

THE SACRAMENTO CITY GENERAL PLAN

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Includes Amendments thru 10/7/04 as reflected in the Following City Council Resolutions:

92-568	93-633	94-686	98-232	2000-414	2003-588
92-677	93-634	95-160	98-421	2000-569	2004-772
92-895	93-715	95-350	99-208	2001-805	2004-906
93-136	93-740	96-346	2000-185	2002-276	
93-632	94-117	97-594	2000-376	2003-144	

THE SACRAMENTO CITY GENERAL PLAN

ADOPTED JANUARY 19, 1988

RESOLUTION CC88-058

By City Council Members

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Recommendation By

Sacramento City Planning Commission

October 29, 1987

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Michael Notestine
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Section 1

The General Plan of Sacramento

THE GENERAL PLAN FOR SACRAMENTO

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THE GENERAL PLAN FOR SACRAMENTO

INTRODUCTION

Sacramento's General Plan is a twenty year policy guide for physical, economic, and environmental growth and renewal of the city. It is comprised of goals, policies, programs and actions which are based on an assessment of current and future needs and available resources.

The General Plan is strongly oriented toward physical development of land uses, a circulation network, and supporting facilities and services. Because of this, the document is the principal tool for City use in evaluating public and private building projects and municipal service improvements. Conformance of projects and improvements with the General Plan is a major step toward their approval.

The 1986 to 2006 General Plan upon adoption replaces the heavily amended 1974 General Plan for Sacramento, and brings many of today's pressing local issues into a contemporary framework for follow-up action.

SCOPE OF PLAN

The General Plan covers the present 98 square mile area of the City of Sacramento. It also covers nearby portions of Yolo and Sacramento Counties. The policies, actions, and programs focus primarily on those matters over which the City has direct control, and which are considered realistic for the first ten year time period (1986 to 1996). This approach recognizes that the City cannot, nor does it wish to, control matters in adjoining jurisdictions. It recognizes that changing technology, resources, and human needs for the last ten years of the Plan's time-horizon are difficult to predict with accuracy at this time. The Land Use Map includes the area of the entire city plus adjacent lands in Yolo and Sacramento counties. The statistics contained in this plan are for the incorporated City, plus the unincorporated portion of North Natomas south of Del Paso Boulevard.

Land use policy for the additional lands in the Sphere of Influence will be amended into the Plan when those lands become part of the annexation program. The statistical descriptions of these land use projections will be amended into the General Plan at such time.

The overall thrust of the Plan is to set or reaffirm policy for a maturing urban area, one currently experiencing much growth pressure. With only a third of the city left undeveloped now and with projections for only 10 to 15 percent vacant land in twenty years, the policy emphasis is on how best to conserve what development we have now and to maximize the quality of development as it occurs on those remaining vacant lands. A middle -road estimate of full urbanization is set at year 2016. With full build-out comparatively close, the land use policy map shows uses desired upon total development. The Plan text, however, identifies development projected in five year increments.

PLAN ORGANIZATION

The City's General Plan is organized into ten sections. This first section provides a review of the entire Plan, provides a comprehensive overview of the subject of growth and revitalization, and

sets forth broad based goals and policies within which those of the remaining sections are refined. The second through eight sections of the Plan address the more traditional aspects, i.e. the various mandatory and optional elements defined by State of California law. The ninth section is designed to help the reader understand how the General Plan text and map should be used by government staff and private sector interests to evaluate proposed projects or programs. The Implementation Section also outlines how the Plan is to be administered and maintained. Section Ten, the Preservation Element, demonstrates the City's long-term commitment to identifying, retaining, and appreciating Sacramento's historic and cultural resources. The Preservation Section provides the legal, historic, and planning background for historic preservation in Sacramento, and presents the specific goals, policies, and implementation programs for the City's preservation program. Finally, the large fold-out map shows graphically the City's currently approved land uses, circulation, and service facility uses desired for the next twenty year period.

The second through tenth sections embody the General Plan elements. These are:

- Section Two- Residential Land Use Element. This section focuses on residential types, categories and development status.
- Section Three- Housing Element. This section deals with housing needs and provisions for meeting them.
- Section Four- Commerce and Industry Land Use Element. This section describes office, commercial and industrial uses and economic development issues.
- Section Five- Circulation Element. This section focuses on streets, parking, pedestrian ways, bikeways, light rail and bus transit, airports, railroads, deep water port, and downtown transportation.
- Section Six- Conservation and Open Space Element. Combined in this section are those subjects specified by State law for the two separate elements. Preservation and management of limited resources is the central orientation. Parks as a form of open space are addressed in the Public Facilities and Services Section.
- Section Seven- Public Facilities and Services Element. This section deals primarily with municipal services and facilities that support development projects. Infrastructure such as water, sanitary sewer, and drainage is discussed; as well as schools, fire stations, libraries, and parks.
- Section Eight- Health and Safety Element. This section includes seismic safety, flood control, noise mitigation, and hazardous waste management.
- Section Ten- Preservation Element. This section addresses preservation of historic and cultural resources.

State planning law establishes certain minimum requirements that local jurisdictions must meet regarding the substance and content of a general plan. Sacramento considers this General Plan to meet all of these requirements.

State guidelines for the preparation of a general plan also suggest a certain format or structuring of elements and their content; however, reorganization is permissible, as are optional elements, as long as there is internal consistency within the entire general plan. Sacramento has chosen to organize the various ingredients and achieve internal consistency as demonstrated in Table 1. This illustrates the relationship between the City's general plan elements and the mandated and optional State elements.

The General Plan includes a number of plans which provide greater detail for many portions of the City. These plans are for the community areas of Airport-Meadowview, Pocket, South Sacramento, Central City, South Natomas, North Natomas, and North Sacramento. These plans are also for the specific areas of the American and Sacramento River Parkways. Citywide plans for specific services and facilities include the Master Plan for Park Facilities and Recreational Services, the Sacramento Public Library Master Plan, and the Sacramento Bikeways Master Plan (Map 1). In 2000, the City adopted an Economic Development Strategy.

Table 1
Relationships Between Sacramento City General Plan
Components and State Mandated and Optional Elements

SACRAMENTO CITY GENERAL PLAN COMPONENTS

	Residential	Housing	Commercial/ Industry	Circulation	Conservation/ Open Space	Public Fac/ Services	Health Safety	Preservation
Mandatory State Elements								
Land Use	X		X		X	X		X
Circulation				X				
Housing	X	X						
Conservation					X			X
Open Space					X			
Safety							X	
Noise							X	

Optional Elements								
Public Fac/Svc					X	X		
Econ Dev			X					
Historic Preservation								X

PLAN PRIORITY AND SPECIFICITY

In evaluating development projects and other use decisions against City policy, questions frequently arise as to which planning document is applicable and has priority over other adopted plans. This subject is discussed briefly here, and in greater detail within the Implementation section.

The General Plan establishes a broad framework of policy within which more precise plans and policy statements and implementation programs can be prepared. This relationship of general and specific policy assumes that consistency (or lack of conflicting policy) is present. While most of the General Plan's elements provide the overview for more precise plans, e.g. general plan land use map designations are less specific than community plan land use designations,

some subjects such as the Housing Element and the Housing Element and the Health and Safety Element section on noise provide extensive, detailed coverage of their subjects and require no further plans to document policy. Thus, issues affected by general plan policy may or may not have further policy refinement in other City documents. Consistency among all related policies makes the issue of which plan takes priority a moot one except for the level of detail.

While the land use designations shown on the plan map are the official statements of City policy, it is important to also review related text policies. Furthermore, the size of the City and graphic limitations on map detail require that only land uses of five acres or more in size can be shown with any degree of clarity. Other planning documents, particularly the post 1974 community plans, must therefore be used for greater definition of land use.

PLAN RELATIONSHIP TO OTHER JURISDICTIONS

State general plan guidelines call for covering all territory within the jurisdiction's boundaries and "the jurisdiction should also take into account any area outside which, in the planning agency's judgement, bears relation to its planning". In addition to the City's area, this General Plan discusses and sets forth policy recommendations dealing with mutual services affecting the City and Yolo and Sacramento counties, and planning issues that transcend jurisdictional boundaries. Examples include many of the policies related to air pollution and transportation matters, housing, and inter-governmental coordination. The City's plan includes unincorporated areas designated or potentially within those areas where planning policy directly impacts City planning policy. Sacramento County's Arden-Arcade and Yolo County's Deep Water Port area examples of this latter category. The City's role in influencing planning matters such as land use decisions outside its corporate limits is advisory only. As stated in the Scope of Plan section, statistical data is only for the incorporated area plus a section of North Natomas.

