CHAPTER 6. CITY OF ROSEVILLE PROFILE

6.1 HISTORICAL OVERVIEW

For more than 500 years, the rolling hills and grasslands of what is today southwestern Placer County were home to the Maidu Indians. Then, in 1849, gold was discovered, and the tranquil landscape would change forever.

In 1864, track-laying crews from the Central Pacific Railroad pushed eastward from Sacramento across the plains on their way to building what would become the western half of the nation's first intercontinental railroad. At the site of today's Roseville, the rails of the Central Pacific intersected with those of the California Central, a small line which then linked the young towns of Folsom and Lincoln. The place where the two lines joined was listed on railroad maps simply as "JUNCTION."

It was around the junction that a small freight and passenger center called Roseville would develop. Roseville was but one of many ubiquitous shipping points that would pop up along the railroad rights-of-way as a new type of community was introduced to California - as the "railroad town."

For the next 42 years, Roseville would remain a small railroad shipping point of about 250 inhabitants catering to the needs of area farmers and ranchers. The village - it could hardly be classified as a town - centered around the depot and a sprinkling of small business houses that lined the two principal streets, Atlantic and Pacific.

This quiet, almost pastoral setting was abruptly changed in a two-year period between 1906 and 1908, when the railroad roundhouse and repair facilities were moved here from nearby Rocklin, which had heretofore been the area's major railroad service center.

Almost overnight, or so it seemed, the quiet little village of friends and neighbors evolved into a bustling town of two or three thousand. New subdivisions were laid out to accommodate throngs of newcomers, many of whom moved here from Rocklin. The business section, previously limited to Atlantic and Pacific streets, now expanded along Lincoln, Main, Church, and later Vernon streets. A Chamber of Commerce was quickly organized to provide badly needed municipal services such as water, electricity, police, and fire protection. Finally, in April of 1909, the town incorporated and began a steady march of progress until it became Placer County's largest and most important city.

Railroad expansion also continued at an accelerated pace. 1909 saw the first units of the vast Pacific Fruit Express ice plant completed, which by the 1920s was noted as the world's largest artificial ice plant. Southern Pacific also continued to expand, and by the 1920s it boasted the largest freight marshaling yards west of the Mississippi River.

The busy rail yards became even busier during World War II, when thousands of troop and munitions trains made their way through the maze of tracks here on their way to the battlegrounds of the Pacific.

Roseville continued as an unchallenged railroad center into the post-war years, but by the 1950s it faced stiff competition from airlines and interstate truckers. Introduction of jet aircraft and the completion of Interstate 80 through Roseville in 1956 caused the once-booming passenger train service to decline abruptly in favor of air, bus, and automobile service. By 1972, the local depot was closed; it was razed the

following year, as was the massive P.F.E. ice plant (1974), which was rendered obsolete by the introduction of self-refrigerating "reefers."

Completion of Folsom Dam in 1955 created the impetus for the gradual shift in the town's business and commercial center from "downtown" Roseville to what became known as "East Roseville". Roseville Square, the town's first shopping center complex, was completed in 1961. Today Douglas Boulevard., east of the freeway and extending almost to Folsom Lake, is lined with a wide array of modern state-of-the-art shops, markets and business complexes, while downtown Roseville has languished. A vigorous downtown revitalization program expects to remedy this situation in the near future.

The City of Roseville faced the challenge of a rapidly growing population head on. Expanded water, electrical, sewage, police, and fire protection services more than kept pace with growing demand, as did expanded park, recreational, and educational services.

In 1964, Roseville celebrated its 100th birthday with a year-long series of activities. That same year, Roseville was the proud recipient of Look Magazine's prestigious "All America City" awards.

Since that momentous year, the city - it is certainly no longer a town! - has continued to grow outward in all directions, with a current population of nearly [95,000]. Now an expansive industrial zone north of Roseville exists adjacent to Highway 65, along with numerous corporate headquarters along bustling Douglas Boulevard. and the Johnson Ranch Road area. These have brought new dimensions to Roseville, which is no longer just another railroad town. The railroad, though, remains as it has for over a century, a major factor in Roseville's economy, and still one of the principal railroad centers of the West. Reintroduction of passenger traffic in 1987 and the completion of a fine new intermodal depot facility shows every indication of restoring Roseville to its time-honored position as a major railroad passenger center.

