4.1 LAND USE AND PLANNING

This section includes a description of the existing land use plans that apply to the Plan area and a description of existing land uses in the vicinity. It also includes an analysis of the relationship between the proposed project and these plans and related environmental policies. Please refer to Exhibit 3-2 (Plan Area and Vicinity), Exhibit 3-3 (Proposed Land Uses), and Exhibit 4.1-1 (Existing Land Uses) for graphic displays related to the following text.

This project DEIR has been prepared to meet the requirements of a project-level EIR. The City's intention in preparing this project EIR is that no further environmental review under CEQA would be required for subsequent projects which are consistent with the Specific Plan to provide for the streamlined approval of projects proposed within the Plan area that are consistent with land use designations, adhere to design guidelines (specifically prototype development), or fall within the scope of the Specific Plan and EIR.

4.1.1 Existing Conditions

LAND USES IN THE PLAN AREA

The project site encompasses a 176-acre area comprising the existing Historic Old Town, Vernon Street Civic Core, and Royer and Saugstad Parks. Existing land uses in the Plan area include residential, commercial/retail, service commercial, light industrial, community-oriented (i.e., church), parks/open space, and governmental land uses in central Roseville. Exhibit 4.1-1 shows the existing land uses in the Plan area.

SURROUNDING LAND USES

The UPPR rail yard and tracks extend through the central portion of the Plan area and commercial/retail and light industrial uses extend northeastward along Vernon Street. Residential uses surround the majority of the Plan area. The Cherry Glen neighborhood, located to the south, is one of the city's oldest residential subdivisions and is characterized by period architectural styles including craftsman-style homes and mature tree canopy. Other older residential neighborhoods in the Plan area include the Folsom Road neighborhood, Enwood neighborhood, and Roseville Heights neighborhood.

The nearest school to the Plan area, Saint Rose Elementary, is located to the east directly across Dry Creek along with Roseville High which is located approximately ½ mile to the northeast. The Riverside Gateway Specific Plan area extends to the south along Riverside Avenue. Interstate 80 (I-80) is approximately ½ mile to the southeast.

4.1.2 REGULATORY BACKGROUND

The land use planning and zoning authority of local jurisdictions in California are set forth in the state's planning laws. The area is under the planning jurisdiction of the City of Roseville (City). The City planning jurisdiction, in relationship to the proposed project, is included in the discussion below. The respective land use plans and regulations are also described.

STATE PLANNING AND ZONING LAWS

California Government Code Section 65300 et seq. establishes the obligation of cities and counties to adopt and implement general plans. The general plan is a comprehensive, long-term, and general document that describes plans for the physical development of the City or County and of any land outside its boundaries that, in the City's or County's judgment, bears relation to its planning. The general plan addresses a broad range of topics, including, at a minimum, land use, circulation, housing, conservation, open space, noise, and safety. In addressing these topics, the general plan identifies the goals, objectives, policies, principles, standards, and plan proposals that support the City's or County's vision for the area.

The general plan is also a long-range document that typically addresses the physical character of an area over a 20-year period. Finally, although the general plan serves as a blueprint for future development and identifies the overall vision for the planning area, it remains general enough to allow for flexibility in the approach taken to achieve the plan's goals. The *City of Roseville General Plan 2020* is discussed, as applicable to the proposed project, later in this section.

The State Zoning Law (Government Code Section 65800 et seq.) establishes that zoning ordinances, which are laws that define allowable land uses within a specific district, must be consistent with the general plan and any applicable specific plans. When amendments to the general plan are made, corresponding changes in the zoning ordinance may be required within a reasonable time to ensure the land uses designated in the general plan would also be allowable by the zoning ordinance (Government Code Section 65860, subd. [c]).

CITY OF ROSEVILLE ZONING ORDINANCE

The *City of Roseville Zoning Ordinance* (August 2006) designates the Plan area as single family residential, attached housing, central business district, general commercial, community commercial, planned development, public/quasi-public, and park and recreation/floodway. The existing land uses in the Plan area are depicted in Exhibit 4.1-1 and are further described in Section 4.1.2.

The purpose of the single family residential (R-1) district is to promote development of detached, single-family homes, and similar and related uses inclusive of half-plexes.

The purpose of the attached housing (R-3) district is to promote development of multiple-family housing. The types of land use intended for the R-3 zoning district include apartments, condominiums, townhomes, and similar and related compatible uses.

The central business district (CBD) is intended to be applied to older portions of the downtown area to provide flexibility in the types of uses typically found in the traditional downtown where a range of business and service, residential, and mixed use uses can be located to support the entire community.

