



**PLANNING & REDEVELOPMENT DEPARTMENT STAFF REPORT
PLANNING COMMISSION MEETING FEBRUARY 26, 2009**

Prepared by: Kevin Payne, Assistant Director
Jan Shellito, Redevelopment Manager

ITEM V-A: GENERAL PLAN AMENDMENT, SPECIFIC PLAN, REZONE, TREE PERMIT, ZONING ORDINANCE, COMMUNITY DESIGN GUIDELINES AND SIGN ORDINANCE AMENDMENT - DOWNTOWN SPECIFIC PLAN (Vernon Street and Historic Old Town - FILE #2006-173, PROJECT #'s GPA-000027, SPA-000019, RZ-000036, TP-000113, OA-000021).

REQUEST

This request is for the approval of the Downtown Specific Plan (DTSP). This project includes; a General Plan Amendment, Specific Plan, Rezone, amendments to the Zoning Ordinance, Sign Ordinance and Community Design Guidelines, a Tree Permit and certification of a Draft Environmental Impact Report (DEIR). The project will provide for modified land uses within the plan area allowing mixed use and residential development. It will also encourage redevelopment, enhance existing circulation, improve the streetscape, and develop landscape features to provide new vitality to the plan area.

SUMMARY RECOMMENDATION

The Planning and Redevelopment Department recommends that the Planning Commission take the following action recommending that the City Council:

- A. Certify the Draft Environmental Impact Report;
- B. Adopt the two findings approving the General Plan Amendment and the Downtown Specific Plan;
- C. Approve the General Plan Amendment and the Downtown Specific Plan;
- D. Adopt the two findings approving the zoning as established by the Downtown Specific Plan and incorporated into the Downtown Code;
- E. Approve the changes in zoning as specified in the Downtown Code;
- F. Adopt the two findings approving the amendment to the City's Zoning Ordinance;
- G. Approve the proposed amendments to the Zoning Ordinance;
- H. Adopt the two findings approving the amendment to the City's Sign Ordinance;
- I. Approve the proposed amendments to the Sign Ordinance;
- J. Approve the proposed amendments to the Community Design Guidelines;
- K. Adopt the two findings approving the Tree Permit; and
- L. Approve the Tree Permit.

BACKGROUND

At the meeting of February 12, 2009, the Planning Commission began its review of the Downtown Specific Plan (DTSP) and associated Downtown Code and Draft Environmental Impact Report (DEIR). During this meeting, the Commission was presented with an overview of the main strategies addressed within the specific plan and key policies within the land use, circulation and utilities elements. The associated staff report provided background information on the project. Additionally, the Commission opened the hearing for public testimony and provided general comments on the overall project. Due to the scope of the project and the length of the documents, no formal action was taken and the meeting was continued to the regularly scheduled meeting of February 26, 2009. The intent of this meeting is to review the remaining components of the DTSP (park improvements, public facilities, Downtown Code) and take a formal action to recommend approval of the requested entitlements.

REVIEW PROCESS

This hearing on the DTSP project is a continuation of the February 12, 2009, Planning Commission hearing. As previously indicated, the policies and regulations contained within the DTSP and Downtown Code have been separated into broader topic areas and evaluations of these topic areas have been included as attachments to the staff report. For Planning Commission consideration at this meeting will be the following topic areas:

- Park Improvements (Attachment 1)
- Public Facilities (Attachment 2)
- Downtown Code (Attachment 3)
- Actions, Errata's and Public Input

ENTITLEMENTS OVERVIEW

Adoption of the Specific Plan also requires modifications to existing City documents and the approval of several entitlements. A summary discussion of these items is provided, as follows:

General Plan Amendment – The General Plan will be amended to reflect the adoption of the DTSP and the policies contained within. Amendments will be made to the Land Use Element to recognize the DTSP and to update the land use designations and the allocation numbers. The Circulation Element will be amended to; reflect that this area is a pedestrian district, update the roadway classifications and amend the Level of Service (LOS) designations as warranted. The Noise Element will be amended to allow new noise-sensitive land uses in proximity to noise generating transportation sources with the application of mitigation measures. Finally, the Parks & Recreation Element will be modified to waive the parkland dedication requirement for projects within the DTSP.

Specific Plan – Adoption of the DTSP requires approval of a Specific Plan entitlement.

Rezone – The land use policies contained within the DTSP require the rezone of parcels within the plan area. The Downtown Code establishes the zoning designations and permitted uses. The zoning designation map is included on page 2-14 of the Downtown Code, as exhibit 2-4. In general, all properties will be given a Special Area (SA) overlay designation, which allows modifications of the general district regulations, by reference to the regulations contained within the Downtown Code. Properties within the plan area will not be “down zoned”. However, certain uses that currently exist, but are not consistent with the Downtown Vision, will no longer be allowed. They will assume a non-conforming status. As an example, these uses include auto services, liquor stores, pawnshops, and wholesale distributors. They may continue to operate as they exist, but will be subject to the provisions of the City's non-conforming use requirements. Consistent with the vision, residential and mixed-use will be a permitted use in all commercial zones. The SA designation will also allow for increases to height and floor area ratios, as well as decreases to setbacks.

