

Prepared by: Wendy W. Hartman, Associate Planner and
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ITEM V-A: GENERAL PLAN AMENDMENT, SPECIFIC PLAN AMENDMENTS, REZONE, & DEVELOPMENT AGREEMENT AMENDMENTS – 200 GIBSON DRIVE & 1035 ROSEVILLE PARKWAY – NCRSP PARCELS 40 & 44 – FILE #'S: GPA 04-06, RZ 04-08, SPA 04-01, SPA 04-07, DAA 04-02 & DAA 04-16.

REQUEST

The applicant requests approval of the following entitlements:

NCRSP Parcel 40

- **Specific Plan Amendment** – To amend the North Central Roseville Specific Plan to allow for buildings up to ten stories in height on Parcel 40, and to increase the permitted floor area ratio (FAR) from .4 to .8 allowing a maximum of 1,045,440 gross square feet of business professional and commercial land uses on Parcels 40B, 40C, and 40D. The amendment also considers the development of a 50,000 square foot conference center and up to 500 hotel rooms and 5,000 square feet of restaurant services on Parcel 40A.
- **Development Agreement Amendment** – To modify the North Central Roseville Specific Plan Development Agreement to reflect the change to the specific plan and identify the obligations of the landowner and the City.

NCRSP Parcel 44

- **General Plan Amendment** – To change the land use designation on Parcel 44 from Business Professional (BP) to Medium Density Residential (MDR-12).
- **Rezone** – To rezone Parcel 44 from its current designation of Business Professional (BP/SA-NC) to Attached Housing with Design Standards (R3-DS/SA-NC).
- **Specific Plan Amendment** – To amend the North Central Roseville Specific Plan to change the specific plan designation from Business Professional (BP) to Medium Density Residential (MDR) to allow for development of a maximum of 240 residential units.
- **Development Agreement Amendment** – To modify the North Central Roseville Specific Plan Development Agreement to reflect the change to the specific plan and identify the obligations of the landowner and the City.

Applicant: Sandberg, Lo Duca & Aland, LLP – Marcus Lo Duca
Property Owner: Richland Planned Communities, Inc. – Stephen Thurtle

SUMMARY RECOMMENDATION

The Planning and Redevelopment Department recommends that the Planning Commission:

- A. Adopt the Addendum to the NCRSP EIR;
- B. Recommend that the City Council adopt the applicable findings of fact and approve the General Plan Amendment, Specific Plan Amendment, Rezone, and Development Agreement Amendment for NCRSP Parcel 44; and,
- C. Recommend that the City Council adopt the applicable findings of fact and approve the Specific Plan Amendment and Development Agreement Amendment for NCRSP Parcel 40.

SUMMARY OF OUTSTANDING ISSUES

There are no outstanding issues associated with this request.

STAFF REPORT FORMAT

Due to the number of entitlements associated with the request, the staff report has been organized in a manner that is intended to assist the Planning Commission with its review. The first part of the report will provide general background information on the project. The second part of the report focuses on the evaluation of the different entitlements associated with the project. The third part of the report includes the environmental determination, recommendation, and conditions of approval.

BACKGROUND

The North Central Roseville Specific Plan was adopted by the City Council in 1990. In addition to that action, an Environmental Impact Report (State Clearinghouse No. 88053010) was certified and a Development Agreement was approved between the City and the NCRSP master developer that vested the development rights and obligations of the landowner(s) and the City for buildout of the Plan Area.

Parcel 40: Parcel 40 is located at the southeast corner of Roseville Parkway and Gibson Drive. The site has a land use designation of Business Professional/Community Commercial and a zoning designation of Community Commercial/Special Area-North Central Roseville Specific Plan (CC/SA-NC). Parcel 40 is approximately 50 acres in size. In June 2005, a Final Parcel Map was approved to subdivide the site into 4 parcels. A 20 acre site (Parcel 40A) was created along State Route 65 for development of a Hotel/Conference Center. Three parcels ranging in size from 6.7 to 15.4 acres were created on the balance of Parcel 40 (Parcels 40B, 40C and 40D).

The applicant is requesting approval of a Specific Plan Amendment and Development Agreement Amendment to increase the permitted Floor Area Ratio (FAR) from 40 to 80 percent. Approval would provide for a maximum of 1,045,440 gross square feet of business professional and commercial land uses on Parcels 40B, 40C, and 40D (cumulative). On Parcel 40A, a 50,000 square foot conference center, up to 500 hotel rooms, and 5,000 square feet of restaurant services are contemplated. The amendments also propose allowing buildings up to 10 stories in height to be located on Parcel 40.

Parcel 44: Parcel 44 measures 20.44 acres and is currently designated BP (Business-Professional) in the General Plan and the North Central Roseville Specific Plan (NCRSP). The zoning designation for Parcel 44 is Business Professional/Special Area-North Central Roseville Specific Plan (BP/SA-NC). No natural features (e.g., native oak trees, wetlands) are present on the site.

In September 2003, the Planning Commission approved a Tentative Map to divide the 20.44-acre parcel into five (5) parcels for the purpose of professional office development. The final map has not been recorded, nor has a proposal for development of an office complex been submitted.

The applicant is currently proposing General Plan and Specific Plan Amendments to change Parcel 44 from BP to Medium Density Residential (MDR) to augment the limited supply of compact purchase housing. The associated Rezone request would change the zoning designation from Business Professional (BP) to Attached Housing with Design Standards (R3-DS). Associated with these requests is a Development Agreement Amendment to reflect the change in use and to reflect the new obligations for the property owner.

