

13. Land Use and Planning

13.1 Introduction

This chapter describes the land uses in the proposed project area and the land-use and planning regulations that are applicable to the proposed project. This chapter also evaluates the potential land use-related impacts associated with implementation of Plan Concept 1 and Plan Concept 2 of the Renewable Placer: Waste Action Plan.

13.2 Environmental Setting

The project site is located in unincorporated Placer County, between the cities of Roseville and Lincoln (Figure 1-1) on existing properties owned by Western Placer Waste Management Authority (WPWMA), at the intersection of Athens Avenue and Fiddyment Road (Figure 1-2). It includes three properties spanning 928 acres (Figure 1-3), as described in greater detail in Section 3.2 of Chapter 3, Project Description.

Placer County was the fastest-growing county in California between 2010 and 2020 (Department of Finance 2020). As a result of this population growth, the County has experienced changes in land use, particularly in the southwestern part of the County, referred to locally as South Placer County, where the cities of Roseville, Lincoln, and Rocklin are located. South Placer County experienced an annual population growth rate of 1.8 percent from 2010 to 2015 (Beacon Economics 2018). This level of growth was largely led by the City of Lincoln, which grew by over 3 percent per year from 2010 to 2018 (Census 2020a; Census 2020b). In 2010, approximately 38 percent of the 411,462 acres inventoried in Placer County were designated for agricultural use, while only 14 percent of the acres inventoried were categorized as urban and built-up land (DOC 2014). By 2016, nearly 1,700 acres designated for agricultural use in 2010 had been converted to other uses, and a total approximately 2,500 acres had been converted from other uses to urban and built-up land over the same period (DOC 2020).

13.2.1 Existing Land Use

Placer County identified new land-use designations in its 2013 General Plan update to promote more uniformity in terminology between the County General Plan and local community plans. Under the generalized land-use designations, of which there are 12, the center and western properties are generally designated for Public/Quasi-Public use, and the eastern property is generally designated for Industrial use (Placer County 2013). The project site is surrounded by agricultural lands. These surrounding lands are primarily used for cattle grazing and dry farming (fodder). The land-use designations in this area are shown on Figure 13-1.

Although the Placer County General Plan identifies generalized land-use designations for the site, it does not identify specific land-use designations, because the project is located within a community plan: the Sunset Area Plan (Placer County 2019a). The Sunset Area Plan was developed by Placer County's Community Development Resource Agency in 2019 and is intended to guide development of the approximately 8,100-acre area in southwestern Placer County, located directly west of State Route 65 between the Lincoln Crossing and Blue Oaks subdivisions.

Under the Sunset Area Plan, the entire project site has an Eco-Industrial land-use designation, which is intended for “solid waste-related management, processing, recycling, and composting operations, as well as industrial and manufacturing uses focused on alternative waste-to-energy technologies, recovery and reuse of materials, solid waste-related research and development, and related advanced manufacturing, perhaps in conjunction with nearby universities” (Placer County 2019a). Adjacent land uses to the east and west are designated as Innovation Center, while lands to the north and northwest are designated for Preserve/Mitigation Reserve and Urban Reserve, respectively (Placer County 2019a). Parcels south of the project site are designated as Campus Park under the Placer Ranch Specific Plan and are intended to be used for nonresidential mixed uses, including “professional office, research and development, commercial, and light industrial space” (Placer County 2019b). These land-use designations are shown on Figure 13-2.

13.2.2 Existing Zoning

The project site is located on lands zoned as Eco-Industrial (ECO) under the Sunset Area Plan. The intent of the ECO zone is to provide areas for industrial uses that emphasize ecology, waste reuse and sustainable salvaging, and remanufacturing (Placer County 2019a). The zoning designations on the project site and nearby parcels are shown on Figure 13-3.

13.3 Regulatory Setting

This section describes land-use policies and regulations applicable to the proposed project.

