



County of Fresno

DEPARTMENT OF PUBLIC WORKS AND PLANNING
STEVEN E. WHITE, DIRECTOR

Planning Commission Staff Report Agenda Item No. 5 March 7, 2019

SUBJECT: General Plan Conformity Application – Fowler Unified School District Proposed Elementary School

Acquire approximately 3 acres of property to expand the District's Marshall Elementary School campus (with related facilities) in the AL-20 (Limited Agricultural, 20-acre minimum parcel size) Zone District.

LOCATION: The proposed site is located on the west side of South Armstrong Avenue, 770 feet north of East Adams Avenue, adjacent to the city limits of the City of Fowler at the southern property line (SUP. DIST. 4) (APN 340-130-09).

OWNER: Bedrosian Farms, LLC
APPLICANT: Fowler Unified School District

STAFF CONTACT: Marianne Mollring, Senior Planner
(559) 600-4569

Chris Motta, Principal Planner
(559) 600-4227

RECOMMENDATION:

- Determine that the proposed site acquisition is in conformance with the County General Plan and its policies relating to city fringe areas; and
- Direct the Secretary to prepare a Resolution documenting the Commission's action.

EXHIBITS:

1. Location Map
2. Existing Zoning Map
3. Existing Land Use Map
4. Site Plan

ZONING AND LAND USE DESIGNATIONS:

Criteria	Designation
Fresno County General Plan Designation	Reserve Medium-Density Residential in the Fresno County adopted Fowler Community Plan
City of Fowler General Plan Designation	Park/Open Space
Zoning	AL-20 (Limited Agricultural, 20-acre minimum parcel size)

SITE AND PROPERTY CHARACTERISTICS:

Criteria	Existing	Proposed
Parcel Size	39.67 acres (APN 340-130-09)	An approximately 3-acre addition to the existing 9-acre elementary school site from the 39.67-acre parcel
Project Site	Agricultural (vineyard)	Elementary School campus addition consisting of a pre-school and related facilities
Nearest Residence	20 feet east of the proposed site	N/A
Surrounding Development	Vineyard, rural residential, school administrative offices, and single-family residential neighborhoods	N/A

SURROUNDING PROPERTIES:

Surrounding Parcels			
	Size:	Use:	Zoning:
North:	39.67-acre parcel 40.00- acre parcel	Vineyard Vacant	AL-20
South:	9.00-acre parcel 0.45-acre parcel 0.79-acre parcel	Elementary School School School Administrative Offices	City of Fowler RCO (Resource Conservation, Public Use, and Open Space)
East:	0.33-acre parcel 10.00-acre parcel	Rural Residential Agricultural	AL-20
West:	39.67-acre parcel	Vineyard	AL-20

PROCEDURAL CONSIDERATIONS/BACKGROUND INFORMATION:

Public Resources Code Section 21151.2 requires a school district to notify the local Planning Agency having jurisdiction of its intention to acquire title to property for use as a school site. The Code requires the Planning Agency to investigate and evaluate the proposed acquisition and submit a written report of the investigation, together with recommendations to the Governing Board of the school district within thirty (30) days of the request. If the report does not favor the acquisition of the property for a school site, or for an addition to a present school site, the Governing Board of the school district shall not acquire title to the property until thirty (30) days after the Commission's report has been received.

Similarly, State Government Code Section 65402 requires a school district, prior to authorizing construction of a public building, disposing of any real property, or acquiring property, to submit the location, purpose, and extent of such acquisition, disposition, or public building to the Planning Agency having jurisdiction for its review as to conformity with the local General Plan. Section 65402 further states that the Planning Agency shall render its report as to conformity with said adopted General Plan or part thereof within forty (40) days after the matter was submitted to it, or such longer period of time as may be designated by the legislative body.

Staff notes that school sites are exempt from the County's Zoning Code per State Government Code.

On February 4, 2019, the Fowler Unified School District (District) submitted an application for determination of General Plan Conformity on an approximately 3-acre site for the purpose of expanding the Marshall Elementary School campus. The proposed site is located on the west side of South Armstrong Avenue, 770 feet north of East Adams Avenue, adjacent to the city limits of the City of Fowler at the southern property line, within the City of Fowler Sphere of Influence and planned for a future park by the City of Fowler. The timing for the acquisition of the property and construction of the phased improvements is estimated to begin immediately after the finding of General Plan Conformity. District representatives have been in contact with the Department of Public Works and Planning regarding a possible Property Line Adjustment (PLA) to adjust the property lines for the proposed expansion.

