



# SACRAMENTO COUNTY GENERAL PLAN OF 2005-2030



*Draft  
May 30, 2007*

County of Sacramento  
Municipal Services Agency  
Planning and Community Development Department





# Sacramento County General Plan

*Draft*  
May 30, 2007

## County of Sacramento Planning and Community Development Department

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# General Plan

# **Agricultural Element**

*Draft*  
May 30, 2007

**County of Sacramento**  
Planning and Community Development Department



# SACRAMENTO COUNTY GENERAL PLAN AGRICULTURAL ELEMENT

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# **SACRAMENTO COUNTY GENERAL PLAN AGRICULTURAL ELEMENT**

## **SECTION I**

### **INTRODUCTION**

#### **Goals**

The Sacramento County (County) General Plan provides for growth and development in the unincorporated area through the year 2030. Portions of the Plan contain policies for urban development including urban communities and the infrastructure necessary to serve them. Other sections of the Plan describe strategies to recognize and preserve areas of open space and natural resources. As a whole, the Plan reflects a balance between the amount and location of land uses in urban areas and those to remain in a rural or natural setting.

Agricultural production in Sacramento County remains a significant contributor to the local economy. In addition to the almost \$300 million in annual production value, there are hundreds of jobs directly tied to that production and thousands more that are impacted indirectly in the production, processing, transportation, and marketing of those commodities. It is estimated that there is approximately a four to one ratio for crops grown in this region, so \$300 million in production value is actually a \$1.2 billion impact on the local economy. Other benefits of agriculture include quality of life, open space contribution and management of habitat for wildlife.<sup>1</sup>

Most of the land outside the urban area is used for agricultural purposes and agriculture is the planned continuing land use. Just as the General Plan has policies designed to make the planned urban land uses develop and function, the General Plan should also reflect policies on how the County will support, as well as appropriately regulate, the use of agricultural land.

The goal of this element is to protect the County's agricultural lands and maintain the productivity of these lands. This Element includes a new "Agri-tourism" component, which promotes continued economic viability of agricultural activities throughout the County.

Agriculture provides nearly all of society's food and is an important provider of open space, especially in the vicinity of metropolitan areas. Sacramento County has recognized the key importance of agricultural issues by incorporating this agricultural element into its general plan update. This element is intended to promote achievement of two general goals:

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<sup>1</sup> Correspondence from the County Agricultural Commissioner, July 8, 2004.  
County of Sacramento General Plan

- protection/maintenance of the County's agricultural lands, their agricultural productivity and natural resource benefits they provide, and
- promote/support farming and related industries as a strong and viable sector of the economy of a rapidly urbanizing county.

## **Background**

The Agricultural Element was initially prepared by the Sacramento County Agricultural Element Advisory Committee (Committee) in 1993, made up of county farmers, ranchers, and agricultural officials. The Committee consisted of the following members:

John Greber  
Hog Farmer  
Elk Grove

Jay Schneider  
Rancher  
Sloughhouse

John Lewallen  
Farmer  
Walnut Grove

Peter Struffenegger  
Farmer  
Herald

John Mulrooney  
Farmer  
Galt

Case Van Steyn  
Dairy farmer  
Elk Grove

Art Perham  
Rancher  
Elk Grove

Eric Vink  
American Farmland Trust  
San Francisco

Peter Rooney  
Rancher

Mark White, Kerry Steele  
U.S. Natural Resource Conservation  
Service

Sacramento

Sacramento

## **Relationship to Other Elements**

The Agricultural Element is coordinated with several other elements of the General Plan. It interacts primarily with the policies of the Land Use, Open Space, and Conservation Elements. The Land Use Element addresses agricultural land uses including Agricultural-Residential and Agricultural-Industrial development as well as potential urban expansion into existing agricultural areas. Land acquisition for preservation, trails and greenbelts are addressed in the Open Space Element. The Conservation Element has policies and implementation measures for soil preservation, groundwater depletion and quality, surface water quality, natural preserves and



mitigation areas. Other related Elements include Safety (flooding issues) and Economic Development (agri-tourism). To avoid duplication, policies contained in those elements that affect agriculture are not repeated in this element. However, appropriate cross-referencing is included in this element. It is important to note that the Agricultural Element must be read and understood in the context of the rest of the General Plan. The Plan does provide for the planned conversion of some agricultural land to urban uses. It also provides for areas of permanent open space and contains comprehensive strategies and requirements for both urban and non-urban land uses.

### **Organization**

The remainder of this element consists of two sections, one focusing on protection of farmlands and agricultural resources, and one focusing on strengthening the county's agricultural economy.

# SACRAMENTO COUNTY GENERAL PLAN AGRICULTURAL ELEMENT

## SECTION II

### FARMLAND AND AGRICULTURAL RESOURCE PROTECTION

**GOAL:**        **Protect important farmlands from conversion and encroachment and conserve agricultural resources.**

#### INTRODUCTION

Farmland is the fundamental agricultural resource. Urban development, wildlife preserves, and outdoor recreation facilities are encroaching upon farmlands. With rare exceptions, conversions of farmland to nonfarm uses are irreversible. Farmland conversions affect agricultural productivity directly by reducing the farmland base, and indirectly by increasing production costs or reducing yields on neighboring farmlands. Farmland losses reduce the ability of the county to supply food to local and export markets. The cumulative effects of individual farmland conversions include urban growth inducement, unstable rural real estate markets, world competition for existing markets, low commodity prices, and reduced viability of the local agricultural economy.

The converse relationship is also true: lack of viable agricultural productivity tends to lead to conversions of land to other, often conflicting uses. The real or perceived lack of viability may be caused by many factors including: growth pressures, unstable or reduced real estate values, cost of water or energy, government regulation, low commodity prices, and world competition for existing markets.

The California Department of Conservation utilizes a classification system that combines technical soil ratings and current land uses to determine important farmland categories throughout the State. The *Prime Farmland* category describes farmland with the best combination of physical and chemical features able to sustain long term agricultural production. This land has the soil quality, growing season, and moisture supply needed to produce sustained high yields. Land must have been used for irrigated agricultural production at some time during the four years prior to the mapping date. *Farmland of Statewide Importance* is farmland similar to Prime Farmland but with minor shortcomings, such as greater slopes or less ability to store soil moisture. Land must have been used for irrigated agricultural production at some time during the four years prior to the mapping date. *Unique Farmland* is farmland of lesser quality soils used for the production of the state's leading agricultural crops. This land is usually irrigated, but may include nonirrigated orchards or vineyards as found in some climatic zones in California. Land must have been cropped at some time during the four years prior to the mapping date.

*Farmland of Local Importance* is either currently producing crops or has the capability of production. This farmland category is determined by each county's board of supervisors and a local advisory committee. For Sacramento County, this classification refers to lands which do not qualify as Prime, Statewide, or Unique designation but are currently irrigated crops or pasture or nonirrigated crops; lands that would be Prime or Statewide designation and have been improved for irrigation but are now idle; and lands which currently support confined livestock, poultry operations, and aquaculture.

Lands with intensive agricultural investments are those lands that include a large economic investment in the land and have an active operational practice. Examples under this category include orchards, vineyards, dairies, and other intensive livestock and poultry operations. These particular lands do not necessarily have to be located on Prime, Statewide Importance, Unique or Local Importance farmlands as described above.

Closely aligned with farmland protection measures are conservation of soil and water resources and protection of the capital investments essential to farming. Soil and water resource conservation policies are included in the Conservation Element of this General Plan. The economic viability of farming and other agricultural activities are included in Section III of this element.

Farmland resource protection is addressed in the General Plan by the policies and programs described below and intended to meet the following objectives.

- Protect prime, statewide importance, unique and local importance farmlands, and lands with intensive agricultural investments from urban encroachment.
- Retain agricultural land holdings in units large enough to guarantee future and continued agricultural use.
- Prime farmland, farmland of statewide importance, unique farmland and farmland of local importance, and farmlands with intensive agricultural investments protected from encroachment by natural resource preserves without compromising biologic diversity and habitat values.
- Protect farmlands from encroachments by recreational facilities and unlawful activities associated with use of recreational facilities.
- Increase in land under Williamson Act contracts and percentage of contract lands with nonrenewal notices stabilized or reduced.
- Reduce or eliminate groundwater cones of depression in farming areas by encouraging water conservation.
- Control wind erosion resulting from soil disturbance.
- No increase in the level or intensity of flooding of intensively farmed land.

## URBAN ENCROACHMENT

**Objective:**     **Protect prime, statewide importance, unique and local importance farmlands and lands with intensive agricultural investments (such as orchards, vineyards, dairies, and other concentrated livestock or poultry operations) from urban encroachment.**

Intent: Agriculture usually becomes less feasible when population growth and urban development encroaches onto farming areas. Urban encroachment results in increased road congestion making movement of farm equipment and crops more difficult, unauthorized and unlawful activities on farms, and increased risk of personal injury liability for farmers. Urbanization is particularly disruptive for agriculture when developments are located amid farming operations rather than contiguous with existing urban areas.

Farming next to urban areas often results in complaints regarding pesticides, dust, smoke, odors, or noise generated by accepted farming practices. Sacramento County has adopted a right-to-farm ordinance to provide legal assurance that established agricultural operations are allowed to continue, and to inform residents of areas zoned or designated for agriculture that they may be subject to inconvenience or discomfort resulting from accepted agricultural operations. This ordinance does not, however, prevent residents of farming areas from complaining about such inconvenience or discomfort.

The specific policies about separating and protecting agricultural lands and activities from urban development do not prohibit development from occurring outside of the urban area. The County General Plan recognizes the maintenance and limited expansion of existing agricultural communities and the continued development of planned agricultural-residential (ag-res) development.

### Policies:

- AG-1.     The County shall protect prime, statewide importance, unique and local importance farmlands and lands with intensive agricultural investments from urban encroachment.
- AG-2.     The County shall not accept applications for General Plan amendments outside the Urban Services Boundary (USB) redesignating prime, statewide importance, unique and local importance farmlands or lands with intensive agricultural investments to agricultural/residential or urban use (i.e., residential, commercial, industrial unless the applicant demonstrates that the request is consistent with the General Plan Agriculture-Residential expansion policies (please refer to Land Use Element Policies regarding Agriculture-Residential uses).
- AG-3.     The County shall permit agricultural uses on buffers, provided such uses are conducted in a manner compatible with urban uses. Buffers shall be used to separate

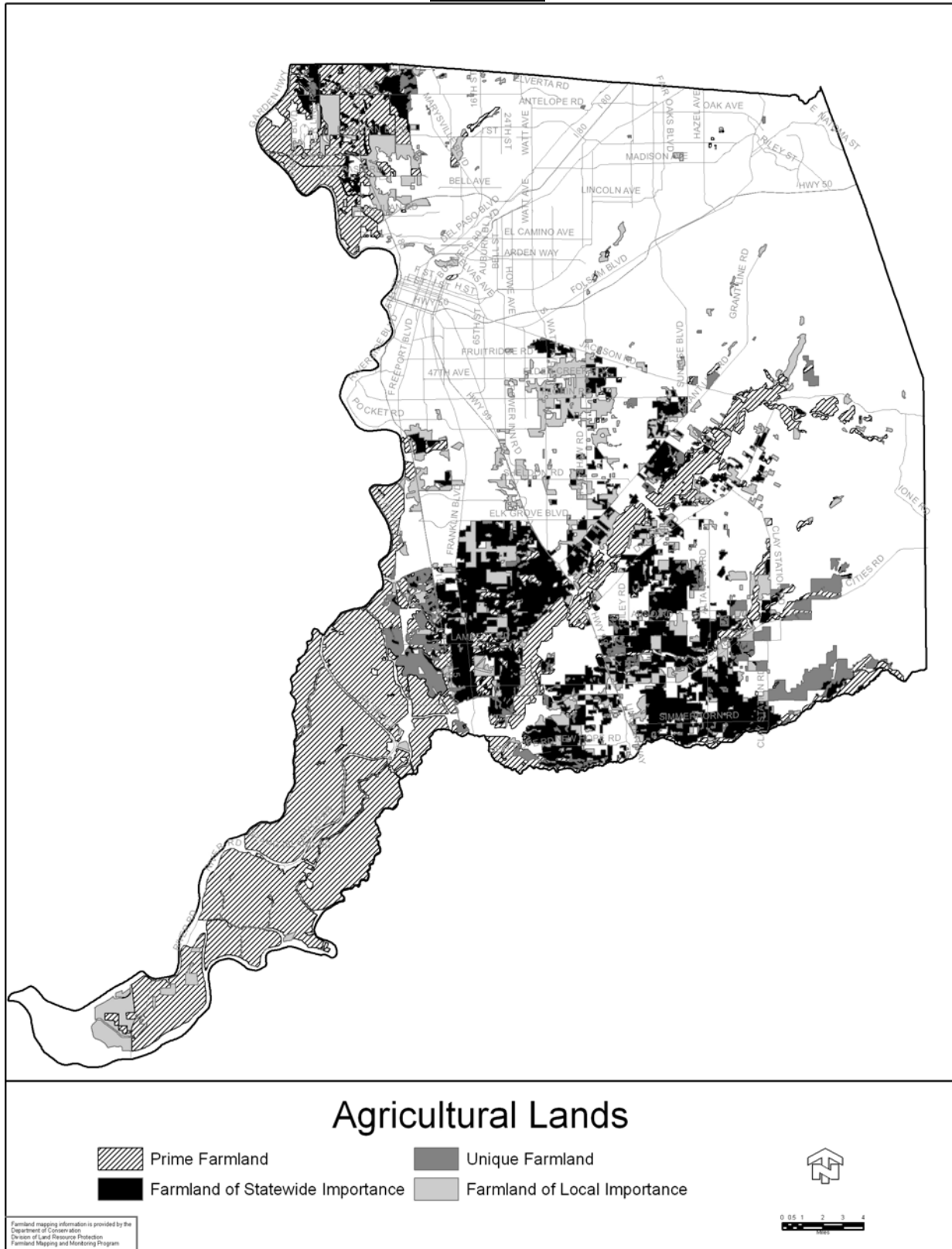
farming practices incompatible with adjacent urban uses. Any homeowners' association or similar entity within the development shall assist in determining compatible use. Buffers shall not adversely conflict with agricultural uses on adjoining property.

- AG-4. Prospective buyers of agricultural land or property adjacent to agricultural land shall be notified through the title report that they could be subject to inconvenience or discomfort resulting from accepted farming activities as per provisions of the county right-to-farm ordinance.
- AG-5. Mitigate within Sacramento County the loss of prime, statewide importance, unique and local importance farmlands or lands with intensive agricultural investments through the specific planning process and individual project entitlement requests to provide in-kind protection (must be an equal or higher farmland category), such as easements for agricultural purposes of nearby farmland.

Implementation Measures:

- A. Prepare a map of the county's prime, statewide importance, unique and local importance farmlands and lands with intensive agricultural investments, using the California Department of Conservation's definition of prime, statewide importance, unique and local importance farmlands and defining lands with intensive agricultural investments to include orchards, vineyards, dairies, and other intensive livestock and poultry operations. (AGRICULTURAL COMMISSIONER)
- B. Prepare a resolution for Board adoption authorizing the Planning Department to not accept applications for General Plan amendments redesignating to urban use prime, statewide importance, unique and local importance farmlands or lands with intensive agricultural investment within the urban service boundary or lands that are not contiguous to existing urban developments. (MSA-PLANNING)
- C. Develop procedures for assessing the availability of feasible alternative sites for urban developments utilizing policies found elsewhere in this plan. In determining feasibility, exclude circumstance directly related to the applicant. (MSA-PLANNING)
- D. Develop and implement guidelines for design of buffers to be established between areas in a Permanent Agricultural Zone proposed for conversion from agricultural to urban use and adjacent farmlands. Develop and implement procedures for evaluating site-specific buffer proposals and making recommendations to the County Planning Commission. Title to buffer areas may be transferred to the County or other appropriate entity, but shall be credited to the proposed development as open space. Buffer design criteria shall include, but not be limited to, the following:

**FIGURE 1**





- Buffers shall generally consist of a physical separation 300-500 feet wide including roadways;
  - Narrower buffers may be approved depending on the natural features of the buffer, applicable specific plan policies, and on the relative intensities of the proposed urban use and the adjacent agricultural use; and
  - Buffers shall be established on the parcel proposed for development and be fenced along its urban side and posted against trespass. (MSA-PLANNING)
- E. Develop and implement guidelines for maintenance of buffers including, but not limited to, the following criteria:
- The County, a homeowners association, or other appropriate entity shall maintain buffers to control litter, fire hazards, and pests;
  - Compatible agriculture shall be allowed on buffers; and
  - Buffers shall be continued/maintained once agricultural uses on all adjacent parcels have permanently ceased. (MSA-PLANNING)
- F. Review and update as necessary the County Right-to-Farm Ordinance every five (5) years to ensure it reflects changing issues and continues to protect agricultural uses. (AG COMMISSIONER)
- G. Amend the County Right-to-Farm Ordinance to implement Policy AG-4. This requirement shall also be a condition of approval to record the Right-to-Farm Ordinance for parcel and subdivision maps located in agricultural zoning. (MSA-PLANNING, AG COMMISSIONER)
- H. Erect signs on County roads adjacent to agricultural roads warning motorists that they may encounter slow-moving vehicles and to use caution. (MSA-DOT)
- I. Actively encourage participation by rural residents of county in crime prevention programs. (SHERIFF-RURAL CRIMES TASKFORCE)
- J. Coordinate with the Assessor's Office to distribute a notice to properties near agricultural operations about the Right-to-Farm Ordinance in the annual tax bills. (AGRICULTURAL COMMISSIONER)

## AGRICULTURAL ZONING

**Objective:**     **Retain agricultural land holdings in units large enough to guarantee future and continued agricultural use.**

Intent: Sacramento County's zoning consistency program requires zoning in the General Plan agricultural land use categories to be large-lot exclusive agricultural zones. The following policies provide guidance on appropriate minimum parcel sizes and the division of agricultural parcels.

Although they relate minimum parcel size to soil capability classes, it is important to emphasize that the policies do not necessarily presume that it is possible to support economically viable farming operations on 20, 40, 80 or 160 acre farming units. This may be true in certain instances involving specified crops or animal husbandry operations, but for the most part substantially larger acreage is necessary to sustain a farming enterprise. The minimum sizes established by these policies reflect a balance between the need to maintain economic farming units, provide some flexibility and options for landowners, and recognize that larger minimums would render numerous preexisting parcels nonconforming.

There is increasing interest in splitting large agricultural holdings into tracts of minimum size lots intended for buyers whose primary interests are large estates, speculation, or other non-farming priorities. To the extent that this occurs with regularity, it may undercut efforts to maintain agriculturally productive land.

Policies:

AG-6. Require agricultural land divisions to meet the following minimum parcel sizes:

<u>General Plan Land Use Category</u>	<u>Minimum Parcel Size</u>
Agricultural Cropland	
NRCS Soil Classes I and II	40 acres
NRCS Soil Classes III and IV	80 acres
General Agriculture 20	20 acres
General Agriculture 80	80 acres
Agriculture Urban Reserve	10 acres

AG-7. Agricultural zoning district boundaries shall be rational and shall respect parcel boundaries.

AG-8. Agricultural land divisions shall not adversely affect the integrity of agricultural pursuits. Agricultural land divisions may be denied if the reviewing authority finds that the division of land is likely to create circumstances inconsistent with this policy.

Implementation Measure:

A. Evaluate minimum parcel sizes necessary for sustained agricultural productivity on NRCS soil classes I through IV, and amend Policy AG-6 according to the results of that analysis. (MSA-PLANNING, AG COMMISSIONER and MSA-DERA)

## ENCROACHMENT BY NATURAL RESOURCE PRESERVES

**Objective:** Prime farmland, farmland of statewide importance, unique farmland and farmland of local importance, and farmlands with intensive agricultural investments are to be protected from encroachment by natural resource preserves without compromising biologic diversity and habitat values.

Intent: In addition to encroachments by urban developments, county farmlands are potentially threatened by conversion to wildlife refuges, regulations curtailing agricultural practices to protect adjacent natural resource preserves, and adverse public use impacts associated with outdoor recreational facilities and trails. Disruption of one resource value for another is a historic pattern of land development in the County. For example, the existing Stone Lakes National Wildlife Refuge could convert areas of prime, statewide importance, unique and local importance farmlands and farms with intensive agricultural investments to wildlife habitat and lead to additional spraying controls on remaining nearby farmland.

However, progress has been made in balancing farmland protection in concert with habitat preservation so as to maintain the County's multiple natural resource values; which is the keystone for many of the policies proposed in this General Plan Element. Wildlife friendly farming is being fostered along the Cosumnes River Preserve through partnerships between local landowners, nonprofit organizations and the U.S. Fish and Wildlife Service (USFWS). These farming practices include using organic pesticides, allowing crops to sit longer than typical growing seasons, planting crops that serve as valuable habitat and creating food plots solely for wildlife. This partnership is an attempt to restore a fraction of the County's multiple resource bases. Another example of this type of partnership is the federal Safe Harbor Program. This program allows farmers to enter into an agreement with the USFWS to carry out and maintain certain habitat enhancements on portions of their property for a specified amount of time. If a listed species moves onto the property during this time, the farmer is not subject to any additional restrictions under the Endangered Species Act.<sup>2</sup>

### Policies:

- AG-9. The County shall balance the protection of prime, statewide importance, unique and local importance farmlands and farmlands with intensive agricultural investments with the preservation of natural habitat so as to protect farmland and to conserve associated habitat values.
- AG-10. Cooperation shall be encouraged between landowners of prime, statewide importance, unique and local importance farmlands or land with intensive agricultural investments and landowners of natural resource preserves, including mitigation banks, mitigation sites, and wildlife refuges, so that both habitat preservation and standard farming practices mutually benefit.

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<sup>2</sup> Description of Safe Harbor Program from the Yolo County Agricultural Element, November 2002.  
[http://www.yolocounty.org/org/PPW/planning/general\\_plan\\_documents.htm](http://www.yolocounty.org/org/PPW/planning/general_plan_documents.htm)

- AG-11. The County will cooperate with landowners of agriculturally zoned properties to promote the placing of natural preserve/mitigation amenities on land, such as trees and other biota enhancing improvement, by making sure amenities are assets to both the natural preserve/mitigation areas and agriculture practices.
- AG-12. Indemnification against property losses from recreational users shall be provided to agricultural property owners adjacent to mitigation banks, environmental mitigation sites, wildlife refuges, or other natural resource preserves provided loss is proven to be a direct and exclusive result of new recreational access provided by the establishment of, and occurring through, such sites, and provide law enforcement access to such sites.
- AG-13. Initiate intergovernmental agreements with State and Federal Wildlife management authorities in order to mitigate loss of prime, statewide importance, unique and local importance farmlands or land with intensive agricultural investment due to natural habitat conversion.
- AG-14. The County shall pursue opportunities to create mitigation banks, environmental mitigation sites, wildlife refuges, or other natural resource preserves wherein substantial agricultural activities that are compatible with protection of high habitat values continue, but incompatible activities and conversion for development are precluded by conservation easements.
- AG-15. Maintain private ownership by coordinating with non-profit organizations to acquire conservation easements for preserving farmlands.

Implementation Measures:

- A. Minimize impacts on agricultural production resulting from establishment of County wildlife refuges or other County natural resource preserves by selecting for such refuges or preserves lands other than prime, statewide importance, unique and local importance farmlands or lands with intensive agricultural investments and by establishing enforceable management agreements that provide for continued farming whenever possible. (MSA-PLANNING, AGRICULTURAL COMMISSIONER, ECONOMIC DEVELOPMENT)
- B. Property loss claims resulting from recreational uses located adjacent to agricultural lands shall be processed pursuant to the California Tort Claims Act (Government Code section 900 et seq.) (RISK MANAGEMENT and COUNTY COUNSEL)
- C. Develop procedures for assessing the availability of feasible alternative sites for natural resource preserves and mitigation sites. (MSA-PLANNING)
- D. In cooperation with private land conservancies, determine funding source for publicly acquired conservation easements geared to protecting farmland. (MSA-PLANNING, AGRICULTURAL COMMISSIONER, ECONOMIC DEVELOPMENT)

- E. Educate and encourage participation in the federal “Safe Harbor” program by local farmers (MSA-PLANNING, AGRICULTURAL COMMISSIONER).

### ENCROACHMENT BY RECREATIONAL FACILITIES

**Objective: Farmlands are to be protected from encroachments by recreational facilities and unlawful activities associated with use of recreational facilities.**

Intent: Demand for recreational use of open space has increased with the county's growth in population. Unauthorized use of farmlands by recreationists or by others gaining access to farmlands through public recreation facilities, has also increased. Such trespassers sometimes disturb livestock, steal or damage property, or litter the area they use. The County is establishing new public trailways in the East and South County rural areas. Such trailways could displace agricultural activities, increase the difficulty of farming adjacent lands by dividing fields or pastures, and increase the frequency of farm trespass.

Riparian refers to the transition area between a body of water (pond, lake, creek, or river) and the uplands. The plants and animals associated with the riparian area are heavily influenced by adjacent bodies of water because of water availability or disturbance due to flooding. Riparian areas often consist of trees such as oaks, willows and cottonwoods and shrubs such as wild rose, elderberry, poison oak, and blackberries. Riparian habitat can range from an open grassy bank to a closed canopy of large mature trees. Riparian habitat provides riverbank protection, erosion control and improved water quality.

Policies:

- AG-16. The County shall actively discourage unlawful activities on farmlands associated with use of public recreation facilities.
- AG-17. Recreational trails shall be designed in cooperation with adjacent property owners to minimize adverse impacts on farming practices.
- AG-18. Public recreation trails adjacent to permanent agriculture shall be designed to provide appropriate vehicle access for law enforcement needs.
- AG-19. The County encourages the preservation of prime, statewide importance, unique and local importance farmlands, including opposing any residential or commercial development for the Cosumnes River or Deer Creek riparian areas which are not compatible with agricultural uses.
- AG-20. If land within the Cosumnes River watershed is developed for non-agricultural purposes, the County should actively pursue easement dedication for equestrian trails and bikeways within such development as a condition of approval.

- AG-21. The County seeks to minimize agricultural/trail-user conflicts by recommending and seeking buffer zones between trails and nearby agricultural land and by locating trails away from the Cosumnes and Deer Creek riparian areas.

Implementation Measures:

- A. When selecting locations for County trailways, avoid whenever possible, alignments which bisect prime, statewide importance, unique and local importance farmlands and lands with intensive agricultural investment. (MSA-REGIONAL PARKS)
- B. Develop a signage program along trailways to promote education and stewardship of prime, statewide importance, unique and local importance farmlands. (MSA-REGIONAL PARKS).
- C. Erect fences or other physical barriers adequate to limit access along County trailways adjacent to agricultural lands, except where such barriers would disrupt agriculture. (MSA-REGIONAL PARKS)
- D. Review the adequacy and enforcement of the County's trespass ordinance with the intent of increasing the effectiveness of trespass control, especially where trespass originates on County-owned land. (SHERIFF, DISTRICT ATTORNEY)
- E. Provide flexible funding mechanisms for adequate law enforcement patrols of County trailways. (MSA-REGIONAL PARKS)
- F. Enforce regulation prohibiting access to County trailways between the hours of sunset and sunrise. (MSA-REGIONAL PARKS)

WILLIAMSON ACT

**Objective: Increase in land under Williamson Act contracts and percentage of contract lands with nonrenewal notices stabilized or reduced.**

Intent: The California Land Conservation Act of 1965, commonly called the Williamson Act, has long been the mainstay of Sacramento County's agricultural land preservation program. The purpose of the Williamson Act is to secure a long-term landowner commitment to maintain farmland in agricultural uses in exchange for assessment of the land based upon use rather than market value.

Thirty-eight years after the program's initiation, 171,492 acres, representing 27 percent of the County has been placed under contract.

Because of the County's growing demands for urban development, maintenance of a strong agricultural sector requires stable land use patterns in the County's important farming areas. The General Plan policy structure is largely supported by a boundary demarking the difference



between urban and rural land uses, known as the Urban Services Boundary (USB). Maintenance and expansion of contracted land outside the USB strengthens the County's planning objectives of concentrating growth so as to be efficiently serviced and to preserve agricultural lands. However, Sacramento County's recent urban growth surge and landowner desires to sell their agricultural land are contributing to a decline in Williamson Act contracts since 1989.<sup>3</sup> These contracts are essential toward maintaining an assemblage of working agriculture in Sacramento County. Sacramento County's urban growth surge has also been accompanied by a dramatic speculative increase in farmland prices and a large increase in the filing of nonrenewal notices.

Since the 1993 General Plan Update, the State Legislature has provided jurisdictions with a powerful tool to help remedy overall reduction in Williamson Act contracts, and the increase in nonrenewal notices, called Farmland Security Zones (also known as the Super Williamson Act). The Super Williamson Act gives landowners the option of replacing the original Williamson Act contract with a contract that provides greater tax benefits to landowners in return for increased commitment (minimum 20-year contract) to maintain their land for agricultural uses. Lands eligible for this program include prime, statewide importance, unique and local importance farmlands. This mechanism can help to continue the preservation of agricultural lands in Sacramento County and stabilize or reduce the number of nonrenewal notices.

The County should actively encourage new Williamson Act contracts through public information programs and consider limited application fee waivers for applicants. The County can also encourage landowners who have filed notices of nonrenewal to rescind their contracts in favor of a new contract with full tax benefits, as per California State Government Code Sections 51254-55. Additionally, establishing incentive systems to maintain Williamson Act contracts would help discourage the increasing number of non-renewal of contracts.

#### Policies:

- AG-22. The County shall actively encourage enrollments of prime, statewide importance, unique and local importance agricultural lands in its Williamson Act program.
- AG-23. Proactively discourage property owners from filing notices of nonrenewal and support and promote the rescission of notices of nonrenewal and replacement of Williamson Act contracts, pursuant to the provisions of Government Code Section 51254, in areas outside the Urban Services Boundary for which notices of nonrenewal have been filed, by establishing agriculture-friendly land use practices that include additional economic incentives, such as the Agri-tourism program described in this Element.
- AG-24. Support the state-formed program for Farmland Security Zones (also known as the Super Williamson Act).

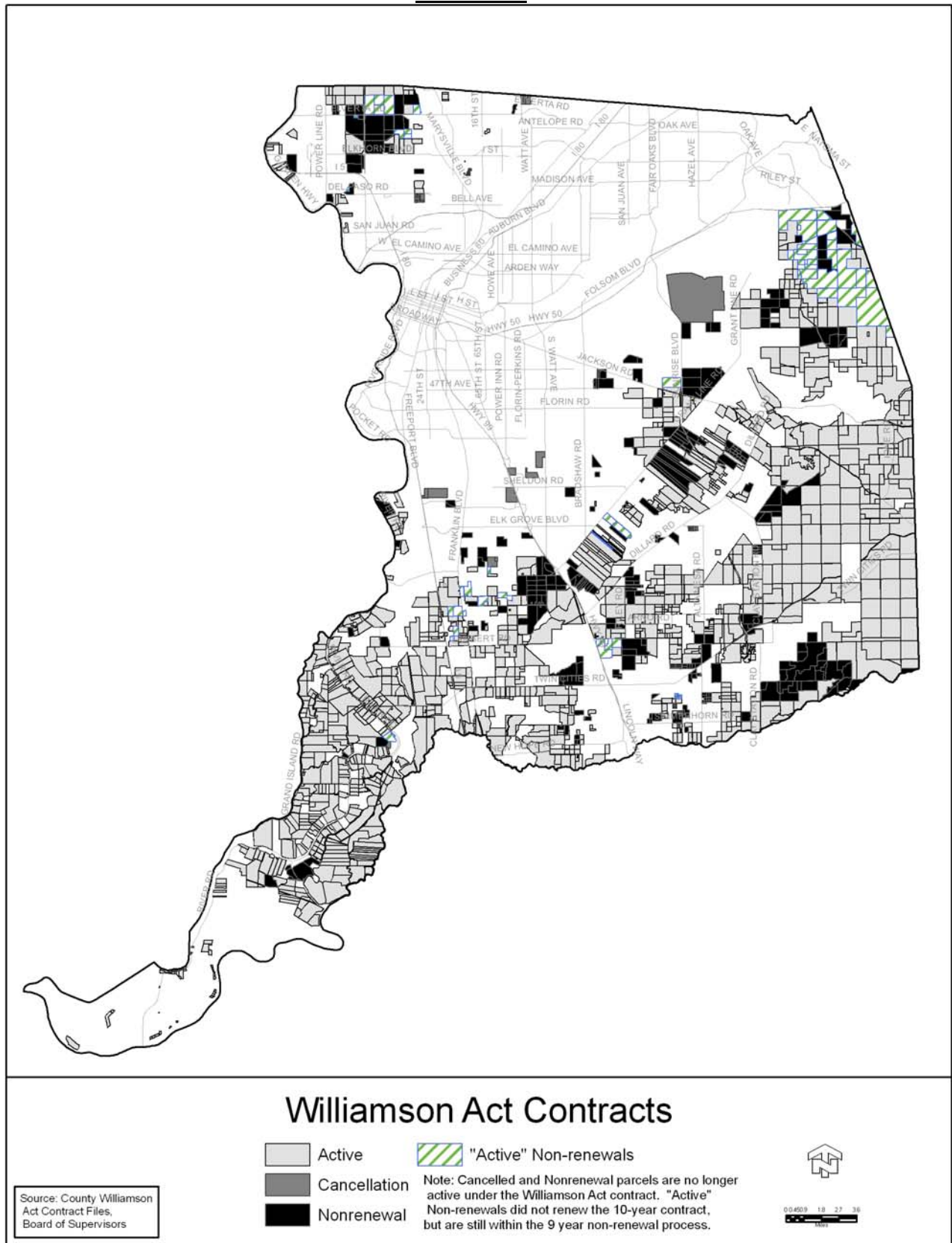
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<sup>3</sup> In 1989, approximately 253,240 acres in the County were under contract compared to approximately 171,492 acres in 2004.

Implementation Measures:

- A. Establish a Farmland Security Zones program (also known as the Super Williamson Act) for Sacramento County. Program components shall include increased tax benefits to property owners, minimum 20 year contracts, and restrictions on annexation of properties subject to contract. (MSA-PLANNING, ASSESSOR, AGRICULTURAL COMMISSIONER)
- B. Prepare and distribute a brochure to property owners with Williamson Act contracts and property owners eligible to enter into contracts. The brochure should explain County Williamson Act policies and effects of nonrenewal. (MSA-PLANNING, ASSESSOR, AGRICULTURAL COMMISSIONER)
- C. Make periodic presentations on Williamson Act benefits and County open space policy to farm groups, rural community councils and other appropriate forums. (MSA-PLANNING and ASSESSOR)
- D. Authorize waiver of application fees for limited period in conjunction with Williamson Act promotions. (MSA-PLANNING)
- E. Continue to update and monitor agricultural preserves within the County using the County's Geographic Information System. (MSA-PLANNING and AGRICULTURAL COMMISSIONER)
- F. Upon establishment of the County's Agri-tourism program, the current County Williamson Act Resolution shall be amended to allow agriculture-friendly uses consistent with the state program (MSA-PLANNING AND AGRICULTURAL COMMISSIONER).
- G. Work with the Department of Conservation, Sacramento County Farm Bureau, Cattlemen's Association and other affected stakeholders to revise lists of permitted and compatible uses for the Sacramento Williamson Act Resolution and contract in order to clarify allowed open space and passive recreational uses on Williamson Act lands, consistent with the state program (MSA-PLANNING AND AGRICULTURAL COMMISSIONER).

**FIGURE 2**



## GROUNDWATER DEPLETION, WATER QUALITY AND WATER CONSERVATION

**Objective:**     **Reduce or eliminate groundwater cones of depression in farming areas by encouraging water conservation.**

**Intent:** Groundwater depletion has caused pumping costs to increase in some farming areas south of the American River in the South County. Increasing pumping costs have reduced the viability of farming in these areas where substantial urban development is planned. Such developments could increase demands on local aquifers unless alternative surface water supplies are made available to them.

The California Department of Health Services has established California water recycling criteria (known as Title 22) for various purposes, including agriculture. The Sacramento Regional County Sanitation District (SRCSD) is working with a variety of partners regarding the use of recycled water in the south Sacramento County agriculture area. This program would supply secondary recycled water from the Regional Treatment Plant in Elk Grove to approximately 700 to 2,000 acres of land south of Lambert Road and would be used on non-edible crops, such as alfalfa. This program serves the dual purpose of reducing groundwater usage in the area while also providing habitat for Swainsons Hawk.<sup>4</sup>

### Policy:

AG-25.     The County shall actively encourage groundwater recharge, water conservation and water recycling by both agricultural and urban water users.

### Implementation Measures:

- A.     Promote, through educational and technical assistance programs, adoption of water conservation and water recycling measures, including programs established in the Sacramento Regional County Sanitation District's Water Recycling Master Plan. (MSA-DWR, MSA-DWQ, MSA-DOT)
- B.     In cooperation with SRCSD, the County shall explore innovative ways to encourage groundwater recharge in agricultural areas. (MSA-WATER RESOURCES, MSA-PLANNING)
- C.     Develop a cooperative education and implementation program with the National Resource Conservation Service, the South Sacramento-Amador Water Quality Alliance, the Sacramento Valley Water Quality Coalition and UC Cooperative Extension to encourage filter strips and hedgerows in agricultural areas that would benefit both agricultural practices and habitat. (MSA-PLANNING, AGRICULTURAL COMMISSIONER)

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<sup>4</sup> Sources include: SRCSD Board staff report dated February 8, 2006, conversation with Helen Lu, DWQ, and the California Section of the WaterReuse Association ([www.watereuse.org](http://www.watereuse.org)).

## WIND EROSION

### **Objective:    Reduced soil erosion.**

**Intent:** The Delta area of the county has a high concentration of light-textured soils highly susceptible to wind erosion. Tillage and other farming operations increase the rate of wind erosion and the amount of airborne dust. The Conservation Element includes a policy recommending tillage practices to reduce soil losses. The following policy would assist farmers in reducing wind erosion and airborne dust.

### **Policy:**

AG-26     The County shall actively encourage conservation of soil resources.

### **Implementation Measure:**

- A.    In conjunction with the Air Quality Management District and the Natural Resource Conservation Service, develop and implement voluntary best management practices guidelines for farming operations on highly erodible soils (Please also refer to the Soil Resources section of the Conservation Element in this General Plan).  
(AGRICULTURAL COMMISSIONER)

## FARMLAND FLOODING

### **Objective:    No increase in the level or intensity of flooding of intensively farmed land.**

**Intent:** Many of the county's farmlands are prone to flooding, particularly in the southern portion of the county. An extensive system of levees and pumps has been developed to reduce flood damage in these areas. Rapid urbanization in Sacramento, Placer, and El Dorado Counties, however, has increased the proportion of land covered by impervious surfaces and channelization of natural streams. Increased runoff and channelization reduce the time required for storm waters to reach sea level. As a consequence, storms result in higher peak flows and more flooding than previously. The Conservation Element includes policies to require developers to develop runoff control strategies for, and to incorporate runoff control measures into new developments. The following policy is intended to ensure that urban developments in the county do not increase flood damage in the county's farming areas.

### **Policy:**

- AG-27     The County shall minimize flood risks to agricultural lands resulting from new urban developments by:
- Requiring that such developments incorporate adequate runoff control structures and/or

- Assisting implementing comprehensive drainage management plans to mitigate increased risks of farmland flooding resulting from such developments.

Implementation Measure:

- A. Require as a condition for project approval that developments in newly urbanizing areas of the county either:
- Incorporate runoff control measures adequate to contain the additional runoff from a 24-hour storm event with a 100-year recurrence interval that the project site would generate after it is developed, relative to the runoff from such a storm generated by the site before development, or
  - Conform to applicable standard conditions implementing comprehensive flood management plans. (MSA-DWR)



# **SACRAMENTO COUNTY GENERAL PLAN AGRICULTURAL ELEMENT**

## **SECTION III**

### **ECONOMIC VIABILITY OF AGRICULTURE**

**GOAL:**        **Enhanced viability of Sacramento County's agricultural economy.**

#### **INTRODUCTION**

This section provides a policy framework to strengthen Sacramento County's agricultural industries. Although County agencies have limited capability to affect the economic viability of farming directly, the County indirectly affects the socioeconomic conditions under which farmers operate through its Zoning Code, ordinances, taxation powers, and the programs of various County departments.

Economic viability of farming is addressed in the General Plan by the policies and programs discussed in this section, which are directed toward the following objectives.

- Reduce crop and livestock productivity losses resulting from noxious weed infestations and wildfires.
- Increase flexibility and accountability for farmers to provide on-farm housing for relatives and other employees who work on the farm.
- Reduce the costs and difficulty of obtaining permits for construction of accessory farm buildings in floodway fringe areas.
- Support Agri-tourism in the County that will: (a) Protect, conserve and enhance agribusiness operations in Sacramento County for economic sustainability and viability; and (b) Promote the visibility of the farms, ranches and properties participating and working towards protecting and sustaining agriculture in Sacramento County.
- Increase the equity of assessments on agricultural lands for services that primarily benefit urban residents.

## PEST AND FIRE HAZARD CONTROL

**Objective:**     **Reduced crop and livestock productivity losses resulting from noxious weed infestations and wildfires.**

Intent: Noxious weeds infest croplands and grazing lands and reduce their productivity. Noxious weeds often disperse from roadside populations. Noxious weed control is being addressed via the County's noxious weed program.

Idled crop lands that have deteriorated from lack of management can cause problems for adjacent farmlands by providing sites for buildup and dispersal of crop pest populations. Similarly, populations of rodents and other herbivores often increase on unmanaged lands and result in increased crop depredation on adjoining farms. Unmanaged grazing lands often produce heavy accumulations of highly flammable herbaceous matter. Improved pest and fire control measures on idled lands in farm areas would increase farm productivity.

### Policies:

- AG-28.     Provide a plan focused on noxious weed control in agricultural areas.
- AG-29.     Control agricultural losses caused by pests and fires resulting from lack of management of idled farmlands.

### Implementation Measures:

- A.     In cooperation with UC Cooperative Extension, implement a noxious weed control program focusing on roadsides in agricultural areas.     ( MSA-DOT)
- B.     In cooperation with UC Cooperative Extension, publish and distribute annually a bulletin identifying important and emerging weed pests and delineating weed problem areas in the county.     (AGRICULTURAL COMMISSIONER)
- C.     In cooperation with UC Cooperative Extension, provide farmers with technical assistance in weed control.     (AGRICULTURAL COMMISSIONER,)
- D.     In cooperation with UC Cooperative Extension, adopt and enforce an ordinance establishing pest and fire management standards for idled lands in or adjacent to Permanent Agricultural and Agricultural-Residential zones.     (AGRICULTURE COMMISSIONER, MSA-PLANNING)

## FARM HOUSING

**Objective:**     **Increased flexibility and accountability for providing on-farm housing for relatives and other employees who work on the farm.**

Intent: Many farms require on-site housing of farm employees. The County Zoning Code allows one accessory dwelling per 5 acres in Permanent Agricultural zones (i.e., AG-160, AG-80, AG-40, and AG-20), provided that such dwellings are occupied by at least one employee who receives a major portion of his or her income from such on-site employment. The Zoning Code, however, contains no provisions to facilitate verification that accessory dwellings are bona fide agricultural employee residences. A maximum density of one accessory dwelling per 5 acres could encourage developers or other landowners to establish residential settings for nonfarmers in Permanent-Agricultural zones indistinguishable from housing in Agricultural-Residential zones. Such housing is incompatible with intensive commercial agriculture. Consequently, an amendment to the Zoning Code is required to enable the County to prevent abuse of the code's agricultural accessory dwelling provision.

### Policy:

AG-30.     The County shall allow construction and occupancy of agricultural accessory dwellings provided that such dwellings provide living quarters for full-time, on-site agricultural employees.

### Implementation Measures:

- A.     Review projects to ensure that the following requirements are met as conditions for construction of accessory dwelling units in Permanent Agricultural zones:
- Records verifying employment of farm workers must be provided by the applicant;
  - Lot reductions and parcel splits are not permitted for the purpose of siting accessory dwelling units; and
  - accessory dwelling units should be sited to minimize disruption of farming operations, avoid conversions of productive farmland, and take maximum advantage of existing facilities including utilities and driveways. (MSA-PLANNING)

## NONRESIDENTIAL ACCESSORY FARM STRUCTURES ON FLOODPLAINS

**Objective:**     **Reduced cost and difficulty of obtaining permits for construction of accessory farm buildings in floodway fringe areas.**

Intent: Farmers who want to construct nonresidential farm structures in the non-floodway portions of floodplains are required by the County under the California Environmental Quality Act (CEQA) to prepare or have prepared initial studies to determine whether such structures could cause significant environmental effects. Initial studies prepared for such structures in Sacramento County, however, have never identified potentials for significant environmental effects. Preparing initial studies is expensive and time-consuming. This issue primarily affects farmers in the Delta, Stone Lakes, and Cosumnes River areas of the county. The following policy seeks to ease the regulatory processes governing the building of farm accessory structures.

Policy:

AG-31. Allow, with the simplest regulatory and administrative procedures possible, the construction of non-residential farm accessory buildings in the floodway fringe provided such structures do not obstruct flood flows or impair public safety.

Implementation Measure:

A. Evaluate County ordinance to implement Federal Emergency Management Agency requirements to simplify the application process for constructing non-residential farm accessory buildings in the floodway fringe. Consider and pursue the adoption of state and federal legislation, as appropriate. (MSA-PLANNING, DWR)

AGRI-TOURISM ON AGRICULTURAL LANDS

**Objective: Protect, conserve, and enhance agribusiness operations in Sacramento County for economic sustainability and viability.**

**AND**

**Promote the visibility of the farms, ranches, and properties participating and working towards protecting and sustaining agriculture in Sacramento County.**

Intent: Defined as the overlap between agriculture and tourism, Agri-tourism is an activity, enterprise, or business that combines primary elements and characteristics of Sacramento County agriculture and tourism and provides an experience for visitors that stimulate economic activity and contributes to farm, ranch, and community income. Agri-tourism is a tool to assist the long-term economic sustainability, diversity and viability for some of the County's agricultural industry.

Currently, the County Zoning Code prohibits or severely restricts many Agri-tourism activities. For instance, the Zoning Code prohibits farmstand operators in agricultural zones from selling crops grown off the premises unless a conditional use permit is granted. Farmstand operators usually need to provide a large variety of fruits and vegetables throughout the year to attract and maintain customers.

In order to facilitate the wide array of tastes and resource opportunities of the agricultural community and County population, a diverse Agri-tourism enterprise must be created. An Agri-tourism program should be established by working with a variety of quasi-government organizations, nonprofits and other organizations to develop the framework of the program.

While Agri-tourism can serve as an important economic tool for the agricultural community, these types of uses must supplement, not replace, primary agricultural production. In addition, the potential impacts from these activities (such as increased traffic, number of visitors) on neighboring property owners and their agricultural operations must be minimized.

If Agri-tourism is to be successful, farmers, ranchers, participating landowners, and the County will need to develop an outreach campaign. The purpose of public awareness will be to introduce and maintain the presence of and need for preserving the quality of the agricultural land base, protecting the diversity of soils, and promoting the products in an agriculturally friendly manner. It can also serve to educate visitors and tourists about respecting the primary agricultural use of the land, as well as landowners' right to farm and use of the road.

The policies and implementation measures that follow outline the key components and provisions for the creation of an Agri-tourism Program for Sacramento County. The program shall be developed in phases for different geographical sections of the County. This will allow for a planning process that focuses on the specific opportunities and needs of the different agricultural areas of the County. The first phase of the program will address the Delta region. The Delta has many strong opportunities for a variety of Agri-tourism uses including, but not limited to, agriculture, historical and cultural education, habitat protection and recreation. The Agri-tourism program can build on the branding effort currently underway in the Delta, which includes a proposed "Discover the Delta" information center and installation of several "Entering the California Delta" road signs at major entry points.<sup>5</sup> Any regulations and provisions established for this first phase of the program must be consistent with the Delta Protection Commission's *Land Use and Resource Management Plan for the Primary Zone of the Delta*, adopted February 23, 1995.

#### Policies:

AG-32. The County shall support a variety of Agri-tourism uses that encourages economic sustainability while still respecting and promoting the primary agriculture use of the land.

AG-33. The County shall support Agri-tourism for different geographical areas of the County that includes categorical definitions for intensity and type of uses that allow for flexibility in agricultural practices and market opportunities while paying particular attention to compatibility with surrounding uses.

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<sup>5</sup> Information from the Discover the Delta organization. [www.discoverthedelta.com](http://www.discoverthedelta.com)

- AG-34. The County shall coordinate with quasi-government organizations, nonprofits, and other organizations to assess and evaluate market attractions as well as inventory, provide new and expanded tourism based economic opportunities for farmers and ranchers, discuss any public safety or liability concerns and provide staff resources for education and technical support if requested.

Implementation Measures:

- A. Develop a County Agri-tourism Program that includes, but is not limited, to the following components. This program shall be developed in phases for specific geographical areas, with the first phase being created for the Delta:
- Work with quasi-government organizations, nonprofits, and other organizations, including but not limited to, the Delta Protection Commission, Sacramento County Farm Bureau, UC Cooperative Extension and Discover the Delta to develop the framework for the Agri-tourism program. (MSA-PLANNING, ECONOMIC DEVELOPMENT, AGRICULTURAL COMMISSIONER).
  - Amend zoning code to add provisions for agri-tourism uses. These amendments shall include regulations for uses allowed by right and uses that must go through discretionary review (such as a use permit). These uses must be related to and supplement, not replace, the primary agricultural use of the property. (MSA-PLANNING, ECONOMIC DEVELOPMENT, AGRICULTURAL COMMISSIONER)
  - Explore economic incentives and options regarding land use entitlement and building permit fees as part of the program. (MSA-PLANNING, ECONOMIC DEVELOPMENT, AGRICULTURAL COMMISSIONER, LDSIR).
  - Include provisions that address potential conflicts and compatibility issues with neighboring property owners and their agricultural production. (MSA-PLANNING, ECONOMIC DEVELOPMENT, AGRICULTURAL COMMISSIONER)
  - Work with the organizations identified in Implementation Measure A above to establish educational programs that promote the importance of locally-grown agricultural products. (MSA-PLANNING, ECONOMIC DEVELOPMENT, AGRICULTURAL COMMISSIONER)
- B. Review the County Right-to-Farm Ordinance to ensure the Agri-tourism program does not conflict with the provisions of the ordinance and that it continues to protect agricultural uses and landowners' right-to-farm. (MSA-PLANNING, AG COMMISSIONER)
- C. Establish a network of harvest trails utilizing existing roadways within Agri-tourism areas. Work with the organizations identified in Implementation Measure A above to determine roadway areas of unincorporated Sacramento County that will be best suited for this

network and install signage that will promote the concept. (MSA-DOT, MSA-PLANNING, AG COMMISSIONER)

## AGRICULTURAL LAND ASSESSMENTS

**Objective:**    **Increased equity of assessments on agricultural land for services that primarily benefit urban residents.**

Intent: Several of the assessment districts established to serve rural areas of the county have become increasingly urbanized in recent decades. Some of the services provided by such districts benefit urban residents more than farmers or ranchers. Additionally, some districts recently established in urbanizing areas of the county primarily to serve urban residents include agricultural lands. Examples of such urban services include fire protection, park and recreation services, and neighborhood street lighting. Tax increases and assessments levied to pay for such services are often applied on the basis of a fixed per-parcel fee. Such taxes and assessments are inequitable insofar as the proportion of costs paid by farmers exceeds the proportion of benefits received by farmers. This inequity is usually greatest when per-parcel fees are levied on vacant parcels, i.e., parcels that support a farm operation but have no residences. The following policy would increase the equity of property assessments.

### Policy:

AG-35.    The County shall ensure that proposed changes in dependent special district levies are equitable, especially where such changes could unduly increase the tax burden on owners of agricultural lands.

### Implementation Measures:

- A.    Develop and adopt procedures to review and evaluate proposed changes in dependent special district levies with respect to the equity of their sharing of costs and benefits between owners of lands in Permanent-Agricultural zones and owners of lands in other zones. (AUDITOR-CONTROLLER)
- B.    Require as a condition for adoption that proposed changes in dependent special district levies are equitable for owners of agricultural lands. (AUDITOR-CONTROLLER)





# General Plan

# **Air Quality Element**

*Draft*  
May 30, 2007

**County of Sacramento**  
Planning and Community Development Department



# **SACRAMENTO COUNTY GENERAL PLAN AIR QUALITY ELEMENT**

## **SECTION I**

### **GOALS AND POLICIES**

**GOAL:** Improve air quality to promote the public health, safety, welfare, and environmental quality of the community.

#### **MULTIDISCIPLINARY COORDINATION**

**Objective:** The integration of air quality planning with land use, transportation and energy planning processes to provide a safe and healthy environment.

**Intent:** Poor air quality in Sacramento County is largely a result of mobile source emissions. The existing transportation system encourages the use of the single-occupant automobile and does not emphasize efficient use of alternative modes of transit. Land uses in Sacramento County have been planned to accommodate the use of petroleum-fueled vehicles, instead of mass transit, or alternative transportation modes. Air quality planning can only achieve success through the implementation of land use and transportation policies that offer alternatives to automobile-oriented development and promote infill development over urban expansion.

The young and elderly are known to suffer greater threats to their health from air pollution compared to the rest of the population. Land uses, such as schools, hospitals, parks and elderly housing, should be located away from uses that generate a heavy concentration of emissions to minimize the possible effects of air pollution from both stationary and mobile sources.

#### **Policies:**

- AQ-1. New development shall be designed to promote pedestrian/bicycle access and circulation to encourage community residents to use alternative modes of transportation to conserve air quality and minimize direct and indirect emission of air contaminants.
- AQ-2. Support Regional Transit's efforts to secure adequate funding so that transit is a viable transportation alternative. Development shall pay its fair share of the cost of transit facilities required to serve the project.
- AQ-3. Buffers shall be established on a project-by-project basis and incorporated during review to provide for buffer separations between sensitive land uses and sources of air pollution or odor. The California Air Resources Board's "Air Quality and Land Use Handbook: A Community Health Perspective", and the AQMD's approved Protocol

(Protocol for Evaluating the Location of Sensitive Land uses Adjacent to Major Roadways) shall be utilized when establishing these buffers.

- AQ-4. Developments which meet or exceed thresholds of significance for ozone precursor pollutants as adopted by the Sacramento Metropolitan Air Quality Management District (SMAQMD), shall be deemed to have a significant environmental impact. An Air Quality Mitigation Plan shall be submitted to the County of Sacramento prior to project approval, subject to review and endorsement by the Sacramento Metropolitan Air Quality Management District.

Implementation Measures:

- A. Support and implement the Sacramento City/County Bikeways Master Plan and the American Disabilities Act (ADA) Transition & Pedestrian Master Plan to provide safe and convenient access throughout the County. Examine the feasibility of providing bikeway routes through employment centers that encourage bicycle commute trips. (MSA - PLANNING, MSA - DOT)
- B. The County in conjunction with the Sacramento Metropolitan Air Quality Management District shall establish an Air Quality Mitigation Program to reduce emissions. The Air Quality Mitigation Program shall address:
- The submittal requirements of the Air Quality Mitigation Plan.
  - Emission reduction measures which contribute towards reducing air pollution and improving the air quality impacts resulting from the indirect source<sup>1</sup>. Each measure shall be assigned a point value by SMAMD for reduced emissions and the indirect source shall be required to meet a minimum of 15 points.
  - An exception for projects that have already undergone the indirect source review in the development approval process.
  - A procedure to give credit for other measures required in a project that may also achieve a reduction in emissions. (MSA - PLANNING, SMAQMD)
- C. Support the AQMD's development and adoption of construction and operational indirect source rules to mitigate the air quality impacts of new development. (MSA - PLANNING, MSA - COUNTY ENGINEERING)
- D. Consider environmental justice issues as they relate to potential health impacts associated with air pollution and ensure that all land use decisions are made in an equitable fashion to protect residents, regardless of age, culture, ethnicity, gender, race, socioeconomic status, or geographic location from the health effects of air pollution.

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<sup>1</sup> Indirect source is a land use that generates or attracts mobile source activity that results in emissions of a pollutant for which there is a State ambient air quality standard.

## MOTOR VEHICLE EMISSIONS

**Objective:**     **A reduction in motor vehicle emissions through a decrease in the average daily trips and vehicle miles traveled and an increasing reliance on the use of low emission vehicles.**

Intent: Vehicular emissions vary with each operational stage of a petroleum-fueled engine. "Running exhaust emissions" occur when the engine is warm and operational. These emissions increase with increased distance and decrease with decreased distance. Reductions in emissions which result from reducing the total number of daily trips arise from two sources. Emissions when the engine is first started, or "cold start emissions" are reduced with fewer trips. Additional emissions reductions are realized by limiting emissions which occur after a vehicle is stopped. These "hot soak emissions" occur when the heat from the engine causes gasoline in the fuel system to "boil off".

Increasing the proportion of low emission vehicles and zero emission vehicles on Sacramento County roadways will help achieve clean air quality standards. The Sacramento Municipal Utilities District (SMUD) and the State of California are helping in this important approach to the problem by promoting cleaner low-emission vehicles. In addition to light-duty vehicle emissions, heavy-duty vehicles, both on-road and off-road, also contribute significantly to mobile source emissions. Policy AQ-11 supports the reduction of emissions from heavy-duty vehicles such as construction equipment.

### Policies:

- AQ-5.     Provide disincentives for single-occupant vehicle trips through parking supply with controllable access and pricing controls in areas where supply is limited and alternative transportation modes are available so as not to cause economic disruption, or through other measures identified by SMAQMD and incorporated into regional air quality attainment plans.
- AQ-6.     Provide incentives for the use of transportation alternatives, including a program for the provision of financial incentives for builders that construct ownership housing within a quarter mile of existing and proposed light rail stations.
- AQ-7.     Implement a model trip reduction program for County employees which may include, but not be limited to, flexible and compressed work schedules, commuter matching services, telecommuting, preferential carpool/vanpool parking, carpool/vanpool and transit subsidies, and all other commute alternative incentives. Require all new employment intensive development to do likewise.
- AQ-8.     Promote mixed-use development and provide for increased development intensity along existing and proposed transit corridors to reduce the length and frequency of vehicle trips.

- AQ-9. When park-and-ride facilities are requested by transit providers, the spaces provided for the park-and-ride facility may be counted as part of the total amount of parking required by the zoning code.
- AQ-10. Encourage vehicle trip reduction and improved air quality by requiring large development projects to include a mechanism for on-going funding of transportation services that help reduce the demand for existing roadway infrastructure.
- AQ-11. Encourage contractors operating in the county to procure and to operate low-emission vehicles, and to seek low emission fleet status for their off-road equipment.

Implementation Measures:

- A. Low emission vehicles should be promoted through the following implementation measures. These measures are applicable to County operations and private enterprise.
- In cooperation with SMAQMD, provide incentives and infrastructure to support and encourage use of lowest emission vehicles. Develop and implement the means to increase awareness of the availability and advantages of these vehicles.
  - Promote and support the development, operation, and commercialization of lowest emission vehicles and shuttle services by providing preferential parking, particularly for employees. Replace aging Sacramento County vehicles with new vehicles meeting the cleanest emission standard possible at the time of purchase.
  - Establish a County of Sacramento Low-Emission Vehicle & Fleet Program that requires the purchase of low emission vehicles when practical. (MSA - PLANNING, ISA - GENERAL SERVICES, BOARD OF SUPERVISORS)
- B. Support the use of demand management and pricing controls to accelerate and strengthen market-based strategies consistent with the General Plan.
- C. Work with SMAQMD, Sacramento Area Council of Governments (SACOG), and the business community to create trip reduction goals, a program to implement controls such as flexible and compressed work schedules, commuter matching services for vanshare and rideshare programs, telecommuting, preferential carpool/vanpool parking, parking pricing, transit subsidies, and other controls as may be necessary to obtain and monitor county trip reduction goals. (COUNTY EXECUTIVE, BOARD OF SUPERVISORS)
- D. Implement traffic signal preemption for transit vehicles to provide consistency and dependability in transit schedules. (MSA - DOT)
- E. Reassess Sacramento County tax policies and parking standards for maximization of *Transportation Control Measure (TCM)* effectiveness. (MSA - PLANNING, MSA - DOT)

- F. Implement and enforce the County Zoning Code Developer Transportation Systems Management provisions. (MSA - PLANNING, MSA - DOT)

## REDUCING AIR POLLUTANTS

**Objective:** Compliance with federal and state-air quality standards to reduce all air pollutants, including ozone-depleting compounds to ensure the protection of the stratospheric ozone layer.

**Intent:** Federal and state, governments have established standards and criteria for certain pollutants. Concentrations of these pollutants in excess of the standard is in violation of state and federal laws and poses a threat to public health, environmental sustainability, and the scenic beauty of the region. While poor air quality poses a serious health risk, it can also create a severe economic drain as well. Failure to attain specified emission standards by the adopted attainment date could result in federal sanctions and increased air quality permit costs and regulations for local businesses. It is tremendously important that the County work to reach set standards to improve air quality for the health and economic wellbeing of the County, the region, and the state as a whole. The County shall coordinate air quality planning and public education efforts with any other local, regional, and state agencies in order to attain these standards.

The County supports “Cool Communities” programs designed to reduce the impacts of urban heat islands<sup>2</sup> by increasing the reflectivity and emissivity of surfaces within the community, as well as using vegetative cover to shade surfaces from the sun. Cool Communities strategies are most successful when roofing, paving, and shade tree and shrub planting are used together on a wide scale to reduce the amount of heat energy absorbed by the built environment. This systematic approach reduces local ambient temperatures, energy used for air conditioning, and the potential for ozone formation in the lower atmosphere - a harmful pollutant.

Exposure to particulate pollution is linked to increased frequency and severity of asthma attacks, pneumonia and bronchitis, and premature death in people with pre-existing cardiac and respiratory diseases. The County supports efforts to reduce particulate pollution from wood burning, fugitive dust and transportation.

Ozone in the lower atmosphere creates a health hazard, but ozone in the upper atmosphere absorbs damaging ultraviolet rays and protects the earth's surface. The production of CO<sub>2</sub> and the release of "ozone-depleting" compounds such as Chlorofluorocarbons (CFC's) into the atmosphere eliminates ozone in the stratosphere. Policy measures by both the county and private sector can be implemented to comply with mandated and discretionary standards to reduce pollutants of air emissions.

### Policies:

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<sup>2</sup> Heat islands form as vegetation is replaced by asphalt and concrete for roads, buildings, and other structures. These surfaces absorb – rather than reflect – the sun’s heat, causing surface temperatures and overall ambient temperatures to rise, resulting in urban areas that are 2 to 10 °F hotter than undeveloped areas on hot days.

- AQ-12 Minimize air pollutant emissions from Sacramento County facilities and operations.
- AQ-13. Use California State Air Resources Board (ARB) and SMAQMD guidelines for Sacramento County facilities and operations to comply with mandated measures to reduce emissions from fuel consumption, energy consumption, surface coating operations, and solvent usage.
- AQ-14. Support SMAQMD's development of improved ambient air quality monitoring capabilities and the establishment of standards, thresholds and rules to more adequately address the air quality impacts of plans and proposals proposed by the County.
- AQ-15. Support intergovernmental efforts directed at stricter tailpipe emissions standards.
- AQ-16. Prohibit the idling of on-and off-road engines when the vehicle is not moving or when the off-road equipment is not performing work for a period of time greater than five minutes in any one-hour period.
- AQ-17. Promote optimal air quality benefits through energy conservation measures in new development.
- AQ-18. Require the recovery of chlorofluorocarbons (CFC's) when older air conditioning and refrigeration units are serviced or disposed.
- AQ-19. Require all feasible reductions in emissions for the operation of construction vehicles and equipment on major land development and roadway construction projects.
- AQ-20. Promote Cool Community strategies to cool the urban heat island, reduce energy use and ozone formation, and maximize air quality benefits by encouraging four main strategies including, but not limited to: plant trees, selective use of vegetation for landscaping, install cool roofing, and install cool pavements.
- AQ-21. Support SMAQMD's particulate matter control measures for residential wood burning and fugitive dust.
- AQ-22 Reduce greenhouse gas emissions from County operations as well as private development.

Implementation Measures:

- A. Identify the air quality impacts of development proposals to avoid significant adverse impacts, require appropriate mitigation measures or offset fees and submit development proposals to SMAQMD for review and comment prior to consideration by appropriate decision making bodies. (MSA - PLANNING)



- B. Require surveying of County facilities and operations including, but not limited to the use of industrial diesel IC engines, heavy construction equipment, gasoline utility engines, or boilers and reduce the emissions through electrification, use of alternative clean fuels, or catalytic controls. (CSA - EMD)
- C. Minimize solvent use and release of reactive organic gases (ROG) in asphalt paving operations performed by Sacramento County, or by paving operations requiring Sacramento County permits. (MSA - PLANNING, MSA - DOT, MSA - COUNTY ENGINEERING))
- D. Require that direct application of industrial solvents that emit ROG be done using controls consistent with ARB and SMAQMD guidelines in order to minimize ROG emissions for operations at Sacramento County Facilities, and consider requirements for commercial and industrial operations at new and modified facilities requiring County permits. (CSA - EMD)
- E. Extend the use of vapor recovery systems to aircraft and other fuel-handling operations that require County permits for their operations. (CSA – EMD, AIRPORTS)
- F. The County shall encourage County contractors and vendors to reduce emissions from their operations, and shall consider including a preference for low emission contractors and vendors in County requests for proposals where appropriate.
- G. Require the use of Best Available Control Technology (BACT)<sup>3</sup> to reduce air pollution emissions.
- H. In conjunction with SMAQMD and SACOG, support and participate in a public education and outreach program dealing with air quality issues, with a goal of attaining a solid foundation of public support for needed air quality measures. (MSA - PLANNING)
- I. Restrict the use of wood burning fireplaces in new development.
- J. Adopt ordinances requiring the replacement of non-certified wood burning fireplaces and stoves with certified equipment upon sale of property if not accomplished by SMAQMD rules.
- K. Implement a program that will reduce greenhouse gas emissions from County operations and private development in compliance with the California Global Warming Solutions Act of 2006.

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<sup>3</sup> A regulation for control of air pollution from a stationary source, issued on a case by case basis by a permitting authority, that will realize the lowest achievable emission rate for the source to which it is applied.



# General Plan

# **Circulation Element**

*Draft*  
May 30, 2007

**County of Sacramento**  
Planning and Community Development Department



# SACRAMENTO COUNTY GENERAL PLAN CIRCULATION ELEMENT

## SECTION I

### INTRODUCTION

#### **Introduction**

The Circulation Element provides the framework for Sacramento County decisions concerning the countywide transportation system, which includes various transportation modes and related facilities. It also provides for coordination with the cities and unincorporated communities within the county, with the Metropolitan Transportation Plan adopted by the Sacramento Area Council of Governments, and with State and Federal agencies that fund and manage transportation facilities within the county.

The main theme of the Circulation Element of this General Plan is to provide for mobility through choices. Rather than invest in one or two modes of travel, the intent is to invest in all modes of travel so that the residents of Sacramento County have access to multiple viable and efficient transportation alternatives. This integrated and balanced transportation system requires investment in not only the roadway and transit system, but also substantial investment in bicycling and pedestrian modes of travel.

Establishing a multi-modal transportation system not only facilitates travel choice, but also helps to disperse travel loads among the alternatives, especially at times of peak demand. In addition, developing a more balanced transportation system, especially through increased public transportation and bicycle and pedestrian opportunities, will improve the mobility of those who cannot own or drive an automobile due to age, illness, income, or disability.

The second section of the Circulation Element describes the County's Transportation Plan and functional roadway classification system and the third section establish goals, policies and implementation programs organized into seven sub-sections: Mobility; Roadways; Transit; Bicycle and Pedestrian Facilities; Transportation System Management; Rail Transportation; and Air Transportation.

# SACRAMENTO COUNTY GENERAL PLAN CIRCULATION ELEMENT

## SECTION II

### TRANSPORTATION PLAN

#### **Description and Purpose of the Transportation Plan**

California law requires that the projects shown on a Circulation Element Plan are consistent with the Land Use Element and can be funded within the planning period. The Transportation Plan that accompanies this Element has been prepared to meet these requirements. A grid of major roadways and transit corridors is shown in the existing urban area. In the urban fringe areas that are designated for near-term development in the Land Use Element, a similar grid that is expected to be developed within the next 20 years is shown. The road portion of this network is fundable within the time frame of this Plan through established funding sources. The transit component can be provided also, although the intensity of service and the transit technology employed (light rail or bus) will vary depending on the development of funding sources and transit-supportive land uses.

In the urban fringe areas of this Plan, a less intense grid of post-2030 major streets is shown. This does not imply intent to provide this level of road improvements within the time frame of this Plan. Nor is adequate current funding implied by this designation, although established funding sources will be able to provide for much of this road network whenever these areas are developed. The purpose of designating these long-term roadways is to maintain the ability to plan for the ultimate urbanization of these areas. This allows Sacramento County to control setbacks and require offers of dedication of the appropriate width for future roads in these areas.

Some areas beyond the urban fringe are not expected to be developed with urban uses. In these areas, a low-intensity post-2030 major road grid is shown which will be sufficient to carry traffic generated by build out of the designated rural land uses in these areas beyond the time frame of this Plan. A network of existing two-lane rural collector roads is shown. No major street status is implied by this designation. However, any development that occurs along these rural collectors should provide broad setbacks and offers of dedication for future right-of-way. This will provide an option for road or transit service along these alignments at some time in the distant future if that becomes appropriate.

Well-designed transportation systems can help promote the health of county residents. Provisions for walking, bicycling, and transit use can help residents increase daily physical activity and reduce overweight and the development of chronic diseases. Switching from private automobiles to walking, bicycling, and transit use reduces vehicle emissions, air pollution, and associated health problems such as asthma and respiratory disease. And, with appropriate street design, rates of injuries to motorists and pedestrians decline. To achieve health outcomes, the transportation system is designed to accomplish the following goals:

- Provide affordable, safe, and sustainable public transportation options
- Decrease private motor vehicle trips and miles traveled
- Increase traffic safety for all users

### **Transportation Plan and Standards**

The Transportation Plan depicts the proposed circulation system for unincorporated Sacramento County to support existing and planned development under the Land Use Element. This circulation system is shown on the Transportation Plan by means of a set of roadway classifications, developed to guide Sacramento County's long-range planning and programming. Roadways are classified in this system based on the linkages they provide, their function in the hierarchy of roadways, and the importance of the route's service to the residents and businesses of Sacramento County.

### **Roadway Functional Classification System**

Roadways serve two necessary but often conflicting functions: mobility and access. High and constant speeds, with few interruptions and limited conflicting traffic, are desirable for mobility. Whereas, on local streets, low speeds, on-street parking, and full access to adjacent properties and intersecting streets is desirable. A functional classification system provides for specialization in meeting the appropriate access and mobility requirements of development permitted under the Land Use Element while maintaining the intent and function of the roadway system. Local streets emphasize property access; freeways, and thoroughfares emphasize high mobility for through-traffic; and arterials and collectors attempt to achieve a balance between both functions.

An efficient transportation system is an important component of a strong and dynamic economy. Access control is the greatest single correlative to traffic safety and regional mobility. Good access management practices will ensure that the transportation system will continue to serve the needs of Sacramento County and the regional economy far into the future by insuring safe, efficient, and convenient mobility.

The Transportation Plan represents the existing and future transportation infrastructure necessary to support the land uses shown in the Land Use Element. This infrastructure includes roadways, transit, railroad, and related facilities (interchanges, grade separations, etc.). The roadway terms are consistent with the roadway designations in the Sacramento County Code and those used by the Sacramento County Municipal Services Agency. Local bus routes, neighborhood streets, and other minor components of the road and transit systems are not shown.

The following paragraphs define the linkage and functions provided by each class of roadways, transit and other transportation facilities as well as their general design and access control standards.

## **Regional Rail**

Regional rail or commuter rail provides a passenger rail service of relatively high capacity and speed but with a lower frequency of service and minimum stops. Regional rail provides service between major destinations such as a central business district, major employment centers, urban and suburban communities, and other locations that draw large numbers of people on a regular basis. Regional rail is typically built to heavy rail standards and is able to coexist with freight or intercity rail services. Regional rail generally operates with a high capacity, and high speed, and with a scheduled based and a lower frequency of service.

## **Light Rail Transit**

Light Rail Transit (LRT) also provides a passenger rail service of relatively high capacity and speed. LRT differs from Regional Rail in that LRT generally has a greater frequency of service and a greater number of stops. LRT utilizes an overhead electrical power source and can operate in an exclusive right-of-way or can share a right-of-way with automobile traffic. At the crossing of major roadways, the LRT line should be grade separated from the roadway crossing to preserve the mobility of other modes of travel.

## **Bus Rapid Transit**

Bus Rapid Transit (BRT) is defined as a high capacity mode of transit that, through improvements to infrastructure, vehicles and scheduling, uses buses to provide a service that is of a higher quality than an ordinary bus service. BRT service may include one or more of the following elements:

- High frequency, all day service
- Intelligent Transportation System (ITS) components such as traffic signal priority and queue jumps at intersections
- Specialized vehicles and stations with unique image and identification
- Off bus fare collection
- Elevated platforms

The Transportation Plan identifies two different BRT designations which differ from each other in whether or not BRT operates in an exclusive right-of-way or shares a right-of-way with other modes of travel. Implementation of BRT service will likely occur incrementally as the demand for higher quality of transit service is realized through higher density development with mixed uses.

The Bus Rapid Transit (BRT) – Exclusive Lanes is reserved for those corridors with the highest expected transit demand and will operate in a vehicle lanes reserved for the exclusive use by BRT. The BRT – Exclusive Lanes designation may include operation within an exclusive right-of-way separate from the roadway system or on the roadway system but within vehicle lanes for the exclusive use by BRT. The exclusive BRT lanes are in addition to the number of lanes specified by the roadway designation of the Transportation Plan. A corridor designated on the Transportation Plan as both a Thoroughfare roadway and a BRT – Exclusive Lanes will have a



right-of-way width to accommodate a total of eight lanes of travel, six roadway lanes and two BRT lanes. Likewise, a corridor designated as an Arterial and for exclusive BRT will have a right-of-way width to accommodate a total of six lanes of travel, four roadway lanes and two BRT lanes.

The BRT – Mixed Use Lanes is reserved for those corridors with a high expected transit demand but not such that an exclusive right-of-way is necessary. The BRT – Mixed Use Lanes operates in a vehicle lane which is shared by other modes of travel. A corridor designated on the Transportation Plan as both a Thoroughfare roadway and a BRT – Mixed Use Lanes will have a right-of-way width to accommodate a total of six lanes of travel for shared use by all modes. Likewise, a corridor designated as an Arterial and for BRT – Mixed Use Lanes will have a right-of-way width to accommodate a total of four lanes of travel for shared use by all modes.

### **Bus Feeder Line**

A high quality surface street bus system feeding the LRT and BRT lines with 15 minute frequency. This service is more local in nature, making more frequent stops than LRT and BRT service.

### **Freeways**

Freeways provide for high-speed through-traffic movement on continuous routes with full access control. Freeways connect points within the county and link the county to other parts of the state.

### **Thoroughfares**

Thoroughfares provide for mobility within the county, carrying through traffic on continuous routes and providing transportation links between major residential, employment, commercial, and retail areas. Access to abutting private property and intersecting local streets shall generally be restricted. Thoroughfares generally have the following functional characteristics:

- Thoroughfares shall typically be developed as six-lane roadways with a raised center median.
- Bikeways along designated thoroughfares may be Class I, Class II, or Class III facilities.
- Access to a thoroughfare may occur at intersections with other thoroughfares, arterials, and collectors. Access to and from local streets and private properties may be restricted to right turn movements only through the use of islands and turn lanes.
- Direct access points shall be located at sufficient intervals from each other and from public roads to maintain the safety and the traffic carrying capacity of the roadway.

### **Continuous Right-Turn Lane**

A continuous right-turn lane is designed for situations where closely spaced driveways exist within one or more blocks of a roadway. The continuous right-turn lane is designed to function between adjacent signalized intersections and, as such, can't serve through traffic. The purpose of the continuous right-turn lane is to reduce the impact that right turning movements, both entering and exiting vehicles, have on through traffic operations and safety.

A roadway designated on the Transportation Plan as a Thoroughfare with a Continuous Right-Turn Lane will have a right-of-way width to accommodate a total of eight lanes of travel, six through lanes and two continuous right-turn lanes.

### **Arterials**

Arterials provide for a link between thoroughfares with their limited access and through movement capacity and collectors which have greater access and serve local streets. Arterials can also provide for mobility and direct access within commercial and retail corridors through two-way left-turn lanes. Arterials have the following functional characteristics:

- Arterials shall typically be developed as four-lane roadways with either a center two-way left-turn lane or a raised center median.
- Bikeways along designated arterials may be Class I, Class II, or Class III facilities.
- Based on the function of a particular arterial, access may be provided to adjacent properties through a two-way left-turn lane or more restricted through a raised center median.

### **Rural Collectors**

Rural collectors are two-lane roads in rural areas. These roads are intended to have a right-of-way sufficient for 4 lanes to maintain the potential for capacity increases in the post-2030 planning period.

### **Collectors**

Collectors provide for internal mobility within communities, and connect local roads to thoroughfares and arterials. Direct access to abutting private property shall generally be permitted. Collectors have the following functional characteristics:

- Collectors shall typically be developed as two-lane roadways.
- Bikeways along designated arterials may be Class I, Class II, or Class III facilities.
- Direct access to abutting private property shall generally be permitted.

## **Local Streets**

Local streets provide direct access to abutting property and connect with other local roads and collectors. Local streets are typically developed as two-lane undivided roadways. Access to abutting private property and intersecting streets shall be permitted. Local streets are shown on the Transportation Plan for reference purposes only.

## **Interchanges and Freeway-to-Freeway Interchanges**

Freeway interchanges, on either existing or future freeways. Future interchanges on existing freeways can be funded within the time frame of this Plan through existing financing mechanisms. Interchanges provide grade separation and access between the intersecting facilities.

## **Existing and Future Grade Separations**

Grade separations are similar to interchanges, but do not allow for access between the facilities.

## **Urban Interchanges**

An urban interchange is an intersection of two roadways in which one or more of the major vehicle movements, are grade separated. The purpose of an urban interchange is to enhance the capacity of both intersecting roadways which is constrained by the capacity of the intersection that experience high turning movements. An urban interchange can include either overpasses, underpasses, or a combination of both.

## **Wildlife Corridor/Trails Grade Separation**

Grade separation allows pedestrians or bicyclists and motor vehicles to cross at the different levels, avoiding potential collisions. Grade separated crossings can also reduce pedestrian and vehicle travel times. Trails for pedestrians and bicyclists are generally routed over or under the roadway and vehicles will cross at grade. Bridges, elevated walkways, and skyways are examples of overpasses. Pedestrian tunnels and below grade pedestrian networks are examples of underpasses. Underpasses usually provide more access than overpasses because they require less change in elevation. Underpasses should be designed to provide adequate sight lines (from both a seated and standing position), adequate levels of illumination and adequate vertical clearance.

Grade separation also allows wildlife to cross over or under an intersecting roadway. A wildlife over crossing, also called an ecoduct, wildlife bridge, green bridge or biobridge, should be covered with vegetation and must be designed to facilitate movement of wildlife over a roadway. Wildlife may also pass over a roadway when a tunnel is constructed for traffic to pass through, allowing undisturbed vegetation and soil on top. An underpass bridge allows wildlife to pass under an intersecting roadway. The bridge forms part of the roadway and is typically at least 20 feet long. A culvert is another means by which a grade separation allows wildlife to cross a

roadway. A culvert is a conduit covered with embankment around the entire perimeter. It may or may not convey water.

Wildlife corridor/trails grade separations shown on the Transportation Plan are intended to provide planners with the conceptual locations of below or above grade crossings. The Wildlife corridor/trails grade separations shown on the Transportation Plan will be analyzed individually and a feasibility study will determine the exact location and design of each grade separation. In some instances grade separations will not be practical or financially feasible to build and therefore may not occur as illustrated on the Transportation Plan.

### **Limited Access Roadways**

These roadways are intended to have limited access regardless of their lane capacity. Access limitations improve safety and promote traffic flow, increasing the capacity of the roadway without adding lanes. There are two types of limited access roadways in the county; locally declared freeways as provided in the Streets and Highway Code, and expressways as created under County Code. The limited access roadways are shown in the following exhibit.

The following roadways are designated as County declared freeways:

Alta Arden Expressway: Ethan Way to Watt Avenue  
Dillard Road: Meiss Road to Jackson Highway  
Elk Grove-Florin Road: Florin Road to Jackson Highway  
Elkhorn Boulevard: I-80 to Walerga Road  
Greenback Lane: Park Oaks Drive to I-80  
Sunrise Boulevard: Douglas Blvd. to Kiefer Blvd.  
Sunrise Boulevard: Winding Way to Greenback Lane  
Watt Avenue: Jackson Highway to Folsom Blvd.  
65th Street: Stockton Blvd. to Fruitridge Road.

### **High Occupancy Vehicle Lanes**

High Occupancy Vehicle (HOV) lanes have restrictions that limit their use by the public. One of the objectives of HOV lanes is to increase the person-carrying capacity of the transportation system without requiring additional vehicle capacity. This is cost-effective for government, and improves air quality. Sacramento County supports the development of a regional network of HOV lanes as shown in the following exhibit.

### **Transportation Reservation Corridor**

A transportation reservation corridor is a linear corridor, usually an inactive or active railroad corridor, that given its continuity and existing right of way reservation through urban, suburban and rural areas of the county, has the potential to accommodate various modes of transportation. A transportation reservation corridor may serve multiple modes of transportation at a time, and over time, the mode of transportation may evolve to accommodate greater mobility needs. Although the ultimate use of the transportation reservation corridors may not be evident at this

time, the potential future value as a transportation corridor is recognized and every effort to acquire the rights to the transportation reservation corridors should be utilized.

### **Timing of Projects**

Projects are further classified according to timing:

- Pre-2030. Projects scheduled prior to the year 2030. In some instances the year of construction is known. Other projects are simply expected to be constructed sometime during the 20 year period. Some added capacity may be necessary prior to the year 2030 for roadways shown for post-2030 improvements. If such a need is determined, then some interim improvements will be viewed as consistent with this plan.
- Post-2030. Road segments or projects which are not scheduled or necessary in the next 20 years. Future right-of-way (ROW) and setbacks should be preserved to hold options open for road or transit improvements beyond the 20 year planning horizon. This is necessary due to the difficulty of establishing ROW if lot patterns and development do not reflect wider streets.

# SACRAMENTO COUNTY GENERAL PLAN CIRCULATION ELEMENT

## SECTION III

### TRANSPORTATION POLICY PLAN

#### **Goals, Policies, and Implementation Programs**

This part of the Transportation and Circulation Element sets out goals, policies, and implementation measures for mobility, roadways, transit, bicycle and pedestrian facilities, transportation systems management, rail transportation, and air transportation.

#### **Mobility**

Providing greater mobility through a balanced transportation system provides benefits beyond the efficient movement of people and goods. A number of beneficial external impacts may also be realized, including cleaner and more energy-efficient travel options, reduced vehicle miles traveled and associated improvements to air quality, and increased physical activity of residents through more appealing and plentiful walking and biking opportunities.

Access to a variety of transportation options enables county residents to replace private vehicle trips with walking, bicycling and transit use, which can help reduce rates of overweight and chronic diseases. In addition, replacing vehicle trips with walking and bicycling reduces emissions from vehicles, a significant component of air pollution in Sacramento County. Elevated levels of air pollution are a factor in asthma, lung cancer, respiratory and cardiovascular diseases, and by reducing dependence on private vehicles and increasing use of walking, bicycling, and public transit, a multitude of public health and environmental benefits will result.

However, these benefits cannot be achieved through transportation planning efforts alone – it will require that land use and transportation decisions be made in concert. To that end, the goals and policies found in the Circulation and Land Use Elements are not only interconnected, but are mutually supportive in their goal to create a livable environment and a high quality of life for all County residents.

For a transportation system to function efficiently, it must be tightly integrated with land use planning, and vice-versa. As such, this General Plan advocates that land use and transportation system planning efforts be carried out concurrently whenever possible to ensure this necessary integration. For instance, the growth management strategies in the Land Use Element, most notably those that direct additional growth to commercial corridors and new growth areas, will lead to a significant increase in residents, businesses and employees in these areas. This growth will necessitate a similar increase in transportation capacity and travel options, including significant investment and/or reinvestment in roadways, additional and/or enhanced transit opportunities, and increased amenities to facilitate walking and biking. Therefore, land use and transportation planning for these areas must be coordinated from the start to ensure that current

and future residents can move safely and freely within their neighborhoods and throughout surrounding communities.

This coordination is especially important in the Jackson Highway area, a 12,500 acre new growth area identified in this General Plan. The Land Use Element contains policies that will direct future growth into transit-oriented “nodes” identified within this area. These nodes will cluster higher density residential, commercial and employment opportunities around existing or potential transit stations. Not only will this land use configuration support enhanced transit services by providing for increased ridership, but the compact and diverse nature of these centers will also encourage walking and biking to destinations, thereby decreasing resident’s reliance on automobiles to accomplish daily errands.

In essence, mobility can only be guaranteed through smart land use and transportation choices that achieve diversity and redundancy. Just as land uses must be varied in type and density to achieve balance, the transportation system must offer a variety of modes and routes to give residents a choice regarding how to travel. A transportation system that relies too heavily on one mode will certainly be faced with undue congestion, leading to reduced mobility for all. Numerous policies in the Land Use Element encourage land use patterns that support a multi-modal transportation system, including higher density, mixed use developments concentrated around major transit stops to increase transit ridership, as well as more compact, diverse and integrated neighborhoods that facilitate walking and biking.

The Circulation Element and the Land Use Element both support the concept of complete streets. Complete streets are designed and operated to enable safe access for all users and for all modes of travel. Pedestrians, bicyclists, motorists and transit riders, including users of all ages and abilities such as the elderly, children and people with disabilities are able to safely move along and across complete streets.

**GOAL: Provide mobility for current and future residents of Sacramento County through complete streets and through a balanced and interconnected transportation system which includes all modes of travel - automobile, transit, pedestrian and bicycling.**

Policies:

- CI-1. Promote complete streets with access to a diversity of safe and efficient travel modes for all new and existing land uses within Sacramento County.
- CI-2. Promote continued mobility for individuals whose access to automobile transportation is limited by age, illness, income, desire, or disability.
- CI-3. Travel modes should be interconnected to form an integrated, coordinated and balanced multi-modal transportation system, planned and developed consistent with the land uses to be served.

- CI-4. Provide multiple transportation choices to link housing, recreational, employment, commercial, educational, and social services.

Implementation Measures:

- A. Collaborate with transit providers and planning staff to ensure that all transit oriented development and identified commercial corridors are considered for comprehensive transit service and have full bicycle and pedestrian access.
- B. Adopt measures to ensure that all transportation facility construction provides access between modes, or multi-modal connections, so that Sacramento County residents can easily use multiple travel modes in conjunction with one another.
- C. During the planning of the Jackson Highway corridor new growth area, collaborate with the Planning Department in developing a balanced circulation system that features adequate roadway improvements and transit opportunities to link identified development nodes while also provide ample facilities to encourage walking and biking opportunities within and between the nodes.
- D. Assess the use of developer fees and/or improvement districts to contribute to improved transit, pedestrian and bicycle facilities in commercial corridors.
- E. Promote safety education and skills training programs.

**Roadways**

The Sacramento County Circulation System is a street and highway plan designed to provide for the safe and efficient movement of people and goods to and within the county and to ensure safe and continuous access to land. Using the State freeways and highways and the County's system of roadways as its basic framework, the Transportation Plan brings together the circulation plans of the cities and unincorporated communities within the county into a unified, functionally integrated, countywide system that is correlated with the Land Use Element of the General Plan.

Policies in this section seek to create a unified, coordinated, and cost-efficient countywide roadway system by maintaining and rehabilitating existing roads, maintaining an acceptable level of service (LOS), coordinating improvements with other local jurisdictions, maintaining adequate funding, and providing multi-modal uses where appropriate along roadway corridors.

**GOAL: Provide a balanced and integrated roadway system that maximizes the mobility of people and goods in a safe and efficient manner.**

Policies:

- CI-5. Plan and construct transportation facilities as delineated on the Transportation Plan of the Sacramento County General Plan. Transportation facilities shall be consistent



with the Sacramento County, Municipal Services Agency Improvement Standards and Construction Specifications, and supplemented by the California Department of Transportation (Caltrans) design standards. The County may deviate from the adopted County Improvement Standards and Construction Specifications in circumstances where conditions warrant special treatment.

- CI-6. Maintain and rehabilitate the roadway system to maximize safety, mobility, and cost efficiency.
- CI-7. Plan and design the roadway system in a manner that meets Level of Service (LOS) D on rural roadways and LOS E on urban roadways. The urban areas are those areas within the Urban Service Boundary as shown in the Land Use Element of the Sacramento County General Plan. The areas outside the Urban Service Boundary are considered rural.
- CI-8. Land development projects shall be responsible to mitigate the project's adverse impacts to local and regional traffic
- CI-9. To preserve public mobility, freeways and thoroughfares should have limited access and maintain functional characteristics that predominantly accommodate through-traffic.
- CI-10. To preserve public safety and local quality of life on collector and local roadways, land development projects shall incorporate appropriate treatments of the Neighborhood Traffic Management Program.
- CI-11. Collaborate with regional transportation planning agencies and neighboring jurisdictions to provide cross jurisdictional mobility.
- CI-12. Pursue all available sources of funding for the development, improvement, and maintenance of the roadway system.

Implementation Measures:

- A. Update the County Improvement Standards as needed to maintain consistency with adopted transportation plans and current engineering practices.
- B. Fund, design and construct capital improvement projects as adopted in the Transportation Improvement Plan.
- C. Establish roadway maintenance and rehabilitation priorities through the Pavement Management System.
- D. Assess the transportation impacts of land development projects as set forth in the Sacramento County Traffic Impact Analysis Guidelines.

- E. Fund and implement traffic calming and other traffic management improvements in accordance with the Neighborhood Traffic Management Program.
- F. Actively participate in regional forums and staff interjurisdictional committees that address regional transportation issues.

## **Transit**

Transit systems—both buses and rail—provide alternatives to automobile use and are especially important for those who cannot or do not drive. As Sacramento County grows, the potential for transit use and the need for transit will increase. The General Plan supports expansion of the existing transit system, especially in connection with new development.

Policies in this section seek to develop a safe and efficient transit system by promoting transit services within urban corridors of dense population and employment, assuring that users are provided with adequate transportation choices, addressing user needs, developing convenient transfers between transportation systems, and ensuring adequate funding for the system.

**GOAL: Promote a balanced and integrated transit system to maximize mobility in a safe and efficient manner.**

### **Policies:**

- CI-13. Collaborate with transit providers to provide transit services within the county that are responsive to existing and future transit demand.
- CI-14. Promote transit services in appropriate commercial corridors and where population and employment densities are sufficient or could be increased to support those transit services.
- CI-15. Collaborate with neighboring jurisdictions and other agencies to achieve land use patterns and densities in areas planned for development that support transit services, preserve adequate rights-of-way, and enhance transit services in the designated transit corridors.
- CI-16. Collaborate with the Sacramento Area Council of Governments and transit service providers to pursue all available sources of funding for transit services when consistent with General Plan policies and long-term funding capabilities.
- CI-17. Consider the transit needs of senior, disabled, low-income, and transit-dependent persons in making recommendations regarding transit services.
- CI-18. Collaborate with transit providers for the development of facilities that provide for efficient links and interconnectivity with different transportation modes, including bicyclists and pedestrians.

- CI-19. Consider the need for future transit right-of-way in reviewing and approving plans for development. Rights-of-way may either be exclusive or shared with other modes of travel.
- CI-20. Consider the expansion of Neighborhood Shuttle services in unincorporated area communities.

### **Bicycle and Pedestrian Facilities**

Bicycling and walking are key components of a multi-modal transportation system that provides choices, reduces congestion and improves air quality. Facilities that improve and maintain bicycle and pedestrian mobility are integral parts of the transportation infrastructure.

Policies in this section seek to provide safe, continuous, convenient and accessible bicycle and pedestrian systems that serve and connect unincorporated neighborhoods and communities, and link communities with other cities facilities, and regional parks; and facilitate bicycle and pedestrian access to other modes of transportation.

**GOAL: Provide safe, continuous, efficient, integrated, and accessible bicycle and pedestrian systems that encourages the use of the bicycle and walking as a viable transportation mode and as a form of recreation and exercise.**

#### **Policies:**

- CI-21. Promote the development of a comprehensive, safe, convenient and accessible bicycle and pedestrian system that serves and connects the County's employment, commercial, recreational, educational, social services, housing and other transportation modes.
- CI-22. Adopt, implement and periodically update the Bikeway Master Plan for unincorporated Sacramento County that sets forth the goals, policies, guidelines, programs and improvements necessary to accomplish the goals of this section.
- CI-23. Adopt, implement and periodically update the Pedestrian Master Plan for unincorporated Sacramento County that sets forth the goals, policies, guidelines, programs and improvements necessary to accomplish the goals of this section.
- CI-24. Construct and maintain bikeways and multi-use trails to minimize conflicts between bicyclists, pedestrians, and motorists.
- CI-25. Require land development projects to finance and install bicycle and pedestrian facilities and multi-use trails as appropriate and in accordance with the Bikeway and Pedestrian Master Plans.

- CI-26. Collaborate with neighboring jurisdictions and regional agencies to coordinate planning and development of the County's bikeways, pedestrian facilities and multi-use trails with those of neighboring jurisdictions, and to support a regional bicycle and pedestrian network.
- CI-27. Pursue all available sources of funding for the development, improvement, and maintenance of bikeways, pedestrian facilities and multi-use trails, and to support bicycle and pedestrian safety, education, encouragement and enforcement programs.
- CI-28. Design and construct pedestrian facilities to ensure that such facilities are accessible to all users.

**Implementation Measures:**

- A. Fund, design, construct and maintain bikeways and other bicycle improvement projects, and implement bicycle safety, education, encouragement and enforcement programs, in accordance with the adopted Bikeway Master Plan.
- B. Fund, design, construct and maintain pedestrian improvement projects in accordance with the adopted Pedestrian Master Plan.
- C. Fund, design, construct and maintain disability access improvements in accordance with the adopted Americans with Disabilities Act (ADA) Transition Plan.
- D. Design and construct roadway capital improvement projects consistent with the policies, guidelines and improvements set forth in the Bikeway Master Plan, Pedestrian Master Plan and ADA Transition Plan.
- E. Condition land development projects based on the policies, guidelines and improvements set forth in the Bikeway Master Plan, Pedestrian Master Plan and ADA Transition Plan.

**Transportation Systems Management**

Sacramento County has a relatively complex transportation system, serving cars, heavy trucks, agricultural and commercial vehicles, buses, transit, bicycles, and pedestrian traffic. Coordinating these many forms of transportation, and managing the demand on the system, is critical to achieving maximum road efficiency and minimizing costly road expansion or construction.

Policies in this section seek to reduce travel demand on the county's roadway system and maximize the operating efficiency of transportation facilities through the development and implementation of transportation systems management (TSM) programs. The intent is to reduce vehicle emissions and reduce the needed investment in new or expanded facilities. In rural areas, transportation management can sometimes be better addressed through development location and access management rather than conventional systems management.

**GOAL:       Manage travel demand on the roadway system and maximize the operating efficiency of transportation facilities in order to reduce impacts on air quality and to minimize the need for new or expanded facilities.**

Policies:

- CI-29.      Plan and implement intelligent transportation system (ITS) strategies within the County's high-demand travel corridors and support efforts to deploy ITS strategies on a regional level.
- CI-30.      Require land development projects to fund, implement, operate and/or participate in TSM programs to manage travel demand associated with the new development project.
- CI-31.      Consider TSM programs that increase the average occupancy of vehicles and divert automobile commute trips to transit, walking, and bicycling.
- CI-32.      Collaborate with other agencies to develop measures to provide for more efficient traffic flow, reduce vehicular travel demand and meet air quality goals.

**Rail Transportation**

Rail transportation has played an important historical role in the development of the county. Currently, the County's role in rail transportation is limited primarily to land use regulation through the Zoning Ordinance. Federal and State agencies have primary jurisdiction over rail facilities and operations.

Policies in this section seek to provide a safe, efficient, and environmentally-sound rail system by supporting improvements to at-grade crossings, protecting and supporting acquisition of railroad rights-of-way, and developing multi-modal stations that link rail with other transportation modes.

**GOAL:       Promote the maintenance and improvement of rail transportation.**

Policies:

- CI-33.      Support improvements to at-grade rail crossings within the county. Support efforts to develop and fund the construction of grade-separated rail crossings where appropriate and cost effective to improve safety and reduce congestion.
- CI-34.      Support acquisition by local agencies of railroad rights-of-ways that are designated transportation corridors.

- CI-35. Support multi-modal stations at appropriate locations to integrate rail transportation with other transportation modes.
- CI-36. Support the development of a statewide high-speed rail service through the Central Valley that serves Sacramento County.

### **Air Transportation**

Air transportation plays a key role in the movement of goods and people not only to locations outside of the county but also between locations within the county. Currently, the County's role in air transportation is strictly limited to land use regulation through the Zoning Ordinance. State and Federal agencies have primary jurisdiction over airport facilities and operations.

Policies in this section seek to promote the maintenance and improvement of general and commercial aviation facilities by avoiding potential land use conflicts between airports and surrounding urban uses and supporting the local Airport Land Use Commission.

**GOAL: Promote the maintenance and improvement of general and commercial aviation.**

#### **Policies:**

- CI-37. Support Federal and State regulations governing operations and land use restrictions related to airports in the county.







## Legend

### Roadways

— Freeways

### Thoroughfares

— Pre - 2030

- - - Post - 2030

— with Continuous Right-Turn Lane

### Arterials - 4 Lanes

— Pre - 2030

- - - Post - 2030

### Urban & Rural Collectors - 2 Lanes

— Pre - 2030

- - - Post - 2030

### Transit

●●●●● LRT

●●●●● Regional Rail

●●●●● BRT - Exclusive

●●●●● BRT - Mixed Use Lanes

●●●●● Feeder Line

### Other

— Streets

— Railroads

●●●●● Transportation Reservation Corridor

● Future Interchange

● Existing Interchange

■ Freeway to Freeway Interchange

● Existing Grade Separation

● Future Grade Separation

● Existing Grade Separation & Future Interchange

▲ Future Urban Interchange

▲ Wildlife Grade Separation

■ Incorporated Areas

# GENERAL PLAN TRANSPORTATION PLAN

0 2.5 5 10  
Scale in Miles





# General Plan

# **Conservation Element**

*Draft*  
May 30, 2007

**County of Sacramento**  
Planning and Community Development Department

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# **SACRAMENTO COUNTY GENERAL PLAN CONSERVATION ELEMENT**

## **INTRODUCTION**

The County recognizes the need for effective conservation practices which allow for the maintenance and preservation of its natural environment and efficient use of its resources. The State mandates that the County's General Plan include a Conservation Element which will enable the County to analyze its resources and determine policies for their use and conservation. State law requires that the element address the management and protection of specific resources:

The Water Resources section addresses the County's objectives with respect to the use of ground, surface, and recycled water for residential, commercial, industrial, agricultural, and recreational purposes. The section assesses how and from where the County intends to secure its future water supply and provides guidelines for the County's policies on water quality, ground and surface water use, and water conservation.

The Mineral Resources section delineates the County's policies on the protection of mineral resources for economic extraction while providing guidelines on how, when, and where mineral resources can be extracted to avert adverse impacts on the environment.

The Materials Recycling section specifies the County's plan of reducing the amount of solid waste that is produced. It includes policies and programs which will encourage participation in the recycling of materials and supports a sustainable market for recycled materials.

The Soil Resources section discusses the management and protection of county soils for purposes of maintaining its resource value and agricultural potential. The section deliberates on the County's future plans in dealing with the loss of agriculturally productive soils and discusses policies and programs which will encourage the utilization of effective soil conservation practices.

The Vegetation and Wildlife section consist of four main subsections, each of which discusses the preservation and management of biotic resources. The Habitat Protection and Management subsection includes many overarching policies that address habitat mitigation; habitat preserves and management; and habitat protection and project review. The Special Status Species and their Respective Habitats subsection includes policies and measures to protect and manage habitats for the protection of special status species. Aquatic Resources, the third subsection, covers the protection of vernal pools, rivers and streams and fisheries. Lastly, the Terrestrial Resources subsection addresses the protection and preservation of native vegetation, landmark and heritage trees and the urban forest while also promoting new trees in the urban landscape.

The Cultural Resources section discusses County objectives with respect to the protection and preservation of important cultural resources and plans for increasing public awareness and appreciation of them.

The goals, policies, and objectives of these sections have been developed so as to be congruous with the major goal of the Conservation Element itself: the management and protection of natural resources for the use and enjoyment of present and future generations while maintaining the long-term ecological health and balance of the environment.

Many conservation-related policies are included in other Elements of this General Plan. The Open Space Element includes types of open space found in Sacramento County and has an Open Space Vision Diagram that is an illustrative representation of lands that Sacramento County views as supporting its overall conservation vision. The Agricultural Element addresses preservation of agricultural resources and supporting the economic vitality of farming operations.

# **SACRAMENTO COUNTY GENERAL PLAN CONSERVATION ELEMENT**

## **SECTION I**

### **WATER SUPPLY, QUALITY, AND CONSERVATION**

#### **INTRODUCTION**

Over time, the amount of water moving through the county has not changed significantly, but there have been a number of marked changes that have occurred in the method of conserving and consuming water. The most notable change affecting the way the County acquires water has been the Water Forum Agreement (WFA), signed by Sacramento County and 41 additional signatories from Sacramento and surrounding counties in 2000. The WFA sets forth two co-equal objectives which Sacramento County has itself adopted as goals to achieve within this section. The WFA objectives are as follows:

1. Provision of reliable and safe water supply for the region's economic health and planned development to the year 2030; and
2. Preservation of the fishery, wildlife, recreational, and aesthetic values of the Lower American River.

The goal of Sacramento County is to meet and exceed the objectives of the WFA. To do this, Sacramento County will provide a sustainable source of water to meet its needs, habitat for aquatic and terrestrial species, and recreational opportunities, and ensuring adequate storage of surface and ground water for periods of drought while maintaining and improving the quality of the water supply.

In cooperation with the signatories of the Water Forum Agreement, Sacramento County has embarked on a program of conjunctive use of the region's surface and ground water supplies in a manner that will be sustainable for long term use. Sacramento County is accomplishing the goal of reducing water pumping such that a long-term impact does not occur, or sustainable yield, through the conjunctive use of its surface and ground water supplies. Conjunctive use is the planned joint use of surface and ground water to improve overall water supply reliability. To meet the existing and future water supply needs of the County, the current ground water supplies must be maintained or recharged to the maximum extent possible to provide a water source during periods of drought.

Sacramento County's available water supplies include several rivers and streams, a large reservoir, and three ground water basins. The Sacramento River, comprising the County's western boundary, is a significant source of surface water within the County and provides water for residential, commercial, industrial, agricultural, and recreational uses. Plans exist to construct a pumping station on the Sacramento River near the community of Freeport enabling the County to pursue a more sustainable ground water yield from the Central Valley aquifer.

Folsom Dam, the largest dam on the American River, provides a maximum storage capacity of one million acre-feet of water in Folsom Lake, which is a major source of surface water for the region, provides critical flood protection, and attracts thousands of recreational enthusiasts from throughout the region. Below Folsom Dam, the 30-mile long American River Parkway provides residents and visitors with miles of equestrian riding, hiking, and bicycling trails, and rafting, canoeing, and fishing opportunities. The Cosumnes River, flowing across the central and southern county, irrigates an agriculturally productive floodplain and supports nationally significant grasslands, wetlands, and riparian areas in the Cosumnes River Preserve. The Mokelumne River and Dry Creek, comprising the southern boundary of the County, and various streams flowing through the County are additional sources of surface water, but even the larger streams such as Morrison and Dry Creeks contain only limited water which is claimed, in part, by those holding riparian rights or is considered essential for in-stream values. The Sacramento-San Joaquin Delta is interlaced with numerous tidal sloughs distinguished from the sunken peat islands by an extensive levee system. These waterways are an important fishery and aquatic ecosystem provide water for Delta farms, and are one of the State's foremost recreational boating areas.

Sacramento County is located over the north central portion of California's Central Valley ground water basin. The Central Valley aquifer is a complex system of different groundwater basins composed of stratified sand, silt, and clay layers many thousands of feet thick. However, the average depth of strata bearing fresh water is 100 ft. below the surface. The portion of the Great Valley aquifer which lies beneath Sacramento County has an estimated capacity of more than 30,000,000 acre feet of fresh water. The aquifer is comprised of three distinct groundwater basins in the Sacramento County region that have an annual sustainable yield estimated at 519,000 acre/feet.

Long-term quality and availability of groundwater for Sacramento area residents is dependent on two requirements: stabilizing ground water levels and keeping contaminants out of the aquifer. A stable water table requires the conjunctive use of surface water and groundwater as well as the undiminished annual replenishment or recharge of the water table. Since groundwater alone is unable to provide the County with the needed supply to meet the resource demands, Sacramento County has found alternative sources of water. Conjunctive use of surface and ground water has been achieved through the Water Forum Agreement and the County intends to continue to work with the other signatories through the Water Forum Successor Effort to ensure a sustainable water supply throughout the region.

In an effort to accommodate long-term growth projected for Sacramento County, four Growth Management Strategies have been adopted and are being pursued. These strategies include maximization of development on available underutilized and vacant infill parcels, full build-out of the Master Planned areas, new growth areas, and infill, redevelopment, and intensification of selected commercial corridors. This planned growth may affect some of the water purveyors within Sacramento County. As per the requirements of Government Code 65352.5, Water Management Plans (WMPs) have been received and reviewed for the potentially affected areas and the affected purveyors have been notified of the plan for new growth to occur within their district.



Every purveyor that may be significantly impacted by the potential new development will experience a portion of that growth as the full utilization of existing land uses. Table 1 indicates the purveyors most potentially affected by this planned growth and which Growth Management Strategies most significantly contribute to this growth.

**TABLE 1**

<b>Purveyor</b>	<b>Underutilized/ Vacant Development</b>	<b>Corridors</b>	<b>New Growth Areas</b>	<b>Master Plan Areas</b>
Cal American Water Company	X	X	X	X
Carmichael Water District	X	X		
Citrus Heights Water District	X			
Fair Oaks Water District	X			
Orangevale Water District	X	X		
Rancho Murieta CSD	X			
Rio Linda/Elverta Community Water District	X	X	X	X
Sacramento County Water Agency	X		X	X
Sacramento Suburban Water District	X	X		X

Surface water quality is threatened by such concerns as development, stormwater run-off, and increased diversions into both surface and sub-surface sources. New developments, including projects such as the building or modification of an existing structure, infrastructure improvements, redevelopment projects of existing land uses, and comprehensive planning efforts in Master Planned new growth areas have an affect on water quality by both reducing potential supply as well as creating a source for increased pollutant runoff. Water diversions from the lower American River to meet the needs of our expanding urban metropolis have the potential to seriously impact recreational attributes, in-stream uses like migratory fisheries, and upland and riparian habitats. As Southern California's water needs increase, and as growth in Sacramento and other Northern California communities requires additional diversions, there is growing concern that flows reaching the Delta will be insufficient to prevent salt water intrusion, flush the Delta of pollutants, supply fresh nutrients, and in general maintain the ecological health of this rich and vital estuary. Preservation of Delta water quality has been under study for several years by the State Water Resources Control Board, which will ultimately recommend Delta water policy. Much concern exists over long-term migration of toxic substances leaching from military and industrial operations into the aquifer. In addition, the proliferation of rural residential lots sewerred by septic systems, could at densities greater than 2 acre lot size, generate sufficient nitrates in seepage to cause concentrations in groundwater which exceed safe drinking water standards.

Sacramento County's General Plan policies for water supplies reflect competing interests that have framed the water issues for over 30 years. The Conjunctive Use, Water Conservation, and Water Quality sub-sections below articulate an overall plan for achieving environmentally sound and economically productive water use objectives. Many are policies previously adopted by the

Board of Supervisors or implementation efforts currently underway. The policies and programs within this section focus on conjunctive use and conservation of surface and ground water supplies to meet the County's water needs, while protecting their biological and recreational attributes. .

The protection of water resources involves much more than minimum flows and supply considerations. Floodplain fill, levee maintenance, riparian and wetland protection, marina development, boating controls, all affect the overall quality of our water resources. Additional relevant policies are found in the Conservation Element under urban stream corridors; wetland and riparian areas; and fisheries. Flood protection issues are considered in the Safety Element.

## **A. CONJUNCTIVE USE**

**GOAL: Joint use of surface and ground water to improve overall water supply reliability in order to provide necessary river flows and reservoir levels which protect environmental resources and provide substantial recreational benefits.**

### **INTRODUCTION**

Sacramento County has largely relied upon groundwater to meet its water supply needs throughout its history. Early settlers in the Sacramento Valley tapped into the groundwater supply for irrigation and domestic use. Increased irrigation in the middle part of the 20th century initiated the decline, particularly in Galt and Elk Grove. The water table level remained fairly constant until about 1940, but through the middle of the century the water level declined a little over one foot per year. Recharge is sufficient to resupply withdrawals only in the areas near the floodplains of the Sacramento, American, and Cosumnes Rivers. Away from these areas regular withdrawals have led to cones of depression in the ground water tables. Cones of depression occur within a groundwater sub-basin and are caused by drawing water out of the ground by a well, pump, or other similar method and leads to a reduction in the surface of the groundwater table immediately adjacent to the pump or well. The radius and depth of this reduction varies with the intensity of groundwater pumping. Increased urban development has compounded groundwater problems.

The County's 1978 Water Plan outlined key elements for achieving a stable groundwater table and recognized the need to draw from surface water sources. In pursuit of a plan to achieve reliable water sources, the Sacramento County Water Agency (SCWA) joined with other water purveyors within the county to craft a multi-jurisdictional water use plan. In 1995, the water managers of El Dorado and Placer counties joined the effort. Together the water purveyors of the region crafted the Water Forum Agreement (WFA) in 2000. Though a voluntary effort, Sacramento County is committed to active participation in the Water Forum Successor Effort, which is currently implementing the goals of the WFA.

It is the intent of the signatories to the Water Forum Agreement that land use decisions dependent on water supply from the American River or the three groundwater sub-basins in Sacramento County be consistent with the limits on water supply from the American River and

the sustainable yields for those three groundwater sub-basins as negotiated in the Water Forum Agreement. Although regional cooperation is necessary for complete achievement of the Water Forum Agreement's objectives, Sacramento County will implement policies that encourage SCWA participation in the continuing Water Forum Successor Effort. This will include support and expansion of the two primary objectives of the Water Forum Agreement to include important water sources within the County other than the American River.

In an effort to preserve and enhance existing groundwater quantities, an increase in surface water use is necessary. The Water Forum advocates the use of a sustainable groundwater yield, which can be achieved through conjunctive use. Conjunctive use is achieved by drawing from surface sources during the wetter periods, when there is a greater quantity of water available, thus allowing for a recharge of the groundwater to occur, and drawing from groundwater during drier years, after recharge has occurred. This allows for a no-net-loss of groundwater by drawing from a volume negotiated within the Water Forum Agreement and specified by groundwater sub-basin.

The Sacramento County Water Agency will be better able to achieve independent sustainable groundwater yield with the completion of the planned surface water pumping plant on the Sacramento River near the community of Freeport. This plant will allow the SCWA to access water rights it owns to American River water, by drawing from the Sacramento River downstream of the confluence of these two rivers. With surface water secured, the County can decrease its dependence on groundwater.

The long period of groundwater dependence has created several cones of depression within the water table. If large enough, a cone of depression can cause the overall groundwater surface level to decrease. This can even have unintended effects on surface water sources. If a large cone of depression exists near a surface water source, a large volume of surface water will seep into the ground, like water down a slope, to fill the hole. This can result in impaired flows in surface water bodies and can be harmful to both aquatic and riparian habitats in the affected areas.

To protect the groundwater reliability, the areas known to recharge the aquifer must be protected from development that would reduce the recharge efficiency of the land. The areas of moderate to high groundwater recharge within the County correspond generally with the floodplains of the major surface water courses. An exception to this are the areas of moderate to high groundwater recharge in the east County area south of the City of Folsom. Protecting these recharge areas from impacts that would hinder their ability to convey water into the aquifer has a potential two-fold value of also protecting riparian stream and river corridors.

The second objective stated in the Water Forum Agreement is preservation of the fishery, wildlife, recreational, and aesthetic values of the Lower American River. Sacramento County supports this objective and promotes the preservation of these values on its other streams and rivers. Part of this objective includes a strict flow regime within the river that will maximize benefits to the stated values. The American River boasts a well preserved natural habitat within an urban environment with the continued support of other local jurisdictions along the river. This can be used as a model to guide the County's policies for growth encroaching upon the

existing natural stream and river corridors. One such area being examined for a conservation program similar to that of the American River is the Cosumnes River. With its origins in the Sierra foothills, the Cosumnes River irrigates an agriculturally productive floodplain. In its lower reaches near its confluence with Dry Creek at the Mokelumne River, the Cosumnes River supports nationally significant grasslands, wetlands, and riparian areas in the Cosumnes River Preserve, which is managed by the Nature Conservancy and several additional partners. The Cosumnes River Preserve provides a diverse habitat critical for the survival of a number of aquatic and terrestrial species. This river currently experiences periods lacking flow because of strains including increased groundwater pumping. Conjunctive use will contribute to a reliable and consistent flow within the river is necessary to protect the values important to Sacramento County.

The policies and programs in this sub-section focus on a conjunctive use of surface and groundwater supplies from the Sacramento and American Rivers, as well as the three underlying groundwater sub-basins to meet the County's water needs, while protecting the ecological, biological, and recreational attributes.

The following water management objectives are described in this section:

- Planned development and economic activities shall be planned to grow at a rate which will not exceed the capacity of dependable surface water supplies, in conjunction with safe sustainable ground water yield through 2030
- Full utilization of available surface water rights to meet the sustainable yield groundwater objective to ensure an adequate water supply to meet the projected growth of unincorporated Sacramento County through 2030.
- Understanding of the nature and extent of ground water recharge and protect key aquifer recharge areas.

