

SAN BENITO LOCAL AGENCY FORMATION COMMISSION
EXECUTIVE OFFICER'S REPORT

July 24, 2014 (Agenda)

LAFCO No. 486: Ladd Ranch Annexation to City of Hollister

PROPONENT: City Council of the City of Hollister, by resolution.

ACREAGE & LOCATION Approximately 20 acres located south of and adjacent to Southside Road; extending from Ladd Lane on the east to San Benito Street on the west; Hollister area.

PURPOSE: To provide municipal services for development of 82 single family homes.

PROJECT INFORMATION

Project Information

1. Land Use, Planning and Zoning - Present and Future:

The site is vacant. There are no buildings or structures on the property.

The annexation area is located within the City Sphere of Influence.

The County General Plan and zoning designates the area as RR (Rural Residential).

The City General Plan designates the site as Low Density Residential. City rezoning is Low Density Residential R1-L/PZ which will allow one to eight dwelling units per acre.

The City General Plan identifies the site as being located within a "priority infill area"

Surrounding land uses are residential to the north and south, the Ladd Lane Elementary School to the East and the First Presbyterian Church of Hollister on the West.

3. Topography, Natural Features and Drainage Basins:

The site and surrounding areas are generally level. There are no significant natural boundaries affecting the proposal.

4. Population:

There are no homes within the proposal area. Annexation may result in construction of up to 82 single-family homes.

5. Governmental Services and Controls - Need, Cost, Adequacy and Availability:

The City "Plan for Providing Services Within the Affected Territory" as required by Government Code Section 56653 is attached and made a part of this report.

6. Impact on Prime Agricultural Land, Open Space and Agriculture:

The project site consists of fallow land that has historically been farmed. It is prime agricultural land (Class 1, 2 and 3 soils), however, as noted, the project site is included within the City's Sphere of Influence.

7. Assessed Value, Tax Rates and Indebtedness:

The annexation area is within Tax Rate Area 067-003. The 2013-2014 assessed value is \$974,500 (2013-2014 roll).

The proposal is subject to a master property tax exchange agreement that has been approved by the Board of Supervisors and Hollister City Council.

The overall tax rate will not be affected by this change.

7. Environmental Impact of the Proposal:

The City of Hollister is the lead agency. In consultation with LAFCO, it has found significant environmental effects may result from the proposal. A Mitigated Negative Declaration has been prepared and filed. A copy is provided with this staff report.

8. Landowner and Subject Agency Consent:

The proponent certifies the property owner involved in this proposal has given written consent.

9. Boundaries, Lines of Assessment and Registered Voters:

The boundaries appear to be definite and certain and there do not appear to be conflicts with lines of assessment or ownership.

The property is contiguous to the existing City boundary.

The map and legal description are being reviewed by the County Surveyor for sufficiency in filing with the State Board of Equalization.

The territory is uninhabited; namely, there are fewer than 12 registered voters.

10: Environmental Justice

Annexation will have no effect with respect to the fair treatment of people of all races and income, or the location of public facilities or services.

ALTERNATIVES FOR COMMISSION CONSIDERATION

After reviewing this report and any testimony or materials that are presented, the Commission can take one of the following actions:

OPTION 1 – APPROVE the proposal as submitted.


- A. Certify that it has reviewed and considered the Mitigated Negative Declaration.
- B. Adopt this report and approve the proposal known as Ladd Ranch Annexation to the City of Hollister, subject to the condition that the territory be liable for any existing or authorized taxes, charges, fees or assessments comparable to properties presently within the City.
- C. Find: 1) the subject territory is uninhabited, 2) all affected landowners have given written consent to the annexation and 3) the annexing agency has given written consent to the waiver of conducting authority proceedings.
- D. Waive the conducting authority proceedings and direct the staff to complete the proceeding.
- E. Direct the staff not to record the annexation until the map and legal description are found by the County Surveyor to be acceptable.

OPTION 2 - Adopt this report and DENY this proposal.