The District has stated that the addition of property to the existing elementary school is necessary to serve the planned student population growth generated by urban development, and will be home to the District's preschool program. The preschool is a year-round program with hours between 7:30 a.m. and 5:30 p.m., Monday through Friday, and will serve 150 students at build-out. The site will include up to 10 classrooms, administration offices, parking, and play areas.

The City of Fowler water system is proposed to serve the campus expansion, and the Selma-Kingsburg-Fowler Sanitation District is proposed to provide sewer services. The proposed delivery of these services will require annexation of the site to the City of Fowler and the Selma-Kingsburg-Fowler Sanitation District.

Adopted Public Land Use Policy: The City of Fowler General Plan designates the proposed school expansion site as Park/Open Space, while the County's Fowler Community Plan designates the site for reserve medium-density residential use. Schools are a permitted use in all single-family residential areas per the County of Fresno General Plan. The Fowler Unified School District expects the site to be annexed by the City of Fowler at the time of development.

Access: The Fowler General Plan and the County of Fresno Fowler Community Plan designate Armstrong Avenue and Adams Avenue as Collectors. The school site addition will have street frontage on Armstrong Avenue, and roads should be constructed to City of Fowler standards at the time of development.

ANALYSIS/DISCUSSION/GENERAL PLAN CONSISTENCY:

Relevant Policies:	Consistency/Considerations:
Policy LU-G.1: Cities have primary responsibility for planning within their LAFCo-adopted Spheres of Influence; they are responsible for urban development and the provision of urban services within those Spheres.	The proposed school site is within the City of Fowler Sphere of Influence and is designated for Park/Open Space in the City of Fowler General Plan. The project was routed to the City of Fowler for review and comment.
Policy LU-A.13: The County shall protect agricultural operations from conflicts with non-agricultural uses by requiring buffers between proposed non-agricultural uses and adjacent agricultural operations.	Although designated Reserve Medium-Density Residential by the County's Fowler Community Plan and currently part of a vineyard, the proposed site is in the City of Fowler Sphere of Influence and in an area planned for future urban development by the City as a park. Fowler General Plan Goal 2-1 requires a recorded Right-to-Farm notice for new development.
Policy PF-I.1: County shall encourage school districts to provide quality educational facilities to accommodate projected student growth in locations consistent with Land Use Policies in the General Plan.	The District is attempting to accommodate growth projections and neighborhood needs with the expansion of the Marshall Elementary School campus to provide preschool education.
Policy PF-I.6: Discourages the siting of schools in agricultural areas due to the growth-inducing potential of these facilities and conflicts with farming practices.	It is the intent of Policy PF-I.6 to discourage establishment of school facilities in agricultural areas because school facilities attract urban growth such as new residential developments, which could result in premature annexation of land as well as adversely affecting the surrounding farming operations. It is acknowledged that the proposed site is in an area designated for future urban development by the City of Fowler and is planned for urbanization.
Policy PF-I.7: County shall include schools among those public facilities and services considered an essential part of development; County shall work with residential developers and school districts to ensure needed school facilities are available to serve development.	The District has submitted the General Plan Conformity Application as part of the site acquisition and development process for the expansion of Marshall Elementary School. Analysis of this request has taken into consideration not solely existing land use patterns in the site's vicinity, but anticipated land uses based on the City and County General Plan policies that address urban fringe areas.

Relevant Policies:	Consistency/Considerations:
Policy HS-E.2: The County shall ensure that new development, including public infrastructure projects, does not create safety hazards such as glare from direct or reflective sources, smoke, electrical interference, hazardous chemicals, or fuel storage in violation of adopted safety standards.	The proposed project is the purchase of approximately 3 acres of land for the development of a preschool, associated with an elementary school campus. A preschool is not expected to create glare, smoke, electrical interference, or have hazardous chemicals or fuel storage on site.