Today Roseville has evolved, from what was considered a "bedroom community" in the 1970s, to an emerging urban center with a mix of residential and employment uses. As of January 2001, the city's population was estimated at 83,200 and is expected to exceed 100,000 prior to 2005. In addition, the city has attracted a significant amount of non-residential growth including commercial, office, and industrial development. It is anticipated that Roseville, along with the remainder of the South Placer/Sacramento Region, will continue to be the focus of significant development activity. The city is characterized by a mix of older and newer development. Roseville has generally grown outward from its historic downtown adjacent to the Southern Pacific railroad yard. The center of the city is typified by the downtown and small lot, single-family residences, while newer commercial and office development and larger suburbantype residences characterize the edges of town. The current focus of new development is along the eastern, western, and northern portions of the community within the city's eight specific plan areas and the North Industrial area.

6.2 THE PLANNING AREA

The City of Roseville lies in the foothills of the Sierra Nevada Mountain range on its western slope within Placer County approximately 20 miles east of downtown Sacramento. The focus of this Hazard Mitigation Plan is on the city's primary planning area as defined by its General Plan. Roseville's planning area includes approximately 36.35 square miles of incorporated lands, as well as an additional 6,743 acres, which make up the city's sphere of influence. A graphic representation of the city's planning area is reflected in Figure 6.1. While the city's incorporated area and sphere of influence are the primary focus of General Plan polices, there are "secondary planning areas" that bear relationship to Roseville's planning efforts. These secondary planning areas vary depending upon the type of issue and the impacts associated. For example, for the issue of air quality, the secondary planning area includes the city as well as areas

outside the city but within the associated air basin. Similarly for flood protection, the secondary planning area extends across the entire group of drainage basins, which flow through Roseville. In many other cases, such as solid waste and recycling, transportation, wastewater treatment, etc., the secondary planning areas encompass varying boundaries that exceed the city limits and sphere of influence.

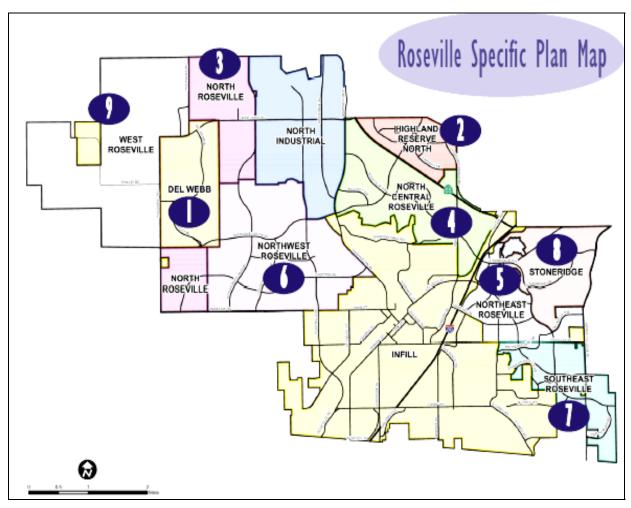


Figure 6.1. Roseville Planning Areas

6.3 DEMOGRAPHICS

6.3.1 Why Consider Demographics in Hazard Mitigation Plans?

It is important for hazard-related plans to consider the demographics of the communities they seek to protect. Some populations experience greater risk from hazard events not because of their geographic proximity to the hazard but because of decreased resources and/or physical abilities. Elderly people, for example, may be more likely to be injured in a disaster and are also more likely to require additional assistance after a disaster. Research has shown that people living near or below the poverty line, the elderly and especially older single men, the disabled, women, children, ethnic minorities and renters all experience, to some degree, more severe effects from disasters than the general population.

Vulnerable populations may vary from the general population in risk perception, living conditions, access to information before, during and after a hazard event, their capabilities during a hazard, and access to resources for post-disaster recovery. Despite the fact that they often disproportionately experience the

effects of a disaster, vulnerable populations are rarely accounted for in the current hazard planning process. A need exists for increased awareness of these differences.