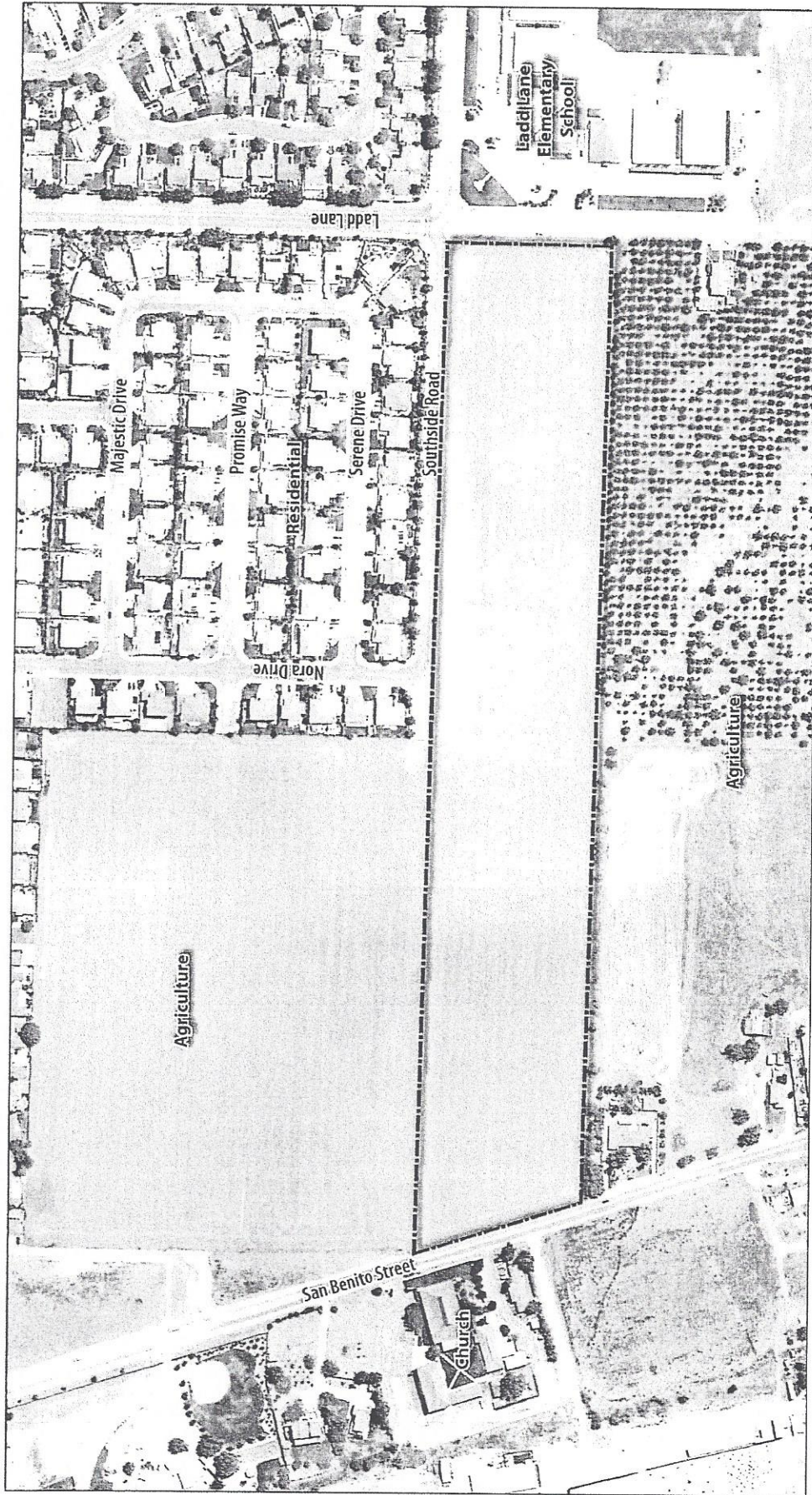
OPTION 3 - CONTINUE this proposal to a future meeting for additional information.

RECOMMENDED ACTION:

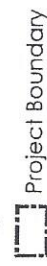
Approve OPTION 1.

A handwritten signature in black ink, appearing to read "Bob Braitman", followed by a horizontal line.

BOB BRAITMAN
Executive Officer
LOCAL AGENCY FORMATION COMMISSION



Legend



Source: Ruggeri-Jensen-Azar 2011, Google Earth 2009

Figure 2
Aerial Photograph
Ladd Lane Prezone Initial Study

14. Government Services and Controls – Plan for Providing Services (per §56653)

- A. Describe the services to be extended to the affected territory by this proposal.
- B. Describe the level and range of the proposed services.
- C. Indicate when the services can feasibly be provided to the proposal area.
Please see below answers for A, B, and C.

