

4.2 POPULATION AND HOUSING

4.2.1 INTRODUCTION

This section describes potential impacts related to population, housing, and employment conditions in the Planning Area associated with the proposed General Plan Update. To provide context for the impact analysis, this chapter begins with an environmental setting describing the existing conditions in the Planning Area related to population, employment, and housing. Next, the regulatory framework is described, which informs the selection of the significance thresholds used in the impact analysis. The regulatory framework also includes existing General Plan policies related to the impact analysis of this chapter. The chapter concludes with the applicable significance thresholds, the impacts of the proposed changes to adopted General Plan policies, recommended mitigation measures, and the significance conclusions.

As part of the impact analysis, Notice of Preparation (NOP) comments were reviewed to help guide the analysis. No NOP comments related to population, housing, or employment were received.

4.2.2 ENVIRONMENTAL SETTING

4.2.2.1 POPULATION

The California Department of Finance (DOF) estimates that the City of Roseville's total population increased from 79,921 in 2000 to 118,788 in 2010, which is a 49-percent increase over this 10-year period (City of Roseville 2015, DOF 2012, 2019). As of January 1, 2019, DOF estimates that the population of Roseville was 139,643, which is a 15-percent increase from the 2010 population (DOF 2019). The City estimates that Roseville's population will increase to 198,000 persons with full buildout of the General Plan (City of Roseville 2017).

4.2.2.2 HOUSING

According to the DOF, the total number of housing units in the City of Roseville was 54,621 in 2019, with an average household size of 2.71 persons per household, compared to 2.57 in unincorporated Placer County (DOF 2019). Approximately 76 percent of these housing units were attached and detached single-family homes, compared to 78 percent countywide (DOF 2019).

The City estimates that Roseville's 16 subareas will have a total of 75,200 housing units with full buildout of the General Plan.¹ As of December 31, 2019, the City's residential development activity report indicates 2,723 housing units have been approved for development, and, of these housing units, 1,131 units have been constructed (City of Roseville 2019a).

SACOG estimates that Roseville will have a total of 68,950 housing units in 2035, which is the planning horizon for this proposed General Plan Update (SACOG 2019). This includes the estimated number of housing units that could be constructed as part of the Creekview, Sierra Visa, and Amoruso Ranch, and Downtown Specific Plan

¹ The city's subareas consist of 14 specific plan areas, the Infill area, and the North Industrial area. See Section 4.1, "Land Use and Agriculture," for further discussion of the city's subareas.

Areas (SACOG 2019). SACOG’s estimate of housing units in 2035 is approximately 8 percent less than the City’s projections for buildout of the General Plan (75,200 housing units) (SACOG 2019).

4.2.2.3 EMPLOYMENT

In 2019, the City of Roseville had approximately 88,600 jobs and a residential labor force of 57,500 workers (City of Roseville 2019b). The largest industry sector in terms of local employment is the education, health care, and social assistance sector, which accounts for approximately 24 percent of the jobs in the City, followed by the retail trade sector (12.6 percent) and then the professional, scientific, and management and administration services sector (12.3 percent) (U.S. Census Bureau 2018).

As of 2019, the City’s largest employers were Adventist Health, Composite Engineering, Costco Wholesale, Golfand Sunsplash, Hewlett Packard, Kaiser Permanente, PRIDE Industries, Q I P-Roseville, Stag Howard A Pro Corp, Sutter Roseville Medical Center, and Union Pacific Railroad (California Employment Development Department [EDD] 2020a). Roseville’s top 10 employers account for approximately 10,000 jobs (City of Roseville 2019b).

Related to population, housing, and employment, many of the relevant environmental effects are attributable to the relationships between jobs and housing that can promote walking, biking, or transit commutes, can allow for relatively short vehicular commutes, or that result in longer commutes and associated air quality and greenhouse gas emissions, transportation noise, and other environmental effects. The average commute time for workers commuting to employment centers both inside and outside the City was approximately 26 minutes with approximately 71 percent of those workers commuting 15 minutes or more (U.S. Census Bureau 2018). Approximately 87 percent of those workers drove or carpooled to work in a car, truck, or van and approximately 4 percent walked, bicycled, or rode public transit (U.S. Census Bureau 2018). Approximately 9 percent worked from home. Approximately 56 percent of Roseville’s residents commuted to employment centers outside of the city for work in 2018 (U.S. Census Bureau 2018).

SACOG estimates that the City of Roseville had 82,370 jobs in 2016 (SACOG 2019). SACOG estimates the City of Roseville will have approximately 103,040 jobs by 2035 (SACOG 2019). This includes the estimated number of jobs that could be generated as part of the Creekview, Sierra Visa, and Amoruso Ranch, and Downtown Specific Plan Areas (SACOG 2019). SACOG projects that total number of jobs would be 140,640 at buildout of the City (SACOG 2019). SACOG projected employment growth in Roseville is approximately 14 to 31 percent less than the City’s projections with buildout of the General Plan (120,000 to 150,000).

