

## 7.1 COMMUNITY ORGANIZATION AND DEVELOPMENT PATTERN

### 7.1.1 Introduction

This Element establishes policies relating to the organization and relationships of the types of communities present in Shasta County, the types of living environments they offer, and the location of development in relation to these communities in order to maintain and enhance the quality of their environments. This Element encompasses most of the subject areas contained within the State mandated Land Use Element, Government Code (GC) Section 65302(a), which is quoted below. Those subjects within the scope of the Community Organization and Development Pattern Element are bolded. Footnotes refer the reader to those sections of the Plan which address subjects not covered by this Element. Government Code Section 65302(a) provides:

**"A land use element which 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 standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall also identify areas covered by the plan which are subject to flooding, and shall be reviewed annually with respect to such areas. . ."**

In addition to these mandatory subjects, and as provided by State law (Government Code Section 65303), this Element provides for the use of land in order to accommodate projected population and employment growth within a defined community development pattern that is rationally related to the necessary public services and facilities.

### 7.1.2 Findings

Prior to presenting findings on the development pattern, it is important to define this term as it is used in this discussion. "Development pattern" means the use of land and how uses are spatially organized to accommodate projected population and employment growth in Shasta County. The key term in this definition is the word "use." The term "development," by itself, can be vague in meaning and is therefore carefully defined in statutes, administrative rules, and ordinances. In Shasta County, development means the physical use of land to provide housing, commercial services, employment opportunities, and public facilities. This distinction is important because, for example, the creation of lots, by themselves, does not accommodate growth and expansion. Growth is accommodated only by a group of development activities which creates lots, provides services, and builds the structures and facilities.

#### **Existing Development Pattern**

The future pattern of land use development in Shasta County will, in large measure, be determined by the historic pattern of land use and the existing organization of its communities. Major urban development within this pattern, including the incorporated cities of Anderson, Shasta Lake, and Redding, is concentrated in the Sacramento River Valley along the transportation corridor provided

by Interstate 5, Highway 273, and the Union Pacific Railroad. South of Anderson along this corridor is the unincorporated community of Cottonwood, which is also characterized by residential and commercial development at urban densities.

Within 5-8 miles to the east and west of this corridor, the development pattern is characterized by rural communities served by community water and/or sewer districts. On either side of the Sacramento River Valley, development in the upland areas takes the form of agriculture, grazing, and timber operations, with small rural community centers and individual homesites dispersed throughout. Many of these communities have their origins in the early settlement of Shasta County. North of Shasta Lake, several resort and retirement communities are located along the Sacramento River Canyon. This description defines the development pattern of one geographic unit of the County, commonly referred to as the South Central Urban Region (SCR).

To the northeast of the Sacramento Valley over the physical boundary provided by Hatchet Mountain Pass lies another geographic unit comprising the Burney Creek, Hat Creek, and Fall River Valleys. This area is traversed by State Highway 299, which runs from the southwest to the northeast. Located along this highway corridor are four unincorporated communities characterized by urban services and urban residential densities. Starting at the southwest corner of this area, they are Burney, Johnson Park, Fall River Mills, and McArthur. Outside of these communities, agricultural and timberlands are the predominant land uses, along with outdoor recreation. Small rural community centers are located along Hat Creek. On a Countywide basis, this development pattern accounts for only a modest portion of the County's total land resources that are under private control. Table CO-1, indicates that approximately 58 percent of the land within the County is private land of which approximately 3 percent has been developed and approximately 2 percent is incorporated. Approximately 55 percent or 764,515 acres of the unincorporated land is either in timber or agricultural preserve.

### **Future Demand for Developable Land**

Population projections prepared for Shasta County as part of the original General Plan revision program in 1983 estimated a 2000 population of between 159,000 and 200,000 persons (actual Census 2000 population was 165,200), compared with a 1980 population of 115,715. The County's population as of July 1, 2003, was estimated by the Department of Finance at 175,500. Population projections were also used in 1983 as the basis for projecting employment growth in the County. These employment projections are contained in Appendix A of the 1983 General Plan revision program. As previously discussed and shown in Table PRE-4 in Chapter 2, updating of the County's population forecast to year 2025 as prepared by the Department of Finance shows an estimated population of 246,500.

Estimates of the future demand for land to accommodate the projected employment and population growth were originally developed by converting previous projections into acres of land. Acreage requirements were then developed based on high employment and population projections and are presented in Table CO-2. These land requirements are in addition to existing developed land and do not reflect existing zoning of undeveloped lands which may require additional modification. On the General Plan maps, there has been enough land designated to accommodate growth for at least the next 20 years (see Section 7.3 - Housing for a more detailed and updated discussion on land supply and population growth).

## **Developable Land Supply**

The relative development suitability of undeveloped, privately-owned lands in Shasta County was analyzed in 1983 and the results are contained in the Development Suitability Study contained in the original Background Reports prepared for the General Plan. Table CO-3 was prepared at that time and showed that the developable land supply was sufficient to accommodate the population and economic growth projected for the next 20 years (see Section 7.3 - Housing for a more detailed and updated discussion on land supply and population growth).

However, Table CO-3 also shows that the supply of developable lands as estimated in 1983, especially the lands of higher suitability, is not uniformly distributed throughout the County. Two planning areas, SCR and Northeast Shasta, contain 100% of those lands classified as very high or highly suitable for development. Table H-19 - General Plan Residential Holding Capacity of Section 7.3 - Housing indicates that at buildout, the current General Plan residential land use designations could accommodate nearly 163,000 persons, approximately 97,000 persons beyond the estimated unincorporated population of 65,900 persons in 2002.

**TABLE CO-1  
SHASTA COUNTY LAND RESOURCES**

**PRIVATE AND PUBLIC LANDS**

Private Land	1,406,282 acres	58.2%
Public Land	975,197 acres	40.4%
Miscellaneous - Water Bodies	34,961 acres	1.4%
<b>TOTAL</b>	<b>2,416,440 acres</b>	<b>100.0%</b>

**INCORPORATED AND UNINCORPORATED LANDS\***

Incorporated Lands	29,328 acres	2%
Unincorporated Lands	1,376,954 acres	98%
<b>TOTAL</b>	<b>1,406,282 acres</b>	<b>100%</b>

\*Excluding Public Land and Water Bodies.