13.3.1 Federal

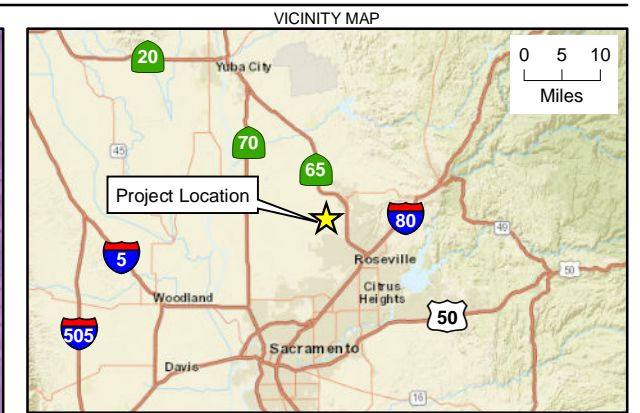
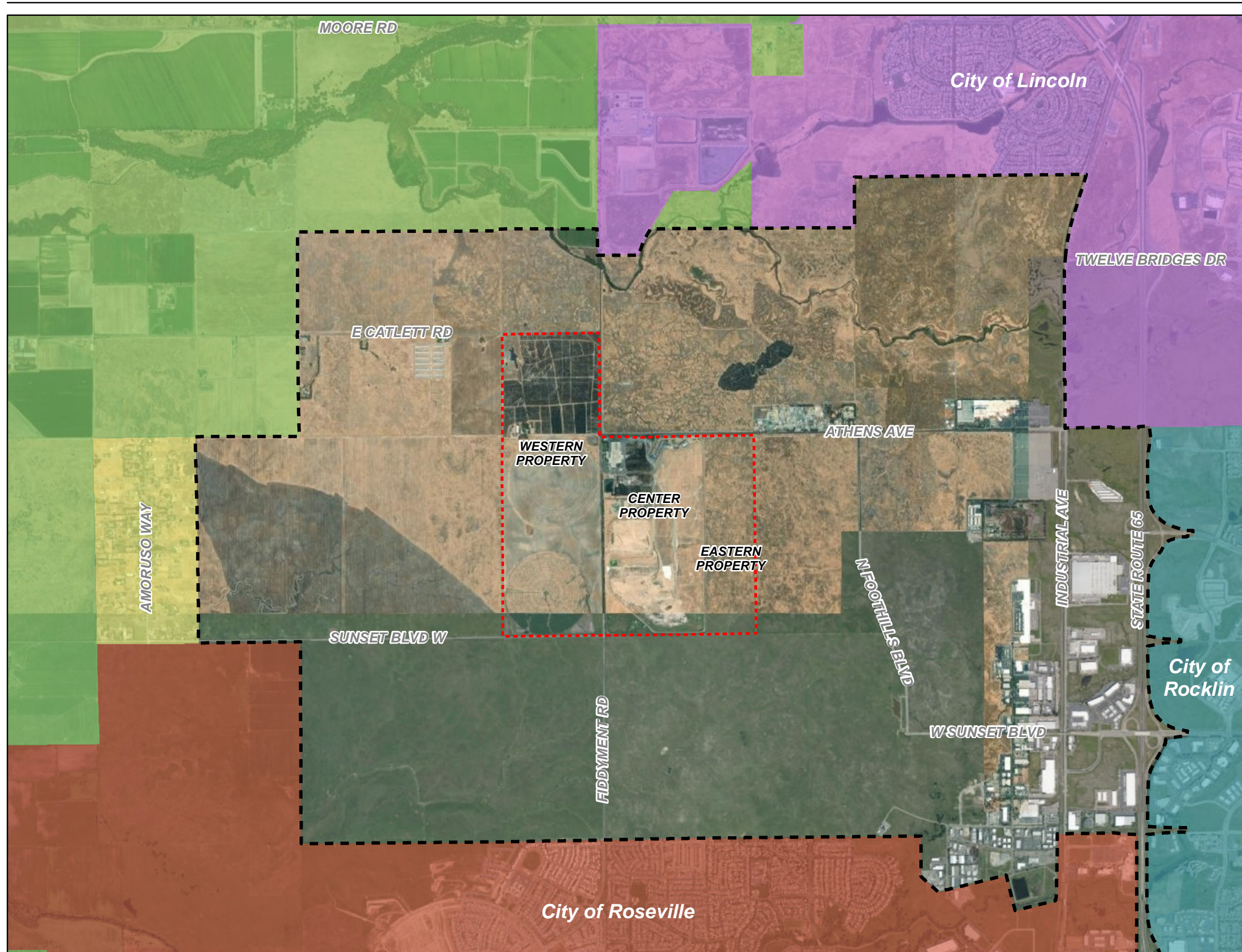
There are no federal land-use or planning regulations applicable to construction or operation of the proposed project.

13.3.2 State

There are no state land-use or planning regulations applicable to construction or operation of the proposed project.

13.3.3 Local

The WPWMA is a Joint Powers Authority (JPA) composed of Placer County and the cities of Lincoln, Rocklin, and Roseville to own and operate a regional recycling facility and sanitary landfill. As a JPA, the WPWMA considers local regulations and consults with local agencies, but the County and city regulations are not applicable, because the County and cities do not have jurisdiction over the proposed project. Accordingly, the following discussion of local goals and policies associated with land-use and planning resources is provided for informational purposes only.



