

Amending the Land Use Diagram

GOAL: Accommodate land use proposals which are in the interest of the public health, safety, and welfare of the residents of Sacramento County.

Objective: Administrative procedures to amend the General Plan Land Use Diagram.

Intent: The Land Use Element, like the other elements of the General Plan, affects both current and future generations. To remain effective in addressing changes in local trends and conditions that occur during the designated planning period, the Land Use Element must be amendable. Therefore, the Planning Department shall monitor the conditions and needs of the unincorporated area during the planning period and will amend the Land Use Diagram as changes in local trends and conditions dictate.

Amendments may be initiated by the Board of Supervisors, the Planning Commission or private individuals. State Law (Government Code Section 65358(b)) limits amendments to the Land Use Diagram and each mandatory element of the General Plan to four amendments per calendar year. Any number of changes can be made to an element, including the Land Use Diagram, and be considered one amendment.

Policies:

LU-119 The County shall only accept applications to expand the UPA or initiate an expansion of the UPA or any Master Plan processes outside of the existing UPA if the Board finds that the proposal meets the following:

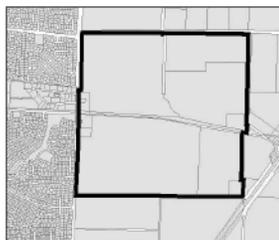
- *Parallel processes to expand UPA and prepare Master Plans:* Proposed additions to the UPA will only be considered when accompanied by a request to initiate a Master Plan process for all land encompassed by the proposed UPA expansion boundary. Likewise, requests to initiate a Master Plan process outside the UPA will only be considered when accompanied by a request to expand the UPA to include all land encompassed by the proposed Master Plan.²⁶
- *Project Justification Statement and Outreach Plan:* Proposed UPA expansions/Master Plan processes must be accompanied by both a “Justification Statement” and an “Outreach Plan”. The Justification Statement shall be a comprehensive explanation of the proposed request and the development it would allow. It must include background information, reasoning, and the goal(s) and benefits of the proposed project. The Outreach Plan shall describe how the project proponent plans to inform and engage neighbors and members of the general public about the proposed UPA expansion and project.

²⁶ A “Master Plan” is defined as a plan that meets the requirements and intent of the Specific Plan statutes contained in Government Code §65450-65457, which requires a land use plan, a circulation plan, an infrastructure plan, and implementation measures. The requirement for a “Master Plan” might be fulfilled by a variety of planning tools, including a Specific Plan, a Community Plan, a Special Planning Area, a development agreement, or any combination thereof.

- *Proximity to existing urbanized areas:* Proposed UPA expansions/Master Plan processes must have significant borders that are adjacent to the existing UPA or a city boundary. As a guideline, “significant borders” generally means that the length of the boundary between the existing UPA or city boundary and the proposed UPA expansion/Master Plan should be 25 percent of the length of the boundary of the UPA expansion area.
- *Logical, comprehensive, and cohesive planning boundaries:* Proposed UPA expansions/Master Plan processes must consist of a contiguous set of parcels that have a regular outside boundary consistent with the logical planning boundary illustrations below. All parcels within this boundary must be included in both the proposed UPA expansion and proposed Master Plan area.



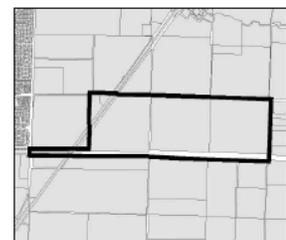
Example of logical planning boundary.



Example of logical planning boundary.



Example of illogical planning boundary.



Example of illogical planning boundary.

LU-120 The County shall only consider approval of a proposed UPA expansion and/or Master Plan outside of the existing UPA if the Board finds that the proposed project is planned and will be built in a manner that:²⁷

- meets all of the requirements per PC-1 through PC-10, and;
- meets ONE of two alternative performance metrics:
 - *Alternative #1- Criteria-Based*
 - *Alternative #2 - VMT/ Greenhouse Gas Emissions Reduction Metric*

PC-1. Vision for connection to other adjacent existing and potential future development areas.