## GROWTH AND WATER SUPPLY

**Objective:**     **Planned development and economic activities shall not exceed the capacity of dependable surface water supplies, in conjunction with sustainable groundwater yield through 2030.**

**Intent:** The prevailing public perception is that Sacramento County has enough water to accommodate long-term growth needs. However, while the water may exist below the surface and be flowing daily through the County, the rights to use it have not always been certain and numerous other entities have asserted their claims for its use. The Water Forum Agreement (WFA) created a consensus among the regional water purveyors, including the Sacramento County Water Agency (SCWA), regarding the safe and sustainable use of surface and ground water. The WFA also created a framework within which these purveyors could share water to maximize the use and meet the increasing regional demand placed on water. The first of the co-equal objectives of the WFA is to “provide a reliable and safe water supply for the region’s

economic and planned development to the year 2030.” The County has embraced this objective by bringing together the combined use of surface and groundwater to meet its future needs. This is accomplished by working within the outline of the WFA and coordinating with other purveyors in the region to secure the necessary water to meet projected demands (Figure 1 shows the water purveyors that exist within Sacramento County).

The competing needs of recreational, residential, commercial, agricultural, and habitat must be balanced with the supply of existing water sources. New growth areas have been identified as the preferred direction of future urban expansion (Figure 2 shows the new growth areas). Growth has increasingly shifted to the south area of the county, where ground water pumped for farmland irrigation has outpaced the rate of recharge. Limited groundwater is a constraint for Rancho Murieta, which is dependent on winter diversions and storage from the Cosumnes River and is already approaching full utilization of available water entitlement. The Rancho Murieta Community Services District (CSD) proposes augmenting their supply with ground water during drought years. The County will need to coordinate development approval with the CSD system expansion in implementing these policies.

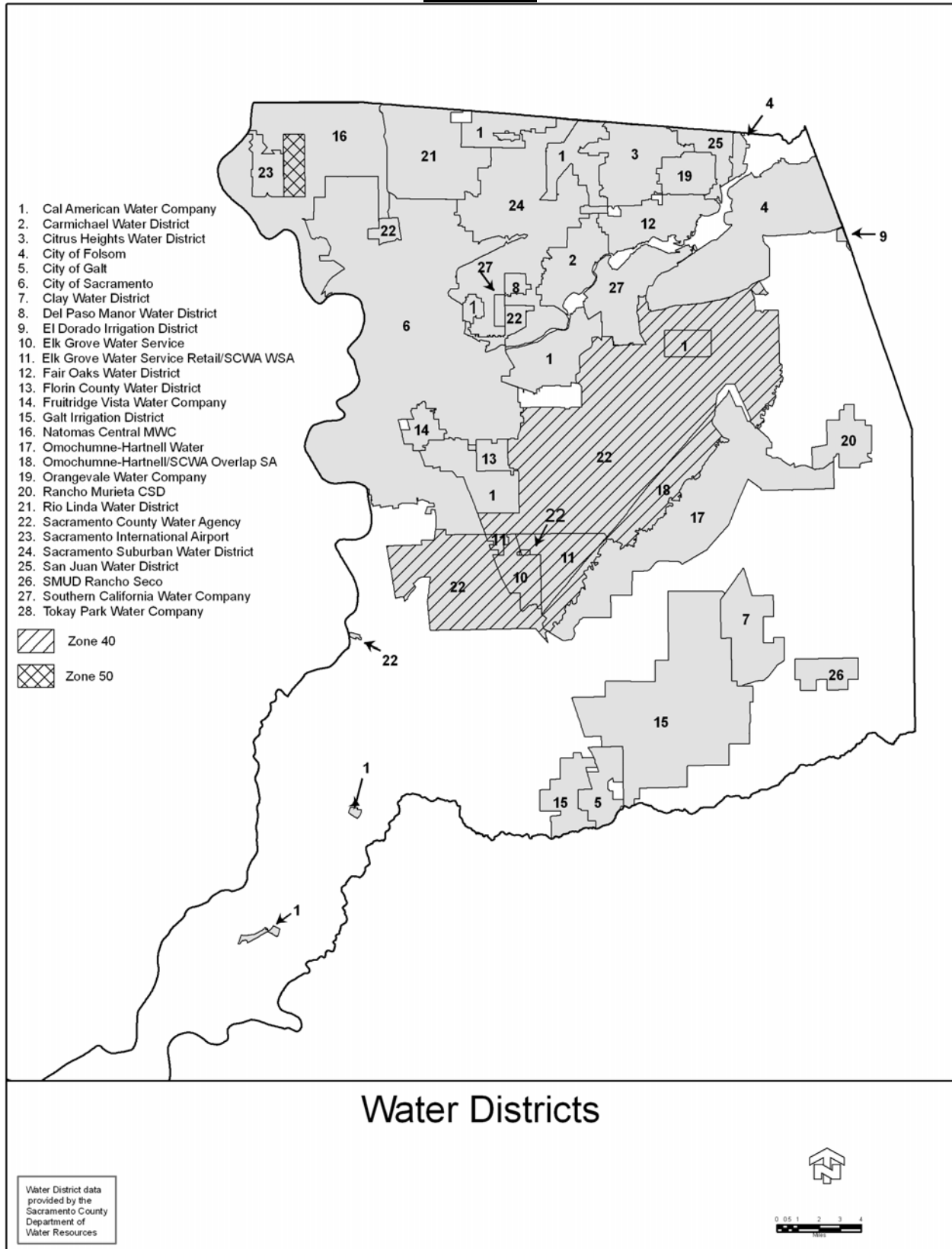
The State has established and courts have upheld the need to maintain flow regimes benefiting fishery and recreational uses in the Lower American River and Delta. The WFA recognizes this within its second objective, which is to “preserve the fishery, wildlife, recreational and aesthetic values of the lower American River” and has established specific flow objectives to reach this goal (see tables within surface water diversion section within WFA). As a signatory of the WFA, Sacramento County endorses this objective and will be a participant in a regional effort to meet that goal. While the American River is valued as a precious natural resource, the County does intend to apply the second objective of the WFA beyond the American River to ensure the same level of preservation and protection to its other important waterways.

It is important to recognize that water may someday constrain the county's overall growth and to begin to determine what that limit might be. These policies provide a basic framework relating growth and water supply. We must endeavor to implement the County's water supply strategy and better ascertain our future needs, the role of conservation and reuse, and future options. The Policy CO-6 is a key General Plan policy which must be strictly enforced. It applies to areas previously identified for non-urban uses that are within the Urban Area established by this Plan. Policy CO-6 applies to all new commercial and residential development except small infill projects consistent with zoning or areas with Master Plans.

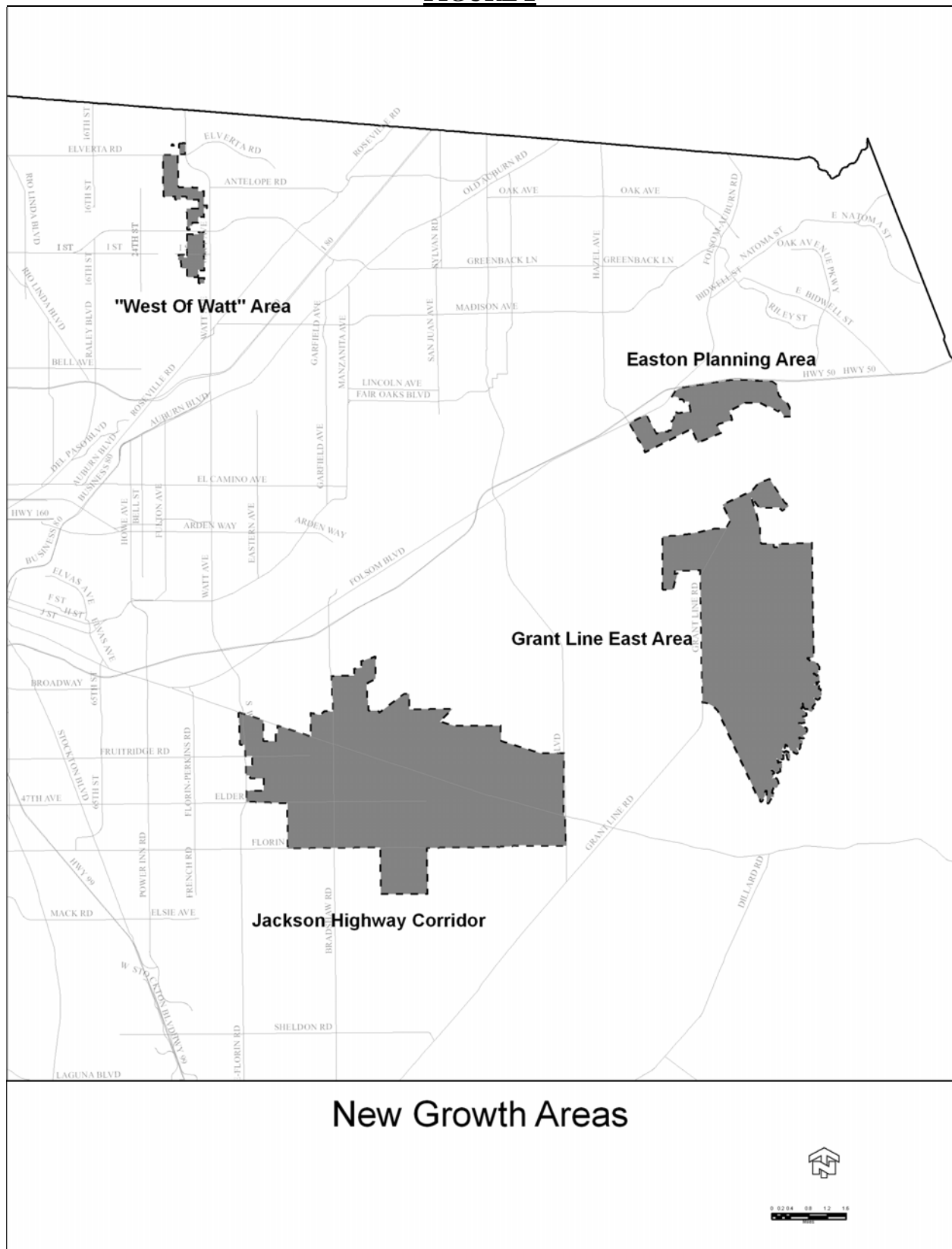
#### Policies:

- CO-1. Long range plans for accommodating population and economic growth shall not be based on the assumption of additional supplies from future storage facilities on the Sacramento, American or Cosumnes River unless the projects are approved and funding secured.
- CO-2. Water supplies for new growth should be secured and not inconsistent with the surface water diversions within the Water Forum Agreement or other regionally accepted water diversion figures.

**FIGURE 1**



**FIGURE 2**



- CO-3. Require that as properties which have water entitlements are converted to urban uses, the water entitlements are also converted so they can be used to meet the needs of the urban area.
- CO-4. Water purveyors within Sacramento County are encouraged to pursue a conjunctive use water supply, both surface and ground water for their respective service areas.
- CO-5. In the event conjunctive use objectives are not obtained, the County shall not take actions that will result in long-term damage from draw-down to the groundwater aquifer(s).
- CO-6. Land use entitlements for new growth areas shall not be granted until a Master Plan for a sustainable water supply has been approved by the Board of Supervisors and all agreements and financing for implementing a Master Plan for water supplies are in place.
- CO-7. All infill projects and commercial corridors not covered by CO-20 must demonstrate that adequate water supply can be obtained to sustain the future needs of the project.
- CO-8. Master Water Plans shall include three planning objectives which direct the Plans to consider alternate conservation measures, achieve sustainable yield of groundwater supply in conjunction with development, and formulate a five year monitoring program to review water plan progress.
- CO-9. Development entitlements shall not be granted in areas where insufficient ground water exists and water purveyors have reached their capacity to deliver treated water unless all necessary agreements and financing to obtain an additional water supply are secured.
- CO-10. Subdivisions with public water supply shall be required to demonstrate adequate quantity and quality as required by public health standards for drinking water supplies prior to approval of residential and commercial lots in areas of the County and in accordance with Government Code 66473.7.
- CO-11. Development of new artificial lakes, unless otherwise required by the County, shall not be approved where groundwater sources maintain lake level.
- CO-12. Should the Board of Supervisors determine that a project would create a significant adverse effect on ground water, no building permits for urban commercial and residential uses shall be issued.
- CO-13. New projects shall ensure sufficient water supply is maintained for existing farming practices that may compete for the same source of water, whether surface or groundwater.



- CO-14. Maintain surface water and ground water diversions to meet the needs of existing and future development while maintaining water levels necessary to sustain a healthy and viable ecosystem and recreational uses in Sacramento County's rivers and streams or wetlands and riparian corridors.

Implementation Measures:

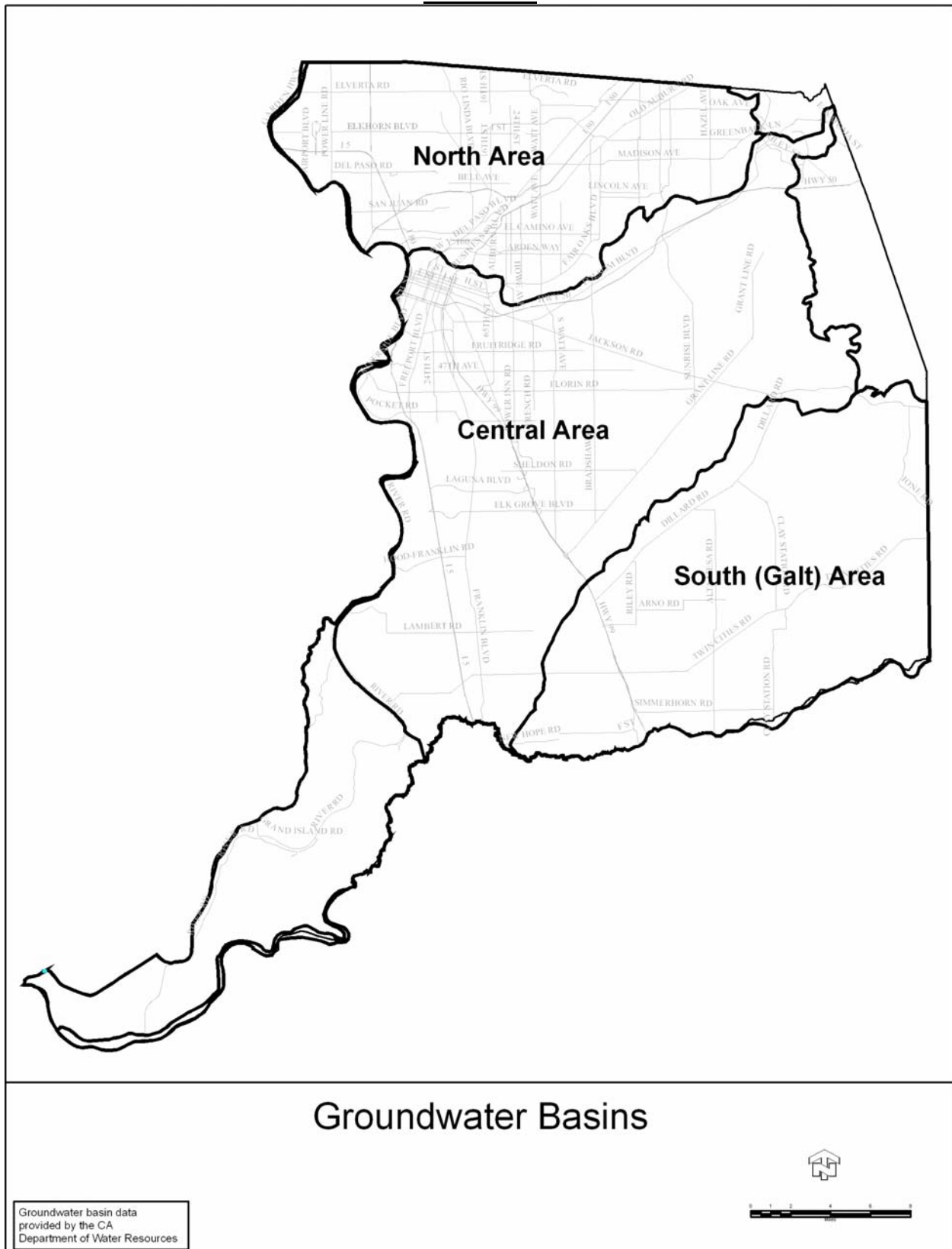
- A. Closely monitor build-out at Rancho Murieta to ensure compliance with policies. (MSA-PLANNING)
- B. Secure funding sources to develop a computer tracking program and prepare an annual report on new private and municipal wells within Sacramento County. Annual report should include the following descriptors but not limited to the following: depth to first water and water quality data if available (MSA-DWR)
- C. Require parcels subdivided into 5 lots or more that rely on groundwater sources to have an annual monitoring report of groundwater for a period of up to five years. Groundwater constituents and levels shall be part of the approval process for the subdivision as part of DERA monitoring program. (MSA-DERA-EMD-DWR)
- D. Provide accurate monitoring and forecasting of water use and needs. (MSA-DWR in association with SCWA)
- E. Establish minimum threshold flows for primary surface and ground water sources that would be necessary to sustain viable and healthy wetland and riparian habitats. (MSA-DWR, DERA, in association with SCWA)
- F. Determine which waterways support recreational activities and the minimum flows necessary that allow surface waterways to support them. (MSA-DWR, PARKS AND RECREATION, in association with SCWA)

SUSTAINABLE YIELD

**Objective: Full utilization of available surface water rights to meet the sustainable yield groundwater objective to ensure an adequate water supply to meet the projected growth of unincorporated Sacramento County through 2030**

Intent: Development in unincorporated Sacramento County has long depended on ground water pumping to meet its growing domestic water needs. This has resulted in significant problems by pumping ground water faster than it can be recharged in some areas. Sustainable yield is defined by the Water Forum Agreement (WFA) as the allowable long-term average volume of groundwater that can be pumped from each sub-basin (the three primary groundwater sub-basins are identified in Figure 3). The WFA determined the long-term average goal that should be achieved. Conjunctive use is a possible solution that can help meet this goal. The WFA defines

### FIGURE 3



conjunctive use as, “the planned joint use of surface and groundwater to improve overall water supply and reliability.” An adequate guaranteed long-term surface water supply to meet the needs of areas with ground water problems and accommodating future growth is essential. This would allow for a reduced demand on groundwater supplies in those areas entirely dependent on groundwater and aid the County in achieving its sustainable yield objectives.

Sacramento City currently has rights and entitlements to water from the American River and the Sacramento River. The City is contractually obligated to supply some from the American River entitlement to Sacramento Municipal Utility District (SMUD) for use outside the authorized place of use. The use of both these sources of water is restricted to certain areas of Sacramento County.

The County and City adopted a Memorandum of Understanding (MOU) to facilitate an agreement to establish a cooperative and conjunctive water use program. The City County Office of Metropolitan Water Planning (CCOMWP) was created to meet the regions water needs. This eventually led to the creation of the WFA in 2000, which contains the guidelines Sacramento County uses to ensure it will have adequate water supply to meet its need through 2030. The must continue to work with regional water purveyors to maintain a consistent supply of surface water to meet existing and future demands as the WFA ages and becomes obsolete. The Water Policy Statement adopted by the Board of Supervisors on August 10, 1993, provides further policy direction for development of additional water supplies.

The policies establish the County’s intent that the Sacramento County Water Agency (SCWA) be the primary water-contracting agency with the Bureau of Reclamation (USBR) in obtaining surface water for distribution. In this role SCWA must monitor the growth of water needs and a myriad of water supply issues involving competing interests. Note that the term 'intermittent' as used in CO-19 refers to increases in available federal and state contract water resulting from seasonal runoff. The policies and programs below implement conjunctive use of surface and ground water in the unincorporated area to meet a sustainable yield of groundwater.

#### Policies:

- CO-15. Where the SCWA shall follow the contracting authority established within the Water Forum Agreement and its successor efforts, Sacramento County Water Agency (SCWA) shall be the primary contracting agency with the United States Bureau of Reclamation to obtain additional surface water for the delivery to new growth areas in the unincorporated area, where the SCWA will be the purveyor.
- CO-16. SCWA, working in conjunction with the Water Forum Agreement and area water purveyors shall:
- Continue to maintain a conjunctive use program and assist other purveyors in obtaining surface water necessary to implement conjunctive use.
  - Every five years reevaluate regional water needs based on long-term growth consistent with the General Plan.

- As necessary change assumptions of the Water Forum Agreement for growth and water supply.
- CO-17. Defend against competing claims for water rights for agricultural and urban uses from other interests outside of Sacramento County.
- CO-18. Work with area water purveyors to maintain a conjunctive use program between groundwater and surface water supplies, consistent with meeting environment needs.
- CO-19. Support efforts to obtain additional sources of surface water to promote conjunctive uses.

Implementation Measures:

- A. Support, utilize, and maintain water entitlements to promote conjunctive use in Zone 40. (MSA-DWR, SCWA)
- B. Support management governance structures for each of Sacramento County's three groundwater sub-basins. (MSA-DWR)
- C. Draft a report every five years on surface water, estimated and current needs, and groundwater use, including maps of groundwater elevations in Sacramento County (MSA-DWR in association with SCWA).
- D. Work with the Water Forum Successor Effort and purveyors to identify and prioritize areas to receive surface water that currently rely heavily on groundwater and define zones of benefit. (MSA-DWR in association with SCWA)
- E. Work with water purveyors to develop a comprehensive use plan for each of their respective service areas. (MSA-DWR)
- F. SCWA shall adopt the best management practices (BMPs) established within the WFA Water Conservation Plan until more adequate BMPs are developed. (SCWA)

GROUNDWATER RECHARGE

**Objective: Understanding of the nature and extent of ground water recharge and protect key aquifer recharge areas.**

Intent: The most significant ground water recharge in Sacramento County occurs along the stream channels of the American and Cosumnes River. The porous soils of the Cosumnes River floodplain, the gravels of the old American River channel, and the black sands of the Mehrten formation where exposed by stream channels also provide additional important recharge (Figure 4). It is important that land uses in these areas not impair ground water recharge. Continued

agricultural and open space uses of these lands should be the highest priority. However, the intent of Policy CO-28 is not to preclude development in areas zoned urban prior to 1990.

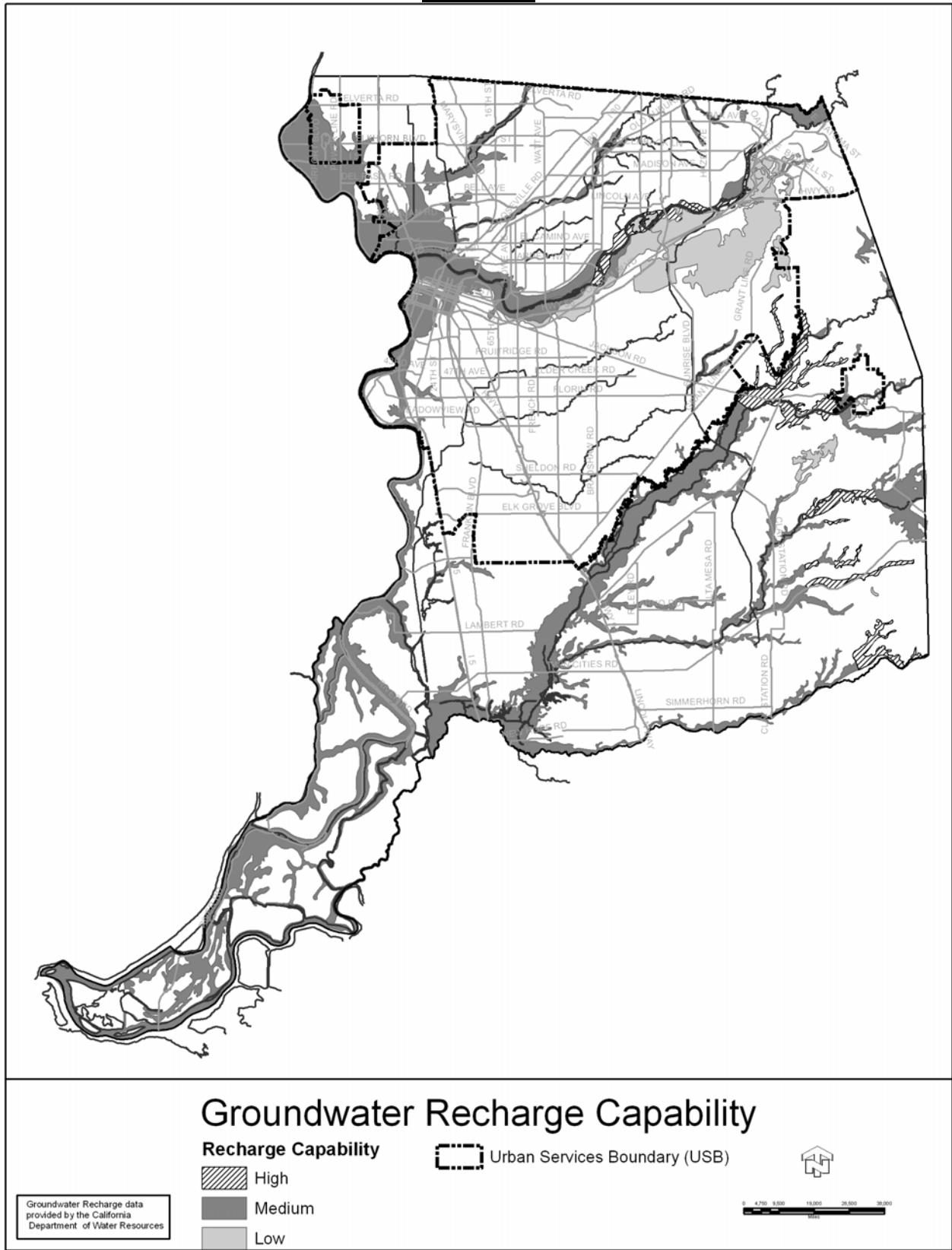
Policies:

- CO-20. Maintain agricultural zoning, and existing agricultural or other open space uses, in primary aquifer recharge areas identified as having a moderate to very high recharge capability (Figure 4). Rezone applications for categories other than agricultural or open space within one quarter mile of ground water recharge capability boundaries shall supply hydrologic data that demonstrates no negative impact to recharge capability before the rezone application shall be considered complete.
- CO-21. Prohibit urban land uses and impervious surfaces or nonagricultural land uses which could allow the percolation of pollutants into the groundwater table in areas with moderate to very high ground water recharge capability.
- CO-22. On parcels smaller than 5 acres, locate septic systems outside of primary ground water recharge areas, or if that is not possible, require the use of the best available systems to reduce contaminants in the septic effluent.
- CO-23. Prohibit channel modifications that compromise important groundwater recharge capabilities.

Implementation Measures:

- A. Implement groundwater recharge studies within Sacramento County. (MSA-DWR with assistance from SCWA)
- B. Develop and adopt ordinance establishing funding mechanism for implementation measure A to develop study design for program to provide ongoing information on groundwater recharge rates and ground water movement utilizing best available technology. (MSA-DWR with assistance from SCWA)
- C. Develop a groundwater recharge map in the County Geographic Information Systems, so that parcels within groundwater recharge areas may be easily identified. (MSA-PLANNING, DWR, and EMD)

**FIGURE 4**



## **B. WATER CONSERVATION**

**GOAL: Water resources utilized with maximum feasible conservation and recycling.**

### **INTRODUCTION**

Water supplies in California are dictated by climatic conditions. Because of the often severe limitations placed on water supplies by the arid climate, water conservation - more efficient use of water in all its applications - has been instigated by many water agencies to reduce the rate of water depletion. Water conservation and recycling stretches the supply of water available for domestic, industrial, and, agricultural uses and increases the supply available for in-stream uses.

The Central Valley, a semiarid climate prone to periodic droughts, has had several opportunities to learn the need for and worth of conservation programs. Recent droughts have increased the public awareness and support for conservation measures. Certain conservation programs, implemented in response to water shortages, have gained public support, and have remained in place after the immediate crisis has passed. However, other aspects of conservation, specifically metering, have met with much resistance. Metering can improve conservation by monitoring rate of water use and manipulating price structures. Yet, before metering can be considered politically palatable, equity issues and political considerations regarding Sacramento's ability to compete for new surface water rights require resolution. Other less controversial conservation measures include voluntary conservation programs, water recycling, and implementation of xeriscaping (water conserving landscaping) ordinances.

Much of the water used in the Sacramento Area is withdrawn from the American River and eventually returns to the Sacramento River as runoff or treated discharge from the Regional Sanitation Plant. Area-wide water conservation measures would benefit biological and recreational values in both the American and Sacramento Rivers by reducing water withdrawal amounts and maintaining natural discharge flows through the Delta.

Along with water conservation, water recycling is another way to stretch existing water supplies. Highly treated wastewater, treated to recycled water levels as prescribed by the California Department of Health Services and Regional Water Quality Control Board, can be used for landscape and agricultural irrigation and industrial uses. The Sacramento Regional Wastewater Treatment Plant (SRWTP) currently has a 5 million gallon per day (MGD) Water Recycling Facility that treats wastewater to water recycling treatment levels called "unrestricted irrigation reuse" levels, as prescribed by the California Department of Health Services, for reuse in irrigating schools, parks, and road medians in Elk Grove's Laguna area including the Elk Grove Community Services District and Elk Grove Unified School District.<sup>1</sup> In 2004, the Sacramento Regional County Sanitation District (SRCSD) Board of Directors approved a goal to increase its delivery of recycled water from 5 MGD to 30-40 MGD by 2020. As a result, SRCSD has developed its Water Recycling Master Plan, which explores opportunities for expanding recycled water use, thereby reducing the dependence on groundwater and surface water supplies for non-drinking water uses.

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<sup>1</sup> Information from SRCSD's website: <http://www.srcsd.com/purplepipes/pdfs/WRMPFactSheet2.pdf>.

Water conservation and water recycling issues are addressed by the policies and programs under the following objectives:

- Understanding and respect for importance of water through outreach, education, and stewardship activities.
- Full implementation of all cost-effective water conservation program outlined by 2030 per the WFA.
- Development projects shall incorporate water efficient landscaping methods and on-site water recycling infrastructure where possible.

### WATER CONSERVATION VALUES

**Objective:**     **Understanding and respect for importance of water through outreach, education, and stewardship activities.**

**Intent:** If water conservation is to be successful in Sacramento County, the public will need to be aware of the importance of and reasons for conserving water. The best water metering and pricing programs, xeriscaping ordinances, ground water overdraft protection policies, and waste water reuse programs will only be partially successful if the people who use the water don't understand and believe that there are legitimate reasons for them to make every effort to conserve water. The County should support public information programs which explain water resource conservation policies and the importance of their contribution to the conservation effort. These programs should make good use of media, schools, and individual water purveyors in order to communicate the message to as many people as possible on a continuing basis. These messages should be aimed at all types of users, municipal, agricultural, and industrial/commercial.

Urban runoff contributes to degradation of creeks and rivers and the beneficial uses of the receiving waters. Many everyday human activities contribute pollutants to urban runoff, including automobile use, residential gardening practices, illegal disposal of wastes, construction practices, industrial and business activities, and municipal operations. Outreach and education is needed in order to inform the community about how their activities can pollute surface water quality and steps they should take to reduce or eliminate pollution. The NPDES Stormwater Permit requires a fair amount of outreach and education intended to accomplish this, and the County must demonstrate each year in its Annual Report that it continues to implement these programs in compliance with the permit.

### Policy:

CO-24.     Support watershed programs and advocacy groups which educate residents and other stakeholders about ways to prevent pollution and protect water quality in both surface and groundwater.



### Implementation Measures:

- A. Develop an information program which explains where Sacramento's water comes from and what the limits on water resources are. (MSA-DWR)
- B. Develop an information program and public service announcements encouraging ongoing conservation practices by water users. (MSA-DWR)
- C. Develop information programs with conservation districts to communicate irrigation conservation strategies to professional and hobby farmers. (MSA-PLANNING, in coordination with water purveyors and conservation districts)
- D. Provide County funding for SAWWA's conservation education efforts and request SAWWA's cooperation in incorporating the County's objectives into the SAWWA water conservation program. (MSA-DWR)
- E. Recognizes outstanding individual, corporate, and agency achievements in implementing water conservation programs in Sacramento County. (MSA-DWR in coordination with the Water Forum Successor Effort)
- F. Develop and implement a broad educational program that instructs public about how their activities affect water quality and steps they can take to reduce or eliminate pollution and encourage stewardship of the local watersheds and groundwater. (MSA-DWR)
- G. Coordinate with surrounding jurisdictions to develop and implement a regional stormwater quality educational campaign. (MSA-DWQ)
- H. Work with the members of the Water Forum Agreement Successor Effort in an effort to inform the public of the critical importance of water in Sacramento's urban environment, and to actively engage water customers in an ongoing effort to conserve water. (MSA-DWR)
- I. Educate the public about how their activities affect water quality and steps they can take to reduce or eliminate pollution and encourage stewardship of the local watersheds and groundwater basins through a broad outreach program designed to reach all audiences. (MSA-DWQ)
- J. Conduct a regional stormwater quality educational campaign in collaboration with surrounding jurisdictions. (MSA-DWQ)

## WATER CONSERVATION PLANS

**Objective: Full implementation of all cost-effective water conservation program outlined by 2030 per the Water Forum Agreement.**

Intent: Despite progress in water conservation, Sacramento needs to do more than rely on an informal, voluntary conservation program which is supplemented by emergency measures in dry years. Long-term reduction in per capita consumption will become increasingly important as water demand grows. Conservation maximizes efficient use of water while reducing diversions which would detract from in-stream flow values. Whether appropriate or not, the Sacramento Area has an image as a profligate water consumer. Institutionalized formal conservation programs such as the one proposed in the Memorandum of Understanding Regarding Urban Water Conservation in California will help dispel that notion and improve the County's position in California water politics.

The intent of the above objective is to foster the development of conservation plans by the County as well as by individual water purveyors. Although the County has limited authority to compel conservation plans and will need to rely on cooperative efforts of water purveyors, the USBR will provide incentive with an expected conservation planning requirement as a condition on any future surface water contracts. The Sacramento County Water Agency can be effective by assisting each purveyor in developing its own individual conservation plans and in developing baseline data and guidelines for the conservation programs.

The Water Forum Agreement (WFA) outlines for each participating water purveyor a series Best Management Practices that would facilitate the conservation of water throughout the County and region. Each purveyor has separately agreed to a set of Best Management Practices (BMP's) and it is in the County's interest to support and encourage future participation in the Water Forum Successor Effort and the practices it encourages.

### Policies:

- CO-25. Encourage all urban water purveyors in Sacramento County to execute and implement the Water Forum Agreement.
- CO-26. Encourage all irrigation district and major agricultural water consumers in Sacramento County to participate in the Water Forum Agreement and successor effort to negotiate an agricultural water conservation program.

### Implementation Measures:

- A. Provide an annual report prepared by Water Forum Agreement successor effort on progress towards implementing Best Management Practices. (MSA-DWR)
- B. Implement the conservation measures and Best Management Practice's outlined in the Water Forum Agreement Conservation Element. (MSA-DWR)

## WATER CONSERVATION AND RECYCLING IN PROJECT DESIGN

**Objective:**     **Development projects shall incorporate water efficient landscaping methods and on-site water recycling infrastructure where possible.**

Intent: This objective includes 2 different parts. The first part, xeriscaping, or water efficient landscaping, is an idea that is gaining increasing favor in California and other arid regions of the United States. This type of landscaping has advantages because of its low water demand. Often the plants and materials used are native to the area, require a minimum of maintenance, and the plants are often much more hardy than traditional landscape species. There is currently an effort to make xeriscaping policies mandatory statewide. Many jurisdictions have already passed their own xeriscaping ordinances, including Sacramento County.

The second part of the objective involves water recycling and conservation wherever possible on a project-by-project basis. County policy would require consideration of water recycling for individual projects as it might relate to proposed ponds, fountains, landscaping, commercial/industrial applications, or new technological devices such as urinal or toilet flushing, which assist in reducing individual and collective water consumption. Recycled water can also be used for crop irrigation, landscape irrigation, wetlands augmentation or other appropriate uses. Recycled water may be collected, treated, and distributed from the Sacramento Regional Waste Treatment Plant (SRWTP) in Elk Grove or from water recycling scalping facilities that may be located in various locations throughout Sacramento County. In October 2005, the Sacramento Regional County Sanitation District (SRCSD) Board directed SRCSD staff to work with land use authorities and water purveyors in their service area to develop ordinances calling for recycled water on-site systems (also known as purple pipes) in new development. Examples of areas where purple pipes can be installed include park and school grounds, street medians and commercial/industrial sites.

### Policies:

- CO-27.     Projects involving public or private lakes and ponds and/or landscaped public areas shall be designed to emphasize native vegetation so as to minimize net water consumption.
- CO-28.     All development projects, excluding single-family homes, shall incorporate water-efficient landscaping.
- CO-29.     Development project approvals shall include a finding that all feasible and cost effective options for conservation and water recycling are incorporated into project design. Water recycling reuse options shall be reviewed and agreed upon by the area water purveyor when the recycled water is to be used within the water purveyor's boundaries.

### Implementation Measures:

- A. In cooperation with Sacramento Regional County Sanitation District (SRCSD), determine increment of recycled water available from the Sacramento Regional Waste Treatment Plant or other recycled water treatment facilities. (MSA-DWQ and EMD)
- B. In cooperation with SRCSD, monitor the need and suitability of recycled water for agriculture, landscape, cemetery, and golf course irrigation, supplemental flows for wetlands and groundwater recharge within the Sacramento County area as required in the SRCSD Water Recycling Master Plan. (MSA-DWR, DWQ, and EMD)
- C. Conduct economic feasibility studies and develop plan to achieve water recycling objectives included in SRCSD's Water Recycling Master Plan. (MSA-DWR, DWQ, and EMD)
- D. In cooperation with SRCSD, identify potential recycled water applications, and, technologies appropriate for the semiarid conditions of Sacramento County as called for in SRCSD's Water Recycling Master Plan. (MSA – DWR, DWQ, SRCSD, and EMD)
- E. In cooperation with SRCSD, develop a purple pipe ordinance for the installation of recycled water systems in new development. (MSA-PLANNING, DWR, DWQ and EMD)

## **C. WATER QUALITY**

**GOAL: Surface and groundwater quality which is protective of beneficial uses of Waters of the State is safe for public use and enjoyment and promotes a healthy aquatic environment.**

### INTRODUCTION

This section of the General Plan outlines policies and measures to protect the quality of water in local surface and groundwater bodies. Collectively, these water bodies are "Waters of the State", as defined by Section 13050 of the California Water Code, Division 7. Beneficial uses of Waters of the state that should be protected against quality degradation include, but are not limited to, domestic, municipal, agricultural and industrial supply; power generation; recreation; aesthetic enjoyment; navigation; and preservation and enhancement of aquatic habitat used for migration of aquatic organisms; and spawning, reproduction, and/or early development of fish and other wildlife and aquatic resources or preserves (Additional discussion and policies for this exist in Section V of the Conservation Element). It is the County's goal to control land use activities within its jurisdiction that may potentially impair or otherwise impact these beneficial uses.

The Urban Stream section of this Element contains additional policies and programs pertaining to stream water quality.

This section describes policies and programs under two broad objectives:

- A cost effective program using best management practices to reduce pollutants in urban runoff discharged to Waters of the State to the maximum extent practicable, and comprehensive monitoring and reporting to evaluate program effectiveness and satisfy regulations.
- Ensure the protection of the existing and future quality of groundwater through education, monitoring, and regulation of known contaminants.

## SURFACE WATER QUALITY

**Objective:** A cost effective program using best management practices to reduce pollutants in urban runoff discharged to Waters of the State to the maximum extent practicable, and comprehensive monitoring and reporting to evaluate program effectiveness and satisfy regulations.

**Intent:** The Delta, the Sacramento, American, Cosumnes, and Mokelumne Rivers, and associated tributary creeks supply water to municipal, industrial, and agricultural users. In addition, county water courses provide water oriented recreation, routes for migrating fish, habitat for resident species, groundwater recharge, freshwater replenishment, and aesthetic enjoyment. The economic and social benefits of protecting the quality of receiving waters are important to the entire county area. In addition, there are state regulations requiring protection of the beneficial uses of the local Waters of the State. Continued development and urban expansion in this region necessitates coordinated efforts by governing authorities to protect these beneficial uses of surface water quality for the benefit of the community and compliance with the law.

Numerous studies conducted since 1980 have documented that urban runoff contributes pollutants to receiving waters compared to pre-existing conditions. Contributing factors include, but are not limited to: increased impervious surfaces (e.g., roofs and pavement); hydrocarbons, metals and oils from automobile use; pesticides and fertilizer from vegetation management; bacteria from pet waste, domestic livestock and septic tank leach fields; chemicals and other pollutants discharged by industry; illegal dumping; and excessive sediment from construction activities. Even municipal operations conducted by agencies such as the County can inadvertently contribute to pollution. More recent studies have concluded that the increase in impervious areas created by new development is also contributing to degradation of receiving waters by increasing the quantity (volume) and peak flow rates of urban runoff to receiving streams. Urban runoff pollution is a year-round problem. In the wet season, rainwater hits the impervious surfaces and flows quickly into the storm drain system, picking up pollutants along the way and carrying them to the creeks and rivers. In the dry season, excess water from irrigation practices and other water uses have created a condition whereby creeks that were historically dry during the summer are now wet.

Agricultural practices can also contribute to pollution of receiving waters, such as pesticides and fertilizers used in crop production; bacteria and nutrients from livestock operations; and excessive erosion from clearing operations.

Sacramento County has been issued a National Pollutant Discharge Elimination System Municipal Stormwater Permit (NPDES Municipal Permit) by the Central Valley Regional Water Quality Control Board (Regional Board). The governing federal law for this program is the Clean Water Act, as amended in 1987 to address stormwater and urban runoff discharges, and the Environmental Protection Agency's (EPA) 1990 NPDES regulations. The County is a co-permittee in this effort along with the City of Sacramento and five other cities in the county. The first permit was issued in 1990 and it is renewed approximately every five to six years. The NPDES Municipal Permit requires the implementation of a comprehensive program of best management practices (BMPs) addressing a broad range of land use activities, to reduce pollution to the maximum extent practicable. The County's program is documented in its Stormwater Quality Improvement Plan (SQIP).

The County and the other co-permittees have been conducting a comprehensive urban runoff and receiving water monitoring program since 1990 as required by the NPDES Municipal Permit. The studies of river water quality are conducted jointly with the Sacramento Regional County Sanitation District (SRCSD) which operates the wastewater treatment plant serving most of the urbanized county and is also required to conduct monitoring. This coordinated effort is a cost-effective solution to regulatory compliance. Although documentation is not extensive, there is evidence that urban runoff is contributing pollution to Sacramento County creeks and rivers. Other agencies, including cities and counties and the U.S. Geological Survey have, and are continuing to, conduct similar studies across the nation that is showing similar results.

To comply with the regulations and maintain and enhance the economic and biologic viability of Sacramento's surface waters, it is critical that the County and other agencies continue to implement coordinated programs that aim at monitoring surface water quality and identifying and addressing causes of any degradation, to the extent feasible. It is appropriate that the State of California participate in water quality monitoring in the Sacramento, American, and other multi-county waterways.

#### Policies:

- CO-30. Provide important water quality benefits, preserving and, where possible, creating or restoring areas such as riparian corridors, wetlands and buffer zones.
- CO-31. Limit disturbances of natural water bodies and natural drainage systems caused by development and infrastructure improvements, including roads, highways, bridges, and flood control.
- CO-32. Development shall not occur in areas that are particularly susceptible to erosion.
- CO-33. Promote on-site infiltration as a development design strategy based on soil and other site conditions, and where groundwater quality will not be adversely affected.

- CO-34. For new development and significant redevelopment projects:
- Encourage designs which minimize impervious and directly-connected impervious surfaces, which are known to contribute to water quality degradation in downstream receiving waters.
  - Require pollutant source controls in all cases and treatment controls where applicable, to reduce pollutants in runoff to the maximum extent practicable.
  - Require control of the post-development peak storm water run-off discharge rates and velocities to prevent or reduce downstream erosion, and to protect stream habitat.
- CO-35. Implement a program to ensure that stormwater quality treatment facilities installed during development are maintained to ensure optimum pollutant removal performance for the life of the project.
- CO-36. Community and specific plans shall specify urban runoff control strategies and requirements, consistent with Master Drainage Plans and Public Work's urban runoff management program, for development in newly urbanizing areas and identify sites where retention and treatment are warranted consistent with discharge permit requirement and county-wide runoff measures.
- CO-37. Establish controls to help ensure that the concentration and management of large animals on residential and agricultural-residential parcels does not contribute excessive nutrient concentrations in runoff to surface waters.
- CO-38. Development, including infrastructure shall be designed, built and landscaped:
- To minimize erosion during and after construction.
  - To minimize grading on slopes above 20 percent.
- CO-39. Erosion protection measures and on-site ponding shall be required for all borrow pits and surface mining operations.
- CO-40. Continue to support and encourage the County's active participation and coordination with other jurisdictions, including the Cities of Citrus Heights, Elk Grove, Folsom, Galt, Rancho Cordova and Sacramento as well as the Counties of El Dorado and Placer, in water quality monitoring and other special studies aimed at assessing the health of receiving waters and evaluating the performance of stormwater quality control measures.

- CO-41. Inform the community on laws governing the proper handling and disposal of household and hazardous materials.

Implementation Measures:

- A. Continue to operate the Stormwater Utility, a funding source for pollution abatement programs and projects and related maintenance. (MSA-PLANNING and WATER QUALITY)
- B. Periodically review and update the County's Stormwater Quality Improvement Plan (SQIP) which establishes objectives, strategies, and control measures for urban runoff pollution prevention in developed, newly developing, and re-developing areas of the county based on state and federal regulations. (MSA-DWR)
- C. Establish and enforce stormwater quality design standards for new development and significant redevelopment projects in compliance with the NPDES Municipal Permit. (MSA-DWR).
- D. Implement procedures to ensure that the various County review processes at all applicable stages of development check for compliance with the stormwater quality design standards. (MSA-DWR, DERA AND PLANNING)
- E. Publish and maintain a stormwater quality design manual to assist the regulated community in complying with the stormwater quality design standards. Include design criteria, construction and maintenance information for stormwater quality measures to control sources of pollution, reduce runoff and treat runoff to remove pollutants. (APPLICABLE PARTICIPATING CITIES; MSA-DWR; AND MSA-PLANNING)
- F. Identify and establish development guidance that protects areas from erosion and sediment loss. (MSA-WATER QUALITY)
- G. Implement a program to ensure that stormwater quality treatment facilities installed during development are maintained to ensure optimum pollutant removal performance for the life of the project. (MSA-WATER QUALITY)
- H. Community and specific plans shall specify urban runoff control strategies and requirements, consistent with Master Drainage Plans and Public Work's urban runoff management program, for development in newly urbanizing areas and identify sites where retention and treatment are warranted consistent with discharge permit requirement and county-wide runoff measures. (MSA-DWR; MSA-WATER QUALITY)
- I. Identify acceptable nutrient levels for agricultural residential pasture runoff, determine circumstances which lead to high nutrient loading, assess extent of problem in Sacramento County, and evaluate runoff containment and livestock management measures to minimize nutrient laden runoff, assess landowner impacts and develop implementation



recommendations. (MSA-PLANNING; and ENVIRONMENTAL MANAGEMENT DEPARTMENT, AG COMMISSIONER)

- J. Evaluate and amend the zoning ordinance pertaining to large animal requirements on residential and agricultural residential parcels as necessary to ensure acceptable runoff quality. (MSA-PLANNING)
- K. Continue to evaluate and amend grading ordinance as necessary to improve implementation effectiveness and to be consistent with Plan policies and state discharge permit requirements. (MSA-LDSIR and BUILDING INSPECTION DIVISION, DWR)
- L. Develop landscape requirements for slopes above 20 percent and amend Zoning Code as necessary. (MSA-PLANNING and DWR, TRANSPORTATION)
- M. Develop procedures for erosion control mitigation monitoring. (MSA-PLANNING; MSA-DERA; MSA-DWR)
- N. Continue comprehensive water quality monitoring and maintain database of monitoring results. (MSA-DWR and WATER QUALITY)
- O. Develop an educational program to inform businesses and individuals on water quality degradation from improper disposal of household and hazardous materials (MSA-EMD)

## GROUNDWATER QUALITY

**Objective:    Ensure the protection of the existing and future quality of groundwater through education, monitoring, and regulation of known contaminants.**

Intent: Groundwater currently supplies up to 60% of our water needs, generally offering a high quality, easily accessible supply of water to areas which do not receive surface water supplies. In order to maintain this resource it is important to protect it from contamination by sewage and chemicals. The State sets quality standards for potable water from all sources of water which are used for domestic purposes. Groundwater is often much purer than surface water as it has filtered through overlying sediments. However, contaminants can leach into the aquifer and, if present in unacceptable levels, require expensive treatment or render the water unfit for consumption. Generally, deeper aquifers receive less contamination than shallower ones (although some deep aquifers can have unacceptable levels of hydrogen sulfide, magnesium, and other salts where the geological formation is composed of marine sediments). Groundwater contamination has been identified as a large problem in areas of the County that formerly housed U.S. Department of Defense (DOD) installations or its contractors. Key contaminants on these installations affecting groundwater quality include Perchlorate and N-Nitrosodimethylamine (NDMA).

Perchlorate is an oxidizer and also known as ammonium perchlorate used as the primary ingredient of solid rocket motors. It is both naturally occurring and man-made. Rarely found

naturally occurring in the United States, Perchlorate is primarily a chemical created for the purposes of the aerospace industry. NDMA is associated with the liquid rocket propellants and is one of the most recent discoveries of contaminants left over from DOD contractors. Perchlorate is known to interfere with the natural functioning of the thyroid gland by inhibiting the natural uptake of iodide which disrupts the normal body metabolism.

Septic tanks and their leach fields can be a source of nitrates; therefore, it is important that the concentration and construction of septic disposal systems ensure that contamination of ground water resources will not occur. Factors which provide protection to the ground water supply are size of lot (especially if both a septic system and a water well are to be placed on the same parcel), type of septic system, design and materials used to construct wells, density and spacing of septic systems, and maintenance and monitoring of septic systems. Additionally, small scale agricultural operations where concentrations of manure or fertilizer exist can impair ground water quality by increasing the level of nitrates in water percolating from ground surface.

Current County and state codes require sewer maintenance districts to subdivisions of over 100 lots utilizing septic systems. Among the functions of the CSA will be to take actions to prevent ground water contamination from on-site sewage disposal systems. County has approved a Sewer Maintenance District in the south county for the Ranch subdivision project. Concept for onsite waste water for the Ranch project could be applied countywide to provide on site waste water disposal.

Sacramento's reliance on groundwater resources for domestic consumption makes ongoing comprehensive monitoring of groundwater quality essential. The County's current efforts need to be substantially expanded and additional funding provided. The proposed CSA for septic system maintenance is an appropriate authority for levying assessments on residences with private septic systems. There may also be a need to establish a monitoring program which would encompass agricultural areas subject to concentrated applications of fertilizer.

The policies below provide guidance relating to groundwater contamination, groundwater monitoring, wells, and rural residential development with individual septic disposal systems. Further discussion of the basis for 5-acre minimum parcel sizes outside the Urban Service Boundary in agricultural-residential areas is included in the Land Use Element.

#### Policies:

- CO-42. Notwithstanding any policies elsewhere in this plan, any new parcel created in an Agricultural-Residential area which is less than 5 acres and relies on either an interim or long-term septic disposal system shall be conditioned to redesign or replace septic systems if future testing indicates a trend line increase in nitrate levels.
- CO-43. In the event that ground water quality monitoring indicates a trend line increase in nitrate levels, new or replacement septic systems on preexisting legally established parcels less than 2.5 acres in size shall utilize sewage disposal systems which substantially mitigate the trend line nitrate levels in ground water.

- CO-44. Prohibit groundwater runoff and infiltration or the inclusion of infiltration devices and facilities from sites with activities that generate or handle pollutants, such as gas stations.
- CO-45. Facilities found to be responsible for contamination of groundwater that is in active use, or planned for future, through groundwater monitoring efforts or otherwise, shall be responsible for supplying an alternate water source and/or appropriate filtration systems for affected users of the contaminated groundwater source.
- CO-46. Where groundwater contamination has occurred, new wells shall not be created nor existing wells be deepened unless an appropriate filtration system is installed that will remove all toxic and harmful pollutants.
- CO-47. Educate Sacramento County citizens and businesses about the importance and use of groundwater, ensuring its continued high-quality, the actions degrade groundwater quality, and actions that can mitigate or prevent groundwater contamination.

Implementation Measures:

- A. Review and update regulations pertaining to the construction of septic systems and alternative septic disposal methods, including when alternative methods are required. (MSA-EMD, ENVIRONMENTAL WATER PROTECTION DIVISION)
- B. Track the number of new and replacement septic systems within agricultural-residential areas, including their design in relation to lot size, and prepare an annual report for the Board of Supervisors. (MSA-EMD, ENVIRONMENTAL WATER PROTECTION DIVISION)
- C. Report to the Board on the feasibility of establishing a County Service Area to provide septic tank maintenance and develop proposed County Code to address the maintenance and determine the need and means to extend maintenance service to parcels with existing on-site systems and address public education of septic system owners. (MSA-EMD, ENVIRONMENTAL WATER PROTECTION DIVISION)
- E. Develop and implement a county-wide groundwater monitoring program and for Zone 40, including phasing and financing, and prepare annual groundwater quality report to the Board. (MSA-DWR, MSA-EMD, ENVIRONMENTAL WATER PROTECTION DIVISION and assistance form SCWA)
- F. Continue to implement a county-wide education program to educate citizens and businesses on materials hazardous to groundwater, and ways to avoid potential contamination. (MSA-EMD, ENVIRONMENTAL WATER PROTECTION DIVISION)
- H. Continue to implement Site Remediation Plans on sites that are proven to have groundwater contamination that act as a guide in the event of serious or significant groundwater contamination while providing direction for the mitigation and cleaning of the

affected groundwater. (MSA-DWR; MSA-WATER QUALITY; MSA-PLANNING; MSA-EMD, ENVIRONMENTAL WATER PROTECTION DIVISION)

## **SACRAMENTO COUNTY GENERAL PLAN CONSERVATION ELEMENT**

**\*THIS DRAFT DOES NOT INCLUDE THE PROPOSED MINERAL RESOURCE-RELATED GENERAL PLAN AMENDMENTS INITIATED BY THE BOARD OF SUPERVISORS IN OCTOBER 2005. FOR A COPY OF THESE PROPOSED AMENDMENTS, PLEASE CONTACT LORI PARRINGTON IN THE COUNTY PLANNING DEPARTMENT (874-6141).\***

### **SECTION II**

#### **MINERAL RESOURCES**

**GOAL: Mineral resource protected for economic extraction with minimal adverse impacts.**

#### **INTRODUCTION**

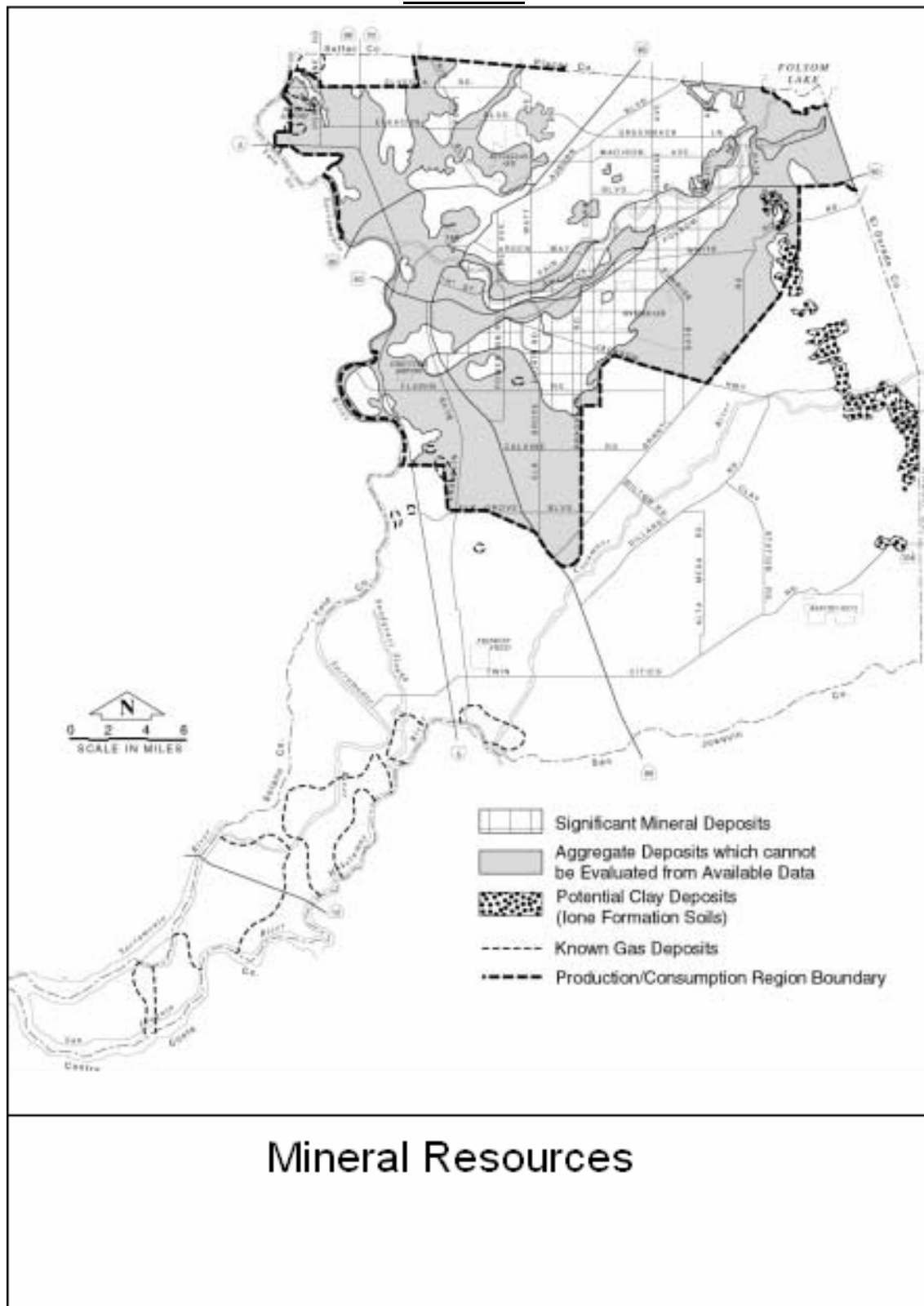
Mineral resources in Sacramento County include natural gas, petroleum, sand, gravel, clay, gold, silver, peat, topsoil and lignite. The principal resources which are in production are aggregate (sand and gravel) and natural gas. The natural gas production areas are located mostly in the Delta's Rio Vista Field, one of California's largest producing areas. Asphaltic and Portland concrete are produced along with free gold and silver recovered from the crushing process. Clay is surface mined as well as topsoil. At present, peat and lignite deposits in the Delta are not commercially mined. Resource conservation issues associated with natural gas production and the lesser minerals are not significant. This plan focuses primarily on aggregate production.

All of the sand and gravel mined in Sacramento County is used for construction. Construction aggregates are an important, fundamental building material extensively used as a foundation and road base material, and with a Portland cement or asphaltic binder, in all types of road pavement and construction concrete.

The demand for aggregate products in the Sacramento region has increased with the region's population and corresponding physical growth. The 1986 Aggregate Resources Report estimated that approximately 150 million tons of aggregates will be consumed between 1985 and 2000, and that total identified resources would be depleted by 2009. Annual consumption now approaches 13 million tons. Based on more current data, known resources will be mined by 2004. Thus, within the timeframe of this plan, the aggregates industry will either need to locate and mine new resource areas or begin importing, at much higher cost, from more distant areas. Recycling concrete and asphalt from demolition projects for base and fill can also help meet some demand (and help reduce the volume of landfill).

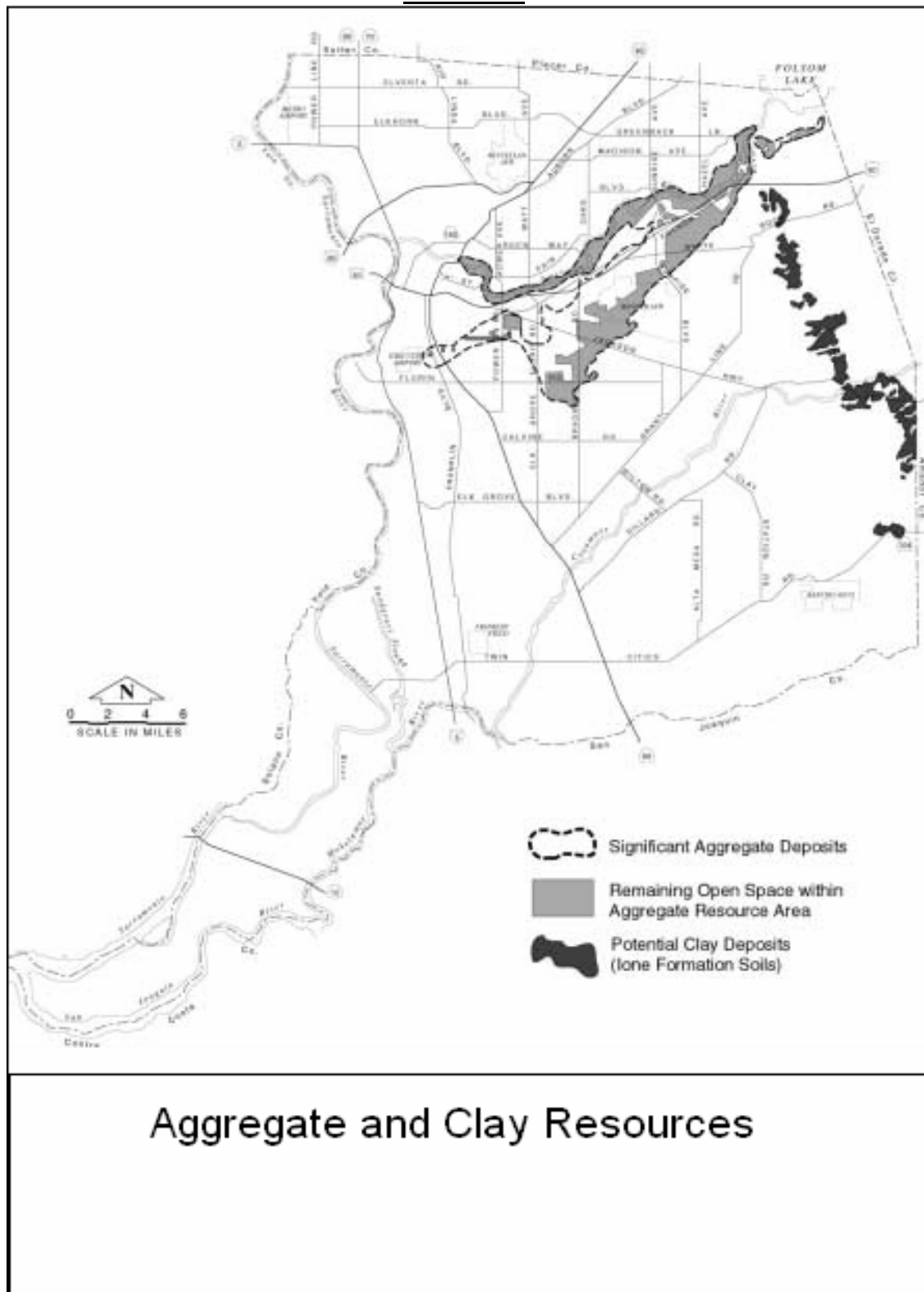
Sacramento County's primary remaining aggregate deposits are located in the Old American River channel south of Rancho Cordova (see Figure 1 in Background Report). To date, the

**FIGURE 5**



\*\*Please note: this map is currently being updated as part of the Mineral Resource Related General Plan Amendments (Control No.: 02-GPB-0104)

**FIGURE 6**



**\*\*Please note: this map is currently being updated as part of the Mineral Resource Related General Plan Amendments (Control No.: 02-GPB-0104)**

County has been exemplary in designating and protecting these areas for future mining. However, the eastward progression of urban development, coupled with major changes at Mather, present important land use questions for aggregate resource lands. The General Plan recognizes the conflict and tries to accommodate both resource protection and urban growth. Policies address the need to carefully coordinate urban development and mining to minimize the inherent conflicts.

The need to conduct surface mining so as to minimize adverse environmental effects and ensure reclamation for future use is recognized by both state and County regulations, including the California Environmental Quality Act (CEQA). The Zoning Code requires surface mining combining zoning; a conditional use permit addressing potential noise, dust, water quality, traffic and aesthetic problems; and a reclamation plan for future use of mined areas prior to initiating any mining. The General Plan must provide support and direction for administering these regulations.

This section describes policies and programs under five objectives:

1. Known resources protected for future mining.
2. New resources located.
3. Orderly resource extraction with minimal adverse impacts.
4. Sequential timing of mining and urban development.
5. Concrete recycled.

### MINERAL RESOURCES PROTECTED

**Objective: Known mineral resources protected from land uses which would preclude or inhibit timely mineral extraction to meet market demand.**

Intent: The General Plan land use diagram identifies primary aggregate resources of the American River channel deposit with an aggregate resources combining land use designation. The first policy formalizes existing practice with respect to applying the combining land use category and Surface Mining Combining (SM) zone. The second policy calls to attention the need to plan sewer system extension carefully so as not to preclude mining or future reclamation options.

#### Policies:

- CO-48. Apply the aggregate resources combining land use category to additional areas as subsequent studies determine them to contain mineral resources which are feasible and appropriate for mining. The aggregate resources combining land use category shall



not be a prerequisite to (SM) surface mining combining zoning in conjunction with proposed surface mining.

- CO-49. Sewer interceptor and trunk alignments shall be routed to avoid areas planned for aggregate resource mining to the extent practical. Where such alignments are impractical, they shall be designed to minimize aggregate resources which would be precluded from mining, and make reasonable attempt to preserve the future use of mined areas for flood control or recharge purposes.

## MINERAL RESOURCE EVALUATION AND MANAGEMENT

**Objective:**     **Resources and options for future extraction identified within the context of an ongoing local resource evaluation and management program.**

Intent: The California Geological Survey has the primary responsibility under the provisions of the Surface Mining and Reclamation Act of identifying aggregate resource areas. Relying solely on local aggregate producers to identify resources will yield privately initiated and perhaps scattered rezones and use permit proposals, which would not allow the comprehensive planning perspective of a broad study followed by General Plan changes. Additional revenues are needed to fund a County resource evaluation effort and provide trained staff to deal with the full range of aggregate resource issues. The County should investigate establishing a resource extraction fee which might be payable in annual installments over the term of use permits.

### Implementation Measures:

- A. Determine the extent and quality of aggregate resources west of Bradshaw Road between Florin and Elder Creek Roads, on Aerojet property, the Cosumnes River above Wilton Road and other locations with potential mineral resources. (MSA-PLANNING)
- B. Study the feasibility of establishing, in conjunction with use permit approval for surface mining, a resource extraction fee to fund a staff geologist and consultant services as necessary to implement policies and programs relating to mineral resource protection. (MSA-PLANNING)
- C. Establish regular coordination with the California Geological Survey, provide them with information regarding aggregate resource depletion in the County, and solicit financial and technical assistance for resource studies. (MSA-PLANNING)

## EXTRACTION OF MINERALS

**Objective:**     **Orderly extraction of minerals and subsequent reclamation of mined areas with minimal adverse impacts on aquifers, streams, scenic values, and surrounding residential uses.**

Intent: This objective is largely implemented through existing County Zoning Code provisions and CEQA. Policies below provide support. Cyanide leaching of gold does not currently occur in Sacramento and the prohibitive policies reflect its inappropriateness in an urban county.

Policies:

- CO-50. Surface mining operations shall not, after mitigation measures are accounted for, create any significant nuisances, hazards, or adverse environmental impacts.
- CO-51. Surface mining shall maintain substantial minimum setbacks from adjoining rural residential land uses.
- CO-52. Surface mining shall not be allowed without adequate plans for reclamation of mined areas.
- CO-53. Reclamation plans in the Jackson Corridor new growth area shall consider anticipated future land uses identified in County-initiated planning efforts.
- CO-54. Gold extraction utilizing cyanide leaching systems shall not be permitted.
- CO-55. Hardrock mining shall be conducted in a way that does not create long-term undesirable impacts.

Implementation Measures:

- A. Continue to monitor implementation of use permit conditions approved for surface mining operations. (MSA-PLANNING)
- B. Maintain and update information pertaining to appropriate state-of-the-art techniques for erosion control, reclamation, nuisance prevention and environmental impact mitigation relative to surface mining operations. (MSA-PLANNING)
- C. Provide pertinent applications, plans and environmental documents to all agencies which may be involved with future reclamation uses, including service providers, parks agencies, and resource management agencies. (MSA-Planning)
- D. Prepare a comprehensive plan for hard rock mining that helps to guide a cohesive and logical pattern for future mining activities based on estimated mineral supply needs, evaluation of environmental impacts and minimizing affects on adjacent land uses (MSA-PLANNING).

## SURFACE MINING AND OTHER LAND USES

**Objective:**     **Sequential timing for mining of aggregate areas linked to the timing of urban development.**

**Intent:** Aggregate mining is an interim use of land. Mined and reclaimed sites can be reused for agriculture or open space uses either permanently or as additional interim uses until such time as final reuse plans are adopted. Continued urban development threatens areas with mineral resources. Within the Urban Services Boundary, it is important to balance the need for mineral resources, habitat protection and existing and future development.

### Policy:

CO-56.     Sector I-3 (Figure 2, Page 38) south of Elder Creek Road shall be a high priority area for mining to allow for its future urban use.

### Implementation Measures:

- A.     Develop a strategy for mining within the USB that is consistent with other land uses and the preservation strategies that are currently being developed for the South Sacramento Habitat Conservation Plan. (MSA-PLANNING)
- B.     Develop a strategy for mining Mather AFB lands that is consistent with other land uses and the preservation strategies that are currently being developed for the South Sacramento Habitat Conservation Plan and the reuse needs for the Base. (MSA-PLANNING)

## AGGREGATES RECYCLING

**Objective:**     **Ten percent and twenty percent of demand for aggregates met by recycled or substitute materials by 2010 and 2020 respectively.**

**Intent:** Local aggregate producers primarily harvest PCC grade aggregate--the highest quality and the most easily processed in terms of production costs. Good quality aggregate is being rapidly depleted. Continuing to encourage that new road base material be partly comprised of recycled material could help initiate a market in this area. However, safeguards are essential to ensure that material recovery and processing is conducted without adverse impacts.

### Policy:

CO-57.     To the maximum extent possible, all base material utilized in County and private road construction shall be composed of recycled asphalt concrete and roadway base material.

Implementation Measures:

- A. Modify construction standards for County roads to utilize recycled products without altering the engineering properties per the Sacramento County Standard Construction Specifications, and upon approval of the Municipal Services Agency. (MSA-DOT)
- B. Develop appropriate conditions applicable to projects involving private roads. (MSA - PLANNING)
- C. Investigate the use of recycled concrete or substitute materials in other construction applications. (MSA-PLANNING and COUNTY ENGINEERING)
- D. Investigate concrete recycling operations elsewhere and determine appropriate mitigation measures. (MSA-PLANNING)

# **SACRAMENTO COUNTY GENERAL PLAN CONSERVATION ELEMENT**

## **SECTION III**

### **MATERIALS RECYCLING**

**GOAL:**       **Widespread use, reduction and recycling of materials by county residents and businesses leading to significant per capita waste reduction.**

#### **INTRODUCTION**

Increased public recognition of rapidly growing solid waste generation, lack of suitable disposal sites, toxic contamination at many landfills, and the harmful environmental side effects of disposable packaging have resulted in many new government mandates to reduce solid waste. It is increasingly apparent that when we reuse and recycle materials, we also conserve virgin natural resources, reduce garbage in the environment and conserve landfill space.

According to the California Integrated Waste Management Board (CIWMB), waste generation rates for unincorporated Sacramento County and the City of Citrus Heights (these two jurisdictions are calculated together by the CIWMB) total approximately 14.58 pounds of solid waste per capita daily or more than 1.72 million tons annually.<sup>2</sup> Although the County currently has adequate landfill capacity, significant opportunities and local motivation exist to reduce solid waste. Additionally, California AB 939, adopted in 1989, requires that jurisdictions achieve 25 percent and 50 percent reduction in solid waste landfill volume by 1995 and 2000 respectively. In 2000, the CIWMB extended the requirements of AB 939 far into the foreseeable future. This section presents a policy framework to not only achieve solid waste reduction through recycling and reuse, but also to integrate materials reuse into the daily routines of County residents, businesses, and government agencies.

This section describes policies and implementation measures under three objectives:

1. Maintain at least a 50 percent diversion rate of the waste stream from the landfills through source reduction, recycling, and composting.
2. Continued participation for residents and businesses in a countywide recycling program.
3. A sustainable market for all recycled materials supported by procurement of recycled or reusable products and materials purchased by the County.

Additional policies related to solid waste disposal are located in the Public Facilities Element, Solid Waste Section.

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<sup>2</sup> Waste generation rates verified with Kyle Pogue of CIWMB, 7/31/06 – MW  
County of Sacramento General Plan

## SOLID WASTE REDUCTION PLAN

**Objective:**     **Maintain at least a 50 percent diversion rate of the waste stream from landfills through source reduction, recycling, and composting.**

**Intent:** State law mandates a minimum of 50 percent reduction in the total solid waste stream that is disposed of in landfills. Ongoing analyses prepared by County staff show that current source reduction, recycling and composting programs are achieving at least a 50 percent solid waste reduction with a diversion rate of 62% for 2004 accepted by the CIWMB in 2006.<sup>3</sup>

Currently, however, the County lacks an environmentally friendly and cost-effective means of reducing residential garden refuse (green materials), which comprises approximately 20% of its solid waste. The introduction of a Sacramento County GreenCycle facility, to “recycle” green materials, therefore has potential to aid the County in its efforts to maintain a rate of solid waste reduction that exceeds the minimum state mandate. The Sacramento Regional Solid Waste Authority (SWA), a joint powers authority of Sacramento County and the cities of Sacramento and Citrus Heights that regulates solid waste collection, is currently implementing plans for a GreenCycle facility in Sacramento County. The proposed facility would recycle residential green materials into usable compost. The SWA is considering four possible sites for the facility throughout Sacramento County. The potential sites are undergoing environmental review to select a final site for the facility.

### Policy:

CO-58.     Reduce solid waste beyond the 50% minimum state mandate through a variety of recycling programs.

### Implementation Measure:

- A.     Continue to implement the County Source Reduction and Recycling Element programs required under Assembly Bill 939 which includes policies and programs for curbside recycling programs, recycling programs serving multi-family households, central commercial and residential waste processing facilities and composting of garden refuse generated in the Regional Agency area. (MSA-DEPARTMENT OF WASTE MANAGEMENT AND RECYCLING)
- B.     In cooperation with Sacramento Regional Solid Waste Authority (SWA), establish and operate a GreenCycle facility to significantly reduce the residential garden refuse generated in the unincorporated County. This facility should improve long-term stability and reliability, minimize potential nuisance issues with surrounding property owners and shorten distances for transporting green materials. (MSA-DEPARTMENT OF WASTE MANAGEMENT AND RECYCLING)

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<sup>3</sup> Information from Sacramento County Waste Management and Recycling, September 2006.

## RESIDENTIAL & BUSINESS PARTICIPATION IN RECYCLING

**Objective:**     **Continued participation for residents and businesses in Countywide recycling programs.**

**Intent:** The County of Sacramento has implemented a mixed recycling curbside program. Public education and promotional programs are designed to increase the public's awareness of the need to recycle and to demonstrate how easy it is to participate. Additional policies related to solid waste management are located in the Public Facilities Element, Solid Waste section.

### Policies:

CO-59.     Commit adequate funds from collection fees to advertise and promote public participation.

### Implementation Measures:

- A.     Identify and evaluate building design requirements which would facilitate recycling. (MSA - BUILDING INSPECTION and WASTE MANAGEMENT AND RECYCLING)
- B.     Develop measures requiring specified commercial and industrial developments to prepare recycling implementation plans. (MSA-PLANNING and WASTE MANAGEMENT AND RECYCLING)

## RECYCLING MARKET

**Objective:**     **A sustainable market for all recycled materials supported by procurement of recycled or reusable products and materials purchased by the County.**

**Intent:** Successful recycling programs depend on a market for reusable materials sufficient to accommodate the volume of recyclable products collected. A County procurement program prioritizes the purchase of products and materials with a specific recycled content.

The Department of General Services developed a recycled content procurement program which encompasses the implementation measures of this element. This Environmental Purchasing Policy, approved by the Board of Supervisors in January 2003, specifies best procurement practices and waste prevention practices.

### Policies:

CO-60.     All County departments and agencies shall enforce the Environmental Purchasing Policy, approved by the Board of Supervisors in January 2003, which facilitate purchase of recycled, recyclable or reusable products and materials where feasible.

- CO-61. Outside contractors bidding to provide products or services to the County, including printing services, must demonstrate that they will comply with County recycled materials policies to the greatest extent feasible.
- CO-62. Actively promote a comprehensive, consistent and effective recycled materials procurement effort among other governmental agencies and local businesses.

Implementation Measures: (ALL GENERAL SERVICES)

- A. Maintain a list of preferred products which are made from recycled materials.
- B. Evaluate and recommend specific policies or programs to promote recycled product purchases, including commitments to purchase selected products only as recycled, establishment of "set asides" of total purchases, cooperative purchasing programs, and price preferences.
- C. Revise departmental procurement policies and procedures to ensure that performance standards for particular products can be met, the specifications are not overly stringent and that they incorporate reusable products and products designed to be recycled.
- D. Develop a monitoring program to assess progress towards reaching recycled products procurement objectives established in the County's Environmental Purchasing Policy.



# **SACRAMENTO COUNTY GENERAL PLAN CONSERVATION ELEMENT**

## **SECTION IV**

### **SOIL RESOURCES**

**GOAL:**       **Preserve and protect long-term health and resource value of agricultural soils.**

#### **INTRODUCTION**

Sacramento County's agricultural economy is, and will remain, dependent upon soil productivity. Productive soils are generally found in three different geomorphic regions: the ancient river terraces, the geologically recent river flood plains, and the Delta. The river terraces, or bench soils, have reduced organic material in the soil matrix, but are agriculturally productive. The flood basin soils are alluvium materials, with an increased percentage of organic and mineral compounds. Lastly, the Delta soils are primarily fertile peat comprised of slow-to-decay organic material.

Much of the agriculturally productive soil has been defined by the National Resource Conservation Service (NRCS) as prime (nationally important), statewide in importance, unique, locally important, or grazing. These definitions recognize the land's suitability for agriculture and reflect not only the physical and chemical characteristics, but soil quality, appropriate growing season, and adequate moisture supply. Approximately half of the productive farmland in Sacramento County is classed as prime; farmlands statewide in importance, unique farmland, farmland of local importance, and grazing land comprise the remaining balance.

Long term productivity of soils helps maintain agricultural viability for future generations and can include preventative measures against erosion and oxidation. To continue viable agricultural production the County's productive soils need to be preserved and maintained. To this end, farm community members have entered into agreements with the NRCS to create three Resource Conservation Districts in the southern portion of the County -- Florin, Lower Cosumnes, and Sloughhouse. The NRCS provides technical and financial assistance to members of these districts.

Much of the Delta peat soils in the Lower Cosumnes Resource Conservation District are undergoing subsidence from oxidation (exposing peat to the drying factors of air) and subsequent shrinkage and wind erosion. Tillage and irrigation on islands experiencing high amounts of subsidence should be curtailed to slow the rate of soil loss and protect sinking levees and adjacent islands.

Urban expansion in much of the County has converted productive agricultural land into other uses. Between 1989 and 2004, total acreage in production fell from nearly 253,000 acres to

below 217,000 acres<sup>4</sup>. Over that same time period, of the 636,083<sup>5</sup> acres comprising the County, 40 percent were in production in 1989, while the figure dropped to 34 percent by the end of 2004. Lost acreage from conversion to urban uses is permanently withdrawing productive soils from agricultural production. Consideration of the inherent value of agricultural land should be closely examined when deciding to develop or not develop on fertile soils.

This section describes policies and programs under four objectives. In addition, the Agricultural Element of this General Plan includes additional objectives related to agriculture preservation and economic viability.

1. Loss of important agricultural soils compensated by long-term protection of land with similar productivity value and soil conservation practices.
2. Agriculturally productive Delta soils protected from the effects of oxidation, shrinkage, and erosion.
3. Widespread farmer participation in Resource Conservation District programs.
4. Mining of top soil to have minimal effect on soil productivity.

## DEVELOPMENT AND AGRICULTURAL SOILS

**Objective:**     **Loss of important agricultural soils compensated for by long-term protection of land with similar productivity value and soil conservation practices.**

**Intent:** In recent years productive cropland has been increasingly converted to urban uses. Between 1988 and 2002, nearly 22,000 acres of farmland and approximately 12,000 acres of grazing land were converted to urban uses.<sup>6</sup> From the agricultural perspective, as conversion of productive farmland continues, it permanently commits this land to a nonproductive category. To curb this decline and protect soil productivity, policies to preserve agriculturally productive lands within the County need to be instigated. Due to the pressures of population growth, development, and economic expansion, maintaining the current inventory of farmland is not feasible. However, mitigation of farmland loss, whenever possible, is justified when development sets in motion processes which lead to additional conversion of nearby lands. As also referenced in the Agricultural Element, protection for the loss of prime, statewide importance, unique and local importance soils (as classified by the California Department of Conservation) is extremely important to help maintain the viability of agricultural in Sacramento County.

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<sup>4</sup> Information from the 1993 Sacramento Plan General Plan Background Report and the Sacramento County 2004 Crop & Livestock Report. Total productive acreage was derived by combining harvested acreage of field crops, fruit and nut crops, seed crops, vegetable crops and nursery production.

<sup>5</sup> California Department of Conservation Farmland Mapping and Monitoring Program, Sacramento County 1988-2002 Land Use Summary.

<sup>6</sup> California Department of Conservation Farmland Mapping and Monitoring Program, Sacramento County 1988-2002 Land Use Summary.

Policy CO-64 proposes the threshold concept by defining the loss of 50 acres or more of prime, statewide, unique or local importance soils to be a significant environmental effect, per CEQA. An additional policy requiring mitigation of prime, statewide importance, unique and local importance farmland, or land with intensive agricultural uses, is located in the Agricultural Element.

Farm practices that encourage conservation and preservation of productive soils is the primary responsibility of the NRCS. The goal of the NRCS, through research, technical assistance, financial aid, and public workshops, is to instill in agricultural land owners knowledge of sound soil management practices. The role of the County in this effort is limited. However, by working together with the NRCS towards their goal to preserve and protect soils throughout the area, the County can identify soil conservation as a priority when setting policy. To this end the County should work with the NRCS to promote wise and conservative use of productive soils.

Health and Safety Code Section 40724.5 (added by SB 700) requires the Sacramento Metropolitan Air Quality Management District (SMAQMD) to adopt a rule to reduce emissions of particulate matter (PM) from agricultural practices such as tilling, discing, cultivation, and raising of animals. SMAQMD plans to adopt a rule to limit fugitive dust emissions from agricultural-related activities.<sup>7</sup>

#### Policies:

- CO-63. Direct development away from prime and statewide importance soils or otherwise provide for mitigation that slows the loss of additional farmland conversion to other uses.
- CO-64. Projects resulting in the conversion of more than fifty (50) acres of prime, statewide importance, unique and local importance farmland shall be deemed to have a significant environmental effect, as defined by CEQA.
- CO-65. Recreational uses shall not be constructed on prime, statewide importance, unique or local farmland outside of the Urban Services Boundary where the use would impede agricultural practices.
- CO-66. Encourage BMP's and appropriate soil conservation practices regularly utilized by farmers and ranchers.

#### Implementation Measures:

- A. To mitigate loss of agriculturally productive acreage, prohibit development in areas of the County that has designations of prime, statewide importance, unique and local importance soils through development agreements or conservation easements. (MSA-PLANNING, DWR, ECONOMIC DEVELOPMENT, and AGRICULTURAL COMMISSIONER)

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<sup>7</sup> Information from Peter Christensen, SMAQMD, July 2006.  
County of Sacramento General Plan

- B. Designate prime, statewide importance, unique and local importance soils on Community Plan maps. (MSA-PLANNING)
- C. Evaluate the feasibility of using the important soils identified by the National Resource Conservation Service as the basis for soil preservation in the County versus the existing Important Farmland categories classified by the California Department of Conservation. Amend the Important Farmland map in the General Plan based on this evaluation (MSA-PLANNING and AGRICULTURAL COMMISSIONER).
- D. Institute soil and water conservation measures on County owned lands, including but not limited to, erosion control devices, grazing schedule, seasonal planting of nitrogen fixing plants, and reintroduction of native bunch grasses. (MSA- REGIONAL PARKS, REGIONAL SANITATION DISTRICT, DEPARTMENT OF AIRPORTS)
- E. In consultation with Natural Resource Conservation Service staff, design interpretive display at an appropriate park site demonstrating sound soil conservation management practices. (MSA-REGIONAL PARKS)
- F. Work with SMAQMD to limit fugitive dust emissions from agricultural-related activities, consistent with Health and Safety Code Section 40724.5. (MSA-PLANNING AND AGRICULTURAL COMMISSIONER)

#### OXIDATION OF DELTA SOILS

**Objective:**     **Agriculturally productive Delta soils protected from the effects of oxidation, shrinkage, and erosion.**

Intent: Cultivation on prime Delta farmland soils produces a high yield of crop commodities. However, crop production has also encouraged subsidence of the agricultural land and surrounding levees, threatening production on some Delta islands. The peat soils of the Delta, comprised of slow-to-decay organic material continually submerged, can shrink in volume by as much as 50 percent when exposed to the drying factors associated with air. This process, called oxidation, is the primary contributing factor to subsidence of Delta crop lands and has the potential to significantly alter agricultural production, which is the area's most important economic activity. In addition, Delta soils have been identified as highly erodible by the NRCS. Cultivation of such land owned by farmers receiving crop subsidies from the federal government is supposed to be regulated under provisions of the 1985 Farm Bill. However, current regulatory procedures only require documentation of agricultural management practices and have not had a significant effect in reducing oxidation of Delta soils.

To retard peat oxidation, minimal tillage, the practice of reducing repetitive cultivation, should be instigated to lessen soil loss from erosion and shrinkage. In addition, consideration should be given to significantly curtailing cultivation on islands adjacent to Suisun Bay to preserve their effectiveness as a buffer between up-Delta islands and the erosional forces of Bay tidal action.

Policies:

CO-67. Curtail tillage of peat-rich Delta soils to retard erosion and subsidence, and protect the agricultural productivity of Delta islands.

Implementation Measures:

- A. In conjunction with the U.S. Geological Survey (USGS) and the State of California's Department of Water Resources (DWR) continue monitoring subsidence in zones of organic material. (MSA-PLANNING)
- B. In conjunction with Natural Resource Conservation Service [NRCS] and the associated Lower Cosumnes Resource District, present workshops or other similar public format programs to Delta residents regarding soil and water conservation measures appropriate to maintaining the area's agricultural viability. (AGRICULTURAL COMMISSIONER)

RESOURCE CONSERVATION DISTRICT PROGRAM

**Objective:   Widespread farmer participation in Resource Conservation District programs.**

Intent: Resource Conservation Districts are "special districts" of the state of California, created under Division 9 of the California Public Resources Code. Areas in Sacramento County are Sloughhouse, Florin and the Lower Cosumnes resource conservation districts. These identities serve approximately sixty percent of the county and address natural resource concerns and issues within each jurisdiction. They are locally governed agencies with their own locally appointed or elected board of directors. To provide technical or funding assistance to cooperators, Sacramento County RCDs rely on NRCS and partnerships with other groups and agencies<sup>8</sup>.

Membership and participation in the Resource Conservation District program provides area farmers and other landowners with readily available expertise in land stewardship. Programs have expanded to include education for urban residents and small landowners. The most recent long range work plan (years 2000-2005) for the Sacramento County RCDs identifies flooding, watershed outreach, conservation education, private property rights and regulation awareness weed management, water quality impaired by erosion and sedimentation, urban stream restoration and land subsidence/wildlife habitat enhancement as primary issues to be addressed in the coming years.<sup>9</sup>

Policies:

CO-68. Support Resource Conservation Districts to promote soil and water conservation practices.

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<sup>8</sup> From Sacramento County Resource Conservation Districts website: <http://www.carcd.org/wisp/florin/lr-plan.htm>

<sup>9</sup> From Sacramento County Resource Conservation Districts website: <http://www.carcd.org/wisp/florin/lr-plan.htm>

CO-69. Support regional education and outreach efforts regarding local soil quality and the relevant current issues.

Implementation Measures:

- A. Assist in preparing document to seek LAFCO's approval for a Resource Conservation District in Natomas area. (AGRICULTURAL COMMISSIONER)
- B. Work with existing Resource Conservation Districts to inform and educate urban residents and small landowners on soil and water conservation practices. (AGRICULTURAL COMMISSIONER).

TOPSOIL MINING

**Objective: Mining of top soil to have minimal effect on soil productivity.**

Intent: Top soil mining of productive soils in flood plain areas has little effect on soil productivity, provided that extraction methods do not remove more than the top 12 inches of soil. Flood plain soils, where such mining typically occurs, are generally 10 feet or more in thickness. However, the most productive layer of soil, based on organic content, is found within the top two feet of the soil profile. Mining of soils deeper than one foot decreases crop productivity by removing a major portion of the soil layer considered most productive. As mentioned in the introduction, long term productivity of soils helps maintain agricultural viability for future generations and can include preventative measures against erosion and oxidation. Although top soil mining has little effect on soil productivity, environmentally unsound surface mining and reclamation methods can be detrimental to topographic definition and hydrologic processes. See Surface Mining document for policies regarding resource extraction methodologies.

Policy:

CO-70. In areas where top soil mining is permitted, it shall be done so as to maintain the long-term productivity of the soil.

# **SACRAMENTO COUNTY GENERAL PLAN CONSERVATION ELEMENT**

## **SECTION V**

### **VEGETATION AND WILDLIFE**

#### **INTRODUCTION**

Sacramento County is home to a variety of important vegetation and wildlife. Natural habitats in the County include vernal pools, wetlands, special status species habitats, riparian, oak woodland and grassland prairies. Wetland and riparian areas in the County include historic backwater basins along the Sacramento River, the American River Parkway, and the nationally significant valley oak riparian forest along the lower Cosumnes River. The Beach/Stone Lakes area, a designated National Wildlife Refuge, hosts thousands of waterfowl migrating along the Central Valley leg of the Pacific Flyway. The area is a dynamic and vigorous habitat supporting, among other species, American white pelican, great blue heron, northern harrier, coyote, grey fox, beaver, and possibly bobcat. The County's American River Parkway, bisecting the urban environs, has protected a vibrant riparian forest stretching along the lower American River. The undammed Cosumnes, exemplary of what was once expansive woodlands, represents a comparatively unaltered Central Valley ecosystem with slough, wetland, and riparian habitats, each slightly different in its ecological balance. Other significant wetland and riparian areas exist along Delta sloughs and seasonal creeks flowing into the major drainages. Sacramento County is home to a variety of native tree and grassland habitats. The native tree habitats are defined as oak woodlands, oak savannah, and mixed riparian woodlands and the dominant grassland habitat being that of the California Prairie. These vegetative habitats are very important to the future of Sacramento County; however, due to the combined effects of urbanization, agricultural conversion, overgrazing, the introduction of invasive plant and wildlife species, climatic changes, and fuel wood harvesting, California's native vegetation have been unable to maintain existing populations.

The preservation and restoration of the diverse habitats located throughout the County is extremely important to help support ecosystem processes and functions. Each habitat type or plant community must be conserved to maintain a viable, self-perpetuating ecosystem. For instance, not only do nesting sites need to be preserved for the Swainson's Hawk, but foraging habitat must also be protected to provide a viable food source. A full range of native biodiversity, maintained in an integrated manner, helps promote sustainable habitat and wildlife populations. Large landscape level preserves interconnected by habitat corridors are increasingly recognized as the most effective method to protect species by preserving ecological landscapes.

This section addresses policies to help preserve and restore vegetation and wildlife throughout Sacramento County, including ways to ensure that these important natural resources are given adequate attention in development projects and master planning efforts. The Open Space Element describes additional protection measures and provides a management/acquisition

strategy for continued preservation and protection of the County's valuable natural resource habitats.

## **HABITAT PROTECTION AND MANAGEMENT**

**GOAL: Preserve and manage natural habitats and their ecological functions throughout Sacramento County.**

Increased pressures on natural areas caused by development have demonstrated the need for more careful consideration of the conservation of local vegetation and wildlife resources. This section addresses habitat protection, mitigation and management policies and implementation measures that apply to natural habitats throughout the County.

When evaluating these habitats, it is important to remember the different needs and purposes of urban versus rural habitats. Urban habitats, for the most part, have been greatly impacted by development pressures and must strike a balance between pragmatic needs for humans while still preserving ecosystem processes for valuable resources. Rural habitats, on the other hand, play a critical role in the protection of landscape level ecosystem processes. For instance, the urban forest provides ornamentation, shading and shelter. Albeit some wildlife habitat is provided, this is very limiting in size and species that can benefit from urban areas. Vegetative species that may not be desirable in a rural setting to enhance the natural ecosystem, can serve a positive purpose in an urban setting. This is an important differentiation in deciding what vegetative species should be planted. In the rural areas of the County, regeneration of oak woodlands helps to maintain this natural landscape. Likewise, the rural areas should be enhanced with native vegetative species to that area. In this way, we can strive to increase the ecosystem functions of our native habitats. These needs and purposes should be kept in mind when looking at habitat protection, mitigation and preservation in urban and rural areas.

## **HABITAT MITIGATION**

**Objective: Mitigate and restore for natural habitat and special status species loss.**

Intent: Habitat mitigation helps to minimize the impacts on natural resources from development activities either through replacement of a resource or via other means of compensation. Mitigation is a tool that is widely used by federal, state and local agencies as well as being required through the CEQA process.

Mitigation actions should maintain species and habitat heterogeneity by providing permanently protected areas across a species' range. Mitigation should occur within close proximity to the impact to protect that portion of a species population that is being impacted. By preserving land within Sacramento County valuable open space will be provided for the enjoyment and use of citizens that live within the County.



In addition to identifying resources for mitigation, it is important to ensure that these resources are properly restored and maintained. Habitat restoration plans help to establish ongoing monitoring and management for these mitigation resources.

The policies below outline what types of mitigation should occur for different resources throughout the County, tools for creating and managing mitigation banks and the need for habitat restoration plans.

Policies:

- CO-71. Ensure no net loss of wetlands, stream and river corridors, riparian woodlands, oak woodlands, oak savannah, or special status species habitat acreage and their respective functions.
- CO-72. Ensure in-kind mitigation occurs for any loss of or modification to the following types of acreage and habitat function:
- vernal pools,
  - wetlands,
  - riparian,
  - native vegetative habitat, and
  - special status species habitat.
- CO-73. When on-site preservation or mitigation is not feasible or desirable per regulatory agencies, require off-site mitigation within Sacramento County for the habitats listed below. Mitigation shall be directed to lands identified on the Open Space Vision Diagram and associated component maps (please refer to the Open Space Element):
- vernal pools,
  - wetlands,
  - riparian,
  - native vegetative habitat, and
  - special status species habitat.
- CO-74. For development projects, the project applicant shall have a habitat restoration plan prepared by a qualified restoration specialist to mitigate for project-related disturbances to vegetation and wildlife habitats in Sacramento County. This plan shall include monitoring protocols, implementation and funding mechanisms.
- CO-75. Proposed mitigation banks shall be consistent with evaluation, size, and siting criteria for vernal pool preserves identified in the report "Vernal Pool Conservation Strategy" prepared for South Sacramento HCP in 2004.
- CO-76. Created or restored riparian habitat or wetlands, required as mitigation, shall be placed under a permanent conservation easement.

### Implementation Measures:

- A. Develop standards and requirements for all habitat restoration plans. (MSA-DERA, MSA-PLANNING, MSA-REGIONAL PARKS, MSA-DWR)
- B. Develop a program to examine potential benefits of utilizing stream corridors for off-site mitigation of upland development. (MSA- PLANNING, MSA-DWR, MSA-DERA)
- C. Habitat restoration plans for projects shall be reviewed and approved prior to the final project approval and must be consistent with the currently accepted scientific methods (MSA-PLANNING).
- D. Provide effective maintenance, monitoring, and reporting for all habitat restoration plans that meet established USFWS and/or USEPA requirements. (MSA- DERA, MSA-PLANNING, MSA-REGIONAL PARKS, MSA-DWR)
- E. Coordinate with other local jurisdictions and County departments to direct mitigation to appropriate locations on the Open Space Vision component maps. (MSA-PLANNING, MSA-DERA)
- F. With cooperation from the project applicants, produce a performance report at the end of year 5 and 10 of habitat restoration plans detailing the performance of the restoration plantings since the inception of mitigation. (MSA-DERA)

### HABITAT PRESERVE AND MANAGEMENT

**Objective:** Establish and manage a preserve system with large core and landscape level preserves connected by wildlife corridors throughout Sacramento County to protect ecological functions and species populations.

Intent: Several preserve areas are identified on the County's Land Use Diagram including Stone Lakes Preserve, the Sacramento Valley Vernal Pool Prairie Preserve, Cosumnes River Preserve, and Deer Creek Hills Preserve. These preserves set aside valuable ecological resources and, in some cases, provide recreational opportunities. Established preserves also help protect these resources from encroaching urbanization. The section below addresses the need to support the continued creation of preserves in the County and how best to handle their ongoing management. Preserves are identified as Resource Conservation Areas on the General Plan Land Use Diagram.

As explained in the glossary of this Plan, adaptive management is a scientific approach to resource management that combines management, monitoring and research to effectively manage complex ecosystems.<sup>10</sup> This section also calls for an inventory of resources to be

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<sup>10</sup> Atkinson, A. J., P. C. Trenham, R. N. Fisher, S. A. Hathaway, B. S. Johnson, S.G. Torres, and Y. C. Moore. 2004. Designing monitoring programs in an adaptive management context for regional multiple species conservation plans. U.S. Geological Survey Technical Report. USGS Western Ecological Research Center, Sacramento, CA. 69 pages.

completed every five years. These inventories can establish a baseline to be able to measure success of preservation efforts as well as impacts to these resources from development.

Policies:

- CO-77. Wetland and riparian areas of special significance shall be designated within the Open Space Vision Diagram of the Open Space Element the General Plan.
- CO-78. Vernal pools, wetlands, and streams within identified preserves shall not be drained, excavated, or filled for the purpose of converting the land to another use. If fill or modification is required for Drainage Master Plans, stormwater quality or levee maintenance, creation or restoration of an equal amount must occur within the boundaries of the preserve to achieve no net loss consistent with policy CO-71.
- CO-79. Consistent with overall land use policies, the County shall support and facilitate the creation and biological enhancement of large natural preserves or wildlife refuges by other government entities or by private individuals or organizations.
- CO-80. Create a network of preserves linked by wildlife corridors of sufficient size to facilitate the movement of species.
- CO-81. All preserves shall have a monitoring and management program including an adaptive management component. The programs shall be consistent with Habitat Conservation Plans that have been adopted or are in draft format.
- CO-82. Any preserves/conservation areas shall have an established funding mechanism, and where needed, an acquisition strategy for its operation and management in perpetuity. This includes existing preserves such as the American River Parkway, Dry Creek Parkway, Cosumnes River Preserve and other plans in progress for riparian areas like Laguna Creek.
- CO-83. Preserves shall be planned and managed to the extent feasible so as to avoid conflicts with adjacent agricultural activities (Please also refer to the Agricultural Element).
- CO-84. Avoid, to the extent possible, the placement of new major infrastructure through preserves unless located along disturbed areas, such as existing roadways.

Implementation Measures:

- A. Complete an inventory of the following resources, and update every five (5) years:
- riparian habitat;
  - seasonal and permanent wetland habitat; and
  - vernal pools. (MSA-PLANNING)

- B. Adopt a zoning ordinance creating a Natural Preserve zone which would permit agricultural and passive recreation uses, subject to consistency with Plan policies, and apply to designated natural preserves. (MSA-PLANNING)
- C. Review, coordinate and modify development and management plans for areas identified as natural preserves that are publicly owned and amend as appropriate. (MSA-PLANNING, MSA-REGIONAL PARKS, MSA-DWR, MSA-WASTE MANAGEMENT)
- D. Work with state and federal resource agencies to identify opportunities for establishing and maintaining preserves, consistent with adopted or draft Habitat Conservation Plans and state and federal recovery plans. (MSA-PLANNING, REGIONAL PARKS)
- E. Identify and restore watershed areas deemed to be in ecological distress. (MSA-PLANNING, MSA-DWR)
- F. Prepare monitoring and management programs including adaptive management protocols that are consistent with adopted or draft Habitat Conservation Plans for preserved areas. (MSA-PLANNING)
- G. Prepare procedures in cooperation with local fire districts for maintaining fire protection within natural stream and river corridors and all preserves. (MSA-PLANNING, MSA-DWR, MSA-REGIONAL PARKS)
- H. In cooperation with appropriate agencies, incorporate habitat restoration objectives and programs into policy plans addressing recreational and natural resource areas, including but not limited to, the:
- American River Parkway Plan;
  - Master Plan for Dry Creek Parkway;
  - Floodplain Management Plans for creeks;
  - Cosumnes River Preserve;
  - Laguna Creek;
  - Sacramento River; and
  - Deer Creek Hills
- (MSA-PLANNING, MSA-DWR, MSA-REGIONAL PARKS)
- I. Identify local land trusts that are appropriate to hold land and identify funding sources for the acquisition of land and the preparation of monitoring, management, and adaptive management plans for protected lands within Sacramento County. (MSA-PLANNING, PARKS, WASTE MANAGEMENT, AND DWR)

## HABITAT PROTECTION AND PROJECT REVIEW

**Objective:**     **Review development plans and projects to ensure a balance between essential growth needs and the protection and preservation of natural habitats and special status species.**

Intent: When a project is designed in concert with natural features, significant environmental impacts can be minimized. Addressing natural features early in the planning processes helps to integrate these resources into projects while minimizing delays to project implementation. The policies and implementation measures below address the important role that Sacramento County's habitat and wildlife should play during discretionary review.

### Policies:

CO-85.     Community Plans, Specific Plans, Master Plans and development projects shall:

- include the location, extent, proximity and diversity of existing natural habitats and special status species in order to determine potential impacts, necessary mitigation and opportunities for preservation and restoration.
- be reviewed for the potential to identify nondevelopment areas and establish preserves, mitigation banks and restore natural habitats, including those for special status species, considering effects on vernal pools, groundwater, flooding, and proposed fill or removal of wetland habitat.
- be reviewed for applicability of protection zones identified in this Element, including the Floodplain Protection Zone, Stream Corridor Ordinance, Cosumnes River Protection Combining Zone and the Laguna Creek Combining Zone.

CO-86.     Development design shall help protect natural resources by:

- Minimizing total built development in the floodplain, while designing areas of less frequent use that can support inundation to be permitted in the floodplain,
- Ensuring development adjacent to stream corridors and vernal pools provide, where physically reasonable, a public street paralleling at least one side of the corridor with vertical curbs, gutters, foot path, street lighting, and post and cable barriers to prevent vehicular entry.
- Projects adjacent to rivers and streams shall integrate amenities, such as trail connectivity, that will serve as benefits to the community and ecological function.
- Siting of wetlands near residential and commercial areas should consider appropriate measures to minimize potential for mosquito habitation.

- CO-87. If land within river and stream watersheds in existing agricultural areas is developed for non-agricultural purposes, the County should actively pursue easement dedication for recreation trails within such development as a condition of approval.
- CO-88. Secure easement or fee title to open space lands within stream corridors as a condition of development approval.
- CO-89. Dedicated/reserved parcels shall have an identified ownership, management plan and funding mechanism for operations and maintenance.
- CO-90. Parcels shall not be created for development wherein much of the parcel area would comprise wetland or riparian habitat rendering the parcel unbuildable. Parcels may be created when: (1) located within a floodplain corridor; and (2) they will be dedicated to and maintained by the County for flood control, drainage, and wetland maintenance.
- CO-91. Evaluate feasible on-site alternatives early on in the planning process and prior to the environmental review process that reduce impacts on wetland and riparian habitat and provide effective on-site preservation in terms of minimum management requirements, effective size, and evaluation criteria.

Implementation Measures:

- A. Require that Community Plans, Specific Plans, Master Plans and development projects:
- Include a complete inventory of seasonal and permanent wetlands, natural habitats and special status species. (MSA-PLANNING)
  - Identify suitable habitat for special status species in conjunction with State and Federal Resource Agencies. (MSA-PLANNING)
  - Where applicable, in cooperation with SAFCA, develop a tree plan that lists a specific baseline of riverine and upland species trees that can be supported by the substrate for the specific geographic area. (MSA-REGIONAL PARKS)
  - Address ownership and maintenance of dedicated/reserved parcels as follows:
    - Prior to the adoption of a Community Plan, Specific Plan or Master Plan or recordation of a final map for a development project, ownership and maintenance for any dedicated/reserved parcels must be identified, including appropriate funding mechanisms. (MSA-PLANNING, MSA-LDSIR)
    - Dedicated/reserved parcels with natural resource values will be placed in an in perpetuity easement with an organization acceptable to the County Department of Planning and Community Development prior to recordation of the final map (MSA-PLANNING, MSA-LDSIR).

- Dedicated/reserved parcels for schools, fire stations and other community services must have identified ownership, a management plan and a funding mechanism (MSA-PLANNING, MSA-LDSIR).
- B. In cooperation with the Sacramento-Yolo Mosquito & Vector Control District (SYMVCD), siting and design of wetlands near residential and commercial areas should consider the SYMVCD Best Management Practices and the County's Stormwater Quality Design Manual. (MSA- PLANNING, MSA-DWQ)

## **SPECIAL STATUS SPECIES AND THEIR RESPECTIVE HABITATS**

**GOAL: Preserve, enhance and restore special status species habitat in Sacramento County to aid in the recovery of these species.**

In this document, the term "special status" refers to threatened, endangered, species of concern, and species of special concern listed by the U.S. Fish and Wildlife Service, the California Department of Fish and Game and the California Native Plant Society. State and local biologists view most threatened (defined as likely to become endangered without special protection) and endangered (in danger of extinction) species populations as declining, signaling a continuing degradation in the quality of the County's ecosystems.

Sacramento County is positioned geographically to include a large portion of the Pacific Flyway for many migratory bird species. In addition, Sacramento County possesses species listed by the California Native Plant Society as being in danger of extinction. The County's riparian environs along the Sacramento, American, and Cosumnes Rivers and other drainages provide some of the most important habitat areas for threatened and endangered species.

## **PROTECTION OF SPECIAL STATUS SPECIES HABITAT**

**Objective: Protect and maintain habitat for special status species.**

**Intent:** Many policies throughout this Element and the Open Space Element focus on the preservation of habitat. However, habitat protection must not be the only focus of efforts to protect special status species. There remains the need to identify specific habitats which meet the specialized requirements of special status threatened and endangered species, assess the potential for reintroduction of special status species, encourage state and federally sponsored population recovery programs, aiding in the recovery of special status species and provide for interlinking habitats with natural corridors. Such intervention prior to significant further decline in population can increase propagation, ensure genetic diversity, and ultimately remove the need for protected status.

Policies:

- CO-92. Maintain viable populations of special status species through the protection of habitat in preserves and linked with natural wildlife corridors.
- CO-93. Habitat conservation plans shall be adopted by the County to provide a comprehensive strategy to protect and aid in the recovery of special status species.
- CO-94. Development of open space acquisition programs within natural areas shall consider whether the area is occupied by special status species.
- CO-95. Plans for urban development and flood control shall incorporate habitat corridors linking habitat sites for special status species. (Please also refer to the Open Space Element for related policies.)

Implementation Measures:

- A. Coordinate with the State and Federal Resource Agencies and SAFCA in planning and developing programs to encourage species recovery. (MSA-REGIONAL PARKS, MSA-PLANNING, MSA-WASTE MANAGEMENT, MSA-DWR)
- B. Assist habitat management programs in conjunction with State and Federal Resource Agencies aimed at responding to declining populations of special status species. (MSA-PLANNING and MSA-REGIONAL PARKS)
- C. In conjunction with State Resource Agencies, monitor populations of special status species utilizing available resources. (MSA-PLANNING, MSA-DERA)

MANAGE LANDS FOR SPECIAL STATUS SPECIES

**Objective:    Manage and maintain special status species and their respective habitat in a manner that resolves conflicts with adjacent privately owned-land and agricultural operations.**

Intent: Proper management and maintenance of special status species habitats must include minimizing potential impacts from activities that may be detrimental to these species, such as active recreation, levee protection measures, and development. Wildlife preserves, native grassland propagation, riparian area protection, and natural area buffer zones should be given priority over recreation, ranching, channelization, and development expansion in areas known to or having the potential to contain special status species.

Policies:

- CO-96. Manage vegetation on public lands with special status species to encourage locally native species and discourage nonnative invasive species.



- CO-97. Control human access to sensitive habitat areas on public lands to minimize impact upon and disturbance of special status species.
- CO-98. Protect sensitive habitat areas on public lands and seek agreements with adjacent property owners to reduce/minimize pesticide and other similar chemical applications.
- CO-99. Ensure that mosquito control measures have the least effect on non-target species.

Implementation Measures:

- A. In conjunction with State and Federal Agencies, determine sensitive habitat areas containing special status species and develop appropriate management. (MSA-PLANNING)
- B. In conjunction with the Sacramento-Yolo Vector Control District, seek easements or agreements which would limit aerial pesticide spraying within 1/4 mile of sensitive habitat areas located on public and preserved lands and containing special status species. (MSA-PLANNING, MSA-REGIONAL PARKS and AGRICULTURAL COMMISSIONER)
- C. The County shall work with the mosquito abatement district to ensure that mosquito control measures having the least effect on non-target species are implemented in preserved wetlands throughout the County (MSA – PLANNING, MSA-WATER QUALITY).
- D. Identify funding mechanisms via state or federal grant processes to allow either acquisition of sensitive habitat or development of restoration projects in concert with the willingness of the landowner. (MSA-REGIONAL PARKS, MSA-PLANNING)

**AQUATIC RESOURCES**

**GOAL: Preserve, protect, and manage the health and integrity of aquatic resources in Sacramento County.**

Aquatic resources in Sacramento County include vernal pools, wetlands, rivers, streams, creeks, riparian habitat, in-channel habitat, fisheries and their macroinvertebrate food sources. Protection of these resources from impacts related to development is critical due to their importance to wildlife habitat, water purification, scenic values, and unique and sensitive plant life. Many preservation efforts are currently underway to protect and restore aquatic resources and include the South Sacramento Habitat Conservation Plan, the American River Parkway Plan, the Dry Creek Master Plan, the Sacramento River Floodway Corridor Planning Forum, the Cosumnes River Preserve and the Upper Laguna Creek Collaborative. However, as the County continues to see growth and development, expanded and new preservation measures must be achieved to ensure the health and integrity of these valuable resources.

## **A. VERNAL POOLS**

**GOAL: Preserve and enhance self-sustaining vernal pool habitats.**

Vernal pools are depressions on the landscape that collect seasonal rains and are supported by a unique hydrological regime. This results in a habitat that supports a unique and specialized group of plant and animal species, some identified as special status species. Spring brings a burst of tiny flowering plants encircling the pools, which are also used by waterfowl, wading birds, and terrestrial animals. Typically, semi-impermeable soil underlies most vernal pools and restricts downward percolation of collected water. As a result, pool water slowly evaporates during the warming spring months and by summer the shallow basins are often well defined, but dry.

Today only scattered remnants of this once-expansive resource remain. Reduced vernal pool habitat threatens the continued existence of the many dependent plant and animal species living within them and reduces habitat for migratory waterfowl, shorebirds, and wading birds. Currently the greatest impacts to vernal pool habitat are residential, commercial, and industrial development in areas with extensive natural open space.

### **VERNAL POOL PRESERVES**

**Objective: Establish vernal pool preserves that enhance and protect the ecological integrity of vernal pool resources.**

**Intent:** Vernal pools are worthy of protection for their unique plant and animal life, age, and seasonal habitat benefits. A viable and biologically successful vernal pool preservation program should preserve a diverse range of vernal pool types. This can be accomplished by preserving vernal pools across several different geologic landforms and by preserving a representative portion of pool complexes of varying densities.

The policies below give guidance for creating a network of vernal pool preserves, including prioritizing sites based on evaluation criteria and identifying pressures detrimental to the resource.

#### **Policies:**

- CO-100. Preserve a representative portion of vernal pool resources across their range by protecting vernal pools on various geologic landforms, vernal pools that vary in depth and size, and vernal pool complexes of varying densities; in order to maintain the ecological integrity of a vernal pool ecosystem.
- CO-101. Ensure that vernal pool preserves are large enough to protect vernal pool ecosystems that provide intact watersheds and an adequate buffer, have sufficient number and extent of pools to support adequate species populations and a range of vernal pool types.

- CO-102. Utilize proper vernal pool restoration techniques as approved by United States Fish and Wildlife Service (USFWS), California Department of Fish and Game (CDF&G) and the Army Corps of Engineers (CORPS).
- CO-103. Limit land uses within established preserves to activities deemed compatible with maintenance of the vernal pool resource, which may include ranching, grazing, scientific study and education.

Implementation Measures:

- A. Work with state and federal resource agencies to identify, evaluate, and rank candidate vernal pool preserve sites. This shall include identifying opportunities for establishing and maintaining vernal pool preserves that encompass all vernal pool types across all geologic formations. (MSA-PLANNING, MSA-REGIONAL PARKS)
- B. Utilize evaluation criteria as prescribed by the Vernal Pool Conservation Strategy prepared for the South Sacramento HCP when establishing vernal pool preserves (MSA-PLANNING, MSA-REGIONAL PARKS).
- C. Utilize the “Vernal Pool Habitat Analysis” section of the South Sacramento Habitat Conservation Plan, or comparable analysis, to evaluate feasible on-site alternatives that reduce impacts on vernal pools and provide effective on-site preservation. (MSA-PLANNING)

**B. RIVERS AND STREAMS**

**GOAL: Preserve, protect, and enhance natural open space functions of riparian, stream and river corridors.**

Sacramento County is traversed by a multitude of naturally occurring water courses. Rivers located in the County include the Sacramento, American, Cosumnes and Mokelumne. Streams are located in both the urban and rural areas of the County. Urban and urbanizing streams are those located within the Urban Services Boundary. In addition, urban stream corridors include streams that are considered jurisdictional waters by the U.S. Army Corp of Engineers. In much of the urban area, these rivers, creeks, streams, and tributaries are the only significant natural areas containing open space and associated values. Urban streams found in the northeast section of the County flow through a developed urban landscape and are zoned (NS) to protect natural features and regulate fill to preserve flood control values. Urbanizing streams occur predominantly south of the American River, have wider floodplains, and meander through relatively flat terrain. Much of the property adjacent to these stream corridors are within areas planned for urban development. These streams include Morrison, Elder, Laguna Creeks and Dry Creek in Rio Linda, north of the American River. Rural streams are those located outside of the Urban Services Boundary.