EXISTING SITE CONDITIONS

- A. Project Location:** The subject parcels are located along Roseville Parkway, south of State Route 65 and between Galleria and Pleasant Grove Boulevards (Attachment 1). Parcel 40 is located at the southeast corner of Roseville Parkway and Gibson Drive. Parcel 44 is located east of Roseville Parkway and south of Gibson Drive (west). There is a 255-foot wide power line easement that runs along the front of Parcel 40 adjacent to Roseville Parkway and along the northern boundary of Parcel 44.
- B. Applicable Specific Plan:** North Central Roseville Specific Plan – Parcels 40 and 44
- C. Roseville Coalition Of Neighborhood Associations (RCONA):** The project is located in the Harding neighborhood association that is currently inactive. The developer held a neighborhood meeting with the Highland Reserve Neighborhood Association that is the adjacent neighborhood association. The meeting was held on May 24, 2005. Approximately fifteen (15) residents and Board members attended the meeting. The neighbors' primary concern regarding Parcel 40 was whether there would be adequate parking. In regards to Parcel 44, their concerns focused on traffic on Roseville Parkway, coordination of access driveways with Chase Drive, overcrowding of schools, and the value of rezoning to residential. Their concerns are addressed in the evaluation section of this report.
- D. Total Size:** Parcel 40 is 50 acres; Parcel 44 is 20.44 acres.
- E. Topographical:** Both parcels have previously been scraped with the wetland inoculate removed for off-site mitigation. Following the initial vegetation removal both parcels have typically been scraped for vegetation control on an annual basis.
- F. Site Access:** Primary automobile access to Parcel 40 is proposed via a new street (Street A), that would be constructed from Gibson Drive and will terminate at the Hotel/Conference Center on Parcel 40A. The southwestern portion of the site will have one vehicular access drive from Roseville Parkway and two from Gibson Drive. A shared access with the Shea Center provides access to Parcels 40A and 40B. Access easements across the open space provide the opportunity for pedestrian access to the Galleria mall at two locations.

Parcel 44 will be accessed via one driveway on Gibson Drive and one on Roseville Parkway. Both entrances will be gated.

ADJACENT ZONING AND LAND USE

Parcel 40: As shown on Figure 1, surrounding land uses include an open space wetland/creek corridor along the southeast property line that separates the project site from the Galleria. Existing and planned land uses to the northwest include the Shea Center office complex adjacent to State Route 65, and a community park and high-density residential development across Gibson Drive.



Figure 1: Land use designation is shown in red and zoning designation is shown in blue

Parcel 44: There is an electric substation at the northwest corner of the parcel, and a 255-foot wide power line easement within the northeastern property line of the parcel. The parcel is surrounded by other housing developments including apartments and condominiums to the north and east. Single-family residential is located to the south across Roseville Parkway. A vacant commercial parcel is located to the west, across Gibson Drive.

EVALUATION

The evaluation section of this report includes an analysis of each of the requested entitlements. Each of the entitlements is analyzed for its consistency with the goals and policies of the applicable regulations, such as the General Plan, North Central Roseville Specific Plan, the Zoning Ordinance, and Rezone Guidelines. Analysis is provided for the General Plan Amendment for Parcel 44 first and is followed by review of the two Specific Plan Amendments (Parcels 40 & 44), Rezone of Parcel 44, & two Development Agreement Amendments (Parcels 40 & 44).

PARCEL 44 GENERAL PLAN AMENDMENT

The City of Roseville General Plan and the Rezone Guidelines for the Conversion of Non-Residential Land Uses (Attachment 2) include goals and policies to promote land use patterns that enhance quality of life and minimize conflicts between land uses. These policies include evaluating noise, air quality, parks and recreation, affordable housing, schools, water, and traffic when contemplating residential land use allocations. The General Plan and Specific Plan land use designation as well as the zoning for the subject property is Business Professional (BP). The applicant intends to develop the 20.44 acre site with a maximum of 240 new residential units. The proposal is not consistent with the existing General Plan, Specific Plan, and Zoning designations. Therefore, the applicant has requested approval to amend the General Plan and North Central Roseville Specific Plan as well as Rezone the property to allow for residential development.

Staff has evaluated this proposal for its conformance with the General Plan and the Rezone Guidelines and have identified several issues with the proposed land use change that are the focus of this section of the report. These issues are listed and discussed below along with an indication of whether they are a General Plan policy (GP) or Rezone Guideline (RG).

- Fiscal Impact (RG)
- Unit allocation (GP)
- Land use compatibility (GP)
- Noise (GP)
- Traffic (GP)
- Utility Services (GP & RG)
- Public services/Community Benefit (GP & RG)
- Park Dedication ((GP & RG)
- School Impacts (GP & RG)
- Affordable Housing (GP & RG)

Fiscal Impact: The General Plan calls for a mix of land uses that provide amenities, jobs, and recreational opportunities for Roseville residents. Of equal significance, the General Plan land use mix is intended to put the City in a positive long term fiscal situation. This allows the City to not only maintain existing and planned facilities and levels of service, but also allows the City to expend general fund monies on a variety of projects, programs and services that benefit the community.

A Fiscal Analysis was prepared to evaluate the fiscal impact of the project (See Attachment 3). The proposed Development Agreement for Parcel 44 includes provisions for the payment of fees for things such as police and fire services and a one time Community Benefit Contribution which are intended to offset the increased costs associated with providing these and other services to residential properties. With these provisions, the conclusion of the analysis is that the development of the property as residential will have a neutral effect on the City's positive fiscal situation. While the fiscal analysis shows that over the long term the revenues generated from Parcel 44 as residential will be slightly lower when compared to BP, this will more than be offset by the increased revenues generated from the development of Parcel 40.

Unit Allocation: The proposal to establish residential land use on the subject property represents the introduction of new residential units upon a parcel in the NCRSP that is currently not assigned any residential units. The applicant has requested the allocation of 240 units for the project site. Based on the area of land designated for future residential development (20.44 ± acres), the proposed density would be approximately 12 units per acre (see Exhibit B).

To develop the site, the property owner will be required to submit applications for a Tentative Subdivision Map and a Design Review Permit. The number of units authorized for development will ultimately be determined through approval of the Design Review Permit and/or Tentative Map. If the number of units ultimately approved for development on Parcel 44 is less than 240, the unutilized units will revert to the City.

