



Folsom City Council Staff Report

MEETING DATE:	12/9/2025
AGENDA SECTION:	New Business
SUBJECT:	Resolution No. 11512 - A Resolution Approving a Minor Administrative Modification Request from Folsom Cordova Unified School District to Modify Folsom Plan Area Specific Plan Land Use Designations and Residential Unit Allocations for Designated Parcels, to Accommodate the Relocation of a Planned Middle School Site to a Location Adjacent to a High School Site
FROM:	Community Development Department

RECOMMENDATION / CITY COUNCIL ACTION

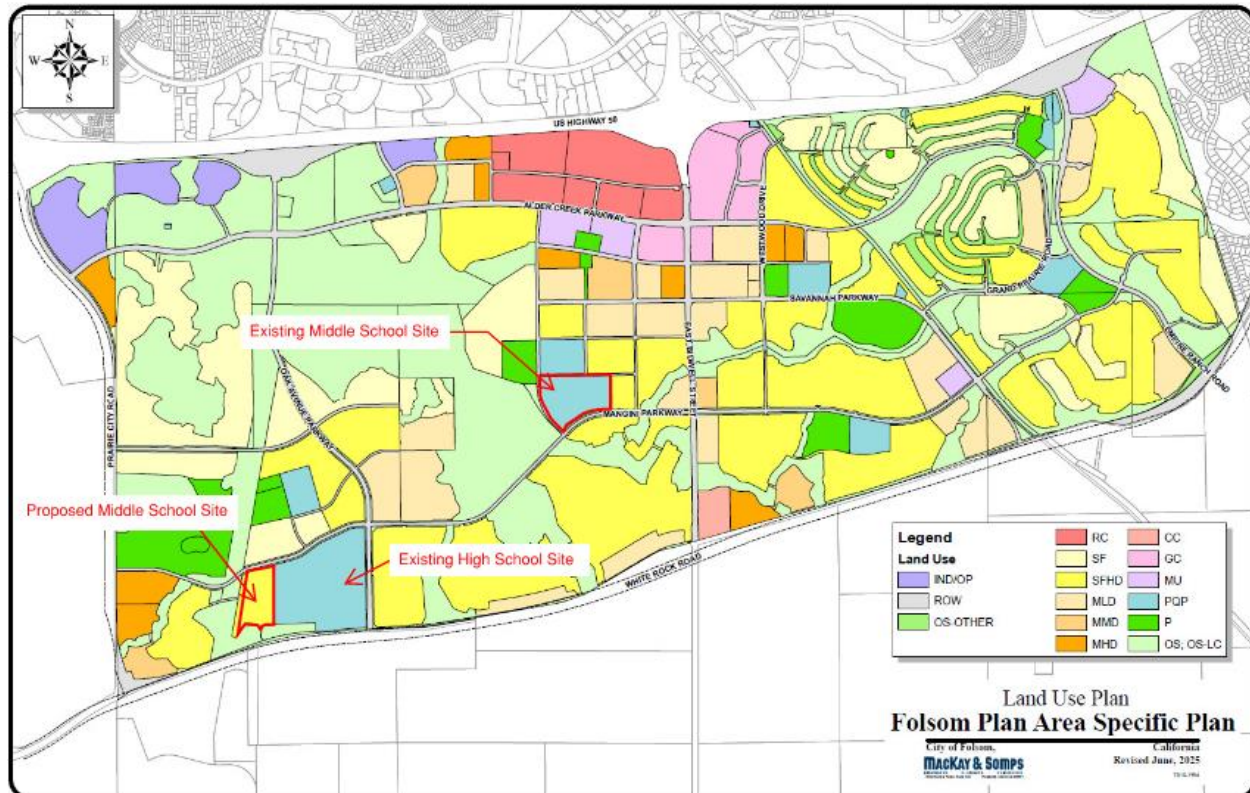
Adopt Resolution No. 11512 - A Resolution Approving a Minor Administrative Modification Request from the Folsom Cordova Unified School District to Modify Folsom Plan Area Specific Plan Land Use Designations and Residential Unit Allocations for Designated Parcels, to Accommodate the Relocation of a Planned Middle School Site to a Location Adjacent to a High School Site.

