

I. INTRODUCTION





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INTRODUCTION

FUNCTION AND INTENT OF THE GENERAL PLAN

State law requires that every county and city prepare and adopt a comprehensive long-range plan to serve as a guide for the development of the community. The plan must consist of an integrated and internally consistent set of goals, policies and implementation measures. In addition, the plan must focus on those issues that are of the greatest concern to the community and should be written in a clear and concise manner. City actions, such as those relating to development entitlements, annexations, zoning, subdivision and design review, revitalization, and capital improvements must be consistent with the General Plan.

The City of Roseville General Plan (Plan) serves to:

- Establish long-range development policies that will be implemented through actions by the City of Roseville (City) Council and Planning Commission;

- Provide a basis for judging whether private development proposals and public projects are in harmony with the policies; and
- Guide public agencies and private developers in designing projects that are consistent with City policies.

The Plan is designed to be:

- **Long-range:** However imperfect the vision of the future is, almost any development decision has effects lasting more than 20 years. In order to create a useful context for development decisions, the General Plan is focused on the year 2035—and beyond.
- **Comprehensive:** The Plan provides direction to coordinate all major components of the community's physical development and conservation.
- **General:** Because it is long-range and comprehensive, the Plan, in most cases, is general. The Plan's purpose is to serve as a framework for more detailed public and private development proposals.

HISTORICAL CONTEXT

The City of Roseville is located on the Interstate 80 corridor, approximately 15 miles northeast of downtown Sacramento, California (Figure I-1), in the northeastern portion of the Sacramento Metropolitan area. Roseville is the largest city in Placer County.

Roseville is situated within the traditional territory of the Nisenan Native Americans, and specifically the Maiduan family or more commonly, Maidu. Their territory extended from the Sacramento River to the Sierra Nevada. Of the two principal divisions that made up the Maidu nation, the southern Maidu controlled the entire American River drainage area, the Bear and Yuba Rivers, and the area now encompassed by the City of Roseville.

