CHAPTER 3 LAND USE, PLANNING AND POPULATION

3.0 INTRODUCTION

This chapter of the Draft EIR describes existing and planned land uses within and adjacent to the project site, current land uses, land use designations, and zoning, and analyzes the consistency of the proposed McKinley Village Project (proposed project) with existing land use plans and policies as well as land use compatibility with adjacent lands and uses proposed internal to the project.

CEQA Guidelines Section 15125(d) provides that the environmental setting of an EIR must discuss "any inconsistencies between the proposed project and applicable general plans and regional plans." Potential inconsistencies between the proposed project and the City of Sacramento 2030 General Plan, the East Sacramento Community Plan (a subset of the General Plan), and the City of Sacramento (City) Zoning Ordinance are discussed in this chapter. In addition, the reader is referred to the various technical sections in Chapter 4 for a discussion of any potential physical/environmental effects and potential incompatibilities that may be considered in the determination of physical environmental impacts. In addition, this Draft EIR evaluates potential effects associated with the project's proximity to Capital City Freeway and the Union Pacific Railroad (UPRR) tracks. All potential concerns or land use incompatibilities are addressed in the applicable technical sections in Chapter 4.

This chapter also describes existing and projected population in the City of Sacramento. It identifies the proposed project's development assumptions and analyzes projected population growth in relation to City projections.

Changes in population (and housing) in and of themselves are generally characterized as social and economic effects and are not considered physical effects on the environment. CEQA provides that economic or social effects are not considered significant effects on the environment unless the social and/or economic changes are connected to physical environmental effects. A social or economic change related to a physical change may be considered in determining whether the physical change is significant (CEQA Guidelines Section 15382). The guidance for assessing economic and social effects is set forth in Section 15131(a) of the CEQA Guidelines:

Economic or social effects of a project shall not be treated as significant effects on the environment. An EIR may trace a chain of cause and effect from a proposed decision on a project through anticipated economic or social changes resulting from the project to physical changes caused in turn by the economic or social changes. The intermediate economic or social changes need not be

analyzed in any detail greater than necessary to trace the chain of cause and effect. The focus of the analysis shall be on physical changes.

While an increase in population resulting from new development does not necessarily cause direct adverse physical environmental effects, indirect physical environmental effects such as increased vehicle trips and associated increases in air pollutant emissions and noise could occur. The information in this chapter is used as a basis for the analysis of project impacts in the technical sections contained in Chapter 4 of this Draft EIR.

Numerous comments were received in response to the Notice of Preparation (NOP; see Appendix A). Comments related to land use, population, and housing included concerns that the project is too dense, does not include a mixed-use component and is not "smart growth," is not consistent with Senate Bill (SB) 375, is incompatible with the adjacent light industrial uses to the south, and does not include any affordable units. All of these issues are addressed in this chapter.

Information for this chapter was primarily obtained from the City of Sacramento 2030 General Plan and Master EIR (MEIR; March 2009), the City of Sacramento General Plan 2008–2013 Housing Element (adopted November 18, 2008), the Sacramento Area Council of Governments (SACOG) Blueprint, the East Sacramento Community Plan, and SACOG's Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS).

3.1 EXISTING SETTING

The following provides the existing land uses on the project site as well as the surrounding land use designations, zoning, population levels, and housing supply.

Existing Land Uses

The 48.75-acre project site is located adjacent to Capital City Freeway and an elevated portion of the UPRR tracks near existing developed areas within the City to the south, east and west. The elevated UPRR embankment essentially creates a physical barrier between the project site and existing uses to the south, west, and east.

The project site is an undeveloped fallow field dominated by non-native grasses and shrubs along with four freestanding billboards and overhead utility lines and poles. Two groundwater monitoring wells and six soil gas probes are located along the northern portion of the project site used for post-closure monitoring of the 28th Street Landfill. Trees are visible adjacent to the northern, western, and southern boundaries of the site within the California Department of Transportation (Caltrans) and UPRR rights-of-way (ROWs). No trees exist within the boundaries of the project site.

The project site is identified by the following City of Sacramento Assessor's Parcel Number (APN) for the project site: 001-0170-028. Other properties that would be used for ingress and egress include the following APNs: extension of 40th Street—001-0170-025, 001-0170-009, 004-0010-031, 004-0010-002; A Street east of freeway—001-0170-013, 003-0061-011; Alhambra undercrossing—003-0010-003; and A Street west of freeway, in the Sutter's Landing Regional Park/28th Street Landfill —003-0050-016, 003-0050-014, and 003-0050-012.

Surrounding Land Uses

Surrounding land uses include the former City of Sacramento 28th Street Landfill to the north across the Capital City Freeway (the former landfill site has been designated as a regional park – Sutter's Landing Regional Park), and the River Park neighborhood to the east. The American River is located approximately 0.25 mile northeast of the project site. Land uses to the south and west include the Cannery Business Park and other light industrial uses adjacent to the southside of the UPRR embankment by Lanatt Street, and residential neighborhoods in McKinley Park and East Sacramento. Neighborhoods in Midtown are located further west of the project site (see Figure 3-1, Surrounding Land Uses).

Parcels surrounding the project site are zoned Light Industrial (M-1) to the south, Standard Single Family (R-1) to the south and east, Community/Neighborhood Commercial and Offices (CNCO) by Alhambra Boulevard to the south, and Agriculture-Open Space (A-OS) to the north (see Figure 3-3, Existing Zoning).

Surrounding land use designations are Parks and Recreation, Employment Center low-rise, Traditional Neighborhood – low, and Urban Corridor Low (see Figure 3-2, Existing General Plan Land Use Designations).

2030 General Plan and Community Plan Land Use Designations

The City's 2030 General Plan designates the site for Planned Development (PD) and indicates the site is an Opportunity Area slated for future infill, reuse, or redevelopment. The General Plan indicates that, for areas designated as PD, "specific land use and urban form designations will be applied to these areas once planning is complete and the City has approved the development" (City of Sacramento 2009a). Policy LU 10.1.4 states that those areas designated as PD shall be developed consistent with the General Plan's Vision and Guiding Principles and would need to obtain a General Plan Amendment to designate the site consistent with proposed land uses.

The project site is located within the East Sacramento Community Plan Area which encompasses approximately 7.1 square miles or 4,525 acres. The Plan Area is generally bounded by the American River to the north, Jackson Highway to the south, Watt Avenue to the east, and Alhambra Boulevard to the west (City of Sacramento 2009a). The Plan Area includes

four neighborhoods: East Sacramento, College-Glen, the Sacramento State campus, and River Park. The Community Plan identifies the project site as an Opportunity Area for future residential development and neighborhood uses in the Community Plan (City of Sacramento Community Plan, Figure ES-3 2009). The East Sacramento Community Plan does not include any goals or policies.

Existing Zoning

The City of Sacramento's Zoning Code (Title 17) specifies building setback, building height, building density, and site coverage to ensure that the public's health, welfare, and safety would be protected and that development occurs in a planned, logical fashion. The project site is currently zoned Heavy Industrial (M-2). Since the City adopted its 2030 General Plan in early 2009, the Zoning Code has not yet been updated to reflect the new land use designations. The City plans on updating the Zoning Code to achieve consistency with the land use designations as development applications are received. The proposed project would rezone the site to the Single-Family Alternative Planned Unit Development and Residential Mixed Use (R-1A PUD and RMX) zone to be consistent with the intent of the City to develop this site with residential uses. Figure 3-3, Existing Zoning, shows the existing zoning in the areas adjacent to the project site.