6.3.2 Roseville Population Characteristics

The City of Roseville had a population of 96,900 as of June 30, 2004 according to the State Department of Finance. The City's Planning Department is estimating the population to be closer to 99,482 as of June 30, 2004 based on the number of occupancy permits issued since the 2000 Census. Roseville's daytime population is estimated at 145,000, which includes those coming into Roseville to work, shop, and do business.

Roseville's growth rate for the year of 2003 to 2004 decreased to 3.9 percent, which is below the average growth rate for the past decade (see Figure 6.2). This rate did exceed that for Placer County (3.0 percent) and the State (1.5 percent). The main reason for the decrease was due to lack of housing inventory. Placer County's growth rate also decreased to 3.0 percent but remained the second fastest growing county in California, behind Riverside. Third place was a tie between Kings and Madera Counties at 2.9 percent. This is the fourth year in a row that Placer and Riverside rank one-two among the top 10 fastest growing counties in California.

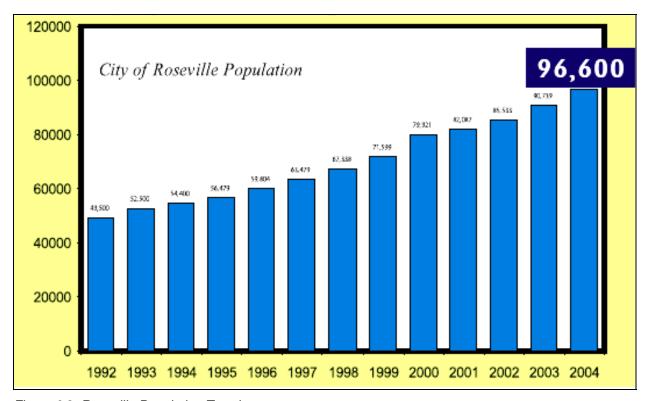


Figure 6.2. Roseville Population Trends

The person per household average in Roseville is 2.35. For planning purposes, this may vary by land use; for example, in Sun City Roseville there are 1.8 persons per household.

Annexation of the West Roseville Specific Plan area in August 2004 will move the expected build-out population forecast from 2010 to 2025. The population forecast, when all residential property is developed, is projected to be at 136,000. Table 6.1 lists the city's actual population and future projections

as projected by Muni-Financial. Table 6.2 shows the population forecast and vital population statistics by Specific Plan area defined by the General Plan.

TABLE 6.1. ROSEVILLE POPULATION PROJECTIONS			
Year	Residents		
1985	29,988		
1990	44,585		
1995	56,479		
2000	79,921		
2005	103,783*		
2015	133,680*		
2025	135,922*		
* Projected Source: Muni Financia	ıl		

TABLE 6.2. SPECIFIC PLAN POPULATION CHARACTERISTICS					
Specific Plan Area	Date adopted	Acres	Developed Units	% of Plan Area Total	Projected Population
Del Webb	December 15, 1993	1200	3179	100	6,300
Highland Reserve North	May 28, 1997	610	897	53	4,120
North Roseville	August 6, 1997	1552	3719	69	13,497
North Central	July 5, 1990	1743	3,929	91	10,555
Northeast Roseville	April 8, 1987	950	1080	87	3,835
Northwest Roseville	May 10, 1989	2616	8620	97	23,678
Southeast Roseville	April 20, 1988	1006	2960	94	9,643
Stoneridge	March 18, 1998	1088	1066	37	7,533
West Roseville	February 23, 2004	3162	8430	0	20,810

6.3.3 Income

Impoverished people may experience greater harm from disasters than members of the general population. In the United States, individual households are expected to use private resources to prepare for, respond to, and recover from disasters to some extent. This expectation means that households living in poverty are automatically disadvantaged when confronting hazards. Additionally, the poor typically occupy more poorly built and inadequately maintained housing. Mobile or modular homes, for example, are more susceptible to damage in hurricanes, tornadoes, and floods than other types of housing. In urban areas, the poor often live in older houses and apartment complexes, which are more likely to be made of unreinforced masonry, which is particularly susceptible to damage during earthquakes. In general, the poor are more likely to die as a result of a disaster because they tend to live in older or poorly constructed homes in more hazardous areas, such as floodplains, and they are less likely to fully recover after one.

