

CHAPTER ONE:

Land Use

This chapter provides an overview of existing land use conditions and the current land use regulatory framework. The analysis summary includes a description of the regional context, a description of existing land use, an overview of opportunity and constraints, a listing of the largest landowners, and an overview of the plans that provide a planning context for the corridor within the Planning Area.

REGIONAL CONTEXT

Over the past 30 years, Citrus Heights has evolved from a relatively small community of approximately 30,000 people (in 1970) on the periphery of the Sacramento Metropolitan Area to a nearly built-out urban center of approximately 90,000 people in the middle of the Sacramento Metropolitan Area. Citrus Heights and Auburn Boulevard are now surrounded by major employment centers, such as Folsom and Roseville, and major shopping areas, such as Sunrise, Greenback, Galleria, and Madison. The stretch of I-80 at its intersection with Auburn Boulevard is one of the most heavily traveled commuter corridors in the region.

Population in the six-county Metropolitan Area is expected to grow by almost a million people, an increase of about 50 percent, between 2000 and 2025. Sacramento County is expected to have a more modest gain of approximately 475,000 (39 percent increase), while Placer County will experience a relatively high increase of 75 percent. During the same period, employment is expected to increase by about half a million, a 60 percent increase. This job growth is expected primarily in downtown Sacramento, South Placer County (Roseville and Rocklin), and the U.S. 50 Corridor (West Sacramento, Rancho Cordova, and Folsom/West El Dorado County). Table 1-1 shows population, housing, and employment projections for the entire region. Figure 1-1 illustrates the geographic location of both housing and job growth for the entire region.



Auburn Boulevard is in the middle of one of the fastest growing areas in the entire West Coast.

**FIGURE 1-1
REGIONAL HOUSING AND EMPLOYMENT GROWTH, 2000-
2025**

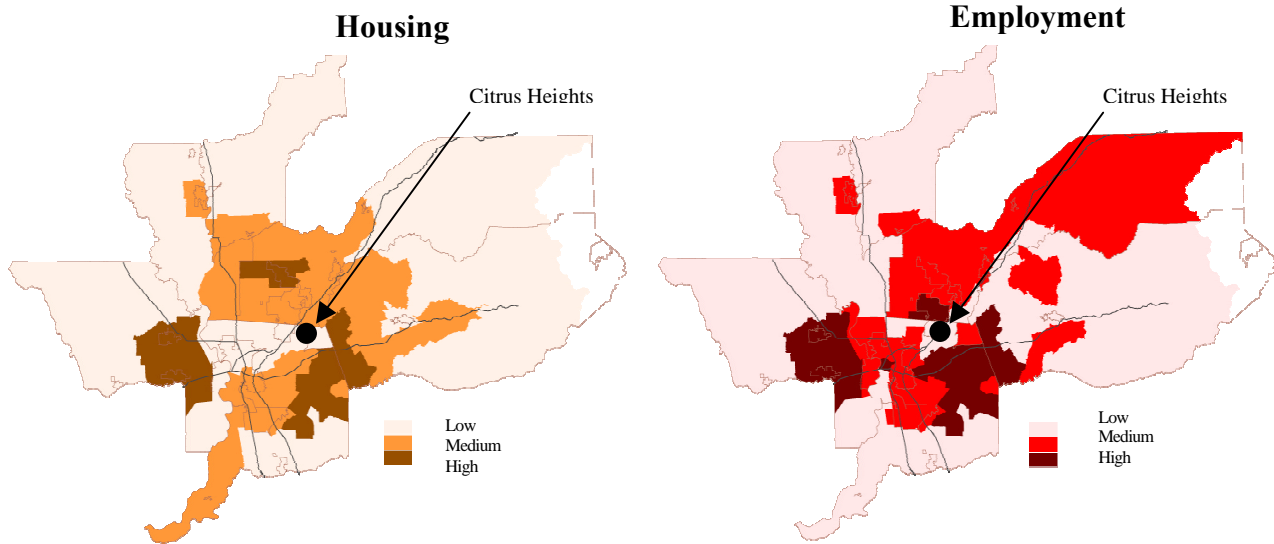


TABLE 1-1

REGIONAL GROWTH (2000-2025)