URBAN GROWTH

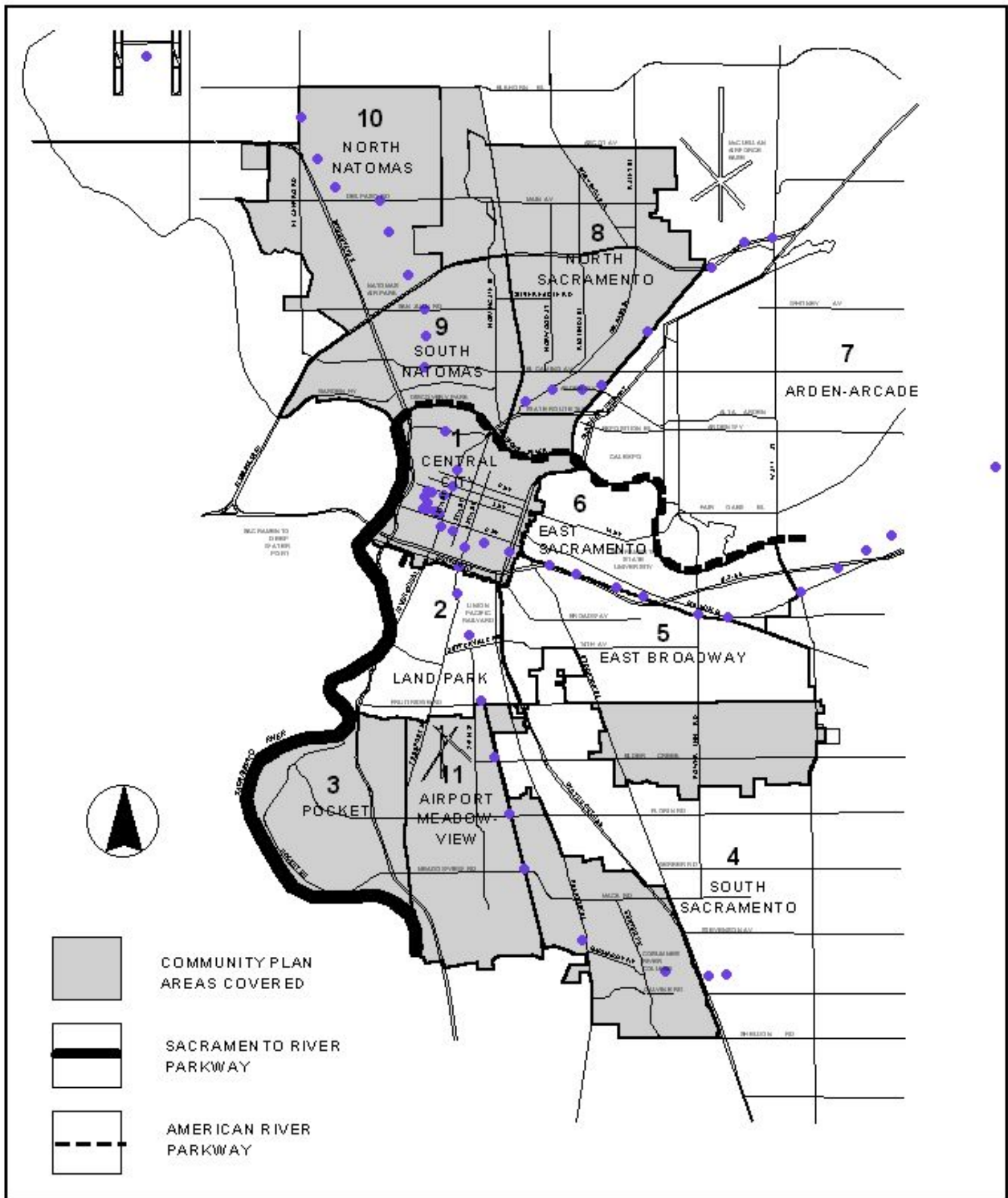
REGIONAL SETTING

The City of Sacramento is located near the western edge of the Sacramento metropolitan area, extending eastward from the confluence of the American and Sacramento Rivers to the foothills of the Sierra Nevada Mountains. In addition to the City of Sacramento, the metropolitan area includes the cities of Folsom, Roseville, West Sacramento, Citrus Heights, Elk Grove, as well as the urbanized portions of Sacramento County. Some of the richest agricultural land in the country is comprised of the alluvial soils found in the Sacramento River Valley. These soils support a wide variety of cash crops such as rice, tomatoes, fruit and nut orchards, and grain fields.

During the past 20 years the area has experienced rapid population growth, occurring mainly in the suburban areas lying between the Interstate 80 and Highway 50 corridors. This growth has been fueled by the general rise in inland economic activity owing to lower land, labor and housing costs compared to the State's coastal urban areas.

In July 2000, the State Department of Finance estimated there were approximately 1,964,000 people residing in the six county area (El Dorado, Placer, Sacramento, Sutter, Yolo, and Yuba). Population projections for the year 2020 are in excess of 2,801,300, an increase of nearly 30 percent. The City's population is projected to increase from 404,701 in 2000 to 515,502 by 2022, up 21.5 percent. (A more detailed discussion of projected growth follows.)

Map 1



AREAS COVERED BY MORE SPECIFIC PLANS
(BIKEWAY, PARK, LIBRARY MASTER PLAN AREAS NOT SHOWN)

Planning and Building Department
City of Sacramento

GP

GENERAL PLAN
update 1985-2002

(Amended 12/14/93 by Resolution #93-740)

The Sacramento Area Council of Governments estimated the 2000 six county employment at 805,274. Assuming labor force participation rates remain constant, the year 2020 employment could be projected at 1,226,156, an increase of 34 percent. Using the same assumption the City's 2000 employment of 258,140 would increase 28 percent to 357,085 by 2020.

Downtown Sacramento is the urban core for the metropolitan area, and as such, serves as the regional office, commerce, governmental, and cultural center. As of 1998, it is estimated that over 85,000 workers are employed in the Central City, mostly in governmental and service related positions. Downtown's development and activity levels are among the most intense in the metropolitan area. This General Plan recognizes Downtown's unique role and reinforces it through goals and policies designed to strengthen these relationships and promote new development opportunities.

GROWTH TRENDS

Historical

The City of Sacramento was incorporated in 1849 with a population of 9,078, and an area of only 4.5 square miles. The original City area, encompassing what is now known as the Central City did not expand until 1911 when the City annexed the East Sacramento, Oak Park, and Riverside/Land Park neighborhoods. No additional annexations occurred until 1946 when River Park and three smaller areas in East Sacramento were annexed.

From 1946 to 1970, annexations occurred on almost an annual basis. Large annexations occurred in the late 1950's and early 1960's. In 1964, Sacramento and the City of North Sacramento consolidated to add another 6.6 square miles and 16,350 residents to the City of Sacramento. The last large annexation occurred in 1965 when East Folsom Boulevard was added to the City. Smaller annexations or re-organizations, continue accounting for the City's current 98 square miles.

Sacramento County's population growth rate during the early 1900's was below that experienced Statewide. After the 1940's the County's population began to grow at a faster rate than the State, with the most rapid growth occurring between 1950 and 1960. This growth could be attributed to the expansion of the aerospace industry, military installations, and governmental services. After a period of lower population growth during the 1960's, the County's growth rate again exceeded the Statewide average, making the Sacramento area one of the major growth areas in the State.

The City's share of total County population rose from 38.1 percent in 1960 to 40.5 percent in 1970, representing an annual growth rate of 3.4 percent during the 1960's. The 1970's saw the City's population share decrease to 35.2 percent, as County growth outpaced the City's. Through the 1980's and 1990's the City's population share of the total County population remained fairly constant, although decreasing slightly to 33.3 percent, according to 2000 Census numbers.

Population and Housing Projections

The Sacramento Area Council of Governments (SACOG) projects future population growth based on recent regional population estimates from the California Department of Finance,

trends in household size, net migration, and past and anticipated home construction. Table 2 reflects the most recent staff and consultant projections for the City of Sacramento. Between 2000 and 2022, the City will experience an increase of approximately 110,800 people. This population growth will result in 44,498 new households during this period. (Note: this data reports projections by SACOG based on land uses currently designated in the General Plan. These projections are beyond the time frame currently envisioned in the General Plan and are included for informational purposes only).

Table 2
Projected Population and Households
City of Sacramento

Year	Population	Households	Households Increase	Total
1985	312,100	125,500		
1990	345,300	139,100	13,600	13,600
1995	379,800	153,200	14,100	27,700
2000	404,701	162,530	13,400	41,100
2005	435,551	174,920	12,390	12,390
2010	469,900	188,715	13,795	26,185
2015	499,798	200,723	12,008	38,193
2020	511,000	205,221	4,498	42,691
2022	515,502	207,028	1,807	44,498

SOURCE: State Department of Finance County Wide Population Projections
 Sacramento Area Council of Governments, 1999 Housing and Population Projections for
 Sacramento City City of Sacramento, Planning and Building Department

(Note: this data reports projections by SACOG based on land uses currently designated in the General Plan. These projections are beyond the time frame currently envisioned in the General Plan and are included for informational purposes only).

Additional growth consistent with the total holding capacity of the City could occur as a result of unexpected increases in employment, net in-migration of new residents, or increasing or decreasing household sizes. SACOG monitors such changes and revises future projections accordingly. Additionally the City will monitor the rate of growth for purposes of maintaining the General Plan.

The expected population and household growth in the City, assuming a vacancy factor of 6 percent, will require approximately 47,168 units between 2000 and 2022. (Table 3). During the first 10 year period, an average of 2,776 units would need to be constructed annually to keep pace with the projected household growth rate. After 2010, housing construction is projected to average 1,618 units per year.

