

# General Plan

# Land Use Element

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**County of Sacramento**

Office of Planning and Environmental Review



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**SACRAMENTO COUNTY GENERAL PLAN  
LAND USE ELEMENT**

SECTION I

ELEMENT INTRODUCTION

**Required Contents of the Land Use Element**

The Land Use Element is the central focus of the General Plan. This Element sets policy for land uses in the unincorporated county for the next 25 years, establishing the foundation for future land use and development. The Land Use Element designates the distribution of land uses, such as residential, commercial, industrial, agricultural, open space, recreation and public uses. It also addresses the permitted density and intensity of the various land use designations as reflected on the County's General Plan Land Use Diagram.

The following excerpt from State Government Code Section 65302(a) summarizes the required contents of a Land Use Element:

" A land use element that designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to those areas..."

Many of the land use topics cited above are also addressed in other General Plan Elements on a more detailed basis.

**Concepts of the Land Use Element**

Sacramento County and the surrounding metropolitan region have experienced a tremendous population influx during the past decade, leading to unprecedented levels of development and surging home prices. According to SACOG's Blueprint Vision, the unincorporated portion of Sacramento County will grow by 50,000-new housing units by 2030, indicating that this trend is likely to continue. Accommodating the projected employment and the new residents will not only require more housing, but will also necessitate additional jobs, stores, human services, transportation system capacity, public facilities, and municipal and countywide services.

While growth is an unavoidable reality, *how* and *where* we grow are matters of choice. Low-density, auto-oriented development on the urban fringe is not an inevitable byproduct of an

increasing population. However, sprawling and segregated urban development has continued to dominate the post-WWII era and can be found across California in nearly every community. These inefficient and unsustainable land uses are producing serious health, social, economic and environmental consequences that have not yet been fully realized. To rectify this status quo, Sacramento County's General Plan intends to concentrate a portion of expected growth into previously urbanized areas; to grow intensively rather than extensively; to invest in and revitalize existing communities; to build stronger, more connected and balanced neighborhoods; and to ensure protection of the County's invaluable natural resources from urban encroachment.

The Land Use Element's primary role is to ensure that the County's land resources are utilized in the most efficient, equitable and productive manner possible to provide a high quality of life for both current and future residents. This Element's policies and programs direct future development and investment toward previously urbanized communities and strategically-located new growth areas to:

- Maintain or improve the character of existing communities. Plan for commercial corridor improvements and protection of natural resource and habitat corridors. Participate in regional planning efforts aimed at implementing more compact land use patterns and an efficient multi-modal transportation system.
- Infill vacant parcels and intensify development on underutilized lands where appropriate to maintain or improve the quality, character and identity of existing neighborhoods and communities, as well as to relieve growth pressure on the urban fringe.
- Create "complete communities" that have a mixture of housing, jobs and retail amenities to reduce automobile dependence, support local commercial and employment opportunities, and create a jobs/housing balance.
- Stimulate reinvestment in targeted commercial corridors through comprehensive planning efforts with a strong focus on implementation.
- Provide the infrastructure and conditions necessary to encourage walking and biking as a means of travel, as well as to support enhanced transit service.
- Direct growth toward previously urbanized areas and strategic new growth areas to reduce sprawling development, strengthen existing communities, relieve traffic congestion, improve air quality, preserve open space and natural resources, protect valuable agriculture and rangelands, and realize economies of scale for infrastructure and services.

### **Relationship to Other Elements**

Although all General Plan Elements carry equal weight, the Land Use Element is the most visible and maintains the broadest scope of all Elements. Policies within the Land Use Element guide the type, density and location of housing, commercial and industrial developments, public facilities, infrastructure, open space, etc. As the foundation for how land will be used in the future, the Land Use Element affects, either directly or indirectly, policies in all other Elements. Since General Plans are required by State Law to be internally consistent, the Land Use Element's policies must be consistent with the policies in all other Elements, and vice-versa. However, the policies in the Land Use Element may refer to other Elements that contain more detailed policies on certain

issues. Therefore, a complete understanding of County policy may require studying other related Elements in addition to the Land Use Element.

**Relationship to Other County Planning Tools**

***Zoning***

Zoning specifies the immediate uses for land and is the primary instrument for implementing General Plan policies, including those found in the Land Use Element. Zoning is adopted by ordinance and carries the weight as local law. Sacramento County’s Zoning Code regulates the use, placement, spacing, size, and nature of buildings and parcels of land in order to promote orderly development. The Zoning Code provides information on the permitted uses in each zone, as well as development standards for the use of property that address minimum lot size, setbacks, height limitations, parking, signage, landscaping, etc.

***Community Plans***

Community Plans reflect the goals and policies of individual communities. These plans guide land use and development of specific communities on a more detailed basis than the General Plan. Although Community Plan policies are tailored to meet the needs of individual communities, they must be consistent with policies found in the General Plan. Community Plans are created and/or amended with extensive public participation in order to adequately reflect the community’s desire for future development and improvements. Once created, these plans are adopted by resolution as an amendment to the General Plan.

**TABLE 1**

<b>Adopted Community Plans</b>	<b>Last Adopted</b>
Antelope	1985
Arden Arcade	1980
Arden Arcade Action Plan	2006
Carmichael	1975
Carmichael Action Plan	2006
Cordova	2003
Delta	1983
Fair Oaks	1975
North Highlands/Foothill Farms	1974
Orangevale	1976
Rio Linda/Elverta	1998
Southeast	1976
South Sacramento	1978
Vineyard	1985

***Specific Plans and Comprehensive Plans***

Specific Plans are detailed policy plans that identify allowable land uses and infrastructure needs for a specific geographic area. They are most often used to comprehensively plan for development of new growth areas. These plans typically specify the development standards and requirements relating to density, lot size and shape, siting of buildings, setbacks, circulation, drainage, landscaping, architecture, water, sewer, public facilities, grading, open space, financing and any other element needed for proper development of a given area. Specific Plans must be consistent with the General Plan, and in turn, all subsequent development, infrastructure projects and zoning regulations must be consistent with the adopted Specific Plan. The Specific Plan ordinance was adopted by the County in 1994 and is the primary tool used by the County to master plan new growth areas identified in the 1993 General Plan. Comprehensive plans are very similar in nature to Specific Plans, but may not include a detailed financing plan which is required under state law to be considered a Specific Plan.

**TABLE 2**

<b>Specific Plans</b>	<b>Adopted</b>
East Antelope	1995
Easton	2008
Elverta	2007
Mather	1997
North Vineyard Station	1998

<b>Comprehensive Plans</b>	<b>Adopted</b>
Florin Vineyard Gap	2010
Vineyard Springs	2000

***Commercial Corridor Plans***

Commercial Corridor Plans focus on planning for future improvements within specified commercial and transportation corridors on a far more detailed basis than the General Plan. These planning efforts are aimed at bringing resources and reinvestment to areas that currently face a number of challenges, including aging infrastructure and building stock, economic and aesthetic blight, heavy automobile traffic, inconsistent land use patterns and conflicting land uses. An adopted corridor plan may include a number of components to address these issues, such as: an urban design and land use plan, a transportation/mobility plan, a streetscape plan, a housing strategy, an economic development strategy, and/or an infrastructure assessment and financing plan. Given the multitude of issues facing these areas, commercial corridor planning efforts must be multi-disciplinary in nature and involve representatives from planning, economic development, transportation, business and municipal service considerations, the general public and residents living in and around the subject corridor.

### ***Special Planning Areas***

Special Planning Areas (SPA) impose a “special” set of development standards for select areas that have unique qualities or problems that cannot be adequately addressed by the County’s Zoning Code. SPAs can tailor the Zoning Code to meet the needs of distinct districts, such as historic areas or main streets, or for areas subject to unique environmental conditions, such as steep slopes or flooding. SPAs may require more stringent development standards than the Zoning Code, or may actually relax such standards, depending upon the nature of the area in question. SPAs adapt the Zoning Code to effectively implement the policies of the General Plan in areas where the adopted Code is inappropriate.

### ***Neighborhood Preservation Areas***

Neighborhood Preservation Areas (NPA) are special zoning regulations that are adopted to preserve the unique qualities and characteristics of a neighborhood. NPAs may seek to protect the existing social, architectural or environmental qualities of an area or to prevent encroachment of uses deemed incompatible with the existing neighborhood. NPAs modify the Zoning Code to meet the needs of an individual community, often by limiting the type, size and/or style of development that can occur in the area.

### ***Redevelopment Areas***

Redevelopment is a process specifically authorized under California law to assist local governments in revitalizing their communities. Sacramento County and the Sacramento Housing and Redevelopment Agency (SHRA) use redevelopment to encourage new development, rehabilitate declining building stock, improve public infrastructure and facilities, stimulate private business and investment, create new employment opportunities, and generate greater tax revenue that can be used to improve the local community. Redevelopment efforts are generally focused on areas that have been subject to declining conditions or offer unique opportunities for change in development patterns, such as the conversion of old air bases into suitable areas for business and residential development. Redevelopment is an important tool used to implement General Plan policies, enabling communities to grow inward by revitalizing neighborhoods and making them attractive to new businesses and residents. Community members are actively involved in the redevelopment process to help shape and guide improvements planned within or near their neighborhood.

#### ***County Redevelopment Areas***

- Auburn Boulevard
- Mather AFB
- McClellan AFB / Watt Avenue

#### ***Joint City-County Redevelopment Areas***

- Franklin Boulevard
- Stockton Boulevard
- Florin Road

## **Relationship to Regional Planning Efforts**

While each jurisdiction in Sacramento County and the metropolitan region is a sovereign entity, no jurisdiction is an island. This is increasingly the case for the unincorporated area which comprises the area surrounding the cities of Sacramento, Citrus Heights, Rancho Cordova, Elk Grove, Galt, Isleton, and Folsom. Each jurisdiction's actions regarding land use, transportation, infrastructure, economic development, housing, etc. have a direct effect on others in the region. Regional planning efforts, such as SACOG's Blueprint project, the Sacramento Transportation Air Quality Collaborative (SACTAQC) and the Water Forum Agreement were initiated to address the fundamental problem of jurisdictions working separately toward fulfilling local interests while inadequately addressing regional goals or consequences.

While these efforts exemplify inter-jurisdictional cooperation and collective regional planning, land use authority remains at the local level – no regional entity has the authority to determine land uses within a city or county. As such, it is up to each individual jurisdiction whether or not to implement the plans and principles resulting from these regional planning efforts. If implementation at the local level is not realized, these efforts will prove to be only consensus-building exercises that accomplish little more than facilitation of dialogue. This Land Use Element supports the land use principles espoused by SACOG's adopted Blueprint Vision and emphasizes their implementation. The goals and policies in this Element embody the County's commitment to working towards creating a healthier and more vibrant region.

The County is dedicated to planning for new development that is more compact, transit oriented, and features a mix of uses in order to implement the Blueprint project's principles and the regional community's desired growth pattern. Future development must target assets in existing communities, including vacant and underutilized parcels, old or historic structures ready for reuse or rehabilitation, and reinvestment in main streets and commercial corridors. The region must provide a range of transportation options, a variety of housing choices, protection of natural resources, and quality design of communities and structures. Implementing these principles (which embody the will of the regional community) will have an enormous benefit for the unincorporated area and the region as a whole. Failure to do so will support the status quo and continue business as usual, leading to more sprawling growth, more traffic problems, worsening air quality, less affordable housing, less open space and agriculture, less stable local economies, and less desirable places to live and work. Sacramento County chooses to support regional planning efforts by advocating for and implementing the established principles through programs outlined in this and other Elements of the General Plan.

The County will employ a number of key programs to implement the Blueprint's vision, including commercial corridor planning, redevelopment and revitalization efforts, strategic infill development in existing communities, multi-modal transportation system enhancements, and planning new growth areas in a compact manner that feature a balanced mix of uses. County departments/agencies, including Planning and Environmental Review, Transportation, and Economic Development will collaborate with each other and with other organizations, including SHRA, SACOG, and RT, to ensure that each effort is multi-disciplinary in nature and adheres to the Blueprint's vision and principles.

## **THE GENERAL PLAN LAND USE DIAGRAM**

As required by State law, the General Plan must identify land use designations and permitted intensities. General Plans are also required to include a Land Use Diagram (Diagram) that shows the location of these uses. This section provides a general description of Sacramento County's General Plan Land Use Diagram.

The Diagram provides a broad outline of future land use patterns in the unincorporated county. It graphically illustrates the existing and potential locations for a number of uses, including: residential, transit-oriented development, commercial and offices, public and quasi-public, open space and disposal facilities. The uses allowed within each of the basic categories are detailed in the land use summary table and are governed by policies contained in the Land Use Element.

Land uses shown for other jurisdictions, including the cities of Sacramento, Citrus Heights, Elk Grove, Folsom, Galt, Isleton, and Rancho Cordova, are taken from their adopted General Plans. Although the County has no control over land uses in other jurisdictions, including them emphasizes the County's role as a leader in countywide planning and regional collaboration efforts. Showing all of the land uses within the County on a single map allows for a comprehensive look at development patterns and transportation systems within the metropolitan area, facilitating regional planning efforts.

### **How to Use the Land Use Diagram-** (Figure 8, pg. 136)

The Land Use Diagram should be used in conjunction with other diagrams in the General Plan, and with the specific goals, policies, and implementation measures in the text of the other Elements. While the Diagram is an illustration of policy, it shows only policies that can be depicted graphically. Therefore, the Diagram does not comprehensively represent the policies contained in the Land Use Element of the General Plan. The steps outlined below can be followed to find diagrams and policy language in the Land Use and other Elements that are relevant to development of the property:

1. Study the Land Use Diagram to determine the property's land use designation. This provides a general framework for the allowable types of development on the parcel. The descriptions below outline the intent of each designation.
2. Consult the diagrams for other Elements of the General Plan to determine if there are environmental or other constraints to development of the property (e.g., floodplains, hazards, protected natural resources);
3. Read all relevant Elements, studying their policies to determine how they may affect development of the property; and
4. Consult with Planning and Environmental Review to determine if other restrictions may apply to the property.

## **Interpretation of the General Plan Land Use Diagram**

From time to time, the designations shown on the General Plan Land Use Diagram may not precisely match either zoning or the built environment. Where uncertainty exists with respect to the boundaries of the various land use designations as shown on the Land Use Diagram, the Planning Director shall determine the location of the boundary line. The following shall be used to assist in that determination:

- a. The land use designation boundaries should be assumed to generally follow assessor's parcel lines, but can also follow other major landmarks, such as roads and highways, or rivers and streams and/or community plan or zoning boundary lines.
- b. Historical versions of the Land Use Diagram may be consulted including reliance on the use of the scale on the map unless dimensions are shown thereon by figures.

Where the use of the two aforementioned techniques continues to result in uncertainty, the Planning Director may forward a recommendation to the Board of Supervisors for final interpretation. These provisions should not be used so as to avoid appropriately required amendments to the Land Use Diagram.

## **LAND USE DIAGRAM DESIGNATIONS**

State Planning Law requires a General Plan to include designations establishing development intensities for various types of land uses. In residential areas, density standards are defined as the maximum number of dwelling units allowed per gross acre of residential land. Commercial and industrial intensity standards are measured using Floor Area Ratio (FAR), defined as the number of square feet of floor space per square feet (gross) of the building's parcel. For example, a FAR of 1.0 can be a one story building covering an entire lot or a two story building covering one-half of the lot.

Land Use Zones which are compatible with each Land Use Designation are found in the Zoning Consistency Matrix near the end of this Element. Zoning and Land Use Designation must be compatible. Generally, the Land Use Designation is much broader than the Zoning Designation so land uses are more precisely guided by the zone than the Land Use Designation.

### **I. Urban Designations**

Urban designations are those used to designate the areas planned for urban uses and the provision of public services and infrastructure during the time horizon of this Plan (25 years). They include the following major categories of land use: Mixed-Use Designations, Residential Designations, Commercial and Industrial Designations, Public and Quasi-Public Uses, and Urban Development Areas.

A discussion on the consistency between zoning and General Plan designations is found at the end of this Element. The land use designations illustrated on the Land Use Diagram are described below.

## 1. Residential Designations

- a) Agricultural-Residential. The Agricultural-Residential designation provides for rural residential uses, such as animal husbandry, small-scale agriculture, and other limited agricultural activities. This designation is typical of established rural communities where between one and ten acres per unit is allowed, resulting in a development density of 2.5 to 0.25 persons per acre.
- b) Low Density Residential. This designation provides for areas of predominantly single family housing with some attached housing units. It allows urban densities between one and twelve dwelling units per acre, resulting in population densities ranging from approximately 2.5 to 30 persons per acre. Typical low density development includes detached single family homes, duplexes, triplexes, fourplexes, townhouses, lower density condominiums, cluster housing, and mobile home parks.
- c) Medium Density Residential. The Medium Density Residential designation provides for areas of attached units, including apartments and condominiums, along transit corridors and throughout the urban area. This designation establishes urban densities between thirteen and thirty dwelling units per acre, resulting in population densities ranging from approximately 32.5 to 73.5 persons per acre. Medium density development includes apartments, condominiums, and group housing. These uses are appropriate near commercial areas, transportation and transit corridors, and employment centers.
- d) High Density Residential. The High Density Residential designation establishes areas of higher density units primarily along transit corridors. This designation establishes urban densities ranging between thirty-one and fifty dwelling units per acre, resulting in population densities ranging from approximately 75 to 125 persons per acre. High density development includes multiple-floor apartments and condominiums, including mixed-use developments. High density uses are appropriate within the central portion of intensive commercial areas, along transportation/transit corridors and stops, and near major employment centers.

## 2. Mixed Use and Transit Oriented Development

- a) Urban Development Area. The Urban Development Area (UDA) designation indicates where the County will conduct studies leading to the appropriate configuration of urban land uses for the area, or will accept applications to prepare a Master Plan (such as a Specific Plan) for the area. These are areas that will be converted to urban uses to accommodate the growth that is projected to occur during the 25 year planning period. Urban development and/or rezones cannot occur in these areas until a master plan has been approved and the UDA designation has been removed.

- b) Mixed Use. The Mixed Use designation allows for the delineation of specific areas on the General Plan Land Use Diagram within new growth areas through the development of a Master Plan or Specific Plan. However, the Mixed Use designation is also appropriate in areas where retail, employment, public/civic and residential uses are compact and where a "pedestrian friendly" design is desired such as larger infill sites or redevelopment of underutilized commercial sites. The mix of uses may occur in a variety of ways and should be connected through walkways with multiple connection points.

Mixing residential, commercial, office and other non-residential uses helps to develop a sense of community; balance land uses; encourage pedestrian and non-motorized activity; reduce regional vehicular traffic and vehicle miles traveled; support local commerce; and, promote social interaction. Mixed Use development can vary from a horizontal mixture of single-use structures within the same area ("horizontal mixed use") to vertical structure(s) containing a variety of different uses ("vertical mixed use"). The defining characteristic of mixed use development is functional integration of uses through horizontal or vertical mixing or through site design. An integrated mix of uses coupled with a pedestrian friendly design promotes pedestrian and bicycle use throughout the surrounding areas, even into areas that are not necessarily developed as mixed use. (October 6, 2020)

Mixed Use developments shall be designed to be consistent with the concepts of the Countywide Design Guidelines and Zoning Code. The Zoning Code provides standards for Neighborhood Mixed Use Centers (NMC), Community Regional Mixed Use Centers (CMC), and Corridor Mixed Use that address minimum acreages, residential densities, and floor area ratios (FAR) for non-residential mixed use components. Developments that are in close proximity to Trunk or Feeder Line public transit are classified as Transit Oriented Developments.

- c) Transit Oriented Development. The Transit Oriented designation delineates specific areas on the General Plan Land Use Diagram primarily associated with Transit Oriented Developments (TODs). However, the standards of this designation are appropriate for other developments that are near transit opportunities where a "pedestrian friendly" design is desired. (Note: "Pedestrian friendly" is defined as supportive of pedestrian and other non-vehicular modes of travel including those used by persons with disabilities.) The mix of uses can occur in a variety of ways; office or residential uses can be included in the same building, or possibly above retail (vertical mixed use). Mixing promotes functional integration of uses through vertical mixing or through site design. However, when differing uses are on the same site but separated by a wall or large expanse of parking, they are "multiple use" projects. These projects do not meet the intent of the mixed use designation because they lack the necessary functional integration.

Mixed use developments are designed to be consistent with, or conform to the concepts of the Transit-Oriented Development Guidelines for Sacramento County. These concepts call for high intensity, mixed use development in the TOD core area close to transit, an emphasis on neighborhood support services at street level with other employment along

the Trunk or Feeder Line Network, a pleasant walking environment, and good pedestrian and bicycle linkages between the Core Area and Secondary Areas. The Trunk Line Network is made of either light rail or express bus service and the Feeder Line Network is of bus transit with 10 to 15 minute headways.

The success of TODs are not dependent solely on transit. An integrated mix of uses coupled with a pedestrian friendly design promotes pedestrian and bicycle use throughout the development. The Transit-Oriented Development designation allows mixed-use developments of relatively high residential densities and nonresidential intensities. TODs are expected to be between 20 and 160 acres in size with residential densities in the core ranging from 7 to 50 units per gross acre, with a minimum average varying on the basis of location and facility status. The secondary areas surrounding the TOD cores are to have a minimum average density of 6 dwelling units per acre.

The suggested minimum and maximum percentages for various land uses in a TOD are presented in Table 3. There are many combinations of uses possible; the land use emphasis in TODs can vary considerably.

**TABLE 3**

**MINIMUM / MAXIMUM PROPORTIONS OF USES IN TODs:  
Percentage of Site Area  
(Amended October 6, 2020)**

Use	Neighborhood TOD		Urban TOD	
	minimum	maximum	minimum	maximum
Public	10%	--	10%	--
Core (commercial)	10%	15%	10%	30%
Housing	40%	80%	20%	60%
Office	0%	40%	20%	60%

- d) Mixed Use Corridor. The Mixed Use Corridor designation indicates commercial corridors targeted by the County for revitalization with mixed-use, retail, employment and residential uses that are both compact and transit oriented. Reinvestment in these identified corridors is a key proactive strategy to enhance existing communities, achieve the County’s smart growth objectives, and accommodate the County’s growth allocation as defined by the Blueprint Vision in a compact manner. In concert with the public and a multi-disciplinary team of County and regional representatives, the County will initiate corridor-level planning processes for these corridors to plan for improvements in a holistic manner, with a specific focus on implementation.

3. Commercial, Office Industrial Designations

- a) Core Area. The Core Area designation recognizes the City of Sacramento’s General Plan by acknowledging Downtown Sacramento as the core of the region. The core functions as

the cultural and historic center of the region. This designation recognizes the significantly greater densities and intensities of land use in the Core Area, and the existing radial configuration of the major transportation system centering on the Downtown area. The Core Area should continue to contain higher commercial intensity development than the unincorporated area.

- b) Commercial and Offices. The Commercial and Office designation provides for a full range of neighborhood, community and regional shopping centers and a variety of business and professional offices. Uses include locally-oriented retail, professional offices, and regional commercial operations. The location and size of commercial areas is based upon accessibility, historic development patterns, community and neighborhood needs, and minimization of land use conflicts. Ideally, commercial areas are designed to integrate with the community, including the provision for pedestrian amenities. The standard for commercial Floor Area Ratios is between 0.25 and 2.5.
- c) Industrial Intensive. This land use designation allows for manufacturing and related activities including research, processing, warehousing, and supporting commercial uses, the intensive nature of which require urban services. Industrial Intensive areas are located within the urban portion of the county and receive an urban level of public infrastructure and services. Floor Area Ratios range from 0.15 to 0.80.
- d) Industrial Extensive. This land use designation allows activities that require large areas of land and do not require urban levels of services. Extensive Industrial areas are not located within the urban portion of the county and do not need urban services. An urban level of public infrastructure and service will not be extended during the planning period. Floor Area Ratios range from 0.15 to 0.40.

#### 4. Public and Quasi-Public

- a) Cemetery, Public/Quasi-Public. The Public/Quasi-Public designation establishes areas for uses such as education, solid and liquid waste disposal, and cemeteries. This designation identifies public and quasi-public areas that are of significant size, under County jurisdiction, regional in scope, specified by State law, or have significant land use impacts. Some facilities (e.g. elementary schools and fire stations) are too small or numerous to show on the Land Use Diagram, but may be identified on other diagrams in the Plan.

## **II. Rural and Open Space Designations**

Rural Area designations are those found outside the area planned for urban uses during the time horizon of this Plan. They consist of the following major categories of land use: Open Space and Agriculture and Other rural Designations. They may also include the Combining Land Use Designations. Open Space designations indicate areas inside and outside of the urban area that may be appropriate for certain uses, such as recreation, or that may be preserved due to the environmental or habitat features associate with the land.

1. Agriculture and Open Space. Open Space and Agricultural designations have additional intent and objective sections and policies in the Open Space and Conservation Elements.
  - a) Natural Preserve: The purpose of this designation is to identify critical natural habitat for priority resource protection. The designation includes riparian Valley Oak woodland and permanent or seasonal marshes with outstanding wildlife value, the extent of which has declined greatly throughout the Central Valley during the 20th Century. This designation shows Natural Preserve on both public and privately owned land. Preserve boundaries do not include intensively farmed areas.
  - b) Recreation. The Recreation designation provides areas for active public recreational uses, including community parks, County parks, and activity areas within the American River Parkway. Some facilities types are too small or numerous to be identified on the Land Use Diagram, but they may be in the text of the Plan mapped at a more detailed scale.

The Recreation land use designation may also apply to lands within floodplains in urbanizing areas. Pursuant to adoption of a Master Drainage Plan it would be appropriate to modify the Recreation designation to reflect the more precise land use designations established in the Master Drainage Plan.

- c) Agricultural Cropland. This designation represents agricultural lands most suitable for intensive agriculture. The agricultural activities included are row crops, tree crops, irrigated grains and dairies. The designation is generally limited to areas where soils are rated from Class I to Class IV by the Soil Conservation Service, or are classified Prime, Statewide, or Unique significance by the State of California Conservation Department. These lands have at least some of the following attributes: deep to moderately deep soils, abundant to ample water supply, distinguishable geographic boundaries, absence of

incompatible residential uses, absence of topographical constraints, good to excellent crop yields, and large to moderate sized farm units. These attributes indicate the need for ambitious preservation policies and techniques. The Agricultural Cropland designation allows single family dwelling units at a density no greater than 40 acres per unit.

- d) General Agriculture (80 acres). This designation identifies land that is generally used for agricultural purposes, but less suited for intensive agricultural than Agricultural Cropland. The minimum size allowable is 80 acres, large enough to maintain an economically viable farming operation. Typical farming activities include dry land grain, and irrigated and dry land pasture. Most soil classes range between IV and VI on the Soil Conservation Service scale. Constraints found in areas with this designation include shallow soils, uncertain water supply, moderate slopes, fair to poor crop yield, and farm unit fragmentation. Only agricultural production is permitted in areas with this designation. The General Agriculture/80 acres designation allows single family dwelling units at a density no greater than 80 acres per unit.
- e) General Agriculture (20 acres). This designation identifies land that is generally suitable for agricultural production with the specific intent to provide an opportunity for starter farms or large hobby farms. Much of the land in this category is classified as "statewide in significance", with soils generally in the class III and IV range. Approximately 30% of the land in this category is primarily suitable for grazing. The General Agriculture (20 acres) designation allows single family dwelling units at a density no greater than 20 acres per unit. Uses other than agricultural production are not permitted.
- f) Agricultural-Urban Reserve. The Agricultural-Urban Reserve designation identifies areas for urban expansion after the 20-year planning period. One large area given this designation is reserved for aggregate resource mining. These areas will be evaluated for their development potential when the level of growth in the planned urban areas justifies their need, mining is completed, and the area is restored. Because most of this land is intended for mining it will receive no additional urban services (e.g., water and sewer systems) above the level existing when the land was first designated. Further, land divisions incompatible with orderly and well-planned future urban development are not permitted.

### **III. Combining and Land Use Designations**

Combining Land Use designations recognize the underlying zoning as the guide to land uses which are permitted on any particular piece of property. This approach preserves selected natural resources without imposing unnecessary restrictions on the use of the land.

1. Aggregate Resource Area. The purpose of the Aggregate Resource Area combining designation is to identify areas with valuable mineral resources and protect those resources as open space until the area is mined. While surface mining is an industrial activity, its locational requirements are dependent upon the physical location of aggregate resources. Specific policies apply to these areas that encourage the conservation and efficient use of mineral resources, while ensuring the maximum feasible protection of the environment. This land use

designation is combined with designations such as Industrial Extensive, Agricultural-Urban Reserve, Agricultural Cropland, and General Agriculture (20 and 80 acres). These areas may be ultimately reclaimed for residential, industrial, or other uses.

2. Resource Conservation Area-Protected. The purpose of the Resource Conservation Area-Protected combining designation is to identify areas with special resource management needs that are currently preserved or permanently protected under conservation easements or another form of protection. The designation illustrates certain natural resources as being important on the Land Use Diagram while recognizing the validity of the underlying land use designation. The Resource Conservation Area-Protected combining designation may be combined with Recreation, Natural Preserve, Agricultural-Cropland, and General Agricultural (20 and 80 acres) designations.
3. Resource Conservation Area. The purpose of the Resource Conservation combining designation is to identify areas with special resource management needs. The designation targets certain natural resources as being important on the Land Use Diagram while recognizing the validity of the underlying land use designation. The intent is to develop programs and incentives to assist land owners with resource protection and enhancement. Compliance with the Resource Conservation designation will rely on the voluntary support of landowners who seek cooperative conservation agreements with the County. The Resource Conservation combining land use category may be combined with Recreation, Natural Preserve, Agricultural-Cropland, General Agriculture/80 acre, and General Agriculture/20 acre Land Use Designations in suitable areas outside the Urban Service Boundary. Designated natural resource conservation areas on the Diagram may be somewhat generalized, and target resources may not exist on all property within the delineated area. Resource Conservation areas address vernal pools, wetland creation, waterfowl management, peat soil conservation, and Blue Oak woodland harvesting.
4. Natomas Joint Vision Area. On December 10, 2002, the Sacramento City Council and Board of Supervisors adopted a Memorandum of Understanding (MOU) outlining principles of land use and revenue sharing between the City and County of Sacramento for the Natomas area, setting the stage for what has come to be known as the “Natomas Joint Vision.” The “Natomas Joint Vision Study Area” overlay on the Land Use Diagram indicates the area addressed by this MOU. The cooperative effort addresses land use, economic development, and environmental opportunities and challenges in Natomas. The result will be quality development balanced with permanent open space preservation systems. Additionally, SACOG’s Blueprint shows significant development in the Natomas Joint Vision Area. Because of the MOU, the Blueprint and the importance of the Natomas Joint Vision Area to the region, the County anticipates development in portions of the Natomas Basin within the timeframe of the General Plan. Subject to the preparation and certification of the appropriate environmental documentation, this development shall be accomplished either by an expansion of the USB, the City’s Sphere of Influence, or both. See related policy LU-114 and Implementation Measure C in the “Regional and Local Agency Coordination” section of this Element.

5. Pending Cordova Hills Application On May 14, 2008, the Board of Supervisors took action to accept an application to amend the Urban Policy Area (UPA) for approximately 2,366 acres in the Grant Line East area known as "Cordova Hills". On December 2, 2009, the Board of Supervisors amended the original application to include an additional 251 acres known as the "bufferlands", for total project acreage of approximately 2,668 acres. The Board of Supervisors also accepted to receive and file the project information and proceed with environmental review. Some of the benefits from considering this project as identified in Board findings include:

- the extraordinary benefit to Sacramento County allowing for the near-term accommodation of a 240-acre University of Sacramento, with up to 7,000 students and 800 faculty members resulting in approximately \$1 billion in regional economic activity and a significant education and cultural amenity with no other location in the County affording such a unique and important opportunity;
- the unique opportunity to master plan large, contiguous habitat preserves totaling at least 450 acres within the project area to help successfully implement the SSHCP;
- the unique opportunity to address the transition from the urban area within the USB to the rural area outside the USB by creating an ag-res, agricultural or open space buffer inside the USB, thereby assuring that urban uses do not abut rural uses and that the area outside the USB remains rural in nature;
- the unique opportunity to incorporate Blueprint Principles into the project design including transportation choices, compact development, mixed land uses, natural resource conservation and quality design.

Given the acceptance by Sacramento County of the Cordova Hills Master Plan application as a separate consideration apart from the General Plan (as amended November 9, 2011), the project shall be exempt from any policies and/or discussion within this plan regarding acceptance of a petition or application for initiation of a UPA expansion/master plan process. Further, the Board of Supervisors will review the project and make a decision based on its merits as a high quality, unique project consistent with the findings made at the May, 14, 2008 Board hearing and the subsequent hearing on December 2, 2009. Concurrent with final action by the Board of Supervisors on the Cordova Hills application, to the extent necessary, the General Plan will be amended to conform to the Cordova Hills project approvals. Amendments are likely to be limited to the Land Use Diagram and the Transportation Plan. In all other respects, the General Plan policies, including performance standards relating to approval of UPA expansions and master plans, will be applicable to Cordova Hills.



**SACRAMENTO COUNTY GENERAL PLAN  
LAND USE ELEMENT**

**SECTION II**

**LAND USE STRATEGIES AND POLICIES**

**GOAL:**       **An orderly pattern of land use that concentrates urban development, enhances community character and identity through the creation and maintenance of neighborhoods, is functionally linked with transit, promotes public health and protects the County's natural, environmental and agricultural resources.**

Intent: Land is one of the County's most valuable resources. The supply of land is limited while the demand for its use is seemingly unlimited. Demand creates a number of problems this General Plan must address, including an increased consumption of open space and natural resources, deteriorating air quality, decrease in housing affordability, degradation of public facilities, and increase in traffic congestion. There is also increasing competition between communities for high quality and economically beneficial employment and retail uses. Strategies for urban and rural development presented in this Element as well as in other Elements have a common theme: efficient land and resource use. Efficiency can be achieved by committing to a pattern of land use that concentrates development in configurations designed to protect valuable agricultural and rangelands, conserve natural areas and resources, reduce travel distances, reduce air pollutant emissions, conserve energy, and enhance the efficiency of providing infrastructure and services. Efficient use of land requires reinvestment in existing communities to help them become or remain desirable places to live. As such, this Plan emphasizes neighborhood and community quality by focusing County resources on strategies that will create vital and complete communities, both in existing areas and in new growth areas.

Efficiency is the central theme to the interrelated nature of problems this Plan addresses. All problems identified above focus on low-density, auto-dependent land use patterns that characterize the last several decades of urban development in California. They illustrate how development patterns conflict with our desire to protect open space and natural resources, our needs to protect human health and produce housing that supports a growing population and economy, and our ability to pay for the infrastructure to support that development pattern. A conflict between problems and desires, needs, and abilities constrains us to change the pattern of urban development and be more efficient in resource use. Because of its several facets, Sacramento County cannot resolve the conflict solely by building more of the same infrastructure for the coming generations of residents of Sacramento County, nor can other counties in the metropolitan area resolve the conflict by continuing in our stead to create low-density, auto-dependent land use patterns.

Maintaining the status quo is unrealistic: the incremental financial and environmental cost of low-density urban fringe growth is greater than existing and new residents are willing to pay. The General Plan resolves the problems of increased development costs, premature development, and

regional shifts by strategies that direct the unincorporated area towards a more urban than suburban character. Urban uses recognize the areas' growing role as the primary urban center in the Central Valley; the realities of funding infrastructure; the rising importance of environmental protection; and, demand for affordable housing offering a diversity of lifestyle choices.

The County's land use strategy is illustrated in four sections. Each section contains objectives and policies that are intended to guide the County toward a more compact urban character by concentrating growth within existing urbanized areas and strategically-located new growth areas, thereby utilizing land resources as efficiently as possible.