Counties	2000	2025	Increase 2000-25	% Increase 2000-25
Population				
El Dorado	124,910	194,415	69,505	56%
Placer	237,145	415,335	178,190	75%
Sacramento	1,218,860	1,695,498	476,638	39%
Sutter	78,510	134,700	56,190	72%
Yolo	165,220	266,325	101,105	61%
Yuba	61,530	107,950	46,420	75%
6-County Total	1,886,175	2,814,223	928,048	49%
Housing				
El Dorado	51,444	78,620	27,176	53%
Placer	98,730	175,039	76,309	77%
Sacramento	473,211	662,004	188,793	40%
Sutter	29,077	50,096	21,019	72%
Yolo	62,198	100,004	37,806	61%
Yuba	23,340	40,839	17,499	75%
6-County Total	738,000	1,106,602	368,602	50%
Employment				
El Dorado	31,917	63,096	31,179	98%
Placer	114,812	227,510	112,698	98%
Sacramento	561,728	814,220	252,492	45%
Sutter	24,600	45,145	20,545	84%
Yolo	93,367	172,064	78,697	84%
Yuba	23,723	39,241	15,518	65%
6-County Total	850,147	1,361,276	511,129	60%

Source: SACOG, 2002

Roseville

The city of Roseville and the Placer County line borders Citrus Heights on the north. The last half block of the Auburn Boulevard corridor and the I-80/Auburn Boulevard interchange lie within Roseville's city limits.

The city of Roseville has evolved from a "bedroom community" in the 1970s to an emerging urban center with a mix of residential and employment uses. The city is attracting a significant amount of non-residential growth including commercial, office, and industrial development. Roseville, along with the remainder of the south Placer/Sacramento region, will continue to be the focus of significant development activity through the year 2010 and beyond. This growth will have a large impact on the Auburn Boulevard planning area's future in terms of both economic and traffic impacts.

In 1992, the City of Roseville adopted a comprehensive General Plan. The General Plan's planning area covers 30.92 square miles of incorporated land as well as an additional 4,630 acres, which make up the City's sphere of influence. Within the city limits are six subareas that the City has planned for urban development. These include the central core of Roseville (which abuts the city of Citrus Heights to the north), Southeast Roseville Specific Plan area, Northeast Roseville Specific Plan area, North Central Roseville Specific Plan area, Northwest Roseville Specific Plan area, and North Industrial Area.

The central core of Roseville, which is just north of the Planning Area, would have the greatest influence on the Auburn Boulevard Specific Plan Planning Area. Most of the land in Roseville within a half mile of the northern Planning Area boundary has a designation that is similar in nature to that of the Auburn Boulevard corridor. All of the land located between the Placer County line and I-80 is designated as Community Commercial (CC). The area on the north side of I-80, where Auburn Boulevard turns into Riverside avenue and intersects with Cirby Way, is also surrounded by land designated as Community Commercial. The only other designation south of Cirby Way and within a thousand feet of the Boulevard is Low Density Residential - 4.5 units per gross acres (LDR 4.5) and Low Density Residential - 4.9 units per gross acres (LDR 4.9).





Auto-related stores are a common use along Auburn Boulevard.

EXISTING LAND USE

The Auburn Boulevard Specific Plan Planning Area consists mainly of service commercial uses with a few scattered sites of retail, business professional, automobile-related commercial uses, and one industrial use, all surrounded by single family and multi-family dwelling units. The planning area also has a significant amount of institutional and park land. Table 1-2 shows the number of parcels and acreage by land use category, and Figure 1-2 shows the distribution of these land uses.

TABLE 1-2

EXISTING LAND USE

Land Use Type	# of Parcels	Acreage	Percentage
Single Family Residential	668	197.87	42.70%
Apartments	13	39.47	8.52%
Mobilehomes	3	11.45	2.47%
Retail/Service Commercial	81	69.27	14.95%
Automotive-Related Commercial	26	15.09	3.26%
Professional Office	8	9.54	2.06%
Industrial	1	1.68	0.36%
Institutional	5	46.42	10.02%
Parks and Recreation	3	47.27	10.20%
Vacant	59	25.32	5.47%
TOTAL	867	463.39	100.00%

Source: City of Citrus Heights GIS database, 2003

Commercial Land Use

Commercial land use along Auburn Boulevard consists mainly of service commercial uses with a few scattered sites of professional office and retail uses. Commercial areas along Auburn Boulevard still reflect the road's former role as State Highway 40. Many buildings along the corridor date to the Highway 40 days and are now physically obsolete and poorly maintained.

