COUNTY OF PLACER
Community Development Resource Agency

John Marin, Agency Director

PLANNING

Michael J. Johnson, AICP
Planning Director

HEARING DATE	September 25, 2008
ITEM NO.	3
TIME	1:00 P.M.

TO: Placer County Planning Commission

FROM: Development Review Committee

DATE: September 25, 2008

SUBJECT: **Regional University Specific Plan (PSPA T20050188), Development Standards and Design Guidelines, Amendments to the Placer County General Plan, Amendments to the Dry Creek West Placer Community Plan, Rezoning, Development Agreement, Final Environmental Impact Report (SCH# 2005032026)**

GENERAL PLAN DESIGNATION: The area of the proposed Regional University Specific Plan (RUSP) is currently designated "Agricultural/Timberland 80 acre minimum" on the Land Use Diagram within the Placer County General Plan. 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).

ZONING: The project site is currently zoned F-B-X 80 acre minimum (Farm, combining minimum Building Site of 80 acres)

PROJECT TEAM LEADERS: Paul Thompson, Deputy Planning Director
Jennifer J. Dzakowic, Senior Planner

LOCATION: The project is located in the unincorporated portion of southwest Placer County. The site is south of Pleasant Grove Creek between Brewer Road and the western boundary of the City of Roseville, approximately 1.6 miles north of Base Line Road (Attachment B).

APPLICANT: Julie Hanson, on behalf of KT Communities.

REQUESTED ACTIONS: The Planning Commission will consider providing a recommendation to the Board of Supervisors regarding the following actions:

- Approval of the Regional University Specific Plan
- Approval of the Regional University Specific Plan Development Standards and Design Guidelines

- Approval of amendments to the Placer County General Plan
- Approval of amendments to the Dry Creek West Placer Community Plan
- Approval of the Rezoning to Specific Plan (SPL-RUSP)
- Approval of the Project Development Agreement

BACKGROUND: The entire Regional University project site is within an area designated as a "Future Study Area" in the General Plan (Attachment C) and is also part of the area identified as the Curry Creek Community Plan area. The 1994 General Plan "recognizes that as the [C]ounty continues to grow, additional areas may be identified as being suitable for development at urban or suburban densities and intensities. The most appropriate location for such additional growth, and the area that will be considered first by the County, is the Future Study Area, shown in southwest Placer County. Future growth in this area may occur in the unincorporated area or as a result of annexation to an adjacent city." In addition to the Regional University Specific Plan (RUSP), the Future Study Area has, and is, being planned regionally, with projects such as the Sierra Vista Specific Plan and Creekview Specific Plan (both of which are being processed by the City of Roseville) the Placer County Conservation Plan, and the Placer Parkway. In addition, the General Plan states that the use of specific plans is an appropriate mechanism to work out arrangements and mixture of land uses, circulation systems, extension of infrastructure and public services for proposed development in the Future Study Area.

In June 2003, the applicant formally submitted an application for the then-called De La Salle University and Community to be located on 1,100 acres of donated land west of Roseville. The initial application sited the ever-increasing need for higher education facilities in the state and that the proposal was a significant step forward, bring the Sacramento region enormous educational, economic development, cultural and social benefits to region's existing and future residents. In October 2003, the Board of Supervisors provided direction to staff on land use and policy issues, transportation and infrastructure, financing, and conservation issues in West Placer County as related to the project. In May 2005, the Christian Brothers announced that they were no longer committed to the project, citing increasing costs and unexpected timeframes for approval of the project. The project application has continued to be processed with the expectation that another institution will show interest in the development of a university. Over the past year, Drexel University from Philadelphia, Pennsylvania has shown interest in the proposed project and is currently in the process of negotiating with the applicant on the donation of the project.

PROJECT DESCRIPTION: The applicant is requesting approval of a Specific Plan for the development of a mixed-use planned community, including 3,232 residential units, 1,155 university dwelling units, 22 acres of commercial uses, 220 acres of park, open space and public/quasi public land uses. To implement this development project, the Specific Plan defines a comprehensive set of rules and policies to govern future urban development in the 1,158-acre Regional University Specific Plan area.

The proposed RUSP would include two primary components: a University campus and an adjoining Community. The University is planned to accommodate approximately 6,000 students, with 800 professors and staff offering both undergraduate and graduate degrees. In addition to institutional facilities on campus, the campus would include approximately 1,155 residential

units for students and faculty, as well as retirement housing. It is anticipated that the University will include a full range of academic, administrative, athletic, and performing arts facilities, including a stadium. In addition, a portion of the campus is planned for a potential private high school that could accommodate 1,200 students and accompanying staff and faculty. Approximately 183-acres of the University would be designated as open space. The southwestern corner, approximately 62-acres, is currently preserved to protect existing wetlands and a vernal pool complex. The remaining open space would be used for a combination of storm water detention, lakes and wetland habitat restoration. The University may also include an arboretum, which would provide educational, aesthetic, and recreation benefits to the campus.

The proposed Community would be mixed-use, with a variety of residential, commercial, employment, open space, parks, and public uses, including a kindergarten through sixth grade (K–6) school and a kindergarten through eighth grade (K–8) school. The Community includes 3,232 residential units of varying densities. The Community contains four major components: the University Village, the Central Civic Area, the North and East Residential Villages, and the Open Space Network. Implementation of the proposed project will result in a build-out population of approximately 10,037 persons (based on the anticipated occupancy of approximately 1.8 to 2.5 persons per residence).

PROPOSED REGIONAL UNIVERSITY SPECIFIC PLAN

Land Uses Summary

The Regional University Specific Plan (RUSP) proposes a mixture of land uses on 1158-acres which are depicted on the Land Use Diagram (Attachment D) and include:

- Residential Dwelling Units:
  - 718 units Low Density Residential (16.4 percent of all residential units)
  - 1,508 units Medium Density Residential (34.3 percent of all residential units)
  - 931 units High Density Residential (21.2 percent of all residential units)
  - 75 units Commercial Mixed-Use (1.7 percent of all residential units)
  - 1,155 University Units (26.3percent of all residential units)
- 22 acres of Commercial Land Uses:
  - 12 acres Commercial Planned Development (55 percent of commercial acreage)
  - 10 acres Commercial Mixed Use (45 percent of commercial acreage)
- 220 acres of Public/Quasi-Public Land Uses:
  - 40 acres of Public Quasi-Public (public facilities, fire)
  - 40 acres of Parks (community, neighborhood, mini, landscape corridor)
  - 64 acres of Open Space
  - 47 acres of Major Roadways (thoroughfares, arterials, collectors)
- 600 acres of University Land Uses
  - 357 acres of University
  - 60 acres of Faculty Housing (retirement housing)
  - 184 acres of University Open Space

University

The University is planned to accommodate approximately 6,000 students, with 800 professors and staff offering both undergraduate and graduate degrees. In addition to institutional facilities on campus, the campus would include approximately 1,155 residential units for students and faculty, as well as retirement housing. It is anticipated that the University will include a full range of academic, administrative, athletic, and performing arts facilities, including a stadium. In addition, a portion of the campus is planned for a potential private high school that could accommodate 1,200 students and accompanying staff and faculty.

Approximately 183.5 acres of the University would be designated as open space. The southwestern corner, approximately 62 acres, is currently preserved to protect existing wetlands and a vernal pool complex. The remaining open space would be used for a combination of storm water detention, lakes and wetland habitat restoration. The University may also include an arboretum, which would provide educational, aesthetic, and recreation benefits to the campus. Development of the University is subject to a modified review and approval process to recognize the unique nature of campus development. The illustrative design of the University which has been included in the RUSP will be refined and modified as part of the University Review Process. The University Review Process is proposed to be a two-tiered process that includes an overall Campus Master Plan. The Campus Mater Plan will guide the overall development of the campus and the University Site Review for individual phases of campus development (if applicable).

Community

The proposed Community would be mixed-use, with a variety of residential, commercial, employment, open space, parks, and public uses, including a kindergarten through sixth grade (K–6) school and a kindergarten through eighth grade (K–8) school. The Community includes 3,232 residential units of varying densities. The Community contains four major components: the University Village, the Central Civic Area, the North and East Residential Villages, and the Open Space Network.