LEGEND

- Project Boundary
- Land Use**
- Sunset Area Plan Boundary
- City of Lincoln
- City of Rocklin
- City of Roseville
- Agriculture/Timberland - 80 Ac. Min.
- Rural Residential 1 - 10 Ac. Min.

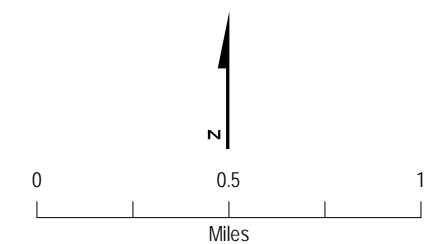


Figure 13-1. Placer County General Plan Land Use
 Draft Environmental Impact Report
 Renewable Placer: Waste Action Plan
 Placer County, California

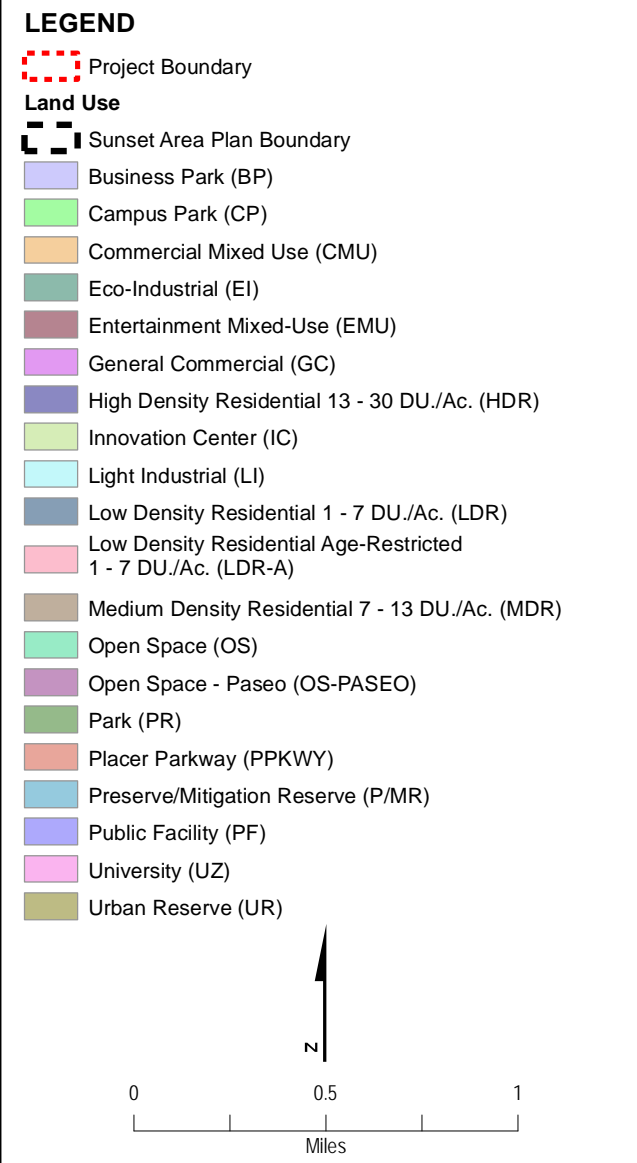
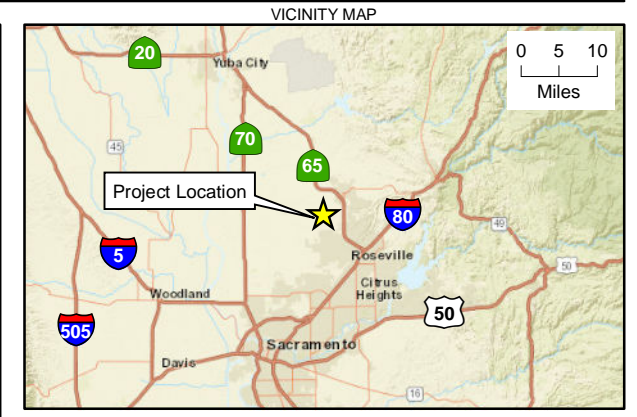
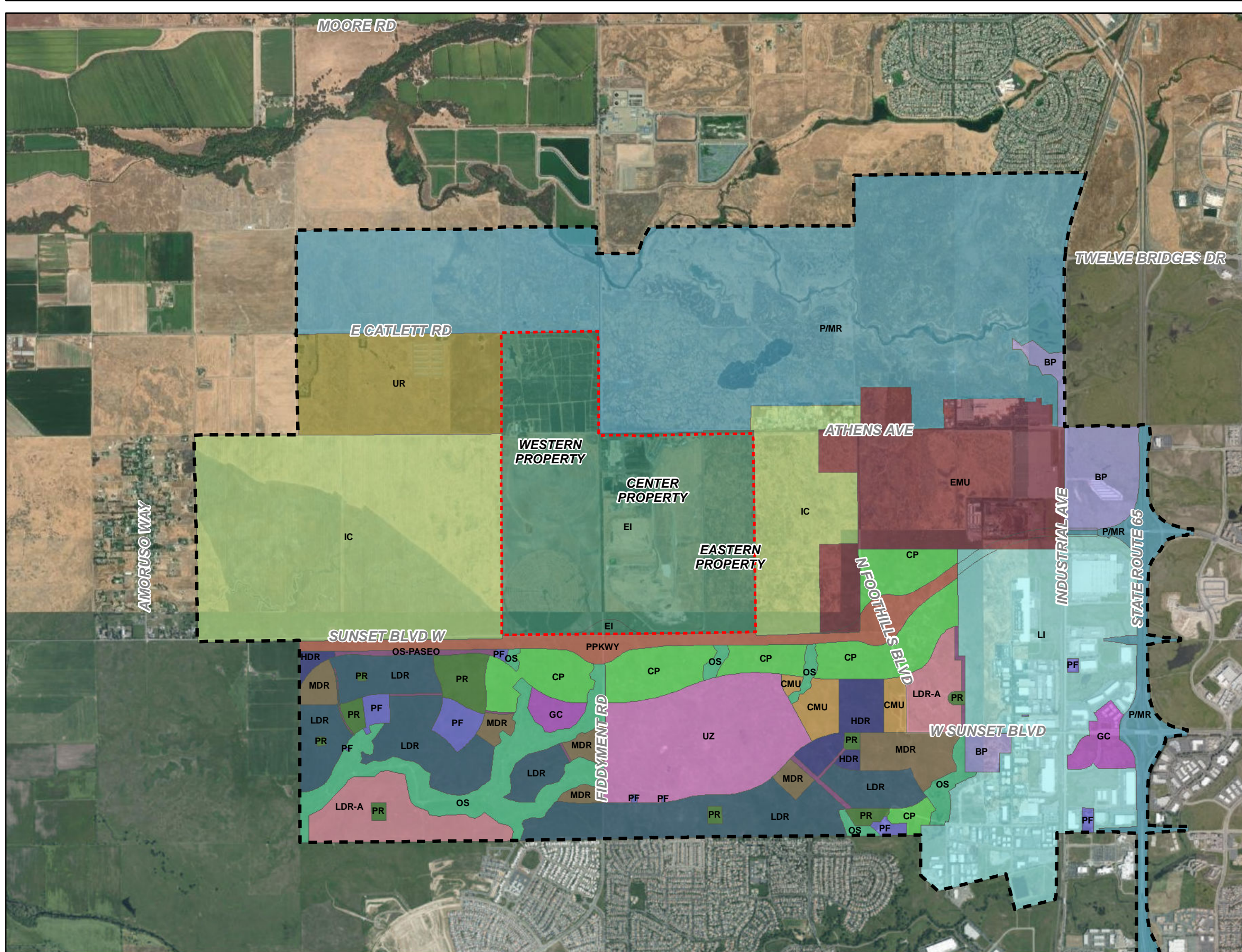