In terms of land use and lot configurations, Auburn Boulevard has two distinct commercial land use areas — the west side and east side of Auburn Boulevard. Commercial land use on the northwest side is characterized by a few large shopping center sites on large lots and an ample amount of parking that has little or no landscaping. Businesses include a variety of types including mostly service commercial (e.g., automobile services, restaurants, banks) but with some retail (e.g., K-mart) north of Antelope Road and professional office (near Pratt Avenue and Auburn Oaks Court). Between Rollingwood Boulevard and Grand Oaks Boulevard is the Grand Oaks shopping center, which consists primarily of service commercial uses with some retail and vacant

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store fronts. Commercial areas on the west side tend to be newer than those on the east side. The commercial area is largely built out with only a few vacant parcels.

The east side of Auburn Boulevard is characterized mainly by stand-alone businesses located on smaller lots. Many of these uses are small strip centers mixed in with freestanding buildings. Most of these lots have unusual lot configurations and building setbacks that sometimes limit their function and accessibility. Uses along this stretch of Auburn Boulevard consist of a mixture of retail, service, and professional office uses. Businesses are predominantly made up of automobile services but also include restaurants, liquor stores, coffee shops, bakeries, cleaners, and martial arts studios.

Residential Land Use

Residential uses surround the commercial areas on both sides of Auburn Boulevard and in some areas (e.g., just north of Sandalwood Drive and north of Sycamore Drive), directly front on Auburn Boulevard. Similar to commercial land uses, the residential neighborhoods have different characters on each side of Auburn Boulevard.

On the west side of Auburn Boulevard, residential land use consists of conventional tract subdivisions built in the late 1950s, 60s, and early 70s, and are characterized by a combination of straight, curvilinear, and cul-de-sacs. All of these single family neighborhoods have paved streets, curbs, gutters, and sidewalks and are fully built out. There is also a significant amount of medium and high density housing that consists of mobile home (just south of Antelope) and two-story, garden-style apartments (located at Auburn Oaks Court).

The residential development on the east side of Auburn Boulevard is remarkably different from the subdivisions on the west side. The east side neighborhoods consist of large rectangular lots with narrow streets (some of which are unpaved) and lack curbs, gutters, and sidewalks. These neighborhoods have a very low density, giving it a rural atmosphere. The houses were built primarily in the 1920s, 30s, and 40s. However, there has been a trend of people moving from Roseville to this area of Citrus Heights because of its convenient location and relatively cheap land. In some cases, newcomers are buying large lots, tearing down the small existing home, and building a large new home. There is still some remaining single family dwelling unit development potential, since there are over 32 lots that remain vacant.



Office commercial on the corner of Auburn Boulevard and Twin Oaks Avenue.



Residential development on the west side of Auburn Boulevard.



The residential character of the eastern side of Auburn Boulevard is significantly different than that of the west side.

The east side also has multi-family dwelling units (i.e., apartments) located both directly on Auburn Boulevard and behind the commercial land uses. Most of the apartments on the east side are located between Antelope Road and Sycamore Drive and just south of Carleton Lane.



Harris Industrial Gases is the only industrial use along Auburn Boulevard.

Other Land Use

The Auburn Boulevard Specific Plan Planning Area also contains one industrial use (i.e., Harris Industrial Gases), a large 42-acre park (i.e., Rusch Park), and 46 acres of institutional land (i.e., Sylvan Cemetery, Sylvan Middle School, and Citrus Heights Elementary).

OPPORTUNITY AREAS

Opportunities and Constraints

A key aspect of any revitalization effort is identifying opportunities for change and constraints that may impede change. The following is a summary of existing conditions (2002) that present opportunities for development and/or redevelopment or pose a potential constraint to such development/redevelopment. In some cases, a key feature may be both an opportunity and a constraint.