The definition of the M-2 zone from Title 17 of the City Code is as follows:

M-2—Heavy Industrial Zone. This zone permits the manufacture or treatment of goods from raw materials. Like the M-1(S) zone, the M-2(S) zone has certain regulations designed to obtain industrial park developments that are in keeping with the modern concept of attractive, landscaped industrial plants.

Population

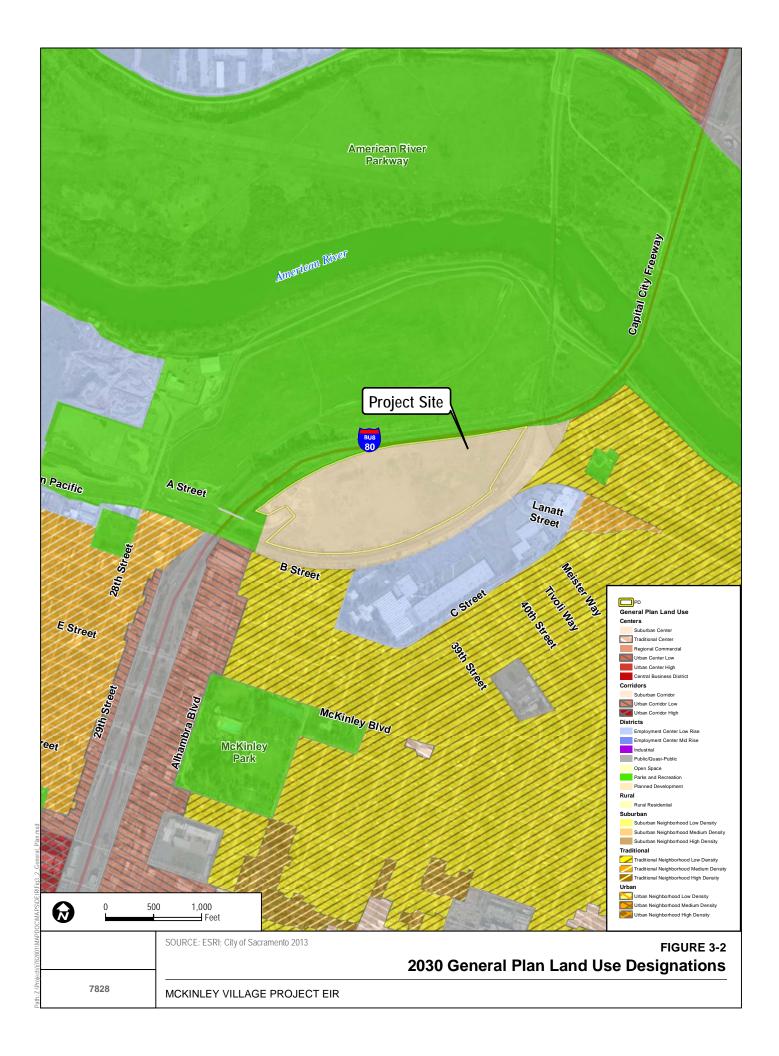
The population of the City of Sacramento is racially and ethnically diverse, represented by a mix of white, African-American, Asian, and Latino people. According to the state Department of Finance (DOF), the City of Sacramento's population was estimated at 473,509 on January 1, 2013 (DOF 2013a). DOF data indicates that the City's population in 2010 was 466,488 and was estimated to increase to 470,437 by 2012 (DOF 2013a).

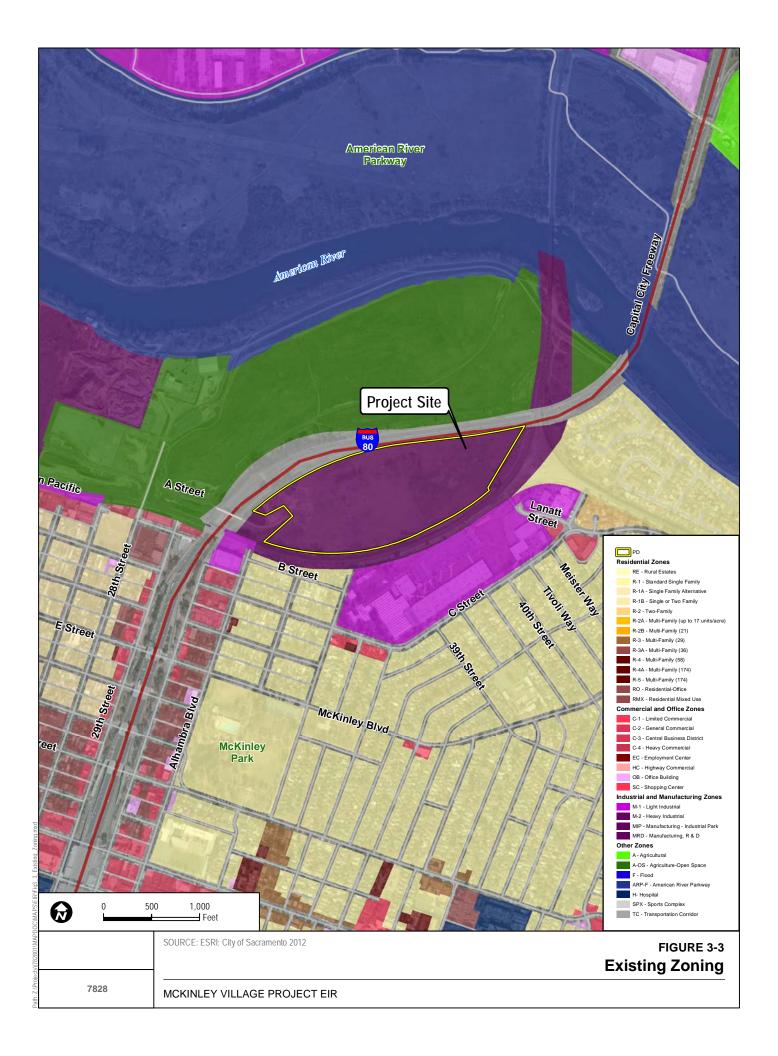
As indicated in the MEIR prepared for the City's 2030 General Plan, the population within the East Sacramento Community Plan area in 2000 was 32,181 and is anticipated to increase to 34,682 by 2025 (City of Sacramento 2009b).

The project is anticipated to generate a total population of 656 new residents at buildout, based on the City's rate of 2.0 persons per household.

November 2012







Housing

Regional Housing Supply

The housing supply in the greater Sacramento region has grown since the 1990s, but recent slowing of the economy starting in the mid to late-2000s has affected housing growth across the region. In late 2012, development in the six-county Sacramento region has begun to show an improvement with job growth and home building resuming in the region.

City of Sacramento

According to the 2000 Census, about 64% of the city's housing units were single-family homes. Since the 1990s, more single-family homes have been constructed than multifamily units, and the mix of housing has shifted towards more single-family homes. According to the DOF, in 2010 approximately 70% of existing housing units were single-family homes, 27% were multifamily homes, and approximately 2% were mobile homes (DOF 2012).

Current Housing

As of January 2013, the City of Sacramento contains an estimated 191,380 housing units, of which 113,653 are single-family units, 74,533 are multi-family units, and 3,194 are mobile home units.