Preservation of floodplain, water quality, recreation, and habitat values of river and stream corridors is increasingly important. Natural floodplains provide necessary drainage and storage of water during storm runoff, minimizing flooding impacts of most seasonal storms. Decreasing our floodplains however, we decrease safe storage of water in those areas. Recreational attributes of river and stream corridors provide walking, hiking, bicycling, and nature observation opportunities. Such activities are appropriate with the natural character of stream corridors and have minimal impact upon wildlife. Habitat values of river and stream corridors are beneficial to wildlife allowing healthy interaction between species, broadening feeding ranges and breeding opportunities, and maintaining genetic diversity. Habitat corridor preservation is increasingly recognized as the most effective method to protect species by preserving ecological landscapes.

A multi-functional approach for our rivers and streams can help to meet the preservation needs listed above. These corridors can accommodate flood flows, wetlands, contiguous recreation trails, stream, wetland & upland vegetation and provide for ecological function, water quality benefits and neighborhood amenities.

Several efforts utilizing this multi-functional approach are currently underway and include: the Sacramento River Corridor Floodway Planning Forum, the American River Parkway Plan, the Cosumnes River Preserve and the Upper Laguna Creek Collaborative. These efforts are described in more detail in the related subsections that follow.

The following policies and implementation measures outline ways to protect the many functions of our waterways. Topics covered include riparian corridors, limitation of fill in floodplains, bank stabilization, protection of rivers, channel modifications, land use adjacent to rivers and streams, maintenance of rivers and streams, and restoration of rivers and streams.

## RIPARIAN HABITAT

**Objectives:   Manage riparian corridors to accomplish the multiple objectives of providing adequate protection for natural, recreational, economic, agricultural and cultural resources and protect water quality, supply and conveyance.**

Intent: Riparian habitat occurs adjacent to streams, creeks and rivers and supports high levels of biological diversity. In addition, riparian corridors can assist in protecting water quality, water supply and conveyance. Shaded riverine aquatic habitat (SRA) is the habitat along a waterway that shades the water. Shading the waterway helps moderate water temperatures in the summer, keeping water temperatures cooler for fish and other aquatic species. Cool temperatures are critical for the spawning of fish. SRA can also provide in-channel habitat for spawning and refuge from predators.

The policies and implementation measures that follow address the need to protect, enhance and restore riparian habitat.

Policies:

- CO-104. Encourage private landowners to protect, enhance and restore riparian habitat.
- CO-105. Where removal of riparian habitat is necessary for channel maintenance, it will be planned and mitigated so as to minimize unavoidable impacts upon biological resources.
- CO-106. Protect, enhance and maintain riparian habitat in Sacramento County.
- CO-107. Increase riparian woodland, valley oak riparian woodland and riparian scrub habitat along select waterways within Sacramento County.
- CO-108. Discourage introductions of invasive non-native aquatic plants and animals.
- CO-109. Enhance and protect shaded riverine aquatic habitat along rivers and streams.

Implementation Measures:

- A. Assess riparian ecosystems resources in order to identify areas for enhancing protecting riparian vegetation to effectively increase the aquatic and terrestrial ecosystem functions. (MSA-REGIONAL PARKS, MSA-PLANNING, MSA-DWR)
- B. Identify locations for riparian habitat restoration and creation including those areas that can support a shaded riverine aquatic habitat that may be enhanced in conjunction with development projects, flood control or federally/state mandated species protection projects. (MSA-REGIONAL PARKS, MSA-PLANNING, MSA-DWR)
- C. Develop a plan to create and restore riparian habitat. (MSA-REGIONAL PARKS, MSA-PLANNING, MSA-DWR)
- D. Develop outreach materials that encourage and educate land owners as to the benefits of intact riparian ecosystems. (MSA-REGIONAL PARKS, MSA-PLANNING, MSA-DWR)

LIMITATION OF FILL IN FLOODPLAINS

**Objective:     Maintain the natural character of the 100-year floodplain by limiting fill and excavation.**

Intent: Drainage capacity and hydrologic character of streams can be significantly changed by urban development. In the County's Zoning Code, the 100-year floodplain is defined as the area adjoining a river, stream, or watercourse which is subject to inundation by the 100-year flood, or that which has a 1% chance of flooding every year. Land filling of floodplains and increased impervious surface areas associated with urbanization cause alterations in the hydrology, hydraulics, and flood flow capacity of stream channels. To protect the natural character of the

floodplain, programs must be implemented which control or eliminate fill within the 100-year floodplain. The objective is to rely predominantly on the natural character of the floodplain to carry future flood flows. In addition, developing an enforcement program to help limit illegal fill will also assist in preserving the floodplains. Please refer to the Safety Element (Flood section) and the Land Use Adjacent to Rivers and Streams section of this Element for additional policies.

Policies:

- CO-110. No fill shall be permitted in the 100-year floodplain (Please also refer to CO-136).
- CO-111. Development within the 100-year floodplain and designated floodway of Sacramento streams, sloughs, creeks or rivers shall be:
- Consistent with policies to protect wetlands and riparian areas; and
  - Limited to land uses that can support seasonal inundation.
- CO-112. Development within the 100-year floodplain should occur in concert with the development of the Floodplain Protection Zone (please refer to Land Uses Adjacent to Rivers and Streams for information on this Zone).

Implementation Measures:

- A. Develop an enforcement program to address fill in the 100-year floodplain by modifying County Code Chapters 16.44.050(1) and 16.18.401 to outline illegal fill and stream blockages as nuisances. (MSA-PLANNING, MSA-DWR, COUNTY COUNSEL)
- B. Review all development projects for fill policy compliance. (MSA-PLANNING, DWR, LDSIR.)

BANK STABILIZATION

**Objective: Maintain levee protection, riparian vegetation, function and topographic diversity by stream channel and bank stabilization projects.**

**AND**

**Stabilize riverbanks to protect levees, water conveyance and riparian functions.**

Intent: Bank stabilization has a variety of benefits, including protecting levees, water conveyance and riparian functions. The U.S. Army Corps of Engineers and various reclamation districts undertake levee maintenance and stabilization for flood control. Maintenance and stabilization of levees involves repair of erosion damage, placement of slope protection cover, and riparian vegetation removal, control, and strategic planting. In some cases current stabilization methods have proven inadequate to protect levees from erosional forces, such as wave action generated from wind and boat wakes. The erosive force of waves is a major factor

destabilizing some Delta levees. To decrease the impact of wave generated erosion and lengthen the effective life of levees, erosive wake activity should be curtailed, especially in areas identified as highly erodible.

Dependence upon conventional levee construction and stream channel and bank stabilization methods, such as riprapping, has destroyed much riparian habitat and reduced the biological productivity of in-stream and bankside plant and animal species. Measures to enhance fisheries and the riparian environment should play an important role in stream channel and bank stabilization projects. Riparian habitat and vegetation, while providing food, breeding, and nesting sites for a plethora of riparian fauna, can also moderate the erosive force of flood waters. The intent of these policies is not to enhance riparian values at the expense of sound flood control management. However, whenever possible, biotechnical or non-structural alternatives should be considered in place of conventional methods of flood control.

#### Policies:

- CO-113. Reduce dependence on traditional levee protection methods where those methods conflict with habitat preservation efforts and where alternate methods exist which are compatible with preservation efforts and offer an acceptable level of bank stabilization.
- CO-114. Work with appropriate regulatory agencies to reduce bank and levee erosion by prohibiting erosive wake activity generated by recreational and commercial boating.
- CO-115. Coordinate with federal, state and local agencies overseeing levee and bank stabilization to investigate and, whenever possible, utilize biotechnical or non-structural alternatives to other conventional stabilization methods.
- CO-116. Encourage habitat restoration and recreational opportunities as an integral part of bank and levee stabilization efforts.
- CO-117. Encourage construction of structures for flood control and stormwater quality purposes using currently approved scientific methods to prevent erosion and stabilize the banks.
- CO-118. Stabilize the banks of rivers and streams in a manner that increases flood protection and increases riparian habitat functions.

#### Implementation Measures:

- A. In cooperation with SAFCA and flood control districts, determine the extent of bank erosion and undercutting of vegetation along Delta Sloughs, American and Sacramento Rivers and identify priority areas for no-wake speed protection. (MSA-PLANNING, MSA-REGIONAL PARKS)

- B. Integrate biotechnical and non-structural alternatives associated with bank and levee stabilization methods. (MSA-PLANNING, MSA-DWR)
- C. In coordination with the Sacramento Tree Foundation and SAFCA, plant appropriate native trees, shrubs, and native grasses along waterways if advantageous to stabilize the shoreline and enhance riparian habitat, without disruption to levees, flood conveyance and maintenance, or creating hazards to navigation. (MSA-DWR, REGIONAL PARKS)
- D. Enforce no-wake laws. (SHERIFF)
- E. Post vandal-resistant, no-wake zones along all County navigable waterways, where wave action is undercutting levees. Place notices of enforcement laws at all marinas and replace both as necessary on a semiannual basis. (SHERIFF and MSA-PARKS)

## PROTECTION OF RIVERS

**Objective: Conserve and protect the Sacramento, Cosumnes, Mokelumne and American Rivers to preserve natural habitat and recreational opportunities.**

Intent: Rivers located within Sacramento County include the Sacramento, Cosumnes, Mokelumne and American. Several efforts and plans currently exist to protect these important waterways. Sacramento County entered into a Memorandum of Understanding in 2002 with several other jurisdictions to create the Sacramento River Corridor Floodway Planning Forum. This forum was tasked with developing a floodway management plan for the Sacramento River corridor that would include recommendations on sound flood control management goals and policies, including guidelines for riparian habitat protection, public access and recreation, and riverfront development. The American River Parkway Plan, an Element of this General Plan, was last adopted in 1985 and is in the process of being updated<sup>11</sup>. The Parkway Plan serves as a guide to land use decisions affecting the Parkway and stresses the importance of preserving water conveyance, water quality, habitat function and recreational opportunities. The Cosumnes River Preserve, established in 1987 protects portions of the river in addition to thousands of acres of wetlands and adjacent uplands. The Preserve now encompasses over 46,000 acres and is a collaborative effort between many private and public land owning partners<sup>12</sup>.

Policies and implementation measures below seek to continue existing preservation efforts and establish new preservation mechanisms for the Cosumnes and Mokelumne Rivers.

### Policies:

- CO-119. Seek the federal and/or state Wild and Scenic Rivers designation for the entire length of the Cosumnes River within Sacramento County.

<sup>11</sup> Information from the Sacramento Area Flood Control Agency website: [www.safca.org](http://www.safca.org)

<sup>12</sup> Information from the Cosumnes River Preserve website: [www.cosumnes.org](http://www.cosumnes.org)



- CO-120. Promote and encourage habitat restoration efforts on and adjacent to our river floodways.
- CO-121. Protect the Cosumnes River Corridor, by promoting the preservation of agriculture, natural habitat and limited recreational uses adjacent to the river channel.
- CO-122. The County shall actively pursue acquisition of lands adjacent to the Cosumnes River for purposes of wildlife protection, habitat enhancement and recreational use.
- CO-123. Promote the preservation of the Mokelumne River.

Implementation Measures:

- A. Undertake the following actions for protecting the Cosumnes River:
- Work with federal agencies and local environmental groups to prepare a wild and scenic rivers study for the Cosumnes River to eventually be approved by Congress and the State.
  - Identify and prepare a Cosumnes River Protection Combining Zone. This combining zone would help regulate the types of uses and development that can occur in the identified area.
  - Develop a Cosumnes River Protection and Management Plan for the Cosumnes River Protection Combining Zone that includes specific measures for the protection of agriculture, wildlife and their habitat, and allows for limited recreational uses.
  - Until the adoption of the Cosumnes River Protection Combining Zone described above, adopt a temporary Cosumnes River protection combining zone that prohibits non-agricultural land use amendments or rezones on parcels within 1500' of the Cosumnes River, until a Cosumnes River Management Plan is complete. (MSA-PLANNING)
- B. Prepare an acquisition strategy that prioritizes high value areas adjacent to the Cosumnes River. (MSA-PLANNING, MSA-REGIONAL PARKS)
- C. Continue to support and implement the Sacramento River Floodway Corridor Management Plan. (MSA-PLANNING)
- D. Assess and implement an operations and maintenance levee setback for the Sacramento River. Seek to incorporate this setback into the Sacramento River Floodway Corridor Management Plan. (MSA-PLANNING)
- E. Work with San Joaquin County regarding protection of the Mokelumne River. (MSA-PLANNING)

## CHANNEL MODIFICATIONS

**Objective:    Modify channels to protect and restore natural stream functions.**

Intent: Stream courses provide necessary drainage for stormwater runoff, as well as provide open space, aesthetic, and recreational values to urban neighborhoods where the stream course may be the only nearby area to contain, or have the potential to contain, natural functions. In addition, stream corridors cool and cleanse the air, improve water quality through natural filtration processes, provide habitat for wildlife, and potentially link larger habitat areas together. Modification of stream corridors for flood control purposes should consider and demonstrate sensitivity toward topographic variations of naturally occurring streams and ecological diversity of wildlife species and associated stream-side habitat. To this end, any modifications to channels need to reduce adverse effects on dependent wildlife habitats and natural functions. Stream channel modifications for urban, urbanizing, and rural streams require a permit from the State Fish and Game Department.

### Policies:

- CO-124. Channel modification projects shall be considered for approval by the Board of Supervisors only after conducting a noticed public hearing examining the full range of alternatives, relative costs and benefits, and environmental, economic, and social benefits.
- CO-125. Realigned or modified channels shall retain topographic diversity including maintaining meandering characteristics, varied berm width, naturalized side slope, and varied channel bottom elevation.
- CO-126. Maintain and protect natural function of channels in developed, newly developing, and rural areas.
- CO-127. Channel lowering shall occur after consideration of alternatives and only when it is necessary to accommodate the gravity drainage of storm runoff and/or accommodate floodflows under existing bridge structures.
- CO-128. Channel modifications shall not prevent minimum water flows necessary to protect and enhance fish habitats, native riparian vegetation, water quality, or ground water recharge.
- CO-129. Improvements in watercourses will be designed for low maintenance. Appropriate Manning's "n" <sup>13</sup> values will be used in design of the watercourses to reflect future vegetative growth (including mitigation plantings) associated with the low maintenance concept.

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<sup>13</sup> The Manning's "n" is the resistant coefficient used in hydraulic calculations. (Information from Sacramento County Department of Water Resources, Drainage Development Review/Hydrology)

- CO-130. Channel modifications shall retain wetland and riparian vegetation whenever possible or otherwise recreate the natural channel consistent with the historical ecological integrity of the stream or river.
- CO-131. The use of concrete and impervious materials will be prohibited where it is inconsistent with the existing adjacent watercourse and overall ecological function of the stream.
- CO-132. Encourage revegetation of native plant species appropriate to natural substrate conditions and avoid introduction of nonindigenous species.

Implementation Measure:

- A. Work with Urban Creeks Council and appropriate state and federal agencies to develop guidelines for natural channel modifications. (MSA-PLANNING, MSA-DWR)
- B. Work with Urban Creeks Council and appropriate state and federal agencies to develop guidelines for low-flow channels. (MSA-PLANNING, MSA-DWR)

LAND USE ADJACENT TO RIVERS AND STREAMS

**Objective:** Land uses within and development adjacent to stream corridors are to be consistent with natural values.

**Intent:** Development near or within stream corridors affects the area's natural integrity and can, if appropriately designed, enhance habitat value, decrease flood damage potential, increase water quality, and generally heighten the natural values of a water course for wildlife use and human enjoyment.

A nearby stream corridor should be considered an attribute to any developing community. By integrating stream values into plan design, new development proximal to a stream corridor will realize benefits in the form of recreational opportunities, greenbelt amenities, and neighborhood identity. In addition, natural habitats will be protected and can provide vital linkages and corridors. To this end, multi-functional setbacks should be established along stream corridors and stream channels to allow for water quality protection, bank stabilization, flood attenuation, habitat protection, recreational opportunities and stormwater detention. Policy CO-133 below outlines the specific requirements and widths for these setbacks.

An example of this multi-functional approach is currently underway for the upper portions of Laguna Creek. An Upper Laguna Creek Master Plan is being drafted to preserve and enhance water quality, ecological functions and natural hydrologic and geomorphic characteristics of the creek, upstream of Bond Road. This special planning effort has involved representatives from several local jurisdictions as part of the Upper Laguna Creek Collaborative.

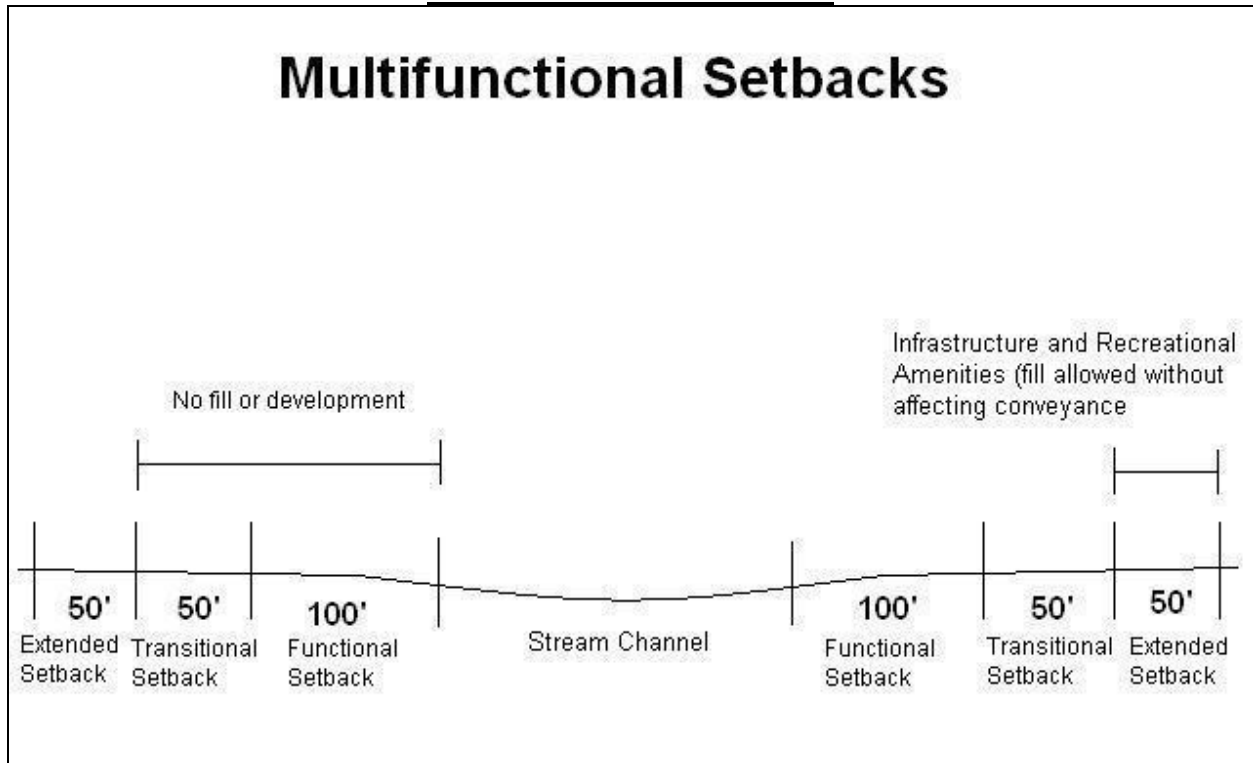
This section also introduces a Floodplain Protection Zone adjacent to rivers, streams and creeks, which aim to protect the water conveyance of the overall system while preserving and enhancing the riparian habitat and its function. The development of a Stream Corridor Ordinance is also included to implement the multi-functional setbacks described above as well as to achieve Clean Water Act permit streamlining. Please refer to the Limitation of Fill in Floodplains section of this Element for related policies.

Policies:

- CO-133. Protect stream corridors to enhance water quality, provide public amenities, maintain flood control objectives, preserve and enhance habitat, and offer recreational and educational opportunities.
- CO-134. Provide setbacks along stream corridors and stream channels to protect riparian habitat functions (Please also refer to Policy CO-136).
- A functional setback of at least 100 feet and measured from the outside edge of the stream bank shall be retained on each side of a stream corridor that prohibits development or agricultural activity. This buffer is necessary to protect riparian functions by allowing for the filtering of sediment, pesticides, phosphorus and nitrogen, organic matter and other contaminants that are known to degrade water quality. This buffer also provides for the protection of vegetation along the stream bank which provides bank stability, erosion control and flood attenuation.
  - A transitional setback of at least 50 feet in width beyond the functional buffer shall be retained along all stream corridors. This buffer is necessary to protect hydrogeomorphic functions that regulate water temperature, regulate micro-climate, maintain channel complexity and retain hydrologic flow regimes. This buffer also provides corridors to facilitate the movement of wildlife.
  - An extended setback of at least 50 feet in width beyond the transitional setback should be retained along all stream corridors. This setback will allow for recreational uses such as bike, pedestrian and/or equestrian trails and will allow for the placement of infrastructure such as water and sewer lines.
  - Stormwater discharge ponds or other features used for improving stormwater quality may be located within the extended or transitional setback area. However, in order to protect stream habitat and floodplain value, the width of the setback shall not be based upon the width of the pollutant discharge pond. The ponds shall be landscaped and maintained with vegetation native to the surrounding area. Detention ponds or other features implementing pollutant discharge requirements, other than approved regional stormwater quality practices that are designed and operated to complement the corridor functionally and aesthetically, are prohibited.

- Setback averaging will be permitted except when riparian woodland will be lost. The minimum width of setbacks cannot fall below 50 feet.
- Drainage Master Plans must comply with the above standards. Certain underground drainage features, such as drainage outlets, may be permitted in these setback areas provided that they meet the intent of this policy and can show that the habitat values of the area will not be permanently disturbed.

**FIGURE 7: POLICY CO-133**



- CO-135. Encourage filter strips using appropriate native vegetation and substrate along riparian streambanks adjacent to irrigated croplands.
- CO-136. Public roads, parking, and associated fill slopes shall be located outside of the stream corridor, except at stream crossings and for purposes of extending or setting back levees. The construction of public roads and parking should utilize structural materials to facilitate permeability. Crossings shall be minimized and be aesthetically compatible with naturalistic values of the stream channel.
- CO-137. Development adjacent to our waterways shall be done in a manner that protects the water conveyance of the system, while preserving and enhancing the riparian habitat and its function. Where development of the floodplain has already occurred, compensation for the loss of conveyance within the 100-year floodplain should be made by incorporating adjacent parcels that are not in the designated 100-year floodplain.

CO-138. Preserve and enhance Laguna Creek Parkway by:

- Supporting efforts by the Upper Laguna Creek Collaborative planning process to develop an Upper Laguna Creek Master Plan and associated environmental permits to guide future development and conservation along Laguna Creek upstream of Bond Road;
- Preserving, enhancing and restoring water quality and the ecological functions and values of Laguna Creek and the natural hydrologic and geomorphic characteristics of the creek, upstream of Bond Road; and
- Managing development of the watershed of Upper Laguna Creek (upstream of Waterman Road) consistent with the Upper Laguna Creek Master Plan.

Implementation Measures:

- A. Prepare a stream corridor ordinance to implement CO-133 and to fulfill the intent of the state and federal Clean Water Act policies. The ordinance will be written to achieve Clean Water Act permit streamlining and will be developed in coordination with the EPA, ACE and the State Water Quality Control Board. (MSA-PLANNING)
- B. Work in concert with NRCS and RCD's to develop effective filter strips. (AGRICULTURAL COMMISSIONER, MSA-PLANNING)
- C. Amend the Zoning Code to create a Floodplain Protection Zone adjacent to all rivers, streams and creeks to implement Policy CO-136. When levees are present, this zone shall provide for a buffer between the landside toe of the levee and adjacent development to ensure the availability for levee inspection and maintenance. (MSA-PLANNING, MSA-DWR)
- D. Assess the Natural Streams Combining Zone for consistency with the Floodplain Protection Zone and the Stream Corridor Ordinance. (MSA-PLANNING)
- E. Assist in the efforts to develop and implement the Upper Laguna Creek Master Plan by:
  - Work with the Upper Laguna Creek Collaborative to:
    - Define the outer boundaries of the Laguna Creek Parkway (the Parkway);
    - Define the boundaries of the natural preserve corridor along Laguna Creek to meet riparian species conservation and habitat connectivity goals of the South Sacramento Habitat Conservation Plan;
    - Identify alignment of future trails and maintenance roads within the Parkway;
    - Identify a combining zone and describe the nature of activities permitted therein, including:
      - Stormwater management and treatment zones(s);

- Infrastructure reserve zone(s) to accommodate future installation of linear infrastructure, including the Laguna interceptor sewer;
  - Open space, education and recreation (MSA-PLANNING, MSA-DWQ, MSA-REGIONAL PARKS)
- Work with local and state organizations to help preserve and restore water quality and the ecological values by:
    - Prior to adoption of the Upper Laguna Creek Master Plan, avoid encroachment of development into the existing floodplain of Laguna Creek upstream of Bond Road.
    - Retain and restore the natural hydrologic and hydraulic characteristics of the watershed of upper Laguna Creek.
    - Require that the volume and frequency of stormwater runoff proposed for discharge from new development projects to Laguna Creek mimic the pre-development conditions.
    - Direct riparian habitat mitigation and restoration toward the Laguna Creek Parkway and adjacent lands. (MSA-PLANNING, MSA-DWQ, MSA-REGIONAL PARKS)
  - Adopting the Upper Laguna Creek Master Plan (MSA-PLANNING).
  - Amending the Zoning Code to create a Laguna Creek Combining Zone that includes the provisions outlined in Part 1(d) above (MSA-PLANNING).
  - Flag parcels within the Master Plan watershed and require that projects within this area be reviewed by the Laguna Creek Parkway Review Committee (MSA-PLANNING).

## MAINTENANCE OF RIVERS AND STREAMS

**Objective:** Properly manage and fund the maintenance of rivers and streams to protect and enhance natural functions.

**Intent:** Normal maintenance of rivers and streams consists primarily of removing drainage obstructions, abating weeds, maintaining recreational facilities, collecting refuse, and, when desirable, removing exotic plants and replanting with native species. The dumping of trash onto the floodplain degrades stream values and water quality by reducing aesthetics, modifying stream flow, and polluting the water. Vegetation removal programs should consider the benefits of plant life for enhancing habitat and water quality values compared to the effect of the increased coefficient of friction on flood flows. To ensure that river and stream corridor values are maintained and enhanced, regular maintenance should be conducted and citations issued for illegal dumping.

Policies:

- CO-139. Development projects adjacent to rivers and streams shall provide unencumbered maintenance access.
- CO-140. No grading, clearing, tree cutting, debris disposal or any other despoiling action shall be allowed in rivers and streams except for normal channel maintenance, restoration activities, and road crossings.
- CO-141. River and stream maintenance shall allow natural vegetation in and along the channel to assist in removal of nutrients, pollutants, and sediment and to increase bank stabilization, while minimizing impacts on conveyance.
- CO-142. The use of special-status plant species shall be encouraged on revegetation plans.
- CO-143. Maintain and manage rivers and streams to encourage special status species.

Implementation Measures:

- A. Regularly survey and maintain river and stream channels to remove trash debris and clear obstructions which present a drainage hazard. (MSA-DWR)
- B. Expand illegal dumping program to include trash removal from rivers and streams and recover program costs from responsible agencies. (MSA-PLANNING, MSA-DWR)
- C. Modify channel maintenance procedures and guidelines to incorporate the protection of stream corridors in order to enhance water quality, provide public amenities, maintain flood control objectives, preserve and enhance habitat, and offer recreational and educational opportunities. (MSA-PLANNING, MSA-DWR)
- D. In coordination with other agencies, such as SAFCA, develop levee maintenance guidelines and procedures to encourage multiple use and seek adoption by local reclamation and flood control districts. (MSA-PLANNING, MSA-DWR)

RESTORATION OF RIVERS AND STREAMS

**Objective:     Restore concrete sections of rivers and streams to increase natural functions.**

Intent: Efforts toward increasing natural values of channelized sections of rivers and streams, some of which are concrete lined, may be restricted to planting and maintaining native vegetation and stabilizing eroding banks. Limited vegetation restoration adjacent to channels and minor bank reconstruction sensitive to wildlife needs can moderate water temperature, increase species propagation, and provide nesting sites, cover and food without impacting flood control functions. In addition, such restoration of channelized sections can significantly enhance aesthetic and recreation values. To implement restoration procedures, concrete channels should



be identified, resource inventories conducted, and restoration plans developed. Funding for restoration in urbanizing areas should come from developer fees or from public and private grants.

Policies:

CO-144. Restore concrete sections of rivers and streams to natural or naturalized channels, where feasible for increased flood or conveyance capacity and groundwater recharge.

Implementation Measures:

- A. Survey all channelized streams in the unincorporated area and identify restoration opportunities. (MSA-DWR, MSA-PLANNING)
- B. Develop and implement Creek Restoration Plans. (MSA-PLANNING, MSA-DWR)
- C. Research and apply for stream restoration grants. (MSA-PLANNING and MSA-DWR)
- D. Assess and identify/target existing concrete-lined channels for future restoration. (MSA-PLANNING, MSA-DWR)

## **C. FISHERIES**

**GOAL: Preserve and protect fisheries in County waterways and water bodies.**

The drainages and water bodies within or passing through Sacramento County provide habitat for a diversity of fish, including both anadromous and resident species. Anadromous fish include chinook salmon, steelhead trout, striped bass, shad, sturgeon, and lamprey. Resident fish can be separated into warm water fish (such as bass, crappie, catfish, bullhead, sunfish, and carp), and cold water fish (such as rainbow and brown trout and salmon).

The most popular fish for sport and commercial catch are anadromous. Chinook salmon, economically the most important fishery in the County, is harvested in the fall, steelhead trout in winter, and shad in late spring. Fishing for resident species, although less important economically, attracts many fishing enthusiasts. Resident fish are also a major component in the predator-prey relationship with anadromous species and are vital in maintaining the ecological balance of County water ways.

Fisheries have declined with expanding development and habitat neglect. The loss has been generated by water diversion, habitat destruction, water temperature increases, and pollution. Spawning areas, such as gravel shoals for salmon and shade pools for warm water fish, have diminished. Both commercial and sport fishers are observing declines in population and reduced fishing success. (Please also refer to Water Quality in Section 1 of this Element for related policies.)

The State Department of Fish and Game has primary responsibility to maintain the County fisheries resources. However, to successfully reverse fisheries decline, the County, through its policies, should pursue programs that increase propagation, preserve and protect existing aquatic environments, and preserve and restore migratory routes.

## IN-STREAM FUNCTIONS

**Objective:     Provide and protect high quality in-stream habitat, water quality and water flows to support fisheries propagation, development and migration.**

Intent: Diversion of water and changes in discharge volume and timing have impacted habitat and reduced both anadromous and resident fisheries, especially in the Sacramento and American Rivers. For example, prior to Folsom Dam, peak discharge of the American River occurred during March, April, May, and June. Post Folsom Dam discharges peak during January, February, and March. Such changes in discharge levels impact sediment load, water temperature, migration patterns, gravel accumulations, and stream side vegetation to the detriment of fisheries. Diversion and obstruction of water from moderate and small streams for local flood control, agricultural water reservoirs, and stock ponds have also contributed to the decline of fisheries by destroying in stream and bank side vegetation, changing sediment loads, increasing runoff, and altering migratory routes.

The Bureau of Reclamation, State Water Resources Control Board, and other regulatory agencies have the coordinated responsibility for setting minimum flows in the American River for water quality purposes and to sustain fisheries. In 2006, a Flow Management Standard was agreed upon to regulate water flow timing and amount to support the lower American River fisheries. Sacramento County, through its policies, can support minimum flow requirements in the American River and other waterways under its authority.

New developments proximal to natural drainages have significantly changed water quality and runoff patterns. Water flowing over roofs, sidewalks, driveways, and streets collects oil, pesticide, and other chemical residues which are deposited into aquatic habitats. Reduction of natural catchment basins and permeable surface areas has increased runoff and erosional processes causing stream bed and bank deterioration. To maintain fisheries and associated habitat, runoff should be periodically tested for toxicity and, if necessary, treated before release into natural drainage. To enhance percolation processes and reduce destructive erosional forces permeable surface areas should be maintained. Please refer to the Water Quality section of this Element for related policies.

Please refer to Section I of this Element - Water Supply, Quality and Conservation – for related policies on minimum flow requirements and water quality.

## Policies:

CO-145. Prohibit obstruction or underground diversion of natural waterways.

- CO-146. Protect, preserve, and restore migratory routes for anadromous species.
- CO-147. Require screens on diversion pumps or similar bypass apparatus to reduce fish mortality.
- CO-148. Require screening on all public water diversion facilities.
- CO-149. Protect, enhance and restore riparian, in-channel and shaded riverine aquatic habitat for:
- spawning and rearing of fish species, including native and recreational non-native, non-invasive species, where they currently spawn;
  - potential areas where natural spawning could be sustainable; and
  - supporting other aquatic species

Implementation Measures:

- A. In cooperation with SAFCA, ARFCD, Water Reclamation Districts and State Agencies, survey and map County waterways to identify priority areas for restoration in order to protect, and enhance fisheries and their habitats. (MSA-DWR, MSA-PLANNING)
- B. Water diversion screens shall meet State Department of Fish and Game screen design criteria standards. (MSA-DWR, MSA-PLANNING)

**TERRESTRIAL RESOURCES**

**GOAL: Sacramento County vegetative habitats preserved, protected, and enhanced.**

INTRODUCTION

Sacramento County terrestrial resources include a variety of native and non-native trees and vegetation in both rural and urban environments. Trees native to the County include the valley oak, blue oak, interior live oak, cottonwood, sycamore, and willow. These trees, found in rural and urban areas, propagate and grow under natural conditions. Non-native trees are predominate in the urban environment having been selected and planted because of ornamental value, shade producing characteristics, general resistance to particular pests, or proven adaptation to urbanization. Additional policies pertinent to riparian vegetation are found in the riparian portion of the Rivers and Streams section of this element.

Over the years, a significant number of native trees have been removed to facilitate urban development and infrastructure improvements, accommodate agriculture, provide fuelwood or have been milled for building materials. It is clear that with continued urban and rural development, the County's oak woodlands and isolated groves will disappear unless concerted efforts are pursued to protect the resource. To ensure native woodlands remain a viable element of the County's natural landscape, land management must be sensitive to healthy propagation of

native trees. To this end, County policy should protect the habitat value, historical attributes, and future values of rural woodlands and riparian habitat that still exist beyond the urban area.

Trees in urban areas provide aesthetic and environmental benefits to residential and commercial areas. Trees enhance a community's livability by softening street noise and enhancing pedestrian use. Urban trees provide stormwater quality benefits by intercepting small, more frequent rain and compensating, to some extent, the impact of paved areas. Trees also provide a cool green canopy of shade to reduce the heating effects of summer sun and consequently reduced energy consumption to cool buildings. The urban forest in Sacramento has provided distinct identities for local neighborhoods and has reduced summertime temperatures by minimizing reflective heat. As the County's urbanized area expands the need for trees and associated canopy cover will increase. Since an urban forest is not static, the planting and maintenance of trees will be required to encourage healthy growth and to protect the biologic well being of the urban forest. It is the intent of this section to form a framework which shall preserve and protect Sacramento County's tree resources and guide the County in formulating a comprehensive tree management and propagation program.

This section describes policies and programs under four objectives:

- Tree and vegetation management practices to promote regeneration in designated woodland resource conservation areas.
- Heritage and landmark tree resources preserved and protected for their historic, economic and environmental functions.
- A coordinated, funded Urban Tree Management Plan and program sufficient to achieve a doubling of the County's tree canopy by 2050 and promote trees as economic and environmental resources for the use, education, and enjoyment of current and future generations.
- One million new trees planted within the urban area between now and 2030.

## NATIVE VEGETATION PROTECTION, RESTORATION, AND ENHANCEMENT

**Objective:** Tree and native vegetation management practices to promote regeneration in designated resource conservation areas.

**Intent:** Sacramento County is home to a variety of native tree and grassland habitats. The native tree habitats are defined as Oak Woodlands, Oak Savannah, and Mixed Riparian and the dominant grassland habitat being that of the California Prairie. These native vegetative habitats are very important to the future of Sacramento County. However, due to the combined effects of overgrazing, the introduction of non-native exotic competitive grasses, decreased deer populations, climatic changes, and fuel wood harvesting, California's native vegetation have been unable to maintain existing populations. The California Department of Forestry and Department of Fish and Game have recognized the statewide decrease in oak tree propagation,

and have developed the Integrated Hardwood Range Management Program to improve oak regeneration. In support of the State's efforts, Sacramento County will initiate cooperative programs with the State to protect the native vegetative habitats. The programs will implement such management techniques as habitat enhancement, sustained yield fuelwood harvesting, and grazing practices that encourage propagation. Implementation of these programs will require an expansion of resource protection measures and increase funding for vegetation and tree management programs. These programs will help ensure future regeneration of native tree and grassland prairie habitats by increasing opportunities for propagation of these habitats within the County.

Additional programs to acquire and protect representative examples of established native vegetative habitats areas are included as part of the open space preservation strategy (Please refer to the Open Space Element).

#### Policies:

- CO-150. Fuel wood production cut for sale or profit shall occur only on a sustainable yield basis and require a tree removal permit.
- CO-151. Protect native vegetative habitats from improper grazing regimes on public lands and inform private land operators of how they may minimize impacts to these habitats.
- CO-152. Prohibit native vegetative habitat mitigation and/or other public plantings onto incompatible substrates i.e., tree planting in vernal pool hardpan.
- CO-153. Maintain and establish a diversity of native vegetative species in Sacramento County, especially eastern portions where development pressures are high.
- CO-154. Protect the ecological integrity of California Prairie habitat.
- CO-155. Protect mitigated resource areas and individual species by prohibiting their loss without true cost accounting measures.

#### Implementation Measures:

- A. In reviewing permit applications for commercial firewood cutting, the Planning Department shall consider the following:
  - Whether the trees to be removed would have a significant negative environmental impact;
  - Whether the proposed removal would not result in clear-cutting, but will result in thinning or stand improvement;
  - Whether replanting would be necessary to ensure adequate regeneration;

- Whether the removal would create the potential for soil erosion and/or water quality impacts;
  - Whether any other limitations or conditions should be imposed in accordance with sound tree management practices; and
  - What the extent of the resulting canopy cover would be, prior to replanting. (MSA-PLANNING)
- B. Establish penalties for non-compliance with appropriate permitting for commercial firewood cutting. (MSA-PLANNING)
- C. Determine current extent and diversity of native tree woodland resources in Sacramento County. (MSA-PLANNING)
- D. Cooperate with and assist the California Department of Forestry & Fire Protection, and other Resources agencies and private conservancies, in studies to identify factors inhibiting native tree regeneration, techniques to increase the rate of native tree propagation, and monitor the health and status of existing and future native tree woodland resources. (MSA-PLANNING, REGIONAL PARKS, and TREE COORDINATOR, DERA)
- E. Develop native woodland monitoring, management and adaptive management programs. The programs must include the following components:
- Restoration and Enhancement Strategy;
  - Grazing Management Program;
  - Harvesting Plan;
  - Compliance Monitoring Program;
  - Effectiveness Monitoring Program;
  - General Preserve Management Program;
  - Adaptive Management Program; and
  - Data Management and Reporting Guidelines.
- (MSA-PLANNING, REGIONAL PARKS, and TREE COORDINATOR)
- F. Provide educational materials and workshops for landowners and the public to educate them on native tree resource management. (MSA-PLANNING, REGIONAL PARKS, and TREE COORDINATOR)

- G. Amend the Zoning Code Ordinance to require a use permit for commercial harvesting of oaks subject to DERA or arborist approved revegetation plan which achieves oak propagation objectives. (MSA-PLANNING)
- H. Amend the Tree Ordinance to allow for land acquisition and acorn and seedling plantings as acceptable alternatives for native tree mitigation with an endowment for long-term preservation. (MSA-PLANNING)
- I. Identify high priority areas for protection based on existing prairie vegetation assemblages. (MSA-PLANNING)
- J. Target areas for restoration based on soil profiles that favor California Prairie plant species. (MSA-PLANNING)
- K. Create parcel tags that will track and monitor mitigated areas and individual species, and map these areas and species using GIS (geographic information systems). If a mitigated area or species is proposed to be eliminated, the replacement value will at least be doubled to account for the immediate resource value lost as well as the initial lost value for which the resource was mitigating. (MSA-PLANNING)

## LANDMARK AND HERITAGE TREE PROTECTION

**Objective:**     **Heritage and landmark tree resources preserved and protected for their historic, economic and environmental functions.**

**Intent:** Preservation of heritage and landmark trees enhances the County's landscape, increases property values, conserves energy, reduces soil erosion, provides natural wildlife habitat, natural water filtration, and preserves natural heritage values. To preserve these values an inventory of the County, conducted over a number of years by staff, interns and volunteers, will identify existing mature native and landmark trees for protection. A heritage tree is defined as a native oak (Valley Oak, Interior Live Oak, Blue Oak, and Oracle Oak) that exceed 60 inches in circumference (18 to 20 inches in diameter at breast height). A Landmark Tree must be stately, prominent, and have exceptional habitat values.

The County's current Tree Preservation Ordinance does recognize the value of preserving trees and seeks to protect the resource by preserving all trees through its development review process. However, the ordinance does have shortcomings which additional policies and programs seek to remedy by providing guidance for directing tree preservation efforts. One such shortcoming is the tendency to preserve mature trees, especially oaks, with inadequate consideration for regeneration opportunities or tree canopy. Tree canopy is the plain view of a tree's crown at full foliage. Maintaining an area's tree canopy can provide opportunities for second generation growth which will eventually replace first generation growth. In addition, the canopy provides aesthetic values and energy conservation benefits. It should be noted the intent of these policies is to preserve and protect the tree resource, not to saddle property owners with regulations that overly interfere with development.

Conservation of native tree species other than oaks and preservation of native oaks<sup>14</sup> and landmark<sup>15</sup> trees is the primary intent of the policies in the section. However, if preservation cannot be attained, then loss of the protected trees shall be compensated. Compensation for tree loss may be achieved by on-site or off-site replacement or payment into a Tree Preservation fund.

Finally, consistent with CEQA's guidelines, these policies set a threshold of significance for the loss of protected trees. These thresholds are intended to serve as a guideline for determining significant impact. In general terms, projects that result in tree loss below the threshold would be considered to have less than a significant impact and projects that meet or exceed the threshold would be considered to have a significant environmental impact. In either case, mitigation measures will be applied. Tree impacts tend to be circumstantial. In some cases, projects resulting in tree loss that meet or exceed the threshold may have a potential for significant impact even after replacement tree mitigation is applied. Conversely, tree loss of some species that exceeds the threshold in certain situations may not constitute a significant impact. In other cases, the loss of a single heritage tree may be considered a significant impact. Final determination of significance will be made by the County Environmental Coordinator.

#### Policies:

- CO-156. Protect and preserve non-oak natives, including cottonwoods along riparian areas or if used by Swainson's Hawk, landmark trees, and native oak trees measuring, at a minimum, 6 inches in diameter or 10" aggregate for multi-trunk trees at 4.5 feet above ground in urban and rural areas.
- CO-157. Native trees other than oaks, which cannot be protected through development, shall be replaced with in-kind species in accordance with established tree planting specifications, the combined diameter of which shall equal the combined diameter of the trees removed.
- CO-158. For projects involving native oaks woodlands, oak savannah, or mixed riparian areas, ensure no net loss through either of the following methods:
- Ensure no net loss of canopy area through a combination of the following: (1) preserving the main, central portions of consolidated and isolated groves constituting the existing canopy and (2) provide an area on-site to mitigate any canopy lost. Native oak mitigation area must be a contiguous area on-site which is equal to the size of canopy area lost and shall be adjacent to existing oak canopy to ensure opportunities for regeneration.

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<sup>14</sup> Native oak trees with a single trunk measuring six inches in diameter or with an aggregate of multiple trunks measuring ten inches in diameter at breast height are also protected under provisions of the County Tree Ordinance

<sup>15</sup> As defined in the County Tree Ordinance, Landmark trees are especially prominent or stately trees on any land in Sacramento County, including privately owned land



- Removal of native oaks shall be compensated with native oak species with a minimum of a one to one dbh replacement.
- A provision for a comparable on-site area for the propagation of oak trees may substitute for replacement tree planting requirements at the discretion of the County Tree Coordinator when removal of a mature oak tree is necessary.
- If the project site is not capable of supporting all the required replacement trees, a sum equivalent to the replacement cost of the number of trees that cannot be accommodated may be paid to the County's Tree Preservation Fund or another appropriate tree preservation fund.
- If on-site mitigation is not possible given site limitation, off-site mitigation may be considered. Such a mitigation area must meet all of the following criteria to preserve, enhance, and maintain a natural woodland habitat in perpetuity, preferably by transfer of title to an appropriate public entity. Protected woodland habitat could be used as a suitable site for replacement tree plantings required by ordinances or other mitigations.
  - Equal or greater in area to the total area that is included within a radius of 30 feet of the dripline of all trees to be removed;
  - Adjacent to protected stream corridor or other preserved natural areas;
  - Supports a significant number of native broadleaf trees; and
  - Offers good potential for continued regeneration of an integrated woodland community.

CO-159. In 15 years the native oak canopy within on-site mitigation areas shall be 50 percent canopy coverage for valley oak and 30 percent canopy coverage for blue oak and other native oaks.

Implementation Measures:

- A. Through aerial photo interpretation and other means, survey County and identify existing mature, native, and landmark trees for protection. Develop an inventory of those trees to be protected. (MSA-REGIONAL PARKS & PLANNING)
- B. Amend the County Tree Preservation Ordinance to:
  - Apply to the entire County (MSA-PLANNING)
  - Include the protection of the native and landmark trees consistent with General Plan policies on lands zoned for urban and agriculture/residential use. (MSA-PLANNING & DOT)

- Accord the same protection now provided for native oaks to other native trees appropriate to Sac Co. (MSA-DOT, DERA, REGIONAL PARKS, and PLANNING)
- Develop and periodically review native tree lists. (MSA-DOT, DERA, REGIONAL PARKS, and PLANNING)
- Require equivalent compensation of a minimum tree replacement value as follows:
  - One 15-gallon tree = 1 inch dbh
  - One 24-inch box tree = 2 inch dbh
  - One 36-inch box tree = 3 inch dbh  
dbh = diameter at breast height

(MSA-DOT, DERA, REGIONAL PARKS, and PLANNING)

- To include protection for species no longer covered by the requirements of the Mitigation Monitoring and Reporting Program (MMRP) and which may not yet be 6 inches diameter at breast height (DBH) that would otherwise be covered by County regulations. (MSA-DOT, DERA, REGIONAL PARKS, and PLANNING)
- C. During project review require exhibits identifying all tree species, tree locations, and tree diameters, at 4.5 feet above ground for all projects. Identify trees that have been previously counted for mitigation. (MSA-PLANNING and DERA)
- D. Indicate on development plans existing native oak canopy, oak canopy cover to be preserved, and on-site mitigation area to replace lost canopy cover to ensure oak regeneration opportunities, conservation of oak species, and mitigation measures where applicable. (MSA-DERA, DWR, DOT, & PLANNING)
- E. Amend building permit requirements to require identification of trees on plans and review plans to ensure protection of trees. (MSA-BID)
- F. Look at minimum sizes for different species of landmark trees.
- G. Establish the replacement cost of trees in accordance with the Council of Tree and Landscape Appraiser's standards, or equivalent group, for appraising trees. Also allow for the option to acquire land. (MSA – DERA, TREE COORDINATOR)

## URBAN FOREST MANAGEMENT

**Objective:**     **A coordinated, funded Urban Tree Management Plan and program sufficient to achieve a doubling of the County's tree canopy by 2050 and promote trees as economic and environmental resources for the use, education, and enjoyment of current and future generations.**

Intent: Community support, from public agencies, private organizations, and individuals form the foundation of a well balanced urban forestry program. Support for an urban forest program requires public education and outreach regarding the importance of trees in or near urban environs. To facilitate increased public awareness private organizations and public agencies should develop educational materials which inform the public on urban forest issues. In addition, local utilities, particularly Sacramento Municipal Utilities District (SMUD), should be involved in the placement and planting of new trees to maximize energy conservation and air quality benefits provided by an urban forest. Sacramento Tree Foundation introduced Greenprint, previously called the Sacramento Regional Urban Forest Framework, as an initiative to double the tree canopy in forty years. Greenprint aims at improving air quality, water quality, energy, real estate, and businesses by increasing our region's average shade coverage to 35%. Encouraging these tree benefits can aid in Greenprint's goal to create the best national urban forest. Adoption of the Greenprint will set tree canopy goals and strategies for each municipality within the region. Working with these 28 local governments in the six-County region will form a collaborative effort to green our communities. Currently, 26 SACOG jurisdictions have signed on to the Greenprint, including Sacramento County.

Greenprint emphasizes environmental sustainability and responsibility. Three key elements to a successful urban forest program include management of public trees, policies and ordinances, and community partnerships. Greenprint offers a step-by-step implementation to urban forest growth. Support for such a program requires public education and outreach on the benefits of trees, as well as private organizations and public agency efforts. Following this regional approach of integrating trees into the urban environment supports and protects the urban forest while planning new development.

### Policies:

- CO-160. Provide funds for education, programs, and materials emphasizing the value and importance of trees.
- CO-161. Work cooperatively with local utilities to assure that new trees are planted in locations that will maximize energy conservation and air quality benefits.
- CO-162. Support a regional approach consistent with the provisions of Greenprint for the protection, replacement, and mitigation of trees.

Implementation Measures:

- A. Adopt an urban forest master plan consistent with the Greenprint that includes the following:
- Establish a task force to develop tree planting and maintenance policies, formation of a tree commission, and recommend action on financing measures to support a tree program. Specifically the plan shall address the following:
    - Street and park tree preservation.
    - Street, median, and parking lot planting and design guidelines.
    - A tree care program which regularly assesses tree growth and health.

(MSA-PLANNING, REGIONAL PARKS, DOT, and DOF)

- Determine current funding support for tree programs, and if necessary, implement sustainable funding for urban forest activities (Planning, Parks, Administration and Finance Agency).
- Prepare and adopt an ordinance for tree canopy standards and identify development requirements for tree protection.
- In cooperation with Greenprint Clearinghouse, provide community outreach programs and educational materials on the benefits of trees.
- Develop an interdepartmental urban forest stakeholder working group.

(MSA-PLANNING, REGIONAL PARKS, DOT, DERA, and DOF)

- B. Proclaim Arbor Day and commemorate it by a public Tree Planting event. (MSA-REGIONAL PARKS)
- C. In cooperation with local agencies, provide public awareness materials on the value of trees for property owners and for decreasing the "urban heat island effect". (MSA-REGIONAL PARKS)
- D. In cooperation with local agencies, produce curriculum for school age children and other education materials to promote the preservation and historical importance of oak trees. (MSA-REGIONAL PARKS)

## NEW URBAN TREES

**Objective:**     **One million new trees planted within the urban area between now and 2030.**

Intent: Sacramento County's urban forest is an integral element of its natural and urban landscape and contributes significantly to the quality of urban life. Trees offer many benefits to the community and its visitors, which include creating an aesthetically pleasing environment, increasing property value, and reducing noise. In addition, trees are known to combat the "urban heat island effect" by reflecting ten (10) to twenty-five (25) percent of the solar radiation that reaches the earth and dissipating much of the absorbed radiation through evaporation which reduces household energy requirements. Furthermore, trees can improve air quality by providing effective filtering of particulate matter and absorption of certain gaseous pollutants.

Currently private tree foundations are actively working to meet the 1,000,000 new trees objective. A complete tracking program to monitor progress is under development. SMUD is also developing a major tree planting program to increase shade around buildings. The County should actively support these and other efforts to increase trees in the unincorporated area.

The County, recognizing the advantages trees offer, has an established Tree Ordinance. However, County tree provisions presently require only 30% to 50% tree canopy coverage in parking lots, depending upon lot size, delineate narrow tree easement strips, and do not require tree planting in new residential areas. To maximize potential tree planting sites amendments to the Zoning Code and Tree Ordinance shall seek additional shade cover. Policies and programs below seek to expand the canopy by increasing shade coverage in most parking areas, enlarging tree easement in residential areas, and requiring tree planting or funding of planting by developers.

### Policies:

- CO-163. Increase the number of trees planted within residential lots and within new and existing parking lots.
- CO-164. Support private foundations with local funds for their tree planting efforts.
- CO-165. Trees planted within new or existing parking lots should utilize pervious cement and structured soils in a radius from the base of the tree necessary to maximize water infiltration sufficient to sustain the tree at full growth.

### Implementation Measures:

- A. In cooperation with private tree foundations and local print media and nurseries, produce annual pre-Arbor Day newspaper supplement on the value of urban trees including coupons from local nurseries for discounts on tree purchases. (MSA-REGIONAL PARKS, DOT, TREE COORDINATOR, PLANNING)

- B. Amend the County Department of Transportation's tree planting specifications and installation requirements to better facilitate street and median trees on streets and throughways. (MSA-DOT)
- C. Establish a 12.5' tree planting easement in new development and residential areas. (MSA-PLANNING)
- D. Prepare and adopt an ordinance requiring the planting a minimum of one 15 gallon street tree on each new residential lot and two 15 gal street trees on each new residential corner lot. Provide developers the option of planting trees or depositing monies into a tree planting fund equal to the cost of providing, planting, and initial irrigation of the trees and earmark proceeds toward tree planting in the same development. (MSA-PLANNING and DOT)
- E. Amend Zoning Code commercial parking provisions to require, within 15 years, provisions for a minimum of 50% shade within any parking lot, a minimum 8' x 8' area for planting strips, use of pervious cement and structured soils near trees, and landscape modifications to bring existing parking lots up to code standards for any development expansion or improvement exceeding 10 percent of the existing building's interior square footage. (MSA-PLANNING)
- F. Establish a recommended street tree list which does not include non-native invasive species. (MSA-DOT, PLANNING, TREE COORDINATOR)
- G. Establish a recommended parking lot tree list which does not include non-native invasive species that are fast-growing, hardy, and result in a large canopy. (MSA-DOT)

# **SACRAMENTO COUNTY GENERAL PLAN CONSERVATION ELEMENT**

## **SECTION VI**

### **CULTURAL RESOURCES**

**GOAL: Promote the inventory, protection and interpretation of the cultural heritage of Sacramento County, including historical and archaeological settings, sites, buildings, features, artifacts and/or areas of ethnic historical, religious or socio-economical importance.**

#### INTRODUCTION

The foundation of a cultural community rests upon the attributes and artifacts of its predecessors. Preserving and understanding these cultural resources needs to be an element of consideration when planning for future growth.

Sacramento County is fortunate to have a rich and varied collection of historic and prehistoric features which record events in the county's long history of human habitation and covers time from prehistory to our recent past. Exemplary archaeological sites of Nisenan-Maidu and Plains Miwok Indians have been identified along river terraces. Their location is fiercely protected by researchers who feel, without protection, the sites would be disturbed if the locations were disclosed. History represents a variety of ethnic and cultural groups and ranges broadly through social, economic, military and political subjects. The County currently houses numerous prehistoric, ethnohistoric and historic sites, as well as historic architecture that is registered on the National Register of Historic Places and the California Register of Historic Resources.

Preserving and stabilizing remnants of our past require that we address problems leading to the rapid deterioration of our cultural resources. Problems include inadequate data regarding site locations, insufficient monitoring of development proximal to sensitive areas, poor cultural resource training for County staff charged with construction monitoring and the lack of a County Cultural Resources Committee to coordinate preservation efforts. Additional problems include insufficient funding to protect sites through public purchase, private conservancies, and easements; inadequate access limitations and regulation enforcement; and poor methods of preserving, cataloging, and storing artifacts. The County needs to demonstrate an organized and method driven commitment to preserving and protecting sites. The term site refers to sites, buildings, structures, and human alterations to the natural environment as well as the artifacts contained on or within a site. In addition, a site may also be a sacred place with no physical man-made remnant, such as a rock outcropping, tree or confluence of water bodies. Preservation of such sites representing the county's rich and historic past ensures that future residents will have the opportunity to learn about the important contributions past inhabitants have had on the area's development. The need to establish policies protecting cultural resources is all the more urgent as the area continues to grow and urbanize. One key component in this section is the creation of a Cultural Resources Committee for Sacramento County. This committee would help

protect the local cultural resources in the County, including creating inventories of resources as well as measures to ensure that development projects adequately preserve these resources.

This section describes policies and programs under six objectives:

1. Comprehensive knowledge of archeological and historic site locations.
2. Attention and care during project review and construction to ensure that cultural resource sites, either previously known or discovered on the project site, are properly protected with sensitivity to Native American values.
3. Structures with architectural or historical importance preserved to maintain contributing design elements.
4. Known cultural resources protected from vandalism unauthorized excavation, or accidental destruction.
5. Properly stored and classified artifacts for ongoing study.
6. Public awareness and appreciation of both visible and intangible historic and cultural resources.

## CULTURAL RESOURCE SURVEYS

**Objective:**    **Comprehensive knowledge of archeological and historic site locations.**

**Intent:** A survey and inventory cataloging historic structures, old farmsteads, and recorded Native American sites would assist the county in protecting areas of cultural significance while planning for development. The Sacramento Museum and History Center has tried unsuccessfully in the past to obtain grant monies from the State Office of Historic Preservation to initiate a survey of the entire County. This effort should continue. It should be noted that in 2005, the California Public Records Act was amended to permit any state or local agency to deny a public records act request and withhold from public disclosure certain records related to Native American sites (please refer to Government Code Sections 6254 (r) and 6254.10 for further information).

### Implementation Measures:

- A. In cooperation with the North Central Information Center (NCIC) and cultural resources professionals, conduct:
  - A comprehensive survey to record location of prehistoric, ethnohistoric and historic sites. (MSA-PLANNING, REGIONAL PARKS, DERA)
  - A comprehensive survey to identify historically and architecturally important structures. (MSA-PLANNING, REGIONAL PARKS, DERA)



## ARCHEOLOGIC SITE PROTECTION DURING DEVELOPMENT

**Objective:**     **Attention and care during project review and construction to ensure that cultural resource sites, either previously known or discovered on the project site, are properly protected with sensitivity to cultural and ethnic values of all affected.**

Intent: Questionable measures throughout the state have incited Native Americans to strongly protest the disrespectful and improper destruction of their heritage and to seek regulations protecting remnants of their past. In 2004, California Senate Bill 18 was signed into law in order to ensure that local jurisdictions and Native American tribes have meaningful consultations during the early stages of the land use planning process. Under this bill, local jurisdictions work with the State Native American Heritage Commission to obtain Native American Tribal contact information as well as contact information for peoples of Native American Descent that may be able to provide input on proposed projects in the County that involve a General Plan or Specific Plan adoption/amendment or include an Open Space designation. These tribes are then contacted by the jurisdiction with information about the project and, at the tribes' request, can enter into a consultation process to discuss the project and ways to minimize any negative impacts on cultural resources. Throughout this process, local governments must recognize the sensitivity of resources and respect confidentiality requests regarding site specific information. In 2005, the California Public Records Act was amended to permit any state or local agency to deny a public records act request and withhold from public disclosure certain records related to Native American sites (please refer to Government Code Sections 6254 (r) and 6254.10 for further information).

Another important step in protecting cultural resources is to become a member of the Certified Local Government (CLG) program through the California Office of Historic Preservation and the National Park Service. Becoming a CLG member allows local jurisdictions to strengthen decision-making regarding historic places at the local level. The program also offers technical assistance, an opportunity to apply for grant funds and adds credibility to local cultural resource programs and standards.<sup>16</sup>

### Policies:

- CO-166. Utilize local, state and national resources, such as the NCIC, to assist in determining the need for a cultural resources survey during project review.
- CO-167. Projects involving an adoption or amendment of a General Plan or Specific Plan or the designation of open space shall be noticed to all appropriate Native American tribes in order to aid in the protection of traditional tribal cultural places.
- CO-168. Consultations with Native American tribes shall be handled with confidentiality and respect regarding sensitive cultural resources on traditional tribal lands.

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<sup>16</sup> Source: California Office of Historic Preservation (<http://ohp.parks.ca.gov>) and the National Park Service ([www.cr.nps.gov/hps/clg/clg\\_p.htm](http://www.cr.nps.gov/hps/clg/clg_p.htm))

- CO-169. Refer projects with identified archeological and cultural resources to the Cultural Resources Committee to determine significance of resource and recommend appropriate means of protection and mitigation. The Committee shall coordinate with the Native American Heritage Commission in developing recommendations.
- CO-170. Protection of significant prehistoric, ethnohistoric and historic sites within open space easements to ensure that these resources are preserved in situ for perpetuity.
- CO-171. Native American burial sites encountered during preapproved survey or during construction shall, whenever possible, remain in situ. Excavation and reburial shall occur when in situ preservation is not possible or when the archeological significance of the site merits excavation and recording procedure. On-site reinterment shall have priority. The project developer shall provide the burden of proof that off site reinterment is the only feasible alternative. Reinterment shall be the responsibility of local tribal representatives.
- CO-172. The cost of all excavation conducted prior to completion of the project shall be the responsibility of the project developer.
- CO-173. Monitor projects during construction to ensure crews follow proper reporting, safeguards, and procedures.
- CO-174. As a condition of approval of discretionary permits, a procedure shall be included to cover the potential discovery of archaeological resources during development or construction.
- CO-175. Request a Native American Statement as part of the environmental review process on development projects with identified cultural resources.

Implementation Measures:

- A. Develop a Cultural Resources Committee (appointed by the Board of Supervisors) to establish procedures and criteria for preservation and mitigation for cultural resources by utilizing information available from the Sacramento Archives and Museum Collection Center (SAMCC) and the North Central Information Center (NCIC). (MSA – PLANNING, DERA, REGIONAL PARKS)
- B. At the beginning of projects involving an adoption or amendment of a General Plan or Specific Plan or the designation of open space, notify the California Native American Heritage Commission and the appropriate Native American tribes regarding the project and, if requested by the tribes, set up consultation regarding the protection of traditional tribal cultural places. This notification and consultation process shall be carried out in accordance with Government Code Sections 65040.2, 65092, 65351, 65352, 65352.3, 65352.4, 65560, 65562.5; Public Resources Code Sections 5097.9, 5097.993; and Civil

Code Section 815.3 and shall prevent public exposure of sensitive cultural resources.  
(MSA-PLANNING)

C. Establish procedures to:

- Conduct periodic training programs for County Municipal Services Agency and County Airports construction and maintenance personnel to facilitate their awareness of archeological site indicators and proper procedures. (MSA- DERA)
- Utilize mitigation monitoring and reporting programs to provide for on-site monitoring during construction adjacent to known sites. (MSA- DERA)
- Write letters during the environmental review process, to peoples of Native American descent based on a contact list provided by the Native American Heritage Commission, to request a Native American statement regarding a proposed project when that project is located on a site with known cultural resources. (MSA-DERA)

D. Pursue becoming a certified local government and establish a local County registry to document and protect cultural resources that are significant to the County of Sacramento. This registry should be administered through the Cultural Resources Committee (please refer to Implementation Measure A under Archeological Site Protection During Development). (MSA-DERA, REGIONAL PARKS)

## HISTORIC STRUCTURE PRESERVATION

**Objective:**     **Preserve structures such as buildings, bridges, or other permanent structures with architectural or historical importance to maintain contributing design elements.**

**Intent:** Too often, development destroys buildings that can identify a neighborhood or link the past to the present. This objective seeks to cement architectural importance and historical significance with design elements of future development. Such buildings or areas, when preserved, help to define community character. Sacramento County's noteworthy but limited array of historically significant structures, and diverse structural styles, lend themselves well to promoting development that recognizes the value of historic and archeological preservation.

**Policies:**

CO-176. Structures having historical and architectural importance shall be preserved and protected.

CO-177. Refer projects involving structures or within districts having historical or architectural importance to the Cultural Resources Committee to recommend appropriate means of protection and mitigation.

CO-178. Development surrounding areas of historic significance shall have compatible design in order to protect and enhance the historic quality of the areas.

Implementation Measures:

A. Develop a program to help protect historic resources. Potential elements of the program includes:

- Conducting surveys for structures with architectural or historical importance;
- Developing design guidelines for areas adjacent to or within historic sites;
- Promoting the use of the State Historic Building Code to protect historic resources;
- Encouraging owners of eligible historic properties to apply for State and federal registration and to participate in tax incentive programs for historic restoration;
- Identifying funding mechanisms to support programs to preserve, restore, and enhance unique historic sites;
- Acquiring and preserving historic sites, and/or acquire easements over sites and building facades; and
- Developing and periodically updating a comprehensive inventory of properties that contain structures that are listed on the National or California Register, California Historic Landmarks and California Points of Interest.  
(MSA-DERA, REGIONAL PARKS, BID, PLANNING)

DESTRUCTION OF CULTURAL RESOURCE SITES

**Objective:     Protect any known cultural resources from vandalism, unauthorized excavation, or accidental destruction.**

Intent: This objective seeks to prevent wanton or accidental destruction of archeological sites and, when desirable, to preserve artifacts in situ. The science of archeology attempts to understand and interpret human behavior and cultural traits through reconstruction of prehistoric and historic sites. Disturbance of sites and illegal removal of artifacts compromise a site's integrity and severely limit the interpretation of cultural attributes, especially within the historical context of the area. Contrary to popular belief, federal legislation such as the federal Antiquities Act does not protect archeological, historic, or cultural resources except on federal land. Protection of resources on other public or private land is dependent largely upon state and local legislation.

Policies:

- CO-179. Restrict the circulation of cultural resource location information to prevent potential site vandalism. This information is exempt from the "Freedom of Information Act".
- CO-180. Cooperate with other agencies to enforce laws and aggressively prosecute illegal collection of artifacts.
- CO-181. Design and implement interpretive programs about known archeological or historical sites on public lands or in public facilities. Interpretation near or upon known sites should be undertaken only when adequate security is available to protect the site and its resources.

Implementation Measures:

- A. Develop a plan in conjunction with Archeological Conservancy to secure easements, agreements, or other appropriate mechanisms to protect known cultural sites from disturbance or erosion. (MSA- REGIONAL PARKS and PLANNING)
- B. Periodic patrol of County owned and managed archeological sites by park rangers. (MSA- REGIONAL PARKS)
- C. Implement a program within County departments which manage or patrol properties with known cultural resources to facilitate their awareness of archaeological site indicators and proper procedures in handling cultural resources. (MSA-PLANNING, DERA, REGIONAL PARKS)

ARTIFACT STUDY AND STORAGE

**Objective: Properly stored and classified artifacts for ongoing study.**

Intent: Existing facilities for artifact storage are insufficient. Because of this, local universities and museums are no longer accepting new artifacts for their anthropology collections. Materials collected for scientific research during project mitigation are now being stored uncataloged in unspecified locations. Yet, mitigation measures undertaken during redevelopment to satisfy CEQA provision continue to yield an ever increasing inventory of artifacts. There is a demonstrated and critical need to establish a storage facility. Funding for such a facility should be provided from developer mitigation fees and agreements should be reached with local postsecondary educational institutions to preserve and protect remnants of past cultures.

Implementation Measures:

- A. Initiate discussions regarding the preparation of a comprehensive regional study design for the excavation, cataloging and analysis of cultural resource artifacts and the synthesis of available information. (MSA-PLANNING, DERA, REGIONAL PARKS)

- B. Identify a repository for cataloging and storage of excavated cultural artifacts. (MSA-PLANNING, DERA, REGIONAL PARKS)

### PUBLIC AWARENESS OF CULTURAL RESOURCES

**Objective: Increase public education, awareness and appreciation of both visible and intangible cultural resources.**

Intent: If preservation efforts are to be successful, the County will need to make a unified effort to protect critical sites as public parks and to educate residents on the value of preserving remnants of our collective past. The County will continue to support the exhibits, public education programs and curation facilities at local history museums and continue to support the expansion of collections on local history and archaeology housed by the County/City library system as well as the History and Science Division at the Sacramento Archives and Museum Collection Center.

#### Policies:

- CO-182. Provide historic and cultural interpretive displays, trails, programs, living history presentations, and public access to the preserved artifacts recovered from excavations.
- CO-183. Interpretive elements involving Native American cultural resources shall be located at village sites (provided any unexcavated resources are properly protected) representative of different physical environments found in the County.
- CO-184. Promote and support the California Indian Heritage Center.

#### Implementation Measures:

- A. In cooperation with local cultural resources experts:
- Present educational programs to school age children. (MSA- REGIONAL PARKS)
  - Design educational criteria guidelines and study units for incorporation in county school curricula. (MSA-REGIONAL PARKS, COUNTY OFFICE of EDUCATION)

General Plan

**Delta Protection  
Element**

*Draft*  
May 30, 2007

**County of Sacramento**  
Planning and Community Development Department





## **SACRAMENTO COUNTY GENERAL PLAN DELTA PROTECTION ELEMENT**

### **Introduction**

The Primary Zone of the Sacramento-San Joaquin Delta includes approximately 500,000 acres of waterways, levees and farmed lands extending over portions of five counties: Solano, Yolo, Sacramento, San Joaquin and Contra Costa. The rich peat soil in the central Delta and the mineral soils in the higher elevations support a strong agricultural economy. The Delta lands have access to the fresh waters of the 1,000 miles of rivers and sloughs lacing the region. These waterways provide habitat for many aquatic species and the uplands provide year-round and seasonal habitat for amphibians, reptiles, mammals, and birds, including several rare and endangered species. The area is extremely popular for water-oriented recreation including fishing, boating, and water-skiing.

Recognizing the threats to the Primary Zone of the Delta from potential urban and suburban encroachment and the need to protect the area for agriculture, wildlife habitat, and recreation uses, the California Legislature passed and the Governor signed into law on September 23, 1992, the Delta Protection Act of 1992 (SB 1866). The Act directs the Delta Protection Commission to prepare a comprehensive resource management plan for land uses within the Primary Zone of the Delta (Plan).

The planning conducted by the Delta Protection Commission involved preparation and public review of nine background reports: Environment; Utilities and Infrastructure; Land Use and Development; Water; Levees; Agriculture; Recreation and Access; Marine Patrol, Boater Education, and Safety Programs; and Implementation. These reports provided the information base for the Plan findings and policies, as well as allowing opportunities for public review and comment through circulation and public hearings before the Commission.

The goals of the Plan as set out in the Act are to "protect, maintain, and where possible, enhance and restore the overall quality of the Delta environment, including but not limited to agriculture, wildlife habitat, and recreational activities; assure orderly, balanced conservation and development of Delta land resources and improve flood protection by structural and nonstructural means to ensure an increased level of public health and safety." Also pursuant to the Act, to the extent that any of the requirements specified in this Land Use and Resource Management Plan are in conflict, nothing in this Plan shall deny the right of the landowner to continue the agricultural use of the land.

The Plan consists of three sections. Part I, the Introduction, describes the planning program and the Plan objectives. Part II provides Findings and Policies, and Recommendations for more than one local government, or for State agency or special district action. Part III describes the program for implementing the Plan. Part IV is a map which shows the boundary of the Primary and Secondary Zones of the Delta.

Each element includes findings, policies, and recommendations. Findings are derived from the information in the background reports. The findings form the framework of data from which the policies and recommendations are derived. Policies are the directions for action the local governments must embrace and support through amendments to the General Plans, if necessary. The policies are intended to provide harmony Deltawide for local government actions. Recommendations are additional, optional directions for action for local government, for non-profit groups, state agencies, and others. It is important to note, however, that in the implementation of both the policies and recommendations of this plan, the Act specifically prohibits the exercise of the power of eminent domain unless requested by the landowner.

## **Background**

The Delta Protection Act of 1992 (Public Resources Code Section 29760 et. seq.) requires the Commission to prepare and adopt and thereafter review and maintain a comprehensive long-term resource management plan for land uses within the Primary Zone of the Delta ("resource management plan"). The resource management plan is to set forth a description of the needs and goals for the Delta and a statement of the policies, standards, and elements of the resources management plan. Within 180 days of the adoption of the resource management plan or any amendments by the Commission, all local governments, as defined in Public Resources Code Section 29725, shall submit to the Commission proposed amendments which will cause their general plans, as defined in Government Code Section 65300 et seq., to be consistent with respect to land located within the Primary Zone. The following regulations are the policies of the resource management plan. The regulations to not apply to other local agencies, as defined in Public Resources Code Section 29724, or to reclamation districts.

The term "shall" in these regulations is mandatory; the terms "may", "should", and "can" are advisory.

Note: In 2000, the policies of the Land Use and Resource Management Plan for the Primary Zone of the Delta" were adopted as regulations [See Title 14, California Code of Regulations, Chapter 3. Regulations Governing Land Use and Resources Management in the Delta]. The regulations are printed as the policies of the Plan.

## **ENVIRONMENT**

**GOAL: Preserve and protect the natural resources of the Delta, including soils. Promote protection of remnants of riparian habitat. Promote seasonal flooding and agriculture practices on agricultural lands to maximize wildlife use of the hundreds of thousands of acres of lands in the Delta. Promote levee maintenance and rehabilitation to preserve the land areas and channel configurations in the Delta.**

Intent: The Delta is a unique geographic area in the State of California, a low-lying region of rich mineral and peat soils, composed of islands created largely by humans, as they diked and drained the prehistoric marshes of the region.

The lush wetland habitats surrounded by riparian woodlands have been replaced by agricultural lands, both cultivated and irrigated croplands, and irrigated and unirrigated pasture lands. Remnants of natural habitat are located largely along some sloughs and rivers and on small channel islands. Pockets of wooded or wetland habitat exist on some islands.

The aquatic habitats were historically brackish and home to both resident and migratory fish. Modern aquatic habitats are affected by flows released from upstream dams, seasonal drainage from agricultural lands, and year-round drainage from sources outside the Primary Zone, such as sewage treatment plants. Several large, freshwater lakes are located on the eastern edge of the Delta, providing year-round wetland habitat.

At all levels of the ecosystem, native plants and animals are now competing with exotics. Of particular concern are the Asian clam, which is competing for phytoplankton at the bottom of the food chain, and popular introduced game fish, such as the Striped bass, which are declining in numbers and in health. The native winter-run Chinook salmon and Delta smelt are designated endangered and threatened, respectively.

Large mammals, such as bear and elk, which historically lived in and around the Delta have been eliminated. Aquatic mammals including beaver and otter still remain. Both year-round and migratory birds have adapted to the agricultural practices in the Delta, particularly the small grain fields which are flooded in fall and winter months. Migratory birds include ducks, geese, swans, cranes, and shorebirds. Hawks and eagles forage in the Delta fields; Swainson's Hawk is designated "threatened" by the Department of Fish and Game.

The geology of the region created this unique "delta". Sediments trapped inland of the rocky neck of the Carquinez Straits resulted in the creation of the 1,100 square mile area known as "the Delta". The Delta exists in a State known for earthquake faults; the probability of seismic activity remains constant. A zone of buried thrust faults is located along the western edge of the Delta.

The peat soils of the central and western Delta have oxidized in great part due to drainage. Losses of soil due primarily to such oxidation have resulted in subsidence of land surfaces of up to 20 feet. Original peat soil depths varied substantially from area to area and even within a given island. Current studies show the only effective way to stop subsidence is to reflood the peat soils. Subsidence has slowed to about one-third of an inch a year in many areas. About 60% of the lands in the Delta are designated prime agricultural lands.

The low elevations of the Delta, exacerbated by subsidence, result in a constant threat of flooding. Twice in each approximately 25 hour period the tides raise and lower the elevation of the Sacramento River about three feet. The threat of flooding is generally associated with periods of high winter rainfall and periods of rapid spring snow melt in the watersheds draining into the Delta. The most critical conditions occur when upstream dams are full and the resulting high rates of river flow combine with high tides

## Policies:

- DP-1. The priority land use of areas of prime soil shall be agriculture. If commercial agriculture is no longer feasible due to subsidence or lack of adequate water supply or water quality, land uses which protect other beneficial uses of Delta resources, and which would not adversely affect agriculture on surrounding lands, or viability or cost of levee maintenance, may be permitted. If temporarily taken out of agriculture production due to lack of adequate water supply or water quality, the land shall remain reinstatable to agricultural production for the future.
- DP-2. Agricultural and land management practices shall minimize subsidence of peat soils. Local governments shall support studies of agricultural methods that minimize subsidence and shall assist in educating landowners and managers as to the value of utilizing these methods.
- DP-3. Lands managed primarily for wildlife habitat shall be managed to provide several inter-related habitats. Deltawide habitat needs should be addressed in development of any wildlife habitat plan. Appropriate programs, such as "Coordinated Resource Management and Planning" (Public Resources Code Section 9408(c)) and "Natural Community Conservation Planning" (Fish and Game Code Section 2800 et seq.) should ensure full participation by local government and property owner representatives.

## UTILITIES AND INFRASTRUCTURE

**GOAL: Protect the Delta from excessive construction of utilities and infrastructure facilities, including those that support uses and development outside the Delta. Where construction of new utility and infrastructure facilities is appropriate, ensure the impacts of such new construction on the integrity of levees, wildlife, and agriculture are minimized.**

Intent: Due to the Delta's location between major population areas, its unique resources, especially water and natural gas, and its flat terrain and general lack of development, the Delta has high value as a utility and transportation corridor.

Utilities located in the Delta include: radio and television transmission towers; electrical transmission lines including Pacific Gas and Electric, and Western Area Power Administration lines; natural gas pipelines, serving local gas fields and regional pipelines; petroleum transportation pipelines; and water transportation canals and pipelines transporting water from the Delta to regional users and transporting water through the Delta to the Bay Area. Buried pipelines within rights of way appear to generally have lesser impacts on wildlife movements or land uses than aboveground facilities. The aboveground facilities, such as pipelines, canals, and transmission lines do impact wildlife movements, reduce availability of valuable habitat, and result in direct loss of birds killed by striking transmission lines.

Local governments regulate the utilities that serve Delta residents and visitors including potable water, sewage disposal, and solid waste disposal. Most potable water is obtained from groundwater through local wells. Most wastewater from homes and businesses is treated in on-site septic tanks. Some of the larger communities and developments have self-contained wastewater treatment facilities. Communities outside the Primary Zone do and propose to continue to release treated wastewater into Delta waterways, onto constructed wetlands, or onto agricultural lands.

Natural gas remains an important natural resource extracted from the Delta. PG&E maintains a large underground storage site under McDonald Island.

Transportation systems traversing around and through the Delta include several railroads and freeways, state highways, and county roads. Many bridges connect island developments; five islands are served only by ferry.

Two major ports lie north and east of the Primary Zone, the Ports of Sacramento and Stockton, respectively. The shipping channels were constructed the late 1920's (Stockton) and 1950's (Sacramento). Several million tons of diversified products are shipped through the Delta each year.

Airports in the Delta are limited to small facilities serving individual land-owners and agriculture-serving businesses.

#### Policies:

- DP-4. Impacts associated with construction of transmission lines and utilities can be mitigated by locating new construction in existing utility or transportation corridors, or along property lines, and by minimizing construction impacts. Before new transmission lines are constructed, the utility should determine if an existing line has available capacity. To minimize impacts on agricultural practices, utility lines shall follow edges of fields. Pipelines in utility corridors or existing rights-of-way shall be buried to avoid adverse impacts to terrestrial wildlife. Pipelines crossing agricultural areas shall be buried deep enough to avoid conflicts with normal agricultural or construction activities. Utilities shall be designed and constructed to minimize any detrimental effect on levee integrity or maintenance.
- DP-5. New houses built in the Delta agricultural areas shall continue to be served by independent potable water and wastewater treatment facilities. Uses which attract a substantial number of people to one area, including any expansions to the Delta communities, recreational facilities or businesses, shall provide adequate infrastructure improvements or pay to expand existing facilities, and not overburden the existing limited community resources. New or expanded construction of wastewater disposal systems shall ensure highest feasible standards are met, as determined by the local governing body. Independent treatment facilities shall be monitored to ensure no cumulative adverse impact to groundwater supplies.

- DP-6. New sewage treatment facilities (including storage ponds) and new areas for disposal of sewage effluent and sewage sludge shall not be located within the Delta Primary Zone. The Rio Vista project, as described in the adopted Final Environmental Impact Report for such project, and the Ironhouse Sanitary District use of Jersey Island for disposal of treated wastewater and biosolids are exempt from this policy.
- DP-7. High groundwater tables and subsiding soil make the Delta an inappropriate location for solid waste disposal. Generation of waste shall be minimized through recycling programs for metals, glass, paper, cardboard, and organic materials. Recycling depots for these materials shall be located in central locations to serve Delta residents, visitors, and businesses.
- DP-8. Surface transportation in the Delta can be dangerous and congested. Roads within the Delta shall be maintained to serve the existing agricultural uses and supporting commercial uses, recreational users, and Delta residents. Where possible, commuter traffic and through traffic should be directed to surrounding highways and freeways, or minimized through programs which promote carpools, buses or trains.
- DP-9. Air transportation in the Delta shall be allowed to continue to serve Delta residents and agriculture-related businesses. Due to subsidence, transmission lines, high winds, fog, and high raptor and waterfowl use, the Primary Zone is not an appropriate location for new or expanded general aviation airports.
- DP-10. Operation of draw and swing bridges shall balance needs of land and water traffic. Commercial vessels and emergency road traffic shall have right-of-way over other traffic.

## LAND USE

**GOAL: Protect the unique character and qualities of the Primary Zone by preserving the cultural heritage and strong agricultural base of the Primary Zone. Direct new residential, commercial, and industrial development within the existing communities as currently designated and where appropriate services are available.**

Intent: The Delta settlement pattern was historically, and remains to this day, closely associated with the rivers, sloughs, and waterways, and the agricultural land use. One incorporated city, Isleton and portions of Stockton, Rio Vista, and Pittsburg, exist in the Secondary Zone. Unincorporated communities lie along the Sacramento River in the Primary Zone including: Clarksburg, Courtland, Hood, Locke, Walnut Grove, and Ryde. The towns served as social and service centers for the surrounding farms and historically served as shipping sites for products.

In the Primary Zone, County General Plans and zoning ordinances all designate the Primary Zone primarily for agriculture. Within the agricultural zones, recreation, wildlife habitat, and nature preserves can be approved. The minimum parcel sizes vary within the five counties ranging from five acre minimum parcels (Contra Costa and Yolo Counties) to 160 acre minimum

parcels (Solano County: non-irrigated and Yolo County: non-irrigated and under Williamson Act contract). Some Counties link minimum parcel size to soil type (Sacramento County) and some to "farmable unit" (Solano County). These variations show the difficulty in developing a universal definition or minimum parcel size to protect lands designated Agriculture in the General Plans.

This Plan seeks to retain the existing land use patterns in the Primary Zone--extensive agriculture lands serviced by the existing communities. While agricultural support facilities can be constructed in the agricultural areas, other future growth and development should be directed to the sites in the existing communities which were so designated as of January 1, 1992.

Significant acreage in the Primary Zone have been purchased in the last few years by state, federal, and non-profit agencies for enhancement and management as wildlife habitat. In addition, the Ports of Sacramento and Stockton own several thousand acres along their shipping channels. The State Department of Parks and Recreation owns several hundred acres of land and several thousand more of water for recreational purposes. The Department of Water Resources (DWR) has announced its intention to acquire both Sherman and Twitchell Islands, totaling 13,500 acres to protect the integrity of the levee system, develop wildlife habitat, and to control soil oxidation and subsidence. In addition, DWR owns Clifton Court Forebay and other lands associated with the State Water Project. Federal entities own land on the tip of Grand Island and near the Delta Cross Channel.

Changes in land use from agriculture are proposed on several islands covering several thousand acres. Both Twitchell and Sherman Island may be converted to year-round wildlife habitat. Stone Lakes Wildlife Refuge will acquire some lands for conversion to wildlife habitat. Medford Island is now a mitigation bank, managed for both agriculture and wildlife habitat. Prospect Island may be converted to wildlife habitat. The proposed Delta Wetlands project would convert four islands totaling 20,000 acres into two reservoirs and two wildlife habitat areas. A 3,000 acre area within the Yolo Bypass will be converted from agriculture to year-round wetland. Other projects propose Primary Zone lands be acquired for upland disposal of treated wastewater and biosolids, and for mitigation of environmental impacts.

#### Policies:

DP-11. The rich cultural heritage and strong agricultural base of the Delta shall be preserved and recognized in public/private facilities, such as museums within the existing communities.

DP-12. Local government general plans, as defined in Government Code Section 65300 et seq., and zoning codes shall continue to strongly promote agriculture as the primary land use in the Primary Zone; recreation land uses shall be supported in appropriate locations and where the recreation uses do not conflict with agricultural land uses or other beneficial uses, such as waterside habitat. County plans and ordinances may support transfer of development rights, lot splits with no increase in density, and clustering to support long-term agricultural viability and open space values of the Primary Zone. Clustering is intended to support efficient use of agricultural lands, not

to support new urban development in the Primary Zone. Local governments shall specifically indicate when, how, and why these options would be allowed in the Primary Zone.

- DP-13. New residential, recreational, commercial, or industrial development shall ensure that appropriate buffer areas are provided by those proposing new development to prevent conflicts between any proposed use and existing agricultural use. Buffers shall adequately protect integrity of land for existing and future agricultural uses. Buffers may include berms and vegetation, as well as setbacks of 500 to 1,000 feet.
- DP-14. New non-agricultural residential development, if needed, shall be located within the existing Primary Zone communities where support infrastructure and flood protection are already provided.
- DP-15. Local government general plans shall address criteria under which general plan amendments in the Primary Zone will be evaluated under Public Resources Code Section 29763.5. Proposed amendments to local government general plans for areas in the Primary Zone shall be evaluated in terms of consistency of the overall goals and program of the Delta Protection Commission.
- DP-16. Subsidence control shall be a key factor in evaluating land use proposals.
- DP-17. Structures shall be set back from levees and areas which may be needed for future levee expansion.
- DP-18. Local government policies regarding mitigation of adverse environmental impacts under the California Environmental Quality Act may allow mitigation beyond county boundaries, if acceptable to reviewing fish and wildlife agencies, for example in approved mitigation banks. Mitigation in the Primary Zone for loss of agricultural lands in the Secondary Zone may be appropriate if the mitigation program supports continued farming in the Primary Zone.
- DP-19. The implementation of the policies contained in the resource management plan shall not be achieved through the exercise of the power of eminent domain unless requested by the landowner.

## AGRICULTURE

**GOAL: To support long-term viability of commercial agriculture and to discourage inappropriate development of agricultural lands.**

Intent: Delta agricultural lands were "reclaimed" through construction of levees and drainage of the marshy islands of the area. In less than 100 years, from 1850 to 1930, hundreds of thousands of acres of land went into agricultural production. The farmers and landowners represented a cross section of the new Americans-- Slavs, Dutch, German, English, and others. Many groups



of immigrants first labored in the fields, then went on to become landowners or tenant farmers including Portuguese, Chinese, Japanese, Filipinos, and Hindus.

Early crops were grains, and fruits and vegetables marketed in the nearby cities. Early specialty crops included wheat, barley, beans, and potatoes. Later asparagus, sugar beets, tomatoes, and celery grew in popularity. Currently, the Delta counties raise a variety of crops including grains, fruits, field crops, nuts, seeds, pasture and alfalfa, and vegetables.

In the recent past, thousands of acres of agricultural lands were developed for residential and other urban uses. Between 1976 and 1993, about 21,600 acres in the Secondary Zone of the Delta were developed. Of the 21,600 acres, about 5,800 acres were orchards. The biggest change in the Primary Zone in that period in was the planting of about 4,500 acres of new orchards and vineyards. Loss of steady water supplies for Valley farmers will tend to make Delta lands with their riparian water rights more valuable for agriculture. New markets to sell crops and new crops, including crops to burn as energy sources, will continue to keep agriculture an important land use in the Delta and California.

Local governments have certain limited regulatory authority over agricultural lands, including minimum parcel sizes. While each of the five Delta counties has different minimum parcel sizes, each County clearly delineates the Delta lands for long-term agricultural use. Local governments use "land use tools" such as an agricultural element in the General Plan, adoption of an urban limit line, buffers between agriculture and other approved uses, adoption of a Right to Farm ordinance, controls over subdivisions of agricultural lands, limitations on land uses allowable in the agricultural zone, limitations on changing General Plan designations, acquisition of conservation easements, transfer of development rights, and full support of Williamson Act programs.

Agricultural lands provide rich seasonal wildlife habitat. Thousands of acres of agricultural lands are flooded after harvest and provide feeding and resting areas for local and migratory birds and other wildlife. Development of a management plan for seasonal flooding helps maximize the wildlife values and lessen opportunities for agricultural pests.

#### Policies:

- DP-20. Commercial agriculture in the Delta shall be supported and encouraged as a key element in the State's economy and in providing the food supply needed to sustain the increasing population of the State, the Nation, and the world.
- DP-21. Local governments, as defined in Public Resources Code Section 29725, shall identify the unique qualities of the Delta which make it well suited for agriculture. These qualities include: rich soil, ample supplies of water, long growing season, mild climate, and proximity to packaging and shipping infrastructure. The unique physical characteristics of the Delta also require that agricultural landowners maintain extensive levee systems, provide flood control, and have adequate drainage to allow the lands to be farmed.

- DP-22. Education of the local populations about the value and rich heritage of agriculture in the State and in the Delta shall be continued and expanded.
- DP-23. Local governments shall support long-term viability of commercial agriculture in the Delta because of its economic and environmental importance to the State and local communities.
- DP-24. Support shall be given to current and alternative programs that help to minimize the need for costly production inputs such as fertilizers, pesticides, and herbicides as long as crop production levels and agricultural income can be maintained. Improving crop production and agricultural income is vital to the success of Delta agriculture.
- DP-25. Each local government shall continue to implement the necessary plans and ordinances to: maximize agricultural parcel size; reduce subdivision of agricultural lands; protect ordinary agricultural activities; protect agricultural land from conversion to other uses; and clearly define areas in that jurisdiction where urban land uses are appropriate and where agricultural land uses are appropriate. An optimum package of regulatory and incentive programs would include: (1) an urban limit line; (2) minimum parcel size consistent with local agricultural practices and needs; (3) strict subdivision regulations regarding subdivision of agricultural lands to ensure that subdivided lands will continue in agriculture; (4) delete from zoning ordinances "other" land uses which are not compatible the agriculture; (5) require adequate buffers between agricultural and non-agricultural land uses particularly residential development outside but adjacent to the Primary Zone; (6) an agriculture element of the general plan; (7) a right-to-farm ordinance; and (8) a conservation easement program.
- DP-26. Local governments shall encourage acquisition of agricultural conservation easements as mitigation for projects within each county, or through public or private funds obtained to protect agricultural and open space values, and habitat value that is associated with agricultural operations. Encourage transfer of development rights within land holdings, from parcel to parcel within the Delta, and where appropriate, to sites outside the Delta. Promote use of environmental mitigation in agricultural areas only when it is consistent and compatible with ongoing agricultural operations and when developed in appropriate locations designated on a countywide or Deltawide habitat management plan.
- DP-27. Local governments shall encourage management of agricultural lands which maximize wildlife habitat seasonally and year-round, through techniques such as sequential flooding in fall and winter, leaving crop residue, creation of mosaic of small grains and flooded areas, controlling predators, controlling poaching, controlling public access, and others.
- DP-28. Local governments may continue to retain agricultural zoning and minimum parcel sizes as described in zoning codes in place January 1, 1992. Where minimum parcel size is less than 40 acres, local governments shall describe how smaller parcel sizes

will support long-term viability of commercial agriculture in the Primary Zone. This policy shall not be construed to require the re-zoning of subminimum parcels.

- DP-29. (i) Local governments may develop programs to cluster agriculture-dependent residential units or transfer development rights (TDRs) to off-site locations. Clustering on a single farm would be for family members or employees and would not exceed maximum number of units allowed under existing zoning as of January 1, 1992. Clustering would be accompanied by conditions to preserve agricultural use and open space values on the balance of the property. TDRs may involve transfers from farms to Primary Zone communities with adequate flood protection to protect residential use, or to sites out of the Primary Zone.
- (ii) Local governments that pursue clustering or transfer of development rights shall proceed with adoption procedures to implement such programs as part of the local government implementation of the resource management plan.
- (iii) Where portions of cities are located within the Primary Zone, cities shall indicate zoning which was in place on January 1, 1992. Future changes to city general plans or zoning ordinances shall conform to the resource management plan.

## WATER

**GOAL: Protect long-term water quality in the Delta for agriculture, municipal, industrial, water-contact recreation, and fish and wildlife habitat uses, as well as all other designated beneficial uses.**

Intent: In California, rainfall runoff and snowmelt are captured in reservoirs to redistribute to urban and agricultural customers and for environmental uses. About 75% of the State's water originates north of Sacramento; and about 75% of the State's water needs occur south of Sacramento.

Water bound for distribution through both the State Water Project and the federal Central Valley Project is taken from the south Delta. In addition, water to serve some Bay Area urban users is taken from the Delta. The State project has contracts to export up to 4.2 million acre feet per year from the Delta and the federal project another 3.3 million acre feet per year. Of the water in the two developed water systems, about 83% is used for agriculture and about 17% is for "urban" uses. About two-thirds of the State's population gets at least a portion of its drinking water from the Delta. In addition, Delta farmers also have rights to irrigate with water taken directly from Delta sloughs and channels.

Water quality in the Delta is regulated by the Regional Water Quality Control Boards through permit review of "point" discharges, such as discharges of treated water from sewage treatment plants and discharges to land. Water quality concerns related to drinking water include salinity intrusion, wastewater discharges, agricultural drainage water, trihalomethane precursor formation, and untreated stormdrain water.

The State Water Resources Control Board and the Regional Boards also designate beneficial uses of the State's waters. In the Delta, beneficial uses include: municipal and domestic supply; agriculture; industry; groundwater recharge; navigation; recreation; wildlife habitat; fish migration and spawning; and preservation of rare and endangered species.

During low flow and drought conditions, increased salinity of water of the western Delta can have a detrimental effect on agriculture in the area as well as the quality of drinking water supplies.

Water is being applied to some Delta lands to restore wetland habitats. This includes some areas proposed for permanent wetland status and thousands of acres of seasonally-flooded agricultural lands. Application of water can also result in enhanced habitat for mosquitoes, a recognized pest and health hazard.

#### Policies:

- DP-30. Local governments shall ensure that salinity in Delta waters allows full agricultural use of Delta agricultural lands, provide habitat for aquatic life, and meet requirements for drinking water and industrial uses.
- DP-31. Local governments shall ensure that design, construction, and management of any flooding program to provide seasonal wildlife habitat on agricultural lands shall incorporate "best management practices" to minimize mosquito breeding opportunities and shall be coordinated with the local vector control districts. (Each of the four vector control districts in the Delta provides specific wetland/mosquito management criteria to landowners within their district.)
- DP-32. Water agencies at local, State, and federal levels shall work together to ensure that adequate Delta water quality standards are set and met and that beneficial uses of State waters are protected consistent with the CALFED (see Water Code Section 12310 (f)) Record of Decision dated August 8, 2000.

#### RECREATION AND ACCESS

**GOAL:** To promote continued recreational use of the land and waters of the Delta; to ensure that needed facilities that allow such uses are constructed, maintained, and supervised; to protect landowners from unauthorized recreational uses on private lands; and to maximize dwindling public funds for recreation by promoting public-private partnerships and multiple use of Delta lands.

Intent: The Delta is a unique geographic region which provides opportunities for water-oriented recreation, such as boating, and resource-oriented recreation, such as fishing and hunting. Many of the users are residents of communities in the Secondary Zone and beyond; some are local residents. Boaters come from the greater Bay Area and from other parts of the State to visit the Delta. Many visitors come from out of the area and rent houseboats from local marinas. There are no current studies which document for the entire Delta, the number of recreational users,

length of visit, dollars spent per visitor day, age, sex or ethnic background of visitors, or type of facilities needed to meet present and future visitor needs.

Most of the recreation facilities are provided through private marinas. Several thousand boat berths are located in the Primary Zone, almost equally divided between Contra Costa, Sacramento, and San Joaquin Counties. Private facilities also provide launching facilities, RV and tent camping, picnicking, restaurants, and bait and tackle shops. Waterskiing and riding Personal Water Craft (PWC)\* are popular water-oriented activities.

Public parks are limited in number. There are five fishing access/launching facilities owned by Department of Fish and Game and managed by Sacramento and Yolo Counties. San Joaquin County provides land and water access at Westgate Park. Brannan Island State Park provides: boat launching; camping; swimming; nature interpretation; and wind surfing.

Hunting occurs mainly on private lands and clubs; some hunting is allowed on State-owned lands and water areas. Facilities for Delta residents are located in the towns and at local schools. Locally-sponsored festivals in Isleton, Walnut Grove, and Courtland bring visitors into the Delta during the summer months.

Most of the Delta land areas are privately owned and used for agriculture. Some recreational users abuse private lands by littering, trespassing, picking fruit or vegetables from the fields, vandalizing pumps or other farm equipment, hunting or fishing in violation of State laws, or by driving on unpaved levee roads not suitable for automobile use.

Bank fishing is a popular Delta activity with few formal support facilities. The fisherman park alongside and on public and private roads, occasionally creating a safety hazard. Virtually no garbage or restroom facilities are available.

Concerns have been raised that boating activities create vessel wakes that damage levees, and that boating and PWC activity disturbs wildlife living in the sloughs and waterways. There is no regulation of the number of vessels using the Delta waterways and there is concern that some areas of the Delta have reached maximum capacity for some water-oriented recreational activities. For example, quiet boat fishing does not mix with PWC activity or waterskiing.

Protection of public safety and compliance with boating and fish and game laws are carried out by peace officers in a number of agencies including Coast Guard, State Department of Parks and Recreation, State Department of Fish and Game, and County Sheriffs' Marine Patrols (see page 50). Due to financial cutbacks, most County marine patrol programs have been reduced.

New recreational facilities could be provided at low cost on publicly-owned land where those lands will be supervised. Examples include: pedestrian access on publicly-owned levees adjacent to Brannan Island State Recreation Area; construction of new visitor facilities, interpretive facilities and trails at the proposed Stone Lake National Wildlife Refuge; and pedestrian trails, visitor facilities, and facilities to allow access from the water to the land at Delta Meadows River Park.

As local governments authorize new or remodeled private commercial recreation facilities, use of appropriate design can minimize conflicts between Delta user groups and provide stronger identity for Delta facilities.

\*"Personal Water Craft" (PWC) is the general term for a broad range of small, powered boats that typically carry one or two persons, and are popularly known by registered tradenames such as Jet Ski, Ski Doo, etc.

Policies:

- DP-33. Where public funds are limited, local governments shall promote maintenance and supervision of existing public recreation areas over construction of new public facilities.
- DP-34. To minimize impacts to agriculture and to wildlife habitat, local governments shall encourage expansion of existing private water-oriented commercial recreational facilities over construction of new facilities. Local governments shall ensure any new recreational facilities will be adequately supervised and maintained.
- DP-35. Local governments shall develop siting criteria for recreation projects which will ensure minimal adverse impacts on: agricultural land uses, levees, and public drinking water supply intakes, and identified sensitive wetland and habitat areas.
- DP-36. Local governments shall improve public safety on Delta waterways through enforcement of local, State, and federal laws.
- DP-37. Local governments shall encourage provision of publicly funded amenities in or adjacent to private facilities, particularly if the private facility will agree to supervise and manage the facility (fishing pier, overlook, picnic area) thus lowering the long-term cost to the public.
- DP-38. Local governments shall support multiple uses of Delta agricultural lands, such as seasonal use for hunting, or improved parking and access sites.
- DP-39. Local governments shall support improved access for bank fishing along State highways and county roads where safe and adequate parking can be provided and with acquisition of proper rights-of-access from the landowner. Adequate policing, garbage cleanup, sanitation facilities, and fire suppression for such access shall be provided.
- DP-40. New, renovated, or expanded marinas shall include adequate restrooms, pumpout facilities, trash containers, oily waste disposal facilities, and other facilities necessary to meet needs of marina tenants. Use fees may be charged for the use of these facilities but such fees shall not exceed the cost of maintenance.

- DP-41. Local governments shall encourage new recreation facilities that take advantage of the Delta's unique characteristics.

## LEVEES

**GOAL:** Support the improvement and long-term maintenance of Delta levees by coordinating permit reviews and guidelines for levee maintenance. Develop a long-term funding program for levee maintenance. Protect levees in emergency situations. Give levee rehabilitation and maintenance the priority over other uses of levee areas.

Intent: Constructed levees are the key physical element which create and maintain the Delta as we know it today, allowing draining of the low-lying lands for agriculture. The levees protect human life and existing structures from flooding, define channels used for commercial navigation, create the Yolo Bypass, part of a regional flood control project, protect the upland habitat areas on the islands, and protect Delta water quality.

Largely due to subsidence, the failure of levees would result in flooded areas of substantial depths. Flood levels of fifteen (15) to twenty (20) feet can be expected at some locations. Due to wind and boat wave action, even the levee remnants and the habitat thereon will be eroded away as a result of a levee failure. Inundated areas will be similar to the areas known as Franks Tract and Mildred Island but with greater water depths. When levees in the Delta fail, there is a tremendous loss of wildlife habitat within the particular area flooded and the habitat remaining on the levee remnants is gradually eroded away. In addition to habitat losses, there is generally a significant loss of crops and destruction of farm equipment and farm buildings.

There are also other impacts associated with levee failures in the Delta including, but not limited to, severe alteration of the aquatic habitat that should also be recognized and noted. The levees surrounding the eight western islands have been determined to be of significance in maintaining the efficiency of salinity repulsion. Without such levee systems in place, greater amounts of freshwater will be required to provide comparable levels of salinity repulsion. When an island floods, due to the higher evaporation rate of flooded areas, more freshwater is lost to the atmosphere than would be used had the island been farmed. The result is an additional loss of about two acre feet per acre per year. This freshwater loss could be very significant if broad areas of the Delta were permanently flooded.

The levees were originally built by individual landowners to provide flood control. Later, reclamation districts were created which allowed the landowners in an area to assess themselves to build levees which benefited the group as a whole. These levees were not built to a common standard and are called "non-project levees" or "local levees". "Project levees" or "federal levees" were designed and built by a federal agency as part of a flood control or shipping channel project and are maintained by the State or a local agency. Some locally constructed levees were subsequently adopted as federal levees.

Different standards have been adopted in the past regarding the growth and removal of vegetation on the levees. The construction-oriented agencies support vegetation control to allow

maximum surveillance of the levees. Wildlife agencies promote growth of riparian vegetation to provide wildlife habitat. Agencies have recently adopted a new common standard.

While early levees were built to different heights and cross-sections, programs now require that non-project (local) levees at least meet the State's Flood Hazard Mitigation Plan standards to be eligible for federal financial assistance in case of a flood. The standard requires a levee crown elevation one foot above the 100 year flood elevation. In addition, to be eligible for Corps assistance in a Presidentially-declared Delta emergency, levees must meet or be able to show attempts to meet the PL-99 standard. The PL-99 Standard requires a levee crown elevation 1.5 feet above the 100 year flood elevation.

Most levees were constructed from materials dredged from low-lying edges of islands, or adjacent channels. Emergency levee repairs have required importation of large amounts of riprap and other materials. Due to current concerns about the impacts of clamshell dredging on endangered fish species and water quality, dredging for levee maintenance has slowed. Other sources of material for levee maintenance are borrowed from island deposits or imported into the Delta.

Until the late 1970's, a significant portion of levee construction and maintenance costs were borne by the landowners. Under conditions, special funds from both State and federal programs provided assistance in emergencies. The State currently provides some funds for levee maintenance of non-project (local) levees. The State's current program, SB 34, is slated to sunset in 1999 and the monies in the program have varied from year to year. To continue high levels of levee maintenance, funds from multiple sources should be earmarked for a new or continued, permanent levee maintenance program. In addition, funds should be earmarked and set aside for emergency levee repairs and reclamation of flooded islands, perhaps in an infrastructure bank.

Levee maintenance work is regulated by multiple State and federal agencies. The regulatory authority and mission of the agencies is overlapping and in some situations contradictory. The length of time required and the amount of specialized information needed to obtain permits adds a considerable amount to the per mile cost of levee maintenance. The levee maintenance work is critical to maintain water quality in the Delta, to protect life and property, and to protect upland wildlife habitat. Emergency floodfight is coordinated by Department of Water Resources (DWR) and the reclamation districts. In an emergency, DWR can help provide labor and other resources. After a levee break, the reclamation district must coordinate with federal agencies to receive assistance for levee repair and dewatering.

#### Policies:

- DP-42. Local governments shall ensure that Delta levees are maintained to protect human life, to provide flood protection, to protect private and public property, to protect historic structures and communities, to protect riparian and upland habitat, to promote interstate and intrastate commerce, to protect water quality in the State and federal water projects, and to protect recreational use of the Delta area. Delta levee maintenance and rehabilitation shall be given priority over other uses of the levee



areas. To the extent levee integrity is not jeopardized, other uses, including support of vegetation for wildlife habitat, shall be allowed.

- DP-43. If levee guidelines are needed, local governments shall adhere to guidelines for federal and local levee maintenance and construction at a minimum as stipulated in the Flood Hazard Mitigation Plan guidelines developed by California Office of Emergency Services and the Federal Emergency Management Agency in the 1987 agreement, and set longer term goals of meeting Public Law 84-99 (Emergency Rehabilitation of Flood Control Works or Federally Authorized Coastal Protection Works), standards administered by the Corps of Engineers. If vegetation standards are needed, local governments shall adopt the adopted vegetation guidelines, which promote native grasses and limited vegetation on specific areas of the levee.
- DP-44. Through flood ordinances based on Flood Emergency Management Act model ordinances, developed by the International Conference of Building Officials and included in the Uniform Building Code, local governments shall carefully and prudently carry out their responsibilities to regulate new construction within flood hazard areas to protect public health, safety, and welfare. Increased flood protection shall not result in densities beyond those allowed under zoning and general plan designations in place on January 1, 1992, for lands in the Primary Zone.
- DP-45. Local governments shall ensure that existing programs for emergency levee repair should be strengthened and better coordinated between local, State, and federal governments and shall include: interagency agreements and coordination; definition of an emergency; designation of emergency funds; emergency contracting procedures; emergency permitting procedures; and other necessary elements.
- DP-46. Local governments shall use their authority to control levee encroachments that are detrimental to levee maintenance.

#### MARINE PATROL, BOATER EDUCATION, AND SAFETY PROGRAMS

Intent: Existing marine patrol services are provided primarily by the Delta County Sheriffs Departments, the Cities of West Sacramento and Sacramento (located in the Secondary Zone), and to a more limited extent, the Coast Guard, the Department of Fish and Game (DFG), and the Department of Parks and Recreation (DPR). While the DFG and DPR wardens are peace officers, their assignments are directly related to their Departments' mandates. The single Coast Guard vessel stationed in Rio Vista provides limited "policing", but the Coast Guard is extremely active in providing boater assistance and education.

The marine patrol services provided by the five Delta Counties have been severely reduced as part of recent County budget cutbacks. And, currently inter-agency communication on Delta waterways is limited; there is very little communication between different Counties, between the Counties and the State agencies, or between the Coast Guard and the other patrols.

Speeding, unsafe vessel operation, lack of proper safety equipment (life jackets), and alcohol-related incidents continue to be major problems on Delta waters. Of particular concern to Delta law enforcement officials are personal watercraft (PWC)\*. PWC\* use is increasing rapidly in the Delta and statewide, and many PWC\* operators are inexperienced and underage. PWC\* accidents accounted for one-third of the vessel accidents statewide in 1993.

In addition to patrolling the Delta waterways to enforce local, state, and federal laws, the marine patrols provide towing and emergency assistance (rescuing drowning victims, levee fires, etc.). A growing problem on the Delta waters is abandoned vessels. Currently there is no active program to locate, identify, and dispose of abandoned vessels; the primary roadblock to removing abandoned vessels is lack of funds.

Poaching of fish and wildlife occurs in the Delta and has been identified as one of several factors adversely affecting Delta fisheries. The Department of Water Resources (DWR) estimates that more than 500,000 undersized striped bass and tens of thousands of adult striped bass are illegally taken each year. In 1986 DFG and DWR agreed to offset direct losses of fish caused by both poaching and the State Water Project's pumping plant by forming the Delta Bay Enhanced Enforcement Project (DBEEP). From 1986 to September 1994, DBEEP wardens issued 4,500 citations for poaching and other Fish and Game violations.

The Coast Guard and local governments have authority to cite for pollution violations, such as oil spills, illegal dumping of sewage, etc. However, very few citations are issued because violators must be "caught in the act."

Volunteer groups provide invaluable services to the boating public in the Delta, especially important since recent funding cutbacks limited marine patrol staffing. The focus of the Coast Guard Auxiliary and the Power Squadron have been boater education and equipment inspection. The guiding concepts have been to assist the boater in becoming skilled in vessel operation and thus avoid problems on the water. The San Joaquin County Sheriff's Team of Active Retired Seniors program (S.T.A.R.S.) focuses on assisting boaters in distress and reporting incidents needing further assistance to the proper authorities.

The primary funding source for County marine patrols has traditionally been personal property tax revenue from vessels. However, Counties report that the shift in property taxes from local governments to the State resulted in the Counties losing much of the property tax they historically received from vessel property taxes. Other means to increase funding for marine patrols have been explored, for example, increased Delta boater registration fees to support Delta marine patrols. Additional funding development is needed to provide adequate levels of law enforcement on Delta waters.

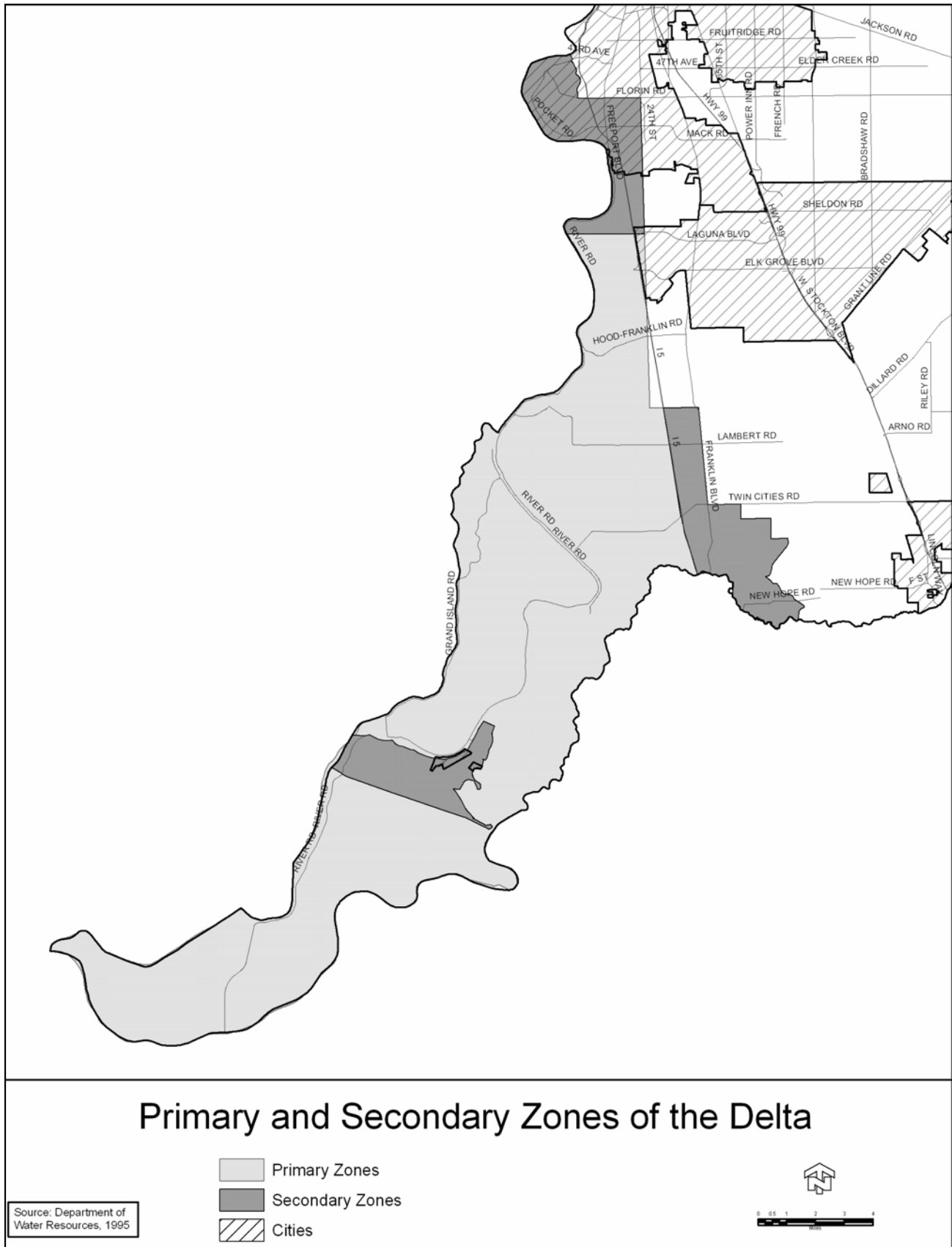
\*"Personal Water Craft" (PWC) is the general term for a broad range of small, powered boats that typically carry one or two persons, and are popularly known by registered tradenames such as Jet Ski, Ski Doo, etc.