BACKGROUND / ISSUE

The Folsom Plan Area Specific Plan (FPASP or Plan Area) is a comprehensively planned community that includes a mix of residential, commercial, employment, and public uses, with a projected population of over 31,000 at full buildout. The Plan Area is within the boundaries of the Folsom Cordova Unified School District (FCUSD). Based on student generation factors for each type of residential unit expected in the Plan Area, FCUSD estimated that four elementary schools, one middle school, and one high school would be needed to support students in the Plan Area. Accordingly, the FPASP identifies sites for several elementary schools, a middle school and a high school in *Figure 11.1 – Public Services & Facilities* (refer to Attachment 2). As of the writing of this report, two elementary schools, Mangini Ranch and Alder Creek, have been built in the eastern portion of the Plan Area.

On July 18, 2025, the City of Folsom received an application from the FCUSD for a Minor Administrative Modification (MAM) to the Plan Area. The FCUSD is making this request because they wish to relocate the planned middle school site to a location adjacent to the planned high school site to create a combined campus. An exhibit showing the existing and proposed middle school sites is below:

FIGURE 1: EXISTING AND PROPOSED MIDDLE SCHOOL SITES



FCUSD states that the project vision for a combined high school/middle school includes:

- Providing seamless transitions through middle and high school (a critical issue for student success).
- Improving communication for staff and articulation of instruction across grade levels.
- Sharing facilities otherwise unavailable to middle school students.
- Maintaining a safe and cohesive campus for studies.
- Separate schools with individual identities, while benefitting from shared resources and facilities.
- Meet the District's goal to deliver a timely and cost-efficient school complex.

A preliminary site plan showing a combined campus prepared for FCUSD is included with this report as Attachment 3 and the Project Cover Letter and Narrative are included as Attachment 4.

This request requires a change to Specific Plan Land Use Designations for the two subject sites and a Transfer of Development Rights between FPASP Parcels, both of which can be accommodated through a MAM for public/quasi-public uses. Specific changes are as follows:

- The existing Middle School site (FPASP Parcel 165A-1, 22.21 acres) would be changed from a PQP (Public/Quasi-Public) to SFHD (Single Family High Density) Land Use Designation.
- The proposed Middle School site (FPASP Parcel 17B, 15.68 acres) would be changed from a SFHD Land Use Designation to a split of 11.75 acres of PQP and 3.93 acres of SFHD Land Use Designations.
- 85 Residential Dwelling Units allocated to FPASP Parcel 17B, and 4 Residential Dwelling Units allocated to FPASP Parcel 12, would be transferred to FPASP Parcel 165A-1 to retain consistency with land use residential density requirements.

After internal review, staff determined that the MAM request, while usually considered at a staff level, was a decision best made in a public forum by the City Council. This is because the Specific Plan is now home to residents who may wish to provide input to both the City Council and FCUSD on the proposed relocation.

POLICY / RULE

As set forth in Section 13.3 (Administrative Procedures) of the FPASP, Minor Administrative Modifications (MAMs) to the FPASP that are consistent with and do not substantially change its overall intent, such as minor adjustments to the land use locations and parcel boundaries shown in *Figure 4.2 - Specific Plan Land Use* and *Figure 4.3 - Plan Area Parcels* and the land use acreages shown in *Table 4.2 – Land Use Summary* may be approved administratively by the City of Folsom Community Development Department, provided the following criteria are met:

- The proposed modification is within the Plan Area.
- The modification does not reduce the size of the proposed town center.
- The modification retains compliance with City Charter Article 7.08, previously known as Measure W.
- The general land use pattern remains consistent with the intent and spirit of the FPASP.
- The proposed changes do not substantially alter the backbone infrastructure network.
- The proposed modification offers equal or superior improvements to development capacity or standards.
- The proposed modification does not increase environmental impacts beyond those identified in the EIR/EIS.

