INTRODUCTION

This chapter addresses the land use within the Regional University Specific Plan (RUSP) area and in the project vicinity, including the current and proposed land uses, land use designations, and zoning. Section 15125(d) of the CEQA Guidelines states, "The EIR shall discuss any inconsistencies between the proposed project and applicable general plans and regional plans." Potential inconsistencies between the RUSP and the Placer County General Plan and the County's Zoning Ordinance are discussed in this chapter.

CEQA does not treat project consequences relating solely to land use, socio-economic, or population, employment or housing issues as direct physical impacts to the environment. An EIR may provide information regarding land use, planning and socio-economic effects; however, CEQA does not recognize these types of project consequences as typical impacts on the physical environment. The impact assessment focuses on changes in land use, use compatibility, and general plan consistency, to the extent that potential general plan conflicts may lead to physical impacts on the environment. Physical effects on the environment that could result from implementation of the project are addressed in the appropriate technical sections of Chapter 6 of this EIR. Specific to land use, a discussion of Agricultural Resources is included in Section 6.2 of this EIR.

Key source documents used in the preparation of this section include:

- Placer County General Plan (1994)
- Placer County Zoning Ordinance (1995)

Comments raised in response to the Notice of Preparation (see Appendix B) identified concerns with the appropriateness of urbanized development in the County, the growth inducing aspects of the proposed project, location of student housing (i.e. would there be enough housing on campus to accommodate all students), the impact on the affordability of housing in the surrounding area, the preservation of open space, and the need for a regional plan for development.

ENVIRONMENTAL SETTING

The RUSP project site is 1,157.5 acres located in unincorporated Placer County, west of the City of Roseville (see Figure 2-1 in Chapter 2, Project Description). The eastern boundary of the project site is immediately west of a proposed future northern extension of Watt Avenue, and the western boundary is adjacent to Brewer Road. The northern and southern boundaries are irregular, with the northwest corner falling approximately 2.7 miles north of Base Line Road. The southern boundary follows an existing property line in the western portion of the project site, curving south heading east to meet the proposed future intersection of Watt Avenue and Pleasant Grove Boulevard.

RUSP Project Site

Existing Land Uses

The western portion of the project site is composed primarily of non-native annual grassland and has been used primarily for cattle grazing and rice farming, but is currently fallow. This area also includes substantial wetland habitat types, including depressional seasonal wetlands, vernal pools, depressional seasonal marsh, riverine perennial marsh, and riverine seasonal marsh. The eastern portion of the RUSP site consists of open agricultural land used for rice and dry land farming. Roughly two-thirds of the project site is currently in active agriculture. In addition to agricultural roads the site includes wells and pumps to provide water for rice production. A power line easement crosses the western portion of the site in a north/south alignment. No buildings or other structures exist on the site. There are two unnamed tributaries to Curry Creek within the project site, both located north of Curry Creek. The South Tributary has been converted to a series of irrigation channels to support rice cultivation. The North Tributary has been similarly converted in the eastern portion of the project site and then transitions to a natural meandering streambed in the western portion of the project site.

Planned and Approved Development in the RUSP Vicinity

Planned and approved development in the RUSP vicinity includes the West Roseville Specific Plan, the Sierra Vista Specific Plan, the Placer Vineyards Specific Plan, the Riolo Vineyards Specific Plan, the Curry Creek Community Plan Area, the Creekview Specific Plan, and the Placer Ranch Specific Plan. Planned and approved development in the RUSP vicinity is shown on Figure 4-1.

The West Roseville Specific Plan, east of the RUSP in the City of Roseville, includes approximately 3,150 acres. At buildout, the West Roseville Specific Plan area will include approximately 8,500 dwelling units, 200 acres of commercial/office development, and approximately 1,200 acres of public facilities, including open space. The West Roseville Specific Plan area is now under construction.

The 2,175-acre Sierra Vista Specific Plan, southeast of the RUSP, is located along the western edge of the City of Roseville in unincorporated Placer County and nearly entirely within the City of Roseville's Sphere of Influence. At buildout, the Sierra Vista Specific Plan will provide for approximately 10,500 dwelling units, approximately 2.3 million square feet of retail and office uses, and approximately 440 acres of public facilities, including parks and open space. The Sierra Vista Specific Plan is currently in preparation.

The Placer Vineyards Specific Plan, south of the RUSP in unincorporated Placer County, includes approximately 5,230 acres. At buildout, the Placer Vineyards Specific Plan will include 14,132 dwelling units, 274 acres of commercial uses, 641 acres of quasi-public (public facilities/services, religious facilities, schools, and major roadways) land uses, and 919 acres of park and open space land. The Placer County Board of Supervisors approved the Placer Vineyards Specific Plan in July 2007 and construction is projected to occur over a 20 to 30-year time frame.

The Riolo Vineyards Specific Plan, southeast of the RUSP in unincorporated Placer County, includes approximately 527.5 acres. At buildout, the Riolo Vineyards Specific Plan will include 932 dwelling units, approximately 7 acres of commercial development, and approximately 204 acres of public facilities including open space, infrastructure, and agricultural uses. The Riolo Vineyards Specific Plan EIR is currently in preparation for Placer County.

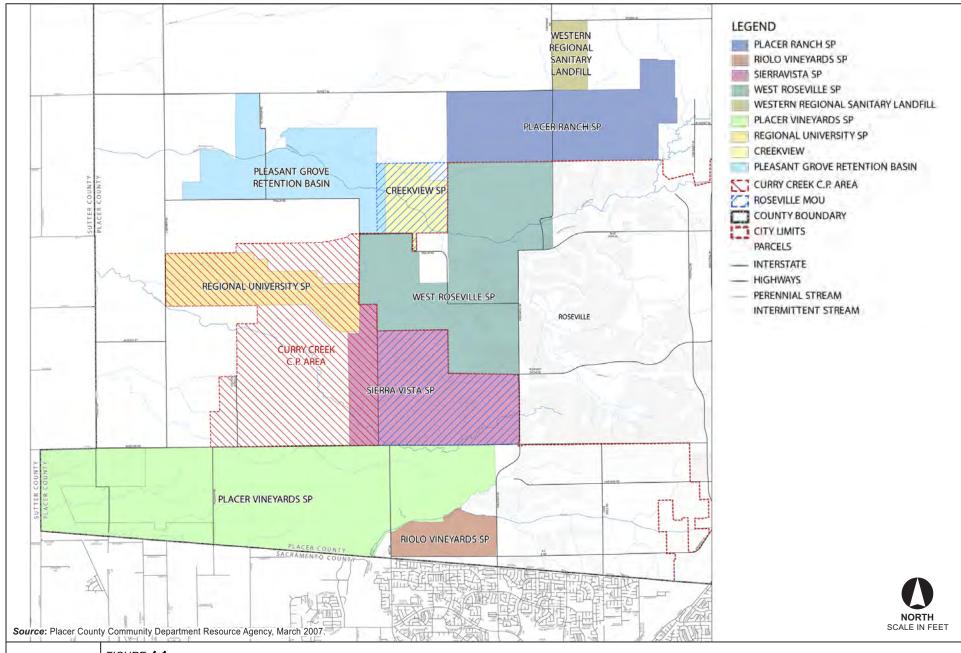




FIGURE 4-1

Development Projects in the Vicinity of the Proposed Project

D50840.02

Regional University Specific Plan EIR

The Curry Creek Community Plan Area encompasses a portion of the RUSP and is within a Future Study Area identified by the Placer County General Plan as an appropriate location for consideration of potential future urban or suburban growth. Although the entire Plan Area lies within the Curry Creek Community Plan, the RUSP is independent of the Curry Creek Community Plan.

The approximately 570-acre Creekview Specific Plan area is in the initial planning stages and would be located northeast of the RUSP. If approved, the Creekview Specific Plan would consist of approximately 2,160 dwelling units, 38 acres of industrial land use, a 14-acre school, and a community clubhouse on three acres.