Land Use Compatibility: The proposed project consists of converting the site from Business Professional (BP) to Attached Housing with Design Standards (R3-DS). To the north, south and east of the site are residential uses. The residential uses to the north and northwest on the opposite side of Gibson Drive are apartments with the zoning designation of Attached Housing (R3), and the land use designation of High Density Residential at 18.2 units per acre (HDR-18.2). Condominiums are located adjacent to Parcel 44 to the north and east (R3, HDR-17.5). The residential use to the south on the opposite side of Roseville Parkway is small lot, single family residential, with a low-density residential land use designation (RS, LDR-4.7). The vacant land west of the site is zoned Community Commercial.

As proposed, Parcel 44 will have a land use density of 12 units per acre (240 units on 20.44 acres gross). With the application of development standards, specific plan policies, and existing and proposed design guidelines, the ultimate density/number of units may be something less. The development of a medium density purchase housing project on Parcel 44 will provide a transition from the surrounding higher density apartments and condominiums at 17.5 and 18.2 units per acre, to the lower density single-family residential at 4.7 units per acre on the other side of Roseville Parkway.

Typically a zoning designation of Attached Housing (R3) permits a variety of higher density, multi-family development that is inclusive of apartments. In this case, rental units will be precluded from Parcel 44 through a requirement contained in the proposed Development Agreement Amendment (see following discussion) that the property owner enter into an Affordable Purchase Housing Development Agreement (APHDA) before recordation of a residential subdivision map. A proposal to develop rental units would require approval of a subsequent Development Agreement Amendment.

Design Standards for Parcel 44 are included as part of the Specific Plan Amendment and Rezone (see following discussions). The guidelines (see Exhibit A) are included to indicate the level of design quality that will be required to be provided when the tentative map and/or design review permit requests are submitted for review. To achieve the proposed density on Parcel 44, two- and three-story buildings will be used to provide either detached or attached single-family residences. The purpose of the guidelines is to allow an applicant the flexibility to propose a housing type that meets the mid-level density goal for this parcel, while still incorporating desirable, high quality design features and amenities.

To the northwest of Parcel 44 on Parcel 62 is an existing electric substation. Consistent with the General Plan and Development Agreement, a six foot tall masonry wall is built around the substation, with a ten foot wide landscape easement adjacent to the wall. The Development Agreement Amendment includes a provision for the City to purchase approximately 0.5 acres from the landowner to expand the substation and extend the ten foot easement around the wall. Through either the tentative map and/or design review permit process, site design methods such as landscaping, parking, and placement of roads will be evaluated to possibly provide additional separation between residences and the substation.

Overhead power lines run parallel to the northern boundary of Parcel 44. There is a PG&E easement on the power lines that is 230 feet wide and an additional 25 foot wide Roseville Electric easement adjacent to the southern edge of the PG&E easement. Consistent with General Plan policies, residential units are not allowed to be constructed within utility easements. To minimize possible exposure to electromagnetic fields, public use within power line easements is limited to parking and recreational activities.

Traffic: A traffic study to evaluate the effect of the proposed rezone for Parcel 44 was prepared by Fehr & Peers (within Exhibit A). Based on direction from Public Works staff, the study evaluated weekday PM peak hour conditions at five intersections: Roseville Parkway/Pleasant Grove Boulevard; Roseville Parkway/Gibson Drive (east); Roseville Parkway/Gibson Drive (west); Roseville Parkway/Reserve Drive; and Roseville Parkway/Galleria Boulevard. All of the intersections are signalized. A comparison of traffic counts from 2004 and 2005 indicates that traffic volumes on Roseville Parkway were slightly lower in 2005 between Pleasant Grove Boulevard and Galleria Boulevard. Each of the intersections currently operates at LOS C or better, with the exception of the Roseville Parkway/Galleria Boulevard intersection, which operates at LOS D. The traffic study estimated that the existing zoning of Parcel 44 (BP) would generate approximately 4,730 daily trips and 450 PM peak hour trips.

To estimate the number of trips under the proposed land use change to MDR, the study assumed access to Parcel 44 would be provided by one driveway on Roseville Parkway and one driveway on Gibson Drive and trip generation rates for “townhome” land uses. These assumptions were estimated to generate approximately 125 weekday PM peak hour trips, and approximately 1,400 daily trips. That is, if the proposed land use change is approved and the parcel developed with 240 units, it would result in a 70 percent reduction in daily and pm peak hour trips when compared to the existing BP land use.

Therefore, the proposed project generates significantly fewer vehicle trips than anticipated under the existing land use and zoning.

Noise: If approved, the proposed change in land use of Parcel 44 from BP to MDR would allow development of the parcel with residential uses. The proposed change in use will result in fewer vehicle trips generated from Parcel 44 (and a corresponding reduction in noise from vehicles), but will introduce a sensitive noise receptor (residential) as defined by the General Plan. While the project itself will not be increasing noise levels, it must comply with residential noise policies that are not applicable to business

professional land use. The Noise Element of the City's General Plan establishes an exterior noise level standard of 60 dB Ldn (or CNEL) at the outdoor activity areas of new residential uses affected by roadway noise. The exterior noise level standard may be allowed to be increased from 60 dB to 65 dB following practical application of the best available noise reduction measures. The outdoor activity areas for residential developments are considered to be the back yard patios or decks of single-family dwellings. The Noise Element also establishes an interior noise level standard of 45 dB Ldn for residential uses.

Exterior Noise Levels: An acoustical analysis measured noise levels to determine ambient conditions on Parcel 44 along Roseville Parkway (within Exhibit A). The measured Ldn at a distance of approximately 100 feet from the centerline was 70.7 dB Ldn. Using the Federal Highway Administration (FHWA) Highway Traffic Noise Prediction Model and future annual average daily traffic levels used in the City of Roseville traffic model for 2020, the analysis concluded that future noise levels along Roseville Parkway would increase to 72.8 dB Ldn, and would be 63.0 dB Ldn along Gibson Road.