Figure 13-2. Sunset Area Plan Land Use
 Draft Environmental Impact Report
 Renewable Placer: Waste Action Plan
 Placer County, California

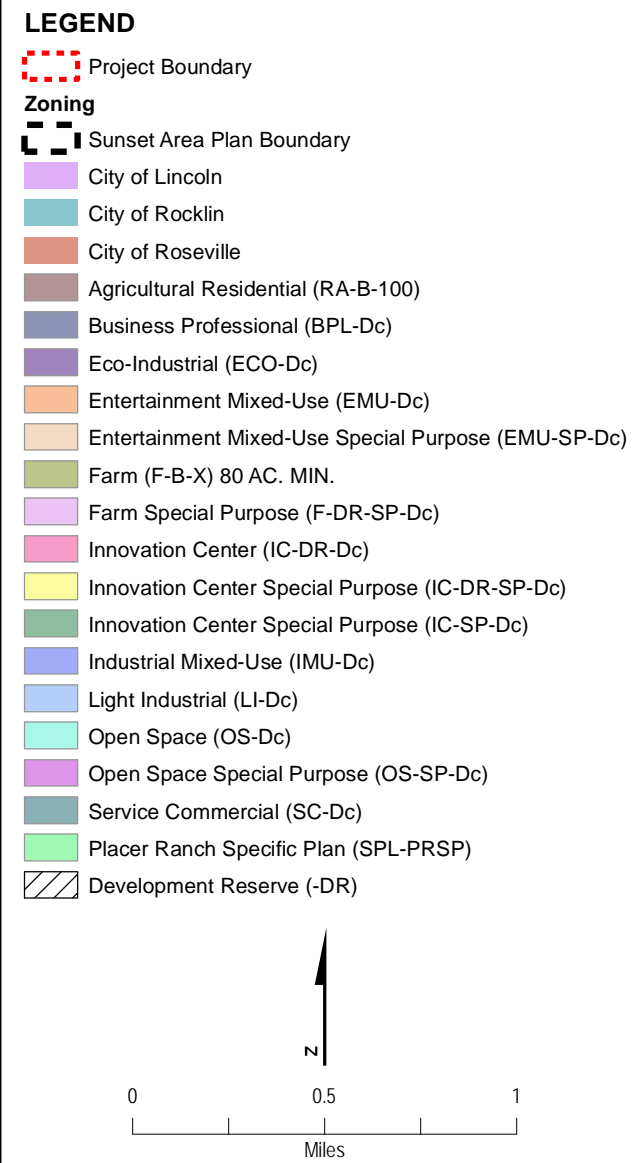
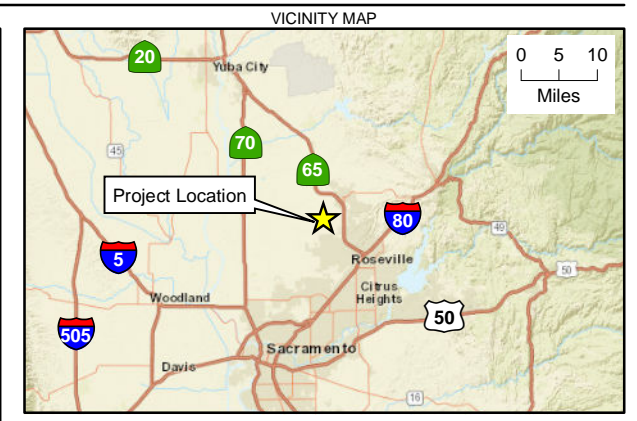
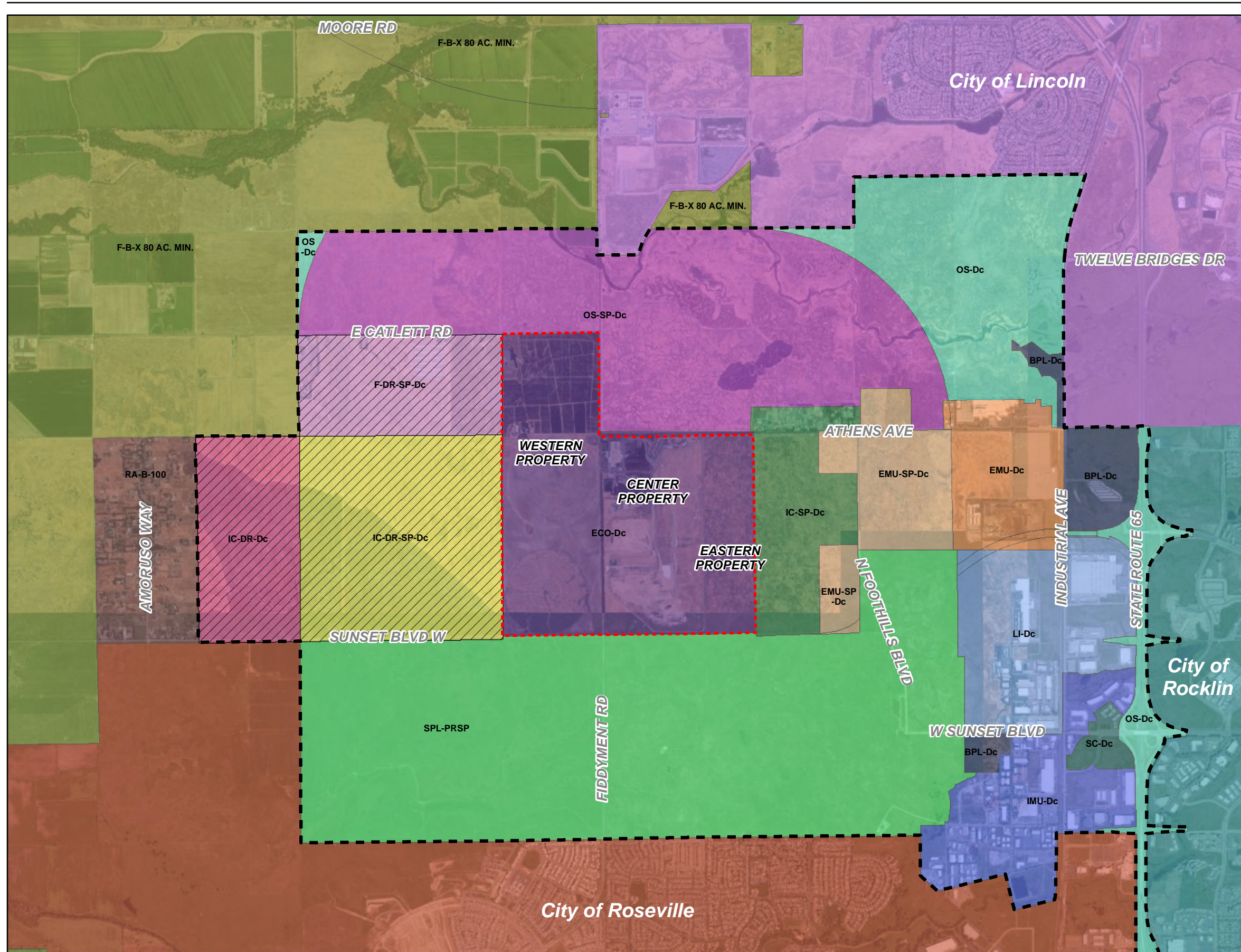