Required: Include a vision of how the development will connect to other adjacent existing and potential future development areas within the USB, including how roadways, transit, sewer, and water could occur within all adjacent areas.

²⁷ Some areas within a Master Plan may have existing uses that are not likely to change and are appropriate to remain. If the Master Plan designates such areas with a land use category that reflects that existing use, the Board may exclude these areas for purposes of determining consistency with these criteria.

PC-2. Housing choice.

Required: A variety of housing types and densities, including single-family homes, duplexes, triplexes, accessory dwelling units, townhomes, condominiums, apartments and similar multi-family units, in a variety of settings including both residential neighborhoods and mixed use nodes.

PC-3. Quality.

Required: Design guidelines, development standards and/or similar assurances that will require high-quality development consistent with the vision set forth in the Master Plan.

Discussion: The County's General Plan contains numerous policies that address quality of new development, but does not provide specific details regarding how a particular Master Plan will be planned and built to ensure that quality is achieved. Conversely, many of the County's tools used implement the General Plan (such as zoning) provide specific details about how land can be used and developed, but do not necessarily address quality. The Master Plan is the bridge between the broad-based General Plan and fine-grained implementation tools like zoning, making it the ideal context to address the quality of development expected within its boundaries.

Master Plan's should provide specific details regarding the quality envisioned for the project and appropriate standards to ensure that it will be built out over time in a manner that achieves the stated vision. Detailed design guidelines and firm development standards can be excellent tools for creating certainty that quality will be achieved. Elements of quality to be addressed may include:

- Building form, including architectural styling, materials, articulation, orientation, size, massing, etc.
- "Theming" at the neighborhood or community level, including consistent signage, materials, landscaping, and other elements
- Amenities provided beyond those required by law
- The public realm
- Relationship between uses

PC-4. Accommodate the percentage of low and very low income residential units required by state law per the County's current Housing Element based on the Regional Housing Needs Allocation (RHNA).

Required: Accommodate ≥ 90 percent of the obligation per RHNA (currently ~33% of units accommodated in RD-20 or higher).

Discussion: State law (California Government Code Section 65583) requires cities and counties to provide “adequate” sites with appropriate zoning, development standards, infrastructure, and public services to facilitate and encourage the development of a variety of types of housing for all income levels.

State law requires SACOG to periodically adopt a Regional Housing Needs Plan (RHNA) for the six-County region. The RHNA determines each jurisdiction’s “fair share” of the region’s housing needs per a methodology established by state law and approved by the California Department of Housing and Community Development (HCD). The purpose of this is to avoid over-concentration of low-income households in any one community.

As part of periodic Housing Element updates required by state law, the County must create a land inventory that identifies vacant and underutilized land available for residential development within the unincorporated area. This land inventory is used to demonstrate how the County can accommodate its “fair share” of the region’s housing needs as determined by the RHNA, including how it will provide adequate sites for low and very low households. Currently, 37 percent of the units allocated to the County per the RHNA are for low and very low households and must be accommodated on land zoned for 20 dwelling units per net acre (RD-20) or greater.

Requiring Master Plans to be consistent with this criterion ensures that they are contributing their “fair share” of adequate sites toward the County’s overall obligation per state law. It represents the “break even” point where the County’s ability to meet state law neither helped nor hurt by adoption of the Master Plan. If numerous Master Plans were adopted with a considerably lower percentage of its units accommodated on land zoned RD-20 or greater, the County could fall short of adequate sites over time and be forced again to rezone properties in existing communities or planned growth areas, or face other negative consequences such as a moratorium on issuing building permits.

PC-5. Pedestrian- and transit-oriented design.

Required: Pedestrian- and transit-oriented design, including:

- Sidewalks and bike routes along interconnected streets with short block lengths and a high intersection density.
- Prominent pedestrian and bicycle network.
- Few if any cul-de-sacs.
- Pedestrian and bike connections at the ends of all cul-de-sacs unless infeasible due to topography or similar impediments inherent in the project site.

