

ITEM 6.1: Citywide General Plan Update – 311 Vernon Street – File #PL16-0336

REQUEST

Staff requests the Planning Commission consider the Draft Environmental Impact Report (DEIR) and review and make a recommendation to City Council on the proposed draft General Plan. The purpose of the update to the City's General Plan is to comply with new State planning laws, the 2017 General Plan Guidelines, and updates to the CEQA Guidelines and case law; revise outdated information; improve and clarify policy language; and make the General Plan more readable and user-friendly. The City is not proposing changes to the Land Use Map or Sphere of Influence as a part of this update. The complete description of changes can be found in the Project Description chapter of the DEIR.

Applicant – City of Roseville, DS Planning Division

SUMMARY RECOMMENDATION

The Planning Division is recommending the Planning Commission take the following actions:

- A. Forward all public comments received on the Draft EIR for inclusion in the Final EIR for City Council review, and
- B. Recommend City Council approve the updated 2035 General Plan.

SUMMARY OF OUTSTANDING ISSUES

There are no outstanding issues associated with this request.

BACKGROUND

The General Plan is a fundamental and legally required tool to guide the City through change and growth. It addresses the physical development of the City and includes Council-adopted policies, which provide direction for decision-making on City services and resources. It is both a long-range and a strategic planning document, containing long-term goals and policies through the horizon year of 2035. State law requires every county and city have an adopted General Plan, which must be periodically updated for consistency with state law. The City typically updates the General Plan as part of the specific plan process, most recently with adoption of the Amoruso Ranch Specific Plan in 2016. However, recent legislation and case law have created a need for the City to update the General Plan. At this time there are no new or pending specific plan areas the City could use to implement these updates. Therefore, pursuant to City Council direction, in 2017 Planning staff launched a comprehensive update to the City's General Plan to address significant changes in state legislation and case law.

Legislation and case law addressed within this General Plan update includes:

- Assembly Bill (AB) 1358 (Complete Streets), Senate Bill (SB) 743, and CEQA Guidelines Section 15064.3 as they relate to active transportation and travel demand management (vehicle miles traveled, or "VMT"). In particular, SB 743 removed Level of Service as a significance threshold in the CEQA Guidelines, replacing this threshold with a vehicle miles traveled (VMT) standard, to be used for assessing transportation impacts in CEQA analysis by July 2020. The City's current method for determining traffic impacts uses an LOS standard, which is reflected in the Circulation Element of the City's current General Plan. The proposed General Plan retains the LOS standard

for the purpose of facility planning, but this will no longer be used as a CEQA threshold of significance. Consistent with SB 743, the General Plan contains a new VMT policy to use for CEQA analysis.

- The California Supreme Court ruling in November 2015, commonly referred to as the Newhall Ranch decision, concludes that comparing project emissions of greenhouse gases (GHG) to statewide targets is not enough; lead agencies must provide substantial evidence showing how the project-level reduction of GHG emissions relates to the achievement of statewide reduction targets. The ruling makes project-level analysis of GHG more complicated and costly, and could require an Environmental Impact Report even for relatively small projects. The proposed General Plan contains analysis and thresholds intended to avoid this outcome.
- Senate Bill (SB) 18 and AB 52 outlined requirements for Native American consultation. New notification and consultation policies and procedures are required for development projects.

The details of these laws are described in the relevant chapters of the Draft Environmental Impact Report (DEIR), under the regulatory framework. The DEIR provides an environmental impact analysis of the proposed policy changes. Although no land use changes or additional growth are proposed as part of the project, the DEIR includes a detailed analysis of City buildout in order to provide a streamlined CEQA process for all development consistent with the land use assumptions of the General Plan.

The effort to update the General Plan involved extensive coordination with multiple consultants, City departments, California Environmental Quality Act (CEQA) legal counsel, and outside agencies. Throughout this process, additional direction was also provided by the City Council and Planning Commission. At the April 25, 2019 Planning Commission hearing and June 19, 2019 City Council hearing staff provided informational updates on the proposed approach to addressing the Newhall Ranch decision. Both the Commission and the Council provided support for the approach to prepare a rigorous environmental impact report and revised General Plan policies to address greenhouse gas reduction targets for anticipated development in lieu of preparing a separate Climate Action Plan.