*Strategy I: Logical Progression of Urban Development*

The UPA and USB are the backbone of Sacramento County's urban planning philosophy. These growth boundaries are intended to protect the County's natural resources from urban encroachment, as well as to limit costly sprawling development patterns. While the USB is intended to be a permanent boundary, the UPA is adjusted incrementally as needed to ensure that the County can accommodate anticipated growth over the next 25-year planning cycle. The area between the two lines is reserved for future urbanization.

*Strategy II: Growth Accommodation*

This section presents the County's strategy to accommodate projected population and employment growth in areas where public infrastructure and services are or will be available during the planning period. Recognizing that growth will occur to some extent in both urban and rural settings, this strategy is divided into two distinct sub-sections: Urban Growth Accommodation and Rural Growth Accommodation. This strategy is focused on how and where growth will be accommodated, but not necessarily the form it will take.

*Strategy III: Growth Management and Design*

This strategy illustrates the Plan's intention to create land use patterns that minimize the impacts of new and existing development and maintain or improve the quality, character, and identity of neighborhood and community areas. While Strategy II is concerned with how and where growth will be accommodated, this strategy addresses the design, type and form of future development.

*Strategy IV: Built Environment Preservation and Enhancement*

Each of the existing communities in the County's unincorporated area have special needs and offer unique opportunities. Communities such as Arden Arcade and Carmichael are almost at full buildout with limited infill opportunities, while Vineyard and South Sacramento are expected to experience significant growth. Enhancing quality of life in every community, as well as utilizing vacant and underutilized lands to accommodate future economic and population growth are two primary objectives of this General Plan. This strategy contains a comprehensive policy approach to realize these goals.

## **STRATEGY I: LOGICAL PROGRESSION OF URBAN DEVELOPMENT**

**GOAL:** Direct new growth to previously urbanized areas, planned growth areas and strategically located new growth areas to promote efficient use of land, to reduce urban sprawl and its impacts, to preserve valuable environmental resources, and to protect agricultural and rangeland operations.

### **URBAN SERVICES BOUNDARY (USB) AND URBAN POLICY AREA (UPA)**

**Objective:** Reserve the land supply to amounts that can be systematically provided with urban services and confines the ultimate urban area within limits established by natural resources.

Intent: The Urban Service Boundary (USB) (see Figure 1) indicates the ultimate boundary of the urban area in the unincorporated County. This boundary is based upon jurisdictional, natural and environmental constraints to urban growth. It is intended to be a permanent growth boundary not subject to modification except under extraordinary circumstances. The USB should be used by urban infrastructure providers for developing very long-range master plans that can be implemented over time as the urbanized area expands. It is anticipated that the Urban Services Boundary and construction schedules will be incorporated into master plans for the provision of public services and infrastructure to the urban area.

The Urban Policy Area (UPA) (see Figure 1) defines the area within the USB expected to receive urban levels of public infrastructure and services within the planning period. The General Plan states that the area within the UPA must be able to accommodate growth projected for the 25-year planning period. If it cannot, the UPA must be expanded to accommodate the anticipated growth. The UPA should only be adjusted when found to be consistent with policies pertaining to expanding or amending the Urban Policy Area included in the section on amending the Land Use Diagram. Defining the Urban Policy Area is of key importance in the provision of urban services and infrastructure to the unincorporated County, as it provides the geographic basis for infrastructure master plans, particularly for public water and sewerage, which require large capital investment and relatively long lead time for the installation of capital improvements.

The UPA and the USB are designed to promote maximum efficiency of land uses and protection of the County's natural resources. The USB allows for the permanent preservation of agriculture and rangelands, critical habitat and natural resources, while the UPA concentrates and directs growth within previously urbanized areas, limiting arbitrary and sprawling development patterns. These two growth boundaries work in tandem to manage and direct future development, as well as provide infrastructure and service providers with intermediate and ultimate growth boundaries to use to plan for future expansion.

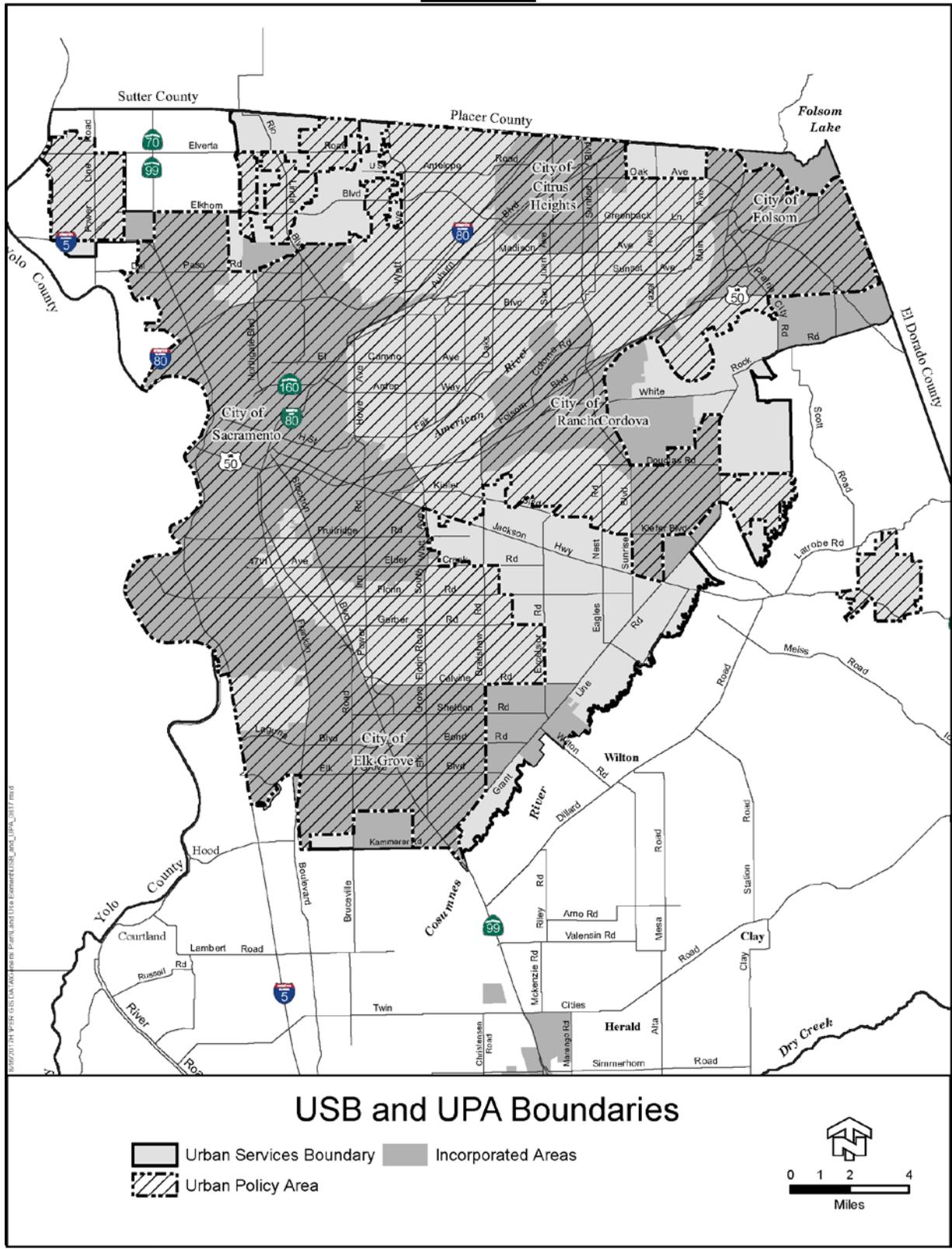
Policies:

- LU-1. The County shall not provide urban services beyond the Urban Policy Area, except when the County determines the need for health and safety purposes and the extension provisions as provided in Policy LU-1.1. *(1/29/13)*
- LU-1.1 Limited public water service and facilities can be extended beyond the Urban Policy Area/Urban Services Boundary to serve uses allowed by the Cordova Hills Special Planning Area (SPA) for the 251 acre area located in proximity to Kiefer Landfill, as shown in Figure 9. Permitted uses within this area include agriculture, sports park, solar farm, district energy plant, corporation yard, park and ride lot, transit parking facility, fueling station, roads, storm water and storm water quality basins, community gardens, avoided areas, sewer pump station and lines, water tanks and similar utilities. Water facilities shall be sized adequately to only serve these permitted uses. Furthermore, proposed uses must be consistent with these permitted uses, act as a buffer between urban and open space uses, and help strengthen and preserve the current location of the Urban Services Boundary. *(1/29/13)*
- LU-2. The County shall maintain an Urban Service Boundary that defines the long-range plans (beyond twenty five years) for urbanization and extension of public infrastructure and services, and defines important areas for protecting as open space and agriculture.

Implementation Measures:

- A. Rely on annual monitoring and reporting program and amendment procedures described in the section of this element titled "Amending the Land Use Diagram", as the basis for proposing modification to the Urban Policy Area and Urban Services Boundary. (PLANNING & ENVIRONMENTAL REVIEW)

**FIGURE 1**





## **STRATEGY II: GROWTH ACCOMMODATION**

**GOAL:** Accommodate projected population and employment growth in areas where the appropriate level of public infrastructure and services are or will be available during the planning period.

### **INTRODUCTION**

To accommodate a variety of living and working environments, the Land Use Element provides for growth in both urban and rural communities. However, the vast majority of anticipated growth will be accommodated within existing, planned and new urban areas. Concentrating this growth within a compact footprint serves to accomplish a variety of the goals set forth in this General Plan and SACOG's Blueprint Vision, including developing in a more compact fashion, reinvesting in existing neighborhoods, infilling vacant and underutilized areas, mixing and balancing land uses, supporting multi-modal transportation and pedestrian activity, and protecting farmlands/rangelands, critical habitat, and open space from encroaching urban development.

The County's existing urban communities are substantially developed with a variety of land uses, such as residential development, commercial and industrial uses, and public facilities. They are served by, or are planned to receive, such urban infrastructure as public water, collection and treatment of wastewater, storm drainage, arterial streets and transit. They provide housing, services and employment for the great majority of existing and future County residents. The "urban area" of unincorporated Sacramento County includes the urbanized portions of community planning areas such as Arden-Arcade, Carmichael, Fair Oaks, North Highlands/Foothill Farms, Cordova, Rio Linda/Elverta, South Sacramento, Antelope, Orangevale and Cosumnes (Rancho Murieta), as well as planned new growth areas such as Easton, North Vineyard Station, Elverta, Vineyard Springs, Florin-Vineyard "Gap" and East Antelope.

Rural communities have historically served as a focus of activity for surrounding agricultural areas. The Delta communities of Walnut Grove, Locke, Courtland, and Hood contain small commercial areas surrounded by older housing with limited urban infrastructure. Other rural communities are comprised of Agricultural-Residential housing on one to ten acre lots and rely on individual wells and septic systems. In addition to the Delta, the rural area contains the non-urban portion of community planning areas such as Natomas, Vineyard, Cosumnes, and the Southeast area, and includes the rural towns of Sheldon, Wilton, Alta Mesa, Clay, Herald, Sloughouse and Franklin. In most cases, they are surrounded by farms and open space.

Near-term urban development will be accommodated through redevelopment and infill of vacant and underutilized parcels within existing urban communities and build-out of planned communities, because it is in these areas that urban infrastructure and services presently exist. New urban growth areas may also accommodate a portion of anticipated future growth. Rural communities will accommodate minimal growth because open space, natural resources and agricultural values need to be conserved and protected. It is the intent of the County to accommodate rural residential demand within existing rural communities and limited expansion of adjoining lands.

The strategies in this section set forth objectives, policies and programs for accommodating growth through redevelopment, buildout of vacant and underutilized infill sites, reinvestment in commercial corridors, buildout of planned communities, development of new growth areas, and limited redevelopment in existing communities.

### **ASSUMPTION-BASED VS. PROACTIVE STRATEGIES**

The first two strategies (infill development and buildout of planned communities) are assumption-based. These two strategies assume continued buildout of infill parcels and planned communities at existing zoned or planned densities. For the most part, implementation of these strategies will be done on a case by case basis: as property owners submit applications to develop infill parcels and land within planned communities, the appropriate hearing body will make a decision to approve or deny the request based upon community and site suitability. As such, implementation of these strategies will not often require significant additional County resources (both staffing and financial resources) beyond typical costs associated with application processing. However, there are certain infill projects that may warrant additional County resources, including but not limited to projects in redevelopment areas and within areas around key transit stations.

On the other hand, strategies relating to commercial corridor planning and new growth areas *are* considered proactive. Implementation of these strategies will require long range programs and planning processes separate from this General Plan. These processes will require significant investment of County resources, including both financial capital and numerous full-time staff dedicated to the projects. Implementation of these strategies will also result in significant changes to land uses in existing communities and outlying areas.

Since both proactive strategies (commercial corridor planning and new growth areas) will require the County to invest significant financial and staff resources to achieve successful implementation, a balance must be achieved so that reinvestment in existing communities is not overshadowed by planning and development activity in new growth areas. The County must ensure that resources are not prematurely shifted away from corridor revitalization efforts and buildout of planned communities to plan for development in the new growth areas.

#### Policy:

- LU-3. It is the intent of the County to focus investment of public resources on revitalization efforts within existing communities, especially within commercial corridors, while also allowing planning and development to occur within strategic new growth areas.

## URBAN GROWTH ACCOMMODATION STRATEGY

### Build-Out Of Infill Sites

**Objective:** On average, achieve buildout of vacant and underutilized infill parcels at existing zoned densities, while recognizing that individual projects may be approved or denied at higher or lower densities based on their community and site suitability.

**Intent:** Infill is a generic term referring to any new development within an established urban area where basic urban infrastructure and services exist, including: development of vacant parcels, redevelopment of abandoned or derelict structures, and intensification of uses on underutilized lands. It is the strategy of the County to accommodate as much residential, commercial and employment capacity as feasible within the existing urban area during the timeframe of the Plan so as to:

- implement the Blueprint Vision for more compact urban growth;
- upgrade the quality of existing neighborhoods and commercial corridors;
- enhance public transit use and efficiency;
- promote walking and biking as viable transportation alternatives;
- balance land uses and create a jobs/housing balance;
- utilize existing public infrastructure and services in an efficient manner; and
- provide a variety of household types affordable to all income groups within each community.

The County's infill strategy is comprised of four components:

- 1) maximize residential development opportunity on vacant lands planned for residential use in the established urban community;
- 2) reuse or redevelop abandoned, unsafe or blighted structures;
- 3) when appropriate, support rezoning of excess commercial and/or industrial lands to residential uses;
- 4) increase intensity and density of development on underutilized lands when found to be appropriate.

Substantial acreage of vacant, skipped-over parcels with essential infrastructure exists within established urban communities. Upon a review of all parcels zoned for residential and located inside the UPA, staff estimates that, as of February 2004, approximately 1,215 acres of land remain vacant while another 1,927 acres of land are considered underutilized. The General Plan strategy is to maximize residential development opportunity on these lands. This strategy assumes that existing vacant and underutilized parcels within existing communities (but outside of the designated corridors) will occur generally at existing zoned densities. While the County expects that most parcels will build out at zoned densities, the County may support density changes based on the merits of the project, community compatibility, access to transit and other similar factors. The County may also support rezoning excess commercial and office zoned land to provide for additional residential and/or mixed use developments where found to be appropriate.

In addition, several regional malls and other large commercial centers exist throughout the unincorporated area that have parking areas that are in excess of normal demand. In most cases, these areas are strategically located near transit opportunities. It is the intent of this land use strategy that surface parking lots be converted to parking structures, with the excess parking areas used for higher residential densities, integrated mixed-use configurations (i.e., office/residential), and as transit-oriented developments.

Policies:

- LU-4. The County shall give priority to residential development on vacant or underutilized sites within existing urban areas that have infrastructure capacity available.
- LU-5. All residential projects involving ten or more units, excluding remainder lots and Lot A's, shall not have an average overall density less than 75% of zoned maximums, unless physical or environmental constraints make achieving the minimum densities impractical. For master planned communities with density ranges, this policy will apply to the midpoint of the density range for densities above 15 dwelling units per acre. For density ranges below 15 dwelling units per acre, projects shall not be built out at less than the minimum density of the range.
- LU-6. Provide for the development of vacant or underutilized portions of commercial projects and industrial-office parks with medium or high-density residential uses or mixed-use development where appropriate, such as near existing or planned transit service.
- LU-7. Provide for additional mixed use development in commercial parking areas where such uses would be compatible with surrounding uses and where parking demand can be appropriately accommodated or structured parking can be constructed.
- LU-8. Infill projects that are consistent with the County's definition of a Quality Infill Project may participate in the County's Infill/Urban Tree Mitigation Program. The Tree Mitigation Infill Policy is as follows: Impacts to native trees designated for removal shall be calculated and mitigated based on canopy area coverage. Canopy replacement may utilize any tree species that is listed on the Tree Coordinator's list of recommended trees for parking lot shade. For measurement purposes, replacement tree canopy shall be calculated in the same manner as the parking lot shade requirements of Section 330-94 of the Sacramento County Zoning Code, using the ultimate canopy growth as specified on the Tree Coordinator's Tree Species Specifications. Tree canopy replacement shall, ideally, occur on site. In the event the physical constraints of the site preclude the additional replacement mitigation on-site, the following options may be utilized in coordination with the County Tree Coordinator and Mitigation Program:
  - a. Planting in adjacent landscape/ corridor areas;
  - b. Planting within local parks;

- c. Other plantings that may otherwise be arranged in the neighborhood or community;
- d. Participation in County programs including but not limited to payment of in lieu fees for use in tree care, preservation and maintenance programs, and other similar programs to the satisfaction of the County Tree Coordinator.

Implementation Measures:

- A. Continue funding an Infill Coordinator position and identify programs to promote infill development. The Infill Coordinator shall conduct outreach to communities for their involvement and input. (PLANNING & ENVIRONMENTAL REVIEW, BOARD OF SUPERVISORS)
- B. Monitor the location and ratio of infill and reuse development and changes in holding capacity resulting from rezones or development with other uses. Establish an incentive program for owners of properties designated for infill and owners of property or property managers of large commercial areas which contain excessive parking to convert their surface parking to structured parking and accommodate higher density and intensity development that allows for special consideration in application processing. Report annually on progress towards attaining objectives for residential infill, rezones to higher densities, build-out of planned communities, and residential development. (PLANNING & ENVIRONMENTAL REVIEW)
- C. Identify specific parking areas with potential for reuse and develop conceptual designs for development. (PLANNING & ENVIRONMENTAL REVIEW)
- D. Coordinate with public and private interests in the promotion of sites for infill development. (PLANNING & ENVIRONMENTAL REVIEW)
- E. Coordinate with the Community Planning Advisory Councils and Community Planning Councils in the approval of infill development. (PLANNING & ENVIRONMENTAL REVIEW, COMMUNITY PLANNING ADVISORY COUNCILS)
- F. Develop a strategy to incentivize priority development of residential vacant or underutilized sites within urban areas that have infrastructure available. (PLANNING & ENVIRONMENTAL REVIEW, ECONOMIC DEVELOPMENT)

## **Buildout of Planned Communities**

**Objective: Buildout of planned communities consistent with their approved plans.**

Intent: The County supports buildout of existing planned communities located within the Urban Policy Area, including North Vineyard Station, Vineyard Springs, Elverta, Antelope, the Florin Vineyard “Gap”, Easton Place and Glenborough at Easton. These areas contain a large amount of vacant land and represent the greatest potential for realization of short-term development, helping to accommodate a portion of anticipated population growth expected over the next 25 years, as well as providing additional commercial and retail amenities, business and employment opportunities, parks, open space, schools and all the public facilities and infrastructure necessary to support the ultimate population.

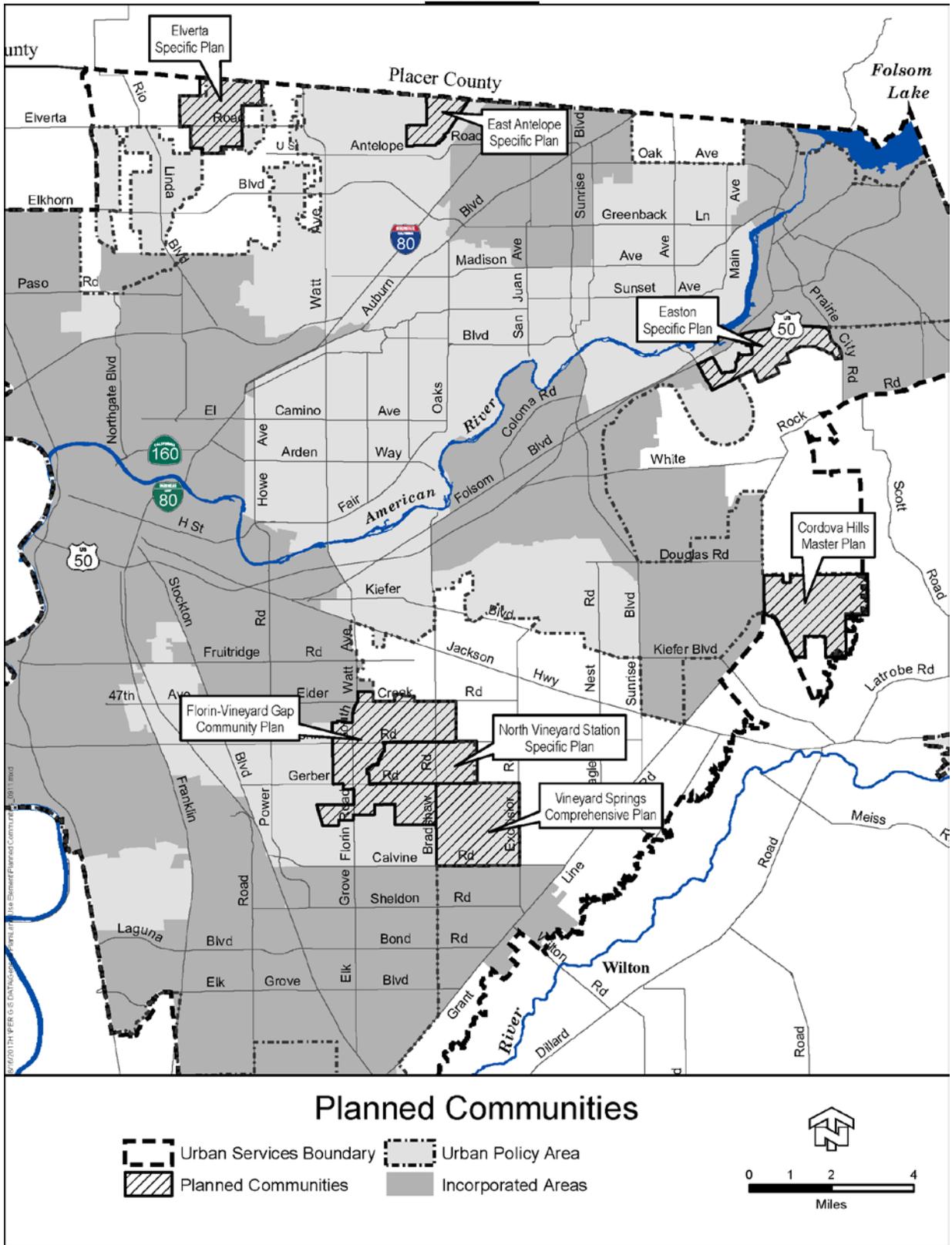
These growth areas have been carefully planned over many years with input from the public, County staff, the Board of Supervisors, and other public and private organizations. Build out of these existing new growth areas will help to maintain a contiguous land use pattern while avoiding leapfrog development beyond the urban fringe. These areas, as shown on Figure 3, were planned through the use of Specific Plans or Comprehensive Plans. These are holistic master planning efforts intended to plan for the entire needs of communities on a large scale.

The County’s planned communities can currently accommodate approximately 25,000 residential units under existing and planned zoning. However, over the next 25 years, it is reasonable to assume that additional units above and beyond this number will be accommodated in these areas due to market forces, as numerous plan amendments and rezone applications have already been filed as of 2006. Many planned communities, such as North Vineyard Station, were planned so that there would be low density residential or agricultural-residential uses near the edges that abutted non-urban areas outside the UPA. However, since the UPA has been moved to include much of the land surrounding these planned communities, this is no longer the case. Property owners have realized that there is no need for low density uses to buffer urban uses from the non-urban uses and have submitted applications for rezones to build more dense and intense development. Therefore, for purposes of determining the distribution and accommodation of future growth, the County assumes that an additional 5,000 units can be accommodated within these communities. However, any application to increase the density or intensity of zoned land will be subject to the normal application and public review processes and will be evaluated on the merits of the proposed project.

### Policies:

- LU-9. Residential buildout of planned communities shall occur at a minimum of the approved plan densities.
- LU-10. Consider private amendment applications that seek to increase densities within planned communities, including in pending and approved Specific Plan areas, when the project area is appropriately designed and sited.

**FIGURE 3**



## **Commercial Corridor Planning**

**Objective:** New retail and employment opportunities in targeted corridors to support community economic health and vitality, and additional residential dwelling units to support these stores and jobs.

**Intent:** In the summer of 2004, the County studied a number of commercial corridors to inventory vacant and underutilized land that could be redeveloped, reinvested in or intensified. The County reviewed corridors studied by Sacramento Area Council of Government's (SACOG) Blueprint project, Sacramento County Department of Transportation's *Mobility Strategies Study* and the Sacramento County Economic Development Department's *Commercial Corridors Analysis* and met with representatives from each agency to receive input and to identify desired study area corridors. The County ultimately examined 13 specific corridor segments within the unincorporated area and established a profile for each of the study corridors. The resulting *Corridor Conditions and Opportunities Assessment* report provides an inventory of existing land uses, revitalization possibilities, and new development potential, as well as a list of key challenges and opportunities that should be addressed in future commercial corridor planning efforts. In addition to the 13 corridors studied in this report, the Folsom Boulevard corridor is also being targeted for reinvestment, as it contains the only four remaining light rail stations in the unincorporated area and offers tremendous opportunity for transit oriented and mixed use development.

The vacant and underutilized land within existing commercial corridors offer an enormous opportunity to accommodate future residential and commercial growth in compact, mixed use developments that can positively contribute to the existing community while providing desirable places for current and future residents to live, work, shop and play. Many of these sites offer great access to commercial and retail establishments, public transit, recreation facilities and employment centers. Accommodating new growth within commercial corridors will benefit the existing community through increased local economic activity, improved transit ridership, and additional housing near employment opportunities, resulting in reduced commute traffic. Moreover, residential and commercial growth within commercial corridors will also help establish a round-the-clock "main street" feel and establish places and centers of community where residents can gather, interact, find entertainment and enjoy their surroundings.

While the central objective of corridor planning is reinvesting in existing communities and creating vibrant places to live, work and shop, the County has identified an overall growth target for the 14 corridors for the sake of determining how growth anticipated through 2030 should be distributed throughout the unincorporated area. Currently, the targeted corridors contain vacant and underutilized residential and agricultural-residential zoned parcels that have a capacity of approximately 2,000 residential units, if built out at current zoning capacity. However, these corridors also contain vacant and underutilized non-residential zoned parcels, as validated by the Planning Department's *Corridor Conditions and Opportunities Assessment Report* dated September 2004, which can be considered for alternative uses, including residential uses. According to SACOG's Blueprint Vision, approximately 19,000 residential units can be planned for within these corridors. Therefore, in order to accommodate the Blueprint Vision's growth

allocation and to encourage reinvestment in these areas, the County has set a preliminary target of accommodating approximately 19,000 new residential units within the identified corridors. More specific or refined targets may be set for each commercial corridor through the implementation of individual corridor planning processes. In addition, there are a number of other commercial corridors throughout the unincorporated County that may be appropriate for revitalization during the planning period, including Arden, El Camino, Marconi and a number of others. These corridors may provide additional residential holding capacity above and beyond the 14 target corridors.

**TABLE 4**

**VACANT COMMERCIAL AND INDUSTRIAL ACREAGE IN  
COMMERCIAL CORRIDORS**

*Date of Data – September 2004*

Corridor	Development Potential (Acres)		
	Vacant	Underutilized	Total
1. North Watt Area	80.7	44.8	125.5
2. Florin Road Area	232.2	222.6	454.8
3. Auburn Blvd. North	22.0	29.8	51.9
4. Fair Oaks Blvd. Central	37.5	20.6	58.1
5. Franklin Blvd.	79.3	61.5	140.8
6. Greenback Lane	77.6	58.6	136.2
7. Stockton Blvd South	272.3	93.5	365.8
8. Auburn Blvd. Central	16.5	11.8	28.3
9. Fair Oaks Blvd. East	6.9	19.7	26.6
10. Fair Oaks Blvd. West	8.8	18.5	24.3
11. Fulton Avenue	11.7	9.7	21.3
12. Stockton Blvd. Central	5.1	6.9	12.0
13. Watt Avenue Central	3.2	5.1	8.3
14. Folsom Blvd.	No Data	No Data	No Data
<b>Grand Totals:</b>	<b>854</b>	<b>603</b>	<b>1,454</b>

**TABLE 5**

**APPROXIMATE HOLDING CAPACITY OF COMMERCIAL CORRIDORS**

*Adapted from SACOG's adopted Blueprint Vision*

<b>Corridor</b>	<b>Holding Capacity (Dwelling Units)</b>
1. North Watt Area	4,100
2. Florin Road Area	3,300
3. Auburn Blvd. North	1,000
4. Fair Oaks Blvd. Central	1,800
5. Franklin Blvd.	1,800
6. Greenback Lane	700
7. Stockton Blvd South	3,000
8. Auburn Blvd. Central	100
9. Fair Oaks Blvd. East	400
10. Fair Oaks Blvd. West	250
11. Fulton Avenue	300
12. Stockton Blvd. Central	200
13. Watt Avenue Central	1,050
14. Folsom Blvd.	1,000
<b>Grand Total:</b>	<b>19,000</b>

Policies:

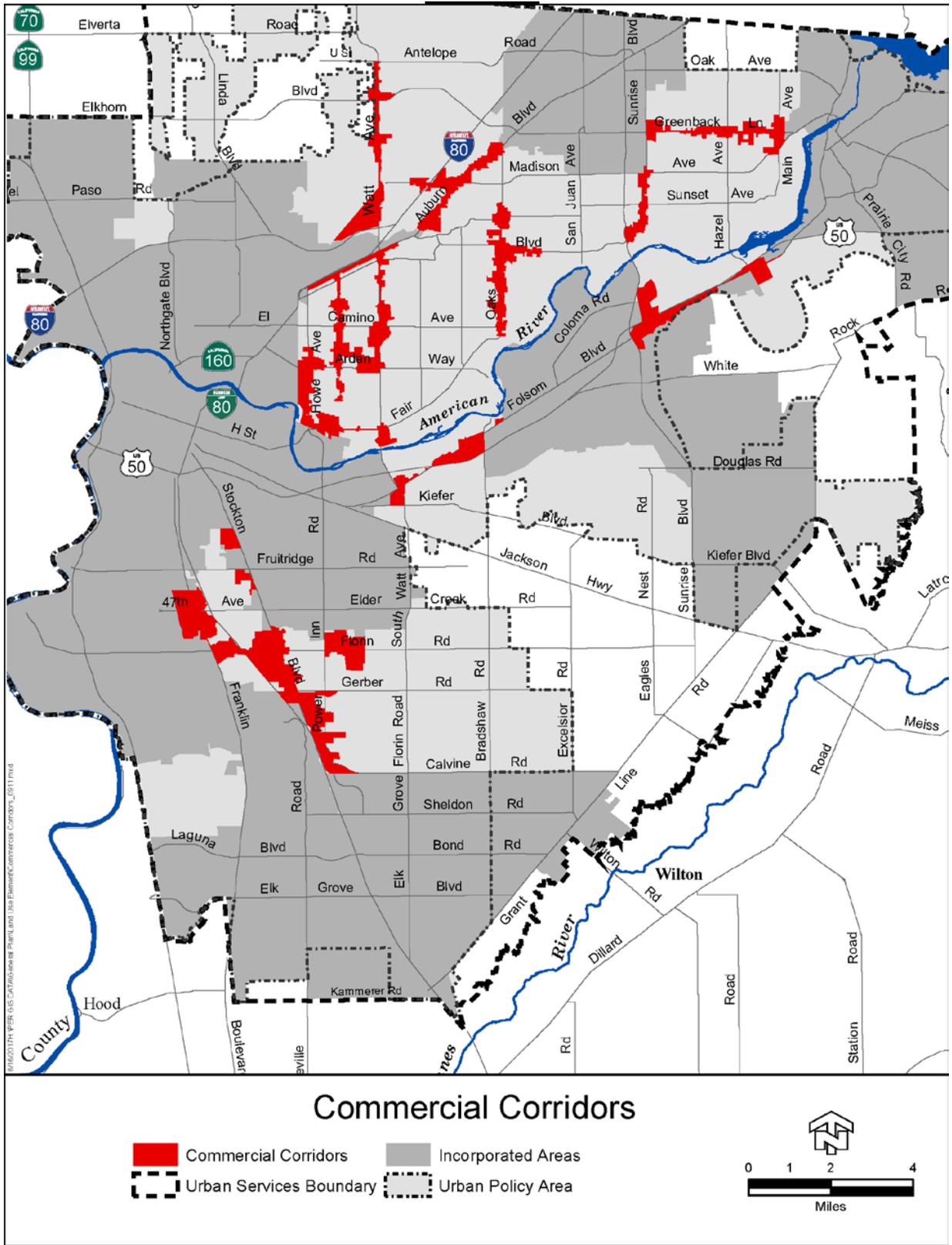
LU-11. It is the intent of the County to comprehensively plan for the revitalization of the targeted commercial corridors and invest the resources necessary to achieve the following: stimulate private investment; encourage development of vacant and underutilized parcels; support reuse and/or rehabilitation of abandoned or blighted buildings; encourage rezoning of excess industrial and commercial lands to allow for medium and high density residential or mixed use projects, and; avoid non transit supportive uses, such as industrial uses, low density residential, and uses that would necessitate large parking lots fronting on the street.

Implementation Measures:

- A. Initiate corridor planning processes for each of the identified corridors that:
- Convert excess vacant or underutilized commercial, industrial and employment parcels to residential and mixed use development.
  - Increase capacity of residential land, in terms of both total amount of acreage available, as well as density of parcels along corridors.

- Concentrate transit-supportive uses in nodes along corridors to support enhanced transit service such as Bus Rapid Transit (BRT), streetcars, etc.
  - Result in the creation of form-based codes to implement the adopted plan. (PLANNING & ENVIRONMENTAL REVIEW)
- B. Explore offering incentives or developing a “fast track” system that will give priority to development applications that are consistent with adopted corridor plans. (PLANNING & ENVIRONMENTAL REVIEW)

**FIGURE 4**



## **New Growth Areas**

**Objective:** New communities that feature a mix of housing, jobs and retail development configured in a compact and transit supportive manner, that incorporate mixed use development (both vertical and horizontal), and that protect environmental resources and preserve open space.

Intent: The County intends to accommodate a portion of the growth projected to occur during the planning period in new growth areas. It is also the intent of the County that the preferred approach for managing growth in the urban growth areas is the Specific Plan<sup>1</sup>, comprehensive plan, or other master plan method. A Public Facilities/Infrastructure Master Plan shall be prepared to identify the major facilities required to serve new development in urban growth area. A phasing plan shall also be prepared to detail the phasing of capital improvement and identifies the extent, timing and estimates costs of all necessary infrastructure. The Infrastructure Financing Plan shall be adopted prior to any zoning approval for the planning area. Additional policies relative to the development of public facilities are contained in the Public Facilities Element of the General Plan.

