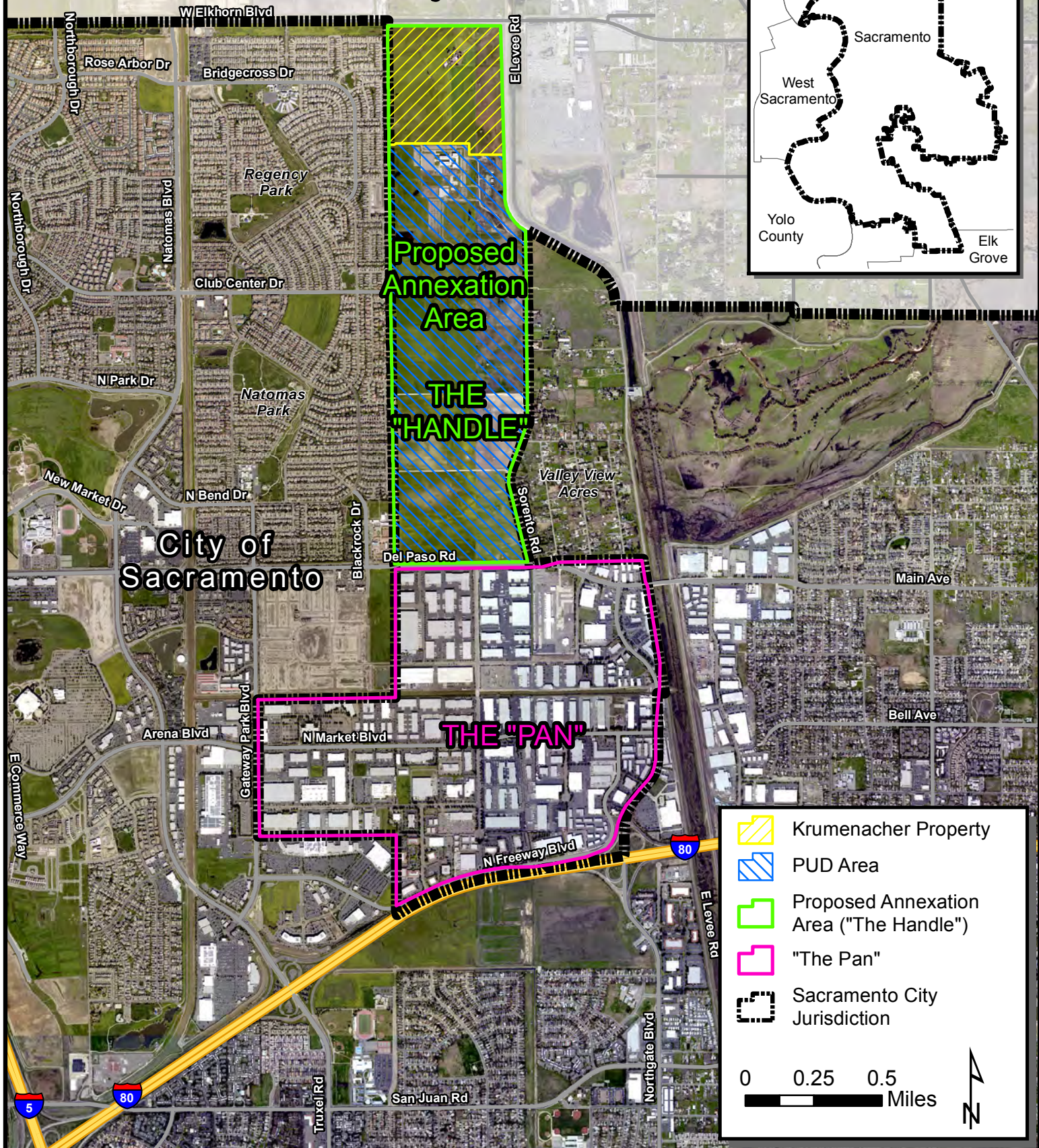
Tasso Peter Cononelos
4300 D Street
Sacramento, CA 95819






Beachfields, LLC
LLC Member(s): J. Richter
3017 Douglas Boulevard
Roseville, CA 95661

Panhandle Annexation (P16-013)


