

CHAPTER 13 PLANNING CONSIDERATIONS

13.1 INTRODUCTION

The proposed Fiddymment Ranch Specific Plan Amendment 3 project would amend the existing West Roseville Specific Plan (WRSP) by changing the land use and zoning designations for some parcels and by changing development densities within the project area. The project would result in the development of 1,905 additional residential units and 7.27 additional acres of commercial land uses compared with the development evaluated in the WRSP EIR. Other changes proposed to the land uses within the Fiddymment Ranch project area include minor adjustments in acreage for parks, open space, public/quasi-public, and roadway rights-of-way.

Chapter 7 of the WRSP EIR included an analysis of the consistency of the WRSP with applicable plans and policies concerning the Specific Plan Area. This chapter addresses the consistency of the proposed Fiddymment Ranch Specific Plan Amendment 3 project with the findings of the City's Growth Management Visioning Committee, which were made in 2004, after adoption of the WRSP and certification of the WRSP EIR.

Section 15125 (d) of the CEQA Guidelines states that the EIR shall discuss "any inconsistencies between the proposed project and applicable general plans and regional plans..." An EIR may provide information regarding land use, planning and socio-economic effects; however, CEQA does not recognize these issues as typical environmental impacts on the physical environment. Physical impacts are not addressed in this section, but in the appropriate technical sections of this EIR.

The Notice of Preparation (NOP) for this EIR, the Initial Study, and comments received in response to the NOP are provided in Appendix A. No comments on the NOP were submitted regarding Planning Considerations for the project.

Project Summary

The project site is within the WRSP area, which encompasses ±3,162 acres located in the northwest portion of the City of Roseville, west of Fiddymment Road. Within the WRSP, the Fiddymment Ranch area comprises ±1,678 acres. As noted above, the project proposes to amend the WRSP to accommodate up to 1,905 additional residential units and 7.27 acres of community commercial land uses within the Fiddymment Ranch area. The project also proposes other minor changes to land uses within Fiddymment Ranch.

Approval and implementation of the project would require the following entitlements:

1. A **General Plan Amendment** to revise the WRSP land use plan and text to reflect the proposed unit increase, increase the City's residential unit allocation, and modify Table IX-3 related to exposure to noise levels from municipal power plants;
2. A **Specific Plan Amendment** to revise the land use plan and text to reflect the proposed unit increase;
3. A **Rezone** to modify allowable density ranges for residential zoning districts and to change the zoning designations on some parcels consistent with the proposed land uses;

4. A **Large Lot Tentative Map Modification** to divide the property consistent with the new land use and circulation plan; and
5. A **Development Agreement Amendment** to outline developer and City obligations and to account for the changes proposed by this project.

13.2 POLICY SETTING

City of Roseville

General Plan (2010)

The City of Roseville last completed a comprehensive update of its General Plan in 2004 with the approval of the WRSP. In addition, the City's Housing Element was approved in August 2009. In addition, the General Plan was updated with the adoption of the Sierra Vista Specific Plan in May 2010.

The proposed project is subject to the goals, policies and programs set forth in the *City of Roseville General Plan*. The General Plan serves as a long-term policy guide for the physical, economic, and environmental growth of Roseville, establishing the community's vision for its ultimate physical growth. State law requires that every county and city prepare and adopt a comprehensive long-range plan to serve as a guide for the development of the community. City actions, such as those relating to land use allocations, annexations, zoning, subdivision and design review, redevelopment, and capital improvements must be consistent with the General Plan.

The General Plan also designates land use categories for the entire city. Each land use category is identified and defined within the General Plan, including information on the general uses, development, intensity, siting, and compatibility standards. Roseville's General Plan was adopted by the City Council in 1992 and several technical updates have been adopted to reflect approved projects, including the WRSP. The project proposes to amend the some of the General Plan designations for the project site.

Applicable General Plan policies are identified in Chapters 4 through 10 of this Draft Subsequent EIR.