According to the 2000 U.S. Census, the per capita income for Roseville was \$27,021.00, while the median household income was \$57,367.00. Table 6.3 compares income and poverty at the city and state level (US Census Bureau 2000). About 4.9 percent of Roseville residents are below the poverty line (meaning they spend more than a third of income on an economy food budget). Of the 3,916 people living below poverty in Roseville, approximately 5.3 percent are under the age of 18 and 4.1 percent are 65 or older.

TABLE 6.3. POPULATION UNDER THE POVERTY LINE				
	Median	Percent of Total	Percent of Children	Percent of Elderly
	Household	Population Below	(18 and Under) Below	(65 and Older) Below
	Income	Poverty Line	Poverty Line	Poverty Line
City of Roseville	\$57,367	4.9	5.3	4.1
California	\$47,493	13.9	5.2	0.8

6.3.4 Age Distribution

The vulnerability of elderly populations can vary significantly based on health, age, and economic security. However, as a group, the elderly are more apt to lack the physical and economic resources necessary for response and are more likely to suffer health-related consequences and be slower to recover (Morrow 1999). They are more likely to be vision, hearing, and/or mobility impaired, and more likely to experience mental impairment or dementia.

Furthermore, the elderly are more likely to live in assisted-living facilities, where emergency preparedness occurs at the whim of operators (California Office of Emergency Services 1992). Certainly, the elderly require specific planning attention, an especially important consideration given the current aging of the American population.

According to the 2000 U.S. Census data, 14.5 percent of Roseville's population is 65 or older and the median age is 36.4 years of age. Figure 6.3 shows the age distribution for Roseville.

6.3.5 Race, Ethnicity and Language

Many researchers have focused on the increased disaster vulnerability that ethnic minorities experience in the United States. Research shows that minorities are less likely to be involved in pre-disaster planning, that they experience higher mortality rates during an event, and that post-disaster recovery can be ineffective and is often characterized by cultural insensitivity. Because higher proportions of ethnic minorities live below the poverty line than the majority white population, poverty can compound vulnerability.

Racially, Roseville is a homogenous area; about 86 percent of the population is listed as White according to the 2000 U.S. Census. The largest minority population is Hispanic, followed by Asian, Blacks and Native Americans. Figure 6.4 shows the racial distribution of Roseville.

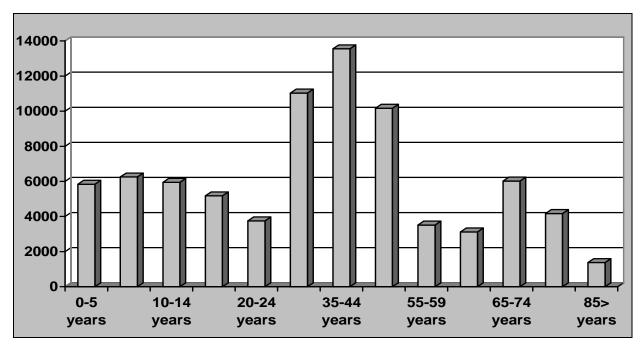


Figure 6.3. City of Roseville Age Distribution

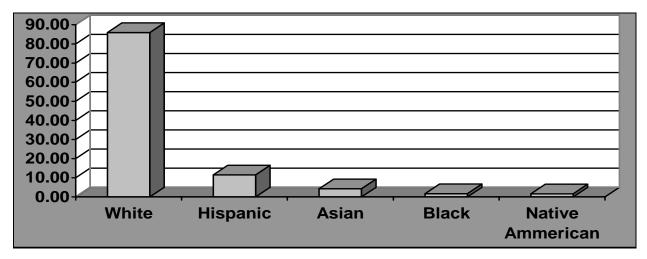


Figure 6.4. Roseville Race Distribution

Roseville has a 9.0 percent foreign-born population. Approximately 5.5 percent, or 4,075, of Roseville residents over the age of 5 reported speaking English "less than 'very well'" in the 2000 Census. The largest group of languages spoken, other than English, consisted of Spanish and other Indo-European languages. Approximately 5.5 percent of all households in Roseville are "linguistically isolated," meaning that all members 14 years old and over have at least some difficulty with English. This has important implications for emergency managers, who must get crucial information out to all members of the population in emergency events.