Unemployment

The estimated labor force in Roseville in 2019 was 68,300 residents, of which 66,600 were employed, which is an unemployment rate of 2.5 percent (EDD 2019b). This unemployment rate is similar to Placer County’s unemployment rate and less than California’s unemployment rate as a whole. Placer County’s unemployment rate in 2019 was 2.7 percent, while California’s unemployment rate was 3.9 percent (EDD 2020c). The unemployment rate does not include individuals 16 years or over who have stopped looking for work or who are underemployed.

Jobs/Housing Relationship

The relationship between the location and types of jobs and housing can have important environmental ramifications. A better match between the number and types of jobs and the number of households and

interests/skills of the local labor force can help to alleviate traffic congestion, shorten commute times, and reduce vehicle miles traveled (VMT) and the associated air pollutant emissions and noise associated with vehicular travel. Job growth in technology, service, and other business sectors that allow for flexibility in time and place of work (e.g., potential to work at home) can also have benefits in reducing traffic-related impacts. Balancing jobs and housing in a smaller area can provide increased opportunities to use transit, bike, or walk to work in lieu of driving.

Achieving a more favorable relationship between jobs and housing can be driven by a focus on supplying housing that is the right type and affordability level for workers in a defined geographic area. Alternatively, improving the jobs/housing balance could focus more on the adequate provision of employment in a defined area that provides jobs that match the education and employment skills of the local population. An area that has too many jobs compared to the number of housing units is likely (in the absence of offsetting factors) to experience substantial in-commuting, escalations in housing prices, and intensified pressure for additional residential development. Conversely, if an area has relatively few jobs in comparison to the number of employed residents, many of the workers are required to commute to jobs outside of their area of residence. In order to maximize the environmental benefits of a jobs/housing balance, there needs to be a nexus between the types and cost of housing proposed to be located near jobs to be provided, the education/skills required by those jobs relative to the local labor force, and the income levels associated with those jobs.

Another subtlety related to jobs-housing balance has to do with the concentration and location of basic (primary, exporting) and non-basic (population based) jobs. As discussed in SACOG's Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS) (SACOG 2019):

“At the full regional scale, this principle is discussed as “jobs-housing balance,” and means a balance of jobs and households so that the region does not have to import or export either jobs or housing, beyond the normal out- and in-commuting that happens in a mobile society. For the large sub-regions, especially around the three largest employment centers, it is also desirable to attempt to replicate the regional jobs-housing balance number. At smaller scales, sometimes the best, most realistic, mix focuses more on population-serving jobs (e.g., schools, retail, etc.) and less on base, or primary, sector jobs. It is, however, still a worthy goal to try to have a strong jobs-housing mix through as many subareas of the region as possible.”

Beyond the locational relationship between jobs and housing, there is also an important relationship between jobs and workers. Housing has long been used as a proxy for workers and worker residences. In reality, the number of workers per household varies widely across the regions based on a variety of demographic factors (such as age and education/skills) and different housing types have the capacity for accommodating different numbers of workers.

One measure of jobs/housing balance is an index based on the ratio of employed residents (which is influenced by the number of homes) to jobs in the area. Other measurements compare jobs to housing units or jobs to households. An index of 1.0 indicates that the supply of jobs and housing are balanced. An index above 1.0 indicates that there are more jobs than employed resident and may suggest that many employees are commuting in from outside the community. An index below 1.0 indicates that there are more employed residents than jobs and may suggest that many residents are commuting to jobs outside the community.

The real relationship between jobs and housing is far more complex than the ratio portrays. Even with a relative numeric balance, there can still be substantial commuting activity if the types of jobs are not matched with the skills and experience of the local labor force. The number of workers per household varies, and different types of housing accommodate different numbers of workers. In addition, the ratio depends on the geographic region used for the computation. A city with all residences on one side and all employment on the other side would have an acceptable numeric jobs-housing balance but a substantial amount of commuting. In a different scenario, workers with a substantially longer commute that is still within the city are counted, whereas workers that travel short distances outside of the city are not.

Finally, no simplistic numeric formula can capture the complex human decision-making process of where to live and where to work. For those households who have choices regarding employment and housing, lifestyle factors (good schools, community amenities and culture, available housing types, etc.) can outweigh the convenience of living closer to work.

The SACOG MTP/SCS estimated a ratio of jobs to housing units in the City of Roseville of 1.6 in 2016 (SACOG 2019), which means there are 1.6 jobs for every housing unit. Full buildout of Creekview, Sierra Vista, and Amoruso Ranch as well as other currently planned infill development is anticipated to increase the City's ratio of jobs to households to approximately 1.8 by 2035 (SACOG 2019).