**TIMBER AND AGRICULTURAL PRESERVE LANDS**

Timber Preserve	613,495 acres	78.4%
Agricultural Preserve	169,127 acres	21.6%
<b>TOTAL</b>	<b>782,622 acres</b>	<b>100.0%</b>

**DEVELOPED AND UNDEVELOPED LANDS**

<b>Incorporated Area</b>		<b>Unincorporated Area</b>	
Developed <sup>1</sup>	20,049	Developed <sup>1</sup>	45,500
Undeveloped <sup>2</sup>	5,510	Undeveloped	1,363,852
<b>TOTAL ACRES</b>	<b>25,559</b>	<b>TOTAL ACRES</b>	<b>1,409,352</b>

<sup>1</sup>Developed lands do not include agricultural and timber lands.

<sup>2</sup>Undeveloped lands in Redding were estimated at 20% of the City's total land area.

Source: Shasta County Department of Resource Management and Shasta County Assessor, 2004

**TABLE CO-2  
LAND REQUIREMENTS FOR RESIDENTIAL AND EMPLOYMENT PURPOSES - 1982  
TO 2000**

<b>RESIDENTIAL</b>	<b>Acres</b>	<b>Total</b>	
Sacramento Canyon	560		
Northwest Forest	120		
Big Bend	400		
Northeast Shasta	2,580		
Lassen	0		
Eastern Forest	920		
Eastern Upland	1,560		
South Central Region	16,760		
Western Upland	840		
French Gulch	120		
			23,860
<b>EMPLOYMENT</b>			
Manufacturing	191		
Transportation	217		
Wholesale Trade	140		
Retail	212		
Finance, Insurance, Real Estate	15		
Services	129		
		904	
<b>TOTAL RESIDENTIAL AND EMPLOYMENT</b>		<b>24,764</b>	
Source: Sedway/Cooke - 1981			

Comparing available land supply (vacant land) with development suitability by geographic location emphasizes the need to understand the importance of their relationship to potential public service and private development costs. Lands deemed to have a low suitability rating can often result in higher development costs due to public service as well as site design requirements. Therefore, future land development projects must conform to a development pattern based on an acceptable level of development suitability in order to minimize development costs.

**General Plan Development Pattern**

The land use maps originally developed (and updated) as part of the General Plan are designed to accommodate a potential unincorporated County population of approximately 162,900 or nearly 2.5 times the total unincorporated population in 2002. Assuming the unincorporated area of the County continues to account for approximately 40 percent of the total County population, only 60 percent of this holding capacity would be exhausted by 2025 based on DOF population forecasts. This was

accomplished by physically placing the acreage requirements of Table CO-2 onto County lands. In relating this Plan pattern to the existing development pattern in the SCR planning area, it was necessary to look beyond the 20-year planning period and its acreage requirements in order to lay out a coherent development plan. The General Plan development pattern will accommodate at least the growth anticipated during the planning period, and in fact more lands are designated for development than will actually be required during the 20-year planning period.

<b>TABLE CO-3 DEVELOPABLE LAND SUPPLY BY PLANNING AREA (ACRES)</b>				
<b>PLANNING AREA</b>	<b>VERY HIGH</b>	<b>HIGH</b>	<b>MODERATE</b>	<b>LOW</b>
SCR	4,000	4,000	50,500	94,200
Northeast Shasta	600	1,400	9,200	227,300
Lassen	0	0	0	24,000
Big Bend	0	0	0	181,900
Eastern Forest	0	0	500	160,400
Northwestern Forest	0	0	0	99,400
Sacramento Canyon	0	0	800	118,200
French Gulch	0	0	1,800	54,800
Western Upland	0	0	8,100	165,200
Eastern Upland	0	0	13,900	238,100

Source: Sedway/Cooke 1981

The original General Plan development pattern prepared in 1983 is quantitatively expressed in Tables 11 and 12 of the Population, Housing, and Employment projections in Appendix A. Table 11 shows the distribution of growth in population, new housing units, and acres of land required by these new units among the 10 planning areas. Table 12 shows the distribution of growth within each planning area. These tables categorized dwelling units according to the General Plan land use designations of Urban, Suburban, and Rural Residential, all of which relate to density and housing type as described in Tables CO-6 and CO-7. The following factors were used to convert dwelling units to acres of land:

- Urban - 4.5 dwellings/acre
- Suburban - 1.5 dwellings/acre
- Rural Residential A - 1 dwelling/4 acres
- Rural Residential B - 1 dwelling/10 acres

The proposed development pattern responds to growth on a Countywide basis and includes both incorporated and unincorporated areas. A certain portion of the population growth projected for the SCR planning area for the period 2004-2025 will be accommodated or "in-filled" within the incorporated limits of Anderson, Shasta Lake, and Redding.

The General Plan development pattern as originally developed in 1983 and expressed in the various General Plan land use maps remains valid and was based on a projected population of approximately 242,500 in the entire County by the year 2020. DOF projections now estimate that Shasta County's population by 2025 may be as much as 246,500. The growth Shasta County will actually experience in the future cannot accurately be predicted. Population projections and their accompanying acreage

requirements for housing and employment has been and will be periodically revised in response to the area's demographic and economic dynamics. The Community Development Element, therefore, must contain policies requiring both the periodic review of these projections to compare them with actual growth results. Based on these reviews, revised projections, consistent with the objectives of the General Plan, should be prepared. Any periodic revision of population projections should provide for a supply of developable land capable of accommodating at least the growth anticipated for a subsequent 20-year period commencing with the date of each revision.

### **Development Pattern, Service Provision, and Interjurisdictional Coordination**

The orderly and cost-effective implementation of the development pattern envisioned by the General Plan requires appropriate levels of basic services provided by the agencies best able to do so by virtue of their scale of operations, legal authority, financial resources, and long-term plans. As discussed in this section, basic services include water, wastewater treatment, roads, fire protection, and law enforcement.

