

ITEM 6.2: ZONING ORDINANCE/NORTH CENTRAL ROSEVILLE SPECIFIC PLAN TEXT AMENDMENT - REGIONAL COMMERCIAL – CITYWIDE – PL23-0317

REQUEST

The project is a city-initiated update to Title 19 (Zoning Ordinance) of the Roseville Municipal Code (RMC) Section 19.12.020 (Commercial Use Types) to add multi-family residential uses as a permitted use within the Regional Commercial zone district provided units have been allocated within a Specific Plan, and a text amendment of the North Central Roseville Specific Plan to add multifamily uses as a permitted use within the Regional Commercial land use designation.

Applicant – City of Roseville
Owner – Citywide

SUMMARY RECOMMENDATION

The Planning Division recommends the Planning Commission take the following actions:

1. Consider the one (1) finding of fact and recommend the City Council adopt a resolution to approve the Specific Plan Amendment.
2. Consider the two (2) findings of fact and recommend the City Council approve the Ordinance Amendment to Title 19 of the Roseville Municipal Code, Chapter 19.12.020 (Commercial Use Types).

SUMMARY OF OUTSTANDING ISSUES

There are no outstanding issues associated with this request.

BACKGROUND

The North Central Roseville Specific Plan (NCRSP) was adopted on July 5, 1990, and included designation of Specific Plan Parcels 35 and 36 as a Regional Commercial land use. The NCRSP Section 3.8, Regional Commercial Core Area, indicated that either Parcel 35 or 36 could be developed with a regional mall, and included a list of permitted uses and development standards which would apply. Since adoption, the NCRSP has been amended to include Parcel 95 as a Regional Commercial land use designation as well.

On July 25, 1995 the Planning Commission approved a Major Project Permit Stage 1 (MPP 95-01) for the development of a regional mall on Parcel 35, and subsequently approved a three-year extension of time for the project. On June 25, 1998 the Planning Commission approved a Major Project Permit Stage 2 (MPP 98-02) for the regional mall. At the time of approval, the mall was to include four anchor stores, an entertainment building (with a movie theater, book store, sporting goods, and arcade), approximately 140 in-line tenants, a food court, and seven pad buildings. A later Major Project Permit Modification to increase the size of the mall was approved by the Planning Commission on June 22, 2006 (MPP 04-02). On November 7, 2018, the City Council approved a Specific Plan Amendment (PL18-0032) to revise the list of permitted uses on the mall parcel, as well as provide updates to Section 3.8 to reflect current conditions and correct errors.

The regional mall has continued to develop and redevelop over the years, as shown by the list of projects undertaken since the mall was originally approved. Staff has identified a need to update the list of permitted uses to include multi-family residential at the mall site as well as the adjacent Regional Commercial zone districts. Societal shifts in how people shop, accelerated by the COVID-19 pandemic

and changing demographics, have compounded the issues that regional shopping centers have faced in recent years. In response to shifts in the economy and changing consumer preferences, owners of large regional malls throughout the United States have looked to reinvigorate their properties by introducing a mix of uses, including residential uses. While the Westfield Galleria at Roseville has remained a successful regional shopping destination, further diversifying permitted uses will allow the mall flexibility when planning future development.

Staff is proposing a Specific Plan Amendment to revise the list of permitted uses at the mall, as well as an update to Section 19.12.020 (Commercial Use Types) of the Roseville Municipal Code (Zoning Ordinance) to allow multi-family residential uses as permitted within the Regional Commercial zone district. The only areas in the City zoned Regional Commercial are the Westfield Galleria at Roseville, the adjacent Creekside Town Center, the Roseville Auto Mall, and the commercial centers across Sunrise Avenue from the Roseville Auto Mall. Staff is not proposing any amendments to the Specific Plan within which the Auto Mall and the adjacent commercial centers are located. The revision to the Zoning Ordinance includes language that stipulates multi-family residential uses are only allowed if units have been allocated to the site within the Specific Plan. No units are proposed for allocation at this time and there is currently no residential development project proposed.