One new growth area has been proactively identified for planning and development: the “West of Watt” area. There is a large amount of Agricultural-Residential zoned land west of Watt that was outside of the UPA for many years largely due to conflicts with the noise contours associated with the former McClellan Air Force Base. As a result of McClellan’s recent decommissioning, these noise contours shrunk considerably, thereby allowing for urban uses in this area. The *Corridor Conditions and Opportunities Assessment* report generated by Planning staff in September of 2004 indicates that there are 191 vacant acres and 99 acres of unused capacity in the West of Watt area, totaling over 240 vacant acres ready to be developed for urban uses. This report also illustrates that upwards of 6,000 residential units may be accommodated within this area if it is planned for in a strategic manner. Instead of allowing piecemeal development to occur, the County intends to proactively master plan the entire area to ensure that future development is desirable and compatible with existing development, and that appropriate levels of residential, commercial and employment-related development are accommodated within this area. In addition, the couplet transportation designation is applied to Watt Avenue and 34<sup>th</sup> Street Corridors from James Way to U Street in anticipation of future growth in the North Watt Corridor and the West of Watt areas, as well as to accommodate regional growth. Land use and circulation concepts will be further refined and integrated as part of a future comprehensive and integrated planning effort for the West of Watt Area.

The County also anticipates receiving future applications to expand the UPA and initiate Master Planning processes. The County will review these applications based on their individual merits and ability to achieve the growth management strategy identified in the “Amending the Land Use Diagram” section of this Element.

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<sup>1</sup> Specific Plan procedures are outlined in the Specific Plan Ordinance Chapter 21.14 of the County of Sacramento Government Code.

Policies:

- LU-12. The County will prohibit land use projects which are not contiguous to the existing UPA, city boundaries, or existing planned communities or master plan areas (i.e. leapfrog development).
- LU-13. A Public Facilities/Infrastructure Master Plan shall be prepared to identify the major facilities required to serve new development in urban growth areas. A Public Facilities Financing Plan shall be prepared and approved by the Board of Supervisors prior to or concurrent with the approval of any zoning for any urban uses in urban growth areas. The Financing Plan shall include a Public Facilities/Infrastructure Master Plan describing required major infrastructure improvements necessary to support proposed developments, and present a detailed plan for the phasing of capital improvements and identifies the extent, timing and estimated costs of all necessary infrastructure.
- LU-14. Master or Specific plans may be prepared for subareas of an urban growth area for the purpose of prioritizing development opportunities. The boundaries of new Master or Specific Plan areas should be defensible and should take into account the physical nature and characteristic of the sub planning areas. The boundaries of these subareas should consider the following constraints and features: roadways, drainage watersheds, school districts, water districts, parks districts, etc.
- LU-15. Planning and development of new growth areas should be consistent with Sacramento County-adopted Habitat Conservation Plans and other efforts to preserve and protect natural resources.

Implementation Measures:

- A. Prepare Specific Plans or any form of comprehensive planning methods for new growth areas and Urban Development Areas. (PLANNING & ENVIRONMENTAL REVIEW)
- B. Coordinate with neighboring jurisdictions and both countywide and regional entities, such as Regional Transit, SACOG, SHRA, etc., when planning for development in new growth areas. (PLANNING & ENVIRONMENTAL REVIEW)
- C. Amend the General Plan Land Use Diagram as necessary to correctly reflect details of new Community and Specific Plans. (PLANNING & ENVIRONMENTAL REVIEW)
- D. Initiate a master planning effort for the West of Watt area and coordinate with groups such as the Visions Task Force, the North Watt Avenue corridor planning team, and other appropriate groups. (PLANNING & ENVIRONMENTAL REVIEW)

## **RURAL GROWTH ACCOMMODATION STRATEGY**

**Objective: Historical rate of Agricultural-Residential development accommodated through build-out and limited expansion of existing Agricultural-Residential communities.**

Intent: Urban development has and will continue to predominate over rural residential growth in Sacramento County. Sacramento County has historically provided for rural land uses and there continues to be steady demand for new units in rural towns and Agricultural-Residential areas. Some are smaller portions of larger communities surrounded by suburban uses such as in Fair Oaks, South Sacramento and North Highlands. Others represent a significant portion of the community such as Rio Linda and Orangevale. Finally, there are various large agricultural-residential communities beyond the urban area including Wilton, Alta Mesa, Clay and Herald.

The strategy for accommodating rural residential growth involves concentrating new AR-1 and AR-2 uses within existing Agricultural-Residential areas inside the Urban Service Boundary, while making provisions for sewer and water to minimize environmental problems. AR-5 uses will continue to be provided beyond the Urban Service Boundary by limited expansion adjacent to existing Agricultural-Residential areas. The Plan limits uncontrolled expansion of these Agricultural-Residential areas in recognition of policies to preserve and protect sustained agriculture and rangelands. Outside of the USB growth of rural residential communities are also limited by the lack of urban levels of infrastructure and municipal services. Agriculture and rangelands are large contributors to the local economy, providing a great deal of both direct and indirect economic benefits to the County and the region. These uses must be protected from urbanization to ensure their continued contribution to the economy, and to maintain the lifestyle that they provide. In addition, the potential exists for a need to preserve agricultural and rangeland areas through voluntary easements or other measures in order to mitigate for impacts to habitat resulting from urbanization within the Urban Services Boundary. Therefore, significant new rural residential expansion should be balanced against a variety of public policy objectives.

For policies regarding growth in rural areas, see Strategy III: Growth Management and Design.

## **PRESERVING AND PROTECTING MILITARY OPERATIONS**

**Objective: Identify, coordinate, and assist in resolving potential land use conflicts between proposed projects and military operations by coordinating with military representatives early in the planning process. The purpose is to ensure the preservation and protection of existing military operations in Sacramento County.**

Intent: California contains an integrated system of military installations and special use airspace, connected by low-level flight corridors, that provides for the training and security of the nation. State law requires military representatives to be notified of land use projects within 1,000 feet of a military installation, of if a project lies within a special use airspace, or beneath a low-level flight

path. The location of these facilities is provided by all branches of the military to the State Office of Planning and Research.

Implementation Measure:

- A. Notify military representatives of discretionary land use projects as part of the project distribution process if the project is within 1,000 feet of a military installation, or if a project lies within a special use airspace, or beneath a low-level flight path as shown on the latest State Office of Planning and Research map. (PLANNING AND ENVIRONMENTAL REVIEW)

## **STRATEGY III: GROWTH MANAGEMENT AND DESIGN**

**GOAL:** Land use patterns that maximize the benefits of new and existing development while maintaining the quality, character, and identity of neighborhood and community areas.

### **INTRODUCTION:**

Strategy II outlined the County's plan for accommodating projected growth, describing in great detail how and where this growth will occur. Strategy III takes the discussion regarding growth one level further, addressing how growth will be managed so that its design and function will best serve present and future County residents, the economy and the environment. As with the previous strategy, Strategy III's discussion on growth management and design is separated into two distinct pieces: one to address the urban environment and one to address the rural area.

### **URBAN GROWTH MANAGEMENT AND DESIGN**

How we plan, design and build the County's urban environment will affect both current and future generations of Sacramento County residents. This section addresses three key themes: urban design, the relationship between land use and transportation, and other land use and development issues. Each of these plays a key role in creating and/or maintaining functional, desirable and healthy urban places.

#### **Urban Design**

##### Design Review

**Objective:** Urban design that is functional, aesthetically pleasing, and distinctive.

Intent: The County's new design review program is intended to improve the quality of site layout and development design for the unincorporated area. Design review is a process in which new buildings, building renovation, and property improvements (such as parking, fencing and landscaping) are reviewed to ensure that their design is compatible within the context of the project's surroundings and that the project will be a positive addition to the community, both functionally and aesthetically. Design review considers such subjects such as architectural style, building placement, color, materials, landscaping, driveway locations, amenities and signage. Adopted design guidelines act as the basis for design review decisions. The County has established design guidelines for non-residential projects and is currently pursuing design guidelines for residential projects.

In the past, the County has had limited control over the design of an urban project. Developments were ultimately approved on the basis of meeting the minimum standards of the Zoning Code without being evaluated in terms of creating livable and memorable environments. Design review

is essential in the planning process because it establishes a methodology to evaluate a project in the context of its surroundings. Traditional zoning tools, such as basic development standards, have been proven to be an inadequate tool by itself to create places with quality aesthetics and functionality. Without design review, communities both old and new can begin to look increasingly alike and generic, lacking community identity and image. Design review is a discretionary process and can be used to require additional improvements above minimum Zoning Code standards, in order to achieve better quality design and create communities with unique character.

The goal of design review is not about regulating “taste” which is often a very subjective and personal matter. Instead, the County has developed and is implementing a design review program that will emphasize creative and thoughtful site layout, building articulation, compatible and complementary buildings, amenities, and signage, which are architecturally consistent with other buildings and the surrounding community. Done properly, design review can enhance the appearance and value of a development project without adding extraordinary cost.

Policies:

- LU-16. Apply the “Community Design Guidelines” and design review authority to all long-range planning efforts, including but not limited to Specific Plans, Comprehensive Plans, Community Plans, and Commercial Corridor Plans.
- LU-17. Support implementation of the design review program on a project-by-project basis to ensure that all development applications positively contribute to the immediate neighborhood and the surrounding community.

Implementation Measures:

- A. Create design guidelines for residential projects and implement their concepts through the established design review process. (PLANNING & ENVIRONMENTAL REVIEW)

Community and Neighborhood Identity

**Objective: New development that maintains and/or enhances community identity while remaining compatible with existing neighborhoods.**

Intent: Community identity and sense of place are often cultivated through personal interaction with an area’s built and natural environment, its history and culture, and interactions with other people in the area. A strong sense of identity can help people connect with their community and with other community members, leading to a sense of ownership and pride. Unfortunately, community identity and sense of place are difficult to define and often prove to be just as difficult to achieve. A community’s identity may be characterized by physical features, such as well-defined borders, signage, gateways, common site or street layout, shared design qualities of buildings or infrastructure, or a prominent landmark or destination. However, it may also be based on less tangible qualities, such as a community’s spirit and “feel,” or a personal attachment to a

community. Ultimately, how one identifies with their community, and how the community is defined as a whole, is a very personal and subjective thing.

However intangible sense of place may seem, there are tangible steps that can be taken to lead to positive interaction between people and place, and between individuals. Mixing uses and creating usable public spaces can create more lively communities that encourage greater interaction between community members. Combining residential and commercial development can create “24 hour” areas where nightlife is supported by nearby residents. Streetscape improvements, such as wide sidewalks, pedestrian crossings, landscaping, public art and street furniture can make communities more conducive to walking, socializing, and shopping, leading to greater pedestrian use and more active public places. Gateways and signage can demarcate community boundaries, greet visitors and residents, and to delineate a transition from one place (or use) to another. Preserving or reusing historic buildings can build on an areas heritage to reinforce a community’s identity. Removing blight can support a positive image of the community. There are a number of planning tools available to plan and implement measures to contribute to a positive community image, including Specific Plans, Community Plans, Special Planning Areas, Neighborhood Planning Areas, Design Review and Zoning Code Enforcement.

#### Policies:

- LU-18. Encourage development that complements the aesthetic style and character of existing development nearby to help build a cohesive identity for the area.
- LU-19. Incompatible land uses should be buffered from one another by methods that retain community character, and do not consume large land areas or create pedestrian barriers.
- LU-20. Planning processes for existing communities, commercial corridors and new growth areas shall provide for distinct and identifying physical elements, which may include: gateways, signage, public art, common site or street layout, shared design qualities of buildings or infrastructure, or prominent landmarks or destinations.

#### Implementation Measures:

- A. Develop Community and Specific Plans, Corridor Plans, District Plans and transit station plans that promote neighborhood and community identity through design, street patterns, architecture, buffers, and open space. (PLANNING & ENVIRONMENTAL REVIEW)
- B. Employ buffers and transitions to assure that new development is compatible with existing development. (PLANNING & ENVIRONMENTAL REVIEW, COUNTY ENGINEERING)
- C. Use design review to foster community identity in new developments through distinctive or thematic development, mixed use projects, facilities that encourage pedestrian activity, and uses that contribute to active streetscapes and public spaces. (PLANNING & ENVIRONMENTAL REVIEW)

## Complete Communities

**Objective: Neighborhoods with a mix of employment opportunities, commercial amenities, neighborhood services, and a variety of housing types and sizes.**

Intent: A number of the problems confronting Sacramento County can be linked to the loss of true neighborhoods that feature an integrated mix of uses. This is more than an issue of community identification, because well designed and balanced neighborhoods have a strong potential to reduce traffic and air pollution impacts. The following policies establish guidelines that should be used when reviewing different types of plans and development in order to promote neighborhoods with a useful mix of services.

The intent of the policies is to enhance neighborhood character and minimize automobile travel. Providing a variety of destinations nearby each other will shorten most automobile trips, and eliminate some altogether by promoting foot and bicycle travel. Each residential development should have access to a variety of local destinations that provide for residents' daily needs, including retail, employment, recreational amenities, schools, and municipal and social services. The resulting non-automobile street activity will promote human contact and a sense of neighborhood, as well as reduce automobile traffic and the associated impacts.

### Policies:

- LU-21. Promote a better balance of employment, neighborhood services, and different housing types by reviewing development projects and the surrounding community and designing new projects wherever feasible so that they maintain or improve the mix of uses in the community.
  
- LU-22. Specific Plans and Community Plans should provide a balance of employment, neighborhood services, and different housing types wherever feasible.

### Implementation Measures:

- A. Continue to work with SACOG and other agencies to develop and maintain a current data base which includes information about dwelling units and employment. (PLANNING & ENVIRONMENTAL REVIEW)
  
- B. Prior or parallel to the initiation of any processes to plan for development in a new growth area, a study shall be initiated to determine that area's commercial/retail and employment potential to ensure that a balanced mix of land uses will be provided to create complete and self-sufficient communities. (PLANNING & ENVIRONMENTAL REVIEW, ECONOMIC DEVELOPMENT)

## Mixed Use

**Objective: Compact, mixed use developments concentrated in nodes around transit stops, in community centers, and along commercial and transportation corridors.**

Intent: Mixing appropriate land uses is an ideal way to accomplish a number of the County's goals, as well as to satisfy a growing residential and commercial market, fueled by the public's rekindled attraction to urban settings. Many residents and businesses are finding that these locations suit their needs and/or tastes better than isolated and segregated communities. Mixing residential, commercial and office uses can help to develop sense of community, balance land uses, reduce vehicular traffic, encourage pedestrian activity, and support local commerce and social activity. These developments can vary from a horizontal mixture of single use structures integrated together in a neighborhood block ("horizontal mixed use") to a single vertical structure containing a variety of different uses ("vertical mixed use"). The defining characteristic of these developments is their convenience and "walkability" between uses.

Mixed use developments offer the most benefits when located in community centers, commercial corridors and/or near transit stops. The best examples of mixed use often incorporate retail or office space on the ground floor and residential units above. Mixing compatible uses can form a symbiotic relationship with each use supporting the other and benefiting both. Residents benefit from local access to retail, employment, recreational amenities, cultural centers, transit, and other daily needs offered within walking or biking distance from their home. Residents also have the option of living directly above or near their place of work, be it in an office building or a commercial establishment. Commercial, office and employment uses realize an equal benefit from being located near residents. Nearby residents support local retail establishments, such as shopping at the corner store, eating at local restaurants, and frequenting nearby coffee shops, bars, and theaters. Employers benefit from the opportunity to tap a dense and diverse local workforce.

The community as a whole can reap possibly the largest rewards. Nearby residents can be a boon to the local economy and public transportation, increasing tax revenue and transit ridership. Mixing uses is also a desirable approach to developing more compactly, accommodating residential and commercial growth while relieving development pressures on the urban fringe. The mix of housing, retail and office space also helps foster a jobs/housing balance, reducing commute traffic. More active streets and sidewalks add to a community's identity and spirit, as well as making public spaces safer and more appealing to shoppers. Active nightlife and the presence of residents makes for more "eyes on the streets", reducing the likelihood of a deserted streetscape that can lead to unwanted behavior.

### Policies:

LU-23. Providing compact, mixed use developments shall be an integral part of all master planning efforts for new growth areas and commercial corridors.

- LU-24. Support private development requests that propose pedestrian- and transit-friendly mixed use projects in commercial corridors, town centers, and near existing or proposed transit stops.
- LU-25. Depending on its emphasis, a mixed use development may include the following proportions of different uses, shown as percentages of the site area:

**TABLE 6**

**EMPHASIS OF DEVELOPMENT**

	COMMERCIAL	OFFICE	RESIDENTIAL
<u>USE</u>			
Retail	50-70%	10-30%	10-30%
Office	0-20%	50-70%	0-30%
Residential	20-40%	0-30%	50-80%
Public	10-30%	10-30%	10-30%

**NOTE:** Commercial uses refer to the LC and SC zones. Office uses refer to the BP and MP zones. Residential uses refer to the RD-5 through RD-50 zones.

**Implementation Measures:**

- A. Amend the Zoning Code to establish a mixed use zone, combining zone or overlay zone that allows for:
  - Multi-story construction with minimum densities;
  - Street-oriented ground floor commercial uses, generally with residential uses above, but allowing for office/retail and live/work or other combinations in select locations;
  - Minimal setbacks or “built to” lines that bring the building facade close to the street and the pedestrian;
  - Limited building street frontage width to create narrow, small-scale storefronts that are pedestrian friendly;
  - Integration with the surrounding sites and within the site via pathways, open spaces, and landscaping;
  - A variety of housing types and choices;

- Reduced parking requirements and shared parking credit where parking characteristics of the uses are complementary, and;
  - On-site parking behind buildings or in structured parking. (PLANNING & ENVIRONMENTAL REVIEW)
- B. Create form based codes for areas or districts to facilitate mixed use development. (PLANNING & ENVIRONMENTAL REVIEW)

Public Health / Land Use Connection

**Objective: Increased opportunities for every resident of Sacramento County to be more physically active.**

It has been long recognized that land use and transportation decisions have a direct impact on the health of the environment. More recently, the relationship between development patterns and the health of humans has emerged as an accepted and well-documented phenomenon. Research is showing that land use decisions can have a direct positive effect on physical and mental well being, most specifically by design features that promote physical activity such as walking and biking.

Most current land use development patterns make automotive travel a necessity while discouraging walking, biking and socializing among community members. Communities designed according to post-WWII conventions are characterized by features found to increase vehicle miles traveled and reduce pedestrian activity, including: segregated land uses, lack of public transit, isolated recreational amenities and destinations of interest, high speed and high volume streets, poor street and trail connectivity, and lack of safe and attractive infrastructure to facilitate pedestrian travel. These land development patterns, along with the public’s affinity for the automobile, are sustaining this auto-dependence at the expense of public health. Not only have these development patterns decreased exercise and social behavior associated with pedestrian activity, the resulting sedentary lifestyle has led to higher rates of obesity, cardiovascular disease, diabetes, asthma, and injury. Also, the increased vehicle miles traveled is a main contributor to the region’s air pollution problems, a serious health concern facing county residents.

Alternatively, certain land use development patterns can encourage pedestrian and bicycle travel and physical activity, offering an opportunity to have a positive impact on public health. Mixing housing with stores, services and employment and developing more compact neighborhoods can help to create communities where residents’ daily needs can be met with a short walk or bike ride. Further, compact neighborhoods with more extensive public transportation systems have lower automobile fatality rates than more sprawling areas. Greater connectivity between homes, retail, employment and recreation locations can be accomplished through grid pattern streets, shorter blocks, and integrated pathways that shorten distances between amenities and other destinations, giving people the choice to spend less time in a car, and instead, use their feet. Often, increasing physical exercise in a community may be as easy as making communities more safe and fun to experience as a pedestrian or bicyclist. Slowing traffic, adding bike lanes, establishing well-defined crosswalks, building wide sidewalks and buffering pedestrians from traffic can all help to

make walking and biking much safer. Providing interesting and attractive streetscapes, stores fronting on the street with minimal setbacks, street furniture, shade trees and inviting public places can all make walking and biking more enjoyable and provide greater opportunities for socializing among community members.

#### Policies:

LU-26. This policy was moved to the Environmental Justice Element via its adoption on December 17, 2019. When planning for new development in new communities, the features below shall be incorporated for their public health benefits and ability to encourage more active lifestyles, unless environmental constraints make this infeasible. In existing communities, the features below shall be considered, as appropriate and feasible:

- Where appropriate, compact, mixed use development and a balance of land uses including schools, parks, jobs, retail and grocery stores, so that everyday needs are within walking distance of homes.
- Grid or modified-grid pattern streets, integrated pathways and public transportation that connect multiple destinations and provide for alternatives to the automobile.
- Wide sidewalks, shorter blocks, well-marked crosswalks, on-street parking, shaded streets and traffic-calming measures to encourage pedestrian activity.
- Walkable commercial areas with features that may include doors and windows fronting on the street, street furniture, pedestrian-scale lighting, and served by transit when feasible.
- Open space, including important habitat, wildlife corridors, and agricultural areas incorporated as community separators and appropriately accessible via non-vehicular pathways.

LU-27. This policy was moved to the Environmental Justice Element via its adoption on December 17, 2019. Provide safe, interesting and convenient environments for pedestrians and bicyclists, including inviting and adequately-lit streetscapes, networks of trails, paths and parks and open spaces located near residences, to encourage regular exercise and reduce vehicular emissions.

#### Implementation Measures:

A. This implementation measure was moved to the Environmental Justice Element via its adoption on December 17, 2019. Coordinate with Sacramento County Department of Health and Human Services, Sacramento County Department of Transportation (SACDOT) and other public health agencies and organizations during master planning efforts to identify and integrate design elements into land use plans that encourage physical activity. (PLANNING & ENVIRONMENTAL REVIEW, SACDOT, DHHS)

- B. This implementation measure was moved to the Environmental Justice Element via its adoption on December 17, 2019. Coordinate with the Department of Health and Human Services to conduct meetings, workshops or public hearings in order to solicit input from interested individuals and organizations on opportunities and recommendations for integrating public health concerns into local land use and transportation planning. (PLANNING & ENVIRONMENTAL REVIEW, SACDOT, DHHS)

### Energy Efficient Development

**Objective: New development in existing communities, in new growth areas and improvements to existing buildings and housing stock that are designed and constructed to be energy efficient and incorporate renewable energy technologies where cost-effective and feasible.**

Intent: Key goals of sustainable development and smart growth are to reduce the impacts of development on the environment, conserve natural resources, reduce air pollution, reduce greenhouse gas emissions, and protect human health. The community is also concerned that residents and businesses can afford to live and work in the community, with future energy costs a major cost consideration. The region as a whole is trying to attract businesses that focus on clean energy technology and products. The state and the nation are working to achieve independence from foreign and environmentally harmful energy sources.

The intent of the policies below is to promote purposeful planning of the type and amount of energy that will be used by all buildings, regardless of their use. The County's intent is to promote these principles early in the planning stages and consistently throughout the entitlement process.

#### Policies:

- LU-28. Encourage the development of energy-efficient buildings and communities.
- LU-29. Promote voluntary participation in incentive programs to increase the use of solar photovoltaic systems in new and existing residential, commercial, institutional, and public buildings.
- LU-30. Whenever feasible, incorporate energy-efficient site design, such as proper orientation to benefit from passive solar heating and cooling, into master planning efforts.

#### Implementation Measures:

- A. Include SMUD energy planners and energy efficiency specialists in appropriate pre-application discussions with property owners and developers to identify the potential for solar orientation and energy efficient systems, building practices, and materials. (PLANNING & ENVIRONMENTAL REVIEW)

- B. Explore offering incentives (e.g., density bonus, expedited process, fee reduction/waiver) to property owners and developers who exceed California Title 24 energy efficiency standards. (PLANNING & ENVIRONMENTAL REVIEW)

### Light Pollution

**Objective: Reduced levels of light pollution in both new and existing communities.**

Intent: Nighttime lighting provides safety and comfort to communities and their residents, but excess and misdirected light creates the phenomenon known as light pollution. An increasing problem for metropolitan areas, light pollution is light not targeted for a specific task, creating an unhealthy and unsightly environment. This light originates from a number of sources including interior and exterior lighting on buildings, lights associated with advertising, streetlights, sporting venues and shopping centers.

There are number of environmental, ecological, quality of life, and human health implications associated with light pollution. Excess nighttime light wastes energy and harms the integrity of ecosystems. Artificial light interrupts the biological clock of organisms that depend on light (or lack thereof) to trigger behavioral activities. Upward-directed light creates skyglow above cities, impairing the view of the night sky, stars and planets. As Sacramento County continues to grow, efforts can be taken to reduce excess and inappropriate light on the surrounding social and biological environment by ensuring lighting structures are designed to limit the distribution of forward light, backlight and uplight.

### Policy:

- LU-31. Strive to achieve a natural nighttime environment and an uncompromised public view of the night sky by reducing light pollution.

### Implementation Measure:

- A. Address and incorporate outdoor lighting measures in County Improvement Standards, any Zoning Code update, community and specific plans, corridor plans, district plans, transit station plans or any other planning programs. (PLANNING & ENVIRONMENTAL REVIEW, COUNTY ENGINEERING, SACDOT)

## **Land Use/Transportation Connection**

### Land Use and Transit Relationship

**Objective: A community wide pattern of development with the most intensive land uses in close proximity to transit stops.**

Intent: It has long been understood that density translates directly to travel demand, and that travel demand can best be accommodated by transit if the most intense uses are clustered near the transit stops. Unfortunately, this knowledge has not strongly affected the pattern of land uses due in part to relatively inexpensive gasoline, tolerable commute times, and the public's fondness of the automobile and suburban living. Recently, SACOG's Blueprint project established a regional consensus supporting denser development around transit stops, creating a foundation for implementation by individual jurisdictions. The intent of the policies below is to support Blueprint's objectives and implement the County's desire for transit oriented development by requiring development near transit to be of sufficient density to support the system.

Since multiple destinations within high density mixed-use projects can often be reached by foot, such projects have a strong ability to reduce automobile travel. This ability is lessened, however, if the project itself is reachable only by car. Focusing high intensity projects near high quality transit service can reduce travel between uses and allow travel to multiple other destinations without any need for an automobile. Low intensity land uses should not be placed along high quality transit routes, because they will not generate ridership levels sufficient to support that transit service.

The potential for higher density projects to reduce the demand for automobile travel should not be diminished by allowing such projects to be built in areas that do not benefit from high quality transit service. While it is true that trips within such projects may be made by foot or bicycle, air quality goals can be more easily met if the project itself can be reached without a car trip. Just as it is important to concentrate higher density projects around transit, it is important not to waste the opportunity they represent by scattering them in parts of the community without high quality transit service.

Policies below recognize that residential densities and non-residential intensities must gradually decline away from the Transportation Corridor toward low-density neighborhoods; that densities and intensities should recognize the difference between planned and existing transit service; and, that transit-orientation can allow for reduced parking requirements. Furthermore, the policies are intended to encourage approval of transit-supportive land uses on key opportunity sites such as those in the 15 identified commercial corridors, within new growth areas, or as identified in Regional Transit's Master Plan, so as to not conflict with existing single-family neighborhoods.

Policies:

LU-32. It is the policy of Sacramento County to support and encourage Transit Oriented Development (TODs) in appropriate areas throughout the county. Development applications within ½ mile of a transit stop/station identified in Regional Transit's Master Plan or a County-adopted Plan shall comply with the TOD development requirements as listed on Table 7. Appropriate locations include transit stops or nodes in commercial corridors, Bus Rapid Transit (BRT) or Light Rail stations, transit stops in new growth areas, or opportunity sites identified in Regional Transit's Master Plan. The Planning Director will be responsible for determining an applications' consistency with this policy and will take into account application-specific opportunities and constraints, including reasonable opportunities for access to transit. If the Planning

Department determines that an application is inconsistent with the intent of this policy, the Board of Supervisors shall be the appropriate hearing body to determine feasibility of consistency (see table 7). Master Plans (such as Specific Plans, corridor plans, etc.) adopted after the updated General Plan is approved may replace the standards in this policy and Table 7 with standards tailored to the subject area.

**TABLE 7**

**MINIMUM DENSITY AND INTENSITY REQUIREMENTS OF LU-32**

<i>TRANSIT TYPE</i>	<i>INTENT</i>	<i>LAND USE TYPE</i>	<i>WITHIN 1/8 MILE</i>	<i>WITHIN 1/8-1/4 MILE</i>	<i>WITHIN 1/4-1/2 MILE</i>
<b>LIGHT RAIL (Existing and Planned)</b>	<p>Create transit supportive districts around light rail stations that feature compact and/or mixed use development and encourage pedestrian activity. Preferred uses include ground floor retail with compact housing and/or employment uses above.</p> <ul style="list-style-type: none"> <li>Target densities within 1/8 mile range from 40-80 du/NA depending on the location, although due to ideal nature of these sites, there is no limit to the density/intensity. Target densities within 1/8 to 1/4 mile are 30-60 du/NA. Within 1/4 to 1/2 the target is 12-30 du/NA. FARs equivalent to these densities are recommended for non-residential and mixed use projects.</li> <li>Developments proposed on land designated as TOD on the Land Use Diagram <i>must</i> meet the minimum densities and intensities of this table.</li> <li>Developments proposed on land located within 1/2 mile of an existing or planned light rail station that is <i>not</i> designated as TOD on the Land Use Diagram <i>should</i> meet the minimum densities and intensities of this table.</li> <li>Transit area plans shall conform to the minimum densities and intensities of this table.</li> </ul>	<b>RESIDENTIAL</b>	30 du/NA	18 du/NA	12 du/NA
		<b>NON-RESIDENTIAL &amp; MIXED USE</b>	1.5 FAR	1.0 FAR	0.65 FAR
<b>BUS RAPID TRANSIT AND OTHER TRUNK SERVICE</b>	<p>Attract transit supportive uses at appropriate sites with access to Bus Rapid Transit and other trunk line service where that service is planned or currently exists, including:</p> <ul style="list-style-type: none"> <li>In identified commercial corridors;</li> <li>At major bus stops, transfer stations and other key opportunity sites as identified by Regional Transit's updated Master Plan, and;</li> <li>In new growth areas and other master planned areas</li> </ul> <ul style="list-style-type: none"> <li>Target densities within 1/8 mile range from 20-50 du/NA depending on the location, although due to ideal nature of these sites, there is no limit to the density/intensity. Target densities within 1/8 to 1/4 mile are 15-30 du/NA, and within 1/4 to 1/2 the target is 10-20 du/NA. FARs equivalent to these densities are recommended for non-residential and mixed use projects.</li> </ul>	<b>RESIDENTIAL</b>	20 du/NA	15 du/NA	10 du/NA
		<b>NON-RESIDENTIAL &amp; MIXED USE</b>	0.65 FAR	0.5 FAR	0.4 FAR
<b>LOCAL BUS SERVICE</b>	<p>Attract transit supportive uses at appropriate sites along where local bus service is planned or currently exists, including:</p> <ul style="list-style-type: none"> <li>In identified commercial corridors;</li> <li>At major bus stops, transfer stations and other key opportunity sites as identified by Regional Transit's updated Master Plan, and;</li> <li>In new growth areas and other master planned areas</li> </ul> <ul style="list-style-type: none"> <li>Target densities within 1/8 mile range from 10-30 du/NA. Target densities within 1/8 to 1/4 mile are 6-15 du/NA, and within 1/4 to 1/2 the target is 6-10 du/NA. FARs equivalent to these densities are recommended for non-residential and mixed use projects.</li> </ul>	<b>RESIDENTIAL</b>	10 du/NA	6 du/NA	6 du/NA
		<b>NON-RESIDENTIAL &amp; MIXED USE</b>	0.4 FAR	0.3 FAR	0.3 FAR
<b>NOTES</b>					
<p>1. The intent of the minimum FARs shown on this table is to encourage transit supportive uses, including retail uses that will stimulate street-level activity and employment uses that will generate a large number of jobs. The minimum FARs should not be used to justify uses that are not transit supportive, such as big boxes stores, warehouses and storage uses; although these uses may satisfy the minimum requirements of this table, they do not meet the intent of the policy.</p> <p align="center"> <i>EXISTING: Existing service or under construction</i>      <i>du/NA = Dwelling unit / net acre</i>  <i>PLANNED: Service is in an adopted plan</i>                      <i>FAR = Floor area ratio</i> </p>					

LU-33. Parking requirements may be reduced in order to meet the density requirements established by policy LU-32.

Implementation Measures:

- A. Monitor development proposals along designated Transportation Corridors and report to the Board of Supervisors periodically to evaluate whether or not LU-32 is being successfully implemented. (PLANNING & ENVIRONMENTAL REVIEW, REGIONAL TRANSIT)
- B. Establish minimum development density combining or overlay zoning along light rail transit corridors that includes light rail right-of-way dedication and specific incentives to encourage transit supportive development and direct access links to the transit station. (PLANNING & ENVIRONMENTAL REVIEW, REGIONAL TRANSIT)

Transit-Oriented Development

**Objective: High intensity, mixed use neighborhoods that provide a pedestrian environment and are closely linked to transit.**

Intent: The intent of this objective and the policies below is to explain the development pattern that this General Plan promotes. These design concepts have the potential to greatly reduce automobile travel and the congestion and air pollution that result. They also support the Blueprint model for more compact growth and help to accommodate population growth in an efficient fashion. The document titled Transit-Oriented Development Design Guidelines for Sacramento County carefully details one approach to employing these concepts. The policy below allows other approaches to be utilized, as long as the concepts are adhered to.

Policies:

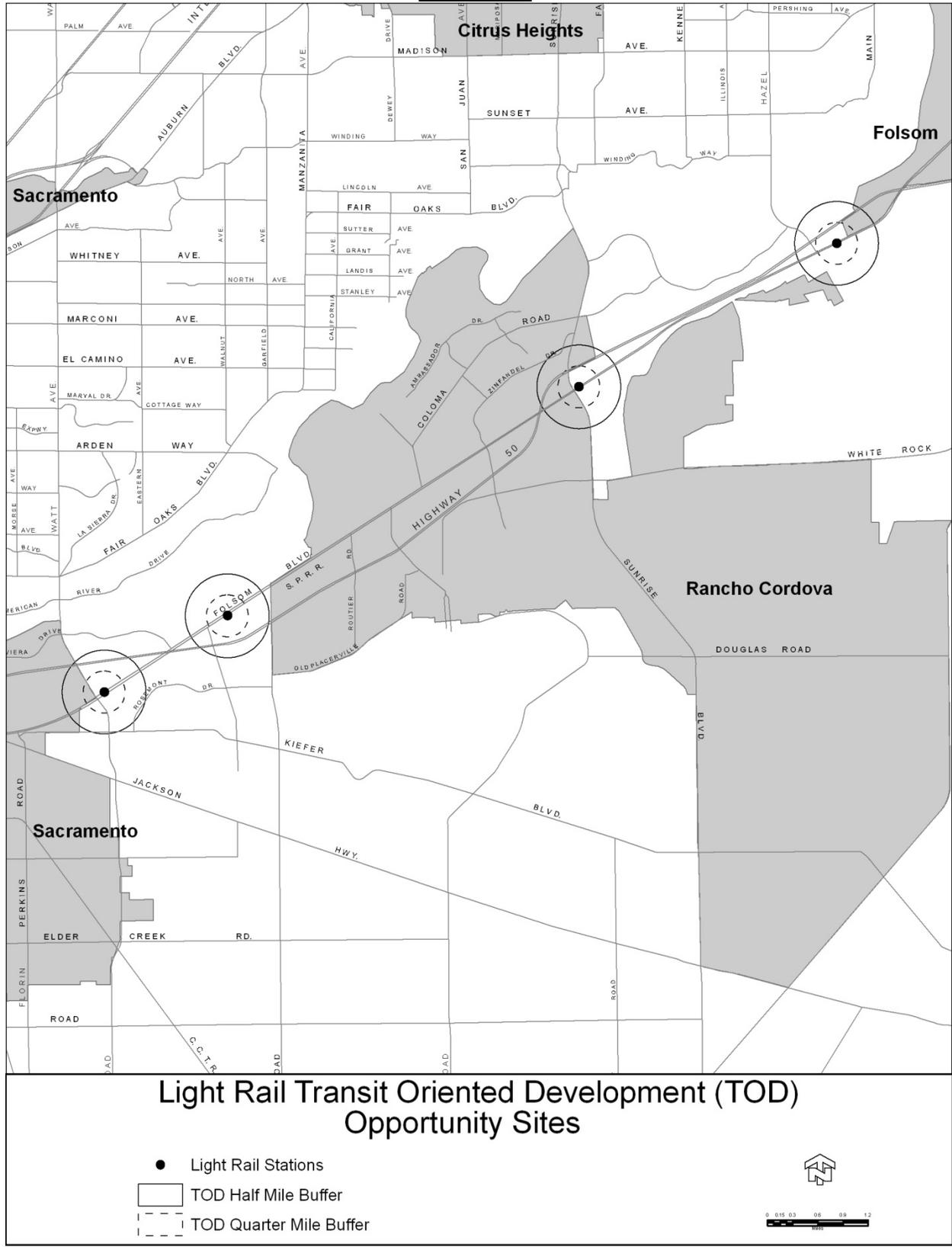
- LU-34. Developments in the areas designated on the Land Use Diagram as Transit Oriented Development shall be designed in a manner that conforms to the concepts of transit-oriented development, including:
- High intensity, mixed-use development concentrated in a Core Area within an easy walk (one quarter mile) of a transit stop on the Trunk or Feeder Line Network.
  - An emphasis on neighborhood support commercial services at street level in the Core Area that can serve the residents of the Core and surrounding Secondary Areas, with other employment encouraged in the TODs created along the Trunk Line Network.
  - A pleasant walking environment created through good land use design, short distances, amenities, and streetscape features.
  - Direct, multiple linkages, especially for bicycles and pedestrians, between the Core Area and the surrounding Secondary Area.