DISCUSSION

The proposed updated General Plan addresses the legislation and case law described above through revised goals and policies and a rigorous DEIR. A complete list of the redlines to the goals and policies is provided in Table 2-1 of the Project Description section of the DEIR, and for ease of reference Table 2-1 is also included as Attachment 1 of this staff report. The DEIR is provided as Exhibit A. The proposed General Plan is provided as Exhibit B. The proposed General Plan also includes updates to remove or revise obsolete information, improve and clarify policy language, and make the document more readable and user-friendly. The entire General Plan document has a new look and feel. These changes are described in the Project Description section of the DEIR, but only the goals and policies are shown in redline, because those are the changes which affect General Plan implementation. A summary of the revisions to the goals and policies and how the revision addresses legislation is provided below.

AB 1358 and SB 743 – VMT

The existing General Plan does not contain any policy language or guidance related to VMT, in absence of which, in order to comply with SB 743, new projects would need to establish and justify a VMT significance threshold. To offer a more streamlined approach, policies CIRC4.3 and 4.4 have been added to the Circulation Element, which provide a VMT significance threshold and mitigation guidance for future projects. Because the regulatory and modeling environment related to VMT is continuing to evolve, the City has elected to avoid a policy which states a static threshold specifying an amount per capita to be achieved, out of concern it would not remain relevant. Instead, the policy refers back to new VMT Impact Standards. The General Plan Implementation Measures direct preparation of the VMT Impact Standards, describe the current threshold (15 percent below baseline) and threshold justification contained within the EIR, and

indicates that the threshold will be updated periodically. Existing policy language is also revised to focus on reducing VMT within the City by encouraging mixed-use development patterns and infill development in low VMT areas, along with increasing use of alternative transportation modes. For consistency, similar modifications are proposed to the Land Use Element (Chapter 2) polices and Air Quality and Climate Change Element (Chapter 4) policies.

Additional changes proposed to the General Plan are intended to improve clarity and provide better direction on the transportation management program (TSM) and transit service, and to incentivize infill development and promote mobility options. Within the Circulation Element a subsection on Pedestrian Access was added with the intent to increase pedestrian trips and recognizing pedestrian travel as an alternative transportation method.

Greenhouse Gasses

A secondary goal of the General Plan Update was to insulate anticipated development and provide streamlined environmental review in response to the Newhall Ranch decision. To do so, a combination of proposed General Plan policy and GHG analysis within the DEIR is provided. Additional policies have been added within the General Plan to address climate change and focus on reducing the City's GHG emissions by reducing single vehicle occupancy trips and supporting regional efforts. These new policies are primarily within the Air Quality and Climate Change Element (Chapter 4) but additional or modified policies can be found in all the other Elements. Examples include those policies that encourage infill and mixed use development, increase the availability of alternative transportation, preserve open space areas, and expand the use of alternative fuel sources as the primarily fuel source.

SB 18 and AB 52 (Native American Consultation)

The proposed updates to the General Plan acknowledge the new procedures outlined in SB 18 and AB 52. Policies have been updated within the Open Space and Conservation Element (Chapter 5) to highlight these requirements. Additionally the Planning Division has prepared a separate policy document, Internal Guidance for Management of Tribal Cultural Resources and Consultation (Tribal Consultation Policy), to provide direction on tribal consultation for City projects. Staff utilized a contracted Registered Professional Archaeologist to complete the policy document. Extensive outreach and coordination also occurred with the United Auburn Indian Community of the Auburn Rancheria (UAIC). The Tribal Consultation Policy was presented as an informational item at the August 22, 2019 Planning Commission hearing, and will be brought to City Council for hearing in July or August 2020, prior to or concurrently with the General Plan Update. Acknowledgement of the Tribal Consultation Policy has been added to the General Plan as an Implementation Measure within the Appendix.

