

## 7.0 PLANNING CONSIDERATIONS

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### 7.1 INTRODUCTION

This chapter addresses consistency with applicable plans and policies concerning the subject property including policies related to the:

- Local Agency Formation Commission (LAFCO)
- City of Roseville
  - *General Plan (2004)*
  - *General Plan Land Use Element - Guiding Principles*
  - *Zoning Ordinance*
  - Specific Plan Framework
  - Growth Management Visioning Committee (GMVC)
- City/County Memorandum of Understanding
- *Placer County General Plan*
- City of Roseville/U.S. Fish and Wildlife Service Memorandum of Understanding

The documents listed above are available for review during normal business hours at:

**City of Roseville Permit Center**

311 Vernon Street  
Roseville, CA 95678

No comments on the NOP were submitted regarding CEQA considerations in the project area.

The Sierra Vista Specific Plan (SVSP) is currently within unincorporated Placer County. Therefore, approval of the project would require a sphere of influence (SOI) amendment and annexation to the City of Roseville, an amendment to the City's General Plan, adoption of a Specific Plan, and a change in existing zoning. Development of the SVSP could not proceed as proposed without annexation to the City.

The proposed project would alter existing land use plans by changing lands currently planned by the County for agricultural use to residential, commercial, open space, parks, public/quasi-public uses and urban reserve. Implementation of the SVSP would be consistent with the City's General

Plan with approval of the proposed General Plan Amendment. Therefore, consistency with the County's existing General 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.

Because this document provides a project-level analysis of impacts resulting from construction and operation of the WRSP, the policy analysis focuses on the SVSP. Any future development in the Urban Reserve parcels would rely upon the programmatic analysis provided in this document, supplemented by additional analyses, which would include a detailed review of consistency with applicable plans, policies and regulations.

For the reader's information, County General Plan policies are provided in Appendix Q and the City's General Plan policies are provided in Appendix P. The technical sections within Chapter 4 identify components of the project that could be considered inconsistent with the County General Plan or where impacts would be less severe if development occurred under the County rather than the City.

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 (see Sections 4.1 through 4.13).

## **7.2 POLICY SETTING**

### **Local Agency Formation Commission (LAFCO)**

Please see Chapter 4.1 Land Use for a discussion of LAFCO policies.

## **City of Roseville**

### ***General Plan (2004)***

The City of Roseville last completed a comprehensive update of its General Plan in 2004 with the approval of the West Roseville Specific Plan. In addition, the City's Housing Element is undergoing an update.

As discussed in Chapter 2, (Project Description), revisions to the City's General Plan to accommodate the proposed specific plan are evaluated in this EIR. A summary of the revised General Plan goals and policies is included in the Project Description. The revisions to the General Plan are proposed, in part, to reflect the addition of the SVSP and its land uses to the City as a result of the annexation. These changes include updating tables and figures to incorporate the proposed specific plan land use, and text amendments to provide a description of the specific plan.

Applicable General Plan policies are identified in Appendix P of this Draft EIR.

### ***General Plan Land Use Element - Guiding Principles***

The Land Use Element of the General Plan contains a set of thirteen Guiding Principles intended to supplement the City's existing General Plan policies by creating guidelines for new development proposals outside of the City and are intended to articulate the City's expectations relating to any potential performance measures proposals west of Fiddymont Road. The thirteen Guiding Principles are listed below.

#### **Fiscal Health**

1. Any development proposal west of Roseville shall, on a stand-alone basis, have an overall neutral or positive fiscal impact on the City's General Fund Services.

#### **Well Planned Community, Strong Identity and Sense of Place**

2. Any development proposal west of Roseville shall include logical growth/plan boundaries and an east to west growth pattern.

3. Any development proposal west of Roseville shall not conflict with the Pleasant Grove Wastewater Treatment Plant (PBWWTP) and future Power Generation Facility (Roseville Energy Park).
4. Any development proposal west of Roseville shall maintain the integrity of existing neighborhoods and create a sense of place in new neighborhoods.

**Community Infrastructure, Healthy, Safe and Secure Community, and High Quality Services**

5. Any development proposal west of Roseville shall include a plan to ensure full funding and maintenance of improvements and services at no cost to existing residents (including increased utility rates). A proposal shall not burden/increase the cost, or diminish the supply and reliability of services.
6. Any development proposal west of Roseville shall aid in regional traffic solutions and in right of way preservation.
7. Any development proposal west of Roseville shall secure and provide a new source and supply of surface water and should include reduced water demand through the use of recycled water demand through the use of recycled water and other off-sets. Any development proposal west of Roseville shall consider development potential within the entire MOU Transition Area in the design and sizing of infrastructure improvements.<sup>1</sup>
8. Any development proposal west of Roseville shall consider development potential within the entire City/County Memorandum of Understanding Transition Area in the design and sizing of infrastructure improvements.
9. Any development proposal west of Roseville shall aid in resolution of regional storm water retention.
10. Any development proposal west of Roseville shall incorporate mechanisms to ensure new schools are available to serve the residents and shall not impact existing schools.