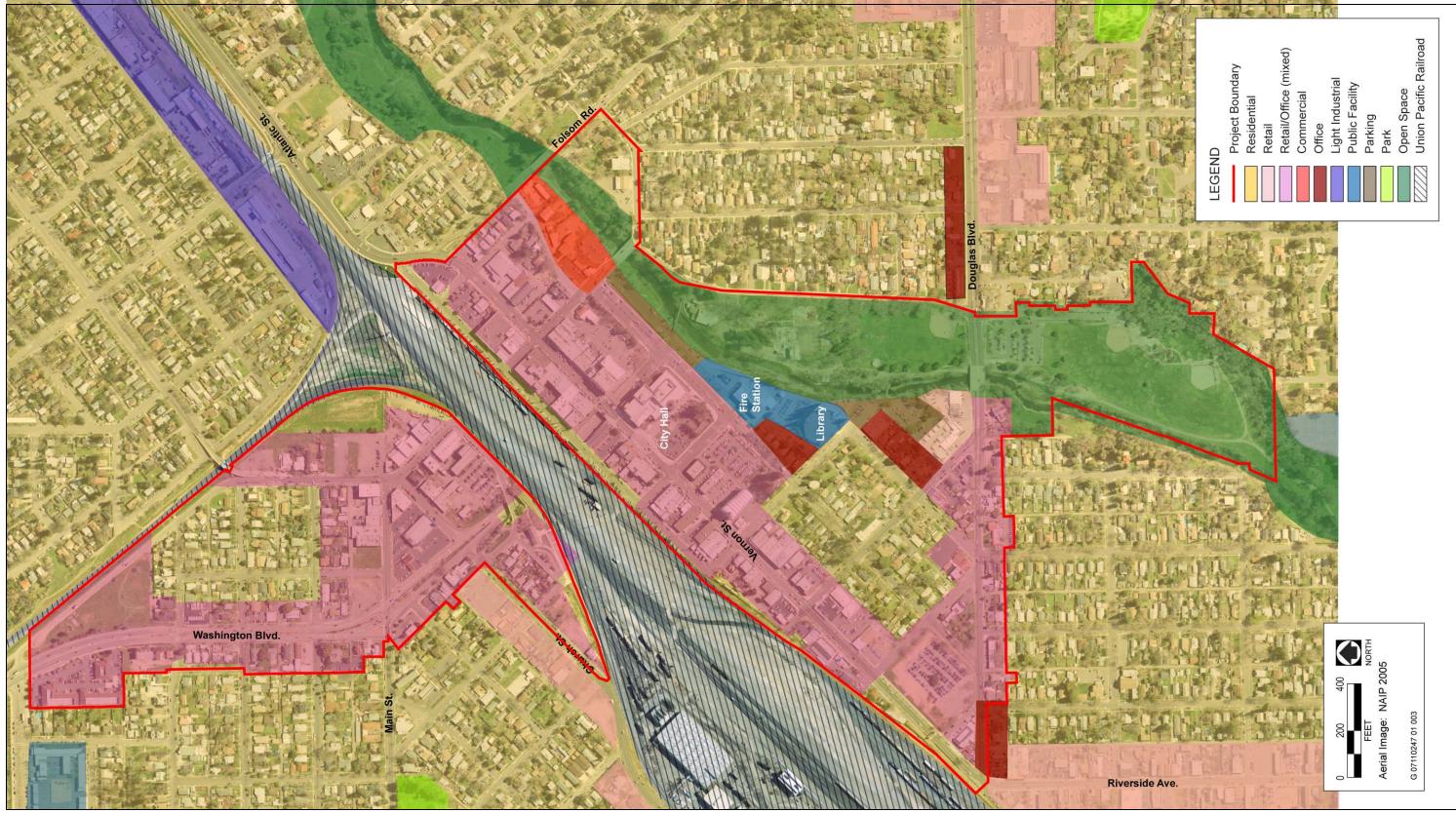
The purpose of the general commercial (GC) district is to promote development of commercial facilities that serve the entire community by providing areas for commercial facilities that are of a service or heavy commercial character and may involve outdoor display, storage, or activity areas.

The purpose of the community commercial (CC) district is to promote development of principal retail shopping that serve the needs of the entire community by providing areas for shopping centers and other retail and service uses.

The planned development (PD) district is a special purpose district that is established with the approval of a zoning ordinance amendment. The PD district is intended to be applied in circumstances where existing PD districts cannot be readily converted to a new zoning district or the desired mix of land uses cannot be achieved with a residential, commercial, or industrial mixed use district when combined with a special area overlay.