University Village

The University Village is designed to be a small-town, commercial mixed-use area that could serve as an interface between campus and community life. The University Village would be located adjacent to the proposed University, with the core campus less than one-quarter mile to the west. Commercial development would be located on the periphery of the University Village, with a pedestrian-oriented commercial mixed-use village center fronting the University. Second floor (and possibly third floor) uses above the commercial mixed-use village would allow for offices and residences. A neighborhood commercial center is proposed at the east end of the University Village. The two commercial areas would be connected with a central street. This area would have wide sidewalks along the street to facilitate pedestrian activity.

Higher-density residential uses would border the commercial uses. A residential mix of high-density apartments and townhomes, medium-density row houses, and cluster housing would be located within walking distance of the commercial area. These units would front onto adjacent streets, with parking clustered behind or accessed from alleyways. The overall average residential density of the University Village would be approximately 18 dwelling units per acre.

Central Civic Area

The Central Civic Area would be located in the geographic center of the Community and is envisioned as a central hub of civic and recreational activity. The components of the Central Civic Area include a 22.1-acre Community Park, a 10-acre K–6 school, a 2.2-acre fire station/sheriff services center, a 2.2-acre public/quasi-public site, and a 16.4-acre high-density residential site. All parcels would be located on a greenway system, allowing significant access and visibility to this focal element. The Community Park, along with the other parks in the Plan Area, would help provide for the active recreation needs of the Community.

North and East Residential Villages

Residential neighborhoods of low and medium densities would be located in two distinct neighborhoods: the North Village and the East Village. These villages would allow for a variety of housing types, densities, and styles. Densities for the low-density neighborhoods would range from 4 to 7.9 dwelling units per acre and 8 to 15.9 dwelling units per acre for the medium-density neighborhoods. The neighborhoods would be designed with centrally located parks to serve as focal points and to be easily accessible via non-vehicular modes. Pedestrian orientation is a focus of the Plan Area, with an open space system that includes a multi-use trail, as well as on-street bike lanes in selected areas within the community.

Agricultural Buffers

The Regional University project proposes an amendment to General Plan Policy 1.H.6 to allow exceptions to agricultural buffer requirements as part of a specific plan. For the Regional University project, with the exception of the land north and south of the University, and a small area south of the University Village area, the applicant controls the lands abutting the project site. The Specific Plan states that for those areas where the applicant owns and/or controls adjacent lands, no agricultural buffer is being proposed. For the University property, when the University Master Plan is prepared, the design and location of buildings will need to address the proximity of any adjacent agricultural lands and the need of agricultural buffers, if deemed appropriate, by the Planning Director, in consultation with the Agricultural Commissioner. For the area to the south of University Village, the minimum buffer area of fifty feet shall be provided within the limits of the Regional University.

Affordable Housing Component

The applicant proposes that ten percent of the total dwelling units in the Community portion of the Plan Area (excluding the CMU units) would be designated for very low-, low-, and moderate-income households. The very low income affordable sites will be provided within the University. Section 2.6 of the project Development Agreement addresses the specific elements of the Affordable Housing Program for this project. Low and moderate income sites will be provided within the Community.

Proposed Circulation System

Primary access to the site would be provided by an extension of Watt Avenue from Base Line Road. The proposed extension of Watt Avenue would extend north from Base Line Road (south of the Plan Area) to the southeast corner of the project site, at University Avenue, a proposed major east-west arterial within the Plan Area. Watt Avenue north of University Boulevard along the Plan Area would be designed as a six-lane arterial with a landscape corridor including a

multi-use trail along the west side, landscape median with physical right-of-way for potential future transit Bus Rapid Transit (BRT).

Proposed Internal Roadways

The Circulation Plan for the Community portion of the Plan Area includes the location and alignment of proposed arterials and collectors. The Circulation Plan also shows the possible future extensions and/or connections of Plan Area roadways to areas outside the Plan Area.

Arterial Streets

University Boulevard is proposed to be the primary entry to the University and Community. From Watt Avenue to the intersection at Parcels 13 /14, University Boulevard would be a four-lane arterial, with a landscaped median and landscape corridors (including multi-use trails on each side. From the intersection of Parcel 13/14 to 16th Street, University Boulevard will be a two-lane arterial with a landscaped median and landscape corridors including multi-use trails on each side). 8th Street is proposed to be a two-lane arterial with a landscaped median and landscape corridors, including multi-use trails on each side and sufficient right-of-way to accommodate widening to a four-lane arterial (if traffic demands for future development areas outside of the Plan Area warrant expansion). 8th Street would serve as the primary north-south route for the Community. To the south, 8th Street may ultimately connect south to Base Line Road. To the north, 8th Street may be extended and ultimately intersect with an extension of Blue Oaks Boulevard. 16th Street is also proposed to be a two-lane arterial that would serve as the primary north-south route for the University element of the Plan Area. 16th Street has wide sidewalks adjacent to the commercial mixed-use village center. To the south, 16th Street may ultimately connect to an extension of 16th Street in Sacramento County.

Collector Streets

C Street is proposed to be an east-west collector within the University Village, extending from Parcel 14 to 16th Street. C Street between 14th and 16th Street is also proposed to be a two-lane section without a median. 12th and 14th Streets would be north-south collectors within the University Village, providing the main connections to C Street via University Boulevard.

Streets surrounding the University Village would differ from the Community Collector streets by providing a narrower street with parallel parking spaces and street trees in planters. The intent is to provide safe, pedestrian-oriented streets. Proposed University Village collector streets include C Street, 12th Street, and 14th Street.

Emergency Vehicle Access

The project proposes a two-lane, all-weather surface Emergency Vehicle Access (EVA) starting from the northeast corner of the RUSP, north to connect to existing Phillip Road. This EVA will connect with the existing City of Roseville roadways through the West Roseville Specific Plan area. A secondary EVA is also proposed from Brewer Road to the University. This access would be gated, and would provide security access to emergency vehicles.

Public Services

Parks / Open Space Network

The project proposes a total of 39.6 acres of parkland and 247.3 acres of open space. Park facilities would include a 22.1-acre Community Park, an 8.5-acre neighborhood park, a 2.8-acre

University Village Central Green, and three two-acre pocket parks. The Village Green, approximately 0.5 acres in area, is a private facility and is not included in the 39.6-acre total. The open space network includes multi-use trails and would link the residential neighborhoods, schools, and parks to the University and the commercial areas. Landscape corridors with separated walkways are proposed along all arterial roadways.

Fire and Police Protection

Fire protection would be provided by the Placer County Fire Department (PCFD). The Placer County Sheriff's Department provides general law enforcement services to the Plan Area. The Regional University project would increase the demand for additional sworn and non-sworn officers and support staff to adequately serve the community. The project proposes to co-locate a Sheriff's substation with the fire station site on a 2.2-acre parcel (Parcel 11a).

Library

The project proposes that the community utilize the library facilities within the Placer Vineyards Specific Plan area which have been sized to accommodate the RUSP population. However, a small branch library could be located within the commercial site, or may be co-located with other public community facilities.

Schools

The Plan Area is located within the boundaries of three school districts: Center Unified School District (CUSD), Elverta Joint Elementary School District (EJESD), and Grant Joint Union High School District (GJUHSD). A public elementary school (K–6) and an elementary/middle school (K–8) are proposed within the Plan Area to accommodate the elementary students generated from the Plan Area.

Public Utilities

Sanitary Sewer

The project proposes to convey wastewater to the Pleasant Grove Waste Water Treatment Plant (PGWWTP), which is the nearest existing treatment facility. The PGWWTP is located at the intersection of Phillip Road and Westpark Drive within the West Roseville Specific Plan area. The City of Roseville owns and operates the PGWWTP on behalf of the participants of the South Placer Wastewater Authority.

Water Supply and Distribution System

The Plan Area is within the service area of the Placer County Water Agency (PCWA). The water needs of the Plan Area would be met using an integrated supply of the available PCWA water resources, including surface water, groundwater, and recycled water. PCWA has stated it can meet potable water requirements, both initially and at build out, using surface water supplemented by groundwater in dry and critical years. The available recycled water supply would be used to meet non-potable irrigation requirements, with potable supply used to supplement recycled water during the peak irrigation demand months, which is consistent with PCWA's integrated water resources strategy.

All potential surface water delivery pipeline alignments for delivery of PCWA water would be within future road alignments. Any of the three alignments could be developed; however, as the

agency responsible for constructing and maintaining the facilities, the ultimate location of the water lines would be determined by PCWA.

Recycled Water

Recycled water supply improvements are proposed for the Regional University project. The recycled water will be used annually to provide irrigation for turf and landscaped areas. The City of Roseville will be the wholesaler of recycled water from the PGWWTP to the Regional University Plan Area, contingent on treating the wastewater from the Plan Area and construction of the necessary infrastructure for the recycled water.