Below is an analysis of the services that will be required for the annexation of the affective property pursuant to the requirements set forth by Section 56653 of the Map Act.

Police Service

Police service to the affected area upon annexation will be provided by the Hollister Police Department. The affected area is contiguous with the current City limits (current service area). The annexation will not extend the boundary of police service currently in effect.¹

Upon annexation and upon development, the project will increase the population and include roadways that would affect traffic enforcement/collision investigation responsibilities; therefore an incremental increase in staffing levels is needed.¹ This incremental increase in police service will be financed by the imposition of a Mello-Roos Community Facilities public safety tax. The City currently collects a per unit fee for the first year of occupation; the fee is incrementally indexed on a yearly basis in accordance with the methodology used in Engineering News Record. Any incremental increase in capital equipment will be financed through the imposition of police impact fees collected at the time of building permit issuance or prior to occupancy of the site. The annexation of the project area will not create the need for any police related structures or improvements.¹

Note that the project will be required to improve Southside Road between Nora Drive and San Benito Road. This connection will help to facilitate emergency vehicle access to project site and surrounding neighborhoods.

Fire Service

The Hollister Fire Department will provide fire service to the project area upon annexation.³ The Fire Department provides this service throughout the City and adjoining County areas, via a mutual aid agreement, based upon staffing levels set by the City Council. The Fire Department currently houses its fire personnel and equipment at two stations within the City limits: Stations 1 and 3 are located at 110 5th Street; Station 2 is located at 1000 Union Road between Valley View Road and Airline Highway.

The project area is contiguous with the current City limits (current service area), thus it will not extend the range of fire service currently in effect. The affected area is within the five minute first engine response time, as set forth in the City Fire Protection Master Plan.³ Development of the site will not require an increase in staffing levels, infrastructure or capital equipment.³ Although no additional services or equipment are needed, the project will still be required to pay the appropriate fire impact fees.

Note that the project will be required to improve Southside Road between Nora Drive and San Benito Road. This connection will help to facilitate emergency vehicle access to project site and surrounding neighborhoods.

General Government

General Government services include the City Council, City Administration (City Manager, City Attorney), City Finance (Payment of Utility Bills), Building, Planning, Engineering and Animal Control. These services are currently being provided to the City at large. Annexation of the affected area in its current condition will not cause any increase in City Governmental services. Development of the site, if annexed, will cause a minor incremental increase in General Governmental service for the City Council, City Administration, City Finance and Animal Control. These will be financed through an incremental increase in General Fund revenues, such as property and sales taxes. The City is also requiring that all projects requesting annexation enter into an agreement to be fiscally neutral (project will provide all revenues necessary to provide public services). The affected area will be subject to an annexation agreement for fiscal neutrality. The incremental increase in services for Building, Planning and Engineering will be financed through permit fees.

Sewer Service

The project will generate domestic wastewater that will require collection, treatment and disposal in accordance with state regulations. The proposed 19.5-acre residential development is estimated to produce the following wastewater flows at project build-out per factors from the City of Hollister Engineering Design Standards, Section 5.03:

<u>82 Single Family Residential Lots @ 290 gpd/DU</u>	= 23,780 gpd
Total Average Dry Weather Flow (ADWF)	= 23,780 gpd
Peak Design Flow = 2.5 x ADWF	= 59,450 gpd
	= 0.09 cfs

The project is within the City of Hollister General Plan area and is accounted for in the City's Long-Term Wastewater Management Program. Therefore, it is proposed that wastewater generated onsite be collected and conveyed to the City of Hollister Domestic Wastewater Treatment Plant (DWTP) for treatment and disposal.

The following existing City sanitary sewer mains are located adjacent to the project:

- 8-inch Ø within Nora Drive;
- 8-inch Ø within Saddlebrook Street (proposed);
- 8-inch Ø within Ladd Lane.

The project will construct an onsite sanitary sewer system that will connect to the existing City infrastructure and convey wastewater to the existing downstream system. It is not anticipated that development of the project will trigger the need for downstream offsite improvements to the existing conveyance system. A sewer

impact fee will be assessed at the time of building permit issuance for use in future sanitary sewer capital improvement projects.