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<sup>1</sup> The SVSP applicants are proposing to amend this paragraph (7) as part of the package of legislative actions needed for the project.

**Open Space**

11. Any development proposal west of Roseville shall include a significant interconnected public open space component/conservation plan in coordination with the City of Roseville/US Fish and Wildlife Service Memorandum of Understanding.

**Public Participation**

12. Any development proposal west of Roseville shall include a public participation component to keep the public informed and solicit feedback throughout the specific plan process.

**High Quality of Life**

13. Any development proposal west of Roseville shall provide a “public benefit” to the City and residents.

**Zoning Ordinance**

The City’s Zoning Ordinance is a tool to implement the broad policies and uses contained in the General Plan. Zoning focuses on the specific uses of land rather than the longer term, planned uses contained in the General Plan. Typically a General Plan land use designation is intended to guide development over a 20-year horizon, while a zoning classification specifies particular uses, development intensities, and other standards for particular parcels.

State law requires that zoning and the General Plan be complete, adequate and internally consistent. Typically, a General Plan and Zoning Ordinance are consistent when they allow the same general range of types, density, and intensity of development at the same location.

The Zoning Ordinance was last updated comprehensively in 2004. Periodic revisions are ongoing to keep the Zoning Ordinance up to date, including the most recent amendment in June 2008.

**Specific Plan Framework**

The City of Roseville establishes land use designations and policies in its General Plan and various specific plans. Planning policies are implemented through infrastructure plans and programs, the zoning and subdivision ordinances, and the development review process.

A specific plan is a policy and regulatory tool for the systematic implementation of the General Plan. It contains a set of land use designations and implementation programs reflecting the unique characteristics of the particular area. A specific plan is required to be consistent with the General Plan. In Roseville, specific plans are incorporated into the General Plan by reference.

Ten areas of the City are governed by specific Plans, including the WRSP and the North Roseville Specific Plan that immediately border the SVSP. The specific plans and accompanying development agreements have been developed to address growth issues and the unique constraints and opportunities found within each area, and provide a context within which implementation of the land use plan and associated public facilities can be successfully accomplished.

### ***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. A copy of the GMVC Report can be found in Appendix C.

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 SVSP and include the following:*

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 identity and character*
8. *Promote stakeholder involvement and ensure accountability*

#### **City of Roseville/Placer County Memorandum of Understanding (MOU)**

In 1997, the City of Roseville and Placer County entered into a Memorandum of Understanding (MOU) to promote interagency communication and foster cooperative land use planning between the City and the County. Recognizing that future development was likely to occur, the MOU established a transition area (MOU Transition Area) that covers approximately 5,527 acres adjacent to the City's western boundary in which any proposed development must be reviewed by both the City and County and meet certain standards to mitigate any development-related impacts. The SVSP project area is in the southwest corner of the MOU Transition Area, as illustrated in Figure 2-1.

The MOU states that, regardless of which entity processes an application for development within the MOU area, environmental review must be conducted and "all identified Fiscal, Transportation and Circulation, Utilities and Services, Affordable Housing, and Groundwater impacts of proposed development will be mitigated to a level that is less than significant, unless both the County and the City agree that specific over-riding considerations render such mitigation measures infeasible." In addition, the MOU States that "to the greatest extent practically and legally feasible, the City and County will process development applications in the Transition Area such that development

proceeds in an orderly east-to-west progression.” See below for a discussion of consistency with the MOU.

### **Placer County General Plan**

Placer County updated the General Plan in 1994 and Housing Element in 2008. The Placer County General Plan presently designates all of the SVSP area as Agricultural/80-acre minimum, and the associated zoning is Farm-Building-Site 20 acre minimum and Farm-Building-Site 80 acre minimum parcel sizes (FB-X-80).

The proposed project site is currently within unincorporated Placer County and subject to the Placer County General Plan. As stated in Chapter 2, Project Description of this EIR, the proposed project includes annexation of the 2,064 acre SVSP Area to the City of Roseville and expansion of the City's SOI boundaries to include 353 acres.

The technical sections within the Land Use and Agricultural Resources (Section 4.1) identify components of the project that could be considered inconsistent with the County General Plan or where impacts would be less severe if development occurred under the County rather than the City. A complete list of the County's General Plan policies is included in Appendix Q. If a potential conflict or more restrictive County policy is identified, it is discussed in the technical sections of this document (Chapter 4).

### **City of Roseville/U.S. Fish and Wildlife Service MOU**

In 2000, the City of Roseville and the U.S. Fish and Wildlife Service (USFWS) entered into an MOU to address specific issues that were raised during the permitting process for the City's PGWWTP. The USFWS/MOU sets forth some specific objectives that were established to address indirect growth issues and the potential loss of habitat associated with operation of the treatment plan. In addition, the USFWS/MOU establishes guidelines to be followed for the City's preparation of a Habitat Conservation Plan (HCP), or equivalent document. A copy of the USFWS/MOU is included as Appendix R.3

## 7.3

## POLICY ANALYSIS

**LAFCO Policies**

The SVSP includes both an amendment to the City's SOI and annexation to the City. Most of the SVSP project area is within the city's SOI with the exception of the westerly 353 acres. For the 353 acre area along the western boundary of the SVSP, the sphere of influence area would be expanded. The project includes a request for annexation to the City for the entire project area (2,064 acre area).