Figure 13-3. Zoning
 Draft Environmental Impact Report
 Renewable Placer: Waste Action Plan
 Placer County, California

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Placer County General Plan.

The Placer County General Plan provides countywide goals that are the basis for evaluating development proposals and other land use-related activities within the County. The current General Plan, which was most recently updated in 2013, includes policies and implementation measures that support those goals. Goals and policies applicable to Land Use for Public and Quasi-Public Facilities Infrastructure are identified as follows:

Goal 1.F: To designate adequately sized, well-located areas for the development of public facilities to serve both community and regional needs.

- Policy 1.F.1: The County will encourage the concentration of public and quasi-public facilities. New and expanded government offices and other professional offices should be encouraged to locate on land near existing government offices.
- Policy 1.F.3: The County shall require public facilities, such as wells, pumps, tanks, and yards, to be located and designed so that noise, light, odors, and appearance do not adversely affect nearby land uses.

Sunset Area Plan.

The Sunset Area Plan identifies goals, policies, implementation programs, and standards for a wide range of issues affecting the use of land within the Sunset Area. It also includes a Land-Use Diagram, which specifies the type, location, and intensity of development within the Plan Area. In addition to a Policy Document that identifies applicable policies for the area, the Sunset Area Plan includes separately published Implementing Zoning Regulations and Corridor Design Standards and Guidelines. These regulations, standards, and guidelines specify the details intended to make certain that new development delivers on the vision of the Sunset Area Plan (Placer County 2018).

The specific goals and policies in the Sunset Area Plan that are directly relevant to the proposed project are presented in the following section. A discussion of the residential buffer requirement in the Sunset Area Plan is also included, as well as a discussion of environmental protection policies.

Design and Land Development Practices

Goal LU/ED-3: To promote high-quality design and land development practices in the Sunset Area.

- Policy LU/ED-3.1: High-Quality Design. The County shall require high-quality design in both the public and private realm to ensure an attractive setting for investment in planned uses in the Sunset Area, especially along key transportation corridors (e.g., Placer Parkway, Highway 65, Sunset Boulevard, Foothills Boulevard North, Athens Avenue, Fiddyment Road). All projects shall comply with the Placer County Street Improvements Ordinance by constructing the required frontage improvements and providing ultimate planned right-of-way dedications to the County. Except as otherwise provided in design guidelines for approved specific plans, this will include compliance with applicable provisions of the Sunset Area Corridor Design Standards and Guidelines, the Placer County Design Guidelines Manual and Landscape Design Guidelines, and the Placer County Land Development Manual, including the Placer County General Specifications and Engineering Design Details. Such design shall include appropriate buffering (e.g., distance, sound walls, fencing, and landscaping) between sensitive uses, such as residential uses, and the key transportation corridors listed above.
- Policy LU/ED-3.2: Environmentally Responsive Design. The County shall encourage buildings and sites to be designed in a manner that blends with existing natural conditions, including site topography, existing woodland vegetation, wetlands, stream channels, and other natural features. Where existing

resources are preserved by other policies and programs, adjacent buildings and other improved areas shall be designed in harmony with the preserved area and shall not seek to replace or dominate those resources.