SACOG estimates that the City of Roseville had 82,370 jobs in 2016 (SACOG 2019). In 2016, the City had a residential labor force of 60,469 workers, of which approximately 44 percent worked at jobs within the City (26,606 workers) (U.S. Census Bureau 2016). Therefore, the City had a local jobs to labor force ratio of 1.36 in 2016.

4.2.3 REGULATORY FRAMEWORK

4.2.3.1 FEDERAL

There are no federal laws, policies, plans, or programs that apply to the proposed project.

4.2.3.2 STATE

State Housing Element Requirements

California Planning Law requires each county (and city) to adopt a housing element as part of its general plan (Government Code Sections 65580–65590). As Government Code Section 65583 explains:

The housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing. The housing element shall identify adequate sites for housing, including rental housing, factory-built housing, mobile homes, and emergency shelters, and shall make adequate provision for the existing and projected needs of all economic segments of the community.

The State of California Department of Housing and Community Development (HCD) is responsible for assigning quantified regional housing shares to the various councils of government for allocation to the individual cities and

counties within their region. HCD is also responsible for reviewing and certifying the adequacy of the housing elements adopted by the cities and counties.

Regional Housing Needs

Government Code Section 65584 requires designated regional agencies or councils of government to prepare regional housing needs plans. SACOG is the agency that develops the regional housing strategy for Placer County and its incorporated cities. SACOG adopted its final RHNP and Regional Housing Needs Allocations (RHNA) on March 19, 2020 for the Housing Element compliance period of October 31, 2021 through October 31, 2029 (SACOG 2020). As of the adoption date, local jurisdictions in the SACOG region have formally begun preparation of the updates to their housing elements, which is due by June 2021. The RHNA determines potential locations for future housing stock based on projected population growth, employment trends, and development suitability. The RHNA also designates the number of housing units that should be accommodated by local governments at different affordability levels to ensure that all jurisdictions provide a fair share toward the region's affordable housing need. Unlike other elements of a general plan, the housing element must be updated on a regular schedule. The City is currently in compliance with State housing law, including planning for Roseville's fair share of regional housing needs in each income category (California Department of Housing and Community Development 2019).

California Relocation and Assistance Act [Government Code Section 7260 et seq.]

The California Relocation and Assistance Act requires state and local governments to provide relocation assistance and benefits to displaced persons as a result of projects undertaken by state and/or local agencies that do not involve federal funds. This act requires programs or projects be planned in a manner that recognizes, at an early stage in the planning and before the commencement of any actions which will cause displacements; the problems associated with the displacement of individuals, families, businesses, and farm operations; and provides for the resolution of these problems to minimize adverse impacts on displaced persons and to expedite program or project advancement and completion. The law requires public entities to prepare a relocation plan, provide relocation payments, and identify substitute housing opportunities for any resident that would be displaced by a proposed project. Relocation assistance must provide for fair, uniform, and equitable treatment of all affected persons as a direct result of programs or projects undertaken by a public entity (California Public Resources Code Section 7260[b]). Privately funded projects would have no such requirement.

4.2.3.3 LOCAL

Existing City of Roseville General Plan Policies

The existing General Plan (City of Roseville 2017) includes the following goals and policies related to population, housing, and employment.

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

Community Form Goal 6: Roseville will strive to be a balanced community with a reasonable mix of land uses, housing types and job opportunities.

- ▶ **Community Form – General 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 – Downtown, Neighborhoods Policy 3:** Consider accommodating a portion of the overall projected population and economic growth in areas having the potential for revitalization.
- ▶ **Community Form – Downtown, Neighborhoods Policy 4:** Support the revitalization of areas that are in decline or economically underutilized.
- ▶ **Community Form – Downtown, Neighborhoods 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 – Downtown, Neighborhoods Policy 7:** Support the maintenance and rehabilitation of existing residential units within established neighborhoods.
- ▶ **Community Form – Jobs/Housing and Economic Development Policy 1:** Strive for a land use mix and pattern of development that provides linkages between jobs and employment uses, will provide a reasonable jobs/housing balance, and will maintain the fiscal viability of the City.
- ▶ **Community Form – Jobs/Housing and Economic Development Policy 6:** 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 – Jobs/Housing and Economic Development Policy 7:** Support activities that attract employment uses to the City as identified in the Economic Development Study/Plan.

Growth Management Goal 1: The City shall proactively manage and plan for growth.

Growth Management Goal 3: Growth shall mitigate its impacts through consistency with the General Plan goals and polices and shall provide a positive benefit to the community.

Growth Management Goal 6: The City shall manage and evaluate growth in a regional context, not in isolation.

Growth Management Goal 7: Potential population growth in Roseville must be based on the long-term carrying capacities and limits of the roadway system, sewer and water treatment facilities, and electrical utility service, as defined in the Circulation Element and the Public Facilities Element.