Table 3
Future Housing Projections

Year	Households	Dwelling Units Projected*	Total
1985	125,500		
1990	139,100	14,400	14,400
1995	153,200	14,900	29,300
2000	162,530	14,200	43,500
2005	174,920	13,133	13,133
2010	188,715	14,623	27,756
2015	200,723	12,729	40,485
2020	205,221	4,768	45,253
2022	207,028	1,915	47,168

SOURCE: SACOG Baseline Population Projections and City Planning Division Projections
* Assumes a six percent vacancy factor

(Note: this data reports projections by SACOG based on land uses currently designated in the General Plan. These projections are beyond the time frame currently envisioned in the General Plan and are included for informational purposes only).

Residential Land Buildout Potential

From a 2000 survey of vacant and underutilized residential land, it has been determined that enough land is presently available within theoretical zoning capacity in the City to accommodate an additional 47,764 housing units. Lands currently vacant within the City are shown on Map 2. The General Plan provides for 24,183 single family dwellings and 23,581 multiple family dwellings (Table 4). Projections are developed by SACOG using a standard process that analyzes vacant land areas, which are assumed to develop according to their General Plan and/or Community Plan designations. Development densities are based on the mid-range designated density of the housing development.

These figures, together with the City's estimated 2000 housing stock of 154,581 units, represent the City's holding capacity for residential development to the year 2022. The anticipated residential buildout falls outside the parameters of the General Plan's 20 year time frame.

About 17,800 of these new housing units are located in developed areas. Developed areas (Map 3) are those parts of the City that are not designated as "New Growth Areas". In certain developed areas, substantial infill opportunities are available if incentives are available to encourage new infill development. Priority areas are shown on Maps 4, 5, and 6. The Central City, South Sacramento, and North Sacramento community plan areas have the most projected infill housing units of all the plan areas in the city. Table 4 shows additional housing resulting from the development of vacant and underutilized lands to 2022 citywide (including new growth areas).

Table 4
Additional Housing Resulting from Development
of Vacant and Underutilized Lands
2000 to 2022*

Community	Single Family	Percent %	Multiple Family	Percent %	Total	Percent %
Airport Meadowview	3,402	14.1	754	3.2	4,156	8.7
Arden-Arcade	14	0.06	1	0.004	15	0.03
Central City**	440	1.8	7,262	30.8	7,702	16.1
East Broadway	412	1.7	85	0.36	497	1.0
East Sacramento	38	0.16	25	0.11	63	0.13
Land Park	321	1.3	160	0.68	481	1.0
North Natomas	10,049	41.5	12,111	51.4	22,160	46.4
North Sacramento	2,716	11.2	422	1.8	3,138	6.6
Pocket	584	2.4	362	1.5	946	2.0
South Natomas	1,532	6.3	244	1.0	1,776	3.7
South Sacramento	4,675	19.3	2,155	9.1	6,830	14.3
Total	24,183	100.0	23,581	100.0	47,764	100.0

Source: Sacramento Area Council of Governments, City of Sacramento, Planning and Building Department, Population and Housing Data by Community Plan Area

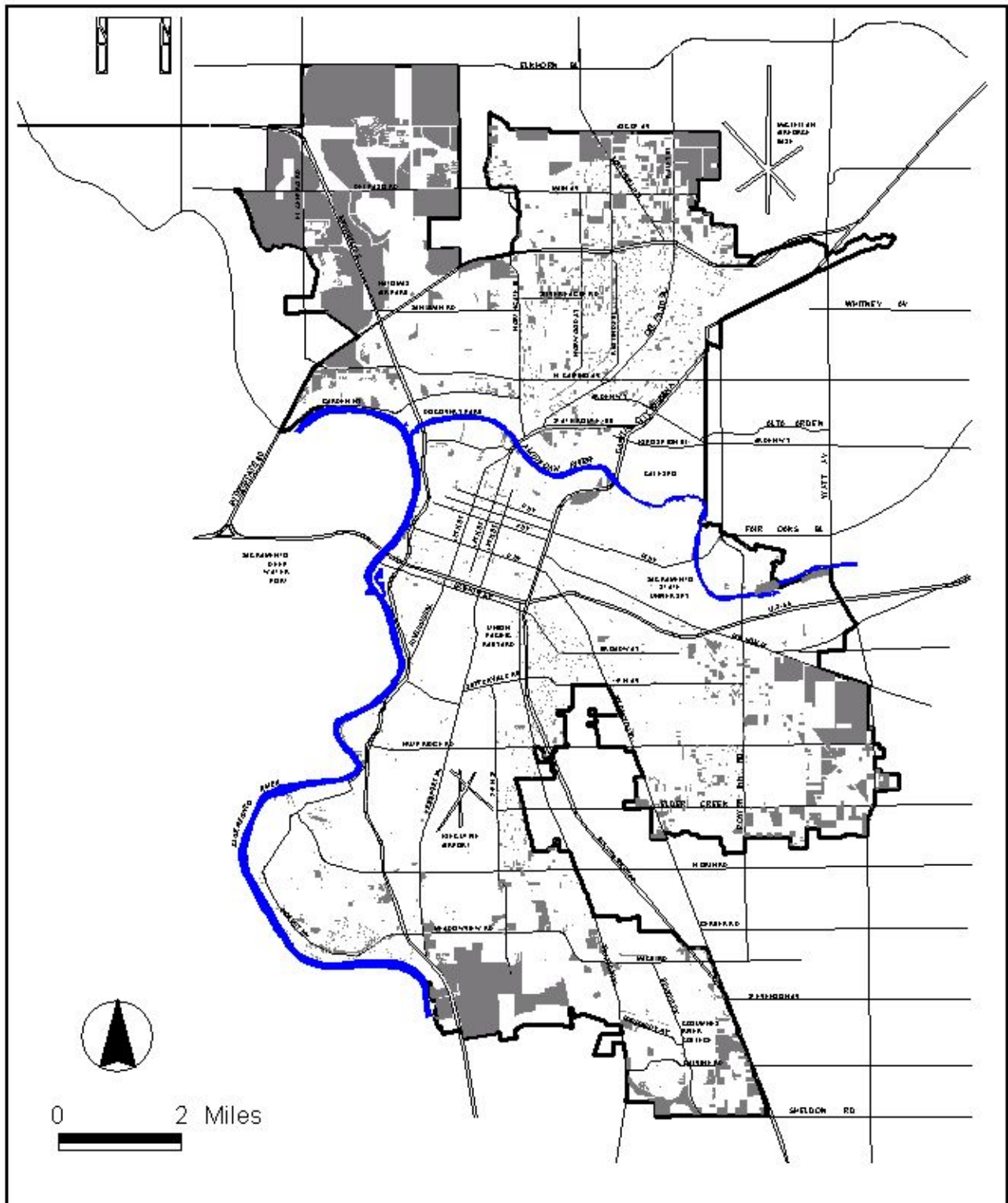
(Note: this data reports projections by SACOG based on land uses currently designated in the General Plan. These projections are beyond the time frame currently envisioned in the General Plan and are included for informational purposes only).

* Estimates of housing units are based on net acreage and current development densities.

North Natomas data assumes target averages per net acre of 7, 12, and 22 respectively for Low, Medium, and High Density Residential. High Density is actually 26 du/na community-plan wide since HDR around transit is allowed to exceed 29 du/na.

** Central City figures assume development of the R Street Corridor and Richards/Railyards area.

Note: The figures contained in this table include both New Growth Area and Infill Area housing projections.