- LU-35. The primary concepts in LU-34 should be employed wherever feasible in new urban development.
- LU-36. Community Plans and Specific Plans shall employ the primary concepts in LU-34 in designating locations for higher intensity mixed use development and designing circulation and pedestrian networks.
- LU-37. Provide and support development of pedestrian and bicycle connections between transit stations and nearby residential, commercial, employment or civic uses by eliminating physical barriers and providing linking facilities, such as pedestrian overcrossings, trails, wide sidewalks and safe street crossings.

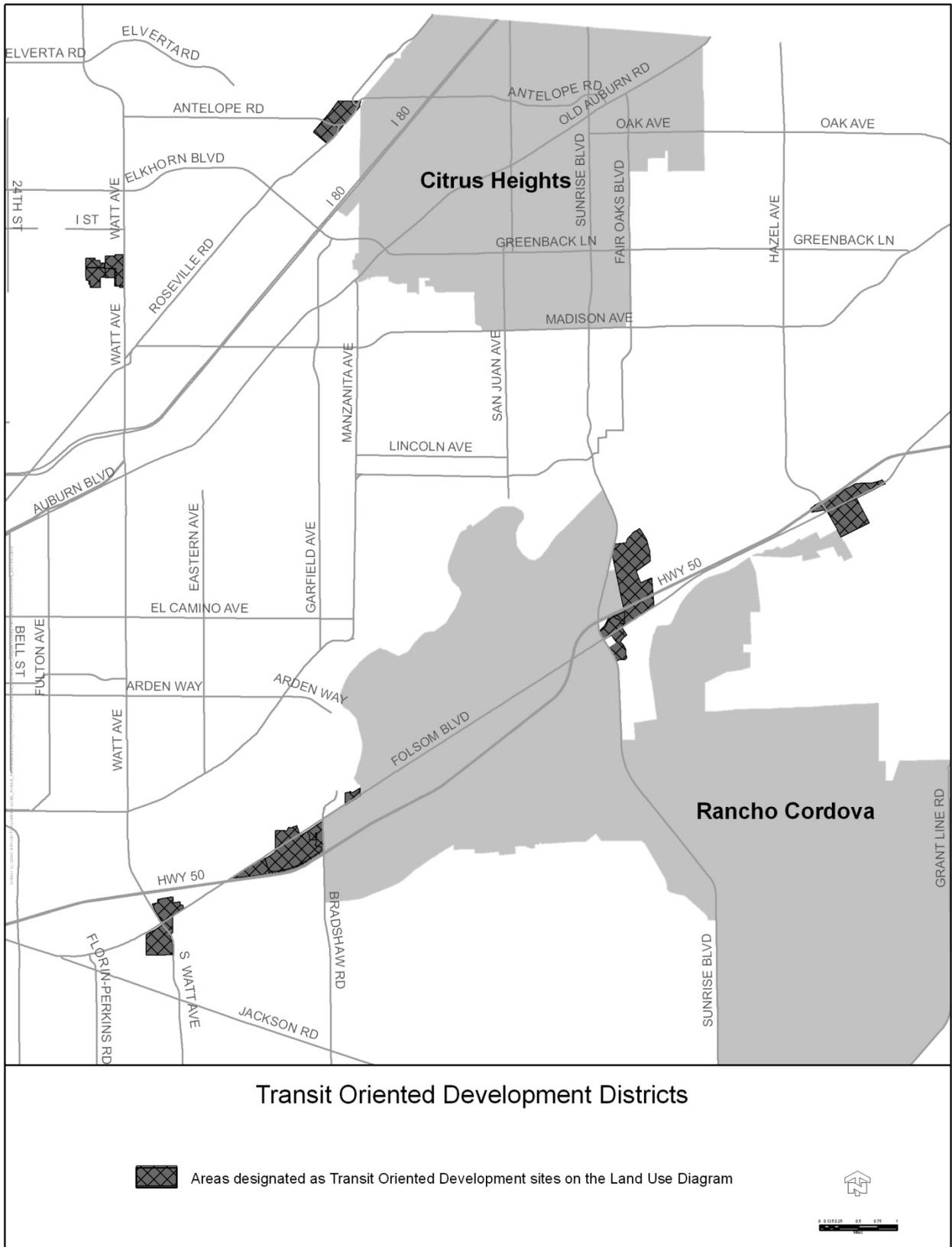
Implementation Measures:

- A. Support development along key components of the transit system that is consistent with the Transit-Oriented Development Design Guidelines for Sacramento County. (PLANNING & ENVIRONMENTAL REVIEW, PLANNING COMMISSION, BOARD OF SUPERVISORS, REGIONAL TRANSIT)
- B. Develop a process for the consideration and review of development projects at TOD sites that employ alternatives to the Transit Oriented Development Design Guidelines. (PLANNING & ENVIRONMENTAL REVIEW)
- C. Develop administrative procedures for processing development proposals in designated TOD opportunity areas prior to the approval of a Specific Plan. (PLANNING & ENVIRONMENTAL REVIEW)
- D. Identify additional TOD sites for inclusion in the General Plan during five-year updates. (PLANNING & ENVIRONMENTAL REVIEW)
- E. Amend the zoning code to permit higher floor area ratios for all nonresidential development and to require minimum intensities for all development. (PLANNING & ENVIRONMENTAL REVIEW)

**FIGURE 5**



**FIGURE 6**



## Pedestrian Circulation and Walkability

**Objective: Communities, neighborhoods, and single projects that promote pedestrian circulation and safety through amenities, good design, and a mix of different land uses in close proximity.**

Intent: Through oversight or intent, much of our postwar development has impeded simple walking. Examples include:

- Landscape strips and soundwalls meant to buffer development that also prevent direct foot travel.
- Pedestrian routes that are devoid of landscaping, benches, lighting, drinking fountains, or other amenities.
- Drainage ditches, roads, and freeways with inadequate pedestrian crossings isolate projects.
- Sidewalks that are placed directly next to fast-moving traffic with no intervening trees or parked cars to improve a pedestrian's sense of security.
- Very low density development that has pushed destinations so far away from each other that walking between them is difficult.
- Large, homogenous development projects that provide no mix of supporting land uses within walking distance.

The intent of this objective and the policy that accompanies it is to reconnect neighborhoods by promoting pedestrian travel through amenities, better land use patterns, and good design. This will have the important benefit of providing full access to community activities for people who may not drive cars because of their age, illness, disability, choice, or income level. An extremely important benefit is that almost everything that facilitates pedestrian travel also promotes bicycle travel, improves access for disabled persons, and encourages physical activity. Encouraging physical activity is critical to controlling today's public health challenges, including obesity, diabetes, heart disease, stroke, and other conditions related to a lack of physical activity.

New development will look different to a person on foot. No longer should drainage ditches, landscape buffers, or soundwalls create linear barriers that prevent more direct pedestrian access between destinations. No longer should pedestrians be left to harsh, sterile, unsheltered sidewalks. No longer should they be forced to weave among parked and moving cars to get to a store separated from the street by a large parking lot. No longer should project and building entrances be designed solely for the convenience of those arriving by car. No longer should commercial strips be allowed which are so long no reasonable person will walk their length. Instead, pedestrians should find destinations clustered together with entrances oriented towards pedestrian paths. They should find pedestrian paths that are visible, secure, shaded, and direct. They should find drinking fountains, benches, and other amenities that can restore the simple pleasure of walking through a neighborhood.

In addition to these design changes, the Sacramento County Department of Transportation (SACDOT) is preparing an Americans with Disabilities Act (ADA) Transition Plan and a

Pedestrian Master Plan for unincorporated Sacramento County. These plans are primarily addressing improvement needs relating to disabled access and the presence and condition of pedestrian facilities. The Americans with Disabilities Act of 1990 requires municipalities to prepare plans detailing how they will make their streets and roads accessible to all persons, including those with disabilities. ADA Transition Plans must include specific project information and commitment to a detailed time schedule for completion. The Pedestrian Master Plan is being undertaken to enhance walking as a viable transportation alternative to help make Sacramento County a better place to live. Both plans require the gathering of extensive data on existing facilities Countywide. The plans are being undertaken on a parallel schedule, but have separate adoption processes and separate citizen advisory committees.

Policy:

- LU-38. Community Plans, Specific Plans, and development projects shall be designed to promote pedestrian movement through direct, safe, and pleasant routes that connect destinations inside and outside the plan or project area.
- LU-39. Support implementation of the ADA Transitional Plan and the Pedestrian Master Plan to create a network of safe, accessible and appealing pedestrian facilities and environments.
- LU-40. Employ appropriate traffic calming measures in areas where pedestrian travel is desirable but made unsafe by a high volume or excessive speed of automobile traffic. Preference shall be given to measures that slow traffic and improve pedestrian safety while creating the least amount of conflict with emergency responders.
- LU-41. Encourage placement of active uses, such as retailers, restaurants, and various services, on the ground floor of buildings in areas where the greatest levels of pedestrian activity are sought.
- LU-42. Master planning efforts for new growth areas shall provide for separated sidewalks along all arterials and thoroughfares to make walking a safer and more attractive transportation option.

Implementation Measures:

- A. Modify the Zoning Code and development standards to promote pedestrian access by providing for breaks in sound walls, walkways through parking lots, lighting and amenities, and pedestrian routes between projects and different land uses. (PLANNING & ENVIRONMENTAL REVIEW, COUNTY ENGINEERING)
- B. Evaluate and condition development projects in order to provide pedestrian routes and amenities. (PLANNING & ENVIRONMENTAL REVIEW)

- C. Develop Community and Specific Plans that provide a network of pedestrian routes that connect different destinations within the plan area. (PLANNING & ENVIRONMENTAL REVIEW)
- D. Develop infrastructure financing fees that account for the full width of roadway improvements in order to ensure that pedestrian routes are connected. (PLANNING & ENVIRONMENTAL REVIEW)
- E. Implement strategies identified in the ADA Transitional Plan and the Pedestrian Master Plan in both existing communities and new growth areas to improve pedestrian mobility. (PLANNING & ENVIRONMENTAL REVIEW, SACDOT)

### Parking

**Objective: A sufficient, yet efficient supply of parking.**

Intent: While parking is a necessary thing, given the level of automobile use in this community, it has some negative impacts. Excess free parking encourages automobile use. Empty parking lots create urban heat islands in the summer sun. Parking consumes vast amounts of expensive land, pushing more important land uses farther apart from each other.

A well developed parking supply will be scaled down from what has been typical in recent years, consume less land, be better shaded, have good pedestrian aisles away from automobile traffic, be designed to facilitate the collection of parking charges, and maximize the sharing of parking supplies among nearby land uses.

Policy:

LU-43. Parking areas shall be designed to:

- Minimize land consumption;
- Provide pleasant and safe pedestrian and bicycle movement;
- Facilitate shared parking
- Allow for the possible reuse of surface parking lots through redevelopment; and,
- Minimize parking lot street frontage.

Implementation Measures:

- A. Amend the Zoning Code to reduce parking requirements, facilitate shared parking, and study the feasibility of establishing parking maximum for all residential and nonresidential development in keeping with the intent of the mixed-use and transit oriented development concepts of the General Plan. (PLANNING & ENVIRONMENTAL REVIEW)

- B. Implement shared parking standards that can be applied to mixed use developments in order to reduce the amount of land developed with parking areas and increase the intensity of development. (PLANNING & ENVIRONMENTAL REVIEW)
- C. Review all development projects to assure that they are designed to include pedestrian paths through parking areas, allow for the redevelopment of excess parking area in the future, and promote shared parking. (PLANNING & ENVIRONMENTAL REVIEW)

### **Other Land Use and Development Issues**

#### Housing Affordability and Mixed Income Housing Opportunities

**Objective: Improved housing affordability for residents earning below median incomes, and a continued supply of affordable housing units.**

Intent: Shelter is considered one of the most fundamental necessities of human existence. Unfortunately, housing costs have increased much faster than wages. Due to a number of circumstances, the housing market has become unaffordable to thousands of County residents, including many that hold high-quality and relatively high paying jobs. Providing equitable access to housing for all income levels is essential to maintaining an integrated and functional jurisdiction. Not only will more affordable housing allow lower income households greater housing options, it may also have a number of other benefits, including: prevention of homelessness, fostering household stability, economic and social integration of communities, and neighborhood revitalization. When done right, affordable housing will benefit not only the inhabitants, but also the community at large.

The design and location of affordable housing is vital to fully reaping the peripheral benefits of such developments. Good design is crucial to cultivating acceptance of affordable housing projects within established neighborhoods. Attractive affordable housing can complement local architecture and style, ease concerns of nearby neighbors, and elicit pride in its residents. Location is also critical. Affordable housing should be integrated with market rate units whenever possible. Also, when feasible, affordable housing should be located in compact, mixed use developments adjacent to transit, retail, employment opportunities, and public facilities and services. The walkable and transit oriented nature of these developments would benefit residents by increasing mobility options and providing daily needs within walking distance. In addition, these new residents could increase transit ridership, local economic activity, and sales tax revenue, benefiting the community and the region.

On December 8, 2004, the County Board of Supervisors adopted Chapter 22.35 of the Sacramento County Code implementing an affordable housing program that applies to all new residential development of five or more units in the unincorporated County. It requires that fifteen percent of all new residential development to be affordable to extremely low, very low and low-income households. The County's affordable housing program is considered one of the most aggressive

in the country as well as one of the first to extend assistance to extremely low income households, defined as those whose income does not exceed thirty (30) percent of the median, adjusted for household size. Although the policies and programs associated with this ordinance have been adopted, the County continues to work toward implementing the plan and ensuring these developments are built in a timely and advantageous fashion.

Policies:

- LU-44. Affordable housing should be located in compact, mixed use developments near transit stations whenever feasible.
- LU-45. Mix affordable housing units with market rate units **to the extent feasible**, as opposed to building segregated affordable housing developments.

Implementation Measures:

- A. Review the Housing Element, Community Plans, and development projects to assure housing affordability goals are met. (PLANNING & ENVIRONMENTAL REVIEW)
- B. Monitor the affordable housing program's effectiveness, and modify the program as necessary. (PLANNING & ENVIRONMENTAL REVIEW, SHRA)
- C. Implement the County's affordable housing program to increase the overall supply of affordable housing units within the unincorporated area. (PLANNING & ENVIRONMENTAL REVIEW)

Commercial and Industrial Land Use

**Objective: Viable commercial services and a diversity of employment opportunities located in proximity to residents.**

Intent: It is the intent of Sacramento County to locate commerce, offices, and public uses to influence people to make different transportation choices and to match people to markets. It is also the intent of Sacramento County to provide a variety of locations for future commerce and industry to attract business and balance the economy.

Retail and Office Location: The strategy to affect retail and office locational choices relies on land use policy to concentrate rather than diffuse office and retail destinations. Strip commercial development--generally defined as commercial development of a shallow depth limited to parcels fronting on a street and extending in a linear manner for one-half mile or more--is actively discouraged in favor of centers, preferably in areas with high quality transit service. Support for center developments is based upon the nature of trip-making behavior. Trip frequency is inversely related to its length. Trips for groceries are shorter and more scattered through the day than trips which are job-related or for goods and services used less frequently. Each retail center is intended to correlate the length of a shopping trip with a spectrum of retail and office facilities

and to link the center with progressively larger retail, office and job centers through the transit system. Within each center, a supply of retail space is in balance with the needs of each center's trade area.

The strategy addresses what transportation data suggest causes the greater impact on air quality and traffic congestion--the short but frequent non-work-related trip--and the longer job-related trip. A set of policies discourages non-residential development in locations where it may conflict with the goals of transit-oriented development, and encourages provision of adequate transportation services to regionally-oriented commercial and office uses.

Industrial Location: A strategy similar to the retail strategy relates the character of industry to the transportation system. This strategy relies on the ratio of employment to land to distinguish between industry that is labor-intensive and requires sites with good access to the road and transit systems, from industry that is labor-extensive and required sites with primarily road access.

Economic Development Policies: It is Sacramento County's intent to promote economic development to provide a diversity of employment and retail opportunities. The Economic Development Element was created to broaden, stimulate and strengthen the County's economic base through facilitation of business attraction, recruitment, retention and expansion; coordination of countywide economic development efforts; and proactive leadership in strategies promoting a thriving, competitive business environment that will ensure long term ability to provide quality services and local employment growth. The Economic Development Element is linked to multiple portions of the General Plan, but is most closely tied to the Land Use and Circulation elements. Land use policy shapes development in terms of intensity, balance and mix of land uses and is fundamental to a jurisdiction's ability to grow and sustain a healthy economic environment.

The General Plan is a partner in a larger effort by local business organizations to improve Sacramento County's economic climate. The Plan gives direction and support to major employment sources which are changing locations or attracted to the area as a production site. It provides opportunity to establish all types of shopping facility, enables each distinct type of industry to find locations in Sacramento County, improves regional competitiveness through addressing land use and public services efficiency, and supports overall economic development activities. Broad strategies in the Plan, which address efficient land use and public services, are at the heart of any economic development strategy.

The Plan discourages several types of land uses, because they would be inconsistent with the objective of this section of the Plan and the general intent of the Plan to improve land use efficiency.

Policies:

LU-46. Assure that regionally-oriented commercial and office uses and employment concentrations have adequate road access, high frequency transit service and an adequate but efficient supply of parking.

- LU-47. Commercial areas within one-half mile of a TOD commercial core area should maximize pedestrian and transit-friendly uses.
- LU-48. Discourage the establishment and build-out of linear, strip pattern, commercial centers.
- LU-49. Discourage the creation of excessive amounts of retail shopping facilities.
- LU-50. All new employment-intensive County offices or offices providing walk-in services to the public shall be located along a Trunk Line or Feeder Line Network.
- LU-51. New industrial uses using large amounts of material and with low employment densities, such as warehousing, shall be located outside new growth areas and targeted commercial corridors along primary transportation routes such as Interstate facilities, airports, railroads, or navigable waterways, except in areas around airports where adopted policy and/or regulations limit uses and development densities and intensities.
- LU-52. New industrial uses with high employment densities that do not create significant noise, odor, or other negative impacts, such as office-industrial parks, shall be located with access to transit provided that appropriate measures are undertaken and maintained to mitigate nuisances and traffic.
- LU-53. Protect the availability of industrial areas near the Sacramento International Airport for airport-related uses.
- LU-54. The County shall provide an adequate industrial land supply to encourage industry to locate and provide diversification to the Sacramento County economy.
- LU-55. The County shall support activities which attract industrial developments that:
- do not pose a significant risk of pollution to water, air, or other natural resources;
  - provide for diversification in industrial development; and
  - expand opportunities for those entering the labor force, and for Sacramento's unemployed and underemployed.
- LU-56. Maintain the viability of industrial areas and attract desirable industry to the area by creating a land supply with the following minimum parcel sizes:
- Within the Industrial Intensive land use category, a ten acre minimum parcel size shall apply until the land is zoned to an M-1, M-2, MP, or GC designation;
  - Within the Industrial Extensive land use category, the following minimum parcel size shall apply until the land is zoned to an M-1 or M-2 designation;
 

for SCS Class I and II	40 acres
for all other soils	80 acres

Implementation Measures:

- A. Review and revise all commercial districts defined in the Zoning Ordinance to ensure that regulations do not allow uses that are inconsistent with this General Plan. (PLANNING & ENVIRONMENTAL REVIEW)
- B. Delineate precise boundaries for central commercial districts to protect adjacent residential areas and prevent thoroughfare (strip) commercial development patterns. (PLANNING & ENVIRONMENTAL REVIEW)
- C. Amend the Zoning Code to permit higher floor area ratios for all nonresidential development. (PLANNING & ENVIRONMENTAL REVIEW)
- D. Require a finding by the Board of Supervisors that an analysis of supply and demand justifies rezoning for retail, office and industrial facilities. (PLANNING & ENVIRONMENTAL REVIEW)
- E. Study the distribution of industrial lands according to locational criteria and initiate appropriate rezonings where necessary to beneficially reuse these lands. (PLANNING & ENVIRONMENTAL REVIEW)
- F. Adopt and implement a comprehensive economic development strategy for communities within the County. (ECONOMIC DEVELOPMENT)
- G. Stimulate the sound economic development of the County by participating in efforts to coordinate industrial development policies with relevant private and public agencies. (PLANNING & ENVIRONMENTAL REVIEW)

Agricultural-Residential Land Uses Inside The USB

**Objective: Efficient build-out of existing Agricultural-Residential areas within the USB to meet rural residential demand without contaminating or overdrafting groundwater aquifers.**

**Intent:** It is the intent of Sacramento County that the pursuit of a rural lifestyle should be available balances against the long-term ability to accommodate additional urban and suburban growth within the Urban Services Boundary. It is the intent of the County that the pattern, extent and densities of Agricultural-Residential land uses should not infringe upon the efficient delivery of public services or infrastructure, and not pose risks to human health and water supply.

**New Development:** LU-57 provides for future demand within established agricultural-residential areas where additional development contributes to a greater sense of community, helps support limited retail and other services in rural communities, and creates

contiguous blocks of similar land use. In the past, vacant and underutilized parcels situated in the path of growth were converted to urban use. LU-57 and LU-58 also provide for new uses to expand around existing nuclei of agricultural-residential development and along the urban perimeter adjacent to the Urban Services Boundary, when they are functionally integrated with other uses in the context of plans for an urbanizing area. This Plan balances preserving land for future urban use with assuring greater permanence to established neighborhoods without compromising their integrity.

Fair Share: Policy LU-59 obligates agricultural-residential land uses to support long-range capital, operation, and maintenance needs for infrastructure. Policies which are presented later in the Land Use Element address fair share in the context of designating areas for urban development.

Buildout Existing Supply: Policy LU-59 encourages land that is inefficiently divided to be used more efficiently. Large amounts of vacant land and large portions of developed parcels could support additional housing units without changing zoning. The County supports projects that cause existing developed and undeveloped areas to build-out to their full zoning potential when they are consistent with General Plan objectives to provide land for urban use and to protect environmental resources. Implementation Measures recognize that land use assignments must be made after studies of individual neighborhoods, such as those conducted in the Specific and Community Plan processes.

Buildout General Plan: The County supports one and two acre densities where urban uses are not feasible or practical; it is consistent with goals and objectives to preserve open space; buffers established land uses; is essential to augment build-out and meet historic demand; creates coherent communities; infrastructure is or will be available to protect groundwater; and, it conforms with other policies in this Plan. The creation of new agricultural residential areas should be weighed against other public policy objectives including and long-term objectives to accommodate new urban and suburban development within the Urban Services Boundary. Implementation Measures recognize that specific land use assignments must be made through detailed studies of individual neighborhoods, such as those conducted in the Specific and Community Plan processes.

Infrastructure Efficiency: The County supports providing for the pursuit of a rural lifestyle. However, a policy decision to establish new agricultural residential areas should not impact the efficient provision of public services

Urban Services: Policy LU-63 addresses the County's intent to ultimately provide public sewer and water to areas of one and two acre lots within the USB. This policy is in recognition that permanent use of on-site waste disposal and water supply systems is problematic at in areas of one and two acre lots and in urbanizing situations due to potential groundwater overdraft and contamination, and limited potential for replacement of malfunctioning systems over the long term. The policy statement for “provide for ultimate connection” allows for some flexibility while still establishing ultimate intent for one and two acre lots to connect to a public water system. .

Policy LU-64 prohibits the replacement of existing septic systems when a connection to the sewer system is available. Long-range facility plans will determine when sewers are provided and what the appropriate connection fees are.

Policies:

- LU-57. Future Agricultural-Residential development shall be limited to existing developed and infill Agricultural-Residential lands designated on the Land Use Diagram and such additional areas adjacent to existing developed lands to act as a buffer to new urban areas or as a buffer at the Urban Service Boundary as are consistent with LU-58.
- LU-58. Community and Specific Plans prepared for urbanizing areas may provide for additional Agricultural-Residential areas provided they are functionally integrated with other urban uses in the context of the Plan.
- LU-59. Approval of all future Agricultural-Residential entitlements shall encompass fair share as a concept to equitably apportion all infrastructure costs consistent with General Plan goals.
- LU-60. The County supports development proposals that divide vacant and developed AR/A-1 and AR/A-2 zoned parcels inside the USB to their maximum zoning density.
- LU-61. The County supports rezoning of lands within existing Agricultural-Residential areas inside the USB to create additional AR/A-1 and AR/A-2 zoned land uses when it is consistent with plans to provide for urban uses, appropriate infrastructure is available or planned, is in line with historic demand levels, and consolidates rural communities.
- LU-62. Community and Specific Plans for agricultural-residential areas shall provide for the extension of public sewer and water systems to one and two acre lots.
- LU-63. All new AR/A-1 and AR/A-2 lots created within the USB shall either connect to or provide for ultimate connection to the public sewer and water system to the satisfaction of the local utility service provider.
- LU-64. Prohibit septic system replacement when sewers become available.

Implementation Measures:

- A. The County shall monitor development for Agricultural-Residential areas and provide an annual report to the Board of Supervisors that discusses supply and demand. (PLANNING & ENVIRONMENTAL REVIEW)
- B. Utilizing the Specific Plan process, prepare long-range infrastructure plans and financing plans for the area within the Urban Services Boundary which incorporate the fair share concept when providing services to existing Agricultural-Residential neighborhoods. (PLANNING & ENVIRONMENTAL REVIEW, COUNTY ENGINEERING)

- C. Investigate creation of on-site management program for septic systems in areas inside the Urban Services Boundary. (ENVIRONMENTAL MANAGEMENT)
- D. Investigate creating an expandable Mello Roos district to fund the cost differential of providing public sewer and water services to agricultural-residential areas. (PLANNING & ENVIRONMENTAL REVIEW, COUNTY ENGINEERING)
- E. Notify appropriate departments when public sewer is extended to agricultural-residential areas to coordinate phase out of private sewage systems. (COUNTY ENGINEERING, ENVIRONMENTAL MANAGEMENT, PLANNING & ENVIRONMENTAL REVIEW)

### Performance Standards

**Objective: Coordinate private development with the provision of adequate public facilities and services.**

Intent: Performance Standards use consistency checks at all stages of the development process to assure that adequate levels of public services are provided wherever development occurs. By requiring demonstrations of consistency with strategies in the Air Quality Attainment Plan and design guidelines that support mixed land use, non-vehicular access, and transit use, they improve air quality and encourage use of alternative modes of transportation. These demonstrations along with restrictions of new off-site community and regional infrastructure to serve new urban areas, create a compact urban form, and conserve open space.

The General Plan addresses trends away from a public role in infrastructure funding, its impact on housing affordability, and its meaning for future land use and public facility decisions. It evaluated alternative forms of public financial subsidy to offset land costs or provide infrastructure to less expensive land, reductions in service quality, efficiency improvement, and change the nature of housing products, and formulated a comprehensive strategy that includes Performance Standards.

Performance Standards are driven by the need to improve the building and financing of public services. Building public infrastructure beyond needs prolongs private and public cost recovery. Building it out of sequence skews development patterns. These issues are relevant to current pay-as-you-go, district, and fee-driven financing schemes. Performance Standards reduce rates of increase in service costs, financial subsidies of growth by existing residents and, by maintaining adequate levels of service, subsidies of growth by declining service levels. They address the desire to meet air quality, transportation, and funding needs by assuring improved air quality, changing emphasis in transportation towards supporting other modes than autos, and closing funding gaps. They also emphasize the County's desire to improve overall energy efficiency of development via conservation measures implemented in all design and development phases.

Implementation relies heavily upon maintaining existing standards and levels of service as design and planning criteria, linking approval at each stage of development to an accounting of service

availability, concurrency, funding, and consistency with each service provider's construction schedule and distributional plan. Carrying out this strategy relies upon the establishment of clear line of authority between Sacramento County, service providers within and outside of County government, and development. The strategy counteracts a provision in State law that does not require master plans by service providers, which are instrumental in implementing the General Plan, to be consistent with the General Plan. Policy authorizing supplemental fees when service provider master plans are consistent with the General Plan directs the County to assist service providers with funding requirements to serve development. Master plans should address: facility and related funding needs together with a plan to resolve those needs, and timetables showing facility availability consistent with funding schedules and land use phasing sequences. Implementation Measures allow individual service providers to annually determine their ability to meet growth projections, and to notify Sacramento County of facility or funding gaps.

Standards: Policy LU-65 establishes community standards for levels of service, environmental quality, and transportation usage that govern what service providers should seek for all citizens; determine how individual services' planning processes interact with development to build and fund facilities; decide what incentives and disincentives are appropriate; and, authorize supplemental fees when public service master plans are consistent with the General Plan.

The Plan maintains existing levels of public service and quality standards, and increases those that apply to energy conservation. These are the standards service providers and building codes derive from Federal and State air, water quality, and energy conservation standards, from community and industry norms and standards, and use to design facilities, determine needs, and estimate staff and space requirements. Maintaining "adequate" levels of services--those consistent with these standards--prevents services from deteriorating as growth occurs. Appropriate standards and norms are presented in the respective Elements of the General Plan. Implementation Measures support LU-65 by accomplishing two things: they develop specific threshold, level of service and phasing standards for each respective service at each stage of the development process; and, they use the annual reporting process to indicate any need to increase or decrease service standards and quality levels, and to direct these requests to service providers' long-range planning processes.

Stages of Development Process: Policy guidance requires a demonstration and guarantee prior to final approval that projects comply with threshold/level of service/phasing standards of each respective service provider, and provide full accountability that all services are either available or committed and funded at each stage in the development process.

The general standards are:

#### General Plan Amendment

Identify existing service demand, transit use, emissions; project ultimate demand, use and emissions from project; and, identify on- and off-site facility and program needs to accommodate demand.

## Rezoning

Identify phased demands, cost estimates and financing methods, including locations of on- and off-site facilities; provide for funding; annex to appropriate financing district (s); and, identify specific measures assuring conformance with air quality, transit, and design goals.

## Tentative Map

Provide for on- and off-site improvements by development phase in concurrence with all other public facilities; secure easements and agreements confirming the provision of measures creating conformance, and specific financing.

## Final Map

Implement conditions; execute agreements; provide funding; and, annex to appropriate special district(s).

## Building Permit

Pay all appropriate fees.

The respective Elements of the General Plan contain policies governing their performance of service providers, and present specific Performance Standards together with norms and standards governing facility design, needs determination, staff and space requirements. Policy guidance establishes a firm basis for expectations, relying on service provider master plans to specify: standards and quality levels governing long-range infrastructure needs and capital, operation, maintenance and financing requirements; schedules and locations for construction based on funding availability; cost distribution schemes; and, realistic assessments of funding levels. A project moves forward only when it is consistent with a service provider's ability to operate, maintain and staff facilities, and it demonstrates an ability to provide revenues to fund public facilities.

Broad-Based Funding: Policy to rely on broad-based funding extends an existing practice to building all community and regional infrastructure. Existing practice allows for public funding when facilities benefit growth and existing residents.

Incentives and Disincentives: Policy guidance that uses public funding as an incentive and disincentive focuses applying the public share to those projects consistent with General Plan goals and objectives. It does not preclude development which is out of sequence with phasing plans but, rather, places the cost of all connecting facilities upon the benefiting project.

Supplemental Fees: The General Plan provides for supplemental fees in those cases where traditional sources prove inadequate. The Board must show that the nature of service warrants

additional fees, that efforts were taken to efficiently provide for future services, and that all available funds cannot meet needs.

The intent is not to usurp authority of the service providers, but to set down expectation before the Board of Supervisors will use its authority.

Implementation Measures in this Plan propose that service providers prepare long-range master plans for their respective public services based upon a consistent set of population projections, land uses, and planning periods. On an annual basis service providers should survey current service levels, analyze results, and provide this information to Planning and Environmental Review. In turn, Planning and Environmental Review compiles an annual report on the ability of Sacramento County to accommodate the population forecast and continuing growth. The annual report is the place to resolve the question of inadequate funding, the fiscal and economic impact of higher standards, and questions about current availability or capacity.

Policies:

- LU-65. Levels of service shall be consistent with policies in this Plan, or where none are applicable, shall use Federal and State environmental standards and commonly accepted industry norms and standards as guidelines.
- LU-66. Assure service availability, adequacy, and funding at each stage of the development process for all public services for the life of the project consistent with the intent of the adopted Public Facilities Financing Plan and accompanying Phasing Plan.
- LU-67. Funding to construct community and regional facilities located in new growth areas shall be based on broad based funding. Developments within new growth areas shall participate, when possible, in a program to fund the construction of community and regional facilities.
- LU-68. Give the highest priority for public funding to projects that facilitate and encourage infill, reuse, redevelopment and rehabilitation, mixed-use development, particularly in Environmental Justice Communities, and that will result in per-person vehicle miles traveled lower than the County average, and the lowest priority for projects that do not comply with public facilities Master Plan phasing sequences.
- LU-69. Supplemental mitigation fees may be established by the Board of Supervisors provided they find that supplemental fees are critical and necessary to meet the facility funding needs of a service provider and that traditional methods are inadequate.
- LU-70. Enact cost effective energy conservation performance standards consistent with USEPA Energy Star standards for new construction.

LU-71. Reduce the energy impacts from new residential and commercial projects through investigation and implementation of energy efficiency measures during all phases of design and development.