- ▶ **Growth Management – General Policy 1:** Growth must provide a strong diversified economic base and a reasonable balance between employment and affordable housing.
- ▶ **Growth Management – General Policy 4:** Growth shall be managed to ensure that adequate public facilities and services, as defined in the Public Facilities Element, are planned and provided and the public health, safety and welfare is protected.
- ▶ **Growth Management – General Policy 5:** The City shall accommodate projected population and employment growth in areas where the appropriate level of public infrastructure and services are planned or will be made available concurrent with development.
- ▶ **Growth Management – General Policy 6:** The City shall use the specific plan process to ensure a comprehensive, logical growth process for new development areas (e.g., annexations) or any areas where significant land use changes are considered.
- ▶ **Growth Management – General Policy 7:** The City shall oppose urban density residential, commercial or industrial development in unincorporated areas unless adequate public facilities and services can be provided and mechanisms to ensure their availability and provision are secured during the land use entitlement process. It is the City’s preference that urban development occur within incorporated area.

City of Roseville 2013–2021 General Plan Housing Element

The Housing Element² establishes the City’s goals and policies for housing through 2021, focusing on the following:

- ▶ providing decent, safe, adequate, and affordable housing in sufficient quantities for all economic segments of the community;
- ▶ maximizing efforts to meet affordable housing needs by requiring 10% of new housing units be affordable to extremely low-, very low-, low-, and middle-income households;
- ▶ encouraging the production of rental and owner-occupied high-density, multi-family housing units;
- ▶ maintaining adequate land within the various land use categories that allows development of housing to meet projected demand for high-density units;
- ▶ ensuring the availability of adequate housing opportunities for the elderly, the disabled, large families, female heads of households, and the homeless;
- ▶ promoting affordable housing development through the local government permit process; and
- ▶ continuing efforts to encourage energy efficiency in housing construction and maintenance.

The City implements a 10 percent Affordable Housing Goal. This is calculated based on the total residential units allocated to each Specific Plan Area. The type of units, income ranges, and parcel-by-parcel obligations are

² No changes to the Housing Element are proposed as part of this General Plan Update.

specified within each Specific Plan Area and their related development agreements. Developers of each of the designated affordable housing parcels are required to provide affordable housing pursuant to the terms of the specific plan development agreement. The 10 percent Affordable Housing Goal, as set forth in each Specific Plan Area, is not intended to be set as a maximum number of affordable units; rather, it is a minimum expectation for the production of affordable housing for households that cannot afford market-rate housing (City of Roseville 2015).

Regional Housing Needs

As stated above, SACOG prepares the RHNP for the Sacramento region to determine potential locations for future housing stock based on projected population growth, employment trends, and development suitability. The RHNP allocates to SACOG cities and counties their “fair share” of the region’s projected housing needs. As shown on Table 4.2-1, the City of Roseville’s published RHNA for the planning period (2021 through 2029) projected a need for the construction of an additional 12,066 housing units, allocated as follows: 3,855 very low-income units, 2,323 low income units, 1,746 moderate income units, and 4,142 above moderate-income units.

Table 4.2-1. City of Roseville Regional Housing Needs Allocation for 2021–2029		
Income Grouping	Projected Housing Units	Percent of Housing Need
Very low ¹	3,855	31.9
Low	2,323	19.3
Moderate	1,746	14.5
Above-moderate	4,142	34.3
Total	12,066	100.0
Notes:		
1 Required to be met by providing High Density Residential (HDR) zoning designations per the Regional Housing Need Allocation Plan.		
Source: SACOG 2020		

City of Roseville 2017–2022 Economic Development Strategy

On September 20, 2017, the Roseville City Council adopted the City's 2017-2022 Economic Development Strategy. The Economic Development Strategy is a five-year plan that outlines a framework for economic growth. It establishes goals for capturing and expanding business investment and focuses on partnerships, sharing resources, and building on competitive advantages (City of Roseville 2017).

Adopted Specific Plans and Mitigation Measures

Currently, the City has adopted 14 Specific Plans. A Specific Plan is a comprehensive planning and zoning document that implements the General Plan by providing development and conservation standards for a defined geographic location within the Planning Area. Each Specific Plan contains guidelines for site, architectural, landscaping, lighting, roadway networks, pedestrian/bicycle paths, open space corridors, parks, and other aspects of design. Each adopted Specific Plan involved preparation of an EIR, which evaluated potential impacts related to population and housing. Where appropriate, mitigation measures were adopted and incorporated into the specific plan. The Creekview and West Roseville Specific Plan EIRs included adopted mitigation measures related to population and housing that must be implemented in the respective Specific Plan Areas. The adopted

mitigation measures included a requirement that 10 percent of the development in the City’s Urban Reserve Area must be affordable housing, as defined by the Specific Plans. Copies of the adopted Specific Plans and their associated EIRs are available upon request from the City of Roseville Development Services Department, Planning Division.