GENERAL PLAN POLICY CONSIDERATIONS:

The proposed school site and immediate surrounding area are within the City of Fowler Sphere of Influence and are designated for residential land use in the County’s Fowler Community Plan and subject to Countywide goals, objectives, and standards. The Fowler General Plan designates the site as Park/Open Space.

A fundamental policy directive of the County’s General Plan is to direct urban growth to the cities and unincorporated communities. County General Plan Policy LU-G.1, related to city fringe areas, states that cities have primary responsibility for planning within their LAFCo-adopted Spheres of Influence and they are responsible for urban development and the provision of urban services within those Spheres.

According to City of Fowler General Plan Policy 2-3.5, the City of Fowler will work cooperatively with the Fowler Unified School District in the location of new school facilities to ensure adequate facilities, circulation, access for students, and recreation opportunities. The City of Fowler reviewed the proposed site acquisition and did not have concerns with the proposal other than to request that the site be annexed to the City of Fowler to provide continuity of public services and utilities.

As previously mentioned, the subject area is zoned for limited agricultural land uses (AL-20). Current zoning in this area is illustrated in Exhibit 2. General Policy PF-I.6 discourages the siting of schools in agricultural areas due to the growth-inducing potential of these facilities and conflicts with farming practices. In this case, however, the area is within the City of Fowler Sphere of Influence and planned for a park. The subject school is being located at this site to accommodate planned student growth in the area.

Fresno County General Plan Policy PF-I.1, related to the locating of school facilities, states that the County shall encourage school districts to provide quality educational facilities to accommodate projected student growth in locations consistent with Land Use Policies in the General Plan. Policy PF-I.7 states that the County shall include schools among those public facilities and services that are considered an essential part of the development service facilities that should be in place as development occurs, and shall work with residential developers and school districts to ensure that needed school facilities are available to serve new residential development. This proposal is consistent with this policy.

OTHER CONSIDERATIONS

The proposed school site is not subject to an Agricultural Land Conservation Contract under the provisions of the Williamson Act. Thus, the proposed site is not in conflict with related provisions and land uses.

REVIEWING AGENCY/DEPARTMENT COMMENTS:

Staff received comments from the following agencies/departments: Zoning Section, Site Plan Review Unit, Building and Safety Section, Water and Natural Resources Division and Design Division of the Fresno County Department of Public Works and Planning; County of Fresno Department of Public Health, Environmental Health Division; and Fresno County Fire Protection District. The comments did not express any concerns regarding General Plan conformity.

CONCLUSION:

County staff finds the proposed elementary school site consistent with Fresno County General Plan policies, based on analysis provided in this report.

PLANNING COMMISSION MOTIONS:

Recommended Motion (Finding of Consistency)

- Find that the proposed site acquisition is in conformance with the County General Plan and its policies relating to city fringe areas and siting of schools, and
- Direct the Secretary to prepare a Resolution documenting the Commission's action.

Alternative Motion (Finding of Non-Consistency)