The Placer Ranch Specific Plan, northeast of the RUSP in unincorporated Placer County, includes approximately 6,793 acres. The Placer Ranch Specific Plan would include 6,793 residential dwelling units, 527 acres of business park and light industrial uses, 150 acres of office professional uses, 99 acres of commercial uses; 275 acres of parks, landscape corridors, and open space; two new elementary schools; and a new middle school. In addition, the proposed project includes a 300-acre branch campus of California State University Sacramento, with an estimated total enrollment of 25,000 students. The project applicant recently requested that this project be considered for annexation into the City of Roseville.

Current Land Use Designations and Zoning

Placer County General Plan Land Uses

The land use designations of the General Plan define the appropriate types, densities, and function of uses for each land use designation. The RUSP area is designated Agriculture (AG) in the Placer County General Plan. The Agriculture designation is defined by the General Plan as follows:

AG – This designation identifies land for the production of food and fiber, including areas of prime agricultural soils, and other productive and potentially productive lands where commercial agricultural uses can exist without creating conflicts with other land uses, or where potential conflicts can be mitigated. Typical land uses allowed include: crop production, orchards and vineyards, grazing, pasture and rangeland, hobby farms; other resource extraction activities; facilities that directly support agricultural operations, such as agricultural products processing; and necessary public utility and safety facilities. Allowable residential development in areas designated Agriculture includes one principal dwelling and one secondary dwelling per lot, caretaker/employee housing, and farm worker housing.

The project site is also within an area designated as a Future Study Area in the General Plan. The Future Study Area is bounded by Base Line Road to the south, the County line to the west, Fiddyment Road to the east (generally), and Pleasant Grove Creek to the north (generally). The General Plan states that future growth may occur in the unincorporated area or in areas annexed to an adjacent city. The West Roseville Specific Plan area is also within the Future Study Area.

Placer County Zoning

The project site is currently zoned F-B-X (Farm - Combining 80-acre minimum parcel size) with a Placer County General Plan designation of Agriculture. The Farm (F) Zone district allows single-family residential and a variety of agricultural uses and related structures including, but not limited to, agricultural processing, animal raising and keeping, ranching, and crop production. In the F-B-X zone the following uses are permitted, either by right or with the issuance of a use permit:

- Single-family dwelling; keeping of poultry, rabbits or similar livestock; farming, dairies, animal
 husbandry; crop and tree farming; apiaries; aviaries; stands exclusively for the sale of products
 produced on the premises; stables and riding academies; communications equipment building,
 distribution substation; small livestock farming; greenhouse; residential care homes for six or
 less persons; large and small family day care homes.
- Buildings or structures, including housing for agricultural workers, garages and implement shelters, customarily associated with an accessory use to the uses listed above; storage of petroleum products for use of the premises, but not for resale; home occupation; commercial breeding, feeding and managing, and sale on the premises of fish; guest houses; commercial vehicle storage (one vehicle, 2.3 acre minimum).
- Duplexes; tract offices; golf courses; public or quasi-public uses including fire houses, schools
 accredited to the State school system; excavation and quarrying; animal hospital; veterinarian;
 museum; country club; hospital; convalescent hospital and skilled nursing facilities sanitarium;
 public parks; playground; community center; grange halls; public dumps; rest homes; public
 utility service yards; residential care homes for more than six persons; child nurseries for more
 than fourteen persons; bed and breakfast; second residential units; performing arts studio;
 mobile home to house agricultural workers.
- Airports; industrial plants which process agricultural products; frog farms; commercial hog and turkey raising; fertilizer plants; kennels; cattle feed yards; animal sales yard; public utility transmission substation; farm equipment sales and service; labor supply camps; sales of agricultural products.
- Commercial explosives storage and manufacture.
- · Churches.
- Commercial vehicle storage: 2.3 acres or less.

Proposed Project Land Use Categories

Land use categories have been developed specifically for the RUSP. Proposed land uses are organized into four broad categories: Community Residential, Village Service and Employment, Open Space and Public, and University Campus. All land within the Plan Area would be designated with a land use category, acreage, and dwelling units. Proposed land use categories are described below.

Community Residential

The land use plan would provide three different residential designations: Low Density Residential (LDR), Medium Density Residential (MDR), and High Density Residential (HDR). Additional residential uses would be included within the University site and high-density residential uses would be permitted in the Commercial-Mixed Use (CMU) zone. The Plan Area would provide for an overall average density of 10 units per gross residential acre (excluding units in the Commercial Mixed-Use area).

Low Density Residential (LDR)

The LDR district would permit single-family development, located within the North and East Villages. The primary housing product is anticipated to be single-family detached housing on conventional lots, with densities ranging from 4 to 7.9 units per acre. Half-plexes and second units would be also permitted. Use of alternative garage configurations, separated sidewalks, porches, and front courtyards would be encouraged.

Medium Density Residential (MDR)

The MDR district would accommodate a variety of housing types. Types could include small-lot cluster, courtyard, zero-lot-line, half-plexes, and other attached and detached housing products, with densities ranging from 8 to 15.9 units per acre. MDR uses would be located in the North Village, East Village, and University Village.

High Density Residential (HDR)

The HDR district would accommodate attached multi-family housing, including apartments, townhouses, and condominiums, with densities ranging from 16 to 25 units per acre. The HDR sites would provide rental and for-sale housing for Community residents, including students, faculty, and staff from the University.

Village Service and Employment

The land use plan would provide two different service and employment designations: Commercial Mixed Use (CMU) and Commercial Planned Development (CPD). Both of these uses would be located within the University Village, near adjoining residential uses. The CMU and CPD sites would be compact with the intent to emphasize connections between these uses.

Commercial Mixed Use (CMU)

The CMU sites would be located in the western portion of the University Village and are envisioned by the applicant to include a wide variety of retail uses to serve both the University and adjacent neighborhoods. These CMU sites would include a full range of commercial shops, such as book stores, a small market, coffee shops, retail, office, and professional services in a traditional, plazalike setting. The CMU district also would include high-density residential uses, which may be second-floor uses above the ground-floor commercial shops or separate apartment or condominium units integrated with the retail component.

Commercial Planned Development (CPD)

The CPD site, located in the eastern portion of the University Village, could accommodate a variety of neighborhood-serving commercial and office uses, including, potentially, a supermarket-anchored commercial center.

Open Space and Public

The land use plan would provide three different designations for public uses: Open Space (OS), Park (P) and Public/Quasi-Public (P/QP). The most intense of these uses, the Community Park, K–6 school, fire station/sheriff services center, and public/quasi-public site would be centrally located in the Central Civic Area. All open space, park, and public uses sites would be located and sized consistent with applicable policies.

Open Space (OS)

The RUSP includes open space land use in three categories: open space preserves, drainage parkways, and greenways. Open space preserve areas would provide passive recreation opportunities, where such recreation use would not conflict with the preservation of significant

natural resources. Drainage parkways would provide floodwater conveyance and retention and storm water quality treatment. Greenways would provide the interface between land uses along the Plan Area boundaries, linking the open space preserves and drainage parkways to other land uses within the Plan Area.

Park (P)

Parks in the Plan Area would include community, neighborhood, and pocket parks. The community park would be located centrally within the Community within the Central Civic Area and would be linked by open-space corridors. The neighborhood park would be located in the North Village. The four pocket parks would be located centrally within the neighborhoods and University Village.

Public/Quasi-Public (P/QP)

In the Plan Area, Public/Quasi-Public land uses would include the K-6 school site, the K-8 school site, the 4.7 acre public facilities site, a 2.2 acre site reserved for a fire station, and a 2.2-acre site for quasi-public uses such as a health club, community club, day care, or church. With the exception of the K-8 school site, which would be located on the northwestern portion of the Community, all Public/Quasi-Public uses would be located in the Central Civic Area.

University Campus

A special use of University (UZ) would be created specifically for the Regional University. Sub-areas within the University use would include Faculty/Staff Housing, Retirement Housing, and Open Space. The housing areas are not specifically located on the land use diagram. The open space would be designated as UZ-OS, which would include approximately 183.5 acres, portions of which would include preserve areas and possibly an arboretum that would be integrated with the design of the campus.