EVALUATION

Specific Plan Amendment

Proposed amendments to a Specific Plan are analyzed for consistency with the goals and policies of the plan and with the City's General Plan, consistent with the below finding:

- 1. The proposed Specific Plan Amendment is consistent with the objectives, policies, general land uses, and programs of the General Plan.***

The permitted uses list for the mall is found within Section 3.8 of the NCRSP. Since the use list was established more than thirty years ago, the mall marketplace has changed substantially. To increase their market capture, several successful regional shopping destinations have begun incorporating housing into their portfolios. A recent analysis by JLL (a global real estate services company) looked at the redevelopment of 153 mall redevelopments across the United States and found that 54 percent include housing as a new use. The ownership group for the Westfield Galleria at Roseville has maintained a flexible approach to changing market trends. The mall has shifted toward being more of a destination retail center with the addition of amenities like the Cinemark movie theater, Round 1 bowling alley and arcade, several new restaurants, and luxury brand tenants. While there are no current or imminent plans for residential development at the mall, there is support for the inclusion of residential uses to help stay ahead of retail market trends.

There are no Specific Plan or General Plan policies that would conflict with residential use in the Regional Commercial land use designation, and the proposed use is consistent with the scope of uses permitted by the Zoning Ordinance in other Commercial zones, many of which allow residential uses.

Zoning Ordinance Amendment

Section 19.86.050 of the City of Roseville Zoning Ordinance requires two findings be made in order to approve a zoning ordinance amendment. The two findings are listed below in ***italicized, bold*** text and are followed by an evaluation of the project in relation to the findings.

1. *The project is consistent with the public interest, health, safety, or welfare of the City.*
2. *The project is consistent with the General Plan and any applicable specific plan of the City of Roseville.*

The existing land use and zoning designation of the properties are Regional Commercial. The proposed changes to the Zoning Ordinance are to allow multi-family residential uses as permitted within the Regional Commercial zone district, provided the Specific Plan also allows residential uses and units are allocated. There are no Specific Plan or General Plan policies which conflict with the proposed new use, and the sites have sufficient infrastructure to support the use consistent with the Regional Commercial zone. Additionally, the proposed use is allowed in other Commercial zones. Multi-family residential uses would only be allowed on a site if units have been allocated through a Specific Plan Amendment in conjunction with any other required entitlements. As a result, parking, traffic demands, and other infrastructure required to support the proposed use would be evaluated on a project-specific basis.

For these reasons, staff finds that the project is consistent with the public interest, health, safety, or welfare of the City and that the project is consistent with the General Plan and applicable specific plans.

PUBLIC OUTREACH

Staff discussed these updates at the Roseville Coalition of Neighborhood Associations (RCONA) General Board meeting of January 18, 2024 and also posted a general notice of the Project on the RCONA website on the same date. RCONA Board members had one question regarding whether the proposed amendments are due to state housing requirements. Staff indicated that while it's possible the City could receive credit for any housing resulting from these changes, the purpose of the project is to be proactive and ensure the Westfield Galleria has the flexibility to respond to market trends. To date, no other comments or concerns have been received. A public hearing notice was published in the Press Tribune a minimum of 10 days prior to the public hearing and was posted on the RCONA website.

ENVIRONMENTAL DETERMINATION

The proposed Zoning Ordinance and Specific Plan amendments are policy and procedure-making activities, and the California Environmental Quality Act (CEQA) only applies to projects which have the potential to cause a significant effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA. (CEQA Guidelines §15061(b)(3)).

RECOMMENDATION

The Planning Division recommends the Planning Commission take the following actions:

- A. Consider the findings of fact as stated in the staff report and recommend the City Council adopted a resolution to approve the **NORTH CENTRAL ROSEVILLE SPECIFIC PLAN AMENDMENT – REGIONAL COMMERCIAL – CITYWIDE – PL23-0317**; and
- B. Consider the findings of fact as stated in the staff report and recommend City Council approve the **ORDINANCE AMENDMENT – REGIONAL COMMERCIAL – CITYWIDE – PL23-0317**.

Exhibits

- A. North Central Roseville Specific Plan Redlines
- B. Zoning Ordinance Redlines (RMC 19.12.020)

Note to Applicant and/or Developer: Please contact the Planning Division staff at (916) 774-5276 prior to the Commission meeting if you have any questions on any of the recommended conditions for your project. If you challenge the decision of the Commission in court, you may be limited to raising only those issues which you or someone else raised at the public hearing held for this project, or in written correspondence delivered to the Planning Manager at, or prior to, the public hearing.