The task of relating the development pattern to basic service provision will be most complex in the SCR planning area. This complexity exists for two reasons. One, this area will experience most of the growth anticipated during the planning period. Two, within this planning area are many different types of service providers. Each service provider differs in its ability to provide basic services. Some service providers address only single services, such as water supply or fire protection. Others like the Cities of Anderson, Shasta Lake, and Redding provide all of the basic services, plus many additional urban services. In between the single and the comprehensive service providers is Shasta County. The County provides some basic services, such as roads, fire protection, law enforcement, and in some cases water and sewage treatment systems, but not others.

The Cities of Anderson, Shasta Lake, and Redding are best suited for providing the services required by urban and suburban development. This conclusion is borne out by the practical experience of the County in providing services to the unincorporated urban communities. The services provided by County government generally have been supplemented by those provided by limited purpose governments or special districts.

While the combined abilities of California county governments and special districts to provide urban services has always been limited, these abilities were further impaired by the adoption of Articles XIII A (Proposition 13 of 1978) and XIII B (Proposition 4 of 1980) of the Constitution, and the constraints they place on revenue collection and spending. A general purpose government agency receiving revenues from a greater variety of sources, in short, a city under present State laws, is a better vehicle for delivering urban services.

This conclusion suggests that future urban and suburban development provided by the General Plan development pattern and located contiguous to Anderson, Shasta Lake, and Redding should ultimately receive their services from these cities. The key issue in this proposition is that of timing development with the ability to provide City-level services.

The practice, in the past, was to allow urbanization and suburbanization to occur in unincorporated areas, based on development standards not necessarily designed for the efficient provision of urban services. Annexation of developed land by a city and the installation of subsequent urban services has proven more costly than would have been the case had urban development standards been originally imposed. The solution to this problem is for the County to continue to require adherence to urban development standards in areas designated for urbanization, so that additional costs can be avoided upon annexation.

A General Plan must include all territory within the boundaries of the adopting city or county and any land outside its boundaries which bears a relationship to its planning (GC 65300). With regard to a city, its planning area should extend beyond its incorporated limits to include unincorporated areas whose use and development will affect the city's plan. Generally, this area includes its adopted Sphere of Influence (SOI). When a city exercises the authority to prezone unincorporated territory in anticipation of annexation (GC 65859), it must do so in conformance with a General Plan for the prezoned area (GC 65860).

A county's General Plan must cover incorporated as well as unincorporated territory. Since counties do not exercise land regulatory authority over incorporated areas, planning for them is in the nature of providing a Countywide framework for the growth and development of incorporated areas (State of California General Plan Guidelines).

Special districts providing public services and facilities essential to the growth and maintenance of an urban population are authorized to prepare five-year capital improvement programs indicating the location, size, timing, and other aspects of proposed improvements and services within existing and future service areas. The planning area for such a program could include incorporated as well as unincorporated areas. Although the law is silent on this point, the planning area could extend beyond the boundaries of the special district's service area. While the ability of a special district to provide capital improvements exerts a strong influence on land use decisions, it is important to note that no special district is empowered to exercise land use planning or regulatory authority.

Where special districts can efficiently and feasibly provide community sewer and water service, increased densities may be considered for growth accommodation in those areas conducive to energy conservation, increased transit use, and a reduction of reliance on single-occupant vehicles. Such characteristics would include: (1) locating residential or mixed use development within reasonable walking distance of a transit route at densities sufficient to generate a level of ridership which in turn will support transit service. Residential development within the transit service area should be at an average density of at least seven dwelling units per gross-acre, and (2) connecting land uses, such as retail districts, major employment centers, educational centers, and medical facilities, that generate high traffic volumes. These options are discussed further in the Circulation and Air Quality Elements.

The State Planning and Zoning laws do not explicitly provide any mechanism for determining the planning area boundaries of cities, counties, and special districts. The Cortese-Knox Local Government Reorganization Act of 1985, governing a local agency formation commission (LAFCO) does, however, provide for the designation of sphere of influence areas which may function as planning areas. The LAFCO established by State law in each county must define for each city and special district within the county a plan for its "probable ultimate physical boundaries and service area" (GC 56076).

Special district planning area, and sphere of influence boundaries should probably be coterminous. Given its much broader functions and authority in land use planning and regulation, the planning area of a city should include at least its sphere of influence and may extend beyond to include areas in which it has a legitimate planning interest. An "urban service area" is defined as developed, undeveloped, or agricultural land, either incorporated or unincorporated, within the sphere of influence of a city, which is served by urban facilities, utilities, and services or which are proposed to be served by urban facilities, utilities, and services during the first five years of an adopted capital improvement program of the city if the city adopts that type of program for those facilities, utilities, and services (GC56080).



On September 26, 2000, AB 2838 (Chapter 761, Statutes of 2000) was signed into law. This legislation, titled the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (GC Section 5600), provides for newly adopted guidelines to assist local LAFCOs in conducting municipal service reviews of municipal services provided in the county or other appropriate designated areas.

Existing law requires that a service review be completed in preparation of the adoption and/or update of a sphere of influence. Therefore, any municipal service which has a service area defined by LAFCO through a sphere of influence needs to have municipal service review. LAFCO may include one or more services in the review and the study area may be the whole county, multiple counties, or any appropriate sub-area, as determined by LAFCO.

The Shasta County LAFCO initiated its review as required by law and completed this task in May 2003 with its report "Municipal Services Review, Volume I, County of Shasta and County Service Areas." This document contains a wealth of information on the range and level of services and operations of the County's CSA's and should be consulted for detailed information on any of these districts.

The State Planning and Zoning laws clearly recognize that the planning areas of cities, counties, and special districts will overlap to define areas of mutual concern. Accordingly, State law outlines the nature of the planning interaction among these agencies.