Tree Permit – Protected oak trees are located on several of the catalysts sites. In order to facilitate development of the Pre-Design projects, the City is requesting approval of a Tree Permit for; the removal of 18 protected oak trees on the Washington Lincoln site, one protected oak tree on the City Hall Annex site, and one protected oak tree at the Dry Creek site. Mitigation, consistent with the City's Tree preservation Ordinance will be established through a tree mitigation plan as part of the building permit review. These trees will not be allowed to be removed until this plan has been approved.

Zoning Ordinance – Amendments to the Zoning Ordinance include recognizing the DTSP, adding and expanding on use type definitions, and reflecting the permit process for projects within the Downtown area.

Community Design Guidelines – Unique design guidelines have been created for the Downtown and have been included in the Downtown Code. The Community Design Guidelines will be updated to remove the existing design guidelines that are specific to the Downtown.

Sign Ordinance – Sign regulations that are specific for the Downtown and have been included in Chapter 8 of the Downtown Code. The Sign Ordinance is being amended to reference the Downtown Code regulations for signs within the plan area.

Ordinances and Resolutions for the required amendments will be prepared and presented to City Council as part of their consideration of the amendments to the aforementioned documents.

COMMITTEE/COMMISSION COMMENTS

As part of the Downtown Specific Plan review process, the project was presented at several public hearings. For the benefit of the Planning Commission, the following is a summary of the comments received at these hearings:

Roseville Revitalization Committee (RRC) – January 12, 2009

Action: The Committee unanimously recommended approval of the project.

The committee expressed the importance of preservations and enhancement of Dry Creek. Mayor Pro Tem Pauline Rocucci would like the Vietnam Monument within Saugstad Park to be preserved and other historic or historically significant buildings/places to be preserved or at least reviewed and cataloged prior to demolition. There were also discussions on pedestrian safety, noise impacts to new residential units, development phasing, and alternative transportation improvements. No public comments were received.

Transportation Commission (TC) – January 20, 2009

Action: The Commission unanimously recommended approval of the DTSP project.

The commission had questions on the phasing and financing of improvements. Commissioner Hoey encouraged the Alternative Transportation division to look at intermediate improvements or solutions to bicycle circulation within the Washington Underpass. There was also a discussion on the Level of Service (LOS) for roadways with less than a LOS of C; it was suggested that Public Works continuously look for opportunities for improvement. Commissioner Lyss would like to see a requirement for new residential development adjacent to the railroad track to provide fencing along the tracks. Two Commissioners were not present but provided written comments. Those comments along with staff responses have been included as **Attachment 4**.

Public comments were received from one member of the public, Mike Barnbaum. Mr. Barnbaum suggested improvements be made to the Roseville train station to accommodate additional train services and that the station be staffed by Placer County. Mr. Barnbaum also suggested that the DTSP be nominated for the SACOG awards in December.

Public Utilities Commission (PUC) – January 27, 2009

Action: The PUC unanimously recommended approval of the DTSP.

The PUC discussed the project budget, phasing of improvements, water capacity, and stormwater treatment for Downtown. Commissioner Carpenter suggested that more activities be held

Downtown. Commissioner Cinnamon stated that utility rates should not increase due to the DTSP and staff validated that this project would not impact rates. No public comments were received.

Parks & Recreation Commission (PRC) – February 2, 2009

Action: The PRC unanimously recommended approval of the RSPMP update and the DTSP.

The Royer Saugstad Park Master Plan (RSPMP) update was presented and discussed. The PRC also had discussions on the availability of parking, pedestrian crossing improvements, funding, and joint City-private developer project opportunities. No public comments were received.

Planning Commission (PC) #1 – February 12, 2009:

Action: The item was continued to the meeting of February 26, 2009 to review the remaining Specific Plan Elements.

Staff presented the land use, circulation and utilities policies to the Planning Commission. Under the land use, discussion questions were answered regarding how properties would be obtained in order to facilitate development, how tax improvement bonds are applied, and the proposed sidewalk sign regulations. Under the circulation discussion, questions were answered regarding; how a parking meter program would be implemented, how the trolley would be funded, and how parking impacts in Historic Old Town will be addressed. The PC additionally discussed the reduction in on-site parking requirements and the amount of parking needed at plan buildout.

Public comments were limited and focused on transportation related items. A resident inquired as to the status of the courthouse and when development of the properties surrounding their home might occur. An adequate response was provided.

Design Committee (DC) – February 19, 2009: Comments were not available at the time of generating this report. Results of their discussion and action will be provided at the meeting.