- Policy LU/ED-3.4: Land Alteration. The County shall require that new discretionary development comply with the Placer County Grading Ordinance as well as incorporate sound soil conservation practices and minimize land alterations. Land alterations should comply with the following guidelines:
 - a. Limit cuts and fills
 - b. Limit grading to the smallest practical area of land
 - c. Limit land disturbance and grading activities to the shortest practical amount of time
 - d. Replant and stabilize graded areas to ensure establishment of plant cover before the next rainy season
 - e. Create grading contours that blend with the natural contours onsite or with contours on property immediately adjacent to the area of development
- Policy LU/ED-3.8: Landscaping. The County shall require industrial, commercial, and office projects incorporate landscaping into site design for all areas not covered by hardscaping. All development projects shall include a substantial amount of landscaping along frontages adjacent to public rights-of-way, and perimeter landscaping for screening of parking lots, loading docks, and yard areas. Where appropriate, individual projects shall use a landscape theme that is consistent throughout the development area (e.g., within a thematic district, master planned project, or specific plan). All landscaping shall comply with the requirements of the Water Efficient Landscape Ordinance, including use of native species that are drought-resistant.

Eco-Industrial

Goal LU/ED-6: To support the Western Placer Waste Management Authority's efforts to diversify and expand its operations while protecting the viability of its facilities.

- Policy LU/ED-6.1: Innovation/Research and Development. The County shall support WPWMA initiatives to establish industrial and manufacturing uses focused on alternative waste-to-energy technologies, recovery and reuse of materials, solid waste-related research and development, and related advanced manufacturing. This includes efforts to collaborate with nearby universities to advance state-of-the-art approaches to these activities.
- Policy LU/ED-6.2: Land Use Changes near WPWMA Facilities. When considering land use changes near the Western Regional Sanitary Landfill (WRSL) and the WPWMA material recovery facility (MRF) operation, the County shall consider the regional value of these solid waste facilities and operations. To protect these facilities and operations from incompatible encroachment, as well as to protect new uses from nuisances generated by the landfill and MRF, new development shall be reviewed and approved on a project-by-project basis, considering proximity to the active operation of these facilities and predicated on the new development's ability to comply with the standards specified in Table 1-3 of this Plan.
- Policy LU/ED-6.3: WPWMA Land Use Compatibility. The County shall encourage businesses that are compatible with WPWMA land uses, such as businesses focused on the collection and conversion of waste, including but not limited to recycling, biomass, and production of organics for composting and mulching to be located in the Eco-Industrial District.
- Policy LU/ED-6.4: Composting Materials. The County shall encourage production of composting materials that meet standards to be used for applications such as landscaping and rural lands.

Sunset Area Plan Residential Buffer

The Sunset Area Plan established a buffer area that restricts residential development within 2,000 feet of WPWMA-owned properties. This buffer distance was reduced from a 1-mile buffer requirement for residential uses that was included in Placer County General Plan Policy 4.G.11. The Sunset Area Plan Final Environmental Impact Report (EIR) concluded that this reduction in the buffer requirement could result in land-use incompatibility because of residential development occurring closer to the WRS� in areas that would otherwise remain undeveloped under the General Plan residential buffer policy. The Final EIR stated that, based on a review of existing data regarding nuisance complaints from residents beyond 1 mile, it would be expected that new residents and users within the project area would complain about odor from the WRS� and that the number of complaints lodged about nuisance odors would increase. Impacts relative to consistency and compatibility of proposed residential land uses in the Sunset Area Plan with the WRS� were identified as potentially significant.

Mitigation measures were identified for specific plans, master plans, or development agreements approved within the Sunset Area Plan to reduce these land-use compatibility impacts. These mitigation measures included locating air intakes on the sides of the buildings most distant from the WRS�, requiring air filtration that exceeds Title 24 standards, requiring landscape buffer zones on all land uses adjacent to the WRS�, installing sound walls or other solid vertical structures between residences and the WRS�, and requiring written disclosures to initial and subsequent buyers, lessees, and renters.

The Sunset Area Plan Final EIR (Placer County 2019c) concludes that, although these mitigation measures would aid in increasing land-use compatibility, they would not eliminate the impact. The Final EIR therefore concludes that this impact would remain significant and unavoidable.

