

STAFF REPORT



COMMUNITY DEVELOPMENT

DATE: April 21, 2026

TO: Justin Hess, City Manager

FROM: Patrick Prescott, Community Development Director
VIA: Fred Ramirez, Assistant Community Development Director
Scott Plambaeck, Planning Manager
Daniel Villa, Principal Planner
BY: Karen C. Hernandez, Associate Planner

SUBJECT: Introduction of an Ordinance for a Zone Map Amendment to Establish a Zoning Designation of Single-Family Residential (R-1) and Adoption of a Resolution Amending the General Plan Land Use Map to Establish a Land Use Designation of Low Density Residential, for Portions of 17 Properties Located on the 600-700 Block of Roselli Street that are Proposed for Annexation into the City of Burbank, to Pre-Zone the 17 Properties Related to Same; Finding of CEQA Exemptions (14 CCR §§ 15319, 15601(b)(3).)

RECOMMENDATION

1. Introduce AN ORDINANCE OF THE COUNCIL OF THE CITY OF BURBANK AMENDING THE ZONING MAP TO ESTABLISH ZONING DESIGNATIONS OF SINGLE FAMILY RESIDENTIAL (R-1) ZONE FOR PORTIONS OF 17 PROPERTIES THAT ARE PROPOSED FOR ANNEXATION INTO THE CITY (PROJECT NO. 25-0004181; ZONE MAP AMENDMENT) (Attachment 1).
2. Adopt A RESOLUTION OF THE COUNCIL OF THE CITY OF BURBANK AMENDING THE GENERAL PLAN LAND USE MAP TO ESTABLISH LAND USE DESIGNATIONS OF LOW DENSITY RESIDENTIAL FOR PORTIONS OF 17 PROPERTIES THAT ARE PROPOSED FOR ANNEXATION INTO THE CITY (PROJECT NO. 25-0004181) (Attachment 2).

EXECUTIVE SUMMARY

The City is correcting a jurisdictional boundary issue affecting 17 residential properties on Roselli Street that currently receive City of Burbank services, but are partially within City

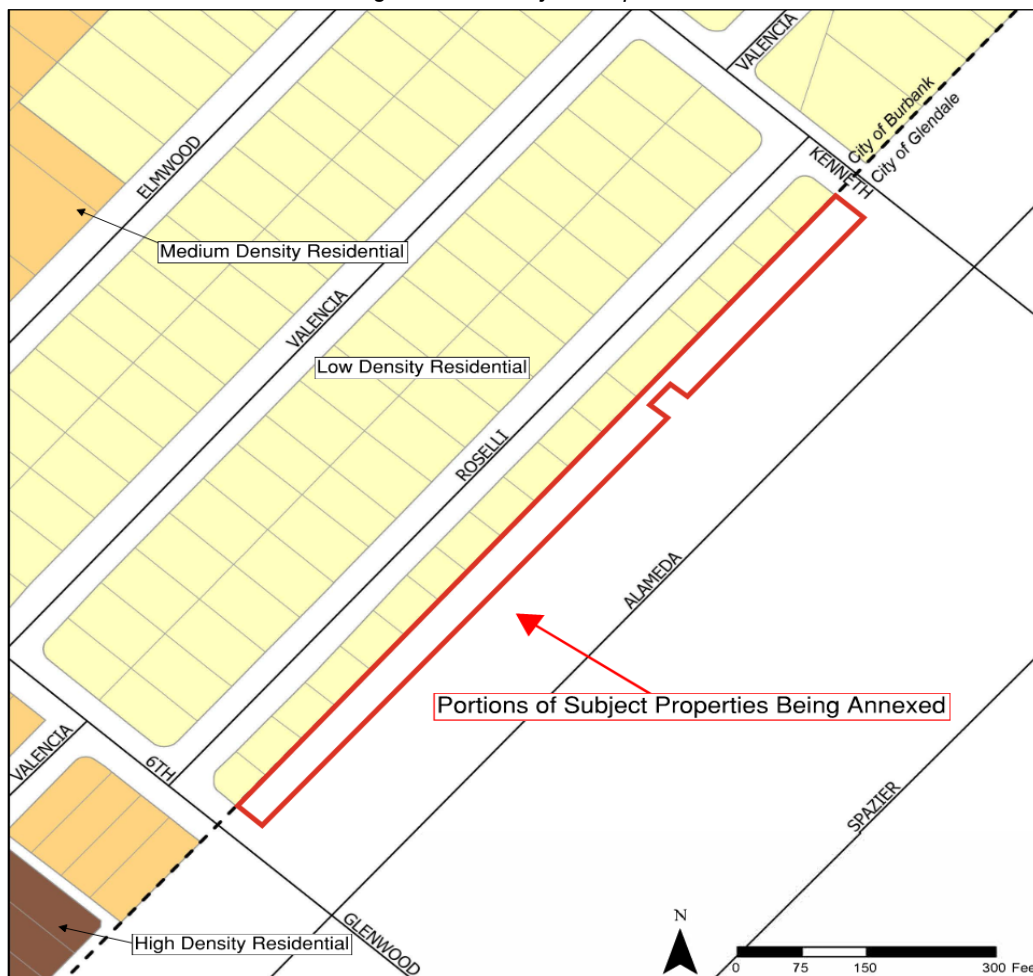
of Glendale. This misalignment, in addition to a recent precinct boundary change, has resulted in incorrect voter ballots and property tax allocation to Glendale instead of Burbank. Staff recommends approval of a General Plan Map Amendment (GPA) and Zone Map Amendment (ZMA) to pre-zone the affected portions, in advance of the LAFCO reorganization application. These actions are required to complete the annexation process and ensure residents are fully incorporated into the City of Burbank.