4.2.4 ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

4.2.4.1 METHODOLOGY

For the purposes of this analysis, it is estimated that buildout of the General Plan could provide opportunity for 62,200 new residents from the construction of 23,200 housing units and could accommodate an additional 60 million square feet of non-residential building space and between 38,000 and 68,000 new local jobs. The presentation of broad ranges for buildout of the proposed General Plan Update is appropriate for a long-range planning document. Actual development between the present and buildout will depend on changes in the local and regional economy, demographic trends, and other factors, many of which are beyond the direct control of the City. Certain areas designated for urban use may or may not be developed during this planning horizon. Areas might be developed at the upper end or lower end of allowable density ranges, which may change actual development compared to what was assumed.

The examination of population, employment, and housing conditions in this section is based on estimates of development capacity at buildout of the General Plan, as well as a review of the following planning documents pertaining to the project site and surrounding area:

- ▶ *Existing Roseville General Plan 2035* (City of Roseville 2016),
- ▶ *Roseville General Plan 2013–2021 Housing Element* (City of Roseville 2015), and
- ▶ *2020 Metropolitan Transportation Plan/Sustainable Communities Strategy* (SACOG 2019).

Additional background information on population, housing, and employment was obtained from the City of Roseville’s development activity reporting, DOF, EDD, and U.S. Census Bureau.

As noted elsewhere, the proposed General Plan Update does not include any changes to land use designations, expansion of the City’s Planning Area, or other major physical changes to areas planned for development compared to the existing General Plan. Buildout of the General Plan is compared to existing physical conditions, which constitute the baseline for determining whether potential impacts are significant.

Population and employment growth associated with buildout of the General Plan are not, in and of themselves, an environmental impact under CEQA. However, CEQA treats as potentially significant the direct and indirect impacts associated with unplanned population growth, such as new housing, employment, and increased travel demand that requires additional roadways and other transportation infrastructure and the associated air pollutant emissions and traffic noise, impacts related to public facilities and utilities expansions needed to serve new growth, and other impacts, each of which is addressed in the technical sections of this EIR. These technical sections provide analysis of relevant environmental effects of implementing the proposed General Plan Update. The indirect effects associated with the General Plan’s potential for inducing additional population and employment growth are also discussed in Chapter 5.0 of this EIR, “Other CEQA Considerations.”

4.2.4.2 THRESHOLDS OF SIGNIFICANCE

Based on Appendix G of the CEQA Guidelines, a population or housing impact is considered significant if the proposed project would:

- ▶ Induce substantial unplanned population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure) or
- ▶ Displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere.

4.2.4.3 ISSUES NOT DISCUSSED FURTHER

All issues related to population and housing are discussed in detail below.

4.2.4.4 IMPACT ANALYSIS

IMPACT 4.2-1 **Induce Substantial Unplanned Population Growth.** *The proposed General Plan Update does not change the City's Land Use Map or Sphere of Influence, and does not include any new growth. Therefore, the project will not directly induce unplanned growth. Furthermore, the majority of the vacant land adjacent to the City's boundaries are within existing adopted Specific Plans within Placer County, and are already planned for urbanization and development. Therefore, the project does not have the potential to indirectly induce substantial unplanned growth outside of the Planning Area. This impact is considered **less than significant**.*

A project's impacts caused by inducing substantial unplanned population growth are analyzed based on the following three inquiries: (1) does the project induce unplanned population growth (direct or indirect), (2) is that growth substantial, and (3) does this substantial unplanned growth result in significant adverse environmental impacts. The existing General Plan Land Use Plan identifies the location and extent of land that is designated to accommodate housing needs, commercial, office, and industrial uses, and parks, open, space, schools, and other public services through buildout of the General Plan. Buildout could accommodate a total population of approximately 198,000 people, 75,200 dwelling units, 120,000 to 150,000 local jobs, and approximately 60 million square feet of nonresidential development (Table 4.2-2). However, some areas that are designated for development and infrastructure are not expected to be developed (i.e., constructed and occupied or in use) by 2035, which is the proposed General Plan horizon year. The rate of development from the present time until General Plan buildout depends on changes in the local and regional economy, demographic trends, and other factors, many of which are beyond the direct control of the City. The proposed General Plan Update does not include any changes to the City's Land Use Plan or Sphere of Influence, and does not designate any areas for new growth. Therefore, all of the direct growth analyzed as part of the proposed General Plan Update is existing planned growth.