The public/quasi-public (P/QP) district is applied to land intended for education, religious assembly, governmental offices, municipal corporation yards, water treatment plants, power generating facilities (including privately owned facilities), and other publicly owned facilities.

The park and recreation (PR) district may be applied to both public and private recreation facilities. The PR district is intended to be applied to larger parks, particularly community wide facilities, but may also be applied to smaller neighborhood facilities when needed because of the planned facilities or natural features.



Source: City of Roseville 2004

Existing Land Uses

Exhibit 4.1-1

The floodway (FW) district promotes public health, safety, and general welfare, and is intended to minimize potential losses. The FW district is designed to:

- ► Restrict or prohibit uses which are dangerous to health, safety, or property in times of flood, or cause increases in flood heights or velocities;
- ► Require that uses vulnerable to floods, including public facilities which serve such uses, be protected against flood damage at the time of initial construction;
- ▶ Protect individuals from buying lands which are unsuited for intended purposes because of flood hazard;
- Avoid unnecessary expenditures of public funds to remedy flood hazards resulting from imprudent uses of lands vulnerable to floods;
- ▶ Maintain and preserve the existing stream channels and stream vegetation in as nearly natural condition as possible in order to preserve wildlife and fish habitat as well as to avoid the expenditure of public funds to remedy or avoid flood hazards, unnatural watercourse diversion, erosion, or situations caused by piecemeal alterations of natural watercourses and flood carrying areas, while balancing this need against the need to reduce the physical area of the floodplain; and
- ▶ Have individual property owners assume responsibility for their actions.

CITY OF ROSEVILLE GENERAL PLAN 2020

The City of Roseville General Plan 2020 was adopted in August 2004. The Plan area is designated by the City General Plan as low-density residential, medium density residential, central business district, public/quasi-public, and parks and recreation/floodplain. The existing land uses in the Plan area are depicted in Exhibit 4.1-1 and are further described in Section 4.1.2.

The low-density residential land use category allows development of single-family dwelling units that comprise the majority of Roseville's housing supply. Development standards allow 0.5 to 6.9 dwelling units per gross developable acre and lot sizes average between 6,000 and 7,500 square feet.

The medium-density residential land use category allows development of single family detached dwelling units and attached patio homes, half-plexes, townhouses, condominiums, and mobile home parks. This residential land use accommodates a variety of housing types and designs and is often located as a transition or buffer between higher intensity land uses and low-density residential land uses. Development standards allow between 7.0 and 12.9 dwelling units per gross developable acre.

The central business district land use category is distinct because it acknowledges land use patterns of significantly greater intensities and traditional mixed uses of retail, offices, and apartments. The central business district land use category is limited to Central Roseville, the West Roseville Village Center, and to areas of greater urban intensity. Development standards allow floor area ratios to be as high as 300% (three times the site area).

The public/quasi-public land use category is used to establish areas for education, religious assembly, governmental offices, municipal corporation yards, and water treatment plants.

The parks and recreation land use category is used to identify public parks in Roseville and public and private recreation facilities. The floodplain land use category identifies land located within the 100-year floodplain boundaries. Development of lands with a floodplain land use designation is strictly regulated by the City of Roseville. As part of a specific plan, the land use designation may be combined with an open space or parks

designation. Land uses are limited to those that minimize impacts on upstream and downstream areas and are consistent with both the policies of the General Plan Safety Element and the underlying land use designation.

In addition, the *City of Roseville General Plan 2020* contains the following Land Use and Planning-related goals and policies applicable to the proposed project:

Community Form Goal 2: While recognizing that the automobile is the primary form of transportation, the City of Roseville should make a commitment to shift from the automobile to other modes of transportation.

Community Form Goal 3: In partnership with private interests, the City of Roseville will promote the creation of a town center offering government services, social and cultural activities, and commercial opportunities in Central Roseville. Roseville will also encourage the creation of additional social, cultural and commercial satellite opportunities throughout the community.

Community Form Goal 4: Through the designation of special study areas and redevelopment efforts, the City of Roseville will promote the preservation, revitalization and enhancement of its business district and existing neighborhood.

Community Form Goal 5: Design new development to be integrated, connected and related to existing development areas within the City.

Community Form Goal 7: Roseville will promote and encourage the availability of a variety of goods and services, and will take measures to retain a positive business climate in the City.