VACANT LAND AREAS
2000

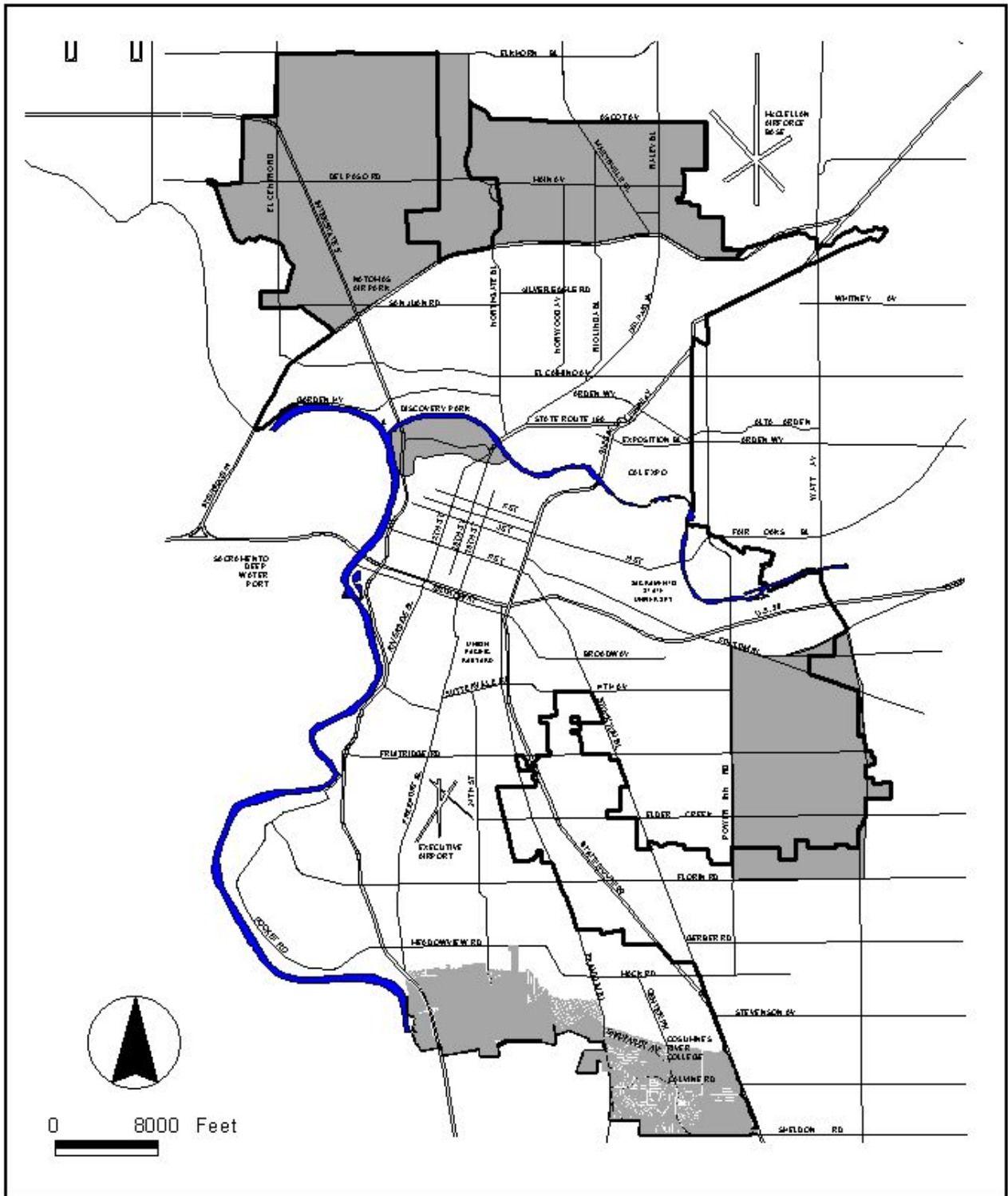
Prepared by the Planning Department
City of Sacramento

GP

GENERAL PLAN

update 1/2000-2008

Map 3



NEW GROWTH AREAS

1993

Planning and Building Department
City of Sacramento
GP
GENERAL PLAN
Update 1988-2008

(Amended 12/14/93 by Resolution 93-740)

Table 5 presents the City's current estimated inventory of vacant parcels by size and Community Plan Area.

Table 5
Vacant Land Inventory by Parcel Size

Community Plan Area	< 10,000 sq. ft.	10,000<1 acre	1 acre<5 acres	5 acres +	Total
	no. of parcels/acres	no. of parcels/acres	no. of parcels/acres	no. of parcels/acres	no. of parcels/acres
Airport Meadowview	260/37.04	93/44.4	29/78.44	44/1071.08	426/1230.97
Arden-Arcade	66/9.32	38/16.07	10/19.67	3/36.86	117/81.92
Central City	381/38.48	69/27.57	18/36.25	2/13.88	470/116.18
East Broadway	567/62.69	111/48.92	54/120.55	30/637.65	762/869.81
East Sacramento	5 7/ 7.41	13/6.88	8/15.57	4/97.54	82.127.4
Land Park	157/19.31	42/19.44	7/11.94	0/0	206/50.69
North Natomas	1221/180.95	60/17.28	15/35.32	129/4167.65	1425/4401.2
North Sacramento	943/127.52	521/264.18	226/513.79	53/814.06	1743/1719.55
Pocket	264/36.48	139/47.67	23/47.23	5/40.82	431/172.2
South Natomas	392/52.84	131/58.91	39/87.81	33/502.43	595/701.99
South Sacramento	433/57.11	131/73.35	165/406.28	66/690.23	795/1226.97
Citywide Total	4741/630.12	1348/624.67	594/1372.85	369/8072.2	6734/10700.2

Source: Sacramento County Assessor's Office, City of Sacramento Department of Planning and Building, Sept. 2000

Employment Projections

The City of Sacramento is the regional employment and trade center for the almost two million people residing in the four County Metropolitan Area (Sacramento, Yolo, Placer, and El Dorado) in 2000. Nearly one-third of the region's and one-half of Sacramento County's labor force work within the City. This "capture rate" is anticipated to continue at a minimum, throughout the General Plan's 20 year time frame.

The Sacramento region's economy continues to expand and diversify. The County's growth is fueled by a number of factors, including a strong state and local economy, rapid population growth, a strategic location, affordable land, and its adjacency to California's Bay Area region. The Sacramento metropolitan area has transitioned from a government, trade, and agricultural center to a more diverse economy. The region is not only developing a large high technology research and manufacturing base, but employment gains are anticipated across all major industry divisions with the largest gains occurring in services, trade and finance, insurance and real estate. (Source: State of California, Employment Development Department)

The Sacramento area economy is undergoing structural changes with an added emphasis in manufacturing activities, particularly electronics and electrical equipment. Most of the

electronics firms have located in the areas of Roseville, Folsom, and along the Highway 50 corridor. The City's share should increase with the development of North Natomas and Airport-Meadowview's Delta Shores.

In 2000, an estimated 49 percent of total County employment is located in the City of Sacramento. Government is the largest industry in the County, accounting for approximately 28 percent of total employment. Other important industry sectors are services and retail trade. It is expected that future job growth in the county will be in the manufacturing, services, and retail trade sectors. Approximately 47 percent of total County employment is projected to be located in the City by the year 2020, resulting in an annual 2.2 percent rate of employment growth over the next 20 years.

Sacramento City and County employment projections, are as follows:

Table 6
Sacramento City and County Employment Projections

	2000	2005	2010	2015	2020
County	531,589	591,458	653,401	715,144	754,925
City	258,140	282,409	310,363	339,222	357,085

Source: Sacramento Area Council of Governments (SACOG), Employment Projections, July 1999

(Note: this data reports projections by SACOG based on land uses currently designated in the General Plan. These projections are beyond the time frame currently envisioned in the General Plan and are included for informational purposes only).

Non-Residential Lands Buildout Potential

General Plan analysis includes assessing the buildout capacity of the City's non-residential lands. Determining the potential number of employees, developed square footage, and early supply of land are important components of comprehensive land use planning. A healthy supply of office, commercial, and industrial land is critical to the vitality of the local economy. Without an adequate inventory of available land, development opportunities would be artificially restricted; there would be less competition among property owners; and fewer locations available for users. Table 7 illustrates the employment and square footage potential of the City's existing supply of vacant non-residential lands.

Industrial:

As of 1985, there were 3,300 acres developed and 5,470 acres of vacant industrial land in the City. About 70 percent of the developed acreage was occupied by heavy commercial/warehouse uses. Approximately 84 percent (2,760 acres) of the City's developed industrial land is found in just five communities: East Broadway, Central City, North Natomas, North Sacramento, and South Sacramento. (The County portion of North Natomas south of Del Paso Road is included here.) These five communities also account for 93 percent (5,070 acres) of all currently vacant industrial land in the City.

If fully developed at projected densities, the vacant 5,470 acres have a development potential of 60.8 million square feet and 141,290 workers. At current annual industrial absorption rates (three million square feet) there is more than a 20 year supply of available industrial land in the

City. Assuming industrial absorption increases 10 percent annually, there is still sufficient land to accommodate 10 years of projected growth to date, the City's share of electronics industry growth makes it difficult to project a buildout time frame for North Natomas and Delta Shores.

Commercial:

Citywide there are currently 1,940 acres of community/neighborhood and regional commercial land developed with over 16.3 million square feet of retail space. The Central City has the greatest concentration of retail space in the City with 4.6 million square feet. Three communities, South Sacramento, South Natomas, and North Natomas account for a large majority (75 percent) of the City's vacant commercial land. The vacant 655 acres Citywide have a development potential of nearly five million square feet of retail space and over 20,670 jobs based on projected densities. At the current annual retail space absorption rate of 400,000 square feet, there is more than a 12-year supply of commercial land in the city.

**Table 7
Vacant Non-Residential Land Buildout Potential**

Land Use	Acres	Employees	Million Sq. Ft.
Neighborhood/Community Commercial	669	20,369	5.79
Neighborhood/Community Office	263	5,330	1.22
Regional Commercial	46	2,013	0.41
Regional Office	1,158	56,062	13.35
Heavy Commercial/Warehouse	2,352	67,523	36.82
Industrial	822	12,930	6.14
Industrial/Employee Intensive	636	11,061	1.27
Mixed Use	1,268	55,665	17.53
Total	7,214	230,953	82.53

Source: 1985 Vacant Land Survey, City Planning Division, Jones & Stokes Associates, 1994 North Natomas Community Plan

If retail space demand increases 10 percent annually, there would still be eight years of remaining capacity. (Caution should be used, however, when using this absorption rate. Pent-up demand, a renaissance in older area commercial revitalization, and other factors make any predictions as to needed commercial land very difficult.)

Office:

Assessing the development of office land is more complex than commercial or industrial. Office building densities vary throughout the City depending on the location and market. Although the Central City has little vacant land available for office development, continued construction will come from reuse of land and existing structures.