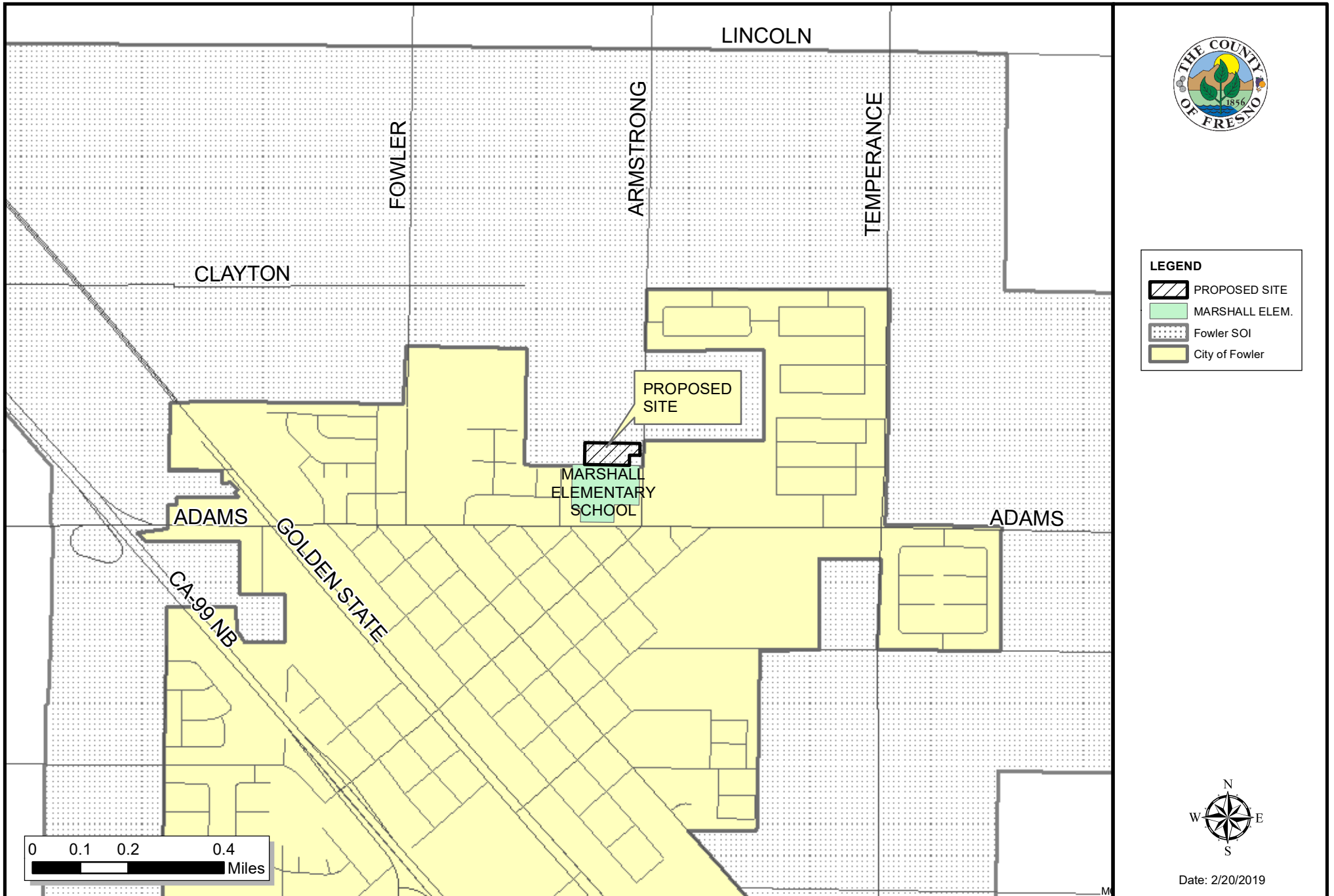
- Move to determine that the proposed site acquisition does not conform to the County General Plan (state the basis for not making the General Plan Consistency Finding); and
- Direct the Secretary to prepare a Resolution documenting the Commission's action.