- Relocated park or school parcels continue to meet the standards for the type of park or school proposed.
- Relocated park or school parcels remain within walking distance of the residents they serve.

Further, Section 13.3 allows for the transfer of residential unit allocations and commercial, industrial/office park and the commercial portions of mixed use building area allocations shall be allowed as a minor administrative modification. The city shall approve residential dwelling unit allocation transfers or density adjustments between any Plan Area residential land use parcel or parcels, provided the following conditions are met:

- The transferor and transferee parcel or parcels are located within the Plan Area and are designated for residential use.
- The transferor and transferee parcel or parcels conform to all applicable development standards contained in Appendix A of the FPASP.
- The transfer of units does not result in increased impacts beyond those identified in the FPASP EIR/ EIS.
- The transfer of units does not adversely impact planned infrastructure, roadways, schools or other public facilities; affordable housing agreements; or fee programs and assessment districts; unless such impacts are reduced to an acceptable level through project-specific mitigation measures.

Related to this specific case, Policy 4.24 of the Folsom Plan Area Specific Plan (FPASP) states that all Public/Quasi-Public sites shown in *Figure 4.2 – Specific Plan Land Use* may be relocated or abandoned as a minor administrative modification of the FPASP. The land use designation of the vacated site or sites will revert to the lowest density adjacent residential land use. In no event shall the maximum number of Plan Area dwelling units and the total commercial building area allocated in this Specific Plan be exceeded.

Finally, Section 13.3 of the FPASP also allows the Community Development Department to defer review or action on any item, including a MAM, to the City Planning Commission and/or the City Council.

ANALYSIS

Staff of the Community Development Department reviewed the MAM request and have determined that the requested relocation meets all applicable Plan Area policies and the required MAM findings.

Folsom Plan Area Specific Plan Policy Conformance

Land use policies for the Plan Area are found in *Chapter 4 – Land Use* and public services policies are found in *Chapter 11 – Public Services and Facilities*. In general, the FPASP expects that schools will be sited near residential neighborhoods and accommodate the needs of Plan Area residents.

FPASP Policy 4.22 specifically states that:

Land shall be reserved for schools as required by the City of Folsom and the Folsom Cordova Unified School District in accordance with state law. School sites shall be in the general locations shown in Figure 4.2 Specific Plan Land Use and have comparable acreages as established in Table 4.2 - Land Use Summary.

Policy 11.1 further states that:

Public schools will be constructed in the Plan Area in accordance with the Folsom City Charter and state law.

As discussed in more detail in the Required Minor Administrative Modifications section of this report, the proposed relocation is consistent with Plan Area policies in that the middle school remains near residential neighborhoods and because FCUSD will provide campus facilities that meet state law, the needs of Plan Area residents, and that will not burden Folsom residents outside of the Plan Area financially. Further, *Figure 4.2, Table 4.2*, and *Table 11.4* as well as *Figure 11.1 – Public Services & Facilities* as shown in Attachment 2, will be updated to reflect the revised land use designations and summary. The discussions of both the middle school and high school Section 11 of the FPASP will need to be updated as well.

Required Minor Administrative Modification Finding

Staff have reviewed the requested relocation against the findings required for approval of MAMs to the FPASP and provide the following analyses:

Finding: The proposed modification is within the Plan Area.

Analysis: Met. All affected properties are within the Plan Area.

Finding: The modification does not reduce the size of the proposed town center.

Analysis: Met. The requested modification does not affect the town center.

Finding: The modification retains compliance with City Charter Article 7.08, previously known as Measure W.

Analysis: Met. The requested modification does not affect the Water Supply Agreement, the Infrastructure Funding and Phasing Plan, or any Open Space areas required or protected under Measure W. Further, the Folsom Cordova Unified School District approves of the proposed relocation of the middle school site and consolidation with the proposed high school site.