Domestic Water Service

The project is expected to obtain domestic water service from the City of Hollister. The proposed development is estimated to have the following water demand at project build-out per factors from the 2008 Hollister Urban Area Water and Wastewater Master Plan:

82 Single Family Residential Lots @ 420 gpd/DU = 34,440 gpd

Total Average Daily Demand (ADD) = 34,440 gpd

Maximum Daily Demand (MDD) = $2.0 \times \text{ADD}$ = 68,880 gpd

Peak Hour Demand (PHD) = $3.4 \times \text{ADD}$ = 117,096 gpd

= 81.3 gpm

The following existing City water mains are located adjacent to the project:

- 12-inch Ø within Southside Road;
- 12-inch Ø within Nora Drive;
- 8-inch Ø within Saddlebrook Street (proposed);
- 8-inch Ø within Ladd Lane.

The project will construct an onsite water distribution system that will connect to the existing City system. It is not anticipated that development of the project will trigger the need for offsite improvements to the existing distribution system. A water impact fee will be assessed at the time of building permit issuance for use in future water capital improvement projects.

The total water supplied within the City of Hollister in 2010 was approximately 2,859 acre-feet per year (ADD = 2.6 million gallons per day), which equates to a maximum daily demand of approximately 5.2 million gallons per day.¹ According to the 2008 Hollister Urban Area Water and Wastewater Master Plan, the total City average daily water demand is expected to increase to 6.1 million gallons per day by the year 2023, which equates to a maximum daily demand of approximately 12.2 million gallons per day. The City is in the process of implementing water supply and treatment improvement projects in order to improve water quality for existing users and provide sufficient supply to accommodate future demands.

Storm Drain

The City of Hollister maintains a storm drain system that conveys storm water runoff within the City and some adjoining areas of unincorporated San Benito County to the San Benito River and Santa Ana Creek. The project area is within the San Benito River watershed.

The 19.5-acre site is estimated to generate a peak storm water discharge of 15.6 cubic feet per second based upon a 10-year occurrence period and calculated per the criteria in the City of Hollister Design Standards, Section 4.03. The project will construct an onsite storm drain system to collect and convey storm water to treatment and flood control facilities. Excess runoff will be released to the downstream City storm drain system. The following existing City storm drains are located adjacent to the project:

- 48-inch & 54-inch Ø within Southside Road;
- 33-inch Ø within Ladd Lane.

The project will include an onsite detention facility to provide downstream flood protection per City of Hollister storm water ordinances at the time of development, and reduce runoff to pre-development levels. Pending a geotechnical investigation to identify site soils and determine permeability rates, the project will incorporate Low Impact Development strategies and Best Managements Practices to reduce storm water runoff, encourage infiltration, and reduce pollutant transmission. The following practices will be considered for use in the project:

- Minimize impervious surface area (streets, sidewalks, driveways, etc.);
- disconnect impervious surfaces;
- vegetated swales;
- bioretention basins;
- rain gardens;
- permeable pavement;
- tree planting;
- self retaining areas (i.e. concave lawns);
- water quality inlets;
- underground retention; and
- multi-use storm water management facilities.

A storm water impact fee will be assessed at the time of building permit issuance for use in future storm drain capital improvement projects. In addition, if the project is unable to incorporate storm water BMPs to the satisfaction of the City due to unalterable site constraints or financial hardship, the developer will be required to pay additional fees to the City for city-wide storm water pollution control and management.

Parks and Recreation

No park or recreation facilities currently occupy the affected area. Annexation of the site in its current state will not require any additional park facilities or recreational programs.

Development of residential projects generally requires an increase in park facilities to serve the new residents based on a standard of five acres per 1,000 persons. The degree to which an increase in park facilities will be required will be determined at the time of review of the development application. The City of Hollister requires that residential projects either dedicate land and/or pay park-in-lieu impact fees for the incremental need for expanded park facilities. At the time of review of the development application, the project's financial contribution for park lands or facilities will be determined.

The City of Hollister funds a number of recreation programs to serve the needs of City residents and residents of adjoining unincorporated San Benito County. These programs are funded at a level of 75 percent by user fees. The remaining costs are funded by the City of Hollister General Fund. The City will likely enter into an annexation agreement with the owners of the affected area to ensure that the development of the site is fiscally neutral, which would include the City portion of the funding required for recreational programs.