BACKGROUND

Roselli Block Characteristics and Issues Raised

On the even side of the 600 and 700 block of Roselli Street there are 17 properties that are bisected by the jurisdictional boundaries of the City of Burbank and the City of Glendale (Subject Properties). This leaves the rear approximately 50 feet of each of the Subject Properties in the City of Glendale, while the majority of each lot of the Subject Properties is within the City of Burbank. The Subject Properties front Roselli Street in the City of Burbank and therefore have City of Burbank addresses. In addition, these properties receive municipal services from the City of Burbank, including water, electricity, sewer, and solid waste collection services.

Figure No. 1: Subject Properties



Until recently, the boundary bisection had no known impact on the residents. However, during the November 2022 election, the Burbank City Clerk's Office became aware that residents living on the Subject Properties did not receive vote-by-mail ballots that included Burbank election contests for City Council, City Clerk, City Treasurer, and the Burbank Unified School Board. The City Clerk's Office determined that this issue resulted from a precinct boundary change implemented during the 2021 redistricting process that was affected by the existing jurisdictional boundaries. As a result, property taxes for the Subject Properties were credited to the City of Glendale rather than the City of Burbank. Since voter ballot assignments are based on the jurisdiction in which property taxes are paid, residents of the Subject Properties currently receive City of Glendale ballots instead of City of Burbank ballots.

To correct this situation, the jurisdictional boundaries must be adjusted so that the Subject Properties are completely within the City of Burbank. This would require the annexation, into Burbank, of portions of the Subject Properties currently within the City of Glendale. In addition, this will require the City of Glendale to concurrently detach the properties from its jurisdictional boundaries. The proposed annexation and concurrent detachment will also amend the City Limit Boundaries for both Burbank and Glendale and must be approved by the Los Angeles County Local Agency Formation Commission (LAFCO) ¹

The City of Burbank initiated coordination with the City of Glendale, including communication with their City Clerk and City Manager, to apprise them of the boundary issue and its impact on residents' voting rights. Glendale's City Manager confirmed Glendale's cooperation in correcting the boundary lines, enabling Burbank to move forward with the annexation process for the noted portions of the Subject Properties.

Burbank City Council Request to Initiate Annexation Proceedings

On October 29, 2024, the Burbank City Council adopted Resolution No. 24-29,567 (Attachment 3) requesting that the LAFCO initiate proceedings for the annexation to the City of Burbank and concurrent detachment from the City of Glendale of portions of the Subject Properties (collectively, the "Reorganization"), and directing Staff to process any and all documents as necessary to effectuate the Reorganization.