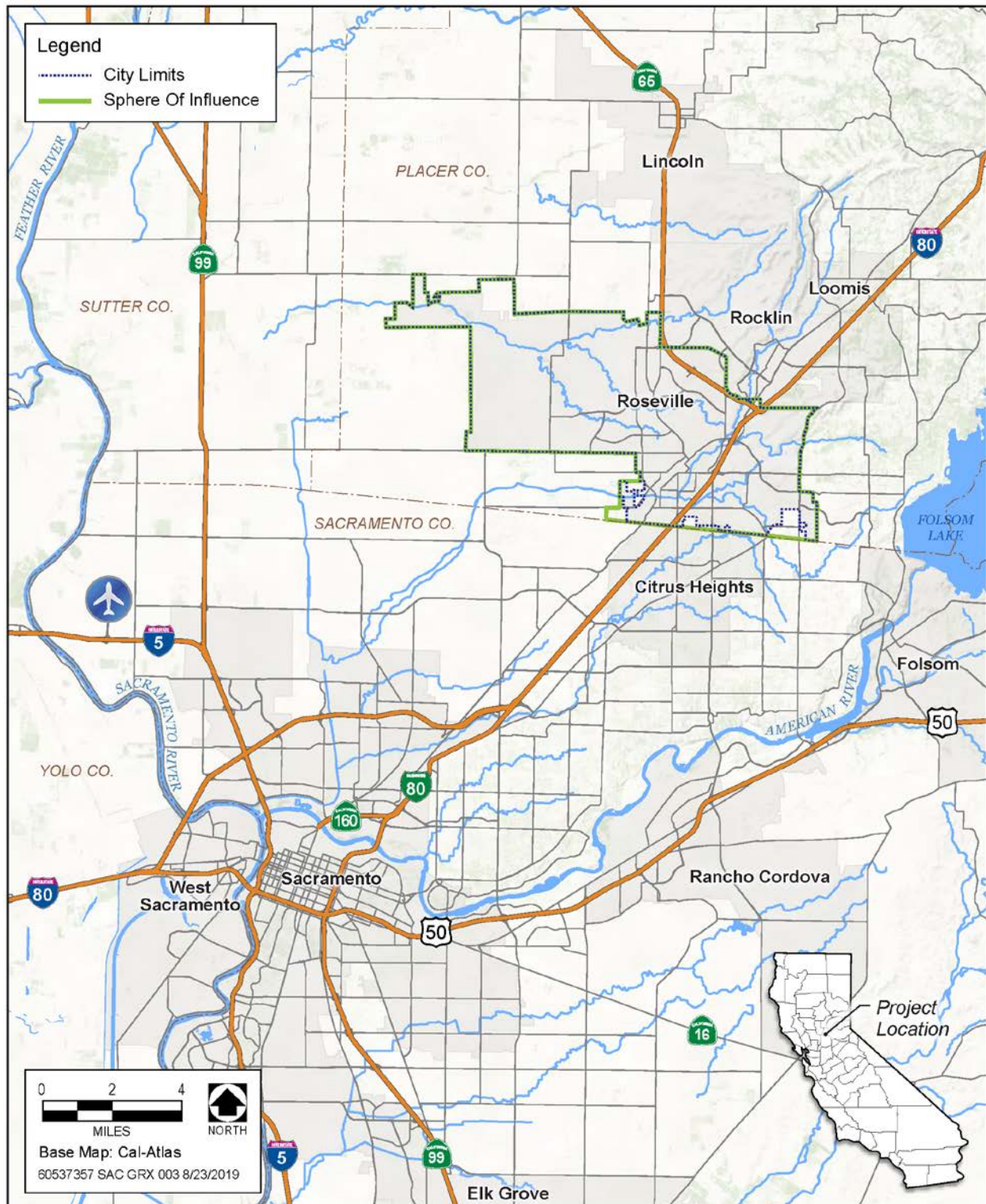
Outside exploration of the region was first recorded in the early 1800s. This included early fur trapping explorations. The discovery of gold in 1848 brought over 10,000 people to Placer County. By the 1850s, miners failing to find promised riches began turning to other pursuits, such as farming. Disgruntled miners and pioneer ranchers settled the area before it became known as Roseville.

On November 29th, 1863, during construction of the transcontinental railroad from Sacramento to Promontory, Utah, railroad graders reached "The Junction." The original map of the City was filed with the Placer County Recorder on August 13, 1864, titled "Plan of the Town of Roseville at the Junction of the Central Pacific and California Railroads." Between 1870 and 1906, small-frame buildings and roughhewn board sidewalks sprang up. A school was built. Places of worship and fraternal organizations were established, and efforts were made to stimulate industry – first by the establishment of a flourmill, and later, a winery.

In April of 1908, the Southern Pacific Railroad Company officially moved its terminal, roundhouse, and shops from Rocklin to Roseville. This move brought many jobs and residents to the community. After the railroad's relocation, an organized drive for incorporation began. On April 2, 1909, by a vote of 241 to 90, the people voted in favor of incorporation. Roseville became a Charter City on January 10, 1955 and, on March 26, 1964, during the City's 55th anniversary, Roseville was honored as an All-American City. In 2009, Roseville celebrated its 100th anniversary and was honored by winning the Governor's Trophy with its entry into the Pasadena Tournament of Roses Parade.



Figure I-1 | Regional Location Map



Today, Roseville has evolved from what was considered a “bedroom community” in the 1970s to an urban center with a mix of residential and employment uses. Roseville has generally grown outward from its historic Downtown adjacent to the Union Pacific Rail Yard. As of May 2020, the City’s population was estimated at approximately 145,163. The City has attracted a significant amount of non-residential development, including commercial, office, and industrial uses. The City and surrounding south Placer County area have been growing rapidly for the last few decades, and additional growth is anticipated during this General Plan’s planning horizon.

PLANNING AREA

The focus of the General Plan’s land use policy is on the City’s Planning Area, which includes areas within the City limits and areas within the City’s Sphere of Influence (shown in Figure I-1).