University (UZ)

The University campus would include academic buildings, performing arts venues, visual arts facilities, a library, athletic facilities (gym, stadium, aquatics center), athletic fields, residential halls, administration buildings, warehouse and maintenance buildings, common areas, and gathering spots. The campus would be designed to create pedestrian linkages amid open spaces, natural areas, and an absence of internal vehicular traffic.

The entrance to the campus would be along a central parkway that would extend from the terminus of University Boulevard at 16th Street (proposed roadways are discussed below). The expansive green fields of the athletic area and the North Curry Creek Greenway would surround the University campus entrance, with the "quad" areas immediately in front, and the administration and classroom buildings beyond. Vehicle access to the central core of the campus would be strictly limited, with parking areas located away from the core of the campus.

Residence halls would be located in close proximity to the campus core and within walking or biking distance of campus athletic facilities. Vehicular traffic, apart from campus service vehicles, would be limited to an exterior roadway that would allow circulation to off-site locations for students, faculty, and staff.

4-7

In the northeastern corner of the University site, land would be reserved for a potential 40-acre private high school, which would serve 1,200 students, with 120 faculty and staff. The high school campus may include a library, a gymnasium, a performing arts theatre, and ball fields. In the event that a private high school is not developed, the 40-acre site may be used for another academic use, such as additional university use, a public school, a private school, or other similar use consistent with the overall University concept.

Faculty/Staff Housing

Land for the development of faculty and staff housing would be provided in the northwestern corner of the University site. This area would allow an enclave of single-family and attached homes, which would be separated from, but within walking distance to, the campus core. The large open space preserve would provide a natural buffer for the faculty and staff housing from the main campus, while also being a visual and recreational amenity.

Retirement Housing Village

A small retirement village is proposed on the northern periphery of the core campus area, accommodating 75 cluster-style units. The location of the retirement complex within the University has not been determined; however, the site characteristics would require a location within close proximity to University services, yet separate from the academic core. The size of the complex is anticipated to be in the range of 6 to 12 acres. The retirement housing units would be controlled by the University.

Open Space (UZ-OS)

The University campus would include approximately 183.5 acres of open space. The open space would include environmentally sensitive areas, wetlands, lakes, and detention/retention basins restored and enhanced to function as a natural setting. These areas would provide habitat for waterfowl, birds, and other wildlife and would be linked with a network of trails. This open space would provide for activities such as walking or bicycling, and academic uses such as research and biological studies.

Proposed Project Zoning District

Placer County Board of Supervisors adopted a zoning text amendment to create a Specific Plan zoning district (SPL) on May 23, 2006. The purpose of the SPL district is to allow unique zone districts to be established consistent with an adopted specific plan. The district provides flexibility in the designation of allowable uses, development standards, and other regulations than may not be possible through application of other base and combining zone districts. Development and all land uses permitted within the SPL district are established through the approval of a Specific Plan. With the creation of the Specific Plan district, if the Regional University Specific Plan is approved, the Plan Area would be rezoned to designate the approved Specific Plan (e.g., Specific Plan – Regional University Specific Plan (SPL-RUSP)). The SPL district would be designated on the zoning maps by the specific plan land use symbol and reference to the relevant specific plan (e.g., SPL-RUSP-LDR). The relevant sections of the specific plan (and/or companion documents thereto) would be adopted by ordinance and would incorporate by reference the Placer County Zoning Ordinance under Article 17.51 – Specific Plan District. If a standard or other regulation is not specifically addressed in the specific plan, it would be governed by the Placer County Zoning Ordinance.

REGULATORY SETTING

Federal Regulations

There are no applicable federal agencies, plans, or policies that oversee local planning issues.

State Regulations

The Planning and Zoning Law (Gov. Code, § 65000 et seq.) requires each county and city to have a general plan consisting of a minimum of seven mandatory "elements." (See Gov. Code, § 65300.) These elements must address the following subjects: land use; circulation; housing; conservation; open space; noise; and safety. (Gov. Code, § 65302.) By statute, specific plans, zoning actions, development agreements, and tentative maps all must be consistent with the general plan. (Gov. Code, §§ 65454 (specific plans), 65680 (zoning), 65867.5 (development agreements), and 66473.5 (tentative maps), and 536 (zoning). Case law has extended the consistency requirement to conditional use permits and public works projects. (*Neighborhood Action Group v. County of Calaveras* (1984) 156 Cal.App.3d 1176, 1183-1184 (use permits); *Friends of "B" Street v. City of Hayward* (1980) 106 Cal.App.3d 988,998 (public works projects). As approved, the RUSP must be consistent with the Placer County General Plan. Such consistency can be achieved, in part, through General Plan amendments proposed as part of the overall package of proposed project approvals.

Local Regulations

Sacramento Area Council of Governments Blueprint Project

SACOG, in partnership with the non-profit organization Valley Vision, undertook the Blueprint Project to build a consensus around a single, coherent, long-term vision for the development of the Sacramento region. The project was not intended to advocate any particular development pattern; instead, SACOG assumed that if it provided accurate information and forecasting tools to a wide variety of interest groups, a consensus would naturally emerge on what the region as a whole wanted for its future.

Over a series of workshops throughout the greater Sacramento region, a consensus emerged that the low-density, segregated land use developments of the recent past would likely cause deterioration in the regional quality of life if continued into the future. The regional consensus therefore supported the notion that future development should follow the principals of "smart growth." These principals can be summarized as the four D's: density of both residential and commercial development, diversity of land uses within a neighborhood, design of the neighborhood, and access to regional destinations.

Blueprint Growth Principles

The Blueprint Preferred Plan is based on seven interlocking principles, listed below.

1. Compact Development that requires less conversion of rural land, shortens travel distances, and reduces the per-unit cost of infrastructure and services.

¹ See also Lesher Communications, Inc. v. City of Walnut Creek (1990) 52 Cal.3d 531.

- 2. Housing Choices, in particular small lot single-family dwellings and attached products that suit the needs of seniors, empty-nesters, young couples, single-person households, single-parent households and other types of small households that currently make up 4-out-of-5 American households. The smaller products fit well with the theme of compact development.
- 3. Mixed-Use Developments that allow people to work and shop near their home.
- 4. Use of Existing Assets, in particular the development of sites that are already within the urban footprint and urban services coverage. This includes both infill development of vacant lots as well as re-development of under-utilized sites such as low-density strip retail areas.
- 5. Transportation Choices, in particular the ability to use non-auto modes (transit, bike, walk) for at least some trips. Non-auto modes are most practical in compact, mixed-use communities.
- 6. Quality Design in terms of aesthetic buildings but also in terms of providing attractive, walkable public spaces that create a sense of community.
- 7. Conservation of Natural Resources through less conversion of land to urban use, slower growth of demand for water, and reduction in the amount of per-capita auto travel.

Relationship to Local Planning

The Preferred Blueprint Scenario was adopted by the SACOG Board of Directors in December 2004 as a specific long-range land use plan that encompassed these principles. A key issue for the Blueprint Project is that compliance with the adopted plan relies entirely on SACOG's ability to persuade jurisdictions to voluntarily follow the SACOG model, rather than some type of statutory power to require compliance. In terms of local planning, the Blueprint has not been formally adopted by Placer County and it is not legally binding on the County. However, the Preferred Blueprint Scenario is intended by SACOG to be advisory and to guide the region's transportation planning and funding decisions.

The Blueprint Preferred Scenario and Southwest Placer County

The Base Case Scenario for 2050 shows the likely long-term impact of continuing current growth patterns. The entire I-80 corridor from Roseville to Colfax would be carpeted with over fifty thousand new large-lot, single-family dwellings and ten thousand new rural residential units. Residential development would also cover the area between Antelope and Wheatland, as well as large areas southwest of Elk Grove and Rancho Cordova. In contrast, the Preferred Scenario would reduce development in unincorporated Placer County north of Rocklin and east of Roseville by 90 percent and create green belts north and west of Lincoln and southwest of Elk Grove and Rancho Cordova. The same amount of population and job growth would be accommodated on a smaller urban footprint through denser development and greater use of infill and redevelopment sites.