The North Central Roseville Specific Plan (NCRSP) required six foot high masonry sound walls to be constructed on all arterial streets adjacent to single-family dwellings (Specific Plan Policy, 3.3.1, 1. pg. 3-23). The acoustical analysis prepared for the proposed rezone of Parcel 44 indicated that a wall height of 7 feet would be required to provide an exterior noise level of 65 dB Ldn for Roseville Parkway frontage. A wall height of 11.5 feet would be necessary to meet the 60 dB Ldn criterion. A 6 foot high wall would be sufficient for Gibson Drive. However, if two- or three-story residences (e.g., townhomes) are constructed, the second and third floor rooms on either Roseville Parkway or Gibson Drive would not benefit from the noise barrier.

As established in Specific Plan Policy 5.1.1, a variety of measures including building orientation, setbacks, landscaping, berms, and acoustically designed walls may be used to attenuate noise impacts on residences adjacent to arterial streets. Noise Element Policy 9 further clarifies that the use of noise barriers, such as soundwalls, should be considered as a means of achieving the noise standards only after all other practical design-related noise mitigation measures have been integrated into the project.

Utilization of design-related noise mitigation measures can only be applied in conjunction with project design review. NCRSP Environmental Impact Report (EIR) Mitigation Measures 3.06-02 and 3.09-08 require that noise levels shall not exceed sixty (60) dBA Ldn for single-family areas, and additional noise analysis to refine appropriate mitigation measures is required for those land uses where the projected noise levels exceed standards with proposed mitigation. The monitoring action for 3.06-02 provides that before tentative map approval, a noise consultant shall review the proposed project to ensure compliance with the noise limitations. Through the tentative subdivision map and the associated design review permit entitlement process a subsequent, project specific, noise analysis will be required and design-related noise mitigation measures incorporated into the project-specific design.

It is considered feasible that through implementation of the design-related measures identified as acceptable for use in the Noise Element and NCRSP, combined with sound barriers as needed, the exterior noise levels can be lowered to a level that meets the General Plan and NCRSP exterior noise level standard of 60 dB.

Interior Noise Levels: The acoustical analysis showed that first-floor rooms in units adjacent to Roseville Parkway would receive shielding by a 7 foot high sound wall, and interior noise levels would be expected to meet the 45 dB Ldn interior noise standard. However, second floor rooms could have exterior noise levels as high as 72.8 dB Ldn. Although standard construction methods are not expected to achieve the 45 dB Ldn interior noise standard at these second floor rooms, acoustical treatment, such as sound-rated windows and doors, can be used to meet the standard. For Gibson Drive, the first-floor interior noise level standards could be met using standard construction techniques. It is also likely that second-floor rooms along Gibson Drive could meet the 45 dB Ldn interior noise level standard using energy-conserving residential building practices. Prior to issuance of a building permit for any development of a residential unit on Parcel 44, such design features (or functional equivalent) would be verified by City staff through review of a detailed, site-

specific acoustical analysis when detailed building plans are available to confirm the 45 dB Ldn interior noise standard will be achieved.

Through the City's standard entitlement review process for a future residential project on Parcel 44, a Design Review Permit and Tentative Subdivision Map will be required. As part of that review process and consistent with NCRSP EIR Mitigation Measures 3.9-8 and 3.6-2, an additional noise analysis will be prepared to analyze how roadway noise from Roseville Parkway affects the proposed location of buildings and outdoor activity spaces. Any measures recommended in the future noise analysis to achieve the City's General Plan noise standards will be attached to the project as Conditions of Approval, as deemed necessary by the City. Because the proposed rezone could have an environmental effect that would be more severe than identified in the NCRSP EIR, but adopted EIR mitigation measures would be sufficient to mitigate the impact, the environmental conclusions and mitigations remain valid, and no further analysis or mitigation is required with regard to traffic noise.

Electric Substation and Power Lines: Noise measurements at an existing substation located near another residential development in Roseville showed that ambient noise levels with the substation operating were well below the City's noise standard, and noise from the substation equipment was "practically inaudible." That substation is surrounded by a noise barrier (Brown-Buntin, 2000). The substation on Parcel 62 is surrounded by a six foot tall masonry wall. Should the substation on Parcel 62 be expanded, it would continue to be surrounded by a masonry wall, as required under Mitigation Measure 3.10-31. Moreover, residential units developed on Parcel 44 are required to be constructed to achieve a 45 dB Ldn interior standard.

High-tension electrical transmission lines produce noise from a so-called "corona effect" that results in a "crackling" or "buzzing" sound. The effect is most pronounced when air is humid, during rain or fog. The noise produced by corona effect can be predicted using accepted models or measured in the field. Results of a noise analysis for the NCRSP in 1995 showed that the predicted worst-case average noise level produced by the high-tension lines at Parcel 44 would be 48.9 dB directly under the power lines on a rainy day. Based upon the model, the average noise level under worst-case rainy day conditions would be less than 45 dB at a distance of about 100 feet from the centerline of the transmission towers.

There is an existing PG&E power line easement of 230 feet, and an additional 25 foot wide Roseville Electric easement adjacent to the southern edge of the PG&E easement. Residential units are not allowed to be constructed within utility easements. The minimum distance from the power line centerline to the nearest residential unit would be a minimum of 140 feet, forty feet beyond the 45 dB exterior noise level contour under worst case conditions.

Public Services/Community Benefit: As discussed earlier under Fiscal Analysis, to address the increased cost of providing police and fire services to the site, the Development Agreement requires that the developer form and fund a Public Services Community Facilities District. This requirement is consistent with other recent requests to convert commercial/industrial properties to residential uses.

Affordable Housing: The applicant is required to provide twenty-four of the 240 units as affordable to low and middle income households. This figure represents ten percent of the total units which is consistent with the General Plan Housing Element requirements. In compliance with this requirement, the applicant is proposing to provide fourteen units on site to low and middle income households and pay an in-lieu fee of \$600,000 for the ten very low income units (\$2500 dollars per unit x 240 units to be paid at time of building permit issuance). An Affordable Purchase Housing Development Agreement (APHDA) is required to detail the affordability requirements for the 24 units.