General plans or elements thereof proposed for adoption by cities should be referred to the county in which they are located for review and comment, and the county should do likewise for cities within its boundary (GC 65352). Upon adoption of a plan or constituent elements by cities and county as described, copies of the adopted plan should be exchanged and may be adopted by the receiving entity as part of its general plan (GC 65357). Five-year capital improvement programs prepared by a special district must be referred for review to cities and counties within which the district operates (GC 65403(c)). The purpose of this review is to solicit comments regarding consistency with the applicable general plan.

State planning law also provides for the coordinated implementation of general plans through the construction of public works projects. Counties and cities may require school and special districts operating wholly or partially within their jurisdictions to submit lists of public works projects proposed for planning or construction during the ensuing fiscal year. These lists will be reviewed by the receiving agency and integrated into a coordinated public works program which shall be evaluated for conformity with the applicable general plan (GC 65401). Cities, counties, and special districts may not undertake a public works project, including the acquisition and disposal of land, within unincorporated and incorporated territory until the project's consistency with the applicable General Plan has been determined (GC 65402 (b,c)).

Interjurisdictional planning relationships are illustrated in Figure CO-1. Areas II and III of this figure show where urban development standards are needed so that added costs can be avoided upon annexation. Area V illustrates a situation where a special district will provide a service to an area which will ultimately be urbanized and annexed by a city. One option would be to de-annex this area from the service area of the special district and incorporate it within the city. Another option, which is shown in Figure CO-1, is for the special district to continue to provide its service to the area subsequent to annexation. In either case, joint city-county-special district planning is required to facilitate orderly and cost effective provision of urban services.

## Conversion of Residential Land Use Designations into Zoning Districts

The General Plan uses four residential land use designations - Urban (UR), Suburban (SR), Rural Residential A (RA), and Rural Residential B (RB). These designations relate to dwelling unit density and are more completely described in Table CO-4. The maximum densities for these designations are:

- Urban - 16 dwellings/acre
- Suburban - 3 dwellings/acre
- Rural Residential A - 1 dwelling/2 acres
- Rural Residential B - 1 dwelling/5 acres

It is important to understand the role of the density assigned to the RB designation. This lower density is designed to focus growth in rural community centers by limiting population densities in surrounding rural areas. Decreasing population densities in these outlying rural areas can have the effect of reducing land use conflicts between residential and the agricultural/timber uses generally found in these areas. It may also reduce public service demands for fire protection, law enforcement, road construction and maintenance, school bus service, and retail commercial, by shifting them to rural community centers where they can be more efficiently provided. Lower densities may be required in certain RB designations due to factors such as the existence of severe fire hazards, proximity to resource lands, and one or more environmental limitations.

Each residential land use designation will provide a relatively broad density range when converted into a more site-specific series of zoning districts, each with its own parcel size requirements. Apart from the existing land use/parcelization pattern, certain critical factors need to be evaluated in converting land use designations into zoning districts. They are:

- Water Supply
- Road Access
- Wastewater Treatment
- Fire Hazard
- Slope and Erosion Potential
- Environmental/Resource Protection

**FIGURE CO-1  
INTERJURISDICTIONAL PLANNING RELATIONSHIPS**

AREA	Potential Annexations		Service Provider			Land Use Planning and Regulation			
	Incorporated	Unincorporated	Yes	No	City	County	Special District	City	County
1	X		N/A		X			X	
2		X	X			X		X	X
3		X		X		X		X	X
4		X		X		X	X		X
5		X	X			X	X	X	X
6		X		X		X			X

Source: Sedway/Cooke 1981

Site-specific knowledge of these and other factors and their implications for density draw a major distinction between the application of the UR and SR designations and the RA and RB designations. Especially important in this regard are provisions for water supply and wastewater treatment. Use of the UR and SR designations is limited to those areas where public services by community systems including water and wastewater treatment exist, or can be, is assumed.

In contrast, the same degree of knowledge is not available in areas designated as RA and RB. Some RA areas will be provided with community water, but other RA areas and most RB areas will be served by on-site systems. Likewise, a very limited number of RA areas will be served by community wastewater treatment, but most RA and all RB areas will be served by on-site systems. The ability of lands designated as RA and RB to accommodate on-site water supply and wastewater treatment systems is highly variable throughout the County and dependent on site-specific conditions requiring field surveys. In the absence of this site-specific information, the application to these lands of zoning districts with specific parcel size requirements is problematic and somewhat arbitrary. Situations could be created where parcel sizes would have little relation to on-site conditions. Additionally, a required parcel size could be inappropriate relative to unique on-site conditions. However, the evaluation of parcel suitability/capability criteria based on site-specific information enhances the probability that optimum utilization of the land could be achieved while at the same time ensuring the successful and long-term operation of on-site water supply and wastewater treatment systems.

**Land Capacity and Zoning**

Lands classified as RA and RB should not be assigned specific parcel sizes or densities prior to review of detailed site-specific information. Instead, specific parcel size requirements should be applied to RA and RB lands only after collection and analysis of the site-specific data required to accurately make these determinations. Under this approach, commonly referred to as land capability analysis, site-specific information necessary to develop parcel size minimums for a specific zone district is provided by the property owner.

A land capability analysis can be used in conjunction with the conventional approach to zoning in the following ways. One, conventional zoning would normally assign minimum parcel sizes to rural lands based on generalized information. However, a land capability analysis requires that site-specific data be considered before any determination can be made as to the actual development potential of a parcel. Two, although conventional zoning establishes parcel sizes and density requirements in advance of the actual development, a land capability analysis usually comes into play when a development proposal is pending. While there is no restriction preventing a property owner from selling or otherwise disposing of land prior to its evaluation under a land capability analysis, it could be advantageous for a property owner to know the ultimate parcel size minimums prior to a land sale or transfer. This could be accomplished upon submission of the data required to make this determination. Finally, the burden of providing the on-site data required for a land capability analysis rests with the property owner. A model for this concept is shown in Table CO-5. The point values shown in this table are hypothetical and provided for illustrative purposes only. Policies contained in this Element exempt pre-existing legal lots from its application. Such lots would be permitted to develop at a density of at least one dwelling unit per lot, provided that applicable development standards are satisfied.