Spatially, the Preferred Plan is based on concentrating three-fourths of new development in the region into mixed, compact communities in Sacramento County and south Placer County. Compared to current trends, the Preferred Plan would reduce the land converted to urban use by about 360 square miles, double the number of people living in balanced (residential, retail, non-retail) areas, and reduce vehicle miles travel by about one-fourth.

Southwest Placer County is considered one of the prime locations for dense development in the Blueprint Preferred Scenario. This is because it is located in the center of the Roseville/Rocklin-Airport-McClellan job triangle and is close enough to Sacramento to allow for integration into a regional transit network. Moreover, existing development is not sufficient to limit the ability to introduce smart growth design, though some environmental constraints exist (as they do in virtually any large site in the region).

If the current development trend continues, the average amount of auto travel for new households in unincorporated Placer County east of Roseville is projected to reach 54.2 vehicle miles traveled per household per day (VMT/HH/Day) (see Table 4-1). This 29 percent increase over the current regional average (41.9 VMT/HH/Day) would occur because of the wide distribution of land uses at relatively low densities and very little land use diversity. In contrast, households in southwest Placer County under the preferred Blueprint Preferred Scenario are projected to generate an average of 23.9 VMT/HH/Day. This is 43 percent less than the current regional average and is less than half of what these households are projected to generate under the Trend Scenario (unincorporated Placer County).

| TABLE 4-1 | | |
|--|------------|---------------------------------------|
| AVERAGE DAILY TRAVEL DISTANCE IN 2050 | | |
| Location of Household | VMT/HH/Day | Compared to Existing Regional Average |
| Existing Regional | 41.9 | |
| Southwest Placer (Preferred) | 23.9 | -43.0% |
| Unincorporated Placer (Trend) | 54.2 | 29.4% |
| Source: SACOG Preferred Blueprint Scenario, December 2004. | | |

Concentrating residential and non-residential development in southwest Placer County, where residents will be able to travel to jobs a short distance away using surface streets, will therefore help relieve the significant strains that would be placed on regional routes such as I-80, SR-65, SR 70/99, and Base Line Road, if current trends are continued. An important tradeoff; however, is that local arterials and collectors will be more heavily utilized compared to a low-density trend scenario resulting in worse operating conditions and levels of service.

Regional University Specific Plan Blueprint Alternative

The RUSP Blueprint Alternative (see Chapter 7.0 of this Draft EIR) is intended to be consistent with SACOG's Blueprint assumptions, which include a higher density, compact mixed-use development. See Chapter 7.0 of this EIR for the complete discussion of the Regional University Specific Plan SACOG Blueprint Alternative.

Placer County General Plan

The Placer County General Plan is a policy guide for physical and economic growth of the County. The policy document of the General Plan is made up of a total of 10 elements, with each element containing goals and policies intended to guide development in Placer County.

Relevant General Plan Goals and Policies

The following are applicable goals and policies relating to land use from the Placer County General Plan Land Use Element.

General Land Use

Goal 1.A To promote the wise, efficient, and environmentally-sensitive use of Placer County lands to meet the present and future needs of Placer County residents and businesses.

Policies

- 1.A.1. The County will promote the efficient use of land and natural resources.
- 1.A.3. The County shall distinguish among urban, suburban, and rural areas to identify where development will be accommodated and where public infrastructure and services will be provided. This pattern shall promote the maintenance of separate and distinct communities.
- 1.A.4. The County shall promote patterns of development that facilitate the efficient and timely provision of urban infrastructure and services.

Residential Land Use

Goal 1B To provide adequate land in a range of residential densities to accommodate the housing needs of all income groups expected to reside in Placer County.

Policies

- 1.B.1. The County shall promote the concentration of new residential development in higherdensity residential areas located along major transportation corridors and transit routes.
- 1.B.2. The County shall encourage the concentration of multi-family housing in and near downtowns, village centers, major commercial areas, and neighborhood commercial centers.
- 1.B.3. The County shall encourage the planning and design of new residential subdivisions to emulate the best characteristics (e.g., form, scale, and general character) of existing, nearby neighborhoods.
- 1.B.5. The County shall require residential project design to reflect and consider natural features, noise exposure of residents, visibility of structures, circulation, access, and the relationship of the project to surrounding uses. Residential densities and lot patterns will be determined by these and other factors. As a result, the maximum density specified by General Plan designations or zoning for a given parcel of land may not be realized.
- 1.B.6. The County shall require new subdivided lots to be adequate in size and appropriate in shape for the range of primary and accessory uses designated for the area.
- 1.B.7. The County shall require multi-family developments to include private, contiguous, open space for each dwelling.
- 1.B.9. The County shall discourage the development of isolated, remote, and/or walled residential projects that do not contribute to the sense of community desired for the area.
- 1.B.10. The County shall require that all residential development provide private and/or public open spaces in order to insure that each parcel contributes to the adequate provision of light, air and open space.

Commercial Land

Goal 1.D To designate adequate commercial land for and promote development of commercial uses to meet the present and future needs of Placer County residents and visitors and maintain economic vitality.

Policies

1.D.1. The County shall require that new commercial development be designed to encourage and facilitate pedestrian circulation within and between commercial sites and nearby residential areas rather than being designed primarily to serve vehicular circulation.

- 1.D.2. The County shall require new commercial development to be designed to minimize the visual impact of parking areas on public roadways.
- 1.D.3. The County shall require that new, urban, community commercial centers be located adjacent to major activity nodes and major transportation corridors. Community commercial centers should provide goods and services that residents have historically had to travel outside of the area to obtain.
- 1.D.4. The County shall require that significant new office developments locate near major transportation corridors and concentrations of residential uses. New office development may serve as buffers between residential uses and higher-intensity commercial uses.
- 1.D.5. The County shall encourage existing and new downtowns/village centers to provide a variety of goods and services, both public and private.
- 1.D.6. The County shall promote use of first floor space in new buildings in downtowns/village centers for retail, food service, financial institutions, and other high-volume commercial uses.
- 1.D.7. The County shall encourage new downtowns/village centers and new commercial projects and areas to be designed to maintain a continuous retail façade on all street frontages, except for public plazas and pedestrian passages between the front and rear of buildings.
- 1.D.8. The County shall require minimal, or in some cases no, building setbacks for commercial and office uses in new downtowns/village centers.
- 1.D.9. The County shall encourage parking in downtown/village centers to be consolidated in well-designed and landscaped lots or in well-located parking structures.
- 1.D.11. The County shall require that existing and new downtown/village centers and development within them be designed to integrate open spaces into the urban fabric where possible, especially taking advantage of any natural amenities such as creeks, hillsides, and scenic views.

Recreation Land Use

Goal 1.G To designate for and promote the development and expansion of public and private recreational facilities to serve the needs of residents and visitors.

Policies

- 1.G.2. The County shall strive to have new recreation areas located and designed to encourage and accommodate non-automobile access.
- 1.G.3. The County shall continue to require the development of new recreational facilities as new residential development occurs.

Project-Required Amendments to the County General Plan

Amendments to the following Placer County General Plan policies relating to land use would be required prior to approval of the proposed project. Changes are shown in underline for new text and strikeout for deleted text. A discussion of these and other applicant-proposed amendments to county policies is included below under the heading Proposed Amendments to Placer County General Plan and Dry Creek/West Placer Community Plan Policies.

Part I

Page 21: LAND USE BUFFER ZONE STANDARDS: Amend 2nd paragraph as follows: This *General Plan* requires the use of buffer zones in several types of development. While the exact dimensions of the buffer zones and specific

development. While the exact dimensions of the buffer zones and specific uses allowed in buffer zones will be determined through the County's specific

plan, land use permit, and/or subdivision review process, buffer zones must conform to the following standards (as illustrated conceptually in Figures I-2 through I-7); provided, however, different buffer zone standards may be established within a Specific Plan as part of the Specific Plan approval.