Table 3-1 summarizes the number of housing units per housing type within the City.

Table 3-1
Sacramento Housing Units (as of January 1, 2013)

Unit Type	Number of Units
Single family	113,653
Multi-family	74,533
Mobile Homes	3,194
Total	191,380

Source: California DOF 2013b.

3.2 REGULATORY SETTING

There are no federal or state requirements applicable to the project.

Local Regulations

SACOG Blueprint

SACOG is an association of local governments in the six-county Sacramento region. Its members include the counties of El Dorado, Placer, Sacramento, Sutter, Yolo, and Yuba, as

well as 22 cities, including the City of Sacramento. SACOG, in partnership with the non-profit organization Valley Vision, undertook the Blueprint project to build a consensus around a single, coherent, long-term vision for the development of the Sacramento region. The project was not intended to advocate any particular development pattern; instead, SACOG assumed that if it provided accurate information and forecasting tools to a wide variety of interest groups, a consensus would naturally emerge on what the region as a whole wanted for its future.

The Preferred Blueprint Scenario (or Blueprint) was adopted by the SACOG Board of Directors in December 2004. The Blueprint is a voluntary framework for guiding future growth in the region. The Blueprint is not a policy document and does not approve or prohibit growth in the region, but suggests general land uses and locations for growth. The Blueprint analyzes transportation and land use and provides suggestions for how cities and counties should grow based on the key principles listed below.

The seven interlocking principles of the Blueprint include:

- Compact Development that requires less conversion of rural land, shortens travel distances and reduces the per-unit cost of infrastructure and services.
- Housing Choices, in particular small lot single-family dwellings and attached products that suit the needs of seniors, empty-nesters, young couples, single-person households, single-parent households, and other types of small households that currently make up 4-out-of-5 American households. The smaller products fit well with the theme of compact development.
- Mixed-Use Developments that allow people to work and shop near their home.
- Use of Existing Assets, in particular the development of sites that are already within the urban footprint and urban services coverage. This includes both infill development of vacant lots as well as redevelopment of under-utilized sites such as low-density strip retail areas.
- Transportation Choices, in particular the ability to use non-auto modes (transit, bike, walk) for at least some trips. Non-auto modes are most practical in compact, mixeduse communities.
- Quality Design in terms of aesthetic buildings but also in terms of providing attractive, walkable public spaces that create a sense of community.
- Conservation of Natural Resources through less conversion of land to urban use, slower growth of demand for water, and reduction in the amount of per-capita auto travel.

November 2012

Metropolitan Transportation Plan/Sustainable Communities Strategies

SACOG is the Metropolitan Planning Organization responsible for developing the federally required Metropolitan Transportation Plan (MTP) and the new state-required Sustainable Communities Strategy (SCS) in coordination with the 22 cities, six counties, and other partner agencies in the greater Sacramento region. The MTP is a long-range plan for transportation in the region built on the Blueprint. Since the last MTP, California adopted Senate Bill 375 (SB 375), which requires a SCS be added to transportation plans across the state. SACOG adopted the MTP/SCS in April 2012, which is based on projections for growth in population, housing and jobs, provided by the cities and counties that comprise SACOG.

SB 375 was adopted with the goal of reducing greenhouse gas emissions from cars and light trucks. SB 375 will make it easier for communities to build housing and provide transportation choices. The SCS is a plan to meet the region's greenhouse gas emissions reduction target, while taking into account regional housing needs, transportation demands, and protection of resource and farm lands based on the best forecast of likely land use patterns provided in coordination with SACOG's partner agencies.

SACOG has provided a letter stating their concurrence with the City's analysis and determination that the project is consistent with the assumptions for this site contained in the MTP/SCS (see Appendix N for a copy of the letter). Under the provisions of SB 375, an EIR prepared for a residential or mixed-use residential project that is consistent with the general land use designation, density, building intensity, and applicable policies specified for the project area in the SCS "is not required to discuss growth inducing impacts, or any project specific or cumulative impacts from cars and light-duty truck trips on global warming, or on the regional transportation network" (Pub. Res. Code, § 21159.28, subd. (a); Gov. Code, § 65080, subd. (b)(2)(I).). In addition, an EIR prepared for a residential or mixed-use project that qualifies for the streamlining provisions is not required to reference, describe, or discuss a reduced residential density alternative to address the effects of car and light-duty truck trips generated by the project as part of its alternatives analysis (Pub. Res. Code, § 21159.28, subd. (b)). However, for the purposes of full disclosure, this EIR includes an evaluation of these issues.

City of Sacramento 2030 General Plan

The City of Sacramento 2030 General Plan includes goals and policies that seek to promote sustainable growth and development practices, including focusing growth on infill sites to reduce dependency on automobiles and increase use of other modes of transit. Other goals and policies focus on the creation of diverse neighborhoods that promote alternative modes of transportation and create a sense of place while integrating mixed uses and housing types for all socioeconomic levels. The 2030 General Plan seeks to create visually stimulating neighborhoods and commercial centers and corridors that center around pedestrian activity and

create a sense of place and is intended to promote the type of growth identified as desirable in the SACOG Blueprint.

Select elements from the 2030 General Plan are currently being updated, specifically the Housing Element, Mobility Element, and the Utilities Element. However, as of the date of preparation of this Draft EIR, the City has not yet adopted the updated 2030 General Plan.

The following goals and policies from the Land Use and Urban Design Element of the 2030 General Plan that are applicable to the project.

Goal LU 1.1 Growth and Change. Support sustainable growth and change through orderly and well-planned development that provides for the needs of existing and future residents and businesses, ensures the effective and equitable provision of public services, and makes efficient use of land and infrastructure.

Policy LU 1.1.5 Infill Development. The City shall promote and provide incentives (e.g., focused infill planning, zoning/rezoning, revised regulations, provision of infrastructure) for infill development, redevelopment, mining reuse, and growth in existing urbanized areas to enhance community character, optimize City investments in infrastructure and community facilities, support increased transit use, promote pedestrian- and bicycle-friendly neighborhoods, increase housing diversity, ensure integrity of historic districts, and enhance retail viability.

Policy LU 1.1.9 Balancing Infill and New Growth. The City shall maintain a balanced growth management approach by encouraging infill development within the existing Policy Area where City services are in place, and by phasing city expansion into Special Study Areas where appropriate.

Goal LU 2.1 City of Neighborhoods. Maintain a city of diverse, distinct, and well-structured neighborhoods that meet the community's needs for complete, sustainable, and high-quality living environments, from the historic downtown core to well-integrated new growth areas.

Policy LU 2.1.1 Neighborhoods as a Basic Unit. Recognizing that Sacramento's neighborhoods are the basic living environments that make-up the city's urban fabric, the City shall strive through its planning and urban design to preserve and enhance their distinctiveness, identity, and livability from the downtown core to well integrated new growth areas.

Policy LU 2.1.2 Protect Established Neighborhoods. The City shall preserve, protect, and enhance established neighborhoods by providing sensitive transitions between these neighborhoods and adjoining areas, and requiring new development, both private

and public, to respect and respond to those existing physical characteristics buildings, streetscapes, open spaces, and urban form that contribute to the overall character and livability of the neighborhood.

Policy LU 2.1.3 Complete and Well-Structured Neighborhoods. The City shall promote the design of complete and well-structured neighborhoods whose physical layout and land use mix promote walking to services, biking, and transit use; foster community pride; enhance neighborhood identity; ensure public safety; are family-friendly and address the needs of all ages and abilities.