As discussed in Section 2 Project Description and Section 4.1 Land Use, the Placer County LAFCO will review the request for annexation and sphere of influence amendment for the SVSP. In doing so, LAFCO must find that the amendment is consistent with LAFCO policies. While neither this document, nor the City of Roseville can make a determination of consistency for LAFCO, the following information is provided for the reader's information and LAFCO's consideration. Further, inconsistency with LAFCO policies would not per se be considered an environmental impact because such inconsistencies may not be directly related to a physical change to the environment. Therefore, this analysis does not make findings of significance or provide mitigation measures. Analyses in technical sections of this EIR address the physical changes to the environment associated with the SVSP.

**City of Roseville*****General Plan (2004)***

Implementation of the City's General Plan policies, as well as City Improvement Standards, and compliance with the City's Zoning Ordinance and City of Roseville Community Design Guidelines has been assumed in the analysis of the project's impacts. In some cases, the General Plan policies were used as the standard against which significance of impacts were measured (i.e., noise). The relevant land use goals and policies from the General Plan are included in Appendix P. A list of all the revisions made to the General Plan policies pertaining to land use are included in Chapter 2 of this EIR. Overall the changes are minor and would not result in any additional environmental effects beyond those caused by construction and operations of the SVSP. It is within the City's purview to interpret its General Plan and to ultimately decide if the SVSP is consistent or inconsistent with any City goals or policies.

As with the SVSP, it is assumed that any future development of the program-level parcels (Urban Reserve parcels) would be required to comply with the City's General Plan policies, ordinances, Community Design Guidelines and Improvement Standards.

General Plan policies were reviewed to determine whether the proposed project could be inconsistent with the direction and general intent of the General Plan and individual policies. Analysis was also conducted in accordance with CEQA Section 15125(d) which states, "The EIR shall discuss any inconsistencies between the proposed project and applicable general plans and regional plans. Such regional plans include, but are not limited to, the applicable air quality attainment or maintenance plan (or State Implementation Plan), area wide waste and water quality control plans, regional transportation plans, regional housing allocation plans, habitat conservation plans, natural community conservation plans, and regional land use plans for the protection of the coastal zone, Lake Tahoe Basin, San Francisco Bay and Santa Monica Mountains."

There are a number of underlying principles that form the foundation for the goals and policies of the General Plan elements. These principles are discussed below grouped by General Plan Element. The SVSP has been found to be consistent with each of the principles; therefore, it is assumed that it is consistent with each of the individual, applicable policies.

#### ***Land Use Element***

- Promote and enhance Roseville's unique character and identity.
- The SVSP is a comprehensively planned community with a mix of uses similar to that found in adjacent portions of the City. Emphasis has been placed on creating a community that complements the existing community and supports the Blueprint principles.
- Distinguish Roseville from adjacent communities through the quality of development and design, and the level of public services and facilities provided.

The SVSP is planned primarily as a residential community, which incorporates two mixed use village nodes, surrounding residential neighborhoods, a commercial and employment corridor along Baseline Road as well as recreation, open space, and employment and school opportunities. Development with the SVSP will comply with the SVSP Development Standards and Design Guidelines, and all applicable City requirements.

- Protect and enhance Old Town/Downtown and the City's established neighborhoods.
- The Old Town/Downtown area is located east of the SVSP and will not be directly affected by the project. The land uses in the project are of a different scale than the uses in the Old Town/Downtown and would not be in direct competition.
- Promote new development, which is an integrated and connected part of the City's land use pattern.
- The SVSP will create a master planned community, intended to attract future residents and businesses, and will provide new opportunities and benefits accessible to all of Roseville. Transportation facilities, bicycle trails and pedestrian paths are designed to connect to the existing City. The project will extend the City's land use plan to the west, past Fiddymment Road and south of the WRSP. The project includes the extension and/or improvements of existing arterial roadways within the City including Fiddymment Road, Baseline Road, Westside Drive and Watt Avenue.
- Provide a variety of housing types and opportunities, including those for all income groups.

As discussed in Section 4.2 (Population, Employment and Housing), the SVSP provides a mix of housing types, including low-density residential (LDR), medium-density residential (MDR) and high-density residential (HDR). The LDR neighborhoods will provide market-rate housing for moderate- and above moderate-income residents. The SVSP affordable housing program focuses on the MDR and HDR parcels, located throughout the project area and has been structured to be consistent with and implement the General Plan affordable housing goals. It is assumed that future development of the Urban Reserve parcels would similarly include an affordable housing program to achieve the General Plan's affordable housing goal.

- Create a balanced land use pattern with an appropriate mix of uses to accommodate resident employment, service, and social needs within the community.
- The SVSP is designed as a residential community supplemented by a mix of commercial and employment uses that could support specific uses such as retail, commercial, office, restaurants, services, office, theater, churches, schools, and park uses. Some of these uses will be located in the two village nodes which are intended as destinations where

residents will meet, shop, recreate, obtain services, and socialize. Parks, schools and smaller commercial uses are located near the village nodes. The commercial/office center node along Baseline Road will provide both employment and major shopping opportunities.