Policies:

- DP-47. Local governments that have or plan to have marine patrols shall possess adequate marine patrol equipment to ensure communication with other county marine patrols, with State patrols on Delta waters, and with the Coast Guard.
- DP-48. Local governments that have marine patrols shall notify the Coast Guard when and where patrols are on the water.
- DP-49. Local governments that have marine patrol units shall participate in at least one Coast Guard, or Delta Protection Commission sponsored meeting per year to coordinate with other Delta law enforcement programs to develop strategies for effective control, to discuss new laws and programs, and generally increase effectiveness and communication between the various marine patrol programs.
- DP-50. Local governments that have or plan to have marine patrol, boater education, and/or safety programs shall develop methods for quick processing of intoxicated boat operators that would ensure that marine patrol staff remains on the water.
- DP-51. Local governments that have or plan to have marine patrol services shall recognize towing of disabled vessels as a low priority activity and should develop relationships with volunteer groups or private vendors to provide such services.
- DP-52. Local governments that have or plan to have marine patrol, boater education, and/or safety programs shall develop funding and implementation strategies to remove abandoned vessels from county waterways to avoid pollution of Delta waters and remove hazards to navigation.
- DP-53. Local governments that have or plan to have marine patrol programs shall coordinate with Department of Fish and Game to provide support in enforcement of State hunting and fishing laws.
- DP-54. Local governments that have or plan to have marine patrol programs shall provide adequate levels of marine patrol to ensure public health and safety on the waters of the Delta, taking into account funding available and the number of vessels moored in the Delta, launched into the Delta, and which travel into the Delta.
- DP-55. Local governments that have or plan to have marine patrol, boater education, and/or safety programs shall identify problems and solutions surrounding crimes of environmental pollution which can be addressed by local governments. Local governments shall consider feasible solutions (additional pumpouts, dye tablets in holding tanks, rewards for observers, etc.).
- DP-56. Local governments that have or plan to have marine patrol, boater education, and/or safety programs shall implement or support education and safety programs to address

local, state, and federal laws aimed especially at personal water craft operators and means to encourage attendance at such programs.

- DP-57. Local governments that have or plan to have boater education programs shall implement or support boater education programs to address local, State, and federal laws and means to encourage attendance at such programs.
- DP-58. Local governments that have or plan to have marine patrol programs shall encourage and coordinate with volunteer programs within their jurisdiction as a way to supplement human resources on the Delta waterways.
- DP-59. Local governments that have or plan to have marine patrol programs shall ensure that adequate funds are reserved for marine patrol services. Sources could include: reservation of existing funds such as vessel property tax, launch ramp fees, fines collected from violators, county share of Fish and Game Code violation fines, and possible funds generated from rental houseboats, boats or personal watercraft, or from marina berths.





General Plan

**Economic Development  
Element**

*Draft*  
May 30, 2007

**County of Sacramento**  
Planning and Community Development Department





# **SACRAMENTO COUNTY GENERAL PLAN ECONOMIC DEVELOPMENT ELEMENT**

## **GOALS AND POLICIES**

### **Introduction**

The Sacramento County General Plan provides for growth and development in the unincorporated area through the year 2030. Portions of the General Plan will set policy for the distribution and intensity of land uses and the accompanying transportation plan to accommodate the mobility of the citizenry, goods and services throughout the County. The Economic Development Element will work in conjunction with the existing elements to provide consideration for and integration of economic development issues within the context of other relevant policy discussion regarding a variety of topics including: land use, public facilities, housing, and circulation.

Sacramento County recognizes that a healthy local economy is of vital importance to a jurisdiction's ability to provide public services to the citizenry and, therefore, has included an Economic Development Element in the General Plan. The goal of this element is to formulate a strategy for Sacramento County as both a local and regional entity and will recognize that the success of local and regional economies is interdependent.

In addition, the Economic Development Element will establish a set of policies that provide direction for focusing resources on retaining local business, attracting new industries, supporting the tax base and sustaining the ability to provide public services for current and future residents.

### **Background**

The Economic Development Element was prepared by the Department of Economic Development and the Planning and Community Development Department. In addition, input and guidance was received from the Economic Development Policy Stakeholders Working Group composed of a variety of private sector business and community organizations and from an internal committee of rotating staff from the Sacramento County Department of Transportation, the Sacramento Housing and Redevelopment Agency and the Sacramento County Department of Neighborhood Services.

Development of the element evolved through an internal assessment of organizational function, and input from the following groups: Board of Supervisors, the General Plan focus group, Policy Working Group and the aforementioned stakeholders. Information from all sources was considered and synthesized to prepare the Economic Development Element and to establish the policy framework for it.

The process described above resulted in the identification of the following focus areas:

- Setting policy to sustain a healthy economy allowing policy makers the ability to fund public services and enhance the quality of life in Sacramento County;

- Serving to integrate Economic Development issues as a component/consideration in evaluating land use, transportation and other policy issues; and
- Allowing the County to remain competitive in a jurisdictional landscape that focuses both on regional and jurisdictional goals.

The aforementioned focus areas have resulted in the development of the following strategic objectives that further define the focus and the policy framework of this element:

- Create a Balanced Land Use Policy Providing for Adequate Commercial, Office, Industrial, and Residential Land
- Identify New Growth Areas
- Promote and Support Commercial Corridor Redevelopment
- Attract Key Regional Sales Tax Generators
- Promote Agriculture and Agri-Tourism
- Continue Redevelopment of Mather Airfield and McClellan Park
- Support County Airport Systems
- Develop Regional and Local Partnerships and Programs
- Intensify Business Retention, Attraction, Development and Business Recruitment
- Develop International Trade
- Increase Sports, Tourism and the Arts in the Region
- Attract Institutions of Higher Education

The strategic objectives listed above have been incorporated into various portions of the element and have been framed to discuss policy from a macro level perspective. Readers may note that the element has been framed to incorporate the strategic objectives into a regional and local context as they relate to specific areas of land use policy, new growth, strengthening the regional and local economies and development and implementation of an Economic Development strategy.

### **Relationship to Other General Plan Elements**

The Economic Development Element is closely related to several other elements, in particular the Land Use and Circulation Elements. Land Use policy shapes development in terms of intensity, balance and mix of land use and is fundamental to a jurisdiction's ability to grow and sustain a healthy economic environment. Transportation and infrastructure policies are critical components of an economic development strategy for maintaining and attracting commerce and industry. Sound transportation and mobility policy ensures the ability to move goods and services and to provide visibility and accessibility for retail activity.

Consequently, the Economic Development Element is inextricably connected to the aforementioned elements and other important elements of the General Plan. Therefore, the element should be read and considered in the context of other elements of the General Plan. It should also be noted that there may be topical areas (Commercial Corridor Planning and new growth areas) that will be addressed in multiple elements. The elements will be developed to work in coordinated fashion and to approach policy from their respective vantage points.

## A BALANCED MIX OF LAND USES

**GOAL:** A balance of land uses with land appropriately and sufficiently designated to sustain a robust commercial, office, industrial and residential base. A balanced mix of commercial lands and services addressing neighborhood, community, regional and visitor's needs of all sectors of the community, which are appropriately distributed to take advantage of pedestrian and vehicle access, as well as the County's comparative advantages and strengths.

**Objective:** Ensure that the County's land and infrastructure resources are planned and utilized in the most efficient and productive manner to promote a high quality of life for residents of the County and to enhance the fiscal stability of the County.

**Intent:** Traditional suburban development within Sacramento County has created areas of limited commercial services and limited job opportunities. The intent of this section is to support the concept of complete communities as defined in the Land Use Element and to reinforce the need for fiscal stability within the unincorporated area.

### Policies:

- ED-1. Achieve complete communities that have enough land capacity to accommodate the development of general commercial, industrial, and office uses which support community needs in all areas of the County.
- ED-2. Concentrate commercial uses in areas best able to support them, including neighborhood, community and regional centers, transit stations, and commercial corridors.
- ED-3. Ensure a controlled, balanced and sustainable development pattern on a sub-regional and regional level through comprehensive planning incorporating multiple disciplines.

### Implementation Measures:

- A. Actively participate in the Planning process of new growth areas to identify areas that create a balanced mix of land uses for a diversified and healthy economy and employment base. (ECONOMIC DEVELOPMENT)
- B. Undertake a comprehensive study (and update as necessary) to identify current and future retail sales leakage, anticipated housing, population and employment growth, and commercial land use inventory needs, in areas identified as commercially "underserved" and in new growth areas identified in the Land Use Element. (ECONOMIC DEVELOPMENT, MSA - PLANNING)

- C. Develop a retail and consumer services strategy to attract regional and community serving commercial industries and ensure appropriate location availability to maximize growth opportunities and expand existing retail and consumer services businesses. (ECONOMIC DEVELOPMENT, MSA – PLANNING)
- D. Establish an inventory of turn-key regional and community serving retail sites, as well as industrial and office sites complete with zoning and infrastructure accessibility. (ECONOMIC DEVELOPMENT, MSA – PLANNING)
- E. Collaborate with stakeholders to ensure high quality, cohesive and compatible development patterns consistent with the General Plan and regional smart growth objectives. (ECONOMIC DEVELOPMENT, MSA – PLANNING)

## REGIONAL SALES TAX STRATEGY

**GOAL:** **Regional Sales tax generation, coupled with quality job growth and opportunities, is critical to a healthy economic foundation that funds public services. The appropriate County agencies will work collaboratively to develop a strategy that allows Sacramento County to effectively compete for regional sales tax generating uses and provides the Board of Supervisors with a portion of the appropriate tools to foster a healthy economy and enhance quality of life in the unincorporated area.**

**Objective:** **A cohesive retail strategy, in coordination with business retention, attraction and commercial corridor revitalization policies, will work to appropriately balance the fiscal, land planning and growth priorities for Sacramento County.**

Intent: The intent of this section is to set the ground work for policies that will ensure that Sacramento County captures a fair share of retail demand generated within the unincorporated area while providing a balanced approach towards growth and land use principles. A sound retail strategy in conjunction with balanced land uses will provide residents convenient access to goods and services and provide additional revenues to the County to provide public services. A retail strategy will be included as part of the Countywide Economic Development Strategy. The following policies are intended to provide the framework to help determine how to integrate a successful strategy to attract regional sales tax generators.

### Policies:

- ED-4. Identify opportunity sites within the unincorporated area that are appropriate for regional retail opportunities and other synergistic uses.
- ED-5. Ensure that adequate infrastructure is planned and developed to support regional retail opportunity sites.

- ED-6. Rezone designated regional retail sites.
- ED-7. Promote retail facilities of appropriate size and scale to serve the shopping needs of the local population and the populace at large when planning new residential neighborhoods or major residential developments.

Implementation Measures:

- A. Develop a program to facilitate the development of regional serving retail sites through facilitation of the permitting process, infrastructure planning and coordination, and marketing. (ECONOMIC DEVELOPMENT)
- B. Support the development of regional retail sites through the development of design guidelines and form based zoning that will streamline the permitting process and ensure quality design. (ECONOMIC DEVELOPMENT, MSA – PLANNING)
- C. Conduct a study every three years to determine the retail landscape in the County and assess areas of retail leakage and strengths to refine strategies to retain existing businesses and attract new retail operators. (ECONOMIC DEVELOPMENT)

NEW GROWTH AREAS

**GOAL:** Achieve balance of land use, including adequate commercial and employment opportunities while utilizing large tracts of former mining lands as new urban growth areas. Accommodate a portion of the projected population and employment growth where the appropriate level of public infrastructure and services are or will be available during the planning period.

**Objective:** Create complete communities in the Jackson Highway, West of Watt, and Easton areas (refer to Land Use Element for further discussion) including commercial retail, employment and residential nodes that features a mix of uses while expanding the commercial and industrial base of Sacramento County.

**Intent:** The Land Use Element identifies four new growth areas for the County: the Jackson Highway Corridor, the west of Watt area in North Highlands, the Easton area located south of Highway 50, and the Grant Line East area east of the City of Rancho Cordova. Each area will undergo specific studies and have different development characteristics related to land use. However, each new growth area is anticipated to accommodate a portion of the County's projected growth.

**Jackson Corridor:** This area has been identified as one of the most appropriate locations for new growth over the next several decades. The total new growth area is over 12,500 acres,

located south of Highway 50 along Jackson Rd, between South Watt Avenue and Sunrise Blvd. This area is a logical extension of the existing urban area and is conveniently located with access to US 50 and Highway 99. Large tracts of land currently used for mining are appropriate for reuse as development areas. The corridor is well positioned both for sewer and water service from the Sacramento County Water Agency and the City of Sacramento. Major transportation infrastructure is already in place for much of this area, and opportunities exist to incorporate significant transit infrastructure and services.

**Agricultural-Residential Area West of Watt:** There is a large amount of Agricultural-Residential zoned land west of Watt that was outside of the UPA. Planning staff indicates that there are 191 vacant acres and 99 acres of unused capacity in the West of Watt area, totaling over 240 vacant acres that could be developed for urban uses. 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.

**Easton Planning Area:** Easton is a proposed 1,400 acre master-planned community located near Hazel Avenue eastward to Prairie City Road, south of Highway 50. The Easton project consists of two communities: Glenborough at Easton and Easton Place. Glenborough at Easton is a proposed 1,201-acre community with 3,389 residential dwelling units, commercial mixed use, commercial, office, open space, park and quasi-public uses. Easton Place is a proposed 180-acre transit oriented village with approximately 4 million square feet of developed space, including 1,494 dwelling units and approximately 2.5 million square feet of commercial and office use.

**Grant Line East Area:** The Grant Line East Area is also being explored as a new growth area. This area located directly east of the City of Rancho Cordova and Grant Line Road, north of Keifer Landfill and south of Aerojet. The area is over 8,000 acres in size and features a number of high quality vernal pools.

For additional information regarding growth areas please refer to the Land Use Element.

**Policies:**

- ED-8. Create plans for new growth areas with a mix of land uses, including a balance of residential and employment (jobs-housing balance) as well as providing for neighborhood-oriented services and diverse commercial amenities to serve a broader portion of the population.
- ED-9. Create well designed commercial and employment nodes at strategic locations along the Jackson and South Watt Corridors.
- ED-10. Plan new growth areas to emphasize full capture of retail and service demands within the planning area and within a broader area when appropriate.

### Implementation Measures:

- A. New growth areas will be planned in a multidisciplinary manner incorporating principles of land use, transportation, open space and fiscal stability. A fiscal analysis will be a required component of all community planning and visioning efforts conducted in new growth areas to ensure a jobs-housing balance. In addition, strategies will be incorporated to retain and expand the existing retail sales base within new growth areas or within the unincorporated County. (ECONOMIC DEVELOPMENT, MSA - PLANNING, MSA - TRANSPORTATION)

### COMMERCIAL CORRIDOR REVITALIZATION

**GOAL:** Sacramento County will commit to revitalizing its commercial corridors through a comprehensive and coordinated strategy that addresses economic development, commercial development, housing, and infrastructure improvements.

**Objective:** Utilize the existing assets to revitalize commercial corridors to create economically robust communities with new jobs, sales tax generation and associated housing.

Intent: Many of Sacramento County's commercial corridors were developed in 1950's and 60's and would benefit from an approach to spur reinvestment and foster the economic revitalization of surrounding communities. The following policies support County efforts to continue the development of economically viable business districts and corridors where businesses can grow and new businesses can locate.

### Policies:

- ED-11. Revitalize distressed and aging commercial corridors by developing mixed-use centers and urban villages along corridors to improve community quality of life, optimize economic development, balance land uses, and foster the opportunity to accommodate a portion of the anticipated future growth.
- ED-12. Foster orderly and efficient commercial and residential growth within identified commercial corridors, ensuring that adequate infrastructure and public services are available to support existing and new commercial activity on the established commercial corridors.
- ED-13. Improve the physical appearance and character of commercial corridors to attract new retail activity, solve functional and infrastructure issues, and create active and exciting corridors that serve as integral pieces of neighborhoods and communities.
- ED-14. Support location of County employment centers and facilities in areas in need of revitalization, including commercial corridors.

### Implementation Measures:

- A. Identify all commercial corridors that will be subject to revitalization activities and create a priority list and schedule for completing corridor study area plans. Include corridors within established communities and within new growth areas. (ECONOMIC DEVELOPMENT, MSA – PLANNING)
- B. Develop a program to measure economic activity and local sales dollars captured, improved diversity of retail and entertainment offerings, as well as retention and expansion of locally owned and operated businesses. (ECONOMIC DEVELOPMENT)
- C. Develop a program to monitor the following key areas: (ECONOMIC DEVELOPMENT, MSA – PLANNING)
  - Retail leakage by established categories to monitor revitalization efforts and economic activity in selected commercial corridors.
  - Business diversity and vacancy rates in selected commercial corridors to monitor revitalization efforts.
  - Opportunity or catalyst sites.
- D. Coordinate with SHRA to promote the advantages of developing new businesses in the redevelopment areas along established commercial corridors. (ECONOMIC DEVELOPMENT)
- E. Continue to support Property based Improvement Districts (PBIDs) through providing staff resources, permitting assistance and ombudsman services. (ECONOMIC DEVELOPMENT)

### AGRICULTURE AND AGRICULTURAL TOURISM

**GOAL:**        **Provide for continuing sound and healthy agriculture economy in the county, and encourage a productive and profitable agricultural industry through the conservation of agricultural resources and protection of agricultural lands. Promote the agri-tourism economy while encouraging public education and participation in the agriculture industry.**

**Objective:**    **Improved economic vitality for the local agricultural industry and the individual farmer and rancher.**

Intent: Agriculture has traditionally played a significant role in the economy of Sacramento County and the region. Large portions of the South County are dedicated to agricultural pursuits and provide existing opportunities to strength Sacramento County’s role as a producer and processor of agricultural products. New opportunities also exist to expand into the growth and production of specialty goods and the nexus with the growing demand for agri-tourism (refer to the Agricultural Element for additional discussion regarding agri-tourism).



Policies:

- ED-15. Support and promote a healthy and competitive agricultural industry whose products are recognized in local, national and international markets.
- ED-16. Support ongoing efforts by the agriculture community to develop high value products and new markets for goods that can support higher paying and more steady employment opportunities in the unincorporated area.
- ED-17. Encourage the establishment of agriculture uses, specialty crops and specialized animal facilities in the Agriculture land-use category, including complimentary uses.
- ED-18. Support agricultural agencies, marketing cooperatives and other agricultural organizations in their efforts to research global, domestic and new markets for Sacramento County farm produce.
- ED-19. Encourage local and regional processing facilities that create high quality jobs.
- ED-20. Support improvement of regional transportation facilities, including freight and air cargo systems, to support increased hauling of raw product into the county and export of finished goods nationally and globally.
- ED-21. Support and encourage the maintenance and growth of commercial agricultural businesses in Sacramento County.

Implementation Measures:

- A. Implement General Plan land use policies and programs to conserve agricultural land and to promote improved soil productivity in areas designated by the Agricultural and Conservation Elements. (MSA - PLANNING)
- B. Collaborate with research institutions and responsible agencies to research global and domestic markets for processed foods capable of production in Sacramento County. (ECONOMIC DEVELOPMENT)
- C. Amend the Zoning Code to allow limited service commercial-type uses where needed to support local agricultural production. (MSA - PLANNING)
- D. Research the viability of agri-tourism opportunities in Sacramento County and promote, expand, and market Sacramento County's agricultural-tourism base. (ECONOMIC DEVELOPMENT, MSA - PLANNING)

McCLELLAN PARK AND MATHER FIELD

Intent: McClellan Park and Mather Field are former military airbase facilities that transferred from the Federal Government to the County for redevelopment purposes. The former bases

provided tens of thousands of jobs, both military and civilian. Replacing the aforementioned jobs and revitalizing the facilities as economic engines and vital parts of the surrounding communities are of significant importance to a balanced and healthy regional economy.

McClellan Park is approximately 3000 acres in size and is located seven miles northeast of downtown Sacramento near the intersection of Interstate 80 and Business 80. Mather Field is comprised of 5,716 acres centrally located on the south side of the Highway 50 corridor.

### **McClellan Park**

**GOAL:** Sacramento County will integrate McClellan Park into the North Highlands Community and the Sacramento Region. The facility will remain a viable air facility with aviation industrial uses and serve as a business park and major employment center. The county will continue to support and facilitate McClellan Park's conversion into an industrial park with a core of aviation industrial and related uses that will forge a new identity that links the current form and function with the future needs of the community and serves as a major job center for the County.

**Objective:** McClellan Park will serve as a major catalyst for the redevelopment and economic development of North Highlands and the Sacramento Region.

### **Policies:**

- ED-22. Emphasize the efficient reuse of existing facilities and the high quality development of underutilized properties within the former base and the adjacent areas.
- ED-23. Promote an orderly, balanced, and integrated land use pattern that optimizes existing McClellan Park assets, supports sustainable land utilization, and enhances local and regional character, identity, and quality of development.
- ED-24. Support the redevelopment and revitalization efforts in the surrounding communities and create interrelationships with portals into the community along Watt Avenue and Winters Street.
- ED-25. Encourage economic development activities that support and complement local and regional economic development activities including the creation of high quality jobs.
- ED-26. Support the continued use and growth of McClellan Park as an on-site educational, research and training facility to serve the surrounding community and the region.

### **Implementation Measures:**

- A. Pursue public and private funding sources to upgrade infrastructure and support the continued economic development of McClellan Park. (ECONOMIC DEVELOPMENT)

- B. Emphasize the efficient reuse of existing facilities and the high quality development of underutilized properties within the base and the adjacent areas. (ECONOMIC DEVELOPMENT, MSA - PLANNING)
- C. Promote an orderly, balanced, and integrated land use pattern that optimizes existing McClellan Park assets, supports sustainable land utilization, and enhances local and regional character, identity, and quality of development. (ECONOMIC DEVELOPMENT, MSA - PLANNING)
- D. Support the continued implementation of the McClellan Park Special Planning Area and the McClellan Park Investment Strategy to create new high quality job opportunities and support the core aviation and industrial uses. (ECONOMIC DEVELOPMENT)

### **Mather Field**

**GOAL:** Sacramento County will continue to coordinate the integration of Mather Field into the surrounding community and the Sacramento Region. The facility will remain a major center for job creation with an airport, aviation industrial uses and additional components to include: a business park, major employment center, commerce center, regional park ecological resources and public amenities opportunities.

**Objective:** Mather Field will serve as a major catalyst for the redevelopment, and economic development of surrounding jurisdictions and the Sacramento Region by providing aviation, commercial and recreational uses as defined in the Mather Field Specific Plan. \_

### **Policies:**

- ED-27. Reuse of Mather Field will emphasize the efficient reuse of existing facilities and the high quality development of underutilized properties within the base focusing on the transition of vacant and underutilized properties into airport, commercial, and recreation uses.
- ED-28. Utilize the unique aviation facilities and resources of Mather Field to spur economic development, job replacement and growth.
- ED-29. Provide roadway connections through Mather Field to improve regional mobility and facilitate the movement of goods and services.

### **Implementation Measures:**

- A. Support the redevelopment of Mather Field through the implementation of the Mather Field Specific Plan, the Mather Airport Master Plan and the Mather Regional Master Plan. (ECONOMIC DEVELOPMENT, AIRPORTS)

- B. Pursue public and private funding sources to upgrade infrastructure and support the continued economic development of Mather Airfield. (ECONOMIC DEVELOPMENT)
- C. Invest public and private resources into vacant and underutilized properties to create economic growth and job opportunities at Mather Field. (ECONOMIC DEVELOPMENT)
- D. Continue to focus resources on the planning and development of Mather Field to facilitate a development program incorporating the airport, commerce center, Mather Regional Park and economic development properties. (ECONOMIC DEVELOPMENT, MSA – PLANNING, MSA – REGIONAL PARKS)

## AIRPORT SYSTEMS

**GOAL:** Efficiently accommodate regional, national and international demand for air service for present and future use and provide opportunity for complimentary commercial and industrial uses.

**Objective:** Expand the role of the airport system as a gateway to and from the region and provide opportunity for related development and activity that stimulates the economic and commercial development to benefit the region.

**Intent:** The Sacramento County Airport System serves as a significant economic resource to the community and the region. The airport system serves as a gateway for travelers and as a critical component of a transportation system that moves goods into and out of the region. An efficient and viable airport system is vital to our region’s ability to remain competitive for job growth and business development. The policies contained in this document are to support the goals and objectives as articulated by the Sacramento County Department of Transportation and the Sacramento County Airport System.

ED-30. Support the Sacramento County Airport Systems Master Planning efforts that advance the long-term economic interest of the County and the region and maximize economic growth in aviation and non-aviation-related areas.

## Implementation Measure

- A. Preserve appropriate airport land boundaries to ensure that long-term aviation and economic development goals can be achieved. (ECONOMIC DEVELOPMENT)
- B. Participate in the development and revisions of the Airport Systems Master Plans to represent economic development and to ensure that lands can be preserved for long-term aviation needs and economic development goals can be achieved. (ECONOMIC DEVELOPMENT)

## REGIONAL AND LOCAL PARTNERSHIPS AND PROGRAMS

**GOAL:** Sacramento County will need to become increasingly competitive to achieve its economic development objectives in the regional and global economy. The variety of private and public economic development agencies and organizations in the region will improve coordination of efforts to ensure the best utilization of each entity and to address issues that impact the local and regional economies.

**Objective:** To work with all levels of government, economic development organizations and the business community to cooperatively support and promote economic development efforts in the County and the Region.

Intent: Successful business development requires several key foundations including, but not limited to, access to capital, modern infrastructure, availability of a skilled labor force, access to technology, competitive tax and regulatory policy and an attractive quality of life.

Consequently, a community's economy is greatly influenced by the larger region of which it is a part. No single jurisdiction controls all facets of the necessary key foundations required for economic development. However, cooperatively agencies with common goals can work synergistically to achieve successes that would not be attainable otherwise. Recognizing the importance of partnerships as a mechanism to achieve desired results, the County has developed the following set of goals and policies in support of Economic Development. This document will not focus on partnerships with individual entities; rather it will provide the guiding principles for future efforts. Specific strategies will be defined and included in a Countywide Economic Development Strategy.

### Policies:

- ED-31. Strive to further the County's economic base through cooperative efforts of local businesses and agencies.
- ED-32. Serve as a catalyst for local governments and private business to develop a coordinated and regional approach to a sustainable economy for Sacramento County.
- ED-33. Support business and private sector efforts to create regional, state, national, and international markets for the Sacramento County's products and services.
- ED-34. Promote networking, information sharing, and coordination among the local public and private economic development agencies and organizations, educational and job training organizations, and business groups.
- ED-35. Partner to create and maintain an adaptive/skilled workforce to meet the needs of existing and future businesses

### Implementation Measures:

- A. Establish and maintain liaison with local and regional business organizations to improve coordination of efforts relating to business issues, and to provide continual feedback from problem solving activities to the County. (ECONOMIC DEVELOPMENT)
- B. Work cooperatively with identified organizations to improve the business climate to retain and expand existing businesses, to recruit new businesses and support emerging industries. (ECONOMIC DEVELOPMENT)
- C. Coordinate with educational partners to provide incentives for employers to educate and train their workforce for high wage jobs and to meet the needs of the employment base in the region. (ECONOMIC DEVELOPMENT)
- D. Develop a mechanism to maintain and update the inventory of vacant and underutilized commercial and industrial land within the cities and unincorporated areas of the County. (ECONOMIC DEVELOPMENT, MSA - PLANNING)
- E. Work with stakeholders of the key industry clusters to prioritize industry needs and to address issues. (ECONOMIC DEVELOPMENT, MSA - PLANNING)

### BUSINESS RETENTION, ATTRACTION, DEVELOPMENT AND RECRUITMENT

**GOAL:** Sacramento County will proceed with proactive programs to foster the retention and expansion of existing enterprises within the County and focus on the creation of new businesses which are a critical component of a growing economy.

**Objective:** Generate new jobs by enabling existing companies and growth industries to retain and expand their businesses in Sacramento County and by attracting new growth industries to the unincorporated area.

Intent: Since existing companies in the community generate a majority of new jobs, the prosperity of existing businesses is of paramount importance to the future economic welfare of Sacramento County. The ability to retain and grow high quality businesses and companies combined with successful efforts to attract new businesses provide the basis for fiscal stability and a growing economy. The following policies set a framework to support retention and attraction efforts. Additionally, the County will develop an overall retention and attraction strategy as part of the countywide Economic Development strategy.

### Policies:

- ED-36. Identify and attract industries that are consistent with the County's goal of economic vitality and providing a high quality of life.

- ED-37. Encourage new industries that provide employment opportunities to offset industries with declining employment levels.
- ED-38. Pursue new developments and businesses that add to the County's economic base, particularly those that generate sales tax and property tax revenue.
- ED-39. Assist local firms in the trade and service sectors to expand their existing markets.
- ED-40. Identify and recruit new firms that supply or otherwise support businesses already located in the Sacramento area.
- ED-41. Facilitate communication between small businesses and County government to encourage entrepreneurship and business growth.
- ED-42. Identify and support community resources which assist new and expanding businesses, such as marketing, venture capital, financing, permit processing and management.

Implementation Measures:

- A. Establish a system for annually inventorying existing industries and businesses in order to provide early warning of businesses that are at risk and are considering moving or expanding out of the County. (ECONOMIC DEVELOPMENT)
- B. Conduct meetings and interviews with existing companies in growth industries focusing on service needs and local government's ability to address those needs. (ECONOMIC DEVELOPMENT)
- C. Conduct economic base studies to identify trends in industry and to identify those industries which are well positioned in the local, regional, state, national, or international markets to experience and sustain economic growth. (ECONOMIC DEVELOPMENT)
- D. Develop an information system on significant potential vacancies in office, commercial, and industrial space to facilitate the movement of business from one facility to another. The information system should include data which characterizes the type and source of utilities available at each vacancy. (ECONOMIC DEVELOPMENT)
- E. Assist in the retention and expansion of existing businesses through focused outreach and public and private incentive programs and target new industries which diversify and strengthen the economy. (ECONOMIC DEVELOPMENT)
- F. Conduct outreach to targeted industries for potential location in Sacramento County. (ECONOMIC DEVELOPMENT)

- G. Work with the stakeholders of the key industry clusters to prioritize industry needs and to obtain support for the development of funding initiatives and potential solutions that support key industries. (ECONOMIC DEVELOPMENT)
- H. Continue to support the Business Environmental Resource Center (BERC) to provide assistance to businesses throughout the region. (ECONOMIC DEVELOPMENT)

## INTERNATIONAL TRADE STRATEGY

**GOAL:** It is the County's goal to pursue a strategy that will increase international trade conducted within the County to continue the diversification of the local economy. In addition, the County will develop strategies to increase the international demand for local goods and services.

**Objective:** Support the expansion of international trade to foster the local economy and create jobs.

**Intent:** Development of international markets has been shown nationally to be an efficient form of creating jobs for local companies. However, only a fraction of the firms that have international sales potential ever pursue international markets. Sacramento County is uniquely positioned given our location, access to transportation infrastructure, and the rising global economy to pursue expand on opportunities.

### Policies:

- ED-43. Support the expansion of international trade by creating a promising business environment, facilitating trade opportunities, supporting trade organizations and creating supportive physical and institutional improvements.
- ED-44. Establish the necessary physical and institutional support for international trade and local exporting opportunities.
- ED-45. Support the activities of the Northern California World Trade Center that foster export trade opportunities for Sacramento County.
- ED-46. Promote the establishment of Sacramento County as a gateway to Pacific markets by collectively marketing to companies that have established foreign markets and taking advantage of existing facilities and infrastructure that facilitate the movement of goods and services to foreign markets.
- ED-47. Pursue partnerships that expand efforts to provide firms with the information and resources to market their products and services overseas, including sources of export/import financing.



### Implementation Measures:

- A. Support the efforts of the U.S. Department of Commerce Export Assistance Center, the Northern California World Trade Center and other appropriate agencies to sponsor trade fairs, missions, and shows, recruiting the participation of local firms in these events. (ECONOMIC DEVELOPMENT)
- B. Support SACTO in efforts to recruit and attract international companies and companies that have established international businesses. (ECONOMIC DEVELOPMENT)
- C. Support regional marketing efforts that promote the region as a gateway to foreign markets. (ECONOMIC DEVELOPMENT)

### SPORTS, TOURISM AND THE ARTS

Intent: Sports, tourism and the arts can play a significant role in local and regional economies and can also provide additional intangible benefits to a community by improving quality of life for residents. Fostering sports and recreational opportunities, in addition to increasing tourism and support of the arts, can compliment efforts to attract quality companies and high wage jobs.

#### Sports

**GOAL:** The County will increase the visibility and expand opportunities for athletic and recreational activities and work to attract, foster and develop professional and amateur sports opportunities and events in the Sacramento Region while maintaining and promoting existing athletic programs and attractions.

**Objective:** Capitalize on the growing industry of professional and amateur sporting events to serve as an economic engine for the unincorporated area and the region.

#### Policies:

- ED-48. Actively encourage major recreational events (e.g., professional bicycle races, running events, equestrian shows, and athletic events) to showcase Sacramento County and increase tourism.
- ED-49. Support the Sacramento Sports Commission in their efforts to market and attract regional, national and international sporting events.
- ED-50. Foster the development of existing and proposed sports and recreational facilities to expand the participation and attendance of local, regional, national and international sporting and recreational events.

ED-51. Promote development of sporting and recreation venues for both public and private use.

Implementation Measures:

- A. Work in conjunction with the Sacramento Sports Commission and operators of athletic venues to attract high profile national and regional sporting events. (ECONOMIC DEVELOPMENT)
- B. Include community recreation needs in community plans to ensure that recreation facilities and programs reflect the community needs. (ECONOMIC DEVELOPMENT, MSA - PLANNING)
- C. Balance the scheduling of programmed and non-programmed use of recreation facilities to provide access to a diversity of users. (MSA – REGIONAL PARKS)
- D. Engage in multi-purpose planning to provide a variety of compatible recreational facilities in a given location. (MSA – REGIONAL PARKS)
- E. Work with local school districts, colleges, and universities to continue development of on-campus joint-use recreation facilities including multi-purpose courts, and multi-purpose athletic fields.

Tourism

**GOAL:** Sacramento County will support the development and marketing of the Sacramento Region as a travel destination and tourism location. It is the intention of the County to capture tourist dollars within the County by providing opportunities to establish new tourist-related commercial operations while promoting and maintaining existing tourist commercial operations.

**Objective:** Capture a greater share of retail and tourist dollars within the County and State by providing opportunities to establish new tourist-related commercial operations while promoting and maintaining existing tourist commercial operations.

Policies:

- ED-52. Increase the Sacramento Region's and the unincorporated area's share of tourism and travel spending.
- ED-53. Expand lodging choices in the County by attracting and retaining high-quality facilities desired by visitors to the community.

- ED-54. Utilize recreational opportunities to attract a greater number of tourists and visitors to Sacramento County. Encourage by various means, including marketing, the potential for growth in visitor spending.
- ED-55. Protect and maintain existing tourist based assets.
- ED-56. Cluster commercial/recreational opportunities in an effort to provide “linked” activities for tourists.
- ED-57. Develop private recreational facilities that preserve scenic and environmentally sensitive resources and that do not result in the creation of land use conflicts.
- ED-58. Continue to support the Convention and Visitors Bureau marketing partnerships that promote California and Sacramento Region destinations and target key consumer markets including the British, European and Asian markets.
- ED-59. Support and facilitate projects and events that increase the awareness, visibility and image of the Region and unincorporated area on a regional, national and international level.

Implementation Measures:

- A. Continue to support marketing efforts to in-state, out-of-state and international travelers to increase the region’s share of tour operator travel and independent travel. (ECONOMIC DEVELOPMENT)
- B. Expand lodging choices in the County by attracting and retaining high-quality facilities desired by visitors to the community. (ECONOMIC DEVELOPMENT)
- C. Continue to support the Sacramento Convention and Visitors Bureau (CVB) efforts to secure conventions and travel industry sales. (ECONOMIC DEVELOPMENT)
- D. Capitalize on the cultural diversity of the Sacramento Region to support and promote multi-cultural events, regional meetings and conventions.

Arts

**GOAL:** Sacramento County will support local and regional arts programs and recognize the significant social, educational and economic impact the Arts provide. The Arts represent an industry that generates jobs and supports the local economy. The presence of art programs and facilities is a community asset and an attractive component when encouraging businesses to relocate or expand within the community. The Arts are a catalyst for tourism, and encourage growth and creativity in communication, entertainment and technology.

**Objective:     Support and promote an artistic, cultural and arts-education environment in Sacramento County.**

**Policies:**

- ED-60.     Encourage and promote regional, countywide and neighborhood arts and cultural events, activities and educational endeavors.
- ED-61.     Encourage public events that allow people to gather for the purposes of entertainment and education, such as art and music festivals, farmers markets, and other performance events.
- ED-62.     Publicly recognize those who create and support the arts in Sacramento County, including institutions, organizations, businesses and individuals.
- ED-63.     Encourage corporate, business and foundation support of artistic and cultural activities through mutual programs and public-private partnerships.
- ED-64.     Facilitate the development of clustered affordable artist studio and gallery space and foster the development of an arts district.
- ED-65.     Support the Sacramento Film Commission and their efforts to promote the region's many unique locations for film, video and television production.
- ED-66.     Foster the development and growth of film, video and television production companies through the film commission and streamlined approval processes for facilities and location work.
- ED-67.     Promote the local visual and performing arts community through identified local and regional organizations and programs.
- ED-68.     Support local and regional arts programs through cross promotions and the use of County programs and facilities when appropriate.

**Implementation Measures:**

- A.     Support efforts to develop and annually update a comprehensive guide of local studios, galleries, performing arts events, festivals and public art. (ECONOMIC DEVELOPMENT)
- B.     List arts and cultural events in County calendars and publication. (ECONOMIC DEVELOPMENT)
- C.     Consider providing fee waivers or other appropriate financial support to exemplary arts and cultural activities held for the community's benefit. (ECONOMIC DEVELOPMENT)

- D. Support the art community and the Sacramento Metropolitan Arts Commission to explore the development of public-private partnerships to provide support for the development of artistic and cultural activities. (ECONOMIC DEVELOPMENT)
- E. Increase awareness of the public benefits of the arts by recognizing and promoting the arts, artists, performing arts, and cultural organizations as valuable resources of the community for economic vitality. (ECONOMIC DEVELOPMENT)

## INSTITUTIONS OF HIGHER EDUCATION

**GOAL:** Provide a diversity of higher educational opportunities within Sacramento County.

**Objective:** Attract new institutions of higher education to the region and further integrate new and existing institutions into the local and regional economy.

**Intent:** Our Universities and other institutions of higher education make substantial contributions to the local and regional economies. Institutions of higher education serve as a critical links between the public and private sector and play vital roles in the regional economy. Direct economic impact associated with the number of quality jobs created and the infusion of discretionary spending from faculty and students is beneficial. In addition, the entertainment, cultural and visitor spending normally associated with a university is also significant to the regional economy.

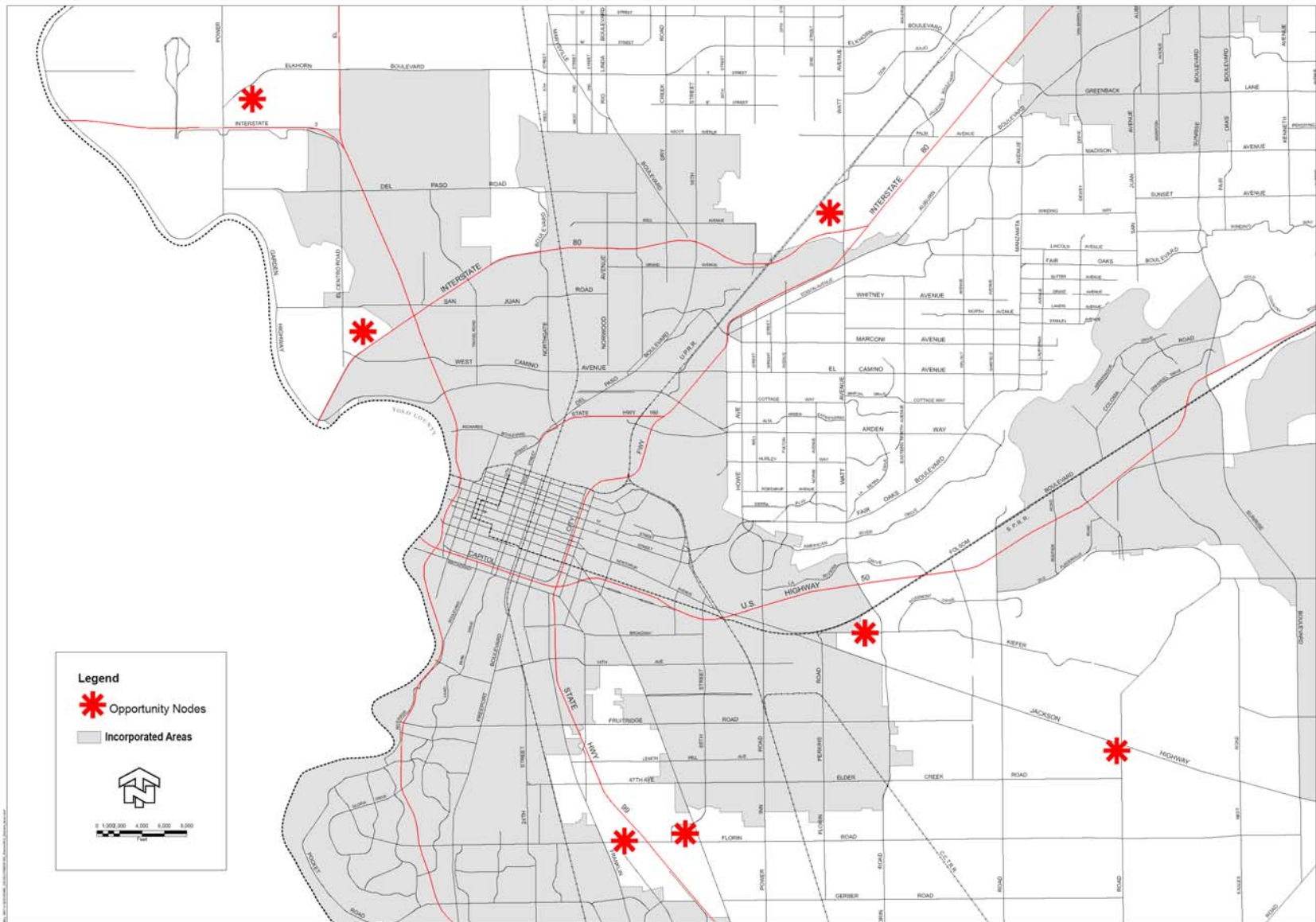
A quality educational system helps build a balanced, diversified and competitive economy in the region by preparing an educated and productive work force attractive to employers, transferring technology to the private sector, meeting the challenges of a global economy, incubating new businesses, and enhancing the quality of life in the community.

ED-69. Attract additional institutions of higher education to Sacramento County.

ED-70. Support the continued integration of the regional institutions of higher education into the local and regional economies.

### Implementation Measure:

- A. Partner with and support institutions of higher education efforts to develop human capital and a quality workforce, transfer knowledge and technology, cultivate entrepreneurs, attract venture capital, license technology and foster dialogue for a regional economy. (ECONOMIC DEVELOPMENT)



Economic Development Opportunity Nodes

# General Plan

## **Energy Element**

*Draft*  
May 30, 2007

**County of Sacramento**  
Planning and Community Development Department





## INTRODUCTION

The Energy Element is a component—or element—of the Sacramento County General Plan. The General Plan in turn is the official statement of the Board of Supervisors setting forth policies that will guide the physical growth of Sacramento County. As a policy document, it is a commitment to a course of action that will lead over time toward the kind of physical environment desired by the people who work and live in Sacramento County. One purpose of the Energy Element is to guide the update of the General Plan, presently get-ting under way, such that energy conservation is considered in the policy-making which guides the physical growth of Sacramento County.

The preparation of the Energy Element was conceived by the Sacramento County Energy Planning and Conservation Council in the Spring of 1976. The Energy Council is a group of citizens appointed by the Board of Supervisors to advise the Board on matters relating to energy. The Energy Council secured a grant from the Federal Energy Administration to help finance preparation of the Energy Element, and has guided its preparation.

The Energy Element consists of two major works—a Research report (Background Section) and a combined Policy Plan and Action Program. The Research Report provides background data for the Policy Plan. A countywide "energy account" in the Research Report is intended to be updated annually, and will serve as a base by which to measure the effectiveness of the Energy Element.

The Policy Plan contains a goal statement, objectives, strategies, and policies. A goal is defined by the General Plan as describing the kind of environment considered to be ultimately desirable, the objective being some-what more specific by pointing to a definite, achievable target. A strategy means a plan or method for achieving a goal. Under strategies are policy statements which are specific commitments to action. The Policy Plan, then, is the heart of the Energy Element; it is the official statement of the Board of Supervisors committing them to a defined course of action.

The Action Program, the third part of the Energy Element, details how the policies in the Policy Plan are to be implemented. It indicates which individual or agency is to be responsible for implementation and gives a target date for completion. It is intended that each policy will be adopted with at least one plan of action detailing implementation of that policy.

This Action Program is to accompany the Policy Plan of the Sacramento County General Plan Energy Element. The Action Program lists the proposed policies and then describes in one or more actions for each policy how each policy is to be implemented. It indicates which individual or agency is to be responsible for implementation and gives a target date for completion. It is the intent of the Action Program that each policy will be adopted with at least one plan of action for implementation of that policy. Where possible, an estimate of the approximate energy savings resulting from implementation of the policies and actions is presented, and the estimates and policies are summarized on the last page.

Additionally, a priority ranking is given for each action. These priorities are based on financial limitations imposed on the county. The priorities are given as P1, P2, and P3, and defined as follows:

**PRIORITY ONE** - Actions with no significant net county cost (should be implemented immediately).

**PRIORITY TWO** - Actions with significant consequences for energy conservation and use but which may have significant net county costs (should be considered on-the merits and compete with other programs for limited funds.).

**PRIORITY THREE** - Items with significant net county cost and relatively modest consequences for energy conservation and use (actions should be deferred).

## GOAL STATEMENT

IT IS THE GOAL OF SACRAMENTO COUNTY TO –

- REVERSE THE HISTORICAL TREND OF INCREASING PER CAPITA CONSUMPTION OF ENERGY, AND
- SHIFT TOWARD USING A GREATER SHARE OF RENEWABLE SOURCES OF ENERGY, AND
- SHIFT SEASONAL AND DAILY PEAK ENERGY DEMANDS TO INCREASE THE LOAD FACTOR OF ELECTRICAL GENERATING FACILITIES, WHILE
- MAINTAINING OR ENHANCING THE GENERAL STANDARD OF LIVING, THE LEVEL OF EMPLOYMENT, AND THE QUALITY OF THE ENVIRONMENT.

## OBJECTIVES

*Predictions of future per capita energy consumption, sources of fuel - particularly those that are non-renewable - extent of fuel availability, and electrical generating system load factor are difficult to make. Projections illustrated in the objectives below are therefore general expression of past trends; targets under each objective represent general aims. Adjustments reflecting new data can be made as the Energy Element is periodically updated.*

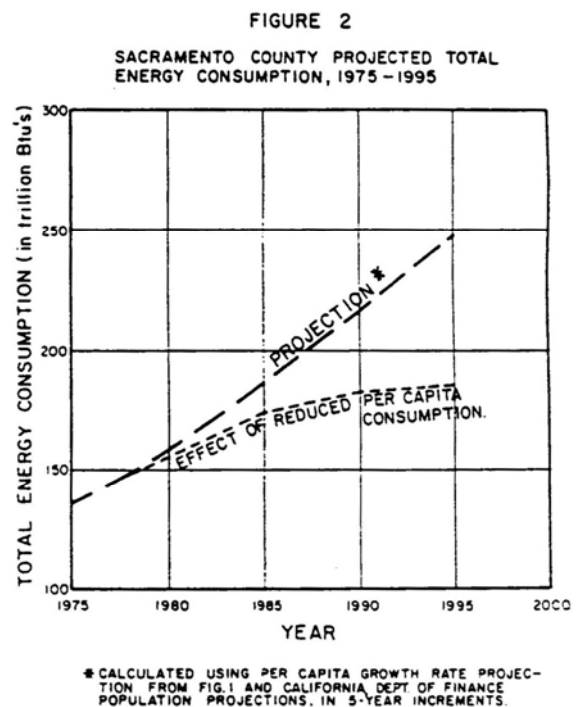
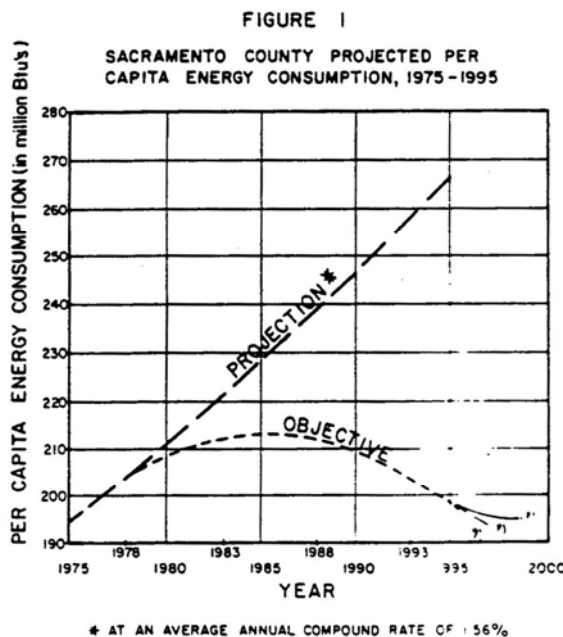
### **Objective I. REDUCE PER CAPITA CONSUMPTION OF ENERGY TO THE FOLLOWING TARGETS (SEE FIGURES 1 AND 2):**

(The annual compounded growth rate of per capita energy consumption in California was 1.56% during the period of 1968-1973. The per capita consumption of energy in Sacramento County in 1975 was 195 million Btu's. Based on linear extrapolation of the 1968-1973 statewide growth rate, per capita consumption of energy in Sacramento County is projected to be 198 million Btu's in 1978 and 266 million Btu's in 1995, as illustrated in Figure 1.)

*Short Range* - Reduce the rate of growth of per capita energy use, such that by 1983 per capita consumption is no greater than 212 million Btu's per year.

*Medium Range* - Further reduce and then reverse the rate of growth, such that per capita use in 1988 is no greater than 212 million Btu's per year.

*Long Range* - Continue to decrease per capita energy use, such that by 1995 per capita consumption is no greater than 198 million Btu's per year.



PER CAPITA ENERGY CONSUMPTION WILL BE REDUCED BY MINIMIZING WASTE AND UNNECESSARY USE. EMPHASIZING THE RESIDENTIAL AND TRANSPORTATION SECTORS WHICH TOGETHER COMPRISE NEARLY THREE-FOURTHS OF TOTAL ENERGY CONSUMPTION IN SACRAMENTO COUNTY.

Policies for the Residential Sector:

To reduce per capita consumption of energy in the residential sector, it is the policy of Sacramento County to –

- EN-1. Adopt and implement energy efficient building standards for residential construction,
- EN-2. Aggressively pursue programs to retrofit existing residences with ceiling insulation, such that 75% of currently uninsulated and underinsulated dwellings are insulated to at least an R-19 standard by 1988.
- EN-3. Increase the percentage of the housing stock with common wall dwellings by eliminating any impediments to the market supply and further provide appropriate incentives for their construction.
- EN-4. Develop and implement Neighborhood Planning Standards which would reduce the energy required to maintain interior spaces in the comfort zone, including such standards as tree planting and proper orientation of dwellings.
- EN-5. Inform the public of the need and of ways to conserve energy in the home.
- EN-6. Encourage the conservation and rehabilitation of existing housing and the revitalization of older, more intensively developed neighborhoods in the urban area.
- EN-7. Encourage consumers to purchase or rent energy efficient houses and apartments.

Policies for the Transportation Sector:

To reduce the per capita energy consumption in the transportation sector, it is the policy of Sacramento County to –

- EN-8. Reduce travel distances and reliance on the automobile and facilitate increased use of public transit through appropriate land use plans and regulations.
- EN-9. Actively support the efforts of the Regional Transit District to expand and upgrade service and attract an increasing percentage of travel.
- EN-10. Expand existing programs and develop new programs which promote and encourage vanpooling and carpooling.
- EN-11. Promote and encourage increased percentages of more efficient cars.
- EN-12. Inform the public of the need to reduce auto travel and encourage the use of public transit and other energy efficient modes of travel.
- EN-13. Continue implementation of the Bikeways Master Plan, and develop standards for neighborhood bikeways and pedestrian-ways, incorporating them into Neighborhood Planning Standards.

Policies for Other Sectors:

To reduce the per capita energy consumption in the other sectors, it is the policy of Sacramento County to –

- EN-14. Promote the location within the Sacramento area of those industries which are labor intensive, utilize solar energy systems, and are consistent with other policies in terms of environmental protection.

- EN-15. Encourage industry located or locating in the Sacramento area to participate in co-generation of power
- EN-16. Aggressively pursue programs to retrofit with insulation those existing uninsulated or underinsulated commercial, institutional, and industrial buildings where economically justified.
- EN-17. Develop or revise design standards relating to building solar orientation, landscaping, impervious surfaces, and parking space requirements to conserve energy.
- EN-18. Inform the agricultural industry of ways to conserve energy through the Cooperative Agricultural Extension office.

## **Implementation Measures**

### **A. ADOPT AND IMPLEMENT ENERGY EFFICIENT BUILDING STANDARDS FOR RESIDENTIAL CONSTRUCTION.**

- A.1 ACTION: P1 The Board of Supervisors reaffirms its policy of promoting energy conservation by encouraging the utilization of energy conservation measures and devices in all new construction, regardless of the minimum building standards in effect at the time of construction. The Board of Supervisors shall direct the Energy Planning and Conservation Council to review this policy and evaluate its effectiveness by January 1, 1980.

ENERGY EVALUATION: Cannot be quantified.

### **B. AGGRESSIVELY PURSUE PROGRAMS TO RETROFIT EXISTING RESIDENCES WITH CEILING INSULATION, SUCH THAT 75% OF CURRENTLY UNINSULATED AND UNDERINSULATED DWELLINGS ARE INSULATED TO AT LEAST AN R-19 STANDARD BY 1988.**

- B.1 ACTION: P1 The county will provide direct financial assistance, to the extent of available CDBG funds, to low income neighborhoods for ceiling insulation, weather stripping, and other energy conservation home improvements, training and employing low income residents to do the work. The target is 3,000 single family and multiple family units per year. Either the Sacramento Housing and Redevelopment Agency or the County Administration and Finance Agency will administer the program and funding will come from the Community Development Block Grant program.

- B.2 ACTION: P1 The Board of Supervisors will by resolution encourage SMUD to continue and extend their insulation program through 1988 with an annual target of 11,000 single family and multiple family units per year. The Board Chairperson will transmit this resolution to the Chairperson of the SMUD Board of Directors.

- B.3 ACTION: The county will

a) P1 support state legislation, by resolution of the Board of Supervisors, which would require Chat houses be insulated and/or be evaluated for energy efficiency at the time of sale of the house, and that the purchasers be notified of the results;

or

- b) P3            develop an ordinance which requires the same as described in a), above.

ENERGY EVALUATION: These actions would save an additional 187 billion Btu's each year that they are implemented. In 1983, the projected per capita consumption would be reduced by approximately 1.1 million Btu's, and by 1988, it would be reduced by approximately 2.2 million Btu's. In 1988, 1.34 billion cubic feet of natural gas and 136,000 megawatt-hours of initial electricity would be saved. A slight reduction in peak electrical demand would also result.

**C. INCREASE THE PERCENTAGE OF THE HOUSING STOCK WITH COMMON WALL DWELLINGS BY ELIMINATING ANY IMPEDIMENTS TO THE MARKET SUPPLY AND FURTHER PROVIDE APPROPRIATE INCENTIVES FOR THEIR CONSTRUCTION.**

- C.1    ACTION: P3            In the update of the General Plan, the Planning Department will use market analysis data to insure that sufficient land area is available to meet the market demand for multiple-family housing in each of the urban communities.

ACTION: P3            The county will award density bonuses to those developments that meet the following general energy conservation criteria:

- a) having increased numbers of dwellings with common walls, and
- b) having proximity to specified employment centers or public transit routes. Guidelines for these criteria will be developed by the Planning Department and approved by the Policy Planning Commission within six months of adoption of the update of the General Plan.

ENERGY EVALUATION: The results of these actions will affect both the residential and transportation sector, but the effects on the latter sector is considered elsewhere under a different policy. It is estimated here that these actions would result in a savings of 1,830 billion Btu's in the residential sector in 1995, reducing the projected per capita consumption by 2.0 million Btu's. It should be noted that implementation of this policy will lessen the effects of Policy 1 above, since those effects were based on a higher single family to multi-family dwelling unit ratio. It is not clear how these actions would affect sources of energy. Peak demand of electricity would be reduced slightly.

**D. DEVELOP AND IMPLEMENT NEIGHBORHOOD PLANNING STANDARDS WHICH WOULD REDUCE THE ENERGY REQUIRED TO MAINTAIN INTERIOR SPACES IN THE COMFORT ZONE, INCLUDING SUCH STANDARDS AS TREE PLANTING AND PROPER ORIENTATION OF DWELLINGS.**

- D.1    ACTION: P3            The Board of Supervisors by policy has adopted Neighborhood Planning Standards as described in this policy. In June of each year, the Energy Council will review the effects of the Neighborhood Planning Standards and recommend to the Board of Supervisors any changes for improvements.

ENERGY EVALUATION: This policy – particularly the dwelling orientation concept – would contribute significantly to energy conservation in the residential sector.

**E. INFORM THE PUBLIC OF THE NEED AND WAYS TO CONSERVE ENERGY IN THE HOME.**

- E.1 ACTION: P3 The county office designated to coordinate energy activities in the county (see Policy 32, below) or the county representative providing staff support to the Energy Council will cooperate with the Energy Council, SMUD, PG&E, ERCDC, the Superintendent of Schools, the Los Rios Community College District, and the California State University and College system. The Energy Council will periodically review progress of such programs. Such programs will include, but not be limited to, the following which are to be considered by the Energy Council and staff: (a) landing a grant for a teacher training pilot program to add education of energy conservation in primary and secondary schools; (b) developing a syllabus for teaching a multi-media (TV, newspaper, etc.) class on energy conservation for the homeowner; and (c) expanding ERCDC's community college education program To train students for performing energy audits of homes.

ENERGY EVALUATION: The effects of these programs cannot be quantified independently; however, they would contribute to the success of other policies.

F. ENCOURAGE THE CONSERVATION AND REHABILITATION OF EXISTING HOUSING AND THE REVITALIZATION OF OLDER, MORE INTENSIVELY DEVELOPED NEIGHBORHOODS IN THE URBAN AREA.

- F.1 ACTION: P1 The county will implement a Housing Element of the General Plan, some of whose policies and programs would achieve the intent of this policy. The Housing Element will target 200 houses and multi-family units per year for major rehabilitation under the supervision of the Sacramento Housing and Redevelopment Agency utilizing Community Development Block Grant and Section 312 funds.

ENERGY EVALUATION: The significant energy savings from this action would come from (a) keeping neighborhoods viable and attractive so that residents are not encouraged or forced to "flee" from what may become a decaying urban area to the newer suburbs further from employment centers; and (b) a conservation of natural resources.

G. ENCOURAGE CONSUMERS TO PURCHASE OR RENT ENERGY EFFICIENT HOUSES AND APARTMENTS.

- G.1 ACTION: P3 The county will require by ordinance that, beginning January 1, 1980, prospective tenants of rental units (single and multi-family) will be informed by the landlords of the extent of ceiling insulation in the rental unit.
- G.2 ACTION: P1 The Board of Supervisors will, by resolution, encourage SMUD to hire and train people to conduct energy audits of residences on request, and to publicize the service. Such a program may be fundable through the Comprehensive Employment Training Act (CETA).

ENERGY EVALUATION: Cannot be quantified.

H. REDUCE TRAVEL DISTANCES AND RELIANCE ON THE AUTOMOBILE AND FACILITATE INCREASED USE OF PUBLIC TRANSIT THROUGH APPROPRIATE LAND USE PLANS AND REGULATIONS.

- H.1 ACTION: P2 The Planning Department will investigate the energy implications of the widespread dispersal, throughout urban residential areas, of those retail and service activities which require relatively small markets. The department will recommend to the Energy Council and Policy Planning Commission appropriate commercial land use policies and regulations toward meeting the objectives of the Energy Element.
- H.2 ACTION: P2 The Planning Department will review the Zoning Code list of permitted or conditionally permitted "home occupations" with the objective of expanding the list to the maximum extent consistent with residential neighborhood preservation. If additional uses are found To be appropriate, an amendment to the Zoning Code will be drafted.
- H.3 ACTION: P2 The Planning Department along with the Department of Public Works will identify the major employment centers in the county and conduct land use studies of these centers and surrounding areas. The studies will identify suitable sites for higher density housing and will examine the potential for mixed-use developments. The Planning Department will also identify major employment centers which have the capacity for further concentration of employment and can be efficiently and flexibly served by public transit. This entire study will conclude with recommendations for amendments to the General Plan and to community plans implementing the intent of this policy.
- H.4 ACTION: P3 The Planning Department will develop detailed design guidelines, relating to circulation, safety, appearance, etc., to accommodate higher density living.
- H.5 ACTION: P1 The Policy Planning Commission will recommend and the Board of Supervisors will adopt clear and concise definitions of "leap-frog" development and "contiguous growth," and these will be adopted as part of the General Plan.
- H.6 ACTION: P2 Planning Department will review the General City Plan to determine if it will adequately compliment this policy, and make recommendations for changes if appropriate. The department staff will work with City Planning Commission staff to determine the appropriate and specific county role in implementing the General City Plan. The Department will recommend To The Board of Supervisors support of The Plan and adoption of specific actions to assist in implementing The Plan.
- H.7 ACTION: P2 The Board of Supervisors will by resolution encourage the Sacramento City Council To adopt and implement this policy.
- H.8 ACTION: P2 The Board of Supervisors will expedite acquisition and development of The American River Parkway and other regional recreation areas and facilities which are located in close proximity to the metropolitan Sacramento area, and provide adequate, safe, and convenient non-vehicular access to these areas.

ENERGY EVALUATION: The effects of these actions relating To the transportation sector are difficult to measure independently. An estimate can be made, however, combining the effects of these actions. This estimate is as follows: by 1995, implementation of these actions could result in a savings of 62 million gallons of fuel (gasoline and diesel) or 7,700 billion Btu's. Projected 1995 per capita consumption could be reduced by approximately 8.3 million Btu's.

I. ACTIVELY SUPPORT THE EFFORTS OF THE REGIONAL TRANSIT DISTRICT TO EXPAND AND UPGRADE SERVICE AND ATTRACT AN INCREASING PERCENTAGE OF TRAVEL.



- I.1 ACTION: P2 Provide staff assistance in the cooperative effort of Regional Transit, the Sacramento Regional Area Planning Commission, and the California Department of Transportation in the development and implementation of the Regional Transit General Plan. The county will further support this effort through its own transportation study now in progress by coordinating its recommended alternative plans and policies with those of the RT General Plan, such that both the General Plan and the transportation study are mutually supportive.
- I.2 ACTION: P2 The Board of Supervisors will by resolution request that RT extend transit service to major regional parks during peak use weekends and holidays to 1) reduce the reliance on the automobile and 2) enhance the opportunities for low income residents to use and enjoy public park areas.
- I.3 ACTION: P2 The Board of Supervisors will, by resolution, support the 1/4-cent sales tax election to provide a secure base of local revenue for the Regional Transit District.
- I.4 ACTION: P2 The Board of Supervisors will continue to provide financial support for the Regional Transit District sufficient to maintain the present level of service provided all other means of maintaining service are also attempted, including fare increases and cost reductions where possible.

ENERGY EVALUATION: See Policy 8, above.

**J. EXPAND EXISTING PROGRAMS AND DEVELOP NEW PROGRAMS WHICH PROMOTE AND ENCOURAGE VANPOOLING AND CARPOOLING.**

- J.1 Action: P1 The Planning Department and the Department of Public Works, during the upcoming transportation study, will investigate and develop or expand vanpooling and carpooling programs for county employees and for county residents, coordinating their efforts with the Department of General Services and the California Department of Transportation. Recommendations for program development will be forwarded to the Board of Supervisors within two years of adoption.

ENERGY EVALUATION: Under the current CalTrans ridesharing program, approximately 3,750 participants have saved about 94 billion Btu's per year. If the ridesharing program is increased so as to comprise the same portion of the population in 1995, 4,650 participants would save 74 billion Btu's in that year (it is less than 1975 savings due to increases in auto fuel efficiency; if efficiency is assumed constant – for comparison purposes only – the 1995 fuel savings would be 118 billion Btu's.) If the proportion of ridesharing participants as a part of the population is doubled by 1995 to 9,300 participants, the 1995 fuel savings would be 1,190,000 gallons or 148 billion Btu's per year (again, at a higher auto fuel efficiency). The per capita savings that year would be 0.16 million Btu's.

**K. PROMOTE AND ENCOURAGE INCREASED PERCENTAGES OF MORE EFFICIENT CARS.**

- K.1 ACTION: The Planning Department will recommend amendments to the Zoning Code modifying parking space requirements which reflect greater numbers of compact and subcompact cars. The recommendations will be forwarded to the Project Planning Commission within one year of adoption of this policy.

ENERGY EVALUATION: Cannot be quantified.

**L. INFORM THE PUBLIC OF THE NEED TO REDUCE AUTO TRAVEL AND ENCOURAGE THE USE OF PUBLIC TRANSIT AND OTHER ENERGY EFFICIENT MODES OF TRAVEL.**

- L.1 ACTION: P3** The county office designated to coordinate energy activities in the county (see Policy 32, below) or the county representative providing staff support to the Energy Council will cooperate in the development of education programs in conformance with this policy, and in cooperation with the Energy Council, ERCDC, CalTrans, the County Department of Public Works, and Regional transit.

**ENERGY EVALUATION:** The effects of this action cannot be quantified independently; however, it would contribute to the success of other policies.

**M. CONTINUE IMPLEMENTATION OF THE BIKEWAYS MASTER PLAN, AND DEVELOP STANDARDS FOR NEIGHBORHOOD BIKEWAYS AND PEDESTRIAN-WAYS, INCORPORATING THEM INTO NEIGHBORHOOD PLANNING STANDARDS.**

- M.1 ACTION: P3** The Departments of Planning, Parks and Recreation, and Public Works will develop and recommend standards and appropriate ordinances and amendments for neighborhood bikeways and pedestrian-ways within one year of adoption of this policy.

**ENERGY EVALUATION:** Cannot be quantified.

**N. PROMOTE THE LOCATION WITHIN THE SACRAMENTO AREA OF THOSE INDUSTRIES WHICH ARE LABOR INTENSIVE, UTILIZE SOLAR ENERGY SYSTEMS, AND ARE CONSISTENT WITH OTHER COUNTY POLICIES IN TERMS OF ENVIRONMENTAL PROTECTION.**

- N.1 ACTION: P1** The Community Development and Environmental Protection Agency will conduct a study to determine a priority ranking of types of industry to attract to the Sacramento area, based on labor intensity, energy requirements, and environmental effects. Following this study, the agency will identify specific site locations in the county, suitable for each industry and consistent with policies in this Energy Element relating To land use and transportation. The county will then encourage the Sacramento Area Commerce and Trade Organization to pursue those industries ranking high on the priority list to locate in the Sacramento area.

**ENERGY EVALUATION:** While the addition of industry to the Sacramento area will increase the area's total energy consumption, industrial growth is already planned. The type of industry that locates in the area, however, can significantly effect the total energy consumption. While no quantitative estimate can be given since there are no projections for industrial growth, the following table is included to give an indication of the wide range of energy requirements by industry type.

(PLEASE SEE NEXT PAGE FOR TABLE)

TABLE 1  
ENERGY USE OF ALTERNATIVE INDUSTRY TYPES

Industry Type	Million Btu's Used Per Job in 1975
Petroleum and Coal	15,132
Aluminum	7,100
Chemicals, Drugs, Paints & Allied Products	3,598
Paper and Allied Products	3,532
Iron and Steel	2,650
Stone, Clay and Glass Products	2,298
Nonferrous Metals (other than aluminum)	1,800
Construction	910
Lumber and Wood Products	630
Food and Kindred Products	576
Fabricated Metals	203
Machinery	136
Transportation Equipment	101
Printing and Publishing	90
Textiles and Apparel	11

SOURCE: Skidmore, Owings & Merrill and Portland Bureau of Planning, November, 1976. Energy and Land Use. Prepared for the Portland Energy Conservation Project as Working Paper No. 13, Comprehensive Plan for the City of Portland, Oregon. Page 11, Table 6.

O. ENCOURAGE INDUSTRY LOCATED OR LOCATING IN THE SACRAMENTO AREA TO PARTICIPATE IN CO-GENERATION OF POWER.

- O.1 ACTION: P3 The Community Development and Environmental Protection Agency will request a joint study with ERCDC and SMUD to identify sites and industries in Sacramento County that have a potential for co-generation, and seek to develop a pilot project.
- O.2 ACTION: P3 In the industrial site identification study described in the action of Policy 14, above, identification of potential co-generation sites, if compatible with each given industry, should be part of that study.

ENERGY EVALUATION: The effects of these actions cannot be quantified because the potential for co-generation in Sacramento County has not been identified. However, statewide, the ERCDC has estimated a significant potential for energy production and conservation by utilizing otherwise wasted energy.

P. AGGRESSIVELY PURSUE PROGRAMS TO RETROFIT WITH INSULATION THOSE EXISTING UNINSULATED OR UNDERINSULATED COMMERCIAL, INSTITUTIONAL, AND INDUSTRIAL BUILDINGS WHERE ECONOMICALLY JUSTIFIED.

- P.1 ACTION: P1 The Board of Supervisors will by resolution encourage SMUD PG&E, and the ERCDC to continue and expand their existing programs which encourage insulation retrofit of existing commercial, industrial, and institutional buildings.

- P.2 ACTION: P3 Within 18 months following the adoption of this policy, the Department of General Services will review or have reviewed, with the assistance of SMUD, all county-owned buildings for feasibility of retrofitting them with insulation (see the third action under Policy 19, below). In determining economic feasibility, the life cycle costs will compare the initial cost with the increasing marginal cost of energy as projected.

ENERGY EVALUATION: Cannot be quantified at this time.

Q. DEVELOP OR REVISE COMMERCIAL AND INDUSTRIAL DESIGN STANDARDS RELATING TO BUILDING SOLAR ORIENTATION, LANDSCAPING, IMPERVIOUS SURFACES, AND PARKING SPACE REQUIREMENTS TO CONSERVE ENERGY.

- Q.1 ACTION: P2 The Planning Department will recommend policies and/or amendments to the Zoning Code establishing standards for commercial and industrial building and/or lot orientation and modifying landscaping and parking requirements to achieve conservation of energy. Examples may include the use of landscaping for shading windows and parking areas, use of common parking areas for adjoining uses whose peak business hours occur at different times, and changing the peak parking demand as the basis for parking space requirements.

ENERGY EVALUATION: Cannot be quantified at this time.

R. INFORM THE AGRICULTURAL INDUSTRY OF WAYS TO CONSERVE ENERGY THROUGH THE COOPERATIVE AGRICULTURAL EXTENSION.

- R.1 ACTION: P3 The Cooperative Agricultural Extension will develop an education program to inform the agricultural industry in the county of ways to conserve energy. The program will be developed in cooperation with other energy conservation educational programs to be developed under Policies 5 and 12 above, and Policy 25 below. A recommended program should be forwarded to the Board of Supervisors within six months of adoption of this policy.

ENERGY EVALUATION: Cannot be quantified at this time.

**Objective II. REDUCE THE RELIANCE ON NON-RENEWABLE ENERGY SOURCES, WITH EMPHASIS ON THOSE IN SHORTEST SUPPLY, TO THE FOLLOWING TARGETS (SEE FIGURE 3):**

(In 1975, non-renewable sources of energy comprised 94% of total energy consumed in Sacramento County, and renewable sources comprised 6% of the total.)

*Short Range* - By 1983, reduce the non-renewable share of total energy sources to 90% by reducing the share of natural gas 28% of total energy sources and the share of petroleum to 40% of total energy sources.

*Medium Range* - By 1988, further reduce the non-renewable share of total energy sources to 86% by reducing the share of natural gas to 22% of the total and the share of petroleum to 37% of the total.

*Long Range* - By 1995, further reduce the non-renewable share of total energy sources to 80% by reducing the share of natural gas to 16% of the total and the share of petroleum to 32% of the total.

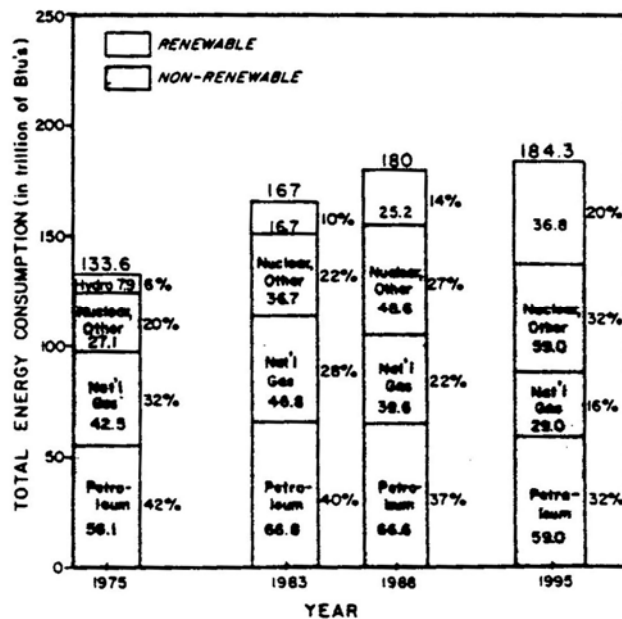
NOTE: Predictions of future fuel sources, particularly those that are non-renewable, are difficult to make. These targets therefore represent general aims. Adjustments reflecting new data can be made as the Energy Element is periodically updated

**FIGURE 3**

PROPORTION OF RENEWABLE TO NON-RENEWABLE ENERGY SOURCES, BY SOURCE, ASSUMING ACHIEVEMENT OF CONSERVATION (OBJECTIVE I).

(NOTE: The height of each column represents total energy consumption in the designated year, assuming that Objective I is achieved, i.e., it reflects the lower curve in Figure 2 on the previous page.)

(NOTE: Figure 3 shows that, even with conservation measures and a large increase of renewable resources from 1975-1995, a deficiency of energy supplies will still occur. This figure shows meeting this deficiency by nuclear or other; however increased reliance on nuclear is neither intended nor implied.)



ENERGY SOURCES WILL BE SHIFTED INCREASINGLY TO RENEWABLE FORMS BY EXPANDING THE USE OF SOLAR WATER AND SPACE HEATING AND SPACE COOLING, INCREASING THE EFFICIENCY OF PRESENT HYDROELECTRIC GENERATORS, AND CAPTURING THE MAXIMUM AMOUNT OF ENERGY FROM WIND, FALLING WATER, AND GEOTHERMAL SOURCES, CONSISTENT WITH ENVIRONMENTAL PROTECTION.

To increase the contribution of solar water and space heating and space cooling, it is the policy of Sacramento County to -

- EN-19. Promote the use of passive and active solar systems in new and existing residential, commercial, and institutional buildings as well as the installation of solar swimming pool heaters and solar water and space heating systems.
- EN-20. Support the development and improvement of solar space cooling systems.
- EN-21. Develop and implement standards for the protection of the solar rights of property owners.

To increase the amount of energy from wind, falling water, and geothermal sources, it is the policy of Sacramento County to -

- EN-22. Support the development and use of renewable sources of energy, including but not limited to biomass, solar, wind, and geothermal.
- EN-23. Advocate that the state legislate a tax incentive or other means of encouraging utilities to improve the efficiency of existing hydroelectric generators.

### **Implementation Measures**

- S. PROMOTE THE USE OF PASSIVE AND ACTIVE SOLAR SYSTEMS IN NEW AND EXISTING RESIDENTIAL, COMMERCIAL, AND INSTITUTIONAL BUILDINGS AS WELL AS THE INSTALLATION OF SOLAR SWIMMING POOL HEATERS AND SOLAR WATER AND SPACE HEATING SYSTEMS.
  - S.1 ACTION: P1 In the design of all new county-owned buildings, the county will consider active solar devices for water heating, space heating, and/or space cooling on the basis of the following: 1) cost effectiveness, including life-cycle costing at the marginal cost of "new" energy production; 2) available state and federal government funding; and 3) anticipation of future retrofit of solar devices if not presently cost-effective.
  - S.2 ACTION: P2 The Board of Supervisors will by resolution encourage the Sacramento City Architectural Review Board to develop guidelines by which to evaluate the energy efficiency and the potential for passive and active solar energy systems of those residential and non-residential buildings reviewed by the Architectural Review Board.
  - S.3 ACTION: P2 Within 18 months following the adoption of this policy, the Department of General Services in cooperation with SMUD will review or have reviewed all county owned buildings for the economic and structural feasibility of retrofitting them with active solar heating equipment. The Department of General Services will prepare a retrofitting schedule for the Board of Supervisor's review and approval.

- S.4 ACTION: P1 All future swimming pools operated by the county and dependent park districts, which are to be heated, will be equipped with solar heating units within practical limits as determined by life-cycle costing at marginal cost of "new" energy production.
- S.5 ACTION: P3 The County Community Development and Environmental Protection Agency, in a joint effort with the City of Sacramento, SMUD and PG&E. will investigate the feasibility of establishing a mechanism for leasing to the public solar energy equipment (pool heaters, domestic water heaters, space heaters, and/or space coolers). Findings of this study will be presented to the various decision-making bodies within eighteen months of adoption of this action. If shown feasible, a plan for implementation will be recommended within the following twelve months.
- S.6 ACTION: P1 The Board of Supervisors will by resolution request that the State of California create a long term, low-interest loan program for local governments, small businesses, and consumers aimed at stimulating the production and consumption of solar energy in California.

ENERGY EVALUATION: The effects of these actions cannot be quantified at this time; however, they may be significant.

The following estimate of energy savings is presented as a point of information and for purposes of comparison:

Assume that a) for all new single family homes built on land subdivided beginning January 1, 1980, at least fifty percent of those homes constructed by each builder will have 80 percent of domestic water heating needs and 60 percent of space heating needs met by active solar equipment; b) all multiple family structures of four dwelling units or less including duplexes built beginning January 1, 1981 will have 80 percent of domestic water heating needs and 50 percent of space heating needs met by active solar equipment; and c) all multiple family structures of five units or more built beginning January 1, 1981, will have 80 percent of domestic water heating needs met by active solar equipment. If new residential units built up to 1995 are required to have solar equipment meeting the standards described in the assumption above, it can be expected that energy saved in the year 1995 could amount to roughly 3,700 billion Btu's or 9.4 million Btu's per capita. The other actions in this policy would have additional energy savings.

#### T. SUPPORT THE DEVELOPMENT AND IMPROVEMENT OF SOLAR SPACE COOLING SYSTEMS.

- T.1 ACTION: P1 The Board of Supervisors will by resolution encourage the state and federal governments to accelerate the technical development and improvement and the wide scale application of solar space cooling systems. The Board Chairperson will transmit this resolution to the local state legislators, congressmen, and senators.

ENERGY EVALUATION: Cannot be quantified at this time.

#### U. DEVELOP AND IMPLEMENT STANDARDS FOR THE PROTECTION OF SOLAR RIGHTS OF PROPERTY OWNERS.

- U.1 ACTION: P2 The Neighborhood Planning Standards Policy adopted by the Board of Supervisors directs the Planning Department and County Counsel to keep abreast of new developments in the field of solar rights and report back to the Board when feasible options

become available. The Environmental Law Institute has been conducting an investigation of solar rights to be implemented by local government. This action will direct that upon completion of the ELI investigation, the Planning Department and County Counsel review its conclusions and recommendations and, considering local conditions, draft an ordinance and/or amendments to existing ordinances for the protection of solar rights.

ENERGY EVALUATION: This action will enhance the ability to implement the effects of other policies promoting the development of solar energy.

**V. SUPPORT THE DEVELOPMENT AND USE OF RENEWABLE SOURCES OF ENERGY, INCLUDING BUT NOT LIMITED TO BIOMASS, SOLAR, WIND AND GEOTHERMAL.**

V.1 ACTION: P1 The Board of Supervisors will by resolution inform the State Legislature and the Congress that the County of Sacramento supports the development and use of renewable sources of energy, including biomass, solar, wind, and geothermal.

V.2 ACTION: P1 The Board of Supervisors will by resolution encourage SMUD to consider using renewable sources of energy for future electrical-generating facilities.

V.3 ACTION: P2 Request SMUD, in cooperation with U.C. Davis and the Cooperative Agricultural Extension Service, to initiate a joint study of the feasibility of generating electricity in Sacramento County using agriculture or lumber waste products. The study would cover supply of fuel, marketing of electricity, method of organization and control, and financing. The study and recommendations will be transmitted to the County Board of Supervisors and the SMUD Board of Directors within 18 months of adoption of this policy.

ENERGY EVALUATION: Cannot be quantified at this time.

**W. ADVOCATE THAT THE STATE LEGISLATE A TAX INCENTIVE OR OTHER MEANS OF ENCOURAGING UTILITIES TO IMPROVE THE EFFICIENCY OF EXISTING HYDROELECTRIC GENERATORS.**

W.1 Action: P1 The Board of Supervisors will implement this policy with a resolution to the State Legislature, drafted by the Energy Council and County Counsel within three months of adoption of this policy.

**Objective III. REDUCE SEASONAL AND DAILY PEAK ELECTRICAL ENERGY DEMAND, AND DISTRIBUTE FUTURE GROWTH IN ELECTRICAL ENERGY CONSUMPTION THROUGHOUT THE DAY AND YEAR, THEREBY INCREASING THE ANNUAL SYSTEM LOAD FACTOR, ACCORDING TO THE FOLLOWING TARGETS (SEE FIGURES 4 AND 5):**

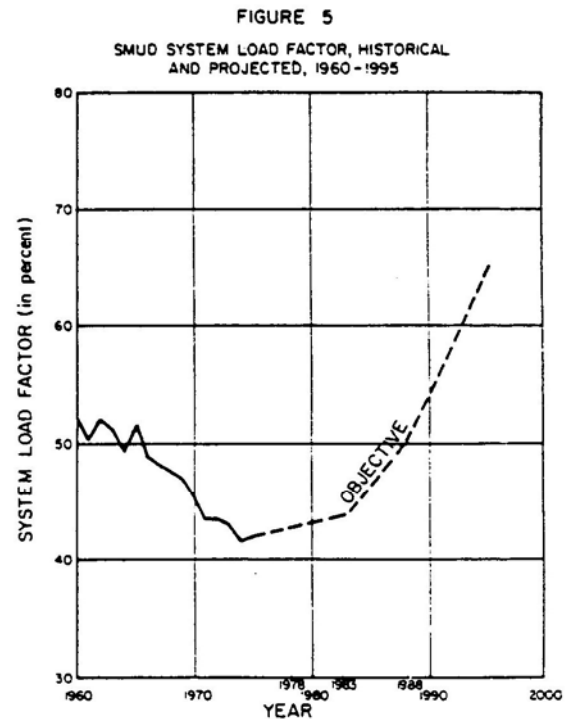
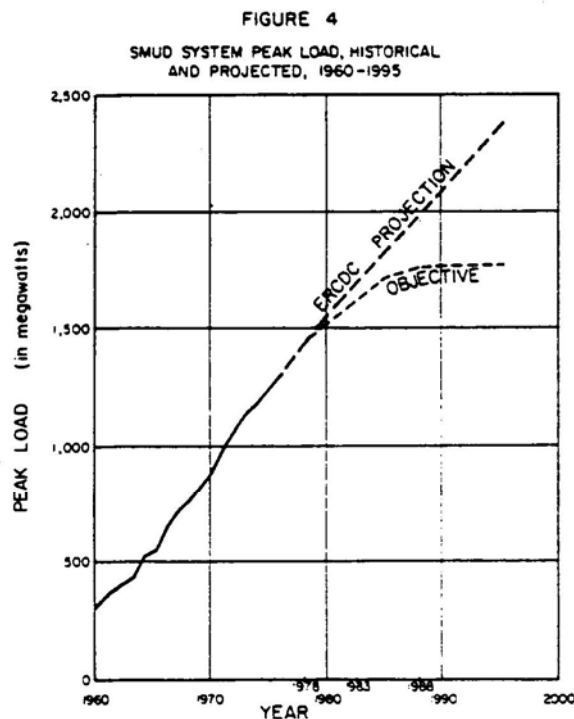
(SMUD system peak load was 342 megawatts in 1960 and 1,272 mw in 1975. The State Energy Commission projects this to increase to 2,400 mw by 1995. The system load factor in 1960 was 52.4% and in 1975 was 42.0%.)



*Short Range* - Reduce the rate of growth in peak demand of electrical energy, such that by 1983 peak demand is no greater than 1,641 mega watts, and increase the annual system load factor to no less than 44%.

*Medium Range* - Further reduce the rate of growth in peak demand, such that by 1988 peak demand is no greater than 1,778 megawatts, and further increase the annual system load factor to no less than 50%.

*Long Range* - Further reduce the rate of growth in peak demand, such that by 1995 peak demand is no greater than 1,781 megawatts and increases no further, and further increase the annual system load factor to no less than 65%.



PEAK LOADS WILL BE REDUCED BY PROVIDING ECONOMIC INCENTIVES AND SEEKING PUBLIC COOPERATION THROUGH INCREASED AWARENESS OF OVERALL CONSUMER SAVINGS AND PUBLIC BENEFITS.

To reduce peak loads and increase the annual system load factor, it is the policy of Sacramento County to –

- EN-24. Investigate the effectiveness of reducing summer daily peak load by shifting working hours, particularly for office workers and, if effective, promote its implementation.
- EN-25. Inform the public of ways to reduce electrical consumption at times of peak load and of the resulting benefits.
- EN-26. Investigate in a joint effort with SMUD the feasibility and effectiveness of peak day pricing by rate structure and/or surcharge.
- EN-27. Support electronic load management as a method of reducing peak electrical load.

## **Implementation Measures**

### **X. INVESTIGATE THE EFFECTIVENESS OF REDUCING SUMMER DAILY PEAK LOAD BY SHIFTING WORKING HOURS, PARTICULARLY FOR OFFICE WORKERS AND, IF EFFECTIVE, PROMOTE ITS IMPLEMENTATION.**

- X.1 ACTION: P3 The Department of General Services, with assistance from the ERCDC and SMUD, will conduct this investigation relating it to county workers in particular. The department will transmit its conclusions and recommendations to the Energy Council within one year of adoption of this policy.

ENERGY EVALUATION: To be determined in the above investigation.

### **Y. INFORM THE PUBLIC OF WAYS TO REDUCE ELECTRICAL CONSUMPTION AT TIMES OF PEAK LOAD AND OF THE RESULTING BENEFITS.**

- Y.1 ACTION: P3 The county office designated to coordinate energy activities in the county (see Policy 32, below) or the representative providing staff support to the Energy Council will cooperate in the development of education programs in conformance with this policy, and in cooperation with the Energy Council, ERCDC, and SMUD.

ENERGY EVALUATION: The effects of this action cannot be quantified independently, but would contribute to the success of other policies.

### **Z. INVESTIGATE IN A JOINT EFFORT WITH SMUD THE FEASIBILITY AND EFFECTIVENESS OF PEAK DAY PRICING BY RATE STRUCTURE AND/OR SURCHARGE.**

- Z.1 ACTION: P3 The Administration and Finance Agency will cooperate with SMUD to determine the feasibility and effectiveness of peak day pricing by SMUD on their rate structure and/or by the county levying a surcharge. The investigation will also seek assistance from the ERCDC. Conclusions and recommendations will be transmitted to the Energy Council, Board of Supervisors, and SMUD Board of Directors within two years of adoption of this policy.

ENERGY EVALUATION: Cannot be quantified at this time but, in terms of reducing peak demand, can be significant.

### **AA. SUPPORT ELECTRONIC LOAD MANAGEMENT AS A METHOD OF REDUCING PEAK ELECTRICAL LOAD.**

- AA.1 ACTION: P1 The Department of General Services will consult with SMUD to determine which county buildings can participate in electronic load management of space conditioning equipment by SMUD, and as each building is identified as suitable, the department and SMUD will take appropriate measures for those buildings to be involved.

ENERGY EVALUATION: Will be determined as above study progresses.

**Objective IV. EXERCISE LEADERSHIP - COUNTY GOVERNMENT WILL BECOME THE LEAD AGENCY IN ENERGY PLANNING AND CONSERVATION BY SETTING AN EXAMPLE FOR OTHER AGENCIES AND INSTITUTIONS AND THE GENERAL PUBLIC THROUGH THE ENERGY EFFICIENT OPERATION OF COUNTY SERVICES AND FACILITIES; BY COORDINATING ENERGY CONSERVATION ACTIVITIES THROUGHOUT THE COUNTY; BY ACTIVELY ENCOURAGING FEDERAL, STATE, AND OTHER LOCAL GOVERNMENTS TO IMPLEMENT MEASURES IN SUPPORT OF THE COUNTY'S ENERGY GOAL AND OBJECTIVES; AND BY RAISING THE LEVEL OF PUBLIC AWARENESS OF THE ENERGY PROBLEM AND THE COUNTY'S ENERGY PROGRAM THROUGH PUBLIC EDUCATION.**

To exercise leadership in energy conservation, it is the policy of Sacramento County to –

- EN-28. Institute total energy management (TEM) for county buildings.
- EN-29. Use life cycle costing and, where applicable, consider energy efficiency ratios for county equipment purchases, including vehicles, and require that vendors on county property do likewise.
- EN-30. Recycle office wastepaper
- EN-31. Commit itself to the principles of source reduction and resource recovery of municipal solid waste.
- EN-32. Establish within a single office of county government responsibility for the following:
  - A. *Coordinating energy conservation efforts in county government;*
  - B. *Publicizing the energy conservation programs of the city, county, SMUD, PG&E, and the state*
  - C. *Providing staff support to the Energy Planning and Conservation Council*
  - D. *Advocating, in cooperation with the county's legislative advocate, other government agencies to adopt programs which support the county's energy goal and objectives;*
  - E. *Preparing 'an "energy account" annually of .the previous year's demand and use of energy in Sacramento County; and*
  - F. *Coordinating and encouraging appropriate federal, state, county, and other local governmental agencies to conserve energy in water treatment and wastewater treatment and reclamation.*
- EN-33. Develop and implement standardized procedures for evaluating the initial and long-range energy impacts of proposed developments.
- EN-34. Design new county buildings to incorporate passive and active solar energy systems and total energy management.
- EN-35. Develop and implement a countywide water resources management plan which is based on conservation of energy and water resources.
- EN-36. Promote district heating for commercial, institutional, and high-density residential buildings in downtown Sacramento.

## **Implementation Measures**

**BB. INSTITUTE TOTAL ENERGY MANAGEMENT (TEM) FOR COUNTY BUILDINGS.**

BB.1 ACTION: P2 The Department of General Services has already partially implemented this policy and is continuing to do so. Under this policy, the department will continue, with the assistance of SMUD, and the ERCDC, to periodically evaluate and identify operation and maintenance procedures and equipment which can be made more energy efficient. This will include extending the energy systems computerization of the new administration building to surrounding county buildings.

ENERGY EVALUATION: From Fiscal Year 1975-76 to FY 1976-77, the county saved 386,174 therms of natural gas and 2,629,577 kwh of electricity, most of which was attributed to energy conservation practices. These savings translate to 47.6 billion Btu's, or roughly 0.07 million Btu's per capita.

CC. USE LIFE-CYCLE COSTING AND, WHERE APPLICABLE, CONSIDER ENERGY EFFICIENCY RATIOS FOR COUNTY EQUIPMENT PURCHASES, INCLUDING VEHICLES, AND REQUIRE THAT VENDORS ON COUNTY PROPERTY DO LIKEWISE.

CC.1 ACTION: P1 Resolution No. 76-270 of the Board of Supervisors directs County Counsel to amend existing county ordinances concerning the purchase of equipment such that all new equipment costs will be evaluated not only on the basis of initial cost but also on the basis of energy specifications and anticipated operating costs over the useful life of the equipment.

CC.2 ACTION: P3 The Department of General Services will work with County Counsel to revise procurement procedures, vendor contract policies and any ordinances as necessary to require vehicle purchases and equipment purchases by vendors located on county property be evaluated on a life-cycle costing basis.

ENERGY EVALUATION: Cannot be quantified.

DD. RECYCLE OFFICE WASTE PAPER.

DD.1 ACTION: P1 The Department of General Services has instituted a pilot program to recycle white office paper generated by downtown county workers.

This program will be expanded to cover the Department of Welfare offices and the Bradshaw complex. Under this action, the program will continue and will be expanded to include mixed office paper as soon as economically feasible.

DD.2 ACTION: P2 The Department of General Services will set up a timetable by which the county will begin replacing its purchases of paper supplies with paper made of recycled paper as soon as economically feasible.

ENERGY EVALUATION: The Department of General Services expects to retrieve and sell roughly 200 tons of paper per year under the present program. Approximately 21 million Btu's are required to produce one ton of paper from virgin resources. However, no data is readily available to present the energy cost of producing paper from recycled fibers (other than newspapers). The energy savings, nonetheless, would be relatively small on a countywide scale, but the leadership of the county in recycling and the stimulation of the recycled paper market and industry could be significant.

**EE. COMMIT ITSELF TO THE PRINCIPLES OF SOURCE REDUCTION AND RESOURCE RECOVERY OF MUNICIPAL SOLID WASTE.**

**EE.1 ACTION: P2** The Department of Public Works will investigate the most practical and effective means for resource recovery by "home separation" for such resources as newspapers, bottles, cans, and others. Conclusions and a recommended implementation program will be transmitted to the Energy Council and the Board of Supervisors within one year of adoption of this policy.

**EE.2 ACTION:** The county will

- a) **P1** support state legislation, by a resolution of the Board of Supervisors, which would regulate non-returnable beverage containers either through prohibition, tax or deposit; and/or
- b) **P3** develop an ordinance within six months of adoption of this policy which would regulate by a deposit charge those non-returnable beverage containers sold within the county.

**ENERGY EVALUATION:** A full-scale curbside newspaper pickup program by the county and city could result in an energy savings of 83 billion Btu's in 1980, or 0.1 million Btu's per capita. A countywide returnable beverage container program could save as much as 975 billion Btu's in 1980, or 1.3 million Btu's per capita. It should be noted, however, that not all of the savings would accrue to Sacramento County since the energy costs and savings in manufacturing and transportation, for example, are often located outside of Sacramento County.

**FF. ESTABLISH WITHIN A SINGLE OFFICE OF COUNTY GOVERNMENT RESPONSIBILITY FOR THE FOLLOWING:**

- a) **COORDINATING ENERGY CONSERVATION EFFORTS IN COUNTY GOVERNMENT;**
- b) **PUBLICIZING THE ENERGY CONSERVATION PROGRAMS OF THE CITY, COUNTY, SMUD, PG&E, AND THE STATE;**
- c) **PROVIDING STAFF SUPPORT TO THE ENERGY PLANNING AND CONSERVATION COUNCIL;**
- d) **ADVOCATING, IN COOPERATION WITH THE COUNTY'S LEGISLATIVE ADVOCATE, OTHER GOVERNMENT AGENCIES TO ADOPT PROGRAMS WHICH SUPPORT THE COUNTY'S ENERGY GOAL AND OBJECTIVES;**
- e) **PREPARING AN "ENERGY ACCOUNT" ANNUALLY OF THE PREVIOUS YEAR'S DEMAND AND USE OF ENERGY IN SACRAMENTO COUNTY; AND**
- f) **COORDINATING AND ENCOURAGING APPROPRIATE FEDERAL, STATE, COUNTY, AND OTHER LOCAL GOVERNMENTAL AGENCIES TO CONSERVE ENERGY IN WATER TREATMENT AND WASTEWATER TREATMENT AND RECLAMATION.**

**FF.1 ACTION: P1** The Board of Supervisors will initiate formation of an ad hoc committee to develop a grant proposal for funding the means to implement this policy and to more explicitly define the responsibilities. The committee should consist of a representative of the Board of

Supervisors, SMUD Board of Directors, Sacramento City Council, SRAPC, Energy Council and PG&E. Once the proposal is developed and transmitted to the Board of Supervisors for action, which should take no more than six months, the committee would be dissolved. Possible sources of funding include the federal departments of Energy and Housing and Urban Development and the State Energy Commission.

- FF.2 ACTION: P1 The Board of Supervisors will adopt a resolution urging SMUD to take a lead role in energy planning and conservation in the community with a request that SMUD assume some of the responsibilities outlined in the above policy, particularly public education, intergovernmental coordination, and preparation of an annual “energy account” for the County.

ENERGY EVALUATION: The effects of this action cannot be quantified independently, but would contribute to the success of other policies.

GG. DEVELOP AND IMPLEMENT STANDARDIZED PROCEDURES FOR EVALUATING THE INITIAL AND LONG-RANGE ENERGY IMPACTS OF PROPOSED DEVELOPMENTS.

- GG.1 ACTION: P3 The State Energy Commission has been preparing such procedures for use in environmental review and supplementary CEQA requirements. As these procedures are completed, the Community Development and Environmental Protection Agency will review them and adopt those that are appropriate, incorporating them into the Sacramento County Guidelines for Implementing the California Environmental Quality Act.

ENERGY EVALUATION: Cannot be quantified. Incorporation of these procedures in the environmental review process will aid in identifying the areas of energy costs and savings of proposed developments and various alternatives.

HH. DESIGN NEW COUNTY BUILDINGS TO INCORPORATE PASSIVE AND ACTIVE SOLAR ENERGY SYSTEMS AND TOTAL ENERGY MANAGEMENT.

- HH.1 ACTION: P1 See the first action under Policy 19 above.

ENERGY EVALUATION: Will be determined as each new facility is designed.

II. DEVELOP AND IMPLEMENT A COUNTYWIDE WATER RESOURCES MANAGEMENT PLAN WHICH IS BASED ON CONSERVATION OF ENERGY AND WATER RESOURCES.

- II.1 ACTION: P3 The Department of Public Works has been preparing a countywide water management plan which is based on the concept of conjunctive use of groundwater and surface water supplies. The conjunctive use plan would be more energy conserving than no management of water supplies.

ENERGY EVALUATION: The energy savings resulting from implementation of the countywide water management plan would depend upon various alternatives. Two major alternatives, in terms of energy requirements, relate to the location of a water treatment plant serving the North Central Zone of the county. If the plant is located on the American River near Carmichael, implementation of the plan would result in an estimated annual savings of 341 billion Btu's in the year 2020 (data is not readily available to predict savings for 1995). If instead the plant is located at Folsom Dam, energy

savings in 2020 would be approximately 444 billion Btu's. These savings would amount to under 0.4 million Btu's per capita and under 0.5 million Btu's per capita for the two respective alternatives.

**JJ. PROMOTE DISTRICT HEATING FOR COMMERCIAL, INSTITUTIONAL, AND HIGH DENSITY RESIDENTIAL BUILDINGS IN DOWNTOWN SACRAMENTO.**

**JJ.1 ACTION:** The County Department of General Services will request that ERCDC initiate a joint study with the State of California, City of Sacramento, SMUD, PG&E, and ERCDC to investigate the feasibility and potential of installing a district heating system for-existing and future commercial, institutional, and high density residential buildings in downtown Sacramento. Study conclusions and recommendations will be forwarded to the appropriate decision-making bodies within one year of adoption of this policy.

**ENERGY EVALUATION:** Cannot be quantified at this time.





**General Plan**

**Hazardous Materials  
Element**

*Draft*  
May 30, 2007

**County of Sacramento**  
Planning and Community Development Department



# **SACRAMENTO COUNTY GENERAL PLAN HAZARDOUS MATERIALS ELEMENT POLICY PLAN**

## **SECTION I**

### **GOALS AND POLICIES**

The County's involvement in hazardous materials management is intended to minimize the impact of hazardous materials on human health and the environment. An increasing body of evidence links exposure to certain chemicals to long-term human health impacts. In a number of areas in California, water supplies have been contaminated beyond drinking water standards. Sacramento County has not been immune from these problems. Therefore, measures must be taken to manage hazardous materials and prevent more incidents from occurring in the future. Furthermore, hazardous materials handling practices and management techniques are continually evolving. As a result, Planning Department staff has made every effort to use up-to-date information in formulating the policies contained in this Element. Also, although many of the policies call for expanded local government involvement in hazardous materials regulation and enforcement, funded through fees and fines, the primary focus of the implementation strategies is to maximize the use of existing expertise within County agencies and minimize the need for extensive retraining for new programs.

#### **EDUCATION AND OUTREACH**

**Objective:**     **County-wide public awareness of all available hazardous material informational and disposal programs.**

**Intent:**     Many problems concerning hazardous materials do not stem from malice or intentional misuse. Rather, they are the result of avoidable accidents, poor information, misunderstanding, or ignorance of the ever changing hazardous materials management technologies and governmental regulations. The development of effective hazardous materials programs is a process which cannot be conducted in isolation within the various public agencies. Furthermore, given the potential long-term ramifications that can result from ineffective management techniques the general public has a vested interest. Therefore, it would be beneficial to those in the industry, the regulatory agencies, and the general public to conduct annual updates of the educational/informational programs which outline the various services and expertise that are available through local, state and federal agencies. Practical examples of this cooperative approach are the consolidation and settlement agreement programs, which are administered by the Hazardous Materials Division of the Environmental Management Department.

#### **Policy:**

HM-1.     Work with industry, community groups, and government agencies to develop effective, workable, and equitable hazardous materials regulations and provide information to the general public and interested parties on technical and administrative developments in the field of hazardous materials management.

### Implementation Measure:

- A. Continue to utilize existing educational and outreach programs in an effort to disseminate information to the various sellers, purchasers, users, transporters and disposers of hazardous materials. (CSA - EMD)

Intent: One example of an information gathering effort is the County's Hazardous Materials Disclosure Program (adopted in 1983). The primary benefits of this program are to provide information to the general public as well as safety personnel responding to emergencies. It is recognized that coordinating and exchanging information is sometimes difficult when many agencies become involved. As a result, effective long-term management of hazardous materials in Sacramento County is dependent on communication and coordination between the various local regulatory agencies (i.e., Public Works, the local fire districts, the Planning Department's Zoning Enforcement Section, and the Business License Section of the Treasurer-Tax Collectors Office). It is recognized the current budgetary constraints that all local agencies are currently facing will, to some degree, impact these functions.

As noted in the background section of this Element (Existing Programs) the information gathered through the disclosure program is vital to fire district personnel and other agencies responding to a hazardous materials incident. If a significant number of businesses are not complying, however, the program may give a false sense of security to emergency personnel. It is easy to visualize an incident where emergency personnel are injured by toxic smoke in a building the records showed to be free of hazardous materials.

### Policy:

- HM-2. Improve cooperation, information gathering, and information availability within existing County programs.

### Implementation Measures:

- A. Conduct an annual review of the County's Hazardous Material Disclosure Ordinance. If necessary, amend the ordinance to be consistent with any newly adopted hazardous materials legislation or new technology that becomes available. (CSA - EMD)
- B. Continue updating the list of business and occupations that handle or store hazardous materials as part of their daily operations. (BUSINESS LICENSE, MSA - PLANNING, and CSA - EMD)
- C. Conduct routine inspections to ensure that farm operators are in compliance with the requirements set forth in the Disclosure Ordinance and the Federal Insecticide, Fungicide, and Rodenticide Act [FIFRA]. (AGRICULTURAL COMMISSIONER)
- D. Modify the wording on the Business License application form to cover a more comprehensive list of chemicals as part of the disclosure process. (BUSINESS LICENSE, MSA - PLANNING)

- E. Continue the effort to increase accurate disclosure ordinance compliance and require pre-submittal disclosure information to the fire districts during the plan review stage, prior to construction. (CSA - EMD, Fire Districts)
- F. Increase staffing to inspect and evaluate the management practices of those facilities which use, store, or handle hazardous materials while aggressively exploring the availability of additional funding sources to augment the inspection, enforcement and fire prevention duties provided by the various fire districts. (CSA - EMD, Fire Districts)
- G. Develop a cost recovery fee schedule that is based on a fixed rate for the basic inspection (depending on the size or complexity of the operation), with a negotiated surcharge if additional staff time is necessary to resolve problems. This strategy is currently used by the EMD for the Underground Storage Tank, Disclosure, and Hazardous Waste programs. (CSA - EMD, Fire Districts)
- H. Increase the effectiveness of the disclosure program by including all applicable County and other jurisdictional agencies in the inspecting and reporting of the undisclosed use of hazardous materials. (CSA - EMD, MSA - PLANNING, BUSINESS LICENSE, and Fire Districts)
- I. Continue the effort to implement a records management system for disclosure programs and provide hardware and data transmission to emergency response agencies according to Health and Safety code requirements. (CSA - EMD, Fire Districts)
- J. Develop an up-to-date informational handout identifying a firm's potential financial and criminal liability if a routine or accidental release of undisclosed toxic chemicals should harm emergency personnel, employees, or the public. (CSA - EMD, MSA - PLANNING, AND THE BUSINESS LICENSE SECTION)

Intent: The County currently operates two interim household hazardous waste (HHW) collection facilities at the North and South Area Transfer Stations. The recyclable waste accepted at these facilities include latex paint, used oil, oil filters, anti-freeze and automotive batteries. More toxic household items are collected at periodic turn-in events hosted jointly with the City of Sacramento. Although this program is considered successful it has the potential to reach even a greater percentage of households once additional permanent facilities become operational, as currently proposed by the County's Waste Management and Recycling Division.

Policy:

- HM-3. Continue to support a household hazardous waste disposal program while striving to improve its convenience and provide for permanent funding.

### Implementation Measures:

- A. Seek a permanent funding source that would help to facilitate program improvements and expansion of the household hazardous waste collection program. (MSA - WASTE MANAGEMENT AND RECYCLING)
- B. Examine ways to reduce the use of household products containing hazardous materials [i.e., through source reduction programs]. (CSA - EMD, MSA - WASTE MANAGEMENT AND RECYCLING)
- C. Implement a proactive information program that will promote the community-wide benefits that can result from the implementation of recycling programs. (MSA - WASTE MANAGEMENT AND RECYCLING, CSA - EMD)

### PUBLIC HEALTH AND SAFETY

**Objective:     Protect the residents of Sacramento County from the effects of a hazardous material incident via the implementation of various public health and safety programs.**

**Intent:** Sacramento County is fortunate in two respects: First, although hazardous materials-related problems do exist in the county, they do not represent an acute threat to public health. Second, local government programs are in place to provide the framework for building a model effort which will maintain a high quality environment county-wide. The policies and implementation measures contained in this Element, when looked at independently, may seem ambitious for county government. However, they really represent only an incremental and necessary extension of existing authority. Moreover, the recommended program components fill in gaps in the regulatory framework, are mandated by recent legislation, provide coverage where existing efforts fall short, and are supported by respondents surveyed about local government programs. Most importantly, they will help Sacramento County fulfill its charge to protect the general public from the results of improper hazardous materials management (including day to day operations and during incident response).

### Policy:

HM-4.        The handling, storage, and transport of hazardous materials shall be conducted in a manner so as not to compromise public health and safety standards.

### Implementation:

- A. Continue to follow established procedures and accepted practices when dealing with all levels of hazardous materials incidents. (CSA - EMD)
- B. Those agencies responsible for incident response should give special attention to procedures and practices for handling “sharps wastes” (i.e., hypodermic needles, syringes, blades or broken glass). Responding agencies who have yet to formulate such policies should, in an

expeditious manner, develop “sharps waste handling procedures”, utilizing those employed by the County’s Transportation Division as a model. (CSA - EMD, MSA - DOT, Fire Districts)

Intent: The potential ramifications resulting from improper handling or storage of hazardous materials can be devastating. The primary problem being that the latency period for health problems associated with a hazardous materials incident can last for many years. Fortunately, the County’s general populous has been immune from any significant health problems associated with a hazardous materials incident. Careful reporting and record keeping can help health officials identify clusters and causes of chemical-related diseases. For example, cancer registries, available through the local chapter of the American Cancer Society, and other information sources are valuable tools which can help identify health problems related to long-term exposure to hazardous materials. This type of information system can improve program efficiency by focusing monitoring, control, and cleanup efforts where they are most necessary.

Policy:

HM-5. Support efforts to gather health information in Sacramento County and throughout California that will help public health officials identify the causes of illnesses related to hazardous materials.

Implementation Measure:

A. Pursue funding to help establish a county-wide health registry whose primary objective would be to track any increases in cancer related diseases that can be directly linked to the improper management of hazardous materials. (Department of Health and Human Services)

Intent: Complete health assessments have been performed for only a small fraction of the more than 50,000 chemicals in the marketplace. Many have been approved for distribution and sale prior to any data establishing their safety. Where information suggests these materials are hazardous, strict standards must be set to protect the environment and human health. Where no information is provided by manufacturers to establish the safety of a product, its use must be restricted.

Policy:

HM-6. Strongly encourage federal and state agencies to accelerate their efforts to evaluate human health impacts and establish legally enforceable standards for hazardous materials.

Implementation Measure:

A. Support the efforts of the various federal and state regulatory agencies (i.e., the Federal Food and Drug Administration, the EPA, as well as the State of California Department of Health Services, Department of Pesticide Regulations and the Regional Water Quality

Control Board) to fill the information gap regarding the potential health risks of materials they approve for sale. (EMD)

Intent: Employee safety is regulated by the state and federal governments, with local governments having only a small role. Therefore, Sacramento County does not intend to introduce unnecessary new regulations in this area. Given the toxic and volatile nature of most hazardous materials, accidental releases can threaten public health and cause fiscal hardships county-wide due to resulting evacuation and relocation. Disclosure, education, emergency planning, and timely inspections are the best measures to protect both employees and the general public from the effects of improper handling of hazardous materials.

The Hazardous Materials Division of the County's Environmental Management Department is responsible for the implementation of the provisions set forth in Chapter 6.95 of the Health and Safety Code (Hazardous Materials Release Response Plan and Inventory). Continuing to promote programs such as this will help to ensure that hazardous materials are properly handled, as well as minimize fiscal, environmental, and public safety impacts county-wide.

Policy:

HM-7      Encourage the implementation of workplace safety programs and to the best extent possible ensure that residents who live adjacent to industrial or commercial facilities are protected from accidents and the mishandling of hazardous materials.

Implementation Measure:

- A. Take steps to ensure that current information regarding proper handling and storage of hazardous materials, as well as local evacuation procedures is made available to local residents and employees. (CSA - EMD)
- B. During routine inspections the Hazardous Materials Division of the Environmental Management Department or the local fire districts should make every effort to check for compliance with safety programs mandated by the various regulatory agencies. (CSA - EMD, Local Fire Districts)

Intent: Much of the existing industrial zoning in Sacramento County is located on porous soils which may readily transmit spilled chemicals into ground water supplies. This situation underscores the need to develop siting standards that will keep potentially harmful new facilities away from porous soils and vulnerable drinking water supplies. This is consistent with the basic premise of zoning (i.e., to reduce land use conflicts and by separating incompatible land uses from one another). The potential for soil and ground water contamination can also be minimized by periodic inspections to assure that hazardous waste generators are properly handling these materials. Lastly, the employment of tougher environmental impact review thresholds for new facilities where hazardous materials will be handled would help to minimize potential impacts. It is understood that CEQA applies only to projects which require a discretionary approval from a governmental agency.



The Underground Storage Tank (UST) Ordinance and the various water quality monitoring are good examples of existing programs which have been successful in protecting against soil and groundwater contamination. These two particular programs are overseen by the Environmental Management Department, Water Quality and the State Department of Health Services, Sanitary Division. It should be noted that soil and ground water contamination associated with above ground storage tanks remains a concern as they are virtually unregulated in Sacramento County. The following measures, if effectively implemented, will bolster existing programs, thereby providing long-term protection of ground water reserves from the impacts of improper handling and storage of hazardous materials.

Policy:

HM-8. Continue the effort to prevent ground water and soil contamination.

Implementation Measures:

- A. Continue to support stringent monitoring requirements for water supplies to provide for early detection of contamination problems. (CSA - EMD, MSA - WATER RESOURCES, MSA - WATER QUALITY)
- B. Evaluate existing and proposed hazardous materials facilities to determine if their locations are appropriate from a public health and safety perspective. Existing facilities found to be located in inappropriate locations should immediately implement measures that would minimize the affect of an incident. (CSA -EMD, Local Fire Districts)
- C. Initiate amendments to the Zoning Code to include siting and development standards that, if effectively implemented during site plan review, will minimize the impacts of the improper use or handling of hazardous materials on sensitive receptors (i.e., residential development, schools, hospitals, and care homes). (MSA - PLANNING)
- D. In an effort to reduce the risk of health or environmental damage through industrial or commercial use of hazardous materials encourage the environmental community to take a more proactive approach during the initial stages of the review process for hazardous material facilities that are subject to discretionary approval. (MSA - PLANNING)
- E. In order to further protect of soil and ground water reserves prepare an Above Ground Storage Tank (AST) Ordinance, modeled after the County's existing Underground Storage Tank Ordinance and the existing Above Ground Storage Tank (AST) Ordinance; Sacramento County Code, Title 17, Chapter 17, Uniform Fire Code, Appendix II-F. (CSA - EMD, Fire Districts)
- F. To minimize public health and safety impacts resulting from ground water contamination continue the ground water monitoring program. (CSA -EMD)
- G. Seek funding to aid in the development of computerized, county-managed, water quality information system. (CSA -EMD)

Intent: Roughly one-half of the drinking water consumed in Sacramento County is drawn from the Sacramento and American Rivers. These rivers also provide natural settings, fishing, and recreational opportunities to county residents. Given the nature and design of the regional drainage system any mishap involving the hazardous materials has the potential to compromise the natural values to the detriment to the entire community. The County's Water Quality Division and the Central Valley Water Quality Control Board are both responsible for implementing pretreatment and monitoring programs with the intent of protecting water quality in the Sacramento region.

Use of the storm drain system for the disposal of hazardous materials also has the potential to impact quality of the County's surface water supplies. The Water Resources Division currently oversees a number of stormwater quality control measures (Discharge Management and Educational Programs). Recent monitoring of stormwater discharges reveals that these programs have been effective in minimizing stormwater pollution impacts.

Policy:

HM-9. Continue the effort to prevent surface water contamination.

Implementation Measures:

- A. Conduct annual inspections of farms or facilities that have a potential to spill hazardous materials into water supplies. (AGRICULTURAL COMMISSIONER)
- B. Continue to monitor significant industrial users for pollutant discharges as well as and conduct periodic sampling of non-industrial user groups. (MSA - WATER QUALITY)
- C. Continue to educate and inform residential and commercial customers of the impacts of associate with dumping toxics into the storm drain system. (MSA - WATER QUALITY, CSA - EMD)
- D. Implement a comprehensive stormwater management program. (MSA - WATER RESOURCES)
- E. Conduct careful and effective monitoring of wastes dumped into the storm drain system. Sacramento County should also monitor and support efforts by state agencies to reduce the concentrations of rice herbicides found in the Sacramento River. (CSA - EMD, MSA - WATER RESOURCES, AGRICULTURAL COMMISSIONER)

Intent: Protection of the health and welfare of the residents of Sacramento County from the affects of a hazardous material incident can be best accomplished by implementation of prevention techniques, rather than relying on reactive measures. The development and implementation of effective management strategies such as proper packaging, placarding, licensing, and driving techniques is tantamount to safe handling, storage and transport of hazardous materials. These types of preventative measures will serve to reduce the number of

accidents, thereby minimizing adverse impacts to residential areas, transportation routes, water supply, environmental amenities and sensitive facilities.