6.3.6 Disabled Populations

People with disabilities have a special stake in emergency planning because they are more likely to have difficulty responding to a hazard event than the general population. According to the 2000 U.S. Census, roughly 1/5 of the U.S. population lives with a disability. These numbers are rising, and disabled

populations are increasingly integrated into society. This means that a large segment of the population will require assistance during the 72 hours post-event, the period generally reserved for self-help.

Disabilities can vary greatly in severity and permanence, making populations difficult to define and track. There is no "typical" disabled person, which can complicate disaster-planning processes that attempt to incorporate them. Furthermore, disability is likely to be compounded with other vulnerabilities, such as age, economic disadvantage, and ethnicity, all of which mean that housing is more likely to be substandard..

While the percentage of disabled persons in Roseville do not differ much from those of the state as a whole, the overall numbers are significant and warrant special attention from planners and emergency managers (see Table 6.4).

TABLE 6.4. DISABILITY STATUS OF NON-INSTITUTIONALIZED POPULATION			
Age	Number	Percent of age Group Population	
5-20 yrs	1,083	5.9	
5-20 yrs 21-64 yrs	6750	15.2	
65+ yrs	3970	36.7	

6.4 DEVELOPMENT PROFILE

One gage of vulnerability is to analyze exposure in terms of existing land use and structure inventory. Under this section, these parameters will be discussed in the following terms:

- Land use
- Residential Development
- Non-Residential Development

6.4.1 Land Use

Roseville, along with the entire South Placer/Sacramento region, has and continues to experience significant growth. This has led to a transition of the city from a relatively small residential community to a larger center with a mix of uses and increasingly urban character. The city's population has nearly tripled over the past 20 years, from 26,127 in 1982 to 90,739 in 2003. In addition, Roseville has experienced significant non-residential growth including commercial, office and industrial development. As a result, the City has had the challenge of accommodating and providing for growth, while attempting to retain its character and identity.

There are a number of underlying principles that form the foundation for the goals and policies of the land use in Roseville. The policies have been defined in the Land Use Element of the City's General Plan. These principles are based on input the City has received from its residents through various forums such as surveys, tasks forces, and committees. Some of the primary directing principles include the following:

- Promote and enhance Roseville's unique character and identity.
- Distinguish Roseville from adjacent communities through the quality of development and design, and the level of public services and facilities provided.
- Protect and enhance Old Town/ Downtown and the city's established neighborhoods.

- Promote new development, which is an integrated and connected part of the city's land use pattern.
- Provide a variety of housing types and opportunities, including those for all income groups.
- Create a balanced land use pattern with an appropriate mix of uses to accommodate resident employment, service, and social needs within the community.
- Promote a land use pattern that provides a high level of open space and recreational amenities and is sensitive to the natural environment.
- Create a land use mix and pattern that accommodates and promotes alternative transportation modes for ease of access and improved air quality.
- Proactively manage and plan for growth

While not all of the above principles convert directly into a specific land use goal or policy, they have impacted the overall policy direction and the land use pattern. The principles are further carried out through the goals and policies of the other elements of the General Plan. The Land Use Element consists of the land use map and land use polices. The land use map visually illustrates the city's existing and planned land use mix and pattern. A copy of the land use map is available through the Planning Department at 311 Vernon Street. A land use "diagram," which schematically reflects the uses from the land use map, is included in the back of the General Plan. This diagram should be used as a general reference only.

Land use decision-making is guided by the goals, policies and implementation measures contained in the text of the Land Use Element. While the land use map is an illustration of policy, it only reflects those policies that can be graphically shown. As a result, the land use map and land use policies should be used in combination with each other, and the policies from the other elements, to determine consistency with the General Plan. The current land use balance is illustrated in Figure 6.5.