The proposed project would not revise any of the General Plan goals or policies or change or add any land use designations. The project proposes to amend the General Plan land use designations for some parcels within the Fiddymment Ranch project area. Similarly, the proposed project would not revise any content of the WRSP or the City of Roseville Zoning Ordinance. It would amend the Specific Plan land use designations and zoning designations for some parcels within the project area; it would also amend the allowable densities for some of these parcels. Implementation of the project would be consistent with the City's General Plan, the WRSP, and the Zoning Ordinance with approval of the proposed General Plan Amendment, Specific Plan Amendment, and Rezone. Therefore, consistency with the City's existing General Plan and Specific Plan and zoning designations is not considered an impact; however, a discussion of consistency with General Plan policies is provided to demonstrate that no significant inconsistencies exist between the existing General Plan and the proposed project.

Since the time that the WRSP EIR was prepared, the City of Roseville has adopted amendments to the General Plan and Zoning Ordinance. However none of the underlying principles that form the foundation for the goals and policies of the General Plan elements have changed. The Fiddymment Ranch Specific Plan Amendment 3 project proposes alterations to the specific land uses of individual parcels within Fiddymment Ranch, but does not propose substantial revisions to the overall character of development within the WRSP. Therefore, the proposed project remains consistent with the City of Roseville General Plan.

West Roseville Specific Plan

The WRSP establishes a growth framework for the entire project site, as described in WRSP Chapter 2 Project Description. The WRSP is designed as a residential community supplemented by a mix of support and employment uses. The primary elements that comprise the form of the WRSP land use plan include: the Community Focal Points (Village Center and Activity Core); Residential Neighborhoods; a hierarchy of Service and Neighborhood Nodes; the Employment District; and the City Edge. The portion of Fiddymment Ranch affected by the proposed Specific Plan Amendment includes residential neighborhoods and a neighborhood node, which are described in the WRSP as:

Residential Neighborhoods: Low density single-family residential is the predominant land use within the WRSP, and a defining characteristic of the community. The Residential Neighborhoods surround the Activity Core with approximately 40% of Plan Area units to the north and east of the Activity Core, and 60% to the south and west. Neighborhoods include a mix of low, medium and high density residential uses. Schools and parks are located in neighborhoods within walking distance of most residences. Medium and high- density residential is incorporated, proximate to services and recreational areas and to provide a separation between single-family residential and more intense land uses. A variety of housing styles similar to that found elsewhere in the City are planned, including affordable housing and designated age restricted neighborhoods.

Neighborhood Nodes: Located internally within the residential areas, the Neighborhood Nodes generally consist of a park combined with an elementary school. Where feasible, the Neighborhood Nodes are located adjacent and connected to open space areas. The Neighborhood Nodes act as a local activity amenity within each neighborhood. Neighborhood streets are planned to be organized around the nodes to provide easy vehicle and pedestrian access, and to establish the node as the visual center of the neighborhood.

WRSP Planning Principles

The WRSP includes planning principles intended to ensure that the community will be desirable and functional for future residents and businesses, and that it will provide new opportunities and benefits accessible to all of Roseville. The following principles, included in Chapter 3 Community Form and Planning Principles of the WRSP, are applicable to the proposed project. While the proposed Fiddymment Ranch Specific Plan Amendment 3 project would alter land uses and development densities in a portion of the WRSP area, it would not change the character of development. The project would continue to maintain consistency with numerous WRSP Planning Principles, as identified below.

General

1. Create a comprehensively planned residential based community balanced by a mix of employment, commercial, business professional, service, recreation, open space, and public uses.
2. Provide a logical and orderly extension of the City of Roseville that is compatible with surrounding land uses, that complements the pattern and intensity of existing development in the City and provides new benefits to the City.
4. Aid the City in meeting its recognized obligation to accommodate a percentage of future population growth in the region by increasing the residential holding capacity by 8,468 residential units in an area identified in the City's feasibility analyses as feasible for such development.
5. Ensure compatibility with the adjacent Pleasant Grove Wastewater Treatment Plant and other potential 5 future intensive public uses, including the proposed Roseville Energy Park, through inclusion of appropriate uses within the 1,000 foot non-residential buffer area around the plant.