Local Agency Formation Commission (LAFCO) Annexation Process and Application

To initiate proceedings for the Reorganization, the City of Burbank needs to submit a completed application to the LAFCO for review and consideration (LAFCO Application). The LAFCO Application identifies several submittal requirements that must be included (Attachment 4). One requirement is the submittal of a "Pre-Zoning Ordinance," which is a

¹ The Local Agency Formation Commission (LAFCO) is an independent public agency with countywide jurisdiction over the boundaries of cities and certain special districts within their respective counties. All requests for jurisdictional reorganization, including annexations, are coordinated by each county's LAFCO.

Zoning Ordinance that would preemptively establish Zoning Designations for the portions of the Subject Properties proposed for annexation (Zoning Ordinance). To be able to submit to the LAFCO the required Zoning Ordinance along with the LAFCO Application, the City needs to preemptively establish a Zoning Designation for the properties proposed for annexation into the City. In addition, the City also needs to preemptively establish a General Plan Land Use Designation for these same properties. The designations would only take effect upon the LAFCO's approval of the Reorganization. This would ensure that the portions of the Subject Properties proposed for annexation have established General Plan and Zoning Designations.

To complete and submit the LAFCO Application, the City needs to undertake a GPA and ZMA. Burbank Municipal Code (BMC) Sections 10-1-101 and following, governs the GPA. BMC Sections 10-1-1961 and following, governs the ZMA. From the date an application is submitted, this process typically takes approximately two to three years to complete.

City of Glendale's Role in the Process

The LAFCO Application will be submitted by the City of Burbank. The City of Glendale will not be a party to the application. However, as part of the LAFCO process, the LAFCO will provide public notice to all impacted stakeholders and agencies, including the City of Glendale. The City of Glendale will have an opportunity to provide public comments and reaffirm if they are in favor of the proposed Reorganization. The LAFCO will consider any comments from the City of Glendale in their decision on the proposed Reorganization.

Existing Neighborhood Context

The GPA and ZMA must meet findings that the proposed GPA amendments are compatible with the surrounding neighborhood. The portion of the Subject Properties located within the City of Burbank have a General Plan Land Use Designation of Low Density Residential, a Zoning Designation of Single Family Residential (R-1), and are currently developed with single family homes and have been such for decades. The surrounding neighborhood also consists of General Plan Land Use Designations of Low Density Residential, Medium Density Residential, and High Density Residential; and Zoning Designations of Single-Family Residential (R-1) and High Density Residential (R-4). The surrounding neighborhood is generally improved with a mix of single family and multifamily homes, and therefore the amendments will be compatible with the surrounding neighborhood (Attachment 5).

DISCUSSION

Proposed General Plan Map Amendment (GPA) and Zone Map Amendment (ZMA)

A GPA is required before the ZMA, because Zoning Map Amendments must be consistent with the City's adopted General Plan. Accordingly, Staff proposes two amendments:

- 1) A General Plan Map Amendment to *Burbank2035* would, by resolution, amend the General Plan Land Use Map in Exhibit LU-1. (Land Use Diagram) to establish General Plan Land Use Designations of Low Density Residential for portions of the 17 properties that are proposed for annexation into the City.

- 2) A Zone Map Amendment which would, by ordinance², amend the City of Burbank Zoning Map, as referenced in BMC § 10-1-302(A), to establish a Zoning Designation of Single Family Residential (R-1) for portions of 17 properties that are proposed for annexation into the City.

These designations would be consistent with (1) the existing designations of those portions of the Subject Properties currently within the City of Burbank; (2) the objectives, policies, general land uses and programs of the *Burbank2035*; and (3) would be consistent with the existing development pattern on site and in the surrounding neighborhood. The amendments would become effective upon the properties being annexed into the City.

Findings for Approval of a General Plan Map Amendment

Pursuant to BMC § 10-1-102 (Amendment of General Plan), the GPA requires Planning Commission consideration and City Council approval. The City Council can make amendments to the General Plan as often as it deems it necessary or advisable for the best interests of the City, and after making required findings (see generally Gov. Code §65300.5.) (Attachment 2, p. 3-6). It is staff's assessment that the proposed GPA meets the findings and is compatible with the *Burbank2035* General Plan, the Low-Density Residential designation for the whole parcel and with the surrounding neighborhood, and is progression towards fulfilling the City Council's request through Resolution No. 24-29,567.