Currently there are 1,275 acres developed with 18.9 million square feet of community/neighborhood, regional, and public office space. The Central City with over 10.3 million square feet, accounts for nearly 80 percent of the City's total office space inventory.

There are currently 1,450 acres vacant and designated for community/neighborhood and regional office uses. Nearly 1,210 acres (84 percent) are located in four communities: Airport-Meadowview, South Natomas, North Natomas, and the Pocket. The greatest concentration of vacant regional office lands are in North and South Natomas. The vacant 1,450 acres could accommodate an additional 15 million square feet and approximately 62,930 office workers at projected densities. (This amount doesn't take into account re-use opportunities in the Central City.)

At the City's current office space absorption rate (1.1 million square feet per year), there is land available for a minimum of 13 years of expected office growth. If office space demand increased 10 percent annually, there would still be adequate land available to accommodate eight years of growth. (The same cautions should be used in relying upon the absorption rates as were stated for commercial development).

Table 7a
Non-Residential Land Buildout Potential Based on Redevelopment Potential

Land Use	Acres	Employees	Million Sq. Ft.
Railyards-Mixed Use (Total)	79	41,733	10.44
Regional Office	50	38,400	9.6
Neighborhood/Community Commercial	18.8	1,733	0.52
Cultural/Institutional	10.3	1,600	0.32
Richards Area (Total)	475	34,800	9.12
Regional Office	114	29,000	6.0
Regional Commercial/Retail	62	1,800	0.52
Heavy Commercial/Warehouse/Industrial	299	4,000	2.0
TOTAL	554	76,533	19.56

SOURCE: Draft EIR Railyards Specific Plan/Richards Boulevard Area Plan (includes existing to remain)

COMPONENTS OF URBAN GROWTH

Future development in the City will occur within the existing developed community areas and in the new growth communities. New growth area development is planned as a continuation of low density suburban uses, and at higher densities within planned communities (e.g., North Natomas), regional activity centers (e.g., Delta Shores), and major redevelopment sites within the Central City (e.g., Southern Pacific Railyards, Richards Boulevard Area). Development opportunities in the existing developed areas will come about through a general increase in densities, and infill/reuse projects. The City and the Sacramento Housing and Redevelopment Agency have designated redevelopment project areas and designated commercial corridors for residential and commercial revitalization.

New Growth Areas

Urban growth in the City's newly developed areas (Map 3) includes the newer areas on the northern and southern parts of the city (North and South Natomas, Airport-Meadowview, and

South Sacramento), as well as major redevelopment opportunities within the Central City (Railyards, Richards Boulevard Area). The General Plan for the City of Sacramento calls for full urbanization within the current city limits. The Plan represents new urban development at the northern and southern ends of the City simultaneously with intensification of the Central City. While North Natomas is the only community plan area that is entirely designated as a new growth area, the remaining plan areas noted above contain both new growth and infill housing opportunities. The figures contained in this section reflect projected housing unit growth for both new growth in the new growth areas and infill housing. Figures are derived from Sacramento Area Council of Governments (SACOG) projections.

A key objective of the General Plan is to strengthen the Central City as the region's primary employment center, where the highest levels of transit service can be provided and where the greatest concentration of density can be accommodated. The redevelopment of the Downtown Railyards offers a unique opportunity to reinforce and expand the role of the Central City as Sacramento's center of business, commerce, government and culture, and to create a transit-oriented mixed-use district as an integral extension of the downtown. The Richards Boulevard Area also offers opportunities for more intensive employment and residential uses in close proximity to planned transit, as it transitions from a predominantly industrial district.

Outside the Central City, North Natomas has the potential of providing more new jobs than any other community area in the City. At full community buildout, more new jobs will be created in North Natomas than in South Natomas, East Broadway, and Airport-Meadowview combined. As of 2000, nearly one-fifth of the City's projected employment growth is anticipated in North Natomas.

As of 2000, an additional 79,300 jobs are anticipated due primarily to job development in the Central City, the East Broadway industrial area, and office and industrial development in the South Sacramento area. Additionally, 36,600 jobs are projected north of the American River from 2000 to 2020, mostly due to the development of South Natomas office/business parks, industrial lands of North Sacramento, and employment center and industrial lands in North Natomas.

By 2022, the Central City is projected to have the highest concentration of jobs (145,700), followed by East Broadway (43,565) and South Sacramento (29,300).

North Natomas:

North Natomas is designated to be the City's major growth area for new housing and employment opportunities. Based on 1994 North Natomas Community Plan land use designations, the community is projected to account for 35 percent of new housing and 30 percent of new jobs in the City. North Natomas includes a well-integrated mixture of residential, employment, commercial, and civic uses, interdependent on quality transit service, surrounding a town center. An elementary school serves as the focal point of each of the fourteen proposed neighborhoods. Employment Centers, located at the light rail stations and along the freeways, are mixed use centers consisting of primary employment generators and secondary retail, industrial, and residential uses serving the employees and employers of the center.

There are approximately 660 acres of developed and undeveloped industrial lands, most of which are located within the unincorporated area. Low density residential uses total 260 acres within the City. Agriculture is the predominant land use within the incorporated area of the community. Arco Arena has been developed and is home to the Sacramento Kings, a National Basketball Association team, as well as other sports and entertainment events.

North Sacramento:

Much of this community's vacant land is designated for residential infill development. As of 2000, nearly two-thirds of the City's 8,500 potential infill units are located in North Sacramento. Nearly 7% of the City's potential new housing units are located in North Sacramento. The community plan area itself is expected to grow by 13% between 1998 and 2022 from approximately 49,000 to 57,000 residents. The current and projected population of North Sacramento is second only to South Sacramento in terms of total population. A wide variety of housing types are available in the area. Housing units are expected to increase from 17,800 units in 1998 to 21,000 units in 2022. Much of the housing demand will result from industrial development in North Natomas. A monitoring program has been developed that will track job creation in North Natomas with housing construction in North Sacramento.

An additional 5,600 jobs are anticipated in the area between 2000 and 2022, comprising almost 5% of all new jobs in the city. North of I-80 (west of McClellan AFB) there are approximately 700 vacant and designated acres for industrial uses. Employee intensive industrial uses are projected for the Highway 160 and Norwood/I-80 areas.

South Natomas:

: The South Natomas Community Plan area's population is expected to increase a modest 1% in the next few years from 38,692 in 2000 to 37,166 in 2022. Comparatively, the area's housing stock is expected to increase slightly overall, from 15,400 units in 1998 to 17,200 units in 2022. Overall, 55% of the new housing units in this planning area from 2000 to 2020 will be in South Natomas' new growth area on the west side of I-5.

South Sacramento:

This community is unique in that nearly 60 percent of the planning area is within the County, where City land use policies are not applicable. Comprehensive land use and public service planning must be coordinated with the County and special districts, therefore for the proficient provision of services.

South Sacramento contains the largest current and projected population of any community plan area in the city of Sacramento. The population in this area is expected to grow to 86,000 residents from 2000 to 2022. This is due partly to the community's size (29 square miles), amount of vacant land (over 1,200 acres), and its location (located on the southern edge of urban Sacramento).

The City portion of the community has an extensive supply of available industrial and heavy commercial/warehousing land (422) acres in 2000. Most of this land is located east of Highway 99 in the Florin-Perkins industrial area. The plan area is projected to increase its employment base by 26%, from approximately 21,618 in 1998 to 29,342 in 2022. After the Central City, South Sacramento is projected to have the highest total number of jobs in 2022.

South Sacramento is also projected to be a major supplier of new housing during the 20 year General Plan time frame. Fourteen percent of all new housing units in the City are projected to

be built in South Sacramento between 2000 and 2022. The community has 34% of all new projected housing south of the American River.

Airport-Meadowview:

This community's potential growth is mostly associated with the Delta Shores proposal and residential infill development. Based on a 2000 land inventory, about one thousand housing units can be accommodated as infill development. A significant amount of housing construction will also occur along the community's southern fringe in the Delta Shores area. As many as 3,000 new housing units may be expected in the plan area's New Growth Area.

An additional 3,079 jobs are planned for the community between 1998 and 2022, many of which are attributed to the Delta Shores development. Delta Shores is designed as a master planned development integrating residential, commercial, office, and research-oriented uses. An important feature of this proposal is the creation of new employment opportunities for the community's unemployed and low-skilled workers.

East Broadway:

This community is Sacramento's manufacturing and warehousing district. In 1998, East Broadway has the second highest employment concentration in the City with 30,500 jobs. An additional 13,050 jobs (90 percent of which will be heavy commercial/warehousing and employee intensive uses) are projected at full community buildout.

Increased development opportunities will be realized with the completion of Light Rail Transit (LRT) along Folsom Boulevard. Higher intensity uses will take advantage of LRT which should attract office development and other employee intensive uses along the LRT corridor.

Central City:

The Southern Pacific Railyards and the Richards Boulevard Area offer unique opportunities for a wide variety and mixture of uses with a strong orientation to transit. The redevelopment of the area will reinforce the position of the Central City within the region, enhancing its role and identity as the principle employment, cultural and transportation center. With the reuse of the Southern Pacific Railyards and the Richards Boulevard Area, the Central City is projected to consolidate and expand its share of the regional office market.