Policy:

HM-10. Reduce the occurrences of hazardous material accidents and the subsequent need for incident response by developing and implementing effective prevention strategies.

Implementation Measures:

- A. Impose land use controls via both the ministerial and discretionary permit process to ensure that preventative measures are implemented to the best extent possible. (MSA - PLANNING)
- B. Establish a process for review by the Sacramento Metropolitan Air Quality Management District and the Hazardous Materials Division of the Environmental Management Department, or other appropriate body prior to the issuance of building permits. (CSA - EMD, MSA - PLANNING)
- C. Identify and evaluate accident probability and severity, as well as emergency response times. (MSA - DOT, Fire Districts)
- D. Prepare a constraints analysis considering residential compatibility, transportation, water supply, environmental amenities, and sensitive facilities. Based on the results of this analysis develop siting standards and criteria for facilities handling or storing hazardous materials. (CSA - EMD, MSA - DOT, MSA - WATER QUALITY, MSA - WASTE MANAGEMENT AND RECYCLING, FIRE DISTRICTS, AND MSA - PLANNING)

Intent: The County is given the authority under state and federal law to reduce the risk to the public, the environment, or sensitive facilities by prohibiting, whenever possible, the transportation of hazardous materials on the most unsuitable routes. It is recognized that even the best possible spill response effort can not prevent some potentially harmful releases from occurring. Therefore, where possible, the County will direct hazardous material shipments away from residential areas, sensitive facilities, traffic congestion, and rush-hour traffic. This approach would improve the ability of emergency crews to respond to an incident, by reducing traffic conflicts. It is important to note that routing restrictions are not to cause unreasonable burdens on other communities, and must not restrain commerce. The California Highway patrol serves in a review and referee function for hazardous materials routing studies. The following implementation measures will reduce traffic conflicts and improve incident response time which, in turn, will minimize public health and safety impacts.

The County currently contracts with the Sacramento Metropolitan Fire District and the Sacramento City Fire Department for hazardous materials emergency spill response (HazMat Response Team). This on-going arrangement covers road spills, fires, and other incidents. The contract with the fire agencies provides four trained crews to provide 24 hour response. It would be extremely costly for the County to duplicate this service. The Transportation Division of the

Public Works Agency also engages in non-emergency response to hazardous materials spills, and assists in clean-up. This assistance is restricted to most Level I and II incidents as defined in the Section II of this Element (Existing Programs).

Policy:

HM-11. Protect residents and sensitive facilities from incidents which may occur during the transport of hazardous materials in the County.

Implementation Measures:

- A. Identify firms and areas requiring hazardous material shipping access. Furthermore, restrict hazardous materials transportation using high-risk routes and time periods. (MSA - PLANNING, MSA - DOT)
- B. Evaluate the location of sensitive facilities (schools, hospitals, etc.) and environmentally sensitive areas and identify alternative transportation routes. (MSA - PLANNING, MSA - DOT)
- C. Seek the allowable state reimbursements to the County Roadway Improvement Fund for spill cleanup expenses that are not recovered from a responsible party.
- D. Institute a policy of civil recovery of spill cleanup costs from responsible parties.
- E. Maintain the existing arrangement with the Sacramento Metropolitan Fire District and the City of Sacramento for hazardous material spill response. (MSA - PLANNING, HIGHWAY PATROL)

Intent: It is now well known that emissions of toxic air contaminants that were not regulated under early air pollution laws pose a threat to public health. Federal, state and local air pollution agencies are in the process of developing regulations controlling emissions of these toxic air contaminants. The AQMD should make every effort to support this program by preparing an inventory of toxic air emissions within the county, and working to reduce these emissions as standards are developed for each contaminant and selected industry.

Policy:

HM-12. Continue the effort through the Sacramento Metropolitan Air Quality Management District (AQMD) to inventory and reduce toxic air contaminants as emission standards are developed.

Implementation:

- A. Continue to inventory and develop control strategies for toxic air contaminants in the county. (SMAQMD)

## INTERAGENCY COORDINATION

**Objective:**     **Coordinated efforts by the applicable regulatory agencies, thereby facilitating effective long-term hazardous materials management.**

**Intent:** Like most large-scale commercial and industrial operations, Sacramento County has relied in the past on methods of handling hazardous materials that may have become outdated. Although the County's operations are technically exempt from many regulations, the County has a genuine desire and need to fully comply with all hazardous materials laws. To illustrate this, the County is continually making efforts, when fiscally feasible, to develop and implement a modern system to manage hazardous materials. These management strategies range from acquisition through recycling and disposal. A long-term and effective system can also serve as a model for private firms. Knowledge gained in the development of individual programs can be shared with the public through presentations, publications, and staff support. Furthermore, this Element is the product of a carefully coordinated effort between various agencies within the County. It is critical that each program be implemented in a manner that is fair not only to the firms or individuals handling hazardous materials, but to all the residents of this county whose continued safety and welfare depends upon proper handling. However, it is equally important that the policies and programs set forth in the Element be considered as a cohesive whole in order to be effectively implemented over the long-term.

### Policy:

HM-13.     Develop and implement a comprehensive hazardous materials management program and permit process for all applicable County agencies. The program and permitting process should be devoid of overlap and shall be consistent with the Goals and Policies of this Hazardous Materials Element to the best extent possible under existing laws and regulations.

### Implementation Measure:

A.     Take the necessary steps to avoid overlapping regulations at the local level and assure that the programs and activities are consistent with the applicable federal and state regulations.  
(All County agencies)

## ENFORCEMENT

**Objective:**     **Enforce all federal, state, and local regulations and if necessary prosecute those cases involving the mismanagement of hazardous materials.**

**Intent:** A strong local enforcement program provides the legal incentive which helps all the other county programs work effectively. Many county governments statewide, including Sacramento County, have sought and obtained responsibility for enforcing state hazardous waste laws within their local jurisdictions. These arrangements provide a higher degree of public protection than limited state efforts have been able to achieve. Sacramento County should take

this opportunity to see that local hazardous waste generators are storing, handling, and disposing of waste in a manner that is consistent with federal, state and local safety regulations.

The prosecution of hazardous materials violations through the local District Attorney offers several advantages to Sacramento County, in terms of effectively addressing the problems in our community at the local level. In situations where education, cooperation, inspection, and intervention have not been sufficient to ensure compliance, enforcement is the only tool remaining that can bring violators into line. Where violations occur, communication between the local regulating and prosecuting agencies can be simple and direct. Local enforcement can maintain an emphasis on cleanup and corrective action, as well as punishment. Local enforcement sends violators a strong signal that they will be held accountable for unlawful activities, and tells firms that are operating legally that competitors will not be allowed to cut costs by dumping illegally.

Policy:

HM-14. Support local enforcement of hazardous materials regulations.

Implementation Measures:

- A. Continue to aggressively pursue the prosecution of hazardous materials violators. This effort can be best achieved by utilizing the Settle Agreement process which is in place to levy fines for facilities that fail to submit business plans in a timely manner.
- B. Continue the coordination efforts between staff attorneys and hazardous materials investigators. (District Attorney, County Counsel, CSA - EMD, and SMAQMD)

FUNDING

**Objective: The availability of reliable and solvent funding sources to augment hazardous materials management and enforcement programs.**

Intent: Local governments are often required by the State Legislature to implement programs without sufficient funding. Compliance with state-mandated programs has been made even more difficult in recent years due the poor economic climate that exists in California. As a result, many local governments have been forced to support these programs through inventive financing mechanisms or general taxes. This approach to funding has created financial hardships for many local governments, businesses, or residents. The County is of the opinion that the State of California should attempt to recognize the practical limitations of local funding, and provide assistance to state-mandated programs.

Policy:

HM-15. Support efforts to require state funding for state-mandated local programs.

Implementation Measure:

- A. Aggressively lobby federal and state representatives to vote for additional funding that, in turn, would provide local governments the fiscal means to effectively implement hazardous materials management programs. (AFA)





# General Plan

# **Human Services Element**

*Draft*  
May 30, 2007

**County of Sacramento**  
Planning and Community Development Department



# **SACRAMENTO COUNTY GENERAL PLAN HUMAN SERVICES ELEMENT**

## **SECTION I**

### **Introduction**

The Human Services Element places people at the center of the land use planning process. It sets forth human values and principles which are to be taken into account as Sacramento County's orderly growth and development occurs. It provides the basis for assuring that the social and health needs of people will receive attention and that services will be provided in appropriate settings. All residents of the community, regardless of their socio-economic situation, are recipients of human services from either the private, not-for-profit or government sectors. As such, this Human Services Element is applicable to all segments of the county.

The Element establishes a framework for examining the social and health consequences of various development proposals. It enhances the capacity of the County to interact with the physical planning process through recommendations for policies which improve access to a broad range of human services. The focus is not only on response to growth issues, but also on planning for existing communities where human social and health needs are concentrated.

Inclusion of this Human Services Element in the Sacramento County General Plan represents an important policy advance. Traditional land use planning focuses on how various physical properties are configured and related to one another. While the intent is to promote public convenience, consideration of the need for a planned social and health infrastructure is overlooked. There is an urgent need for long-range comprehensive human services planning that places human service concerns on the same level as physical development in the planning process and based upon fundamental principles.

### **Values**

The Human Services Element reflects a set of values that guide the County's policies. The goal of human services should be to enable everyone to be born healthy and function at maximum capability throughout a high quality life. All public policies, including those regulating the use of land, should enhance attainment of this goal. These human services principles apply:

- Build on strengths of natural support systems, such as family, neighborhood, social, religious, cultural and linguistic networks in provision of services.
- Support personal responsibility and social respect, empowering people to achieve and maintain self-sufficiency.
- Emphasize ease of service availability, accessibility, prevention, service integration, public/private partnerships, leveraging of resources, and neighborhood service provision.

- Target resources to proven effective services, while constantly seeking novel and innovative methods and remaining open to new approaches and devices.
- Achieve optimal health through healthful neighborhood conditions including safe routes for accessing human services without requiring use of a personal vehicle.

### **Assumptions**

The goals, objectives and implementation strategies incorporated into this Human Services Element reflect assumptions about the human services environment for the total community in Sacramento County. Among these are the following:

#### **Assumptions about the needs of the population:**

- Sacramento County's population will become increasingly richly diverse, with the Latino and Asian populations showing the most dramatic growth,<sup>1</sup> challenging service delivery systems to deliver culturally and linguistically competent services.
- The aging of the population, which is expected to increase at a rate two-and-one-half times the growth rate as the State as a whole by 2030,<sup>2</sup> will impact demand for human services in terms of service needs, as well as mobility of consumers and their ability to travel to service facilities.
- With rates for Fair Market Rent and median home price both higher than what can reasonably be afforded by a low-wage worker or someone receiving SSI/SSP,<sup>3</sup> there will be an increasing demand to provide decent, safe and affordable housing opportunities for all Sacramento County families and individuals as well as accessible housing with supportive services for the elderly and special needs families and individuals.
- Families and individuals continue to need accessible transportation, health care, child and dependent care, and decent, accessible, safe and affordable housing no matter their economic situation, but low wage individuals may need assistance from the community to meet these needs.
- Multiple factors, including increasing levels of employment of former welfare recipients and persons with disabilities, the rising number of households with multiple wage earners and the increasing distance citizens may have to travel for work necessitate changes in the way the agencies providing human services conduct operations, such as expanded hours of operation, integrated or holistic service approaches and increased accessibility of information and services

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<sup>1</sup> "Just the Facts: California's Future Population". Public Policy Institute of California. September 2006.

<sup>2</sup> Paving the Way, A Presentation by the California Budget Project. California Budget Project. February 2006.

<sup>3</sup> Issue Brief on Affordable, Suitable Housing. Human Services Coordinating Council. February 2005.

through technology and communications advances

- All sectors of the community require physical activity to maintain health and quality of life. Physical activity is most easily achieved through walking and biking to routine daily tasks and activities.
- With as much as 18% of the County's population being uninsured,<sup>4</sup> the need of the uninsured and the underinsured for health and mental health care will continue to place a significant demand upon county supported health care services and on community emergency services by those who are not qualified for public supported health care and/or cannot obtain access to other sources of health care delivery.

Assumptions about planning and development:

- Sacramento County's population will continue to grow at a rate more than double that of the State as a whole.<sup>5</sup> The positive aspects of growth include a richer diversity, increased entrepreneurial spirit and small business opportunities, and a greater overall economy. The unfortunate by-product of growth often includes scarcity of decent, accessible, safe and affordable housing, automobile dependency, traffic congestion, air pollution and concomitant social problems of a growing population.
- Neighborhood organizations and alliances will continue to grow and direct their attention and concerns not only towards personal safety but to their overall quality of life, with many individuals and organizations participating in efforts to improve the quality of life within the community.
- Circumstances outside Sacramento County's sphere of control will continue to influence local conditions. There is increasing pressure to plan human services on a regional basis, particularly with the increase in population and its spread to surrounding counties.
- Continuing efforts of unincorporated areas to attain citihood can put an increasing burden on the County to provide government supported social services with decreased ability to bring in revenue through sales tax.
- The siting of human service facilities will continue to create friction regardless of the socio-economic makeup of the people being served or the location of the facilities.

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<sup>4</sup> Sierra Sacramento Valley Medical Society. <http://www.ssvms.org/cserf/spirit.asp>. October 18, 2006.

<sup>5</sup> Ellen Hanak and Frank Baldassare. California 2025: Taking on the Future. Public Policy Institute of California. 2005. pp 41-42.

- Comprehensive health education cannot be obtained without the support of schools and the education establishment, nor can children obtain full benefit from school based education experience without coordination with and support of the human services community.

### **Implications**

The Human Services Element sets forth policies to guide land use planning decisions. This update of the Element progresses from the emphasis of the previous plan upon the provision of county delivered human services to an emphasis upon the interplay of human services and land use planning. To be successful, this inter-relationship will call for planning decisions that provide equal recognition of the environmental impacts and the social-health impacts.

### **Scope**

Attention in this Element is frequently given to neighborhoods. For purposes of this Element, Neighborhood is defined as an area with geographic or man-made boundaries whose residents share a common link such as a school, public street pattern, parks, architectural styles or time periods, or infrastructure and services that meet daily needs (e.g., child care, coffee house, convenience market). Community as used in the Element gives reference to a grouping of neighborhoods that also includes those services needed less frequently (e.g., doctor's offices, large retail).

For the purposes of this Element, Human Services is broadly defined to include all of those community services that provide support and protection for individuals and families including services in the following areas: food and shelter; employment and training services; education services; financial services; health care and protection; mental health care; dependent care; substance abuse services; protective and supportive services; legal and criminal justice services; recreation services.

### **Implementation**

Successful implementation of the Human Services Element will require understanding of human services assets and gaps as they currently exist in the county, as well as how the assets and needs of Sacramento County's residents will change with time. As the County embarks on implementing the Human Services Element, periodic data review and analysis of demographics, as well as human service needs, usage, and access will be necessary. Collaboration and information sharing with Community Planning Advisory Councils, human service providers, and others is also necessary to proficiently project needs and promote placement of human services facilities as part of the planning process.

With the aforementioned information, the Human Services Element will be able to identify if an appropriate amount of land has been designated for human service usage. The Human Services Element will also be able to indicate what types of services are most needed in particular infill, commercial corridor, and new growth areas.

Section II identifies specific policies and implementation measures to enact the Human Services Element of the Sacramento County General Plan.





**SACRAMENTO COUNTY GENERAL PLAN  
HUMAN SERVICES ELEMENT**

**SECTION II**

**HUMAN SERVICES IMPLEMENTATION POLICIES**

**GOAL:** Human services shall be recognized as an integral part of the fabric of the community.

**BUILDING AND SUSTAINING SAFE, HEALTHY AND LIVABLE COMMUNITIES.**

**Objective:** Human services are available to all communities.

Intent: Policies have been identified in the Human Services Element that emphasizes ease of service availability, accessibility, prevention, service integration, public/private partnerships, leveraging of resources, and neighborhood service provision.

**Policies:**

- HS-1. To the extent feasible, human service facilities shall be located throughout the county.
- HS-2. Ensure that human services related programs are available, accessible and responsive to a wide range of individual, cultures and family structures, including single parents, working parents and the elderly
- HS-3. Develop and maintain human services facilities (i.e., public health offices, day health care centers, field offices) in sufficient numbers and location to adequately serve Sacramento County residents.
- HS-4. Locate facilities on sites which have adequate acreage for short term needs, but which can also accommodate expansion, if expansion is anticipated or projected.

**Implementation Measures:**

- A. The County will continue to decentralize county-provided services in correspondence to the needs of the population being served, and strive to place services in infill, commercial corridor, and new growth areas. (Health and Human Services)
- B. Proactively promote location of human service facilities in designated redevelopment districts and along aging commercial corridors. (Health and Human Services)

- C. Allow and encourage public facilities no longer being used for their original purpose to be used for provision of human services. (Planning and Health and Human Services)
- D. Improve access to services, information and training through the use of new technologies. (Health and Human Services)
- E. Ensure that community planning efforts address human services issues. Incorporate an asset-building approach into this process to inventory the human resources available to help meet community needs. (Planning and Health and Human Services)
- F. Identify service area standards, location criteria and facility size for various human services facilities. (Health and Human Services)

**Objective: Human services in Sacramento County are physically accessible to all residents.**

**Policies:**

- HS-5. New human services facilities shall be appropriately sited adjacent to existing or planned transportation corridors to enhance mobility options.
- HS-6. Adequate infrastructure (i.e., complete streets including bicycle lanes and sidewalks) and appropriate design elements are incorporated during the planning and review of new human services facilities to improve connectivity and access.

**Implementation Measures:**

- A. During the design of a project, emphasis will be placed on the connectivity to the immediate surrounding community. (Planning)

**Objective: Human services are co-located or integrated.**

**Policies:**

- HS-7 Allow for and support the integration of multi-use human service functions within existing and future facilities, both county and non-county, such as churches, housing complexes, retail and community centers.
- HS-8 Analyze use of existing facilities, co-location options, and alternative facility configurations as a cooperative effort among human service agencies as a component of the overall facilities planning process

### Implementation Measures:

- A. Review and update the County Zoning Code, if necessary, to allow for human service delivery at aforementioned facilities. (Planning)
- B. Coordinate with appropriate County and non-County entities to identify opportunities for co-location of services. (Health and Human Services)

### ESTABLISHING HUMAN SERVICE INFRASTRUCTURE AS A COMPONENT OF LAND USE POLICY AND PLANNING

**Objective:** Sacramento County has a planning system that recognizes and reacts to the identified need for a human services infrastructure associated with growth, population shift and/or redevelopment.

Intent: Successful implementation of the Human Services Element will require understanding of human services assets and gaps as they currently exist in the County, as well as how the assets and needs of Sacramento County's residents will change with time. As the County embarks on implementing policies and programs of the Human Services Element, periodic data review and analysis of demographics, as well as human service needs, usage, and access will be necessary. Collaboration and information sharing with Community Planning Advisory Councils, human service providers, and others is also necessary to proficiently project needs and promote placement of human services facilities as part of the planning process.

With the aforementioned information, the Human Services Element will enable human services needs to be addressed early during any master planning efforts including the preparation of plans for new growth areas, corridor plans, and community plan updates. Examples of facilities that constitute human service facilities include, but are not limited to, community centers, day care facilities, employment and training service centers, food and nutrition outlets, health care providers, housing and shelter facilities, mental health facilities, substance abuse treatment providers, etc. The Human Services Element will also be able to indicate what types of services are most needed in particular infill, commercial corridor, and new growth areas.

The human services review will not add an additional stage to the overall review process. All aspects of human services review will occur within timeframes and structures in place in the existing review process.

### Policies:

- HS-9 Appropriate project level proposals shall be forwarded to the Human Services Coordinating Council for human services review, per the Planning Department's application processing distribution process.

- HS-10 Address future human services uses and facilities during the preparation of Specific Plans, Community Plans, Comprehensive Plans, Corridor Plans or other similar master planning efforts.
- HS-11 The County shall actively enforce the Good Neighbor Policy for all County facilities and contractors of the County.

Implementation Measures:

- A. In coordination with the Human Services Coordinating Council, develop a human services review program. (Planning and Health and Human Services)
- B. In coordination with the Human Services Coordinating Council, develop selection criteria for determining which development projects will be forwarded for human services review. (Planning)
- C. Consult and coordinate with human services expertise early in the planning process to ensure that human service issues are addressed and incorporated in the new growth and commercial corridors areas. (Planning and Health and Human Services)

General Plan

**Land Use  
Element**

*Draft*  
May 30, 2007

**County of Sacramento**  
Planning and Community Development Department



# **SACRAMENTO COUNTY GENERAL PLAN LAND USE ELEMENT**

## **SECTION I**

### **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 nearly 100,000 new jobs and 100,000 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 exiting 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:

- Focus on the "Three C's" - *Communities, Corridors and Collaboration*. 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.
- Maintain the Urban Services Boundary as a permanent boundary to urban development. Direct growth toward previously urbanized areas and select 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
Orangetown	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 do 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
Elverta	Underway
Mather	1997
North Vineyard Station	1998

<b>Comprehensive Plans</b>	<b>Adopted</b>
Florin Vineyard Gap	Underway
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
- Walnut Grove
- Florin Road

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

- Franklin Boulevard
- Stockton Boulevard

### **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 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, including Planning, Transportation, Economic Development, and Neighborhood Services 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**

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 the Planning Department to determine if other restrictions may apply to the property.

## 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. Mixed Use and Transit Oriented Development

- a) Jackson Corridor Planning Area. The Jackson Corridor Planning Area designation indicates the area where the County will initiate and lead a strategic, comprehensive and multi-disciplinary visioning effort to ensure that high quality and cohesive development patterns are achieved consistent with regional smart growth objectives. The resulting vision will guide all future master-planning efforts to create a cohesive, long range vision for the area that addresses issues relating to development, infrastructure and the environment. All subsequent master plans (such as a Specific Plan or comprehensive plan) must be consistent with the adopted vision. Urban development and/or rezones will not be approved until a master plan is adopted and the Jackson Highway designation is removed.
- b) 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. 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. Two areas are shown as UDA on the Diagram – the West of Watt area (between

McClellan Park and Watt Avenue North) and the Easton area (south of Highway 50 between Rancho Cordova and Folsom). Urban development and/or rezones cannot occur in these areas until a master plan has been approved and the UDA designation has been removed.

- 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. 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**

<b><u>Use</u></b>	<b><u>Minimum</u></b>	<b><u>Maximum</u></b>
Commercial	10%	30%
Office	20%	60%
Residential	20%	60%
Public	10%	30%

- d) Mixed Use Corridor. The Mixed Use Corridor designation indicates the 14 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.

2. Residential Designations

- a) 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.
- b) 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.
- c) 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.

### 3. Commercial and Industrial Designations

- a) 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.
- b) 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.

### 4. Other Urban 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) 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 Urban 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 associated with the land.

1. Open Space and Agriculture. Open Space and Agricultural designations have additional intent and objective sections and policies in the Open Space and Conservation Elements.
2. 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.
3. 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.

4. 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.
5. 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.
6. 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.

7. Agricultural-Recreation Reserve. This designation identifies lands that have potential recreational value, but which will remain in agricultural or related and compatible open space use for the plan period. The location and extent of this category is generally determined by the presence of scenic, aesthetic, wildlife or other resources that require special protection and which may have potential recreational value. The intent of the General Plan is that these lands remain in agricultural uses through the plan period, although some low intensity recreational uses which do not require the provision of urban services or flood protection, may be permitted. Such recreational uses may be either publicly or privately owned and must be compatible with adjoining agricultural and natural preserve uses.
8. 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.
9. 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.

### III. COMBINING 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. The purpose of the Resource Conservation Area 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 combining designation may be combined with Recreation, Natural Preserve, Agricultural-Cropland, and General Agricultural (20 and 80 acres) designations.
3. Natomas Joint Vision Area. On December 10, 2002, the City Council and Board of Supervisors adopted a Memorandum of Understanding (MOU) regarding 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 MOU identifies the City as the appropriate agent for new growth and the County as the appropriate agent for preserving open space, agricultural and rural land uses in Natomas. Together, the City and County will forge a leadership role on a regional scale for growth management. 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.

**Or**

Natomas Joint Vision Area. On December 10, 2002, the City Council and Board of Supervisors adopted a Memorandum of Understanding (MOU) regarding 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. Because of this MOU, the County anticipates development in portions of the Natomas Basin within the timeframe of the General Plan. See related policy LU-116 and Implementation Measure C in the “Regional and Local Agency Coordination” section of this Element.

# **SACRAMENTO COUNTY GENERAL PLAN LAND USE ELEMENT**

## **SECTION II**

### **LAND USE STRATEGIES AND POLICIES**

#### **LAND USE ELEMENT 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 and is only to be developed when lands within the existing UPA can no longer accommodate projected growth.

#### *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 future growth is found to be greater than the existing urbanized area can contain. 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. Policies pertaining to expanding or amending the Urban Policy Area are included in the section on amending the Land Use Diagram.

The area between the USB and the UPA is referred to as the “urban reserve.” This land has been identified for eventual urban development consideration, but is not available for urban uses within the current planning period. Only when it is found that the area within the UPA is unable to accommodate projected growth within the planning period should the UPA be expanded to allow for development of urban reserve land.

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.

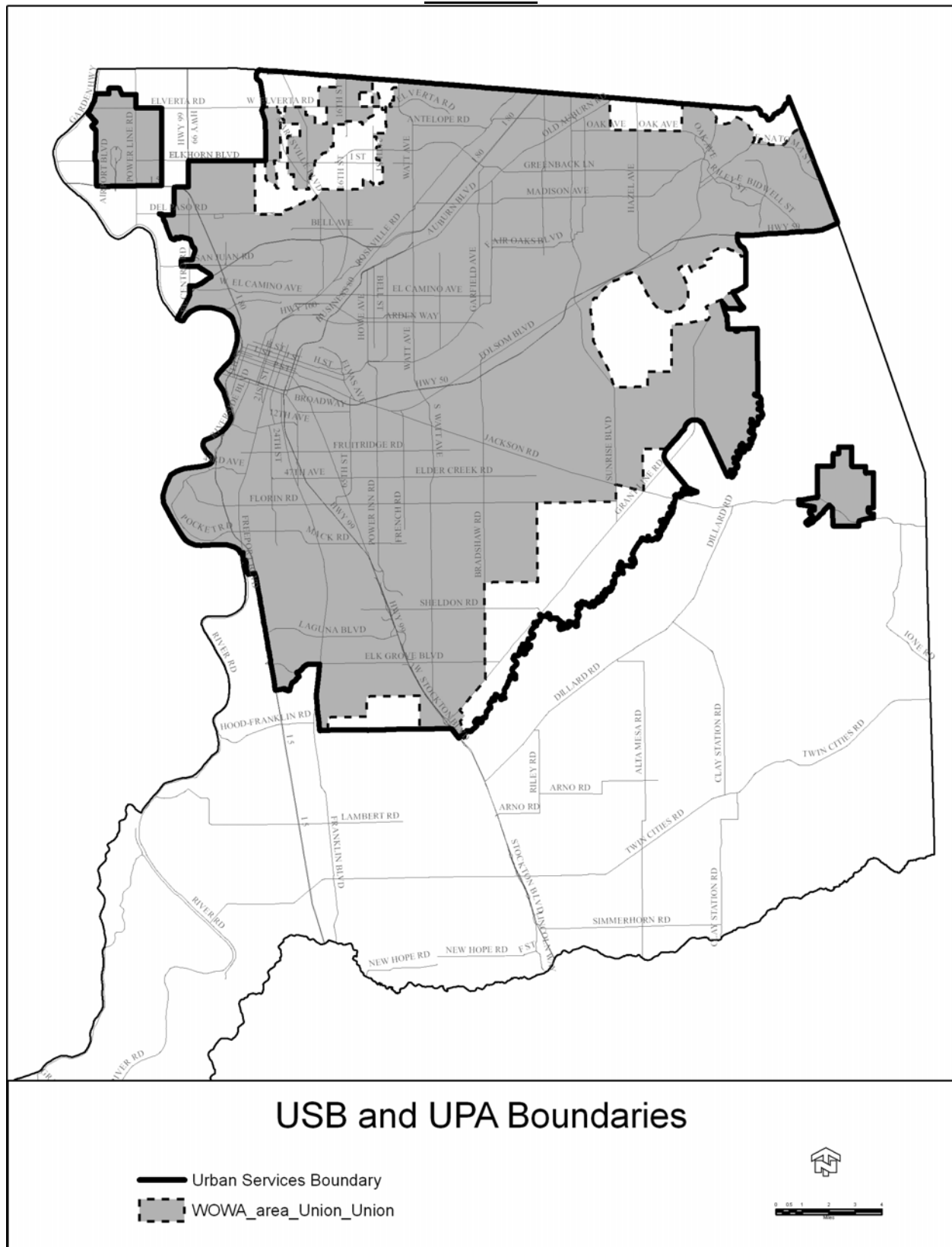
LU-2. The County shall maintain an Urban Service Boundary that defines the long-range plans (beyond twenty five years) for urbanization and extension of public infrastructure and services, and defines important areas for protecting as open space and agriculture.

Implementation Measures:

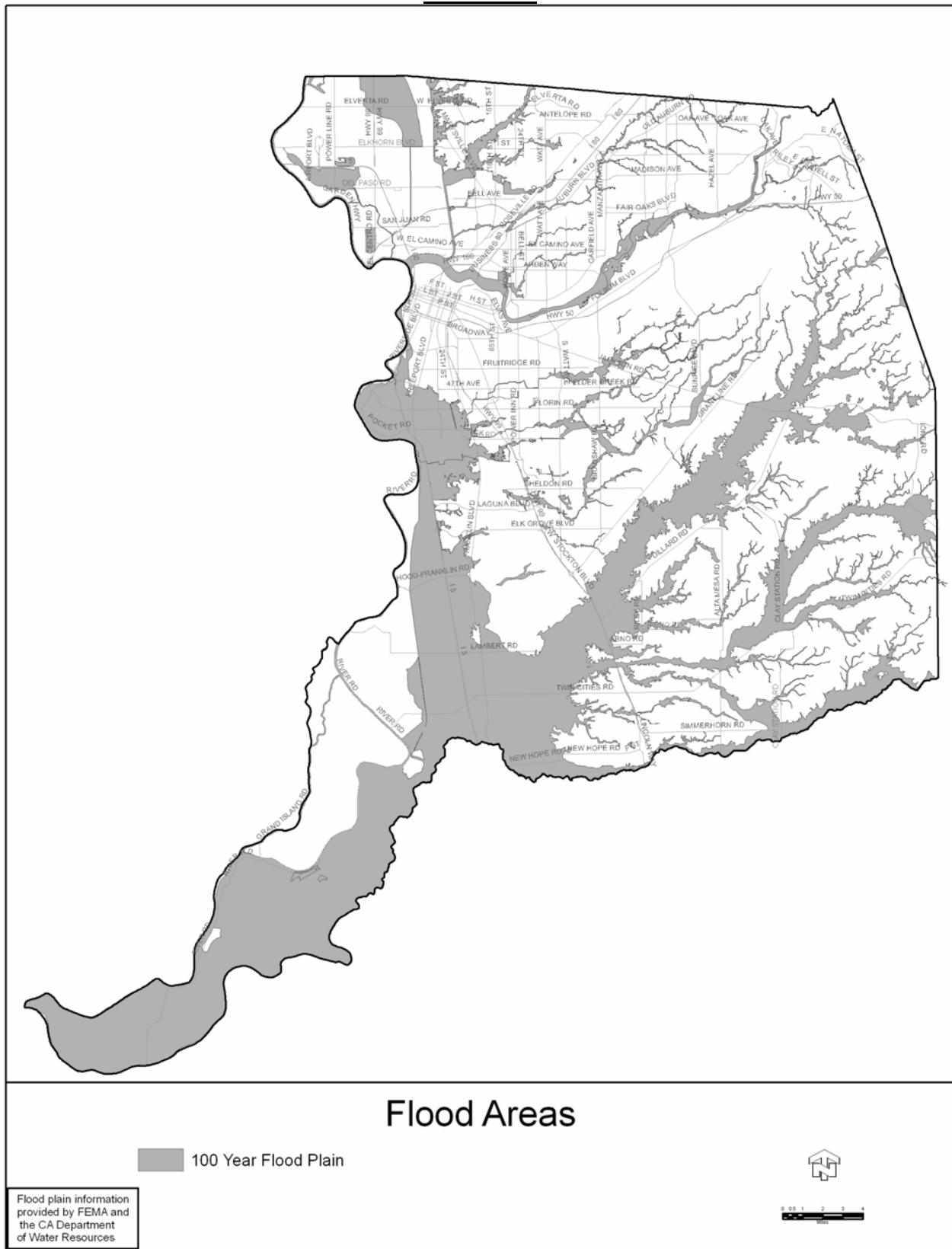
A. Rely on annual monitoring and reporting program and amendment procedures described in the section of this element titled "Amending the Land Use Diagram", as the basis for proposing modification to the Urban Policy Area and Urban Services Boundary. (MSA - PLANNING)



## FIGURE 1



## FIGURE 2



## RELATIONSHIP OF USB AND UPA TO GROWTH ACCOMMODATION

Population growth within Sacramento County is an inevitable and largely uncontrollable phenomenon. Natural population increase (births outpacing deaths), migration from other jurisdictions and immigration all play a role in enlarging the County's population. Growth is also a byproduct of economic development and job creation: people are attracted to areas like Sacramento that are both economically vibrant and offer a growing number of job opportunities. Growth will occur in both urban and rural settings and must be appropriately planned for to ensure that it adds to, rather than detracts from, the unique and desirable character of the County.

The bulk of the County's population increase will be accommodated in previously urbanized and planned growth areas within the Urban Policy Area (UPA). The UPA's purpose is to contain growth and discourage premature urbanization of undeveloped lands. Lands outside the UPA but within the Urban Services Boundary (USB) will be subject to some growth as well, albeit on a smaller scale. This urban reserve area is slated for urban development in the future, but is not appropriate for urban uses within the current planning period. As the land between the UPA and USB becomes more limited, efficient use of this remaining land becomes increasingly important. Areas outside of the USB will see the least amount of growth. These developments are intended to be exclusively and permanently rural in nature and will not receive municipal services such as water and sewer.

## JACKSON HIGHWAY CORRIDOR

**Objective:**     **Coordinated near- and long-term planning efforts for the development of the greater Jackson Highway area that creates cohesive and complete communities while protecting environmental resources.**

**Intent:** The greater Jackson Highway Area, as identified in Figure 3, represents the unincorporated County's greatest opportunity for future development inside of the USB. This area offers an unparalleled potential to create new communities that:

- offer a balanced mix of residential, commercial and employment uses while preserving sensitive environmental habitats;
- are compact, pedestrian oriented, and well serviced by public transit, with development focused around neighborhood and community activity centers;
- contain retail, service, and institutional amenities that serve local communities and other underserved communities in the greater Jackson Highway Area;
- sensitively integrate development with adjacent communities and rural areas, and;
- will serve to achieve smart growth objectives consistent with SACOG's Blueprint Vision.

Planning and buildout of this area will span a number of decades, and will reach far beyond the 2030 planning horizon of this General Plan. While a portion of the Jackson Highway Area is within the UPA and will be developed within the current planning period (2030), a large portion of this Area remains outside of the UPA and will not be available for development within this planning period. However, the County anticipates that most of the Area between the UPA and the USB will eventually be developed for urban uses.

In order to best realize the long-term potential of this Area, the County must consider a number of related near-term planning initiatives that will strongly impact future development in the Area. These initiatives include implementation of the South Sacramento Habitat Conservation Plan (SSHCP), protection of the Cosumnes River and its floodplain, planning of the Elk Grove/Rancho Cordova/El Dorado “connector” roadway, the creation of an agricultural-residential buffer along the inside of the USB, and other in progress planning efforts. Currently, these efforts are proceeding without clear planning guidance on how this Area will ultimately be developed.

Therefore, in order to guide and coordinate planning efforts, the County will prepare a comprehensive vision for the long-term buildout of the Jackson Highway Area. This vision will span beyond the 2030 timeframe of this General Plan to ensure compatibility between near-term decision-making and the Area’s long-term development potential. This plan will strive to encourage the creation of new communities that are connected and balanced, while preventing piecemeal and haphazard development that can occur as large new communities emerge over an extended period of time.

The scope of this effort, tentatively referred to as the *Jackson Visioning Study Area*, is anticipated to contain a level of detail and policy language that is more specific than the General Plan, but not as exactly defined as a Community Plan. It would address strategic planning considerations relating to the Jackson Highway Area, including development potential at full build out, phasing of development, location and conceptual layout of land uses, economic development opportunities, environmental issues, and public facilities and infrastructure.

#### Policies:

- LU-3. Support a strategic, comprehensive and multi-disciplinary visioning effort for the greater Jackson Highway area, initiated and led by the County, which looks beyond the planning period of the adopted General Plan to ensure that high quality and cohesive development patterns are achieved consistent with regional smart growth objectives.

#### Implementation Measures:

- A. The County shall engage a consultant team to initiate a study for the greater Jackson Highway Area, as identified in Figure 3, to create a cohesive, long range vision for the area that addresses the following issues:

##### *Development:*

- Conceptually identify the location, quantity and type of residential and commercial opportunities.
- Accommodation of smart growth principles and how the area will achieve the Blueprint Vision allocations, at a minimum, for residential, employment and commercial development.
- Emphasize a jobs-housing balance for the area.

- Identify appropriate phasing of development, both within the current 2030 planning period and beyond.
- Ensure that development is concentrated around identified nodes along the Jackson Highway. To accomplish this, the adopted vision will require that subsequent master plans will include within its boundaries one or more of the four identified nodes or centers, or that it be a logical extension of one or more nodes or center that was included in a previous plan.
- Address the urban/rural interface, including creation of an Agricultural-Residential buffer along the inside of the USB.
- Consider the incremental and long term impacts to the County and ensure that the build out of this are will not generate adverse fiscal impacts to the County.

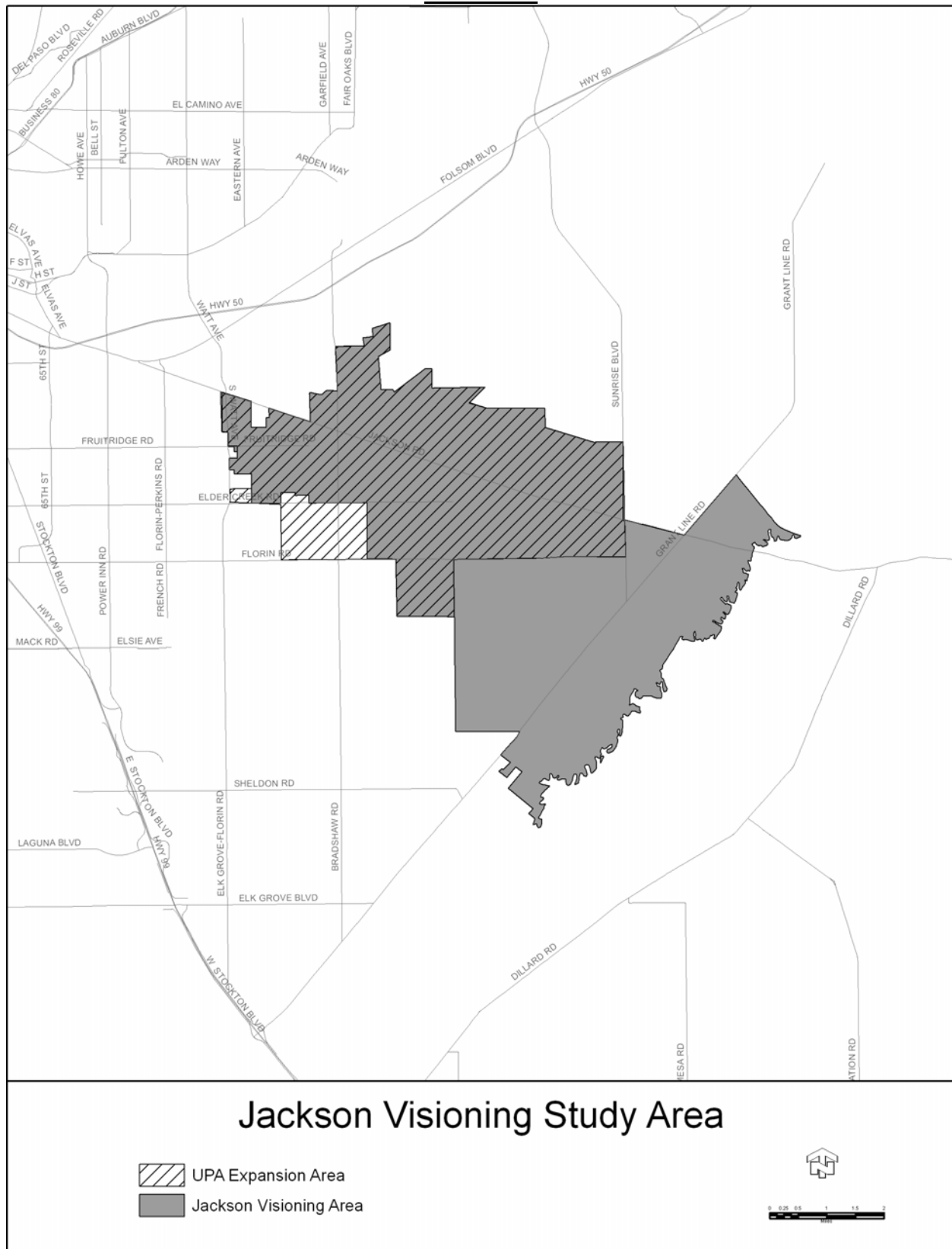
*Environmental Issues:*

- Protection of habitat, open space and environmental resources.
- Protection of the Cosumnes River and its floodplain.
- Implementation of the South Sacramento Habitat Conservation Plan (SSHCP).

*Infrastructure*

- Provision and phasing of infrastructure for entire area.
- Provision of infrastructure and municipal services (including public water and sewer) to existing and future Agricultural-Residential uses.
- Protection of Mather Airport.
- Alignment of the Elk Grove/Rancho Cordova/El Dorado “connector” roadway.
- Coordination with Regional Transit’s Master Plan update regarding the potential for the provision of transit to the area. (MSA – PLANNING, ECONOMIC DEVELOPMENT)

**FIGURE 3**



## **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 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, Sloughhouse 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. Because development in these areas cannot accommodate the entire population increase and associated development projected to occur during the planning period, the Plan also designates new urban growth areas to accommodate a portion of anticipated future growth (Figure 7). 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. Table 4 summarizes the numerical objectives set forth for each strategy.

**TABLE 4**

**TARGETS FOR ACCOMMODATING RESIDENTIAL GROWTH DEMAND  
(Number of Residential Units)**

<b>Growth Accommodation Strategy</b>	<b>Existing Holding Capacity</b>	<b>Target Holding Capacity</b>
Buildout of Vacant and Underutilized Infill Parcels Outside of Commercial Corridors	16,000	10,000-18,000
Buildout of Planned Communities	25,200	25,000-35,000
Commercial Corridors	2,000	17,000-21,000
New Growth Areas		
• West of Watt Ag-Res Area	0	2,500-6,000
• Easton	0	4,000-6,000
• Jackson Highway Corridor	0	25,000-35,000
• Grant Line East Area	0	N/A
<b>TOTAL</b>	<b>43,200</b>	<b>~100,000</b>

**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-4. 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.

## **A. 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 (Figure 4). 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.

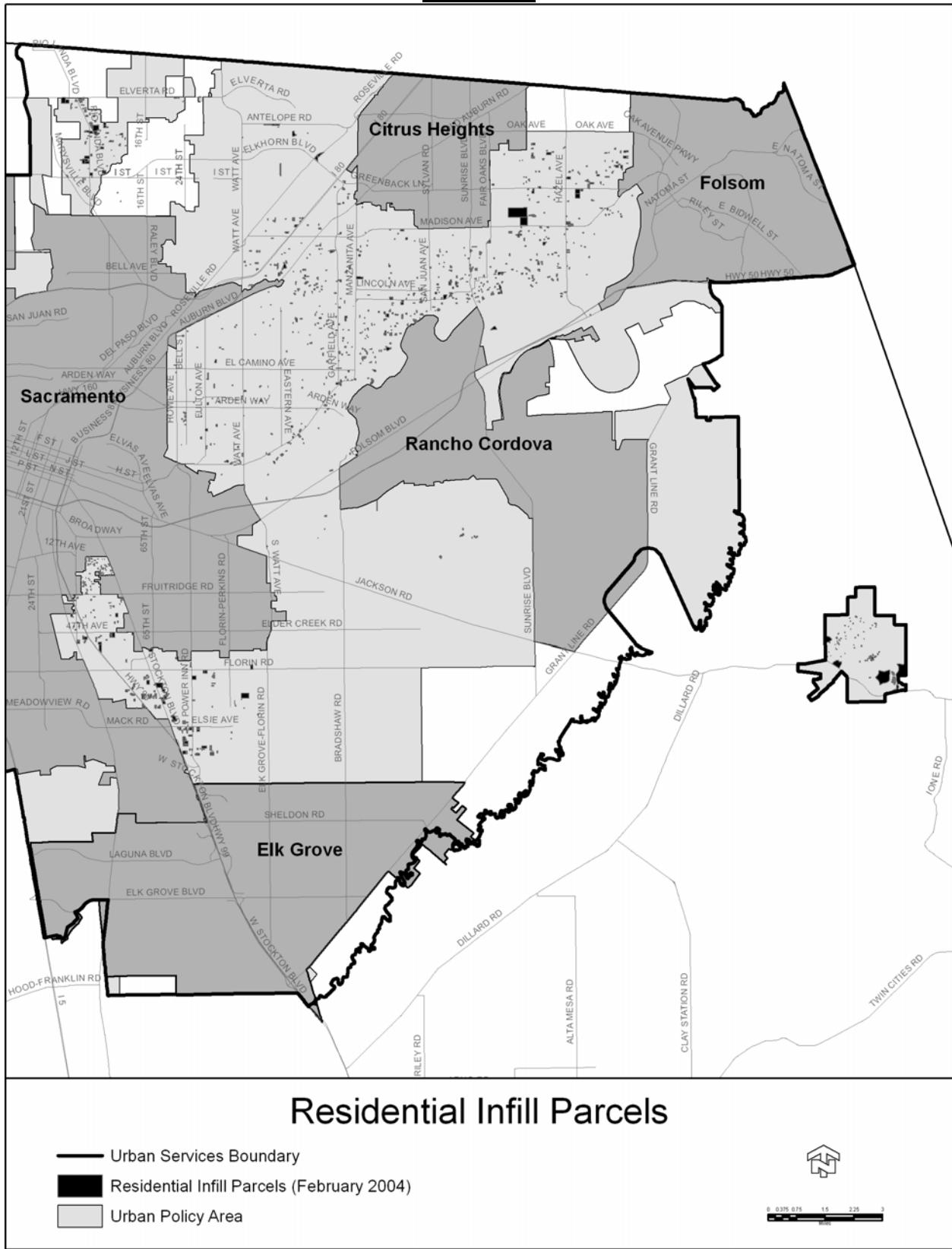
#### Policies:

- LU-5. The County shall give priority to residential development on vacant or underutilized sites within existing urban areas that have infrastructure capacity available.
- LU-6. All residential projects involving ten or more units, excluding remainder lots and Lot A's, shall not have densities less than 75% of zoned maximums, unless physical or environmental constraints make achieving the minimum densities impossible.
- LU-7. 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 future transit service.
- LU-8. 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.

Implementation Measures:

- A. Create a new Infill Coordinator position and identify programs to promote infill development. (MSA - PLANNING, 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. (MSA - PLANNING, MSA - DERA)
- C. Identify specific parking areas with potential for reuse and develop conceptual designs for development. (MSA - PLANNING)
- D. Coordinate with public and private interests in the promotion of sites for infill development. (MSA - PLANNING)
- E. Coordinate with the Community Planning Advisory Councils and Community Planning Councils in the approval of infill development. (MSA - PLANNING, MSA - DNS, COMMUNITY PLANNING ADVISORY COUNCILS AND COMMUNITY PLANNING COUNCILS)

**FIGURE 4**



## 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 and the Florin Vineyard “Gap”. 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 5, were planned through the use of Specific Plans or Comprehensive Plans. These are holistic master planning efforts intended to plan for entire the needs of communities on a large scale.

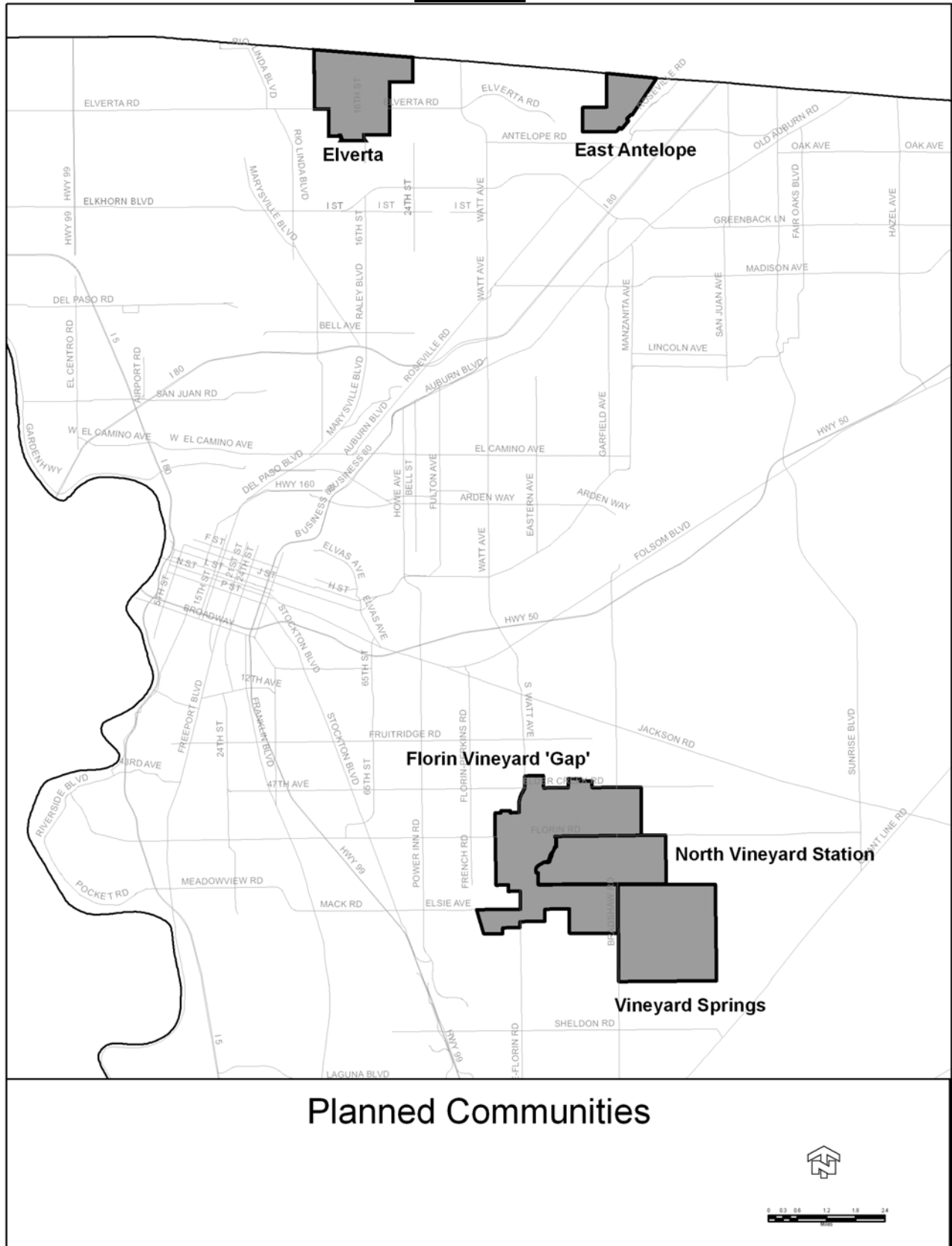
The County’s planned communities can currently accommodate approximately 25,000 residential units under existing and planned zoning. However, over the next 25 years, it is reasonable to assume that additional units above and beyond this number will be accommodated in these areas due to market forces, 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.            Maximize residential buildout of planned communities 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.

- LU-11. Recognize the inclusion of sites within planned communities to meet the County's affordable housing ordinance.

**FIGURE 5**



## 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 5**

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

*Date of Data – September 2004*

<b>Corridor</b>	<b>Development Potential (Acres)</b>		
	<b>Vacant</b>	<b>Underutilized</b>	<b>Total</b>
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 6**

**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:

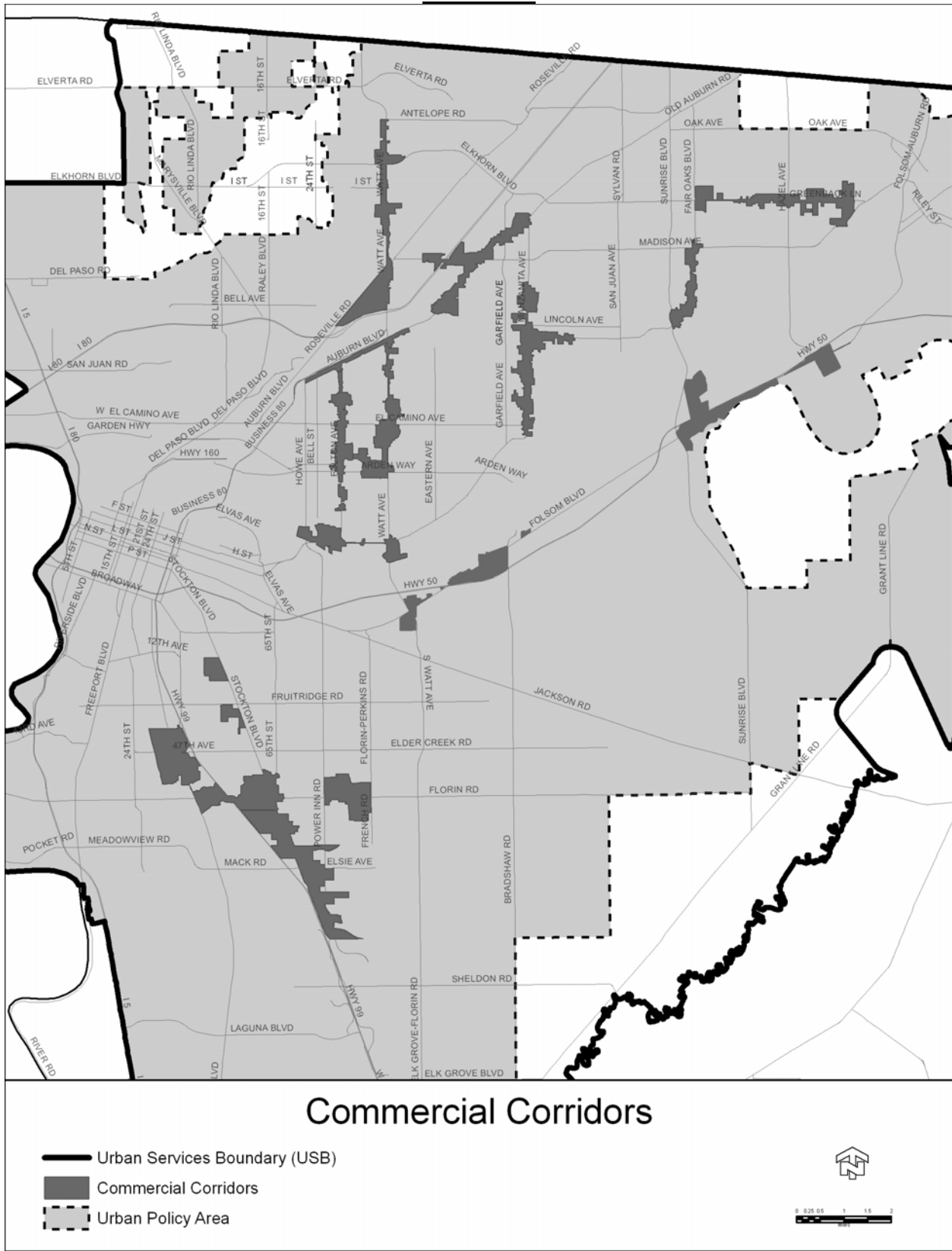
- LU-12. It is the intent of the County to comprehensively plan for the revitalization of the 14 targeted commercial corridors and invest the resources necessary to: stimulate private investment; encourage development of vacant and underutilized parcels; support reuse and/or rehabilitation of abandoned 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 14 identified corridors that:
- Establish specific residential capacity targets for each corridor.
  - 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. (MSA - PLANNING)
- B. Explore offering incentives or developing a “fast track” system that will give priority to development applications that are consistent with adopted corridor plans. (MSA - PLANNING)

**FIGURE 6**



## 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 areas designated for urban uses on the Land Use Diagram. They were selected based on the:

- need for additional land to meet SACOG's residential growth allocation, as defined by the Blueprint Vision, as well as the demand for commercial and employment uses;
- need to provide a reasonable oversupply of land to maintain market flexibility;
- ability to meet smart growth principles and the values from which SACOG's Blueprint Vision was built upon;
- ability to provide adequate services and facilities within the near term;
- provision of infrastructure to this area represents a logical and cost-effective extension;
- potential for public transit service and creating neighborhoods that encourage walking and biking;
- relative lack of constraints to urban growth within the planning period; and
- preservation and conservation of natural and environmental features consistent with the South Sacramento Habitat Conservation Plan.

This Plan seeks to accommodate approximately 1/3 of projected growth in new growth areas. The County intends to monitor the rate of infill and fringe area growth and pace urban expansion so as to maintain general conformance with the objectives. It is also the intent of the County to support medium and higher density development, mixed use development, and transit-oriented developments in new growth areas to:

- increase the efficiency of providing infrastructure and services;
- reduce the costs of providing services;
- provide adequate ridership for light rail and other alternative transportation systems;
- help reduce air pollution;
- provide housing opportunities to meet future demands for various costs and housing types; and
- create more identifiable neighborhoods and communities.

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

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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.

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.

Four distinct new growth areas have been identified for planning and development during the 2005-2030 planning period: the “West of Watt” area, the Easton Planning Area, the Grant Line East area and the Jackson Highway Corridor.

- **Agricultural-Residential Area West of Watt:** 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.
- **Easton Planning Area:** Easton is a proposed master-planned community that would encompass approximately 1,400 acres from Hazel Avenue eastward to Prairie City Road, and lands south of Highway 50 and Folsom Boulevard to the boundary of Aerojet’s research and operations campus. The Easton project consists of two communities: Glenborough at Easton and Easton Place. Glenborough at Easton is a proposed 1,201-acre community with 3,389 residential dwelling units. The community would include residential uses, commercial mixed use, commercial, office, open space, park and quasi-public uses. Easton Place is a proposed 180-acre transit oriented village with approximately 4 million square feet of developed space, including 1,494 dwelling units and approximately 2.5 million square feet of commercial and office use. Together, the proposed Glenborough at Easton and Easton Place communities include 4,883 dwelling units.
- **Jackson Highway Corridor:** This new growth area encompasses over 12,500 acres in the Jackson Highway corridor and is generally bound by South Watt Avenue to the west, Sunrise Boulevard to the east, Gerber and Florin Road to the south, and Mather Field to the north. According to the Blueprint Vision, this area can accommodate nearly 35,000 residential units and 30,000 jobs. Currently, mining and industrial uses dominate to the west, while Mather Field and associated uses line the north. The eastern portion of the area between Excelsior Road and Sunrise Boulevard features high quality environmental resources. This area is identified by the draft SSHCP as an open space and habitat corridor that will connect environmental resources near Mather Field to resources located within the Sacramento Valley Conservancy’s lands to the south.

The Jackson Highway Corridor new growth area represents a shift from a capacity driven

approach to a more performance based and design-oriented approach to planning for new growth. This new growth area includes a larger portion of the Jackson Highway Corridor than the County feels is necessary to actually accommodate anticipated growth. However, rather than allowing growth to occur throughout the new growth area, this General Plan requires that development radiate from four key nodes along the Jackson Highway: South Watt Avenue, Bradshaw Road, Excelsior Road and Sunrise Boulevard.

Each node within the Jackson Highway Corridor new growth area will function as an independent and self-sufficient community with its own unique character. The center of each node would feature a concentrated mix of uses, including residential, commercial and employment, configured in a manner to support transit, walking and bicycling. The intensity of development would be highest near the core of the node. A conceptual mix of uses and general focus for each node is provided below. The pending visioning effort for the greater Jackson Highway area will result in a much more refined plan for uses within these nodes, as well as other areas in the vicinity.

- South Watt Avenue: This node features excellent access to Highway 50 and benefits from a nearby light rail station and excellent near-term potential for BRT service running north/south along Watt Avenue. In addition, this node is adjacent to the City of Sacramento's current boundary and is very close to the urban core. To take advantage of these assets, this node may feature mixed use development with a strong residential and commercial focus. Future residents would benefit from the central location and excellent transit opportunities afforded by the site. Supporting commercial uses and some employment uses may also be included to create a complete community and support residentially focused neighborhoods to the south. Mixed use residential and commercial uses may be appropriate along the core and South Watt Avenue while single family residential uses may be suitable along the outer fringe of the core area.
- Bradshaw Road: This node is within Mather Airport's Theoretic Capacity 60 CNEL noise contour. If the Board adopts this contour for planning purposes, residential uses would be precluded within the 60 CNEL noise contour. Therefore, staff pictures this node as a business/industrial park featuring an eclectic mix of more intense commercial and employment uses, as well as larger recreational facilities such as regional parks or large sports fields. CLUP policies may limit the densities of such uses, but only in the arrival and departure zones immediately off the runway ends. Residential uses may be located outside of the 60 CNEL noise contour, radiating southward from the intersection of Bradshaw and Jackson.
- Excelsior Road: While this node is centrally located along the Jackson Highway corridor, it does not have direct access to Highway 50 to the north. Since the nearby Bradshaw node may offer an array of commercial, employment and recreational uses but only limited residential potential, the Excelsior mixed use node may be predominantly residential with less focus on other uses. However, like the South Watt node, this node would have some supporting commercial and employment uses (especially near the core) to create a complete community and avoid reliance on

another node for services and non-residential functions. Development would radiate southwesterly away for the natural resources that are concentrated directly east of Excelsior Road.

- **Sunrise Boulevard**: This node is adjacent to the Sunrise Douglas planning area and is close to the open space and habitat corridor identified by the SSHCP. Sunrise Boulevard provides excellent connection to Rancho Cordova, continuing through the City where it intersects with Highway 50. Grant Line Road provides access to Elk Grove and El Dorado County. Based upon the ultimate buildout of the Sunrise Douglas planning area, this mixed use node may either have a residential or commercial focus. This node would be complementary to development in Sunrise Douglas. If Sunrise Douglas is lacking commercial opportunity, this node may contain more commercial and retail uses and less residential uses (and vice versa). Development in this node should also take into consideration complementary uses developed at the southern portion of Mather Field, such as a future university or other future uses.
- **Grant Line East Area**: The Grant Line East Area is also being explored as a new growth area. This area located directly east of the City of Rancho Cordova and Grant Line Road, north of Keifer Landfill and south of Aerojet. The area is over 8,000 acres in size and features a number of high quality vernal pools. It is adjacent to the Boy's Ranch Correctional Facility, the Keifer Landfill and the Off Road Vehicle (ORV) Park. The Blueprint Vision shows this area as "Open Space" and "Vacant Urban Designated Land" through 2050.

#### Policies:

- LU-13. The County will promote new urban developments within identified growth areas and prohibit land use projects which are for noncontiguous development, specifically proposals outside of the Urban Policy Area (i.e. leapfrog development).
- LU-14. 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 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 detail plan for the phasing of capital improvements and identifies the extent, timing and estimated costs of all necessary infrastructure.
- LU-15. Specific plans may be prepared for subareas of an urban growth area for the purpose of prioritizing development opportunities. The boundaries of new 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.

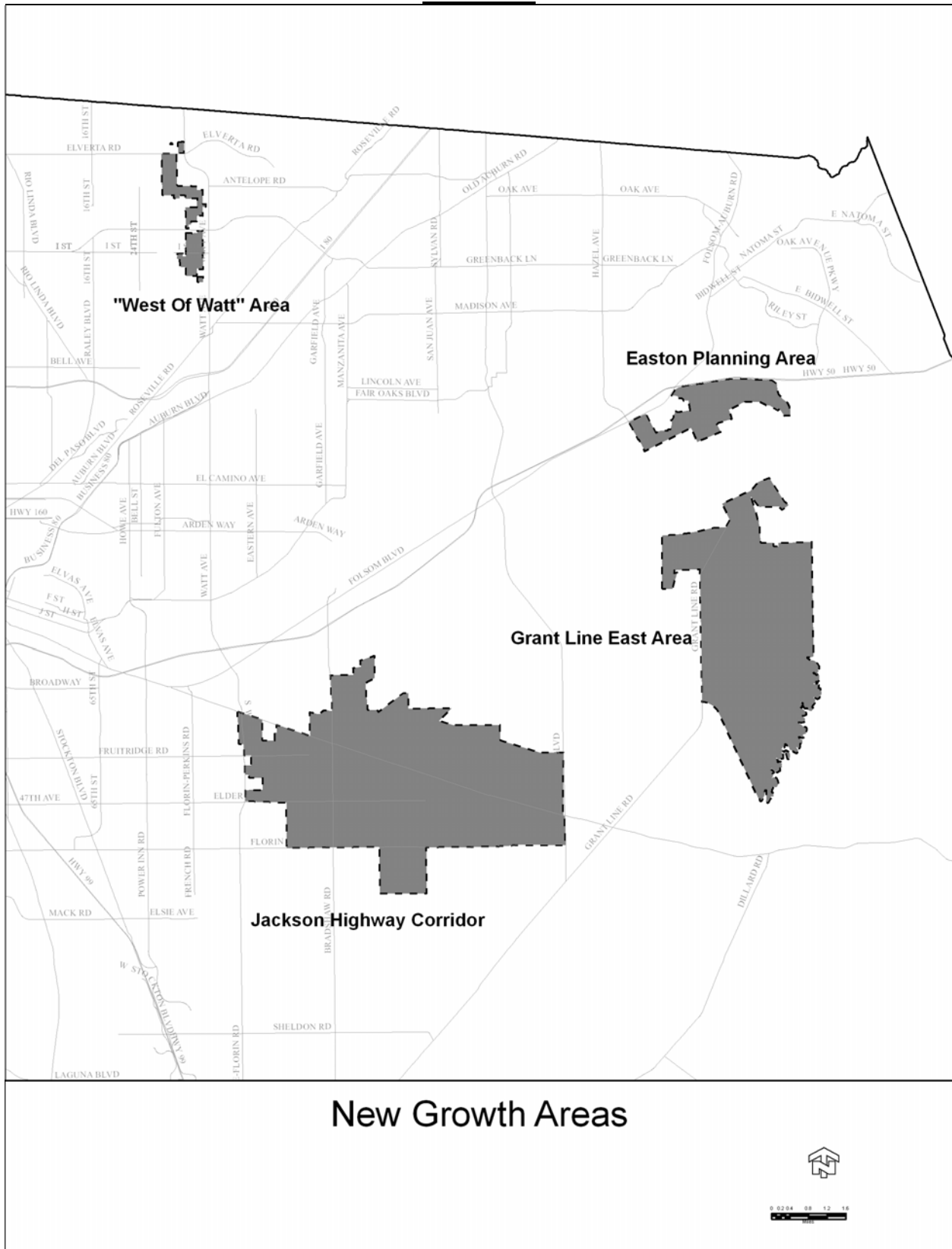


- LU-16. Planning and development of new growth areas shall be consistent with the South Sacramento Habitat Conservation Plan and other efforts to preserve and protect natural resources.
- LU-17. The County will initiate and lead processes (including Community Plans, Specific Plans, Comprehensive Plans, etc.) to plan for development within the Jackson Highway Area, as illustrated in Figure 7. The resulting plans must be consistent with the vision plan resulting from the *Jackson Visioning Study Area* effort.

Implementation Measures:

- A. Prepare Specific Plans or any form of comprehensive planning methods for urban growth areas and Urban Development Areas. (MSA - PLANNING)
- 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. (MSA - PLANNING)
- C. Amend the General Plan Land Use Diagram as necessary to correctly reflect details of new Community and Specific Plans. (MSA - PLANNING)
- 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, DNS, and other appropriate groups. (MSA – PLANNING, MSA - DNS)

**FIGURE 7**



## **B. 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 by far over rural residential growth in Sacramento County. Surrounding counties, particularly Placer and El Dorado, have typically received much larger shares of rural residential development. Nevertheless, 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, such as those that are now surrounded by urban uses (small areas in Fair Oaks, South Sacramento and North Highlands), those that are in the path of urban development (Rio Linda, Orangevale and Sheldon) and those that are well beyond the urban area (Wilton, Alta Mesa, Clay and Herald).

However, as a land use, rural residential densities of one, two and five acres to the dwelling unit do not support many of the goals and policies of this Plan. The low density and distance from jobs, shopping and services create an auto-dependent environment with more and longer trips. It is less efficient and more costly to provide services to rural residential developments and they consume more open space for the amount of population housed. While the County acknowledges that some growth will occur in these existing areas, it will be limited to protect the rural and agricultural nature of the communities and to avoid excess population growth and formation of bedroom communities.

The strategy for accommodating this growth involves concentrating new AR-1 and AR-2 uses within existing Agricultural-Residential areas inside the Urban Service Boundary, while providing 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 County encourages sustained agriculture and rangelands outside of the USB by limiting growth through restrictive zoning and limited 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.

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

## **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.

### **A. 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 incorporated 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 complimentary 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-18. 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-19. 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.

### 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-20. Encourage development that compliments the aesthetic style and character of existing development nearby to help build a cohesive identity for the area.
- LU-21. Incompatible urban 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-22. Planning processes for existing communities, commercial corridors and new growth areas shall provide for distinct and identifying physical elements, including but not limited to: 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. (MSA - PLANNING)
- B. Employ buffers and transitions to assure that new development is compatible with existing development. (MSA - PLANNING, MSA – 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. (MSA - PLANNING)

## 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-23.     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-24.     Specific Plans and Community Plans for areas within the Urban Service Boundary 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. (MSA - PLANNING)
- 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. (MSA - PLANNING, 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 within a neighborhood block, and often within a single building, can help to develop sense of community, balance land uses, reduce vehicular traffic, encourage pedestrian activity, and support local commerce and social activity.

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-25.     Providing compact, mixed use developments shall be an integral part of all master planning efforts for new growth areas and commercial corridors.
- LU-26.     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-27. Depending on its emphasis, a mixed use development should include the following proportions of different uses, shown as percentages of the site area:

**TABLE 7**

**EMPHASIS OF DEVELOPMENT**

	<u>COMMERCIAL</u>	<u>OFFICE</u>	<u>RESIDENTIAL</u>
<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. (MSA - PLANNING)
- B. Create form based codes for areas or districts to facilitate mixed use development. (MSA - PLANNING)

**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-28. When planning for new development in either new or existing communities, the following features shall be considered for their public health benefits and ability to encourage more active lifestyles:

- Compact, mixed use development and a balance of land uses so that everyday needs are within walking distance, including schools, parks, jobs, retail and grocery stores.

- Streets, paths 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 doors and windows fronting on the street, street furniture, pedestrian-scale lighting, and served by transit when feasible.

LU-29. 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. Coordinate with Sacramento County Department of Health and Human Services, Sacramento County DOT 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. (MSA - PLANNING, MSA - DOT, DHHS)
- B. 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. (MSA - PLANNING, MSA - DOT, 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-30. Encourage the development of energy-efficient buildings and communities.
- LU-31. 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-32. 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.
- 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.

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-33. 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 any Zoning Code update, community and specific plans, corridor plans, district plans, transit station plans or any other planning programs.

## **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 14 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-34. 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 shall comply with the TOD development requirements as listed on Table 8. 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. 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.

**TABLE 8****MINIMUM DENSITY AND INTENSITY REQUIREMENTS OF LU-34**

MINIMUM DENSITY AND INTENSITY REQUIREMENTS OF LU-34					
TRANSIT TYPE	INTENT	LAND USE TYPE	WITHIN 1/8 MILE	WITHIN 1/8-1/4 MILE	WITHIN 1/4-1/2 MILE
LIGHT RAIL (Existing and Planned)	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. <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 ½ 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>	RESIDENTIAL	30 du/NA	18 du/NA	12 du/NA
		NON-RESIDENTIAL & MIXED USE	1.5 FAR	1.0 FAR	0.65 FAR
BUS RAPID TRANSIT AND OTHER TRUNK SERVICE	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: <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>	RESIDENTIAL	20 du/NA	15 du/NA	10 du/NA
		NON-RESIDENTIAL & MIXED USE	0.65 FAR	0.5 FAR	0.4 FAR
FEEDER LINES	Attract transit supportive uses at appropriate sites along where feeder lines are planned or currently exist, including: <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>	RESIDENTIAL	10 du/NA	6 du/NA	6 du/NA
		NON-RESIDENTIAL & MIXED USE	0.4 FAR	0.3 FAR	0.3 FAR
NOTES					
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.					
EXISTING: Existing service or under construction      du/NA = Dwelling unit / net acre PLANNED: Service is in an adopted plan      FAR = Floor area ratio					

- LU-35. Parking requirements may be reduced in order to meet the density requirements established by policy LU-34.

Implementation Measures:

- A. Monitor development proposals along designated Transportation Corridors and report to the Board of Supervisors periodically to evaluate whether or not LU-34 is being successfully implemented. (MSA - PLANNING, 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. (MSA - PLANNING, RT)

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-36. 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.

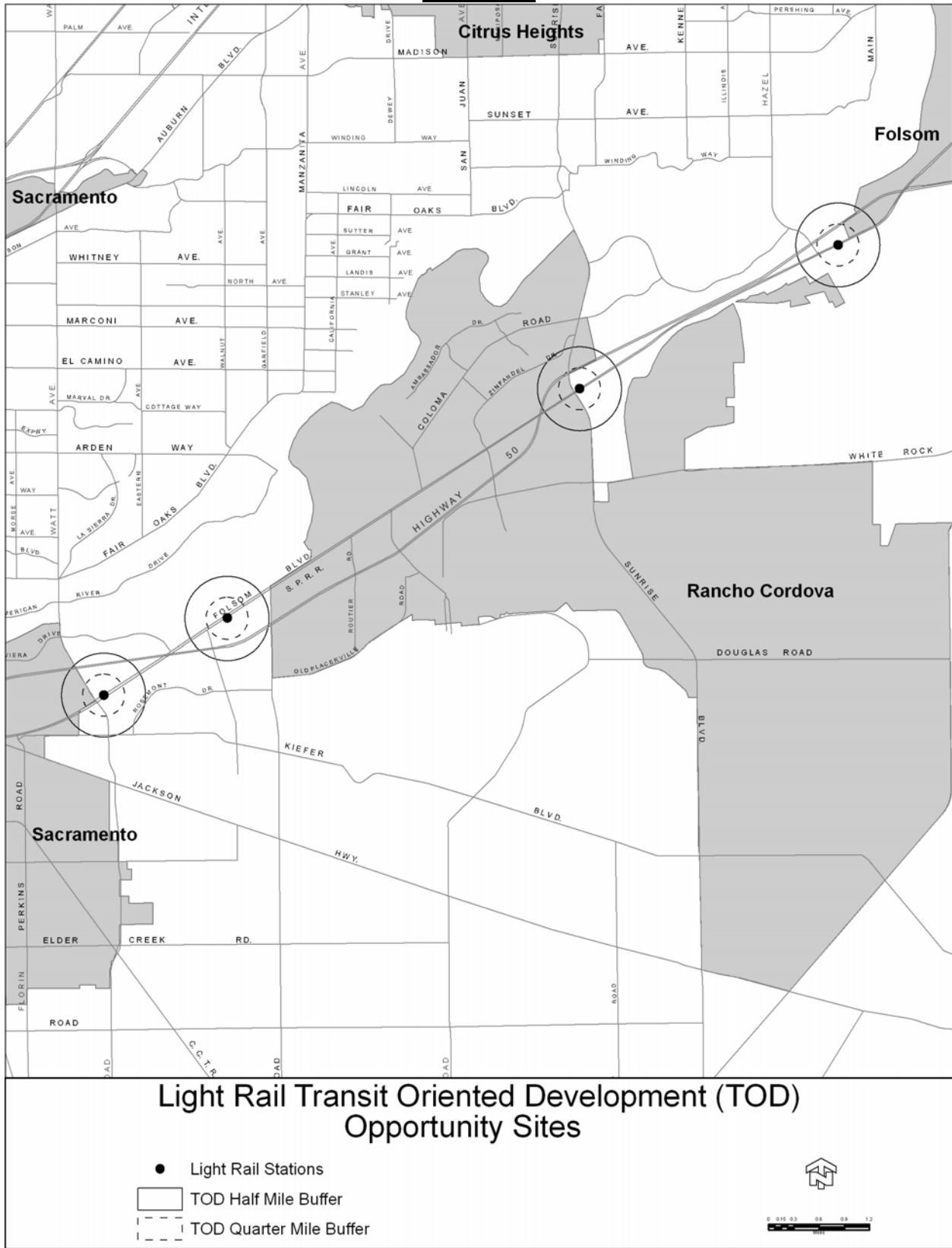


- LU-37. The primary concepts in LU-36 should be employed wherever feasible in new urban development.
- LU-38. Community Plans and Specific Plans shall employ the primary concepts in LU-36 in designating locations for higher intensity mixed use development and designing circulation and pedestrian networks.
- LU-39. Promote 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.

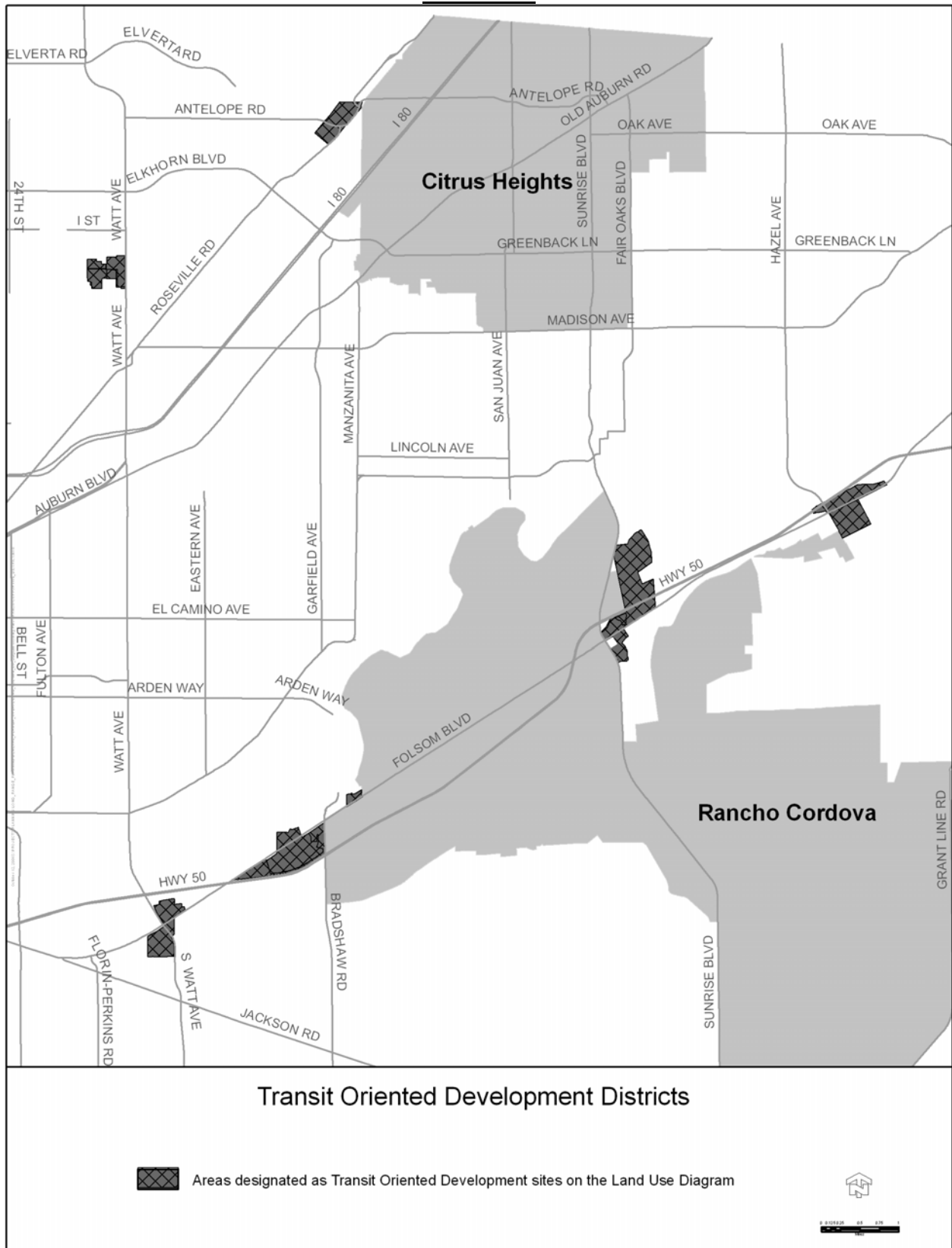
Implementation Measures:

- A. Support development along key components of the transit system that is consistent with the Transit-Oriented Development Design Guidelines for Sacramento County. (MSA - PLANNING, 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. (MSA - PLANNING, MSA - DERA)
- C. Develop administrative procedures for processing development proposals in designated TOD opportunity areas prior to the approval of a Specific Plan. (MSA - PLANNING)
- D. Identify additional TOD sites for inclusion in the General Plan during five-year updates. (MSA - PLANNING)
- E. Amend the zoning code to permit higher floor area ratios for all nonresidential development and to require minimum intensities for all development. (MSA - PLANNING)

**FIGURE 8**



**FIGURE 9**



## 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-40. 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-41. 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-42. 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-43. 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-44. 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. (MSA - PLANNING, MSA - COUNTY ENGINEERING)
- B. Evaluate and condition development projects in order to provide pedestrian routes and amenities. (MSA - PLANNING, MSA - DERA)
- C. Develop Community and Specific Plans that provide a network of pedestrian routes that connect different destinations within the plan area. (MSA - PLANNING)

- D. Develop infrastructure financing fees that account for the full width of roadway improvements in order to ensure that pedestrian routes are connected. (MSA - PLANNING)
- 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. (MSA - PLANNING)

## 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-45. 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. (MSA - PLANNING)
- 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. (MSA - PLANNING)
- 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. (MSA - PLANNING)

## **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 compliment 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-46.     Accommodate affordable housing ordinance in land use plans and maximize inclusion of affordable units in new growth areas, as opposed to collecting in-lieu fees.

- LU-47. Affordable housing shall be located in compact, mixed use developments near transit stations whenever feasible.
- LU-48. Mix affordable housing units with market rate units 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. (MSA - PLANNING)
- B. Monitor the affordable housing program's effectiveness, and modify the program as necessary. (MSA - PLANNING, SHRA)
- C. Implement the County's affordable housing program to increase the overall supply of affordable housing units within the unincorporated area. (MSA - PLANNING)

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. Among the uses discouraged are new commercial facilities in areas where existing facilities are underutilized or vacant, as well as low density campus-like office parks.

Policies:

- LU-49. 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-50. Locate automobile-oriented commercial areas beyond one-half mile of a TOD commercial core area.
- LU-51. Discourage the establishment and build-out of linear, strip pattern, commercial centers.

- LU-52. Discourage the creation of excessive amounts of retail shopping facilities.
- LU-53. 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-54. 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.
- LU-55. 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-56. Protect the availability of industrial areas near the Sacramento International Airport for airport-related uses.
- LU-57. The County shall provide an adequate industrial land supply to encourage industry to locate and provide diversification to the Sacramento County economy.
- LU-58. 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-59. 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. (MSA - PLANNING)

- B. Delineate precise boundaries for central commercial districts to protect adjacent residential areas and prevent thoroughfare (strip) commercial development patterns. (MSA - PLANNING)
- C. Amend the Zoning Code to permit higher floor area ratios for all nonresidential development. (MSA - PLANNING)
- D. Require a finding by the Board of Supervisors that an analysis of supply and demand justifies rezoning for retail, office and industrial facilities.
- E. Study the distribution of industrial lands according to locational criteria and initiate appropriate rezonings where necessary to beneficially reuse these lands. (MSA - PLANNING)
- F. Adopt and implement a comprehensive economic development strategy for communities within the County. (ECONOMIC DEVELOPMENT, MSA - PLANNING)
- G. Stimulate the sound economic development of the County by participating in efforts to coordinate industrial development policies with relevant private and public agencies. (MSA - PLANNING)

#### 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 to individuals who wish that experience. The County finds, however, that this pursuit impacts various General Plan goals and objectives. Large-lot agricultural-residential land uses are an inefficient use of land: they absorb a far greater share of the open space and agricultural resources than they provide of the County's housing needs; average lot sizes are much larger than the zoning minima; they prevent systematic extension of public facilities and impact the County's ability to provide services efficiently to urban and Agricultural-Residential residents alike; and they impact the quality and quantity of groundwater. Given these factors, 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-60 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-60 and LU-61 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-62 obligates agricultural-residential land uses to support long-range capital, operation, and maintenance needs for infrastructure. At the present time 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.

Buildout Existing Supply: Policy LU-63 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. 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 when it does not impact the efficient provision of public services to future urban land uses and to existing and future Agricultural-Residential land uses. All low density land uses impact service costs when they stand in the path of systematic, cost-effective extensions of public services.

Urban Services: Policy LU-66 and LU-67 integrates the County's intent to ultimately provide urban services within the USB with a long-range strategy to connect AR/A-1 and AR/A-2 uses to public water and sewer and, requiring compensation for impacts to infrastructure, addresses the perception that these uses are subsidized by other residents. These policies also acknowledge that permanent use of on-site waste disposal and water supply systems is also unrealistic at higher agricultural-residential densities and in urbanizing situations due to potential groundwater overdraft and contamination, and limited potential for replacement of malfunctioning systems over the long term. They set a limit to the period that overdraft will continue and obligates residents to connect to a public water system in the area which, in turn, will receive service water.

Policy LU-68 requires that existing septic systems connect to sewers when sewers are available. Previous policies require all new systems to either connect or provide for connection. Long-range facility plans will determine when sewers are provided and what the appropriate connection fees are.

Policies:

- LU-60. 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-61.
- LU-61. 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-62. 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-63. 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-64. 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-65. 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-66. All new AR/A-1 lots created within the USB shall connect to the public sewer and water systems.
- LU-67. All new AR/A-2 lots created within the USB shall either connect to or provide for ultimate connection to the public sewer and water systems. Providing for ultimate connection to public sewer and water systems shall require either the installation of dry lines to the satisfaction of Department of Water Quality staff or the establishment of, or annexation to, a financing district to the satisfaction of Department of County Engineering staff in order to pay for capital improvement costs associated with connection when such services become available in the area. Deferred sewer improvement agreements shall not qualify as a means of providing for ultimate connection.
- LU-68. 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. (MSA - PLANNING)
- 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. (MSA - PLANNING, MSA - COUNTY ENGINEERING, AFA)
- C. Investigate creation of on-site management program for septic systems in areas inside the Urban Services Boundary. (MSA - PLANNING)
- D. Investigate creating an expandable Mello Roos district to fund the cost differential of providing public sewer and water services to agricultural-residential areas. (MSA - PLANNING, MSA - COUNTY ENGINEERING)
- E. Notify appropriate departments when public sewer is extended to agricultural-residential areas to coordinate phase out of private sewage systems. (MSA - COUNTY ENGINEERING, ENVIRONMENTAL MANAGEMENT, MSA - PLANNING)

### 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-69 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-69 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 the Planning Department. In turn, the Department 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-69. 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-70. 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-71. 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-72. Give the highest priority for public funding to projects that facilitate infill, reuse, redevelopment and rehabilitation, and mixed-use development, and the lowest priority for projects that do not comply with public facilities Master Plan phasing sequences.

- LU-73. 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-74. Enact cost effective energy conservation performance standards consistent with USEPA Energy Star standards for new construction.
- LU-75. 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. (MSA - PLANNING, 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. (MSA – 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. (MSA – 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. (MSA - PLANNING, MSA - TRANSPORTATION, 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. (MSA - PLANNING)

- 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.

## **B. 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.

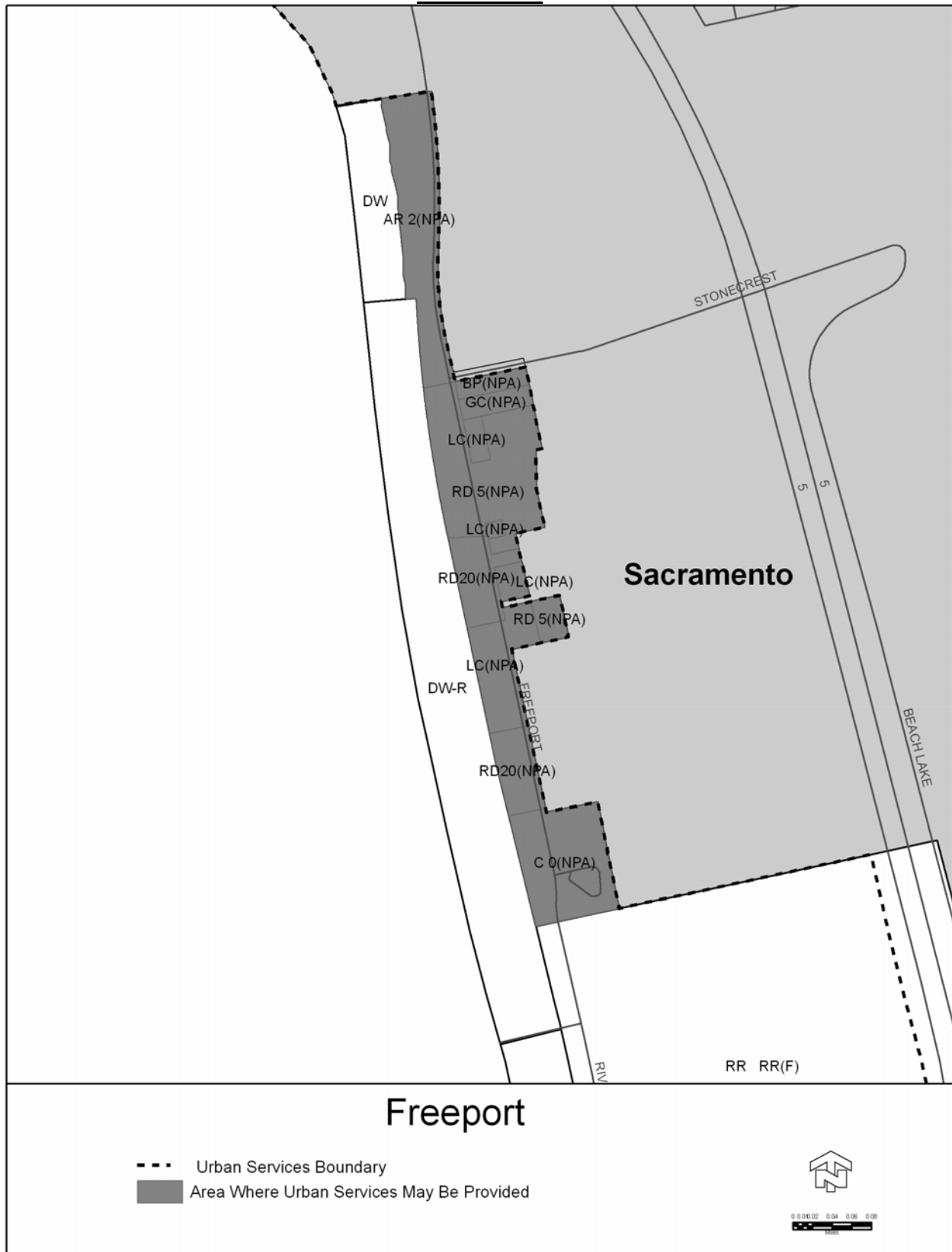
New Towns: New towns frequently become large-scale residential developments relying on employment within a large radius of the town and only modest, service-oriented levels of employment and occasional large firms on-site. They can undermine existing area economies, subtract from their economic vitality,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

Franklin and Freeport: Whereas rural towns such as Courtland, Hood and Walnut Grove are located in pastoral areas far from the County's urban area, Franklin and Freeport are directly adjacent to urban areas due to years of encroaching urban development. Although both of these towns abut urban uses, they remain outside the USB therefore have not been served with public water and sewer infrastructure. In recognition of the extraordinary circumstances faced by these towns, this General Plan supports provision of limited urban services to Franklin and 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-76. Expansion of urban uses in rural areas 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-77. Sewer and water treatment and delivery systems shall not provide for greater capacity than that authorized by the General Plan.
- LU-78. The County will not support the development of new towns in rural areas extending beyond the Urban Services Boundary.
- LU-79. Limited urban services may be provided to the towns of Freeport and Franklin due to extraordinary circumstances including, but not limited to: the towns' historic nature, their immediate adjacency to the USB, and their 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 towns' boundaries at existing zoned densities, as defined by Figures 10 and 11.
- LU-80. The County generally supports Agricultural-Residential uses adjacent to the inside 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 10**



**FIGURE 11**



## AGRICULTURAL RESIDENTIAL LAND USE OUTSIDE THE URBAN SERVICE BOUNDARY

**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-81 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-82 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-83 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-84 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.

Build-out Existing Supply: Policy LU-85 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-86 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-87, 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.

The location of future Agricultural-Residential zoning shall be guided by LU-88. 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-81. 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-82. 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-83. The County supports consolidating substandard lots into standard lots consistent with prevailing zoning densities.

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

- LU-84. 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-85. The County supports development proposals that divide vacant and developed AR/A-5 parcels outside the USB to their maximum zoning density.
- LU-86. 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-87. 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. The County shall establish a program that determines the methodology for Ag-Res expansion and criteria for small-scale expansion.
- LU-88. 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-86, 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-89. Agricultural-Residential expansion projects shall mitigate all impacts on existing rural services and schools.

### Implementation Measures:

- A. Implementation Measure for Policy LU-87: 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.
- B. Solicit a recommendation from the City of Galt regarding any rezones within the Galt Sphere of Influence. (MSA - PLANNING)

### 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 out lying 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-90. 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.

## **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.

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

1. Florid 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

Corridor plans for Watt Avenue North, Fair Oaks Boulevard, and Florin Road were initiated in 2006. The County will initiate additional corridor planning efforts as staff time and funding permits.

Policies:

- LU-91. 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-92. 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.

- 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.

## 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 that the full-scale corridor plans discussed in the previous section. The advantages of District Planning include: 1) more refined plans that concentrate of 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-93. 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.

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-94. 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.

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, the Planning department 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 the Planning Department 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-95. 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-96. 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-97. Support the ongoing conservation, maintenance and upgrading of the County's housing inventory.
- LU-98. Maintain an aggressive code enforcement and nuisance abatement program to ensure that the County's neighborhoods remain attractive, safe and free of violations.
- LU-99. Work closely with and support community groups to address local nuisances and blight.

#### Implementation Measures:

- A. Coordinate with the Department of Neighborhood Services and the Sacramento Housing and Redevelopment Agency to create plans for challenged neighborhoods. (MSA - PLANNING, 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-100. Support continued decentralization of County services, 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. (MSA - PLANNING, MSA - DNS)
- B. Provide Community Service Centers with adequate staffing and technical resources to ensure their efficient and effective operation. (MSA - PLANNING, MSA - DNS, 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. (MSA - PLANNING, MSA - DNS)

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-101. Support development of a variety of housing opportunities to meet the County’s diverse needs.

- LU-102. 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-103. 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-104. 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.

## 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-105. Neighborhood identity should be maintained and/or enhanced in existing and developing areas.
- LU-106. 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.

### 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 fairing 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-107. The County shall create redevelopment districts in those areas where deteriorated conditions and blight warrant planned redevelopment.
- LU-108. The County shall encourage aggressive code enforcement activity in areas designated for redevelopment or revitalization.
- LU-109. When siting new civic buildings and County offices, preference shall be given to locations in existing communities in need of revitalization.
- LU-110. 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. (MSA - PLANNING, SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY)
- B. Coordinate with the Sacramento Housing and Redevelopment Agency to designate deteriorated, blighted, or underutilized areas within the unincorporated area for redevelopment. (MSA - PLANNING, SACRAMENTO HOUSING AND REDEVELOPMENT AGENCY)
- C. Coordinate with the Building Industry Association and Chamber of Commerce in the promotion of sites for private redevelopment. (MSA - PLANNING)
- D. Offer density bonuses to encourage developers to increase Floor Area Ratios of projects in appropriate redevelopment areas.
- E. Develop a program to rehabilitate and revitalize existing commercial centers incorporating mixed use and transit-oriented design concepts. (MSA - PLANNING)
- 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. (MSA - PLANNING, COUNTY EXECUTIVE)
- G. Initiate special studies, in conjunction with redevelopment plans, to identify appropriate land uses. (MSA - PLANNING)

# **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 Game 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 comprehensive.**

**Intent:** Implementation of the General Plan is dependent upon a coordinated approach by multiple County departments to implement General Plan policy. The bulk of Plan implementation is the Planning Department's responsibility. However, other departments such as Public Works, Economic Development, Transportation, 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-111. 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. (MSA - PLANNING)
- B. Create interdepartmental teams to coordinate program implementation which involves multi-departmental responsibilities. (MSA - PLANNING, 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-112. County department 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-113. 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;
- are consistent with General Plan and Community Plan policies; and
- preserve community identity.

Implementation Measures:

- A. Provide technical assistance to independent service districts to facilitate district planning procedures consistent with policies in this plan. (MSA - PLANNING, MSA - COUNTY ENGINEERING, AFA)
- B. Involve appropriate independent service districts early in the project review process. (MSA - PLANNING)

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-114. 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-115. The County shall work with SACOG to support implementation of Blueprint's policies and land use objectives.
- LU-116. It is the policy of Sacramento County that development and open space preservation in the Natomas Joint Vision Overlay Area occur in a 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. (MSA - PLANNING)
- 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. (MSA - PLANNING)
- 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. (MSA - PLANNING, BOARD OF SUPERVISORS)

STATE AND FEDERAL AGENCY COORDINATION

**Objective:     Habitat enhancement, open space protection, 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 Division of Forestry, Department of Housing, Air Resources Board, and State Fish and Game.

#### Policies:

- LU-117. 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-118. 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 Game 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. (MSA - PLANNING)
- B. Develop programs with state and federal agencies to inventory habitat or areas with habitat restoration potential and survey wildlife density and diversity. (MSA - PLANNING)
- C. Develop procedures, forms, and information handouts which facilitate coordination of the development review and permit review processes. (MSA - PLANNING)
- D. Evaluate the feasibility of regional permitting programs to coordinate and expedite County federal permit processes. (MSA - PLANNING)
- E. Refer all projects adjacent to streams for review by the State Department of Fish and Game and the Army Corp of Engineers, if they have jurisdiction. Incorporate their recommendations as mitigation measures subject to project approval. (MSA - PLANNING, MSA - DWR, and MSA - DERA)

## 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 9 and 10) 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 9) and the Interim Zoning Consistency Matrix (Table 10) 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-119. The following tables, entitled "Zoning Consistency Matrix" (Table 9) and "Interim Zoning Consistency Matrix" (Table 10), 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.

TABLE 9

## ZONING CONSISTENCY MATRIX

COMBINING LAND USES		LAND USE DESIGNATION											
AGRICULTURE													
OPEN SPACE													
OTHER													
COMMERCIAL AND INDUSTRIAL													
RESIDENTIAL													
MIXED USE & TRANSIT ORIENTED DEVELOPMENT													
ZONING CATEGORIES													
PERMANENT AGRICULTURE													
AG-1 60 PERMANENT AGRICULTURE	15												8
AG-80 PERMANENT AGRICULTURE	15												8
AG-40 PERMANENT AGRICULTURE	15												8
AG-20 PERMANENT AGRICULTURE	15												8
RESERVE													
RR RECREATION RESERVE	15												
UR URBAN RESERVE	15												8
IR INDUSTRIAL RESERVE	15												8
AGRICULTURAL-RESIDENTIAL													
AR-10 AGRICULTURAL-RESIDENTIAL	15												
AR-5 AGRICULTURAL-RESIDENTIAL	15												
AR-2 AGRICULTURAL-RESIDENTIAL	15												
AR-1 AGRICULTURAL-RESIDENTIAL	15												
RECREATION													
O RECREATION	15												
NP NATURAL PRESERVE	15												
RESIDENTIAL													
RD-1 RESIDENTIAL DENSITY 1	15		7			13		11					
RD-2 RESIDENTIAL DENSITY 2	15		7			13		11					
RD-3 RESIDENTIAL DENSITY 3	15		7			13		11					
RD-4 RESIDENTIAL DENSITY 4	15		7			13		11					
RD-5 RESIDENTIAL DENSITY 5	15		7			13		11					
RD-7 RESIDENTIAL DENSITY 7	15		7			13		11					
RD-10 RESIDENTIAL DENSITY 10	15					13		11					
RD-15 RESIDENTIAL DENSITY 15	15		4			13		11					
RD-20 RESIDENTIAL DENSITY 20	15		4			13		11					
RD-26 RESIDENTIAL DENSITY 26	15		4			13		11					
RD-30 RESIDENTIAL DENSITY 30	15		4			13		11					
RD-40 RESIDENTIAL DENSITY 40	15		3	3		13		11					
RD-50 RESIDENTIAL DENSITY 50	15		3	3		13		11					
RM-2 MOBILE HOME SUBDIVISION	15					13		11					
COMMERCIAL													
BP BUSINESS AND PROFESSIONAL	15		2	2	2			11					
SC SHOPPING CENTER	15		2	2	2			11					
LC LIMITED COMMERCIAL	15		2	2	2			11					
GC GENERAL COMMERCIAL	15		2	2				11					8
AC AUTO COMMERCIAL	15		2	2				11					
TC TRAVEL COMMERCIAL	15		2	2		9		11					
C-O COMMERCIAL-RECREATION	15		2	2				11					
INDUSTRIAL													
M-1 LIGHT INDUSTRIAL	15				6		5	11					8
M-2 HEAVY INDUSTRIAL	15							11					8
MP INDUSTRIAL OFFICE PARK	15							11					
COMBINING													
(FP) FOOD PROCESSING	15							11					
(F) FLOOD	15							11					
(SM) SURFACE MINING	15							11					
(NPA) NEIGHBORHOOD PRESERVATION AREA	15							11					
(PC) PARKWAY CORRIDOR	15							11					
(NS) NATURAL STREAM	15							11					
(MHP) MOBILE HOME PARK	15							11					
SPECIAL													
SPA SPECIAL PLANNING AREA	15		6	6	6	6		11			6		
DW DELTA WATERWAYS													

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.

- The Core Area designation is shown only within the incorporated City of Sacramento and zoning is under that jurisdiction.
- Areas zoned LC, SC, BP, GC, AC, TC, and C-O that are less than 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.
- Areas zoned RD-40 and RD-50 that are less than 15 acres are consistent in 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.
- Areas zoned RD-30, RD-20 and RD-15 that are less than 15 acres are consistent in the Low Density Residential 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.
- Areas zoned M-1 that are less than 15 acres are consistent in 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.
- The land uses and residential density permitted in any particular SPA ordinance must conform to the land use categories and policies of the General Plan.
- Low Density Residential zoning is appropriate in Medium Density Residential designated areas only when needed as a buffer.
- Consistency in the Aggregate Resource Area designation is determined by the consistency designation and the zoning.
- The TC Travel Commercial zoning classification is consistent with the General Plan provided there are findings of fact by the Board of Supervisors that the needs of the traveling public justify the zoning.
- The AG-20 and AG-40 zoning categories are consistent with the Agricultural Cropland designation provided they meet the criteria of the applicable General Plan policies.
- 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.
- Areas zoned LC that are less than 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.
- The residential zoning categories are consistent with the Commercial and Office designation provided they meet the criteria of LU-14 and LU-17.
- The Resource Conservation Area designation is generally consistent with zones in the Permanent Agriculture, Recreation and Special zoning categories, as well as with the Flood, Parkway Corridor and Natural Stream combining zones. However, adopted management plans or existing conservation easements should be reviewed and assessed to verify whether or not the proposed use is consistent with the adopted management plans or existing conservation easements.
- All zoning classifications in existence at the time the Jackson Highway designation is applied are considered consistent. Urban development and/or rezones will not be approved until a master plan (such as a Specific Plan or comprehensive plan) is adopted and the Jackson Highway designation is removed.

**TABLE 10**

# INTERIM ZONING CONSISTENCY MATRIX

COMBINING LAND USES		LAND USE DESIGNATION																	
AGRICULTURE																			
OPEN SPACE																			
OTHER																			
COMMERCIAL AND INDUSTRIAL																			
RESIDENTIAL																			
MIXED USE & TRANSIT ORIENTED DEVELOPMENT																			
		JACKSON HIGHWAY	TRANSIT ORIENTED DEVELOPMENT	MIXED USE CORRIDOR	HIGH DENSITY	LOW DENSITY	AGRICULTURAL - RESIDENTIAL	EXTENSIVE INDUSTRIAL	COMMERCIAL AND OFFICE	URBAN DEVELOPMENT AREA	CORE 1 PUBLIC / QUASI-PUBLIC	WATER AND WATERWAYS	RECREATION NATURAL PRESERVE	AGRICULTURAL - RECREATION RESERVE	AGRICULTURAL - URBAN RESERVE	GENERAL AGRICULTURE (20 ACRES)	GENERAL AGRICULTURE (100 ACRES)	AGGREGATE RESOURCE AREA	NATONAS JOIN VISION AREA
INTERIM ZONING CATEGORIES																			
AGRICULTURAL HOLDING																			
AG - 80 AGRICULTURAL HOLDING	7											5							
AG - 20 AGRICULTURAL HOLDING	7											5							
AG - 10 AGRICULTURAL HOLDING	7											5							
GENERAL AGRICULTURAL																			
A - 5 GENERAL AGRICULTURAL	7											5							
A - 2 - B GENERAL AGRICULTURAL	7											5							
A - 2 GENERAL AGRICULTURAL	7											5							
A - 1 - A GENERAL AGRICULTURAL	7											5							
ESTATE																			
RE - 2 ESTATE	7											5							
RE - 1 ESTATE	7											5							
RESIDENTIAL																			
R - 1 - A SINGLE FAMILY	7											5							
R - 1 - B SINGLE FAMILY & DUPLEX	7											5							
R - 2 TWO FAMILY	7											5							
R - 2A MULTIPLE FAMILY	7											5							
R - 3 MULTIPLE FAMILY	7											5							
RM - 1 MOBILE HOME PARK	7											5							
RM - 1 MOBILE HOME PARK	7											5							
COMMERCIAL																			
CC CONVENIENCE CENTER	7											5							
COMBINING																			
(PD) PLANNED DEVELOPMENT	7											5							
OBSOLETE																			
C - 1 LIMITED COMMERCIAL																			
C - 2 LIMITED COMMERCIAL																			

- AS A GENERAL GUIDELINE THE GENERAL PLAN MAP WILL SHOW DISTRICTS OF COMMERCIAL ZONING, TEN (10) ACRES IN SIZE OR GREATER. SMALLER COMMERCIAL DISTRICTS WITHIN THE URBAN AREA WOULD NOT BE SHOWN ON THE GENERAL PLAN MAP AND THUS WOULD BE CONSISTENT. APPLICATIONS CONTAINING 10 ACRES OF COMMERCIAL ZONING OR MORE SHALL REQUIRE GENERAL PLAN AMENDMENTS TO THE GENERAL PLAN LAND USE MAP.
- AS A GENERAL GUIDELINE THE GENERAL PLAN MAP WILL SHOW DISTRICTS OF MULTIPLE FAMILY ZONING, FIFTEEN (15 ACRES IN SIZE OR GREATER. SMALLER MULTIPLE FAMILY DISTRICTS WITHIN THE URBAN AREA WOULD NOT BE SHOWN ON THE GENERAL PLAN MAP THUS WOULD BE CONSISTENT. APPLICATIONS CONTAINING 15 ACRES OR MORE OF MULTIPLE-FAMILY RESIDENTIAL ZONING SHALL REQUIRE GENERAL PLAN AMENDMENTS TO THE GENERAL PLAN LAND USE MAP.
- THE A-2-B, A-2, A-1-A, A-1-B, RE-3 OR RE-2 INTERIM ZONES ARE CONSISTENT WITH THE GENERAL PLAN PROVIDED 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.
- CONSISTENCY IN THE AGGREGATE RESOURCE AREA DESIGNATION IS DETERMINED BY THE CONSISTENCY BETWEEN THE UNDERLYING GENERAL PLAN DESIGNATION AND THE ZONING.
- ALL LAND USE ZONES IN EXISTENCE AT THE TIME OF APPLICATION OF THE URBAN STUDY AREA GENERAL PLAN CATEGORY ARE CONSIDERED CONSISTENT. ANY PROPOSED CHANGES IN LAND USE ZONES WHILE THE URBAN STUDY AREA CATEGORY IS IN PLACE ARE HOWEVER CONSIDERED INCONSISTENT.
- THE CORE AREA LAND USE CATEGORY IS SHOWN ONLY WITHIN THE INCORPORATED CITY OF SACRAMENTO AND ZONING IS UNDER THAT JURISDICTION.
- ALL ZONING CLASSIFICATIONS IN EXISTENCE AT THE TIME THE JACKSON HIGHWAY DESIGNATION IS APPLIED ARE CONSIDERED CONSISTENT. URBAN DEVELOPMENT AND/OR REZONES WILL NOT BE APPROVED UNTIL A MASTER PLAN (SUCH AS A SPECIFIC PLAN OR COMPREHENSIVE PLAN) IS ADOPTED AND THE JACKSON HIGHWAY DESIGNATION IS REMOVED.

NOTE: Shading indicates that the zoning classification is consistent with the General Plan designation. A number indicates conditional consistency in accordance with the corresponding footnote.



## AMENDING THE LAND USE DIAGRAM

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

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

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

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

### Policies:

LU-120. Except as permitted by LU-60, the County shall not accept applications to amend the General Plan Land Use Diagram from a designation in Column A to a designation in Column B for property located outside of the Urban Policy Area but within the Urban Service Boundary unless:

- The property adjoins property designated for urban land uses and its shape and extent comprise a logical extension of infrastructure and services; and
- There is clear evidence that infrastructure capacity and service availability exist or can be easily extended to the property; and
- The amendment is consistent with draft or adopted Habitat Conservation Plans; and
- The Board finds that the unincorporated area land supply within the Urban Policy Area contains an insufficient land supply to accommodate a 15 year supply of growth; or
- The Board determines that the property represents a minor and logical extension of the Urban Policy Area for the purpose of preparation of a Specific Plan or other development request.

LU-121. The Urban Policy Area is intended to provide a 25-year supply of developable land sufficient to accommodate projected growth. The UPA shall also include additional lands to ensure an appropriate supply. It is the policy and intent of the County to

expand the UPA at a minimum of five year intervals 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 and complies with draft or adopted Habitat Conservation Plan goals and objectives.

LU-122. 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 draft or adopted Habitat Conservation Plans;
- 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-14.

LU-123. The County may modify the Urban Policy Area independent of changes in General Plan land use designations provided that the area encompassed by the changes meets the requirements of Policy LU-120, or the County has adopted a Community Plan which provides for extending urban services to existing agricultural-residential areas.

LU-124. 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 11 for property outside of the Urban Service Boundary unless consistent with Policy LU-76.

LU-125. The County shall not accept applications to amend the Land Use Diagram from a designation in Column A, in Table 11 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-86 & LU-87.

- 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.

LU-126. 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 an 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-127. Any Departmental determination on the acceptability of an application to amend the General Plan criteria in policies LU-120 through LU-126 and AG-2 is appealable to the Board of Supervisors.

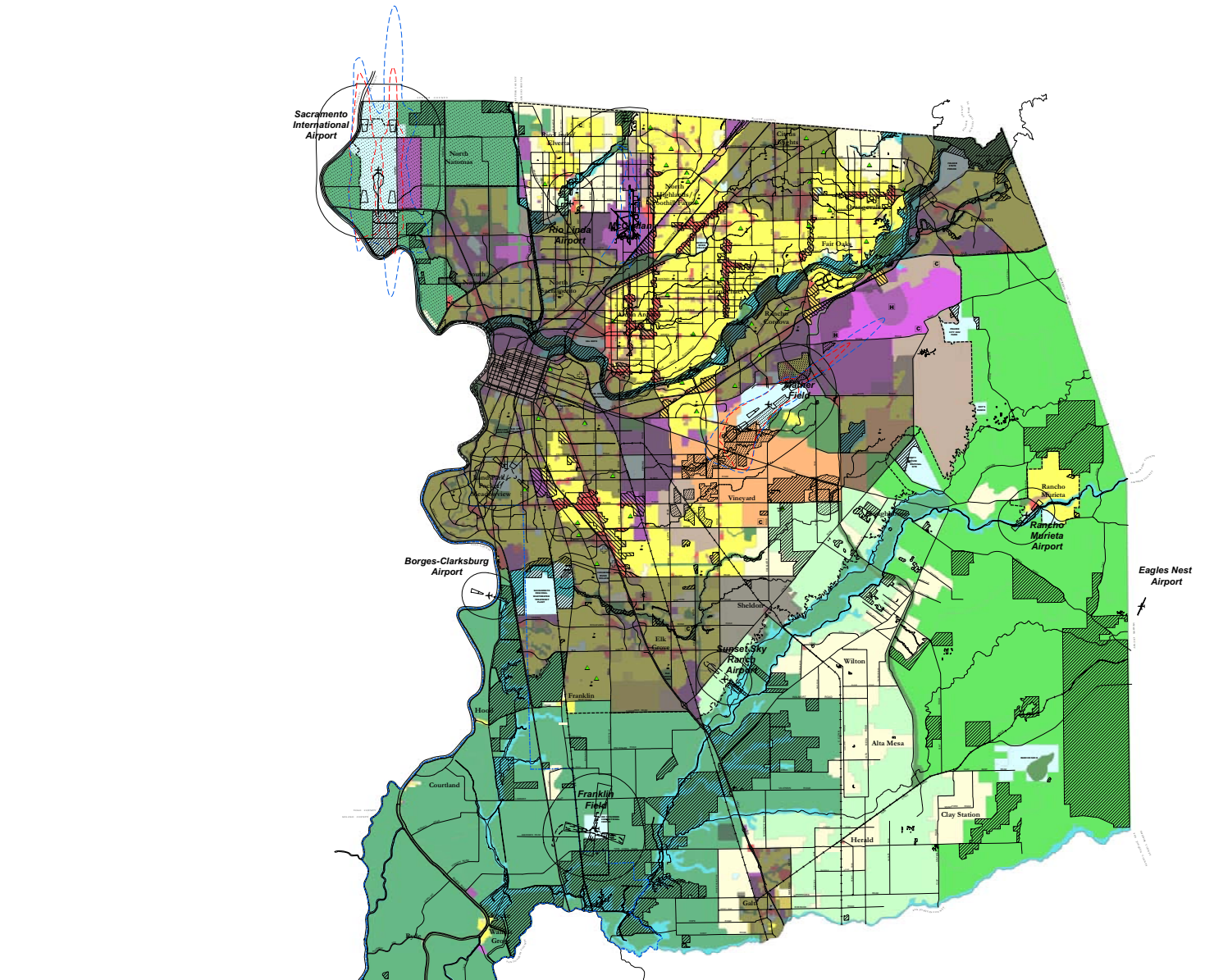
Implementation Measure:

- A. Evaluate requests to amend the General Plan Land Use Diagram. (MSA - PLANNING, PLANNING COMMISSION, BOARD OF SUPERVISORS)

**TABLE 11**

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

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



# GENERAL PLAN LAND USE DIAGRAM

May 30, 2007  
SACRAMENTO COUNTY, CALIFORNIA

**AIRPORT NOISE CONTOURS**  
 [Line] ADOPTED NOISE CONTOURS  
 [Line] THEORETIC CAPACITY 60 CNEL  
 [Line] PROPOSED MASTER PLAN 60 CNEL

The noise contours shown for Sacramento International Airport, Mather Airport and McClellan Airport are for informational purposes only. For both Sacramento International Airport and Mather Airport, two sets of noise contours are shown: one based on the theoretic airport capacity aircraft noise 60 CNEL exposure methodology and one based on the proposed master plan aircraft noise 60 CNEL exposure methodology. Once final noise contours are adopted, the Land Use Diagram will be updated with this information.