Attachment 3: Vicinity Map

Sacramento County

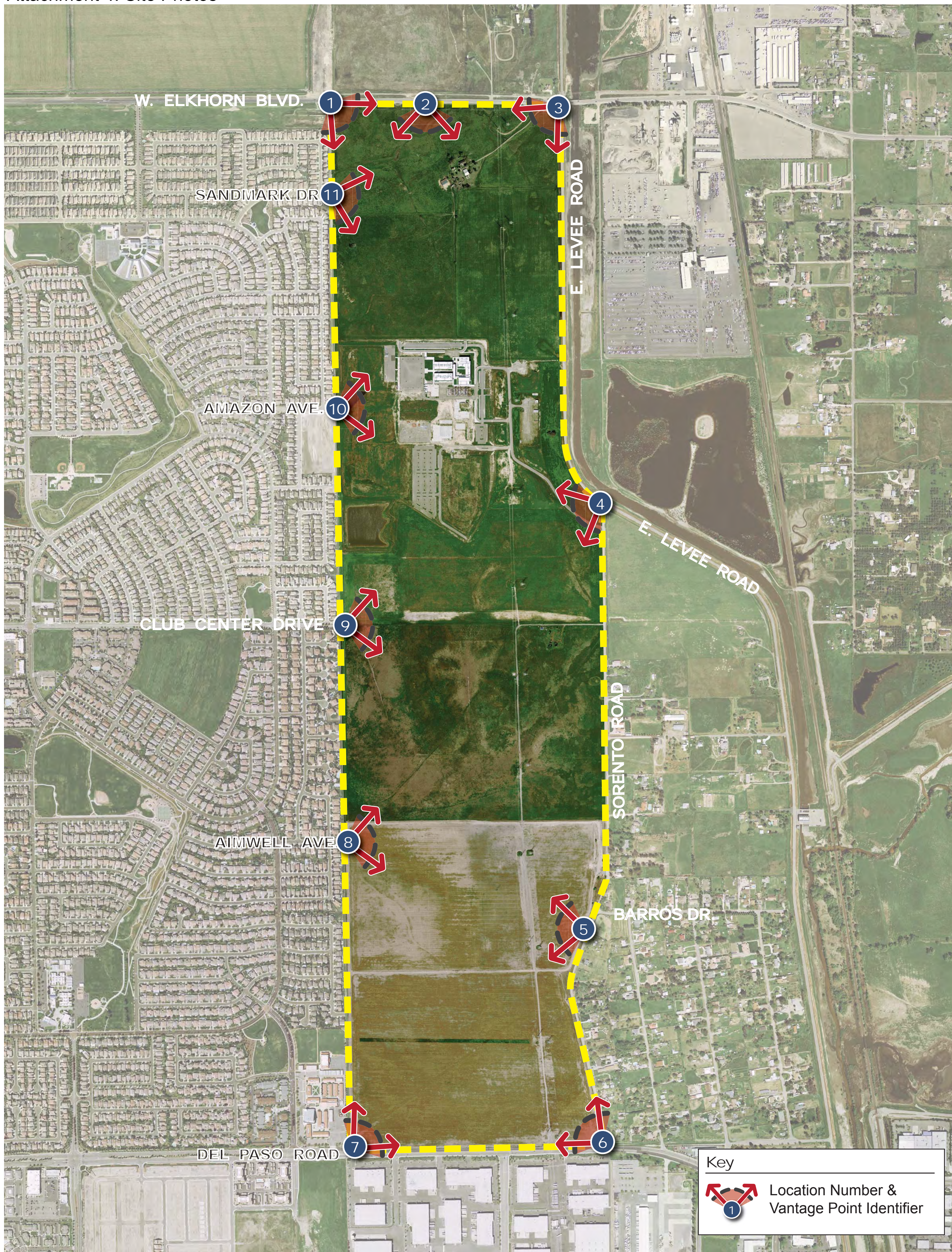


-  Krumenacher Property
-  PUD Area
-  Proposed Annexation Area ("The Handle")
-  "The Pan"
-  Sacramento City Jurisdiction

0 0.25 0.5 Miles



Attachment 4: Site Photos



Key

Location Number & Vantage Point Identifier

Location 1



Elkhorn Blvd. - Northwest Corner of Project Boundary
Southward view of site along western edge

Location 1



Elkhorn Blvd. - Northwest Corner of Project Boundary
Southeasterly view of site

Location 1



Elkhorn Blvd. - Northwest Corner of Project Boundary
Eastward view along northern edge of site fronting Elkhorn Blvd.