- Promote a land use pattern that provides a high level of open space and recreational amenities and is sensitive to the natural environment.
- The SVSP establishes contiguous permanent open space areas designed to protect significant natural resources and allow for potential connectivity with larger-scale regional conservation efforts. Resource management efforts focus on wetlands, and drainage swales. Approximately 20 percent of the SVSP is designated as permanent open space and parks. In addition to resource protection, the open space and park uses will provide for recreational opportunities.
- Create a land use mix and pattern which accommodates and promotes alternative transportation modes for ease of access and improved air quality.
- The SVSP circulation system includes a hierarchy of roadways, a pedestrian and bikeway network, and public transit. The circulation system has been designed to link with existing City and regional systems. The paseos will provide non-vehicular travel in the project area. Land uses with the highest intensity uses were purposely located near the major arterials and village nodes in order to provide access to transit or alternative modes of transportation. Higher intensity uses are located within close proximity to major transportation corridors and potential public transit stops. Park-and-ride lots are planned in the project area in several commercial centers.
- Proactively manage and plan for growth
- Emphasis has been placed on creating a comprehensively planned community that generate a sense of place for residents and users, complements the existing community, and ensures realization of City policies and defines Roseville's western edge.

***Circulation Element***

- Promote the safe, efficient, and reliable movement of people and goods.
- The circulation system includes a hierarchy of roadways, a pedestrian and bikeway network, and public transit. Emphasis is placed on ensuring connectivity between uses and on creating a safe and efficient circulation system that complies with the city policies and allows for transportation options. The modified collectors are intended to provide traffic calming opportunities and facilitate walking.
- Shift from the automobile to other modes of transportation.
- The SVSP has been designed to include modified residential development standards to promote walkability and non-automobile circulation. The interconnected open space and park network provides for pedestrian and bicycle access throughout the plan area. Watt Avenue is planned to accommodate a future route for bus rapid transit. To facilitate the expansion and use of transit, the highest intensity land uses in the SVSP have been located in proximity to major transportation corridors and potential transit stops.
- Provide an adequate level of transportation service for all persons traveling in and through Roseville.

The roadway system includes arterial, collector, and local roadways. Emphasis is placed on ensuring connectivity among uses and creating a safe and efficient circulation system that complies with city policies and allows for transportation options.

***Air Quality Element***

- Protect the health and welfare of the community by promoting development that is compatible with air quality standards.
- The proposed project includes a variety of mitigation measures designed to maximize energy-efficiency, and reduce air quality impacts associated with construction and operation of the proposed project in order to protect the health and welfare of the community.

***Open Space Conservation Element***

- Preserve a comprehensive interconnecting system of open space, encompassing preservation and enhancement of natural habitat and significant resource areas, for the use, appreciation, and enjoyment of the community.

The SVSP establishes contiguous open space areas that are driven by the protection of natural resources and allow for potential connectivity with larger-scale conservation efforts. In response to input from resource agencies (i.e. US Army Corps of Engineers USFWS, etc.), the SVSP establishes contiguous open space areas that focus on wetlands within the project area. Over 20 percent of the SVSP is designated as permanent open space. Permanent open space will provide for passive recreational opportunities, as well as provide natural resource habitat and water quality benefits.

***Parks and Recreation Element***

- Provide a variety of both passive and active recreational opportunities for all City residents.

The SVSP provides recreational facilities, parkland, and open space to comply with the policies and requirements of the City's General Plan standards. Approximately 20 percent of the plan area is parks and open space. The parks and open space program provides for a range of active and passive recreational opportunities that exceed the City's General Plan requirements of nine acres of parkland per 1,000 residents. The placement and sizing of parks is reflective of community need, General Plan policy, proximity to users, ability to promote joint use activities, and existence of natural resources.

***Public Facilities Element***

- Provide adequate services for residents and enterprises and ensure that new development contribute its fair share toward the provision of these services and facilities.

The proposed project will provide the public services necessary to meet the needs of area residents in accordance with the policies of the City's General Plan. Public services include fire protection, police protection, schools, parks and recreation, and library facilities. Each component of the utilities infrastructure system is also designed to accommodate

buildout of the project site. Utilities infrastructure includes water, wastewater, recycled water, drainage and flood control, electric service, natural gas, communications, and solid waste disposal. Utilities infrastructure will be constructed, dedicated, and easements provided consistent with the SVSP, the project development agreements, and all applicable standards and requirements.

### ***Safety Element***

- Protect the life, property, and environment of community residents, enterprises, employees, and visitors.

The proposed project will provide services necessary to meet the needs of area residents, in accordance with the policies of the City's General Plan. The Roseville Fire Department will provide fire protection, emergency medical service, and hazardous materials management to the project site. The Roseville Police Department will provide police protection to the project site, and all development will comply with City of Roseville Police Department recommendations regarding safety and security. The project site is within the Curry Creek watershed. Drainage facilities will be designed and constructed in conformance with City of Roseville Improvement Standards, the Placer County Flood Control Agency's Storm Water Management Manual, and open space preserve Operations and Maintenance Plan. The project applicants will participate in the City's fee program to assist the City of Roseville in constructing a regional retention basin to mitigate storm water volume runoff (Reason Farms).