Road Construction

The City of Hollister requires that there be adequate roadways to serve the transportation needs of City residents. The project site is adjacent to Ladd Lane to the east, San Benito Street to the west, and Southside Road to the north. Sometime following annexation, the project will be required to fund and install frontage improvements including curb, gutter, and sidewalk on both Ladd Lane and Southside Road to City standards. The project will also extend Southside Road approximately 1,100-feet through the site to intersect with San Benito Street. A traffic impact fee will be assessed at the time of building permit issuance for use in future traffic related capital improvement projects.

Street and Utility Maintenance

Many existing City streets and utilities currently surround the affected area and annexation of the site in its current state will not require an increase in the need for the funding for street or utility maintenance.

Development of the project site will require the maintenance of area City streets, landscaping and utility facilities that will serve the affected area, as well as streets and utility systems within the development. The area street and maintenance is funded by the City of Hollister state taxes. The City currently collects a per unit fee for the first year of occupation; the fee is incrementally indexed on a yearly basis in accordance to the methodology used in the Engineering News Record for maintenance of landscaping and lighting. City utility systems are currently funded by City user fees.

- D. Indicate any improvements or upgrading of structures, roads, sewers or water facilities or other conditions that will be required as a result of the proposal. Existing water, sewer, storm drainage, and joint trench facilities will be extended to serve the Ladd Ranch subdivision. Connections to existing utilities are available along the parcel's Southside Road frontage.

The project will provide two stormwater basins and ten bioretention cells that have dual purpose of stormwater treatment and retention.

The project is proposing public streets including the project frontage of San Benito Street, Ladd Lane, and the Southside Road extension.

All interior streets will also be public.

- E. Identify how these services will be financed. Include both capital improvements and ongoing maintenance and operation.

All utilities will be public.

The project stormwater basins and bioretention cells will be constructed by the developer. The parcels will be dedicated to the City, and maintained by the City of Hollister using a Community Facilities District to finance the related maintenance costs.

Ladd Ranch's proposed streets are public and will be maintained by the City of Hollister. The street improvements are developer financed.

- F. Identify any alternatives for providing the services listed in Section (A) and how these alternatives would affect the cost and adequacy of services.

No alternative mechanisms proposed.

LAFCO No. 486

RESOLUTION OF THE SAN BENITO LOCAL AGENCY FORMATION COMMISSION
MAKING DETERMINATIONS AND APPROVING THE LADD RANCH ANNEXATION TO
THE CITY OF HOLLISTER

WHEREAS, the above-referenced proposal has been filed with the Executive Officer of the San Benito Local Agency Formation Commission pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act and the County Service Area Law (Sections 56000 et seq. and Section 25210 et seq. of the Government Code) ; and

WHEREAS, at the times and in the manner required by law the Executive Officer has given notice of the Commission's consideration of the proposal; and

WHEREAS, the Commission heard, discussed and considered all oral and written testimony related to the proposal including, but not limited to, the Executive Officer's report and recommendation, the environmental document or determination, Spheres of Influence and applicable General and Specific Plans; and

WHEREAS, the Local Agency Formation Commission finds the proposal to be in the best interests of the affected area and the total organization of local governmental agencies within San Benito County.

NOW, THEREFORE, BE IT RESOLVED DETERMINED AND ORDERED by the Local Agency Formation Commission of San Benito County as follows:

(1) The Commission has reviewed and considered the Negative Declaration prepared by the City of Hollister.

(2) The subject proposal is assigned the distinctive short-form designation:

LADD RANCH ANNEXATION TO CITY OF HOLLISTER

(3) Said territory is found to be uninhabited.

(4) The boundaries of the affected territory are found to be definite and certain as approved and set forth in the legal descriptions, attached hereto and made a part hereof.

(5) All proceedings in connection with this formation shall be conducted only in compliance with the approved boundaries set forth in the attachments

(6) Since the subject territory is uninhabited, all affected landowners have given written consent to the annexation and the annexing agency has given written consent to the waiver of conducting authority proceedings, the conducting authority proceedings are waived and the staff is directed to complete the proceeding.

(7) The territory being annexed shall be liable for any existing or authorized taxes, charges, fees or assessments comparable to properties presently within the City.

(8) Staff is directed not to record the annexation until the map and legal description are found by the County Surveyor to be acceptable.

This resolution was adopted on July 24, 2014 and is effective on the date signed by the Chair.