Table 4.2-2. Existing and Anticipated Growth through the General Plan Horizon			
	Existing (2016)	New Development	Total (2035)
Population	135,800	62,200	198,000
Housing units	52,900	22,300	75,200
Nonresidential square footage	33,000,000	27,000,000	60,000,000
Jobs	82,000	38,000 to 68,000	120,000 to 150,000
Overall jobs-housing index	1.55	1.7 to 3.0	1.6 to 2
Source: data compiled by AECOM, 2020			

Indirect growth can result from many factors, but typical causes are the extension of roads and infrastructure or increases in infrastructure capacity; the approval of so-called leapfrog development, in which urban development is approved in a satellite area and this spurs development of the land between the satellite area and the urban edge; or the approval of significant uses or an imbalance of uses which result in a regional draw of people and/or services. The factors most relevant to the proposed General Plan Update are the extension of roads and infrastructure, and the balance of proposed land uses. These issues are evaluated below.

Buildout of the General Plan would include development of currently undeveloped areas, which would result in infrastructure being extended into areas in locations that are currently undeveloped. New and expanded infrastructure has been planned to meet demands for new development and would not create additional utility capacity in the Planning Area beyond what would be necessary to serve the adopted General Plan development. Therefore, extension of this infrastructure would not induce unplanned growth.

The proposed General Plan Update also includes policies for both infill and new development that would avoid unplanned development that could be induced through infrastructure expansions into new growth areas. For example, Policy LU3.3 states consideration should be given to accommodating growth in areas having potential for revitalization and Policies LU8.4 and LU8.5 are intended to ensure growth would be managed and planned for in areas with the appropriate level of existing or planned public infrastructure (see the listing of goals and policies proposed for revision, below). This reduces the potential for future land use decisions to result in unplanned, induced growth.

To evaluate the balance of the City’s land uses, this EIR considers other market-based planning documents in the region, and specifically examines the projected local labor force to jobs balance, and the jobs-housing balance. SACOG has developed population and employment projections that inform land use and transportation planning throughout the region. SACOG expects employment in the city to total 103,040 jobs by 2035 and increase to 107,170 jobs by 2040 (SACOG 2019). The City’s estimates for population, housing, and employment with full buildout of the General Plan would be substantially higher than the SACOG projections for 2035. According to SACOG projections, the City would have 68,950 housing units in 2035, which is approximately 8 percent less than the City’s projections of full buildout (75,200 housing units) (SACOG 2019). SACOG projected employment in Roseville in 2035 (103,040 jobs) is approximately 14 to 31 percent less than the City’s buildout estimates (120,000 to 150,000).

The methodology and purpose of the City’s estimate of development capacity under the General Plan is different from the methodology and purpose of SACOG’s forecast for the MTP/SCS. The SACOG projections are market-

based growth estimates that project the amount and location of likely growth in the region based on a variety of socioeconomic factors that are updated every four years, and are defined by a horizon year. In the context of its General Plan, the City is providing a long-term guide for future development and conservation, not attempting to predict the precise numbers of housing units, jobs, or population by any given point in time. The purpose of the General Plan year is to state a foreseeable planning horizon. Given the different purposes of the MTP/SCS and the General Plan, there will be differences between the growth forecasts in the MTP/SCS and the development capacity assumptions in the City's General Plan, since the former document represents market-based growth during a specific timeframe and the General Plan assumptions are based on full buildout (whenever that occurs).

Based on 2016 estimates, the City had a local labor force to local jobs ratio of 0.80, which indicates a relative balance between the number of workers in Roseville and the number of jobs potentially available to those workers. In 2019, the local labor force was 68,300 and the total residential population was 139,643. This is a labor force participation rate of 49 percent (EDD 2020c). If this labor force participation rate is applied to the estimated population of 198,000 for Roseville with buildout of the General Plan, this yields an estimated labor force of 96,843. With buildout of the General Plan, the City could have between 120,000 and 150,000 jobs; therefore, the local labor force to local jobs ratio would be approximately the same as 2019 for the low-end of the jobs estimate (0.8) and would decrease to 0.65 for the high-end of the jobs estimate. Therefore, the local labor force to local jobs ratio would remain the same or decrease slightly as a result of General Plan buildout.

It is anticipated that the number of jobs in Roseville would increase to between 120,000 and 150,000 jobs with full buildout of the General Plan, resulting in an overall jobs-housing ratio of 1.6 to 2.0. A balanced ratio is 1.0, but the target ratio is somewhat higher to provide some cushion in case of a disruption to the job market (such as the closing of a major employer). The 2020 MTP/SCS provides for a ratio of 1.13 for the region by 2040. Therefore, the City's estimated jobs-housing ratio at buildout is higher than the target ratio (a so-called "jobs rich" community). The City's estimate of total jobs reflects the anticipated addition of new industries and businesses in Roseville on sites designated for commercial, office, industrial, and civic uses. The City's intent is to increase the number and diversity of locally available jobs that could be filled from the local employment pool, including the unemployed and those commuting to jobs outside of the city. The proposed General Plan Update provides opportunities to live closer to the workplace with appropriate housing types close to jobs, which should help to reduce congestion and commute times. Balancing jobs and housing in a smaller area can increase the practicality of transit, bicycling, walking instead of automobile trips. However, it is not possible at this time for the City to predict the residential location of future employees of Roseville employers. It is possible that the large number of local jobs provided under the General Plan, if realized, could draw employees from outside of the Planning Area.