### **Noise Element**

- Protect the health and welfare of the community by promoting community development, which is compatible with noise level criteria.

With the implementation of all recommended mitigation measures, interior noise levels for sensitive uses would not exceed City noise levels.

### **Housing Element**

- Work to accommodate the housing needs of the City's current and future residents by providing a range of purchase and rental housing affordable to all income groups.

As discussed in Section 4.2 (Population, Employment and Housing), the SVSP provides a mix of housing types, including low-density residential (LDR), medium-density residential (MDR) and high-density residential (HDR). The LDR neighborhoods will provide market-rate housing for moderate- and above moderate-income residents. The SVSP affordable housing program focuses on the MDR and HDR parcels, located throughout the project area and has been structured to be consistent with, and implement the General Plan affordable housing goals. It is assumed that future development of the Urban Reserve parcels would similarly include an affordable housing program to achieve the General Plan's affordable housing goal.

### ***General Plan Land Use Element - Guiding Principles***

The Land Use Element of the General Plan contains a set of thirteen Guiding Principles intended to supplement the City's existing General Plan policies by creating guidelines for new development proposals inside or outside of the City's corporate boundaries which is not already part of an adopted specific plan or within the infill area. The principles are intended to articulate the City's expectations relating to development proposed west of the City. Land Use Goal 11 states that new growth should be designed to meet the guiding principles. It is within the City's purview to interpret its General Plan and to ultimately determine if the proposed project is consistent or inconsistent with any City goals or policies. The following is a review of the project's consistency with the thirteen principles.

***Fiscal Health.*** Principle 1 states that development west of the City shall have a neutral or positive effect on the City's General Fund services. A fiscal analysis of the SVSP will be provided to the City Council prior to consideration of the project that evaluates the fiscal benefits of the project. The land use plan has been prepared with the objective of creating a fiscally balanced community, similar to other specific plans in the City. The addition of new residential areas will provide property tax revenues to the City, along with increased sales tax revenues. 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. Section 4.3 (Transportation and Circulation), Section 4.11 (Public Services) and Section 4.12 (Public Utilities) discuss requirements for the fair share contribution from the SVSP to transportation, services and utilities, respectively. Finance mechanisms identified in the project's finance plan (such as community service districts)

will aid the project in paying for it so that it does not impact existing services residents and their levels of service.

***Well Planned Community, Strong Community Identity and Sense of Place.*** Principle 2 states that development must include logical growth boundaries and an east to west growth pattern. The boundaries of the SVSP were defined to generally align with the western boundary of the WRSP and extend to the planning boundary of the Curry Creek Community Plan Area in Placer County. Baseline Road forms a logical man made southern boundary for the project and the WRSP is the project's northern boundary. The pattern of development proposed under the SVSP includes an east to west growth pattern and proposes to widen both Fiddymont and Baseline Roads south and west, respectively. Infrastructure will be extended in the project from east to west. In addition, the SVSP proposes to maintain drainages as undeveloped open space and providing bike paths to connect the project site to existing developed areas in the city to the east and north.

***Well Planned Community, Strong Community Identity and Sense of Place.*** Principle 3 states that development proposals west of Roseville shall not conflict with the Pleasant Grove Wastewater Treatment Plant and Roseville Energy Park. The SVSP is located south of the WRSP and the Pleasant Grove Treatment Plan and Roseville Energy Park are located immediately north of the WRSP, south of Blue Oaks Boulevard. The SVSP is not geographically proximate to these facilities and will not conflict with their operations.

***Well Planned Community, Strong Community Identity and Sense of Place.*** Principle 4 states that development shall maintain the integrity of existing neighborhoods and create a sense of place in new neighborhoods. The SVSP features a land use plan that is similar in use, type, and density as the adjacent West Roseville Specific Plan and North Roseville Specific Plan areas. Although proximate to these specific plans, the SVSP will include several new residential neighborhoods that create a sense of place and do not interfere with existing neighborhoods. Within the SVSP, village node areas are proposed that will include land uses that support pedestrian-oriented development where residents can live, shop, recreate, and socialize. Residential neighborhoods surround the village nodes and include a variety of housing types, parks, schools and other amenities. In addition to traditional neighborhoods, the SVSP includes residential areas associated with commercial and employment uses along Baseline Road.

***Community Infrastructure, Health, Safe and Secure Community; and Highest Quality***

***Community Services and Organizations.*** Principle 5 states that any development proposal west of Roseville shall include a plan to ensure full funding and maintenance of improvements and services at no cost to existing residents. The proposed project includes expansion of existing roadways such as Fiddymont Road, Baseline Road and Westside Drive as well as construction of Watt Avenue through the plan area and construction of smaller (i.e. collector) roadways. Water, wastewater, recycled water, storm drainage, natural gas, and electrical infrastructure will also be expanded. Section 4.12 (Public Utilities) describes the proposed infrastructure plan for the SVSP. In addition, Section 4.12 discusses the proposed water supply and use of recycled water to decrease demand on domestic water supplies, as well as proposed storm water detention plans. Lastly, Section 4.11 (Public Services) addresses the demand on public services, including the demand on school facilities. Section 4.3 (Transportation and Circulation) describes the proposed roadway plan and addresses any regional traffic concerns. The SVSP describes how these services will be provided.