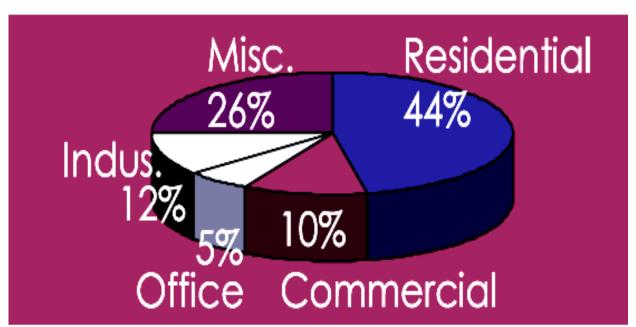


Figure 6.5. Land Use Balance in Roseville

Source: 2004-2005 Demographic, Development and Employment Profile,, City of Roseville

The Land Use Element text and policies are organized into the following six components:

- *Existing Conditions and Projections*—provides a description of the planning area, existing land use inventory, and future projections.
- Land Use Designations, Definitions and Standards—identifies and defines the City's land use categories, incorporating general use, development, intensity, siting, and compatibility standards.
- **Community Forum**—provides goals and polices to define and direct the future forum and pattern of the city. Issues addressed include community character; relationship to transit, pedestrian, air quality; downtown, and neighborhoods; relationship of new development; jobs, housing; economic development; community involvement; and inter-jurisdictional coordination.
- *Community Design*—includes goals and policies that address aesthetics and function; the integration of the built and natural environment; and community character. Emphasis is placed on the development of a design framework that reflects the city's goal of high quality, community-wide design.
- **Growth Management**—focuses on the proactive management of growth in the community. Included is the identification of performance standards to regulate potential future growth areas. Policies addressing annexations and expansion of the city's sphere of influence are also included.
- **Relationship to Specific Plans**—discusses the interrelationship between the General Plan and the City's nine existing specific plans.

6.4.2 Residential Development

The Land Use element of the General Plan has identified three primary residential land uses:

- **Low-Density Residential**: The low-density residential land use category is applied to lands where single-family dwelling units that comprise the majority of Roseville's housing supply are located. The lower densities are assigned to lands with the flexibility to accommodate development constraints (e.g., slopes, trees, etc.). Typically, low-density residential lands should require minimal grading or disturbance of natural features.
- *Medium-Density Residential*: The medium-density residential land use category is applied to lands characterized by small lot single family detached dwelling units and attached patio homes, half-plexes, townhouses, condominiums, and mobile home parks. This residential land use will accommodate 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 use. It may also be applied as a transition between higher volume roadways and lower density residential uses.
- *High-Density Residential*: The high-density residential land use category is normally developed with apartments or condominiums with multiple story structures containing multiple, attached, dwelling units. The broad range of densities in this category will yield a variety of design options. In some areas, this land use category may be combined with commercial uses to form a mixed-use development where higher densities could be desirable and beneficial.

As of June 30, 2004, Roseville had 42,209 housing units; single family detached comprise 73 percent of the housing stock, 21 percent are apartments, and 6 percent are duplexes and mobile homes. Residential construction valuation reached an all time high of \$677,800,000 in 2003. The building department reports that \$560,547,997 in new construction was completed during the 2003 to 2004 fiscal year. As of June 2004, the development departments are working with 64 active subdivisions around the city. Developers are continuing to request over 100 building permits per month and finishing an equal number even during the winter months. The median home price in Roseville continues to climb. The median price increased 33 percent from the year prior to \$397,500. The demand for single-family homes continues to increase while available land for single family homes has been decreasing.