Use and Form

7. Shape a physical form and character of development that is functional and creates a sense of place that will:
 - a. Establish an identifiable western edge of the City of Roseville through inclusion of contiguous permanent open space areas;
 - b. Enhance Roseville's supply of and reputation for quality housing that provides a diversity of housing opportunities available to residents from a wide range of economic levels and all stages of life;
 - c. Organize neighborhoods to be identifiable, walkable and to incorporate gathering places, such as parks and schools, for neighborhood activities and interaction;
 - d. Encourage the concentration of recreation, education, service, public and community activities, as focal points of the community including:
 - Development of a mixed use Village Center that incorporates "Smart Growth" principles and that is modeled as a traditional hub of services, activity and people gathering;
 - Creation of a central Activity Core that includes two regional parks (Regional Sports Park and Fiddymment Park) and a high school; and
 - Provision of adequate school facilities to serve students generated in the WRSP.
 - e. Expand the City's employment base through the inclusion of commercial, industrial, light industrial and business professional uses; and
 - f. Balance development with resource protection, including preservation of cultural resources, significant creek corridors, sensitive habitat, oak woodlands and wetlands in interconnected permanent open space.

Infrastructure and Services:

8. Provide a safe and efficient circulation system that interconnects uses and provides opportunities for alternate transportation options.
9. Create an interconnected Class 1 bikeway system that links the Plan Area with the rest of the City as well as residential neighborhoods, open space, parks, schools, service and activity areas.
11. Provide and maintain services and infrastructure that satisfy City standards, integrate with existing and planned facilities and connections, consider potential development in the remainder of the City-County MOU area, and do not diminish services to existing residents of the City.

Implementation

12. Ensure that the WRSP includes a mix of uses and facilities that are fiscally feasible and implement funding mechanisms to avoid negative impacts to the City's General Fund.
13. Phase development to link the provision of services with the timing of development to respond to the short-term buildout of residential land use inventory in the City and to accommodate projected long-term residential market demand.

WRSP Design Guidelines and Design Review

The WRSP includes Design Guidelines that apply to all development within the specific plan area, including Fiddymment Ranch. The guidelines provide detailed performance criteria and standards to be considered by City staff, Design Review Committee, Planning Commission, and City Council in the review of individual developments within the Plan Area. All future development under the proposed Fiddymment Ranch project would be subject to the adopted WRSP Design Guidelines. The Design Guidelines define the administrative process through which projects will be reviewed for consistency with the Design Guidelines.

Growth Management Visioning Committee (GMVC)

In September 2004, the City Council appointed three Commission representatives and fifteen at large community representatives to serve on the Growth Management Visioning Committee (GMVC). The GMVC was tasked to review existing growth management policies and make recommendations regarding growth in the City over the next twenty years.

The Committee met 13 times from September 2004 through April 2005. The GMVC established four recommendations: findings, vision, growth management policies and recommended action steps that were approved by the City Council.

The GMVC found the following:

1. Growth will occur in the region and it will change Roseville and Roseville's character.
2. Growth can be shaped and managed but not stopped on a regional scale.
3. There will be a demographic change in the region in the next 20-50 years.

4. Land use and transportation are highly inter-dependent, they have direct relationship/influence on each other.
5. Housing is a key determinant of community character.
6. In a growing area, if housing supply is constrained, home prices will increase at a rate that may limit the range of workers in Roseville who can afford to live in the community.
7. A growing and diversified economy attracts investment that adds value to the community.
8. Environmental resources and associated infrastructure will influence and shape growth.
9. Local and regional actions are mutually dependent.

The GMVC's core growth management concepts apply to the proposed Fiddymment Ranch Specific Plan Amendment 3 project. The core concepts are:

1. Maintain an open space transition buffer
2. Ensure fiscal sustainability
3. Encourage high quality infrastructure, programs and services.
4. Promote comprehensive large scale planning
5. Use performance based standards to manage growth
6. Ensure community benefit
7. Maintain Roseville's identity and character
8. Promote stakeholder involvement and ensure accountability

13.3 POLICY ANALYSIS

Growth Management Visioning Committee (GMVC)

In September 2004, the City Council tasked the City's Growth Management Visioning Committee (GMVC) to review existing growth management policies and make recommendations regarding growth in the City over the next twenty years. The GMVC established four recommendations: findings, vision, growth management policies and recommended action steps that were approved by the City Council.