PC-6. Infrastructure Master Plan And Financing Plan

Required: Inclusion of an Infrastructure Master Plan and Financing Plan that include the following:

- The Infrastructure Master Plan shall identify required public facilities and infrastructure (including roads, transit, water, sewer, storm drainage, schools, fire, park, library, and other needed community facilities) and associated costs for the development of the proposed UPA expansion/Master Plan;
- The Financing Plan shall:
 - Include a infrastructure phasing analysis that examines development through buildout taking into consideration potential development activities, facilities requirements and constraints;
 - Identify the phase or timing for when the facilities are needed;
 - Identify the funding mechanisms proposed to pay for the identified infrastructure and facilities;
 - Demonstrate that infrastructure requirements and the associated costs are reasonably balanced throughout each development phase and outline solutions for any potential constraints and/or shortfalls for any given phase.

PC-7. Services Plan

Required: Inclusion of a Services Plan to demonstrate:

- that provision of services to the proposed UPA expansion/Master Plan are cost-neutral to the County's General Fund and existing ratepayers;
- that the operations and maintenance costs stemmed from the required public facilities and infrastructure for the development of the proposed UPA expansion/Master Plan are cost-neutral to the County's General Fund and existing ratepayers, and;
- that existing levels of municipal services will not be negatively impacted by approval and buildout of the proposed UPA expansion/Master Plan.

PC-8. Consistency with County-adopted plans.

Required: Consistency with all applicable County adopted plans not sought to be amended by the proposed project.

PC-9. Consideration of regional planning efforts.

Required: Inclusion of a discussion/analysis of how the proposed UPA expansion/Master Plan relates to broad-based and regional planning efforts, such as SACOG’s adopted Blueprint Vision and Metropolitan Transportation Plan, Sacramento County’s Visioning documents created for the Jackson Highway and Grant Line East Areas, any applicable Habitat Conservation Plan(s), the Sacramento Metropolitan Air Quality Management District’s State Implementation Plan, and Regional Transit’s Master Plan.

PC-10. Consideration of jobs-housing balance.

Required: Inclusion of a discussion/analysis of the proposed UPA expansion/Master Plan’s jobs-housing balance. Master Plans should provide an internal jobs-housing balance and/or improve the jobs housing balance within the project’s vicinity.

Alternative #1 – Criteria-Based

To satisfy this alternative, the Board must find that the proposed project is planned and will be built in a manner that:

- meets all of the requirements per the criteria below, and;
- qualifies for a minimum of 18 points (out of a possible 24) per the criteria below

CB-1. Minimum net density.

Required: Minimum density of at least 7 dwelling units per net acre if using “double net” methodology or 9.3 dwelling units per acre if using “triple net” methodology.

Points:

1. ≥ 8 dwelling units per acre if using “double net” methodology, or ≥ 10.6 dwelling units per acre if using “triple net” methodology.	3 points
2. ≥ 9 dwelling units per net acre if using “double net” methodology, or ≥ 12 dwelling units per acre if using “triple net” methodology.	4 points
3. ≥ 10 dwelling units per net acre if using “double net” methodology, or ≥ 13.3 dwelling units per acre if using “triple net” methodology.	5 points

Discussion and definitions:

Double net density methodology: Double net density shall be calculated by considering land area dedicated exclusively to residential and mixed-use residential areas, **including** land for streets and alleys internal to the residential and mixed use residential areas. All other lands are excluded from this calculation, including streets not internal to the residential or mixed use areas, parks, schools, detention basins, other infrastructure, and services needed to support the development, and non-residential uses such as commercial areas, offices, and open space. This methodology shall be used if the Master Plan does not contain details regarding the location, size and extent of streets internal to residential and mixed use areas. A graphic representation of this methodology is provided below, with blue shading representing the residential and mixed use areas included in the calculation.



Triple net density methodology: Triple net density shall be calculated by considering land area dedicated exclusively to residential and mixed-use residential areas, **excluding** land for streets and alleys internal to the residential and mixed use residential areas. All other lands are excluded from this calculation, including streets not internal to the residential or mixed use areas, parks, schools, detention basins, other infrastructure, and services needed to support the development, and non-residential uses such as commercial areas, offices, and open space. This methodology may only be used if the Master Plan contains sufficient details regarding the location, size and extent of streets internal to residential and mixed use areas. A graphic representation of this methodology is provided below, with blue shading representing the residential and mixed use areas included in the calculation.