Findings for Approval of a Zone Map Amendment

Pursuant to BMC § 10-1-107 (Zone Map Amendments Consistent With General Plan) and 10-1-1961 (Zone Map Amendment), and following, zone map amendments require Planning Commission consideration and City Council approval. The City Council can make amendments to the Zoning Map after making the required findings (Attachment 1, p. 3-4). It is staff's assessment that the proposed ZMA meets the findings and is compatible with the *Burbank2035* General Plan, the Zoning Designation for the whole parcel and with the surrounding neighborhood, and is progression towards fulfilling the City Council's request through Resolution No. 24-29,567.

Planning Commission Recommendation

The Planning Commission considered the proposed GPA Resolution and ZMA Ordinance during their noticed meeting on February 23, 2026, following a presentation by staff. Staff received six phone calls prior to the public hearing inquiring about the purpose of the GPA

² This would fulfill the Zoning Ordinance requirement referenced in the Background discussion above.

and ZMA, and impacts to the surrounding neighborhood. Two public comments were received at the public hearing in support of the GPA and ZMA. During deliberation for the item, the Commissioners discussed the project background and clarification on the next steps (Attachment 6). After consideration and discussion, the Planning Commission voted 4-0, with one absence, to adopt a Resolution recommending that City Council approve the proposed GPA Resolution and ZMA Ordinance (Attachment 6).

COMMUNITY OUTREACH

Staff provided public notice of the City Council's public hearing to consider the GPA Resolution and ZMA Ordinance in a newspaper of general circulation in the City on March 28, 2026, in accordance with BMC § 10-1-1964. Additional notifications were distributed via the City Calendar and the Planning Division website.

ENVIRONMENTAL REVIEW

The proposed GPA Resolution and ZMA Ordinance are categorically exempt from the California Environmental Quality Act (CEQA) pursuant to California Code of Regulations, Title 14, § 15319, annexations of existing facilities and lots for exempt facilities, because it includes the annexation of property to the City of Burbank containing existing private structures developed to the density allowed by the pre-zoning designation, and there is sufficient utility capacity to serve the Subject Properties. In addition, the GPA Resolution and ZMA Ordinance are exempt from CEQA pursuant to California Code of Regulations, Title 14, § 15061(b)(3), the commonsense exemption, because it can be seen with certainty that there is no possibility that the annexation and concurrent detachment may have a significant effect on the environment. These items simply apply the existing General Plan Land Use and Zoning Designations to the Subject Properties that already exist but are allocated in part to the City of Glendale, without any change in use, and match them with the existing designations for the immediate neighborhood. Such findings are incorporated into the proposed resolution and ordinance for City Council's consideration and potential approval/adoption.

FISCAL IMPACT

The cost of completing this annexation project is anticipated to total \$50,000 (legal fees, the LAFCO application fees, community outreach, etc.) with the funding coming from the City Clerk's Office and City Attorney's Office. These costs are anticipated to be recovered over time in the form of increased property tax revenue.

CONCLUSION

The proposed GPA Resolution and ZMA Ordinance will establish a General Plan Land Use Designation of Low Density Residential and a Zoning Designation of Single-Family Residential (R-1) for portions of 17 properties located on the 600-700 block of Roselli Street that are proposed for annexation into the City of Burbank. The amendments would ensure that the newly annexed land be zoned for single family purposes consistent with

the existing development pattern on site and in the surrounding neighborhood. The Subject Properties are currently improved with single family homes and will continue to enjoy the benefit of single-family home uses.

The proposed GPA Resolution and ZMA Ordinance is progression towards fulfilling the City Council's request, through Resolution No. 24-29,567, to process the necessary documents and initiate proceedings for the Reorganization to annex portions of the Subject Properties into the City of Burbank and concurrently detach those portions from the City of Glendale. If the City Council approves the GPA Resolution and ZMA Ordinance, Staff will be able to submit a complete LAFCO Application for review and consideration. Upon the LAFCO's approval, the portions of the Subject Properties will be officially annexed into the City of Burbank, and residents of the Subject Properties will thereafter receive City of Burbank ballots.

ATTACHMENTS

Attachment 1 – Proposed Ordinance

Attachment 2 – Proposed Resolution

Attachment 3 – Resolution No. 24-29,567

Attachment 4 – LAFCO Application

Attachment 5 – Surrounding Area Designations

Attachment 6 – February 23, 2026 Meeting Staff Report, Resolution, and Minutes
Correspondences