Noise

The Noise Element is being updated for clarity and revisions to the City's goals for land use and noise compatibility to reflect current best practices, including changes to the City's exterior noise compatibility standards to reflect our growing urban environment. Other changes include separating the City's standards for exterior noise and interior noise into separate policies and adding policy to address circumstances where projects are proposed in environments which already exceed the City's noise standards. The current and anticipated noise levels at buildout of the City have also been updated.

Other updates

As mentioned, the entire General Plan has been updated with a new look that includes photos and updated tables and figures. The narrative text has been reduced and simplified where possible. The intent was not only to update the content to reflect current practices but to improve the readability of document. The Implementation Measures for the goals and policies have also been moved from within each Element

to the Appendix in order to focus the body of the General Plan on policies, and provide staff the ability to maintain the implementation measures.

Conclusion

Representatives from all City Departments have aided in this update effort. The proposed document reflects a more accurate account of the City's current guiding principles and procedures, and addresses applicable legislation and case law. Additionally, in combination with the DEIR, the approval of the General Plan and certification of the EIR will provide coverage and streamlining for development that is consistent with the City's General Plan.

PUBLIC OUTREACH

In 2017, the public was notified of the City's intent to complete the Climate Action Plan and General Plan Update project and support was gained with the adoption of the General Plan Update Fee. In 2019, Planning staff provided informational updates on the project at publicized Planning Commission and City Council hearings. In-person workshops and meetings are currently not a viable option due to restrictions associated with the COVID-19 pandemic. However, staff provided early notification of the Planning Commission hearing to the Northstate Building Industry Association (BIA), Roseville Coalition of Neighborhood Associations (RCONA), and the Roseville Chamber of Commerce (Chamber) and solicited feedback. Staff also solicited feedback from the Transportation Commission and Parks & Recreation Commission via email. To date, comments from the UAIC, Shingle Springs Band of Miwok Indians, and the Native American Heritage Commission have been received. In summary, the comments outlined the requirements of SB 18 and AB 52. The Planning Commission will be provided with copies of these comments, and any additional comments received, prior to the Planning Commission hearing. Barring unforeseen events, staff anticipates bringing the Draft General Plan and EIR to the City Council on August 5th for consideration.

ENVIRONMENTAL DETERMINATION

Pursuant to the requirements of the California Environmental Quality Act (CEQA), the City of Roseville acting as Lead Agency, prepared a Draft Environmental Impact Report (DEIR) to evaluate the environmental effects of the proposed updates to the General Plan. The DEIR is available to view online at www.roseville.ca.us/GeneralPlan.

The DEIR determined that significant effects on the environment anticipated as a result of buildout of the City include impacts related to transportation, air quality, noise, cultural and tribal cultural resources, utilities and service systems, and aesthetics, and significant cumulative effects related to greenhouse gas emissions, air quality, noise, biological resources, cultural and tribal cultural resources, utilities and service systems, and aesthetics.

A Notice of Availability of the DEIR (Attachment 2) was published in the Roseville Press Tribune, distributed to various agencies through the State Clearinghouse, and posted to the Roseville Coalition of Neighborhood Associations website on May 8, 2020. The notice was also mailed or e-mailed to a list of interested people, organizations, and agencies, including, but not limited to, neighboring jurisdictions, the BIA, RCONA, the Chamber. The Notice of Availability provided interested persons the opportunity to comment on the DEIR. All written comments were requested to be received no later than 5:00 pm on June 22, 2020, either in writing to Gina McColl, Planning Division, 311 Vernon Street, Roseville, CA 95678 or via e-mail to gmccoll@roseville.ca.us.

The Planning Commission should consider this DEIR prior to recommending City Council action on the proposed project.

RECOMMENDATION

The Planning Division is recommending that the Planning Commission;

1. Forward all public comments received on the Draft EIR for inclusion in the Final EIR for City Council review; and
2. Recommend City Council approve the updated 2035 General Plan.

Attachments

1. General Plan Policies Redlines
2. Notice of Availability

Exhibits

- A. Draft Environmental Impact Report
- B. Draft 2035 General Plan