- Finding: The general land use pattern remains consistent with the intent and spirit of the FPASP.
- Analysis: Met. The proposed change results in both the middle and high school sites being in the southwest quarter of the Plan Area, while the central portion of the Plan Area becomes more residential. This does shift the overall land use pattern of the Plan Area, reducing the intermingling of land uses to a degree. However, consolidation of the middle and high school sites and a residential central area are consistent with the Plan Area land use pattern first approved in 2011, which planned for a combined high school and middle school site in a portion of the area now occupied by the Regency at Toll project. At the request of FCUSD, the city approved a MAM in 2017 to split the high school and middle school sites and relocate them. The current request returns to the more efficient combined campus plan, which has reduced the necessary acreage for the middle school from 22 acres to less than 12 acres and restores the residential land use planned for the central area. Finally, with the transfer of development rights requested with this MAM, the number of dwelling units remains the same.
- Finding: The proposed changes do not substantially alter the backbone infrastructure network.
- Analysis: Met. At the city's request, FCUSD contracted with Kimley Horn for an Intersection Control Evaluation (ICE) Study to review any potential impacts to Plan Area intersections or roadways. The ICE Study confirmed that the intersection and roadway improvements already required for Specific Plan buildout would support the shift in traffic to the new combined middle school and high school site. See Attachment 5 for the ICE Analysis. All other backbone infrastructure (sewer, water, dry utilities) is unaffected by the relocation. Therefore, no alterations to the backbone infrastructure network are required.
- Finding: The proposed modification offers equal or superior improvements to development capacity or standards.
- Analysis: Met. As stated earlier in this report, consolidation of the middle and high school sites and a residential central area are consistent with the Plan Area land use pattern first approved in 2011. This request returns to the more efficient combined school campus plan, which has reduced the necessary acreage for the middle school from 22 acres to less than 12 acres and restores the residential land use planned for the central area.
- Finding: The proposed modification does not increase environmental impacts beyond those identified in the EIR/EIS.
- Analysis: Met. At the city's request, FCUSD contracted with Kimley Horn for a Vehicle Miles Traveled (VMT) Screening Analysis to confirm that the relocation would not result in an increase in VMT and thus a need for further environmental review under CEQA. For background, Senate Bill 743 (2013) changed the focus of

transportation impact analyses in CEQA from measuring impacts to drivers (Level of Service) to measuring the impact of driving (Vehicle Miles Travelled). The FPASP EIR/EIS predated this change and so did not include an analysis of VMT. As the relocation would be considered a new project under CEQA, a VMT analysis was deemed necessary. Kimley Horn found that the school relocation screened out of further VMT analysis because under locally accepted guidelines, it falls under the Local-Serving Public Facilities/Services category, which is considered exempt. Therefore, no further CEQA review is required for this impact area. City staff did not identify any other potential environmental impacts from the relocation that would necessitate analysis beyond that provided in the FPASP EIR/EIS. See Attachment 6 for the VMT Screening Analysis.

- Findings: Relocated park or school parcels continue to meet the standards for the type of park or school proposed. Relocated park or school parcels remain within walking distance of the residents they serve.
- Analysis: Met. The Folsom Cordova Unified School District has confirmed that the proposed relocated school continues to meet their standards for the type of school proposed. School sites in the Plan Area must be within walking distance of residential neighborhoods, support the expected number of students generated by Plan Area development, and must not burden properties north of Highway 50 with additional cost to build and maintain. Staff notes that the relocation of the middle school site shifts which students would likely walk to campus from those in the central district of the Plan Area to those in the western district. However, the Plan Area includes a robust network of Class I bike paths and Class II bike lanes that can provide a reasonable opportunity for students to the east of the combined school site to walk or bicycle to campus. An exhibit provided by FCUSD showing areas within 3 miles of the existing and proposed sites and *FPASP Figure 7.32 – Bikeway Plan* are included as Attachments 7 and 8 to this report for reference.

As outlined earlier, the MAM also includes a request to transfer dwelling units between Plan Area parcels. The city shall approve residential dwelling unit allocation transfers or density adjustments between any Plan Area residential land use parcel or parcels, provided the following conditions are met:

- Condition: The transferor and transferee parcel or parcels are located within the Plan Area and are designated for residential use.
- Analysis: Met. All parcels are within the Plan Area and are either currently or as a result of the school relocation will be designed for residential use.
- Condition: The transferor and transferee parcel or parcels conform to all applicable development standards contained in Appendix A of the FPASP.
- Analysis: Met. All parcels conform to applicable development standards of the FPASP.