The 260 acre Railyards Area is largely vacant and under single ownership. Its reuse is planned as a mixture of office, commercial, residential, cultural and community-oriented uses that will provide a seamless extension of the downtown fabric, and provide new open space and recreational opportunities. The extension of light rail service and the creation of a "state of the art" intermodal transportation terminal within the development will enhance the viability of rail and promote transit as a convenient alternative to the automobile. At full buildout, the Railyards Area will support 42,000 jobs and a new residential neighborhood of 2,800 residential units. The 1,140 acre Richards Area is an industrial and warehouse district that, unlike the Railyards Area to the south, is in multiple ownership with parcels ranging in size from less than one-quarter to over fifty acres. The redevelopment of this area will be incremental in nature, allowing for viable industrial uses and businesses to remain, and for properties to transition to higher density commercial and residential uses over time. The area provides opportunities for the creation of a significant residential community of approximately 4,000 dwelling units that can

benefit from future transit and amenities of the American River, as well as office, service and highway commercial uses that should result in 34,000 jobs.

Existing Developed Areas

Sacramento has several neighborhoods that have deteriorated, or are showing beginning signs of blight and decline. Some of these were originally developed when on the urban fringe area in a rural manner. The presence of large undeveloped lots used during World War II for victory gardens is a dominant characteristic in a few neighborhoods such as Elder Creek., Oak Park, and Lindale-Florin. Other property was developed to accommodate activities and uses which no longer exist, such as industrial development along R Street where rail service is no longer provided. All of these neighborhood areas have increasing potential for urban development or reuse as their value escalates from continuing growth pressures.

The benefits of development and reuse are numerous in these areas. Some of the advantages to be gained are as follows:

- Adds investor confidence to the neighborhood.
- Often improves the quality and character of the neighborhood.
- More fully utilizes existing public facilities and services.
- Can strengthen neighborhood identity.
- Provides opportunities for future growth.

In an age of scarce resources and financial constraints, it is important to fully utilize the development potential of existing urban neighborhoods. Redevelopment, reuse and infill development efforts will help ensure a vital, attractive urban environment while providing opportunities for growth.

Existing Conditions:

Many existing residential, commercial, and industrial neighborhoods are experiencing blight and other deteriorating conditions which add to their decline. The 1980 Census indicated that there were 4,390 substandard residential units in the City. The City's Code Enforcement Division administers a program to remove or rehabilitate these units. Although a number of substandard structures have been removed or rehabilitated, continued efforts will be necessary to maintain sound housing stock in the City. The County Health Department has also been a positive force in efforts to eliminate dilapidated housing and blight in the City.

Some commercial strips and shopping centers are also experiencing a high incidence of vacant space and physical deterioration. Approximately 2,000,000 square feet of existing commercial space is currently vacant. Much of this space is in deteriorating strips and centers. Recent efforts by private interests have stimulated reuse in some of these centers through private rehabilitation and marketing programs.

Some of the older industrial neighborhoods are also experiencing decline due to access changes and outdated facilities. Although development exists in these areas, some of the land remains vacant due to poor community image, creating a disincentive for new development.

Existing Programs:

The City has adopted plans with varied programs to guide redevelopment activities in certain areas of the City. The plans were developed to address problems in certain areas which have experienced decline due to deteriorating influences.

Funds for redevelopment programs are received through federal block grants, bond money, tax increment funds and other special funding sources. These funds are used to purchase land, provide loans, improve infrastructure and establish clean-up and code enforcement programs to eliminate blighting influences.

Separate goals and policies are created for each established redevelopment area. The amount of funds used and type of programs created are based upon the need of the area and to implement the established goals and policies. A synopsis of redevelopment programs existing in 1986 can be found in the appendix document entitled "1986 Redevelopment Programs".

In an effort to assist rehabilitation efforts and reuse in existing neighborhoods a number of other programs have been developed.

Infill Development:

Vacant or underutilized land in existing neighborhoods offers a great potential for meeting future growth needs. Development of this land will help reduce the pressure for outward expansion while infusing new life into declining neighborhoods.

Residential infill areas consist of vacant and underutilized lots in existing developed neighborhoods. Although infill sites may be scattered throughout the City, certain areas have a high incidence of these properties. Underutilized sites are considered those that have not been developed to their full zoning potential. In some cases, however, policy and environmental issues may not support development to full zoning potential.

In 2001, the City contained approximately 2,500 acres of potential infill property which could yield about 17,806 units. Additional development potential can be realized after transit area plans and rezoning to accommodate transit-oriented development around light rail stations. Table 8 shows unit yield for infill properties by community plan area. Despite this potential, only slightly more than 1 percent of the City's infill potential is developed annually, on average. There are substantial constraints to infill development, include regulatory requirements, time, and process, financing and marketability, and potential lack of community acceptance. To more fully realize the City's infill potential, efforts to promote infill and remove development constraints will be necessary. The City prepared and approved an Infill Strategy in May 2002 that identifies strategic efforts to address these issues.

Maps 4, 4A, 5, and 6 show areas within the city of special interest that are "targeted" infill areas, including existing and proposed redevelopment areas, other older residential areas, Central City, potential transit station development areas, and commercial corridors.

The City has identified the following infill target areas and categories. These targeted categories were identified as those with the following characteristics:

- A. Those areas with significant numbers of vacant lots, where infill development fills in the gaps in the existing neighborhood fabric and will help alleviate blight and illegal activities

- B. Those areas with the greatest opportunity for infill development in terms of number of potential housing units and/or related commercial development
- C. Those areas with the most significant financial challenges to development.

These areas are recommended to be prioritized for infill development assistance. Target areas are shown in Maps 4 through 7 and are described below.

Targeted residential neighborhoods (Map 4). This includes older residential neighborhoods with significant numbers of individual and small vacant residential lots, particularly within redevelopment areas and other transitional neighborhoods. In addition, any Community Development Block Grant (CDBG) eligible areas that are not shown within the target area map would also be included within this definition. Within these areas, there are 1,600 acres of vacant land representing more than 3,000 potential units. Generally, the strategy for these areas is to fill in the vacant lots with densities similar to those of neighboring development. Many of these neighborhoods are also the subject of other neighborhood revitalization and redevelopment efforts.

Central City (Map 4A). The Central City has significant opportunity for intensification and reuse, including plans for the Capitol Area, R Street Corridor, Richards Boulevard, K Street Mall, and longer-term prospects for the Downtown Railyards. The Central City currently has a zoning potential for 6,000 to 10,000 additional dwelling units and significant commercial retail and office potential. Note that proposed re-examination of plans and land uses in the Downtown Railyards is envisioned, and much of the future development potential in that location is dependent upon toxic remediation of the area.

Neighborhood Commercial Corridors (Map 5). The City identified 19 neighborhood commercial corridors within its Economic Development Strategy. Infill potential in these areas includes vacant land for commercial, office, or potential urban housing or mixed use developments, as well as vacant and underutilized buildings with opportunities to transition to other uses. Given the range of land use options, no estimates of total development potential in these areas have been made. Map 5 indicates general locations of these corridors - precise boundaries would depend on the current and future zoning districts.

Transit Station Areas (Map 6): While extensive analysis has not yet been completed regarding the long-term potential for reuse of land around existing and future station areas, it is estimated at potentially 8,000 to 12,000 housing units, excluding additional potential around future stations in new growth areas. In most cases, General Plan amendments and rezonings are needed to realize this development potential. Map 6 illustrates the locations of light rail stations in infill areas and the general radius of 1/4 mile around transit stations to indicate where opportunities may exist for future changes in land use to facilitate transit-supportive development. The precise locations and boundaries of future land use changes will be determined based on future City actions and adoption of transit land use plans and supportive zoning to identify those areas or lots that are appropriate for development or reuse. In many cases, existing land uses will not be proposed for reuse within these areas.

Individual sites. In addition to sites within the target areas, there are also individual infill sites that face significant obstacles for development and where development of these

sites would assist in neighborhood enhancement and in achieving other City goals. These are defined as follows, but have not been specifically mapped:

In addition, there are additional vacant or underused parcels in other neighborhoods that have with unique physical and financial constraints to development (e.g., toxic clean-up, access problems, odd shaped lot size).