AYES:

NOES:

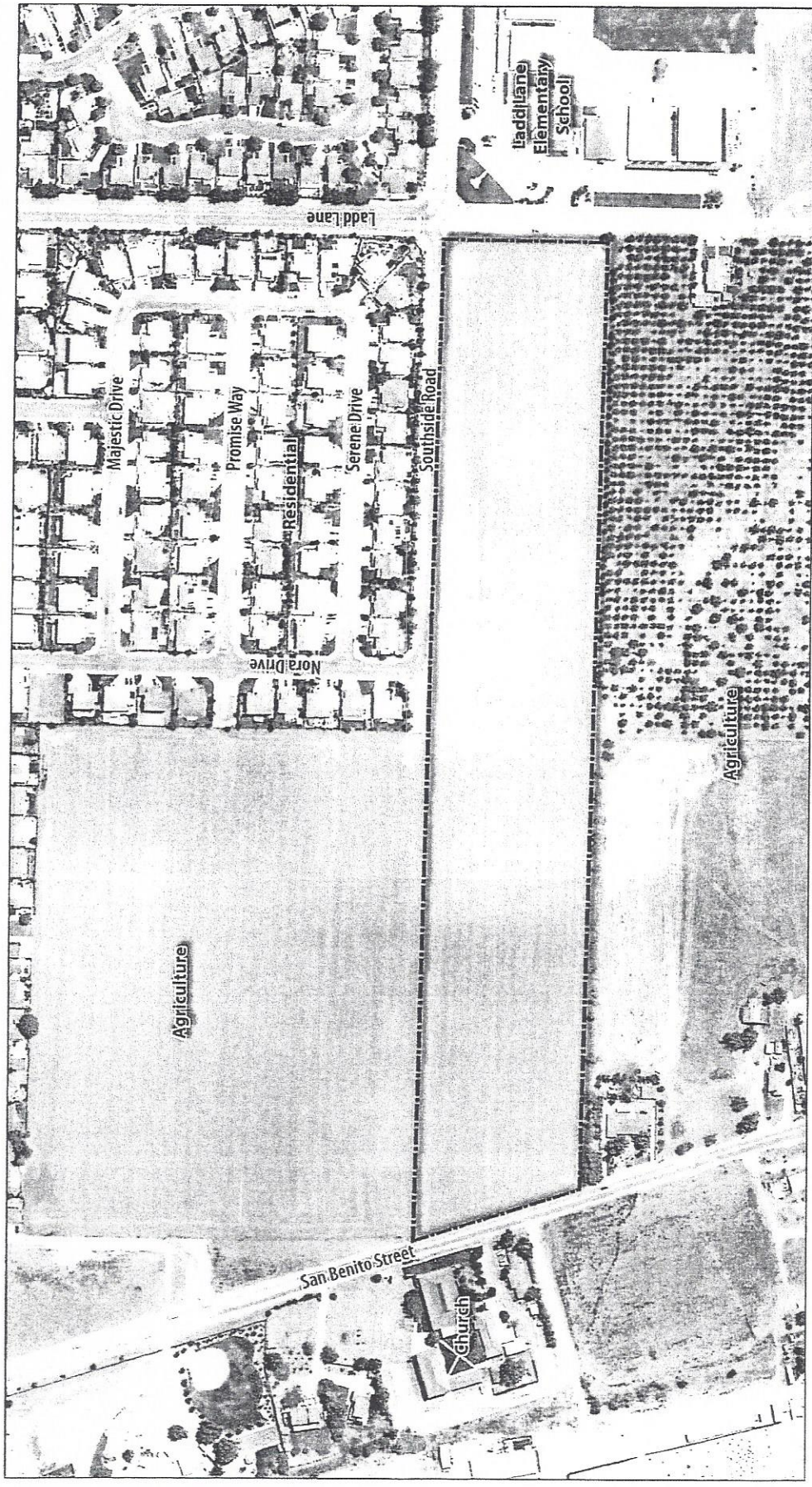
ABSTAINS:

Dated: _____

Chair
San Benito Local Agency Formation Commission

ATTEST




Bob Braitman, Executive Officer
San Benito Local Agency Formation Commission



Source: Ruggeri-Jensen-Azar 2011, Google Earth 2009

Figure 2
Aerial Photograph
Ladd Lane Prezone Initial Study

Legend

-  Project Boundary
- 
-  0 300 feet

-  E
-  M
-  C