A fiscal impact analysis has been prepared that evaluates the fiscal impacts of the SVSP. To ensure consistency with Principle 5, the SVSP will be subject to development impact fees and community facilities districts or other similar financing mechanisms that ensure that adequate revenues are generated by the SVSP to offset costs of providing services. These mechanisms are described in the project development agreements.

***Community Infrastructure, Health, Safe and Secure Community; and Highest Quality***

***Community Services and Organizations.*** Principle 6 requires the SVSP to aid in regional traffic solutions and right-of-way preservation. Section 4.3 (Transportation and Circulation) identifies impacts on roadways in and outside of the City associated with development of the SVSP. Roadway rights-of-way necessary to provide adequate roadways associated with the project have been identified in the SVSP. The project will be expected to mitigate transportation impacts and participate in the Tier II regional fee program. Regional roadway improvements included in the project include the widening of Baseline Road and extension of Watt Avenue through the project area.

***Community Infrastructure, Health, Safe and Secure Community; and Highest Quality***

***Community Services and Organizations.*** Principle 7 requires that development proposals secure and provide a new source and supply of surface water and should include reduced water demand through the use of recycled water and other off-sets. Once annexed, the SVSP would become part of the City's retail service area and potable surface water supply would be delivered to the project through existing City transmission mains. The SVSP will rely on surface water supply, recycled water and conservation measures consistent with 7. There are several water supply sources to serve the project including surface water supplies from existing contracts, recycled water supplies for non-potable use (i.e. recycled water), groundwater to supplement water supplies during dry years when the City's contracted surface water may not be available and potential use of aquifer storage and recovery (ASR). In addition to these water supply sources, the project includes significant water conservation measures to reduce overall water demands. Such conservation measures include turf reductions and low water demand landscape in residential front yards, smart irrigation controls for irrigated uses and re-circulating hot water systems.

As discussed in the Project Description, this policy would be amended by the SVSP project because, contrary to what might have been expected at the time the policy was originally written, adequate water is available to serve the project site within the City's existing supplies. Impacts on water supply are discussed in Chapter 4.12 *Utilities* of this EIR. The revised General Plan language would clarify the obligations of new growth areas relative to water supply.

**Growth Management – Growth Areas Policy: 5 (7):** Any development proposal west of Roseville that does not have a sufficient supply of surface water shall secure additional supplies above what the City currently has available. Development proposals shall also provide a new source and supply of surface water financial assistance to incorporate the new source of supply into the City's water supply portfolio (surface water, groundwater and recycled water); and development proposals should shall include measures to reduced water demand through by implementing the use of conservation best management practices, recycled water, and other off-sets.

With this amendment, the SVSP would be consistent with Policy 7.

***Community Infrastructure, Health, Safe and Secure Community; and Highest Quality***

***Community Services and Organizations.*** Principle 8 requires that proposals consider development within the entire City/County Memorandum of Understanding (MOU) Transition

Area in the design and sizing of infrastructure improvements. Within the 2,064-acre SVSP plan area, the easterly 1,691 acres (82%) are within the MOU transition area as shown on Figure 1-2. Consistent with this principle, infrastructure in the SVSP is sized to accommodate uses proposed within the MOU Transition Area. Infrastructure and services have been sized to account for future demands in the Urban Reserve parcels, a portion of which are located in the MOU Transition Area.

***Community Infrastructure, Health, Safe and Secure Community; and Highest Quality***

***Community Services and Organizations.*** Principle 9 states that any development proposal shall aid in the resolution of regional storm water retention. The SVSP would contribute toward the regional retention facility (Reason Farms) planned by the City. Section 4.13 (Hydrology, Water Quality and Groundwater) describes the project's contribution to regional storm water retention.

***Community Infrastructure, Health, Safe and Secure Community; and Highest Quality***

***Community Services and Organizations.*** Principle 9 requires that development proposals incorporate mechanisms to ensure that new schools are available to serve residents and not impact existing schools. The SVSP identifies school sites to accommodate the elementary and middle school students that would live within the project area. As discussed in Section 4.11 (Public Services), the Roseville Joint Union High School District, Roseville City School District and the Center Unified School District have capacity to accept project-generated students given the school sites proposed within the SVSP. High school students from the SVSP will attend schools outside the project, within each of the respective districts. The project applicants have negotiated with the school districts regarding the location of school sites and the provision of adequate funding to support development of additional schools.