Employees from outside of the Planning Area may come from existing communities which have more housing than available jobs ("housing rich"), but a jobs-rich community can also be driver of growth in surrounding areas. However, in the cumulative context, most of the land adjacent to the City's existing boundaries are already planned to be converted to urban uses as a result of approved development in the County. The Placer Ranch Specific Plan lies along the City's northern boundary, and abuts the City's Amoruso Ranch Specific Plan; Placer Vineyards is located along the City's southern boundary; and the Curry Creek and Regional University Specific Plans are located along the City's western boundary. The nearby areas where the City's higher jobs-housing balance has the greatest potential to induce growth are already planned for growth. While employees may come from outside of the Planning Area, they are most likely to be from existing communities or adopted planned development areas which will be built in the future; therefore, the proposed General Plan Update will not indirectly induce substantial unplanned growth.

The foregoing analysis demonstrates that the proposed General Plan Update will not directly or indirectly induce substantial unplanned growth; therefore, impacts are **less than significant**.

The following goals and policies related to population, employment, and growth management in Roseville would be revised as a part of the General Plan Update:

Goal LU8.1: ~~The City shall~~ Proactively manage and plan for growth.

Goal LU8.6: ~~The City shall~~ Manage and evaluate growth in a regional context, not in isolation.

- ▶ **Policy LU3.2:** Through the designation of special study areas and revitalization efforts, the City of Roseville will ~~promote the~~ **preservation, revitalization, revitalize, and enhancement** of its business districts, ~~and~~ existing neighborhoods, **and mixed-use corridors**.
- ▶ **Policy LU5.1:** Roseville will strive to be a ~~balanced~~ **complete** community with a ~~reasonable~~ mix of land uses, housing types, and job opportunities **that meet the diverse needs of its existing and future residents and businesses**.
- ▶ **Policy LU5.5:** Uphold the City’s Affordable Housing Goal by requiring **an affordable housing target for projects seeking a General Plan Amendment, Specific Plan Amendment, and/or rezoning to a residential designation proposing 25 or more new dwelling units. For these projects, the target is a minimum of 10% of all new development to be affordable to housing units to cost no more than 30% of the total monthly income of very low-, low-income, and moderate-income households (the City also uses the term “middle” in certain Specific Plans to refer to moderate-income households earning no more than 100% of the Area Median Income-AMI)**. The breakdown of the affordable units will be, at a minimum, 40% for rental to very low- and 40% for rental to low-income households. The remaining 20% may be reserved for ~~middle-income~~ **moderate-income** purchase **(which will be priced to be affordable to households earning 95% of the Area Median Income)** or may be distributed **equally** among the rental obligations, **as approved by** the City. Variations in affordable housing ratios may be approved through a Development Agreement where the following criteria are met:
 - A need has been identified for a specific affordable housing type (very low-, low- or moderate-income) and the project meets this need;
 - The project does not rely on or obtain City subsidies; and
 - Units proposed within this these criteria would allow for individuals to stay within their units as their future income grows.
- ▶ **Policy LU5.6:** Maintain land use patterns, intensities, and densities that ~~promote~~ **ensure an adequate supply of land for office, a positive business climate (e.g. supply of business professional, commercial, and industrial lands), industrial, and other employment-generating development**.

The proposed General Plan Update goal and policy changes improve the clarity and accuracy of the General Plan and would not result in any adverse environmental impacts.

Conclusion

The proposed General Plan Update provides a framework for the orderly and efficient long-term growth within Roseville through the year 2035. The Growth Management Component of the Land Use Element of the proposed General Plan Update focuses on the development of performance standards rather than timelines or growth rates for future development. This approach has resulted in goals and policies that emphasize performance (e.g., maintaining levels of service, providing adequate park acreage, financing needed school facilities, etc.) rather than on specified growth rates or dates by which Specific Plans should be built out. The performance standards provide the criteria for planning and managing growth by requiring the mitigation of growth impacts and the provision of both tangible and intangible benefits to the community.

Existing General Plan Community Form – General Goal 4, Community Form – Jobs/Housing and Economic Development Policy 7, Growth Management Goals 3 and 7 and Policies 1, 4, 5, 6, and 7 (listed previously in the Regulatory Framework section, and which have been renumbered for the proposed General Plan Update), as well as revised proposed General Plan Update Goals LU8.1 and LU8.6, and Policies LU3.2, 5.1, and 5.6 listed above, along with existing General Plan implementation measures, will facilitate a better match over time between the number and type of local jobs and the number and type of occupations of the local labor force, ensure adequate local services, and maintain the fiscal viability of the City. Implementation of the General Plan would provide increased opportunities to use transit, bike, or walk to work in-lieu of driving and the opportunity to live close to the workplace afforded by providing housing close to jobs.