Implementation Measures:

- A. Coordinate monitoring efforts to ensure that service providers have early knowledge of all proposed projects, the ability to project combined effects of projects on service providers, utilize constant analytical approaches, and effectively convey information regarding the ability to accommodate increased service demand. (PLANNING & ENVIRONMENTAL REVIEW, OTHER SERVICE PROVIDERS)
- B. Revise Facility Master Plans consistent with the goals, objectives, policies, land use and projections of the General Plan. Specify in each Plan appropriate facility and funding needs together with a plan to resolve those needs; and, propose a timetable showing facility availability consistent with the funding schedule. (COUNTY ENGINEERING, REGIONAL TRANSIT, OTHER SERVICE PROVIDERS)
- C. Provide information to establish baselines of infrastructure availability to meet growth projections. The information should include:
- current service demands, e.g., sewage flows and volumes;
  - amount of current capacity now used or committed;
  - availability of affected facilities to absorb forecast growth;
  - evaluation of funding and site availability for projected new facilities; and
  - other information, as appropriate. (COUNTY ENGINEERING, REGIONAL TRANSIT, OTHER SERVICE PROVIDERS)
- D. Develop specific threshold, level of service and phasing standards for each respective service at each stage of the development process. (PLANNING & ENVIRONMENTAL REVIEW, SACDOT, REGIONAL TRANSIT, OTHER SERVICE PROVIDERS)
- E. Prepare annual reports to the Board of Supervisors which contain development forecasts and evaluations of the ability of service providers to accommodate the forecast and continuing growth; analyze projects in the development pipeline in relation to location, timing, and fiscal economic components of the overall development phasing policy; update observations, conclusions and recommendations as facility improvements are made; and review funding adequacy, the fiscal and economic impact of standards, and other topics, as appropriate. (PLANNING & ENVIRONMENTAL REVIEW)

- F. Contact and work with the Sacramento Municipal Utility District during initial development planning and project programming to assure that developments enjoy the maximum benefit and cost savings possible through participation, to the extent practical, in energy efficiency programs offered by the District and Pacific Gas and Electric. (PLANNING & ENVIRONMENTAL REVIEW)

## **RURAL GROWTH MANAGEMENT AND DESIGN**

**GOAL:**       **A viable rural and recreational economy in all non-metropolitan areas outside of the Urban Service Boundary.**

### **INTRODUCTION**

Policies in this section of the Land Use Element cover all the non-metropolitan portions of Sacramento County including rural towns, agricultural-residential lands outside the Urban Service Boundary, and agricultural land uses.

#### **Rural Towns**

**Objective:**   **Limited urban growth in rural towns consistent with infrastructure capacity, natural constraints, and the economic base.**

Intent: It is the intent of Sacramento County to direct urban growth to the metropolitan area and to discourage urban growth in outlying communities that serve the County's rural areas. The purpose is to protect prime agricultural lands and to maintain natural resources which occur in these areas, minimize demand for infrastructure provision, reduce impacts on traffic and air quality, preserve groundwater supplies, maintain a jobs/housing balance within the area, and prevent these rural communities from becoming "bedroom communities" for people who work in the metropolitan area.

Since job availability in the Delta is limited, it is assumed that any substantial new residential development in this area would be providing housing for commuters to either the Bay Area or Sacramento. Responding to this demand would compound air quality problems in the Sacramento area, lead to increased demands on rural roads meant to serve the considerably lower volume of rural traffic, and conflict with the needs of large, slow-moving farm equipment.

Growth Constraints: All growth of the Delta communities of Freeport, Hood, Courtland, Locke, and Walnut Grove should occur within the limitations of sewage disposal facilities and flood protection. Growth is limited to varying degrees by sewage treatment capacity; flood constraints; water quality impacts to the Delta, Estuary, and Bay; and prime agricultural soils. The Delta Community Area Plan, which is incorporated by reference into the Community Planning Element of this General Plan, provides further guidance for the expansion of the Delta area towns.

Infrastructure Capacity: Increased infrastructure capacity should be considered carefully for potential growth inducement, and should only come after the quality of existing systems has been improved to the satisfaction of the County. Other issues of infrastructure provision should be resolved prior to development.

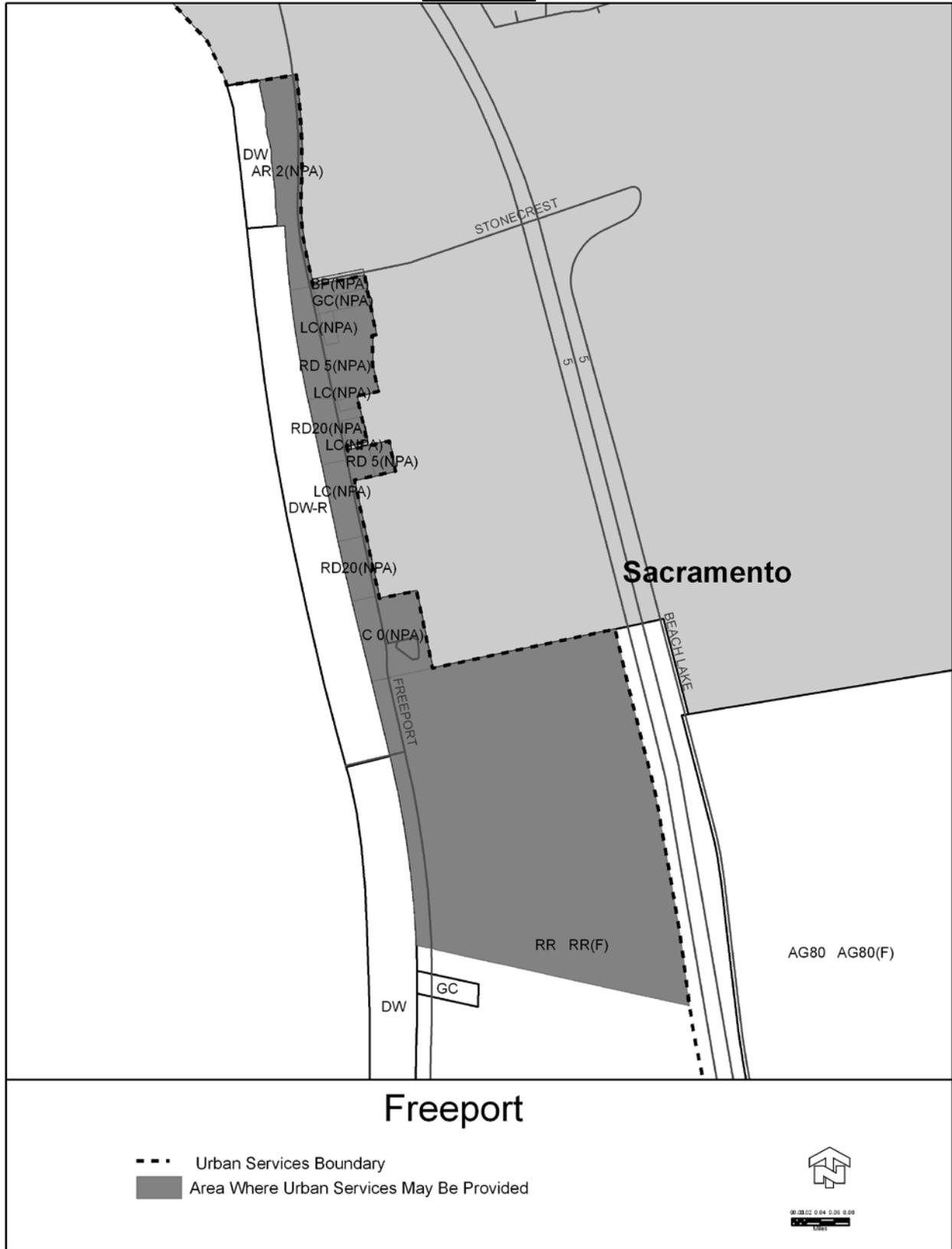
New Towns: New towns frequently become large-scale residential developments relying on employment within a large radius of the town and only modest, service-oriented levels of employment and occasional large firms on-site. They can undermine existing area economies, subtract from their economic vitality, impact the road system and air quality, and absorb significant amounts of resource-rich lands.

Freeport: Whereas rural towns such as Courtland, Hood and Walnut Grove are located in pastoral areas far from the County's urban area, Freeport is directly adjacent to urban areas due to years of encroaching urban development. Although this town abuts urban uses, it remains outside the USB and therefore has not been served with public water and sewer infrastructure. In recognition of the extraordinary circumstances faced by this town, this General Plan supports provision of limited urban services to Freeport. However, such services must be strictly limited to serve existing development and buildout of parcels at existing zoned densities to prevent growth inducing effects that would further jeopardize the rural lifestyle they provide.

Policies:

- LU-72. Expansion of urban uses in the Delta shall be limited to the established Delta communities of Freeport, Hood, Courtland, Locke, and Walnut Grove and to specific small expansions that support the agriculturally and recreationally based economies of the Delta.
- LU-73. Sewer and water treatment and delivery systems shall not provide for greater capacity than that authorized by the General Plan.
- LU-74. The County will not support the development of new towns in rural areas extending beyond the Urban Services Boundary.
- LU-75. Limited urban services may be provided to the town of Freeport, including marinas and waterside uses, due to extraordinary circumstances including, but not limited to: the town's historic nature, its immediate adjacency to the USB, and its proximity to encroaching urban development. However, the capacity of such services shall be strictly limited to serve existing urban development and buildout of parcels within the town's boundaries at existing zoned densities, as defined by Figure 7.
- LU-76. The County generally supports Agricultural-Residential uses adjacent to the inside boundary of the USB to both establish a smooth transition from urban uses within the USB to the rural uses found outside the USB, as well as to reinforce the integrity of the USB by limiting the potential for urban uses to reach beyond it.

**FIGURE 7**





**Agricultural Residential Land Use Outside the Urban Service Boundary [AMENDED 4-26-17]**

**Objective:** Limited agricultural-residential land use expansion outside the USB that does not compromise objectives for protecting prime agricultural lands and open space, and avoids groundwater overdraft and contamination.

Intent: It is the intent of Sacramento County that pursuit of a rural lifestyle should be available within the County. The County finds, however, that this pursuit impacts various General Plan goals and objectives and that a balance must be struck with demand and the needs of a changing farm economy. The open spaces of rural areas gain importance as urbanization proceeds.

New Development: Policy LU-77 provides for meeting future demand within established agricultural-residential areas where additional development contributes to a sense of greater community, helps support limited retail and other services in rural communities, and creates contiguous blocks of similar land use.

Fair Share: Policy LU-78 obligates agricultural-residential land uses to support long-range capital, operation, and maintenance needs for infrastructure. At present, these uses do not compensate Sacramento County for impacts to the road system. Policies which are presented later in the Land Use Element address fair share in the context of designating areas for urban development.

Substandard Lots: Historical lot division practices created many lots which fall below the minimum 5-acre size recommended for on-site waste treatment and water supply. Build-out of these lots at substandard densities would likely impact groundwater quality and contribute to groundwater overdraft. Policy LU-79 helps assure permanent land uses in areas outside the Urban Service Boundary, where public water and sewer services will not be provided.

Minimum Agricultural Residential Densities: Policy LU-80 requires the County to maintain minimum AR-5 densities in areas where urban services are not, or will not, be available. This policy is consistent with the recent history of County land use decisions outside of the Urban Service Boundary. It acknowledges that some consideration of AR-I and AR-2 zoning within the Galt sphere of influence may be warranted in view of existing land use patterns and the proximity of urban services. However, such consideration must be made in the context of overall community needs and service extension provisions. Coordination with the City of Galt will be essential in the development of such a plan. Additionally, this policy is consistent with Policy OS-14 that permits development clustering in rural areas when consolidation of the allowable densities creates an open space buffer for protecting nearby farming activities.

Agricultural Residential Expansion - West of Galt Area: Several Agricultural-Residential 2 (AR-2) subdivisions have been approved and constructed within the “West of Galt” area which is generally bounded by Christensen Road to the west, Twin Cities Road to the north, Kost Road to south and Midway Avenue and Sargent Avenue to the west. This area was previously located within the City of Galt’s Sphere of Influence (SOI) but was removed based upon an action that

was taken by the Sacramento Local Agency Formation Commission on January 19, 2011, in approving the Sphere of Influence Amendment for the City of Galt. Prior to this SOI amendment, several subdivisions consisting of two-acre lots were approved within the West of Galt based upon existing AR-2 zoning. Additionally, AR-2 rezones (i.e., Live Oaks Estates and Rosa Ranchettes) were approved in this area and were not subject to the minimum 5-acre lot requirement of the General Plan. General Plan Policy LU-80 requires the County to maintain AR-5 densities in areas where urban services are not, or will not be available; however, it acknowledges that some consideration of AR-1 and AR-2 zoning within the Galt Sphere of Influence may be warranted in view of existing land use patterns and proximity of urban services.

Based upon these past approvals and continued developments, two-acre lots have become increasingly more common within the West of Galt area. Approximately 60 percent of the area is now zoned AR-2 while the remainder area is zoned AR-5, AR-10 and AG-20. Due to the unique circumstances relating to the West of Galt area, General Plan policy LU-80A allows for AR-2 rezones to be considered on a case by case basis, and that the area should not be subject to the overall 5-acre minimum General Plan policy requirement for properties located outside of the USB and outside of the Galt's SOI. With the implementation of this policy, AR-2 uses will provide a buffer/transition between City of Galt's urban area and agricultural fields west of Christensen Road.

Build-out Existing Supply: Policy LU-81 makes more efficient use of land which is inefficiently divided. Large amounts of vacant land and large portions of developed parcels could support additional housing units without changing zoning. The County supports projects that cause existing developed and undeveloped areas to build-out to their full zoning potential when they are consistent with objectives of this plan to protect environmental resources. Implementation Measures recognize that specific land use assignments must be made after studies of individual neighborhoods, such as those conducted in the Specific and Community Plan processes.

Agricultural-Residential Expansion<sup>9</sup>: The County supports limited expansion within the larger framework of goals and policies in the General Plan. Policy LU-82 acknowledges that development within areas designated as Agricultural-Residential on the General Plan's Land Use Diagram shall take precedence over expansion, such that the creation of an additional supply of Agricultural-Residential land or lots should first occur in areas shown for Agricultural-Residential on the Land Use Diagram. Future supply of Agricultural-Residential areas shall be determined by an Agricultural-Residential Implementation Program adopted by the Board of Supervisors (Policy LU-83, Resolution 2004-0175). The General Plan policies are more general in nature while the details of implementation including criteria are in the program. For example, this program allows for both large and small-scale expansion with separate criteria governing each instance. The program criteria are intended to be flexible to allow for different character of parcelization, geography and soil type. For example, the Wilton agricultural-residential area is larger and has a relatively larger number of parcels while the Sloughhouse area is smaller and the surrounding parcels are in larger holdings and, therefore, may need more flexible criteria.

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<sup>9</sup> Amended per Agricultural-Residential Study (Resolution No. 2004-0174, Control No. 02-GPB-0379)

The location of future Agricultural-Residential zoning shall be guided by LU-84. The intent is that the County should not approve new agricultural-residential uses in the following: prime agricultural areas; areas where the use would impact vernal pools, or other wetland habitat, areas outside the USB that are subject to groundwater overdraft; and, areas that depend on aquifers that exceed the standards established by the State Water Quality Control Board regarding nitrate contamination. Excluding these areas, expansion can occur only where it is consistent with goals, objectives and policies of the General Plan; buffers established land uses; augments build-out and meets historic demand; creates coherent communities; conforms with soil suitability; protects groundwater; and, conforms with other policies in this Plan.

Policies:

- LU-77. Future agricultural-residential development outside the USB and outside Galt's Sphere of Influence shall be limited to existing agricultural-residential lands so designated on the Land Use Diagram and new areas adjacent to existing areas with agricultural-residential land use designations. Agricultural-Residential expansion within the City of Galt's Sphere of Influence shall be discouraged.
- LU-78. Approval of all future agricultural-residential entitlements shall encompass fair share as a concept to equitably apportion all infrastructure costs consistent with General Plan goals.
- LU-79. The County supports consolidating substandard lots into standard lots consistent with prevailing zoning densities.
- LU-80. Rezones proposed for areas where urban services are not and will not be available outside the Urban Service Boundary and Galt Sphere of Influence shall be only to zones that do not allow densities to exceed 1 primary residence per five acres.
- LU-80A Rezones proposed for properties located within the LU-80A Policy Area (See Figure 7A) can be accepted and evaluated on a case-by-case basis as long as proposed densities maintain at least a two-acre minimum lot size. (4/26/17)
- LU-81. The County supports development proposals that divide vacant and developed AR/A-5 parcels outside the USB to their maximum zoning density.
- LU-82. Infill of existing Agricultural-Residential communities shall take precedence over expansion. Infill is defined as development within areas designated Agricultural-Residential on the Land Use Diagram. Each community is defined by the Agricultural-Residential land use classifications designated on the Land Use Diagram. Expansion is the change from Agriculture to Agricultural-Residential land use classifications.
- LU-83. The County supports Agricultural-Residential expansion outside the USB when it is determined by the Board of Supervisors to be necessary to meet demand levels for agricultural-residential lands.

LU-84. If the Board of Supervisors finds that the creation of additional Agricultural-Residential designated lands outside the Urban Services Boundary (USB) is warranted, as outlined by LU-82, then the following locational criteria apply:

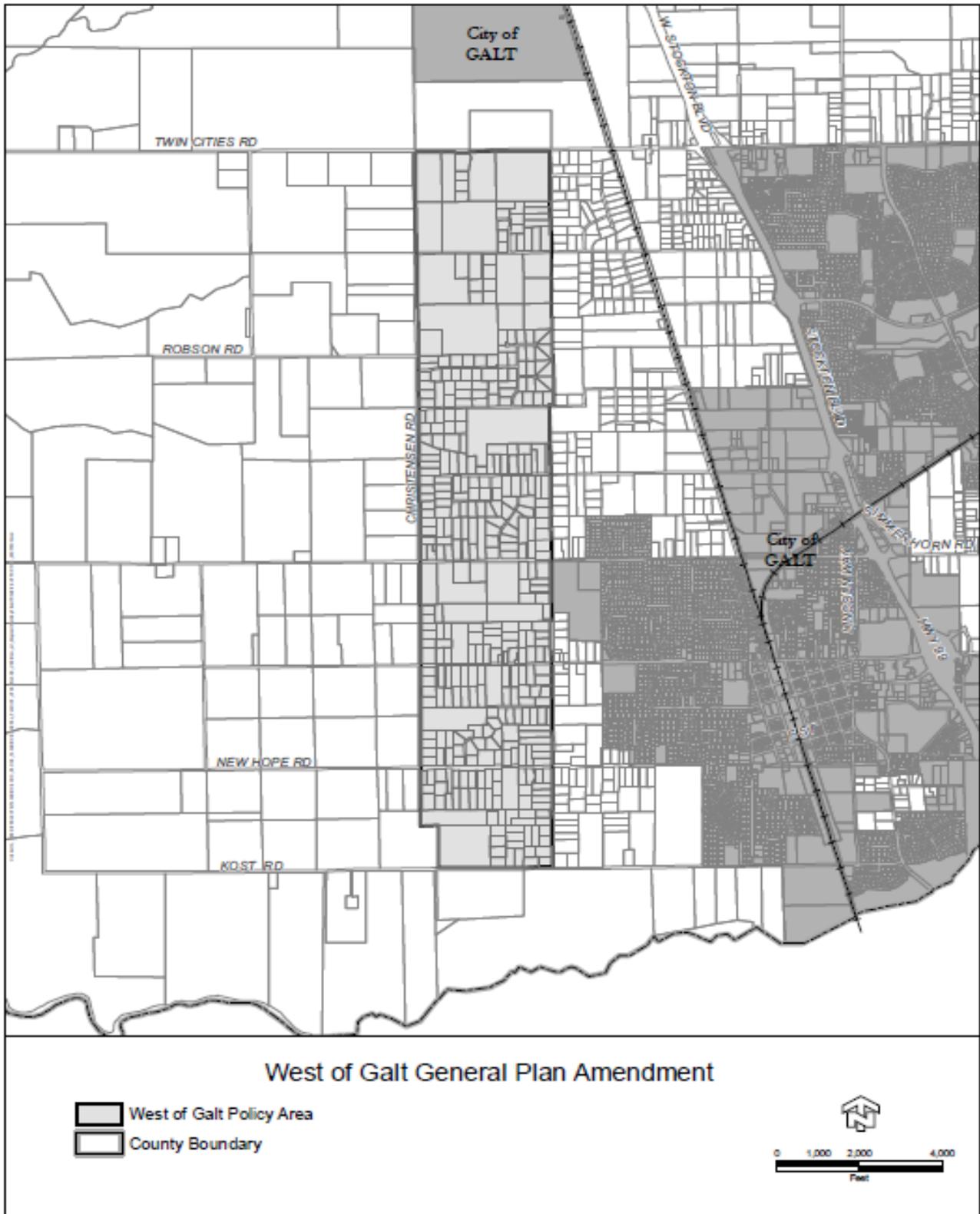
1. Encourage Agricultural-Residential expansion only where it can be shown that such expansion will serve to define community boundaries and preserve coherent neighborhoods. Agricultural-Residential expansion shall be proximate to other property designated Agricultural-Residential and form a logical expansion of an existing community;
2. Agricultural-Residential expansion shall be limited to those areas that are consistent with the following criteria:
  - (a) Maintain the existing separation of communities;
  - (b) Avoid Prime Farmland;
  - (c) Protect Farmland of Statewide Importance where agricultural production is feasible and viable using customary and reasonable management practices. The Board of Supervisors may rely upon written documentation from the Agricultural Commissioner that the land is no longer agriculturally feasible and viable;
  - (d) Consistent with adopted County flood policy;
  - (e) Protect areas identified as a Natural Preserve or Resource Conservation Area on the Land Use Diagram and all areas shown on the Open Space Vision Map in the Open Space Element.

LU-85. Agricultural-Residential expansion projects shall mitigate all impacts on existing rural services and schools.

Implementation Measures:

- A. Implementation Measure for Policy LU-83: The Agricultural-Residential expansion program shall identify criteria that determine when Agricultural-Residential expansion is appropriate and shall be used as basis for decision makers to approve Agricultural-Residential expansion. The program shall include an inventory of Agricultural-Residential parcels of each Agricultural-Residential community located outside of the USB to establish the baseline of Agricultural-Residential parcels available for supply, thresholds of expansion and small-scale expansion criteria. (PLANNING & ENVIRONMENTAL REVIEW)
- B. Solicit a recommendation from the City of Galt regarding any rezones within the Galt Sphere of Influence. (PLANNING & ENVIRONMENTAL REVIEW)

**FIGURE 7A (4/26/17)**



## **Agricultural Land Uses**

**Objective: Important farmlands protected to ensure the continuation of agricultural production and to preserve open space.**

Intent: Sacramento County contains extensive areas of productive agriculture that produce a variety of crops. The agricultural economy, \$245 million in 1991, contributes to the economic vitality of both urban and rural Sacramento County. In 2002 alone, Sacramento County's 1,513 farms produced nearly \$276 million worth of goods, even before processing and other added values were taken into account. In addition, the existence of agricultural lands as open space provides benefits to urban dwellers appreciative of nearby agricultural lands and their associated open space and habitat value.

Agricultural production and open space preservation are threatened by the conversion of agricultural land to urban uses. Farmland conversion directly affects agricultural productivity by reducing the farmland base and indirectly by increasing production costs or reducing yields on neighboring farmlands. Agricultural property lost to urban uses reduces overall farm production, open space, and wildlife habitat.

Development pressure and the variable economic nature of agriculture production, low financial returns and high cost expenditures, have motivated some farmers to sell or option their land to property developers. Seasons, markets, and land values control income flow and depending upon weather patterns, crop surpluses, and economic fluctuations, farmers can realize handsome profits or sizeable losses. Such variables can make farming difficult and financial offers from land developers attractive. As a result, a large portion of the County's agricultural land inventory is being held for future development.

Many of the developer-owned agricultural properties are not contiguous to urban areas and, therefore, are not appropriately sited for cost-effective public infrastructure and public service delivery. Providing services to these areas is financially and environmentally costly. Supplying services to outlying developments increases infrastructure costs and aggravates air quality problems. In addition, such developments impact farm production by increasing road congestion, may reduce ground water elevations, and create conflicts between farming practices and nearby residential landowners.

Agricultural uses adjacent to urban areas are, at times, considered a nuisance to residents in newer developed areas. Farm production generates, to varying degrees, dust, smoke, odors, noise, and chemical drift. Complaints by residents in the past have created difficulties for farm operators and generated animosity between neighbors. In 1991, the Right-to-Farm Ordinance was adopted by the Board of Supervisors which named the Agricultural Commissioner as the arbitrator of disputes and established policy which favors the continuation of farming functions, provided the health and safety of nearby residents is not jeopardized.

Establishing a buffer area between the two uses would eliminate many of the conflicts between adjacent neighbors. Various features such as roads, vegetation, wildlife habitat, and open space

corridors provide adequate buffering. The Agricultural Element addresses specific widths and ownership issues for establishing buffer areas.

Agricultural-Industrial Development: Agricultural industrial development on agricultural lands broadens economic opportunities available to agricultural property owners. Development of such industries could benefit agricultural production by providing processing facilities nearby, thus reducing costs associated with transporting crops from field to processing facility. Proposed policy does not intend to allow degradation of water quality, soils, and agricultural productivity.

The prior General Plan provided detailed policy for the Food Processing/Agricultural Combining land use zone. However, demand for such uses has not materialized and the previous policy language has been removed. Policy below provides general direction should demand for such uses occur.

Other Elements: The Agricultural Element addresses additional farmland protection policies. Its goal is to maintain the County's agricultural lands, agricultural productivity, related agricultural industries, and open space and associated natural resource benefits. Other policies pertinent to agriculture are found in the Open Space Element and the Soil Resources Section of the Conservation Element.

Policy:

LU-86. Industries allowed in agricultural areas shall be restricted to activities that involve the storage, primary processing, or primary manufacturing of raw agricultural materials provided that properties are designated Food Processing Combining land use zone and agricultural industrial practices are consistent with the Zoning Code. In no way shall this policy preclude uses established as part of the ag-tourism program referenced in the Agricultural Element.

## **RELATIONSHIP OF AIRPORTS TO LAND USE PLANNING**

**GOALS:**     **Ensure the continual vitality and long-term viability of airports in Sacramento County to serve current and future air transportation demand through careful and appropriate land use planning around airports, consistent with Federal Aviation Administration (FAA) regulations and grant-in-aid obligations, adopted airport master plans, and Airport Land Use Compatibility Plans.**

**Ensure siting and design of new air transportation facilities are safe, efficient, and compatible with existing and planned facilities and land uses.**

Intent: Summarize FAA information and guidance related to hazardous wildlife attractants and the siting and design of air transportation facilities, which should be consulted by the County of Sacramento when considering proposed new land uses and projects that may be located in the vicinity of airports within Sacramento County.

Land Use Around Airports: Noise and building height restrictions near airports have traditionally been the most common airport land use compatibility considerations addressed in urban and regional planning. Hazardous wildlife is a relatively new but growing public safety issue of concern to the Federal Aviation Administration (FAA) and airports throughout the United States, and therefore warrants greater consideration. This section provides a brief introduction and overview of this subject, and refers to a number of relevant FAA publications. FAA regulations and guidance documents are periodically updated. Therefore, users of this section should verify the latest version of such documents when reviewing future project proposals.

As one of the world's largest economies, California and the region surrounding its capital strive to be globally competitive. Aviation is a vital link in the transportation system, serving a significant role in the State's economy by providing a regional gateway to the global economy. Airports and the land surrounding them, however, are highly sensitive and valuable resources in which the County and the FAA have made considerable investments. Incompatible land uses around an airport can affect the efficient operation of aircraft. One of the greatest challenges confronting public-use airports<sup>2</sup> in California is continued encroachment pressure by incompatible and inappropriate land uses that threaten current and future airport operations. Individual incompatible land uses near an airport may appear to have a negligible influence on air navigation and airport utility, but collectively over time, land use decisions made without adequate consideration of aircraft operating requirements can not only restrict airport activity or expansion, but can also result in unnecessary repercussions on residents and wildlife.

As summarized in this section, national policies promulgated by the FAA place significant expectations upon local land use authorities for careful evaluation of proposed changes in land use near airports. The FAA's recently updated guidance to FAA personnel on compatible land use and air space protection points out that "The legal structure of airport ownership will determine its

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<sup>2</sup> Defined by the FAA as an airport used or intended to be used for public purposes, and of which the area used for landing, taking off, or surface maneuvering of aircraft may be under the control of a public agency or privately owned and used for public purposes (49 USC, Section 47102[21]).

power to regulate or influence land uses around the airport. Municipalities or counties with this regulatory authority need to be aware of existing and long-term airport development plans and the importance of using that authority to minimize development of incompatible land uses.”<sup>3</sup>

Noise effects associated with aircraft operations and prevention of the growth or establishment of obstructions in an airport’s approach and departure airspace have been the traditional focus of land use planning near airports. It is now well recognized, however, that certain land uses and activities near airports can have unintended consequences such as inducing higher populations of wildlife species, thereby increasing the hazards to aircraft operations in an airport’s approach and departure airspace or air operations area (AOA).<sup>4</sup> As stated in a report to the U.S. House of Representatives in early 2009, "As aircraft traffic has increased, so too have wildlife 'strikes,' or collisions. Populations of many large bird species have also increased."<sup>5</sup>

More recently, the FAA noted that the risk of wildlife strikes to aircraft has been increasing. A “Cert Alert” issued by the FAA on June 11, 2009<sup>6</sup> stated that many populations of wildlife species commonly involved in strikes have increased markedly in the past three decades and have adapted to living in urban environments, including near airports. Thirteen of the 14 North America bird species with average body masses greater than eight pounds have shown significant population increases during this time. Compounding this situation is the fact that commercial air traffic increased from about 18 million aircraft movements (landings or takeoffs) in 1980 to over 28 million in 2007.

The Sacramento County Airport System: The County of Sacramento (County) operates five airports, which have a collective economic impact in excess of \$3 billion annually (2008 dollars) and over 5,000 on-site jobs. Four airports comprise the Sacramento County Airport System (County Airport System): Sacramento International, Sacramento Executive, Sacramento Mather, and Franklin Field. A fifth County airport, McClellan Field, is also operated and maintained by the County Airport System. Additionally, there are a number of privately owned airports within Sacramento County, operated for both public and private use, which are not within the purview of the County Airport System.

All five County airports are operated in accordance with Federal Aviation Administration (FAA) regulations, orders, standards and grant assurance obligations as well as California Public Utilities Code (PUC) section 21670, the State Aeronautics Act. The primary federal requirements

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<sup>3</sup> *FAA Airport Compliance Manual*. Order 5190.6B. September 30, 2009, page 20-4. The *Airport Compliance Manual* is a handbook that provides guidance to FAA personnel on interpreting and administering the various continuing commitments that airport sponsors made to the United States government when they accept grants of federal funds or federal property for airport purposes.

<sup>4</sup> The FAA defines hazardous wildlife as species of wildlife (birds, mammals, reptiles), including feral animals and domesticated animals not under control, that are associated with aircraft strike problems, are capable of causing structural damage to airport facilities, or act as attractants to other wildlife that pose a strike hazard.

<sup>5</sup> "US Airways Flight 1549 Accident." Report to the House of Representatives Committee on Transportation and Infrastructure, February 23, 2009, p. 5.

<sup>6</sup> FAA Safety and Operations Division. Cert Alert No. 09-10, June 11, 2009. “Wildlife Hazard Assessments in Accordance with Part 139 Requirements,” page 1. As an example, from 1980 to 2006, the non-migratory Canada goose population in the United States and Canada increased at an average (mean) rate of 7.3 percent annually.

applicable to public-use airports holding an Airport Operating Certificate are embodied in the Code of Federal Regulations, Title 14 – Aeronautics and Space, Part 139 – Certification of Airports (14 CFR, Part 139). Airports that support regularly scheduled air carrier passenger flights (i.e. airline operations) are regulated by Part 139, Certification of Airports, Subpart D, and are therefore often referred to as "Part 139 airports." Among the County's five airports, only Sacramento International is currently a Part 139 airport. Additionally, the County adopts and periodically updates various plans and policies to ensure practical and efficient airport management, operation, development and compliance with all applicable federal and State regulations.

The Sacramento County Airport System Policy Plan assigns complementary roles for each airport to optimize system wide efficiency and serve the regional demand for aviation services. Sacramento International (SMF) is the region's primary air carrier passenger service airport, accommodating approximately 10 million annual passengers. Sacramento Executive Airport (SAC) is a general aviation airport that also serves as a reliever airport for Sacramento International. SAC is owned by the City of Sacramento and operated by the County Airport System under an annually renewing 25-year lease. Sacramento Mather Airport (MHR), formally Mather Air Force Base, serves as the region's primary air cargo airport. Located in the southern County, Franklin Field (F72) is a small general aviation airport frequently used for flight training. The County Airport System currently does not provide on-site staff at F72.

Airport Master Plan Process and Environmental Review: Each of the airports comprising the County Airport System is planned and developed in accordance with an airport master plan, a comprehensive study of an airport that describes the short, medium, and long-term facility and infrastructure improvements needed to meet future aviation demand. The FAA views the airport master planning process as a means to promote land use compatibility around an airport.<sup>7</sup> Airport master plans vary in complexity and detail depending on the size, function, role, and issues related to the particular airport. Although individual airport master plans are tailored to the unique conditions of each airport, all master plans must be prepared in compliance with FAA guidelines.<sup>8</sup> Such plans are approved by the local government agency or authority that owns or operates the airport (in this case, the County of Sacramento) and serve as tools to ensure coordinated planning among federal, State, regional and local agencies.

Airport master plans cover a 20-year planning period and are updated periodically (approximately every five to ten years). Once a draft final master plan has been determined to be acceptable by the County Board of Supervisors (Board), the environmental review process is initiated. After certification of the environmental documentation, the master plan is finalized and adopted by the Board.<sup>9</sup> The FAA suggests that "...the airport master plan should be incorporated into local

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<sup>7</sup> FAA Airport Compliance Manual, Order 5190.6B. Section 20.2.c – Master Planning and Zoning, page 20-3.

<sup>8</sup> Federal Aviation Administration. Advisory Circular 150/5070-6B, *Airport Master Plans*, May 1, 2007 (and as periodically updated). Chapter 10 and Appendix F describe the FAA's minimum requirements for ALPs.

<sup>9</sup> An airport master plan is considered a "project" subject to environmental review pursuant to the California Environmental Quality Act (CEQA). Approval of an airport master plan by the lead agency (such as a City Council or Board of Supervisors) therefore requires preparation and certification of an environmental document that considers the potential impact of all of the projects identified in the master plan.

comprehensive land use plans and used by local land use planners and airport planners to evaluate new development within the airport environs.”<sup>10</sup>

The FAA reviews all elements of the master plan to ensure that sound planning techniques have been applied. However, the FAA only approves two elements of an airport master plan: the forecast of aviation demand, and the Airport Layout Plan (ALP).<sup>11</sup> As stated in Section 205 of the FAA guidance document on airport master plans, “All airport development at federally obligated airports must be done in accordance with an FAA-approved ALP. Furthermore, proposed development must be shown on an approved ALP to be eligible for Airport Improvement Program (AIP) funding.” Further, the FAA’s recently updated national policy guidance to FAA personnel states that: “An FAA-approved ALP (signed and dated) is a prerequisite to the grant of AIP funds for airport development...”<sup>12</sup>

The County is the lead agency for environmental review of airport master plans and other aviation development projects pursuant to the California Environmental Quality Act (CEQA). The FAA is the lead agency for environmental review under the National Environmental Policy Act of 1969 (NEPA). Environmental documentation pursuant to NEPA is required for all airport projects eligible for funding through grants administered by the FAA, or which require FAA approval of changes to an airport layout plan (ALP). One of the primary products of a master plan, an ALP is a set of FAA-approved scale drawings depicting existing and proposed land uses, facilities and structures necessary for operation and development of the airport. All airports that receive federal grant-in-aid assistance are required by FAA grant assurances to continually update the ALP. The FAA recommends that local planning commissions and project proponents consult both airport master plans and ALPs when considering proposed land use projects near airports.