Drainage and Flood Control

The drainage improvements for the Plan Area would consist of a combination of open space drainageways, retention and detention, a conventional subsurface pipe system constructed within the Plan Area, and an approximately 20-acre detention basin constructed off-site, to the west of Brewer Road.

Solid Waste Disposal

Solid waste collection and disposal in the Plan Area would be by Placer County's franchise waste collector - Auburn Placer Disposal Service. After collection, solid waste would be transported to the Western Placer Waste Management Authority's Materials Recovery Facility (MRF) located at the intersection of Athens Road and Fiddyment Road.

Electrical Service

The Plan Area is within the Pacific Gas and Electric (PG&E) service area. The Roseville Electric service area is located adjacent to the Plan Area on the east. Both electrical service providers have the ability to serve the Plan Area.

Natural Gas Service

PG&E would provide natural gas upon request and in accordance with the rules and tariffs of the California Public Utilities Commission. Gas service to the Plan Area would be obtained by constructing off-site transmission facilities necessary to serve the Plan Area.

Telephone and Communications Service

The Plan Area is within the Pleasant Grove Service Area of AT&T. The existing service equipment for this general area is located at the Pleasant Grove Wire Center at Howsley Road and Pleasant Grove Road in Sutter County.

Initial Project Infrastructure Improvements

The applicant is proposing to commence construction of the following "Common Infrastructure Improvements" for the Regional University project prior to any commercial or residential development, and complete it prior to the issuance of a Certificate of Occupancy for the 1st building permit for the Plan area.

1. Construct Watt Avenue from Base Line Road to University Avenue;
2. Reconstruct the intersection of Base Line Road and Watt Avenue with additional lanes/geometrics and modify the existing traffic signal;
3. Construction of a two-lane road to the proposed fire station on Lot 11a;

4. Sanitary sewer improvements to serve the project, including but not limited to off-site connection to the Pleasant Grove Wastewater Treatment Plant;
5. Water improvements necessary to serve the project, including water pipelines, a 6.5 mile transmission pipeline beginning at the northwest corner of Fiddyment and Base Line Road to the project site, water storage tanks as required by Placer County Water Agency;
6. Drainage improvements necessary to collect and transfer local storm drainage, including detention as necessary to mitigate off-site impacts per requirements of the environmental document and Drainage Master Plan for the project;
7. Dry utility improvements including but not limited to, electric, telephone, gas, cable, television and streetlight systems, including removal and relocation of existing facilities.

In addition to the obligation to construct the "Common Infrastructure" at the outset of the project, the property owner/developers will be required under the provisions of the Development Agreement to construct additional and associated sewer, water, drainage, and road infrastructure identified as "Parcel Specific Infrastructure" and "Performance Driven Infrastructure," as development proceeds within different geographical areas of the Plan. Other improvements required to serve specific properties will be constructed by individual property owners as development moves forward.

REQUESTED ENTITLEMENTS: While the Planning Commission will be providing recommendations on the following entitlements, the Regional University project will also require a series of stepped or sequential actions which must be taken by the Board of Supervisors in conjunction with consideration of the proposed project. The approvals requested and analyzed in this staff report are described in more detail below:

Regional University Specific Plan: As part of the requested actions, the Board will consider the approval of the Regional University Specific Plan. The Specific Plan establishes a development framework for the area and addresses aspects of land use, population, employment and housing, circulation, resource management, public utilities, public services, and implementation.

Regional University Specific Plan Development Standards and Design Guidelines: As part of the requested actions, the Board will consider the approval of the Regional University Specific Plan Development Standards and Design Guidelines. The Development Standards and Design Guidelines are provided as a separate document accompanying the Specific Plan for the purpose of addressing the uses and standards within the Regional University Plan area, and will be adopted by a separate action.

Amendments to the Placer County General Plan: The applicant is proposing amendments to the Placer County General Plan. Listed below are the requested amendments. Specific points of the amendments are discussed in the "Project Analysis" section of this report.

General Plan Page Number	Policy	General Plan language proposed for amendment. (Additional text is shown as underlined, deleted text is shown as ~~strikeout~~)
Part I – Land Use/Circulation Diagrams and Standards		
	Generalized Land Use Diagram	Amend Generalize Land Use diagram to show Specific Plan area(s) as Urban. See Attachment A, Exhibit 1-A.
	Land Use Diagram	Amend Land Use Diagram to show Specific Plan area (s). See Attachment A, Exhibit 1-B.
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 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.
28	Circulation Diagram	Circulation Diagram – Amend diagram to include Specific Plan roadways, including 16th Street and Dyer Lane. Change the designation for Watt Avenue to "Thoroughfare."
30	Table I-7	Table I-7 – Functional Classifications, of the Placer County General Plan, Part I Land Use/Circulation Diagrams and Standards, shall 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.
Part II – Goals, Policies, and Implementation		
Section 1 - Land Use		
40	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*.
40	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.
40	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.
47	1.O.1.	Except as otherwise provided in the Design Guidelines of an approved Specific Plan, t~~T~~he County shall require all new development to be designed in compliance with applicable provisions of the *Placer County Design Guidelines Manual.*
Section 3 – Transportation and Circulation		
69	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. An LOS no worse than specified in the Placer County Congestion Management Program (CMP) for the state highway system. The County may allow exceptions to these levels 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.
70	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).~~
70	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.
Section 5 - Recreational and Cultural Resources		
98	5.A.16	Except as otherwise provided in an approved Specific Plan, t~~T~~he 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.
99	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, s~~S~~uch programs shall be provided by jurisdictions other than Placer County including special districts, recreation districts or public utility districts.
Section 7 - Agricultural and Forestry Resources		
123	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.
Section 9 - Noise		
137	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–General Standards for the Consideration of Future Amendments to the General Plan		
146		Amend 2nd sentence of 2nd paragraph as follows: The County will not consider GPAs in the Future Study Area until an application for the West Placer Specific Plan has been ~~adopted~~ accepted by the County.

Amendments to the Dry Creek West Placer Community Plan: The Applicant is proposing amendments to the Dry Creek West Placer Community Plan. Listed below are the requested amendments. Specific points of the amendments are discussed in the "Project Analysis" section of this report.

Community Plan Page Number	**Goal/ Policy**	**Community Plan language proposed to be revised.** (Additional text is shown as underlined, deleted text is shown as ~~strikeout~~)
Section IV– Transportation/Circulation		
122	6	The Capital Improvement Program (CIP) shall strive to maintain ~~be sufficient to ensure~~ a ~~minimum~~ level of service (LOS) "C" on the Community Plan area's road network – Given the projected build-out of the Community Plan area and implementation of the CIP.
124	9	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 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. Exceptions to the standard will only be allowed after all feasible measures and options are explored, including alternative forms of transportation.

Rezoning: The entire Regional University area is currently zoned F-B-X 80 acre minimum (Farm, combining minimum Building Site of 80 acres). As part of this project, the applicant is proposing to rezone all participating properties within the Specific Plan area to the "Specific Plan" (SPL) zoning district (Article 17.51 of the Zoning Ordinance). Attachment E depicts the proposed rezoning for the site.

Development Agreements: As part of the requested actions, the Board will consider the approval of a Development Agreement. Development Agreements are authorized by California Government Code Section 65864 et seq. and Section 17.58.210 of the Placer County Zoning Ordinance. A Development Agreement sets forth the property owner's specific obligations relating to: infrastructure construction, financing, and timing; financial contributions for infrastructure maintenance and public services; and other obligations that may be imposed by the County as conditions of approval. A Development Agreement also provides the property owner with certain vested development rights. Development Agreements are recorded documents that obligate future property owners to the terms of the agreement. As proposed by the applicant, the Development Agreement will be executed by the property owner of the Regional University.

The Development Agreement for the Regional University project enforce the obligations between the County and property owner to enable the development of the Plan area. The Agreements are binding contracts with a 20-year period that set the terms, rules, conditions, regulations, entitlements, responsibilities, and other provisions relating to the development of the Regional University project. The Development Agreement address issues relating to the development of the project area (i.e., permitted uses, affordable housing requirements), the obligations of the property owners and the County (i.e., dedications, improvements, financing), as well as the general provisions of the Agreements (i.e., term, annual review, default). A summary of the major provisions of the proposed Regional University Development Agreement will be provided as part of the staff presentation. A copy of the draft Development Agreement is provided as Exhibit 4 in Attachment A.