***Open Space.*** Principle 11 states that development proposals west of Roseville shall include a significant interconnected public open space component and conservation plan, in coordination with the City of Roseville/USFWS MOU. The SVSP includes a total of approximately 256 acres of open space and 89 acres of parks, including one citywide park. The open space areas along the creeks and within power line corridors contain an extensive trail network that connects land uses within the project area and connects to the City's existing open space trail. The park and open space dedication exceeds City standards. For a discussion of the City/USFWS MOU, refer to the policy consistency discussion for the City/USFWS MOU, provided below.

**Public Participation.** Principle 12 requires that development proposals include a public participation component to keep the public informed and solicit feedback throughout the specific plan process. As discussed in Chapter 1 (Introduction) and Chapter 3 (Summary of Environmental Effects), the City has held a number of public workshops and meetings during the evaluation of the project to educate the public and to solicit feedback. The public participation process will continue throughout preparation of the EIR. A public scoping meeting was held during the 30-day review of the NOP. Additional public meetings are planned during the 45-day review period for the Draft EIR, including opportunities for public comment during the; Transportation Commission, Parks and Recreation Commission, Public Utilities Commission, and Planning Commission, consistent with Principle 12.

**High Quality of Life.** Principle 13 requires that development proposals provide a public benefit to the City and residents. 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, etc). 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 that create a balanced community that includes an employment-generating commercial and employment corridor along the Baseline Road. 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, a city-wide park, as well as numerous smaller parks and a trail system to connect the project site to adjacent neighborhoods, as well as the rest of the city. The recreation areas will allow both active and passive recreation.

No inconsistencies with the General Plan have been identified for the SVSP project and program-level parcels. In evaluating the project, the City Council will make a finding regarding the project's consistency with General Plan policies, including the Guiding Principles.

For purposes of this EIR, certain land use assumptions were made to assist in evaluating potential program-level impacts associated with the Urban Reserve parcels. While any future development would be expected to be consistent with the City's General Plan, until specific development is proposed, consistency with the General Plan cannot be determined. It is expected that a detailed consistency analysis would be included in any future environmental review for projects proposed in the Urban Reserve.

### ***Growth Management Visioning Committee (GMVC)***

In 2004, the City Council tasked the City's Growth Management Visioning Committee (GMVC) was tasked 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. A copy of the GMVC Report can be found in Appendix C.

### **The following describes the SVSP's consistency with the GMVC's growth management concepts.**

- **Maintain an Open Space Transition Buffer.** Establish an edge along the western boundary of the city to maintain Roseville's identity by creating interconnected open space and to provide habitat preservation, recreation, view preservation, aesthetic and recreational benefits.

Land uses on the western edge of the SVSP include a city-wide park, open space and Urban Reserve uses. The city-wide park, Signature Park is located on the south western boundary and will provide both view preservation and recreational benefits. The Curry Creek drainage that runs through the northern boundary of the park will remain in open space and provide habitat preservation. The park and open space uses planned along the western edge establish and open transition buffer.

No uses are currently proposed in the Urban Reserve parcel which is on the western boundary. The parcels that are designated Urban Reserve will remain in their existing uses until such time as development is proposed and approved. At the time development is proposed, the projects will be reviewed for consistency with the City's policies as part of the entitlement and environmental review processes. The Urban Reserve parcel will be

required to include uses that define the western boundary, consistent with the City General Plan policy and GMVC policies.

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

The proposed SVSP provides a mix of uses including a commercial and employment node along Baseline Road. This retail and office use area will generate jobs and provide retail opportunities that will generate revenues for the City. The land use plan has been prepared with the objective of creating a fiscally balanced community, similar to other specific plans in the City. The addition of new residential areas will provide property tax revenues to the City, along with increased sales tax revenues. 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 will be required to pay development fees and to establish community facilities districts or other such mechanisms, as outlined in the Development Agreements 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, etc.) and preserves valuable natural and environmental resources.

The SVSP has been designed to provide efficient and timely provision of services. The land use plan concentrates uses around the two village nodes, the Watt Avenue transportation corridor, and the commercial node on Baseline Road. Natural resources are preserved in open space parcels throughout the plan area. The phasing plan ensures that the infrastructure is phased in such a way that needed facilities are in place, prior to development.

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

The 2,064-acre project area is controlled by seven different landowners. Instead of processing individual development projects proposed by each owner, a comprehensive specific plan, the SVSP, was prepared for the project. The specific plan is the primary land use, policy, and regulatory document to guide the overall development of the project

area. The two Urban Reserve parcels are included as part of the SVSP and evaluated at a program level in the EIR, which is consistent with the objective of a comprehensive planning process.

- **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.

The SVSP is required to meet the City's standards (i.e. General Plan standards, service standards, development standards, etc.) 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, etc). 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 that create a balanced community that includes an employment-generating commercial and employment corridor along the Baseline Road. 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, a city-wide park (Signature Park), as well as numerous smaller parks and a trail system to connect the project site to adjacent neighborhoods, as well as the rest of the City.

- **Maintain Roseville 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.

The proposed SVSP will provide a mix of land uses that will be 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 will be consistent with the SVSP Development Standards and the SVSP Design Guidelines, which meet or exceed the City's development standards and design guidelines.