While the City’s incorporated area and Sphere of Influence are the primary focus of General Plan policies, there are some topics in the Plan that affect or are affected by conditions outside the Planning Area. For example, regarding air quality, the City is considering conditions throughout the Sacramento Valley Air Basin. For flood protection, the City examines existing and future conditions across entire drainage basins. In many other cases, such as solid waste and recycling, transportation, and wastewater treatment, the City coordinates with other agencies, promoting mutually beneficial strategies that extend beyond the City limits and Sphere of Influence.

PLAN DEVELOPMENT

Roseville’s first General Plan, consisting basically of a land use map, was adopted in 1963. The first comprehensive General Plan for the City was adopted in 1977.

Development of the 1992 General Plan involved an extensive process of public hearings and workshops. The focus of much of this effort revolved around the establishment of a General Plan Committee, an advisory group composed of representatives from the City’s seven commissions. The Committee’s work extended from November 1990 to May 1992. The Committee was assisted by staff from the City’s then Planning and Redevelopment Department.

The General Plan Committee was presented with issue papers for the General Plan Element areas and was asked to make policy recommendation for each General Plan Element. Draft General Plan Elements were then prepared based on the Committee’s direction. The General Plan Committee reviewed the draft Elements, made adjustments, and the document was released for public review, in conjunction with a General Plan Environmental Impact Report (EIR) in June of 1992.

The General Plan has been amended every time a new annexation area and/or Specific Plan is adopted. To date, the City has 14 adopted Specific Plans located within the City limits. These Specific Plans are incorporated as a part of the General Plan and should be referred to for specific requirements. Other more recent General Plan amendments include (but are not limited to) an amendment related to the adoption of the Bicycle Master Plan in 2008; amendments to the Circulation Element in 2007 after an update to the City’s Capital Improvement Program (CIP); the Westbrook amendment to the Sierra Vista Specific Plan in June 2012; the Fiddymont Ranch Phase 3 Specific Plan Amendment in February 2014; and the Hewlett Packard (HP) Campus Oaks amendment in 2015.

In addition, the recommendations of the City’s Growth Management Visioning Committee were incorporated into the Plan in 2005. This Committee met over the course of eight months to provide recommendations to the City Council on how the community should grow in the future. These recommendations were incorporated into the General Plan in October 2005.

The General Plan was also amended in 2008 to identify policies that would reduce greenhouse gas emissions.



The last major revision to the General Plan was in 2016 as part of the Amoruso Ranch Specific Plan. Public hearings on the General Plan and Amoruso Ranch Specific Plan EIR were held at the City's Planning, Transportation, Public Utilities, and Parks and Recreation Commissions. Final action on the updated General Plan was taken by the City Council on June 15, 2016. As part of this General Plan update, the General Plan horizon year was extended from 2025 to 2035.

Finally, the General Plan was updated in 2020 to revise goals and policies, as appropriate, to address recent changes in State law; incorporate changes to the Noise Element that are more appropriate for current and future conditions in Roseville; integrate the environmental analysis and policy planning process to promote the City's planning, environmental, economic, and fiscal goals; and to make updates for clarity and concision, moving detailed existing conditions information that goes quickly out of date to the General Plan Update Environmental Impact Report, so that the goals and policies are the focus of the body of the General Plan.

PLAN ORGANIZATION AND APPLICATION

Two primary components constitute the City of Roseville General Plan. These are:

- The General Plan document, which incorporates the goals and policies and an appendix to the General Plan that includes implementation measures; and
- The Land Use Map, which graphically represents the City's existing and planned land use mix and pattern. The City's official land use map is available through the Development Services Department – Planning Division, located at the Civic Center at 311 Vernon Street or online at www.roseville.ca.us.

The General Plan document is organized into nine separate mandatory and optional elements. Elements mandated by State law include: Land Use, Circulation, Open Space and Conservation (combined), Safety, Housing, and Noise. The optional elements include Air Quality and Climate Change, Parks and Recreation, and Public Facilities.