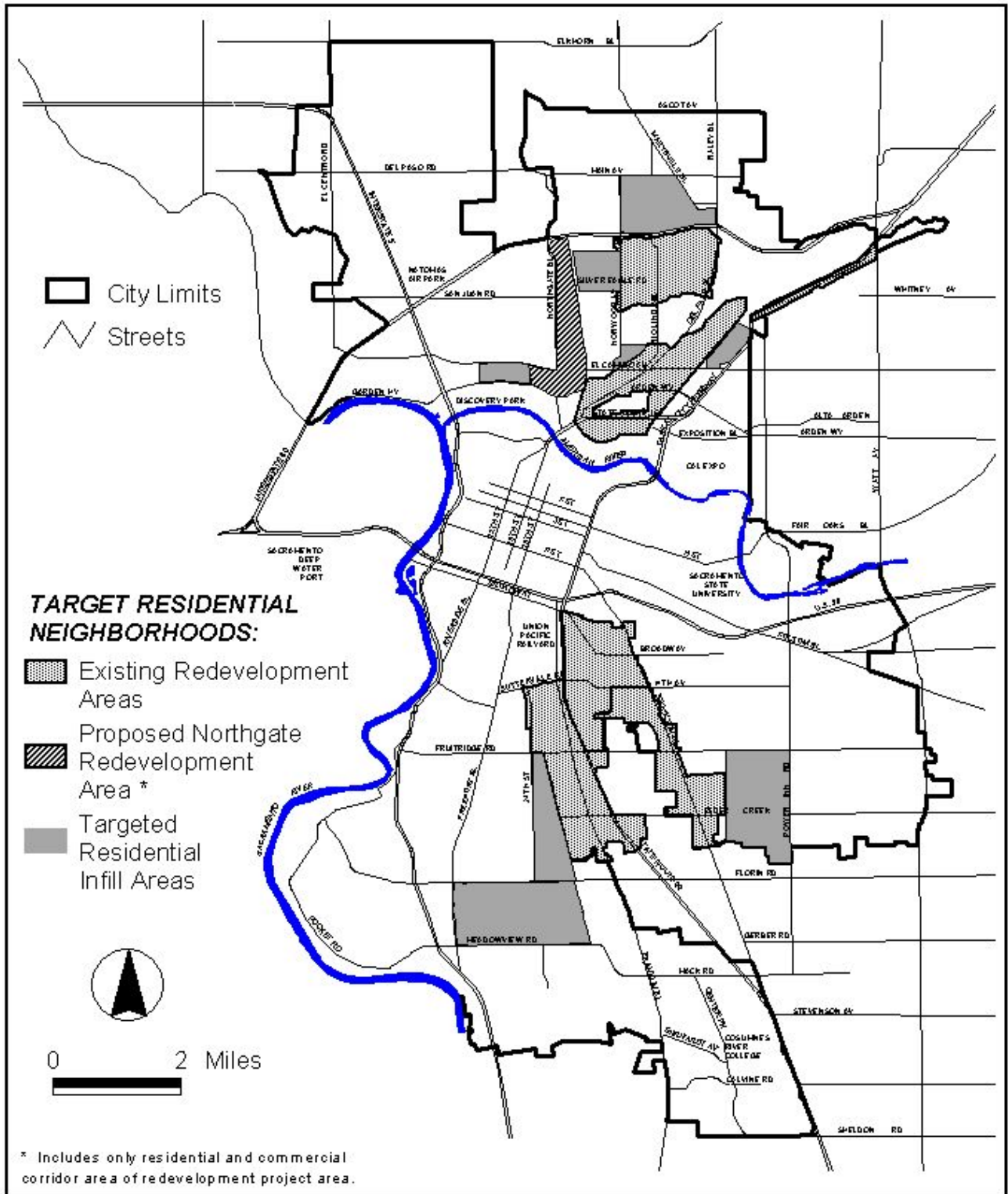
Areas of Opportunity for Development or Reuse:

Map 7 identifies several developed areas where changes of land use can be encouraged. These areas consist of property where infrastructure, access or service changes have resulted in new development opportunities including opportunities for significant reuse of existing developed areas. Some areas were identified for reuse due to the presence of blighting conditions or economic stagnation which have hampered growth in the area. Other areas were selected due to their close proximity to light rail facilities or where new land uses may be more appropriate than those identified in post 1976 community plans.

Specific new land use designations have not been developed for all identified areas of opportunities. The General Plan will be amended after further study of these areas in order to ensure appropriate uses and development opportunities for these neighborhoods. The areas of opportunity are an important factor in determining future growth within the City, therefore, planning for these areas should be accomplished in a timely manner.

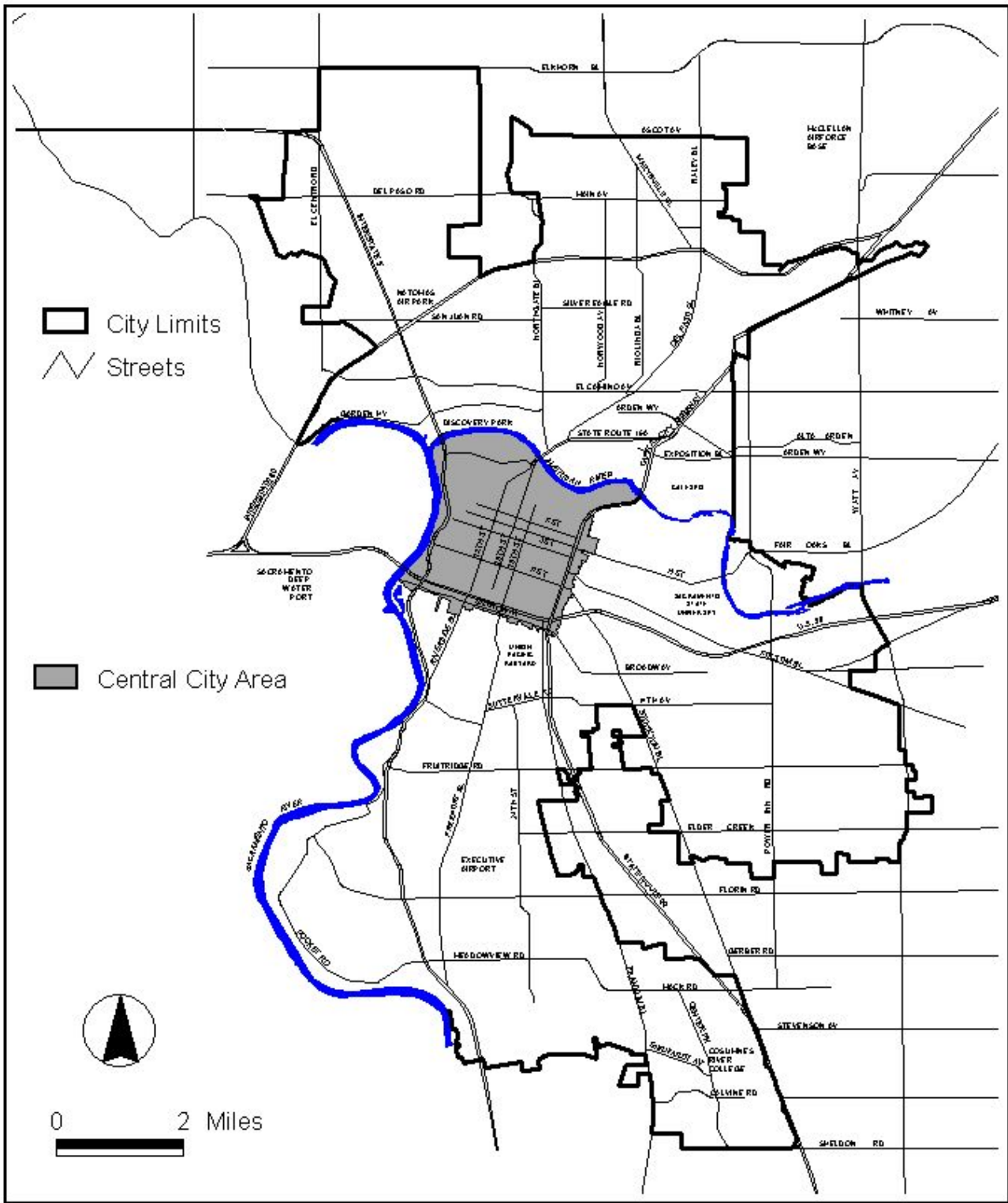
New land use plans have been approved for several Areas of Opportunity for Reuse. The R Street Corridor Plan, 65th Street/University Transit Village Plan, and the South 65th Street Area Plan encourage a mix of housing, retail, and employment uses to address specific transit and community goals within a quarter mile of designated transit stations. The plans were prepared pursuant to the Transit Village Development Planning Act to promote transit ridership and enhance a variety of funding opportunities.”

Land use plans and policy recommendations have been prepared for 13 existing and future light rail station areas along the Southline, Folsom Line, and Northeast light rail lines, through the Transit for Livable Communities Study. These recommendations encourage a mix of housing, retail and employment uses to promote transit ridership, enhance a variety of funding opportunities, and specific transit and community goals within a quarter mile of designated transit stations. These station area recommendations shall be refined for council consideration and adoption, after a community outreach effort, in coordination with other local jurisdictions, including Regional Transit, Sacramento Area Council of Governments, and Sacramento Housing and Redevelopment Agency, and other state agencies.