Land Use

- **Policy 1.H.4.** The County shall allow the conversion of existing agricultural land to urban uses only within community plan or specific plan areas, and within city spheres of influence, or where designated for urban development on the General Plan Land Use Diagram.
- Policy 1.H.5. The County shall require development within or adjacent to designated agricultural areas to incorporate design, construction, and maintenance techniques that protect agriculture and minimize conflicts with adjacent agricultural uses, except as may be determined to be unnecessary or inappropriate within a Specific Plan as part of the Specific Plan approval.
- Policy 1.H.6. The County shall require new non-agricultural development immediately adjacent to agricultural lands to be designed to provide a buffer in the form of a setback of sufficient distance to avoid land use conflicts between the agricultural uses and the non-agricultural uses except as it may be determined to be unnecessary or inappropriate within a Specific Plan as part of the Specific Plan approval. Such setback or buffer areas shall be established by recorded easement or other instrument, subject to the approval of County Counsel. A method and mechanism (e.g., a homeowners association or easement dedication to a non-profit organization or public entity) for guaranteeing the maintenance of this land in a safe and orderly manner shall be also established at the time of development approval.
- Policy 1.O.1. Except as otherwise provided in the Design Guidelines of an approved Specific Plan, tThe County shall require all new development to be designed in compliance with applicable provisions of the Placer County Design Guidelines Manual.

Transportation and Circulation

- **Policy 3.A.7.** The County shall develop and manage its roadway system to maintain the following minimum levels of service (LOS), or as otherwise specified in a Community or Specific Plan.
 - a. LOS "C" on rural roadways, except within one-half mile of state highways where the standard shall be LOS "D."
 - b. LOS "C" on urban/suburban roadways except within one-half mile of state highways where the standard shall be LOS "D."
 - c. <u>An LOS no worse than specified in the Placer County Congestion</u>
 Management Program (CMP) for the State highway system.

The County may allow exceptions to these level of service standards where it finds that the improvements or other measures required to achieve the LOS

standards are unacceptable based on established criteria. In allowing any exception to the standards, the County shall consider the following factors:

- The number of hours per day that the intersection or roadway segment would operate at conditions worse than the standard.
- The ability of the required improvement to significantly reduce peak hour delay and improve traffic operations.
- The right-of-way needs and the physical impacts on surrounding properties.
- The visual aesthetics of the required improvement and its impact on community identity and character.
- Environmental impacts including air quality and noise impacts.
- Construction and right-of-way acquisition costs.
- The impacts on general safety.
- The impacts of the required construction phasing and traffic maintenance.
- The impacts on quality of life as perceived by residents.
- Consideration of other environmental, social, or economic factors on which the County may base findings to allow an exceedance of the standards.

Exceptions to the standards will only be allowed after all feasible measures and options are explored, including alternative forms of transportation.

- Policy 3.A.8. The County's level of service standards for the State highway system shall be no worse than those adopted in the Placer County Congestion Management Program (CMP).
- **Policy 3.A.12.** The County shall require an analysis of the effects of traffic from all land development projects. Each such project shall construct or fund improvements necessary to mitigate the effects of traffic from the project consistent with Policy 3.A.7. Such improvements may include a fair share of improvements that provide benefits to others.

Table I-7: Functional Classifications

Table I-7, Functional Classifications, of the Placer County General Plan, Part I Land Use/Circulation Diagrams and Standards, would be amended to include the following proposed project roads:

- University Boulevard
- A Street
- B Street

Any changes to the names of the proposed roads listed above would be reflected in Table I-7 of the General Plan.

Recreational and Cultural Resources

Policy 5.A.16. Except as otherwise provided in an approved Specific Plan, tThe County should not become involved in the operation of organized, activity-oriented

recreation programs, especially where a local park or recreation district has been established.

Policy 5.A.25. The County shall encourage the establishment of activity-oriented recreation programs for all urban and suburban areas of the County. Except as otherwise provided in an approved Specific Plan, sSuch programs shall be provided by jurisdictions other than Placer County including special districts, recreation districts, or public utility districts.

Agricultural and Forestry Resources

Policy 7.B.1. The County shall identify and maintain clear boundaries between urban/suburban and agricultural areas and require land use buffers between such uses where feasible, except as may be determined to be unnecessary or inappropriate within a Specific Plan as part of the Specific Plan approval. These buffers shall occur on the parcel for which the development permit is sought and shall favor protection of the maximum amount of farmland.

Noise

Policy 9.A.2. The County shall require that noise created by new non-transportation noise sources be mitigated so as not to exceed the noise level standards of Table 9-1 as measured immediately within the property line of lands designated for noise-sensitive uses: provided, however, the noise created by occasional events occurring within a stadium on land zoned for university purposes may temporarily exceed these standards as provided in an approved Specific Plan.

Part III

Page 146: Amend 2nd sentence of 2nd paragraph as follows: The County will not consider GPAs in the Future Study Area until <u>an application for</u> the West Placer Specific Plan has been adopted accepted by the County.

Proposed Dry Creek/West Placer Community Plan Policy Amendments

- The Capital Improvement Program (CIP) shall be sufficient to ensure strive to maintain a minimum-level of service (LOS) "C" on the Community Plan area's road network Given the projected buildout of the Community Plan area and implementation of the CIP.
- The level of service (LOS) on roadways and intersections identified on the Capital Improvement Program (CIP) shall be a Level C or better. The first priority for available funding shall be the correction of potential hazards. Land development projects shall be approved only if LOS C can be sustained on the CIP roads and intersection after:
 - a. Traffic from approved projects has been added to the system.
 - b. Improvements funded by this program have been constructed.

The County may allow exceptions to this level of service (LOS) standard where it finds that the improvements or other measures required to achieve the LOS standard are unacceptable based on established criteria. In allowing any exception to the standard, the County shall consider the following factors:

- The number of hours per day that the intersection or roadway segment would operate at conditions worse than the standard.
- The ability of the required improvement to significantly reduce peak hour delay and improve traffic operations.
- The right-of-way needs and the physical impacts on surrounding properties.
- The visual aesthetics of the required improvement and its impact on community identity and character.
- Environmental impacts including air quality and noise impacts.
- Construction and right-of-way acquisition costs.
- The impacts on general safety.
- The impacts of the required construction phasing and traffic maintenance.
- The impacts on quality of life as perceived by residents.
- Consideration of other environmental, social, or economic factors on which the County may base findings to allow an exceedance of the standards.

<u>Exceptions to the standard will only be allowed after all feasible measures</u> and options are explored, including alternative forms of transportation.

Placer County Zoning Ordinance

The Placer County Zoning Ordinance is intended to protect and promote the public health, safety, peace, comfort, convenience and general welfare and, more particularly to (Placer County Code Section 17.02.010):

- A. Carry out the goals and objectives of the Placer County general plan and the community plans adopted pursuant to the general plan, and to guide and manage the future growth of the county in accordance with those plans;
- B. Manage land use in a manner that will assure the orderly development and beneficial use of the unincorporated areas of Placer County for residential, commercial, industrial, agricultural, forestry, open space and other purposes;
- Manage the distribution of population in accordance with the availability of the natural resources, and public facilities and services necessary to support a growing population;
- D. Protect and preserve important features of the Placer County natural environment and the natural beauty of the area;

- E. Reduce hazards to the public resulting from the inappropriate location, use or design of buildings and land uses in relation to natural and built hazards, and the county highway system;
- F. Attain the physical, social, and economic advantages resulting from comprehensive and orderly land use and resource planning.

Placer County Right-to-Farm Ordinance

Placer County adopted a Right-to-Farm Ordinance to reduce the loss the County's commercial agricultural resources by limiting the circumstances under which agricultural operations may be deemed to constitute a nuisance.