Each Element is generally organized in the way, with a brief introduction that includes the purpose of the Element, relevant setting, and organization of the Element, followed by the goals and policies. Goals are an expression of future desired conditions or activities. Policies provide guidance for actions that must be taken to achieve the desired goal. The appendix includes implementation measures, which are more specific actions or regulatory documents needed to comply with the City's policies. The appendix is intended to be a "living document," that should be revised as conditions change, pertinent technologies and best practices emerge, State laws are enacted, and regional plans are updated.

To understand the full intent of the General Plan, the goals and policies must be reviewed together and in combination with the Land Use Map. Many individual issues have implications for goals and policies throughout the General Plan. Several policies provided in one Element help to achieve goals included in other Elements.

The general content of each Element is described below:

- **Land Use Element** discusses existing and future land use conditions, land use designations and standards, community form, community design, and growth management.
- **Circulation Element** identifies the general location and the extent of the existing and proposed roadways, highways, railroads and transit routes. The Element identifies goals and policies to enhance the freedom to choose different modes of travel, manage travel demand, and provide for goods movement throughout the Planning Area and surrounding region.

- ***Air Quality and Climate Change Element*** integrates related land use, transportation and circulation, transit, and energy issues. The policies are intended to improve air quality and encourage cooperation among surrounding jurisdictions involved in regional air quality efforts.
- ***Open Space and Conservation Element*** provides for the conservation and management of natural resources, details strategies for the preservation of open space, and provides for outdoor recreation, public health, and safety.
- ***Parks and Recreation Element*** provides goals and policies for both traditional active park lands and non-traditional open space-oriented park lands. It specifies standards and conditions as guidelines for planning parks and recreation facilities, including size, type, location, and multi-modal access.
- ***Public Facilities Element*** identifies facility and service needs of the community for civic facilities, libraries, schools, electric and privately owned utilities, water and wastewater systems, solid waste and recycling, water and energy efficiency, and the extension of City services.
- ***Safety Element*** establishes standards and plans for the protection of the community from a variety of hazards, including earthquakes, flooding, crime, fire, and hazardous materials.
- ***Noise Element*** establishes standards for transportation and fixed noise sources to protect the health and welfare of the community.
- ***Housing Element*** identifies the existing and projected housing needs and establishes goals and policies for the preservation, improvement, and development of housing to meet the diverse needs of the City's existing and future population.

The Plan also incorporates a glossary and an appendix. The appendix includes implementation measures, as noted above. The glossary defines certain technical terms used in the General Plan to promote a broad understanding of the City's intent.

The General Plan complies with all relevant State-mandated requirements related to substance and content.

PLAN ADMINISTRATION AND AMENDMENT PROCEDURES

A continuing administrative program of monitoring and evaluation will accompany Plan implementation. To remain effective in dealing with changing trends and conditions, the General Plan must maintain some flexibility. The City will evaluate General Plan implementation relative to the City's goals and adopt amendments over time, as needed. Monitoring and evaluation provide an internal process for ensuring that the Plan remains dynamic and relevant, providing the necessary guidance for private development proposals and City actions.

All General Plan amendments must be adopted by resolution and require at least one public hearing by the Planning Commission and one by the City Council. State law allows Charter Cities, such as Roseville, to amend their General Plans as often as necessary. General Plan amendments will require appropriate environmental review, in accordance with the California Environmental Quality Act.

The following principles shall regulate the administration and amendment of Roseville's General Plan:

- 1 The City shall regularly evaluate the effectiveness and adequacy of the entire General Plan. Such evaluation should occur a minimum of every five (5) years starting from the date of initial adoption of the Plan or whenever any significant modification to the General Plan is contemplated. The evaluation



will consider the accuracy of data, effectiveness and relevance of goals and policies, and compliance with relevant legislation.

- 2 Policy and text amendments to the General Plan may only be considered by the City when such amendments do not result in any internal inconsistencies within the Plan. In the course of updates, the City will eliminate inconsistencies or inadvertent errors and ensure internal consistency. Such updates shall be documented with a reference to this Section and the original City Council amendment that resulted in the change.
- 3 Amendments to the Land Use Map may only be considered by the City when such amendments are consistent with the intent of the goals and policies of the General Plan.

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