- |  |   |
|--|---|
| <p><b>RESIDENTIAL</b></p> <ul style="list-style-type: none"> <li>[Yellow] AGRICULTURAL-RESIDENTIAL (1-10 ac/du)</li> <li>[Light Yellow] LOW DENSITY RESIDENTIAL (1-12 du/ac)</li> <li>[Orange] MEDIUM DENSITY RESIDENTIAL (13-30 du/ac)</li> <li>[Dark Orange] HIGH DENSITY RESIDENTIAL (31-50 du/ac)</li> </ul> <p><b>MIXED USE &amp; TRANSIT-ORIENTED DEVELOPMENT</b></p> <ul style="list-style-type: none"> <li>[Orange] JACKSON CORRIDOR PLANNING AREA</li> <li>[Light Orange] TRANSIT ORIENTED DEVELOPMENT</li> <li>[Hatched] MIXED USE CORRIDORS</li> </ul> <p><b>COMMERCIAL &amp; OFFICES</b></p> <ul style="list-style-type: none"> <li>[Pink] CORE AREA</li> <li>[Red] COMMERCIAL AND OFFICES</li> <li>[Purple] INTENSIVE INDUSTRIAL</li> <li>[Dark Purple] EXTENSIVE INDUSTRIAL</li> </ul> <p><b>COMBINING LAND USES</b></p> <ul style="list-style-type: none"> <li>[Hatched] AGGREGATE RESOURCE AREAS</li> <li>[Hatched] RESOURCE CONSERVATION AREAS</li> <li>[Hatched] NATOMAS JOINT VISION AREA</li> </ul> <p><b>PUBLIC &amp; QUASI-PUBLIC</b></p> <ul style="list-style-type: none"> <li>[Blue] CEMETERY, PUBLIC &amp; QUASI-PUBLIC</li> </ul> | <p><b>OPEN SPACE</b></p> <ul style="list-style-type: none"> <li>[Green] RECREATION</li> <li>[Light Green] AGRICULTURAL-URBAN RESERVE</li> <li>[Blue] NATURAL PRESERVE</li> <li>[Dark Green] AGRICULTURAL CROPLAND</li> <li>[Light Green] GENERAL AGRICULTURE (20 ac)</li> <li>[Dark Green] GENERAL AGRICULTURE (80 ac)</li> <li>[Brown] URBAN DEVELOPMENT AREA</li> <li>[Light Green] AGRICULTURAL-RECREATION RESERVE</li> <li>[Green] HIGH SCHOOLS</li> <li>[Green] PARKS</li> <li>[Hatched] URBAN SERVICE BOUNDARY</li> <li>[Hatched] MEDICAL (HOSPITALS)</li> <li>[Hatched] URBAN STREAM CORRIDOR</li> <li>[Hatched] AIRPORTS</li> <li>[Hatched] PRIMARY AND SECONDARY ZONES OF THE DELTA</li> </ul> <p><b>TRANSFER STATION</b></p> <ul style="list-style-type: none"> <li>[T] TRANSFER STATION</li> <li>[L] LANDFILL</li> <li>[C] CLOSED LANDFILL</li> <li>[H] HAZARDOUS WASTE</li> </ul> |
|--|---|



Land use designations for incorporated cities within Sacramento County will be updated so that they are consistent with their respective adopted General Plans.



# General Plan

# Noise Element

*Draft*

May 30, 2007

**County of Sacramento**  
Planning and Community Development Department





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# **SACRAMENTO COUNTY GENERAL PLAN NOISE ELEMENT**

## **SECTION I**

### **INTRODUCTION**

#### **Purpose of the Noise Element**

The Noise Element of the Sacramento County General Plan provides a basis for comprehensive local policies to control and abate environmental noise and to protect the citizens of Sacramento County from excessive noise exposure. The fundamental goals of the Noise Element are as follows:

- To provide sufficient information concerning the community noise environment so that noise may be effectively considered in the land use planning process.
- To develop strategies for abating excessive noise exposure through cost-effective mitigation measures in combination with appropriate zoning to avoid incompatible land uses.
- To protect those existing regions of the planning area whose noise environments are deemed acceptable and also those locations throughout the community deemed “noise sensitive”.
- To protect existing noise-producing commercial and industrial uses in Sacramento County from encroachment by noise-sensitive land uses.

#### **Noise Element Requirements**

The noise element requirements contained in California Government Code Section 65302(f) are summarized as follows:

- A noise element shall identify and appraise noise problems in the community. The noise element shall recognize the guidelines established by the Office of Noise Control in the State Department of Health Services and shall analyze and quantify, to the extent practicable, as determined by the legislative body, current and projected noise levels for all major sources of noise within the County.
- Noise contours shall be shown for major noise sources and stated in terms of the day/night average level (Ldn) or other appropriate noise descriptors. The noise contours shall be prepared on the basis of noise monitoring or following generally accepted noise modeling techniques for the various sources identified above.

- The noise contours shall be used as a guide for establishing a pattern of land uses in the land use element that minimizes the exposure of community residents to excessive noise. The noise element shall include policies, implementation measures and possible solutions that address existing and foreseeable noise problems, if any.

### **Acoustical Terminology**

<b>Acoustics</b>	The science of sound.
<b>Ambient Noise</b>	The distinctive acoustical characteristics of a given area consisting of all noise sources audible at that location. In many cases, the term ambient is used to describe an existing or pre-project condition such as the setting in an environmental noise study.
<b>Attenuation</b>	The reduction of noise.
<b>A-Weighting</b>	A frequency-response adjustment of a sound level meter that conditions the output signal to approximate human response. All noise level measurements and noise standards associated with this Noise Element are provided in terms of A-weighted sound levels.
<b>Capacity Enhancing</b>	A roadway project which would increase roadway capacity. Examples include new roadway construction projects or widening projects. Projects which only re-stripe or otherwise alter roadway configuration without increasing capacity are not included in this definition
<b>CNEL</b>	Community Noise Equivalent Level. Defined as the 24-hour average noise level with noise occurring during evening hours (7 - 10 p.m.) weighted by a factor of three and nighttime hours weighted by a factor of 10 prior to averaging.
<b>Decibel or dB</b>	Fundamental unit of sound, defined as ten times the logarithm of the ratio of the sound pressure squared over the reference pressure squared.
<b>Frequency</b>	The measure of the rapidity of alterations of a periodic acoustic signal, expressed in cycles per second or Hertz.
<b>Infill Project</b>	A project which is consistent with the General Plan Land Use Map designations, zoning, and community plan for the property in which at least

50% of the project site is bounded by similar uses and a project which would not expand the perimeter of the development area.

<b>Ldn</b>	Day/Night Average Sound Level. Similar to CNEL but with no evening weighting.
<b>Leq</b>	Equivalent or energy-averaged sound level.
<b>L50</b>	Median noise level, or level exceeded 50% of time.
<b>Lmax</b>	The highest root-mean-square (RMS) sound level measured over a given period of time.
<b>Loudness</b>	A subjective term for the sensation of the magnitude of sound.
<b>Noise</b>	Unwanted sound.

#### **Noise Reducing Pavement**

Pavement types for which local studies have identified noise-reducing benefits.

#### **Sensitive Outdoor Areas**

The primary outdoor activity area associated with any given land use at which noise-sensitivity exists and the location at which the County's exterior noise level standards are applied.

**Single-Family Residential uses:** Normally considered to be back yard spaces, or distinct rear patio/deck areas of single-family residential uses. Front yard spaces, elevated balconies front courtyards, front decks, side yards, etc., are not commonly considered to be sensitive outdoor activity areas. Where the location of outdoor activity areas for large lot residential properties cannot be determined, the County's exterior noise level standards shall be applied within 50 feet of the rear of the residence.

**Multi-family Residential Uses:** Common outdoor recreation areas, such as pools, tot-lots, tennis courts, etc., of multi-family uses are considered to be the sensitive outdoor area. Individual patios and balconies of multi-family developments are not considered to be sensitive outdoor areas.

**Residential Component of Mixed-Use Developments:** Mixed use developments will commonly consist of residential units on elevated floors

above office or commercial uses. As a result, such uses may not include a clearly delineated sensitive outdoor area, in which case satisfaction with the County's interior noise level standards will be considered adequate.

**Small Lot Detached Single Family Developments:** In higher density detached single family residential developments (RD-10 or greater density), outdoor activity areas may be small patios or courtyards, or the development may not propose outdoor areas. If small lot developments provide a common outdoor recreation area for the residents of the community (much like an apartment complex), the standards of the Noise Element shall be applied at that location. Otherwise, the standards shall be applied at individual patio/courtyard areas of these developments.

## **Fundamentals of Noise**

Noise is often described as unwanted sound. Sound is defined as any pressure variation in air that the human ear can detect. If the pressure variations occur frequently enough (at least 20 times per second) they can be heard and hence are called sound. The number of pressure variations per second is called the frequency of sound, and is expressed as cycles per second, called Hertz (Hz).

Measuring sound directly in terms of pressure would require a very large and awkward range of numbers. To avoid this, the decibel scale was devised. The decibel scale uses the hearing threshold (20 micropascals), as a point of reference, defined as 0 dB. Other sound pressures are then compared to the reference pressure, and the logarithm is taken to keep the numbers in a practical range. The decibel scale allows a million-fold increase in pressure to be expressed as 120 dB. Another useful aspect of the decibel scale is that changes in levels (dB) correspond closely to human perception of relative loudness. Figure 1 shows examples of noise levels for several common noise sources and environments.

The perceived loudness of sounds is dependent upon many factors, including sound pressure level and frequency content. However, within the usual range of environmental noise levels, perception of loudness is relatively predictable, and can be approximated by weighing the frequency response of a sound level meter by means of the standardized A-weighting network. There is a strong correlation between A-weighted sound levels (expressed as dBA) and community response to noise. For this reason, the A-weighted sound level has become the standard tool of environmental noise assessment. All noise levels reported in this document are in terms of A-weighted levels.

Community noise is commonly described in terms of the “ambient” noise level, which is defined as the all-encompassing noise level associated with a given noise environment. A common statistical tool to measure the ambient noise level is the average, or equivalent, sound level (Leq), which corresponds to a steady-state A-weighted sound level containing the same total energy as a time-varying signal over a given time period (usually one hour). The Leq is the foundation of the composite noise descriptor, Ldn, and shows very good correlation with community response to noise.

The Day-Night Average Level (Ldn) is based upon the average noise level over a 24-hour day, with a +10 decibel weighing applied to noise occurring during nighttime (10:00 p.m. to 7:00 a.m.) hours. The nighttime penalty is based upon the assumption that people react to nighttime noise exposures as though they were twice as loud as daytime exposures. Because Ldn represents a 24-hour average, it tends to disguise short-term variations in the noise environment.

**TABLE 1**

**TYPICAL A-WEIGHTED SOUND LEVELS OF COMMON NOISE SOURCES**

<u>Loudness Ratio Level</u>	<u>A-Weighted Sound Level (dBA)</u>	
128	130	Threshold of pain
64	120	Jet aircraft take-off at 100 feet
32	110	Riveting machine at operators position
16	100	Cut-off saw at operators position
8	90	Bulldozer at 50 feet
4	80	Diesel locomotive at 300 feet
2	70	Commercial jet aircraft interior during flight
1	60	Normal conversation speech at 5-10 feet
1/2	50	Open office background level
1/4	40	Background level within a residence
1/8	30	soft whisper at 2 feet
1/16	20	Interior of recording studio



Noise in the community has often been cited as being a health problem, not in terms of actual physiological damages such as hearing impairment, but in terms of inhibiting general well-being and contributing to undue stress and annoyance. The health effects of noise in the community arise from interference with human activities such as sleep, speech, recreation and tasks demanding concentration or coordination. When community noise interferes with human activities or contributes to stress, public annoyance with the noise source increases, the acceptability of the environment for people decreases. This decrease in acceptability and the threat to public well-being are the bases for land use planning policies preventing exposures to excessive community noise levels.

To control noise from fixed sources which have developed from processes other than zoning or land use planning, many jurisdictions have adopted community noise control ordinances. Such ordinances are intended to abate noise nuisances and to control noise from existing sources. They may also be used as performance standards to judge the creation of a potential nuisance, or potential encroachment of sensitive uses upon noise-producing facilities. Community noise control ordinances are generally designed to resolve noise problems on a short-term basis (usually by means of hourly noise level criteria), rather than on the basis of 24-hour or annual cumulative noise exposures.

In addition to the A-weighted noise level, other factors should be considered in establishing criteria for noise sensitive land uses. For example, sounds with noticeable tonal content such as whistles, horns, droning or high-pitched sounds may be more annoying than the A-weighted sound level alone suggests. Many noise standards apply a penalty, or correction, of 5 dBA to such sounds. The effects of unusual tonal content are generally more of a concern at nighttime, when residents may notice the sound in contrast to low levels of background noise.

Because many rural residential areas experience very low noise levels, residents may express concern about the loss of "peace and quiet" due to the introduction of a sound which was not audible previously. In very quiet environments, the introduction of virtually any change in local activities will cause an increase in noise levels. A change in noise level and the loss of "peace and quiet" is the inevitable result of land use or activity changes in such areas. Audibility of a new noise source and/or increases in noise levels within recognized acceptable limits are not usually considered to be significant noise impacts, but these concerns should be addressed and considered in the planning and environmental review processes.

## **Background on Criteria for Acceptable Noise Exposure**

The State Office of Planning and Research (OPR) Noise Element Guidelines include recommended exterior and interior noise level standards for local jurisdictions to identify and prevent the creation of incompatible land uses due to noise. The OPR guidelines contain a land use compatibility table which describes the compatibility of different land uses with a range of environmental noise levels in terms of Ldn. A noise environment of 60 dB Ldn or less is considered to be normally acceptable for residential uses according to those guidelines.

The U.S. Environmental Protection Agency (EPA) also offers guidelines for community noise exposure in the publication “Information on the Levels of Environmental Noise Requisite to Protect Public Health and Welfare with an Adequate Margin of Safety”. These guidelines consider occupational noise exposure as well as noise exposure in the home. The “Levels Document” recognizes an exterior noise level of 55 dB Ldn as a goal to protect the public from hearing loss, activity interference, sleep disturbance and annoyance. The EPA notes, however, that this level is not a regulatory goal, but is a level defined by a negotiated scientific consensus without concern for economic and technological feasibility or the needs and desires of any particular community. The EPA and other Federal agencies have suggested land use compatibility guidelines which indicate that residential noise exposures of 55 to 65 dB Ldn are acceptable.

The U.S. Environmental Protection Agency has also prepared a Model Community Noise Control Ordinance, using Leq as the means of defining allowable residential noise level limits. The EPA model contains no specific recommendations for local noise level standards, but reports a range of Leq values as adopted by various local jurisdictions. The mean daytime residential noise standard reported by the EPA is 57 dBA (Leq); the mean nighttime residential noise standard is 52 dBA (Leq). Other state laws and regulations regarding noise control are directed towards aircraft, motor vehicles and noise in general.

The California Vehicle Code sets noise emission standards for new vehicles including autos, trucks, motorcycles and off-road vehicles. Performance standards also apply to all vehicles operated on public streets and roadways. Section 216 of the Streets and Highways Code regulates traffic noise received at schools near freeways.

# **SACRAMENTO COUNTY GENERAL PLAN NOISE ELEMENT**

## **SECTION II**

### **NOISE ELEMENT GOALS AND POLICIES**

- GOAL 1** To protect the existing and future citizens of Sacramento County from the harmful effects of exposure to excessive noise. More specifically, to protect existing noise-sensitive land uses from new uses that would generate noise levels which are incompatible with those uses, and to discourage new noise-sensitive land uses from being developed near sources of high noise levels.
- GOAL 2** To protect the economic base of Sacramento County by preventing the encroachment of noise-sensitive land uses into areas affected by existing noise-producing uses. More specifically, to recognize that noise is an inherent by-product of many land uses and to prevent new noise-sensitive land uses from being developed in areas affected by existing noise-producing uses.
- GOAL 3** To provide the County with flexibility in the development of infill properties which may be located in elevated noise environments.
- GOAL 4** To provide sufficient noise exposure information so that existing and potential future noise impacts may be effectively addressed in the land use planning and project review processes.

#### **TRAFFIC AND RAILROAD NOISE SOURCES**

- NO-1. The noise level standards for noise-sensitive areas of *new* uses affected by traffic or railroad noise sources in Sacramento County are shown by Table 1. Where the noise level standards of Table 1 are predicted to be exceeded at new uses proposed within Sacramento County which are affected by traffic or railroad noise, appropriate noise mitigation measures shall be included in the project design to reduce projected noise levels to a state of compliance with the Table 1 standards.

#### **AIRCRAFT NOISE SOURCES**

- NO-2. Proposals for new development within Sacramento County which may be affected by aircraft noise shall be evaluated relative to Table 4: *Land Use Compatibility for Aircraft Noise*.

- NO-3. New residential development within the 60 CNEL noise contours adopted by the County for planning purposes at any airport or Helipad within Sacramento County shall be prohibited. This policy is not applicable to Executive Airport.
- NO-4. New residential development within adopted Airport Policy Area boundaries, but outside the 60 CNEL, shall be subject to the following conditions:
- A. Provide minimum noise insulation to 45 dB CNEL within new residential dwellings, including detached single family dwellings, with windows closed in any habitable room.
  - B. Notification in the Public Report prepared by the California Department of Real Estate disclosing the fact to prospective buyers that the parcel is located within an Airport Policy Area.
  - C. An Avigation Easement prepared by the Sacramento County Counsel's Office granted to the County of Sacramento, recorded with the Sacramento County Recorder, and filed with Department of Airports. Such Avigation Easement shall acknowledge the property location within an Airport Planning Policy Area and shall grant the right of flight and unobstructed passage of all aircraft into and out of the subject Airport.
- Exceptions: New accessory residential dwellings on parcels zoned Agricultural, Agricultural-Residential, Interim Agricultural, Interim General Agricultural, or Interim Limited Agricultural and between the 60 and 65 CNEL contours, shall be permitted within adopted Airport Policy Area boundaries, but would be subject to the conditions listed above.

#### NON-TRANSPORTATION NOISE SOURCES

- NO-5. The interior and exterior noise level standards for noise-sensitive areas of new uses affected by existing non-transportation noise sources in Sacramento County are shown by Table 2. Where the noise level standards of Table 2 are predicted to be exceeded at a proposed noise-sensitive area due to existing non-transportation noise sources, appropriate noise mitigation measures shall be included in the project design to reduce projected noise levels to a state of compliance with the Table 2 standards within sensitive areas.
- NO-6. Where a project would consist of or include non-transportation noise sources, the noise generation of those sources shall be mitigated so as not exceed the interior and

exterior noise level standards of Table 2 at existing noise-sensitive areas in the project vicinity.

- NO-7. The “last use there” shall be responsible for noise mitigation. However, if a noise-generating use is proposed adjacent to lands zoned for uses which may have sensitivity to noise, then the noise generating use shall be responsible for mitigating its noise generation to a state of compliance with the Table 2 standards at the property line of the generating use in anticipation of the future neighboring development.

### CONSTRUCTION NOISE

- NO-8. Noise associated with construction activities shall adhere to the County Code requirements. Specifically, Section 6.68.090(e) addresses construction noise within the County.

### TRANSPORTATION PROJECTS

- NO-9. For capacity enhancing roadway or rail projects, or the construction of new roadways or railways, a noise analysis shall be prepared in accordance with the Table 3 requirements. If pre-project traffic noise levels already exceed the noise standards of Table 1 and the increase is significant as defined below, noise mitigation measures should be considered to reduce traffic and/or rail noise levels to a state of compliance with the Table 1 standards. A significant increase is defined as follows:

<u>Pre-Project Noise Environment (Ldn)</u>	<u>Significant Increase</u>
Less than 60 dB	5+ dB
60 - 65 dB	3+ dB
Greater than 65 dB	1.5+ dB

- NO-10. For interim capacity enhancing roadway or rail projects, or the construction of new interim roadways or railways, it may not be practical or feasible to provide mitigation if the ultimate roadway or railway design would render the interim improvements ineffective or obsolete. An example would be a noise barrier constructed for an interim project which would need to be removed to accommodate the ultimate project. The following factors should be considered in determining whether or not noise mitigation will be implemented for interim project, but in general, noise mitigation for interim projects would not be provided:

- a. The severity of the impact
- b. The cost and effectiveness of the mitigation.
- c. The number of properties which would benefit from the mitigation.
- d. The foreseeable duration between interim and ultimate improvements.

e. Aesthetic, safety and engineering considerations.

- NO-11. If noise-reducing pavement is to be utilized in conjunction with a roadway improvement project, or if such paving existing adjacent to a proposed new noise-sensitive land use, the acoustical benefits of such pavement shall be included in the noise analysis prepared for the project.

#### GENERAL NOISE POLICY

- NO-12. All noise analyses prepared to determine compliance with the noise level standards contained within this Noise Element shall be prepared in accordance with Table 3.
- NO-13. Where noise mitigation measures are required to satisfy the noise level standards of this Noise Element, emphasis shall be placed on the use of setbacks and site design to the extent feasible, prior to consideration of the use of noise barriers.
- NO-14. Noise analyses prepared for multi-family residential projects, town homes, mixed-use, condominiums, or other residential projects where floor ceiling assemblies or party-walls shall be common to different owners/occupants, shall be consistent with the State of California Noise Insulation standards.
- NO-15. The County shall have the flexibility to consider the application of 5 dB less restrictive exterior noise standards than those prescribed in Tables 1 and 2 in cases where it is impractical or infeasible to reduce exterior noise levels within infill projects to a state of compliance with the Table 1 or 2 standards. In such cases, the rationale for such consideration shall be clearly presented and disclosure statements and noise easements should be included as conditions of project approval. The interior noise level standards of Tables 1 and 2 would still apply.

#### EXEMPTIONS

- NO-16. The following sources of noise shall be exempt from the provisions of this Noise Element:
- a. Emergency warning devices and equipment operated in conjunction with emergency situations, such as sirens and generators which are activated during power outages. The routine testing of such warning devices and equipment shall also be exempt provided such testing occurs during daytime hours.
  - b. Activities at schools, parks or playgrounds, provided such activities occur during daytime hours.
  - c. Activities associated with events for which a permit has been obtained from the County.

**Table 1**  
**Noise Standards for New Uses Affected by Traffic and Railroad Noise**  
**Sacramento County Noise Element**

New Land Use	Sensitive <sup>1</sup> Outdoor Area - Ldn	Sensitive Interior <sup>2</sup> Area - Ldn	Notes
All Residential	65	45	5
Transient Lodging	65	45	3,5
Hospitals & Nursing Homes	65	45	3, 4, 5
Theaters & Auditoriums	---	35	3
Churches, Meeting Halls	65	40	3
Schools, Libraries, etc.	65	40	3
Office Buildings	65	45	3
Commercial Buildings	---	50	3
Playgrounds, Parks, etc.	70	---	
Industry	65	50	3

Notes:

1. Sensitive areas are defined acoustic terminology section.
2. Interior noise level standards are applied within noise-sensitive areas of the various land uses, with windows and doors in the closed positions.
3. Where there are no sensitive exterior spaces proposed for these uses, only the interior noise level standard shall apply.
4. Hospitals are often noise-generating uses. The exterior noise level standards for hospitals are applicable only at clearly identified areas designated for outdoor relaxation by either hospital staff or patients.
5. If this use is affected by railroad noise, a maximum (Lmax) noise level standard of 70 dB shall be applied to all sleeping rooms to reduce the potential for sleep disturbance during nighttime train passages.

**Table 2**  
**Non-Transportation Noise Standards**  
**Sacramento County Noise Element**  
**Median (L50) / Maximum (Lmax)<sup>1</sup>**

Receiving Land Use	Outdoor Area <sup>2</sup>		Interior <sup>3</sup>	Notes
	Daytime	Nighttime	Day & Night	
All Residential	55 / 75	50 / 70	35 / 55	
Transient Lodging	55 / 75	---	35 / 55	4
Hospitals & Nursing Homes	55 / 75	---	35 / 55	5, 6
Theaters & Auditoriums	---	---	30 / 50	6
Churches, Meeting Halls, Schools, Libraries, etc.	55 / 75	---	35 / 60	6
Office Buildings	60 / 75	---	45 / 65	6
Commercial Buildings	---	---	45 / 65	6
Playgrounds, Parks, etc.	65 / 75	---	---	6
Industry	60 / 80	---	50 / 70	6

**Notes:**

1. The Table 2 standards shall be reduced by 5 dB for sounds consisting primarily of speech or music, and for recurring impulsive sounds. If the existing ambient noise level exceeds the standards of Table 2, then the noise level standards shall be increased at 5 dB increments to encompass the ambient.
2. Sensitive areas are defined acoustic terminology section.
3. Interior noise level standards are applied within noise-sensitive areas of the various land uses, with windows and doors in the closed positions.
4. Outdoor activity areas of transient lodging facilities are not commonly used during nighttime hours.
5. Hospitals are often noise-generating uses. The exterior noise level standards for hospitals are applicable only at clearly identified areas designated for outdoor relaxation by either hospital staff or patients.
6. The outdoor activity areas of these uses (if any), are not typically utilized during nighttime hours.
7. Where median (L50) noise level data is not available for a particular noise source, average (Leq) values may be substituted for the standards of this table provided the noise source in question operates for at least 30 minutes of an hour. If the source in question operates less than 30 minutes per hour, then the maximum noise level standards shown would apply.



**Table 3**  
**Requirements for Acoustical Analyses Prepared in Sacramento County**

An acoustical analysis prepared pursuant to the Noise Element shall:

- A. Be the responsibility of the applicant.
- B. Be prepared by qualified persons experienced in the fields of environmental noise assessment and architectural acoustics.
- C. Include representative noise level measurements with sufficient sampling periods and locations to adequately describe local conditions.
- D. Estimate projected future (20 year) noise levels in terms of the Standards of Tables 1 and 2, and compare those levels to the adopted policies of the Noise Element.
- E. Recommend appropriate mitigation to achieve compliance with the adopted policies and standards of the Noise Element.
- F. Estimate interior and exterior noise exposure after the prescribed mitigation measures have been implemented.

**Table 4**  
**Land Use Compatibility for Airport Noise**

<b>Land Use Designation</b>	<b>60-65 CNEL</b>	<b>65-70 CNEL</b>	<b>70-75 CNEL</b>	<b>75-80 CNEL</b>	<b>80-85 CNEL</b>
<u><b>RESIDENTIAL</b></u> <sup>1,8</sup>					
• Single-family detached <sup>2</sup>	No <sup>6</sup>	No	No	No	No
• Two-family dwelling	No <sup>6</sup>	No	No	No	No
• Multi-family dwelling (3+ families)	No <sup>6</sup>	No	No	No	No
• Group Quarters & Rooming Houses	No <sup>6</sup>	No	No	No	No
• Mobile Home Parks or Courts	No <sup>6</sup>	No	No	No	No
• Agricultural/Residential (min. 2ac parcel size)	Yes <sup>6, 9</sup>	Yes <sup>6, 9</sup>	No	No	No
<u><b>INDUSTRIAL MANUFACTURING</b></u>					
• Food and kindred products	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Textiles and apparel	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Transportation equipment	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Lumber and wood products	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Furniture and fixtures	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Paper and allied products	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Printing and publishing	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Chemicals and allied products	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Asphalt paving and miscellaneous petroleum	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Petroleum refining	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Rubber and plastics	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Stone, glass, clay, and concrete products	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Primary and fabricated metals	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Electrical and electronic equipment	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Leather products	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Industrial, commercial, & computer equipment	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Photo, optical and medical equipment	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Miscellaneous manufacturing	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
<u><b>TRANSPORTATION, COMMUNICATIONS, &amp; UTILITIES</b></u>					
• Streets, roads, and highways	Yes	Yes	Yes	Yes	Yes
• Heavy rail lines: freight and passenger	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Light rail lines: passenger	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>

**Table 4**  
**Land Use Compatibility for Airport Noise**

<b>Land Use Designation</b>	<b>60-65 CNEL</b>	<b>65-70 CNEL</b>	<b>70-75 CNEL</b>	<b>75-80 CNEL</b>	<b>80-85 CNEL</b>
<ul style="list-style-type: none"> <li>• Trucking and rail freight terminals</li> <li>• Warehousing and storage</li> <li>• Passenger terminals and stations</li> <li>• Water transportation: freight and passenger</li> <li>• Parking lots</li> <li>• Transportation services</li> <li>• Radio, television, and telephone</li> <li>• Cellular radio transmission antenna</li> <li>• Courier service</li> <li>• Electrical and natural gas generation and switching</li> <li>• Natural gas and petroleum pipelines and storage</li> <li>• Water treatment plants</li> <li>• Sewer treatment plants</li> <li>• Sanitary landfills</li> <li>• Recycling and transfer facilities</li> <li>• Hazardous material facilities</li> </ul>	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3, 7</sup>
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
<b><u>WHOLESALE TRADE</u></b>					
<ul style="list-style-type: none"> <li>• Paints, varnishes, and supplies</li> <li>• Chemicals and allied products</li> <li>• Petroleum terminals and wholesalers</li> <li>• Miscellaneous wholesale trade</li> </ul>	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
<b><u>RETAIL TRADE</u></b>					
<ul style="list-style-type: none"> <li>• Department and variety stores (single)</li> <li>• Lumber, building materials, and nurseries</li> <li>• Grocery and drug stores</li> <li>• Paint, glass, wallpaper, and hardware</li> <li>• Auto, truck, boat, &amp; recreational vehicle dealers</li> <li>• Mobile home dealers</li> <li>• Auto and truck service stations</li> <li>• Fuel dealers</li> <li>• Apparel and shoes</li> <li>• Home furnishings</li> <li>• Eating and drinking</li> </ul>	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
	Yes	Yes	Yes <sup>3</sup>	No	No
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No

**Table 4**  
**Land Use Compatibility for Airport Noise**

<b>Land Use Designation</b>	<b>60-65 CNEL</b>	<b>65-70 CNEL</b>	<b>70-75 CNEL</b>	<b>75-80 CNEL</b>	<b>80-85 CNEL</b>
• Miscellaneous retail trade	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
<b><u>BUSINESS AND PERSONAL SERVICES</u></b>					
• Auto, truck, boat, RV, and miscellaneous repair	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
• Mobile home repair	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
• Commercial laundries and cleaning	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
• Coin operated laundries	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
• Photographers, beauty and barber, shoe repair	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
• Funeral services	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
• Business Services	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
• Computer programming and data processing	Yes	Yes	Yes <sup>3, 7</sup>	Yes <sup>3</sup>	No
• Travel agencies	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
• Legal and engineering	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
• Banks, credit unions, and financial	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
• Hotels, motels, inns, bed and breakfast	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3, 4</sup>	No
• Business parks and industrial clusters	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
• Office (for rent or lease)	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
• Business and vocational schools	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
• Construction businesses	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
• Miscellaneous personal services	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
<b><u>SHOPPING DISTRICTS</u></b>					
• Neighborhood shopping centers	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Community shopping centers	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
• Regional shopping centers	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
<b><u>PUBLIC AND QUASI-PUBLIC SERVICES</u></b>					
• Post offices	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
• Government offices	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
• Government social services	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No
• Elementary and Secondary schools	Yes	Yes <sup>3, 4</sup>	No	No	No
• College and universities	Yes	Yes <sup>3, 4</sup>	No	No	No
• Hospitals	Yes	Yes <sup>3, 4</sup>	Yes <sup>3, 4</sup>	No	No
• Medical and dental laboratories	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	No

**Table 4**  
**Land Use Compatibility for Airport Noise**

<b>Land Use Designation</b>	<b>60-65 CNEL</b>	<b>65-70 CNEL</b>	<b>70-75 CNEL</b>	<b>75-80 CNEL</b>	<b>80-85 CNEL</b>
<ul style="list-style-type: none"> <li>• Doctor and dentist offices</li> <li>• Museum and art galleries</li> <li>• Libraries</li> <li>• Churches</li> <li>• Cemeteries</li> <li>• Jails and detention centers</li> <li>• Child care programs (six or more children)</li> <li>• Nursing care facilities</li> </ul>	Yes Yes Yes Yes Yes Yes Yes Yes	Yes Yes <sup>3,4</sup> Yes <sup>3,4</sup> Yes <sup>3,4</sup> Yes Yes Yes <sup>3,4</sup> Yes <sup>3,4</sup>	Yes <sup>3</sup> No No No Yes <sup>3</sup> Yes <sup>3</sup> No No	Yes <sup>3</sup> No No No Yes <sup>3</sup> No No No	No No No No No No No No
<b><u>RECREATION</u></b>					
<ul style="list-style-type: none"> <li>• Neighborhood parks</li> <li>• Community-wide and regional parks</li> <li>• Riding stables</li> <li>• Golf courses</li> <li>• Open space and natural areas</li> <li>• Natural water areas</li> <li>• Recreation and amusement centers</li> <li>• Physical fitness and gyms</li> <li>• Camps, campgrounds, &amp; recreational vehicle parks</li> <li>• Dance halls, studios, and schools</li> <li>• Theaters - live performance</li> <li>• Motion picture theater - single or double</li> <li>• Motion picture theater complex - three or more</li> <li>• Professional sports</li> <li>• Stadiums and arenas</li> <li>• Auditoriums, concert halls, and amphitheaters</li> <li>• Fairgrounds and expositions</li> <li>• Racetracks</li> <li>• Theme parks</li> </ul>	Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes	Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes <sup>3,5</sup> Yes <sup>3</sup> Yes <sup>3</sup> Yes Yes Yes <sup>3,5</sup> Yes Yes Yes Yes	Yes <sup>3</sup> Yes <sup>3</sup> Yes <sup>3</sup> Yes <sup>3</sup> Yes <sup>3</sup> Yes <sup>3</sup> Yes <sup>3</sup> Yes <sup>3</sup> No Yes <sup>3</sup> Yes <sup>3,5</sup> Yes <sup>3</sup> Yes <sup>3</sup> Yes Yes Yes <sup>3,5</sup> Yes Yes Yes Yes	No No No No Yes <sup>3</sup> Yes <sup>3</sup> Yes <sup>3</sup> Yes <sup>3</sup> No No Yes <sup>3</sup> No No No No No No No No No	No No No No Yes <sup>3</sup> Yes <sup>3</sup> No No No No No No No No No No No No No No
<b><u>AGRICULTURAL AND MINING</u></b>					
<ul style="list-style-type: none"> <li>• Row and field crops</li> <li>• Tree crop</li> <li>• Intensive livestock</li> <li>• Nursery products</li> </ul>	Yes Yes Yes Yes	Yes Yes Yes Yes	Yes <sup>3</sup> Yes <sup>3</sup> Yes <sup>3</sup> Yes <sup>3</sup>	Yes <sup>3</sup> Yes <sup>3</sup> No Yes <sup>3</sup>	Yes <sup>3</sup> Yes <sup>3</sup> No Yes <sup>3</sup>

**Table 4**  
**Land Use Compatibility for Airport Noise**

<b>Land Use Designation</b>	<b>60-65 CNEL</b>	<b>65-70 CNEL</b>	<b>70-75 CNEL</b>	<b>75-80 CNEL</b>	<b>80-85 CNEL</b>
<ul style="list-style-type: none"> <li>• Poultry</li> <li>• Pasture and grazing</li> <li>• Agricultural services</li> <li>• Mining and quarrying</li> <li>• Oil and gas extraction</li> </ul>	Yes	Yes	Yes <sup>3</sup>	No	No
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>
	Yes	Yes	Yes <sup>3</sup>	Yes <sup>3</sup>	Yes <sup>3</sup>

Footnotes to Land Use Compatibility Table for Airport Noise:

- A. This compatibility table does not apply to Borges-Clarksburg Airport, as no noise contours exist there. Also, it does not apply to Executive Airport, as the noise contours do not extend into the unincorporated area of Sacramento County.
- B. These guidelines define only compatible land uses within noise contours. Where proposed land uses fall within the established Safety Areas or may penetrate any of the imaginary height surfaces, additional restrictions do apply, which can be found in the safety and height policy sections of this Plan.
  1. Caretaker residences are a compatible use within all CNEL ranges, provided that they are ancillary to the primary use of a property, intended for the purpose of property protection or maintenance, and subject to the condition that all residential units be designed to limit intruding noise such that interior levels do not exceed 45 CNEL, with windows closed, in any habitable room.
  2. Second residential units are a compatible use within all CNEL ranges, subject to the condition that the proposed second unit be consistent with the provisions of Section 65852.1 and 65852.2 of the California Government Code.
  3. Measures to achieve an interior noise level of 50 CNEL must be incorporated into the design and construction of portions where the public is received, office areas, and other areas where people work or congregate.
  4. Measures to achieve an interior noise level of 45 CNEL must be incorporated into the design and construction of all noise sensitive areas including, but not limited to, rooms designed for the purpose of sleep, libraries, churches, and areas intended for indoor entertainment events.
  5. Only indoor uses permitted.
  6. Compatible at Sacramento International Airport and Franklin Field only if the residential use is directly related to agricultural uses, such as dwelling units for the land owner, the owner's immediate family, or for employees. All residential units shall be designed to limit intruding noise such that interior noise levels do not exceed 45 CNEL, with windows closed, in any habitable room.
  7. Use not compatible at Mather Airport.

8. New residential uses within 60 CNEL are not compatible, with the exception of accessory residential dwellings on parcels zoned Agricultural, Agricultural-Residential, Interim Agricultural, Interim General Agricultural, or Interim Limited Agricultural. New residential development within the Mather Airport Policy Area boundaries but outside the 60 CNEL shall be subject to the following conditions:
  - A. Provide minimum noise insulation to provide 45dB within new residential dwellings, including detached single family dwellings, with windows closed, in any habitable room.
  - B. Notification in the Public Report prepared by the California Department of Real Estate disclosing the fact to prospective buyers that the parcel is located within the Mather Airport Policy Area.
  - C. An Avigation Easement prepared by the Sacramento County Counsel's Office granted to the County of Sacramento and recorded with the Sacramento County Recorder and filed with Department of Airports. Such Avigation Easement shall acknowledge the property location within the Mather Airport Policy Area and shall grant the right of flight and unobstructed passage of all aircraft into and out of Mather Airport.
9. Compatible with McClellan Air Base and Mather Airport only up to 70dB CNEL.





# General Plan

# Open Space Element

*Draft*  
May 30, 2007

**County of Sacramento**  
Planning and Community Development Department



# **SACRAMENTO COUNTY GENERAL PLAN OPEN SPACE ELEMENT**

## **SECTION I**

### **OPEN SPACE IN THE CONTEXT OF THE GENERAL PLAN**

The Open Space Element is in many ways a plan for implementing other Elements of the General Plan. For example, maintaining intact habitat, productive soils, and mineral resource availability as open space is essential to resource conservation. Keeping floodplains undeveloped is likewise an important way to implement flood protection goals in the Safety Element. And, preserving open space areas within the fabric of urban development can address Land Use Element policies relating to neighborhood identity and land use conflicts. Indeed, the key role that open space plays in synthesizing land use objectives lends it the distinction as the only Element where an action plan is specifically required by state law.

#### **Types of Open Space**

##### **Rural Open Space**

Open space areas are largely un-fragmented areas of undeveloped land that are set aside primarily to preserve and/or enhance the County's wildlife habitat, agricultural productivity and recreational opportunities. Recreational use of these areas is generally limited so as to conserve sensitive habitat and protect agricultural activities. Similar to other metropolitan regions with open space resources, recreational access is typically limited to non-motorized trail use that is not disruptive to agricultural activities or harmful to sensitive species. Sacramento County has identified six categories that define valuable open space uses that are important to preserve and protect. All can be effective community separators and most overlap.

- *Habitat:* Natural or actively farmed lands that provide foraging, nesting, and wintering habitat for mammalian, avian, invertebrate, reptile, amphibian and aquatic wildlife species.
- *Natural Resources:* Land of important ecological functions, natural resources, or cultural resources. This includes, but is not limited to forests, farmland, ranchland, fallow fields, rivers and streams, floodplains, wetlands, vernal pools, riparian corridors and native plant communities.
- *Recreation:* Natural areas that provide for passive recreation such as wildlife viewing and pedestrian and bicycle travel, as well as wildlife habitat. It may encompass historic sites, scenic vistas, and trails.

- *Health/Safety (Flooding/Seismic)*: Areas that require special management or regulation because of earthquake fault zones, unstable soil areas, high fire risks, floodplains, aircraft safety, high noise levels, and other hazards; and areas for the protection of watershed integrity, water quality and air quality.
- *Agriculture/Rangelands*: Active farms or ranchlands used for cultivating the land, producing crops, or raising livestock.
- *River and Stream Parkways*: Areas that are typically linear and follow the natural path of a river or stream. They are primarily used as corridors for pedestrians and bicyclists. Recreational uses focus on education and appreciation for natural resources. Parkways may also provide open space linkages, wildlife corridors and/or act as community separators.

As used in this plan, rural open space does not include developed agricultural parcels five acres or less in size and landscaped or natural areas providing required separation between incompatible land uses. These examples do not represent all non-open space uses.

### Urban Open Space

Urban open space areas are typically undeveloped land within urbanized areas that are set aside to provide public recreational opportunities as well as the chance to experience natural areas and wildlife habitat. They may also be developed areas that are available to the public to provide a feeling of openness. Sacramento County has identified five categories that define valuable urban open space uses that are important to promote, preserve, and protect.

- *Recreation*: Areas that provide for active and passive public recreational uses, including County/Regional parks, community parks, neighborhood parks, pocket parks and activity areas within the American River Parkway. These are areas that provide recreational and meditative opportunities and are not required under the Quimby Act or other legislation. Some of these areas are depicted on the County's Land Use Diagram.
- *Trails and Parkways*: Areas with limited recreational uses that act primarily as corridors for pedestrians and bicyclists. They provide linkages from residential areas to schools, parks, commercial developments, as well as neighboring communities.
- *Stream and Canal Corridors*: Undeveloped areas along streams and canals that provide a buffer between the water and nearby development and can be used as pedestrian trails and/or wildlife corridors.
- *Natural Resources*: Areas that provide important ecological functions such as wetlands, floodplains, vernal pools, and urban forests. They may also offer educational opportunities for urban residents. This includes areas designated as Natural Preserves on the County's Land Use Diagram.

- *Public Space*: Areas with public access that act primarily as places for urban relief. They may or may not be landscaped, but all areas offer a place to experience a sense of openness within an urbanized area. Examples include public plazas, fountains, and courtyards. While these urban features provide valuable public space, they may not be counted toward mitigation requirements for loss of rural open space due to development.

The following land uses are **not** considered urban open space by the County. This list is not a comprehensive inventory but provides some basis for a better understanding of what is not considered open space by the County.

- Required elements within a development such as private park and yard areas.
- Land dedications required for public infrastructure such as strips of land adjacent to roadways, drainage canals or utilities, that do not provide for recreational and/or habitat uses.

### **Relationship to Other Elements**

The Open Space Element is coordinated with several of the other Elements in this Plan. Many of the policies in other elements support and enhance the open space strategy described herein, and together they meet State General Plan mandates. The Land Use Element includes several land use designations related to open space including Natural Preserve and Resource Conservation Areas. The Agricultural Element addresses preservation of agricultural resources and supporting the economic vitality of farming operations. The Conservation Element focuses on preservation and management of natural resources and their ecological functions and includes several key open space related policies.

The Delta Primary Zone, defined by the Delta Protection Commission (DPC), is a unique resource with a rich cultural heritage, a strong agricultural base, and many opportunities for recreation and habitat conservation. In order to help preserve these and other important values of the Delta Primary Zone, the Board of Supervisors adopted a resolution incorporating the Delta Protection Commission's "Land Use and Resource Management Plan for the Primary Zone of the Delta" (DPC adopted 2/23/95) into the Sacramento County General Plan (Resolution # 96-1083). The Board's action excluded Policy P-3 of the Delta Plan's Utilities and Infrastructure Section regarding sewage treatment facilities and disposal of sewage effluent and sludge. The Board-adopted Delta Plan policies relate to many aspects of open space and resource conservation, and shall be considered when making decisions on projects within the Primary Zone of the Delta.

### **The Open Space Vision and Land Use Diagrams**

In this Element, the Open Space Vision Diagram and associated component maps illustrate the many important natural resources and habitats located throughout the County. The maps are described below and are included on the following pages:

## *Open Space Vision Diagram*

The Open Space Vision Diagram serves as an illustrative representation of lands that Sacramento County views as supporting its overall conservation vision. This diagram identifies areas where acquisition of easements or land in fee title, from willing sellers, could be directed when funding is available. The identification of public and private lands on the map does not imply a designation of permanent open space or a loss of property rights.

The diagram is a composite of four component maps. The four component maps identify agriculture and grazing areas, floodplains, high value habitat or areas where creation of greenbelts/community separators could be desirable. The priority area classification allows the County to direct financial resources to areas that would provide multiple benefits. A Priority one area for example will protect land that is within a floodplain, has the potential to be farmed or grazed, can act as a community separator and has wildlife habitat value. Highest priority areas under the Vision are considered to be those containing the attributes of multiple components. These components are as follows:

*Agriculture Component:* Identifies important agricultural land as determined by the California Department of Conservation's 2000 Sacramento County Important Farmlands Map. Categories include prime and unique farmland, farmland of statewide and local importance and sustainable ranching lands.

*Habitat Component:* Identifies areas to direct mitigation for several state and federally listed endangered and threatened plant and animal species, as well as valuable habitat. These areas are identified by the South Sacramento Habitat Conservation Plan as areas of high habitat value.

*Flood Protection Component:* Depicts the 100-year floodplain as well as streams to be avoided in order to maintain their wildlife habitat, recreational, hydrologic, and flood attenuation values.

*Recreation & Community Separators Component:* Identifies existing parkways, as well as areas that would be suitable for use as buffers between neighboring communities and incompatible land uses. It also identifies existing and potential trail corridors.

### *Sacramento County Open Space/Rural Principles*

Sacramento County has significant high quality natural/rural areas devoted to agriculture, natural resource protection, and recreational uses. As development continues to occur, it is important to protect these areas as they provide valuable habitat for both humans and wildlife as well as help retain the rural character of the County that makes it a desirable place to live. To meet this objective, Sacramento County has identified five open space/rural principles that serve as the basis for the Open Space Vision Diagram.

**Floodplain Protection:** As the County becomes more developed, rainfall runoff will become more of a challenge resulting in increased flooding and expanding 100 year floodplains for area creeks. Limiting the number of development projects within

floodplains will provide protection from flooding and help to maintain the integrity of the County's water quality and the regional water supply.

**Habitat Preservation:** Sacramento County is home to numerous threatened and endangered species and their habitats. Protection of vernal pools, wetlands, creeks, oak woodlands, and other native plant communities throughout Sacramento County will aid in the preservation/recovery of these species. Protecting these areas from encroaching development projects and incompatible uses will aid in the prevention of floods, preservation of endangered species, and provision of open space areas. These areas can also act as greenbelts and enhance residents' overall quality of life by providing a distinct community identity.

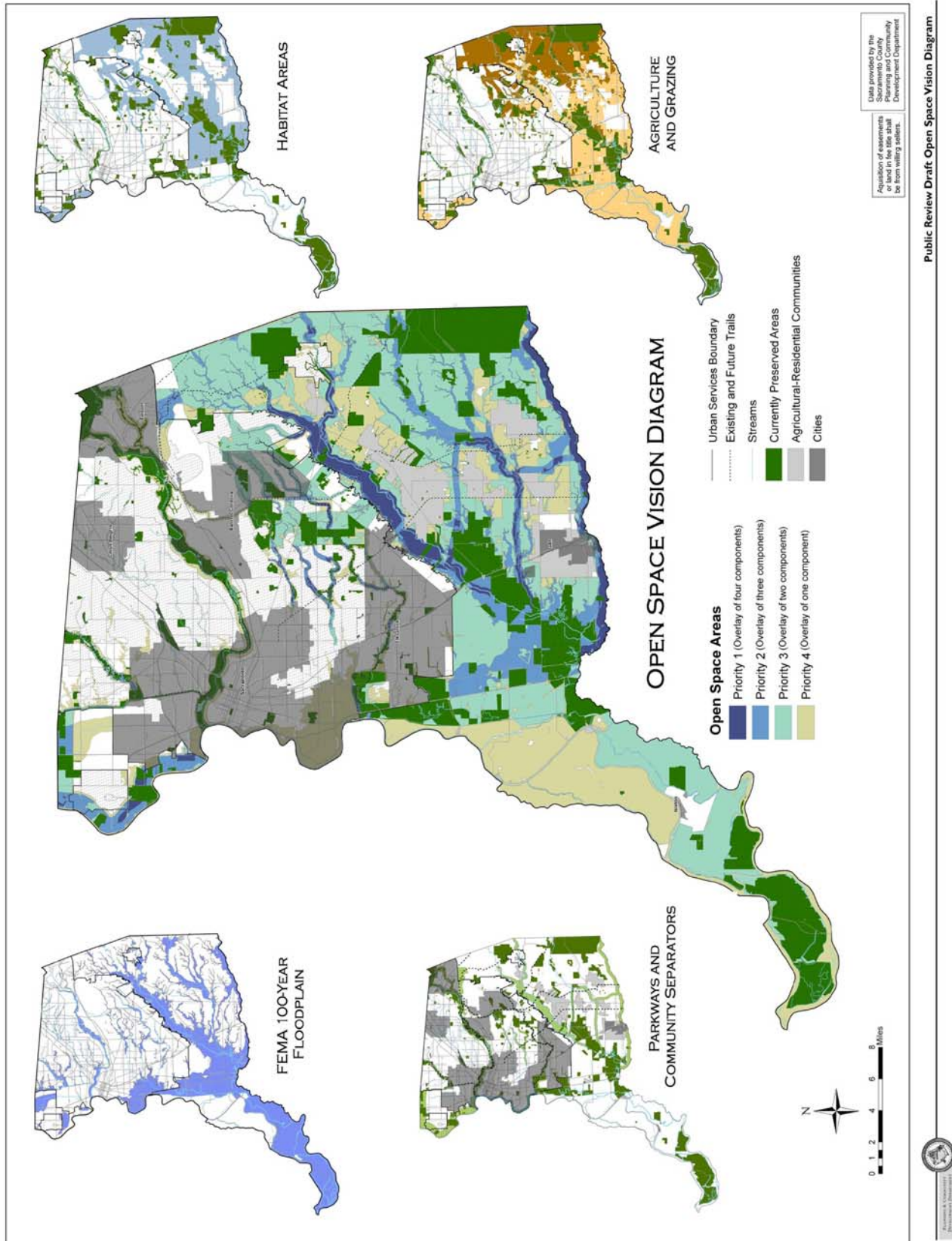
**Agriculture Protection:** Protecting prime, important, unique and local farmland and ranchland contributes to the economic stability of Sacramento County through the provision of locally grown food and the promotion of agri-tourism. Providing continued support to farmers and ranchers will also maintain the rural feel desired by community residents.

**Greenbelts/Parkways:** Maintaining areas for passive and active recreation contributes to the overall health and well being of County residents. Trails and parkways encourage pedestrian and bicycle travel while providing connectivity between open space areas. Through the incorporation of public use open space within development projects, above state requirements, a valuable sense of place is also created.

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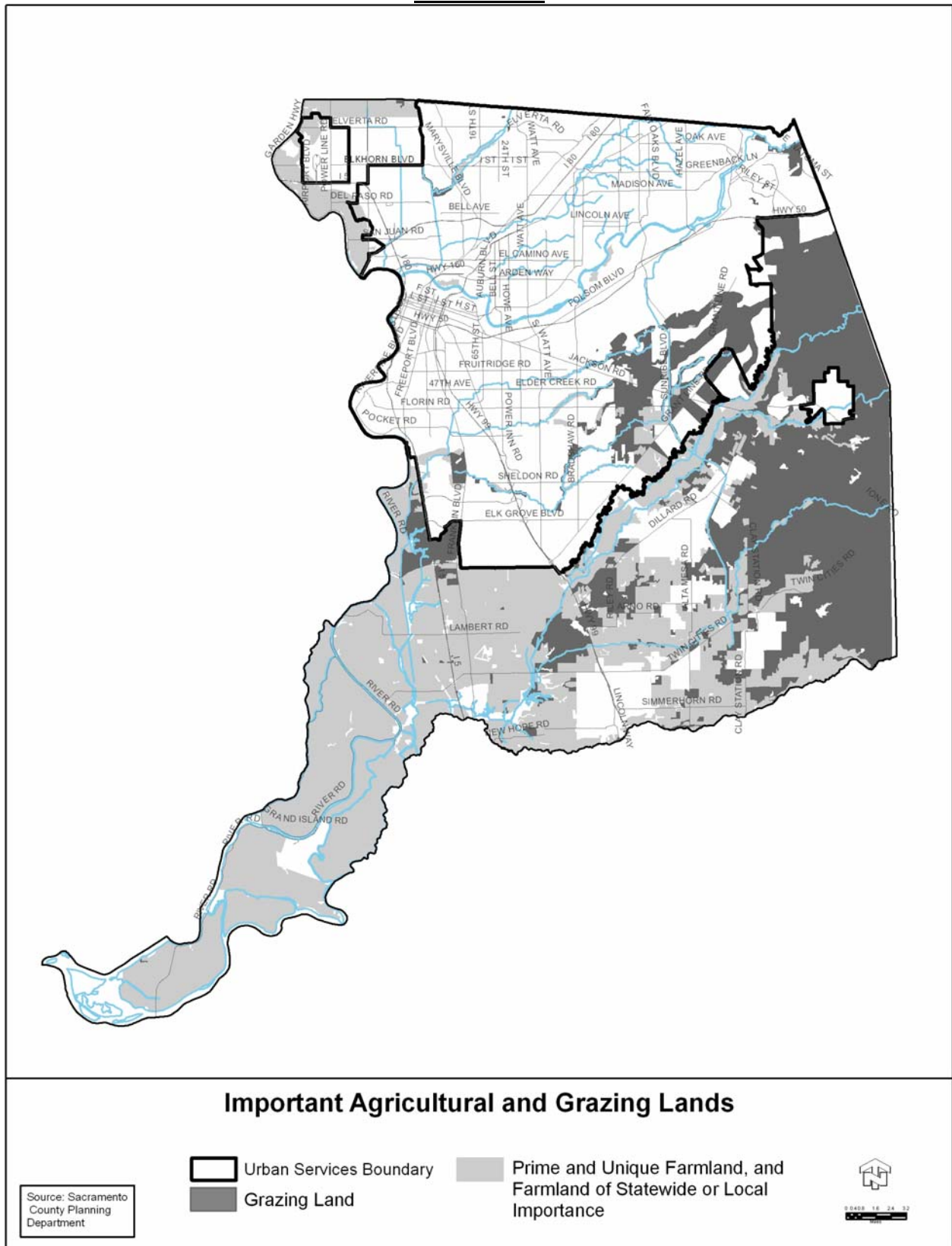


**FIGURE 1**

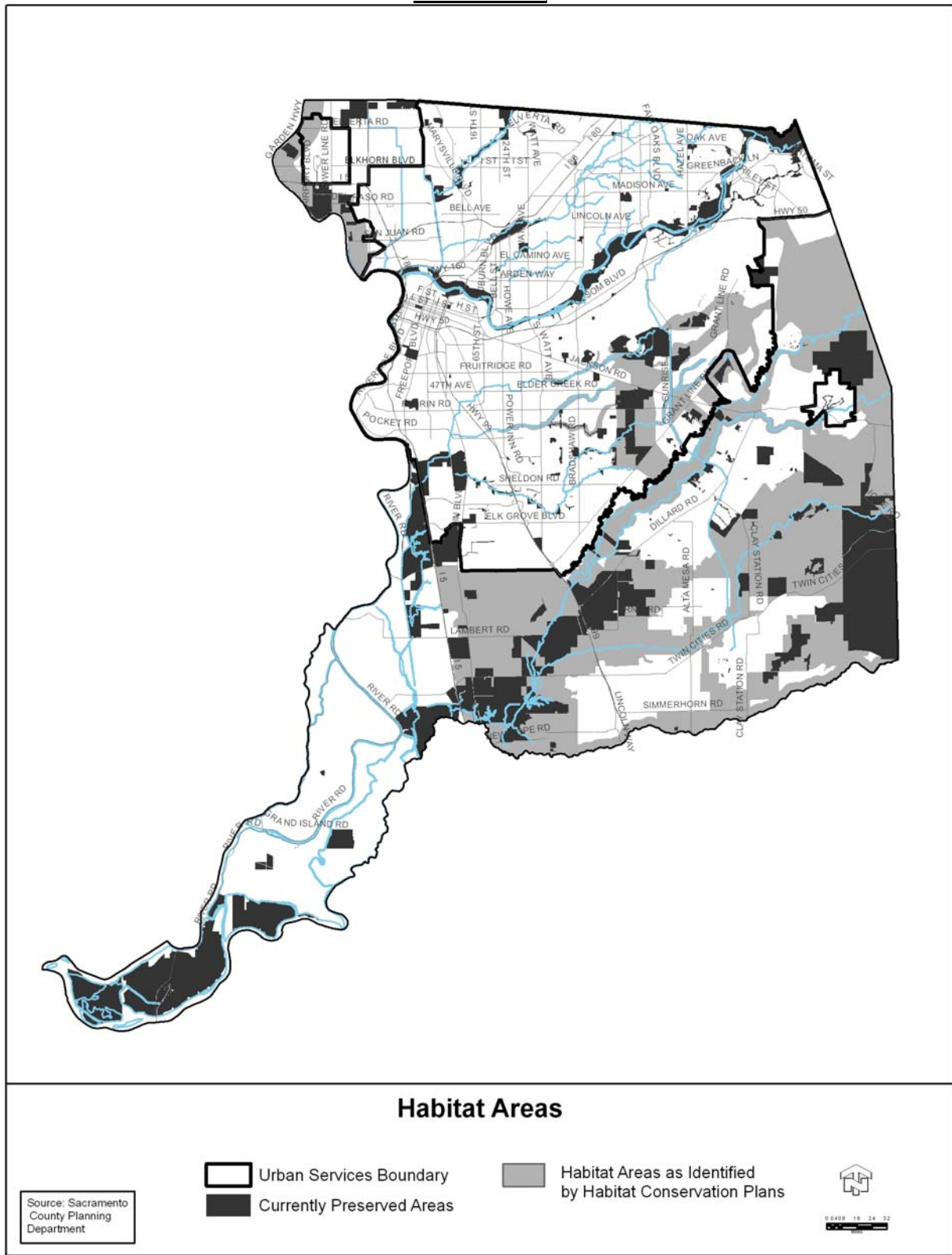


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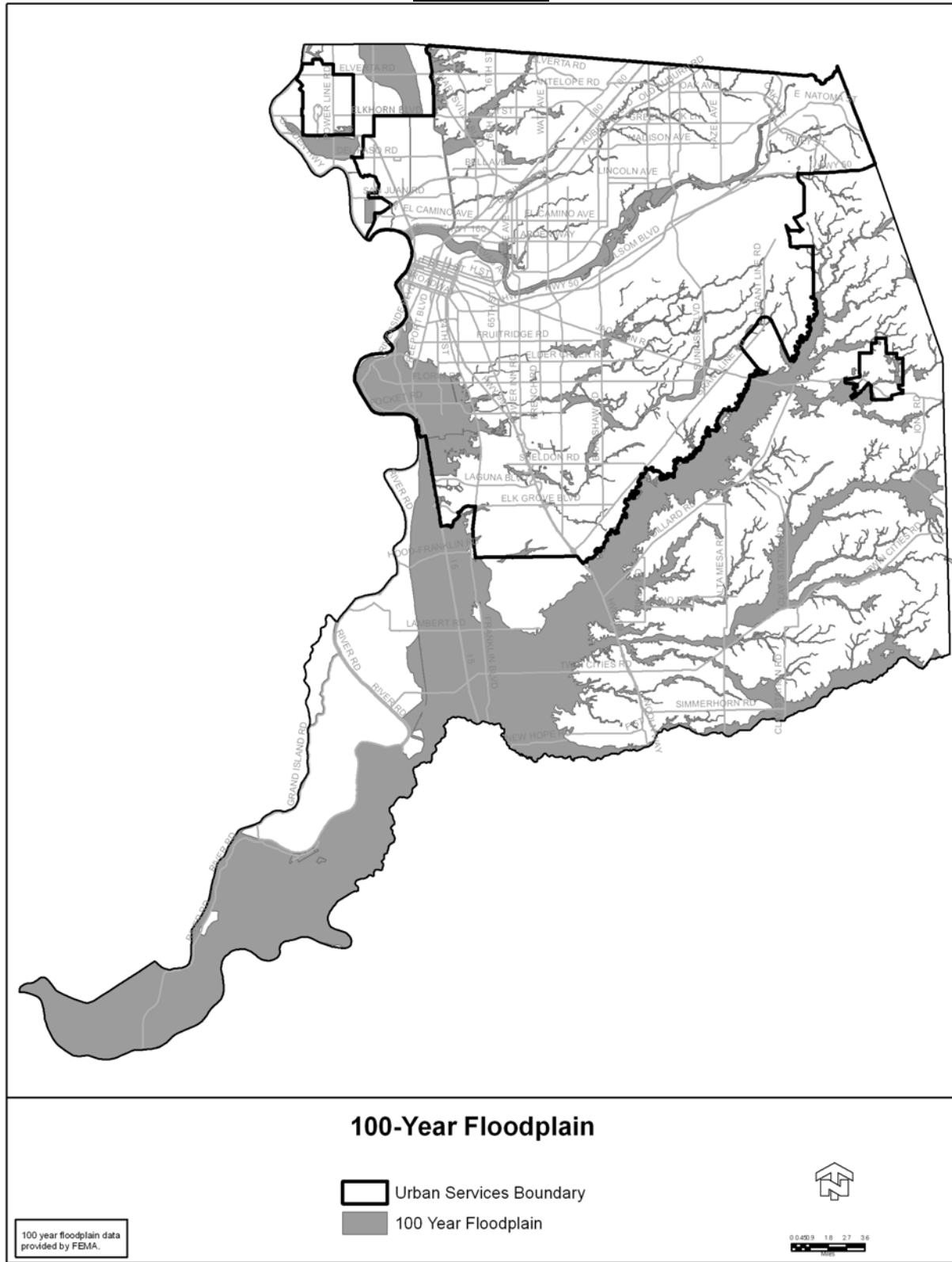
**FIGURE 1A**



**FIGURE 1B**

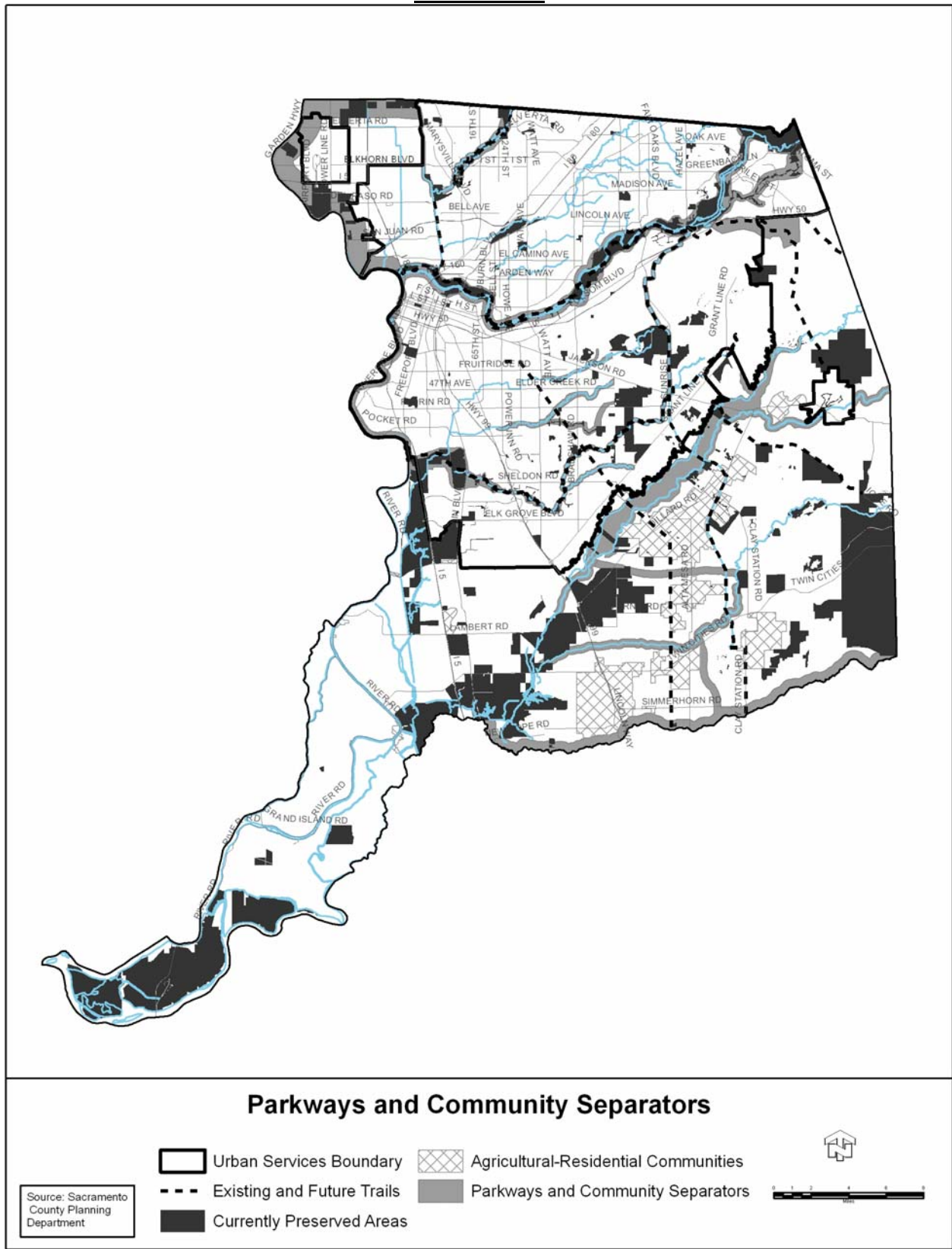


**FIGURE 1C**





**FIGURE 1D**



### ***Land Use Diagram***

The General Plan Land Use Diagram identifies much of the County as open space. Major open space areas include the Delta's islands, waterways, and wetlands (including the Stone Lakes complex); the extensive Cosumnes River floodplain and oak woodlands and grasslands extending from Highway 50 south to San Joaquin in the East County. Within the urban area, the American River Parkway stands apart as the dominant open space feature. Other notable planned open spaces in the urban area include Dry Creek Parkway in Rio Linda and the buffer lands around the Regional Sewage Treatment Plant.

These open space areas are identified on the Land Use Diagram by the Recreation and Natural Preserve land use designations, which are described in the Land Use Element. In addition, the Resource Conservation Area Combining Land Use designation on the Land Use Diagram identifies 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 combining designation may be combined with Recreation, Natural Preserve, Agricultural-Cropland, and General Agricultural (20 and 80 acres) designations. The Surface Mining combining land use category protects many known aggregate resources as open space until the area is mined. However, it may ultimately be reclaimed for residential, industrial or other non-open space uses as well as recreation and natural habitat.

Substantial open space may also be incorporated into urban land use designations. The extensive industrial category incorporates Aerojet with its open space buffer lands. The public/quasi-public designation includes clear zones of runways, prison buffer lands at Folsom, and land at Mather Air Base. Small scale parks and open space within residential areas are not delineated on the Land Use Diagram due to scale limitations.

# **SACRAMENTO COUNTY GENERAL PLAN OPEN SPACE ELEMENT**

## **SECTION II**

### **OPEN SPACE PRESERVATION STRATEGY**

#### **Need for Comprehensive Strategy**

The long-term protection of important open space resources must involve more than designating them on the General Plan map and applying consistent zoning. The experiences of cities and counties across the country demonstrate that open space zoning alone cannot withstand the economic and political momentum created by rapid urban growth. A comprehensive open space preservation effort must consequently utilize a broad assortment of programs and technologies tailored to specific circumstances.

Following is a brief description of the major preservation goals and reference to elements where they are discussed:

- Open space lands in Sacramento permanently protected through coordinated use of regulation, education, acquisition, density transfer and incentive programs. (Open Space Element)
- Preserve and manage natural habitats and their ecological functions throughout Sacramento County. (Conservation Element)
- Preserve, enhance and restore special status species habitat in Sacramento County to aid in the recovery of these species. (Conservation Element)
- Preserve, protect and manage the health and integrity of aquatic resources in Sacramento County. (Conservation Element)
- Preserve, protect and enhance Sacramento County vegetative habitats. (Conservation Element)
- Protect important farmlands from conversion and encroachment and conserve agricultural resources. (Agricultural Element)
- Enhanced viability of Sacramento County's agricultural economy. (Agricultural Element)



## **Key Open Space Concepts**

Two key concepts form the basis of the Open Space Element goals, objectives, and policies: protecting permanent open space and establishing natural area linkages.

Any plan which attempts to accommodate large scale urban development yet maintain substantial rural, actively used, and natural open space must confront the inevitable challenge of defining and maintaining a stable demarkation between the two vastly different and economically disparate land uses. The Urban Service Boundary, as described in the Land Use Element, provides a definition for the urban edge. However, urban service policies and supporting zoning have, of and by themselves, proved inadequate to the task of long-term open space protection at the urban fringe, not only in Sacramento, but in rapidly urbanizing environments throughout the country. This element identifies both key acquisition areas and some implementation programs to secure permanent open space and thus fixing the urban service boundary along its entire length.

The second key concept, establishing open space linkages, has both an urban and rural context. Urban open spaces most typically consist of small separate blocks of open space, usually developed parks, which provide essential settings for active recreation as well as casual respite from urban life's vexations. Wetlands, vernal pools, oak groves and other important natural habitats are protected in isolated patches on a case by case basis as development occurs. In the rural setting, where open space lands predominate, natural habitats are all too often fragmented by farms and rural residential areas.

Modern ecological research repeatedly points to the value of natural land corridors in perpetuating complete ecosystems and wildlife habitats. These contiguous linkages between natural community types protect biologically important transition zones where habitats of various lower order wildlife intermix to form more complex support zones for species higher in the food chain. Precisely because they are higher in the food chain, many mammals and birds of prey require considerable supporting territory. When their natural habitat is reduced to isolated patches, capable of supporting only a few breeding pairs, the long term viability of the species is severely threatened. Linked natural habitat corridors facilitate migration of species between breeding populations, thus enlarging the gene pool and helping to ensure genetically diverse and healthy populations of individual species.

Open space linkages in the urban environment are also important because they provide definition and scale to neighborhoods and visual, psychological relief to the pervasiveness of urban sprawl. They also create the opportunity for attractive, safe transportation corridors for non-vehicular travel.

In Sacramento, the American River Parkway is the quintessential example of a significant open space corridor which admirably fulfills the benefits of open space linkages. Unfortunately, the development pattern in much of northeast and south Sacramento has precluded the opportunity to establish other open space corridors. Some opportunities do remain, however, along Dry Creek in Rio Linda and the Morrison/Laguna Stream group in south Sacramento to preserve riparian open space corridors. They are reflected in the open space preservation strategy and policies of

this plan. Additional opportunities exist to create supporting open space linkages and community separators in newly developing urban areas to promote neighborhood identity and create a network of paths for bicycle and pedestrian travel.

In rural Sacramento, beyond the Urban Service Boundary, contiguous open spaces already exist, allowing for the preservation of high quality natural areas, many of which provide opportunities for passive recreation within the limits of sustainable natural resource management. Of particular interest is the protection of natural corridors along the Cosumnes River and Deer Creek, Dry Creek adjacent to San Joaquin County, Laguna Creek draining into the Cosumnes, the east county blue oak woodlands, the Stone Lakes/Snodgrass Slough area, and the Alta Mesa corridor. This latter corridor, starting at Highway 99 in the vicinity of Badger Creek and extending east to the foothills, is notable in the diversity of habitat protection potential and linkages it affords. It encompasses the permanent and seasonal marshes of the Badger Creek complex; vernal pools encompassing four separate geologic strata (and hence separate soil associations) and representing much of the floristic diversity found in vernal pools in this part of the Sacramento Valley; blue oak woodlands to the east; and ultimately reaching the Ione chaparral, a rare endemic community, scattered occurrences of which are located just into Amador County.

**SACRAMENTO COUNTY GENERAL PLAN  
OPEN SPACE ELEMENT**

**SECTION III**

**OPEN SPACE IMPLEMENTATION POLICIES**

**GOAL:**        **Open space lands in Sacramento permanently protected through coordinated use of regulation, education, acquisition, density transfer and incentive programs.**

INTRODUCTION AND GENERAL POLICIES

Intent: This section provides policy and program guidance to serve as overall guidance to the County's open space efforts. Additional policies pertaining to open space preservation are included in the Land Use and Conservation Elements.

The last policy in this section addresses educational programs for the many valuable natural resources in the County. Greater knowledge and appreciation of open space and other natural resources will strengthen public support for their preservation.

Policies:

- OS-1.        Permanently protect, as open space, areas of natural resource value, including wetlands preserves, riparian corridors, woodlands, and floodplains.
- OS-2.        Maintain open space and natural areas that are interconnected and of sufficient size to protect biodiversity, accommodate wildlife movement and sustain ecosystems.
- OS-3.        Promote educational programs which focus on the importance of natural resources and agricultural lands in Sacramento County.

Implementation Measures:

- A.    Develop ordinances to implement the protection of specific natural resources and meet policies OS-1 and OS-2 above. (MSA-PLANNING)
- B.    Support development of Habitat Conservation Plans for Sacramento County. (MSA-PLANNING)
- C.    Work with local conservation groups to develop educational and interpretive programs regarding important open space resources in Sacramento County. Outreach tools may include a webpage, brochure and flyers. (MSA-PLANNING, DERA)

- D. Educate and engage the community in the SPLASH program aimed at having a community that is knowledgeable and protective of the integrity and health of Sacramento County streams and vernal pools. (MSA-DWR, MSA-PLANNING)
- E. Continue to support watershed programs and advocacy groups which educate watershed residents and other stakeholders about ways to prevent pollution and protect water quality in local creeks and rivers. (MSA-DWR, MSA-PLANNING)

## ACQUISITION

**Objective:**    **Effective open space acquisition strategy that supports the Open Space Vision Diagram.**

Intent: The Open Space Vision Diagram and its component maps identify the areas of many valuable open space and natural resources, including vernal pools, wetlands, oak woodlands and riparian habitat. Acquisition of properties should focus on helping maintain ecosystems. Encouraging or developing willing sellers, whenever possible, is important to establishing landowner acceptance of the overall open space preservation program.

### Policies:

- OS-4. Open space acquisition shall be directed to lands identified on the Open Space Vision Diagram and associated component maps.
- OS-5. Fee title and easement acquisitions within stream corridors shall be consistent with any adopted Master Drainage Plans of the Department of Public Works.
- OS-6. Acquisition of fee title or less than fee interest in land for open space purposes shall place emphasis, when possible, on the willingness of the property owner to sell the land.
- OS-7. Costs of acquiring public open space shall be equitably distributed between existing and new residents.
- OS-8. The County shall adopt a comprehensive Open Space Preservation Action Plan which implements the Open Space Vision Diagram. This would not apply to areas covered under a draft or adopted Habitat Conservation Plan. This Action Plan shall include:
  - An inventory of open space resources.
  - Refinement of targeted areas for preservation identified in this Element, with cost estimates for acquisition.
  - An administrative structure which provides for governance by the Board of Supervisors.

- Provisions for permanent preservation of open space lands acquired in fee or less than fee.
- Funding for acquisition.

OS-9. Open space easements obtained and offered as mitigation shall be dedicated to the County of Sacramento or an open space agency designated by the County to protect and manage the open space. Fee title of land may be dedicated to the County or the open space agency provided it is acceptable to the appropriate department or agency (Please also refer to Section V of the Conservation Element for related policies).

OS-10. Sacramento County shall seek to attain the County Regional Park System standard of 20 acres of regional parkland per 1,000 population.

#### Implementation Measures:

- Coordinate with Public Works to identify sites and mechanisms to protect open space in stream corridors consistent with Master Drainage Plans. (MSA- PLANNING, MSA-DWR)
- Determine funding source, which may include publicly voted bonds, for publicly acquired conservation easements geared to protecting open space. (MSA-PLANNING, MSA – REGIONAL PARKS)
- Develop mitigation requirements and standards for open space, including appropriate mitigation ratios, for areas identified on the Open Space Vision Diagram. (Please also refer to the Conservation Element for other mitigation policies). (MSA- PLANNING)
- Conduct a study to develop an Open Space Preservation Action program which includes the requirements outlined in OS-8. (MSA-PLANNING)

#### TRAILS AND GREENBELTS

**Objective:** Establishment of trails and greenbelts to provide for recreational opportunities and community separators.

Intent: Preservation of open space not only provides habitat and protection for wildlife, but it can also greatly increase the quality of life for people. Maintaining areas for trails can serve as an important source of outdoor recreation for cyclists, hikers, joggers and equestrian riders. Providing for open space buffers or separators between communities can create a sense of identity and individuality, provide separation between land uses and serve as habitat corridors.

#### Policies:

- OS-11. Establish trail connections and linkages within the County and across jurisdictional boundaries that are compatible with existing land uses. These trail connections shall have the capability of being class I trails (off-street, separated facilities) with grade separations wherever feasible.
- OS-12. The County shall seek to establish greenbelts to serve as habitat corridors and community separators. These shall be located:
- Between agricultural-residential communities within the unincorporated County; and
  - Where feasible, between the unincorporated County and adjacent cities.

Implementation Measures:

- A. Cooperate with neighboring jurisdictions and landowners to:
- Identify potential trail connections and funding mechanisms;
  - Create a comprehensive trail and linkages plan;
  - Develop a connected network of class I trails (off-street, separated facilities) with grade separations wherever feasible, depending on factors such as speed limits, number of roadway lanes and trail user safety (for example, a grade separated crossing may be appropriate at locations with more than two (2) lanes and a speed limit greater than 25 miles per hour); and
  - Incorporate trail information into the County's Bikeway Master Plan.
- (MSA-PLANNING, MSA-REGIONAL PARKS, MSA-DOT)
- B. Coordinate with Rails to Trails Conservancy to determine feasibility of converting Sacramento County abandoned railways to trails. (MSA-PLANNING, MSA-REGIONAL PARKS)
- C. Coordinate with neighboring jurisdictions to identify and establish greenbelts/community separators between cities (located within Sacramento County) and the unincorporated County areas. (MSA-PLANNING)
- D. Development of Agricultural-Residential communities outside of the Urban Services Boundary shall establish greenbelts/community separators on their outer boundaries. (MSA-PLANNING)

CLUSTER DEVELOPMENT

**Objective:    Appropriate urban and rural development clustered to provide open space resource protection.**

Intent: The design concept of cluster development is authorized in the County Zoning Code through the issuance of a special development permit to, among other things, "encourage more efficient allocation and maintenance of privately controlled open space through the redistribution of overall density. . . ." The Code further permits a density increase up to 50 percent of permitted density where environmentally sensitive or significant features exist on the proposed site that are worthy of preservation.

Cluster development can also provide enhanced open space value in the context of rural development, where Agricultural-Residential parcels may be concentrated in one portion of the property in order to protect natural resources or provide an open space buffer between rural residences and intensively farmed areas.

In order that cluster development techniques be better tailored to provide open space resource protection, it is desirable to more specifically identify the circumstances where it is appropriate. Just as importantly, it is necessary to recognize that limitations on the use of density bonuses are necessary.

**Policies:**

- OS-13.    Permit development clustering in urban areas where grouping of units at a higher density would facilitate on-site protection of woodlands, wetlands, steep slopes, urban stream corridors, scenic areas, or other appropriate natural features as open space, provided that:
- Urban infrastructure capacity is available for urban use.
  - On-site resource protection is appropriate and consistent with other General Plan Policies.
  - General Plan policies pertaining to floodplain fill or natural preserves would not preclude development of the proposed use in the area to be protected as open space.
  - The architecture and scale of development is appropriate for the area.
  - Development rights for open space areas are permanently dedicated via conservation easements and appropriate long-term management is provided for by either a public agency or other appropriate entity. (Please also refer to the Conservation Element for related policies).

OS-14. Permit development clustering in rural areas where grouping units at a higher density would create an open space buffer protecting intensive farming activities, provided that:

- Clustered residential lots are adjacent to and comparable in lot size to existing agricultural areas.
- Septic disposal systems are not concentrated in a manner which increases the potential for groundwater contamination.
- General Plan policies pertaining to floodplain or natural preserves would not preclude development of the proposed use in the area to be protected as open space.
- The project complies with any applicable development credits transfer ordinance relating to density bonuses.
- Development rights for open space areas are permanently dedicated via conservation easements and appropriate long-term management is provided for by either a public agency or other appropriate entity. (Please also refer to the Conservation Element for related policies).
- The overall average density of the project is comparable to the average lot sizes in the area.

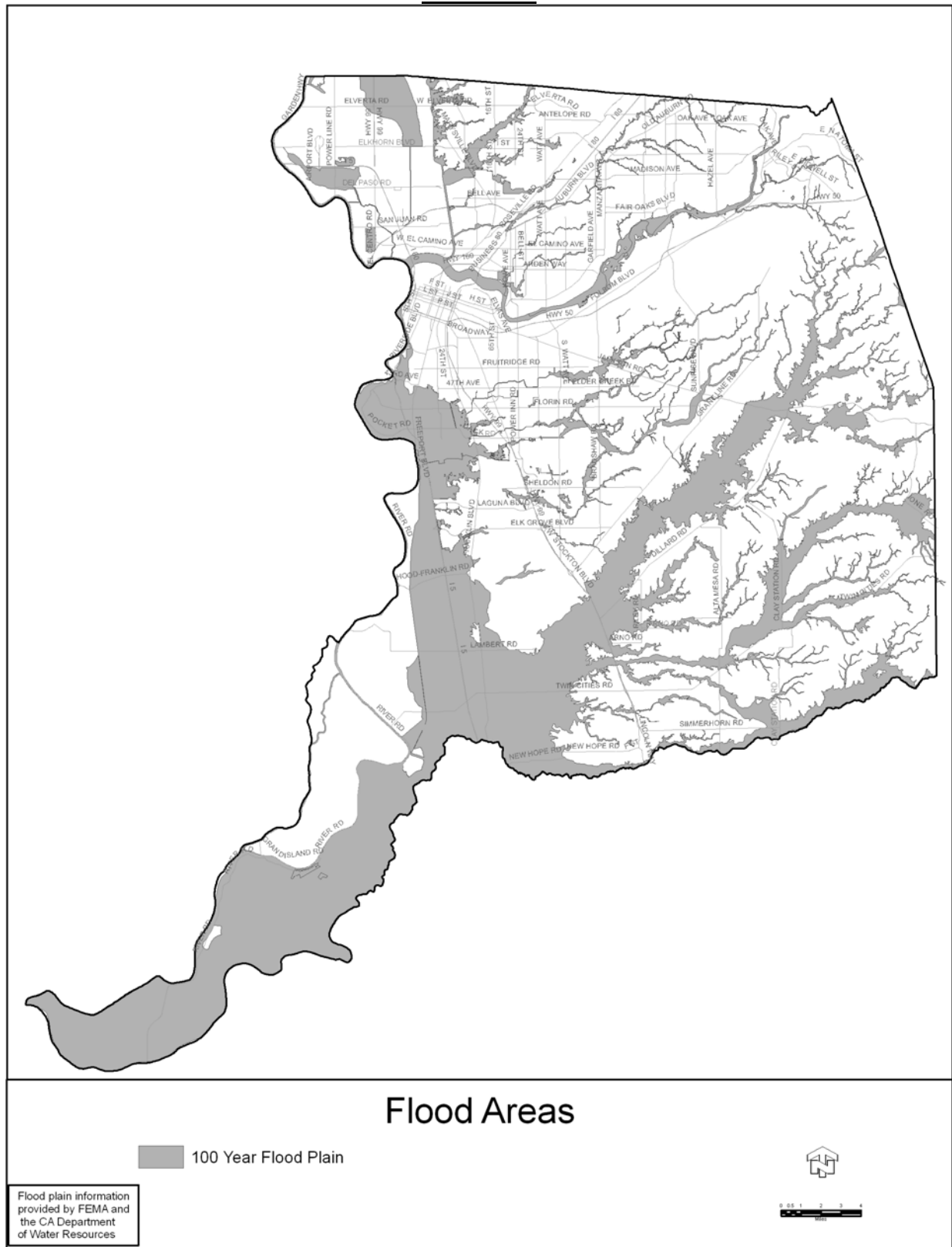
OS-15. Consider density bonuses as a method of encouraging development clustering and open space preservation.

Implementation Measures:

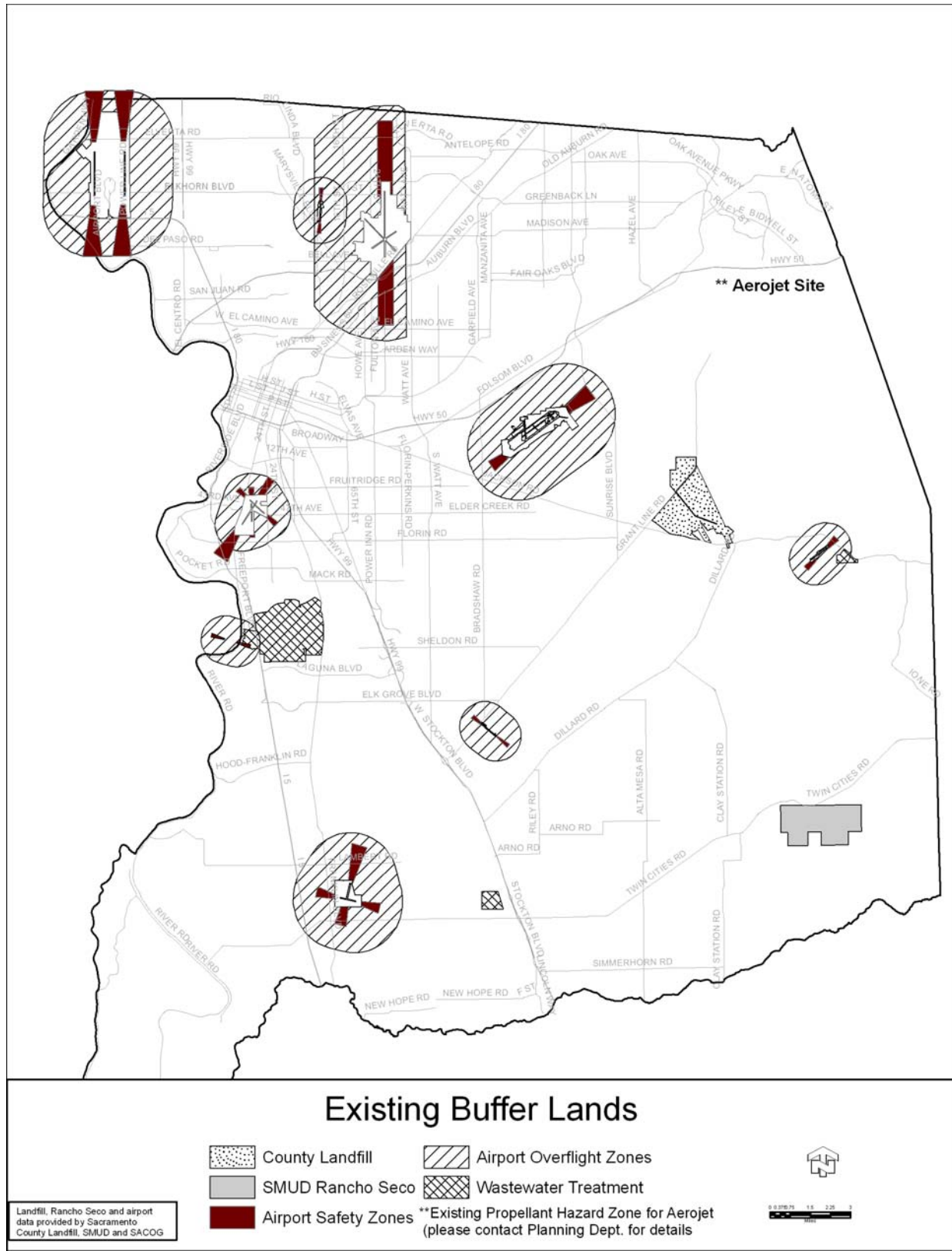
- A. Amend the zoning code pertaining to special development permits to incorporate clustering policies outlined in this section. (MSA-PLANNING)



**FIGURE 2**



**FIGURE 3**



# General Plan

# **Public Facilities Element**

*Draft*  
May 30, 2007

**County of Sacramento**  
Planning and Community Development Department



**SACRAMENTO GENERAL PLAN  
PUBLIC FACILITIES ELEMENT**

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# **SACRAMENTO COUNTY GENERAL PLAN PUBLIC FACILITIES ELEMENT**

## **SECTION I**

### **WATER FACILITIES**

**GOAL:**       **Water facilities developed in an environmentally sound, economically efficient, and financially equitable manner.**

#### **INTRODUCTION**

This Water Facilities Section addresses how future water supply facilities might be financed and provided for in an equitable fashion, while minimizing impacts on ground and surface water resources, as well as riverine and wetland environments. These facilities are a vital part of ensuring that enough public water is available to serve both existing residents as well as anticipated growth through 2030. This section describes policies and programs under two objectives:

- Environmentally sensitive and cost efficient placement of water treatment and distribution facilities.
- Timely and equitable financing of new water facilities.

Additional discussion of issues and policies directly affecting water allocation can be found in the Conservation Element and the Land Use Element.

#### **TREATMENT AND DISTRIBUTION FACILITIES**

**Objective:**   **Water treatment and distribution facilities located to minimize environmental impact and maximize distribution efficiency with respect to point of withdrawal and area to be served.**

**Intent:** Water treatment and distribution facilities are expensive and comparatively permanent facilities which should be planned to provide high quality water distributed efficiently with minimal impact upon natural resources. The Sacramento and American Rivers provide most of the area's surface water needs and receive much of it back, although water composition and temperature are typically altered, via storm drains and treatment facilities. Such alterations may have a significant impact on the riverine environment depending upon the quality and quantity of the receiving waters, and the amount, location, and timing of withdrawals. Care in designing facilities will reduce detrimental effects on downstream water quality, maintain ecological health, and increase recreational opportunities. In addition, well planned placement of distribution networks can effectively reduce environmentally unsound urbanization, such as sprawl or leapfrog development, by controlling extent and placement of pipes, pumps, and other infrastructure necessary to deliver water. Lastly, with a number of different water purveyors

serving the county, any new extension should be furnished by an existing agency to minimize further fragmentation of service areas.

Policies:

- PF-1. New water facilities shall be planned to minimize impacts to in-stream water flow in the Sacramento and American Rivers.
- PF-2. Municipal and industrial development within the Urban Service Boundary but outside of existing water purveyors' service areas shall be served by either annexation to an existing public agency providing water service or by creation or extension of a benefit zone of the SCWA.
- PF-3. Public water agencies shall comply with General Plan policies prior to annexation of additional service areas.

Implementation Measures:

- A. Coordinate the preparation of long-range plans identifying new areas to be served, locating associated treatment facilities, and establishing time frames for plan review consistent with the 5 year review cycle of the General Plan. (SACRAMENTO COUNTY WATER AGENCY, MSA - PLANNING)
- B. Review new development proposals to ensure water provisions requirements of this plan are satisfied. Ongoing. (MSA - PLANNING)

FINANCING NEW FACILITIES

**Objective: New water facilities financed in a timely and equitable manner.**

Intent: Financing for new treatment and distribution facilities should be planned well in advance of anticipated new development. In many areas of the County new development should only proceed if surface water is available and funds for constructing water facilities and a distribution network are obtained. Methods to increase revenue to accommodate the growing demand for such water facilities include connector fees, the sale of bonds, and increases in monthly service charges. Equitable distribution of various revenue increases should consider the beneficiaries, proximity to or within an existing water jurisdiction, and availability of surface water in areas where groundwater resources are diminishing.

Policies:

- PF-4. Connector fees for new development shall cover the fair share of costs to acquire and distribute surface water to the urban area.
- PF-5. New treatment facilities and all facility operations shall be funded by beneficiaries.



Implementation Measures:

- A. Determine costs and appropriate fees and collection mechanisms for acquiring and distributing surface water to the unincorporated area. (CCOMWP)

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SECTION II

**WASTEWATER COLLECTION AND TREATMENT**

**GOAL:**       **Safe, efficient, and environmentally sound public sewer system and treatment facility serving all urban development.**

INTRODUCTION

Existing public liquid waste facilities in Sacramento County include the regional sewerage system for the urbanized area; localized sewer systems in Galt, Rancho Murieta, Hood, Courtland, Walnut Grove, and Isleton; and dedicated, single-facility systems at Boy's Ranch and Metro Airport. The remainder of the County is served by private septic systems. County Sanitation District No. 1 (CSD No. 1) and the Cities of Sacramento and Folsom operate sewage collection systems, but do not operate sewage treatment facilities. The city of Galt owns and operates its own sewerage collection and treatment system.

The Sacramento Regional County Sanitation District (SRCSD) serves over 1.2 million residents in the urban area. The Sacramento Regional Wastewater Treatment Plant, located in Freeport, is permitted to treat an average dry weather flow of 181 million gallons per day (mgd) and a daily peak wet weather flow of 392 mgd. Large interceptors conveying wastewater from preexisting trunks and collection points in the urban area are also maintained by SRCSD. SRCSD is responsible for constructing new interceptors as the need requires.

The SRCSD and CSD No. 1 are both separate political subdivisions of the State of California formed under the State of California Health and Safety Code. As such the Districts' policies must conform to the statutes of the Health and Safety Code. Additionally, the Districts are separately funded entities which do not depend upon Sacramento County for funding capital improvements, maintenance or operations. Revenues collected by the Districts are restricted to uses which conform to the Districts' legislated mission and responsibilities.

Generally the Cities and Districts are meeting the goal for safe, efficient and environmentally sound wastewater collection and treatment. User fees provide for the system's operation and maintenance, while hookup fees provide most of the funding for new trunks and interceptors. Treatment plant expansion is funded by revenue bonds repaid via levies on system users. The SRCSD recently completed a master plan for the Sacramento Regional Wastewater Treatment Plant (SRWTP) to address services needs through the year 2020. The goals of this master planning effort, called the SRWTP 2020 Master Plan, is to accommodate future growth, maintain treatment reliability, and to meet future regulatory requirements. The major outcome of the planning effort is capital improvement plan that identifies all of the major projects required to accommodate the major goals of the master plan. Additionally, CSD No. 1 recently completed

the CSD-1 Sewerage Facilities Expansion Master Plan 2006 Update. The goals of CSD No. 1's master plan are to estimate the future capital needs of the CSD No.1 trunk sewer system and to provide a conceptual plan for providing sewer service to undeveloped areas.

A major issue associated with the regional sewerage system relates to the size and timing of new trunks and interceptors so as to be consistent with the General Plan's growth horizons, yet also be consistent with the SRCSD's policy instrument, the Master Interagency Agreement (MIA), to allow planning, design and construction of the facilities needed to cost-effectively provide for long-term urban growth. Such flexibility is necessary for the implementation of the comprehensive and long range program required for major sewerage facilities with a 50 year projected service life. The Urban Service Boundary provides a long range urban growth horizon compatible with the Districts' long range implementation needs. A related issue is the provision of sewer service in agricultural-residential areas. Policies in this section provide direction on the County's position on regional sewer issues related to the timely extension of sewer service consistent with growth management policies of the General Plan.

This section describes policies and programs under three objectives:

1. Treatment plant, regional interceptors and trunk system expansion completed prior to construction in urban expansion areas and/or flows reaching critical capacity limits.
2. Within the unincorporated area of the County, established limits on extension of public sewer service to ensure long-term available treatment capacity, cost-effective use of revenues and support of open space preservation objectives.
3. Equitable fees adequate to support wastewater collection, treatment, and disposal.

Additional information concerning wastewater collection and treatment may be found in the background section of this element. Additional discussion of issues and policies affecting water runoff quality can be found in the Conservation Element.

## GROWTH AND SYSTEM EXPANSION

**Objective: Treatment plant, regional interceptors and trunk system expansion completed prior to construction in urban expansion areas and/or flows reaching critical capacity limits.**

**Intent:** Timely construction of sewer trunks, interceptors, and treatment plant capacity is essential to provide for new development without moratoriums or delays. It is equally important to ensure that new development doesn't create capacity problems within the existing system. Accomplishing this objective requires coordination between planners and facility engineers, advance planning for capital improvement programs, funding commensurate with need, and careful monitoring of new development. One ongoing issue concerns trunk and interceptor size. Sacramento's reliance on one regional treatment plant requires an extensive system of trunks and interceptors to convey wastewater for treatment. In order to minimize the need for installing

expensive parallel sewer lines, it is important to size facilities to accommodate long-term growth. Yet, capital facilities must be consistent with the General Plan, which typically identifies growth areas for only the next 20 years. The Urban Services Boundary, together with Policy PF-11, provides a basis for long range facility planning consistent with the General Plan.

Policies:

- PF-6. Interceptor, trunk lines and flow attenuation facilities shall operate within their capacity limits without overflowing.
- PF-7. Although sewer infrastructure will be planned for full urbanization consistent with the Land Use Element, an actual commitment of additional sewer system capacity will be made only when users are ready to connect and use the system.
- PF-8. Do not permit development which would cause sewage flows into the trunk or interceptor system to exceed their capacity.
- PF-9. Design trunk and interceptor systems to accommodate flows generated by full urban development at urban densities within the ultimate service area. This could include phased construction where deferred capital costs are appropriate.
- PF-10. Development along corridors identified by the Districts in their Master Plans as locations of future sewerage conveyance facilities shall incorporate appropriate easements as a condition of approval.

Implementation Measures:

- A. Request CSD No. 1 and SRCSD to prepare a trunk sewer and interceptor planning document that addresses the facilities needed, timing, and the cost of extending sewerage services to both the urban policy and urban service areas. (MSA - PLANNING, SRCSD, CSD-1)
- B. Request the Districts to identify needed trunk and interceptor system improvements and incorporate these into the Districts' five year project list. (MSA - PLANNING, SRCSD, CSD-1)
- C. Request the Districts to determine the revenue requirements necessary to meet the needs identified in the sewerage system expansion documents. (MSA - PLANNING, SRCSD, CSD-1)
- D. Review all proposed development projects within the urban policy area for appropriate easements and facility needs, and identify potential capacity problems and suggest changes from the facilities identified in the sewerage system expansion documents. (MSA - COUNTY ENGINEERING)

- E. Prepare five-year estimates of the amount and extent of expected growth in urban expansion areas, updated biannually, to assist in capital improvement planning for sewers. (MSA - PLANNING)

### EXTENSION OF SEWER SYSTEM

**Objective:** Established limits on extension of public sewer service in the unincorporated area to ensure long-term availability of conveyance and treatment capacity, cost-effective use of revenues and support open space preservation objectives.

Intent: While sewer service could be provided to serve development almost anywhere in Sacramento and adjoining Counties, there are important practical and environmental reasons to place limits on service. A recent issue concerns extending trunk lines to rural residential areas where densities exceed that which will ensure long-term protection of groundwater from contamination by septic system seepage. The policies below clarify appropriate limits. The Urban Services Boundary contained in the General Plan will provide a long range urban growth horizon compatible with the Districts' long range needs to implement planning, design and construction of cost-effective public sewerage facilities; which are in conformance with both the SRCSD's policy instrument, the Master Interagency Agreement (MIA), and the Sacramento County General Plan.

The MIA, to which Sacramento County is a signatory, contains provisions whereby service cannot be extended beyond the current service area if such an extension would impact the ability of any SRCSD's Contributing Agency to receive sewer services for its existing and future customers. Additionally, the MIA only allows the SRCSD to annex properties that are designated for urban uses in the General Plans of Sacramento County and the Cities of Sacramento and Folsom.

In the event that a proposal is made to provide sewer services to an adjacent county which required construction of sewers across rural or agricultural lands, the Board of Supervisors would be able to address the issue in terms of conformance to the requirements of the MIA. Any proposal to provide service outside Sacramento County would, under the existing MIA, be through a contract.

Important in establishing benefit are findings that extension of the sewer system is needed to ensure Sacramento's surface water quality, that the ultimate capacity of the SRWTP will be sufficient to accommodate full development within the Urban Service Area as well as out-of-County flows, that out-of-County urban areas can be equitably connected to the regional sewer system's service area, and that extension of the sewer system into other counties be in the context of other regional issues such as water supply and transportation.

Policies:

- PF-11. The County shall not support extension of the regional interceptor system to areas within the County which are beyond the Urban Service Boundary.
- PF-12. Sacramento County will support extension of sanitary sewer services outside of Sacramento County by the SRCSD and its Contributing Agencies under the following conditions:
- That the residents of Sacramento County are benefited by such an extension.
  - That such extension of sewer service complies with the conditions set forth in the MIA which governs the policies and operating responsibilities of the SRCSD and its Contributing Agencies.
- PF-13. Public sewer systems shall not extend service into agricultural-residential areas outside the urban policy area unless the Environmental Health Department determines that there exists significant environmental or health risks created by private disposal systems serving existing development and no feasible alternatives exist to public sewer service.
- PF-14. Independent community sewer systems shall not be established for new development.

FUNDING FOR WASTEWATER COLLECTION AND TREATMENT

**Objective:    Equitable fees adequate to support wastewater collection, treatment and disposal.**

Intent: It is the policy of SRCSD and CSD-1 to generate the revenues required for construction of new trunk and new interceptor sewers related to growth through connection fees for new development. Connection fees are imposed on new development, on previously unserved properties and for previously served properties where redevelopment requirements exceed the basic capacity allocation. Treatment plant upgrading and existing trunk and interceptor replacement or improvement will be funded by all users through sewer service charges.

Since treatment plant expansions require large expenditures of funds for a single contract, SRCSD will retain the flexibility to utilize funding mechanisms other than connection fees to fund these improvements. However, connection fees may be used to either fund or augment other funding mechanisms for treatment plant expansions depending upon the availability of such monies at the time expansions are required.

The County recognizes that there is a public role in the financing of public infrastructure and services, and that this responsibility must be addressed to allow the County to retain control of the planning process. Lack of such control could result in development occurring wherever

sufficient private funding exists to supply the services and infrastructure necessary for urban uses, possibly contrary to the goals of the County.

Policies:

- PF-15. Support CSD-1 and SRCSD policies to fund new trunk and interceptor capital costs through connection fees for new development.
- PF-16. Support SRCSD policy to fully fund treatment plant operation through monthly service charges to system users. Fund treatment plant expansion and upgrades, and existing trunk and interceptor replacements or improvements through connection fees or other revenue sources.
- PF-17. Support a policy requiring monthly service charges to users that reflect differences in the volume and concentration of wastewater generated by nonresidential users.
- PF-18. New development projects which require extension or modification of the trunk or interceptor sewer systems shall be consistent with sewer facility plans and shall participate in established funding mechanisms. The County will not support development projects that are not consistent with sewer master plans and that require installation of interim sewer facilities.

SACRAMENTO COUNTY GENERAL PLAN  
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Section III

**SOLID WASTE SERVICES AND FACILITIES**

**GOAL:**       **Safe, efficient, and environmentally sound operation of solid waste facilities in Sacramento County.**

INTRODUCTION

Solid waste is any garbage, or refuse, sludge from a wastewater treatment plant, water supply treatment plant, or air pollution control facility and other discarded material, including solid, liquid, semi-solid, or contained gaseous material resulting from industrial, commercial, mining, and agricultural operations; and from community activities<sup>1</sup>. It is important to plan for Solid Waste facilities and services to accommodate the future population growth that will continue to generate garbage and other waste materials. The California Integrated Waste Management Act (AB 939) of 1989 directed Counties and/or Regional Agencies and Cities to prepare a Countywide Integrated Waste Management Plan. The County of Sacramento adopted the Sacramento County Integrated Waste Management Plan in March 1996, approved by the California Integrated Waste Management Board in May 1998, consisting of the following:

- Siting Element (entire county: cities and unincorporated areas)
- Summary Plan (entire county: cities and unincorporated areas)
- Source Reduction and Recycling Elements (by City, County, or Regional Agency)
- Household Hazardous Waste Elements (by City, County, or Regional Agency)
- Non-disposal Facility Elements (by City, County, or Regional Agency)

These documents are the main sources and references for solid waste facility planning in Sacramento County. The Siting Element and Summary Plan are prepared and administered by the County of Sacramento, Department of Waste Management & Recycling. The remaining documents are prepared and administered by each individual jurisdiction or regional agency. This section is a broad level overview of unincorporated Sacramento County solid waste facilities and policies.

Sacramento County has eight active permitted solid waste facilities, including three material recycling/transfer stations and one landfill that are publicly owned and operated. There are also three material recycling/transfer stations and two landfills (one is an unclassified inert landfill, currently without a solid waste facilities permit) that are privately owned within Sacramento County. The County owns and operates Kiefer Landfill, located on a 660 acre site at Kiefer Boulevard and Grantline Road. One of the publicly owned and operated material

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<sup>1</sup> Source: Glossary for Decision Maker's Guide to Solid Waste Management, US Environmental Protection Agency Wastes Website, <http://www.epa.gov/epaoswer/osw/glossary.htm>.



recycling/transfer stations hosts a permanent household hazardous waste facility. Another permanent household hazardous waste facility is located at one of the three material recycling/transfer stations that is privately owned and operated. A map of active and inactive solid waste facilities in Sacramento County is in the Solid Waste Services and Facilities Background Section of this Element.

An issue associated with the location of additional transfer stations is the appropriate setback distance from more restrictive zones, other than industrial, and the types of activities and machinery involved. Standards and noise contours contained in the Noise Element should provide appropriate guidelines for proper setback distances.

The rationale for a fee system based on the quantity of waste collected is to give County residents an incentive to recycle. This is consistent with the Conservation Element's Materials Reuse recommended measure to provide financial incentives to increase public participation in recycling efforts.

This section describes policies and programs under four objectives:

- Adequate sanitary landfill and transfer station capacity to meet long-term growth needs.
- Land use compatibility with all solid waste facilities.
- Fee-supported solid waste collection and disposal.
- Safe and environmentally sensitive transportation of solid waste.

## DISPOSAL FACILITIES

**Objective:**     **Adequate sanitary landfill and transfer station capacity to meet long-term growth needs.**

Intent: The County landfill has enough capacity to meet demand through the year 2037. Successful implementation of waste reduction mandates has extended the life at Kiefer landfill. The County Integrated Waste Management Plan, prepared in 1996 and approved in 1998, developed recycling means consistent with the goals of statewide legislation. Additional transfer stations may be appropriate as the County expands its recycling program and commercial self-haul activities increase.

There are three publicly owned and operated transfer stations in Sacramento County. One is located in North Highlands, another in South Sacramento and the other in Folsom. Transfer stations offer a convenient public service to garbage haulers by providing a closer site than the landfill and cost savings to Solid Waste collection vehicles and crew. Transfer stations also offer a disposal site within ten miles of most urban areas. An additional transfer station to potentially service Fair Oaks, Orangevale, and portions of Rancho Cordova may be appropriate.

Policies:

- PF-19. Support the implementation of recycling programs for the unincorporated area of Sacramento County through the Source Reduction and Recycling Element of the County Integrated Waste Management Plan in order to meet the requirements of AB 939.

Implementation Measure:

- A. Determine feasibility of additional transfer station locations through the Siting Element of the County Integrated Waste Management Plan (MSA - DEPARTMENT OF WASTE MANAGEMENT & RECYCLING).

LAND USE COMPATIBILITY

**Objective: Land use compatibility with all solid waste facilities.**

Intent: Sanitary landfill operations by their very nature have the potential to create public nuisances. Heavy truck traffic, dust, litter, and offensive odors require that planned land uses surrounding solid waste facilities protect the public health and minimize complaints from nearby residents. For these reasons the Department of Waste Management & Recycling has established a 2,000 foot buffer in all directions around the County landfill on Kiefer Boulevard through the purchase of surrounding properties or the establishment of easements through legal settlements. Appropriate uses within the buffer are open space, agriculture, and recreational uses such as hunting clubs, golf courses and recreational lakes. This policy assures the unfettered long-term operation of the site well into the future.

Transfer stations need to be located in industrial areas at a distance from populated centered activities and residential areas in conformance with standards contained in the Noise Element. The planning review process should be sensitive to conflicting land uses within the vicinity of transfer station sites.

Policies:

- PF-20. Property buffering the County landfill shall remain in agricultural, recreational or other open space uses and extend at least 2,000 feet in all directions, measured from the landfill's permitted boundary.
- PF-21. New transfer station facilities shall be located in industrially zoned areas at distances from residential areas consistent with standards contained in the Noise Element.

Implementation Measure:

- A. Require review of all projects within a one mile radius of a solid waste facility. Ongoing. (MSA - DEPARTMENT OF WASTE MANAGEMENT & RECYCLING and MSA - PLANNING)

SOLID WASTE DISPOSAL FINANCING

**Objective: Fee-supported solid waste collection and disposal.**

Intent: Collection, recycling, composting, transfer and disposal activities are funded primarily through customer service fees, facility tipping fees, permit fees, etc. charged to private collectors, and monthly collection service charges on county residents. Fees are adjusted for any new recycling efforts, or other programs to cover the additional costs. Any new facilities and programs may be financed through rate structures and tipping fees.

The second policy and program represent the role that fees can ultimately have on encouraging and promoting maximum public participation in recycling efforts. Recycling programs are described in greater detail in the Regional Agency's (City of Citrus Heights and the Unincorporated Areas of Sacramento County) Source Reduction and Recycling Element as part of the Countywide Integrated Waste Management Plan. The Materials Reuse Component of the Conservation Element addresses recycling related issues more in depth.

Policies:

- PF-22. Solid waste collection, handling, recycling, composting, recovery, transfer and disposal fees shall recover all capital, operating, facility closure and maintenance costs.
- PF-23. Solid waste disposal fees and rate structures shall reflect current market rates and provide incentives for recovery.

Implementation Measure:

- A. Continue the implementation of Residential Tiered Rates based on the quantity of waste set out for disposal and provide incentives for recovery. (MSA - DEPARTMENT OF WASTE MANAGEMENT & RECYCLING)

PUBLIC SAFETY IN SOLID WASTE HANDLING

**Objective: Safe and environmentally sensitive transportation of solid waste.**

Intent: The concern is with public safety and periodic monitoring of long-haul and short-haul collection vehicle routes. Transportation of solid waste should avoid congested and dangerous

routes. Periodic monitoring of routes helps promote the safe collection and disposal of solid waste by avoiding congested and dangerous routes. The other policy reflects ongoing efforts of the Sacramento County Department of Waste Management & Recycling.

Policies:

PF-24. Transportation of solid waste shall utilize the safest practical means and routes of transport.

PF-25. Solid waste collection vehicles shall minimize dispersion of litter, odor and fumes.

Implementation Measures:

- A. The department's safety personnel shall review periodically and adjust field collection activities with due consideration to public safety. (MSA - DEPARTMENT OF WASTE MANAGEMENT & RECYCLING)
- B. The Division shall establish an incentive program to reward good safety and driving records of its employees. (MSA - DEPARTMENT OF WASTE MANAGEMENT & RECYCLING)

SACRAMENTO COUNTY GENERAL PLAN  
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SECTION IV

**PUBLIC SCHOOL FACILITIES**

**Goal:** New public schools which serve as a neighborhood focus and maintain a quality learning environment for Sacramento County's residents as the County population increases.

INTRODUCTION

The remarkable residential growth being experienced throughout the County continues to put pressure on schools to expand their facilities while maintaining the highest possible quality service. Accommodating the expected increase of school age children will require the construction or renovation of many additional school facilities over the next 20 years. These schools will function as both educational institutions and community centers and should be planned accordingly. Stakeholders must be involved early on in the planning and siting process to insure proper integration of future schools into new and existing communities. The planning, financing and building of quality schools must keep up with population increases to avoid classroom overcrowding and facility shortages, ensuring a top-notch education for all children living in the County.

With these issues in mind, the goal enumerated in this section of the Public Facilities Element has been formulated to ensure that this future demand is managed in ways that enable school districts to supply the needed facilities. More specifically, this section:

- Establishes guidelines and standards for adequate provision of public school facilities;
- Encourages greater coordination amongst school districts for the purpose of instituting county-wide public school facility planning; and
- Encourages greater coordination between the County and community college districts in planning future on- and off-campus facilities.

The policies and programs which follow provide mechanisms which will assist school districts in their efforts to meet this future demand in a sufficient manner under the following objectives:

- Public schools physically and functionally integrated with their surrounding neighborhoods.
- School facilities planning coordinated between school districts.
- Facility levels equal to state standards for school enrollment, and school site size for all of Sacramento's public schools.