Policy LU 2.1.6 Neighborhood Enhancement. The City shall promote infill development, redevelopment, rehabilitation, and reuse efforts that contribute positively (e.g., architectural design) to existing neighborhoods and surrounding areas.

Goal LU 2.4 City of Distinctive and Memorable Places. Promote community design that produces a distinctive, high-quality built environment whose forms and character reflect Sacramento's unique historic, environmental, and architectural context, and create memorable places that enrich community life.

Policy LU 2.4.1 Unique Sense of Place. The City shall promote quality site, architectural and landscape design that incorporates those qualities and characteristics that make Sacramento desirable and memorable including: walkable blocks, distinctive parks and open spaces, tree-lined streets, and varied architectural styles.

Policy LU 2.4.2 Responsiveness to Context. The City shall require building design that respects and responds to the local context, including use of local materials where feasible, responsiveness to Sacramento's climate, and consideration of cultural and historic context of Sacramento's neighborhoods and centers.

Goal LU 2.5 City Connected and Accessible. Promote the development of an urban pattern of well-connected, integrated, and accessible neighborhoods corridors, and centers.

Policy LU 2.5.1 Connected Neighborhoods, Corridors, and Centers. The City shall require that new development, both infill and greenfield, maximizes connections and minimizes barriers between neighborhoods corridors, and centers within the city.

Policy LU 2.5.2 Overcoming Barriers to Accessibility. The City shall strive to remove and minimize the effect of natural and manmade barriers to accessibility between and within existing neighborhoods corridors, and centers.

Goal LU 2.6 City Sustained and Renewed. Promote sustainable development and land use practices in both new development and redevelopment that provide for the transformation of Sacramento into a sustainable urban city while preserving choices (e.g., where to live, work, and recreate) for future generations.

Policy LU 2.6.1 Sustainable Development Patterns. The City shall promote compact development patterns, mixed use, and higher-development intensities that use land efficiently; reduce pollution and automobile dependence and the expenditure of energy and other resources; and facilitate walking, bicycling, and transit use.

Policy LU 2.6.3 Sustainable Building Practices. The City shall promote and, where appropriate, require sustainable building practices that incorporate a "whole system" approach to designing and constructing buildings that consume less energy, water and other resources, facilitate natural ventilation, use daylight effectively, and are healthy, safe, comfortable, and durable.

Goal LU 2.7 City Form and Structure. Require excellence in the design of the city's form and structure through development standards and clear design direction.

Policy LU 2.7.4 Public Safety and Community Design. The City shall promote design of neighborhoods, centers, streets, and public spaces that enhances public safety and discourages crime by providing street-fronting uses ("eyes on the street"), adequate lighting and sight lines, and features that cultivate a sense of community ownership.

Policy LU 2.7.5 Development along Freeways. The City shall promote high-quality development character of buildings along freeway corridors and protect the public from the adverse effects of vehicle-generated air emissions, noise, and vibration, using such techniques as:

- Requiring extensive landscaping and trees along the freeway fronting elevation
- Establish a consistent building line, articulating and modulating building elevations and heights to create visual interest
- Include design elements that reduce noise and provide for proper filtering, ventilation, and exhaust of vehicle air emissions.

Goal LU 4.1 Neighborhoods. Promote the development and preservation of neighborhoods that provide a variety of housing types, densities, and designs and a mix of uses and services that address the diverse needs of Sacramento residents of all ages, socioeconomic groups, and abilities.

Policy LU 4.1.1 Mixed-Use Neighborhoods. The City shall require neighborhood design that incorporates a compatible and complementary mix of residential and nonresidential (e.g., retail, parks, schools) uses that address the basic daily needs of residents and employees.

Policy LU 4.1.2 Neighborhood Amenities. The City shall encourage appropriately scaled community-supportive facilities and services within all neighborhoods to enhance neighborhood identity and provide convenient access within walking and biking distance of city residents.

Policy LU 4.1.3 Walkable Neighborhoods. The City shall require the design and development of neighborhoods that are pedestrian friendly and include features such as short blocks, broad and well-appointed sidewalks (e.g., lighting, landscaping, adequate width), tree-shaded streets, buildings that define and are oriented to adjacent streets and public spaces, limited driveway curb cuts, paseos and pedestrian lanes, alleys, traffic-calming features, convenient pedestrian street crossings, and access to transit.

Policy LU 4.1.4 Alley Access. The City shall encourage the use of well-designed and safe alleys to access individual parcels in neighborhoods in order to reduce the number of curb cuts, driveways, garage doors, and associated pedestrian/automobile conflicts along street frontages.

Policy LU 4.1.5 Connecting Key Destinations. The City shall promote better connections by all travel modes between residential neighborhoods and key commercial, cultural, recreational, and other community-supportive destinations for all travel modes.

Policy LU 4.1.6 Neighborhood Transitions. The City shall provide for appropriate transitions between different land use and urban form designations along the alignment of alleys or rear lot lines and along street centerlines, in order to maintain consistent scale, form, and character on both sides of public streetscapes.

Policy LU 4.1.7 Connections to Open Space. The City shall ensure that new and existing neighborhoods contain a diverse mix of parks and open spaces that are connected by trails, bikeways, and other open space networks and are within easy walking distance of residents.

Policy LU 4.1.8 Neighborhood Street Trees. The City shall encourage the strategic selection of street tree species to enhance neighborhood character and identity and preserve the health and diversity of the urban forest.

Policy LU 4.1.9 Residential Diversity. The City shall avoid concentrations of single-use high-density multifamily residential uses (e.g., apartments and condominiums) in existing or new neighborhoods.

Policy LU 4.1.10 Balanced Neighborhoods. The City shall require new major residential development to provide a balanced housing mix that includes a range of housing types and densities.

Policy LU 4.1.12 Family-Friendly Neighborhoods. The City shall promote the development of family-friendly neighborhoods throughout the city that provide housing that accommodates families of all sizes and provides safe and convenient access to schools, parks, and other family-oriented amenities and services.

Goal LU 4.5 New Neighborhoods. Ensure that complete new neighborhoods embody the city's principles of Smart Growth and Sustainability.

Policy LU 4.5.1 New Growth Neighborhoods. The City shall ensure that new residential growth areas include neighborhoods that maintain a mix of residential types and densities, and that the residential mix will provide appropriate transitional features that integrate the area with adjacent existing neighborhoods and development.

Policy LU 4.5.2 Compact Neighborhoods. The City shall require developers to create new residential neighborhoods that are pedestrian and bicycle friendly, are accessible by transit, and make efficient use of land and infrastructure by being compact with higher average densities.

Policy LU 4.5.3 Green Neighborhoods. The City shall encourage new development to build to a green neighborhood rating standard and apply for certification in a green neighborhood system such as LEED-ND (Leadership in Energy and Environmental Design-Neighborhood Development).

Policy LU 4.5.4 New Neighborhood Core. The City shall require all parts of new neighborhoods be within ½-mile of a central gathering place that is located on a collector or minor arterial and that includes public space, shopping areas, access to transit, and community-supportive facilities and services.

Policy LU 4.5.5 Traditional Grid. The City shall require all new neighborhoods to be designed with traditional grid block sizes ranging from 300 to 400 feet in length.

Policy LU 4.5.6 Connections to Transit. The City shall require new neighborhoods to include transit stops that connect to and support a citywide transit system and are within a ½-mile walking distance of all dwellings.