5.24.040 Right-to-farm.

- A. It is the declared policy of the county of Placer to preserve, protect and encourage the development and improvement of its agricultural land for the production of food and other agricultural products. When nonagricultural land uses extend into the agricultural areas, agricultural operations often become the subject of nuisance suits. As a result, agricultural operations are sometimes forced to cease or are substantially curtailed. Others may be discourages from making investments in agricultural improvements. It is the purpose of this section to reduce the loss to the county of its commercial agricultural resources by limiting the circumstances under which agricultural operations may be deemed to constitute a nuisance.
- B. No agricultural activity, operation, or facility, or appurtenances thereof, conducted or maintained for commercial purposes, and in a manner consistent with proper and accepted customs and standards, as established and followed by similar agricultural operations, shall be or become a nuisance, private or public, due to any changed condition in or about the locality, after the same has been in operation for more than one year if it was not a nuisance at the time it began.
- C. For purpose of this section, the term "agricultural activity, operation, or facility, or appurtenances thereof" shall include, but not be limited to, the cultivation and tillage of soil, dairying, the production, cultivation, growing, and harvesting of any agricultural commodity including timber, Christmas trees, viticulture, apiculture, nursery stock, or horticulture, the raising of livestock, fur bearing animals, fish, or poultry, and game birds, and any practices performed by a farmer or on a farm as incident to or in conjunction with such farming operations, including preparation for market, delivery to storage, or to market, or to carriers for transportation to market.
- D. For the purpose of this section, commercial "agriculture" means those agricultural lands in designated areas, or those lands that are within the California Land Conservation Act, or within a timber preserve zone or those lands that produce a gross annual income of four thousand five hundred dollars (\$4,500.00) from the sale of agricultural products.
- E. Each prospective buyer of property in unincorporated Placer County shall be informed by the seller or his/her authorized agent of the right-to-farm ordinance. The seller or his/her authorized agent will keep on file a disclosure statement signed by the buyer with the escrow process.
- F. Whenever a building designated for residential occupancy is to be located on property in the unincorporated area of Placer County, the owners of the property, or their authorized agent, shall acknowledge receipt of the right-to-farm ordinance. (Ord. 4983-B, 1999: prior code §5.715)

LAFCO

In California, there is a Local Agency Formation Commission (LAFCO) in each county, consistent with the requirements of Section 56001 of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. Each LAFCO is intended to encourage orderly growth and development essential to the social, fiscal, and economic well-being of the state. Specific elements established by the Act encourage orderly development patterns by discouraging urban sprawl and preserving open-space and prime agricultural lands.² In order to implement the requirements listed above, LAFCOs have the specific authority to review the following actions:

- annexations to, or detachment from, cities or districts;
- formations or dissolution of districts;
- incorporation or disincorporation of cities:
- consolidation or reorganization or cities and districts;
- establishment of subsidiary districts; and
- development of, and amendments to, spheres of influence.

The objectives of a LAFCO are to encourage the orderly formation of local government agencies. preserve agricultural land, and discourage urban sprawl. LAFCOs review proposals for the formation of new local government agencies and regulate changes, such as boundary lines, of existing agencies. A LAFCO is the entity that evaluates proposals for the creation of cities or special districts, as well as proposals to annex additional land to local jurisdictions.

Government Code section 56300 provides that all LAFCOs must exercise their powers "in a manner that encourages and provides planned, well-ordered, efficient urban development patterns with appropriate consideration of preserving open space and agricultural lands within those patterns." Section 56377 states that, in reviewing "proposals" that "could reasonably be expected to induce, facilitate, or lead to the conversion of existing open-space lands to uses other than open-space uses," LAFCOs shall consider the following policies: "[d]evelopment or use of land for other than open space uses shall be guided away from existing prime agricultural lands, unless that action would not promote the planned, orderly, efficient development of an area"; and "[d]evelopment of existing vacant or nonprime agricultural lands for urban uses within the existing jurisdiction of a local agency or within the sphere of influence of a local agency should be encouraged before any proposal is approved which would allow for or lead to the development of existing open space lands for non-open-space uses which are outside of the existing jurisdiction of the local agency or outside of the existing sphere of influence of the local agency." Section 56668 provides that, in reviewing a "proposal," a LAFCO shall consider all of the following:

- Population and population density; land area and land use; per capita assessed valuation; (a) topography, natural boundaries, and drainage basins; proximity to other populated areas; the likelihood of significant growth in the area, and in adjacent incorporated and unincorporated areas, during the next 10 years.
- Need for organized community services; the present cost and adequacy of governmental (b) services and controls in the area; probable future needs for those services and controls; probable effect of the proposed incorporation, formation, annexation, or exclusion and of alternative courses of action on the cost and adequacy of services and controls in the area and adjacent areas.

4-19

California Government Code, Section 56001. 2

- (c) The effect of the proposed action and of alternative actions, on adjacent areas, on mutual social and economic interests, and on the local governmental structure of the county.
- (d) The conformity of both the proposal and its anticipated effects with both the adopted LAFCO policies on providing planned, orderly, efficient patterns of urban development, and the policies and priorities set forth in Section 56377.
- (e) The effect of the proposal on maintaining the physical and economic integrity of agricultural lands.
- (f) The definiteness and certainty of the boundaries of the territory, the nonconformance of proposed boundaries with lines of assessment or ownership, the creation of islands or corridors of unincorporated territory, and other similar matters affecting the proposed boundaries.
- (g) Consistency with city or county general and specific plans.
- (h) The sphere of influence of any local agency which may be applicable to the proposal being reviewed.
- (i) The comments of any affected local agency.
- (j) The ability of the newly formed or receiving entity to provide the services which are the subject of the application to the area, including the sufficiency of revenues for those services following the proposed boundary change.
- (k) Timely availability of water supplies adequate for projected needs.
- (I) The extent to which the proposal will affect a city or cities and the county in achieving their respective fair shares of regional housing needs.
- (m) Any information or comments from the landowner or owners.
- (n) Any information relating to existing land use designations.

This EIR would be used by the Placer County LAFCO during their review if a portion of Watt Avenue is annexed to the City of Roseville. Placer County LAFCO has adopted a comprehensive list of guidelines and policies to implement its stated objectives; however, some policies are intended to provide guidance to the Commission and are not directly applicable to actions by local jurisdictions. Therefore, only the LAFCO policies that apply to the RUSP would be addressed in this EIR and would be reviewed by LAFCO during their consideration of the proposed project approvals. As part of State law, a Municipal Services Review (MSR) would be prepared separate from the EIR to analyze the provision of services for the RUSP. A MSR evaluates existing and future service conditions and reviews the advantages and disadvantages of various government service structure options. A MSR is intended to assist with the information gathering, evaluation, and approval process associated with any changes to a sphere of influence.

The following are the established policies of the Placer County LAFCO with regards to service provision:

1. Encourage the Orderly Formation of Local Governmental Agencies

SERVICE PROVISION

(3) POLICY

The plan for service provision submitted as part of an application for jurisdictional change shall include the following information: (1) an enumeration and description of the services to be extended to the affected territory, (2) the level and range of those services; (3) an indication of when those services can feasibly be extended to the affected territory; (4) an indication of any improvement or upgrading of structure, roads, sewer or water facilities, or other conditions the local agency would

impose or require within the affected territory if the change of organization or reorganization is completed, and (5) information with respect to how those services will be financed.

In addition to the foregoing information, the following information will be required as part of each plan for service:

- A list of the existing services available to the affected area, and the agencies providing those services.
- A list of services available through the affected agency or agencies.
- A comparison of the existing and proposed service levels and the effects of the proposed change on service in adjacent areas.
- A description of all special local taxes, assessments, fees, and outstanding bonds that will
 potentially affect the proposal area.
- Identification of any resource shortages or facility inadequacies presently experienced or anticipated by the affected agency.

(4) POLICY

All proposals involving jurisdictional change will include a plan for services. Those proposals initiated by resolution of the affected agency shall include the plan for service with the application. When proposals are initiated by petition, the Commission's staff shall notify the affected agency and request a plan for service. In cases where the proposed jurisdictional change involves a reorganization, the plan for service shall address all of the affected agencies.

The following Placer County LAFCO policies relate to the orderly development of land in the County and to preserve prime agricultural land:

2. Preserve Agricultural Land and Open Space Resources

(1) POLICY

The Commission encourages all agencies within the County to adopt and exercise development policies that promote orderly development and logical boundaries and protect productive agricultural lands and significant open space areas, including riparian areas.

(2) POLICY

Unless the subject area is substantially developed to its ultimate use, annexation to a city or special district will be linked to a proposal to develop and not be speculative in nature. Development plans, including a timetable, will be required as part of the LAFCO application for annexation.

(3) POLICY

Generally annexation of farmlands shall not be permitted when significant areas of non-productive farmland are already available. Development of vacant land within a city or district should be developed prior to fringe areas.