A modified land capability analysis is currently being used to evaluate development projects via the application of the County's development standards. While this approach began with the adoption of sewage disposal standards, it has been expanded to include other site-specific factors requiring some degree of on-site investigation prior to granting project approval. The following discussion identifies relevant factors and generally discusses their density criteria. Further refinement of this concept could occur within the development standards or be included in the zoning ordinance.

Water supply is a critical factor. The maximum density in the RA land use designation is one dwelling unit per two acres or two-acre parcel sizes where a proven, reliable water supply is available. The same approach is used for the RB land use designation.

Wastewater treatment is handled in a similar manner. Parcel sizes are established according to on-site conditions as documented by a field test. Areas where soils present the least constraints for on-site systems may have smaller parcel sizes compared to areas where significant constraints exist. The County continues to work with the Central Valley Regional Water Quality Control Board in identifying areas where soil conditions limit the use and density of on-site wastewater systems.

Legal road access is another critical factor in determining the development density in rural areas. Parcels with direct access to a County maintained road may be permitted smaller parcel sizes.

Fire hazard relates to parcel sizes in two ways--hazard classification as established by the California Department of Forestry and Fire Protection and response time as determined by the fire protection agency exercising jurisdiction. Areas with lower hazard classifications and shorter response times may be permitted smaller parcel sizes than areas with higher hazard classifications and longer response times. Also, steep hillside areas (generally those with slopes in excess of 30 percent) with extreme or high wildland fire safety concerns are factored into the land capacity analysis.

Slope addresses topography and underlying geology as they relate to erosion potential and slope stability. Smaller parcels may be permitted on lands with lower erosion potential and greater stability; larger parcels are required in high erosion potential, unstable areas.

It is important to note that once a land capability analysis has been used to determine parcel or lot size requirements, lot size averaging, where appropriate, as indicated in Table CO-5 and illustrated in Part One in Figure PRE-2, can be used to create parcels of varying sizes.

In UR and SR areas, residential densities can vary provided they remain within the appropriate range and that adequate public services (i.e., sewer and water services) are available. The actual lot sizes and residential density will be determined through zoning utilizing site design concepts, circulation systems, and land use compatibility criteria. Lot size averaging is also appropriate in these areas.

<b>TABLE CO-5 HYPOTHETICAL LAND CAPABILITY ANALYSIS</b>				
<b>ANALYSIS FACTORS</b>	<b>POINT RANGE BASED ON CRITERIA</b>	<b>FACTOR WEIGHT</b>	<b>POINTS</b>	<b>WEIGHTED POINTS</b>
Water Supply	(1-10)	3	10	30
Wastewater Treatment	(1-10)	3	2	6
Road Access	(1- 5)	2	3	6
Fire Hazard	(1- 3)	1	1	1
Slope	(1- 3)	1	1	2
<b>GRAND TOTAL</b>				<b>45</b>
<b>Land Capability Points</b>		<b>Average Parcel Size</b>		
		<b>Rural Residential "A"</b>	<b>Rural Residential "B"</b>	
0-10	20 acres	80 acres		
11-20	15 acres	70 acres		
21-30	10 acres	60 acres		
31-40	5 acres	50 acres		
41+	2 acres	40 acres		
Note: All point values are illustrative		Source: Sedway/Cooke - 1981		

### **Conversion of Commercial and Industrial Land Use Designations into Zone Districts**

The General Plan provides for single commercial and industrial land use designations which are normally applied only in urban and town centers. These designations are designed to establish broad commercial and industrial land use categories which will be converted into more specific zone districts. In addition, there is a Mixed Use (MU) designation that is applied to the commercial or light industrial areas in or near rural community centers.

The Commercial (C) land use designation provides for a range of commercial activities. When applied to the Plan's land use maps, this designation identifies the locations most suitable for commercial activities, but does not contain the level of detail needed to identify the range of commercial uses most appropriate for a specific location. Such specificity is provided by zoning and/or specific plans which will include a series of zone districts. Guidelines for seven commercial zone districts are outlined in Table CO-8. Some of these commercial districts may also be applied outside of the Plan's commercially designated areas as described in the table.

The Industrial (I) designation will operate similarly to the Commercial designation, although there may be only two or three industrial zone districts, as outlined in Table CO-9.

### **Planned Developments**

Planned and/or mixed use developments can provide a more unified and potentially more desirable and attractive development in an area. Such developments involve a combination of comprehensive site planning and architectural design that can often provide a mix of uses that could otherwise create land use conflicts between neighboring uses. A unified site design for a residential planned development may offer a variety of housing types, including clustered housing, both attached and detached, with common open spaces. While planned developments are commonly used for urban and suburban residential projects, they may also be applied to other types of land uses such as commercial, industrial, and office parks. Planned development proposals which contain a mix of any or all of these uses should be encouraged. A planned and/or mixed use development shall be at a scale where high design standards along with other quality of life amenities can be provided.

The types of quality developments described above should offer a better lifestyle, shopping, and working environment to Shasta County residents. Because of this, the County should provide incentives for those wishing to provide projects that meet this criteria.

### **Relationship of Regulation to Privately Owned Land**

Public regulation allows for the explicit expression of public community values and provides a mechanism for identifying and sharing the costs of development. In turn, the exercise of private property rights provides the motivation and resources without which no development would occur.

Both public regulation and the exercise of private property rights must work in concert if the development pattern provided by the General Plan is to be realized. Each has an important contribution to make to the planning process and the General Plan should allow these roles to be exercised.

### **7.1.3 Objectives**

CO-1 To promote a development pattern which will accommodate, consistent with the other objectives of the Plan, the growth which will be experienced by Shasta County during the planning period (2005-2025), and/or such periods as may be extended by future revisions of the Plan.

CO-2 To guide development in a pattern that will provide opportunities for present and future County residents to enjoy the variety of living environments which currently exist within the County, including:

- Incorporated communities served by the full range of urban services.
- Unincorporated communities served by most but not all urban services.
- Unincorporated rural communities provided with very limited or no urban services.
- Rural homesites located outside of community centers on relatively large lots or in clustered development accompanied by open space areas within the project provided that the clustering does not create an adverse impact on neighboring properties.