6.4.3 Non-Residential Development

The non-residential designations include areas designated for commercial, office, industrial uses, special areas, and combining districts. Special areas include the Central Business District, Public, and Quasi-Public uses, Parks and Recreation, Open Space, and Urban Reserve. Like the residential designations, each non-residential designation includes a purpose statement, primary and secondary uses, and standards for the use including a floor area ratio (FAR). Unlike the specific secondary uses listed in the residential designations, which are intended to be subordinate and may be permitted only to support neighborhood convenience, the relationship of secondary uses in non-residential areas differ. It is the intention of the nonresidential land use designations to permit secondary land uses that are supportive and complimentary of the primary uses and not necessarily subordinate. Like the secondary residential uses, typically the size of these areas would be limited and would therefore not warrant a separate land use designation. A summary of the non-residential land uses are illustrated in Table 6.5. A profile summary of non-residential development within Roseville can be found in Table 6.6.

		TABLE 6.5. NON-RESIDENTIAL LAND USES
Land Use	Designation	Purpose
Neighborhood Commercial	NC	The neighborhood commercial land use designation is intended to provide basic commercial services for the convenience of surrounding neighborhoods within walking distance of major residential areas.
Community Commercial	CC	The community commercial land use category is distinguished from the neighborhood commercial designation by providing a broader range of goods and services to an expanded service area.
Regional Commercial	RC	The regional commercial land use category is intended to accommodate the larger shopping centers and commercial activities where uses provide goods and services to a citywide and regional service area.
Business Professional	BP	To provide areas for small and large office uses, including uses supportive of offices.
Light Industrial	LI	The light industrial land use category is applied to lands reserved for office, industrial, and research and development uses that generate very limited noise, vibration, odor, dust, smoke, light, or other pollutants, and are either integrated or compatible with surrounding uses.
General Industrial	IND	The general industrial land use category is intended to provide areas for industrial uses that tend to generate noise, vibration, odor, dust, smoke, light, and an aesthetic appearance not compatible with residential and other sensitive receptors. The intent of this category is to provide a place for industrial uses within the city that is properly buffered from other uses.

		TABLE 6.5 (continued). NON-RESIDENTIAL LAND USES
Land Use	Designation	Purpose
Central Business District	CBD	The Central Business District is a distinct land use category that acknowledges land use patterns of significantly greater intensities and traditional mixed uses of retail, office, and apartment. The district is limited in its application to Central Roseville, the West Roseville Village Center, and to areas of greater urban intensity.
Open Space	OS	The open space land use designation is used to reserve and protect public and private lands that are significant due to wild life habitat, natural features, or flood hazard. Within new development areas, the 100-year floodplain boundaries will be designated as Open Space. In addition, sensitive or unique natural features, including, but not limited to, wetlands, vernal pools, and oak woodlands are also to be designated as open space as part of specific plans and other major development review processes
Public/Quasi- Public	P/QP	The public/quasi-public land use designation is used to establish areas for education, religious assembly, governmental offices, municipal corporation yards, and water treatment plants.
Urban Reserve	UR	The urban reserve land use designation is applied to those lands that are anticipated to receive urban land entitlements, but at the present time are constrained by growth management policies, availability of services or other limitations.
Floodplain	FP	The floodplain designation identifies those lands that are within the 100-year floodplain boundaries as defined in the Safety Element. Development of lands with a floodplain land use designation is strictly regulated by the City of Roseville. In areas with existing development, the floodplain designation is an overlay or combining land use. As part of a specific plan, the land use designation may be combined with an open space or parks designation, if found consistent with the policies of the Safety Element.
Study Area	SA	The study area land use designation is used as a combining land use to identify future General Plan or neighborhood study areas. This combining designation may be applied to any area where the City believes that additional land use analysis and amendment of the General Plan may be desirable to resolve specific neighborhood or land use issues.
Village Center	VC	The Village Center land use designation is intended allow for a mix and density of land uses common to a traditional downtown, urban setting. It allows for flexibility and deviation from the standards and permitted uses contained in the primary land use designation for which it is combined.
Transfer Station	TS	The transfer station land use designation is intended to reserve and protect industrial areas suitable for a solid waste transfer station.

TABLE 6.6. NON-RESIDENTIAL DEVELOPMENT PROFILE				
Developed Square				
Activity/Use	Footage	Acres	Specific Plan Area	
Developed Industrial	8,126,634	825	North Industrial	
Developed Commercial	10,643,633	1,265	All	
Developed Office Space	5,774,293	951	All	
Open Space		3292	All	