Allowable deviations from density calculations: Certain lands may be excluded from the density calculation to allow for larger lot residential development and/or a transitional zone between urban uses within the USB and rural uses beyond, including:

- Land within ¼ mile of the USB, OR;
- Up to 10 % of the net residential acreage.

Definition of “dwelling units”: Dwelling units shall include single family homes, duplex and triplex units, condominium units, townhomes, apartment and multiple-family units, and residential units in mixed use buildings. Residential units in congregate care facilities and in the residential portion of a university may be counted when calculating a master plan’s overall density if the County finds that the Master Plan includes assurances that these units will be built. Each planned accessory unit that is allowed “by right” per the Master Plan’s design guidelines, development standards and zoning will be counted as ½ a dwelling unit.. If the County finds that the Master Plan includes assurances that planned accessory dwelling units will be built to habitable standards and rented or sold to people outside the family resident in the primary unit, they will be counted as one dwelling unit. Hotel rooms and other similar transient housing will not be considered as dwelling units.

CB-2. Proximity of residential units to amenities.

Required: ≥ 80 percent of all residential units located within one mile of at least three of the following existing or planned amenity categories:

- Public elementary, middle, or high school
- Park or recreational facility
- Grocery store, drug store or commercial center
- Office or industrial employment center
- Civic use (e.g. library, post office, community garden, urban farm)
- Preschool, childcare or senior care facility
- Medical offices or facilities

Points:

1. ≥ 85 percent of all units located within one mile of at least three of the amenity categories	2 points
2. ≥ 90 percent of all units located within one mile of at least three of the amenity categories	3 points
3. ≥ 90 percent of all units located within one mile of at least four of the amenity categories	4 points

CB-3. Mixed use.

Required: Include a mixed use designation, overlay, and/or zoning category that allows vertical mixed use by right, provides uninterrupted pedestrian connections, and prohibit barriers between different uses.

Points:

1. At least 5 percent of a Master Plan's developable land zoned for mixed use (horizontal or vertical).	2 points
2. At least 10 percent of a Master Plan's developable land zoned for mixed use (horizontal or vertical).	3 points
3. At least 15 percent of a Master Plan's developable land zoned for mixed use (horizontal or vertical) or assurances that at least 5 percent of the residential units will be located and built within vertically integrated mixed-use buildings.	4 points

Discussion: Mixed use shall be defined as “residential uses and at least one or more different use integrated vertically and/or horizontally in conformance with a coherent plan with significant functional, aesthetic, and physical integration of project components including, but not limited to, pedestrian and vehicle circulation, jointly accessible common areas and shared parking, and shared architectural, landscaping, lighting and signage themes.” Mixed use zoning shall allow vertical mixed use by right, provide uninterrupted pedestrian connections, and prohibit barriers between different uses.

CB-4. Transit.

Required: ≥65 percent of all residential units located within ½ mile of existing or planned transit service, which consists of light rail, streetcars, buses, vanpools and/or shuttles that connects with regional public transit service.

Points:

Proximity

1. ≥70 percent of residential units located within ½ mile of existing or planned transit service	2 points
2. ≥75 percent of residential units located within ½ mile of existing or planned transit service	3 points
3. ≥80 percent of residential units located within ½ mile of existing or planned transit service	4 points

Headways

1. Transit service with headways of 60 minutes or less during peak hours (Monday through Friday from 7-9 a.m. and 4-6 p.m.)	1 points
2. Transit service with headways of 30 minutes or less during peak hours (Monday through Friday from 7-9 a.m. and 4-6 p.m.)	2 points
3. Transit service with headways of 15 minutes or less during peak hours (Monday through Friday from 7-9 a.m. and 4-6 p.m.)	3 points

Discussion: “Planned transit service” shall be defined as service identified in SACOG’s Metropolitan Transportation Plan (MTP), Regional Transit’s (RT) Short Range Transit Plan (SRTP), and/or service to be provided as part of the Master Plan and funded via a secure financial mechanism (example: CSA 10; North Natomas TMA/developer fees). The MTP has a 20+ year planning

horizon and is updated every four years; the SRTP has a 10-year planning horizon and is updated every year. Both the MTP and SRTP must be “financially constrained” in that only those transportation projects and programs for which funding is reasonably expected to be available may be included in the plan. Therefore, there is a high likelihood that transit service identified in these plans will ultimately be provided. Service to be provided as part of a Master Plan and funded via a secure financial mechanism would provide similar assurances that identified service will ultimately be provided.