Condition: The transfer of units does not result in increased impacts beyond those identified in the FPASP EIR/ EIS.

Analysis: Met. The transfer of units does not result in additional residential units, increases to VMT, or any other impacts beyond those identified in the FPASP EIR/EIS.

Condition: The transfer of units does not adversely impact planned infrastructure, roadways, schools or other public facilities; affordable housing agreements; or fee programs and assessment districts; unless such impacts are reduced to an acceptable level through project-specific mitigation measures.

Analysis: Met. The transfer of units does not adversely impact any of the above items, as it supports school development, and has no impact to planned infrastructure, affordable housing agreements, or fee programs and assessment districts.

Overall, while the project meets the requirement for the MAM and allows FCUSD to develop the middle school and high school campuses in a more efficient manner, this does shift the middle school away from the more walkable central area of the community to the western area where there is less housing and more open space. Homeowners in Mangini Ranch may have purchased homes expecting to be within walking distance or at least close proximity to the school and may now have to drive their children to school. As noted previously, the consolidation of the middle and high school sites and as well as the return a more residential central area are consistent with the original Plan Area land use pattern from 2011. Nevertheless, this return to consolidated school campuses also results in a residential remainder parcel that is 3.93 acres adjacent to the proposed middle school campus that is isolated and may be somewhat difficult to develop.

FINANCIAL IMPACT

No financial impact is anticipated with the approval of the Minor Administrative Modification as the request will not result in any changes to the total number of residential units within the FPASP.

ENVIRONMENTAL REVIEW

All Public/Quasi-Public sites shown in FPASP *Figure 4.2 – Specific Plan Land Use* may be relocated or abandoned as a minor administrative modification of the FPASP. The land use designation of the vacated site or sites will revert to the lowest density adjacent residential land use. In no event shall the maximum number of Plan Area dwelling units and the total commercial building area allocated in this Specific Plan be exceeded. For purposes of CEQA compliance for discretionary projects, the combination of the total maximum number of residential units and commercial square footage analyzed in the Folsom Plan Area Specific Plan Environmental Impact Report/Environmental Impact Statement SCH#200809205) shall not be exceeded without requiring further CEQA compliance.

A Vehicle Miles Travelled Screening Analysis prepared by Kimley Horn found that the school relocation screened out of further VMT analysis because under locally accepted guidelines, it falls under the Local-Serving Public Facilities/Services category, which is considered exempt. Therefore, no further CEQA review is required for this impact area. City staff did not identify

any other potential environmental impacts from the relocation that would necessitate analysis beyond that provided in the FPASP EIR/EIS. Finally, the transfer of dwelling units requested as part of this MAM does not result in any increase in residential units analyzed in the FPASP EIR/EIS. Therefore, this request qualifies for the statutory exemption of CEQA Guidelines Section 15182 – Projects Pursuant to a Specific Plan.

ATTACHMENTS

1. Resolution No. 11512 – A Resolution Approving a Minor Administrative Modification Request from the Folsom Cordova Unified School District to Modify Folsom Plan Area Specific Plan Land Use Designations and Residential Unit Allocations for Designated Parcels, to Accommodate the Relocation of a Planned Middle School Site to a Location Adjacent to a High School Site.
2. FPASP Figure 11.1 – Public Services and Facilities
3. Preliminary Folsom Ranch High School/Middle School Site Plan, dated April 2, 2025
4. Project Cover Letter and Narrative
5. Intersection Control Evaluation (ICE) Summary, dated June 5, 2025
6. Vehicle Miles Travelled (VMT) Screening Analysis, dated October 13, 2025
7. FCUSD 3-Mile Buffer Radius Exhibit
8. FPASP Figure 7.32 – Bikeway Plan

Submitted,



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