MM:ksn

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LOCATION MAP

General Plan Conformity - Fowler Unified School District



LEGEND

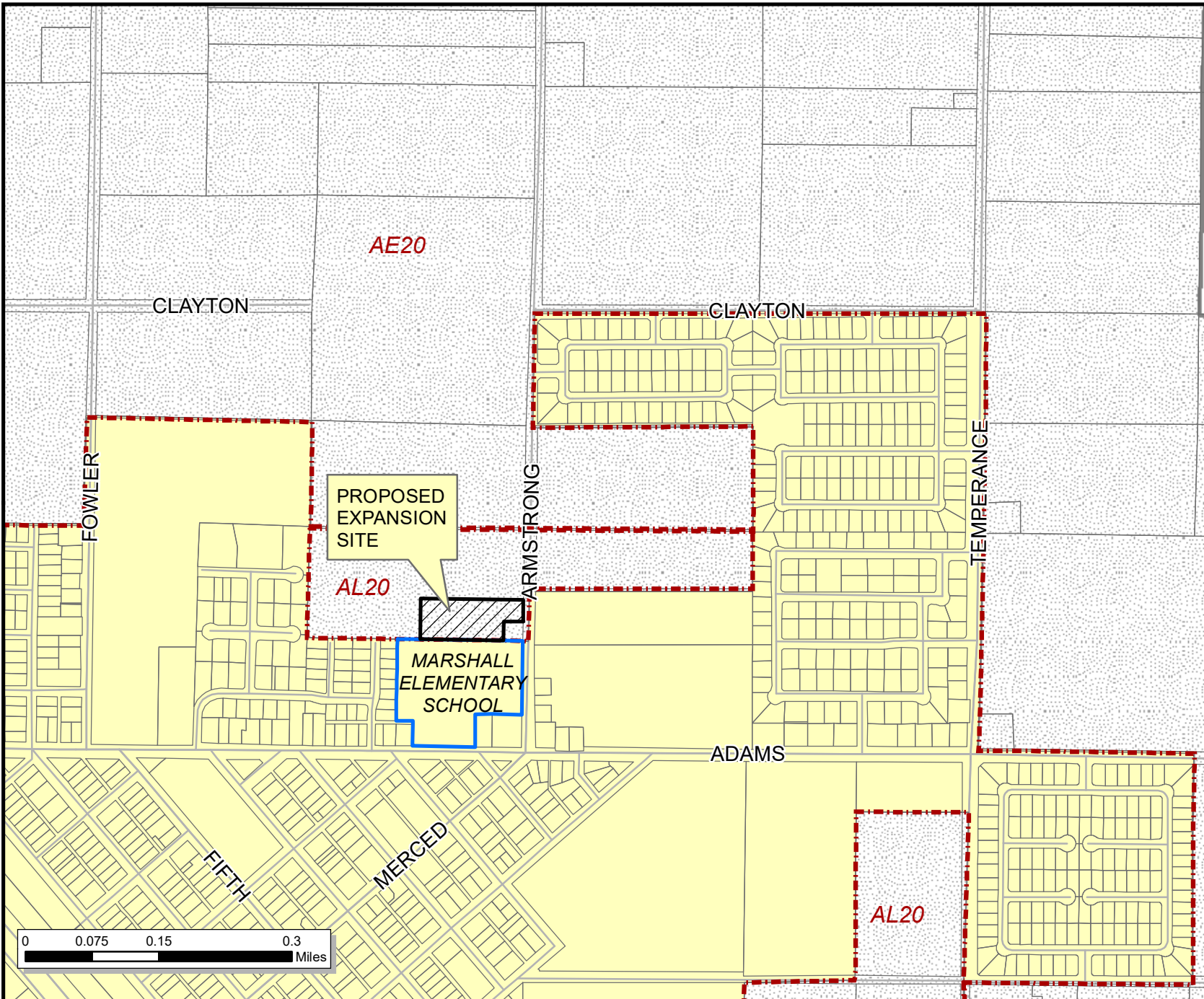
- PROPOSED SITE
- MARSHALL ELEM.
- Fowler SOI
- City of Fowler