- ► Community Form Policy 1: Ensure high quality development in new and existing development areas as defined through specific plans, the development review process and community design guidelines.
- ► Community Form Policy 4: Promote a diversity of residential living options (e.g., density ranges, housing types, affordability ranges) while ensuring community compatibility and well-designed residential development.
- ► Community Form Policy 6: Through development approvals and City programs (e.g., redevelopment, capital improvement program, parks and recreation programs, etc.) assure that all portions of the community are linked and integrated.
- ► Community Form—Relationship to Transit, Pedestrian, Air Quality (RTPAQ) Policy 1: Promote land use patterns that support a variety of transportation modes and accommodate pedestrian mobility.
- ► Community Form—RTPAQ Policy 2: Allow for land use patterns and mixed use development that integrate residential and non-residential land uses, such that residents may easily walk or bike to shopping, services, employment and leisure activities.
- ► Community Form—RTPAQ Policy 5: Where feasible, improve existing development areas to create better pedestrian and transit accessibility.
- ► Community Form—RTPAQ Policy 6: Through City land use planning and development approvals, require that neighborhood serving uses (e.g., neighborhood commercial uses, day care, parks, schools, and other community facilities) be physically linked with adjacent residential neighborhoods.
- ► Community Form—Downtown, Neighborhoods (DN) Policy 1: Create and maintain a strong identifiable downtown that offers the surrounding community a cluster of municipal offices and services, commercial, office and higher density residential uses.

- ► Community Form—DN Policy 4: Support the redevelopment and revitalization of areas that are in decline or economically underutilized.
- ► **Community Form—DN Policy 5:** Encourage infill development and rehabilitation that:
 - upgrades the quality and enhances the character of existing areas;
 - enhances public transit use and pedestrian access;
 - efficiently utilizes and does not overburden existing services and infrastructure; and
 - results in land use patterns and densities that provide the opportunity for the construction of household types affordable to all income groups.
- ► Community Form—Jobs/Housing and Economic Development (JH & ED) Policy 5: Maintain land use patterns, intensities and densities that promote a positive business climate (e.g., supply of business professional, commercial and industrial lands).
- ► Community Form—JH & ED Policy 6: Support activities that attract employment uses to the City as identified in the Economic Development Study/Plan.

4.1.3 ENVIRONMENTAL IMPACTS

ANALYSIS METHODOLOGY

The information presented in this section is based on a review of relevant literature and adopted plans, including the *City of Roseville General Plan 2020*.

THRESHOLDS OF SIGNIFICANCE

The proposed project would cause a significant impact on land use if it would:

- physically divide an established community;
- conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project adopted for the purpose of avoiding or mitigating an environmental effect; or
- conflict with any applicable habitat conservation plan or natural community conservation plan.

IMPACT ANALYSIS

IMPACT
 4.1-1
 Land Use – Potential for Division of an Existing Community. The proposed Specific Plan would not physically divide residential communities in the Plan area. Instead, it would serve to unify the communities in the Plan area. There would be no impact.

The Plan area is bordered on the south by the Cherry Glen neighborhood, on the east by the Folsom Road neighborhood, on the west by the Roseville Heights neighborhood, and on the north by the Enwood neighborhood. Implementing the proposed Specific Plan would not physically divide these residential communities because it would not develop any lengthy walls, large fenced areas, new freeways or arterials, large industrial or other complexes, or other physical impediments to cross-community access. Instead, the proposed Specific Plan would serve to unify the communities by promoting the development of a greater range of housing and neighborhood commercial uses in the Plan area and by improving and expanding pedestrian, bicycle, and vehicle access throughout the Plan area and in the immediate area. As a result, there would be no impact.

4.1-2 Land Use – Conflicts with Land Use Plans, Policies, or Regulations. Implementation of the proposed Specific Plan would require the adoption of new zoning districts and a General Plan amendment. Although the proposed Specific Plan could potentially generate land use conflicts with existing land uses, the land use changes proposed in the Plan are consistent with the generally urban nature of the downtown area and the transitional mixed-use areas would serve as a physical buffer between the higher intensity commercial/retail areas and adjacent residential neighborhoods. For these reasons, and because land use conflicts do not represent environmental effects in and of themselves, this impact is considered less than significant.