Parks: The General Plan requires the dedication of 9 acres of park land per 1,000 people when allocating new residential land use. The request for an allocation of 240 new units results in the addition of ± 610 people, based on 2.54 persons per household. With the additional units, the project is required to dedicate 5.49 acres of parkland. In addition to this requirement, the applicant is also required to pay the Neighborhood and Citywide park fees.

Based on the lack of available, undeveloped land within the North Central Roseville Specific Plan, the applicant and the City have agreed that the parkland dedication will be satisfied through the payment of in-lieu fees. These fees will help construct improvements and help offset maintenance costs of existing public parks in the vicinity of the project. Specific performance dates and finance options are included in the Development Agreement.

Common landscape areas are proposed within the project. While these areas will be a benefit to the residents they are not given park credit. Area under the power line easements that is improved with recreational amenities will be given credit towards the Open Space dedication requirement (excluding area used for project related parking).

Schools: The developer is in the process of finalizing and executing Mutual Benefit Agreements with the Roseville City School District and the Roseville Joint Union High School District to mitigate school impacts from development of the property. The Roseville City School District and the High School District have requested that the developer enter into Mutual Benefit Agreements to pay fees to accommodate the additional students within the school districts.

The number of students generated from Parcel 44 will be calculated based on the type of development that is ultimately approved through the tentative map and Design Review Permit process. If all 240 units are developed it is anticipated that approximately 96 K-6 students and 29 7-8 students will be generated. A portion of the additional students would be accommodated through space currently available. The Roseville City School District is securing an additional school site in the northwest area of Roseville. If additional space for students is required during the interim until the new school is constructed and available to accommodate the students, temporary overcrowding of existing facilities could be handled through use of the funds paid by the land owner to hire additional teachers, adjust student teacher ratios, or provide temporary classrooms.

General Plan Amendment Conclusion

The applicant is requesting an allocation of 240 new residential units and to change the land use of a portion of the project from Business Professional (BP) to Medium Density Residential (MDR). The Commission's evaluation of the project should consider the appropriateness of the land use change proposal against the potential impacts and design issues. With the implementation of the Community Services District, Public Services CFD, and Community Benefit Contribution the project will have a positive fiscal contribution to the City. In addition, a long-term traffic study indicates that the proposed land uses generate fewer daily and pm peak hour trips than if the site were completely developed with business professional uses. Based on the preceding discussion, staff finds the proposed project consistent with the General Plan.

PARCELS 40 & 44 SPECIFIC PLAN AMENDMENTS

The North Central Roseville Specific Plan (NCRSP) was intended to provide a broad mix of uses, including a regional commercial center, a major employment center, and residential areas linked by a new internal circulation network connected to regional transportation corridors. The original land use plan consisted of approximately 40 parcels with varying unit densities designated for residential use and approximately 30 parcels to be developed with a range of commercial, business professional, and light-industrial uses. Remaining parcels were dedicated to public facilities such as parks and schools.

The NCRSP is largely built-out. To date, over 85 percent of the parcels within the plan area have been developed, or have specific development projects approved for development. The plan area's remaining undeveloped parcels predominantly consist of business professional and commercial parcels located along Roseville Parkway. All residential parcels within the plan area have been developed or are under construction.

In order to approve an amendment to a specific plan the following finding needs to be made:

The proposed Specific Plan Amendment is consistent with the objectives, policies, programs, and land use designations specified in the City of Roseville General Plan and North Central Roseville Specific Plan.

Parcel 40

Parcel 40 is designated for development with a combination of business professional and community commercial land uses (BP/CC). The specific plan indicates that Parcel 40 could support a large-scale Office/Retail Complex that functions in tandem with a Hotel/Conference Center.

The applicant is not proposing to change the land use designation of the site. The purpose of the proposed Specific Plan Amendment is to increase the permitted floor area ratio (FAR) from 40 to 80 percent which would allow for buildings up to ten stories in height to be accommodated. Increasing the FAR would allow a maximum of 1,045,440 gross square feet of business professional and commercial land uses on Parcels 40B, 40C, and 40D (cumulative). Parcel 40A is intended to be developed with a hotel conference center consistent with the existing policies of the NCRSP.

Conceptually, the Office/Retail Complex could consist of several office and retail buildings, supported by a combination of surface and structured parking. A Conceptual Site Plan (Figure 2) was prepared to illustrate how these parcels could develop with a mixed-use business professional/commercial complex. The plan shows how the siting of buildings within the Office/Retail Complex could define the street edges of Roseville Parkway, Gibson Drive, and the internal main driveway with low-scale retail buildings, with the higher intensity retail and office buildings “stepped” to the site’s interior next to the Hotel/Conference Center (Parcel 40A). A Major Project Permit will be required prior to actual development of the site. At the time an actual project is submitted to the City, it will be reviewed for compliance with the City’s development standards and parking requirements.

Figure 2 – Parcel 40 Conceptual Site Plan



Other components of the Specific Plan Amendment include modifying the landscape easement along Gibson Drive and text and table modifications to reflect the changes.

Landscape corridor along Gibson Drive: The NCRSP currently requires a 37.5 foot wide landscape easement along Gibson Drive adjacent to Parcel 40. The easement includes a combination bike path and pedestrian walkway. The purpose of the combination bike/pedestrian path is to provide a connection to the bike trail that is located between Parcels 40 and 42 that continues along the northern boundary of Parcel 42 (adjacent to Highway 65) to the west.

In order to accommodate the road widening that will be required for the future development of Parcel 40 (discussed further in the evaluation of the Development Agreement Amendment), the landscape easement along this portion of Gibson Drive is proposed to be reduced to 25 feet in width. The combination bike/pedestrian path within the landscape easement is proposed to be reduced from 14 feet wide to 10 feet wide (see Exhibit F).