OTHER SUPPORTING DOCUMENTS

To aid in the understanding of the details relating to the public facilities financing and the types/costs of urban level of services associated with the Regional project, the Planning Commission and the Board of Supervisors have been provided a Public Facilities Financing Plan and Urban Services Plan for review and consideration.

Public Facilities Financing Plan: The Financing Plan defines the specific mechanisms that will be required to fund the capital costs of all infrastructures necessary to accomplish Specific Plan build-out.

Urban Services Plan: The Regional University Specific Plan Urban Services Plan (Services Plan) describes the standards, delivery, costs, and funding mechanisms for the following types of public services in the Plan area: County-wide services (e.g., probation, health services); fire protection; Sheriff protection; library services; transit services; local parks operations and maintenance; regional park facilities operations and maintenance; recreation services; open space maintenance; landscape corridors maintenance; and local roads maintenance.

The Urban Services Plan describes a financing strategy to fund an urban level of public services that will be provided to Regional University's future residents, businesses and employees commensurate with surrounding jurisdictions. These sources include existing revenues as well as newly created funding sources paid by future development in Regional University.

OTHER PROJECT-RELATED PLANS: In addition to the Specific Plan and Development Standards and Design Guidelines, master plan documents have been prepared for the project that include:

- Infrastructure Plan: The Infrastructure Plan provides for a "Backbone Infrastructure" system of road and utility improvements to serve each parcel within the Plan Area. The system includes Plan Area and off site roadway, grading, potable water, recycled water, sanitary sewer, drainage, and dry utility improvements. The Infrastructure Plan provides a framework that allows the individual development of each parcel within the Plan Area. Any parcel designated for residential, commercial, school, or university land use may be developed by the respective parcel owner provided the required infrastructure is designed, permitted, and constructed in accordance with the Infrastructure Plan.

- Utility Master Plans or Studies: These plans include a Public Facilities Master Plan, a Sewer Master Study, a Drainage Master Plan, Water and Recycled Water Master Plan, and a Landscape Plan. These plans will be updated prior to the approval of a small lot tentative subdivision.

PROJECT ANALYSIS:
In summary, staff supports the proposed project, based on the findings as identified in the Recommendations of the Planning Commission to the Board of Supervisors (Attachment A). The following analysis provides additional information supporting staff's recommendation on the proposed Regional University Specific Plan project.

General Plan Consistency
The area of the proposed Regional University Specific Plan is currently designated "Agricultural" on the Generalized Land Use map and "Agricultural/Timberland 80 acre minimum" on the Land Use Diagram within the Placer County General Plan. The Regional University Specific Plan project proposes and amendments to the General Plan to designate the Regional University project area as "Urban" on the Generalized Land Use map and "Regional University Specific Plan" on the Land Use Diagram.

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 Future Study Area had been designated as the area which may be considered for urban or suburban development in the unincorporated area of southwest Placer County. An analysis of the proposed Regional University Specific Plan project's consistency with the Placer County General Plan standards and requirements for amendments to the General Plan (Part III of the General Plan) is provided in Attachment F.

The project is consistent with uses (residential, commercial and open space) as outlined in the General Plan. The proposed project also includes: buffers and design techniques to provide

transitions between uses, a public transit system, an urban design that provides for public facilities and social focal points in the community, and community open space. In addition to amending the Generalized Land Use Map and Land Use Diagram, the applicant is proposing text amendments to the General Plan and Dry Creek West Placer Community Plan to clarify transportation levels of service exceptions, land use buffers, compliance with the Design Guidelines Manual, recreation and noise policies. The amendments are briefly summarized below.

- Changes to the Generalized Land Use Map to designate the Regional University Plan area as "urban" and to the Land Use Diagram to designate the Plan Area as "Regional University Specific Plan."
- Changes to the Transportation and Circulation Element of the General Plan and Dry Creek West Placer Community Plan will provide clarity regarding the extent to which "exceptions" may be permitted. This amendment will permit consideration of project transportation improvements for all "exceptions."
- Changes to the Land Use and Agricultural and Forestry Resources Elements of the General Plan will deal with buffers and the need to minimize urban/rural conflicts. This amendment will allow for specific plans to be tailored to the unique circumstances and/or land use types contemplated in the specific plan. Amendments will also allow for the conversion of agricultural land to urban uses in an area designated for a "specific plan."
- Changes to the Land Use and Agricultural and Forestry Resources Elements of the General Plan which deal with compliance with the Placer County Design Guidelines Manuel. This amendment will allow for Specific Plans to provide Design Guidelines.
- Changes to the Recreation and Cultural Resources Element of the General Plan for policies dealing with "activity-oriented recreation programs." This amendment will expand the County's role to include activity-oriented recreation programs.
- Changes to the Noise Element of the General Plan to allow for noise created by occasional events occurring within a university stadium to occur.

A complete list of the proposed amendments, with proposed amendment language, is included in the "Requested Entitlement" section of this report. Staff supports the requested General Plan and the Dry Creek West Placer Community Plan text amendments. These amendments clarify policy language for Specific Plans. Staff has found that the project, with the proposed General Plan amendments, is consistent with the Placer County General Plan and the accompanying standards and requirements for amendments to the General Plan (Part III).

Public Facilities Financing Plan

The Regional University Financing Plan includes the estimates necessary to construct the infrastructure and public facilities required for this project. The Financing Plan also describes the proposed financing strategy and mechanisms to fund these costs to serve the 4,387 residential units, commercial and university uses planned. Backbone infrastructure costs include major roadways, sewer, water and recycled water, storm drainage, open space/detention, and dry utilities. Public facilities costs include schools, parks, library, government center, transit, corporation yard, fire, and sheriff facilities and equipment. School districts have been consulted over the project review period, and funding for schools is discussed in the Public Facilities Financing Plan.

Urban Services Plan
The Urban Services Plan describes a financing strategy to fund an urban level of public services, consistent with the Board of Supervisor direction and commensurate with surrounding jurisdictions.

CEQA Compliance: The Regional University Specific Plan EIR was prepared pursuant to CEQA and the County's Environmental Review Ordinance. A Notice of Preparation (SCH No. 2005032026) for the EIR was distributed on March 4, 2005. Copies of the Notice of Preparations are provided in Appendix A of the Draft EIR. In December 2007, the County released the Draft EIR for the proposed Regional University Specific Plan and circulated the document for a 45-day public review period. The Draft EIR evaluated the existing environmental resources in the vicinity of the Specific Plan area and off-site infrastructure, analyzed potential impacts on those resources resulting from the proposed project, and identified mitigation measures that could avoid or reduce the magnitude of those significant impacts. The Planning Commission held a public hearing on January 10, 2008 to provide an opportunity for the public to comment on the Draft EIR.

In September 2008, the County released the Final EIR, which includes responses to comments received on the Draft EIR. The Draft EIR and the Final EIR together constitute the Final EIR for the project. The Board of Supervisors is responsible for certifying the Regional University Final EIR and ultimately acting on the proposed project, based on the Planning Commission's recommendation. As such, written findings will be prepared pursuant to state and local requirements for certifying the Final EIR. If the proposed project is approved, a Statement of Overriding Considerations must be adopted to explain how the project's benefits outweigh the unavoidable adverse environmental impacts of the proposed project. The Planning Commission is not being requested to make any recommendation regarding the adequacy of the Final EIR. However, any comments the Commission may have regarding this document will be forwarded to the Board of Supervisors with the Commission recommendations.

ENVIRONMENTAL IMPACT ANALYSIS:
Provided below is a summary analysis of pertinent environmental topics address in the Draft Environmental Impact Report.

Aesthetics
The aesthetics impact assessment for the Regional University project focuses on the effects on views, compatibility with the visual characteristics of surrounding uses, and the likelihood that sensitive receptors would be disturbed by light and glare generated or reflected by new structures within the Specific Plan area. The RUSP area is generally level, with a slight decrease in elevation from east to west. The general visual character of the area is undeveloped land and consists of ruderal vegetation, unpaved dirt roads, and agricultural equipment. The areas surrounding the project site are currently undeveloped, except for approximately five residences and/or private properties within one-half mile of the project site. There is also a wrecking yard to the north adjacent to Phillip Road. Current short-range views from the project site include adjacent agricultural land.

Mitigation measures are included in the Draft EIR, but impacts related to conversion of the agricultural character of the project site and the addition of light and glare were found to remain significant after mitigation.