Parcels within the Plan area are designated in the *City of Roseville General Plan* as low density residential, medium density residential, central business district, public/quasi-public, and parks and recreation/floodplain (City of Roseville 2004), and are currently zoned for single family residential, attached housing, central business district, general commercial, community commercial, planned development, public/quasi-public, and park and recreation/floodway according to the *City of Roseville Zoning Ordinance* (City of Roseville 2006). Land uses in the Plan area are implemented through zoning districts. Implementation of the Plan would include the adoption of 11 new land use districts for the Plan area and require a General Plan amendment to allow for development of desired land uses in Downtown Roseville. The Specific Plan provides development standards and design criteria specific to each district (see Exhibit 3-3, "Project Description") which would include:

- ▶ Washington Corridor District is identified as a mixed-use area extending along Washington Boulevard that principally allows development of mixed use, retail, restaurants, services, offices, and multi-family residential uses:
- ► Washington Corridor Intensification District is a triangular shaped parcel located at the corner of Washington Boulevard and Lincoln Street and identified as an opportunity site for development of mixed commercial and residential uses;
- ▶ Old Town Bungalow District is identified as a residential area located in the Old Town Roseville area that principally allows development of single-family residential and cottage office uses;
- ▶ Old Town Commercial District is identified as a mixed-use area located in the Old Town Roseville area that principally allows development of mixed use, retail, restaurants, entertainment, nightclubs/bars, grocery store/pharmacy, offices, multi-family residential, and live/work space uses;
- ► Old Town Commercial Extension District is land owned by Union Pacific Railroad and is proposed to be leased for public surface parking;
- ► Vernon Street District is identified as a mixed-use area extending along Vernon Street that principally allows development of mixed use, retail restaurants, entertainment, nightclubs, offices, public/quasi-public, and multi-family residential uses;
- ▶ Dry Creek Mixed-Use District is identified as a mixed-use area extending along the western edge of Dry Creek that principally allows development of mixed use, retail, restaurants, public/quasi-public, offices, multi-family residential, live/work space, public market, and vendor/kiosk uses;
- ► Royer Park District is identified as a recreational area extending along the eastern edge of Dry Creek that principally involves improvements to existing recreational opportunities at Royer/Saugstad Parks;
- ► Creek View Residential District is identified as a high-density residential area located in the northeasternmost portion of the Plan area that principally allows development of multi-family residential and neighborhood grocery store uses;

- ▶ Vernon Bungalow District is identified as a residential/cottage office area located centrally in the southernmost portion of the Plan area that principally allows development of single-family residential and cottage office uses; and
- ▶ Douglas Corridor District is identified as a mixed-use area extending along Douglas Boulevard that principally allows development of mixed use, retail, restaurants, service, offices, and multi-family residential uses.

The proposed Specific Plan would implement a multi-dimensional approach to regulating development in the 11 new districts by utilizing a detailed land use matrix; "At-A-Glance" sheets that specify building placement and size, principally allowable uses, allowable building types, allowable building frontage types, allowable sign types, and parking requirements; and municipal ordinances. These regulations are identified in the Downtowncode section of the Specific Plan. The regulations would apply to all properties located within one of the 11 districts and would be in addition to general provisions identified in the City's Municipal Code.

Because the proposed Specific Plan is long-range in nature and intended to guide development over the next 20 years, redevelopment and conversion to land uses envisioned in the Plan would occur over time. The planned intensity and scale of development would be appropriate for this primarily urban area of Downtown Roseville. The transitional mixed-use residential areas would serve as a physical buffer between the higher intensity commercial/retail areas located in the central portions of Downtown Roseville and Old Town Roseville and the surrounding residential neighborhoods and would help to maintain compatible adjacent land uses in and surrounding the Plan area. For these reasons, and because land use changes do not represent environmental effects in and of themselves, this impact is considered less than significant.

IMPACT Land Use – Consistency with Habitat Conservation and Natural Community Conservation Plans.

4.1-3 The Plan area is not subject to an adopted habitat conservation plan or natural community conservation plan. Therefore, implementation of the proposed Specific Plan would not cause any inconsistencies with any habitat conservation plans or natural community conservation plans. There would be **no impact**.

Dry Creek runs through the eastern portion of the Plan area and supports a variety of natural vegetation and habitat. The proposed Specific Plan is not located in an area designated or zoned by the City, or an agency with jurisdiction over the proposed project, for conservation, open space, or other use adopted for the purpose of avoiding or mitigating an environmental effect. In addition, the portion of Dry Creek in the Plan area is not subject to an adopted habitat conservation plan or natural community conservation plan, does not contain and is not part of a wetland mitigation bank or other biological resource mitigation bank, and neither contains nor is located adjacent to existing farmland designated or under contract for preservation. Therefore, there would be no impact.

4.1.4 MITIGATION MEASURE

No significant impacts related to land use consistency and compatibility would occur under the proposed project; therefore, no mitigation measures are required.

4.1.5 RESIDUAL SIGNIFICANT IMPACTS

All impacts associated with land use consistency and compatibility are considered less than significant. Therefore, there are no residual significant impacts.