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Goal LU 10.1 Growth and Change beyond the Policy Area. Plan comprehensively for growth and change in Special Study Areas consistent with the Regional Blueprint principles and the City's Vision and Guiding Principles, and ensure that annexation and development provide regional and community benefits.

Policy LU 10.1.4 Planned Development. The City shall require areas designated Planned Development on the Land Use and Urban Form Diagram be developed consistent with the General Plan's Vision and Guiding Principles and obtain a General Plan Amendment to designate the area consistent with the proposed project using the appropriate designations contained in the Land Use and Urban Design Element.

Housing Element

The City's 2008–2013 Housing Element was adopted by the City in November 2008. The City is currently updating its Housing Element, but as of preparation of this Draft EIR, the new Housing Element has not yet been adopted. The Housing Element reflects the long-term vision of the City's 2030 General Plan. Key to this vision is a shift toward infill development and a focus on sustainable and complete neighborhoods. The General Plan directs growth to key "opportunity areas" in order to locate people in close proximity to jobs, transit, and other urban amenities. Emphasis is placed on the design and character of the City's neighborhoods, both existing and new, that contribute to a high quality of life for all of its residents.

Goals and policies from the Housing Element applicable to the project are listed below.

Goal H-1.2 Provide a variety of quality housing types to encourage neighborhood stability.

Policy H-1.2.1 The City shall encourage the development and redevelopment of neighborhoods that include a variety of housing tenure, size and types, such as second units, carriage homes, lofts, live-work spaces, cottages, and manufactured/modular housing.

Policy H-1.2.2 The City shall encourage a greater variety of housing types and sizes to diversify, yet maintain compatibility with, single family neighborhoods.

Policy H-1.2.3 The City shall encourage proper siting, landscaping, house design, and property management and maintenance through the development review process to foster public safety and reduce crime.

Policy H-1.2.5 The City shall continue to work with neighborhood associations and residents through the planning and delivery of residential development to ensure that neighborhoods are safe, decent and pleasant places to live & work.

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Policy H-1.2.7 The City shall continue to include the Police Department in the review of development projects to adequately address crime and safety, and to promote the implementation of Crime Prevention through Environmental Design (CPTED) strategies.

City of Sacramento Mixed-Income Housing Ordinance

Section 17.190 of the City of Sacramento Zoning Code ("Mixed Income Housing") is intended to ensure that residential projects in new growth areas contain a defined percentage of housing affordable to low income and very low income households, to provide for a program of incentives and local public subsidy to assist in this effort, and to implement the mixed income policies of the Housing Element of the City General Plan. The proposed project site is not identified as a "new growth area" in the Mixed Income Housing Code and is therefore not required to include affordable housing.

City of Sacramento Infill Strategy

In 2002, the City adopted the City of Sacramento Infill Strategy (Resolution 2002-277). The City's Infill Strategy is designed to promote quality infill development in the City and to establish priorities and programs to promote targeted infill development. This strategy was updated as part of the City's 2030 General Plan. Infill development is defined in the 2030 General Plan as:

Development and redevelopment of underused buildings and vacant lots in areas served by existing infrastructure. Development that channels economic growth into existing urban and suburban areas and conserves open space and agriculture at the periphery of the city (City of Sacramento 2009).

The project site meets the City's definition of land targeted for infill development under the City's Infill Strategy.

3.3 LAND USE/POPULATION/HOUSING EVALUATION

This section evaluates whether or not the project physically divides an established community and also evaluates the project's compatibility with adjacent land uses. In addition, this section evaluates the proposed project for consistency with applicable goals and policies contained in the City's 2030 General Plan, as well as the City's Vision and Guiding Principles that pertain to land use and population. Physical environmental impacts resulting from development of the project site are discussed in the applicable technical sections in Chapter 4 of this Draft EIR. The discussion in this chapter differs from the impact discussions in that only general land use compatibility and land use plan or policy consistency issues are discussed, as opposed to a discussion of the physical impacts on the environment that could occur with implementation of the proposed project. This discussion complies with Section 15125(d) of the CEQA

Guidelines, which requires EIRs to discuss potential conflicts with local or regional plans as part of the environmental setting. Therefore, the following discusses the compatibility of proposed land uses with adjacent land uses and uses proposed internal to the project; analyzes consistency with the City's 2030 General Plan, Housing Element, Zoning Ordinance (Title 17), and SACOG's Blueprint and MTP/SCS plan; and compares projected population and housing growth with City projections.

This consistency analysis provides the reader with a general overview of whether the project is in harmony with the overall intent of the City's 2030 General Plan goals and policies. As noted above, it is within the City's decision makers' purview to decide if the proposed project is consistent or inconsistent with any applicable City goals or policies. The discussions in this Draft EIR on the subject of General Plan consistency represent the best attempt of City staff to advise the City Council of its opinions as to whether the proposed project is consistent with identified goals and policies of the City's General Plan. Under state law, a development project cannot be approved if it is inconsistent with the General Plan; therefore, the proposed project could not proceed if determined by the City Council to be inconsistent with the General Plan. Based on the evaluations contained in the Draft EIR, the proposed project is generally consistent with the City's 2030 General Plan.

Implementation of the proposed project would result in a change in land use as compared to existing conditions, but would be consistent with the City's intent to develop the site for residential uses. Changes in land use are regulated by the planning policies adopted by each local governmental jurisdiction in California. Therefore, this change in land use is evaluated in comparison to the planning goals and policies contained in the City's 2030 General Plan. General plans provide the long-term objectives, principles, and standards for development, and all development proposals must be generally consistent with the overall land use guidance provided in a general plan. More detailed regulation and land use controls are applied through the City's zoning, subdivision, and grading requirements, as well as through other City regulations and ordinances. The project's consistency with applicable ordinances, as well as specific land use implications associated with development of the project, are discussed in this section and in other technical sections of this Draft EIR. The analyses of consistency with other planning documents (e.g., regional air quality plans) are provided in the applicable technical sections in Chapter 4 of this Draft EIR.

Physical Division of an Established Community

The project site is located in an area of the City that is at the edge of a developed area and is separated from existing development areas by the Capital City Freeway that forms the northern and western boundary of the site and an elevated portion of the UPRR tracks that borders the southern and eastern boundaries of the site, as shown in Figure 2-2 in Chapter 2, Project

Description. The project site is undeveloped and does not contain any buildings or uses other than four freestanding billboards, overhead utilities, two groundwater monitoring wells, and six soil gas probes.

Land uses that surround the project site (shown in Figure 3-1), include the former City of Sacramento 28th Street Landfill across the Capital City Freeway to the north (the former landfill site has been designated as a regional park – Sutter's Landing Regional Park), a residential neighborhood to the east (River Park), commercial/office uses (e.g., Cannery Business Park), and light industrial uses to the south, and residential neighborhoods farther to the west and south (McKinley Park, East Sacramento, Midtown). The freeway and UPRR tracks essentially limit development of the site to only the 48.75-acre area.

The proposed project includes development of a residential neighborhood that is consistent with the older existing neighborhoods to the south, west, and east of the site. Due to the project's location and physical separation from the existing neighborhoods by the UPRR tracks, development of the project would not physically divide an established community because there is no development north of the UPRR tracks and south of the freeway. The project would, instead, provide a continuation of the East Sacramento neighborhood with development of a new residential area.