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Opportunities

- ❑ Location near Interstate 80
- ❑ Located in a high-traffic area
- ❑ Infill opportunity on underutilized/vacant land
- ❑ Location adjacent to Roseville
- ❑ Clusters of multi-family residential development (transit opportunities)
- ❑ Large residential lots with attractive surroundings (east side of Auburn Blvd.)
- ❑ Attractive professional office buildings near corner of Auburn Blvd. and Auburn Oaks
- ❑ Large, attractive park
- ❑ Relatively low land values
- ❑ Established commercial address
- ❑ Convenient shopping areas
- ❑ Established businesses
- ❑ Low vacancy rates
- ❑ Ample parking (i.e., K-mart and Grand Oaks)

Constraints

- ❑ Poor housing quality
- ❑ Lack of identity
- ❑ Lack of historic buildings
- ❑ Blighted appearance of existing buildings and vacant lands
- ❑ Lots with irregular form and shape, inadequate size for development, and are in multiple ownership
- ❑ Poor connectivity between commercial lots
- ❑ Excessive parking areas (K-mart and Grand Oaks)
- ❑ Poor circulation
- ❑ Traffic and pedestrian safety issues
- ❑ Floodplain constraints (i.e., Cripple Creek)
- ❑ Poor streetscape
- ❑ Inefficient use of land
- ❑ Large parcels with little chance of turn-over (i.e., cemetery)
- ❑ Lack of infrastructure (e.g., sidewalks, curbs, gutters)
- ❑ Relatively low land values
- ❑ Obsolete building layout

Areas Susceptible to Change

To identify areas that are most susceptible to change, and can therefore be redeveloped more quickly and efficiently, the Specific Plan Consultants used a GIS database to identify: 1) vacant residential and commercial properties, 2) non-conforming land uses, and 3) underutilized commercial parcels. The Consultants determined underutilized commercial parcels by identifying all parcels where the existing building footprint covered less than 25 percent of the parcel. Figure 1-3 illustrates these parcels. The map shows that there are three main opportunity areas in which there is a large cluster of vacant and underutilized land. These areas include the Sylvan Corners area, around Rusch Park (including Grand Oaks Shopping Center), the section between Auburn Oaks Court/Twin Oaks Avenue, and the city limits to the north.



Auburn Boulevard is largely built out but also has several vacant and underutilized lots.

LAND OWNERSHIP

Public Ownership

The largest land holdings within the Planning Area are under public ownership. Nearly 96 acres of land or 20 percent of the total land area are under public ownership (see Table 1-3). Nearly all of this land is owned by the Sunrise Recreation and Park District, the San Juan Unified School District, and the Sylvan Cemetery District. The Sunrise Recreation and Park District owns and operates the 47-acre Rusch Park, which is the largest parcel within the Planning Area. Figure 1-4 shows the location of the four largest public land holdings.



The Sylvan Cemetery District owns approximately 18 acres within the Planning Area.

TABLE 1-3			
LARGEST PUBLIC PROPERTY OWNERS			
Name	Number of Parcels	Square Footage	Acreage
Sunrise Recreation/Park District	2	2,052,156	47.1
San Juan Unified School District	2	1,227,514	28.2
Sylvan Cemetery District	3	794,586	18.2
State of California	1	100,973	2.3
TOTAL	8	4,175,230	95.9

Source: City of Citrus Heights GIS Database, 2002

Private Ownership

Table 1-3 below shows a fairly dispersed pattern of private ownership within the Auburn Boulevard Specific Plan Planning Area, with very few landowners owning more than one parcel or a significant amount of acreage. The largest private property owner, the K-Mart Corporation, owns seven acres near the northwestern edge of the Planning Area. The table shows that the top eight landowners own less than 10 percent of the land within the Planning Area. Figure 1-4 shows the location of the largest landowners with property that fronts directly on Auburn Boulevard.

TABLE 1-4

**LARGEST PRIVATE PROPERTY OWNERS
> 3 ACRES**

Name	# of Parcels	Square Footage	Acreage
Corp Property Assoc. 10 Inc (K-Mart Corp)	1	302,990	7.0
Gregory and Seta Tcherkoyan	1	155,506	3.6
Sanford F Pelz Revocable Trust	2	180,481	4.1
Fireside Lanes Venture	1	140,118	3.2
Anton J/Illham Saca Revocable Trust	1	139,406	3.2
Thelma C Gretzinger Revocable Living Trust/Etal	1	138,432	3.2
Sylvia J/Thomas Lamb	1	137,402	3.2
TOTAL	8	1,197,900	27.5

Source: Metro Scan, 2002.