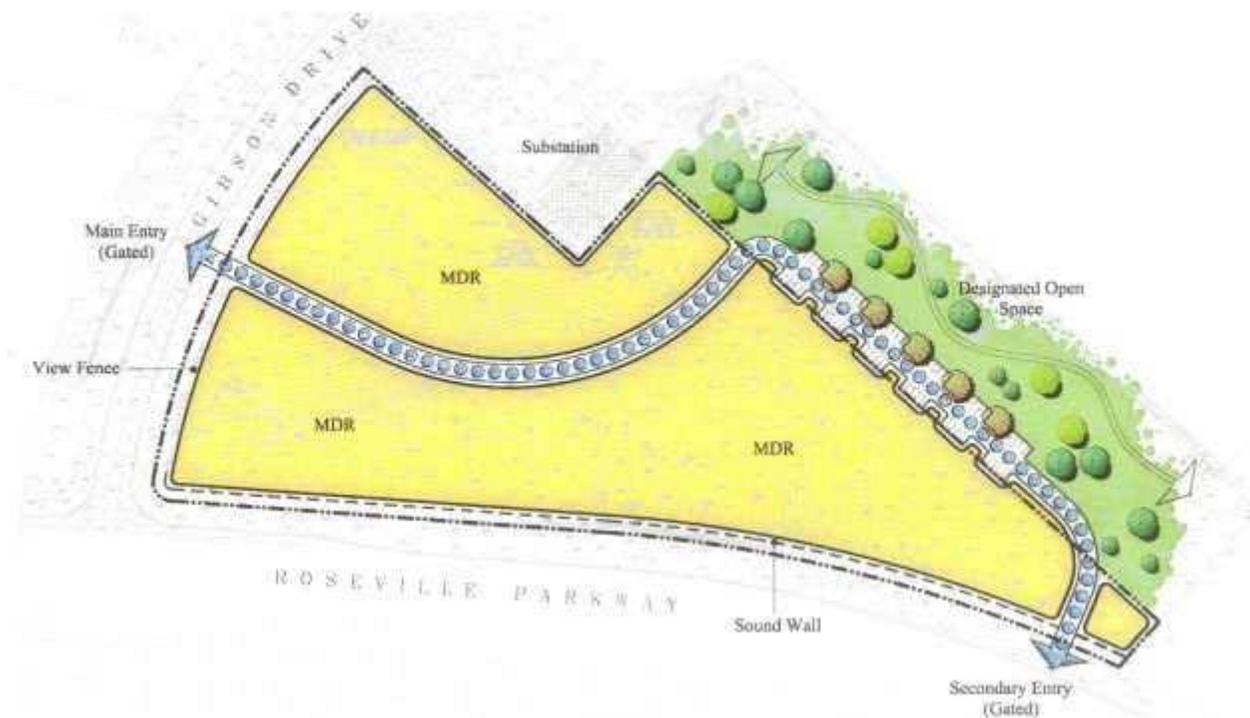
Permitted Uses: The NCRSP states that the purpose of the combined Business Professional/Community Commercial (BP/CC) land use designation is to create mixed use office complexes rather than the conventional retail centers found on most community commercial properties. Policies were included in the NCRSP that limit the amount of retail square footage that can be developed on BP/CC properties to 60 percent in order to obtain an office/mixed use type of development. In addition, the specific plan tailored the permitted types of commercial uses to those that are supportive of a mixed use environment such as retail, restaurants, personal services, and professional and medical office uses. Since the land use designation is not changing, the existing policy discussion for Parcel 40 in the NCRSP will still be appropriate and applicable.

Parcel 44

Land Uses: Through the proposed Specific Plan Amendment and Rezone, Parcel 44 could be developed with a maximum of 240 medium density residential units rather than business professional uses. A Conceptual Site Plan (Figure 3) was prepared to illustrate a potential design for residential and open space uses, as well as to define potential vehicular access points to the site from Roseville Parkway and Gibson Drive. For development purposes, the northern portion of the site is constrained by an existing easement that has overhead power lines. As illustrated in the Conceptual Site Plan, the majority of the site is allocated for development with residential uses. A portion of the land within the powerline corridor will be developed with passive recreational amenities, which could include turf areas, pathways, bike paths, and low trees. A portion of the land within the powerline corridor could also be developed with surface parking to support the residential development on the site.

Access: Site access will be provided via the two locations indicated on the Conceptual Site Plan below (one on Gibson Drive and one on Roseville Parkway). The access driveways will generally be provided as shown in the new Figure 5-9a to be included in the North Central Roseville Specific Plan. The final locations will ultimately be located as approved in the Design Review Permit and/or Tentative Map approvals.

Figure 3 – Parcel 44 Conceptual Site Plan



Design Standards: To accommodate several housing types that could ultimately be developed on Parcel 44, Residential Development Standards and Design Guidelines were prepared to guide development of a medium density residential community on Parcel 44 (within Exhibit A). The intent is that this document will be used to evaluate future residential development entitlements. The implementing entitlements would include a Design Review Permit and Tentative Subdivision Map.

Since the NCRSP was adopted in 1990, several new types of detached and attached compact residential product types have evolved. The introduction of new mid- and high-density housing types creates challenges in developing and applying “typical” development standards such as minimum lot sizes, setbacks, and lot coverage. The Residential Development Standards and Design Guidelines will establish the frame work to guide the development of the types of products that could be developed on Parcel 44. Based on the Design Standards, they will be two- and/or three-story, detached or attached, single family

residential units; that will have a higher standard of design to meet than the typical apartment complex. The ultimately approved design could include court cluster, small lot, detached townhomes, green court cluster, green court townhomes/condominiums, tuck-under townhomes, or tandem townhouses.

PARCEL 44 REZONE

Section 19.86.050 of the Zoning Ordinance requires that two findings be made in order for the Planning Commission to recommend that the City Council approve a Rezone. The two findings are listed below.