Comments received from the various Committees/Commissions and the public will be forwarded to the City Council for consideration as part of their action. The DTSP is tentatively scheduled to be heard at the City Council on March 18, 2009 and on April 1, 2009.

ENVIRONMENTAL REVIEW

The Draft Environmental Impact Report (DEIR) was made available for a 53-day public review period beginning December 23, 2008 and closing February 13, 2009 (The typical review period is 45 days, however, due to the holidays, additional days for review were provided.). The proposed project could generate potentially significant impacts in the areas of cultural resources, transportation/traffic, noise and air quality. An overview of the impacts is contained within the discussion of the topic area associated with the impact (i.e. Public Service impacts are discussed in the Park Improvements discussion, Attachment 4 of this report). For a full discussion of the project impacts please refer to the Draft EIR (Exhibit C).

Written comments received on the DEIR are included as **Attachment 5**. Comments will be addressed as part of the Final Environmental Impact Report (EIR). The Final EIR will be certified by the City Council tentatively scheduled for on April 1, 2009.

PRESENTATION/COMMISSION ACTION:

Similar to the hearing on February 12, 2009, staff will provide a brief overview of the topic areas, focusing on the unique features of the project. Following staff's presentation on each topic area, the Commission will have the opportunity for discussion and comment on that section. Upon the conclusion of comments on a section, the Commission will close the review of the section and direct staff to proceed with the presentation of the next section. At the conclusion of the presentation, the public hearing will be opened and public testimony will be received. Following the public hearing, the Commission will act on the proposed project. A recommendation of approval has been provided below.

RECOMMENDATION:

The Planning and Redevelopment Department recommends that the Planning Commission take the following actions regarding the Downtown Specific Plan (A-L):

- A. Forward comments on the Draft EIR, along with other EIR comments received during the public review period for inclusion in the Final EIR for City Council review, and recommend certification of the EIR.
- B. Recommend that the City Council adopt the following findings for the General Plan Amendment and the Downtown Specific Plan:
 - 1. The proposed General Plan Amendment and the Downtown Specific Plan is consistent with the objectives, policies, general land uses and programs specified in the General Plan.
 - 2. The establishment of the Downtown Specific Plan as a Pedestrian District is consistent with the provisions contained within the General Plan.
- C. Recommend that the City Council approve the General Plan Amendment and the Downtown Specific Plan, as identified in Exhibit A.
- D. Recommend that the City Council adopt the following findings for the Rezone modifying the zoning as shown in Exhibit B:
 - 1. The proposed Rezone is consistent with the General Plan as amended, and
 - 2. The proposed Rezone will not be detrimental to the public interest, health, safety, or welfare of the City.
- E. Recommend that the City Council approve the Rezone for the Plan Area to reflect the zoning for the Downtown Specific Plan, as identified in Exhibit B.
- F. Recommend that the City Council adopt the following findings for the Zoning Ordinance Amendments as contained in Exhibit D:
 - 1. The proposed Zoning Ordinance Amendments will not be detrimental to the public interest, health, safety, or welfare of the City, and
 - 2. The proposed Zoning Ordinance Amendments are consistent with the General Plan.
- G. Recommend that the City Council approve the Zoning Ordinance Amendments as contained in Exhibit D.
- H. Recommend that the City Council adopt the following findings for the Sign Ordinance Amendments as contained in Exhibit E:

1. The proposed Sign Ordinance Amendments will not be detrimental to the public interest, health, safety, or welfare of the City, and
 2. The proposed Sign Ordinance Amendments are consistent with the General Plan.
- I. Recommend that the City Council approve the Zoning Ordinance Amendments as contained in Exhibit D.
- J. Recommend that the City Council approve the amendments to the Community Wide Design Guidelines as contained within the Downtown Code (Exhibit B).
- K. Recommend that the City Council adopt the two findings of fact for the Tree Permit:
1. Approval of the Tree Permit will not be detrimental to the public health, safety, or welfare and approval of the Tree Permit is consistent with the provisions of Chapter 19.66 of the Roseville Zoning Ordinance; and
 2. Measures have been incorporated in the project or permit to mitigate impacts to remaining trees and to provide replacement for trees removed.
- L. Recommend that the City Council approve the Tree Permit Downtown Specific Plan– File# 2006PL-173, Project # TP-000113.

Attachments:

1. Park Improvements Discussion
2. Public Facilities Discussion
3. Downtown Code Discussion
4. Transportation Commission Comments
5. DEIR Comments
6. Specific Plan Errata Sheets
7. Downtown Code Errata Sheets

Exhibits:

- A. Downtown Specific Plan (Previously distributed)
- B. Downtown Code (Previously Distributed)
- C. Draft Environmental Impact Report (Previously Distributed)
- D. Redline Strikeout of proposed Zoning Ordinance Amendments
- E. Redline Strikeout of proposed Sign Ordinance Amendments