LAND USE EVALUATION

Methods of Analysis

In the following analysis, the RUSP is evaluated for compatibility with the existing and planned land uses in the project vicinity, and for consistency with adopted County plans and policies, County zoning, and LAFCO policies. Environmental impacts resulting from the project are discussed in the respective environmental sections in Chapter 6. An inconsistency is identified if the project does not appear to meet the intent of a specific goal or policy contained in the County's General Plan or any applicable adopted plan. Land use impacts are considered significant if the RUSP would conflict

with any applicable County land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect. The Placer County Board of Supervisors are ultimately responsible for interpreting the County's General Plan and would determine if the project is inconsistent with any adopted land use goals or policies. This section differs from other discussions in that only plan consistencies are addressed, as opposed to environmental impacts and mitigation measures. This discussion complies with Section 15125(d) of the CEQA Guidelines, which requires an EIR to discuss inconsistencies with general plans and regional plans as part of the environmental setting.

Discussion

Consistency

Adopted Plans and Policies

This section discusses the relationship of the RUSP to the adopted land use designations on the project site. This consistency analysis considers the adopted goals and policies of the Placer County General Plan.

Each section of this EIR that considers physical environmental effects includes applicable General Plan goals and policies specific to that particular technical area. It is within the County's authority to interpret its General Plan and to ultimately decide if the project is consistent (or inconsistent) with applicable County goals or policies.

As stated earlier in this chapter, the proposed project was reviewed to determine if it would be generally consistent with applicable General Plan policies. Placer County General Plan Part I; Part III: and policies under land use, transportation and circulation, recreational and cultural resources. agricultural and forestry resources, and noise would require amendments prior to approval of the proposed project. Generally, the policy amendments identified in this section would not result in physical impacts on the environment; however, to the extent that physical affects could occur, those affects are addressed in the appropriate technical sections of Chapter 6 of this EIR. Because the policy language found in a County's General Plan is often susceptible to varying interpretations, it is often quite difficult to determine, in a draft EIR, whether a proposed project is consistent or inconsistent with such policies. Case law interpreting the Planning and Zoning Law (Gov. Code, §65000 et seg.) makes it clear (i) that the meaning of such policies is to be determined by the Board of Supervisors, as opposed to County Staff, EIR consultants, or members of the public, and (ii) that the Board of Supervisors' interpretations of such policies will prevail if they are "reasonable," even though other reasonable interpretations are also possible. (See No Oil, Inc. v. City of Los Angeles (1987) 196 Cal.App.3d 223, 245-246, 249 (No Oil).) Courts have also recognized that, because General Plans often contain numerous policies emphasizing differing legislative goals, a development project may be "consistent" with a General Plan, taken as a whole, even though the project appears to be inconsistent or arguably inconsistent with some such policies. (Sequoyah Hills Homeowners Association v. City of Oakland (1993) 23 Cal.App.4th 704, 719.) Furthermore, courts strive to "reconcile" or "harmonize" seemingly disparate General Plan policies. (No Oil, supra, 196 Cal.App.3d at p.244.) Thus, for example, where a General Plan land use map or diagram permits certain land uses, it is unlikely that generic textual policies favoring open space preservation would be seen as trumping the map or diagram designation. In light of these considerations, the discussions in this EIR on the subject of General Plan consistency represent the best attempt of County Staff and the County's EIR consultant to advise the Board of Supervisors of their opinions as to whether the proposed project is consistent with identified goals and policies of the County's

General Plan. Based on the evaluations contained in this EIR, the proposed project is generally consistent with the Placer County General Plan. The public should recognize, however, that the opinions expressed in this Draft EIR are in no way binding on the Board of Supervisors in the exercise of its discretion.

Zoning

This section discusses the relationship between the proposed RUSP and current zoning designations for the site. This analysis considers the adopted County Zoning Ordinance. Mitigation measures are not identified for any inconsistencies identified.

As stated earlier in this chapter, the County Board of Supervisors adopted a zoning text amendment to create a Specific Plan zoning district (SPL). The Regional University Specific Plan would be rezoned to the SPL zoning district. Therefore, the proposed project would be consistent with the County's Zoning Ordinance. The relevant sections of the specific plan (and/or companion documents thereto) would be adopted by ordinance and would incorporate by reference the Placer County Zoning Ordinance under Article 17.51 – Specific Plan District. The proposed project's zoning would not substantially differ from zoning within the County's Ordinance, and as a result, would not have physical impacts or result in inconsistency with the Placer County Zoning Ordinance.

If there is a conflict between provisions in the Placer County Zoning Ordinance and the proposed project, the provisions of the proposed project would govern the development in the Plan Area because the project includes a set of design standards and guidelines that would be adopted as part of the project. These design standards and guidelines would set forth the allowable (permitted) uses and would, in essence, take the place of the Zoning Ordinance. Where the proposed project does not address a specific provision or is silent, the Zoning Ordinance requirements would govern development in the Plan Area. The proposed project would have its own set of design standards and guidelines. The development standards would set forth the permitted uses, development standards, and other regulations. All development within the RUSP would be required to comply with the development standards and design guidelines.

LAFCO

A portion of Watt Avenue may require annexation into the City of Roseville. If any roadway annexations are required, LAFCO would use this EIR for their review and approval. It is anticipated at this time that the entire road would be within the County; however, if the County and City of Roseville determine that it would be appropriate to annex the road to the City, this document could be used to make findings for the annexation.

The RUSP was compared to the applicable Placer County LAFCO policies to determine compatibility. A potential incompatibility is disclosed below; however, a determination of significance is not made in this EIR. Placer County LAFCO will make the ultimate decision on consistency with LAFCO policies.

Compatibility

Existing Adjacent Land Uses

Implementation of the RUSP would develop rural land with a University and a Community. The RUSP is evaluated for compatibility with existing and planned land uses adjacent to the project site.

The analysis considers the type and intensity of uses in the project vicinity and evaluates the project against the existing environment and determines if it is compatible with those existing and planned uses surrounding the project site. As stated above, to the extent that potential incompatibilities result in a physical environmental effect, those effects are addressed in the appropriate technical sections of this EIR. Where appropriate, the respective environmental sections are referenced for discussion of any potential physical/environmental impacts that are identified.

Lands to the south, west, and north of the project site and off-site improvement areas are used primarily for rice farming, grazing, or are fallow. Adjacent land uses could be considered incompatible when physical effects (i.e., odors, dust, light, smoke) associated with the operation of one land use adversely affect an adjacent land use. Agricultural activities generate dust, smoke. and odors that could be considered a nuisance by future residents. Areas adjacent to the project area are actively cultivated. Under the proposed project, as residential development occurs, residential areas would be located adjacent to areas that are and would continue to be actively cultivated. Agricultural activities would generally only affect properties on the urban edge. Placer County has adopted a Right-to-Farm Ordinance (County Code 5.24.040) to reduce the loss of productivity of the County's commercial agricultural resources by limiting the circumstances under which agricultural operations may be deemed to constitute a nuisance. While the Right-to-Farm Ordinance would not prevent potential nuisance activities from occurring, it requires notification about potential nuisance activities. With this notification, new home buyers would be made aware of operations on adjacent property and would have the opportunity to evaluate the personal significance of these potential nuisances. For an analysis of project specific impacts related to adjacency issues between agricultural uses and future residences, see Sections 6.3, Air Quality and 6.9, Noise, and to adjacent agricultural uses, see Section 6.2 of this EIR.

Planned Adjacent Land Uses

The proposed project Plan Area falls within the identified Placer County General Plan Future Study Area, therefore, the Plan Area is an appropriate location for consideration of potential future urban or suburban growth. Adjacent lands to the north, south, east, and southeast are planned for mixed-use and residential development, which would be mutually compatible with the proposed project's objectives.