Land Use Compatibility with Surrounding Uses

The proposed project includes development of a residential neighborhood with a density of approximately 10.9 dwelling units per acre (du/ac). The approximate density in the East Sacramento neighborhoods near the project is 7 du/ac and 14+ du/ac in the Midtown neighborhoods most proximate to the project. As mentioned earlier in this chapter, residential uses currently exist to the south, east, and west of the project site with a mix of commercial and light industrial uses immediately adjacent to the south side of the project site (adjacent to the south side of the UPRR embankment). The Capital City Freeway borders the north side of the project site with the former 28th Street Landfill located on the north side of the freeway. This area is slated for development as a park (Sutter's Landing Regional Park) at the end of the required landfill monitoring period.

Residential uses adjacent to or near freeways are considered compatible uses provided specific design features are included to protect residents from adverse effects of vehicle-generated air emissions, noise, and vibration. The project includes a 30-foot-wide landscape/sound buffer adjacent to the freeway right-of-way, with a sound barrier approximately 13 to 18.5 feet above the proposed building pads (depending on location and final design) consisting of a soil berm topped with a solid sound wall. The sound wall would be located between 125 feet and 43 feet

from the edge of the freeway pavement to the sound wall. Figure 3-4, illustrates the distance of the project site to the freeway and the location of the sound wall. The sound wall would be located approximately 15 feet from the edge of the property boundary within the 30-foot landscape buffer or setback. The two-story residences proposed adjacent to the freeway (northern boundary) of the site have been designed to provide a buffer for noise from the freeway. The health effects of locating residences adjacent to a freeway are evaluated in the Health Risk Assessment prepared for the project (see Appendix C), as well as in Section 4.1, Air Quality and Climate Change. In addition, the effects of locating the project with respect to the former 28th Street Landfill are addressed in Section 4.4, Hazards and Public Safety.

The south, east, and western boundaries of the project site are bordered by the elevated UPRR embankment which essentially creates a physical barrier between the project site and adjacent uses. Land uses to the south of the site include residential uses, the Cannery Business Park office complex, and other light industrial and commercial uses along Lanatt Street further to the east. The project includes an 8-foot-wide landscape buffer along the southern boundary of the site adjacent to the UPRR ROW with a tubular steel (or other material acceptable to UPRR) fence proposed on the southern and eastern property boundary. Residential uses would be set back from the northernmost track approximately 90 feet on the west side of the project and up to 161 feet on the east side of the project. Figure 3-5 illustrates the distance of the residences to the UPRR ROW. The two-story residential buildings proposed adjacent to the UPRR ROW have been designed to act as a buffer to reduce noise from passing trains. Effects associated with noise and emissions associated with proximity to the UPRR tracks is addressed in Section 4.1, Air Quality and Climate Change, and Section, 4.6, Noise and Vibration.

The City's General Plan designates uses south of the site as Employment Center low-rise (Cannery Business Park and uses along Lanatt Street) and residential uses are allowed within this designation. This area is zoned M-1, which also permits residential uses (City of Sacramento n.d.). Existing residential uses are currently located adjacent to these existing uses, as shown in Figure 3-2.

The proposed project is not expected to generate excessive noise, light, dust, odors, or air emissions that would be considered incompatible with adjacent uses. The residential uses proposed by the project are also compatible with the existing land uses to the south, north, east, and west of the site. Therefore, there would not be any land use incompatibilities with surrounding uses.

Land Use Compatibility with Internal Uses

The project has been designed to be internally compatible and includes all single-family residential uses with the exception of the neighborhood recreation center, outdoor pool

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This distance varies due to the width of the Caltrans ROW that is significantly wider on the west side of the project site.

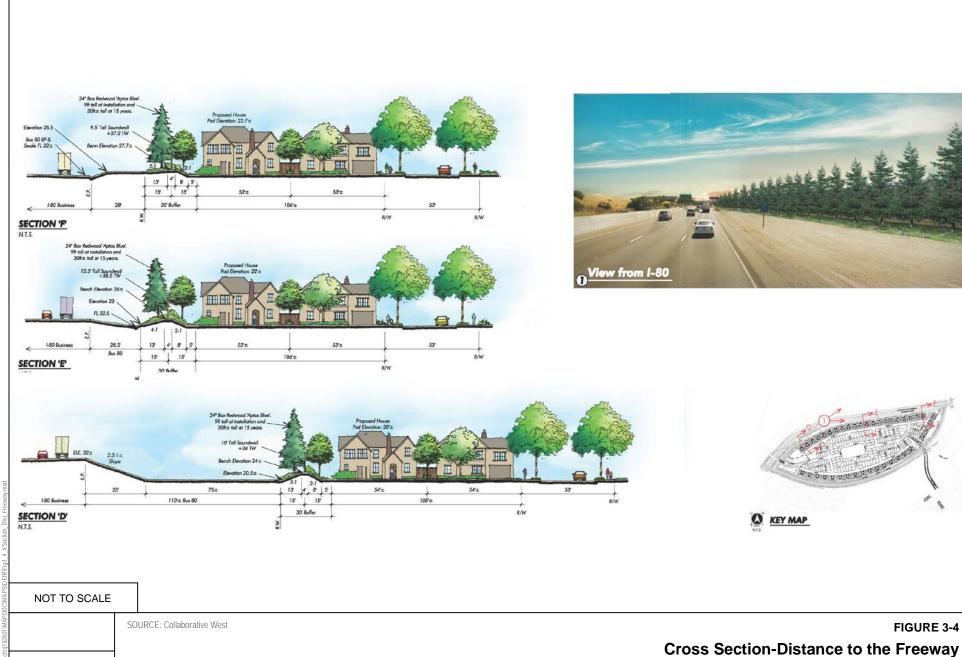
facilities, and limited retail uses associated with the recreation center. Potential incompatibilities associated with the pool (e.g., noise) are addressed in the appropriate technical section of this Draft EIR. The project's PUD Guidelines were developed, in part, to ensure internal compatibility between various land uses. It is not anticipated that the project would result in any internal land use inconsistencies or incompatibilities. A copy of the PUD Guidelines is included in Appendix M.

Consistency with the Sacramento 2030 General Plan

The proposed project would include development of a vacant site to create a residential neighborhood that would provide a diversity of housing choices. Currently the site is designated as Planned Development (PD) in the City's 2030 General Plan and the project is requesting a General Plan Amendment to redesignate the site from PD to Traditional Neighborhood medium density (8–21 du/ac).