## NEIGHBORHOOD INTEGRATION

**Objective:**     **Public schools physically and functionally integrated with their surrounding neighborhoods.**

Intent: Schools are an important part of any neighborhood. In addition to their central educational role, they serve as a place for meetings, special programs, after-school play, soccer and little league games, and precinct voting. How well the school functions in these various roles depend very much on the school's location with respect to other community uses and how accessible it is.

Unlike General Plans in many other jurisdictions, the scale of Sacramento's General Plan doesn't permit identifying all existing and planned school sites on the land use diagram (although it does identify existing high school sites). The community plans for the unincorporated area provide a much more appropriate scale for delineating new schools and ensuring their thoughtful location with respect to surrounding land uses.

The following policies recognize that school siting and design should be a key element of a neighborhood planning effort. There remain many opportunities for design innovation and good, sensible planning to achieve neighborhoods which better integrate the school into the fabric of neighborhood life. Additional guidelines concerning school location are included in the TOD Design Guidelines.

### Policies:

- PF-26.     Community plans shall identify all existing and planned school sites and shall include guidelines and conceptual examples for incorporating new schools into overall neighborhood design.
- PF-27.     Community and Specific Plans shall consider the needs of community colleges and address the feasibility and appropriateness of off-campus facilities, particularly in TODs.
- PF-28.     Schools shall be planned as a focal point of neighborhood activity and interrelated with neighborhood retail uses, churches, neighborhood and community parks, greenways and off-street paths whenever possible.
- PF-29.     New elementary schools in the urban area should be planned whenever possible so that almost all residences will be within walking distance of the school (one mile or less) and all residences are within two miles of a school.
- PF-30.     Schools shall be planned adjacent to neighborhood parks whenever possible and designed to promote joint use of appropriate facilities. The interface between the school and park shall be planned with an open design and offer unobstructed views to promote safety.

- PF-31. Elementary schools shall not be located along arterials and thoroughfares. Junior high and high schools shall be located near arterials and thoroughfares and provide adequate parking to facilitate the transport of students.
- PF-32. New community college campuses and high schools within the urban service boundary shall be located along arterial or thoroughfare streets, with high priority to location adjacent to transportation corridors identified on the Transportation Plan Map.
- PF-33. All school site plans shall be designed to minimize traffic speed and maximize traffic flow around the school, allowing for several access points to and from the site.
- PF-34. New schools should link with planned bikeways and pedestrian paths wherever possible.

Implementation Measure:

- A. Amend individual community plans to show the location of all existing and planned schools and to reflect General Plan policies regarding school and neighborhood design. (MSA - PLANNING)
- B. Consult with community college and public school facility planners during the creation or update of Community and Specific Plans. (MSA - PLANNING)
- C. Coordinate the design, operation and maintenance of joint use facilities by agreements between the affected parties. (DEPARTMENT of PARKS and RECREATION, Local Park Districts, School Districts, MSA - PLANNING)
- D. Inform the school districts early in planning process of any comprehensive planning effort. (MSA - PLANNING)

COORDINATED PLANNING BETWEEN SCHOOL DISTRICTS

**Objective: School facility planning coordinated between school districts.**

Intent: State law requires that all schools prepare and adopt a school facilities master plan, with a minimum five-year time horizon, which identifies districts' facility needs. Within Sacramento County, there is considerable variability in student projection methods, planning horizons, and plan detail. The comprehensiveness of plans is a function of a district's size, management capability, and rate of growth.

There needs to be better coordination between school districts and consistency in their facilities plans, guided by a County-wide assessment of school needs for a common time horizon. The County Office of Education, City and County Planning staff, and SACOG, which provides demographic and development data, need to be more involved in the school planning process.

The Placer County Office of Education has recognized this need by hiring a facilities planner to improve coordination between districts and to assist smaller districts. The policies and measures below represent a beginning toward the accomplishment of this objective.

Policies:

- PF-35. Support the establishment of a County-wide public schools planning program.
- PF-36. Review district school facility plans with respect to their relationship to County-wide school facility planning objectives in conjunction with Board of Supervisors' adoption of supplemental financing programs.

Implementation Measures:

- A. Establish a coordinating committee of district facility planners, City and County Planning representatives, and SACOG to identify problems, discuss issues, explore solutions, and identify criteria to improve school facility planning in Sacramento County. (COUNTY OFFICE OF EDUCATION)
- B. Evaluate the feasibility of establishing a facilities planning program to provide coordination and assist smaller districts in developing plans. (COUNTY OFFICE OF EDUCATION)

SCHOOL FACILITY LEVELS

**Objective: Facility levels equal to state standards for school enrollment and school site size for all of Sacramento schools.**

Intent: The goal of achieving a quality learning environment for Sacramento's children has many aspects. But from a school facilities perspective, school enrollment and the size of the school site are basic requirements. The state has established minimum standards (see background section) for facilities, and for the most part school districts strive to meet them. They are incorporated here to provide a quantitative measure of achieving the overall goal. However, in growing districts the problems of timely school construction and, above all, funding new school facilities requires resolution in order to achieve this objective.

Although the state has the primary role of seeing that school districts achieve standards, the County should reinforce its support of service level standards where mitigation of school impacts is necessary. Moreover, the subdivision review process frequently involves decisions regarding the dedication or reservation of school sites. The following policies provide specific direction, including assistance to school districts in acquiring future school sites via the Specific Planning process.



Policies:

- PF-37. Land dedications or reservations for schools should meet state guidelines for school parcel size. Where more than one owner or development project is involved, there shall be appropriate assurances and conditions to assure that requisite acreage can and will be assembled to meet facility site requirements.
- PF-38. Specific Plans shall show the location of future school sites based upon adopted school district master plans and criteria in the General Plan, and shall include assurances of funding for acquisition.

Implementation Measures:

- A. Provide an annual report to the Board of Supervisors on the status of individual school district compliance with state service level guidelines and their efforts to resolve problem areas. (COUNTY OFFICE OF EDUCATION)
- B. Address the need for reservation of school sites in all subdivision and parcel maps. (MSA - PLANNING)
- C. Develop procedures to incorporate school site location and acquisition as part of the Specific Planning process. (MSA - PLANNING)

SACRAMENTO COUNTY GENERAL PLAN  
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SECTION V

**LIBRARY FACILITIES AND SERVICES**

**GOAL:**     **Well-designed, safe, and well-maintained library facilities using current and future technologies in Sacramento County.**

INTRODUCTION

Libraries are critical public services such as schools, parks and public safety. A well developed library system is a signature of a healthy community and helps define the quality of life for the businesses, families and individuals that live in that community. Libraries in the future will play a dynamic and evolving role in Sacramento County. In addition to traditional services such as best sellers, children's story times, and reference, libraries will also be providing public use computers, literacy training, focused small business services, teen centers, and health and safety programming, all directed to specific community needs. As such, they have graduated from being just "important" public services to "critical" public services that need to be planned, financed and constructed, as older areas redevelop and as new areas are approved for development. This planning and construction should occur in the same fashion and time as schools, parks, fire and police stations and other vital public services.

The Sacramento Public Library system houses a collection of over 2 million items. There are 27 libraries and two bookmobiles serving all residents of Sacramento County, with the exception of those in the City of Folsom, which maintains its own library. There are 10 facilities serving the unincorporated areas, one each serving the cities of Citrus Heights, Galt, Rancho Cordova, and Isleton, and two in Elk Grove. Ten branch libraries plus the Central Library serve the City of Sacramento. The 160,000sf Central Library in downtown Sacramento houses 350,000 volumes and has 300 reader seats. The branches offer books, magazines, and non-print materials for customers of all ages. Customer services include children's and teen services, information services, reader's advisory, meeting rooms, computer access to the Internet, subscription information databases, an on-line catalog, intra-branch and inter-branch loans. The Library system functions as a joint City-County library under a 1993 Joint Powers Authority agreement. It operates as a single agency and is governed by a Board comprised of four Sacramento City Council members and the five members of the Sacramento County Board of Supervisors. The Joint Powers Authority is currently under review and may be modified to provide board representation from all municipalities within the County.

In 2005, the Library Authority embarked upon an ambitious, but important effort to update an outmoded Facility Master Plan (FMP) last adopted in 2000. The new Facility Master Plan, which will be in place by early 2007, will contain a baseline analysis of where the Library system has been with respect to facilities and also a projection of what it will need to serve the municipalities and unincorporated areas of the County as each jurisdiction grows through the

year 2025. The FMP is the Library Authority's "Blue Print" for future siting and land needs, renovation and relocation of older libraries as well as construction of new libraries.

The FMP sets forth general standards and criteria for the renovation and construction of all new libraries. Existing and future library need is largely population driven, e.g., for every 30,000 residents in a community, at least one full service library is required. Ideally, new libraries would have 0.4 to 0.6 sf per capita with some basic minimum and maximum sizes. The Facility Master Plan also establishes, in addition to preferred sizing and footprint, desirable components: volumes and collection, meeting rooms, study areas, computer terminals and so on. Each of these items is standards driven. One of the most critical items for future library development is "location, location, location."---- "a nice, new library in a poor location is an under-utilized library; an older, under-sized library in a good location is a highly used library." Important locational criteria include: land availability, cost, quality of the site, size, accessibility (parking, pedestrian access, public transportation), and synergy/location with other public and private uses. For example, a new library is often better positioned in a "new town square", rather than in a residential neighborhood.

Population growth in the Library system during the planning period will require 19 new and 21 expanded, relocated or renovated facilities to serve the residents in these new and growing areas. 8 new facilities and 4 expanded, relocated or renovated facilities will be necessary to service the unincorporated area alone. The required new and/or renovated libraries may be stand alone or joint use facilities with other public agencies or private concerns. According to the Joint Powers Agreement that created the Sacramento Public Library Authority, the signatory parties to the agreement have the sole responsibility to plan, construct, and maintain all library facilities. "All permanent and leased library facilities existing now or in the future shall be provided by the PARTY in which they are located, at no cost to the Authority". The Sacramento Public Library's overriding future concerns will be:

- Early identification of library sites in new growth areas or older areas that are redeveloping
- Planning for and construction of the "right" library for the community it will serve
- Identification of realistic funding sources both for construction, "outfitting" and operation of new libraries.

The top six priority services that the Library system has identified are:

- Children's/preschool services
- Large and varied, responsive collections
- Community living room activities
- Support for formal education and lifelong learning
- Extensive technology-based tools and resources
- Young adult and teen services.

The following policies and programs outline a library facilities and funding plan under these objectives:

- Library facilities and services in new and growing areas equivalent to established community areas without reducing service in established community areas.

- Adequate and timely funding for library capital construction costs shared equitably by existing and new residents.
- Future libraries located along well-traveled thoroughfares, in “new town centers” and/or transit routes accessible to the greatest number of people, to serve as civic anchors.

## LIBRARY LEVEL OF SERVICE

**Objective:**     **Library facilities and services in new and growing areas equivalent to established community areas without reducing service in established community areas.**

**Intent:** The Sacramento Public Library Facility Master Plan contains established standards for providing library facilities based on population and service area criteria. Based on the development scenarios in the Facility Master Plan, the unincorporated County population is anticipated to grow by nearly 16% by 2025. This fact, coupled with the reality that many current facilities do not meet the FMP standards, means that the County will need a significant number of both new and renovated/enlarged libraries to ensure a continuing level of service in established and new communities. The Library will use its existing and future facilities more efficiently and at the same time make full use of remote access and technology-based services to County residents.

### Policies:

- PF-39.     New and remodeled library facilities shall meet adopted standards for square footage and parcel size; materials and equipment; and services programs and staffing commensurate with the population served.
- PF-40.     Library facilities planners shall meet with neighborhood and community groups to determine specialized community service needs and to incorporate them, to the extent possible.

### Implementation Programs:

- A.     Construct or expand libraries as indicated in the Sacramento Public Library Facility Master Plan. (LIBRARIES)
- B.     Periodically review, revise, and adopt the Master Library Plan to accommodate changes in service levels, customer expectation, and demographic changes. (LIBRARIES)

## CAPITAL FACILITIES FUNDING FOR LIBRARIES

**Objective:**     **Adequate and timely funding for library capital construction costs shared equitably by existing and new residents.**

Intent: The Facility Master Plan identifies a variety of funding mechanisms for library capital projects. There presently exists no ongoing source of funds to pay for construction of new libraries in the County General Fund or the County Library Fund. Local funding could be obtained through a variety of mechanisms, including debt financing, benefit finance districts, and special taxes. Establishment of a benefit finance district, such as a Mello-Roos district, in a partially developed or growing community can provide some of the capital costs for facility expansion. Another option for funding library facilities is through the establishment and collection of development impact fees. These fees are calculated based on the impact of new growth and are intended to mitigate the impact through funding proportionate library expansion. However, residents of new development should not bear expansion costs for the entire community as there is demonstrated value to the community at large from new branches, increased book collections, and expanded service. Therefore, to augment funding from public financing fee programs or other current funding sources, the County should consider a countywide funding approach, such as a general obligation bond or a special tax to ensure funding of desired service levels.

Policies:

- PF-41. Share capital costs of library construction and renovation for existing residents through bond financing or other appropriate measures and by new residents and workers through fees on new development.
- PF-42. Include community library needs among facilities to be financed by financing districts created in development areas.
- PF-43. Create financing districts or special taxes within existing library service areas to assist in financing library renovation and expansion needs and require new development to annex to the financing district.
- PF-44. New commercial development in financing districts shall contribute to library financing such that fees based on projected employment are approximately equivalent to the fees for an equivalent number of new residents.

Implementation Measures:

- A Identify the service area boundaries for libraries which are planned for expansion or renovation and determine the total capital costs of constructing and stocking the facilities. (LIBRARIES)
- B. Establish annexable financing districts to provide revenues for libraries in areas of residential and commercial growth and development. (MSA - PLANNING, LIBRARIES and AFA)

## LIBRARY SITING

**Objective:** Future libraries will be located along well-traveled thoroughfares, in “new town centers” and/or transit routes accessible to the greatest number of people, to serve as civic anchors.

Intent: Of all the decisions made concerning a library facility/building project, the single most important is the location. A public library should be accessible to the greatest number of users. Sites need to be identified and purchased early in the planning of new communities to obtain sites on major traffic routes, visible to people passing by, and with adequate parking. The intent of the first policy is to locate new libraries within pedestrian oriented developments as well as mixed use projects served by public transportation. Future library facilities should be centrally located along with other public and private uses such as post offices and retail/commercial to serve as anchors for new civic center development, in both new development areas and commercial corridor developments. Sites should not be in secondary residential areas requiring access by private vehicles. Some consideration must also be given to co-located facilities sited with schools, park districts, or other entities whose purpose is consistent with sharing a site with a public library.

### Policies:

- PF-45. Incorporate planned libraries into community and specific plans for new development.
- PF-46. Purchase library sites as early as possible in the development process.
- PF-47. Locate future library sites to be accessible by car, bicycle, foot, public transportation, and have sufficient off-street parking.
- PF-48. Locate future library sites so as to be visible to people passing by and be accessible to children unaccompanied by adults.

NOTE: The Sacramento Public Library Authority Facility Master Plan provides the basis for the discussion, conclusions and recommendations contained in the Library Section of the Public Service

# **SACRAMENTO COUNTY GENERAL PLAN PUBLIC FACILITIES ELEMENT**

## **SECTION VI**

### **SHERIFF**

**GOAL: Adequate Sheriff Services and Facilities for the Unincorporated Areas of Sacramento County.**

#### **INTRODUCTION**

The Sheriff's Department provides specialized law enforcement services to Sacramento County and local police protection to the unincorporated area. Specialized law enforcement includes providing court security services, operating a system of jails for pretrial and sentenced inmates, and operating a training complex. Local police protection includes response to calls and trouble spots, investigations, surveillance, and routine patrolling.

Demand for local police protection exceeds the supply of resources. Demand results from population growth; increased rates of crime, particularly major crimes and crimes associated with the use and sale of drugs; and services mandated by the State and the Courts. Supply of resources is linked primarily to the County General Fund. Growing demand and a relatively slower growing resource base leads to an inability to maintain historic levels of service.

Policies and programs in this section are designed to achieve the following objectives:

- Expand law enforcement services in area of crime prevention and public education;
- Design neighborhoods for personal safety.

#### **EXPAND LAW ENFORCEMENT SERVICES**

**Objective: Provide law enforcement services to the unincorporated area in accord with a commitment of crime prevention, control, and correction.**

**Intent:** Law enforcement professionals recommend education as means to address social issues that are the causes of crime, and recommend crime prevention as means to reduce the incidence of crime. Programs within schools, such as those focusing on self-esteem, have been developed in other jurisdictions. Proactive work within the community, including the maintenance of a physical presence, prevents crime. Eliminating educative and preventive services and programs to comply with short run funding limits is undesirable and it leads over the long run to a higher total cost of law enforcement. Policies in this Plan attempt to restore the Department's role as a provider of educative and preventive programs.

Policies:

- PF-49. Plan and develop law enforcement programs with a perspective toward reducing as well as controlling crime.
- PF-50. Plan and develop law enforcement facilities in keeping with overall needs and the distribution of growth.
- PF-51. Use education and crime prevention as integral parts of the practice of law enforcement.

Implementation Measures:

- A. Maintain a long-range plan of capital facilities which takes into account demographic projections, sociological forecasts, and other relevant planning data. (SHERIFF)
- B. Conduct a research effort to investigate links between public investment in education and crime prevention and the incidence of crime. (SHERIFF)
- C. Develop crime prevention strategy/plan based on available data. (SHERIFF)
- D. Expand efforts to demonstrate the long run cost to the community for lack of investment in education and prevention programs. (SHERIFF)
- E. Distribute results to all legislative delegations and to the entire community. (SHERIFF)

DESIGN NEIGHBORHOODS FOR CRIME PREVENTION

**Objective: Broaden community involvement in crime prevention by incorporating visibility and other issues of public safety in neighborhood and building design.**

Intent: Proposals in the Land Use Element of the General Plan, which create higher densities and new design standards for transit-oriented development, potentially influence the distribution of crime and effectiveness of patrol staff. Physical separation between buildings and exposures must be designed to increase visibility within developments. Improvements to the physical structure can prevent crime. Recognizing there may be inherent conflicts between law enforcement, design and other planning objectives the intent of these measures is to seek cooperative solutions.

Policies:

- PF-52. Design neighborhoods and buildings in a manner that prevents crime and provides security and safety for people and property; when feasible.



Implementation Measures:

- A. Prepare list of specific design features that help assure safety to persons and property, particularly residential property, to be included within Building Code, Zoning Code and Land Development ordinances. (SHERIFF, MSA - COUNTY ENGINEERING & MSA - PLANNING)
- B. Prepare a “security ordinance” which will be a uniform code that will provide minimum safety and security specifications for new residential and commercial developments such as minimum specifications for door thickness, lock construction, and lighting. (SHERIFF, MSA - COUNTY ENGINEERING & MSA - PLANNING)
- C. Adapt transit-oriented development guidelines to the needs of crime prevention to the extent possible. (SHERIFF, MSA - PLANNING)

SACRAMENTO COUNTY GENERAL PLAN  
PUBLIC FACILITIES ELEMENT

SECTION VII

**FIRE PROTECTION AND EMERGENCY SERVICES**

**GOAL: Efficient and effective fire protection and emergency response serving existing and new development.**

**INTRODUCTION:**

Fire protection is an indispensable municipal service important to every County resident. Fire service is provided in the County of Sacramento by the cities of Folsom, Galt, Isleton and Sacramento, Elk Grove Community Services District, and seven other independent fire districts. Natomas Fire District is the only dependent district governed by the County Board of Supervisors. Portions of the eastern foothill areas are also protected by the State Division of Forestry, although it provides no structural protection.

All fire districts provide emergency medical rescue and fire protection services. Some Districts also provide advanced life support via fire department ambulances, paramedic squads, and/or by the placement of Firefighter/Paramedics on engines. The largest number of calls fire districts receive is for medical-related aid while only a minor portion is for fire suppression.

The issues associated with providing effective fire protection and emergency services include financing the capital facilities costs of needed fire stations and equipment to serve new growth areas and incorporating fire and emergency safety measures into neighborhood and building design standards without compromising other design objectives. This section describes policies and programs for fire protection and emergency services under two objectives:

- 1) Fire and emergency safety measures integrated into all neighborhood and building design;
- 2) Equitable and adequate funding for new facilities, equipment and personnel to serve growth.

**BUILDING AND NEIGHBORHOOD DESIGN FOR FIRE PREVENTION**

**Objective: Fire and emergency safety measures integrated into all neighborhood and building design.**

**Intent:** A critical aspect of effective fire protection is properly designed neighborhoods and buildings. Building codes have always addressed and regulated fire hazards and must continue to respond to technological change. Tall buildings four-stories or greater, particularly those

containing mixed land uses, are of special concern as they become more common in suburban areas. Interior street design, emergency access, parking, and street addressing of development projects are all of concern to fire protection districts. Adequate water supply and pressure are requisite to effective fire suppression, particularly in rural areas. The following policies and implementation measures reflect these concerns.

Policies:

- PF-53. Require new development to install fire hydrants and associated water supply systems which meet the fire flow requirements of the appropriate fire district.
- PF-54. New development shall provide access arrangements pursuant to the requirements of the California Fire Code.
- PF-55. Infill development shall be provided adequate off-site improvements to meet on-site fire flow requirements.
- PF-56. New development, redevelopment or traffic signal replacement shall require the installation of emergency signal activation systems in all street improvements requiring signalization when requested by a fire district.
- PF-57. Traffic calming measures should be used wherever possible in a manner that does not delay emergency vehicle responses.
- PF-58. Alternative methods of fire protection and access must be instituted if access is reduced to emergency vehicles.
- PF-59. Require that structures of four stories or more in height provide on-site equipment and facilities to the satisfaction of the appropriate fire district, consistent with industry norms and standards.

Implementation Measures:

- A. Amend County improvement standards to require that new development install necessary fire hydrants and associated water supply systems at the same time street improvements are made. (MSA - COUNTY ENGINEERING)
- B. Provide for review of all projects by fire districts having jurisdiction and maintain fire district representation on the Subdivision Review Committee. (MSA - PLANNING)
- C. Update and enforce the County's fire and building codes utilizing best and most cost-effective technologies available and TOD designs. (MSA - PLANNING)
- D. Include a cost/benefit analysis of sprinkler systems and property development incentives to reduce cost, which will encourage system installation for all new residential development

in fire district master plans, including the feasibility of retrofitting residences at resale, and in Specific Plans. (Fire Districts, AFA)

## FIRE PROTECTION FACILITIES EXPANSION

**Objective:     Equitable and adequate funding for new fire protection facilities, equipment and personnel to serve growth.**

Intent: As with most public facilities, funding capital facilities and equipment is a significant issue with the districts. New development has occurred in conjunction with Mello-Roos district bond financing programs or mitigation fees which include fire stations and equipment. The General Plan formalizes this practice by placing primary responsibility for financing needed capital facilities for fire protection on new development. It is important from a planning perspective that funding mechanisms be based on well-conceived facility plans which in turn are based upon reliable growth projections for each service area. There is also a need to improve coordination between fire districts and planners in planning new facilities.

In all fire districts, the ongoing operating and maintenance costs come from the property tax base, resulting in funding shortfalls, particularly in urbanizing districts receiving the same relative level of funding that previously supported volunteer fire service. Although the policies below address facility needs, additional efforts are needed at the state and local levels to support on-going operation and maintenance costs. The County has the responsibility to ensure that new development does not occur when fire districts cannot provide fire protection and emergency services which meet minimally accepted standards. The policies below outline planning procedures required of fire districts prior to their requesting assistance from the Board of Supervisors to mitigate impacts from new development.

### Policies:

PF-60.     Mitigation fees may be established by the Board of Supervisors or Fire Districts for the purpose of funding adequate fire protection and emergency medical response facilities provided they find that such fees are critical and necessary to meet the facility funding needs of the fire district and that existing methods of financing are inadequate.

PF-61.     The Board of Supervisors shall not require the collection of mitigation fees unless it has certified that the fire district has:

- Adopted a facilities plan consistent with industry norms and standards and the time horizon of the County General Plan that will maintain Insurance Service Office (ISO) ratings of 3 for hydrant areas and 8 for non-hydrant areas, and a response time of 5 minutes for emergency medical calls, where staffing levels are adequate. In areas that do not have public water supply which are increasing in number due to urbanization, the fire district should be able to provide a sufficient flow shuttle.

- Adopted a financing plan delineating the source and amount of funds required to fully implement the facilities plan. Such plan shall indicate personnel requirements necessary to meet the standards in the facilities plan.
- Demonstrate a commitment to and reasonable progress towards achieving efficiency improvements, such as inter-district agreements for sharing resources or district consolidation.
- All reasonable efforts have been made to secure additional funding from any other available sources.

PF-62. Mitigation fees established by County ordinance or Fire District shall, together with other reasonably assured sources of funding identified in the fire district's financing plan, be sufficient to implement the adopted financing plan.

PF-63. No building permit for new residential or commercial construction shall be issued when there is a Board of Supervisors certified fire district financing plan for any applicable fire district, which provides for mitigation fees, until the applicant has contributed all required mitigation fees.

Implementation Measures:

- A. Provide fire districts with biannual estimates of planned growth and projected population within fire station service areas. (MSA - PLANNING)
- B. Prepare and maintain a facilities plan identifying station improvements, equipment needs and related costs to maintain adequate service in urban growth areas. (Fire Districts, AFA, MSA - PLANNING)
- C. Develop a system of fire hazard mitigation based on the probability of occurrence and the number of people at risk. Acceptable mitigation shall include, but not be limited to, a staffed and equipped fire station. (MSA - PLANNING, Fire Districts)
- D. Modify procedures for fire district review of proposed development projects to incorporate response time analysis and potential mitigation. (MSA - PLANNING, Fire Districts)

SACRAMENTO COUNTY GENERAL PLAN  
PUBLIC FACILITIES ELEMENT

SECTION VIII

**ENERGY FACILITIES**

**GOAL:**    **Appropriately sited energy facilities that efficiently and safely produce and distribute energy to Sacramento County residents without compromising environmental quality or human health.**

INTRODUCTION

The projected rapid growth in Sacramento County will require an associated expansion of the energy supply infrastructure. Good planning is necessary to develop an efficient system with minimal impact to the county's natural resources and human population. This section offers facility siting policies designed to minimize environmental impacts caused by the construction and operation of energy facilities. Other policies address safety and health issues. Facility definitions and descriptions, as well as discussions of impacts, issues, and other technologies are contained in the Energy Facility Background Report in Section IX of this Element.

This section of the Public Facilities Element is concerned with the siting of energy facilities to protect biological and cultural resources and human health. The policies in this section relate to other General Plan Elements including:

Land Use: Separation of conflicting land uses.

Conservation: Protection of biological and cultural resources.

Agricultural: Preservation of farmlands as viable units.

Further, the Energy Facility Siting Section promotes the goals of the Air Quality and Energy Elements through support of alternative energy technologies that provide relatively clean, safe electricity.

Sacramento County does not dictate policy regarding the development and efficiency of the energy supply system. The County does, however, recognize its responsibility for prudent infrastructure planning and implementation of conditions placed on plans and maps by SMUD, and supports planning initiatives such as SMUD's energy source diversification and demand-side conservation. Whenever possible, the County will inform SMUD of a potential large development at the pre-application and specific plan stages of the County's entitlement process. This will allow SMUD to inform the County and the developer of the potential for design components and measures that would promote resource conservation, energy efficiency, and renewable and distributed generation sources, as well as identify the location and size of electrical utility facilities that will be needed.

## GENERAL ENERGY FACILITY POLICY

**Objective:**     **Minimize the health, safety, aesthetic, cultural, and biological impacts of energy facilities in Sacramento County.**

**Intent:** The specific benefits and impacts of an energy facility vary with the type of facility, location, and community issues. The Board of Supervisors and Policy Planning Commission may evaluate energy production facility siting based upon many factors including safety, community economics, efficiency, reliability, aesthetics, and resource conservation. The priority of the siting factors may vary from project to project, requiring the decision-making body to compromise some policies in favor of others. In order to maintain the integrity of the policies, yet allow flexibility in decision making, the Board must provide findings explaining actions contrary to policies in this section.

### **Policies:**

- PF-64.     The County will seek input from SMUD at the earliest possible stage in the development process.
- PF-65.     The Board of Supervisors and the Policy Planning Commission may approve, or recommend approval wherein the county has jurisdiction, of development projects for energy facilities that are contrary to any of the policies in this section only when justification is provided through findings.
- PF-66.     Cooperate with the serving utility in the location and design of production and distribution facilities so as to minimize visual intrusion problems in urban areas and areas of scenic and/or cultural value including the following:
- Recreation and historic areas.
  - Scenic highways.
  - Landscape corridors.
  - State or federal designated wild and scenic rivers.
  - Visually prominent locations such as ridges, designated scenic corridors, and open viewsheds.
  - Native American sacred sites.
- PF-67.     Cooperate with the serving utility in the location and design of energy production and distribution facilities in a manner that is compatible with surrounding land uses by employing the following methods when appropriate to the site:
- Visually screen facilities with topography and existing vegetation and install landscaping consistent with surrounding land use zone development standards where appropriate, except where it would adversely affect photovoltaic performance or interfere with power generating capability.
  - Provide site-compatible landscaping.

- Minimize glare through siting, facility design, nonreflective coatings, etc. except for the use of overhead conductors.
- Site facilities in a manner to equitably distribute their visual impacts in the immediate vicinity.

PF-68. Cooperate with the serving utility to minimize the potential adverse impacts of energy production and distribution facilities to environmentally sensitive areas by, when possible, avoiding siting in the following areas:

- Wetlands.
- Permanent marshes.
- Riparian habitat.
- Vernal pools.
- Oak woodlands.
- Historic and/or archaeological sites and/or districts.

PF-69. Cooperate with the serving utility so that energy production and distribution facilities shall be designed and sited in a manner so as to protect the residents of Sacramento County from the effects of a hazardous materials incident.

## **ELECTRIC GENERATION POLICY**

### **COGENERATION**

**Objective:** Encourage the service utility to develop cogeneration facilities in compliance with land use plans, ordinances, regulations, standards, and zoning restrictions without degrading natural and cultural resources.

**Intent:** The Sacramento Municipal Utility District (SMUD) is promoting clean, efficient, and reliable energy production through the use of cogeneration technology. These policies set forth regarding cogeneration facilities are not intended to apply to SMUD facilities which are expressly exempt from zoning ordinances under California Government Code Section 53091. Cogeneration land use issues are typically minor in most urban locations, however displacement caused by cogeneration projects may significantly impact existing biological and cultural resources in rural areas. Although natural gas is the cleanest fossil fuel, cogeneration units may potentially emit nitrogen oxides and particulate matter. Some projects may use toxic chemicals, generate hazardous wastes, and may cause other environmental impacts if not properly mitigated.

The following siting policies guide the development of cogeneration technology in Sacramento County. The County requires mitigation of specific impacts associated with cogeneration facilities utilizing the guidelines provided in the Background Report.



Policies:

- PF-70. Cogeneration facilities may be located in commercially zoned areas provided that the thermal host associated with the cogeneration facility is a conforming commercial use and the cogeneration facility does not adversely affect other commercial uses in the area.
- PF-71. Locate and screen cogeneration facilities in a manner that minimizes visual impacts on adjoining residential and/or commercial uses. These facilities shall also comply with noise ordinance requirements otherwise applicable in the area, or in adjacent zones that are potentially affected by facility noise.
- PF-72. Cogeneration facilities are prohibited outside the Urban Service Boundary, except as part of an existing processing operation such as for dairying, agricultural, or landfill purposes.
- PF-73. The design and scale of a cogeneration project should be consistent with the existing design and scale of the host plant. All on-site landscaping should comply with the landscaping development standards of the surrounding land use zone.
- PE-74. Conduct an analysis of non-potable water availability prior to the development of any new cogeneration facility. The results of such an analysis shall be submitted to the State Water Resources Control Board for review and approval.

SOLAR ELECTRIC AND OTHER RENEWABLE ENERGY FACILITIES

**Objective:     Site solar electric and other renewable energy generation facilities for maximum operational efficiency and minimum aesthetic and environmental impact in designated areas.**

Intent: At present there are two types of solar electric technologies, solar thermal and photovoltaics (PV), along with a number of available renewable energy technologies, including, but not limited to: wind turbines, fuel cells, biomass fuels and geothermal energy sources. Small-scale distributed renewable energy systems offer a variety of potential environmental and energy benefits. Such systems are to be encouraged and where practical sited near load centers, utilizing rooftops, commercial buildings and integrated into building envelopes when appropriate. Renewable energy systems are an excellent means of providing efficient, clean energy while reducing the strain on the County's electrical grid, the need for fossil fuel-based energy, and particulate matter emitted by large centralized plants. The main siting factors are aesthetic, biological, and cultural. Glare from solar facilities, defined as the reflectance of a harsh, uncomfortable brilliant light, is a potential problem that is usually mitigated through careful siting and design. Sprawling facilities can despoil pristine landscapes and natural resources such as oak woodlands and vernal pools. Larger scale multi-megawatt systems should

be designed in a manner that minimizes land use and environmental impacts, and therefore should be located away from sensitive habitats.

The County supports distributed generation of renewable energy to preserve, protect and enhance the environment and quality of life in the County. Distributed generation of renewable energy can provide end users with clean, cost-effective and reliable power, while reducing the strain on the region's electrical grid, the need for fossil fuel-based energy, and particulate matter emitted by large centralized plants. Renewable energy generation on a larger, centralized scale is also desirable and supported by the County.

The following policies minimize the impact of future renewable energy projects to the County's open space. These policies address commercial electrical energy production by renewable energy facilities and do not apply to SMUD owned facilities. These policies regulate private solar collectors and other renewable energy systems that do not provide energy for purchase. The Zoning Code does not specifically address solar collectors or other renewable energy systems, but provides language for regulating structural features incorporated into building design as incidental uses, subject to routine height limitations (24 feet in residential zones).

Policies:

- PF-75. The County supports the generation and use of energy produced from renewable resources.
- PF 76. The County supports the concept of a dispersed system of solar collectors and other renewable energy facilities that feed energy into the electric delivery system.
- PF-77. Large multi-megawatt solar and renewable energy facilities should be sited with appropriate consideration for their land use impacts.
- PF-78. New solar and other renewable energy facilities should be designed and developed so as to minimize impacts to sensitive biological resources such as oak woodlands and vernal pools, cultural resources (including designated historic landscapes), or prime farmlands as defined by the California Department of Conservation and shown on page 21 of the General Plan's Open Space Element.
- PF-79. Solar and other renewable energy facilities should be avoided in areas of scenic value and should not be sited in visually prominent locations such as ridges, designated scenic corridors, designated historic areas, and open viewsheds. Locational criteria for wind turbines should be determined on a case-by-case basis
- PF-80. Locate solar facilities, and design and orient solar panels in a manner that addresses potential problems of glare consistent with optimum energy and capacity production.
- PF-81. The County supports renewable energy facilities that convert and mitigate problem waste streams and residues that adversely impact environmental quality.

- PF-82. The County supports the placement of large multi-megawatt solar facilities on rooftops and over parking lots to minimize land use impacts associated with these systems.

Implementation Measures:

- A. Develop planning and building standards to encourage rooftop, parking lot and other joint use small-scale solar collector applications. (MSA - PLANNING, MSA - COUNTY ENGINEERING)

**ELECTRIC DISTRIBUTION POLICY**

The following objectives and their associated policies address the main issues related to transmission and subtransmission facilities in Sacramento County. The policies address land use issues including aesthetics, human health and safety, and preservation of biological and cultural resources.

Sacramento County recognizes that SMUD has the primary responsibility for providing electric service within Sacramento County, and that paramount within that responsibility is the performance of the electric system. It is the intention of these policies to ensure that County land-use planning/development activities are coordinated with the associated facilities development responsibilities of SMUD.

**ELECTRIC TRANSMISSION AND SUBTRANSMISSION DELIVERY SYSTEM**

**Objective: Ensure the provision of safe, reliable, efficient and economical electric service while minimizing potential land use conflicts, and health, safety, environmental, and aesthetic impacts of transmission facilities.**

Intent: For SMUD, transmission is defined as 100 kV or greater, sub-transmission is defined as 35 to 76 kV, and distribution is defined as 4, 12, and 21 kV. Authority under the Gualco Act gives the county jurisdiction for facilities equal to or greater than 100 kV regardless as to use as sub-transmission or transmission (Public Resources Code §12808.5, Government Code §53091 and §53096; Sacramento County Zoning Code §§ 301-10, 11, 12.) Rising energy demands will require additional transmission facilities for local needs and for transporting electricity across the county. Therefore, it is imperative that new transmission facilities, whether for regional or local use, be sited in manner that protects the county's visual and aesthetic resources to the best extent possible. To effectively accomplish this, the Planning Department needs to play a more active role in the siting of new transmission facilities (i.e., bulk substations). Therefore, proposals to site new large-scale transmission facilities should be submitted to the Planning Department under the guise of a General Plan conformity review request.

## Policies:

The first three policies listed below represent siting priorities for transmission lines, in order of most to least desirable.

- PF-83. New transmission corridors should be identified in all master plans created for new growth areas.
- PF-84. New transmission lines constructed within existing and planned urban areas should utilize existing transmission corridors whenever practical. Secondary preferred locations are adjacent to railway and freeway corridors. If feasible, existing towers should be upgraded to accommodate additional circuits rather than erecting new towers.
- PF-85. To minimize visual impacts and protect the county's visual and aesthetic resources new bulk substations should be located in industrial and non-retail commercial areas. To further minimize visual intrusion and potential land use conflicts, substations shall be enclosed with an eight foot high security fence in concert with a 25-foot landscaped setback along all public street frontages.
- PF-86. Proposals to locate all new bulk substations and all other large scale energy transmission facilities equal to or greater than 100kV shall be submitted to the Planning Department for review and comment in the form of a General Plan Conformity request.
- PF-87. Cooperate with local agencies in the locating and design of new transmission towers in urban areas in a manner that minimizes visual and environmental impacts, including impacts to historic buildings and view sheds.
- PF-88. In order to avoid interference with take-off and landing procedures, locate new transmission towers at a distance from airport runways consistent with Code of Federal Regulations, Part 77.
- PF-89. Transmission line rights-of-way located in undeveloped areas shall be maintained as parks, recreation areas, and open spaces and solar distributed generation sites subject to land owners' current and intended uses of the property. Pursuant to terms of standard utility facility easements, proposed uses and improvements within utility rights-of-way are subject to review and consent by the affected utility.

## ELECTRIC TRANSMISSION FACILITY SITING AND DESIGN

**Objective:** Plan and design transmission facilities to minimize visual impacts, preserve existing land uses, and avoid biological and cultural resources.

**Intent:** Policies throughout this Plan commit the County to preserve its important resources such

as wetlands habitat, prime soils that support intensive farming, and aggregate deposits suitable for surface mining. New rights-of-way located in these areas may infringe upon existing land - uses. The following policies provide guidelines that minimize land use conflicts with high voltage transmission power lines. Undergrounding portions of the line may be a desirable mitigation measure in some instances, but these policies do not require undergrounding to achieve policy compliance. The cost of undergrounding transmission and sub-transmission lines and who bears that cost is determined by the utility provider.

These policies apply only to the extent statutory authority expressly grants local agency zoning authority over publicly-owned transmission facilities. Also, these policies are applicable to the transmission facilities of publicly-owned utilities as per state legislation granting local agencies siting review authority. These policies are advisory for PG&E and WAPA facilities and are useful for formulating recommendations regarding proposed route alignments in Sacramento County

Policies:

- PF-90. Wherever feasible, utilize existing transmission poles to accommodate new overhead transmission lines. If practical, existing and future transmission corridors should be shared by more than one utility company subject to the Northern California Joint Pole Agreement.
- PF-91. Transmission rights-of-way should avoid bisecting parcels wherever possible.
- PF-92. The crossing of prime or statewide importance farmland with transmission lines should be avoided whenever possible. In those cases when crossing farmland in these categories is unavoidable routing of the lines along the periphery of the site is the preferred alternative.
- PF-93. Transmission lines should avoid to the greatest extent possible, cultural resources and biological resources such as wetlands, permanent marshes, riparian habitats, vernal pools, and oak woodlands. When routed through such areas, transmission lines should have maximum line spans and cross at the narrowest points which involve minimal cutting and cropping of vegetation, maintaining the drainage regime of wetland basins. Additionally, when feasible, such routes should be maintained to serve as biological dispersion corridors between areas of high biodiversity.
- PF-94. Protect native and non-native bird populations by incorporating electrocution prevention measures into the design of transmission towers.
- PF-95. Avoid routing transmission lines through areas currently used or projected to be used for subsurface mining operations. Preferred routing should follow mining setbacks to adjacent roadways.
- PF-96. Transmission lines should avoid paralleling recreation areas, historic areas, rural scenic highways, landscaped corridors, and designated federal or state wild and

scenic river systems, although these areas may be considered as options if facilities already exist there.

- PF-97. Locate transmission facilities in a manner that maximizes the screening potential of topography and vegetation.
- PF-98. Utilize monopole construction, where practicable, to reduce the visual impact on a corridor's middle and distant views.

## ELECTRIC SUBTRANSMISSION FACILITY SITING AND DESIGN

**Objective:**     **Site subtransmission facilities without compromising community aesthetic, health, and safety standards.**

**Intent:** The following policies are intended to minimize visual impacts and address community safety concerns of subtransmission facilities without compromising the system's functional integrity, efficiency, or burdening local utilities with extraordinary costs. Undergrounding power lines may mitigate many aesthetic concerns, however the extra cost (approximately tenfold) and installation and maintenance problems make it feasible only under special circumstances. The cost of undergrounding transmission and sub-transmission lines and who bears that cost is determined by the utility provider. In most instances the impact of overhead subtransmission power lines will be mitigated through appropriate design, placement, and landscaping.

Policies for siting subtransmission facilities, typically 69 kV power lines and distribution substations, will provide guidance to minimize land use conflicts. Policies PF-102 to PF-108 and PF-110 to PF-113 are **only advisory** since the County does not have the authority to regulate subtransmission line easements. Their intent is to foster a common ground for a coordinated approach to line siting.

### Policies:

- PF-99. The Board of Supervisors should utilize policies in this section as a basis for formulating recommendations for locating subtransmission facilities, commenting on SMUD's electric facilities siting plans, and when adopting subtransmission siting locations for County Community Plans.
- PF-100. Minimize overhead wire congestion using techniques such as undergrounding or combining lines on poles for the same voltage.
- PF-101. Galvanize-coated steel poles should be used where practical.
- PF-102. Route new overhead subtransmission lines within existing transmission line corridors, along railroad tracks, or major roadways. In an effort to reduce the visual impact of new lines combine circuits on existing 69 kV power poles, wherever feasible.

- PF-103. The preferred route when installing overhead subtransmission lines through residential neighborhoods should be the landscape corridors located within arterial roadways. The County will include a map in all master plan documents that identifies the location of transmission, subtransmission and substation facilities necessary to serve the new development.
- PF-104. Subtransmission facilities should be entirely contained within the landscape corridor, public utility easement, road right-of-way, or dedicated easements, as applicable.
- PF-105. Subtransmission lines within landscape corridors shall be situated street-side of the corridor's center line to minimize the visual impact to adjacent residences, but at a distance that will not affect traffic safety.
- PF-106. Landscaping shall be included in corridor design which meets the standards of the surrounding land use zone and is compatible with the overhead line design.
- PF-107. To help reduce visual intrusion landscape corridors with planned power lines along major streets in residential areas should be no less than 30 feet in width.
- PF-108. In residential areas, route subtransmission line easements along rear property lines where no better alternative exists. In such cases, the easements should be granted as a project's conditions of approval, be shared by adjacent back fence property owners, should enable little access acceptable to the utility, and should avoid schools, public parks, and recreation areas. Disclosure of the subtransmission lines and substation facilities by developers is necessary before property sales are made.
- PF-109. To the maximum extent possible locate distribution substations serving residential areas in adjacent commercial properties. When not feasible, these facilities should be designed in a manner to harmonize visually with the surrounding development, including the use of landscaped buffers.
- PF-110. To minimize visual intrusion problems enclose all substations with a security fence at least eight feet high, provide a setback 25 feet from public street frontages, and provide landscaping consistent with the development standards of the surrounding land use zone when in non-industrial areas.
- PF-111. Public facility financing plans for developing neighborhoods may include the cost of undergrounding new and existing subtransmission lines. Costs should be shared by all participating developers.
- PF-112. In areas of renovation and redevelopment, install subtransmission and distribution lines underground, when feasible, with installation costs provided to the utility by redevelopment funds. Installation should be designed in a manner that minimizes impacts to any historical features.

## ELECTRIC AND MAGNETIC FIELD POLICY

**Objective:**     **Develop new land uses adjacent to transmission facilities without compromising the safety and health of residents.**

Intent: Land use regulations in Sacramento County serve many purposes, preserving a sense of public safety being paramount. How to regulate land uses with regard to EMF exposure is an issue addressed in this section. In spite of the numerous studies conducted in the past 20 years the scientific community has been unable come to a clear consensus with respect to the link between EMF exposure and long-term health risks. Due to the lack of consensus, it seems prudent to take steps to safeguard children. Sacramento County is putting forth a policy that is consistent with the State's school siting regulations, which impose distance requirements for locating potential public school sites near high voltage transmission lines. The formulation of the siting standards is based on a graph of field strengths provided to the State School Facility Planning Division by the Southern California Edison Company. As a note, for many years these standards were considered guidelines, however in December of 1993 the State Legislature took action to adopt them as part of Title 5 of the California Code of Regulations (Chapter 1 of Division 13, Section 14010). The County has opted to craft policy language that covers both public and private school facilities. Lastly, it is recognized that EMF research is far from complete, meaning that any policy language put forth at the state or local level will need to be reevaluated at some time in the future. Additional information on the EMF issue may be found in the Background Documentation Section of this Element.

### Policies:

PF-113. It is the policy of Sacramento County not to locate public school buildings or grant entitlements for private school buildings within, or directly adjacent to power line corridors as specified below:

<u>Power Line Capacity</u>	<u>Setback from the Corridor</u> (measured from edge of easement)
100-133kV	100 feet
220-230 kV	150 feet
500-550 kV	350 feet

The construction of transmission lines proximate to *an* existing and/or planned public or private school site and subject to the County Siting Process (100 kV or greater) should also comply with the distance criteria listed above unless compliance with these setbacks would result in a greater EMF impact on other adjacent uses.

### Implementation Measures:

A. Continue to coordinate with electric utilities and utility regulatory agencies on transmission line routing and EMF buffers.



- B. Continue to monitor scientific research on EMF-related health effects and reexamine this policy approach as new information becomes available
- C. Employ no-and low-cost measures to reduce EMF levels at new and upgraded facilities. Such measures should be considered on a project-specific basis. These measures include, but are not limited to, increased distance from conductors and equipment and optimize phase configuration

## NATURAL GAS PRODUCTION AND DISTRIBUTION FACILITY POLICY

**Objective:     Distribute natural gas safely and efficiently, and withdraw underground gas reserves in an environmentally sensitive manner.**

Intent: Natural gas demand is projected to continue to rise. The growing demand may bring increases in gas prices, the number of gas lines, and gas well drilling and exploration operations in the county.

Long-term problems associated with gas main siting are minimal since all lines are underground. Siting problems are most likely to occur during the installation and repair phases when easements are excavated. Following installation, disturbed natural features are usually restored with little long-term environmental damage. Because gas lines require periodic repair and replacement, their rights-of-way should be designed to ensure maintenance access.

Policies below encourage siting gas mains within or near existing corridors to minimize disturbance to biological and cultural resources, and exposure to human populations. The utility company however, has additional siting factors to consider, including system efficiency and maintenance access which may affect the exact location proposed for the gas mains.

### Policies:

- PF 114. New natural gas wells will be subject to the permitting process as regulated by the State Conservation Department, Division of Oil Gas, and Geothermal Resources as well as Sacramento County Zoning Code Section 301-19.
- PF-115. Route new high pressure gas mains within railway and electric transmission corridors, along collector roads, and wherever possible, within existing easements. If not feasible these gas mains shall be placed as close to the easement as possible.
- PF-116. Gas pipeline engineers must assess soil conductivity and induced current effects as part of the overall process. Pipeline trenching must not undermine power poles or towers. Construction of a pipeline involves cranes and other equipment that may not be able to be used if too close to energized power lines. Multiple worker safety issues to resolve make this policy very complex but not impossible to implement.

## COORDINATION WITH ENERGY PROVIDERS

**Objective: Well-planned and timely siting of efficiently operating energy delivery facilities**

**Intent:** The Sacramento County Planning and Community Development Department and local utility companies must cooperate and coordinate to provide efficient electric and gas service. In new developments the planning is relatively simple; utilities are installed before or during the construction phase. In existing residential areas, however, power and gas line and substation proposals may encounter opposition from local residents. Coordination is also needed to ensure appropriate development practices in the vicinity of existing utility facilities to ensure continued safe, reliable maintenance and operation.

SMUD and PG&E are responsible for accommodating the energy demand resulting from growth approved by the County. Successful utility planning requires the ready transfer of information between the County Planning Department and the utilities responsible for establishing and implementing long-term plans.

### Policies:

- PF-117 If a hearing body is considering a change to, or elimination of, a condition of approval that requests an easement for siting of electrical or gas facilities, they should consult with the appropriate service provider prior to taking such action.
- PF-118. Community Plan land use designations and policies should be consistent with the policies of this Energy Facilities Siting section of the Public Facilities Element.
- PF-119. All Community Plans shall include an Energy Facility Siting Element which indicates the location of existing and planned energy facilities. Community Plan Siting Elements and SMUD's Electric Study Plans for the corresponding area shall be consistent.
- PF-120. All tentative subdivision maps should identify the location of all utility easements sufficient to accommodate existing and future needs as determined by SMUD and PG&E.
- PF-121. The County Planning Department will notify SMUD's Government Affairs Office and PG&E's Land Department when the Planning Department initiates studies to prepare, modify, or update the County General Plan, a Community Plan, or Public Facilities Infrastructure Plan.

### Implementation Measures:

- A. Refer all pertinent subdivision and land use applications to SMUD and PG&E for review and comment within 30 days of the time of application. (MSA - PLANNING)

- B. Monitor and update coordination procedures between the County and SMUD in accordance with the Memorandum of Understanding. (MSA - PLANNING and SMUD)
- C. Coordinate with SMUD, PG&E, and other utilities on pertinent land use proposals. (MSA - PLANNING, SMUD, and PG&E)
- D. Represent existing and planned subtransmission lines and substations on tentative subdivision maps. Label existing utility easements on Community Plans and other planning maps.
- E. Amend Zoning Code Section 301-12 (Mitigation Measures for Transmission Facilities) to read as follows:

"Overhead electrical transmission lines of 100,000 volts or greater capacity shall be installed in a manner so as to minimize possible adverse impacts to existing land use and conditions, including health, safety, biological, archeological, visual, and aesthetic impacts. Consolidating lines on fewer poles should be explored whenever feasible, as long as doing so would not negatively affect reliability or safety. (MSA - PLANNING, BOARD OF SUPERVISORS)"
- F. Amend the Sacramento County Zoning Code to be consistent with California Government Code Section 53091 with respect to the County's regulatory authority (i.e., use permit is not required) for power plants, cogeneration facilities, and solar electric facilities, including mitigation measures for minimizing adverse health, safety, biological, historical, and archeological impacts. (MSA - PLANNING, BOARD OF SUPERVISORS)

SACRAMENTO COUNTY GENERAL PLAN  
PUBLIC FACILITIES ELEMENT  
SECTION IX

**LOCAL PARK ACQUISITION AND MAINTENANCE**

**Goal: Adequate and well funded local park facilities for existing and new developments.**

INTRODUCTION

Parks are important public facilities that provide permanent open space to the immediate neighborhood, the larger community, and the inhabitants of the broader region. They furnish psychological relief to the developed landscape and help to boost property values in surrounding neighborhoods. They may or may not be improved with recreational amenities.

Administration

Park planning in Sacramento County is an interagency and interjurisdictional process. At the broadest level, regional parks, the County of Sacramento Department of Regional Parks and Recreation is the service provider. It operates with a goal of providing 20 acres of regional parks and per 1,000 residents from various sources. Of this figure the County provides 12 acres while the balance is provided by local park districts and others, such as the State of California. The 12 acres provided by the County are divided into 5 acres for active uses and 7 acres for conservation uses.

Local parks (neighborhood and community parks) are primarily planned by the 18 park districts throughout the unincorporated County. In the rural areas there are seven "dependent" districts governed by boards appointed by the Board of Supervisors. In the urban areas there are eleven "independent" districts governed by boards elected by voters in the district.

State law addresses local parks through the Quimby Act (Government Code: Section 66477). This Act allows local governments to exact land dedications or fees in lieu for park purposes from new subdivisions. The law prescribes a standard consistent with the circumstances of each park district based on a minimum of 3 acres and a maximum of 5 acres per 1,000 population. Sacramento County's Planning Department and Public Works Agency oversee these requirements in the unincorporated area.

Definitions

There are four basic types of parks. Each has a different size, service area population, service area radius, and standard. (Table 1)

- Mini Parks are publicly owned sites generally serving a radius within 1/3 mile and within easy walking distance for a parent with tot or an elderly person. Good visual access from surrounding homes and streets is essential. Mini Parks typically provide playgrounds and picnic facilities.

- Neighborhood parks, often adjacent to school sites, are publicly owned sites intended to serve the needs of a radius within 2/3 mile, usually the residential neighborhood in which they are located. They should be within walking distance of the residents they serve, without access barriers, such as a major street or a canal. Neighborhood parks typically provide playgrounds, playfields, and court game areas.
- Community parks are larger, publicly-owned sites that serve a larger area and population than neighborhood parks. They should be served by a major thoroughfare and be within bicycling distance of the people they serve. Community parks typically provide specialized functions such as swimming pools, tennis courts, sports complexes, and community buildings, in addition to basic neighborhood park facilities.
- Regional parks typically provide a specialized recreation function, or preserve natural, cultural, historical, or archaeological features of countywide significance. They are usually greater than 75 acres in size, with a large service area and population, extending beyond the County boundary.

The following Table (Table 1) helps to define the typical park classification system.

Table 1

**Classification of Neighborhood, Community, and Regional Parks  
and their Standards**

Park Classification	Typical Size (Acres)	Range in Service Area Population.	Service Area Radius	Standard (Acres per 1,000 Population)
Mini	1.5 - 4 acres	1,000 - 2,000	1/3 mile	0.5 acres
Neighborhood	5 - 10 acres	2,000 - 5,000	2/3 to 1 mile	2.0 acres
Community	20 - 60 acres	10,000 - 25,000	1 - 3 miles	2.5 acres
Regional.	75 + acres	County +	County +	20.0 acres

Source: Sub-committee of Park and Recreation Agency Administrators recommendations.

The following sections contain policies that address park standards and fees; park maintenance and development; and interagency coordination.

## PARK STANDARDS AND FEES FOR NEW DEVELOPMENTS

Intent: Statewide standards for Neighborhood and Community parks for new developments are prescribed by the Quimby Act (Government Code Section 66477). The policies below reflect the Quimby Act, and provide the minimum standard for maintaining park services in new residential developments of Sacramento County. The basic standard of three acres of park per 1,000 people may be raised up to five acres per 1,000 population in communities where the park district standard is higher. Implementation details are contained in Title 22 of the Sacramento County Code.

The standard can be met through the appropriate land dedication, through fees collected in lieu of the land dedication, of a combination of both. Subject to District approval, developers can also make improvements on site and apply the cost toward park fees.

### Policies:

PF-122. New residential developments shall provide local parks for their residents consistent with the Quimby Act (CA Govt. Code Section 66477), through -land dedication, fees in lieu, or on-site improvements according to the standards below:

- a. Three acres of land for parks per 1,000 residents, based on calculations prescribed in Title 22 of the Sacramento County Code.  
  
or
- b. If existing parklands within a park district exceed three acres per 1,000 population, that value shall be the standard for new developments up to five acres of land per 1,000 residents. The specific standards are contained in the Sacramento County Code, Land Use Ordinance (Title 22).

### Implementation Measures

- A. Update the calculation factors for determining required land dedication proportional to population of new residential developments based on the latest available U.S. Census information.
- B. Update the factors in Title 22 of the County Code used to calculate existing park standards by community, where that standard exceeds three acres per 1,000 population. (MSA - PLANNING, BOARD OF SUPERVISORS)

## PARK MAINTENANCE AND DEVELOPMENT

**Objective: Sufficient funding to maintain existing and new parks at an adequate level.**

Intent: Park development and maintenance are partially fundable through development exactions

and fees. Other sources of funds are necessary to advance park development and to maintain parks adequately. The County and park districts should consider funding options from other sources including assessments, collaborative efforts, bond measures, supplementary development fees, state and federal funding, grants from nonprofit organizations, and user fees.

Policies:

- PF-123. Encourage local park districts to develop self-supporting recreation programs for those activities that go beyond providing for basic recreation needs. Examples include outdoor sports, complexes, aquatic centers, and community centers.
- PF-124. Require new subdivisions to provide sufficient acreage of parks to meet the -long-range needs of the community.
- PF-125. Encourage local park districts to acquire and to meet adopted park acreage standards in favor of expanded site development and maintenance services
- PF-126. Encourage park development adjacent to school sites and the formation of joint use agreements between school and park districts.
- PF-127. Until such time as a permanent financing system is established which will support an adequate level of park development and maintenance, require new developments to provide an interim financial program to establish a minimal level of park development and maintenance.

Implementation Measures:

- A. Continue to investigate alternative financing mechanisms for local park and recreation maintenance and development services.
- B. Assist local park districts in identifying and pursuing alternative financing mechanisms for local park and recreation services, including programs and maintenance.

INTERAGENCY COORDINATION

**Objective: Close coordination with park agencies to insure good regional and local planning, and an efficient use of available funding.**

Intent: Interagency coordination is particularly important when funding is limited; coordinated park planning offers better facilities for less. Projects have the best chance for success when the acquisition and site development programs combine multiple agencies and fund sources.

Policies:

- PF-128. Encourage local park districts to collaborate and coordinate with other districts,

agencies, and organizations.

PF-129. Support the organization of park districts in a manner which will provide the most efficient delivery of park and recreation services.

Implementation Measures:

- A. Work actively with other governmental bodies to solve the regional needs of a public that pays little attention to political subdivision boundaries when seeking recreational opportunities. (MSA - PLANNING)
- B. Work in a coordinated fashion with local recreation and park districts, state and federal agencies and non-profit entities, to acquire sufficient acreage of park lands to meet the long-range needs of the community. (MSA - PLANNING)
- C. Work with local park districts to explore more cost-efficient methods of maintenance and operation such as joint purchasing and management of contracted maintenance and recreation services.



# General Plan

## **Safety Element**

*Draft*  
May 30, 2007

**County of Sacramento**  
Planning and Community Development Department



# **SACRAMENTO COUNTY GENERAL PLAN SAFETY ELEMENT**

## **SECTION I**

### **GOALS AND POLICIES**

#### **INTRODUCTION**

The purpose of the Safety Element is to identify and assess the potential for hazards to occur in Sacramento County and to formulate measures that provide adequate public protection. Sacramento County's physical setting and the projected rate of urban expansion create a potential for the residents of the County to be greatly affected by several hazards. Hazards can result from the action of nature, as in the case of earthquakes and floods; they can be man-made, as in the case of fires caused by arson or through carelessness. They can also originate from a combination of both natural and man-made causes, such as dam failure that results from an earthquake. This element examines both natural and man-made hazards, including seismic events, flooding, and fires. Minimizing and preventing these hazards are the focus of this Element. For a discussion of airport-related safety issues, the reader is referred to the Noise Element.

Historically, Sacramento County has experienced major property losses and some loss of life due to flooding. Recent flood events have demonstrated a need to reevaluate the protection afforded the community by its existing levee system. Studies that have been prepared since the 1986 flood have shown that a substantial portion of the County is not protected from a 100-year flood event. The County, the U. S. Army Corps of Engineers (Corps), and other responsible agencies are developing plans designed to protect the area against future floods.

Sacramento County is less affected by seismic events and other geologic hazards than other portions of the state. Nevertheless, some property damage has occurred in the past. The damage that was experienced has largely been the result of major seismic events occurring in adjacent areas, especially the San Francisco Bay area and, to a lesser extent, the foothills of the Sierras. The areas of Sacramento County most vulnerable to seismic and geologic hazards are those areas subject to liquefaction, the action of expansive soils, and subsidence. Additional policies related to the preservation of urban streams as floodways are discussed in the Conservation Element, Section V, C. Urban Streams.

Fires, both urban and wildland, represent another type of hazard to which areas of the County may be exposed. Grass fires, caused by lightning, arson, or carelessness, can occur in the less developed portions of the County. Again, Sacramento County is less vulnerable to this type of hazard than surrounding counties with sparse and/or hillside development. Structure and other types of urban fires are a threat to any community and emergency planning must account for such a possible danger. The ability of government and other responsible agencies to respond to the needs of the population that has been subject to a hazard is another concern that this element assesses. An adequate circulation network is central to saving lives and minimizing property

damage. Areas of special concern are those in the Delta near levees and the floodplains of rivers and streams where the danger from flooding is the greatest.

The Safety Element does not address issues involving the storage and/or transportation of hazardous materials in relationship to land use planning. The Sacramento County Hazardous Material Element addresses land use planning concerns associated with hazardous materials.

## SEISMIC AND GEOLOGIC HAZARDS

**GOAL: Minimize the loss of life, injury, and property damage due to seismic and geological hazards.**

### Policies:

- SA-1. The County shall require geotechnical reports and impose the appropriate mitigation measures for new development located in seismic and geologically sensitive areas.
- SA-2. The County shall draft and have considered for adoption an ordinance that would require the removal or strengthening of poorly anchored parapets or architectural detailing and unreinforced masonry construction on existing buildings.
- SA-3. The County shall support efforts by Federal, State, and other local jurisdictions to investigate local seismic and geological hazards and support those programs that effectively mitigate these hazards.
- SA-4. The County shall prohibit development on ground surfaces which exceed 40 percent in slope, such as the bluff areas along the American River. Development shall be set back from these slopes at a distance to be determined by the Public Works Department.

### Implementation Measures:

- A. The County shall designate generalized areas subject to seismic and geological hazards. Development proposals falling within these areas shall include a geotechnical report with appropriate mitigation measures if a seismic or geological hazard is found to exist. (MSA - PLANNING)
- B. The County shall draft an ordinance for consideration by the Board of Supervisors to establish a program for the removal or strengthening of poorly anchored parapets or architectural detailing on existing buildings. (PUBLIC WORKS)

## FLOODING

**GOAL:**        **Minimize the loss of life, injury, and property damage due to flood hazards.**

### Policies:

- SA-5.        A comprehensive drainage plan for major planning efforts shall be prepared for streams and their tributaries prior to any development within the 100-year floodplain defined by full watershed development without channel modifications. The plan shall:
- a.    Determine the future 100-year flood elevations associated with planned and full development of the watershed;
  - b.    Determine the future 100-year floodplain boundaries for both flood elevations (planned and full development) based on minimum 2-foot contour intervals;
  - c.    Assess the feasibility of gravity drainage into the existing flowline of the stream;
  - d.    Assess the feasibility of alternative means of drainage into the stream;
  - e.    Identify potential locations for sedimentation ponds and other stormwater treatment facilities;
  - f.    Determine the minimum lowering of the stream bottom necessary and develop a channel design consistent with General Plan policies;
  - g.    Determine the location and extent of marsh, vernal pool and riparian habitat; and
  - h.    Develop measures for protecting and mitigating natural habitat.
  - i.    Develop measures for protecting and mitigating for federal and state listed species.
  - j.    Develop measures to ensure vector abatement control.
  - k.    Identify appropriate plant species to be included as part of the natural features of the comprehensive drainage plan.
- SA-6.        The County will participate through and coordinate with the Sacramento Area Flood Control Agency and other agencies in obtaining federal authorization for construction of flood control projects along the Sacramento and American Rivers and the immediate connection of local internal streams to these rivers. Such projects should provide 200-year flood protection.

- SA-7. New and modified bridge structures shall not cause an increase in water surface elevations of the 100-year floodplain exceeding one foot, unless analysis clearly indicates that the physical and/or economic use of upstream property will not be adversely affected.
- SA-8. Fill within the 100-year floodplain of creeks outside of the Urban Service Boundary is permissible only to accommodate structures (e.g., residential, commercial, accessory) and septic systems, and only when the Board of Supervisors finds that the fill will not impede water flows or storm runoff capacity. Such development shall not cause an increase in base flood elevation of the 100 year floodplain exceeding one foot, unless analysis clearly indicated that the physical and/or economic use of adjacent property within the floodplain will not be adversely affected.
- SA-9. The County shall implement the improvement of natural drainage channels and certain floodplains for urbanized or urbanizing portions of the County to reduce local flooding. Such improvements shall comply with the General Plan policies contained in the Conservation Element, Urban Streams, and Channel Modification Section.
- SA-10. The County shall continue local efforts that encourage implementation of the Federal Flood Insurance Program.
- SA-11. Where new upstream development in Sacramento County will increase or potentially impact runoff onto parcels downstream in a neighboring jurisdiction, such as the City of Sacramento, Sacramento County will coordinate with the appropriate neighboring jurisdiction to mitigate such impacts.
- SA-12. The County shall require all new urban development projects to incorporate runoff control measures to minimize peak flows of runoff and/or assist in financing or otherwise implementing Comprehensive Drainage Plans.
- SA-13. The County shall regulate, through zoning and other ordinances, land use and development in all areas subject to potential flooding and prohibit urban uses on unprotected flood land.
- SA-14. Sacramento County will participate with the City of Sacramento, the Army Corps of Engineers and other Federal, State and local governments and agencies to develop a plan to finance, develop and construct flood control project improvements to reduce flooding potential in Sacramento County.
- SA-15. Deny creation of parcels that do not have buildable areas outside the 100-year floodplain. The buildable area may be constructed by the placement of fill as long as it conforms to the Local Floodplain Management Plan.
- SA-16. For residential zoning, the area outside the 100-year floodplain must be contiguous or reasonably situated to provide buildable area for a residence and associated structures. Examples of structures include swimming pools, sheds, barns, detached

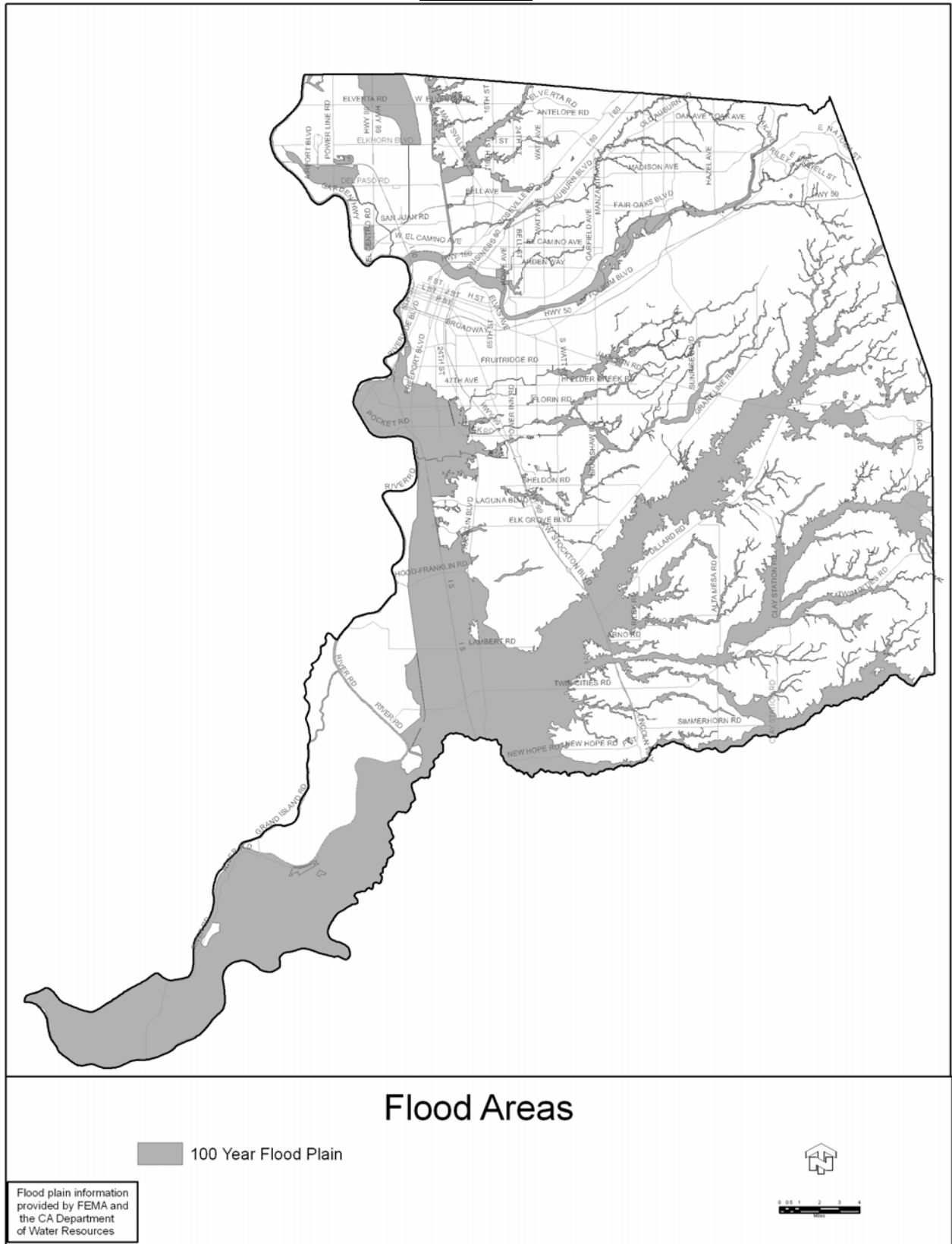
garages, and other outbuildings that are normally associated with residential development.

- SA-17. Vehicular access to the buildable area of newly created parcels must be at or above the 10-year flood elevation. Exceptions may be made when the existing public street from which access is obtained is below the 10-year flood elevation.
- SA-18. Watercourse crossings shall be minimized. Creation of lots that require watercourse crossings for single lots, or that will likely encourage watercourse crossings to be built by property owners (lots with useable area on both sides of a watercourse) will not be allowed.
- SA-19. Levees for the purpose of floodplain reclamation for development purposes shall be strongly discouraged. Floodplain restoration shall be encouraged to provide flood protection and enhancement and protection of a riparian ecosystem.
- SA-20. If levee construction is approved to reclaim floodplain for new development then, 200-year flood protection is required.
- SA-21. Areas within a 100-year floodplain shall not be upzoned to a more intensive use unless and until a Master Drainage Plan is prepared that identifies areas of the floodplain that may be developed.

Implementation Measures:

- A. Amend the Flood Combining Zone to further limit development within the 100-year floodplain. This zone should enhance flood protection and provide opportunities for reclamation of riparian habitats and recreation. (MSA - PLANNING, MSA - DWR)
- B. Update the County's zoning grid maps to reflect current Flood Insurance Rate Maps (FIRM). (MSA - PLANNING, MSA - DWR)
- C. The County shall implement the improvement of natural drainage channels in urbanized or urbanizing portions of the County to reduce local flooding. (MSA - PLANNING, MSA - DWR)
- D. Update the County's floodplain elevations by coordinating with the California Department of Water Resources (CADWR) and the Federal Emergency Management Agency (FEMA). (MSA - PLANNING, MSA - DWR)

**FIGURE 1**





## FIRE HAZARDS

**GOAL: Minimize the loss of life, injury, and property damage due to fire and life hazards.**

### Policies:

- SA-22. The County shall require that all new development meets the local fire district standards for adequate water supply and pressure, fire hydrants, and access to structures by fire fighting equipment and personnel.
- SA-23. The County shall require, unless it is deemed infeasible to do so, the use of both natural and mechanical vegetation control in lieu of burning or the use of chemicals in areas where hazards from natural cover must be eliminated, such as levees and vacant lots.
- SA-24. The County shall work with local fire districts to develop high visibility fire prevention programs, including those which provide voluntary home inspections and awareness of home fire prevention measures.
- SA-25. The County and fire districts shall develop programs to provide citizens with self-preparedness and community readiness skills for large or extended accidental, natural, and terrorist emergencies/incidents.
- SA-26. During the Development Plan Review process, the County shall require, where appropriate, the use of fire resistant landscaping and building materials for new construction developments (i.e. - infill) that are cost effective.
- SA-27. The County shall encourage and require, to the maximum extent feasible, automatic fire sprinkler systems for all new commercial and industrial development to reduce the dependence on fire department equipment and personnel.
- SA-28. The County and fire districts will work together to regulate hazardous materials to mitigate emergency responses.
- SA-29. The County, medical community, and fire districts shall work to improve EMS response system that includes first responder emergency care and transportation services
  - Properly locating resources to provide timely response
  - Paramedic services from every fire station

### Implementation Measures:

- A. The County shall request the Fire Advisory Board to propose measures that will assist in the prevention of fire in new and existing structures throughout the County. (FIRE ADVISORY BOARD)

- B. The County, fire districts, and the public should explore and develop standards for property development incentives to reduce the cost of automatic fire sprinkler systems to developers and the end user who will live in these units.

## EMERGENCY RESPONSE

**GOAL: An Emergency Preparedness System that can effectively respond in the event of a natural or manmade disaster.**

### Policies:

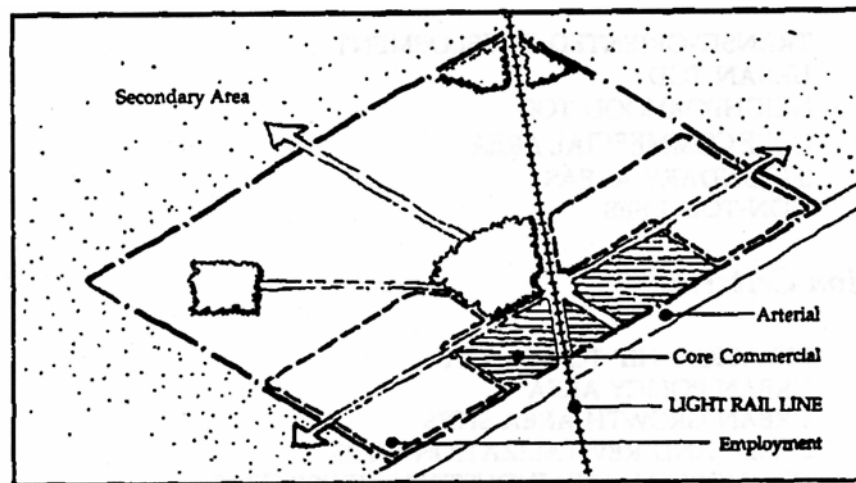
- SA-30. The County shall continue to maintain, periodically update, and test the effectiveness of its Emergency Response Plan.
- SA-31. The County shall continue its coordinative efforts, including evacuation planning, with service agencies, the cities within the County, and cities within surrounding counties.
- SA-32. The County shall increase its efforts to inform and educate the general public of disaster response and emergency preparedness procedures.
- SA-33. The County shall insure that the siting of critical emergency response facilities such as hospitals, fire, sheriff's offices and substations, and other emergency service facilities and utilities have minimal exposure to flooding, seismic and geological effects, fire, and explosions.
- SA-34. The County shall require that high intensity land uses proposed in areas highly susceptible to multiple hazards, such as the Delta, provide mitigation measures that include emergency evacuation routes. Consideration shall be given to the need for additional roads, particularly in the Delta, that may serve as evacuation routes.

### Implementation Measures:

- A. The County shall continue to provide a high visibility promotional program to inform the general public of disaster response and emergency preparedness procedures. (GENERAL SERVICES DEPARTMENT - EMERGENCY OPERATIONS)
- B. The County shall revise its zoning designations to include zones not suitable for essential services due to potential hazards. (MSA - PLANNING)

# General Plan

## TRANSIT-ORIENTED DEVELOPMENT DESIGN GUIDELINES



Prepared By

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In Association With  
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For

SACRAMENTO COUNTY  
PLANNING & COMMUNITY  
DEVELOPMENT DEPARTMENT

September 1990



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## A. TRANSIT-ORIENTED DEVELOPMENT CONCEPT STATEMENT

### 1. Guiding Principles

The 1991 Sacramento County General Plan Update identifies a variety of strategies to accommodate projected growth within the county, while maintaining Sacramento's present quality of life and allowing for continued economic vitality. These strategies seek to address the county's most pressing problems: urban sprawl, escalating traffic congestion, non-attainment of regional air quality standards, and growing demand for housing opportunities which meet the needs of an increasingly diverse population. These growth strategies also recognize that reliance upon typical patterns of low density urban development will not address these problems, and new forms of urban development are needed during the county's next twenty years of growth. Consistent with these concerns, the Land Use Element has established the following guiding principles:

- Maximize the use of existing urbanized areas.
- Reduce consumption of non-urban areas.
- Link land use with transit.
- Reduce the number of auto trips and regional Vehicle Miles Traveled (VMT).
- Reduce air pollutant emissions.
- Provide a diversity of housing types.
- Design the urban area efficiently.

### 2. Intent

The Transit-Oriented Development (TOD) concept is a growth strategy to assist the County in implementing the guiding principles of the Land Use Element. In the TOD strategy, new moderate and high density housing as well as new public uses and a majority of neighborhood-serving retail and commercial uses, will be concentrated in mixed-use developments located at strategic points along the regional transit system. This linkage between land use and transit is designed to result in an efficient pattern of development that supports a regional transit system and makes significant progress in reducing traffic congestion and air pollutants. The TOD's mixed-use clustering of land uses within a pedestrian-friendly area connected to transit provides for growth with minimum environmental and social costs.

TODs offer different types of growth for different conditions; "Urban TODs" would be located at primary transit points with an orientation to commercial and job development; "Neighborhood TODs" would be located close to the primary transit system with an orientation to housing, retail and services; "Secondary Areas" of lower density housing, schools, community parks, and commercial and employment uses would surround TODs and be located within hiking distance of the TOD transit stop. TODs can be small (20 acres of mixed use infill) or large (a 160 acre TOD plus 840 acres of associated Secondary Area). TODs can be developed in infill, reuse, and revitalization areas or in new urban growth areas



# TOD Design Guidelines

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The location, mix, and configuration of land uses in TODs are designed to encourage convenient alternatives to the auto, to provide a model of efficient land utilization, to better serve the needs of Sacramento's diverse households, and to create more identifiable, livable communities. For example, moderate to high residential densities close to shopping and services within TODs allow for a variety of housing types and lifestyles. Auto use, traffic congestion, and air pollution may be reduced in several ways: proximity of housing and retail uses allow residents to walk or bike for some daily trips; provision of jobs within walking distance of transit will encourage transit use for commuting; and conveniently-located retail areas allow shopping to and from work and home. Centrally-located public uses, such as post offices, libraries, civic centers, day care, and neighborhood parks provide convenient community services and meeting places, as well as support local stores. The combination of uses and accessibility in TODs makes for places that are more human-scaled and community-oriented than typical strip and subdivision developments.

TODs not only promote transit use, but are also a formula to provide affordable communities. Communities that are affordable to the environment because they require efficient use of land, help to preserve open space, and reduce air pollution; affordable for the diverse households moving to Sacramento because a variety of housing types, at various costs and densities are encouraged in convenient locations; affordable to businesses seeking to relocate in Sacramento because their workforce can be freed of the gridlock and high housing costs typical in other California metropolitan regions; and affordable to the public taxpayer because the TOD infrastructure is efficient, streets are safe, and public amenities are well-used.

## 3. The Transit-Oriented Development Concept

Transit-Oriented Developments are mixed-use neighborhoods, between 20 and 160 acres in size. Which are developed around a transit stop and core commercial area. The entire TOD site must be within an average one-fourth mile walking distance of a transit stop. Secondary Areas of lower density housing, schools, parks, and commercial and employment uses surround TODs for up to one mile hiking distance. TODs must either be located on a segment of the Trunk Line Network (either a light rail or express bus line) or on a segment of the Feeder Bus Line Network within 10 minutes transit travel time from the Trunk Line Network. The design, configuration, and mix of uses in a TOD provides an alternative to traditional suburban development by emphasizing a pedestrian-oriented environment and reinforcing the use of public transportation. TODs mix residential, retail, office, open space, and public uses within comfortable walking distance, providing options for residents and employees to travel by transit, bicycle, or foot, as well as by car. The residential densities and building intensities specified by these guidelines are designed to allow a service-oriented transit system that runs at frequent headways to important destinations in the region.

### **Urban and Neighborhood TODs**

Two types of TOD's may be developed: "Urban TODs" and "Neighborhood TODs." Urban TODs are located on the Trunk Line Network at light rail stops or at bus transfer stations. Because they are adjacent to the major spine of the regional transit system, these TODs may have a higher percentage of job-generating uses and may be developed at higher commercial intensities and residential densities. Neighborhood TODs are located on feeder bus lines within 10 minutes travel time from light rail stops or bus transfer stations. These TODs should place a greater emphasis on residential uses and local-serving shopping.

# TOD Design Guidelines

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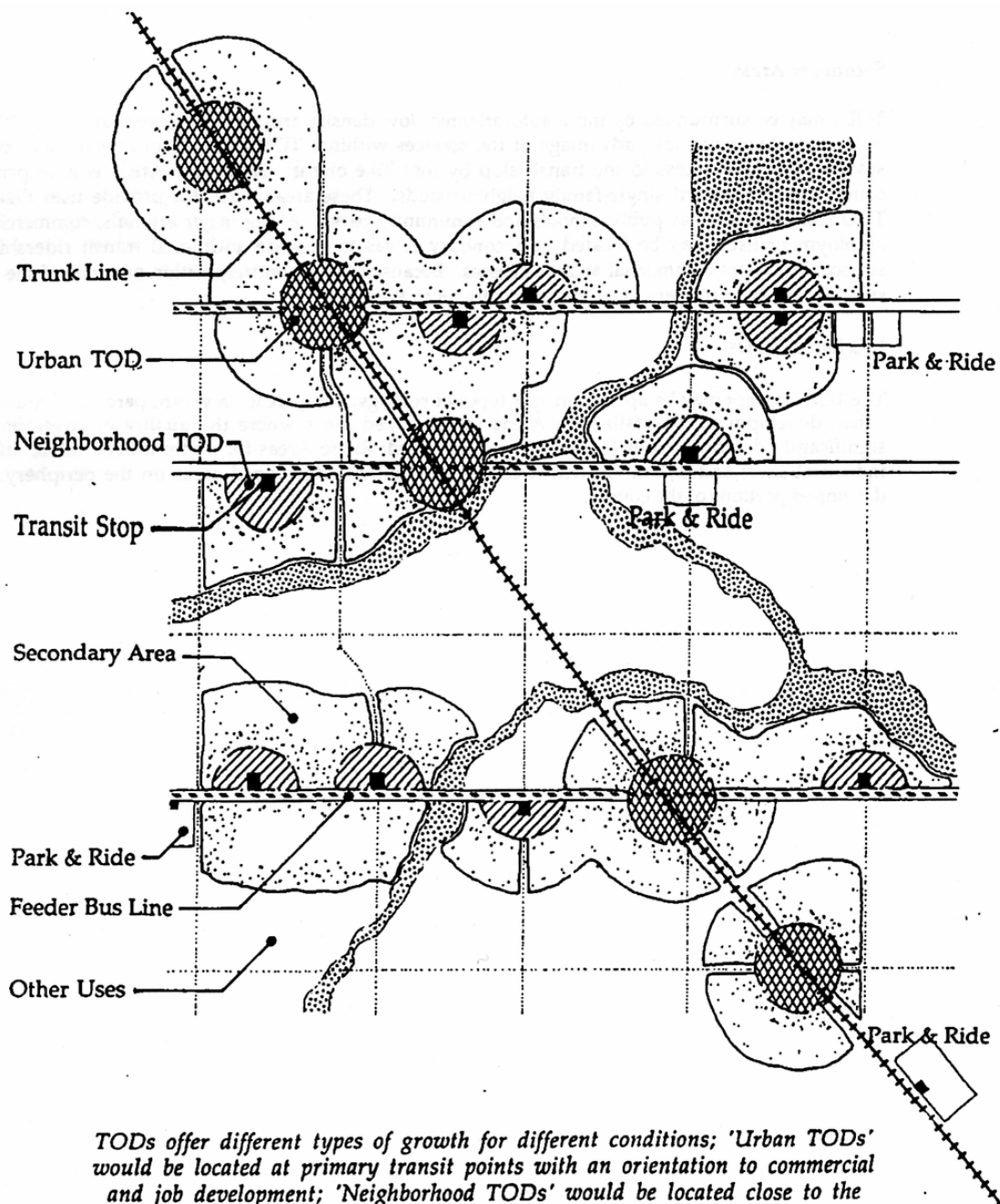
## **Secondary Areas**

TODs may be surrounded by more auto-oriented, low-density areas called "Secondary Areas." These Secondary Areas can take advantage of the services within a TOD through an interconnected street system with easy access to the transit stop by foot bike or car. Secondary Areas will be primarily comprised of standard single-family neighborhoods. These areas may also provide uses that serve TOD residents, such as public schools and community parks. Along major arterials, commercial and employment uses may be located in Secondary Areas to provide additional transit ridership and support TOD core commercial area businesses. Because they are entirely within one mile of the transit stop. Secondary Areas are ideal for bicycle travel to the TODs.

## **Location of TODs**

The TOD concept may be applied in four types of settings: Infill Areas on vacant parcels surrounded by urban development; Revitalization Areas in urbanized areas where the quality of development is significantly deteriorated or the land is underutilized; Reuse Areas for underutilized retail, office, or industrial sites; and Urban Growth Areas in essentially undeveloped areas on the periphery of the developed portions of the county.

# TOD Design Guidelines



*TODs offer different types of growth for different conditions; 'Urban TODs' would be located at primary transit points with an orientation to commercial and job development; 'Neighborhood TODs' would be located close to the primary transit system with an orientation to housing, retail and services; 'Secondary Areas' of lower density housing, schools and recreation would surround TODs and be located within biking distance of a TOD.*

## B. TOD DESIGN GUIDELINES

### 1. TOD Definitions

#### Guideline 1A:

#### TRANSIT-ORIENTED DEVELOPMENT (TOD)

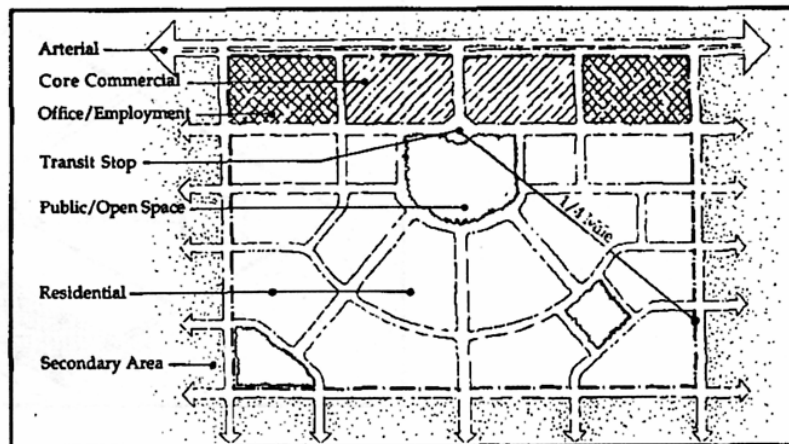
A Transit-Oriented Development (TOD) is a mixed-use community within an average one-fourth mile walking distance of a transit stop and core commercial area. The design, configuration, and mix of uses emphasize a pedestrian-oriented environment and reinforce the use of public transportation. TODs mix residential, retail, office, open space, and public uses within comfortable walking distance, making it convenient for residents and employees to travel by transit bicycle or foot as well as by car.

#### Discussion:

TODs can be developed throughout Sacramento County on infill sites, sites with the potential for redevelopment or reuse, and in urban growth areas. TOD sites must be located on or near existing or planned segments of the Trunk Line Network or Feeder Bus Line Network. The TOD design guidelines establish standards for site selection and development to ensure that TODs succeed in providing a mix of uses, a variety of housing types, and a physical environment that is conducive to pedestrian and transit travel.

#### Justification:

TODs offer an alternative to traditional suburban development patterns by providing housing and employment opportunities for the increasingly diverse population of Sacramento, and physical environments that facilitate pedestrian and transit access. Developing a network of TODs throughout the County will serve to strengthen the overall performance of the regional transit system.



# TOD Design Guidelines

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## Guideline 1B:

### URBAN TOD

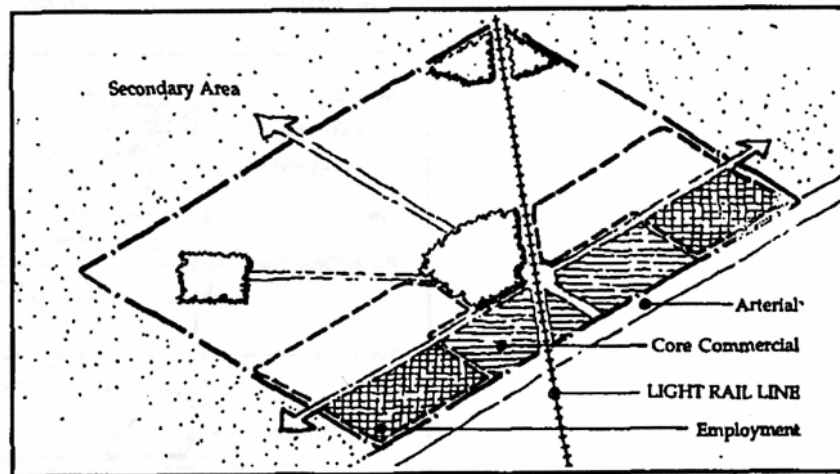
**Urban TODs are located on the Trunk Line Network of the regional transit system, at light rail stops or at transfer stations and may be developed at high commercial intensities and residential densities.**

#### Discussion:

Special site development guidelines are recommended for TODs that are highly accessible by transit to permit higher density residential development and to encourage a higher percentage of job-generating uses.

#### Justification:

*Each TOD may assume a different character and mix of uses depending on its location within the region and the surrounding land uses. Urban TODs are suitable for job-generating and high intensity uses, such as offices, large-scale shopping centers, and high density housing, because they allow direct access from any location within the transit system without requiring passengers to transfer between modes. Similarly, the intensity of development along the Trunk Line Network should reflect the significant investment necessary to construct the transit system and should generate the greatest number of transit-bound trips.*



# TOD Design Guidelines

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## Guideline 1C:

### NEIGHBORHOOD TOD

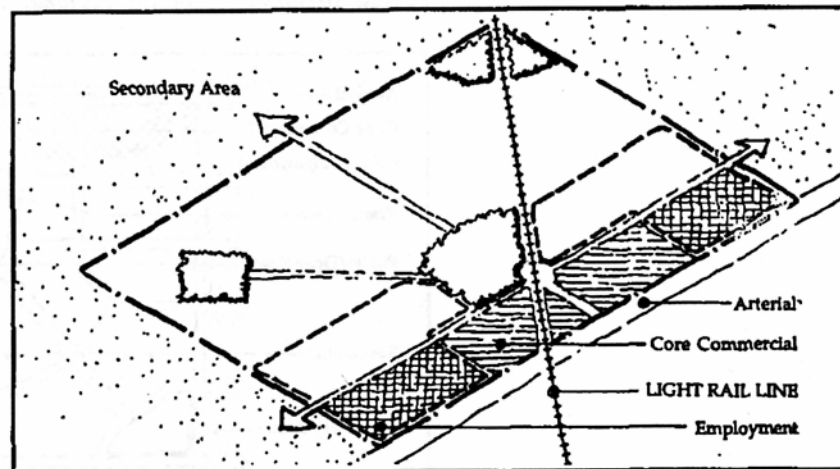
**Neighborhood TODs are located on the Feeder Bus Line Network within 10 minutes transit travel time from a light rail stop or transfer stations and should place an emphasis on residential uses and local-serving shopping.**

#### Discussion:

Land use proportions and density standards for Neighborhood TODs encourage sites which are served by feeder buses, but are not located along the trunk transit line network. Neighborhood TODs should have a residential and local-serving shopping focus.

#### Justification:

*Neighborhood TODs are the key to providing affordable communities because they provide a variety of housing types to the increasingly diverse population of the county in an efficient land use pattern. They protect open space and the environment by minimizing urban sprawl and directing growth into compact development patterns.*



# TOD Design Guidelines

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## Guideline 1D:

### CORE COMMERCIAL AREA

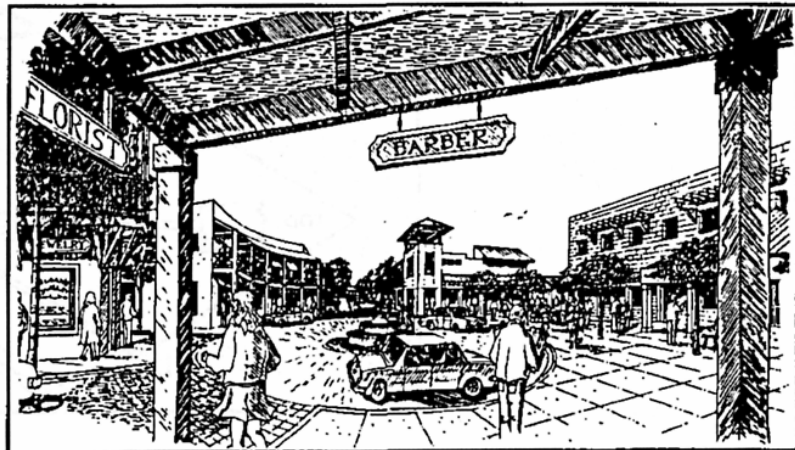
**Each TOD must have a mixed-use core commercial area located immediately adjacent to the transit stop. This core area should include convenient shopping, professional offices, restaurants, service commercial, and entertainment uses.**

#### Discussion:

The nucleus of the TOD will be a mixed-use core commercial area located adjacent to the transit stop, with shopping, service commercial, professional offices, and entertainment uses. These required retail and commercial uses will allow convenient shopping to and from the transit stop during lunchtime, evenings, and weekends. Optional upper floor office and residential uses in the core commercial area increase the mixed-use, round-the-clock nature of the TOD.

#### Justification:

*A commercial core is essential to a TOD, because it provides the mixed-use destination needed to make transit use attractive. People will rarely use transit to get to work if the destination is not combined with retail and service opportunities for mid-day trips on foot.*



# TOD Design Guidelines

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## Guideline 1E:

### SECONDARY AREAS

**Each TOD will have a Secondary Area adjacent to it which includes lands no further than one mile from the proposed transit stop. The Secondary Area street network must provide multiple direct street and bicycle connections to the transit stop and core area without use of an arterial. Secondary Areas may have lower density housing, public schools, community parks, intensive employment-generating uses, and park and ride lots. Competing retail uses are not allowed in the Secondary Area.**

#### Discussion:

The Secondary Area is intended to provide for uses which are not appropriate in TODs because they are auto-oriented. These areas will, however, support TOD businesses because Secondary Area residents and workers will shop in the TOD core commercial area and generate riders for the transit system.

Commercial uses which are very similar in nature and market appeal to those located in the TOD's neighborhood-serving core commercial area are not allowed in Secondary Area because they diminish the ability of the TOD to establish a viable retail center. Similarly, very low intensity industrial, warehousing, and travel commercial uses which are highly auto-dependent and do not have a sufficient number of employees to contribute to the pedestrian activity of the TOD are not appropriate for Secondary Areas. Employment-generating uses in Secondary Areas must have an employee / acre intensity equal to or greater than the number of employees generated from residential uses at 6 u/ac.

#### Justification:

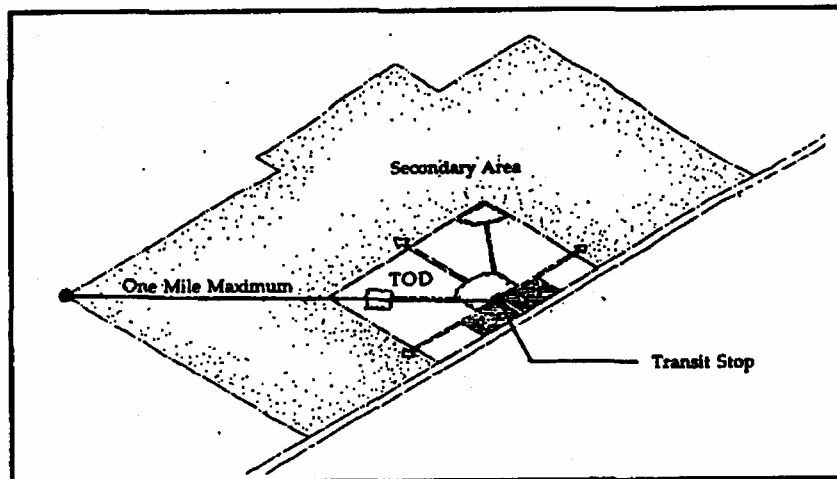
*A percentage of the county's growth will continue, to be devoted to single-family residential development. These areas typically have too low a density to be adequately serviced by transit. By maximizing street connections to TODs and making it convenient for residents to bike to the transit stop, transit utilization in single-family areas may increase. The TOD concept maintains an 8 to 1 ratio of single-family surrounding Secondary land area to TOD land area. Providing multiple interior street connections between TODs and Secondary Areas will also keep many auto trips off arterials. Locating public schools in Secondary Areas will provide a service for the TOD without using valuable transit-accessible land.*



## Illustration

Guideline 1E:

SECONDARY AREAS



*Guideline 1E: Secondary Areas*

# TOD Design Guidelines

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## **Guideline 1F:**

### **NON-TOD USES**

**Uses which rely extensively upon autos or trucks for their business are not appropriate uses for TODs or Secondary Areas. Large lot single-family subdivisions, industrial uses, and travel commercial complexes are not appropriate for TODs or Secondary Areas.**

#### Discussion:

Many uses typically allowed in commercial areas rely substantially upon auto travel to generate business patrons. These uses, such as gas stations, auto dealers and repair shops, car washes, mini-storage facilities, travel commercial complexes, and motels (not including destination resorts), should not be permitted in TODs or Secondary Areas.

Similarly, heavy industrial uses, which are not compatible with nearby residential uses or warehousing and distribution facilities, which have a very low ratio of employees per acre, should not be included in TODs or Secondary Areas. Large lot single-family subdivisions of less than an average of 6 u/ac are also not appropriate for TODs or Secondary Areas.

#### Justification:

*In order for transit to be economically viable, uses near transit stops must have a minimum average residential density of 12 units per acre and commercial uses must create a high level of pedestrian activity. Land near the transit stop should reinforce transit use by supporting higher density, pedestrian-oriented uses and development patterns. Uses which are primarily auto-oriented are not appropriate for TODs because they would detract from the TOD's mandate to support the transit system.*

## 2. Location Criteria

### Guideline 2A:

#### RELATIONSHIP TO TRANSIT

**The TOD site must be located on an existing or designated Trunk Line Network or on a Feeder Bus Line Network within 10 minutes transit travel time from Trunk Line Network.**

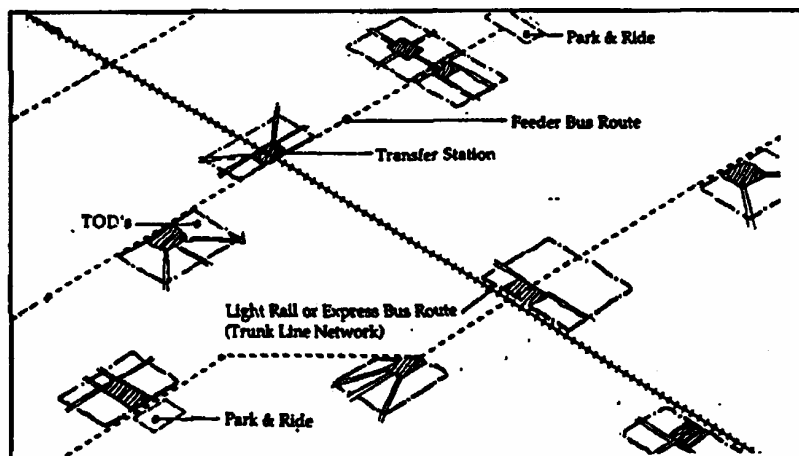
#### Discussion:

The Trunk Line Network is the Sacramento region's express transit system. It consists of either light rail lines or high frequency express bus service with 10 to 15 minute headways. Transit stops on the Trunk Line Network will be located either at light rail stops or at bus transfer stations.

The Feeder Bus Line Network is a system of timed transfer bus routes which link to the Trunk Line Network. Transit stops on the Feeder Bus Line Network must be within 10 minutes transit travel time from a Trunk Line Network stop, with buses running at 10 to 15 minute headways. In some circumstances, a Feeder Bus Line can be provided by a private transit system that meets the level of service criteria of the Feeder Bus Line Network.

#### Justification:

*A fundamental purpose of TODs is to create a land use pattern which will support transit. In order for TODs to successfully reduce auto travel throughout the Sacramento Metropolitan Area, they must be located within easy walking distance of, or with very convenient feeder bus connections to, dedicated transit lines. Studies by Regional Transit and other transit agencies have shown that the greatest pedestrian "capture rate" for public transit occurs when transit stops are within a 3/4 mile walking distance from home or office, have frequent headways, and close to a dedicated transit right-of-way. It is also important that the destinations are pedestrian-oriented and mixed-use.*



# TOD Design Guidelines

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## Guideline 2B:

### URBAN POLICY AREA

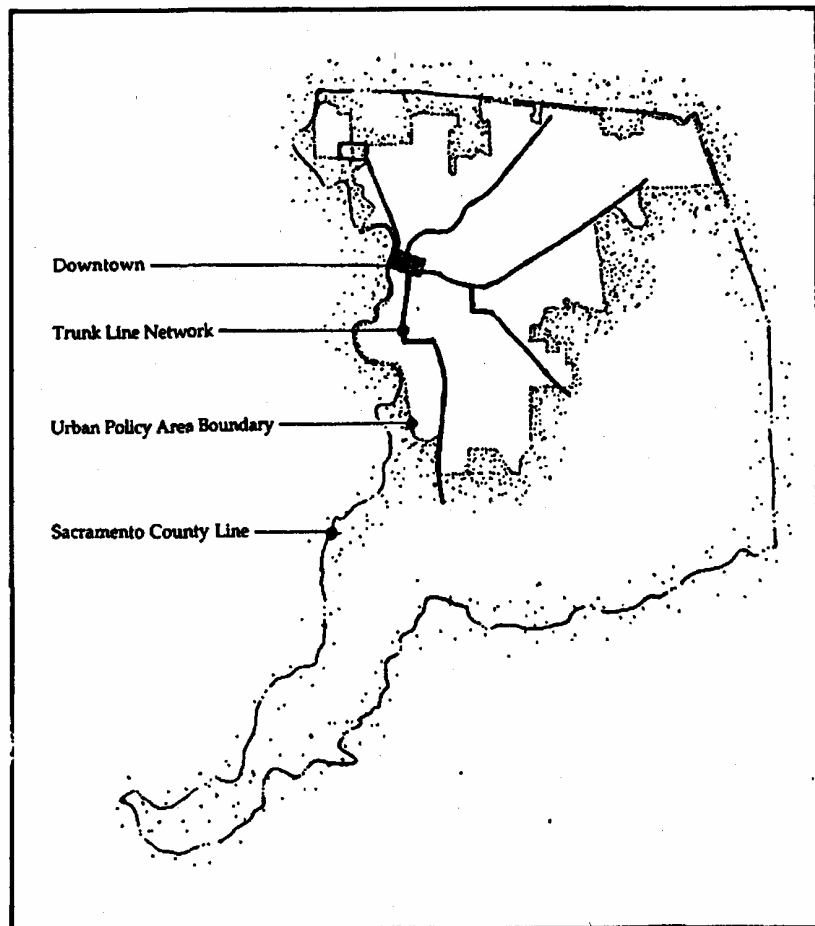
**The TOD site must be located within the Sacramento County Urban Policy Area.**

#### Discussion:

A fundamental premise of TODs must be to limit sprawl by clustering development in serviceable areas within the Urban Policy Boundary. Leap frog development to remote sites cannot be effectively integrated into a transit system. TODs may not be located outside of the Urban Policy Area.

#### Justification:

*Development beyond transit and regional service areas will be environmentally costly and economically draining. Establishment of an Urban Policy Area Boundary will encourage infill and orderly development of a more compact and efficient metropolitan form.*



# TOD Design Guidelines

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## **Guideline 2C:**

### **URBAN GROWTH AREA SITES**

**TOD concepts can be applied to primarily undeveloped sites in urban growth areas served by the Trunk Line Network or within 10 minutes transit travel time along the Feeder Bus Line Network. TODs in urban growth areas may be surrounded by Secondary Areas.**

#### Discussion:

The General Plan Land Use Element identifies several primarily undeveloped areas within the Urban Policy Area as urban growth areas. TODs can be located in these growth corridors, provided they are near transit service.

#### Justification:

*TODs are an opportunity to promote efficient development patterns in newly-developing areas. As also recommended in Guideline 2F, urban growth areas should be developed as a series of TODs linked by transit systems.*

# TOD Design Guidelines

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## Guideline 2D:

### INFILL AND REVITALIZATION SITES

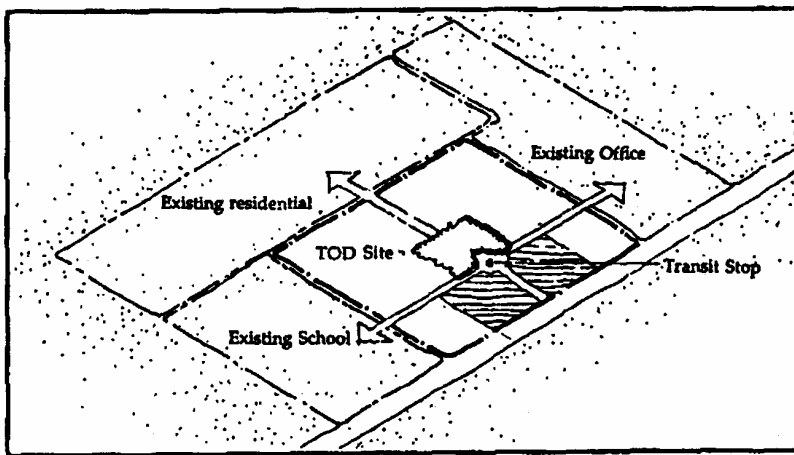
**TOD concepts can be applied to infill and revitalization sites which are located in urbanized areas with existing uses. They must have available infrastructure capacities on and adjacent to the site and be located on the Trunk Line Network or within 10 minutes transit travel time along the Feeder Bus Line Network.**

#### Discussion:

TODs on infill and revitalization sites should not only redevelop underutilized parcels within the urban fabric, but should seek to incorporate existing surrounding uses into the form and function of the TOD. Mitigation measures must be implemented which overcome significant existing traffic congestion or other infrastructure capacity constraints. Site analysis should map internal and surrounding viable land uses to determine whether they would contribute to the pedestrian activity of the TOD. Existing and future roadway and infrastructure capacities should be assessed.

#### Justification:

*Implementation of the TOD concept on infill and revitalization sites has the opportunity to redefine suburban development patterns that are highly auto-oriented to mixed-use, transit-oriented development. Careful consideration should be given, however, to the selection of appropriate sites, such that the additional uses in the TOD are compatible with existing development patterns and that any traffic and utility constraints are not exacerbated.*



# TOD Design Guidelines

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## Guideline 2E:

### COMMERCIAL AND INDUSTRIAL REUSE SITES

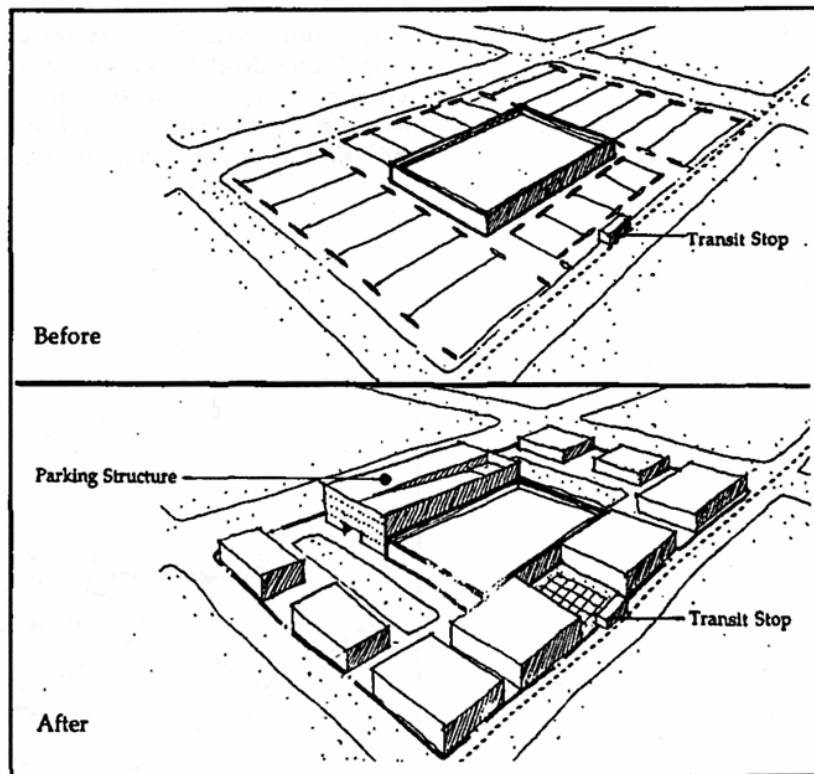
**TOD concepts can be applied to existing and/or underutilized retail, office, and industrial sites by adding mixed-uses with structured parking on existing surface parking lots.**

#### Discussion:

Sacramento County has several existing underutilized sites designated for commercial and/or industrial uses which are convenient to existing or proposed the Trunk Line Network. These sites could be converted to TODs through redevelopment of surface parking areas with structured parking and introduction of complementary TOD uses.

#### Justification:

*To encourage compact metropolitan growth patterns, existing underutilized lands within the county should be redeveloped as TODs. Sites at or adjacent to existing or planned transit stops are particularly important to be developed as TODs because they will provide additional transit ridership and support the overall transit system.*



## 3. Site Characteristics

### Guideline 3A:

#### AMOUNT OF EXISTING ON-SITE DEVELOPMENT

**TOD sites must be substantially underutilized, redevelopable, or undeveloped. In general, 80 percent of minimum sized sites should be underutilized or undeveloped; the remaining 20 percent may contain existing viable uses.**

#### Discussion:

Sufficient land area must be available within a TOD site to fully implement the TOD development standards. Underutilized sites are defined as developed or partially developed parcels where the ratio of the value of improvements to land value is less than 1:1; such sites are considered suitable for redevelopment.

#### Justification:

*TODs involve a substantial change in typical suburban land, use patterns, particularly in terms of requiring site planning techniques that encourage pedestrian access between uses. If the site contains a large percentage of economically viable uses that are not likely to redevelop, application of the TOD design guidelines may not be successful in creating a community that functions as a transit-oriented development.*



# TOD Design Guidelines

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## Guideline 3B:

### SITE SIZE: URBAN GROWTH AREAS

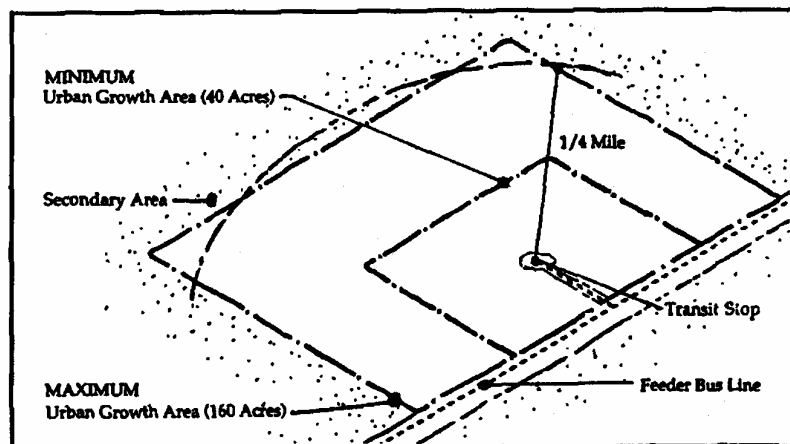
TOD sites in Urban Growth Areas must be at least 40 acres, and no more than 160 acres, in size. These TOD sites must be complemented by Secondary Areas.

#### Discussion:

TOD sites in Urban Growth Areas may consist of 40 to 160 acres of land that is wholly undeveloped or has some existing uses. Sites may consist of parcels in multiple ownerships provided that the planning for the designated TOD site is coordinated amongst the property owners. A Secondary Area must be located around the TOD site.

#### Justification:

*In Urban Growth Areas, 40 acres is considered the minimum area necessary to develop a TOD that can function as a mixed-use transit-oriented destination. 160 acres is equivalent to a 1/4 mile radius, which is a distance most people are willing to walk without hesitation to a transit stop.*



# TOD Design Guidelines

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## Guideline 3C:

### **SITE SIZE: INFILL AND REVITALIZATION SITES**

**Infill and revitalization TOD sites must be at least 20 acres, and no more than 160 acres, in size. Sites with the minimum 20 acres must have at least 80 percent of the area either vacant or developable.**

#### Discussion:

A 20-acre site can function as a TOD as long as adjacent existing uses, such as multi-family housing, supplement the TOD uses and pedestrian connections are provided to these adjacent uses; the Land Use Element of the General Plan provides urban design policies for sites smaller than 20 acres. Sufficient vacant or redevelopable land must be available in the TOD site, however, to allow full application of the TOD development standards. Minimum-sized sites should have compatible and complementary adjacent uses.