Location 1



Elkhorn Blvd. - Northwest Corner of Project Boundary
Northeasterly view of properties to the north of Elkhorn Blvd.

Location 2



Elkhorn Blvd. - Mid-Point Between Western and Eastern Boundary
Southeasterly view from northern edge of site

Location 2



Elkhorn Blvd. - Mid-Point Between Western and Eastern Boundary
Southwesterly view from northern edge of site

Location 2



Elkhorn Blvd. - Mid-Point Between Western and Eastern Boundary
Westward view from northern edge of site

Location 2



Elkhorn Blvd. - Mid-Point Between Western and Eastern Boundary
Eastward view along northern edge of site fronting Elkhorn Blvd.

Location 3

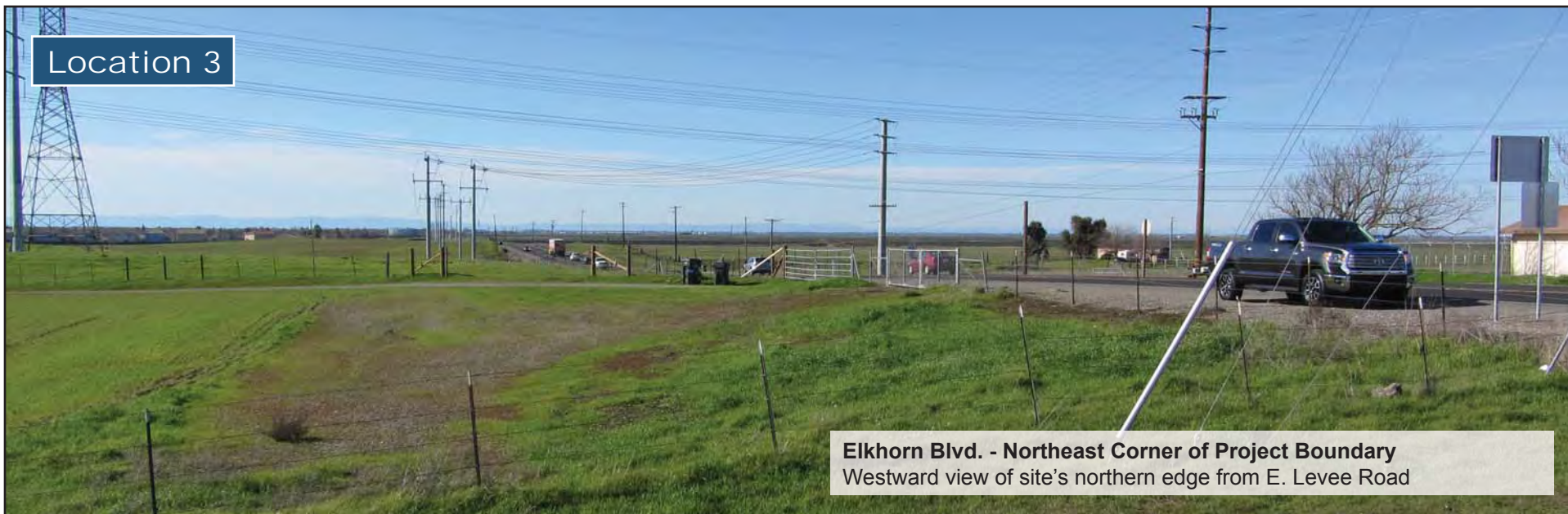


Elkhorn Blvd. - Northeast Corner of Project Boundary
Southern view of eastern edge of site and E. Levee Road

Location 3



Elkhorn Blvd. - Northeast Corner of Project Boundary
Southwesterly view of site at intersection of Elkhorn Blvd. & E. Levee Rd.



Location 3

Elkhorn Blvd. - Northeast Corner of Project Boundary
Westward view of site's northern edge from E. Levee Road



Location 3

Elkhorn Blvd. - Northeast Corner of Project Boundary
Northward view of properties across Elkhorn Blvd. from E. Levee Road

Location 4



Sorento Road - Northern Terminus at E. Levee Road
Northwesterly view of site and E. Levee Road

Location 4



Sorento Road - Northern Terminus at E. Levee Road
Westward view of site from intersection of Sorento Rd. and E. Levee Rd.