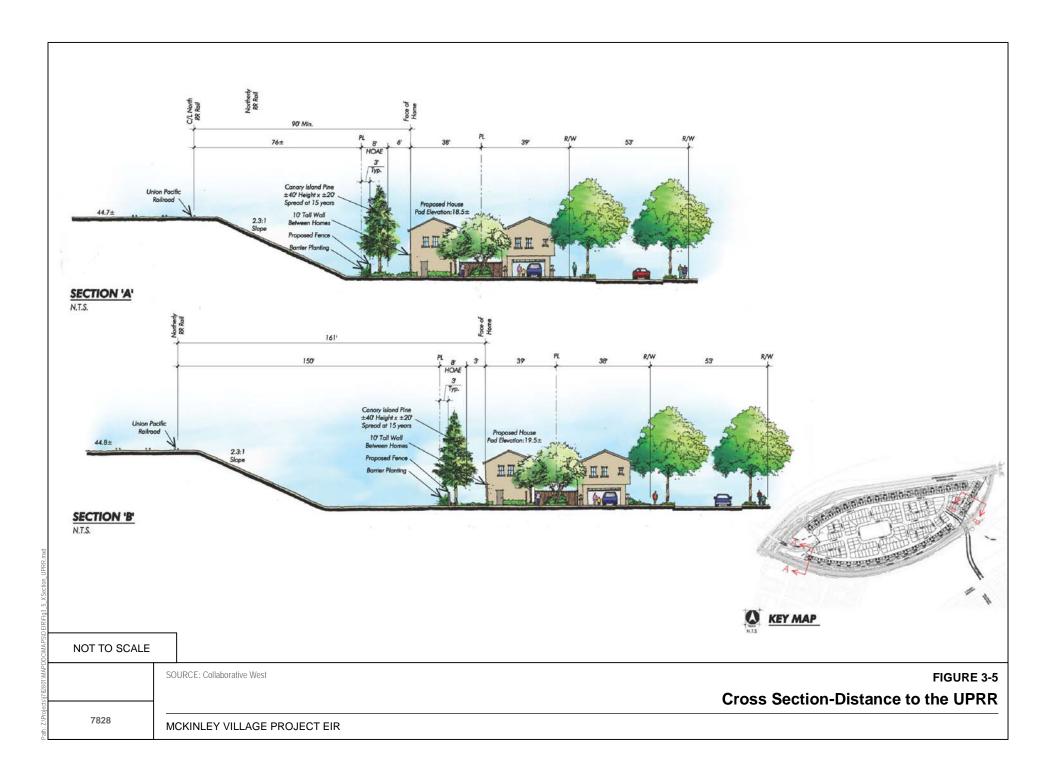
Goal LU 1.1 and Policies LU 1.1.5 and LU 1.1.9 support infill development and growth in existing urbanized areas where City services are in place to support new uses. In addition, development within the City also increases housing diversity, promotes pedestrian and bicycle friendly neighborhoods, and enhances community character. The project is located in a developed area of the City where City services are available, provides a variety of housing options, and is close to downtown Sacramento and Midtown and other employment nodes such the Cannery Business Park and local hospitals, enabling a wider variety of transportation choices for future residents.

Goal LU 2.1, Policies LU 2.1.1 through LU 2.1.3, and Policy LU 2.1.6 encourage new neighborhoods to be diverse and distinct; and to promote walking, biking, and public safety; to be family friendly; and to address the needs of residents of all ages and abilities, in addition to supporting infill development that positively contributes to existing neighborhoods. Policy LU 2.1.2 encourages the City to protect and enhance existing neighborhoods by requiring new development to respect the characteristics of existing, established neighborhoods. The proposed project is designed to reflect the characteristics of the older neighborhoods in Sacramento. Further, the proposed project provides sidewalks on all the roads to encourage walking and bike access on all the roads to encourage biking. The housing styles are designed to complement the existing, established neighborhoods and to be an extension of the existing neighborhoods to the south, west, and east of the site. The proposed project incorporates four different housing types, 15 house plans, and 45 base elevations (with further material and color variations beyond the base elevations that will meet the needs of a range of ages and abilities).



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Goal LU 2.4 and Policies LU 2.4.1 and LU 2.4.2 promote high-quality design and architectural and landscape design for projects that incorporate qualities and characteristics that make Sacramento unique and respect the local context. The proposed project would use high-quality building materials to create homes that last, reflective of the older homes built in the adjacent neighborhoods. The project also includes an extensive landscaping plan with trees planted along all roadways to create shade and an environment conducive to pedestrians. Over 2,000 trees would be planted throughout the site.

Goal LU 2.5 and Policies LU 2.5.1 and 2.5.2 promote development that is well-connected and maximizes connections between neighborhoods and minimizes barriers. To address this policy, the project would construct a bicycle/pedestrian connection under the UPRR embankment to connect to Alhambra Boulevard and B Street, and a roadway, bicycle/pedestrian underpass and an extension of 40th Street to connect the project to the neighborhoods to the south. These connections will enable residents to easily access the adjoining neighborhood and will promote walking and biking to nearby stores, schools and other amenities.

Goal LU 2.6 and Policies LU 2.6.1 and LU 2.6.3 promote development that is more compact with a higher density that uses land more efficiently to help reduce the demand for energy and fossil fuels. In addition, Policy LU 2.6.3 encourages new development to be more energy efficient and sustainable. The average density of the project is 10.9 du/ac, which is higher than the 7 du/ac average density in the East Sacramento neighborhoods. The increase in density enables the project to develop a broader mix of unit types and creates a neighborhood that is more compact. The project includes energy conservation features with a goal to exceed the state's Title 24 requirements by meeting current Tier 2 Energy Efficiency Standards. Homes would be pre-wired for solar and electric vehicle chargers and would incorporate sustainable materials such as low or zero volatile organic compound (VOC) paint and carpet. Energy required for the recreation center would be offset with on-site solar panels or other energy efficiency technology. The project has been designed with a higher density which is considered more appropriate near the more urbanized core of the City.

Goal LU 2.7 and Policies LU 2.7.4 and LU 2.7.5 encourage new development to enhance public safety and discourage crime, and encourage new development along freeways to protect the public from an increase in air pollutants, noise, and vibration. To address public safety, the project plans were reviewed by the City's Police Department and changes made to address their concerns. As indicated in Chapter 2, Project Description, the project includes various design measures to address noise and air emissions from the freeway and from the UPRR tracks. The environmental effects and efficacy of these measures is evaluated in the technical sections contained in Chapter 4.

Goal LU 4.1 and Policies LU 4.1.1 through LU 4.1.6 address neighborhood design and mix of uses. Policy LU 4.1.1 requires new neighborhoods provide a complementary mix of uses that address the basic needs of the residents. The project includes three parks and a neighborhood recreation center. Retail uses beyond those included within the recreation center were not included as part of the project because it was determined the project does not include enough residences or density to support additional retail, especially since neighborhood-serving retail uses are located within close proximity to the project site. In response to LU Policy 4.1.2, the project includes parks and a neighborhood recreation center. Policy LU 4.1.3 encourages neighborhoods to be pedestrian friendly with sidewalks, street trees, and alleys. Policy LU 4.1.4 encourages alleys to limit the number of driveway curb cuts. As described in Chapter 2, Project Description, the project includes sidewalks along all new roads, including the A Street Bridge and the roadway underpass, and includes a robust landscaping plan with street trees to provide shade for pedestrians. Alleys are provided for a portion of the residences.

The proposed landscaping plan includes planting street trees in the parkways between the curb and sidewalk along all roadways, except the A Street Bridge and within the portion of A Street within the former 28th Street Landfill per Policy LU 4.1.8. As noted above, the project includes three parks that are easily accessible and within walking distance of all residences, per Policy LU 4.1.7 and LU 4.1.12.

Goal LU 4.5 and Policies LU 4.5.1 through LU 4.5.6 encourage new neighborhoods to incorporate the concepts of smart growth and sustainable development. Policy LU 3.4.1 is similar to other policies in that it encourages neighborhoods to include a mix of residential types and densities and integrate with adjacent neighborhoods. The project includes a mix of housing types and has been designed to tie into the characteristics of the older residential neighborhoods in the City. As noted above, the project includes a recreation center that will function as the neighborhood core, consistent with Policy LU 4.5.4. The project has also been designed to be compact and to create a neighborhood that is pedestrian and bicycle friendly with a density that is consistent with the older neighborhoods in East Sacramento and Midtown, consistent with Policy LU 4.5.2.