GENERAL PLAN

The City of Citrus Heights adopted their first General Plan in November 2000. The General Plan includes a total of nine residential, commercial, industrial, and other land use designations to the depict the types of land uses that will be allowed in the General Plan. Within the Specific Plan Planning Area, seven out of nine general plan designations are represented. The General Plan describes these seven designations as follows:

Low Density Residential: This designation provides for single family detached homes, secondary residential units, public and quasi-public uses, and similar and compatible uses. Residential densities shall be in the range of 1-8 units per net acre. The Floor Area Ratio (FAR) for nonresidential uses shall not exceed 0.5.

Medium Density Residential: This designation provides for single family detached and attached homes. Duplexes, triplexes, fourplexes, multi-family residential units, group quarters, public and quasi-public uses, and similar and compatible uses. Residential densities shall be in the range of 9-20 units per acre. The FAR for nonresidential uses shall not exceed 0.5.

High Density Residential: This designation provides for single family attached homes, multi-family residential units, group quarters, public and quasi-public uses, and similar and compatible uses. Residential densities shall be in the range of 21-30 units per net acre. The FAR for nonresidential uses shall not exceed 0.5.

General Commercial: This designation provides for retail uses, services, restaurants, professional and administrative offices, hotels and motels, mixed-use projects, multi-family residences, public and quasi-public uses, and similar and compatible uses. The FAR for residential and nonresidential uses shall not exceed 0.6. Residential densities shall not exceed 20 units per net acre.

Business Professional: This designation provides for office uses, including uses supportive of offices, public and quasi-public uses, and similar and compatible uses. The FAR shall not exceed 0.5.

Open Space: This designation provides for outdoor recreational uses, habitat protection, agriculture, drainage features, public and quasi-public uses, and other areas typically limited for human occupation due to public health and safety features such as floodways or unstable soils or environmentally-sensitive features. The FAR shall not exceed 0.1.

Public: This designation applies to public and quasi-public facilities such as schools, hospitals, libraries, government offices, religious places of worship, meeting halls, and similar and compatible uses. The FAR shall not exceed 0.5.

Table 1-5 below describes each land use designation in terms of corresponding zoning and development standards.

TABLE 1-5

**GENERAL PLAN LAND USE DESIGNATIONS
Auburn Boulevard Specific Plan Planning Area**

General Plan Land Use Designation	Corresponding Zoning Districts (as of June 2000)	Residential Density (units/acre)	Maximum FAR
Low Density Residential	RD-1, RD-2, RD-3, RD-4, RD-5, RD-7, SPA	1-8	0.4
Medium Density Residential	RD-10, RD-15, RD-20 MH (Mobile Homes), SPA	9-20	0.5
High Density Residential	RD-30, SPA	21-30	0.5
General Commercial	AC (Auto Commercial) GC (General Commercial) LC (Limited Commercial) SC (Shopping Center) SPA (Special Planning Area)	1-20	0.6
Business Professional	BP (Business Professional) SPA (Special Planning Area)	--	0.5
Open Space	CR (Commercial Recreation) SPA (Special Planning Area) O (Recreation)	--	0.1
Public	O	--	0.5

Source: City of Citrus Heights General Plan, 2000

Table 1-6 summarizes the number of parcels and amount of acreage under each land use designation within the planning area. Residential land use designations predominate, covering nearly 260 acres. Commercial land use designations cover the second highest amount of acreage with 112 acres. The Open Space (OS) and Public (P) designations make up the rest of the planning area with 47 acres and 46 acres, respectively.

TABLE 1-6				
GENERAL PLAN ACREAGE				
Auburn Boulevard Specific Plan Planning Area				
General Plan Designation		Number of Parcels	Acreage	Percentage
Residential				
LDR	Low Density Residential (1-8 units/acre)	597	186.4	40.2%
MDR	Medium Density Residential (8-20 units/acre)	116	53.83	11.6%
HDR	High Density Residential (20-30 units/acre)	2	17.3	3.7%
<i>Subtotal</i>		<i>715</i>	<i>257.53</i>	<i>55.5%</i>
Commercial				
BP	Business Profession	2	1.7	0.3%
GC	General Commercial	155	110.4	23.8%
<i>Subtotal</i>		<i>157</i>	<i>112.1</i>	<i>24.1%</i>
Other				
OS	Open Space	3	47.3	10.2%
P	Public	6	46.7	10.0%
<i>Subtotal</i>		<i>9</i>	<i>94.0</i>	<i>20.2%</i>
TOTAL		881	463.6	100.0%

Source: City of Citrus Heights GIS database, January 2003

ZONING

The General Plan land use designations are implemented through zoning. The City is currently (2003) using the Zoning Ordinance it inherited from Sacramento County when it incorporated in 1997. The City has begun an update of the Zoning Ordinance to ensure consistency with the City's 2000 General Plan and to incorporate modern development standards.