Airport Land Use Compatibility Plan (ALUCP): In 1967, the California legislature authorized creation of Airport Land Use Commissions (ALUCs), for the purpose of protecting public health, safety, and welfare. ALUCs encourage orderly expansion of airports and the adoption of land use measures that minimize the public’s exposure to excessive noise and safety hazards within areas around public-use airports, to the extent that such areas are not already devoted to incompatible land uses. The law requires each County’s ALUC to prepare an Airport Land Use Compatibility Plan (ALUCP) with a twenty-year planning horizon. Project proponents and Planning Commissions should likewise consult adopted ALUCPs when considering proposed projects near airports. Though not addressed in this section, the ALUC can require a privately-owned airport to develop an ALUCP if the airport is open to the general public for use.<sup>13</sup>

After an airport master plan is adopted, the Sacramento Area Council of Governments (SACOG), the region’s ALUC, will initiate an update to the ALUCP as required by PUC section 21670. Such plans identify compatible and incompatible land uses arising from noise, safety, and height considerations, as recommended per the State of California’s *Airport Land Use Planning Handbook*. Once adopted, airport land use compatibility plans are incorporated into local (city or

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<sup>10</sup> FAA Airport Compliance Manual. Order 5190.6B. Section 20.2.c., page 20-4.

<sup>11</sup> FAA Advisory Circular 150/5070-6B, section 205.

<sup>12</sup> *FAA Airport Compliance Manual*. Order 5190.6B. Section 7.18 – Airport Layout Plan, page 7-17.

<sup>13</sup> Personal communication, Greg Chew – Senior Planner, SACOG, February 1, 2010.

county) general plans. The ALUCP adoption process, however, is not necessarily straightforward. In a 2006 report to the State Senate, the California Research Bureau noted that ALUCs and airport operators are confronted with two opposing forces that significantly influence airport operations and expansion<sup>14</sup>:

- (1) pressure for communities to expand by developing open land near airports for residential and other high-density development; and
- (2) the continuous need to make airport improvements and to expand airport capacity.

When an ALUC such as SACOG receives a project for consistency review with the ALUCP, the ALUC makes a determination as to whether the proposed land use is compatible, compatible subject to specific conditions or incompatible with the ALUCP. A formal consistency review is then transmitted to the referring agency (in this case, the County of Sacramento). This process focuses on whether the proposed project is consistent with ALUCP planning boundaries for height, noise impacts and safety. SACOG does not, however, actively monitor, review and comment on specific land use proposals and projects near public-use airports, unless directly approached by the applicant or the agency having local land use authority. An ALUC may also review issues related to hazardous wildlife attractants, but does not have authority to do so unless specified in the ALUCP. Normally, the FAA and the Sacramento County Airport System review hazardous wildlife matters.

Ultimately, the FAA holds airport grant sponsors such as the County of Sacramento responsible for taking "...appropriate actions to zone and control existing and planned land uses to make them compatible with aircraft operations at the airport."<sup>15</sup> Land use decisions made within the context of the County General Plan also consider a variety of other federal, State and local policies and guidance applicable to airport operations and land use compatibility. For example, on April 19, 2006, the County Board of Supervisors adopted Airport Planning Policy Areas (APPAs) for Sacramento International, Sacramento Mather, and McClellan (MCC)<sup>16</sup> as an interim effort to ensure airport land use compatibility during a period of rapid development that was outpacing the rate at which airport master plans, environmental documentation, and Airport Land Use Compatibility Plans could be updated. The Board directed that the APPAs be incorporated into the General Plan. The APPAs will continue to be used by the County Airport System in evaluating and commenting on proposed land use projects and activities near SMF, MCC and MHR.<sup>17</sup>

FAA Requirements for Compatible Land Use and Airspace Protection: The FAA promulgates and periodically revises a number of Federal Aviation Regulations (FARs), Orders, Advisory Circulars and Certification Alerts (Cert Alerts) concerning land use compatibility on and near

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<sup>14</sup> California Research Bureau. *Growing Pains: Airport Expansion and Land Use Compatibility Planning in California*. September 2006.

<sup>15</sup> FAA Order 5190.6B, page 20-2.

<sup>16</sup> Resolution numbers 2006-0490, 2006-1378 and 2006-1379, adopted April 19, 2006

<sup>17</sup> An APPA is an area beyond the 60 Community Noise Exposure Level (CNEL) noise contour inside the County's jurisdiction, where residential development would be allowed but would require a disclosure notice to homebuyers and granting of an aviation easement to the County. The APPA does not restrict residential development, but applies State guidance to address aircraft overflight and related noise beyond the normally mapped noise exposure contours by providing disclosure to potential homebuyers.

airports.<sup>18</sup> The FAA’s expectations regarding local land use decisions are focused on public use airports operated by public agencies and private owners that receive federal grant-in-aid funds for airport capital improvements. Airport operators receiving such funds are defined by the FAA as “airport grant sponsors,”<sup>19</sup> and the associated airports are regarded by the FAA as “federally obligated airports.” All five County airports are considered federally obligated. In effect since 1964, Grant Assurance 21, *Compatible Land Use*, requires in part that an airport grant sponsor “...take appropriate action, to the extent reasonable, including the adoption of zoning laws, to restrict the use of land adjacent to or in the immediate vicinity of the airport to activities and purposes compatible with normal airport operations, including landing and takeoff of aircraft.”<sup>20</sup>

Another FAA grant sponsor requirement potentially relevant to hazardous wildlife management is Grant Assurance 19 – Operation and Maintenance. This assurance states, in part, that “The airport and all facilities which are necessary to serve the aeronautical users of the airport...shall be operated at all times in accordance with the minimum standards as may be prescribed by applicable federal, state and local agencies. It will not cause or permit any activity thereon which would interfere with its use for airport purposes.”

The role of airport sponsors such as the County of Sacramento in ensuring that land adjacent to or in the immediate vicinity of a federally obligated airport is consistent with safe airport operations is clearly articulated in the *FAA Airport Compliance Manual* (a guidance manual for FAA personnel): “Ensuring compatible land use near federally obligated airports is an important responsibility and an issue of federal interest,” because airports in which the FAA has invested federal grant-in-aid funds are important components of the national aviation system. FAA Order 5190.6B makes a number of additional points regarding the responsibilities of an airport sponsor to protect airports from encroachment by incompatible land uses, including:

- “...to accommodate air traffic demand, maximum utility must be achieved from existing airports. For this to happen, the land use in the vicinity of airports must be reserved for compatible uses.”
- Although residential housing has historically been regarded as among the most incompatible land uses near an airport, the FAA now recognizes that “Additional concerns include the airport’s proximity to landfills and wetlands that may result in hazards to air navigation created by flocks of birds attracted to the landfills or wetlands.”
- Airport sponsors are expected to take appropriate actions to zone and control existing and planned land uses to make them compatible with aircraft operations at the airport.
- “In all cases, the FAA expects a sponsor to take appropriate actions to the extent reasonably possible to minimize incompatible land.”

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<sup>18</sup> An example is 14 CFR Part 77 – Objects Affecting Navigable Airspace.

<sup>19</sup> FAA Order 5190.6B became effective September 30, 2009, and replaced Order 5190.6A (October 1989). The Order further defines an “Airport Sponsor” as a public agency or tax-supported organization such as an airport authority, that is authorized to own and operate the airport, to obtain property interests, to obtain funds, and to be able to meet all applicable requirements of current laws and regulations both legally and financially (page 315). Hence, the County of Sacramento is the “Airport Sponsor” for federal grant-in-aid funds provided for capital improvements to any of the five airports operated by the County Airport System.

<sup>20</sup> Grant Assurance 21 is codified in Title 49 of the United States Code (U.S.C.), section 47107(a) (10).

As an airport grant sponsor, the County of Sacramento is required to adhere to the standards and practices contained in a broad array of “Advisory Circulars” and comply with an extensive list of Grant Assurances to ensure continued FAA grant funding eligibility.

Hazardous Wildlife Considerations: Among the most stringent FAA regulations and policies governing airports providing regularly scheduled commercial airline service are those intended to minimize the impacts of hazardous wildlife. Collisions between wildlife and aircraft (wildlife strikes) have resulted in the loss of hundreds of lives worldwide, as well as billions of dollars in aircraft damage. According to the FAA National Wildlife Database (Wildlife Database), almost 90,000 reported wildlife strikes occurred in the United States during the 19-year period 1990 through 2008, with 7,516 in 2008 alone.<sup>21</sup> Birds account for more than 97 percent of wildlife strikes. Most bird strikes happen fairly close to the ground, with sixty percent occurring within 100 feet or less above ground level (AGL), 73 percent at 500 feet AGL or less, and 92 percent at 3,000 feet AGL or less. During 2008, Sacramento International had the highest number of reported bird strikes in the FAA's Western-Pacific Region and ranked sixth highest in the nation according to the FAA Wildlife Database.

The wildlife strike problem is more significant than the national data indicate, however, because the FAA estimates that only about 20 percent of wildlife strikes involving civil aircraft are reported to the Wildlife Database, and only about 44 percent of reported strikes identify the responsible wildlife species group.<sup>22</sup> The FAA estimates that wildlife strikes cost the civil aviation industry in the United States at least \$500 million annually in direct damage and associated costs and over 500,000 hours of aircraft down time. Although the economic costs of wildlife strikes are extreme, the cost in human lives lost when airplanes crash as a result of wildlife strikes illustrates the need for comprehensive management of the wildlife strike problem, starting with appropriate local public policy decisions regarding land use activities and practices near airports.

Hazardous wildlife attractants on or near airports can jeopardize current and future airport operations and improvements, making proper community land-use planning essential. The requirements and recommendations of FAA Advisory Circular 150/5200-33B, “Hazardous Wildlife Attractants On or Near Airports”<sup>23</sup> (*Wildlife Hazards Advisory Circular*) has significant land use implications associated with the critical need to minimize risks caused by wildlife (particularly avian species) known to pose hazards to aircraft operations on or near airports. Incompatible land uses likely to attract birds hazardous to aircraft operations include but are not limited to wetlands, habitat preserves, sanitary landfills, golf courses, and surface mining and dredging. Water management facilities such as sewage treatment plants and settling ponds, drinking water intake and treatment facilities, stormwater retention basins and housing developments with artificial lakes also attract hazardous wildlife. The FAA also strongly

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<sup>21</sup> U.S. Department of Transportation (DOT) and United States Department of Agriculture, Wildlife Services. *Wildlife Strikes to Civil Aircraft in the United States 1990-2008*, p. 4. September 2009.

<sup>22</sup> More recently the FAA has estimated that the number of strikes reported has increased from 20 percent during the period from 1990-1994 to 39 percent from 2004-2008. “FAA Fact Sheet – FAA Wildlife Hazard Mitigation Program.” January 14, 2010, page 2.

<sup>23</sup> This FAA Advisory Circular is periodically updated, most recently on August 28, 2007. Analysis of proposed projects and land uses should rely upon the most recent version of the *Wildlife Hazards Advisory Circular*.

discourages agriculture on or near airport property because most crops can attract hazardous wildlife during some phase of production.

All of the land use activities summarized above can provide hazardous wildlife with ideal locations for feeding, resting, reproduction and escape from predators. Any one of these land uses in isolation may not necessarily attract sufficient numbers of hazardous wildlife to endanger aircraft operations. The risk to aviation can become acute, however, when one or more hazardous wildlife inducing land uses near an airport are collectively aligned to create a wildlife movement corridor directly through the airport and/or surrounding airspace. Local land use planning decisions within the hazardous wildlife separation distances specified by the FAA must therefore devote particular attention to the synergistic effects of multiple wildlife attractants surrounding airports.

Airports that support regularly scheduled air carrier passenger flights (i.e. airline operations) are regulated by 14 CFR, Part 139. If such an airport experiences one or more of the hazardous wildlife events or conditions specified in Part 139.337, the FAA may require the airport operator to adopt a Wildlife Hazard Management Plan (WHMP) in compliance with FAA guidelines. Such a plan must specify those measures the airport operator will implement to minimize hazardous wildlife threats. Sacramento International has had an FAA-approved WHMP in place since 1994.

Strengthening Airport Hazardous Wildlife Management Requirements: The FAA Office of Safety and Standards announced in the Cert Alert issued on June 11, 2009, that it had examined the National Wildlife Strike Database and found a number of airports that appeared to have experienced one of the triggering events cited in 14 CFR 139.337, but had not initiated the Wildlife Hazard Assessment (WHA) required by Part 139. The FAA therefore ordered the 96 airports on this list to initiate a WHA. The list included ten Part 139 airports in California, including two in the Sacramento Valley (Chico and Redding). The FAA also announced at the same time that it initiated a rulemaking process that will require all certificated airports to conduct WHAs and to periodically update them. The FAA also noted that because the rulemaking process can take several years, operators of Part 139 airports "...that have not experienced a triggering event, and who have not done a WHA are encouraged to do one." The FAA hazardous wildlife Fact Sheet issued on January 14, 2010 noted that the FAA plans to publish a Notice of Proposed Rulemaking by the end of 2010.

FAA General Separation Criteria for Hazardous Wildlife Attractants on or Near Part 139 Airports: The FAA recommends the minimum separation criteria summarized below for private and public land-use practices that attract hazardous wildlife to the vicinity of airports, and states that hazardous wildlife attractants should be avoided, eliminated or mitigated<sup>24</sup> within these separation distances. These FAA criteria include land uses that cause movement of hazardous wildlife onto, into, or across an airport's approach or departure airspace or air operations area (AOA). The basis for the separation criteria cited below can be found in existing FAA regulations. The separation distances are based on: (1) the flight patterns of piston-powered and turbine-powered aircraft; (2) the relatively low altitude at which most bird strikes occur (78 percent below 1,000 feet and 90 percent under 3,000 feet); and (3) recommendations of the

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<sup>24</sup> In FAA hazardous wildlife terminology, "mitigation" should be interpreted as alleviating or reducing the hazardous wildlife attractant.

National Transportation Safety Board. The County is the grant sponsor for FAA grant-in-aid funds to facilitate airport capital projects at the five airports managed by the County Airport System. The County is therefore responsible for ensuring that land uses in and around airports within its jurisdiction comply with the hazardous wildlife exclusion areas specified in the most recent revision of the FAA *Wildlife Hazards Advisory Circular*, summarized below.

- Perimeter A: The FAA recommends that airports (Part 139 airports or those subject to federal grant assurances) and/or airports serving piston-powered (propeller) aircraft maintain a minimum distance of 5,000 feet between the farthest edge of the Airport Operations Area (AOA)<sup>25</sup> and the nearest hazardous wildlife attractant.
- Perimeter B: The FAA recommends that airports (Part 139 airports or those subject to federal grant assurances) that serve turbine-powered (jet) aircraft maintain a minimum separation distance of 10,000 feet between the AOA and the nearest hazardous wildlife attractant. The WHMP for Sacramento International also refers to Perimeter B as the "Critical Zone." This zone at SMF will expand to the north and west upon implementation of two major projects identified in the Sacramento International Master Plan Update approved by the Board in August 2007: (1) a 2,400-foot northward extension of the east runway (16L/34R); and (2) a third parallel runway measuring 8,600 feet in length, to be located 1,200 feet west of the existing west runway (16R/34L).
- Perimeter C – Protection of Approach, Departure and Circling Airspace: For all airports (Part 139 airports or those subject to federal grant assurances), the FAA recommends a distance of five statute miles between the farthest edge of the AOA and hazardous wildlife attractants if the attractant could cause hazardous wildlife movement into or across approach or departure or circling airspace. The WHMP for Sacramento International also refers to Perimeter C as the "General Zone." The County Airport System therefore reviews and prepares comments on development plans, CEQA and NEPA scoping documents and draft environmental documents for proposed projects within five miles of the airports owned or operated by the County Airport System.

LU-87. Because land use decisions around airports by local governments have a direct impact on an airport's long-term viability and utility, proposed new land use projects and land use practices near airports within Sacramento County shall consider consistency with current federal, State, and local airport land use compatibility regulations, orders, policies, plans, standards and guidance pertaining to public safety and minimization of hazardous wildlife attractants within five statute miles of County airports.

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<sup>25</sup> The FAA defines the AOA as any area of an airport used or intended to be used for landing, takeoff, or surface maneuvering of aircraft. An AOA includes such paved areas or unpaved areas that are used or intended to be used for the unobstructed movement of aircraft in addition to its associated runway, taxiways, or apron.

Implementation Measures:

- A. Review applications and plans for proposed public and private projects, land use activities, and facilities within the hazardous wildlife separation distances specified by the FAA. (PLANNING & ENVIRONMENTAL REVIEW, AIRPORTS)
- B. Review proposed public and private land use projects, activities and facilities with respect to adopted airport master plans, Airport Policy Planning Areas, Airport Land Use Compatibility Plans, Wildlife Hazardous Management Plans, and current Federal Aviation Administration regulations and policies pertaining to designated navigable airspace and normal airport operations. (PLANNING & ENVIRONMENTAL REVIEW, AIRPORTS)
- C. Review and comment on proposed new public and private land uses and/or modifications to existing land uses within five statute miles of County airports. (PLANNING & ENVIRONMENTAL REVIEW, AIRPORTS).

New Facility Siting and Design: Growth in air transportation demand, for either commercial or general aviation, may ultimately require that new air transportation facilities be developed in the County. It is important that such facilities be located and designed to be safe, efficient, and compatible with the existing and planned environs. Facilities shall also meet current air transportation facility design criteria and zoning codes established by local, State, and Federal agencies. This includes, but is not limited to, the County of Sacramento, Sacramento Area Council of Governments (which serves as the Airport Land Use Commission for Sacramento County), FAA, State of California Department of Transportation (Division of Aeronautics), and local jurisdictions.

- LU-88. Project submittals for proposed new airport and heliport projects in Sacramento County shall include documentation of consistency with all current local, State, and Federal regulations, policies, and guidance regarding air transportation facility design and land use compatibility.

Implementation Measures:

- A. Review airport and heliport project submittals to ensure they satisfactorily demonstrate consistency with current local, State, and Federal regulations, policies, and guidance regarding air transportation facility design and land use compatibility. (PLANNING & ENVIRONMENTAL REVIEW, AIRPORTS)

**Land Use Compatibility for Airport Safety for all public use airports except for Sacramento International Airport. In the case of Sacramento International Airport, use the Land Use Compatibility Plan prepared for Sacramento International Airport dated December 12, 2013, adopted herein by reference.**

<u>Land Use Category</u>	SAFETY ZONES		
	Clear	Approach / Departure	Overflight
<u>RESIDENTIAL</u>			
• Single-family detached	No	Yes <sup>1</sup>	Yes
• Two-family dwelling	No	No	Yes
• Multi-family dwelling (3+ families)	No	No	Yes
• Group Quarters & Rooming Houses	No	No	Yes <sup>15</sup>
• Mobile Home Parks or Courts	No	No	Yes <sup>15</sup>
<u>INDUSTRIAL / MANUFACTURING</u>			
• Food and kindred products	No	Yes <sup>2</sup>	Yes
• Textiles and apparel	No	Yes <sup>2</sup>	Yes
• Transportation equipment	No	Yes <sup>2</sup>	Yes
• Lumber and wood products	No	Yes <sup>2</sup>	Yes
• Furniture and fixtures	No	Yes <sup>2</sup>	Yes
• Paper and allied products	No	Yes <sup>2</sup>	Yes
• Printing and publishing	No	Yes <sup>2</sup>	Yes
• Chemicals and allied products	No	No	No
• Asphalt paving and miscellaneous petroleum	No	No	Yes
• Petroleum refining and related industries	No	No	No
• Rubber and plastics	No	No	No
• Stone, glass, clay, and concrete products	No	Yes <sup>2</sup>	Yes
• Primary and fabricated metals	No	Yes <sup>2</sup>	Yes
• Electrical and electronic equipment	No	Yes <sup>2,13,16</sup>	Yes <sup>13</sup>
• Leather products	No	Yes <sup>2</sup>	Yes

• Industrial, commercial, and computer equipment	No	Yes <sup>2,13</sup>	Yes <sup>13</sup>
• Photo, optical, and medical equipment	No	Yes <sup>2</sup>	Yes
• Miscellaneous manufacturing	No	Yes <sup>2</sup>	Yes
<u>TRANSPORTATION, COMMUNICATIONS, AND UTILITIES</u>			
• Streets, roads, and highways	No	Yes <sup>2</sup>	Yes
• Heavy rail lines: freight and passenger	No	Yes <sup>2</sup>	Yes
• Light rail lines: passenger	No	Yes <sup>2</sup>	Yes
• Trucking and rail freight terminals	No	Yes <sup>2</sup>	Yes
• Warehousing and storage <sup>4</sup>	No	Yes <sup>2</sup>	Yes
• Passenger terminals and stations	No	No	Yes
• Water transportation: freight and passenger	No	Yes	Yes
• Parking lots	No	Yes <sup>2</sup>	Yes
• Transportation services	No	Yes <sup>2,5</sup>	Yes
• Radio, television, and telephone	No	No	Yes <sup>13,17</sup>
• Cellular radio transmission antenna <sup>18</sup>	No	Yes <sup>14</sup>	Yes
• Courier service	No	Yes <sup>2</sup>	Yes
• Electrical and natural gas generation and switching	No	No	Yes <sup>13</sup>
• Natural gas and petroleum pipelines and storage	No	No	Yes
• Water treatment plants	No	No	Yes
• Sewer treatment plants	No	No	Yes <sup>6</sup>
• Sanitary landfills	No	No	Yes <sup>6</sup>
• Recycling and transfer facilities <sup>7</sup>	No	Yes <sup>2,6</sup>	Yes <sup>6</sup>
• Hazardous material facilities	No	No	Yes <sup>6</sup>

**Land Use Compatibility for Airport Safety for all public use airports except for Sacramento International Airport. In the case of Sacramento International Airport, use the Land Use Compatibility Plan prepared for Sacramento International Airport dated December 12, 2013, adopted herein by reference. Cont.**

<u>Land Use Category</u>	SAFETY ZONES		
	Clear	Approach / Departure	Overflight
<u>WHOLESALE TRADE</u>			
• Paints, varnishes, and supplies	No	No	Yes
• Chemicals and allied products	No	No	Yes
• Petroleum terminals and wholesalers	No	No	Yes
• Miscellaneous wholesale trade	No	Yes <sup>2</sup>	Yes
<u>RETAIL TRADE</u>			
• Department and variety stores (single)	No	No	Yes
• Lumber, building materials, and nurseries	No	Yes <sup>2</sup>	Yes
• Grocery and drug stores	No	No	Yes
• Paint, glass, wallpaper, and hardware	No	No	Yes
• Auto, truck, boat, and recreational vehicle dealers	No	Yes <sup>2</sup>	Yes
• Mobile home dealers	No	Yes <sup>2</sup>	Yes
• Auto and truck service stations	No	No	Yes
• Fuel dealers	No	No	Yes
• Apparel and shoes	No	No	Yes
• Home furnishings	No	No	Yes
• Eating and drinking	No	No	Yes <sup>15</sup>
• Miscellaneous retail trade	No	No	Yes
<u>BUSINESS AND PERSONAL SERVICES</u>			
• Auto, truck, boat, RV, and miscellaneous repair	No	Yes <sup>2</sup>	Yes

• Mobile home repair	No	Yes <sup>2</sup>	Yes
• Commercial laundries and cleaning	No	Yes <sup>2</sup>	Yes
• Coin operated laundries	No	No	Yes
• Photographers, beauty and barber, shoe repair	No	No	Yes
• Funeral services	No	No	Yes
• Business services	No	Yes <sup>2</sup>	Yes
• Computer programming and data processing	No	No	Yes
• Travel agencies	No	No	Yes
• Legal and engineering	No	No	Yes
• Banks, credit unions, and financial	No	No	Yes
• Hotels, motels, inns, bed and breakfast	No	No	Yes <sup>15</sup>
• Business parks and industrial clusters	No	Yes <sup>2,8</sup>	Yes
• Offices for rent or lease	No	No	Yes
• Business and vocational schools	No	No	Yes
• Construction businesses	No	Yes <sup>2</sup>	Yes
• Miscellaneous personal services	No	No	Yes
<u>SHOPPING DISTRICTS</u>			
• Neighborhood shopping centers	No	No	Yes
• Community shopping centers	No	No	Yes
• Regional shopping centers	No	No	No

**Land Use Compatibility for Airport Safety for all public use airports except for Sacramento International Airport. In the case of Sacramento International Airport, use the Land Use Compatibility Plan prepared for Sacramento International Airport dated December 12, 2013, adopted herein by reference. Cont.**

<u>Land Use Category</u>	SAFETY ZONES		
	Clear	Approach / Departure	Overflight
<u>PUBLIC AND QUASI-PUBLIC SERVICES</u>			
• Post offices	No	No	Yes
• Government offices	No	No	Yes <sup>15</sup>
• Government social services	No	No	Yes <sup>15</sup>
• Elementary and Secondary schools	No	No	Yes <sup>9,16</sup>
• Colleges and universities	No	No	No
• Hospitals	No	No	No
• Medical and dental laboratories	No	Yes <sup>2</sup>	Yes
• Doctor and dentist offices	No	No	Yes <sup>15</sup>
• Museum and art galleries	No	No	Yes <sup>15</sup>
• Libraries	No	No	Yes <sup>15</sup>
• Churches	No	No	Yes <sup>15</sup>
• Cemeteries	No	Yes <sup>2,10</sup>	Yes
• Jails and detention centers	No	No	No
• Child care programs (six or more children)	No	No	Yes <sup>15</sup>
• Nursing care facilities	No	No	Yes <sup>15</sup>
<u>RECREATION</u>			
• Neighborhood parks	No	No	Yes
• Community-wide and regional parks	No	No	Yes
• Riding stables	No	Yes <sup>2,12</sup>	Yes
• Golf courses	No	Yes <sup>2,11</sup>	Yes
• Open space and natural areas	Yes <sup>3,6</sup>	Yes <sup>2,6,12</sup>	Yes <sup>6</sup>

• Natural water areas	Yes <sup>3,6</sup>	Yes <sup>2,6,12</sup>	Yes <sup>6</sup>
• Recreation and amusement centers	No	No	Yes <sup>15</sup>
• Physical fitness and gyms	No	No	Yes <sup>15</sup>
• Camps, campgrounds, and recreational vehicle parks	No	No	Yes
• Dance halls, studios, and schools	No	No	Yes <sup>15</sup>
• Theaters - live performance	No	No	Yes <sup>15</sup>
• Motion picture theater - single or double	No	No	Yes <sup>15</sup>
• Motion picture theater complex - three or more	No	No	No
• Professional sports	No	No	No
• Stadiums and arenas	No	No	No
• Auditoriums, concert halls, and amphitheaters	No	No	No
• Fairgrounds and expositions	No	No	No
• Racetracks	No	No	No
• Theme parks	No	No	No
<u>AGRICULTURAL AND MINING</u>			
• Row and field crops	Yes <sup>3,6</sup>	Yes <sup>2,6</sup>	Yes <sup>6</sup>
• Tree crop	No	Yes <sup>2,6</sup>	Yes <sup>6</sup>
• Intensive livestock	No	Yes <sup>2,6</sup>	Yes <sup>6</sup>
• Nursery products	No	Yes <sup>2,6</sup>	Yes <sup>6</sup>
• Poultry	No	Yes <sup>2,6</sup>	Yes <sup>6</sup>
• Pasture and grazing	Yes <sup>3,6</sup>	Yes <sup>2,6</sup>	Yes <sup>6</sup>
• Agricultural services	No	Yes <sup>2</sup>	Yes
• Mining and quarrying	No	Yes <sup>2,6</sup>	Yes <sup>6</sup>
• Oil and gas extraction	No	No	Yes

## FOOTNOTES

- A. These guidelines define only compatible land uses within safety areas. Where proposed land uses fall within the established Noise Contours or may penetrate any of the imaginary height surfaces, additional restrictions apply, which can be found in the Noise Element of this Plan.
- B. Executive Airport compatibilities apply only to the Overflight Zone as the Clear and Approach/Departure Zones do not enter County jurisdiction.
  - 1. For all but Rio Linda Airport, single-family residential uses shall not exceed a density of one unit per five acres. Single-family residential uses for Rio Linda Airport shall not exceed a density of two units per acre. All such dwellings shall be encouraged to locate outside of the Approach-Departure Zones if parcel lines permit.
  - 2. Use is compatible only if they do not result in a large concentration of people. A large concentration of people is defined as a gathering of individuals in an area that would result in an average density of greater than 25 persons per acre per hour during any 24 hour period ending at midnight, not to exceed 50 persons per acre at any time.
  - 3. No buildings, structures, above ground transmission lines, or storage of flammable or explosive materials above ground, and no uses resulting in a gathering of more than 10 persons per acre at any time.
  - 4. No bulk petroleum products or chemical storage.
  - 5. Tour operator passenger facilities not allowed.
  - 6. Uses compatible only if they do not result in a possibility that a water area that may cause ground fog or a bird hazard.
  - 7. Household hazardous waste facilities operated as part of an integrated waste management program and resulting in only temporary storage of materials is allowed.
  - 8. Uses in buildings must be compatible.
  - 9. Uses compatible only if the requirements of California Education Code, Sections 39005.7, 81036, and 81038 are fulfilled.
  - 10. No chapels or funeral homes.

11. No clubhouses, bars, restaurants or banquet facilities. Ancillary uses such as pro shops, snack bars and specialty food and beverage services are allowed. New course layouts and revisions to existing courses must be reviewed by ALUC for safety impacts.
12. No high intensity uses or facilities, such as structured playgrounds, ballfields, or picnic pavilions.
13. No use that would cause electrical interference that would be detrimental to the operation of aircraft or aircraft instrumentation.
14. Use compatible only if there will be no on-site employees, and the Federal Aviation Administration has conducted an Aeronautical Study on the proposal and has concluded that the antenna will not constitute a hazard to air navigation.
15. For Executive Airport only, uses are compatible only if they do not result in structures over 25 feet in height.
16. Use not compatible at Executive Airport.
17. Uses permitted providing they meet density, height, and non-interference requirements and meets requirements of footnotes 2 and 13.
18. Use not included in any CLUP Noise and Safety Compatibility tables other than Mather Airport.

## **STRATEGY IV: BUILT ENVIRONMENT PRESERVATION AND ENHANCEMENT**

**GOAL:** Reinvestment in and revitalization of existing communities through comprehensive and coordinated planning strategies and public participation that addresses housing, economic development, commercial development, employment opportunities, public facilities and infrastructure improvements.

### **INTRODUCTION**

Sacramento County is unique in being a county that has a large percentage of urbanized and built out land under its jurisdiction, along with vast areas of open space, agriculture and rural development. Urban areas, ranging from new peripheral development to older existing communities, serve as the County's economic and employment backbone and are home to the majority of residents living in the unincorporated areas.

Many of the County's existing communities are considered "first-tier" or "first-ring" suburbs, developments that once defined the metropolitan edge that were built between the urban center and the rural fringe. These communities were the first suburban developments in the Sacramento metropolitan area, built in the decades following WWII when land was cheap, growth was booming, and a growing network of roadways made living farther away from the urban employment base a possibility. As was the case with the majority of post-war development, emphasis was often placed on quantity and homogeneity of growth, as well as accommodating automobile travel, rather than quality urban planning and building distinct, cohesive and balanced communities. While strong economies, beautiful well-kept homes and quality services and infrastructure characterize some of these communities, others are experiencing an array of economic and social challenges that need the immediate and lasting attention of the County.

No matter their current situation, few of these suburban communities still benefit from being at the edge of a growing metropolitan area, where undeveloped land abounds and investment is robust. Most are landlocked between the city center, which is being revitalized and reinvested in, and peripheral new growth that is attracting the majority of investment and development. These existing communities require maintenance and continued improvement of their built environment to enhance their quality of life and ensure economic viability. Continued investment in infrastructure, buildings, and housing stock is necessary to establish or enhance identity and sense of place, and reinforce linkages between commercial areas and neighborhoods. To avoid stagnation and ensure future prosperity, many existing communities must either build on their established strengths or reinvent their regional role to become or remain desirable places to work, shop, live and play.

Sacramento County's existing communities are loosely classified as follows:

- 1) Older suburban neighborhoods with an identifiable commercial corridor(s)  
*Examples include portions of the following communities: Arden-Arcade, Carmichael, Fair Oaks, North Highlands-Foothill Farms, Orangevale, and South Sacramento*

- 2) Neighborhoods outlying an urbanized area with an identifiable historic main street/commercial corridor and buffering agriculture and open space  
*Examples include portions of the following communities: Rio Linda-Elverta, Old Florin Town*
- 3) Historic towns with an identifiable main street located in the rural portions of Sacramento County  
*Examples include portions of Courtland, Freeport, Locke, and Walnut Grove*

#### Common Challenges and Assets of Older Existing Communities

While each existing community within Sacramento County has unique challenges specific to their location and condition, several common concerns face portions of these communities. In addition to shared challenges, many of these communities share common assets that can be built upon to improve conditions locally and countywide.

Some common challenges facing existing communities include:

- *Communities showing their age:* aging infrastructure, including water and sewers facilities, electric transmission system, gas pipelines, and transit and transportation facilities. Empty and/or rundown buildings, outdated/bland styling, and unattractive streetscapes.
- *Declining commercial corridors:* characterized by vacancies, underutilized parcels, aging retail and office centers, outdated building facades and traffic congestion. Overzoned for retail and industrial use. Insufficient residential development.
- *Lack of community identity:* no central design theme or “sense of place.” Unattractive signage, structures and streetscapes detract from community identity.
- *Transportation issues:* Severed links between housing, employment, retail and public facilities, creating a heavy reliance on automobile for everyday travel. Lack of pedestrian facilities, proximity of destinations and connectivity that encourage walking and biking. Concerns regarding traffic volume, flow and speed in local neighborhoods.
- *Quality of services:* Insufficient community services to provide for growing local populations. Competition from peripheral investment and development is depleting the local tax, retail and employment bases that support municipal services.

Some common assets benefiting existing communities include:

- Vacant and underutilized parcels are ripe for reinvestment and redevelopment. Abandoned buildings and vast surface parking lots are ready for reuse. Underutilized infrastructure can accommodate new development with little investment.
- Established commercial corridors along major thoroughfares that attract both local and regional traffic, commonly recognized as centers of commerce and retail. Great regional accessibility and proximity to both central Sacramento and new peripheral growth. Areas with strong business activity and/or potential.
- Diverse population with a varied and skilled employment base.

- Existing private and public efforts focused on revitalizing these areas. Strong local and regional support to maintain or re-establish these communities as vital and desirable places to live and do business.
- High local and regional quality of life: rich and diverse culture, prime location between the Bay Area and the Sierras, unspoiled open space and natural resources, and access to world class educational, health and recreational facilities.

The following sections include policies that intend to capitalize on the assets of existing communities to not only address the current challenges, but to stave off future problems and maintain and/or enhance quality of life within these areas.

## **PLANNING TOOLS FOR EXISTING COMMUNITIES**

### **Commercial Corridor Planning**

**Objective:** Revitalized commercial corridors that will enhance community image and stimulate private reinvestment, that support provision of enhanced public transit, and that will encourage new economic and commercial development and improvements to housing and infrastructure.

Intent: Sacramento County contains a significant number of commercial districts that are located along key transportation corridors within the communities of Arden-Arcade, Carmichael, Fair Oaks, North Highlands-Foothill Farms, Orangevale and South Sacramento. These corridors are a key part of the County’s urban framework and link the County’s neighborhoods, business areas and employment districts. Several of these corridors function as community “main streets” that serve as centers of commerce and culture, while others have been fundamentally altered by changes in demographics, retail shopping preferences and the consequences of community design.