The application of the PUD designation allows for a mixture of reduced and increased densities within an overall project area. The average project density is consistent with the goals and policies of the 2030 General Plan. Overall, the project would be consistent with the 2030 General Plan Land Use goals and policies for new residential development.

Goal LU 10.1 and Policy LU 10.1.4 encourage the City to plan comprehensively for growth and change in Special Study Areas consistent with the Regional Blueprint principles and the City's Vision and Guiding Principles. Policy LU 10.1.4 requires those areas designated Planned Development to be developed consistent with the General Plan and to obtain a General Plan

Amendment to designate the area consistent with the proposed project using the appropriate designations contained in the Land Use and Urban Design Element. The project is requesting a General Plan Amendment to ensure the land use designation is consistent with City's vision to develop this site with residential uses.

East Sacramento Community Plan

Community plans were revised during the 2030 General Plan process. As a result, the East Sacramento Community Plan includes those General Plan provisions that relate to the Community Plan area, but policies that apply specifically to the Community Plan area would be developed in the future. The Community Plan does not include any goals or policies. The project site is identified as an Opportunity Area for future neighborhood uses in the General Plan and Community Plan. Development of the project site as proposed would, therefore, be consistent with the East Sacramento Community Plan.

Consistency with the City of Sacramento Zoning Ordinance

A zoning designation applied to the project site must be consistent with the General Plan and the anticipated uses of the project site. The proposed project is inconsistent with the existing Heavy Industrial zoning designation of the project site. The project applicant has therefore requested a rezone to Single-Family Alternative Planned Unit Development (R-1A PUD) zone and Residential Mixed Use (RMX), as well as establishment of a PUD designation. A PUD controls the development of land with specific regulations related to design. The purpose of a PUD is to provide greater flexibility in the design or development standards of integrated developments than is otherwise possible through strict application of zoning regulations

The PUD process requires the submittal of a Schematic Plan that provides a graphic illustration of the project components, and design and development guidelines that establish the style, quality, site, and architectural design requirements of structures and facilities within the PUD. The City Code provides that a building permit shall not be issued for any building or structure within the boundaries of a PUD until the plans submitted for the building permit have been reviewed by the planning director to determine if the plans conform to the schematic plan and development guidelines adopted for the PUD and the site plan and design review approved for the project. No building or structure within a PUD may be occupied until an inspection of the project has been made by the planning director to see that all conditions of the site plan and design review have been satisfied. The PUD designation means the property is subject to the requirements of City Code chapter 17.452, and the schematic plan and development guidelines adopted for the PUD, in addition to underlying zone.

The PUD documentation and adoption would provide the assurances required by the City of Sacramento and the surrounding neighborhood residents that the project would be developed in

accordance with the quality and level of planning and design consistent with the surrounding established neighborhoods. The PUD design guidelines would provide the developer (or homebuilder(s)) with design direction for the design of the proposed single-family residences within the project (see Appendix M). Development within the PUD that is consistent with the design principles identified in the PUD design guidelines, would require minimal plan review for single-family residences. The proposed project has been designed to comply with the City's Zoning Ordinance and PUD guidelines.

Consistency with SACOG Blueprint and MTP/SCS

The SACOG Blueprint is a transportation and land use analysis that recommends how cities and counties should grow based on key principles (listed earlier in this chapter). The City's 2030 General Plan was based on the key SACOG principles that favor developing inward versus expanding outward into "greenfields" on the edge of the city. The 2030 General Plan sets forth goals and policies for a growth pattern that is more compact, includes "infill" and reuse of underutilized properties, intensifies development near transit and mixed-use activity centers, and locates jobs closer to housing, which will lead to increased walking, bicycling, and transit use and reduced automobile use. The proposed project would develop new residences in the City within 2.4 miles of the state capitol building in downtown, close to Midtown and local employment nodes such as Sutter General and Mercy Hospitals, and directly adjacent to the Cannery Business Park. Locating residential development in this area of the City, close to downtown and these other locations, allows people to live closer to where they work and shortens travel distances, encourages the use of non-auto modes of transportation, conserves natural resources in areas that are more sensitive or contain a richer biodiversity, and provides new housing choices for residents of the City. This type of development is consistent with the City's General Plan, which was developed consistent with the key principals of the Blueprint.

The MTP is a long-range plan for transportation in the region and is based upon the Blueprint. Since the last MTP, California adopted SB 375, which requires a SCS be added to transportation plans across the state. SACOG's MTP/SCS is based on projections for growth in population, housing and jobs, provided by the City of Sacramento as well as the other cities and counties that comprise SACOG. In the mid-2000s when SACOG was preparing the MTP/SCS development of the project site was proposed for a larger mixed-use development. The MTP/SCS assumes development of the project site with residential uses, and due to its location near downtown, it is consistent with the goal of SB 375 to reduce greenhouse gas emissions from cars and light trucks by developing new uses near existing infrastructure and transportation choices. The project as proposed is consistent with the Blueprint and the MTP/SCS (see Appendix N).

Consistency with the 2010 Sacramento City/County Bikeway Master Plan

The 2010 City/County Bikeway Master Plan (Bikeway Master Plan) was developed to serve the recreational and transportation needs of the public. The Bikeway Master Plan includes all of Sacramento County, which consists of 997 square miles and 3,887 miles of public roads. A proposed connection to the northeast corner of the project site is proposed in the Bikeway Master Plan. The project provides access to this proposed bikeway connection located in the extreme northeast portion of the project site, as shown in Figure 3-6.

Housing and Population

Consistency with the Sacramento Housing Element

Goals and policies in the City's Housing Element encourage the development of a variety of quality housing types within neighborhoods. The project includes different housing types along with the option to add second units or "granny flats" in some of the home plans, consistent with Policies H-1.2.1 and H-1.2.2. In addition, as mentioned earlier, the City's Police Department is involved in reviewing project plans and project design components to ensure there are no public safety concerns, consistent with Policy H-1.2.7.

Overall, the project has been designed consistent with the goals of the Housing Element to provide a variety of housing options within the City of Sacramento.

Changes in Population and Housing

The project includes 328 residential units and is anticipated to generate a total population of approximately 656 new residents at buildout, based on the City's persons per household rate of 2.0. The 2030 General Plan MEIR estimated the amount of growth that is anticipated to occur within the City over the next 25 years and considered a range of factors, including the physical capacity of the General Plan Land Use Diagram, the projected growth in the SACOG region, the specific policy directions in the plan, and socioeconomic trends. Based on this analysis, buildout of the General Plan assumed development of up to 97,000 new residential units and an increase of 195,000 new residents. Although a specific land use was not assigned to the project site, the residential and mixed-use development assumptions for the project proposed in 2008 were generally relied upon for growth forecasting. The increase in residential units and population associated with the project would not result in changes in population or housing that were not already factored into the 2030 General Plan and MEIR. The project's increase in housing and population is consistent with the City's 2030 General Plan.

3.4 SOURCES CITED

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Bike Circulation and Sharrows (Shared Bike Lane) Potential Bike Connection per SMBP

NOT TO SCALE

SOURCE: Collaborative West

FIGURE 3-6

Bicycle Circulation

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