- **Promote Stakeholder Involvement and Ensure Accountability.** Continue Roseville's leadership in the south Placer Region to initiate dialogue between stakeholders, property owners, Placer County and surrounding jurisdictions on defining and shaping the vision for growth to the west and north of the City. Develop clear methods to ensure the accountability of all parties to the agreements developed through the process of collaborative stakeholder involvement.

The proposed project area is within the boundaries of the City/County MOU. The City is coordinating with the County regarding development of the project, consistent with the coordination provisions of the MOU. In addition to the coordination required by the MOU, the City of Roseville is in consultation with Placer County regarding interests of mutual concern in South Placer County including regional circulation and roadway improvements, infrastructure and service provisions, housing allocation, drainage issues, growth management and land use and fiscal concerns.

No inconsistencies with the GMVC growth strategies have been identified for the SVSP project and program-level parcels. For purposes of this EIR, certain land use assumptions were made to assist in evaluating potential impacts associated with the Urban Reserve parcels. While any future development would be expected to be consistent with the GMVC recommendations, until specific development is proposed, consistency with the GMVC direction cannot be determined. It is expected that a detailed consistency analysis would be included in any future environmental review for projects proposed in the Urban Reserve parcels.

### **City of Roseville/Placer County Memorandum of Understanding**

The City/County MOU was adopted by both the City and the County in 1997, to establish a set of procedures for both the City and Placer County to evaluate development proposed within the area west of the City of Roseville, north of Baseline Road (MOU Transition Area). The MOU provides a process by which both the City and the County must follow if a development application is

submitted to either jurisdiction for development within this area of the County. The MOU promotes interagency communication on land use planning issues. The project application was submitted in May 2007 and the City Council directed staff to move forward with the project in March 2007 following the results of a Feasibility Study. The MOU requires that if the City elects to move forward with the application, the City refer the application to the County Board of Supervisors for their input. In April 2007, staff forwarded the application to the Board of Supervisors for their consideration. In April 2007, the Placer County Board of Supervisors voted unanimously to conditionally support consideration of the annexation.

According to the MOU, the City must also file an application with LAFCO within 60-days of the County's action. However, given the fact that the specific plan process takes several years to complete, it was mutually agreed between the City and LAFCO that the application for annexation should follow the City action of the project.

Section 3 of the MOU requires that an Initial Study be prepared to ensure that any impacts associated with the project would be mitigated to a less-than-significant level unless both jurisdictions agree that specific overriding considerations render such mitigation measures infeasible. Due to the size and complexity of the SVSP, the City determined that an EIR was the appropriate analysis to comply with CEQA. The Initial Study can be found in Appendix B.

Under the MOU, all fiscal, transportation and circulation, utilities and services, affordable housing and groundwater impacts must be mitigated to a less than significant level, or both the County and the City must agree that overriding considerations render mitigation infeasible. If the City determines that any of the mitigation measures identified are infeasible, the rationale for rejecting the measure will be provided in the project's Findings of Facts. The benefits of the project, and the extent to which they outweigh significant impacts, will be addressed in the Statement of Overriding Considerations. The County must also concur with the Statement of Overriding Considerations.

The MOU also requires adherence to specific development standards to ensure that all physical development, infrastructure development, and public services "be constructed, installed, financed or provided at an urban standard of development service." The project, as described in this EIR, has been designed to meet or exceed the City's of Roseville's development standards, which meet the standards set forth in the MOU. The SVSP includes Residential Development Standards

(Appendix A of SVSP) that meet or exceed the City's residential development standards and Design Guidelines (Appendix B of SVSP) that address design characteristics of the project.

A requirement is also set forth in the MOU requiring that all development, to the greatest extent practically and legally feasible, proceed in an orderly east-to-west progression. The proposed phasing of the SVSP is in an east-to-west progression beginning in the northeast portion of the project and extending south to Baseline and then west toward the western boundary of the project as shown on Figure 2-6. The infrastructure requirements for each phase and sub-phase of the project include all on-site backbone infrastructure and off-site facilities necessary for each phase to proceed including roadways, sewer, water, recycled water, storm drainage, dry utilities, and lands uses.

The City Council must make a finding of consistency with the MOU, before acting on the proposed SVSP and SOI amendment. In addition, the County must also make a finding of consistency. While the City cannot compel the County to make such a finding, this EIR and any necessary supporting information will be provided to the County to aid in its deliberation.

#### **City of Roseville/U.S. Fish and Wildlife Service MOU**

In May 2000, the City and the U.S. Fish and Wildlife Service (USFWS) entered into an MOU to prepare a Habitat Conservation Plan or an equivalent document. As a result the City of Roseville met and conferred with USFWS, Army Corps of Engineers and U.S. EPA over the course of a three year period to discuss approaches to mitigating the project's impacts to federally regulated resources including wetlands and vernal pool species. As a result of these discussions and consultation, the land use plan was modified several times based on agency feedback. Modifications to the land use plan included providing additional avoidance of resources of greatest quality.

For a full discussion of the MOU, as well as the project's consistency with its provisions, refer to Impact 4.8-12 of Section 4.8 (*Vegetation and Wildlife*) of this EIR.

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