Agricultural Resources
The Regional University project site is predominately open agricultural land that has historically been used for rice and dry land farming. The eastern portion (roughly two-thirds) of the project site is currently in active agriculture. The western one-third of the project site, composed primarily of non-native annual grassland, has historically been used for cattle grazing and rice farming, but is currently fallow. The project site contains Farmland of Local Importance, Unique Farmland, and Farmland of Statewide Importance.

The EIR analysis concluded that development of the Regional University project will result in the conversion of 1,024-acres of Important Farmland. The mitigation proposed requires that one acre of agricultural land be preserved for each acre of agricultural land impacted. It is expected both open space and agricultural mitigation requirements may be satisfied simultaneously by the preservation of agricultural land that can also be identified for open space purposes.

Air Quality
The project site is located in western Placer County, which lies within the Sacramento Valley Air Basin. Implementation of the proposed Specific Plan will affect air quality during both construction and operation phases. Exhaust and fugitive dust emissions will be generated in the Specific Plan area by construction activities, such as excavation and grading, construction vehicle traffic, and wind blowing over exposed earth. Implementation of mitigation measures such as preparing a construction emission/dust control plan for submittal to the Placer County Air Pollution Control District (PCAPCD), and reducing NOx and ROG from construction vehicles will substantially reduce construction-related air quality impacts, but not to a level that is less than significant.

Build-out of the Specific Plan area would result in the generation of both mobile and stationary source air pollutants, increasing total air pollution emissions. Implementation of mitigation measures such as exceeding Title 24 requirements, the prohibition of wood-burning fireplaces, promoting transportation alternatives, and promoting passive solar building design will reduce the operational emissions of the project, but not to a level that is less than significant. In addition, the Specific Plan will have a negligible effect on CO concentrations in the project area and would not cause or substantially contribute to projected violations of the state/federal ambient air quality standards.

Cumulative air quality impacts would result from Specific Plan development. The proposed Specific Plan would contribute to cumulative air emissions by allowing for substantially greater development in the Specific Plan area than currently exists. Implementation of the mitigation measures to participate in an off-site mitigation program co-coordinated by the PCAPCD would substantially lessen the project's incremental contribution to significant cumulative impacts, but not to a level that is less than cumulatively considerable.

Biological Resources
Vegetation in the Specific Plan area is dominated by a mixture of cultivated agricultural land and non-native annual grassland, with scattered vernal pools, other seasonal wetlands, drainage

swales, and some riparian habitat. Existing watercourses support aquatic plant/ marsh vegetation and scattered stands of riparian habitat.

Development of the Regional University project will result in the conversion of approximately 1,026 acres of natural habitat / agricultural lands. The remaining acreage will be incorporated into the proposed lands use plan as on-site open space. The EIR requires the applicant to mitigate impacts due to reduction in habitat through off-site / in-County land purchases or easements at a one-to-one replacement ratio. In addition, other mitigation for the impacts on ecological communities and/or special status species are proposed as follows:

- Swainson's Hawk Foraging Impacts: Swainson's hawk foraging habitat will be mitigated according to California Department of Fish and Game Guidelines: one acre for each acre lost within one mile of a nest; 0.75 acres for each acre lost within one to five miles of a nest; and 0.5 acres for each acre lost within five to ten miles of a nest, unless otherwise addressed through the PCCP. Additionally, the applicant will be required to obtain a California Endangered Species Act take permit for any nest tree that may be removed as part of any proposed construction under the Specific Plan. Additional mitigation measures for the loss of active nest trees will include planting of suitable nest trees at a 15:1 ratio on suitable foraging habitat areas within west Placer County, which is consistent with the California Department of Fish and Game Guidelines.

- Vernal Pool Habitat Impacts: Impacts to vernal pool (fairy shrimp and tadpole shrimp) habitat will be mitigated through preservation or restoration of acreage based on each acre directly impacted.

- Wetland (Non-Vernal Pool) Impacts: Impacts on "Waters of the United States" (not including vernal pools) and other non-jurisdictional wetlands identified in the Placer County General Plan will be mitigated to provide "no net loss" through avoidance, minimization and/or compensatory mitigation techniques.

Cultural Resources

The Regional University project site has been heavily modified from the original natural topography and hydrology due to the network of ditches and canals to support actively cultivated rice fields. A walking survey of the study area identified disturbance to the ground surface and subsurface components that ranged from minimal to substantial. No evidence of prehistoric presence or activity was observed anywhere within the study area during the survey. Despite intensive survey of creek margins, no waste flakes, lithic implements or tools, or other indicators of prehistoric presence were observed. Cultural resources records searches of the North Central Information Center indicated the presence of resources, but no previously recorded resources could be re-located during any surveys. However, there is a possibility that resources exist underground on the project site that could be disturbed during grading, excavation, and other earth moving activities during construction. Project mitigation measures have been included to address potential for subsurface resources.

The County began the consultation process as required by Senate Bill 18 (SB 18) with the United Auburn Indian Community in April 2006 about the potential cultural resources impacts

associated with the Regional University project. The Tribe had no comments on this proposed project.

Hydrology and Water Quality

The Regional University area is situated within the Curry Creek watershed. The Curry Creek watershed drains to the Pleasant Grove Creek Canal that flows northwestward to the Cross Canal watershed. The Cross Canal drains all water from upstream watersheds in Placer and Sutter Counties that flow through the East Side Canal, including Coon Creek, Markham Ravine, Auburn Ravine, Curry Creek, and Pleasant Grove Creek.

The project proposes to collect runoff from the project area within storm drainage systems. Post-development run-off at the project boundaries would be restricted to the same level as pre-development run-off through the use of constructed detention/retention facilities. Storm drainage improvements include modifying inadequate existing drainage channels (where required) to convey flows. A Preliminary Drainage Master Plan was prepared for the proposed project to ensure that post-project runoff does not increase the potential for on- or off-site flooding, and that flows into Curry Creek are capable of conveying project runoff volumes. A portion of the existing floodplain within the project area will be altered to construct storm drainage improvements for the project. The flooding limits would be confined within the proposed channels, generally providing three feet of 100-year freeboard to adjacent proposed structures. The project would be required to submit CLOMR and LOMR documents to Federal Emergency Management Agency (FEMA) for proposed Base Flood Elevation data where changes are proposed to any FEMA-designated 100-year floodplain.

Noise

Development of the Regional University project will eventually increase the number of people living and working in the area. Traffic on local roads would increase as uses develop. On-site noise impacts to the project were identified both from these existing sources and the proposed larger project roads. Since the project's subdivision layout has not been determined, the EIR requires site-specific acoustical analyses and mitigation measures, at such time that each property is developed (i.e., site-specific tentative subdivision maps). The proposed Plan would also increase traffic noise outside the Plan area, particularly in unincorporated Placer County and the City of Roseville. These increases would not be great enough to be noticeable to residents and others sensitive to noise.

The university campus would include athletic facilities, which could include a stadium with a capacity of up to 20,000 spectators. It is unknown what events would take place at this stadium, if it is constructed as part of the campus. However, possible activities include football and soccer games, track and field competitions, and concerts. The stadium would not be a constant noise source, but would only produce noise during periodic events, which could last from a few hours on a given day to most of the day for events such as track meets. The project includes an amendment to Placer County General Plan Policy 9.A.2, which would be amended to read: "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." Therefore, the project as proposed would not be inconsistent with the General Plan. Placer County's Noise

Ordinance (Placer County Code 9.36.030) includes an exemption for "the normal operation of public and private schools typically consisting of classes and other school-sponsored activities." Therefore, any noise generated at the proposed stadium would not violate the Noise Ordinance. Nonetheless, the EIR includes a mitigation to reduce noise effects of the stadium to the maximum extent possible on nearby sensitive receptors through the use of setbacks, orientation of the stadium, or construction of intervening non-sensitive uses between the stadium and sensitive receptors to attenuate stadium noise. Mitigation also requires a project-specific noise study to demonstrate the effectiveness of the measures.

Transportation and Circulation

The Regional University project traffic study analyzed traffic impacts under existing, cumulative (2025) and "super cumulative" conditions (i.e., full build-out of adopted General Plans and more speculative development, such as the Curry Creek Community Plan area). The cumulative analysis allowed the projects impacts to be evaluated in context with surrounding projects and anticipated regional growth.