1. *The proposed rezone is consistent with the General Plan; and*
2. *The proposed rezone is consistent with the public interest, health, safety, and welfare of the City.*

The proposed zoning of the northwestern portion of the site is Attached Housing with Design Standards (R3-DS). The R3 district is typically associated with High Density Residential land uses such as attached apartment complexes, rather than Medium Density developments. However, the intent of the Rezone and the associated Specific Plan Amendment is to allow mid-density, single family purchase housing subject to Design Standards. The Residential Development Standards and Design Guidelines will establish the frame work to guide the development of the types of products that could be developed on Parcel 44. As discussed above under the Specific Plan Amendment, the Standards will be used to evaluate development proposals through the Tentative Map and Design Review Permit entitlement process.

Therefore, the Attached Housing with Design Standards (R3-DS) zone district is the most appropriate zoning designation for this type of residential development.

Based on the above information, staff finds the proposed zoning of the site to be consistent with the General Plan and the public interest, health, safety, and welfare of the City.

PARCELS 40 & 44 DEVELOPMENT AGREEMENT AMENDMENTS

Section 19.84.040 of the Zoning Ordinance requires that five findings be made in order for the Planning Commission to recommend that the City Council approve a Development Agreement Amendment. The findings are listed below.

1. *The Development Agreement is consistent with the objectives, policies, programs and land use designations of the City of Roseville General Plan;*
2. *The Development Agreement is consistent with the City of Roseville Zoning Ordinance;*
3. *The Development Agreement is in conformance with the public health, safety and welfare;*
4. *The Development Agreement will not adversely affect the orderly development of the property or the preservation of property values; and*
5. *The provisions of the Development Agreement will provide sufficient benefit to the City to justify entering into the Agreement;*

Parcel 40

The Development Agreement Amendment (DAA) corresponds with the applicant's request in terms of the Specific Plan Amendment as discussed above. In addition, the DAA reflects the obligations of the property owner and the City for development of the property. A draft of the proposed agreement is provided in Exhibit G for the Commission's review (the final document will be sent to the City Council for action). A summary of the key provisions of the proposed development agreement that have not already been discussed in the evaluation of the Specific Plan Amendment include the following:

Vehicle trips: A traffic study was prepared by Fehr and Peers (within Exhibit A) which evaluated the impacts of the proposed developments for Parcels 40 and 44. The traffic study indicated that rezoning

Parcel 44 from Business Professional to Residential would result in a 70% reduction in vehicle trips. However, the City's Capital Improvement Program (traffic model) only anticipated 588,411 square feet of development on Parcel 40. Therefore, the decrease in vehicle trips on Parcel 44 is not enough to offset the estimated increase in trips for Parcel 40 if it is developed with 1,045,44 square feet of office and commercial uses (Parcels 40B, 40C, & 40D) and a hotel/conference center on Parcel 40A. In order to maintain the City's Level of Service (LOS) standards, a third left turn lane on the Gibson Drive (east) approach to Roseville Parkway would be required. The Development Agreement Amendment requires that prior to issuance of a building permit for Parcels 40B, 40C, or 40D, the landowner shall dedicate the right of way necessary to accommodate the widening of Gibson Drive and shall construct the improvements associated with the road widening and third turn lane (i.e. pavement, relocation of traffic signal, and bike trail). A portion of the improvements will be reimbursed by the City. The Development Agreement Amendment also restricts development on Parcels 40B, 40C, 40D, and 44 to a maximum of 25,392 daily vehicle trips (number of trips assumed under the current zoning and land use designations for Parcels 40 & 44).

Street A improvements: When the Parcel Map was approved to divide Parcel 40 into four parcels, the location and dedication of right of way for Street A which runs from Gibson Drive and terminates at Parcel 40A was established. The development Agreement requires that Parcel 40A pay for the construction of this road. If Parcels 40B, 40C, or 40D develop first they will construct the portions of the road needed to serve their projects and will be reimbursed by the landowner of Parcel 40A.

Contribution to Improvements for Highway 65/Pleasant Grove: The landowners of Parcel 40 (A through D) shall pay \$1 per gross square foot of building area to the City to be used towards improving the Pleasant Grove/Highway 65 interchange. This contribution is in addition to the existing traffic mitigation fees that apply to development of the property.

Parcel 44

The Development Agreement Amendment (DAA) corresponds with the applicant's request in terms of the Specific Plan Amendment as discussed above. In addition, the DAA reflects the obligations of the property owner and the City for development of the property. A draft of the proposed agreement is provided in Exhibit E for the Commission's review (the final document will be sent to the City Council for action). A summary of the key provisions of the proposed development agreement that have not already been discussed in the evaluation of the Specific Plan Amendment include the following:

Substation Expansion: The property owner agrees to sell approximately 0.518 acres of Parcel 44 to the City. The City will expand the existing substation on Parcel 62 by approximately 0.25 acres, and retain a 10 foot wide landscape/maintenance easement surrounding the expanded substation.

Re-Circulating Hot Water System: To provide a water conservation opportunity, the landowner will install a re-circulating hot water system or similar technology that provides instantaneous hot water at each hot water faucet.

Alternative Modes of Transportation: The landowner will participate, on a fair share basis, in a city-wide funding mechanism for the extension and operation costs of light rail or Capital Corridor heavy rail line into the City of Roseville when the funding mechanism is approved. In addition, the landowner will pay, as its fair share on a City-wide basis, for updates of the Long Range Master Transit Plan (LRMTP), the Short Range Transit Plan (SRTMP), and the Bikeway Master Plan as a total fee of \$28,800. The landowner will also pay a lump sum of \$7,200 to the City of Roseville Transportation Division. The Transportation Division will use this money to distribute educational and marketing materials for alternative modes of transportation, including a services guide, a bikeways map, and a 20-ride punch pass for fixed route services. In place of constructing the park & ride lot that was anticipated by the NCRSP on Parcel 44, with the proposed plan amendment the park & ride lot will be transferred to Parcel 49a. The park & ride lot will include twenty-five (25) automobile parking spaces, four (4) bicycle lockers, driveways and landscaping, and will be constructed on Parcel 49b as a condition of the development of Parcel 49a.