Physical impacts associated with development of residential and nonresidential land uses, such as traffic, air quality degradation, noise generation, greenhouse gas emissions, and impacts related to increased demand for public services and utilities, are evaluated throughout this EIR because these land uses are considered to be part of buildout of the General Plan.

The proposed General Plan Update does not change the City’s Land Use Map or Sphere of Influence, and does not designate any new areas for growth. Therefore, the project will not directly induce unplanned growth. Furthermore, the majority of the vacant land adjacent to the City’s boundaries is within existing adopted Specific Plans in Placer County, and are already planned for urbanization and development. Therefore, the project does not have the potential to indirectly induce substantial unplanned growth outside of the Planning Area. This impact is considered **less than significant**.

Mitigation Measure

None required.

IMPACT 4.2-2 **Displacement of a Substantial Number of Existing People or Housing.** *The proposed General Plan Update does not propose converting established residential areas to a nonresidential land use or redeveloping existing residential areas with new residences by removing existing dwelling units. Although the proposed General Plan Update is not expected to result in substantial displacement of people or housing necessitating construction of housing elsewhere, if there is unanticipated displacement, the existing General Plan land use plan includes capacity for the construction of 22,300 residential dwelling units, which would provide housing for any displaced residents. Therefore, this impact is considered **less than significant**.*

The proposed General Plan Update does not propose to displace substantial numbers of housing or people, necessitating the construction of replacement housing elsewhere. The proposed General Plan Update does not propose converting established residential areas to a nonresidential land use or redeveloping existing residential areas with new residences by removing existing dwelling units. The proposed General Plan Update includes policies that facilitate additional residential development opportunities and a variety of housing options on undeveloped land (i.e., density ranges, housing types, affordability ranges) and through revitalization of downtown, neighborhoods in the Infill Area, and mixed-use corridors (see Impact 4.2-1, above).

The following goals and policies related to housing opportunities in Roseville would be revised as a part of the proposed General Plan Update:

Goal LU3.2: Through the designation of special study areas and revitalization efforts, the City of Roseville will ~~promote the preservation, revitalization~~**revitalize**, and **enhancement** of its business districts, ~~and existing neighborhoods, and mixed-use corridors.~~

Goal LU5.1: Roseville will strive to be a ~~balanced~~**complete** community with a ~~reasonable~~ mix of land uses, housing types, and job opportunities **that meet the diverse needs of its existing and future residents and businesses.**

- ▶ **Policy LU3.3:** ~~The City should~~ **Direct resources to facilitate revitalization of Downtown, neighborhoods in the Infill Area, and mixed-use corridors.** ~~Support the revitalization of areas that are in decline or economically underutilized~~
- ▶ **Policy LU3.4:** Encourage infill development and ~~rehabilitation~~ **reinvestment** that:
 - Upgrades the quality and enhances the character of existing areas;
 - **Enhances the mix of land uses in proximity to one another so that more households can access services, recreation, and jobs without the use of a car;**
 - ~~enhances~~ **Facilitates pedestrian activity and** 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 a variety of household housing types that are** affordable to all income groups.

The proposed General Plan Update revisions to goals and policy changes listed above would promote revitalization and infill development, and would result in additional clarity in the General Plan language and would not cause any adverse environmental impacts.

Conclusion

Implementation of existing General Plan Community Form Goal 4 and General Policy 4, Community Form – Downtown Neighborhoods Policies 4 and 7 (listed previously in the Regulatory Framework section, and which have been renumbered for the proposed General Plan Update), as well as revised proposed General Plan Update Goals LU3.2, LU5.1, and Policies LU3.3 and LU3.4, listed above, and compliance with the 2013–2021 General

Plan Housing Element polices identified in Section 4.2.3, “Regulatory Framework” would ensure that new development pursuant to the proposed General Plan Update would not displace substantial numbers of people. These polices encourage preservation of the existing housing stock and neighborhoods, along with revitalization of downtown, neighborhoods in the Infill Area, and mixed-use corridors. As discussed in Impact 4.2-1 and shown in Table 4.2-2, buildout of the General Plan would provide the opportunity for 22,300 new residential dwelling units in the Planning Area. Although the proposed General Plan Update is not expected to result in substantial displacement of people or housing, if there is unanticipated displacement, construction of 22,300 residential dwelling units would provide housing for any displaced residents. Therefore, impacts associated with displacement of substantial numbers of housing or people are considered **less-than-significant**.

Mitigation Measure

No mitigation is required.