CO-3 To guide development in a pattern that will respect the natural resource values of County lands and their contributions to the County's economic base.

- CO-4 To guide development in a pattern that will minimize land use conflicts between adjacent land users.
- CO-5 To guide development in a pattern that will establish an acceptable balance between public facility and service costs and public revenues derived from new development.
- CO-6 To fashion a development pattern whose implementation mechanisms such as zoning, subdivision, and other regulations, explicitly define a relationship between public and private expectations and responsibilities concerning land use that is based on the following principles:
- Public programs shall recognize both the expectations of individual property owners to be able to use their lands as they desire, and the responsibility of government to provide a regulatory climate which does not impede reasonable private expectations.
  - Property owners shall recognize public programs emphasizing that land be used in a responsible manner that does not adversely affect either adjacent property owners, the County's fiscal ability to provide services, or the community values of the citizens of Shasta County.
  - A workable relationship between public and private land use expectations must be achieved in order for each to be well served.
  - Periodic review of the relationship between public and private land use expectations is necessary to reflect changing community values.
- CO-7 To recognize that the major economic resources for achieving the development pattern will come from the private sector, rather than government, and that the General Plan, as the expression of community values, will guide the use of these resources.

#### **7.1.4 Policies**

- CO-a The County shall, in coordination with the Cities of Anderson, Redding, and Shasta Lake ensure the availability within the County of an inventory of developable lands sufficient to accommodate growth projected for the planning period.
- CO-b The County shall monitor, on a yearly basis, the rate at which the developable land inventory is being consumed, the population and employment growth of the County, and other useful indicators of the County growth.
- CO-c In 2010 and at least every five years thereafter, as part of a comprehensive General Plan review, the County shall examine the results of the monitoring process for the previous period. By amendment of this Plan, appropriate adjustments shall be made in the inventory of developable land so that it will accommodate the growth projected for the subsequent 20-year period. The intent of this policy is that the developable land inventory shall never have less than a 15-year supply. Five-year adjustments in the developable land inventory may include either additions to, or subtractions from, this inventory, but the latter will occur only when new information reveals this land is ill-suited for development and it is replaced in the inventory by other developable lands. Just as important, and to ensure internal consistency, this review will also include an assessment and update of all other Plan elements.
- CO-d The normal procedure for adding lands to the inventory shall be by amendment of the Plan at five-year intervals. This policy shall not preclude any resident or property owner in Shasta County from requesting a General Plan amendment upon submission of the required application and payment of the prescribed fee.

- CO-e The General Plan shall recognize four general types of living environments and shall distribute the developable land inventory among them so that future residents of the County have available the full range of lifestyle opportunities. These living environments are described in Table CO-6.
- CO-f The General Plan shall contain residential, commercial, and industrial land use categories, each of which is described in the following tables and shall be implemented through more specific zone districts:
- CO-7 - Residential
  - CO-8 - Commercial
  - CO-9 - Industrial
- CO-g The density limitations described in Table CO-7 do not apply to pre-existing legal lots. Such lots would be permitted to develop at a density of at least one dwelling unit per lot, provided that the applicable County Development Standards are satisfied.
- CO-h A land capability analysis demonstrating that criteria in the County Development Standards will be met shall be used to establish actual residential densities and parcel sizes for all development projects including lands proposed for General Plan or zone amendments which increases the residential density. The development standards should be periodically reviewed and revised to further refine the application of the land capability analysis concept.
- CO-i The Rural Residential A (RA) designation shall be primarily applied to rural community centers and urban and towncenter fringes in order to accommodate residential development. The RA designation around community centers shall be expanded at a rate consistent with policies CO-b, CO-c, and CO-d.
- CO-j Areas designated Urban (UR) or Suburban (SR) in excess of 30 percent slope should not be developed, but the residential density of 3 dwelling units (d.u.) per acre for areas designated UR and 1 d.u. per 2 acres for areas designated SR may be credited to the developable portions of the property. In areas designated Rural Residential A (RA) or Rural Residential B (RB), lands in excess of 30 percent slope may be either developed at 1 d.u. per 10 acres for RA designated areas and 1 d.u. per 80 acres for RB designated areas or an equivalent density credit may be additionally applied to the land that is less than 30 percent slope provided that other site capability criteria can be met.
- CO-k The minimum parcel size for lands located within the SR or UR land use designation shall be limited to five acres until one of the following conditions is met:
- The land will be included within a publicly-financed assessment district specifically designed to provide community water and sewage disposal services. Sewage services shall include collection, treatment, and disposal facilities and water service shall include treatment and distribution systems.
  - The land, as a condition of development approval, will be provided with community water and sewage service from either an existing municipal system, assessment district, or special district.

The use of individual wastewater disposal systems or common wastewater disposal fields do not qualify for meeting the requirements of this policy.



**TABLE CO-6  
LIVING ENVIRONMENTS**

TYPE OF LIVING ENVIRONMENT	INCORPORATION STATUS	COMMUNITIES	SERVICES
Urban Center	Yes	Anderson Redding Shasta Lake	All Urban Services
Town Center	No	Cottonwood Palo Cedro Burney/Johnson Park Fall River Mills/McArthur	Most Urban Services
Rural Community Center	No	Sacramento Canyon • Lakeshore • Lakehead • Castella/Sweetbriar • South Dunsmuir  Big Bend • Round Mountain • Montgomery Creek • Big Bend  Northeast Shasta • Cassel • Hat Creek  Lassen • Old Station (North and South)  Eastern Forest • Shingletown • Viola  Eastern Upland • Millville • Oak Run • Whitmore  South Central Region • Mountain Gate • Jones Valley • Bella Vista • Happy Valley • Centerville • Shasta/Keswick  Western Upland • Igo • Ono • Platina  French Gulch • French Gulch	May have community water, but typically on-site; in limited instances may have community wastewater treatment, but normally on-site.
Rural Homesite	No	Not Applicable	No Urban Services