The following table summarizes the number of parcels and amount of acreage under each zoning district within the planning area. Residential zoning districts are the largest zoning districts with nearly 300 acres. Among residential districts, nearly two thirds is zoned for Residential 5 (RD 5). Commercial zoning districts have the second highest amount of acreage with 103 acres. The Special Planning Area (SPA) and Recreation (O) districts make up the rest of the planning area with 17 acres and 47 acres, respectively.

When comparing the land use designation totals with the zoning district totals, there appears to be a discrepancy in the amount of land designated/zoned for each use type. This suggests there are some inconsistencies between the General Plan and Zoning Ordinance. However, these issues will be at a later date.

TABLE 1-7

ZONING ACREAGE

Auburn Boulevard Specific Plan Planning Area

Zoning Districts		Number of Parcels	Acreage
Residential			
RD 2	Residential 2	5	46.42
RD 5	Residential 5	614	194.46
RD 10	Residential 10	36	7.09
RD 20	Residential 20	57	17.88
RD 30	Residential 30	10	21.17
MH	Mobilehome Park	3	9.81
<i>Subtotal</i>		<i>725</i>	<i>296.83</i>
Commercial			
AC	Auto Commercial	2	1.01
BP	Business and Professional Office	12	10.52
GC	General Commercial	98	51.57
LC	Limited Commercial	24	15.54
SC	Shopping Center	13	24.49
<i>Subtotal</i>		<i>149</i>	<i>103.13</i>
Other			
SPA	Special Planning Area	10	17.05
O	Recreation	3	47.27
<i>Subtotal</i>		<i>13</i>	<i>64.32</i>
TOTAL		887	464.28

Source: City of Citrus Heights GIS Database, 2002

REDEVELOPMENT PLAN

The City of Citrus Heights Community Redevelopment Agency in 1998 adopted a redevelopment plan entitled “Redevelopment Plan for the Citrus Heights Commercial Redevelopment Project Area.” The Plan covers 557.5 acres including the Greenback Lane and Auburn Boulevard commercial corridors as well as part of the Sylvan Corners right of way. Figure 1-5 shows the redevelopment project area boundaries within the Auburn Boulevard Specific Plan Planning Area. The Redevelopment Plan area covers 112 acres and 133 commercial and residential parcels within the Specific Plan Planning Area. The City is currently (February 2003) preparing the Five-Year Implementation Plan.

As part of the Redevelopment Plan, the City conducted a building conditions survey for the entire Redevelopment Project Area. The survey found that along the northern section of Auburn Boulevard and the western section of Greenback numerous structures require moderate or extensive rehabilitation, are dilapidated and require almost total rehabilitation, or are suffering from deferred maintenance. The conditions are the result of a combination of physical factors including: physical decay of building components,



There are several properties along Auburn Boulevard that are showing signs of blight.

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defective or obsolete design, usage or design alteration, poor parcelization, and shifting and incompatible land uses, as well as economic decline of existing uses and deteriorating social conditions which may be present in adjacent residential neighborhoods.



A vacant site at the corner of Auburn Boulevard and Sycamore Drive.

The City also surveyed site or parcel conditions for the entire Redevelopment Plan Project Area in conjunction with building conditions. This included surveying the condition of driveways, walkways, ground cover, parking/loading area, fencing, and retaining walls. Although site conditions did not appear to be a significant blighting influence, over half of the parcels surveyed in the project area require clean up to some degree. Open spaces such as vacant or parking lots, which typically are vulnerable to dumping and accumulated trash, had the highest percentage of litter.

The field survey of the Project Area also revealed that a substantial portion of the parcels are subdivided lots of irregular form and shape, have inadequate size for development, and are in multiple ownership. Figure 1-5 shows these lots that are within the Auburn Boulevard Specific Plan Planning Area.