In contrast, transit service envisioned in RT’s long-range TransitAction Plan cannot be implemented until a significant new revenue source is secured, making such service far more speculative. For example, a new ½ cent sales tax increase would only partially fund transit service envisioned in the TransitAction Plan. Therefore, service(s) identified in the TransitAction Plan and similar visioning documents will not be considered “planned transit service” for purposes of determining consistency with this criterion.

CB-5. Proximity to employment.

Required: Analysis of existing employment/jobs within a five mile radius of the proposed UPA expansion/Master Plan boundary.

Points:

1. <50,000 existing employees/jobs within a 5 mile radius of the proposed project	2 points
2. Between 50,000-100,000 existing employees/jobs within a 5 mile radius of the proposed project	3 points
3. >100,000 existing employees/jobs within a 5 mile radius of the proposed project	4 points

Alternative #2 – Vehicle Miles Travelled (VMT)/Greenhouse Gas (GHG) Emission Metrics

To satisfy this alternative, the Board must find that the proposed project is planned and will be built in a manner that results in:

- ≤14 vehicle miles travelled (VMT) per resident per day (or the equivalent VMT per household per day);

OR

- ≤Equivalent GHG per capita per day from cars, light trucks, and medium trucks (less than 8,500 Gross Vehicle Weight).

Discussion: While consistency with the criteria in Alternative #1 provides a level of certainty that a proposed project will achieve particular outcomes, *measuring* the actual projected outcome(s) of the project is a viable alternative. These projected outcomes can be compared against pre-defined metrics to determine the

project's "performance". VMT and greenhouse gas (GHG) emissions are logical metrics because a project's performance in these areas is directly correlated to the project's ability to achieve the same goals and mandates (relative to air quality, transportation, land use, infrastructure, and GHG emissions) as the criteria in Alternative #1. Additionally, VMT and GHG are very closely related; the mix of vehicles that residents use for their daily travel has a relatively narrow range of GHG emissions per mile traveled. Given the direct correlation between improved VMT and associated reductions in GHG emissions, this alternative directly addresses goals and mandates relative to recent state laws aimed at reducing GHG emissions, including AB 32, SB 375 and SB 97.

VMT is easily measured using standard travel demand analysis methods. Multiple traffic models exist for conducting such analysis. Given the long-range nature of the General Plan and the ever-evolving nature of traffic models, it does not make sense to require use of a specific model to determine compliance with this alternative. However, to ensure that a credible model is employed, the project proponent and County staff (including DERA, DOT, Planning, etc.) will discuss the merits of available models and determine which will be used to determine compliance with this alternative prior to starting the analysis.

The 14 VMT per capita can be translated into a 13 lbs. of GHG per capita by using the same assumptions that SACOG is required to use for calculating SB375 GHG targets. These assumptions are that this travel will use cars, light trucks, and medium trucks (less than 8,500 Gross Vehicle Weight), and that vehicle and fuel improvements are not included. If the technology improvements are included (fuel economy increases and a 10% reduction in the carbon content of gasoline), then the GHG metric would be 8 lbs. of GHG per capita.

- LU-121. The criteria in LU-120 regarding approval of proposed UPA expansions and/or Master Plans outside of the existing UPA should be used as guidelines for any proposed Master Plan within the existing UPA.
- LU-122. The Urban Policy Area is intended to provide an adequate supply of developable land sufficient to accommodate projected growth. The UPA shall also include additional preserve lands to ensure an appropriate supply of open space. It is the policy and intent of the County to evaluate the UPA at a minimum of five year intervals, to determine if an expansion is needed to maintain a constant adequate supply of land.

Guidelines to be considered by the Board in determining the expansion of the Urban Policy Area include:

- Buildout rates by type of use, unit type and density for the previous 5-year period.
- Infill trends and opportunities.