Many older commercial corridors have lost economic vitality and development potential in recent decades as the undeveloped land outside of Sacramento County’s urban fringe became more attractive for new development. With increased wages and improved mobility, consumers moved to the suburbs and preferred larger stores with convenient free parking rather than traditional smaller neighborhood establishments. Large tracts of new residential development and plentiful land encouraged full service grocery stores, big box retail and modern office campuses to locate on the County’s periphery, further diluting the consumer and employment bases that once supported the older commercial corridors. As a result, vacant or low-intensity linear strip commercial developments now characterize many of these areas. Some areas contain commercial uses that are old, obsolete and in need of revitalization, while others have incompatible or overzoned land uses. Unattractive streetscapes and facades are further impediments to new business attraction and residential development.

Community design has also played a key role in the decline of these corridors and adjacent communities. Since WWII, community planning in the United States has catered to large developments of single-family homes and the efficient movement of automobiles. Design of the

commercial corridors reflected this mindset: strip developments along major transportation routes, large stores fronting on vast surface parking lots, few public transit or pedestrian facilities, abundant and often unsightly signage, lack of adjacent residential development to support commercial activity, and separate land uses served by inadequate connections. The resulting sprawling and segregated land use pattern has made car ownership all but a necessity, enticing people to shop further from their homes. Public transit, pedestrian movement and interconnectivity were left to be addressed as afterthoughts. This homogenous linear growth has also weakened community identity by failing to identify community centers and define community edges. These development patterns have led to increased traffic congestion with few transportation alternatives, isolated land uses, less people shopping or working near their homes, commercial corridors with little or no distinctive identity, and increasing public health problems of obesity and chronic disease related to sedentary lifestyles.

Due to these challenges, many older commercial corridors cannot compete directly with newer commercial establishments, leading to weakened tax and employment bases. To remain viable, the role and function of the corridors must be reevaluated to meet the changing market. Substantial acreage of vacant or re-developable parcels with essential infrastructure exists within several of these corridors, creating significant development and revitalization opportunities. Additionally, new development can be accommodated through intensification or the reuse of low-intensity developed areas, providing additional customers for existing and new retail, as well as meeting transit objectives. Improving transit options and pedestrian accessibility can alleviate congestion and create accessible and inviting environments.

Comprehensive planning efforts are essential to take advantage of the opportunities that exist within these commercial corridors. Commercial corridor plans must be multi-disciplinary in nature, including planning, economic development, transportation, and municipal service considerations. Concentrating mixed use developments in nodes around transit in areas along these corridors will accomplish many of these goals: create centers of community activity and culture, encourage local shopping, increase transit usage, facilitate walking and biking, reduce vehicle trips, and accommodate future residential and commercial development within a compact urban footprint. Utilizing strategic assets available within these corridors can improve community quality of life, enhance mobility, balance land uses, and increase the local tax and employment bases. These opportunities offer great potential to dramatically improve the quality of life along these corridors and their adjacent communities, as well as the County as a whole.

Fifteen commercial corridors have been identified by the County as targets for such comprehensive planning efforts:

1. Florin Road
2. Watt Avenue North
3. Auburn Boulevard North
4. Fair Oaks Boulevard Central
5. Franklin Boulevard
6. Greenback Lane
7. Stockton Boulevard South
8. Auburn Boulevard South

9. Fair Oaks Boulevard West
10. Fair Oaks Boulevard East
11. Fulton Boulevard
12. Stockton Boulevard Central
13. Watt Avenue Central
14. Folsom Boulevard
15. Howe Avenue

Policies:

- LU-89. Support planning for and development of mixed use centers and urban villages along commercial corridors to improve quality of life by creating diverse neighborhood gathering places, supporting enhanced transit service and non-automotive travel, stimulating local economic development, eliminating blight and balancing land uses.
- LU-90. Focus investment of County resources in commercial corridors to facilitate improvements to streetscapes, sidewalks, landscaping, undergrounding of utilities, and other infrastructure and public amenities to encourage and stimulate private investment.

Implementation Measures:

- A. Initiate comprehensive planning efforts for the 14 identified commercial corridors to guide reinvestment by the County in these areas and to promote the creation of mixed-use centers and urban villages – districts which are more compact, contain a greater mix of land uses, and give greater emphasis to pedestrian and transit access. The following additional concepts will be addressed through the preparation of such corridor plans:
- **Neighborhood Stability:** A comprehensive and coordinated strategy that addresses housing, economic development, infrastructure, parks, design, safety and other public amenities.
  - **Community Status:** Reinforce the community status of the commercial corridors by ensuring that it provides community-wide services to Sacramento County residents and attracts customers for the surrounding neighborhoods.
  - **Improve Design and Image:** Make substantial design improvements to the corridors' buildings and roadways, creating a quality image of attractive shopping centers and residential areas.
  - **Retail Sales Tax:** Revitalize the corridors to enhance the success of the retail businesses and bolster retail sales tax revenues.

- Pedestrian and Bicycle Connections: Encourage pedestrian walkway and bicycle connections and amenities to help attract customers, link uses and revitalize the corridors. (PLANNING & ENVIRONMENTAL REVIEW)

B. Develop form-based codes for commercial corridors whenever feasible to concentrate on form and function of development to encourage mixed use, pedestrian and transit-friendly environments, and the creation of community centers and integrated neighborhoods. (PLANNING & ENVIRONMENTAL REVIEW)

### **District Planning**

**Objective: Targeted planning efforts that focus on distinct districts within existing communities.**

Intent: Sacramento County has traditionally approached area planning at the community level, creating single, all-encompassing plans for each unincorporated community. Community Plans and Community Action Plans were created to address the needs of entire communities in one fell swoop. While these efforts were quite successful, this “top-down” approach to community planning has proven to be very intensive, expensive and lengthy. In addition, the complexity and scope of these plans make them difficult to update, leading to many outdated plans that no longer reflect the desires or needs of current residents. To address challenges associated with these plans and better serve the unincorporated communities, the County is initiating District Plans to concentrate future planning efforts on predefined “districts” or neighborhoods, using a “bottom-up” approach to planning for improvements in existing communities.

District Planning involves dividing a community into distinct regions in order to focus on community planning at a smaller scale, a process quite similar to the Commercial Corridor Planning efforts discussed in the previous section. Rather than creating a single plan for an entire existing community, multiple districts would be identified so that planning efforts can focus on these individual areas. Districts would be defined by the combined efforts of community members and County staff based on a number of criteria, including but not limited to: natural and political boundaries, land uses, and community perception. Depending on the needs of the district and the community as a whole, these plans may concentrate on forming town centers, mixed use or transit oriented developments, residential enclaves, commercial districts, industrial zones, etc. District Plans may also focus on commercial corridors in a similar but less comprehensive fashion than the full-scale corridor plans discussed in the previous section. The advantages of District Planning include: 1) more refined plans that concentrate on the unique needs of specific neighborhoods; 2) more cost effective and timely implementation of adopted plans; 3) a faster and less staff-intensive process, and; 4) focused nature facilitates less-complicated and more frequent updates.

Although District Planning takes a different approach than traditional Community Plans, the processes are quite similar. Each requires a high level of community involvement and coordination between the County, stakeholders, and various organizations and agencies. The fundamental difference between the two is their scope: District Plans are refined processes that focus on

segments of a community, rather than the Community Plan approach that creates a single plan for an entire community.

Policies:

- LU-91. Support district planning efforts that focus on specific areas in need of reinvestment and revitalization.

Implementation Measures:

- A. Initiate district plans for districts within existing communities, including commercial corridors, residential neighborhoods, or other areas as deemed appropriate, in order to encourage reinvestment and revitalization. (PLANNING & ENVIRONMENTAL REVIEW)

**Development Opportunities Along Transit Corridors**

**Objective: Maximize compact, mixed use development opportunities along transportation corridors.**

Creating compact, mixed use developments along corridors where transit is currently provided or planned for in the future is essential to increasing ridership, reducing vehicle miles traveled, decreasing traffic congestion and improving air quality in existing communities. Greater residential and retail development in these corridors can also lead to a myriad of other benefits, including but not limited to: creating centers of community culture and activity, accommodating a significant amount of the County's projected housing demand, improving public health through increased opportunities for walking and bicycling, and increasing local economic activity by locating retail establishments adjacent to major transportation routes.

Sacramento County has long been an advocate for more compact development along transit corridors and around transit stations. Recent efforts such as SACOG's Blueprint project and the Sacramento Regional Transit Agency's (RT) Transit for Livable Communities (TLC) project have brought these topics to the forefront of local and regional planning discussions. Both projects advocate for higher density and mixed use development along transportation corridors and near transit stops. There is substantial vacant acreage around existing and proposed light rail and BRT stations throughout the unincorporated area that can be used for such development. RT is aggressively pursuing TOD development at many of its light rail stations. RT has purchased property adjacent to some of their stations and is soliciting proposals from qualified developers to build compact, mixed use TODs. The County is working with RT to encourage TOD's around existing light rail stations in the unincorporated area, as well as planning for location of future BRT and light rail lines and stations. The County is also working with SACOG to implement denser development and a mix of uses along appropriate transportation corridors identified in the Blueprint Vision.

The County Department of Transportation is exploring BRT as a viable transit option for existing communities. BRT is much cheaper than light rail and does not require extensive infrastructure, making it a very desirable option for established communities. Depending on ridership,

developing TODs around future BRT stations can have the same benefits as similar developments adjacent to light rail stops.

Policies:

LU-92. Support development of a bus rapid transit system and light rail expansion by encouraging appropriate land uses and densities along planned routes.

Implementation Measures:

A. Coordinate with Sacramento Regional Transit District (RT) and Sacramento Area Council of Governments (SACOG) during all long-range planning efforts to coordinate proposed land use plans with planned transit improvements. (PLANNING & ENVIRONMENTAL REVIEW)

**Community/Neighborhood Preservation And Enhancement**

**Objective: Preserve and enhance the quality and character of the County's unique communities.**

Intent: The unincorporated area of the County is a mosaic of unique communities, each possessing a distinct character and a different set of needs. The quality of life offered in these communities must be preserved and/or enhanced to ensure that each community is a safe and attractive place to live, work and play. Quality of life can be affected by a number of factors, including high quality and diverse housing, a wide variety of recreational opportunities, excellent schools, exciting shopping destinations, etc. There are a number of tools at the County's disposal that can be used to plan, implement and enforce such improvements to existing communities, including Community Plans, Community Action Plans, Specific Plans, Special Planning Areas, Neighborhood Preservation Areas, design review and code enforcement. With the participation of local residents and businesses, along with various County agencies, Planning and Environmental Review can utilize these planning tools to effectively strategize for future growth and revitalization, as well as enhanced quality of life, in existing communities.

Community Plans

Community Plans are an effective tool the County has at its disposal to plan for the unique needs of existing communities. Community Plans (also referred to as Area Plans) focus on a particular region or community within the overall General Plan. They are intended to guide the physical development of a community on a more detailed basis than the General Plan. Community Plans can be adopted or updated to guide redevelopment and revitalization efforts within existing communities. When created with direct involvement of the community, the resulting plan can encapsulate the community's vision for the future, and lay the foundation from which to build. Community plans have been adopted for the following areas: Antelope, Arden Arcade, Carmichael, Cordova, Delta, Fair Oaks, North Highlands/Foothill Farms, Orangevale, Rio Linda/Elverta, Southeast, South Sacramento and Vineyard.

### Community Action Plans

Community Action Plans resemble Community Plans, but are much more detailed and may include discussion of social and economic issues facing the area, on top of the land use issues normally addressed by Community Plans. Community Action Plans further define the general plan policies for a particular region, but may also address issues above and beyond the scope of general plan policies. These plans can be used to address a number of challenges faced by existing communities above and beyond land use issues, including economic development, public safety, transportation issues, municipal services, public facilities, community identity, streetscape improvements, etc. Community Action Plans can be a vital tool in addressing the diverse and unique challenges facing specific existing communities, but require intensive public participation and staff resources to carry out. Community Action Plans have been adopted for the following areas: Arden Arcade and Carmichael.

### Specific Plans

Specific Plans are important instruments used to implement the General Plan, Community Plans and Community Action Plans. Specific Plans often combine policy statements with development regulations to emphasize implementation. They often act as the link between broader planning documents and the execution of specific projects. Specific plans are frequently used to address single projects, from small infill projects to enormous planned communities. They can be used to guide the development of a number of project types in existing communities, including development or revitalization of city centers, commercial corridors, residential areas, and office and retail developments. By offering the opportunity to combine policies, implementation programs, financing measures, land use and zoning regulations, infrastructure plans and development approval processes into a single document, specific plans can enable planners to implement general or community plan objectives effectively in a relatively short amount of time. Specific plans have been adopted (or are pending adoption) for the following areas: East Antelope, Mather, North Vineyard Station, and Elverta.

### Special Planning Areas and Neighborhood Preservation Areas

Special Planning Areas and Neighborhood Planning Areas can be established to tailor the zoning code to meet the specific needs of existing communities. Special Planning Areas (SPA) impose a “special” set of development standards for select areas that have unique qualities or problems that cannot be adequately addressed by the County’s Zoning Code, such as historic areas or main streets, or for areas subject to unique environmental conditions, such as steep slopes or flooding. SPAs may require more stringent development standards than the Zoning Code, or may actually relax such standards, depending upon the nature of the area in question. Neighborhood Preservation Areas (NPA) are special zoning regulations that are combined with the established zoning in the area, adopted to preserve the unique social, architectural and environmental characteristics of an existing neighborhood. They can be used to prevent further encroachment of other uses into an existing development, such as commercial, office or industrial.

### Code Enforcement

Zoning code enforcement is an indispensable planning tool that is used to ensure that existing communities are safe, attractive and well maintained. Sacramento County’s Code Enforcement

Division consists of three geographic teams enforcing housing, zoning and vehicle abatement codes, as well as blight and nuisance reduction. The ultimate goal of code enforcement is to improve and maintain the quality of life where people live and work. The Code Enforcement Division strives to achieve voluntary compliance with the County Codes through a process of notification and education. When voluntary compliance can not be achieved, the Division has in place procedures to reduce public nuisances including but not limited to: boarding of structures, removal of junk and rubbish, abatement of junk vehicles, civil and criminal citations, and demolition of dangerous buildings. The Code Enforcement Division also strives to maintain the County's housing stock through working partnerships with various County, public and private entities.

#### Design Review

Applications submitted to Planning and Environmental Review can be evaluated through the design review program to ensure that their design is compatible within the context of the project's surroundings and that the project will be a positive addition to the community, both functionally and aesthetically. Design review is a discretionary process and can be used to require additional improvements above minimum Zoning Code standards, in order to achieve better quality design and create communities with unique character, or maintain and add to the character of existing communities. The County's design review program is a new and vital tool that will be used extensively to protect and enhance the quality of communities in the unincorporated area.

#### Policies:

- LU-93. When necessary, initiate Special Planning Areas (SPAs) and Neighborhood Preservation Areas (NPAs) to fine-tune development standards in order to enhance and preserve unique communities.
- LU-94. Use design review to ensure that new commercial and residential development projects are designed to be compatible with existing neighborhoods and improve quality of life.
- LU-95. Support the ongoing conservation, maintenance and upgrading of the County's housing inventory.
- LU-96. Maintain an aggressive code enforcement and nuisance abatement program to ensure that the County's neighborhoods remain attractive, safe and free of violations.
- LU-97. Work closely with and support community groups to address local nuisances and blight.

#### Implementation Measures:

- A. Coordinate with the Sacramento Housing and Redevelopment Agency to create plans for challenged neighborhoods. (PLANNING & ENVIRONMENTAL REVIEW, SHRA)

## **Decentralization of Services**

**Objective: Decentralized municipal services that will improve services, enhance and localize service delivery, and increase public involvement and authority in the planning process.**

Intent: Sacramento County is unusual among California counties in that the County government provides municipal services for a large urban area, in addition to its countywide responsibilities for jail services, prosecution, probation, public health, welfare and protection services. “Municipal services” include those services ordinarily provided by cities in California, including public works, planning, economic development, environmental review, police and other services. For all intents and purposes, Sacramento County acts as a city for the unincorporated area.

In 1999, the Board of Supervisors and county staff embarked on a plan to determine how best to meet the evolving needs of existing communities in the unincorporated area. Through a sequence of interviews, surveys, workshops and meetings held throughout the county, two key themes consistently emerged as top priorities of these communities: improved levels of municipal and countywide services, and more direct participation in key decisions. In response to these findings, the county has adopted a strategy to decentralize county services, designed to address the community’s desire for more control over neighborhood quality of life issues by revising the way the public accesses county services, and involving residents directly in decision-making processes that impact their neighborhoods.

At the direction of the Board of Supervisors, decentralization of services is being implemented in three steps: 1) create a Department of Neighborhood Services within the County; 2) establish four Community Service Areas with corresponding Community Service Centers in the unincorporated area, and; 3) form “Community Planning Councils” in selected urban communities.

The Department of Neighborhood Services (DNS) was created as a part of the Municipal Services Agency (MSA) to consolidate neighborhood-oriented components of existing county agencies and become the focal point of all community-based interaction with the County. Under the DNS, Community Service Areas were established to facilitate service delivery to the four corresponding communities of Arden-Arcade/Carmichael, North Highlands/Foothill Farms/Rio Linda/Elverta/Antelope, Fair Oaks/Orangevale and South Sacramento/Vineyard. Each Service Area will be served by a Community Service Center with county staff available on site to handle a variety of issues facing residents of existing communities. “Walk up” counters will be established to expedite routine administrative needs, including issues related to land use, transportation, code enforcement, animal services, building inspection and others. The first pilot Community Service Center was established to serve the North Highlands/Foothill Farms/Rio Linda/Elverta/Antelope area in January of 2005 to determine the program’s effectiveness and viability.

The next step toward decentralization was the reorganization of certain Community Planning Advisory Councils (CPACs) into four Community Planning Councils: Arden Arcade, Carmichael/Old Foothill Farms, Fair Oaks, and Rio Linda/Elverta. The new Councils have greater

decision-making authority on neighborhood issues, particularly with respect to local land-use issues. While the CPACs' role was largely advisory, the new Community Planning Councils function similarly to Planning Commissions. As such, their decisions on many land use issues are generally final, unless formally challenged. They also work with community groups and businesses to identify neighborhood projects and issues and devise plans for dealing with them. The Community Planning Councils give residents of existing communities increased authority regarding planning and land use decisions that affect their neighborhoods.

Policies:

LU-98. Support continued decentralization of County services as funding allows, including provision of new regional customer service centers and reorganization of Community Planning Advisory Councils to Community Planning Councils.

Implementation Measures:

- A. Establish new regional customer service centers to minimize travel times and parking congestion and to improve service, accessibility and relationships with residents of communities within the unincorporated County. (PLANNING & ENVIRONMENTAL REVIEW)
- B. Provide Community Service Centers with adequate staffing and technical resources to ensure their efficient and effective operation. (PLANNING & ENVIRONMENTAL REVIEW, BOARD OF SUPERVISORS)
- C. Provide continued training and technical assistance to Community Planning Councils so that members are well educated and capable of making important decisions that will impact their community. (PLANNING & ENVIRONMENTAL REVIEW)

Housing Diversity

**Objective: Create and maintain a diversity of housing within existing communities, varying in terms of type, cost, design, size and tenure.**

Intent: Creating and maintaining a diverse mix of housing allows people of all incomes, professions, ages and tastes to live in a single integrated community. Development in both urban and suburban areas should include a range of housing types, varying in terms of cost, design, size, location and tenure to meet the needs and desires of all segments of the County's population. A wide variety of housing can be offered in each community, ranging from rental apartment units and town homes, to small lot detached single family and large lot estate homes. Balancing housing styles within existing communities without oversupplying a particular type in any given neighborhood can be quite challenging, but a number of opportunities exist that can help realize this objective.

### Mixed Use

While suburban single-family homes dominate the residential market, this style of living is not for everyone, nor is it an affordable option for many county residents. More and more people are finding that a more urban alternative is appealing due to the greater variety housing options, proximity of retail and services, cultural activities, access to transit, shorter commutes, etc., leading to increased demand on existing communities. This market is currently underserved in the unincorporated County, limiting many prospective residents to settle for less desirable locations. Creating mixed use and higher density residential developments in commercial corridors and near transit stops can satisfy this demand while supporting local retail establishments, offering more residents access to public transit, and create a lively “main street” feel.

### Infill

Incorporating more diverse residential development in established communities can be accomplished through various means and can have a host of benefits. Developing empty or underutilized parcels is often the easiest way to incorporate new residential development in existing neighborhoods while preserving or improving the character of the locale. Fortunately, there is an abundance of vacant properties zoned for residential that are ready to be built upon, demonstrating a large opportunity for infill development. In addition to these lands, commercial or industrial sites may be rezoned for residential development to help balance land uses while accommodating residential growth and rectifying problems of overzoning for non-residential uses.

### Affordable Housing

While most people agree that affordable housing is necessary and socially beneficial, locating such developments in existing communities can often prove to be controversial. Unfortunately, when people think of affordable housing, they picture drab, institutional housing projects that attract unsavory tenants. In reality, affordable housing can be very attractive and serves to accommodate hard working people that may not be fortunate enough to be able to afford the County’s skyrocketing housing prices. Locating affordable housing away from market rate units serves only to concentrate poverty and segregate income classes. Affordable housing should be integrated into market rate developments and look as good, if not better than, the adjacent market rate units. Creating attractive, integrated affordable housing benefits the residents and the community as a whole. Residents benefit from living in desirable locations near the same amenities that serve market rate housing rather than being segregated from more affluent populations. The community benefits from more local economic activity, increased transit ridership, and a more diverse local workforce.

### Accessory Dwelling Units

Accessory dwelling units, or “granny flats,” are another way to diversify housing options while accommodating growth. They are generally stand-alone units that share a parcel of land with an existing house, but may also be built on top of garages or similar structures. These units are traditionally built to house older family members while preserving their sense of independence. The units can also function as a home for older children, friends or other family members, or can be rented out for supplemental income. These units can be developed with minimal impact to existing neighborhoods while providing for the personal or financial needs of current residents.

## Policies:

- LU-99. Support development of a variety of housing opportunities to meet the County's diverse needs.
- LU-100. Discourage attempts to rezone vacant and underutilized infill parcels currently zoned for residential uses to other uses, except when to allow for mixed use developments that include a residential component.
- LU-101. Support conversion of excess, vacant or underperforming commercial and industrial properties to residential uses or mixed use developments.

## **Land Use Compatibility**

**Objective: Promote development in established communities that integrates well into the community and minimizes impacts to surrounding neighborhoods.**

Intent: Land use incompatibilities, such as heavy industrial uses adjacent to residential development, can be detrimental to quality of life, land values and attraction/retention of business and residents. In addition, surplus zoning of specific uses can lead to low quality strip development or vacant and underutilized lands. Planning and zoning for compatible, balanced and mixed uses in existing communities can help to create vibrant commercial areas and desirable residential development while reducing instances of mismatched uses or vacant lands.

All land uses must conform to the policies and vision of the General Plan, as well as any other applicable planning tools, including the Zoning Code, Community Plans, Corridor Plans, Specific Plans, Special Planning Areas, etc. The primary function of the General Plan and other planning tools is to guide land use and development in a desirable and productive fashion. Requiring conformance to adopted plans and codes is the first fundamental step taken to ensure that new development will fit in with its surroundings. Design review authority represents the next, more detailed step toward requiring land use compatibility and positive integration of new development into existing communities. It gives the County the ability to review and fine-tune proposed developments to make sure that they are compatible with existing adjacent uses and uses in the surrounding community. Design review goes further than the requirements set forth in the General Plan and County Zoning Code to address compatibility beyond basic land uses, focusing on issues such as aesthetics, scale, site layout and integration, accessibility, and connectivity.

Unfortunately, there are some areas within existing communities where incompatible land uses already exist. Buffers can be used to separate these incompatible uses or to mitigate for certain nuisances, such as noise or unattractive views. Buffers may be physical barriers such as sound walls or heavy vegetation, or can be as simple as maintaining adequate distance between incompatible uses. Other land uses may also act as a buffer, such as a commercial area separating a residential development from an industrial site. Rezoning land can also be undertaken to change

the uses allowed where buffering is unsuccessful or unfeasible, or where land was overzoned or improperly zoned for a particular use.

Policies:

LU-102. Ensure that the structural design, aesthetics and site layout of new developments is compatible and interconnected with existing development.

Implementation Measures:

A. Use the County’s design review program to ensure that new development within established communities is compatible with existing development and benefits the surrounding community. (PLANNING & ENVIRONMENTAL REVIEW)

**Community Identity and Sense Of Place**

**Objective: Create and enhance dynamic, identifiable places unique to each community.**

Intent: While fostering a sense of community is important when planning and developing new communities, maintaining or improving the unique identities of our existing communities is equally essential. As Sacramento grows, it is important to maintain and/or restore the sense of community that the entire metropolitan area once had by carefully nurturing the identity of existing communities. Within each community are neighborhoods with individuality and unique character. There are also other neighborhoods where a sense of identity either never fully developed or has faded over time. The policies below are intended to ensure that the character and identity of existing communities and neighborhoods are protected and enhanced, but not through measures that undercut other concepts in this General Plan.

Identity grows from people’s perception of a specific place. Community and neighborhood identity are as simple as knowing where you are based on recognizable characteristics. Topography, activity and community centers, schools, public spaces, parks, landscaping, architecture, open space buffers, signs, building heights, monuments, and road patterns all help to provide definition. As the urban area fills in and the intensity of development increases, it becomes more important to retain a sense of scale and coherence. While most communities in the unincorporated areas do have defining traits, some still lack what many would consider a true “sense of place.” Creating or enhancing identity is a complicated matter, especially in existing communities where resident’s opinions may differ considerably, and local history and the existing built environment play central roles. A fine balance must be struck to ensure that new development is compatible with the existing community and adds the image desired by residents.

Creating or enhancing a community’s identity means different things to different people. In the absence of legally defined boundaries and the typical accoutrements of a city, identity is often based on physical traits or subjective criteria. Some feel that signage, gateways, or consistent

design elements make for an identifiable place. Others think that identity is based on the area's history and should be built from that foundation. Many believe that identity comes from the nature of the community's development, be it rural, urban, or suburban. Still others think that identity comes from the presence of unique natural or man-made features, such as gathering places, monuments, public art, exceptional natural resources or other interesting destinations. The County must work very closely with communities to not only clarify the identity that residents would like to see achieved, but also to determine specific steps that can be taken to work toward the desired outcome.

As stated in Strategy III, there are a variety of measures that can be taken to foster community identity. Mixing uses and creating lively public spaces and streetscapes can create more active communities that encourage greater social interaction, leading to a heightened sense of community and identity. Establishing a town or village center can also create a focal point for social activity, commerce, and culture. Physical demarcations, such as gateways, signage and design themes can distinguish boundaries and delineate transitions from place to place. Communities that have historical features can preserve or reuse historic buildings to build on a common heritage, reinforce the area's historical identity. Also, care should be exercised when evaluating new projects to assure that they are compatible with nearby development by transitioning building heights and employing buffers, while maintaining linkages between different land uses. The Plan allows the creation of Neighborhood Preservation Areas (NPAs) as tools individual neighborhoods can use to nurture their own identities.

#### Policies:

- LU-103. Neighborhood identity should be maintained and/or enhanced in existing and developing areas.
- LU-104. All redevelopment, revitalization and commercial corridor planning efforts shall include specific provisions to create and/or enhance community identity.

#### Implementation Measures:

- A. Initiate programs, including Neighborhood Preservation Areas (NPA) and Special Planning Areas (SPA), when deemed necessary to support the efforts of individual neighborhoods to create or maintain a strong sense of identity and community character. (PLANNING & ENVIRONMENTAL REVIEW)

### **Redevelopment and Revitalization**

**Objective: Enhance the quality of life and economic vitality of each community area through strategic redevelopment, infill development and revitalization.**

Intent: Several areas within the unincorporated County are in need of revitalization or redevelopment. Historically, redevelopment activities were often focused within incorporated

cities. However, much of the unincorporated area is made up of well-established existing communities that are presented with opportunities and challenges similar to those experienced in cities found throughout the region. As demonstrated by SACOG's Blueprint project and studies conducted by County staff, areas such as the Florin Mall area, Stockton Boulevard, Auburn Boulevard, etc. offer prime conditions for revitalization and redevelopment.

The scope of revitalization efforts range based on the condition of the area in question. Some areas are faring well but may lack specific amenities or uses, such as local retail or public gathering places. Many of these needs can be met with infill development on vacant or underutilized parcels available throughout the areas in need of revitalization. Other areas suffer from widespread blight, empty buildings and vacant parcels, economic stagnation, chronic unemployment, land use and jobs/housing imbalances, and a multitude of social ills. These conditions warrant a stronger approach.

Redevelopment is essentially a strategy to attract private and public investment in underdeveloped, underutilized or blighted areas. While the normally functioning market will provide impetus for privately initiated redevelopment and reuse, there is often a need for public agency stimulus with incentives and programs, particularly since redevelopment generally provides greater opportunity for increased employment rather than residential. Redevelopment efforts are generally focused on areas that have been subject to declining conditions or offer unique opportunities for change in development patterns, such as the conversion of old air bases into suitable areas for business and residential development. Redevelopment is an important tool used to enable existing communities to grow inward by revitalizing neighborhoods and making them attractive to new businesses and residents. Community members actively involved in the redevelopment process to help shape and guide improvements planned within or near their neighborhood.

It is the intent of the County to support the use of public and private redevelopment efforts to:

- attract new businesses to existing communities and commercial corridors and enhance the viability of existing businesses to better serve the neighborhood;
- improve the physical condition of existing residential and nonresidential development and upgrade the quality of declining neighborhoods;
- make more efficient use of existing public infrastructure and services;
- create additional employment opportunities in existing neighborhoods and commercial corridors by attracting new businesses; and
- provide a more favorable relationship between jobs and housing opportunities through the creation of jobs near existing residential areas.

Public redevelopment acts to stimulate new investment in a particular area, eventually generating additional tax revenues. The strategy of redevelopment implies government involvement through various legal powers available to redevelopment agencies.

Local governments can use two approaches to achieve redevelopment goals: 1) tax increment financing, which permits a jurisdiction to retain increases in property tax revenue within a redevelopment area for use within that area, rather than allocating it to school districts and other

entities; and 2) the power of eminent domain which can be used to acquire, consolidate and/or rearrange private property ownership for the purposes of achieving official redevelopment goals. Steps must be taken in the exercise of these powers to conserve existing low income housing and/or to create additional housing opportunities for low and moderate income residents. Eminent domain is generally considered a last resort option and is to be used with the utmost care.

The use of public redevelopment as a land use strategy in the unincorporated area is limited. The Sacramento County Housing and Redevelopment Agency will be the lead agency in the implementation of redevelopment within the unincorporated area. The County will coordinate with the Sacramento Housing and Redevelopment Agency to locate and designate candidate areas for redevelopment within the unincorporated area. The Sacramento County Housing and Redevelopment Agency will be involved in the implementation of any areas designated for redevelopment within the unincorporated area.

Redevelopment efforts initiated by the private sector involve a less formal process than public redevelopment. This can involve public-private partnerships, or most commonly the reinvestment of private funds in declining urban areas. Private redevelopment typically focuses on the reuse of declining urban properties that are underutilized (i.e., the ratio of the value of improvements to property value is less than 1:1). Most of the opportunities within the unincorporated area are found along major arterials and thoroughfares. These areas consist of property where infrastructure, access or service changes have resulted in new development opportunities. Some areas represent locations with blighted conditions that are experiencing economic stagnation which has hampered development in the area. It is the intent of the County that the areas identified for revitalization through private redevelopment develop as integrated mixed use components with retail/office or retail/residential or, office/residential configurations. Where sites are of sufficient size and have access to the trunk line or feeder line networks, transit-oriented developments will be encouraged.

Sacramento County's Code Enforcement Division is another key mechanism used to revitalize areas through strict enforcement of housing, zoning and vehicle abatement codes, as well as blight and nuisance reduction. Enforcement of the Zoning Code can help both to clean up blighted areas, as well as to keep well kept communities from falling into disrepair.

Policies:

- LU-105. The County shall create redevelopment districts in those areas where deteriorated conditions and blight warrant planned redevelopment.
- LU-106. The County shall encourage aggressive code enforcement activity in areas designated for redevelopment or revitalization.
- LU-107. This policy was moved to the Environmental Justice Element via its adoption on December 17, 2019. When siting new civic buildings and County offices, preference shall be given to locations in existing communities in need of revitalization.

LU-108. The County shall encourage and facilitate formation of Property-Based Business Improvement Districts (PBID) and similar partnerships within commercial corridors and other established commercial areas in the unincorporated area.

Implementation Measures

- A. Coordinate with the Sacramento Housing and Redevelopment Agency to designate areas appropriate for commercial facade redevelopment. (PLANNING & ENVIRONMENTAL REVIEW, SHRA)
- B. Coordinate with the Sacramento Housing and Redevelopment Agency to designate deteriorated, blighted, or underutilized areas within the unincorporated area for redevelopment. (PLANNING & ENVIRONMENTAL REVIEW, SHRA)
- C. Coordinate with the Building Industry Association and Chamber of Commerce in the promotion of sites for private redevelopment. (PLANNING & ENVIRONMENTAL REVIEW)
- D. Offer density bonuses to encourage developers to increase Floor Area Ratios of projects in appropriate redevelopment areas. (PLANNING & ENVIRONMENTAL REVIEW)
- E. Develop a program to rehabilitate and revitalize existing commercial centers incorporating mixed use and transit-oriented design concepts. (PLANNING & ENVIRONMENTAL REVIEW)
- F. Adopt a “fix it first” strategy that sets priorities for upgrading existing facilities before building new facilities in order to maintain value of prior public and private investments and to better position communities to attract private investment in new construction and rehabilitation. (PLANNING & ENVIRONMENTAL REVIEW, COUNTY EXECUTIVE)
- G. Initiate special studies, in conjunction with redevelopment plans, to identify appropriate land uses. (PLANNING & ENVIRONMENTAL REVIEW)



**SACRAMENTO COUNTY GENERAL PLAN  
LAND USE ELEMENT**

**SECTION III**

**GENERAL PLAN ADMINISTRATION AND IMPLEMENTATION**

**GOAL: Policies and programs of County departments and other governmental agencies and jurisdictions mutually consistent with one another and with the policies contained in this plan.**

**Introduction**

Local, regional, state, and federal governments plan, regulate, and manage, to varying degrees, land use and development. Of these four, local governments, including the County, cities, various special districts, and local independent agencies, have the most broad and direct authority concerning land use. Local government, as delegated by state law, protects and preserves land resources and insures its use is economically and socially desirable. Regional government, represented by the Sacramento Area Council of Governments (SACOG), provides member local governments with technical planning assistance and often serves as a forum for discussing regional issues. State and federal agencies have the least ability to control overall land use changes, primarily because their authority is restricted by law to authority over specific resources or properties. Although their control is limited, they are likely to have an influential role in regulating projects that have a direct impact on water quality or wetlands. In addition, state and federal agencies control on-site planning of their own facilities and assume only limited responsibility for developing in a manner consistent with county policy.

County Departments can assume lead roles in implementing many General Plan policies; however, much policy implementation remains dependent upon a coordinated planning approach between multiple parties. Key to effectively implementing most of the policy addressed in this plan is coordination and cooperation between various County Departments. Also instrumental to the General Plan's success is coordination with city governments, joint City and County agencies, the Local Agency Formation Commission, and various independent public service districts. State agencies most likely to participate in local land use issues are the Department of Fish and Wildlife and the Central Valley Water Resources Control Board. Federal agencies responsible for wetland regulation, an important determinant to development, are the U.S. Army Corps of Engineers and U.S. Environmental Protection Agency. In addition, due to development pressure and dwindling habitat, nonprofit groups and public agencies tasked with natural resource preservation are increasing their activities in the County. Significant participants involved in protecting habitat include the Nature Conservancy, Ducks Unlimited, Audubon Society, the State Lands Commission, and the U.S. Fish and Wildlife Service.