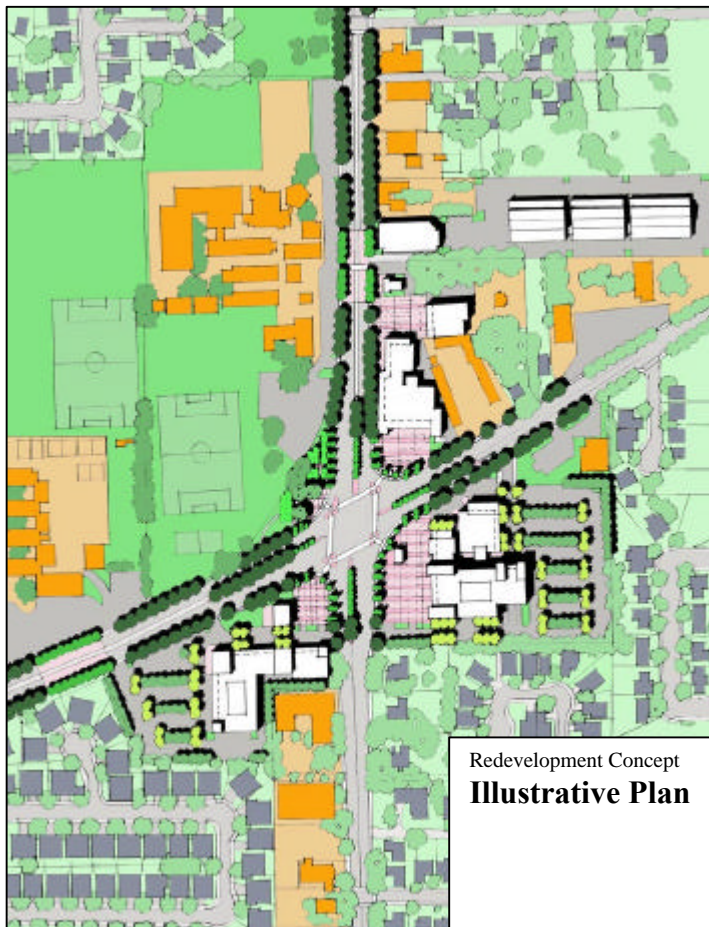
SYLVAN CORNERS REDEVELOPMENT CONCEPT PLAN

In August 2001, the City adopted the Sylvan Corners Redevelopment Concept Plan. This Plan is being incorporated in the Auburn Boulevard Specific Plan to ensure consistency between the two plans.

Sylvan Corners encompasses over 21.5 acres. Ownership within this area is fragmented among 25 owners. Sylvan Corners is the oldest commercial district in Citrus Heights. The existing development pattern includes a mix of odd-shaped parcels, older commercial and residential structures, schools, and vacant land.



The Sylvan Corners Redevelopment Concept Plan covers the southern end of the Specific Plan Planning Area.



The Sylvan Corners Redevelopment Concept Plan is a strategic and action-oriented program for improving the area's image and commercial competitiveness. It defines market opportunities, urban design concepts, streetscape design, and other related image enhancement elements. The Plan includes an action element that outlines public and private activities necessary to meet the community's objectives for this important traditional Citrus Heights address. The City will eventually rezone properties within this area to ensure consistency with the Concept Plan and General Plan.

The Sylvan Corners Redevelopment Concept Plan has a three-phase action plan that will extend over a 7–10 year period. This includes actions by the City, Redevelopment Agency, and private property owners. The Redevelopment Concept Plan identifies reinvestment priorities, phasing, funding activities, business recruitment and organizational activities. The overall phasing and sequencing strategies are as follows:

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Phase One (2001–2003)

The first phase of projects emphasizes implementation of the intersection project and related parking lot replacement and enhancements. It includes facade improvements on Blocks 26 and 27, initiating recruitment of major tenants and development of Block 28, and preparing a specific plan for Auburn Boulevard.

Phase Two (2004–2006)

The second phase of activities stresses preparing engineering and design documents for the Auburn Boulevard roadway project, redevelopment projects in Block 26, facade improvements in Blocks 26 and 27, and formation of the Auburn Boulevard PBID.

Phase Three (2007–2009)

The third phase of activities includes implementing the Auburn Boulevard roadway project and redevelopment projects in Block 27.

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