Date: 2/20/2019

EXISTING ZONING

General Plan Conformity - Fowler Unified School District



LEGEND

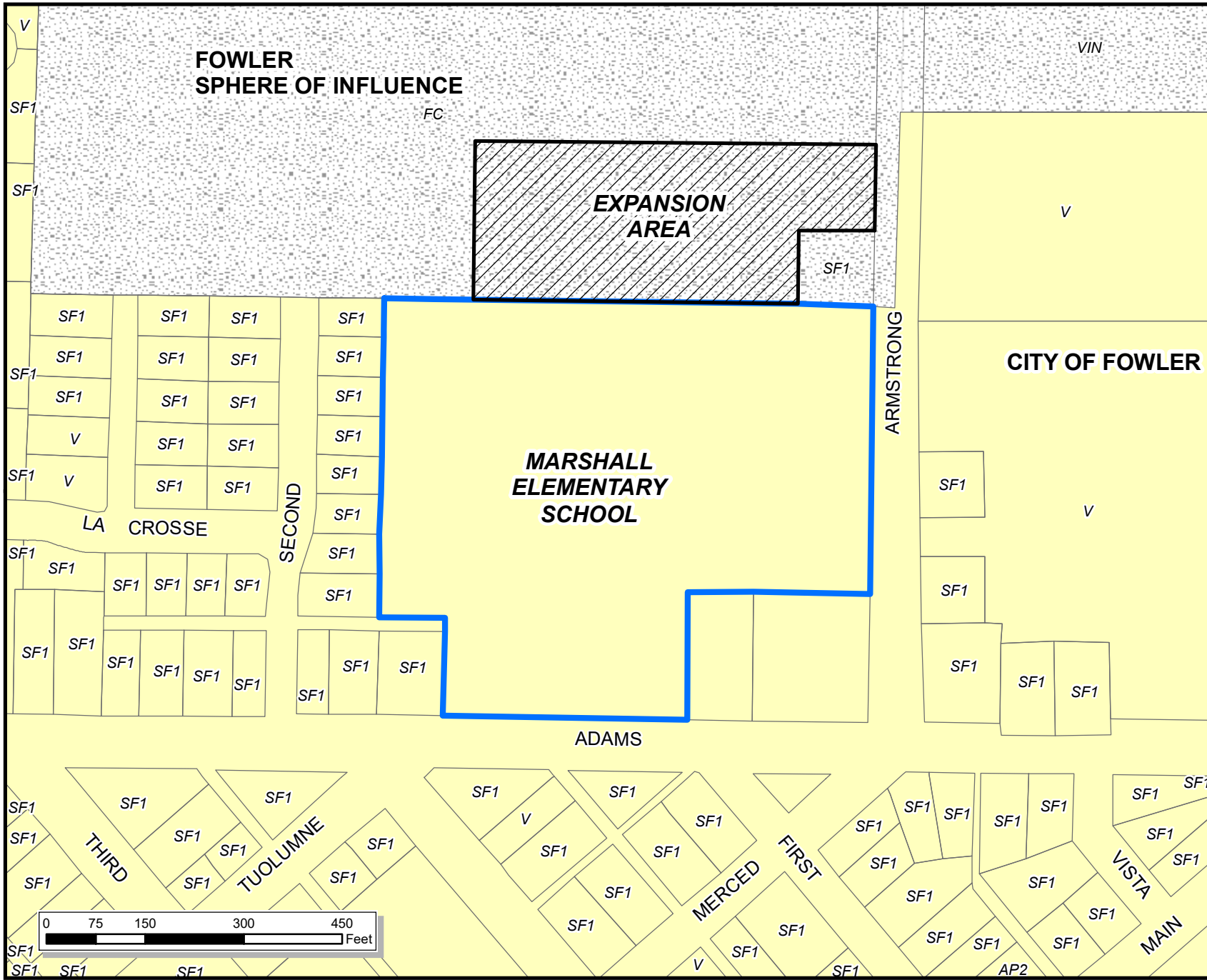
- PROPOSED SITE
- ZONING
- City of Fowler
- SOI