Level of Service Impact Evaluation

The study area included portions of four jurisdictions: Placer County, Sutter County, Sacramento County and the city of Roseville. For all but the City of Roseville, the Placer County traffic model was used to evaluate project impacts. The Placer County model is based on a model created by SACOG, which models a large region. The project analysis focused on the areas where Regional University could substantially alter traffic levels and distribution, such as Base Line Road, Watt Avenue, Walerga Road, Pleasant Grove Road and the surrounding vicinity.

The study also included an impacts analysis on and within the City of Roseville using the same assumptions used by the City of Roseville for its Capital Improvement Program (CIP).

In order to determine the project's impacts, the data produced by the model was processed to show how intersections and roadway segments will be affected. Different intersection configurations and travel lanes were input into the model to evaluate the effects of adding project traffic to the existing and projected (cumulative) roadways networks. The significance of project impacts on roads and intersections was based on "level of service" (LOS) standards.

Level of service is a qualitative measure of a number of factors including speed and travel time, traffic interruptions, safety, driving comfort and convenience, operation costs and range from "A", best, to "F", worst. Different jurisdictions consider different LOS standards acceptable.

Placer County's current LOS standard is level "C", with exceptions if the improvements or other measures required to achieve the LOS "C" standard are found to be unacceptable, based on criteria provided in the General Plan. The Regional University project is proposing a standard of LOS D within the Plan area, while striving to maintain LOS C on the intersections and roadways outside the Plan area. Staff supports the LOS D standard within the Plan area, as this level of service is consistent with the proposed urban densities. In comparison, Sacramento County has adopted a policy of LOS E on it's urban roadways and LOS D in rural areas; the City of Roseville requires that development not reduce the level of service at 70 percent of it's intersections to less than LOS C; and Sutter County has set a standard of LOS D for the South Sutter development area.

When the model shows that the proposed project would cause a road or intersection to degrade below the LOS considered acceptable by the relevant jurisdiction, the impact is considered significant. Mitigation measures are identified for all traffic impacts that are considered significant, if feasible mitigation can in fact be developed.

The Regional University project will be required to construct roadway improvements which can be divided into three categories. These improvements are proposed as part of the project, and assumed in the traffic analysis. The first category includes improvements that affect major arterials such as Base Line Road and Watt Avenue. These improvements must either be constructed prior to the start of any building within the Specific Plan area or must be under construction by one of the adjacent projects, such as Sierra Vista or Placer Vineyards. Significant project improvements include constructing Watt Avenue from the project site to Base Line Road and widening the Base Line Road / Watt Avenue intersection. The second improvement category is those collector roads that will provide the major circulation routes within the Specific Plan area. These include A Street, B Street, 1st, 8th and 16th Streets and University Boulevard. The third improvement category includes those improvements that are necessary to provide internal circulation to specific projects within the Specific Plan area. Generally, these roads have not been specifically designed, and will be developed as individual projects proceed.

Assuming the above improvements would be implemented as part of the project, the EIR evaluation of the Regional University traffic impacts, found that impacts on Placer County could be mitigated to less-than-significant levels under existing conditions. Impacts outside of Placer County under existing conditions could also be mitigated, but because other jurisdictions would be responsible for implementing improvements identified in mitigation measures, the impacts are considered significant and unavoidable.

The EIR analysis indicates that when project traffic is considered in the context of cumulative growth within the region, impacts would remain significant even after implementation of identified mitigation. Whether Regional University is adopted or not, cumulative development will result in unacceptable service levels on some roads and at intersections within Placer County, Sacramento County, the City of Roseville and Sutter County and on State Route 65, Highway 70/99 and Interstate 80. Cumulative development will trigger the need for extensive improvements to existing roads, as well as the construction of new roads such as Placer Parkway and the Watt Avenue extension to Blue Oaks Boulevard to provide a regional roadway network with adequate capacity. The analysis also showed that local highways serving the area (Interstate 80, State Routes 99/70, and State Route 65) will require further widening and interchange improvements. Even with these extensive proposed regional improvements and project mitigation, it is projected that there are many sections of roadways and the highways that will operate at LOS F during the p.m. peak hour at full project build-out, such as segments of Walerga Road and Watt Avenue, and most of the studied highway segments. Several intersections would also continue to operate at unacceptable service levels, such as Watt Avenue/Base Line Road, Fiddyment Road/Base Line Road and Watt Avenue/PFE Road. In addition, the construction of many identified improvements are not entirely within the County's jurisdiction. For these reasons, the project contribution to these significant cumulative impacts on roadways, intersections and highways is considered significant and unavoidable.

Most cumulative traffic mitigation measures for the project can be addressed through the payment of traffic impact fees. Regional impact fees including the City of Roseville/County fee, South Placer Regional Transportation Authority (SPRTA) fee and the proposed Tier 2 fee, will be used to fund roadway improvements that cross jurisdictions. Regional roadways include Base Line Road/Riego Road, Watt Avenue, Placer Parkway, State Route 65 and Interstate 80. Traffic fee payment will be required when individual building permits are approved. Currently the participating cities, counties and other agencies are discussing existing fee and proposed fee structures and roadway improvement project costs to ensure that adequate funding will be generated to construct proposed improvements. If the Tier 2 fee is adopted by all the jurisdictions and agencies, fees would be collected for all new development over the projected build-out period.

The EIR also identified impacts to specific intersections and roadway segments within adjacent jurisdictions. While the County has identified these impacts, and the Regional University project can be conditioned to construct necessary improvements or pay traffic fees as mitigations, neither the County nor the developer can ensure that the affect jurisdiction will allow the improvements to be constructed or accept the traffic fees as mitigation. In addition, many of the affected agencies are currently reviewing development projects within their jurisdictions that are projected to have impacts within Placer County. Therefore, the County is currently discussing the implications of these impacts with the affected agencies, with the intent of reaching agreement as to construction of necessary improvements, fair-share distribution of costs and payment of impact fees.

Placer Parkway Alternative Alignments

Since the preferred alignment for Placer Parkway has not been selected, the DEIR included an analysis of the impacts of the five alternative alignments currently under consideration. Two of the alignments (1 and 2) run through the project site and due to the disruption to the proposed Specific Plan, substantial changes to the land use plan would be required to accommodate the roadway, reduce the size of the Community portion of the project and hinder the project's ability to function as an integrated community. The other three alignments pass the project site to the north without impacting the proposed Specific Plan. The RUSP project site is outside the 1000 ft swath being analyzed for the Placer Parkway DEIR.

Traffic-Related Entitlements and Amendments

The entitlements requested for the project include language for the exceptions to the LOS "C" standards (as discussed above), which would be added to Transportation Policy 9 of the Dry Creek West Placer Community Plan. Staff supports this amendment and has determined this exception language is consistent with the County General Plan and all other Community Plans in the County. This amendment will allow for the intersection of Watt Avenue at Base Line Road, which was identified in the project's existing conditions traffic analysis, to have a LOS less than C during the PM peak. The intersection would operate at LOS C at all other times. This intersection is outside the Specific Plan area, but within the Dry Creek West Placer Community Plan.

Transit

Additional mitigation identified for the project requires that the development provide transit alternatives for residents to mitigate traffic impacts. As part of the project impact analysis, a study was prepared that compared different levels of transit service, both within the Specific Plan

area, and relative to Roseville and Sacramento. The agreed upon level of service to be provided within the Specific Plan area would include inter-regional, commuter, dial-a-ride and a moderate level of suburban local bus service. Inter-regional routes would provide service to destinations such as the Roseville Galleria, the City of Lincoln and the Watt Avenue corridor. Service would be provided at 30-minute or hourly headways, as appropriate. The commuter routes would provide service to downtown Sacramento or light rail stations. The suburban routes would be designed to provide a bus stop within one quarter-mile of a large majority of all residences, and buses would operate at 15-minute headways during peak hours and 30-minute headways the remainder of the day. Buses would run 16-hours a day, Monday through Saturday, and 12 hours on Sundays. In addition, the project applicant will be required to construct park-and-ride lots, bus stops and dedicate roadway right-of-way along Watt Avenue to provide for future Bus Rapid Transit (BRT) lanes. A feasibility study for BRT service was completed that shows that the necessary population density to justify such a system won't be reached until the majority of projects in the region (Regional University, Placer Vineyards, Sierra Vista, Placer Ranch, Creekside) are built out in 20 years. The University will construct a transit center along their frontage on 16th Street when this area develops.