## **County Agency Coordination**

**Objective: Coordination between County Departments charged with plan implementation.**

Intent: Implementation of the General Plan is dependent upon a coordinated approach by multiple County departments/divisions to implement General Plan policy. The bulk of Plan implementation is Planning and Environmental Review's responsibility. However, other departments/agencies such as Economic Development, Transportation, Regional Parks, and Environmental Management are identified as primary facilitators tasked with implementing numerous policies. In addition, implementation of many other policies requires that multiple Departments integrate their skills to cooperatively utilize professional expertise. Implementation of many policies such as developing natural stream plans and providing rural services will require a multi-departmental team effort.

### Policy:

LU-109. County departments shall coordinate implementation of electric service delivery, air quality, water supply, transportation, drainage/flood control, solid waste disposal/recycling, and hazardous waste management plans in conjunction with vested public and quasi-public agencies.

### Implementation Measures:

- A. Facilitate County interdepartmental agreements to implement General Plan policy. (PLANNING & ENVIRONMENTAL REVIEW)
- B. Create interdepartmental teams to coordinate program implementation which involves multi-departmental responsibilities. (PLANNING & ENVIRONMENTAL REVIEW, OTHER PUBLIC SERVICE PROVIDERS)

## **Independent Agency Coordination**

**Objective: Plan implementation achieved by coordination between the County and independent agencies, districts, and commissions.**

Intent: Although county government provides several community and public services, residents rely on independent agencies to provide many others, including electric service, wastewater treatment, water, schools, parks, emergency services, transit, and fire protection. To manage growth and provide service, it is best that development of public facilities occur simultaneously with development of new urban growth areas. Although independent providers are not necessarily bound by General Plan policy as set by the Board of Supervisors, Board members may have critical

roles on some of these district boards or commissions and may be in position to promote district policy consistent with General Plan policy.

Additional policies involving county coordination with independent service providers are found in the Circulation and Public Facilities Elements.

Lastly, the Local Area Formation Commission (LAFCO) is responsible for approving requests for annexations. Given the high percentage of developed land in unincorporated county areas, requests to LAFCO for annexation or increased spheres of influence are likely.

Policies:

LU-110. County departments shall coordinate with public service providers independent from County government, including schools, parks and recreation, reclamation, water, transit, electric and other service districts, in developing financial and service planning strategies consistent with the General Plan policies.

LU-111. Annexations should only be advocated which:

- ensure provisions and demonstrate maintenance for adequate municipal services;
- are consistent with state law and LAFCO standards and criteria;
- provide for equitable distribution, based on region-wide analysis, of social services and low income housing needs;
- preserve community identity.

Implementation Measures:

A. Provide technical assistance to independent service districts to facilitate district planning procedures consistent with policies in this plan. (PLANNING & ENVIRONMENTAL REVIEW, COUNTY ENGINEERING)

B. Involve appropriate independent service districts early in the project review process. (PLANNING & ENVIRONMENTAL REVIEW)

**Regional and Local Agency Coordination**

**Objective:     Coordinate practices and strategies of local planning with goals and objectives of regional governance.**

Intent: Currently, SACOG is the only regional government entity that includes Sacramento County in its jurisdiction. SACOG'S services to the County include serving as a repository for

United States Census data and developing both the Regional Air Quality Plan and the Regional Transportation Plan. SACOG's recently completed Blueprint project is the first regional-scale land use planning effort undertaken for the greater Sacramento metropolitan area. However, implementing the resulting Blueprint Vision land use plan is the choice and/or responsibility of each jurisdiction within the region. As a jurisdiction committed to supporting and implementing the Blueprint's principles and land use patterns, Sacramento County will continue to coordinate with SACOG and other regional bodies to ensure that development within the County is consistent with regional goals.

Regional agency coordination should include local jurisdiction revenue sharing in the funding of regional infrastructure capital improvement projects such as regional transportation systems and wastewater treatment plants.

Policies:

- LU-112. The County shall coordinate with regional planning agencies setting land use and environmental policies and programs and cooperate in the implementation of programs consistent with General Plan policy.
- LU-113. The County shall work with SACOG to support implementation of Blueprint's policies and land use objectives.
- LU-114. It is the policy of Sacramento County that development and open space preservation in the Natomas Joint Vision Overlay Area occur in a comprehensive, responsible and cohesive manner that best addresses land use, economic development and environmental opportunities and challenges in Natomas.

Implementation Measures:

- A. Coordinate with SACOG to incorporate goals and objectives of the General Plan into plans of member jurisdictions. (PLANNING & ENVIRONMENTAL REVIEW)
- B. Participate in formulating a regional planning body to oversee protection and enhancement of Delta resources including prime soils, wild life habitat, and water quality. (PLANNING & ENVIRONMENTAL REVIEW)
- C. Pursue comprehensive and collaborative planning in the Natomas Joint Vision Overlay Area; either through the continued participation in the Natomas Joint Vision MOU or, if determined appropriate, with the County serving as the lead agency for development and open space preservation. (PLANNING & ENVIRONMENTAL REVIEW, BOARD OF SUPERVISORS)

## **State and Federal Agency Coordination**

**Objective: Habitat enhancement, open space protection, greenhouse gas emission reduction and cohesive urban design accomplished by Local, State, and Federal agency coordination.**

Intent: The Clean Water Act, administered by the Environmental Protection Agency, identifies the U.S. Army Corps of Engineers as the permitting agency regulating discharge of fill into wetland areas and the U.S. Fish and Wildlife Service as advisor to the Corps. The Corps permitting process, referred to as Section 404, is the primary means utilized by County government to identify wetland values and protect or mitigate habitat impacted by urban development. Along with their regulatory responsibilities, federal agencies, in conjunction with county, state, and nonprofit organizations, are also planning habitat restoration and protection projects for wetland and riparian areas. Recently, federal agencies, namely EPA, are placing greater emphasis on advance planning. Such efforts can assist the County in identifying resource values and facilitating either protection or appropriate development.

In addition to federal review of County projects, various state agencies are called upon to review the environmental impacts of specific development projects. State agencies involved include the Regional Water Quality Control Board, California Department of Forestry and Fire Protection, Department of Housing and Community Development, Air Resources Board, and State Department of Fish and Wildlife.

Additionally, California's landmark Global Warming Solutions Act of 2006 (AB 32) requires the state to reduce greenhouse gas (GHG) emissions to 1990 levels by the year 2020. Sacramento County and other local governments play an integral role in achieving the state's targets as well as preparing for the consequences of a changing climate. Sacramento County is committed to working with state and regional partners, the community and other stakeholders to proactively reduce GHG emissions consistent with AB 32. In 2009, the County created a County-wide GHG emission inventory and is currently preparing a multiple-phase Climate Action Plan (CAP) to create a framework for GHG emission reduction. The CAP will identify specific measures that can be implemented to reduce GHG emissions, create jobs, and save energy and money.

### Policies:

- LU-115 It is the goal of the County to reduce greenhouse gas emissions to 1990 levels by the year 2020. This shall be achieved through a mix of State and local action.
- LU-116. The County shall consult with state and federal regulatory and resource agencies during initial review of development projects to identify potential environmental conflicts and establish, if appropriate, concurrent application processing schedules.
- LU-117. The County will provide information to applicants with projects in potential wetland or natural resource areas and provide coordination assistance with such entities as the Army Corps of Engineers, the U.S. Fish and Wildlife Service and the California

Department of Fish and Wildlife in order to facilitate development review and permit review processes.

Implementation Measures:

- A. Develop procedure to facilitate early participation in and greater integration of environmental planning procedures in the resource protection and regulatory processes of state and federal resource and regulatory agencies. (PLANNING & ENVIRONMENTAL REVIEW)
- B. Develop programs with state and federal agencies to inventory habitat or areas with habitat restoration potential and survey wildlife density and diversity. (PLANNING & ENVIRONMENTAL REVIEW)
- C. Develop procedures, forms, and information handouts which facilitate coordination of the development review and permit review processes. (PLANNING & ENVIRONMENTAL REVIEW)
- D. Evaluate the feasibility of regional permitting programs to coordinate and expedite County federal permit processes. (PLANNING & ENVIRONMENTAL REVIEW)
- E. Refer all projects adjacent to streams for review by the State Department of Fish and Wildlife and the Army Corp of Engineers, if they have jurisdiction. Incorporate their recommendations as mitigation measures subject to project approval. (PLANNING & ENVIRONMENTAL REVIEW, DWR)
- F. Adopt by resolution a first-phase Climate Action Plan, concurrent with approval of the General Plan update. (PLANNING & ENVIRONMENTAL REVIEW)
- G. Complete a GHG emissions inventory every three years to track progress with meeting emission reduction targets. (PLANNING & ENVIRONMENTAL REVIEW)
- H. Prepare for the Board of Supervisors' consideration a second-phase Climate Action Plan as soon as possible, but no longer than three years after adoption of the General Plan update that includes economic analysis and detailed programs and performance measures, including timelines and the estimated amount of reduction expected from each measure. (PLANNING & ENVIRONMENTAL REVIEW)
- I. Enact and fund a Sustainability Program to provide ongoing oversight, monitoring and maintenance of the Climate Action Plan, including: preparation of the second-phase Climate Action Plan, updates to the GHG emissions inventory, and future updates to the first and second-phase Climate Action Plan as necessary. The County shall develop sustainable funding sources for this Program and associated activities, which may include a fee assessed for development projects. (PLANNING & ENVIRONMENTAL REVIEW)

- J. Update the Energy Element and/or the Public Facilities Element of the General Plan to include policies related to alternative energy production within the County, which may include a General Plan Land Use Diagram overlay designation reflecting prime or allowable areas for alternative energy production (such as solar or wind farms). (PLANNING & ENVIRONMENTAL REVIEW)

### **Zoning Consistency**

**GOAL:** Accommodate an effective range of residential densities or commercial and industrial land use intensities within areas defined by the General Plan Land Use Diagram of the unincorporated County area.

**Objective:** Zoning consistent with the adopted General Plan Land Use Diagram.

Intent: State Law (Government Code Section 65860) requires the County Zoning Ordinance to be consistent with the County General Plan. In practice, zoning consistent with the land use designation defined by the General Plan Land Use Diagram must be demonstrated for any land use approval. It is the intent of this section to describe Sacramento County's administrative process for determining zoning consistency.

The General Plan establishes various ranges of residential densities and land use intensities permitted under each land use category. In the unincorporated County area, the Community Plan diagrams are prepared to contain a greater level of detail than shown on the General Plan Land Use Diagram. Community Plan diagrams define the specific zoning classification of individual parcels from the full range allowed under a General Plan category. Thus, the Community Plan diagram establishes the specific zoning districts and land use patterns of an entire geographic area.

In the urban communities, a community plan diagram constitutes both the land use plan and a proxy for the zoning map of the area. Urban communities are initiated by the Board of Supervisors when the need for land use intensification has been identified through planning studies. In the rural communities, detailed zoning districts are not as well defined since land use intensification in these outlying areas is not expected to occur during the planning period. In effect, community plan diagrams and zoning implement the goals and policies of the General Plan at the site specific level.

It is not the intent of the zoning consistency policy to mandate a one-to-one conformance between existing zoning classifications and adopted General Plan land use categories, nor is the policy intended to cause parcels to become nonconforming land uses. Instead, exceptions are warranted for historical zoning and scale considerations related to individual parcels. The Plan recognizes that inconsistencies occur that can be explained when the historical zoning of the property is examined or when the General Plan Land Use Diagram scale considerations are reviewed.

The following Zoning Consistency Matrices (Tables 8 and 9) form the basis for determining consistency between zoning and the General Plan Land Use Diagram for any land use proposal

under review. In addition to the current zoning classification system, the County has interim zones. These zones exist primarily in rural communities where categories remain from a zoning classification system in effect prior to the 1980's. Staff will use both the old and new matrices to determine zoning consistency until the old system no longer applies to any parcels of land located within the unincorporated area.

The Zoning Consistency Matrix (Table 8) and the Interim Zoning Consistency Matrix (Table 9) list specific zoning classifications along the left-hand side of the matrix and General Plan land use designations across the top of the matrix. If the intersection box is shaded, then the zoning is consistent with the indicated General Plan land use designation. If the intersection box contains a number, zoning is conditionally consistent as described in the footnote which corresponds to the number found in the intersection box. If the intersection box is blank, then the matrix indicates that the zoning classification is not consistent with the General Plan land use designation of the site. In sum, the following matrices represent policy statements of zoning consistency.

Policy:

LU-118. The following tables, entitled "Zoning Consistency Matrix" and "Interim Zoning Consistency Matrix", are the official guide for determining consistency between zoning and the adopted General Plan Land Use Diagram. However, it must be recognized that there will not always be a one-to-one relationship between existing zoning and the Land Use Diagram, as the historical use of the property and scale considerations of the Diagram will also be given consideration in determining consistency with the General Plan.

# ZONING CONSISTENCY MATRIX

COMBINING LAND USES											LAND USE DESIGNATION					
AGRICULTURE																
OPEN SPACE																
OTHER																
COMMERCIAL AND INDUSTRIAL																
RESIDENTIAL																
MIXED USE & TRANSIT ORIENTED DEVELOPMENT																
ZONING CATEGORIES	MIXED USE CORRIDOR	TRANSIT ORIENTED DEVELOPMENT	HIGH DENSITY	MEDIUM DENSITY	LOW DENSITY	AGRICULTURAL - RESIDENTIAL EXTENSIVE INDUSTRIAL	COMMERCIAL AND OFFICE INTENSIVE INDUSTRIAL	PUBLIC QUASI-PUBLIC URBAN DEVELOPMENT AREA	CORE AREA	RECREATION NATURAL PRESERVE	AGRICULTURAL URBAN RESERVE	GENERAL AGRICULTURE (20 ACRES)	GENERAL AGRICULTURE (80 ACRES)	AGGREGATE RESOURCE CONSERVATION AREA - PROTECTED	AGGREGATE RESOURCE CONSERVATION AREA	INFORMAL JOINT VISION AREA
<b>PERMANENT AGRICULTURE</b>																
AG - 160 PERMANENT AGRICULTURE																8
AG - 80 PERMANENT AGRICULTURE									11							8
AG - 40 PERMANENT AGRICULTURE									11			10				8
AG - 20 PERMANENT AGRICULTURE									11			10				8
<b>RESERVE</b>																
RR RECREATION RESERVE									11							
UR URBAN RESERVE									11							8
IR INTERIM AGRICULTURAL RESERVE									11							8
<b>AGRICULTURAL-RESIDENTIAL</b>																
AR - 10 AGRICULTURAL-RESIDENTIAL									11							
AR - 5 AGRICULTURAL-RESIDENTIAL									11							
AR - 2 AGRICULTURAL-RESIDENTIAL									11							
AR - 1 AGRICULTURAL-RESIDENTIAL									11							
<b>RECREATION</b>																
O RECREATION									11							8
<b>RESIDENTIAL</b>																
RD - 1 RESIDENTIAL DENSITY 1			7				13		11							
RD - 2 RESIDENTIAL DENSITY 2			7				13		11							
RD - 3 RESIDENTIAL DENSITY 3			7				13		11							
RD - 4 RESIDENTIAL DENSITY 4			7				13		11							
RD - 5 RESIDENTIAL DENSITY 5			7				13		11							
RD - 7 RESIDENTIAL DENSITY 7			7				13		11							
RD - 10 RESIDENTIAL DENSITY 10							13		11							
RD - 15 RESIDENTIAL DENSITY 15			4				13		11							
RD - 20 RESIDENTIAL DENSITY 20			4				13		11							
RD - 25 RESIDENTIAL DENSITY 25			4				13		11							
RD - 30 RESIDENTIAL DENSITY 30			4				13		11							
RD - 40 RESIDENTIAL DENSITY 40			3	3			13		11							
RM - 2 MOBILE HOME SUBDIVISION							13		11							
<b>COMMERCIAL</b>																
BP BUSINESS AND PROFESSIONAL			2	2	2				11							
LC LIGHT COMMERCIAL			2	2	2				11							
GC GENERAL COMMERCIAL			2	2					11							
C-O COMMERCIAL-RECREATION			2	2					11							8
<b>MIXED USE</b>																
CMC COMMUNITY MIXED - USE CENTER									11							
NMC NEIGHBORHOOD MIXED - USE CENTER									11							
CMZ CORRIDOR MIXED - USE ZONE									11							
<b>INDUSTRIAL</b>																
M - 1 LIGHT INDUSTRIAL						6		5	11							8
M - 2 HEAVY INDUSTRIAL									11							8
MP INDUSTRIAL OFFICE PARK									11							
<b>COMBINING</b>																
(FP) FOOD PROCESSING									11							
(F) FLOOD									11							
(SM) SURFACE MINING									11							
(NPA) NEIGHBORHOOD PRESERVATION AREA									11							
(PC) PARKWAY CORRIDOR									11							
(NS) NATURAL STREAM									11							
(MHP) MOBILE HOME PARK									11							
<b>SPECIAL</b>																
SPA SPECIAL PLANNING AREA			6	6	6	6		6	6	6		6				
DW DELTA WATERWAYS									11							

NOTES: Shading indicates that the zoning classification is consistent with the General Plan designation. A number indicates conditional consistency in accordance with the corresponding footnote. See following pages for footnotes.

(Matrix Amended July 22, 2015)

# INTERIM ZONING CONSISTENCY MATRIX

INTERIM ZONING CATEGORIES	LAND USE DESIGNATION																			
	MIXED USE CORRIDOR	TRANSIT ORIENTED DEVELOPMENT	HIGH DENSITY	MEDIUM DENSITY	LOW DENSITY	AGRICULTURAL - RESIDENTIAL	EXTENSIVE INDUSTRIAL	INTENSIVE INDUSTRIAL	COMMERCIAL AND OFFICE	URBAN DEVELOPMENT AREA	PUBLIC / QUASI-PUBLIC	CORE AREA	RECREATION	NATURAL PRESERVE	AGRICULTURAL - URBAN RESERVE	GENERAL AGRICULTURE (20 ACRES)	GENERAL AGRICULTURE (80 ACRES)	RESOURCE CONSERVATION AREA - PROTECTED	AGGREGATE RESOURCE AREA	NATOMAS JOINT VISION AREA
<b>COMBINING LAND USES</b>																				
<b>AGRICULTURE</b>																				
<b>OPEN SPACE</b>																				
<b>OTHER</b>																				
<b>COMMERCIAL AND INDUSTRIAL</b>																				
<b>RESIDENTIAL</b>																				
<b>MIXED USE &amp; TRANSIT ORIENTED DEVELOPMENT</b>																				
<b>AGRICULTURAL HOLDING</b>																				
A - 80 AGRICULTURAL HOLDING													11							8
A - 20 AGRICULTURAL HOLDING													11							8
A - 10 AGRICULTURAL HOLDING													11							8
<b>GENERAL AGRICULTURAL</b>																				
A - 5 GENERAL AGRICULTURAL													11							
A - 2 - B GENERAL AGRICULTURAL								9					11							
A - 2 GENERAL AGRICULTURAL								9					11							
A - 1 - A GENERAL AGRICULTURAL								9					11							
<b>ESTATE</b>																				
RE - 2 ESTATE								9					11							
RE - 1 ESTATE													11							
<b>RESIDENTIAL</b>																				
R - 1 - A SINGLE FAMILY													11							
R - 1 - B SINGLE FAMILY & DUPLEX													11							
R - 2 TWO FAMILY													11							
R - 2A MULTIPLE FAMILY													11							
R - 3 MULTIPLE FAMILY													11							
RM-1 MOBILE HOME PARK								4					11							
<b>COMMERCIAL</b>																				
CC CONVENIENCE CENTER													11							
<b>COMBINING</b>																				
(PD) PLANNED DEVELOPMENT													11							
<b>OBSOLETE</b>																				
C - 1 LIMITED COMMERCIAL																				
C - 2 GENERAL COMMERCIAL																				
SC SHOPPING CENTER													11							
AC AUTO COMMERCIAL													11							
TC TRAVEL COMMERCIAL													11							

NOTES: Shading indicates that the zoning classification is consistent with the General Plan designation. A number indicates conditional consistency in accordance with the corresponding footnote. See following pages for footnotes.

(Matrix Amended July 22, 2015)



## ZONING CONSISTENCY MATRIX FOOTNOTES:

1. Note that the Core Area designation is shown only within the incorporated City of Sacramento, and zoning is under that jurisdiction.
2. Areas zoned LC, SC, BP, GC, AC, TC, and C-O that are less than ten (10) acres, are consistent in the High Density, Medium Density, and Low Density Residential General Plan designations if they are shown on the community plan map, but may not be shown on the Land Use Diagram due to scale considerations.
3. Areas zoned RD-40 that are less than fifteen (15) acres are consistent with the Medium Density and Low Density Residential General Plan designations if they are shown on the community plan map, but may not be shown on the Land Use Diagram due to scale considerations.
4. Areas zoned R-3, RD-30, RD-20, and RD-15 that are less than fifteen (15) acres are consistent with the Low Density Residential General Plan designations if they are shown on the community plan map, but may not be shown on the Land Use Diagram due to scale considerations.
5. Areas zoned M-1 that are less than fifteen (15) acres are consistent with the Commercial and Office General Plan designations if they are shown on the community plan map, but may not be shown on the Land Use Diagram due to scale considerations.
6. The land uses and residential density permitted in any particular Special Planning Area (SPA) ordinance must conform to the land use categories and policies of the General Plan.
7. Low Density Residential zoning is appropriate in Medium Density Residential designated areas only when needed as a buffer.
8. The identified zoning categories are consistent with the Aggregate Resource Area designation if they are combined with the Surface Mining (SM) combining zone.
9. The A-2-B, A-2, A-1-A, or RE-2 Interim zones are consistent with the Agricultural-Residential General Plan designations provided that the Board of Supervisors has by resolution, ordinance, community plan, or specific plan, established a minimum lot size of less than five (5) acres for a given area.
10. The AG-20 and AG-40 zoning categories are consistent with the Agricultural Cropland designation provided that they meet the criteria of the applicable General Plan policies.
11. All zoning classifications in existence at the time the Urban Development Area designation is applied are considered consistent. Rezones will not be approved until the Urban Development Area designation is removed.
12. Areas zoned LC that are less than five (5) acres are consistent in the Intensive Industrial General Plan designation if they are shown on the community plan map, but may not be shown on the Land Use Diagram due to scale considerations.
13. The Residential zoning categories are consistent with the Commercial and Office designation provided that they meet the criteria of LU-32.

**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, Planning and Environmental Review 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.<sup>26</sup>
- *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

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<sup>26</sup> 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.

project proponent plans to inform and engage neighbors and members of the general public about the proposed UPA expansion and project.

- *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.



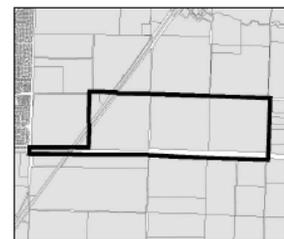
Example of logical planning boundary.



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:<sup>27</sup>

- 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

<sup>27</sup> 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.

USB, including how roadways, transit, sewer, and water could occur within all adjacent areas.

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  $\geq 90$  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. $\geq 8$ dwelling units per acre if using “double net” methodology, or $\geq 10.6$ dwelling units per acre if using “triple net” methodology.	3 points
2. $\geq 9$ dwelling units per net acre if using “double net” methodology, or $\geq 12$ dwelling units per acre if using “triple net” methodology.	4 points
3. $\geq 10$ dwelling units per net acre if using “double net” methodology, or $\geq 13.3$ 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:**  $\geq 80$  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. $\geq 85$ percent of all units located within one mile of at least three of the amenity categories	2 points
2. $\geq 90$ percent of all units located within one mile of at least three of the amenity categories	3 points
3. $\geq 90$ percent of all units located within one mile of at least <b>four</b> 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 SACDOT, Planning and Environmental Review, 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.

- Population and job growth projections as reflected by a minimum of three independent sources.
- Evidence that the infrastructure capacity and service availability exist or can be extended to the property.
- Evidence that the proposed expansion is consistent with Sacramento County-adopted Habitat Conservation Plan goals and objectives, or where such a draft or adopted Plan does not exist, evidence that important natural resources lands, agricultural lands, and open space lands will be protected and integrated into a cohesive and interconnected network of open space within the UPA.

LU-123. Before granting approval of an amendment to the Land Use Diagram, the Board of Supervisors shall find that:

- the request is consistent with the objectives and policies of the General Plan;
- the request is consistent with the goals and objectives of a Sacramento County-adopted Habitat Conservation Plan;
- approval of the proposal will not adversely affect the fiscal resources of the County;
- the project will be consistent with the performance standards in this Plan and, for urban uses in urban growth areas, the project complies with the requirements of LU-13.

LU-124. The County may modify the UPA independent of changes in General Plan land use designations provided that the County has adopted a Community Plan which includes plans to extend urban services to existing agricultural-residential areas. Other minor expansions of the UPA (<50 acres) may be considered independent of the requirements per LU-119 and LU-120 if the Board finds that it is infeasible to create a Master Plan for the area or include the area in a larger Master Plan effort.

LU-125. The County shall not accept applications to amend the Land Use Diagram from a designation in Column A to a designation in Column B of Table 10 for property outside of the Urban Service Boundary unless consistent with Policy LU-72.

LU-126. The County shall not accept applications to amend the Land Use Diagram from a designation in Column A, in Table 10 to an Agricultural-Residential Land Use Designation for property outside the Urban Service Boundary, unless:

- The property is proximate to an existing area designated for agricultural-residential land use.
- The property is consistent with Policy LU-82 & LU-83.
- The change in designation will not trigger the need for urban services and cumulative traffic impacts will be within the capacity of the planned road system.

**TABLE 10**

**GENERAL PLAN  
LAND USE CATEGORIES (FROM/TO)  
SUBJECT TO DETERMINATION BY  
PLANNING DEPARTMENT**

A From the Following <u>Land Use Categories</u>	B To the Following <u>Land Use Categories</u>
Recreational Agricultural-Urban Reserve General Agriculture (80 acres) General Agriculture (20 acres) Agricultural Cropland	Agricultural-Residential Low Density Residential Medium Density Residential High Density Residential Transit-Oriented Development Commercial and Office Industrial Intensive Industrial Extensive Urban Development Area

LU-127. The County shall not expand the Urban Service Boundary unless:

- There is inadequate vacant land within the USB to accommodate the projected 25 year demand for urban uses; and
- The proposal calling for such expansion can satisfy the requirements of a master water plan as contained in the Conservation Element; and
- The proposal calling for such expansion can satisfy the requirements of the Sacramento County Air Quality Attainment Plan; and
- The area of expansion does not incorporate open space areas for which previously secured open space easements would need to be relinquished; and
- The area of expansion does not include the development of important natural resource areas, aquifer recharge lands or prime agricultural lands;
- The area of expansion does not preclude implementation of a Sacramento County-adopted Habitat Conservation Plan;

OR

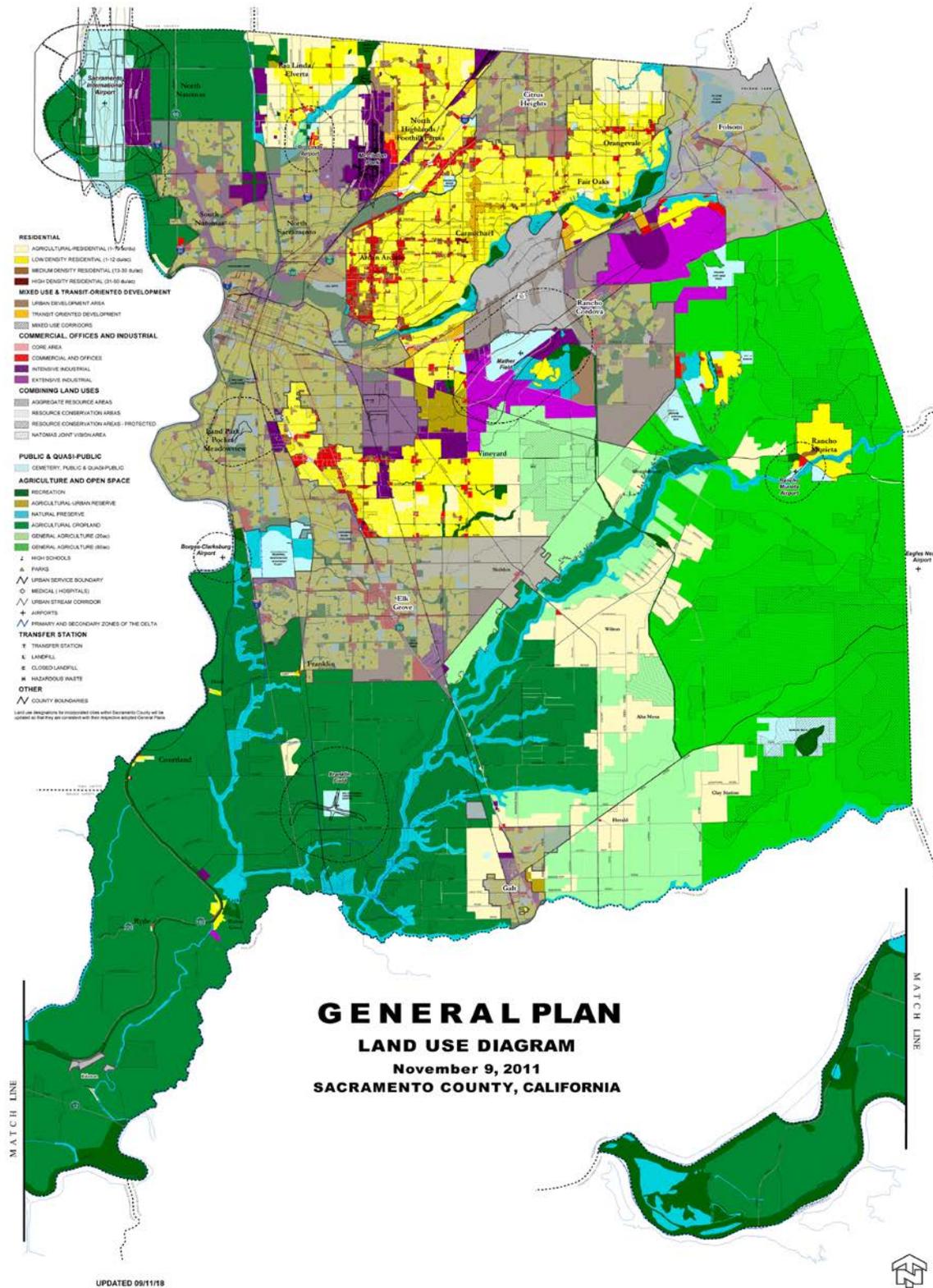
- The Board approves such expansion by a 4/5ths vote based upon on finding that the expansion would provide extraordinary environmental, social or economic benefits and opportunities to the County.

LU-128. Any Departmental determination on the acceptability of an application to amend the General Plan criteria in policies LU-119 through LU-127 and AG-2 is appealable to the Board of Supervisors.

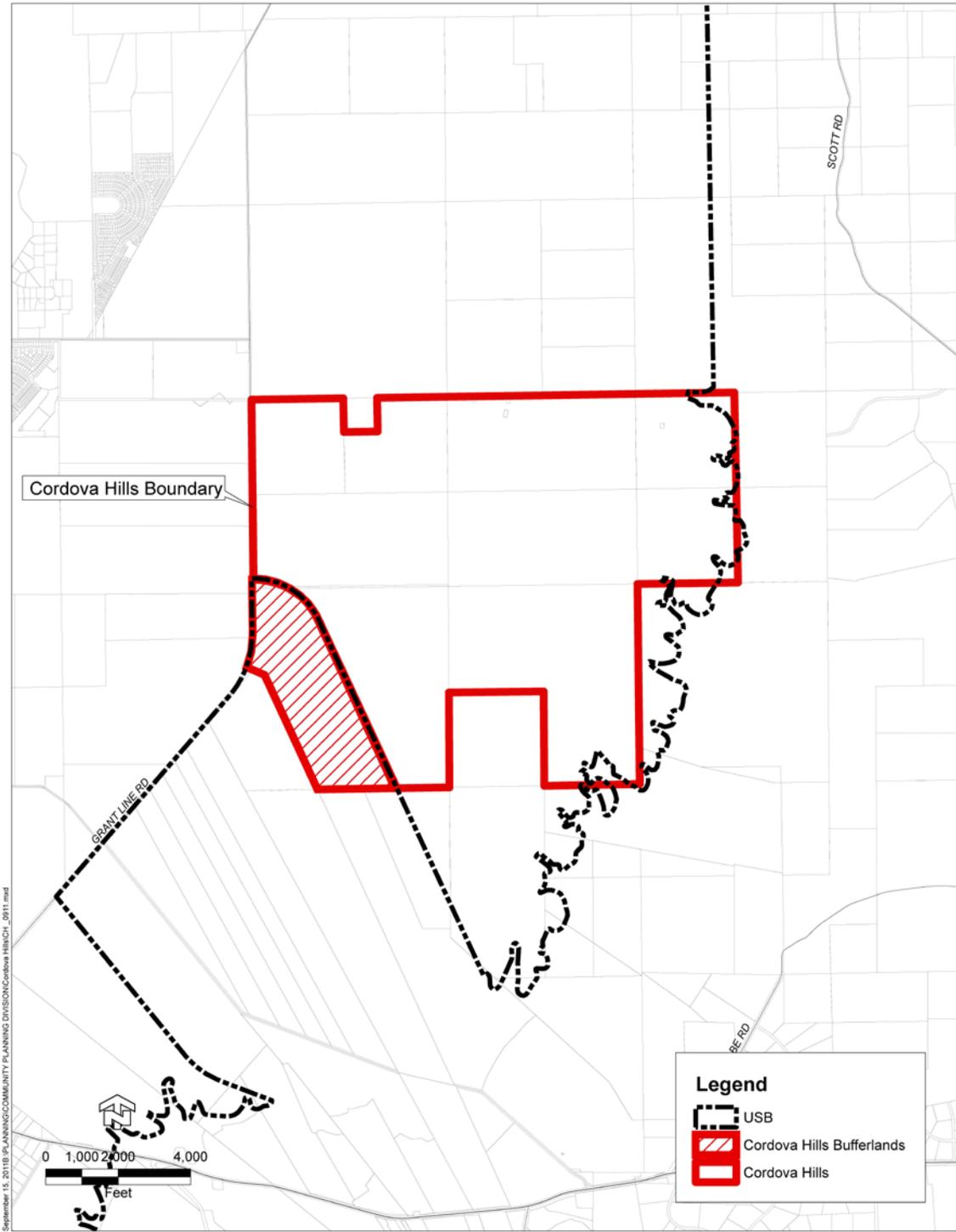
Implementation Measure:

- A. Evaluate requests to amend the General Plan Land Use Diagram. (PLANNING & ENVIRONMENTAL REVIEW, PLANNING COMMISSION, BOARD OF SUPERVISORS)
- B. Amend the Land Use Diagram to show land use designations for all incorporated cities within Sacramento County. (PLANNING & ENVIRONMENTAL REVIEW)

**FIGURE 8. GENERAL PLAN LAND USE DIAGRAM.**



**FIGURE 9. POLICY LU-1.1 - AREA OF LIMITED PUBLIC WATER SERVICE AND FACILITIES**  
 (1/29/13)



September 15, 2018 \PLANNING\COMMUNITY PLANNING DIVISION\Cordova Hills\CH\_1011.mxd