Sunset Area Plan Environmental Protection Policies

The Sunset Area Plan Final EIR (Placer County 2019c) describes the Sunset Area Plan policies specifically designed to protect environmental resources. Many of these policies require consistency with the requirements of the Placer County Conservation Plan. These policies are identified in this EIR at Chapter 7, Biological Resources. Other environmental protection policies identified in Chapter 7 address buffers around sensitive habitat. Additional policies and the chapter of this EIR in which they are discussed are as follows:

- Chapter 6, Air Quality and Odors: Required dust-control plans, required use of best available control technologies to control construction exhaust emissions, vehicle trip-reduction strategies, and vehicle idling restrictions
- Chapter 8, Cultural and Tribal Resources: Identification and protection of significant cultural resources, including archaeological and historical resources
- Chapter 9, Geology, Soils, and Paleontology: Identification and protection of paleontological resources
- Chapter 12, Hydrology and Water Quality: Grading restrictions during rainy seasons, inclusion of best management practices to protect water quality
- Chapter 14, Noise: Broadening of noise policy to emphasize potential conflicts between residential and nonresidential uses
- Chapter 17, Utilities and Energy: Evaluates consumption of energy resources

13.4 Impact Analysis and Mitigation Measures

13.4.1 Thresholds of Significance

The thresholds of significance for assessing impacts come from the California Environmental Quality Act (CEQA) Environmental Checklist. For land use and planning, the CEQA Checklist asks whether the project would:

- Physically divide an established community?
- Cause a significant environmental impact as a result of a conflict with any land-use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect?

13.4.2 Impact Analysis

This section describes the land-use and planning impacts associated with the two plan concepts.

IMPACT 13-1	Physically Divide an Established Community. The proposed project is located on WPWMA-owned land designated for Public/Quasi-Public uses. The project site is located within a rural area and would not physically divide an established community. Therefore, there would be no impact .
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Plan Concept 1

The proposed project is located in a rural, undeveloped area of unincorporated Placer County. An established community, the Lincoln Crossing subdivision is located approximately 2 miles northeast of the eastern property's northern boundary. The nearest established community, the Blue Oaks subdivision, is located one mile south of the eastern property's southern boundary. Although the proposed project would be situated between these two communities, they are located in different cities: Lincoln Crossing in the City of Lincoln and Blue Oaks in the City of Roseville. In addition, the existing and proposed uses at the site would be consistent with the site's Eco-Industrial land use and zoning designations. Therefore, the proposed project would not physically divide these established communities. Additionally, the Sunset Area Plan assumes the project site would be developed with the types of uses specifically identified in Plan Concept 1. Therefore, there would be no impact.

Plan Concept 2

Impacts related the physical division of an established community as a result of implementation of Plan Concept 2 would be the same as described for Plan Concept 1.

IMPACT 13-2	Consistency with Land-Use Plans and Policies. The proposed project is consistent with the site's land use and zoning designations, as identified in the Sunset Area Plan. The proposed project would not conflict with the goals and policies included in the Sunset Area Plan that have been adopted for the purpose of avoiding or mitigating an environmental effect. Therefore, there would be no impact .
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Plan Concept 1

The Sunset Area Plan is the primary plan governing land use for the project area. As noted in Section 13.2, the proposed project would be located on lands both designated and zoned for Eco-Industrial use, which

explicitly includes solid waste management and related practices and processes, as well as specific industrial and manufacturing uses. The Sunset Area Plan also includes numerous goals and policies adopted with the intention of avoiding or mitigating adverse environmental impacts, including effects to Air Quality, Biological Resources, Cultural Resources, Geology and Soils, Hydrology and Water Quality, Noise, and Energy. These goals and policies are discussed within the regulatory sections of this EIR in Chapters 6, 7, 8, 9, 12, 14, and 17, respectively. The proposed project would not conflict with these environmental protection policies and would further employ design, construction, and operations best practices to support these policies. The project design would be informed by Policies LU/ED-3.1, LU/ED-3.2, LU/ED-3.4, and LU/ED-3.8 related to High-Quality Design, Environmentally Responsive Design, Land Alteration, and Landscaping, respectively. Also, because the project would not include the development of new residential uses and would not expand beyond the site's long-established boundary, it would not contribute to the significant and unavoidable land-use compatibility impact identified in the Sunset Area Plan EIR associated with reducing the 1-mile buffer requirement for residential uses included in Placer County General Plan Policy 4.G.11. As such, Plan Concept 1 would not conflict with the goals and policies included in the Sunset Area Plan that have been adopted for the purpose of avoiding or mitigating an environmental effect, and there would be no impact.

Plan Concept 2

Impacts related to consistency with existing land-use plans, policies, and regulations as a result of implementation of Plan Concept 2 would be the same as described for Plan Concept 1.

13.5 References

Beacon Economics. 2018. *South Placer County Workforce Housing Needs Assessment*. February.

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