Source: Sedway/Cooke

**TABLE CO-7  
RESIDENTIAL LAND USE CATEGORIES AND DENSITY<sup>1</sup>**

Land Use Category	Purpose	Maximum Residential Density
Urban	Provides living environments receiving full-range of urban services within an Urban or Town Center.	16 dwellings/acre <sup>2,3</sup>
Suburban	Provides living environments receiving most urban services, but characterized by lower population densities than urban residential category, and located within an Urban or Town Center.	3 dwelling units/acre <sup>2,3</sup>
Rural Residential A	Provides living environments receiving no, or only some urban services, usually within or near a Rural Community Center.	1 dwelling/2 acres <sup>2,4,5,6</sup>
Rural Residential B	Provides living environments receiving no urban services and located in areas of the County characterized by one or more of the following conditions: <ul style="list-style-type: none"> <li>- severe limitations on septic tank use</li> <li>- uncertain long-term availability of water</li> <li>- proximity to lands categorized as timber, grazing, or croplands</li> <li>- remoteness from Urban, Town, and Rural Community Centers</li> <li>- extreme wildland fire hazard, and</li> <li>- inaccessibility via County maintained roads.</li> </ul>	1 dwelling/5 acres <sup>2,4,5,6</sup>
Existing Residential	May be applied to residential areas that legally existed before January 10, 1984, that do not fit the land use designation or density applied to surrounding properties as established by the General Plan. Legal preexisting uses that lie within the designation shall be allowed to continue for an indefinite period of time, but may not expand beyond the intensity of use that existed on January 10, 1984. Said uses may be replaced with same or less intense use.	

**Notes:**

- <sup>1</sup> Densities based on approximately 2.7 persons per household.
- <sup>2</sup> Variable lot size/density averaging permitted.
- <sup>3</sup> Maximum density may be exceeded by up to 25 percent based on Policies CO-l, CO-o, or H-d. These policies may be used individually or in combination to achieve the 25 percent density bonus.
- <sup>4</sup> Density and parcel size to be determined by land capability analysis and meeting adopted development standards.
- <sup>5</sup> “Urban services” as used in the description of living environments are those areas which are served by community water systems, community sewer systems, and in proximity to services such as schools, fire stations, sheriff’s services, and commercial or industrial areas.
- <sup>6</sup> Residential clustering required in portions of the Day Bench area.

**TABLE CO-8  
COMMERCIAL LAND USE CATEGORIES  
(To be Determined by Zoning)**

<b>Commercial Category</b>	<b>Description</b>	<b>Locational Requirements</b>
Local Convenience Center	Provides a limited selection of convenience goods within walking distance or brief driving distance of residents. Primary tenant is usually a small food market which might be supplemented by a gas station, laundromat, or other small establishments providing services to residents in the immediate area.	Should be along residential collector streets. Should have a support market area population of 1,000 to 3,500 persons and be located on one to five acres. May be located in areas designated by the General Plan Land Use Map as C, UR, SR, or RA.
Retail Commercial	Provides a wide range of facilities for the sale of goods and provision of personal services. It generally is applied to either the commercial portions of towncenters or to other shopping centers. When applied to shopping centers, the uses are generally conducted within a building and may range in size from neighborhood centers which may have a supermarket as the principal tenant, to a community center which may also include a drug, variety or department store as a principal tenant. When applied to commercial areas of town centers or other existing retail places with similar types of activities, the uses may be broadened to include retail uses conducted outdoors, such as auto and boat sales.	Should be along an arterial or collector street. Shopping centers should be located on sites starting in size from five acres and upward depending on the type of center and the anchor-tenant. Designated on the General Plan Land Use Map as Commercial (C).
Commercial/ Light Industrial	Provides for a wide range of goods and services needed by residents and business firms which are inappropriate in other commercial centers due to size or operating characteristics or are not economically feasible in such centers. Uses include sale of construction and building materials, construction equipment, restaurant supplies, autos and trucks. Some light industrial uses may also be permitted including ministorage, vehicular repair, construction yards, truck terminals, and when found compatible with surrounding uses, fabrication of wood, metal or other materials. This designation is not intended for typical retail sales found in shopping centers, such as food markets, drug stores, etc.	Should be along arterials or collectors or in conjunction with a business or industrial park. Designated on the General Plan Land Use Map as Commercial (C) or Industrial (I).

**TABLE CO-8  
COMMERCIAL LAND USE CATEGORIES  
(To be Determined by Zoning)**

<b>Commercial Category</b>	<b>Description</b>	<b>Locational Requirements</b>
Office Commercial or Business Park	Provides office space for firms featuring administrative, professional, or financial services. May also include other firms providing computer, reproduction, laboratory testing, and similar services whose operation and scale are compatible with the primary office uses. Small scale retail uses, primarily for use by employees of the area, may also be included.	Should be along an arterial or collector. Designated on the General Plan Land Use Map as Commercial (C).
Highway Commercial	Provides for the needs of recreation and business visitors. Accommodations of lodging, restaurants, gas stations, and automotive and truck service, food supplies, and recreation supplies and equipment, and may also include recreation facilities and small retail shops which primarily serve visitors needs.	Along access roads to I-5, fronting on State highways or along arterials providing access to major recreation designations. May be permitted in any land use designation. In cases where a highway commercial use is proposed in a resource area, it may be permitted if the surrounding resource uses will not be adversely impacted.

**TABLE CO-8  
COMMERCIAL LAND USE CATEGORIES  
(To be Determined by Zoning)**

<b>Commercial Category</b>	<b>Description</b>	<b>Locational Requirements</b>
Commercial Recreational	Provides opportunities for the development of privately owned lands characterized by the natural environment for the purpose of providing commercial recreation activities that utilize and provide for the enjoyment of the natural environment. Examples of commercial recreation activities include campgrounds, fishing and hunting clubs, dude ranches, boating facilities, and recreational vehicle parks. Other uses such as a restaurant or small food market may be permitted when accessory to, supportive of, and compatible with the recreation activity.	Designated on General Plan Land Use maps as R, or in an area in which the project fits harmoniously with the natural features, regardless of the land use designation.