#### Justification:

*TOD development on infill and revitalization sites has the advantage of being located adjacent to existing development and in areas already served by public infrastructure. Thus, the TOD minimum site size requirement can be more flexible as long as connections are made to the adjacent supporting uses and those uses are allowed to act as an extension of the TOD. At less than 20 acres, however, the development cannot function effectively as a TOD.*

*The reduction in minimum site size for infill and revitalization sites is also allowed in recognition of the expectation that consolidation of numerous small parcels into common ownership, or coordinating development plans of numerous property owners, may be more difficult at these sites. This incentive is provided to encourage more compact and efficient development in the already urbanized portions of the county.*

# TOD Design Guidelines

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## Guideline 3D:

### DISTANCE FROM TRANSIT STOP

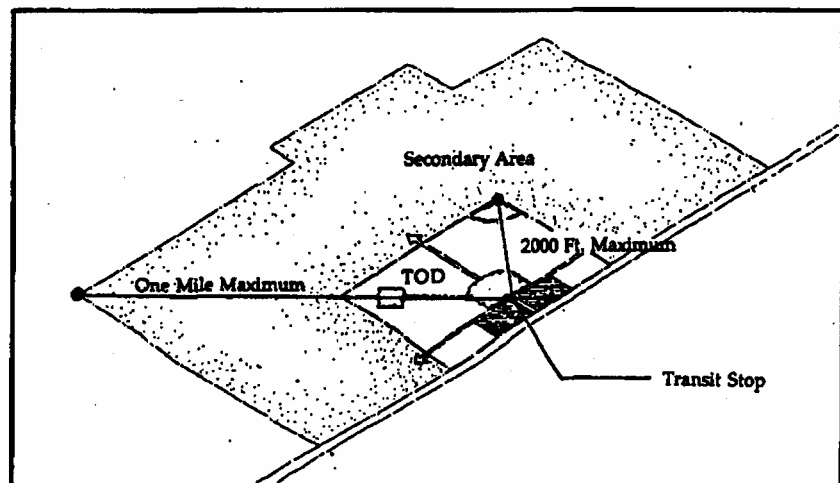
**The TOD must not contain land further than 2,000 feet from a transit stop. The Secondary Area may contain land no further than one mile from the transit stop.**

#### Discussion:

The outer edges of the TOD site should be limited to 2,000 feet from the transit stop. The majority of the site should be within 1/4 mile (1,320 feet) of the transit stop; oddly shaped parcels may extend the site boundary beyond this to include areas within 2,000 feet. The distance from the transit stop to the outer boundary of the Secondary Area may be no greater than one mile.

#### Justification:

*To encourage transit use, the transit stop should be very convenient and highly accessible by foot or bicycle from all areas of the TOD. 2,000 feet is considered the greatest distance within which a significant percentage of trips can be captured by transit, walking, or bicycling, rather than auto. In Secondary Areas, one mile is an easy hiking distance to the transit stop.*



# TOD Design Guidelines

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## **Guideline 3E:**

### **SINGLE SITE PLAN**

**Regardless of the number of property owners, the TOD application must consist of a comprehensive TOD Development Plan or a Specific Plan.**

#### Discussion:

While TOD sites in new development areas will often be owned by a single entity, many sites will consist of numerous parcels under multiple ownerships. To ensure that the TOD area is planned in a coordinated manner, a single TOD plan should be submitted. Property owners have the option of jointly preparing a single TOD Development Plan or working cooperatively with the County to prepare a TOD Specific Plan.

#### Justification:

*TODs represent a departure from traditional single parcel development and require coordinated planning and implementation of public improvements such as streets, pedestrian paths, bikeways, and plazas. The greater the number of property owners, the more difficult it will be to reach consensus on TOD plans. Property owners must work together and with the County to formulate development plans and implementation mechanisms for the entire TOD site.*

# TOD Design Guidelines

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## Guideline 3F:

### PHASING

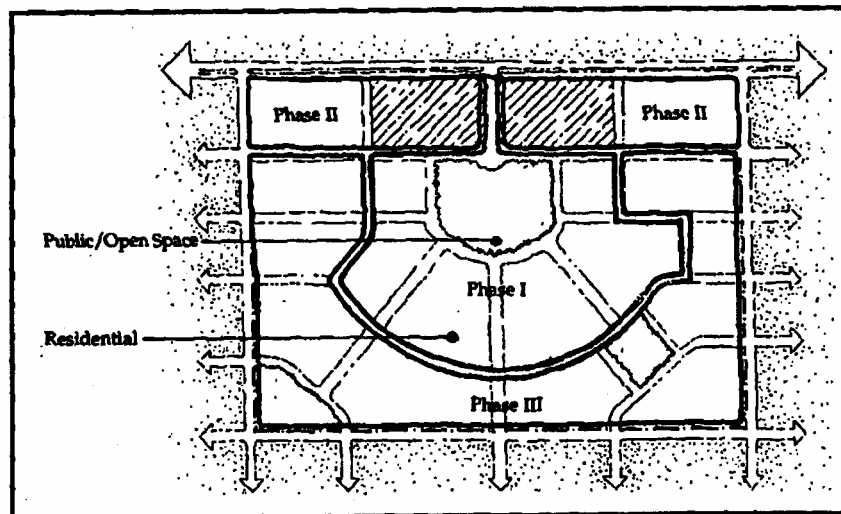
**Each TOD must be developed in a balanced phasing pattern. Public areas must be dedicated concurrent with commercial and residential uses.**

#### Discussion:

TODs represent relatively large projects which will be executed over several years. The phasing of the project is critical to its success, both as a financial undertaking and as a mechanism to encourage transit use. In order to encourage the public service agencies to provide public facilities in a timely manner to serve the needs of residents, developers are asked to dedicate sites designated for public uses concurrent with development of commercial and residential uses.

#### Justification:

*The retail uses of a TOD are often dependent on the market area developed in the residential and office components of the project. While this core commercial center must often follow the residential development, the land for public facilities and parks can be set aside and developed concurrently to aid in the project's marketing and to supply amenities and services to new residents.*



# TOD Design Guidelines

## 4. Mix of Uses

### Guideline 4A:

#### PROPORTION OF USES

The following is a list of gross land use areas within the TOD and their minimum and maximum percentage of site area:

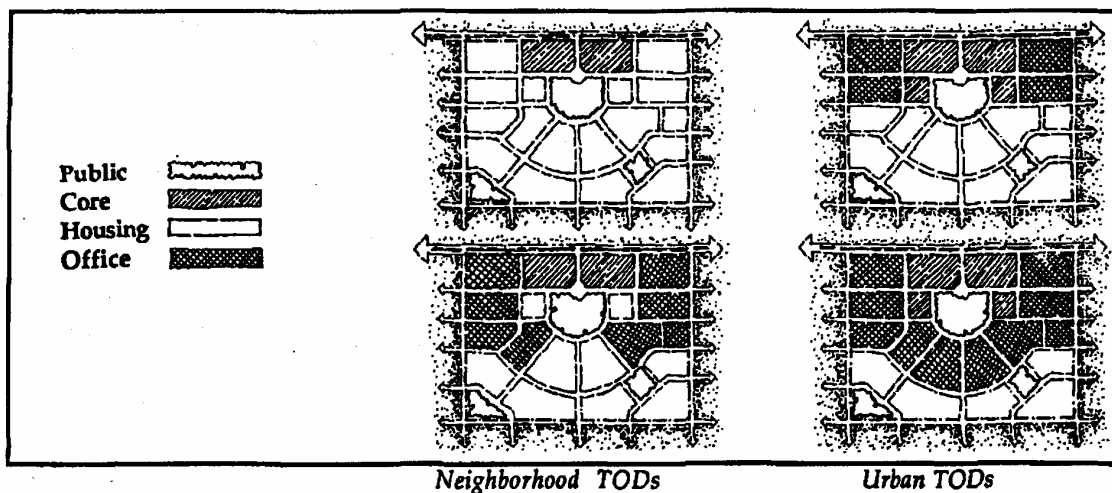
Use	Neighborhood TOD	Urban TOD
Public	10% minimum	10% minimum
Core	10-15%	10-30%
Housing	40-80%	20-60%
Office	0-40%	20-60%

#### Discussion:

All TODs must be mixed-use. In addition, a certain minimum proportion of uses is required to stimulate pedestrian activity and to provide economic incentives for developing with mixed-use patterns. The proportion of uses is based on site area and does not preclude additional, different uses on upper floors. A minimum amount of retail, housing and public uses are required in all TODs. The different mix of uses for Neighborhood TODs and Urban TODs is intended to reflect the variations in intensity and type of development desired at these sites.

#### Justification:

*The required proportion of uses is designed to encourage pedestrian activity yet allow flexibility to create TODs with different use emphases, such as primarily residential TODs (Neighborhood TODs) and TODs which emphasize job-generating uses (Urban TODs).*



# TOD Design Guidelines

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## Guideline 4B:

### CORE COMMERCIAL AREA

**Each TOD must have a mixed-use core area containing ground floor retail and commercial space that occupies at least 10 percent of the total TOD site area. A minimum of 10,000 s.f. of retail space must be provided within this requirement**

#### Discussion:

The core commercial area is required in every TOD and must be located adjacent to the transit stop. Street-level retail space should form a pedestrian-oriented main street and be designed to encourage shopping to and from the transit stop or at mid-day by office workers. The size and mix of uses in each core area can vary, depending on the size, location, and overall function of the TOD in the region. It should, at a minimum, serve as a destination and shopping area for TOD and Secondary Area residents.

Types of retail centers that can occur in TOD core areas include: convenience shopping and services (10,000 to 15,000 sf); neighborhood centers with a supermarket, drugstore and supporting uses (60,000 to 100,000 sf); specialty retail centers (60,000 to 100,000 sf); and community centers with convenience shopping and small department stores (Urban TODs). New types of anchorless retail centers may also develop as a result of new markets produced by the configuration of TODs, workers in the TOD, and transit accessibility.

#### Justification:

*The mixed-use core commercial area is the driving force behind successfully linking transit and land use. The TOD must have a minimum amount of retail and commercial space to form a useful neighborhood shopping center and provide opportunities for workers to run errands at lunchtime or to and on the way from work. Without shopping opportunities within convenient walking distance, residents will use their cars for a greater number of trips and workers will lose an incentive to use transit as an alternative travel mode.*



# TOD Design Guidelines

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## Guideline 4C:

### HOUSING

**A mix of housing densities, ownership patterns, cost, and building types is desirable in a TOD.**

Discussion:

While each TOD will take on a different character and will have a different proportion of single-family and multi-family densities, care should be taken to provide a variety of housing types, costs, and ownership opportunities within each TOD. The residential portion of the TOD can be a combination of small lot single-family units, duplexes, townhouses, and up to three-story apartment buildings.

Justification:

*In order for TODs to be affordable to the diverse range of households moving to Sacramento, TODs must provide a mix of housing types. Presently, the strongest market and the vast majority of homes in the region are privately-owned single-family units. Higher density townhouses and multi-family units are, however, gaining an increasing proportion of the market share. The range of permissible residential densities in TODs can accommodate all of these household needs. Providing a mix of housing types will also result in more "cosmopolitan" communities.*



# TOD Design Guidelines

## Guideline 4D:

### ANCILLARY UNITS

**Ancillary 'granny' units are encouraged in the ownership portion of the residential component of the TOD and may be included in the density calculation. In Secondary Areas ancillary units are encouraged and are considered a free density bonus.**

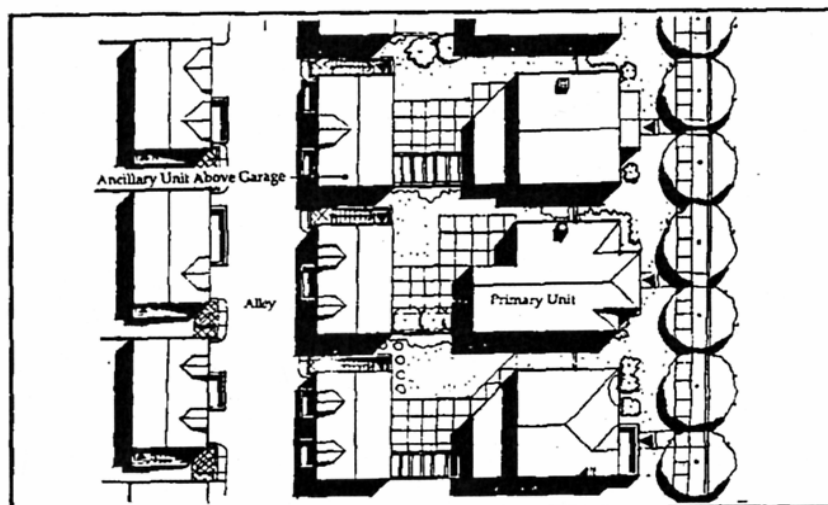
#### Discussion:

Ancillary units, or second units, are very affordable rental residential units which can serve to offset housing costs for the primary unit, or provide needed space for a teenager or elderly family member. Ancillary units can easily be provided in all TOD residential areas, either as part of the primary home or above a garage; they help to increase the overall density of an area, while maintaining single-family ownership patterns. Ancillary units will be calculated as ½ unit per lot. The following table illustrates the density bonus received when ancillary units are provided.

Location	Lot Size	Density Without Second Unit	Density With Second Unit
TOD	33' x 100'	9u/ac	14u/ac
TOD	40' x 100'	7.5u/ac	12u/ac
TOD	45' x 100'	7u/ac	10u/ac
Secondary Area	50' x 100'	6u/ac	9u/ac
Secondary Area	65' x 100'	4.5 u/ac	7u/ac

#### Justification:

*Ancillary units are strongly encouraged in TODs to provide rental-housing opportunities and to meet the increasing demand in the Sacramento area for a variety of housing types. They also increase the density of an area without changing the pattern of single lot private-ownership which has a very strong market. As a source of affordable rental housing they avoid the "institutional character of many apartment projects and the segregation of low-income groups.*



# TOD Design Guidelines

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## **Guideline 4E:**

### **DAY CARE**

**Sites for pre-school day care facilities, meeting the standards established in the Child Care Element of the General Plan, must be provided in all TODs.**

#### Discussion:

Day care facilities should be convenient and accessible to both TOD residents and employees. Sites should be located adjacent to parks, within residential neighborhoods, core commercial areas, and office buildings. The precise parcel size, and size of the facility should be determined by the developer in conjunction with the local agencies. Day care facilities for school-age should be located at school sites to meet the needs of each school's students.

#### Justification:

*Household demographics in the Sacramento region are in the process of changing and becoming more diverse. More households are and will be headed by single or double-income parents, creating a strong demand for child care services. A basic objective of the TOD concept is to provide housing opportunities for a variety of household types, and day care facilities are increasingly a necessary component of many households. Additionally, many parents now lengthen early morning and evening auto trips by driving to a child care facility before continuing on to work. Locating childcare facilities in TODs will not only provide a necessary service, but will reduce the need for parents to make auto trips to and from work.*

# TOD Design Guidelines

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## Guideline 4F:

### PUBLIC USES

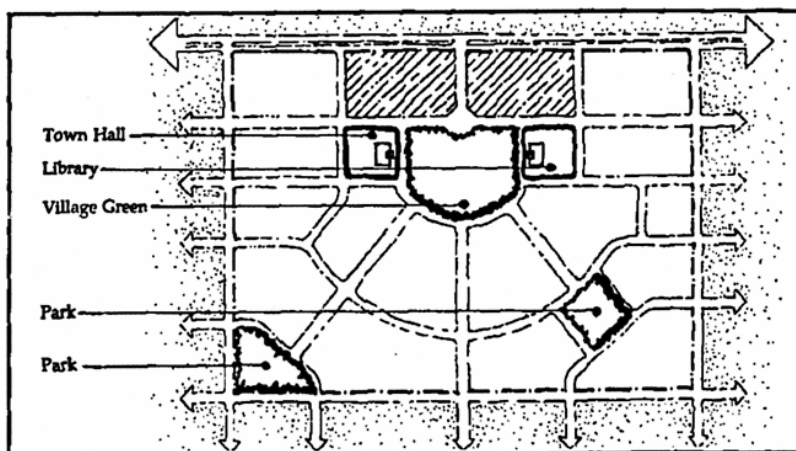
**The public use component of a TOD should be developed as parks, plazas, and public buildings such as a town hall/ community building, recreation facility, cost office, or a library. Developers are required to set aside sites for these uses in fulfillment of this requirement. At a minimum, sites for parks and/or plazas are required.**

#### Discussion:

Varying sizes and types of TODs will require or justify inclusion of civic buildings and public facilities. Public service providers will be encouraged to make every effort to place new facilities in TODs so as to provide a transit travel' option for patrons. Public buildings should be placed in central locations, as highly visible focal points, or adjacent to public parks and plazas. Civic uses such as an urban plaza, community center, post office, and library, are best located in the core area in conjunction with retail businesses and offices. Recreation-oriented uses, such as parks, recreation facilities, and community buildings should be centrally located with easy access from both residential and TOD core areas. In all cases, parks and plazas must be provided. Roadways and park and ride facilities are not applicable towards this requirement. To fulfill the public use requirement, developers are required to set aside sites for public uses. The public service districts are encouraged to prioritize TOD sites for locating and funding public facilities and parks.

#### Justification:

*The structure of a TOD is built around accessible and convenient public facilities and spaces. A strong sense of community, participation, identity, and conviviality is important to support the sense of safety and comfort within a TOD. Public uses in TODs serve this role by providing community services and meeting places, as well as attracting added retail businesses by allowing convenient doubling up of business and shopping trips. Common public open spaces, such as parks and plazas, provide both recreational and visual amenities.*



## 5. Residential Densities and Commercial Intensities

### Guideline 5A:

#### RESIDENTIAL DENSITIES

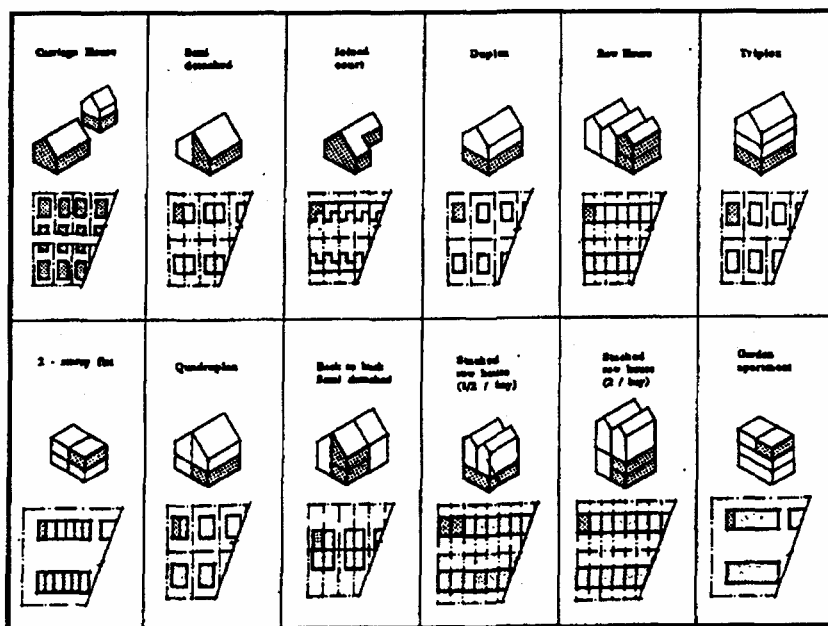
Residential densities within Neighborhood TOD sites must be a minimum of 7 units per residential gross acre, an average of at least 12 units per residential gross acre, and a maximum of 30 units per residential gross acre. Residential densities within Urban TODs must be a minimum of 7 units per residential gross acre, an average of at least 15 units per residential gross acre, and a maximum of 50 units per residential gross acre.

#### Discussion:

The range of permissible TOD densities is designed to encourage transit ridership, as well as provide a variety of housing types. Single-family ownership patterns with ancillary units are feasible between 7 and 14 units per acre. Ancillary units will be calculated as 1/2 unit per lot. 4,500 s.f., or smaller lots will create densities of 10 units/acre or better if developed with ancillary units. Townhouses can be provided between 15 and 18 units per acre. Smaller attached units, with up to three stories, can be provided at the higher densities.

#### Justification:

*Studies by Regional Transit and other regional transit agencies show that transit systems typically need a minimum residential density of 12 units per acre to support frequent and convenient service. The range of permissible residential densities meets this requirement at a minimum and allows higher densities which provide a variety of housing opportunities for the increasingly diverse household composition of the Sacramento region.*



*Diagram by Jack Diamond*

# TOD Design Guidelines

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## Guideline 5B:

### OFFICE INTENSITIES

**Office intensities without structured parking must have a minimum 0.35 Floor Area Ratio (FAR) and may not exceed 0.60 FAR. In Neighborhood TODs offices may develop to a maximum 1.00 FAR with structured parking and in Urban TODs offices may develop to a maximum 1.70 FAR with structured parking.**

#### Discussion:

In most cases offices will be developed with surface parking. As land values in the Sacramento Region rise, structured parking will become economically feasible. This guideline encourages development of multi-story buildings with structured parking, thereby allowing more efficient use of land in the TOD.

#### Justification:

*TODs should promote efficient utilization of land near transit stops. These floor area ratios encourage multi-story buildings and structured parking whenever possible.*

# TOD Design Guidelines

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## **Guideline 5C:**

### **CORE COMMERCIAL INTENSITIES**

**Core commercial areas must be developed at a minimum 0.25 FAR,  
Second floor uses are not included in this minimum entitlement**

#### Discussion:

In most TODs, the core commercial area will be oriented toward providing convenient, local-serving, neighborhood-scale shopping. The minimum FAR can be achieved with a mix of resident-serving office uses and traditional retail. In Urban TODs, community-scale retail areas could be provided that would draw customers from a larger regional market area. Joint use and structured parking facilities should be provided whenever possible.- Interior shopping malls and large shopping centers which are surrounded by parking lots are not allowed.

#### Justification:

*The minimum FARs are designed to allow single story commercial retail space with accompanying surface parking lots and allow higher density retail with structured parking.*

# TOD Design Guidelines

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## Guideline 5D:

### UPPER STORY USES ON RETAIL SITES

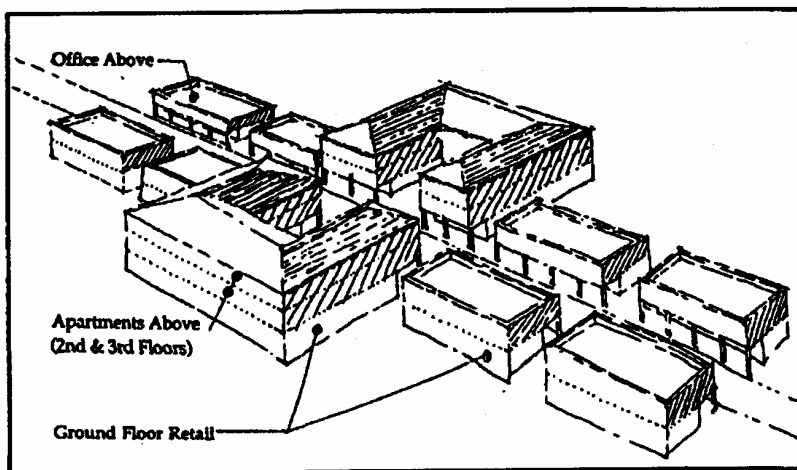
Retail developments in the core commercial area may add additional floors of residential and/or office uses up to two floors of residential uses for every ground floor of retail, or up to one floor of office for every ground floor of retail. The intensity of the retail use must not be reduced and the buildings must be consistent with the design guidelines.

#### Discussion:

This density bonus for retail buildings only is designed as an incentive for developers to provide second story office and second and third story residential uses in the core area above retail space. Special care must be given to the design of residential units to ensure privacy and security.

#### Justification:

*Two- and three-story buildings are encouraged in the core commercial area to provide visual interest, a more urban character, street security, and to concentrate pedestrian activity. However, most retail businesses look for ground floor space which will attract walk-by shoppers and rarely build two- and three-story buildings. Second and third story residential and/or office space can support the retail by bringing a greater number of lunchtime and after-work shoppers, as well as nighttime activity by residents.*



# TOD Design Guidelines

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## Guideline 5E:

### BUILDING HEIGHTS

**Building heights in the core area should not exceed 4 1/2 stories in Urban TODs and 3 1/2 stories in Neighborhood TODs. Residential uses may not exceed 3 1/2 stories in height**

#### Discussion:

Building heights should gradually transition from perimeter areas to the core area, with the core area serving as the visual focal point of the TOD. The varied building heights for Urban and Neighborhood TODs reflect the desired character of these two types of sites. Construction of both residential and commercial buildings over underground or partially underground parking structures is encouraged.

#### Justification:

*TODs are designed to fit with and complement existing development patterns in Sacramento County and at the same time represent a new type of development. Accordingly, TOD building heights should reflect the desired character of the area and should gradually transition from the heights of buildings in adjacent areas to maximum building heights in the core area.*



## 6. Secondary Areas

### Guideline 6A:

#### TYPE AND PROXIMITY OF USES

**Secondary Areas may have lower density housing, public schools, and community parks. Those parts of Secondary Areas that are in close proximity to the TOD core commercial area may have intensive employment-generating uses and park and ride lots to compliment the TOD.**

#### Discussion:

Secondary Areas should contain uses that support, the TOD, but do not compete with the retail, professional office, service commercial, and public uses in the TOD's core commercial area. In most cases, Secondary Areas will be primarily comprised of low-density single-family neighborhoods. Uses such as public schools and community parks which provide services to TOD residents, should be located close to the TOD. To provide greater density in Secondary Areas, half-plexes and duplexes should be located on corner lots.

Employment -generating uses that have intensities which support transit may be allowed within one mile of the TOD core, if integrated into the transit system. These use must generate an equal or greater number of persons per acre as generated by residential uses at a density of 6 dwelling units per acre. Although Secondary Area uses across the arterial will produce less pedestrian traffic than adjacent areas, their street system and proximity will provide some non-auto opportunities.

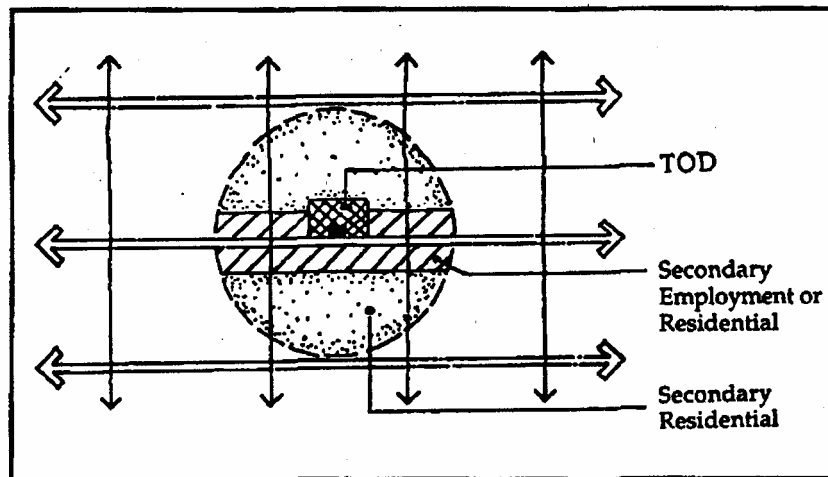
#### Justification:

*Secondary Areas provide an important support base for both the core commercial area and the ridership of the transit system. They also provide opportunities for lower density residential development, ff properly designed. Secondary Areas can reinforce the viability of the TOD and provide sites for uses that some TOD residents will need. Secondary Areas; however, must not allow competing retail uses because this will significantly detract from the TOD's ability to draw transit and retail patrons.*

## Illustration

### Guideline 6A:

#### TYPE AND PROXIMITY OF USE



*Guideline 6A: Type and Proximity of Uses*

# TOD Design Guidelines

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## **Guideline 6B:**

### **RESIDENTIAL DENSITIES IN SECONDARY AREAS**

**The minimum average residential density within Secondary Areas shall be 6 units per gross acre. Ancillary units will be counted as an additional 1/2 unit per lot.**

#### Discussion:

A variety of low density housing types and densities should be provided in Secondary Areas such that a minimum average density of 6 units per acre is maintained. Half-plexes and duplexes should be located at each street corner.

To help meet this minimum average density standard, higher density half-plexes and duplexes should be located on street corners whenever possible.

#### Justification:

*Secondary Areas provide opportunities for low density housing types that cannot be accommodated in TODs and are essential to ensuring that communities are diverse. Secondary Areas also provide housing for the "move up" market.*

# TOD Design Guidelines

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## **Guideline 6C: ROADWAY CONNECTIONS TO TODs**

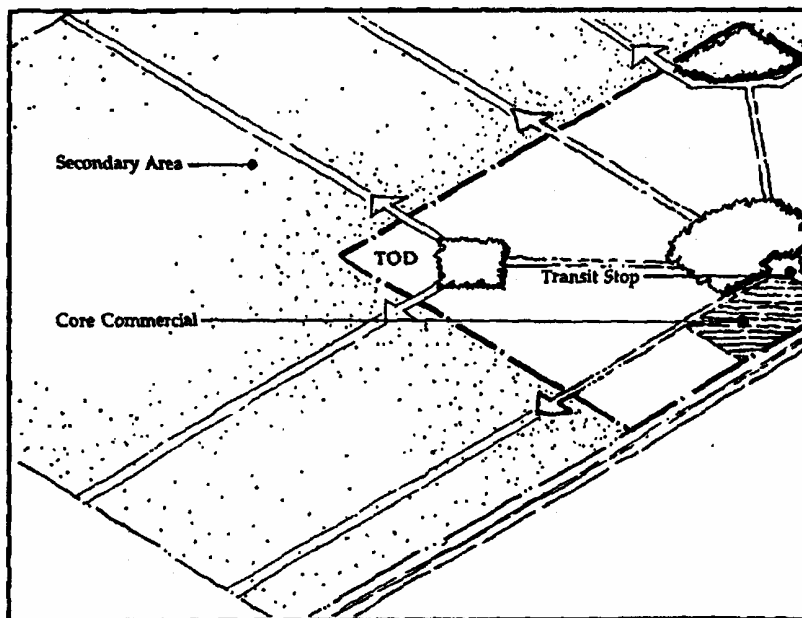
The primary roadway network of the Secondary Area must connect with the TOD roadway system and provide multiple direct linkages to the core commercial area and the transit stop without requiring use of an adjacent arterial. Secondary Areas across an arterial from a TOD must provide convenient pedestrian and bike access to the core commercial area.

### Discussion:

In urban growth areas, the primary street and circulation system of the Secondary Area can and should be designed to link with the TOD system. In redeveloping or infill TOD sites, newly proposed roads within the TOD should make connections to main roadways in the surrounding area. When two TODs or two Secondary Areas meet, roadway systems should be interconnected whenever possible.

### Justification:

*In order for the TOD transit stop to function effectively for Secondary Area residents, the primary roadway system must funnel directly into the core area and to the transit stop. Long/ circuitous travel routes will discourage Secondary Area residents from selecting alternative travel modes.*



# TOD Design Guidelines

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## **Guideline 6D:**

### **BIKEWAYS IN SECONDARY AREAS**

**The primary roadway system in Secondary Areas must provide strong bicycle connections to the TOD core commercial area and transit stop.**

#### Discussion:

Arterials and selected collector roadways in Secondary Areas must provide safe separated or marked bicycle lanes allowing quick travel to the transit stop. Secondary Area bicycle paths should connect with the TOD bicycle system.

#### Justification:

*Bicycles are the most likely mode of travel for Secondary Area residents who are apt to use public transit. Strong bicycle connections which follow the shortest possible routes will provide additional encouragement for Secondary Area residents to use transit.*

## **Guideline 6E:**

### **PUBLIC AMENITIES IN SECONDARY AREAS**

**Day care, neighborhood parks, and other public recreation facilities must be provided to serve Secondary Areas.**

#### Discussion:

Public amenities must be provided in central locations of Secondary Areas. These facilities should be sized to accommodate the needs of the Secondary Area population so that residents are not required to use the TOD facilities.

#### Justification:

*Secondary Areas must have sufficient public recreation amenities and public services. These facilities should be easily accessible to all Secondary Area residents.*

## 7. Building Siting and Design

### Guideline 7A:

#### **CORE COMMERCIAL AREA CONFIGURATION**

**The configuration of shops in the core area must seek a balance between pedestrian and auto comfort, visibility, and accessibility. While anchor stores may orient to the arterial and parking lots, smaller shops must orient to pedestrian "main" streets and plazas.**

#### Discussion:

The traditional form of retail centers in suburban areas have oriented entirely to the auto and parking. The smaller shops are dependent on the anchor stores to attract patrons and must orient to them. TODs offer the opportunity for a more diverse patronage, both from the traditional auto/anchor and from the walk-in neighborhood and transit activity. It is possible to configure a center to allow standard parking quantities, access and visibility for the car, as well as a convenient path for local pedestrians. Often, the smaller shops can turn to form a traditional main street with street side parking and rear parking lots. This main street configuration can form a walking "spine" which connects the residential areas and parks with the shops and transit stop. Simultaneously, the edge of the core fronting the arterial may house the larger parking areas and the anchor stores in a visible location. Anchor stores are encouraged to provide entries to both their parking lot and the pedestrian-oriented shopping street. .

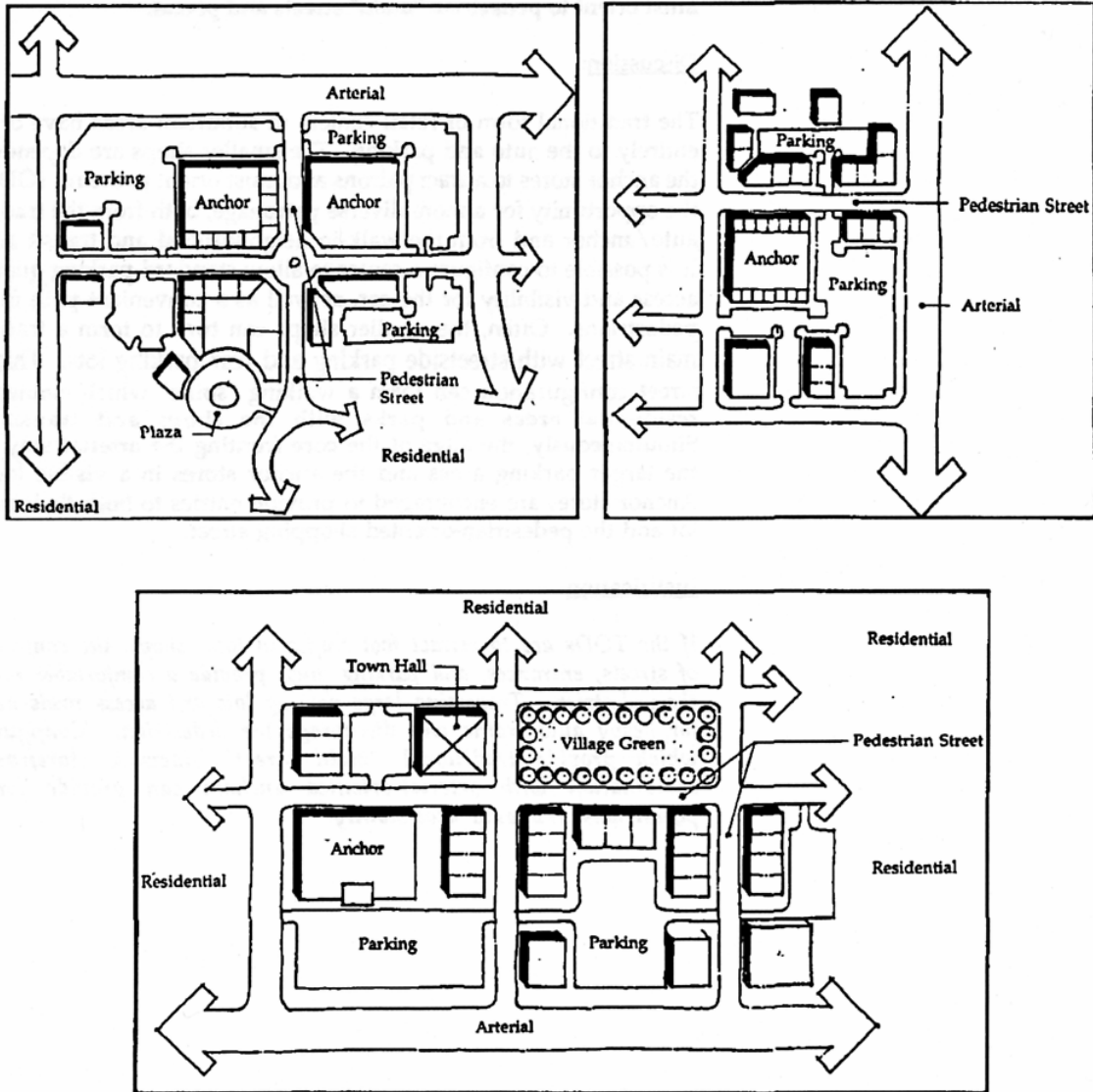
#### Justification:

*If the TODs are to attract foot traffic to local shops, the configuration of streets, entrances, and parking must provide a comfortable route for the pedestrian. Traversing large parking lots and access roads designed for heavy auto traffic will discourage the pedestrian. Configurations which provide traditional "main street" sidewalk storefronts in combination with arterial-oriented anchors can provide for both pedestrians and auto accessibility.*

## Illustrations

### Guideline 7A:

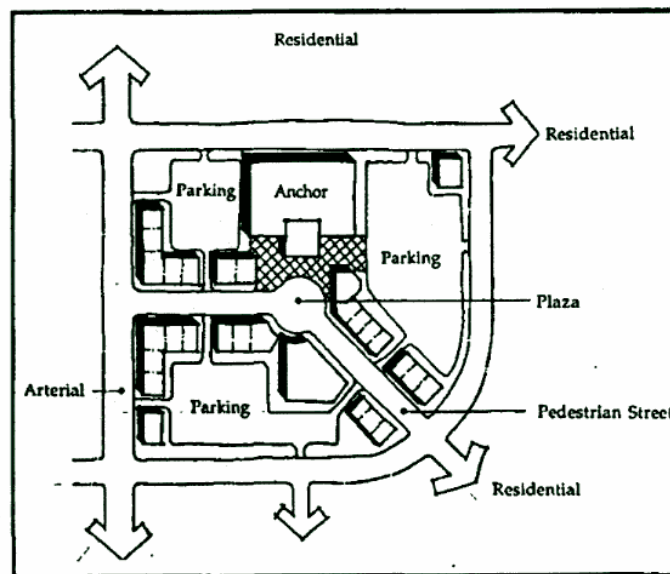
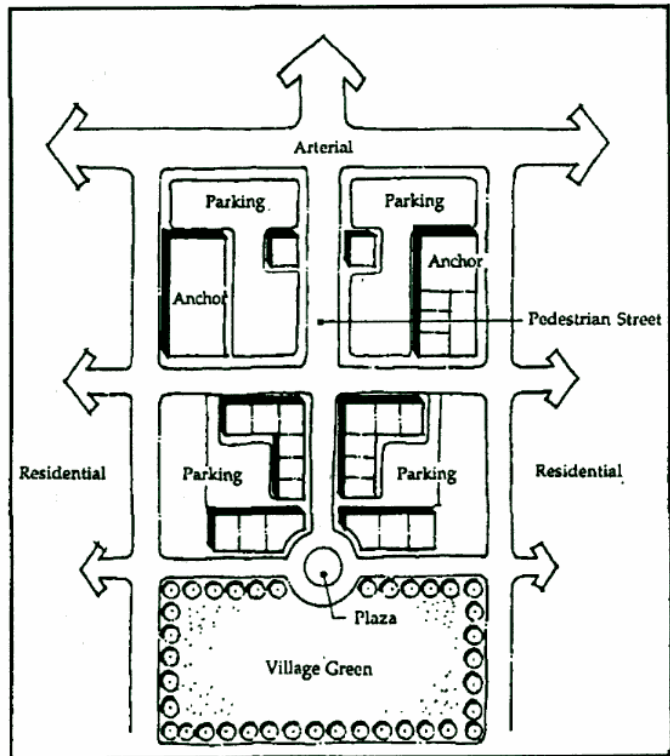
#### CORE COMMERCIAL AREA CONFIGURATION



## Illustrations

### Guideline 7A:

#### CORE COMMERCIAL AREA CONFIGURATION





# TOD Design Guidelines

## Guideline 7B:

### COMMERCIAL BUILDING ENTRIES

Primary ground floor commercial building entrances must orient to plazas, parks, or pedestrian-oriented streets, not to interior blocks or parking lots. Secondary entries from the interior of a block will be allowed. Anchor retail buildings may have their entries from off-street parking lots, however, on-street entries are strongly encouraged.

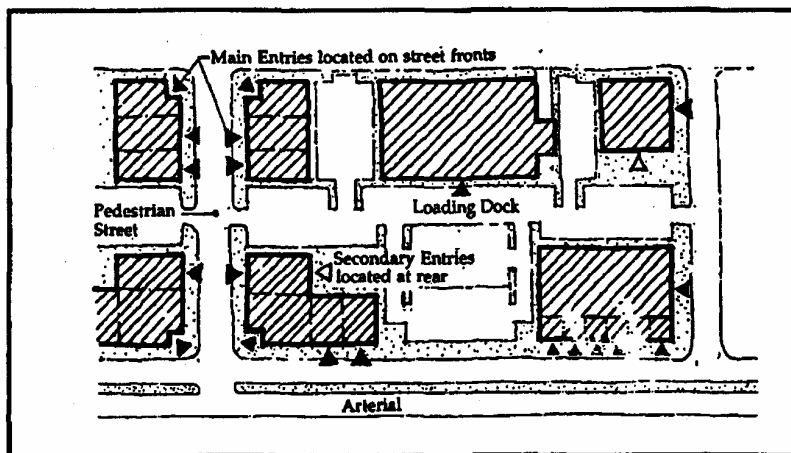
#### Discussion:

Entries into small shops and offices should orient directly onto a pedestrian-oriented street. Buildings with multiple retail tenants should have numerous entries to the street; small single entry malls will be discouraged. Off-street parking should also be located at the rear of buildings with "paseos" leading to the street and entry.

Some retail anchor stores (above 30,000 s.f.), such as neighborhood grocery stores, need parking lot access to the primary entry. This is conditionally permitted if pedestrian access to the entry is provided from the street and pedestrians are not required to walk through the parking lot to enter the store. Along walls without entries, building elevations must include windows, display areas, and/or be lined with small retail shops.

#### Justification:

*The pedestrian life of a building is at its entry, if the entry orients to parking lots, it steals the activity and life from the street, the main pedestrian route, while signaling that auto access is preferred.*



# TOD Design Guidelines

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## Guideline 7C:

### RESIDENTIAL BUILDING ENTRIES

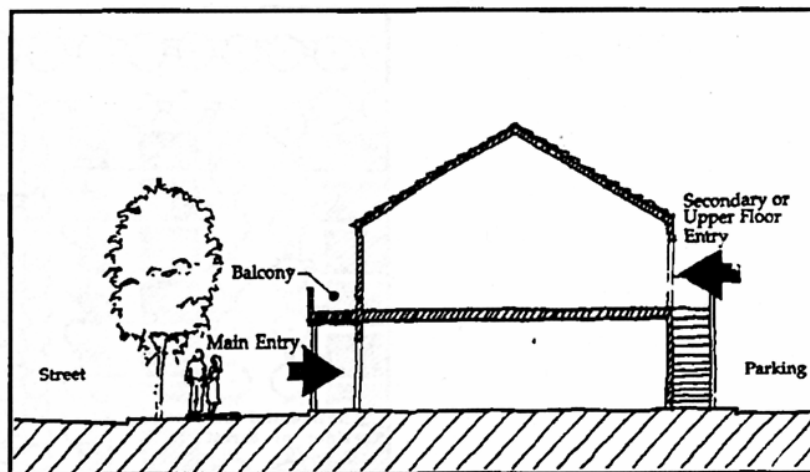
**In all cases, primary ground floor residential building entrances must orient to streets, not to interior blocks or parking lots. Secondary and upper floor entries from the interior of a block will be allowed.**

#### Discussion:

In residential areas, the front door and guest entry must orient to the street. Private backdoor entries can provide access from alleys, garages, and parking lots. Ancillary units and upper floor units in multi-family or apartment complexes may be accessed by rear entries.

#### Justification:

*As with commercial uses, residential entries should face the street to encourage public activity in the public realm and to welcome visitors from the on-street guest parking.*



# TOD Design Guidelines

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## Guideline 7D:

### **SIMILAR USES ADJACENT TO STREETS**

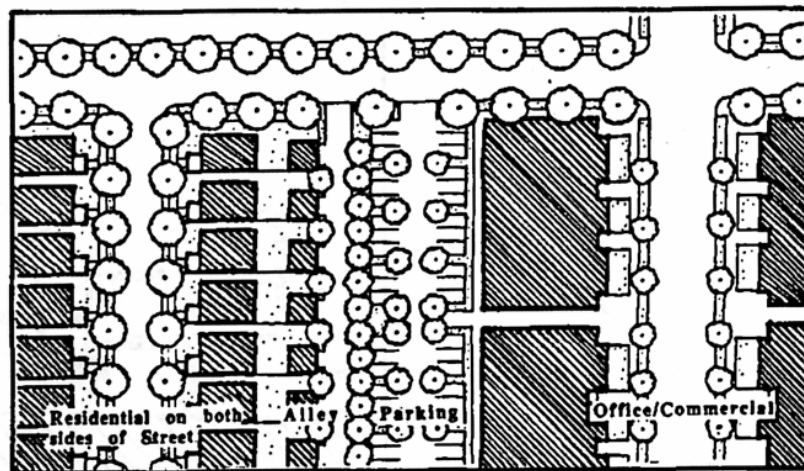
**Where possible, similar uses and building intensities are encouraged to be located on both sides of the street. Land use changes should occur at mid-block, rather than at the center of streets.**

#### Discussion:

Streets should be designated as either commercial or residential streets. Ground floor uses should be similar on both sides of the street. Where possible, use changes should occur at mid-block alleys, rather than at the center of streets. Buildings on each side of the street should be designed with similar height, bulk, and orientation.

#### Justification:

*Placing similar building uses and types on both sides of a street eliminates the need for "buffer" areas and minimizes the number of potential use conflicts. Similar uses and building scales can reinforce the character and identity of a street. In retail areas, similar uses create "shopping streets" which, by virtue of establishing a critical mass of similar uses, help to bolster economic activity. This symmetry and balance can create a more pleasing experience than contrasting uses and scale.*



# TOD Design Guidelines

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## Guideline 7E:

### BUILDING SETBACKS

**Building setbacks from public streets should be minimized. "Build-to" lines should be established which reflect the desired character of the area and bring buildings close to the sidewalk.**

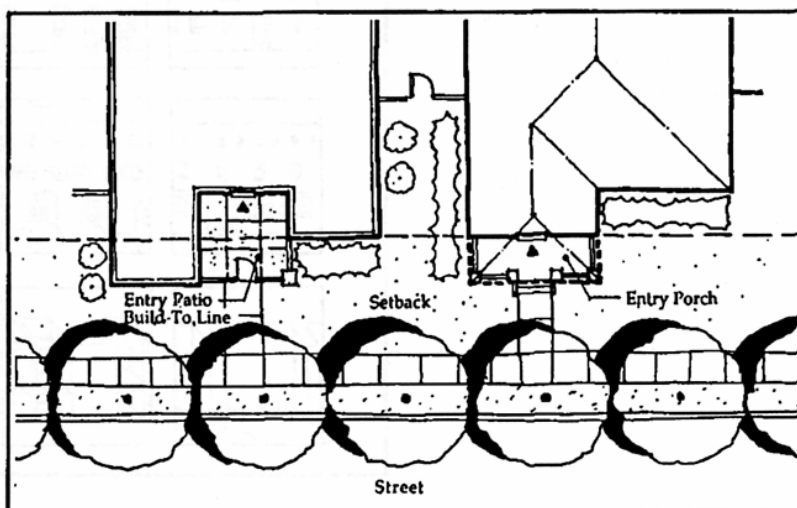
#### Discussion:

Buildings in the core commercial area should be encouraged to build to the sidewalk edge whenever possible. Larger setbacks of up to 20 feet should be permitted for office buildings/ balconies, arcades, and street side outdoor cafes and patios.

In residential areas, building setbacks should be between 5 and 15 feet from the sidewalk, depending on the character of the street and the type of unit. Parking areas or garages should be recessed or placed in the rear of buildings, in clustered parking areas or from alleys.

#### Justification:

*The street and sidewalk is the main pedestrian activity center. Minimal setbacks bring buildings close to the street and the pedestrians. This defined and close edge enlivens retail areas by encouraging window shopping and street side activity. In residential areas, minimal front yard setbacks encourage parking in the rear of buildings and dedicate a greater portion of the lot to private back yards.*



# TOD Design Guidelines

## Guideline 7F:

### BUILDING FACADES

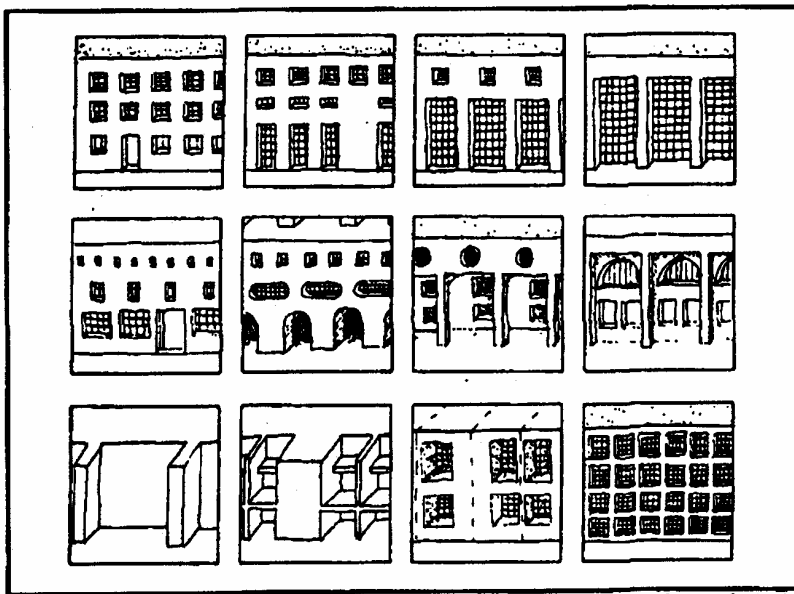
Building facades should be varied and articulated to provide visual interest to pedestrians. Street level windows and numerous building entries are required in the core commercial area. Arcades, porches, bays, and balconies are encouraged. In no case shall the facade of a building consist of an unarticulated blank wall or an unbroken series of garage doors. Building materials should convey durability and permanence, and should be suitable to the Sacramento climate.

#### Discussion:

Varied and interesting building facades are key to making a place "pedestrian-oriented." Building designs should provide as much visual stimulus as possible, without creating a chaotic image. Buildings should incorporate design elements that draw in pedestrians and reinforce street activity. Facades should vary from one building to the next, rather than create an overly unified frontage. Anchor retail tenants should be encouraged to add small-scale retail uses on building frontages with no entries. Building materials such as concrete, masonry, tile, stone, and wood should be encouraged; glass curtain walls and all reflective glass will be discouraged.

#### Justification:

*Streets with monotonous and unarticulated building frontages are not conducive to pedestrian activity and make walking less appealing. Streetside buildings should encourage window shopping, heavy foot traffic in and out of stores, and people-watching from outdoor seating areas.*



*Diagram by Rob Krier*

## 8. Street and Circulation System

### Guideline 8A:

#### ARTERIAL STREETS AND THOROUGHFARES

**Arterial streets and thoroughfares should allow efficient conveyance of through traffic and must not pass through TODs. Portions of Secondary Areas may be located across an arterial from a TOD.**

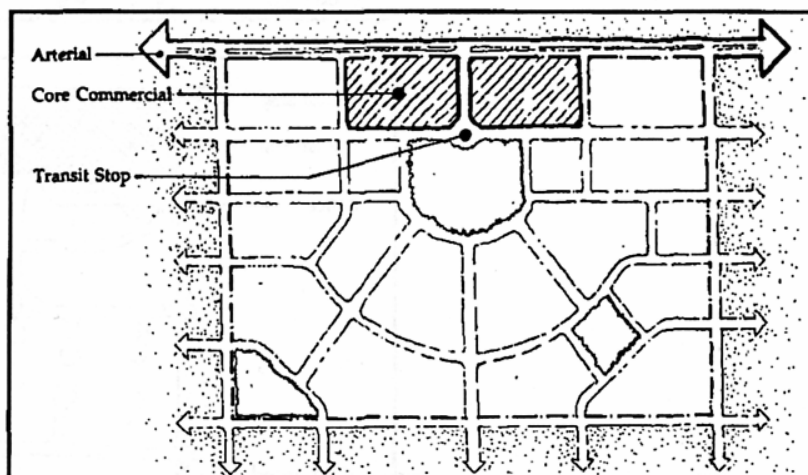
#### Discussion:

The regional traffic circulation system is dependent upon an efficient and smooth-flowing network of arterial and thoroughfare streets. Traffic on arterial streets should not be slowed by activity in the TOD. TOD sites should be selected such that arterial and thoroughfare streets are located at the TOD's periphery; not through the center of the TOD. If arterial streets are at the edge of a TOD, bus routes can loop into the core commercial area at the center of the TOD.

Arterials may be located between the TOD and the Secondary Area. The lower intensity uses in the Secondary Area can benefit from proximity to the core commercial area. The arterial may not serve as a significant barrier to pedestrian and bike activity because workers and residents in Secondary Areas will not make as many trips across the arterial during a single day. Convenient pedestrian and bike crossings shall be provided wherever cross-arterial connections are made.

#### Justification:

*In many areas, the main spine of the transit system will follow arterial streets and major thoroughfares. These four- to six- lane streets are barriers to pedestrian activity and thus should not be the focal point for the TOD. Rather, large traffic carrying streets should be located at the perimeter of a TOD or at the junction of two adjacent TODs.*



# TOD Design Guidelines

## Guideline 8B:

### STREET PATTERNS

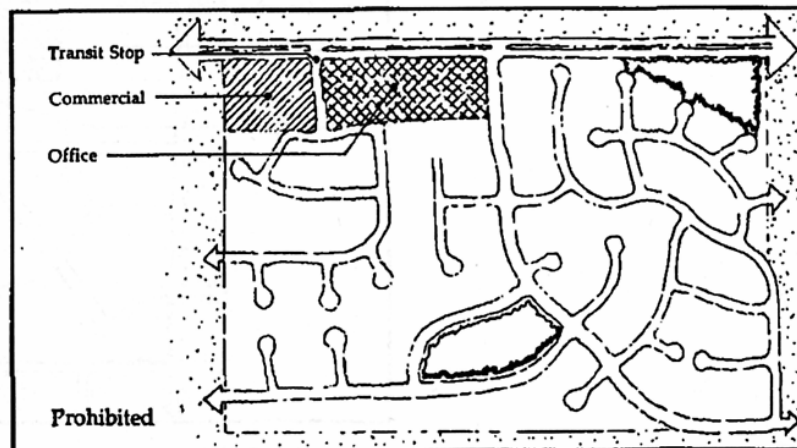
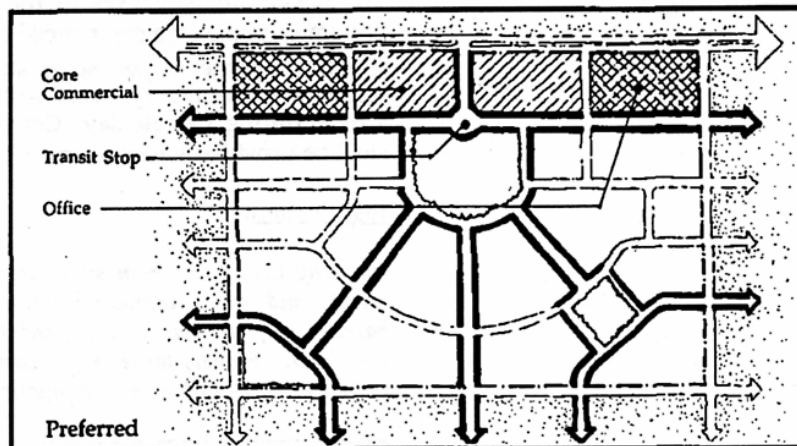
The TOD street system should be clear, formalized, and interconnected, converging to the transit stop and commercial center. Cul-de-sac and "dead end" streets should be avoided\*

#### Discussion:

The street pattern should be simple and memorable, avoiding winding roads, dead end streets, and cul-de-sacs. With an interconnected street system, any single street will not be overburdened by excessive traffic, thus reducing the need for cul-de-sacs. A street pattern which is circuitous and complex will discourage pedestrians; a street system with landmarks and a simple form will be memorable and familiar.

#### Justification:

*Clear, formalized, and inter-connected street systems make destinations visible, provide the shortest and most direct path to destinations, and result in security through community, rather than by isolation.*



# TOD Design Guidelines

## Guideline 8C:

### MULTIPLE ROUTES

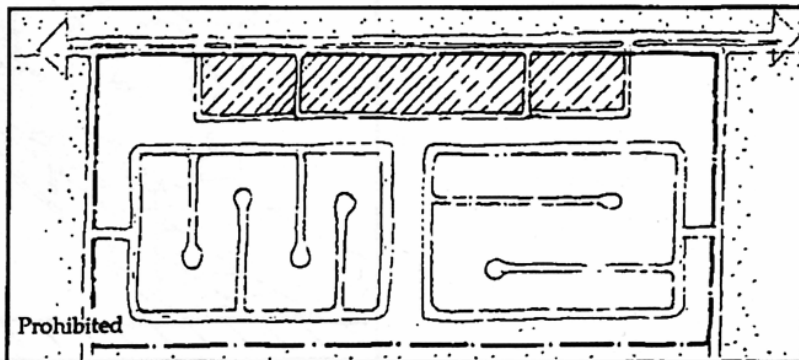
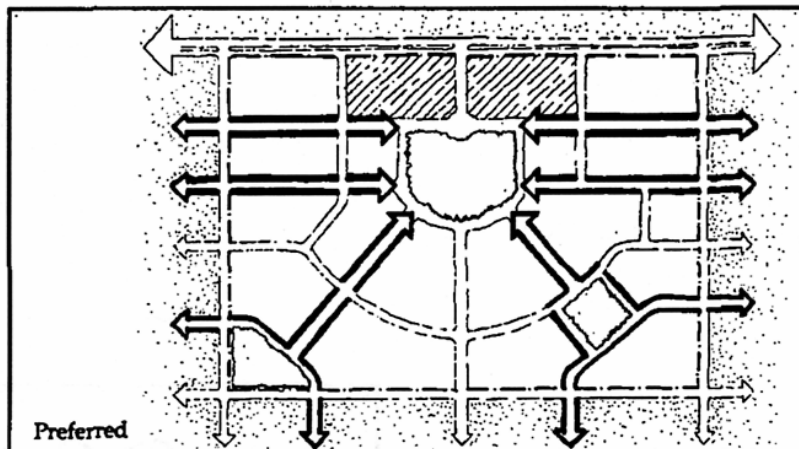
The street system should provide multiple and parallel routes between the core area, various areas in the TOD, and the Secondary Area. In no case shall internal trips within the TOD be forced onto a peripheral arterial.

#### Discussion:

The street system should allow autos, bikes, and pedestrians to travel on small local streets to any location in the TOD and to the Secondary Area. At no time should an arterial street be the sole route to and from an area of the TOD.

#### Justification:

*In many typical suburban communities, arterial streets are the main travel network and only route to important destinations. Forcing all cars on to a few main roadways not only increases traffic congestion, but also requires pedestrians to walk along busy, smoggy, wide, and "unfriendly" boulevards, rather than small, peaceful streets. Multiple parallel routes to the core area provide short and convenient routes for pedestrians, as well as facilitate the flow of traffic.*





# TOD Design Guidelines

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## Guideline 8D:

### STREET VISTAS

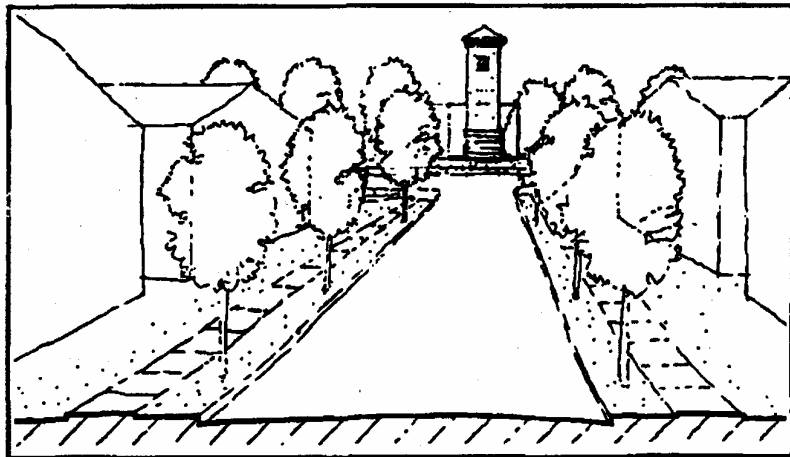
Where possible, streets should frame vistas of the core area, public buildings, parks, or natural features.

#### Discussion:

Streets should be designed so they terminate at important buildings and places. This will establish a series of pedestrian "landmarks," help to make the TOD spatially memorable, and allow pedestrians to feel the context of their community. Straight streets, in particular, allow clear views to landmarks and are encouraged.

#### Justification:

*Visible landmarks help orient pedestrians and make walking routes interesting and memorable. Straight streets make destinations more accessible by making them visible; if a destination is visible, a person is more likely to walk to it.*



# TOD Design Guidelines

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## Guideline 8E:

### STREET TREES

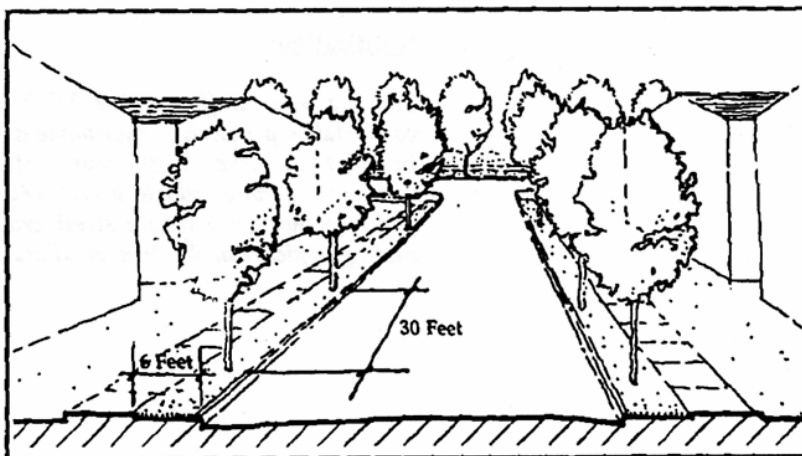
**Shade trees are required along all streets\*. Street trees shall be spaced no further than 30 feet on center and shall be located in 6 foot wide planter strips between curbs and sidewalks or within 4 feet of sidewalks on private lots in Secondary Areas. A limited number of the same species should be planted along any single street**

#### Discussion:

Many streets are identified and remembered by their street trees. TOD and Secondary Area streets should be lined with a limited selection of trees to give them a unified and distinct image. Within TODs, trees must be placed in a planter strip between the street and sidewalk. In Secondary Areas that do not have planter strips, the trees should be kept close to the sidewalk to provide shade and should be aligned to visually frame the street. In all cases, trees should be trimmed regularly to accommodate buses and service vehicles.

#### Justification:

*Shade for the comfort of the pedestrian is key to creating a viable walking environment in the Sacramento climate. Street trees help reduce heat build-up from large asphalt areas and creates a cooler micro-climate. Trees also provide habitat for local birds and help create a beautiful community.*



# TOD Design Guidelines

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## Guideline 8F:

### ON-STREET PARKING

**Parallel parking is encouraged on all TOD streets except arterials.**

#### Discussion:

Streetside parking is critical to keeping the focus of a community on the street, rather than on the interior of lots. Parallel parking helps to create street activity, as well as provide functional spaces. It supports orienting building entries to the street by providing convenient access for guests and patrons.

#### Justification:

Parallel parking helps to "civilize" the street for pedestrians by creating a buffer between moving cars and the sidewalk. The additional parking helps to replace areas devoted to large off-street surface parking lots and places the parking near the desired street-side building entries. Parallel parking on streets tends to slow the flow of through traffic. This helps to develop a pedestrian environment where walking is desired, but conflicts with the role of arterial streets to move traffic safely and smoothly through the community.

## Guideline 8G:

### STREET DIMENSIONS

**Within TODs street widths should be minimized without compromising auto safety.**

#### Discussion:

In residential areas of TODs and Secondary Areas, the County's standard for minor residential streets should be used whenever possible. Collector and commercial streets should be designed such that street widths are kept to a minimum.

#### Justification:

*Slowing auto traffic in the TOD is desired to create a safer, more comfortable pedestrian environment. Minimum street dimensions are intended to make streets more intimate in scale while providing for municipal service vehicle access and maintaining auto safety. Smaller street sections will reduce street crossing dimensions and result in cost savings which can in turn be allocated for pedestrian amenities.*

# TOD Design Guidelines

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## Guideline 8H:

### ALLEYS

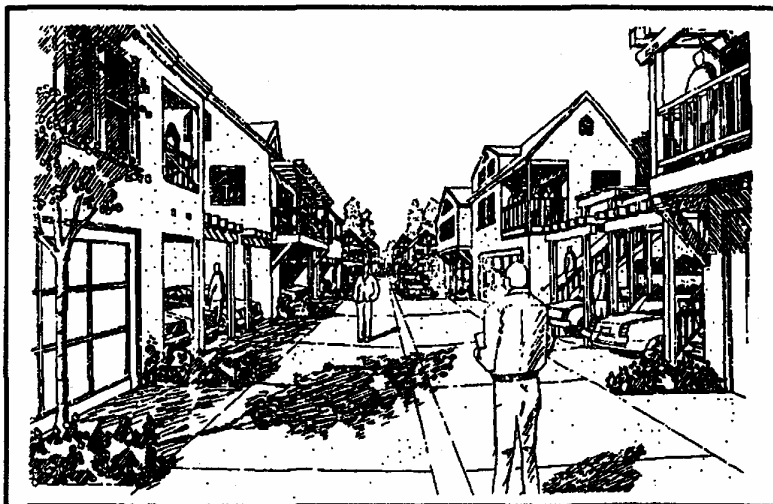
**Where possible, alleys should be used to serve residential and commercial developments within TODs.**

#### Discussion:

Alleys are a traditional access way in Sacramento, providing relief to the street system and a secondary access to individual parcels. Alleys serving residential development should be 18' wide with a 4' setback to each garage or parking area. For small-lot single-family houses on 32' to 45' wide lots, alley-accessed garages relieve the street side of the house from being dominated by garage doors and cramped by curb cuts.

#### Justification:

*In areas where walking is to be encouraged, streets lined with garages are undesirable. Alleys provide an opportunity to put the garage to the rear allowing the more 'social' aspects of the home to front the street. Streets lined with porches, entries and living spaces are safer because of this natural surveillance. Alleys in commercial areas place service vehicle access and parking away from the street and sidewalks, affording a more interesting and comfortable streetscape.*



# TOD Design Guidelines

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## **Guideline 8I:**

### **INTERSECTION DESIGN**

**Intersections within TODs shall be designed to facilitate pedestrian movement and minimize the number of turning lanes.**

#### Discussion:

Since the TOD street is conceived as more than a conduit for cars, street and intersection widths should be kept to a minimum; right and left turn lanes at intersections should be avoided. Intersections should be designed to slow traffic in the TOD and to reduce pedestrian crossing distances.

#### Justification:

*A street system should balance the needs and viability of the pedestrian, as well as the car. Reduced auto speeds improve pedestrian accessibility and safety, and can continue to accommodate safe vehicular movement. Unless absolutely necessary, additional turning lanes at intersections should be avoided to minimize pedestrian crossing dimensions.*

## 9. Pedestrian and Bicycle System

### Guideline 9A:

#### PEDESTRIAN ROUTES

**Pedestrian routes should be located along or visible from streets. Routes through parking lots or at the rear of residential developments should be avoided. Primary pedestrian routes and bikeways should be bordered by residential fronts (rather than back yards), public parks, plazas, or commercial uses.**

#### Discussion:

Too often pedestrian paths have been separated from streets, giving a confusing message to pedestrians as to the primary orientation of buildings and creating paths which can be dangerous because they lack adequate surveillance and auto access. Where possible, the primary pedestrian path system should coincide with the street system. Diagonal short cuts through parks, plazas and greens are an exception and should be encouraged. Paths through parking lots and away from streets should be avoided. Alternate routes around parks should be provided for night use.

#### Justification:

*The comfort of the pedestrian is dependent on a sense of security and familiarity. Paths which are lined with activities or occupants are safer. Additionally, paths to the rear of housing can present a security risk to its adjacent neighbors.*



# TOD Design Guidelines

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## Guideline 9B:

### CONNECTIONS TO THE CORE AREA AND THE TRANSIT STOP

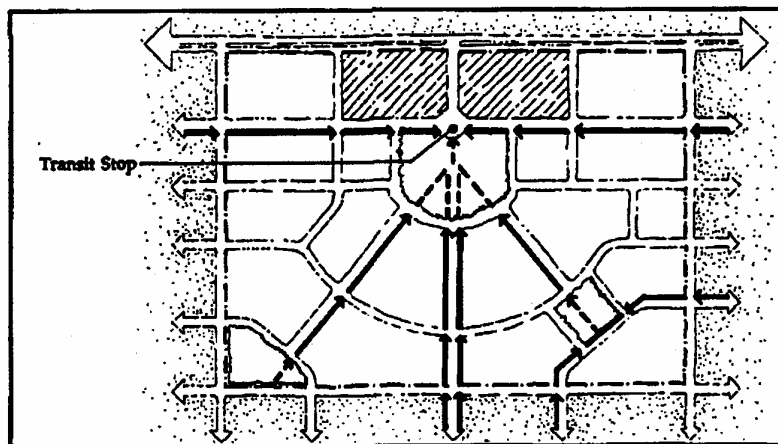
**The pedestrian system must provide clear, comfortable, and direct pedestrian access to the core commercial area and the transit stop.**

#### Discussion:

Although the street and sidewalk system will accommodate many destinations within the TOD, the primary destination will be the commercial core and transit stop. Direct paths to the transit stop should be lined with activities and be shaded. The configuration of parking, shopping and pedestrian routes should reinforce access to transit.

#### Justification:

*Up to 75 percent of all household trips are non-job related. Many of these non-commute trips can be captured within the TOD or within a short transit connection. Combining retail uses with a transit stop provides the opportunity for people to accomplish several tasks with one trip. Such combinations reinforce and expand transit convenience and utilization. Interruptions in the path and inconvenient walking routes discourage pedestrian travel for these types of trips. Pedestrian access is critical to the displacement of auto trips within the TOD and to encourage as much transit use as possible.*



# TOD Design Guidelines

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## Guideline 9C:

### SIDEWALKS

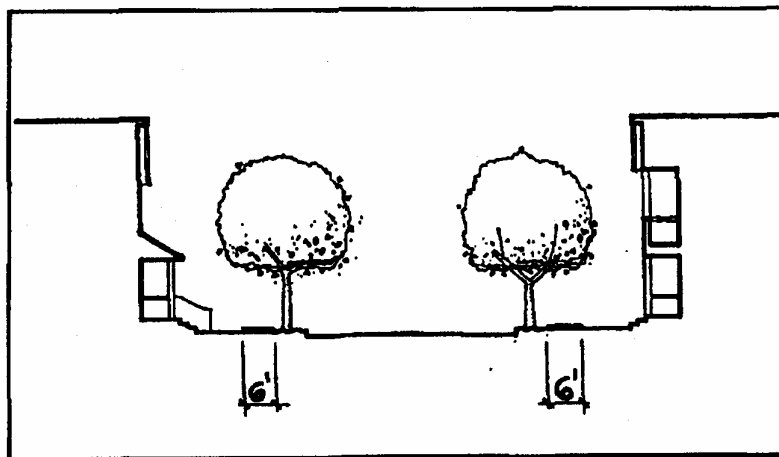
**Sidewalks are required on all streets in TODs and Secondary Areas. Sidewalks must be at least 6 feet wide in TODs and at least 4 feet wide in Secondary Areas.**

#### Discussion:

6 feet is a minimum width for two people to walk abreast comfortably. Larger sidewalk dimensions are desirable in the core commercial area where pedestrian activity will be greatest. The lower density Secondary Areas may employ standard 4-foot sidewalks.

#### Justification:

*Comfortable sidewalks are key to reinforcing a pedestrian environment within a TOD. The comfort and convenience of the pedestrian trip will reinforce the efficiency of the transit system by creating destinations which are attainable without a car and origins which do not depend solely on park-and-ride mode transfers.*





# TOD Design Guidelines

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## Guideline 9D:

### BIKEWAYS

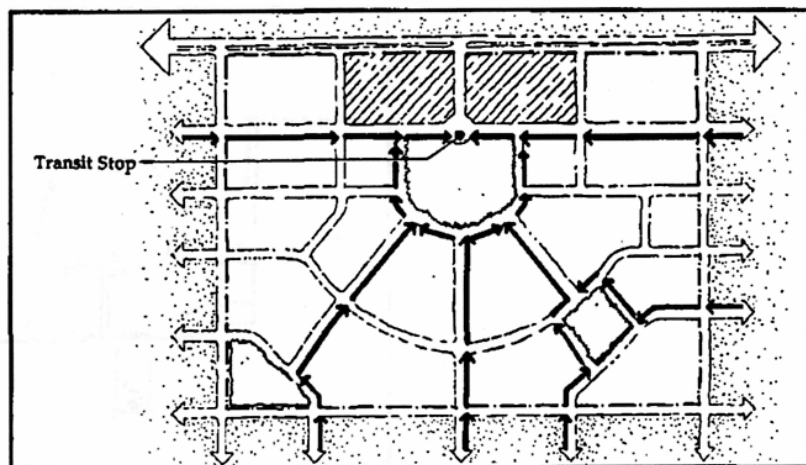
**Bike lanes should be provided on selected collector streets and should converge upon the commercial and transit center. Bicycle routes are also encouraged on small residential streets, but designated or marked bike lanes are not required.**

#### Discussion:

Selected routes to the transit stop should provide marked or separated bikeways connecting with the Secondary Areas. To minimize street widths, one side of parking could be replaced with an on-street bike lane. On smaller residential streets within the TOD, slower auto speeds will allow bikes to occupy the travel lanes.

#### Justification:

*Biking can be a major alternative to the auto for local trips or trips to the transit stop. Separated or marked bike lanes on several primary routes to the core area will support this alternative. On smaller streets, bikes sharing the travel lane will help slow cars to speeds more appropriate for residential streets.*



# TOD Design Guidelines

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## **Guideline 9E:**

### **BIKE PARKING**

**Bicycle parking facilities must be provided throughout the core commercial area, at the transit stop, and in office developments.**

#### Discussion:

Bike racks or other bike storage facilities must be provided at various shopping, transit/ and employment destinations in the TOD. Bike parking may be shared between uses, but should be centrally located, easily accessible to building entries, and visible from streets or parking lots.

#### Justification:

*Facilities must be provided to encourage bike travel to and within the TOD. Bike racks located at destinations, such as the core commercial area and office developments, will make it more convenient to bike to work or shopping.*

## 10. Transit Stops

### Guideline 10A:

#### SITE RELATIONSHIP TO TRANSIT STOP

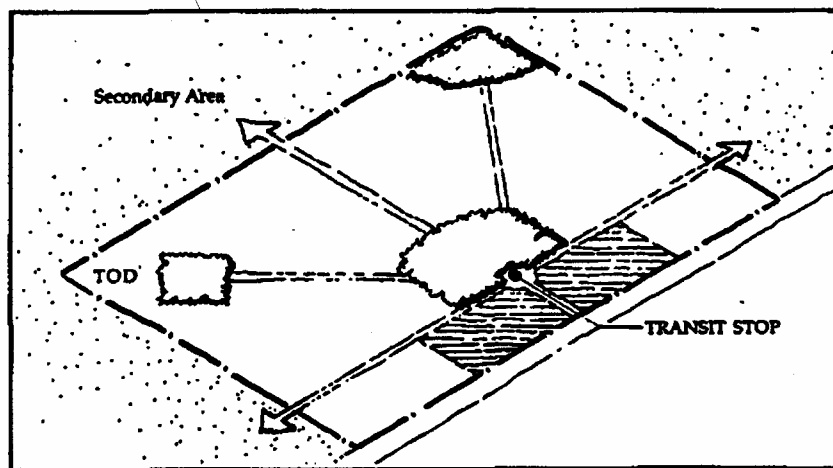
The transit stop should be centrally located within the TOD.

#### Discussion:

TOD sites should provide the greatest possible access to, and frontage on, the transit stop. This can be achieved by selecting a site which surrounds the transit stop. If the TOD is located next to an arterial, whenever possible, the transit stop should be centrally located, away from the arterial and the express bus or feeder bus routes should loop into the TOD to the transit stop.

#### Justification:

*Accessibility is the key to successful capture of transit ridership. A centrally located transit stop is closest to the greatest number of TOD residents and employees.*



# TOD Design Guidelines

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## Guideline 10B:

### TRANSIT STOP FACILITIES

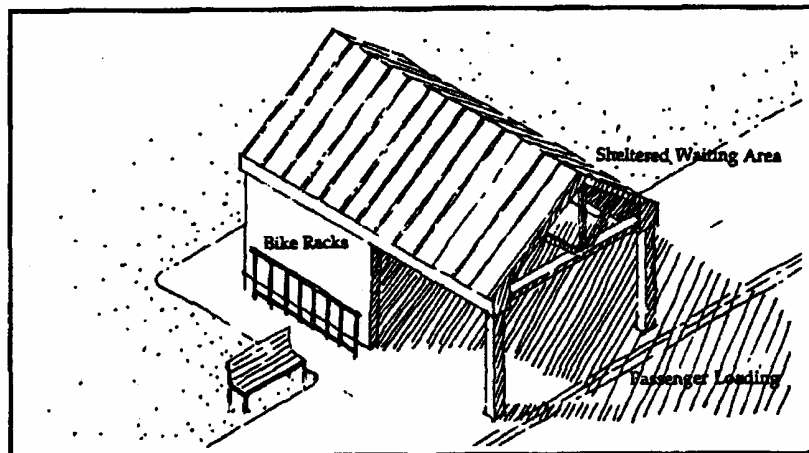
**At a minimum, TOD transit stops shall provide shelter for pedestrians, convenient passenger loading zones, and secure bike storage.**

#### Discussion:

Comfortable waiting areas, appropriate for year-round weather conditions, must be provided at all transit stops. Shelters should be designed with passenger safety and comfort in mind, and should be easily recognizable, yet blend with the architecture of the transit station and/or surrounding buildings. Passenger loading zones should be located close to the stop, but should not interfere with the transit stop operations. Secure and safe bicycle storage areas, such as bike lockers, bike racks, or monitored, "bike checks," must also be provided. At a minimum, developers will be required to set aside sites for transit stops.

#### Justification:

*TOD transit stops are apt to be used a greater portion of the year and by people using a variety of modes to get to them, than are stops in typical auto-oriented developments. Consequently, transit stop facilities should accommodate and encourage active use by providing year-round shelters, convenient loading zones, and secure bike storage.*



# TOD Design Guidelines

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## Guideline 10C:

### STREET CROSSINGS TO TRANSIT STOPS

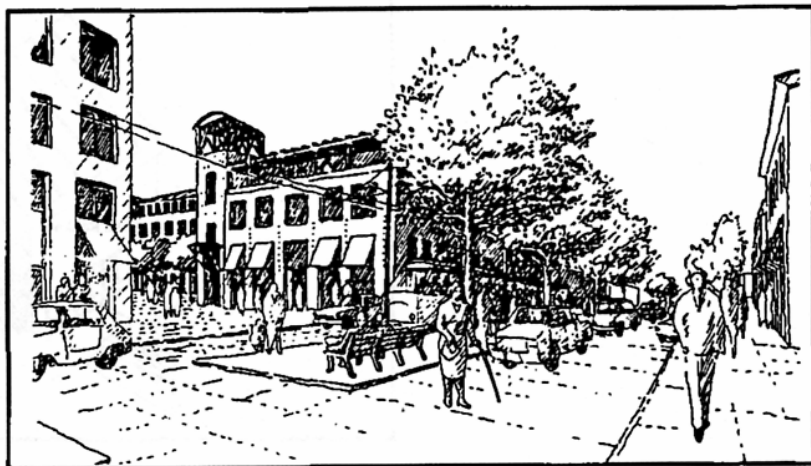
**Streets must be designed to facilitate safe pedestrian crossings to the TOD transit stop.**

#### Discussion:

Transit passengers are likely to make frequent street crossings, some at mid-block, depending on the location and design of the transit stop. Adjacent street design must recognize the need for easy, safe, and fast pedestrian access, by providing sufficient auto and pedestrian visibility distances, stop signs or manually operated traffic signals, and clearly marked pedestrian crossings.

#### Justification:

*Most people will use transit only if it is fast, safe, and very convenient. Accessibility to transit stops must be given high priority in the design of streets to promote transit ridership. Street crossing placement, design and markings should recognize the need by transit riders for fast and flexible access to the stop.*



## 11. Parking Requirements and Configuration

### Guideline 11A:

#### LOCATION OF PARKING LOTS

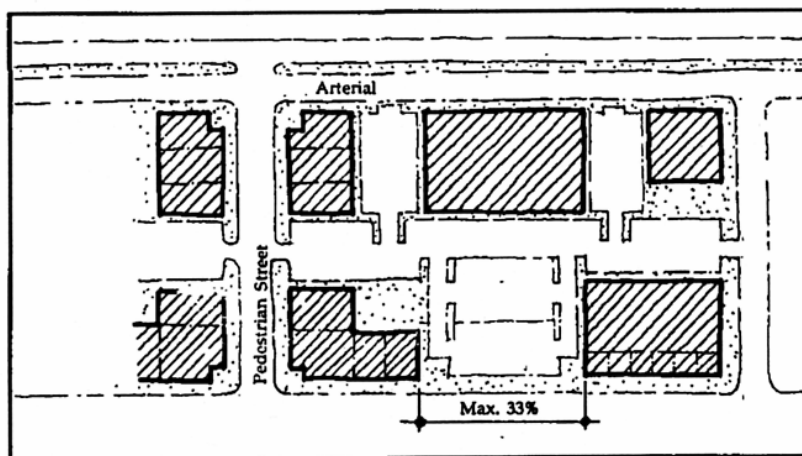
**Parking lots should not dominate the frontage of pedestrian-oriented streets or interrupt pedestrian routes. Parking lots should be located behind buildings or in the interior of a block, whenever possible. In no case shall surface parking lots occupy more than 33 percent of the frontage of a pedestrian-oriented street.**

#### Discussion:

Parking lots that serve buildings facing pedestrian-oriented streets should be located to the rear of the building or have no more than one bay of surface parking separating the building from the street. Major anchor retail stores may have deeper parking lots. In no case shall parking lots occupy more than 1/3 of the frontage of a pedestrian street.

#### Justification:

*An active pedestrian environment is stimulated by buildings at the sidewalk with numerous entries and visual stimuli; surface parking lots are "dead" spaces for pedestrians and drain the life of a street. Design solutions are available to integrate parking lots into TODs so that streets are interesting and "friendly" to pedestrians.*



# TOD Design Guidelines

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## **Guideline 11B:**

### **SIZE OF SURFACE PARKING LOTS**

**The size of any single surface parking lot shall be limited to 2.5 acres, unless divided by a street or building.**

#### Discussion:

In no case shall a surface parking lot be larger than 2.5 acres, unless it is divided into several pieces. This meets the parking needs of anchor grocery and drug stores. Large parking lots can be successfully segmented into smaller units by placing a street through two parking areas or locating a building between parking areas. If a single use will require a surface parking lot in excess of two acres, structured parking should be strongly encouraged.

#### Justification:

*Large parking lots detract from a pedestrian emphasis and dedicate valuable land close to the transit system to non-rider-generating uses. Limiting the size of surface parking lots avoids these problems, while continuing to accommodate the siting needs of anchor retail tenants.*

# TOD Design Guidelines

## Guideline 11C:

### JOINT USE PARKING

Joint parking allowances are strongly encouraged for proximate uses. Retail, office, entertainment, and some housing should share parking areas and quantities.

#### Discussion:

Projects with a mix of uses should seek to reduce the total number of parking spaces by comparing peak demand of each use by time of day, day of the week, and season. Where the varied parking demand for proximate uses allows joint use of a single parking facility, a reduced number of spaces is strongly encouraged. Shared parking areas should be conveniently located to all uses, but do not need to be located on the same parcel as the use.

#### Justification:

*The complementary relationship between land uses in a mixed-use area, such as a TOD, encourages multipurpose trips. Thus, a single parking space can serve several land uses. Additionally, peak parking demand for different land uses is often generated at different times during the day, week, or season. This also allows joint use of the same parking spaces for several uses. Reducing the amount of land devoted to parking within the TOD allows more efficient use of land closest to transit.*

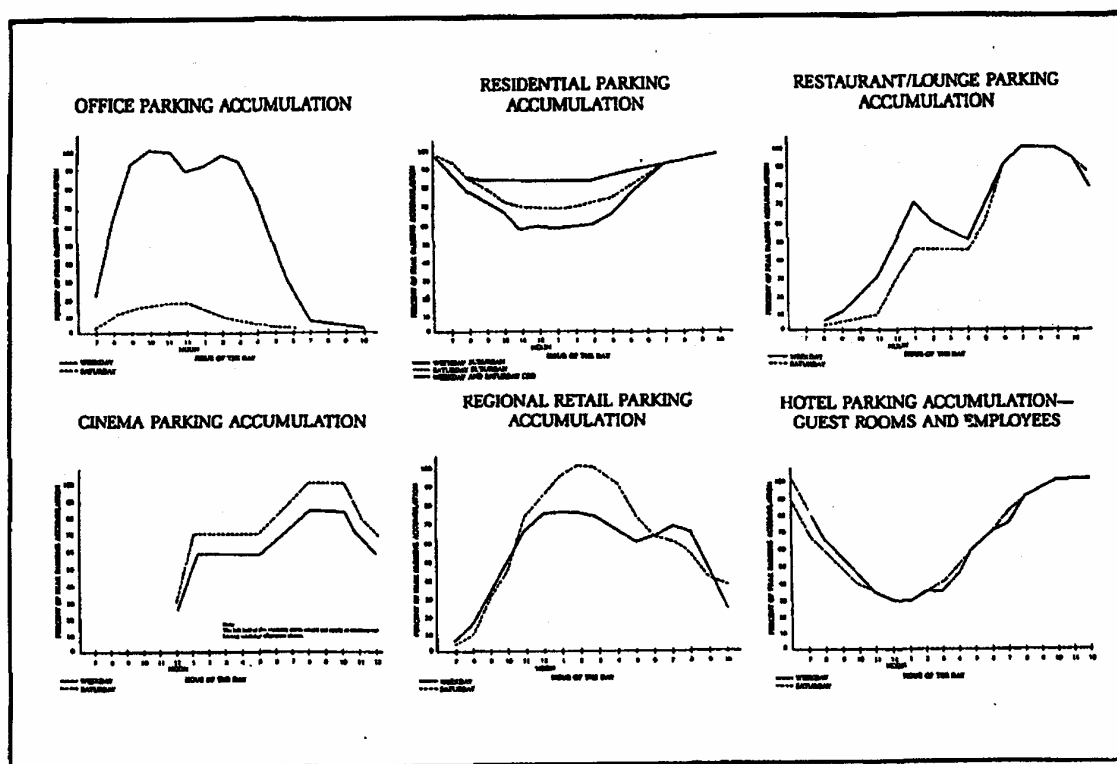


Diagram by Urban Land Institute



# TOD Design Guidelines

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## **Guideline 11D:**

### **PARKING REQUIREMENTS IN OFFICE AREAS**

**Reduce standard parking requirements by 15 percent in TOD office areas to discourage auto commuting. Locate car and vanpool parking in the most convenient locations.**

#### Discussion:

The required number of parking spaces for office uses should be reduced by 15 percent from current parking standards. This may be taken in addition to the savings in parking spaces achieved through joint use parking computations. Special care should be taken to ensure that adjacent residential areas are not negatively affected by spill-over parking from the core area. Within parking areas, car and van pool spaces should be located close to shopping streets and office building entries.

#### Justification:

*TODs assume a greater than average transit ridership, particularly in the core area where a mix of retail and office uses will be located within very easy walking distance of the transit stop. Thus, typical parking demand factors are not applicable and the number of parking spaces can be reduced.*

# TOD Design Guidelines

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## Guideline 11E:

### **SURFACE PARKING REDEVELOPMENT**

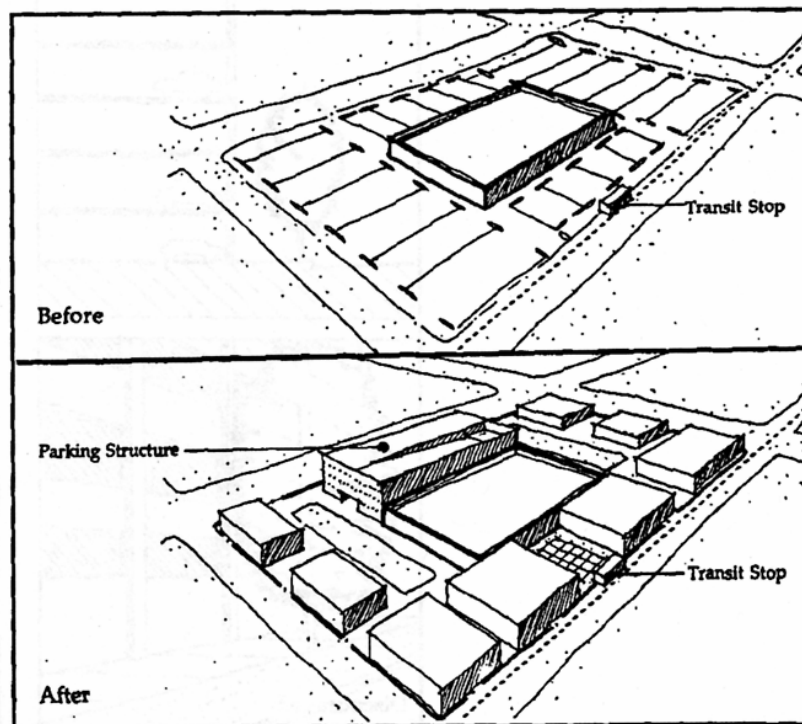
**Land devoted to surface parking lots should be reduced through redevelopment and construction of structured parking facilities. Surface parking lots in TODs should be redeveloped to more intensive uses in the future.**

#### Discussion:

Redevelopable sites with existing uses and/or existing light rail stations may have surface parking lots within the boundaries of the TOD which should be redeveloped with structured parking in order to more efficiently utilize the land near the transit stop. Additionally, in early phases of a TOD, when land values are still relatively low, some sites may be developed with surface parking lots. Such sites should be strongly encouraged to redevelop with more intensive uses as the TOD matures.

#### Justification:

*Land in the vicinity of the transit stop should be developed with the greatest intensity in order to provide the most opportunities for transit ridership. As land values increase in TODs, redevelopment of surface parking lots to more intensive uses will augment this desired density.*



# TOD Design Guidelines

## Guideline 11F:

### RETAIL IN STRUCTURED PARKING LOTS

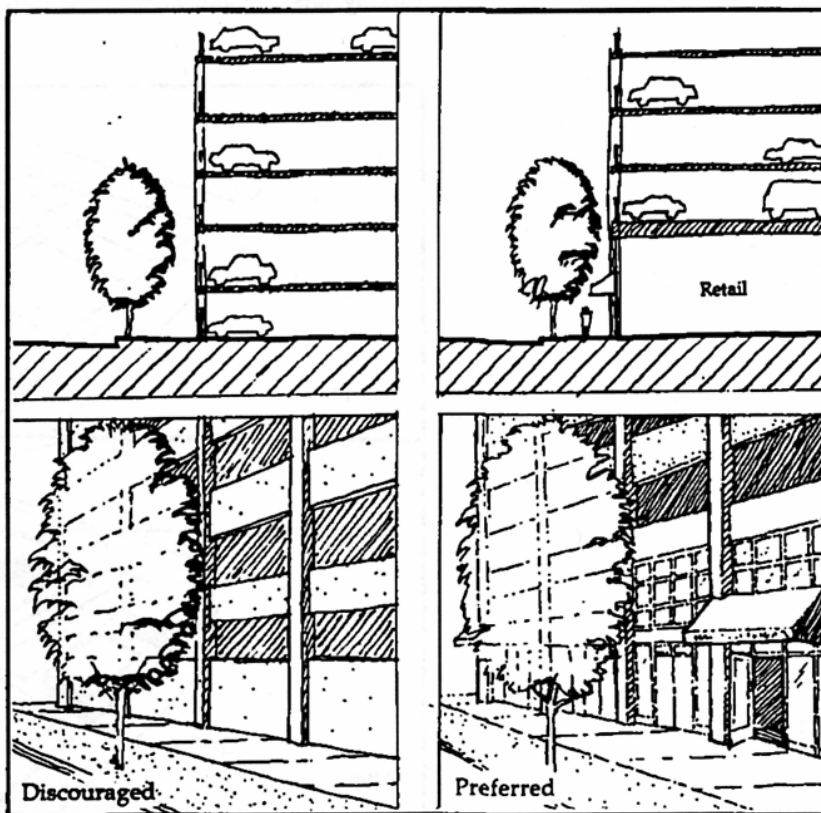
**Retail uses should be encouraged on the first floor of street-side edges of parking structures.**

#### Discussion:

Parking structures should not be allowed to dominate the street frontage in TODs. Retail uses should be located on the ground floor of parking garages and incorporated into the building's design. Office buildings can also be designed so that the active use portions of the building face the street and wrap around an interior parking structure. Portions of parking structures that do not have first level retail uses must be articulated and otherwise have an appearance similar to the building it serves.

#### Justification:

*The City of Sacramento has been very successful at preserving the life and activity at the street by requiring ground floor retail in parking structures. This example can be followed in the County to ensure that streets remain interesting and active.*



# TOD Design Guidelines

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## **Guideline 11G:**

### **PEAK PARKING LOTS**

**‘Peak’ parking areas, if necessary, should be developed with non-asphalt materials that allow infiltration of rainwater.**

#### Discussion:

Parking areas reserved for peak use times, such as the holiday shopping season, do not need to be paved with impervious materials because they are only used a few times a year. Non-asphalt materials, such as grass-crete or gravel, should be used whenever possible. The remainder of the year, these areas can be useful open spaces that promote groundwater recharge.

#### Justification:

*Groundwater recharge is an important factor in maintaining healthy and clean environments. Paved areas prevent rainwater from returning to the soil and recycling into the natural system. While parking lots that are used on a daily basis will need to be paved, peak parking lots that are only used a few times a year can be designed such that they can be used during the remainder of the year as open space if ground materials are used which allow infiltration of rain water.*

## **Guideline 11H:**

### **ON-STREET PARKING REQUIREMENTS**

**A portion of any project's parking requirements may be satisfied by on-street parking.**

#### Discussion:

One space per residential unit when off-street parking is along alleys, or the number of on-street parking spaces available on the contiguous street frontage of retail, office, or public use sites, may count against the total required number of parking spaces.

#### Justification:

*Utilizing on-street parking spaces to fulfill a portion of the total parking requirement will help reduce the amount of land devoted to parking, while continuing to provide the necessary amount of parking spaces.*

# TOD Design Guidelines

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## Guideline 11I:

### PARKING LOT LANDSCAPING

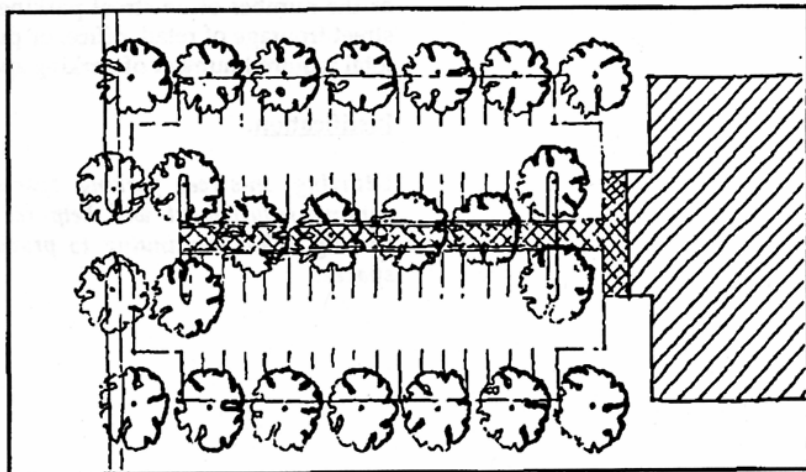
**All parking lots must have sufficient trees so that within ten years 70 percent of the surface area of the lot is shaded. Additionally, all parking lots should be screened from streets by non-bermed landscape treatments. Views of retail facades must not be blocked.**

#### Discussion:

This parking lot landscaping standard is intended to achieve a quality of environment that is comfortable to pedestrians, rather than planting a specified number of trees that may or may not achieve the desired results. Trees should be located along walkways; perimeter landscaping should screen views of cars, but not block views of retail facades. Tree canopies should be trimmed to provide shade, but should allow building visibility.

#### Justification:

*Sacramento's hot summer climate necessitates extensive landscaping, specifically trees that provide shade and relief from the sun. This is particularly important for surface parking lots which absorb significant amounts of solar heat and create hot, uncomfortable places for pedestrians. Landscaping along roadways should also be provided to soften the visual impact of rows of parked cars and define the edge of the sidewalk.*



# TOD Design Guidelines

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## Guideline 11J:

### **PARK AND RIDE LOTS**

**Park and ride lots may be provided in Urban TODs within structured parking lots located close to the transit stops. Surface parking lots specifically devoted to park and ride should not be provided in TODs. Rather, community-serving surface park and ride lots should be located at the ends of Trunk Line or Feeder Bus Line Networks or adjacent to, but outside, the boundaries of TODs.**

#### Discussion:

Park and ride lots are best located adjacent to TODs or at other transit stops. Recognizing the need for parking facilities within Urban TODs to serve both the core commercial area and the transit stop, structured parking lots available to the public may be provided in Urban TODs. These community-parking facilities should primarily serve the TOD and its Secondary Area. The size of the structured parking facility should be based on projected TOD and Secondary Area needs. These parking structures should be financed and constructed in conjunction with other TOD public improvements. Surface parking lots specifically designed for park and ride, should be located adjacent to TODs with convenient pedestrian access to the transit stop or at the end of the transit line.

#### Justification:

*While park and ride lots are extremely important components to building the ridership of the overall transit system, they do not necessarily augment the uses, activities, and densities of a TOD. The location and type of park and ride lots should be considered in terms of the goals and function of the entire transit system and should not detract from the TOD concepts.*

## 12. Open Space, Parks, and Public Spaces

### Guideline 12A:

#### LOCATION OF PARKS AND PLAZAS

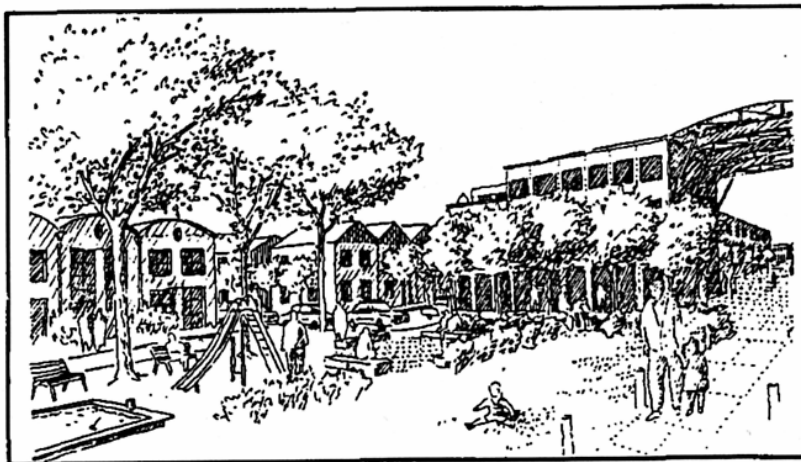
**Parks and plazas should be the focus of developments and should be placed next to public streets, residential areas, and retail uses. Parks and plazas should not be formed from residual areas, used as buffers to surrounding developments, or used to separate buildings from streets.**

#### Discussion:

Public parks and plazas are fundamental features of livable and enjoyable higher density communities. Park and plaza sites should reinforce retail and residential areas by creating "town squares" suitable for informal gatherings or public events. Appropriate sites are centrally located and adjacent to streets and shopping areas. In many communities, parks and plazas are located on sites that are not suitable for other types of uses, such as under freeways, on oddly shaped parcels at the edge of a development, or within private residential or office complexes. These sites are also not suitable for public parks and plazas and rarely function effectively as such. Private open space amenities may not count toward meeting this open space requirement.

#### Justification:

*Parks and plazas in TODs act as neighborhood meeting places, recreational activity centers, child care facilities, and lunch time picnic spots. Because their function is primarily "public activity," they are most appropriately located central to residential or core areas.*



# TOD Design Guidelines

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## **Guideline 12B:**

### **PARK AND PLAZA DESIGN**

**Public parks and plazas should be designed for both active and passive uses. They should reflect and reinforce the character of the surrounding area.**

#### Discussion:

A variety of types of parks and plazas can be designed for TODs to establish an identity or character for each neighborhood. For example, plazas in commercial core areas may be most appropriately designed with finished hardscape materials such as stone or brick, and include fountains and seating areas; parks in residential areas could be developed with grassy fields, play equipment, and sports facilities.

#### Justification:

*The design of parks and plazas should be appropriate to their setting, location, and use. Because parks and plazas will be focal points of TOD activity, special consideration should be given to making these public spaces not only functionally appropriate, but consistent with the character and density of the surrounding area.*



# TOD Design Guidelines

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## Guideline 12C:

### PARK AND PLAZA LANDSCAPING

**Parks and plazas should provide adequate shading for comfortable mid-day summer use and sunny areas for winter use. Landscape design must respect vistas created by streets.**

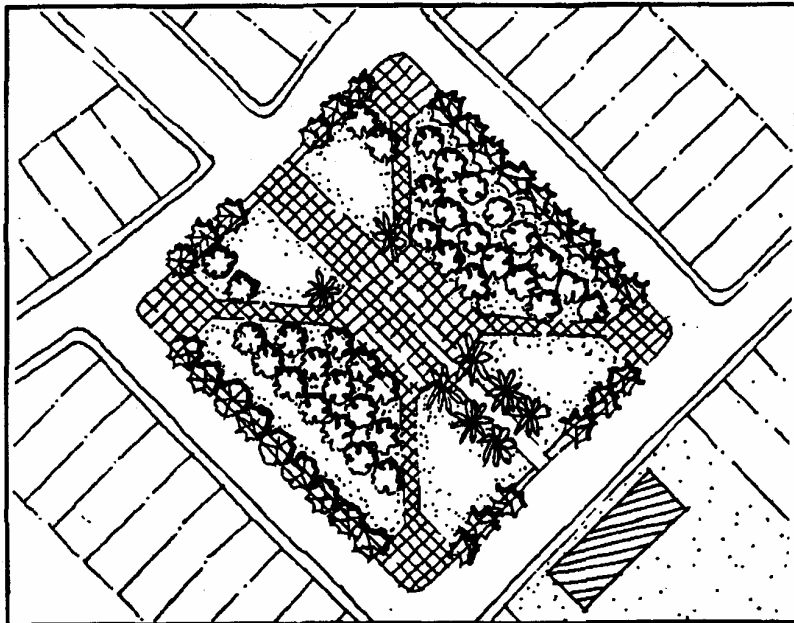
#### Discussion:

Park and plaza landscaping should provide trees and plants that make comfortable, relaxing environments. The amount and location of such landscaping should be appropriate to and complement the character and design of the space. Landscaping should allow comfortable use in both summer and winter months.

Because parks and plazas form the spine of urban public spaces, views and linkages to streets and other public spaces and buildings must be respected and reinforced through design elements. For example, paths should align with important viewpoints; trees should not block views of significant public monuments or buildings; and perimeter landscaping should allow views into a park.

#### Justification:

*Public Park and plaza landscaping should create places that are comfortable, safe, and linked with the overall network of public spaces. Flexible landscaping guidelines should be permitted so that a variety of spaces are created which reflect the role and character of the place,*



# TOD Design Guidelines

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## Guideline 12D:

### MONUMENT TREES

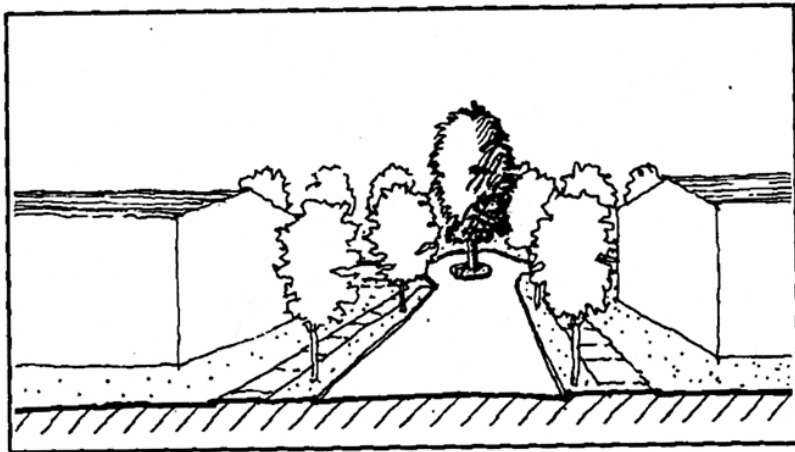
**Landscaping in public open spaces should continue the Sacramento tradition of planting "monument" trees.**

#### Discussion:

There possible, appropriate, and consistent with the character of the space, large "monument" trees should be planted. These trees should be planted at the terminus of vistas or along important streets. Existing trees should be protected.

#### Justification:

*Monument trees have long been used as landmarks or "place makers" in Sacramento. They are visible from long distances and help pedestrians orient themselves spatially within the community. They also establish a very pleasing and comfortable environment that connects with the history of the community.*



# TOD Design Guidelines

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## **Guideline 12E:**

### **ON-SITE CREEKS AND RIPARIAN HABITAT**

**On-site creeks, riparian habitat and other sensitive environmental features should be incorporated into the design of the TOD as open space amenities. Streams should not be fenced/channeled, or culverted.**

#### Discussion:

Whenever possible, yet in keeping with County standards and CEQA-required mitigation measures, on-site creeks, riparian habitat, and other environmental features should be incorporated into the design of the TOD such that public access is encouraged and natural features are preserved.

#### Justification:

*Natural features can serve as amenities to the TOD and provide a sense of escape from the urban "hardscape." Sensitive site planning should be encouraged in TODs so that natural habitat becomes an integral part of the community.*

# TOD Design Guidelines

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## **Guideline 12F: SCHOOLS AND COMMUNITY PARKS**

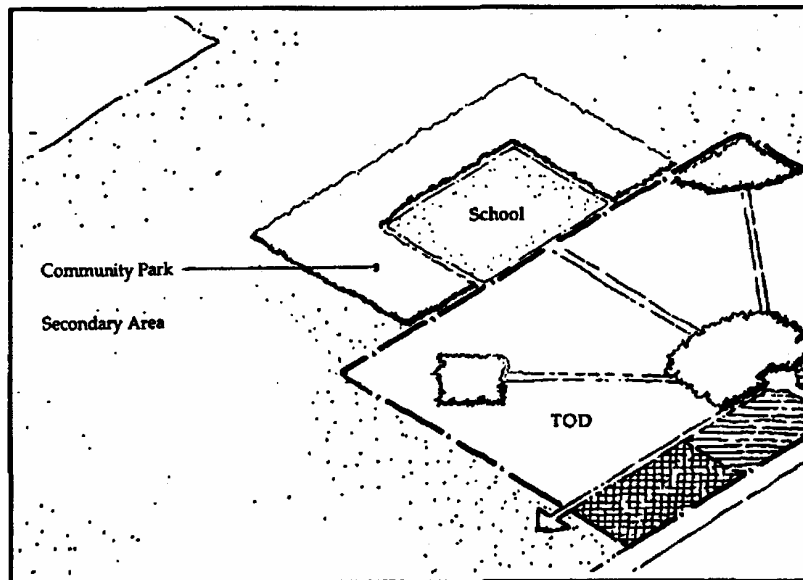
**If needed, school sites and community parks shall be located at the edges of TODs in Secondary Areas. Strong pedestrian and bike links should connect these sites with the commercial and transit core.**

### Discussion:

While schools and community parks are not necessary uses in the TOD, they may be needed to serve the population of the TOD and the Secondary Area. Schools and community parks should be located within convenient walking distance (1/2 mile) of the TOD, in the Secondary Area. Pedestrian and bicycle paths should follow the shortest route to the commercial and transit core.

### Justification:

*Land within TODs should maximize transit-oriented uses. Schools and community parks may be necessary public facilities for TOD residents, but can be located at the edge of TODs without detracting from the function of the TOD.*



### 13. Relationship To Surrounding Land Uses

#### Guideline 13A:

#### INTEGRATING EXISTING VIALE USES

**Existing on-site uses should complement the mix of uses and the pedestrian and transit orientation of the TOD. Uses which are economically and physically viable should be incorporated into the TOD development plan. If necessary, improvements should be made to make these uses more compatible with TOD concepts.**

#### Discussion:

In many cases/ existing uses which have the potential to continue operation for a number of years will exist within the designated TOD site. Existing uses must be compatible with the TOD emphasis on providing opportunities for pedestrian and transit travel. Uses which rely on auto trips, such as gas stations, car washes, storage facilities, motels, or low-intensity industrial uses, are not likely to contribute to the pedestrian activity level in the TOD and should be discouraged.

TOD site plans should integrate existing uses by respecting their on-going operations, access requirements, and in some cases existing building massing and architecture. Site improvements may be required to make these properties more consistent with the TOD concept, such as provision of additional pedestrian connections to surrounding sites, site landscaping, and building frontage treatments.

#### Justification:

*TOD development in areas with existing uses allows for infill and redevelopment of sites that may have been skipped over in the process of urban growth; this type of site "reuse" is an important element in the County's strategy to minimize urban sprawl. Existing viable uses can serve as the starting point for TOD developments, and in some cases can represent the nucleus for future economic revitalization. In order for a TOD to function properly, however, site planning and design of existing uses must be integrated into the fabric of the TOD.*

# TOD Design Guidelines

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## **Guideline 13B:**

### **CONDITION AND DENSITY OF EXISTING USES**

**The condition, density, and intensity of existing on-site uses should be similar and complementary to those of the planned TOD.**

#### Discussion:

Existing on-site uses that will remain within the TOD must be consistent with the density, intensity, and site development standards for the TOD. For example, existing residential development should meet the minimum 7 units per acre TOD density standard; commercial and office development must meet the minimum FAR standards. If these guidelines cannot be met initially, plans for implementing necessary improvements over time must be submitted with the TOD project application.

#### Justification:

*Existing viable uses must be compatible with the density, intensity, and quality of development proposed in the TOD. Lower density uses will detract from the ability of the TOD to function effectively and truly encourage transit use.*

## **Guideline 13C:**

### **REDESIGNING STREET AND PEDESTRIAN SYSTEMS**

**Existing on-site pedestrian, parking, and auto circulation systems should be redesigned to encourage pedestrian access between parcels, uses, and public spaces.**

#### Discussion:

On sites that will be redeveloped into TODs, existing roadways and pedestrian networks may need to be redesigned to facilitate pedestrian access between parcels and buildings. Improvements should be made to open walking paths between uses, protect important vistas, and slow auto traffic; through-streets should be encouraged wherever possible.

#### Justification:

*Every effort should be made to encourage and facilitate pedestrian access at sites that are redeveloped into TODs. In some cases this may require redesigning streets and pedestrian systems.*

# TOD Design Guidelines

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## **Guideline 13D:**

### **PROXIMITY OF COMPETING RETAIL**

**In urban growth areas all new neighborhood and convenience retail centers shall be incorporated into TODs. No competing retail uses will be allowed within 2 miles of a TOD or a planned TOD.**

#### Discussion:

In order for the core commercial area of a TOD to function successfully in terms of market and pedestrian activity, competing retail centers must be limited. Reducing the opportunities to develop retail uses outside of TODs will also facilitate attracting major anchor tenants to TODs.

#### Justification:

*TODs depend on retail uses for a focus and pedestrian destination. Competing centers in locations which do not support transit or pedestrian neighborhoods would diminish the opportunities to build mixed-use centers.*

## C. TOD GLOSSARY

The following is a summary of key terms used in the TOD Design Guidelines. The definitions provided are general in nature. For more precise definitions of the terms as they apply to TODs, please consult the text of the Guidelines. For more complete technical definitions of the terms, consult the text of the General Plan.

**Arterial Street:** A major street (typically with four lanes) that carries traffic to and from collector and local streets to a freeway.

**Bus Transfer Station:** A transfer station at which passengers transfer from bus to bus (e.g., local line to feeder line, feeder line to trunk line).

**Collector Street:** A Street that carries local traffic to or from arterial streets.

**Complementary Uses:** Existing or new uses within TODs or within secondary areas that support and are compatible with TOD concepts.

**Core Commercial Area:** A mixed-use commercial area located immediately adjacent to a transit stop containing convenience retail uses, offices, and public uses such as a community center, post office, library, and civic services.

**Express Bus Service:** Bus service that runs directly between its origin and its destination with few stops.

**Feeder Bus Line Network:** Network of bus routes providing service to light rail stops or bus transfer stations on the trunk line network.

**Infill Area:** An area containing one or more vacant parcels surrounded by urban development.

**Light Rail Stop:** Any place where a light rail train stops to pick up or drop off passengers

**Local Street:** A small street that carries only local traffic through neighborhoods.

**Local Transit Center:** A bus stop or a bus transfer station located on the feeder bus line network within a Neighborhood TOD.

**Neighborhood TOD:** A TOD emphasizing residential and local-serving retail uses that is located on a feeder bus line.

**Non-TOD Uses:** Uses which rely extensively upon automobile or truck transportation for their business (e.g., heavy industrial uses, warehousing, distribution facilities, and freeway commercial complexes).

**Reuse Area:** An area containing underutilized retail, office, or industrial sites.

**Revitalization Area:** An urbanized area in which the land is underutilized and/or the existing development is significantly deteriorated.

**Secondary Area:** An area which contains housing or office or industrial uses that is adjacent to a TOD and is located within one mile of a TOD transit stop.



## TOD Design Guidelines

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**Thoroughfare:** A major street (typically with six to eight lanes) designed to carry high traffic volumes.

**Transfer Station:** A transit stop at which passengers can change transportation modes (e.g., from bus to light rail, from feeder line bus to trunk line bus, or from local bus to feeder line bus).

**Transit-Oriented Development (TOD):** A mixed-use community or neighborhood designed to encourage transit use and pedestrian activity.

**Transit Stop:** A light rail stop, bus transfer station, or local transit center.

**Trunk Line Network:** The major elements in RTs express regional transit system. Trunk lines are generally light rail lines, but may also be streets with high frequency express bus service running at 10 to 15 minute headways normally and 30-minute headways at night and on weekends.

**Urban Growth Area:** An essentially undeveloped area identified for urbanization that is located on the periphery of the developed portions of the county.

**Urban Service Area:** The area within which the County expects all of its ultimate urban growth to occur.

**Urban TOD:** A TOD that is located directly on the trunk line network at a light rail stop or a bus transfer station. Urban TODs have higher commercial intensities and residential densities and a higher percentage of job-generating uses.