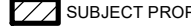
Date: 2/20/2019

EXISTING LAND USE MAP

General Plan Conformity - Fowler Unified School District



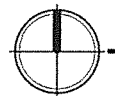
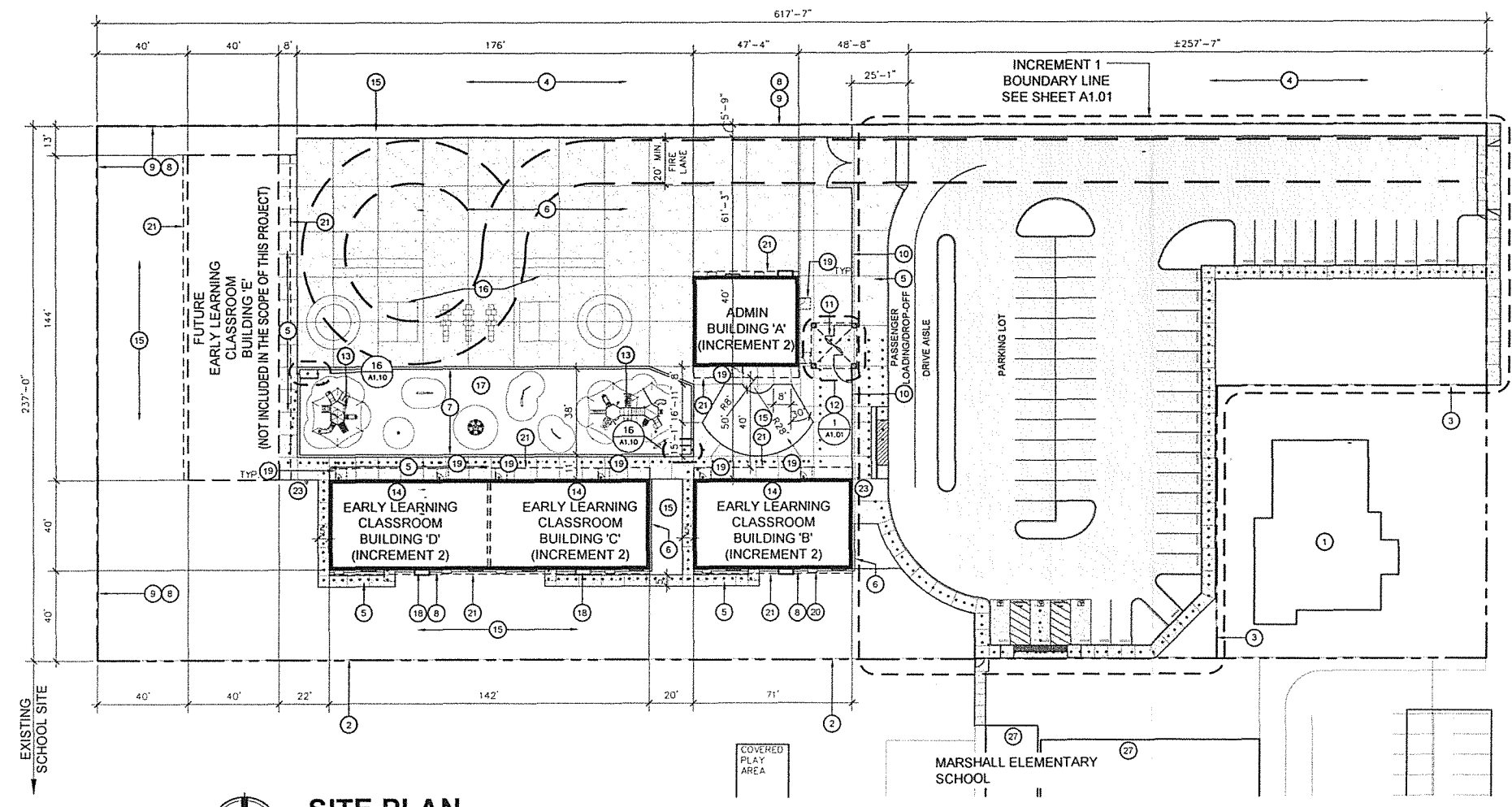
LEGEND

-  AG CONTRACT
-  SUBJECT PROPERTY

- CP# - OFFICE COMM./PROF
- FC - FIELD CROP
- GRZ - GRAZING
- I - INDUSTRIAL
- ORC - ORCHARD
- SF# - SINGLE FAMILY
- V - VACANT
- VIN - VINEYARD



Date: 2/4/2019



SITE PLAN

MARSHALL ELEMENTARY SCHOOL EXPANSION (INCREMENT NO. 1)

SCALE: 1" = 30'

PARKING ANALYSIS	
TOTAL STALLS	59
ACCESSIBLE STALLS REQUIRED	3
ACCESSIBLE STALLS PROVIDED	3
VAN STALLS REQUIRED	1
VAN STALLS PROVIDED	1