Sacramento Regional Transit has analyzed extending Light Rail to Roseville, and an extension is included in its 20-year vision plan, but no funding has been identified by either Roseville, the County or RT. Transit facilities (i.e., bus stops and the transit center) will be constructed as development proceeds, but the bus system won't be implemented until there are sufficient residents to justify service. As an alternative, the County may contract with Roseville to extend service to the area on a temporary basis.

Greenhouse Gas Emissions and Global Climate Change

The Draft EIR considers the impacts of the RUSP on greenhouse gas emissions and global climate change and the potential impacts of global climate change on the reliability of the RUSP's anticipated water supply. The RUSP has several components that would reduce consumption of fossil energy within the RUSP Area, and thereby reduce potential greenhouse gas emissions. These components are consistent with "smart growth" principles developed and promoted by the Sacramento Area Council of Governments. The Draft EIR also includes mitigation measures that would further reduce the RUSP's contribution of greenhouse gases. However, the RUSP is a relatively large project that would emit CO_2 and other greenhouse gases at higher volumes than many other types of development, so the project's contribution of greenhouse gases would remain significant after mitigation.

Water Supply

The RUSP is within the service area of PCWA, which would be the public water agency serving the project. The Water Supply Assessment prepared by PCWA for the RUSP states that there would be sufficient water available to serve the project. PCWA noted that the RUSP project site is key to the development of transmission infrastructure to meet the needs of its service area and would prefer that a planned integrated water system to provide surface water be constructed as opposed to an isolated groundwater system. PCWA has indicated that the RUSP would be served with surface water; however, the RUSP could be supplied from groundwater, at the discretion of PCWA, until planned surface water facilities are completed. Mitigation identified for the project requires, prior to the approval of any small lot tentative subdivision map, that the applicant obtain verification from PCWA that sufficient water is available to serve the project. With such verification, impacts would be less than significant.

Significant and Unavoidable Environmental Impacts
The Regional University Specific Plan and associated infrastructure would have impacts in the following areas that would be significant, even if feasible mitigation is available:

- Conversion of agricultural land, including Important Farmland, and open space to urban uses;
- Conflict with existing zoning for agricultural use or with a Williamson Act contract;
- Conflict with County goals, policies, and standards that may lead to physical impacts on the environment;
- Conversion of the project site to another use, which could affect the availability of habitat and biological function
- Result in the filling or adverse modification of jurisdictional wetlands, non-jurisdictional wetlands, and other "waters of the U.S."
- Result in the loss of special-status vernal pool crustacean and amphibian species and degradation and/or loss of their habitat.
- Result in the loss of foraging habitat for Swainson's hawk, white tailed kite, burrowing owl, and other raptors.
- Result in habitat fragmentation and wildlife population isolation;
- Potential for destruction and/or alteration of underground archaeological resources;
- Increased traffic on local and regional roads and at intersections in Placer County, Sacramento County, Sutter County and the City of Roseville;
- Degradation of air quality resulting from exhaust emissions and fugitive dust during construction as well as from mobile (vehicular) and stationary sources;
- Introduce new sources of light and glare to the specific plan and surrounding areas;
- Noise from the University athletic facilities, including a stadium, that could be developed as part of the proposed project could affect sensitive receptors; and
- Generate vehicle parking demand that may exceed available supply during special events at the stadium.

Cumulative Impacts
The Regional University Specific Plan would contribute to the following significant and unavoidable cumulative impacts:

- Loss of agricultural land, open space and existing zoning for agricultural use or with a Williamson Act contract;
- Convert Important Farmland to non-agricultural uses;
- Increased light and glare;
- Conflicts with County goals, policies, and standards that may lead to physical impacts on the environment;
- Degradation of surface water quality;
- Loss of habitat for special-status species;
- Loss or alteration of prehistoric resources;
- Increased traffic congestion;
- Increased demand on public transit system beyond what is planned;
- Degradation of air quality;

- Contribute to the cumulative impact of global climate change; and
- Construction of residences and other structures within the pre-construction 100-year FEMA floodplain.

Project Alternatives

Consistent with CEQA, the Draft EIR document considered a range of alternatives. The range of alternatives selected was guided primarily by the need both to reduce or eliminate project impacts, and to achieve project objectives. Alternatives are intended to assist decision-makers in the assessment of appropriate uses of the project site by analyzing the potential environmental impacts that would result from alternative designs or intensity of development of the project site. The alternatives evaluated for the proposed Regional University project are listed below:

- No Project Alternative, which provides that no additional development will occur on the project site.
- Reduced Units / Same Development Footprint Alternative, which assumes the same 1,157.50-acre development footprint as the proposed project, with a 4,500 student campus and a 25 percent reduction in the number of residential units. The total number of units under this alternative would be 3,309.
- Reduced Units/Reduced Development Footprint, which provides for a reduced footprint of development by applying a 400-foot agricultural buffer along the northern, southern, and western boundaries of the project site. The development footprint for this alternative would be 665.7 acres, compared to 912.2 acres for the proposed project (both of which exclude open space and agricultural buffers). This alternative would include 3,364 residential units; the commercial component would be the same as that described for the proposed project. It is assumed that the University would continue to be a 6,000 student campus, but the density of development would have to be increased to be accommodated within the reduced development area.
- Same Units / Reduced Development Footprint Alternative, which consists of development of the Specific Plan area with the same number of residential units, but with a reduced footprint of development by applying a 400-foot agricultural buffer along the northern, southern, and western boundaries of the project site. The overall density of residential development in the Community portion of the project area would increase from an average of 10 dwelling units per acre to 16.5 dwelling units per acre to accommodate the same number of units in a smaller footprint.
- SACOG Units / Same Development Footprint, which would increase the number of residential dwelling units from 4,387 units to 5,414 units. This alternative is assumed to be 18.4 dwelling units per acre (approximately 1.8 times that of the proposed project).

FINAL ENVIRONMENTAL IMPACT REPORT: The County received 21 comment letters on the Draft EIR. The County prepared responses to those comments, in a separate document which, together with the Draft EIR, make up the Final EIR. The comments generally requested additional information or clarification. Some of the responses provide additional analysis to supplement the analysis in the Draft EIR. The Final EIR also includes some changes to the text

of the Draft EIR. Any changes to the Draft EIR have been presented in the Final EIR and these changes do not alter the conclusions of the Draft EIR and no new significant impacts were identified in the Final EIR.

PUBLIC NOTICES AND REFERRAL FOR COMMENTS: Public notices were mailed to property owners of record within 300 feet of the project site and any property owner who might be affected by any off-site improvements, including properties within Sacramento and Sutter counties. Other public interest groups and citizens were sent copies of the public hearing notice including all those who submitted letters regarding the EIR and/or requested notification. A public hearing notice was also published in the *Sacramento Bee* and the *Roseville Press Tribune* newspaper. The Community Development Resource Agency staff and the Department of Public Works, Environmental Health, and Air Pollution Control District were transmitted copies of the project plans and application for review and comment.

The County also provided additional public noticing for the Regional University Specific Plan workshop held on December 13, 2007. An opportunity for public comment on the project was provided at the December workshop.

Coordination with the City of Roseville

The Regional University Specific plan project is located within an area subject to a Settlement Agreement between the City of Roseville and Placer County, entered into in 1995. The Settlement Agreement was approved by the Roseville City Council and the County Board of Supervisors in order to avoid the time, expense, and uncertainty of further litigation between both parties relating directly or indirectly to the legal adequacy of the 1994 EIR prepared for the purposes of the County's adoption of the County General Plan. The Settlement Agreement covers "major land development projects" within the "West Placer Specific Plan Area" and the "Future Study Area" and collectively identified as the "Subject Areas". The purpose of the Settlement Agreement is to promote interagency communication and foster cooperative land use planning between the City and Placer County. It requires that a "comprehensive stand-alone EIR" be prepared by the County prior to approving any major land development project within the Subject Areas and establishes procedures for City-County CEQA consultation for project applications within the Subject Areas.

Pursuant to the Settlement Agreement, Placer County consulted with the City regarding the models, assumptions, methodologies, and projections to be used in analyzing traffic, wastewater, water, recycled water and reported in the Draft EIR. The County also made available and solicited comments from the City on several Administrative Drafts of the Environmental Impact Report, Specific Plan, Sewer, Water, and Recycled Water Master Plans which typically fall outside the normal public input process. This included allowing the City the opportunity to review and comment on these documents. The comments that were provided by the City letters dated February 26 and February 27, 2007 were responded to in writing by the County on December 6, 2007. The response outlined how the City's comments would be addressed in the public Draft EIR.