Assessment for Stormwater Management: The landowner will initially be assessed a one time fee of \$100 per dwelling unit, plus an annual fee of \$18 per dwelling unit.

Contribution to Water Meter Retrofit Program: In furtherance of its water conservation program, the City has implemented a Water Meter Retrofit Program. To participate in the Water Meter Retrofit Program and to provide a benefit to the City and existing residents, at building permit issuance the developer will pay \$115.00 per dwelling unit equivalent.

Sewer Lift Station: A sewer lift station will be required for Parcel 44 unless it can be demonstrated that all sewage can be accommodated. Further analysis to the satisfaction of the Environmental Utilities Division will be required at the time of Tentative Map and Design Review Permit application submittal.

Emergency Services Fee: Assessment for Emergency Services which will be initially assessed at \$285 per dwelling unit equivalent.

Development Agreement Amendments Conclusion

Based on the analysis contained in this staff report, the required findings can be made for the proposed Development Agreement Amendments for Parcels 40 and 44.

ENVIRONMENTAL DETERMINATION

An Addendum to the Environmental Impact Report (EIR) adopted for the North Central Roseville Specific Plan (certified May 1990) has been prepared for the project pursuant to City of Roseville CEQA Implementing Procedures and California Environmental Quality Act (CEQA) Guidelines Section 15164. The Addendum finds that actions under the proposed project will not result in any new significant environmental effects or result in the substantial increase of any previously identified significant impacts in the EIR, and substantial changes to the EIR are not required. To date, no comments on the document have been received.

RECOMMENDATION

Since the amendments to Parcel 40 are predicated on trip reductions from Parcel 44, action is required on Parcel 44 first. If the Commission does not believe the findings can be made to support approval of the entitlements related to Parcel 44, both projects should be denied.

For approval of both projects, the Planning & Redevelopment Department recommends that the Planning Commission take the following actions (A – L):

- A. Adopt the Addendum to the NCRSP EIR;
- B. Recommend that the City Council approve the GENERAL PLAN AMENDMENT – 1035 ROSEVILLE PARKWAY (NCRSP PARCEL 44) – FILE # GPA 04-06 AS SHOWN IN **EXHIBIT B**;
- C. Recommend that the City Council adopt the finding of fact as stated in the staff report for the SPECIFIC PLAN AMENDMENT FOR NCRSP PARCEL 44 – 1035 ROSEVILLE PARKWAY (NCRSP PARCEL 44) – FILE # SPA 04-07;
- D. Recommend that the City Council approve the SPECIFIC PLAN AMENDMENT FOR NCRSP PARCEL 44 – 1035 ROSEVILLE PARKWAY (NCRSP PARCEL 44) – FILE # SPA 04-07, as shown in **Exhibit C**;
- E. Recommend that the City Council adopt the two findings of fact as stated in the staff report for the REZONE – 1035 ROSEVILLE PARKWAY (NCRSP PARCEL 44) – FILE # RZ 04-08;

- F. Recommend that the City Council approve the REZONE – 1035 ROSEVILLE PARKWAY (NCRSP PARCEL 44) – FILE # RZ 04-08, as shown in **Exhibit D**;
- G. Recommend that the City Council adopt the five findings of fact as stated in the staff report for the DEVELOPMENT AGREEMENT AMENDMENT for NCRSP PARCEL 44 – 1035 ROSEVILLE PARKWAY (NCRSP PARCEL 44) – FILE # DAA 04-16;
- H. Recommend that the City Council approve the DEVELOPMENT AGREEMENT AMENDMENT for NCRSP PARCEL 44 – 1035 ROSEVILLE PARKWAY (NCRSP PARCEL 44) – FILE # DAA 04-16, as shown in **Exhibit E**;
- I. Recommend that the City Council adopt the finding of fact as stated in the staff report for the SPECIFIC PLAN AMENDMENT FOR NCRSP PARCEL 40 – 200 GIBSON DRIVE (NCRSP PARCEL 40) – FILE # SPA 04-01;
- J. Recommend that the City Council approve the SPECIFIC PLAN AMENDMENT FOR NCRSP PARCEL 40 – 200 GIBSON DRIVE (NCRSP PARCEL 40) – FILE # SPA 04-07, as shown in **Exhibit F**;
- K. Recommend that the City Council adopt the five findings of fact as stated in the staff report for the DEVELOPMENT AGREEMENT AMENDMENT for NCRSP PARCEL 40 – 200 GIBSON DRIVE (NCRSP PARCEL 40) – FILE # DAA 04-02;
- L. Recommend that the City Council approve the DEVELOPMENT AGREEMENT AMENDMENT for NCRSP PARCEL 40 – 200 GIBSON DRIVE (NCRSP PARCEL 40) – FILE # DAA 04-02, as shown in **Exhibit G**;

ATTACHMENTS

1. Vicinity Map
2. Rezone Guidelines
3. Fiscal Analysis

EXHIBITS

- A. Addendum to NCRSP EIR
- Design Standards for NCRSP Parcel 44
 - Noise study
 - Traffic Study
- B. Parcel 44 General Plan Amendment Exhibit
- C. Parcel 44 Specific Plan Amendment
- D. Parcel 44 Rezone Exhibit
- E. Parcel 44 Draft Development Agreement Amendment
- F. Parcel 40 Specific Plan Amendment
- G. Parcel 40 Draft Development Agreement Amendment

Note to Applicant and/or Developer: Please contact the Planning Department staff at (916) 774-5276 prior to the Commission meeting if you have any questions on any of the recommended conditions for your project. If you challenge the decision of the Commission in court, you may be limited to raising only those issues which you or someone else raised at the public hearing held for this project, or in written correspondence delivered to the Planning Director at, or prior to, the public hearing.