The following describes the proposed project's consistency with the GMVC's growth management concepts applicable to the project site. The following analysis demonstrates that the proposed Fiddymment Ranch Specific Plan Amendment 3 project is consistent with the GMVC's growth management concepts.

- ❖ **Ensure Fiscal Sustainability.** Ensure that growth is planned to generate revenues that are sufficient to meet public costs.

The approved WRSP provides a mix of uses including community commercial areas. The proposed Fiddymment Ranch Specific Plan Amendment 3 project would increase the amount of community commercial land uses within Fiddymment Ranch. This would increase job creation and retail opportunities that would generate revenues for the City. All new development is

required to pay its fair share of any required roadway improvements or other infrastructure or public improvements that may be required due to the project. In addition, the project would be required to pay development fees and to establish community facilities districts or other such mechanisms, as outlined in the Development Agreement in order to ensure that adequate revenue is generated to provide services.

- ❖ **Encourage High Quality Infrastructure, Programs and Services.** Encourage a pattern of development that promotes the efficient and timely provision of urban infrastructure, programs and services (e.g., parks and open space, recreation, library, public safety) and preserves valuable natural and environmental resources.

The WRSP was designed to provide efficient and timely provision of services and nothing in the proposed Fiddymment Ranch Specific Plan Amendment 3 project would interfere with this. Each project phase includes construction of necessary infrastructure and public facilities.

- ❖ **Promote Comprehensive Large Scale Planning.** Use a comprehensive, logical planning process, rather than an incremental, piecemeal approach.

The WRSP provides comprehensive large scale planning for over 3,000 acres. The Fiddymment Ranch portion of the WRSP covers 1,678 acres. The proposed Fiddymment Ranch Specific Plan Amendment 3 project would affect approximately 910 acres of the Fiddymment Ranch area and would update the comprehensive plan for the area to reflect current market conditions.

- ❖ **Use Performance Based Standards to Manage Growth.** Maintain flexibility by using criteria for planning and managing growth that require the mitigation of growth impacts and the provision of both tangible and intangible benefits to the community.

All development within the WRSP, including development under the proposed Fiddymment Ranch Specific Plan Amendment 3 project is required to meet the City's standards (i.e., General Plan standards, zoning service standards, development standards) and mitigation is included in this EIR to further reduce the impacts of the project.

- ❖ **Ensure Community Benefit.** Ensure that growth provides benefits to the community as a whole. Weigh community benefits against fiscal costs.

Quality of life in Roseville is defined through a combination of a strong business community, a fiscally sound General Fund, good schools, a mix of housing types, and excellent public services (roads, parks, police, fire). Preserving the high quality of life means continuing to maintain and exceed the expectations of the residents and business community that live and work in Roseville and not burden or threaten the quality of life.

A number of elements result in the project's overall public benefit to the City and its residents including land use, housing and open space/park amenities. The project provides a mix of land uses which create a balanced community that includes employment-generating commercial areas. Residential uses are planned in a mix of housing types and range of densities that assist the City in meeting its obligations under the SACOG Blueprint and Regional Housing Needs Allocation. Tax generating land uses will result in the project's overall positive impact on the City and Placer County. The proposed project includes large areas of undeveloped open space, parks, and a trail system to connect the project site to adjacent neighborhoods, as well as the rest of the City.

- ❖ **Maintain Roseville's Identity and Character.** Retain and enhance Roseville's sense of place to ensure that Roseville, even as it grows, remains consistent with the Growth Management Visioning Committee's Vision Statement.

All development in the WRSP, including development under the proposed Fiddymment Ranch Specific Plan Amendment 3 project is required to meet the City's General Plan standards for services, as well as meet zoning and design requirements of the Zoning Ordinance and Community Design Guidelines. In addition, development would be consistent with the WRSP Development Standards and the WRSP Design Guidelines, which meet or exceed the City's development standards and design guidelines.