**TABLE CO-8  
COMMERCIAL LAND USE CATEGORIES  
(To be Determined by Zoning)**

<b>Commercial Category</b>	<b>Description</b>	<b>Locational Requirements</b>
Mixed Use	<p>This category recognizes that in a rural setting the strict segregation of different land use types which is typically found in urban environments is neither necessary nor practical. At this scale, conflicts which may result from the intermixing of land uses may be addressed by County zoning and development standards relating to screening setbacks and architectural design.</p> <p>This designation, which may permit a mix of uses, is assigned to rural community centers, or may be assigned to locations outside of rural community centers if commercial or light industrial uses existed within the area to be designated MU before January 10, 1984.</p> <p>Residential uses may be permitted at a density of one dwelling per acre if the site is within a rural community center, and one dwelling per two acres if not within a rural community center. Commercial uses that may be permitted include local and tourist oriented retail uses, and professional offices. These would provide a wide range of goods and services to residents, businesses, and travelers including small scale establishments providing convenience goods such as food and drugs, materials and repair services needed by agricultural and forestry related business, and travel accommodations for travelers. This designation may also provide for small to moderate sized light industrial uses that will not cause odors, noise, visual, or other adverse impacts. Uses may be mixed on properties, but the subject property must be large enough to accommodate both uses and meet the associated development standards (i.e. two acres for a residence and commercial in a rural community center, or four acres for a residence and commercial outside of a rural community center). Exceptions may be allowed as set forth in the Zoning Plan.</p>	Designated on the General Plan Land Use Map as Mixed Use (MU).

**TABLE CO-9  
INDUSTRIAL LAND USE CATEGORIES AND POLICIES  
(To be Determined by Zoning)**

<b>Industrial Category</b>	<b>Description of Uses</b>	<b>Location Requirements</b>
General Industrial	Provides for the intermixing of industrial uses with varying degrees of impacts, scales of operation, and service requirements (including rail access). Permits the inclusion of non-industrial uses providing materials and services primarily used by industrial uses. Other non-industrial uses may be permitted on an interim basis with conditions providing for reversion to industrial uses.	Should be located along a freeway, highway or arterial. Designated on the General Plan Land Use Map as Industrial (I).
Light Industrial	Provides for the planned development of industrial parks or districts occupied by uses characterized by low or moderate impacts, varying scales of operations, and similar service requirements.	Located within an urban or towncenter or near a freeway, highway, or arterial. Designated on the General Plan Land Use Map as Industrial (I).

CO-l If a residential planned development is proposed in a UR or SR designated area, a density bonus of up to 25 percent over that allowed by the General Plan designation may be awarded, based on design and environmental amenities which are demonstrated to exceed established development standards, and provided that when combined with other density bonuses, the overall density bonus does not exceed 25 percent.

CO-m Proposed land divisions that lie in two or more General Plan land use designations that allow residential development may be permitted to create smaller parcels (including clustering), than indicated by the density of any of the land use designations provided that:

- The maximum number of residential units does not exceed the combined total allowed by each designation, and
- If the area is designated as a resource area, the resource is protected or enhanced.
- If developed to the maximum allowable combined density, further residential development for the property will be forfeited unless additional density is permitted by a General Plan amendment.

CO-n Where existing parcels of land are located in areas that permit residential development and contain two or more detached legally constructed or installed residences or mobile homes, residential land divisions may be allowed to exceed the General Plan land use density provided that:

- All such residences or mobile homes were constructed or installed before January 10, 1984, and must meet the current minimum housing code requirements as set forth in the Health and Safety Code; and
- Each newly-created parcel is occupied by at least one of these residences, and

- Each newly created parcel meets applicable County development standards in effect when the land division is approved.

CO-o The County shall not approve any major development project that is determined to have the potential to create an unmitigated and significant net reduction to the overall existing level of Shasta County services as a result of project-induced negative cost-revenue imbalances. The County shall require a fiscal impact analysis, prepared and/or financed by the project proponent, as part of a project's environmental assessment to determine its cumulative and long-term fiscal impacts on County-provided public services. As part of a project's environmental assessment, the County shall require a fiscal impact analysis of major residential development projects whenever there are unanswered questions regarding cumulative and long-term impacts on public services and/or the potential for project-induced financial shortfalls to adversely impact the environment.

The County, at its discretion, may also develop and/or utilize a fiscal impact system to determine the impact of a project on related public service costs. In either case, projects determined to have a negative cost-revenue impact on the provision of public services must provide acceptable offsets for those negative fiscal impacts before the project can be approved.

CO-p Areas designated Urban Residential (UR) or Suburban Residential (SR) shall be located within the adopted sphere of influence of a city or the special district(s) that serve towncenters. The County shall adopt urban development standards for UR and SR areas.

CO-q All development applications within the adopted sphere of influence of a city or special district shall be referred to the city or special district for review and comments as to the effect the proposal may have on future orderly urbanization and/or the provision of public services.

CO-r The County should develop specific plans for the Burney, Cottonwood, and Palo Cedro areas. The County should also develop a specific plan for the Churn Creek Bottom area with emphasis on maintaining and preserving a variety of long-range agricultural options for the area.

CO-s The County should develop area land use plans for major recreation and resource areas, such as the Hat Creek Valley between State Highway 299 and Lassen Park and the Sacramento River Canyon from Shasta Lake north to the Siskiyou County line. The intent of such plans will be to recognize the significant natural resource setting from recreation, resource, and economic perspectives.

CO-t Infill development is encouraged for those areas served by community water and sewer service to maintain and improve air quality, conserve energy, and maximize use of the transportation network and other existing infrastructure.

CO-u Commercial development in the Churn Creek Bottom area shall be strictly limited to the I-5 interchange/Knighton Road intersection.

CO-v The average density for lands designated RA within the Centerville Community Services District shall not exceed one residence per three acres.

CO-w The County shall determine appropriate commercial/industrial building intensity through the use of building setbacks, floor areas, heights, and parking/loading requirements as well as related site/building design standards.



CO-x Any proposal for a new town or major residential or mixed use development shall require the development of a specific plan financed by the project proponent. Approval of the specific plan by Shasta County will be required before the project can be initiated or developed.

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