Projects Within An Approved Community or Specific Plan

Lands to the east are included in the City of Roseville's WRSP area, which includes approximately 3,150 acres. At buildout, the WRSP area will contain approximately 8,500 dwelling units, 200 acres of commercial/office development, and 980 acres of public facilities including open space. Adjacent to this Plan Area are two areas planned for future annexation to the City of Roseville that will likely be developed. The WRSP area is now under construction. (*Placer Vineyards Specific Plan Revised Draft EIR*, page 4.1-3.) The WRSP includes a 267-acre vernal pool open space preserve. The proposed project would not include any uses that would directly affect the preserve area. As discussed in the technical sections of this Draft EIR, the proposed project would be required to implement Best Management Practices to prevent indirect impacts from runoff on the preserve area. The proposed project also includes a fence along the eastern portion of the project site (east of Watt Avenue) to prevent intrusion into the preserve area.

<u>Projects Designated for Development by a City or County General Plan Designation or by Mutual Agreement</u>

The proposed Sierra Vista Specific Plan area, located on approximately 2,160 acres, is situated to the southeast of the project area, north of Base Line Road, between Fiddyment Road and east of Watt Avenue. The City of Roseville is currently processing this application. Although in the initial planning stages, if the project is approved as proposed, at buildout it would consist of approximately 10,320 dwelling units, along with approximately 188 acres of commercial.

Projects Currently in Discussions with Cities and/or the County

Although no formal applications have been submitted, the County is considering a portion of the Future Study Area for development as the Curry Creek Community Plan, which would encompass adjacent land north and south of the project site. The Curry Creek Community Plan area is located directly north of Base Line Road between South Brewer Road and Watt Avenue on approximately 4,198 acres.

All of the adjacent uses identified above would be similar to that proposed in the RUSP, since they primarily consist of residential and commercial uses. Therefore, these uses would be considered mutually compatible with the RUSP.

PROPOSED AMENDMENTS TO PLACER COUNTY GENERAL PLAN AND DRY CREEK/WEST PLACER COMMUNITY PLAN POLICIES

The project applicant is proposing amendments to the 1994 General Plan and the Dry Creek/West Placer Community Plan. The proposed amendments related specifically to land use are included in this chapter under the heading Project-Required Amendments to the County General Plan. The entire list of proposed amendments is included in Chapter 2, Project Description. Changes are shown in underline for new text and strikeout for deleted text.

The proposed General Plan amendments are considered necessary due to the passage of more than a decade since 1994 and due to some lack of clarity regarding the interplay between certain policies in the General Plan Transportation and Circulation Element. Certain proposed amendments are also intended to achieve greater clarity than can be found in the current language and to give the Board of Supervisors flexibility, in approving specific plans such as the Regional University Specific Plan, to tailor certain requirements to the needs of particular specific plan areas.

The proposed amendments to Policies 3.A.7, 3.A.8, and 3.A.12 of the Transportation and Circulation Element of the General Plan are intended to eliminate the existing lack of clarity regarding the extent to which the long-standing "exception" language found in existing Policy 3.A.7 was intended to apply with equal force to less qualified language currently found in Policies 3.A.8 and 3.A.12. This lack of clarity can be remedied by importing language from 3.A.8 directly into 3.A.7, deleting 3.A.8 as a stand-alone policy, and by cross-referencing 3.A.7 within 3.A.12. As amended, Policy 3.A.7 will be the one policy setting forth acceptable levels of service ("LOS") for various types of roadways in the County, and will permit the Board of Supervisors to consider "exceptions" to such LOS with respect to proposed transportation improvements that might be unacceptable for various specified reasons.

Similarly, there is currently some uncertainty regarding whether, in enacting Policy 3.A.7 in 1994 as part of the updated General Plan, the Board intended that the policy's "exception" language apply to similar pre-existing community plan policies setting forth acceptable LOS standards within individual

community plan areas. Based on the belief that the 1994 exception language was probably intended to also apply in such situations, and based on the further belief that any ambiguity on that point should be eliminated in the interest of achieving greater consistency with regards to transportation policy, the applicants propose to expressly add the exception language from Policy 3.A.7 directly into Policy 9 of the Transportation and Circulation Element of the Dry Creek/West Placer Community Plan.

The exception language in Policy 3.A.7 has taken on greater significance than was perhaps anticipated in 1994 when the Board approved the updated General Plan, based on the most current and thorough traffic studies available at that time. In creating, at the same time, Exhibit 1 to the Dry Creek/West Placer Community Plan, which has been the basis for the proposed Placer Vineyards Specific Plan, the Board clearly intended to ultimately approve a specific plan within the Community Plan area consistent with the standards and policies set forth therein. Planning decisions and considerations not in play in western Placer County when the Dry Creek/West Placer Community Plan was adopted in 1990 and the General Plan was updated in 1994, such as annexations to Roseville and the proposed Curry Creek Community Plan, will result in an increase in the number of trips generated in and projected for this portion of the County. Even without the Regional University Specific Plan, congestion on western County roads will exceed the normally applicable LOS thresholds set forth in Policy 3.A.7. This reality has been demonstrated by the traffic impact analysis prepared as part of this Draft EIR, as well as the Revised Draft EIR prepared for the Placer Vineyards Specific Plan. Because the RUSP applicants assume that, in enacting Exhibit 1 together with Policy 3.A.7, the Board did not intend the LOS standards set forth in 3.A.7 and related policies to defeat the Board's ability to approve a specific plan (i.e., Placer Vineyards) consistent with Exhibit 1, the applicants are proposing to eliminate language from the Transportation and Circulation Element that, if taken out of context or interpreted in certain ways, could possibly frustrate the Board's ability to approve a specific plan in a form consistent with Exhibit 1. Similar considerations lay behind the proposal to amend Policy 9 of the Transportation and Circulation Element of the Dry Creek/West Placer Community Plan.

The applicants are proposing to amend General Plan Policy 7.B.1 dealing with buffers and the need to minimize urban/rural conflicts for two reasons. The first is that there is some ambiguity in the existing policies that makes them unclear in terms of exactly what might be required of the Regional University Specific Plan. The second reason is that, by allowing the Board to address these issues within individual specific plans without the need to be encumbered by the existing General Plan language, the proposed amendments, the applicants believe, will allow the Board to address the contents of the proposed Specific Plan based on the unique facts associated with the proposed Specific Plan.

The applicants are proposing General Plan amendments to allow the Board to use the Development Standards and Design Guidelines for individual specific plans to vary from the more generic "Placer County Design Guidelines Manual" where the Board deems such variance to be appropriate. This change would allow specific plan proponents to suggest, and the Board to approve if it desires, Design Guidelines for specific plans tailored to the unique circumstances of, and land use types contemplated by, those specific plans.

Next, the applicants are proposing amendments to General Plan policies dealing with "activity-oriented recreation programs." Policy 5.A.16 and 5.A.25 from the Recreation and Cultural Resources Element would be modified to eliminate the current unqualified prohibition on direct county involvement in such programs to allow such involvement, at the Board's discretion, in connection with approved specific plans. This would allow the County to develop and maintain community recreation programs.

The applicants are also proposing an amendment to Policy 9.A.2 to allow noise associated with occasional events held at the proposed university stadium to be acceptable even if the noise may temporarily exceed the standards included in the Specific Plan. This change would allow events to take place at the proposed stadium recognizing that noise may, on a temporary basis, exceed the noise standards set forth in the General Plan. The applicants believe that the temporary exceedences that the changed policy would permit would help to attract a university to the site, as football games and other periodic sports activities are a normal part of on-campus activities. Without the ability to schedule sporting events, a university interested in the RUSP area might find the project site insufficient for its purposes. This amendment is consistent with Placer County Municipal Code (section 9.36.060), which exempts noise from the normal operation of public and private schools, typically consisting of classes and other school-sponsored activities.

The proposed amendment to the language included on page 146 of the Placer County General Plan is considered necessary due to the passage of more than a decade since 1994. This amendment clarifies that the County would not consider a general plan amendment in the Future Study Area until a specific application for the West Placer Specific Plan (Placer Vineyards) has been accepted by the County. This amendment to the text provides more specific direction from the County on when GPAs would be considered. Among the considerations for this change are the Board of Supervisor's direction to develop the Curry Creek Community Plan and the fact that there is development already approved and planned immediately adjacent to the Future Study Area to the east in the City of Roseville.