Pursuant to the Settlement Agreement, on December 10, 2007 the County met with the City to discuss the final mitigation measures prior to the release of the Draft EIR. The City of Roseville was provided copies of the Notice of Preparation, Draft EIR, Specific Plan and Final EIR which are part of the typical CEQA public review process.

In addition to the coordination of efforts between the City and County relating to the EIR, the County also solicited input from the City on several draft versions of the Water, Recycled Water, and Sewer Master Plans. Monthly meetings were held with the City, County, and PCWA in order to understand and exchange data relating to available surface water supply versus project demand, timing of infrastructure improvements, available recycled water supply versus project demand, proposed infrastructure improvements and alignments, and the project's wastewater generation rates versus treatment plant capacities and the project's obligation to complete the environmental analysis for future expansions.

In the spirit of the ongoing mutual cooperation that has occurred between Placer County and the City of Roseville in the review of the Regional University project, in a letter dated May 12, 2008, the Planning Director outlined the County's compliance with Part III of the Placer County General Plan (General Standards for the Consideration of Future Amendments to the General Plan) for the proposed Regional University Specific Plan project. In its review of the project, the County concluded that the Regional University Specific Plan project complied with the requirements of Part III of the Placer County General Plan.

Lastly, the City and County Department Heads and staff continue to meet monthly to provide updates on their respective major projects, discuss cross-jurisdictional planning and common development issues. It is the County's position that the terms of the Settlement Agreement have been fulfilled, based on coordination efforts described above relating to the City's participation and extensive review and comment on the Regional University Specific Plan project.

Municipal Advisory Committee Reviews

While the Regional University project site is not within any Placer County Municipal Advisory Committee boundary, the project was presented to the West Placer, Rural Lincoln and Sheridan Municipal Advisory Committee as action item in order solicit comments and/or recommendations. In addition, since the project is requesting policy amendments to the Dry Creek West Placer Community Plan Transportation Element, the West Placer MAC provided a recommendation on the proposed amendments.

West Placer Municipal Advisory Committee

At the May 8, 2008 West Placer Municipal Advisory Committee meeting, staff presented an overview of the Regional University Specific Plan project as an information item. At that meeting, the West Placer MAC had questions/comments on the project's proposed use of groundwater and the need for retirement housing on the university campus.

At the August 19, 2008 MAC meeting, staff presented the requested policy amendments to the Dry Creek West Placer Community Plan Transportation Element to the West Placer MAC. The MAC discussed its concerns related to the amendments of the Community Plan and the setting of a precedent for future projects within the Dry Creek Community Plan by allowing exceptions to the "C" Level of Service (LOS). The MAC was unwilling to support the changes to the Dry Creek West Placer Community Plan, since the project that generated the traffic was located outside the Dry Creek West Placer Community Plan Area boundary. The MAC also understood that there were road improvements that could be made to maintain a LOS C within the Dry Creek West Placer Community Plan, but the MAC's position was that these improvements were incompatible with the "semi-rural" lifestyle of the area. The MAC was concerned that the Dry

Creek community was being forced to accommodate development, as well as through-traffic, that impacts their community and lifestyle without having any real viable options for mitigation or alternatives to the traffic impacts. Ultimately, the MAC adopted a motion (5:0) to recommend denial of the proposed policy amendments to the Dry Creek West Placer Community Plan for the Regional University Specific Plan project.

Rural Lincoln Municipal Advisory Committee

At the May 19, 2008 Rural Lincoln Municipal Advisory Committee meeting, staff presented an overview of the Regional University Specific Plan project as an action item. The Rural Lincoln MAC had questions/comments that included the location of the proposed development related to Placer Parkway, the Pleasant Grove Waste Water Treatment Plant and power plant, transportation and roadway improvements, air quality, potential annexation of the project to the city, and the relationship between this development and the Placer County Conservation Plan. In addition, the MAC had questions regarding the timeline for development of the project, who is donating the land and why, the developer/university's commitment level, what would happen if no university was developed and staff's recommendation on the project. The MAC provided comments on the proposed project, but made no formal recommendation.

Sheridan Municipal Advisory Committee

At the June 11, 2008 Sheridan Municipal Advisory Committee meeting, staff presented an overview of the Regional University Specific Plan project as an action item. The Sheridan MAC had questions/comments which ranged from public services providers (Sheriff and CalFire), water supply (surface verse ground), and the relationship between the project and Placer Parkway. In addition, the MAC had questions regarding the developer/university's commitment level that a university will develop and what university could develop the site. The MAC voted unanimously to take no action on the project.

Placer County Agricultural Commission Review

At the May 12, 2008 Agricultural Commission meeting, staff presented the proposed Regional University Specific Plan to the Agricultural Commission. The Agricultural Commission provided the following comments and recommendations on the proposed project:

- Water Supply – The Commission had several comments relating to the project's proposed water supply and expressed their concerns about the overall availability of water (both surface and groundwater) for existing agricultural operations. The Commission discussed that with the Regional University development plan as well as other large-scale development proposed in western Placer County (including Placer Vineyards Specific Plan Area, Sierra Vista Specific Plan Area, West Roseville Specific Plan Area and the Curry Creek Community Plan Area) there needs to be adequate assurances that the Placer County Water Agency can provide water to these projects without adversely impacting surface and groundwater availability and use for existing agriculture operations.
- Agricultural Buffer - The Agricultural Commissioner asked about the land uses on adjacent properties and commented that agricultural buffers needed to be provided on the project site to protect existing agricultural operations.
- Agricultural Land Mitigation – The Commission discussed increasing the agricultural mitigation ratio above one to one acre mitigation. Ultimately, the Commission members

did not recommend that the agricultural mitigation ratio of one to one ratio be increased. The Agricultural Commissioner asked the applicant if the mitigation land will be secured prior to any approval of the project and added that the agricultural mitigation land will also require an adequate water supply to support a reasonable level of agricultural activity.

- Lack of a University Commitment - The Commission had questions regarding the developer/university's commitment level and the assurances that a university will develop on the site. Although the Commission stated that they supported an institution of higher education to benefit the community at large, the Commission did not see any benefit to Placer County agriculture. The Commission discussed including a recommendation that a university commitment (sponsorship) be secured prior to any approval of the project.

RECOMMENDATION: Staff recommends that the Planning Commission recommend to the Board of Supervisors approval of the proposed Regional University Specific Plan project subject to the findings provided in the Recommendation of the Planning Commission to the Board of Supervisors in Attachment A.

Respectfully submitted,

Paul Thompson, Deputy Planning Director and Jennifer J. Dzakowic, Senior Planner

ATTACHMENTS

Attachment A, Recommendation of the Planning Commission to the Board of Supervisors
Attachment B, Project Location
Attachment C, Future Study Area
Attachment D, Regional University Specific Plan Land Use and Summary
Attachment E, Regional University Specific Plan: Rezoning Exhibit
Attachment F, Regional University Specific Plan Consistency with the General Plan Part III
Attachment G, Correspondence

OTHER ATTACHMENTS (distributed with this staff report)

Regional University Specific Plan Infrastructure Plan (September 2008)

OTHER ATTACHMENTS (distributed under separate cover on September 11, 2008)

Draft Regional University Specific Plan (September 10, 2008)
Draft Regional University Development Standards Design Guidelines (September 10, 2008)
Final EIR for Regional University Specific Plan (September 2008)
Mitigation Monitoring and Reporting Program for Regional University Specific Plan (September 2008)
Draft EIR for Regional University Specific Plan Volume I (December 2007)
Draft EIR for Regional University Specific Plan Volume II (December 2007)
Draft EIR for Regional University Specific Plan Volume III (December 2007)

cc:
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Michael Johnson, Planning Director
Loren Clark, Planning Department
John Marin, CDRA Director
Joanne Auerbach, Redevelopment
Wes Zicker, Engineering & Surveying Division
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Andrew Gaber, DPW Transportation
Jill Pahl, Environmental Health Services
Tom Christofk, Air Pollution Control District
Andrew Darrow, Flood Control District
Ed Wydra, Facility Services-Special Districts
Vance Kimbrell, Facility Services-Parks Division
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Scott Finley, County Counsel
Allison Carlos, County Executive Office
Rui Cunha, Office of Emergency Services
Bob Eicholtz, CDF/Placer County Fire
Christine Turner, Agricultural Commissioner
City of Lincoln
City of Roseville
Placer County Water Agency