- | KEYNOTES | |
|----------|--|
| 1. | EXISTING RESIDENCE. |
| 2. | EXISTING 6' HIGH CHAIN-LINK FENCE TO REMAIN |
| 3. | EXISTING WOOD FENCE TO REMAIN. |
| 4. | EXISTING VINEYARD. |
| 5. | CONCRETE WALK/SLAB. SEE DETAIL 7/A1.10. |
| 6. | 6' HIGH CONCRETE CURB. SEE DETAIL 10/A1.10 |
| 7. | 12" WIDE x 16" DEEP CONCRETE RETAINING CURB. PER DETAIL 7/A1.11 |
| 8. | CONCRETE MOW STRIP PER DETAIL 14/A1.10. |
| 9. | 6' HIGH CHAIN LINK FENCE. SEE DETAIL 13/A1.11 |
| 10. | 6' HIGH DECORATIVE STEEL FENCE. SEE DETAIL 1/A1.11 |
| 11. | 6' ACCESSIBLE DECORATIVE STEEL GATE. SEE DETAIL 2/A1.11 |
| 12. | ENTRY STRUCTURE PER DETAILS A1.12 (INCREMENT #2) |
| 13. | PLAY STRUCTURE. PLAY STRUCTURES SHALL CONFORM WITH CBC SECTION 11B-100B AND SECTION 11B-240 |
| 14. | RE-LOCATABLE BUILDING ON CONCRETE FOUNDATION. REFER TO MODULAR BUILDING MANUFACTURES DRAWINGS FOR BUILDING PLANS, ELEVATIONS, & SECTIONS. (INCREMENT #2) |
| 15. | PLANTERTURF AREA. SEE LANDSCAPE PLANS |
| 16. | PLAYGROUND STRIPING SEE ENLARGED SITE DETAILS |
| 17. | PROVIDE ENGINEERED WOOD FIBER (EWF) TO A DEPTH OF 14" AT ALL PLAY AREAS. EWF TO CONFORM TO ASTM # F-2075 FOR MATERIAL AND ASTM #F-1292 FOR IMPACT ATTENUATION & ASTM #F-1951 FOR STABLE & FIRM SLIP RESISTANT SURFACE. |
| 18. | MODULAR BUILDING VENTILATION SHAFT. SEE BUILDING FOUNDATION PLANS. |
| 19. | 60 x 60 LEVEL LANDING. |
| 20. | MODULAR BUILDING HVAC UNIT. PROVIDE PROTECTION SHROUD AT EACH EXTERIOR UNIT PER DETAIL X/A.X.X |
| 21. | ROOF OVER HANG |
| 22. | EXISTING PORTABLE CLASSROOM |
| 23. | FIRE HYDRANT |

BUILDING DATA	
BUILDING "A" (INCREMENT 2) OCCUPANCY EB CONST. TYPE VB-NS	FLOOR AREA 1895 SF ROOF O.H. 331 SF TOTAL BLDG. AREA 2226 SF 2226 SF PROPOSED <9,500 SF ALLOWABLE = OK NON-SPRINKLED
BUILDING "B" (INCREMENT 2) OCCUPANCY E CONST. TYPE VB-NS	FLOOR AREA 2840 SF ROOF O.H. 479 SF TOTAL BLDG. AREA 3319 SF 3319 SF PROPOSED <9,500 SF ALLOWABLE = OK NON-SPRINKLED
BUILDING "C" & "D" (INCREMENT 2) OCCUPANCY E CONST. TYPE VB-NS	FLOOR AREA 5680 SF ROOF O.H. 558 SF TOTAL BLDG. AREA 6248 SF 6248 SF PROPOSED <9,500 SF ALLOWABLE = OK NON-SPRINKLED
BUILDING "E" (FUTURE) OCCUPANCY E CONST. TYPE VB-NS	FLOOR AREA 5680 SF ROOF O.H. 558 SF TOTAL BLDG. AREA 6248 SF 6248 SF PROPOSED <9,500 SF ALLOWABLE = OK NON-SPRINKLED

- | LEGEND | |
|--------|---|
| | INDICATES NEW PORTABLE BUILDING ON CONCRETE FOUNDATION (INCREMENT #2) |
| | INDICATES FUTURE PORTABLE CLASSROOM BUILDING |
| | INDICATES NEW CONCRETE SIDEWALK |
| | ASPHALT PAVEMENT |
| | INDICATES ACCESSIBLE ROUTE |
| | PROPERTY LINE |

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Project Name & Address: **MARSHALL ELEMENTARY SCHOOL EXPANSION INCREMENT 1**
FOWLER UNIFIED SCHOOL DISTRICT
142 N. ARMSTRONG FOWLER, CA. 93625

Issue Date: 01/31/19
Date: 01/31/19
Designer: [Signature]
Agency Approval Stamp: FILE # DSA FILE NUMBER [Stamp]
DIV. OF THE STATE ARCHITECT OFFICE OF REGULATION SERVICES
DSA APPLICATION NO. AC _____ FLS _____ SS _____
DATE _____
TRACKING #: DSA TRACKING NO. _____

Job No.: **5357**
Sheet No.: **A1.00**

Release: -