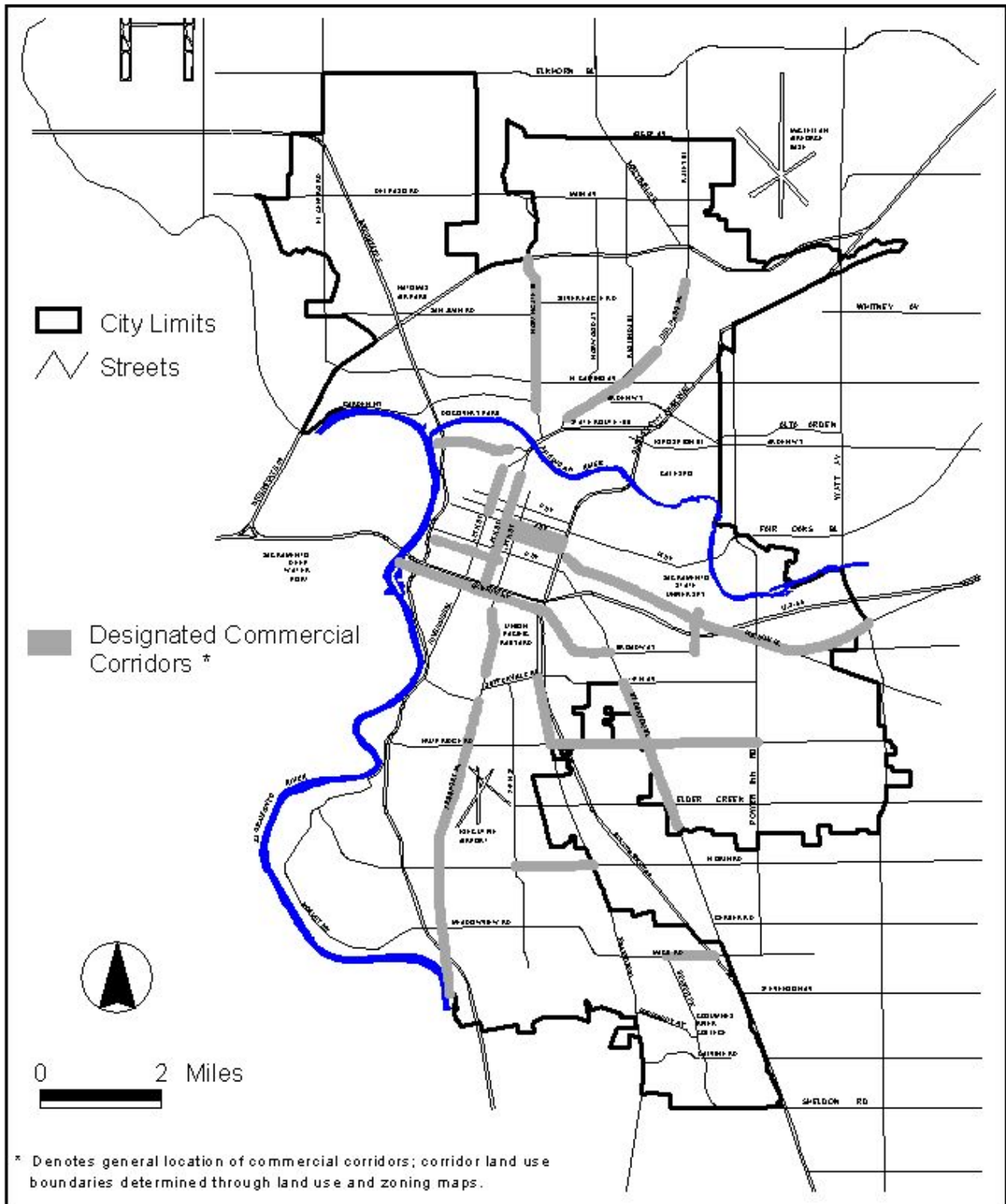
INFILL TARGET RESIDENTIAL NEIGHBORHOODS:
REDEVELOPMENT NEIGHBORHOOD
REVITALIZATION AREAS
2002

Map 4A



INFILL TARGET AREAS: CENTRAL CITY

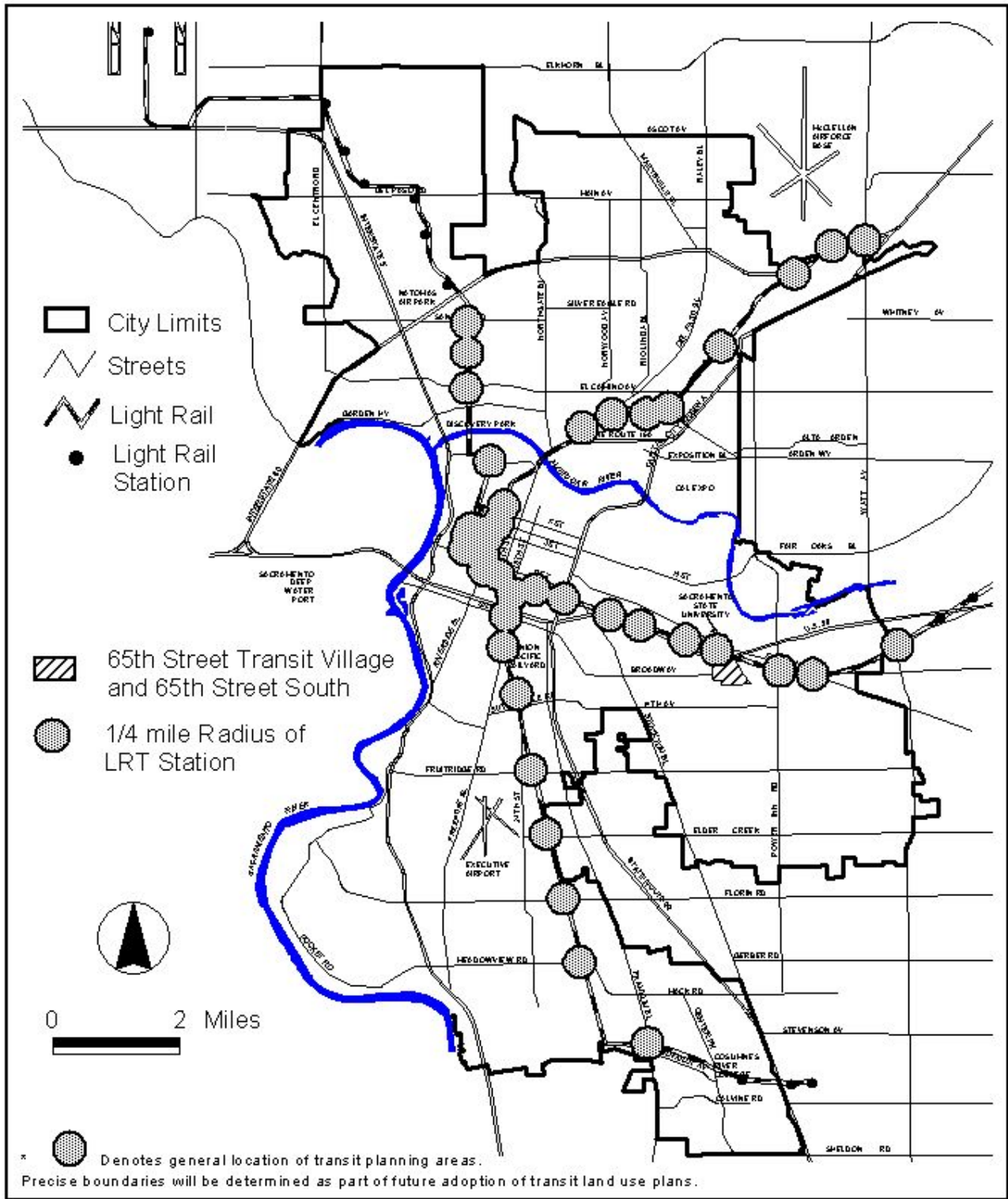
Planning and Building Department
 City of Sacramento
GP
 GENERAL PLAN
 updated 1-2007-2028



INFILL TARGET AREAS: COMMERCIAL CORRIDORS

Planning and Building Department
 City of Sacramento
GP
 GENERAL PLAN
 Update 1 2001-2008

Map 6



INFILL TARGET AREAS: TRANSIT AREAS

Table 8

**Unit Yield of Infill Property by Community Plan Area
As of 2001**

	Single Family	Multi-Family
Central City	434	4,314
East Sacramento	38	25
Pocket	584	362
Land Park	321	160
South Sacramento	4,652	2,155
East Broadway	411	85
North Sacramento	1,196	194
Airport-Meadowview	984	100
South Natomas	1,532	244
Arden-Arcade	14	1
Totals	10,166	7,640

Source: Sacramento Area Council of Governments (SACOG)
City of Sacramento, Planning and Building Department, Population and Housing Workbook

(Note: this data reports projections by SACOG based on land uses currently designated in the General Plan. These projections are beyond the time frame currently envisioned in the General Plan and are included for informational purposes only).

Note- The figures in this table do not include projected new housing units in New Growth Areas, as shown on Map 3. Consequently, the North Natomas Community Plan area is not included.

GROWTH ISSUES

The General Plan singles out seven major issues or concerns. These are all inter-related to the City's future growth, and were identified during the update process using community workshops, City Planning Commission meetings, and by responses to a Quality of Life survey.

Quality of Life Issue

This is perhaps the single most important issue challenging the City. Like other cities, Sacramento wants to maintain its quality of life as it grows and as it has more of its citizens in the paid work force. Associated with rapid growth or the physical largeness of many cities is a diminishing ability to maintain and improve their attractiveness in a number of perceived areas. Sacramento's quality of life is a function of the economic, social, cultural, recreational, and environmental conditions experienced by City residents. It depends on how residents perceive their home, neighborhood, community and City. Their standard of living, personal happiness, all reflect their outlook and perceptions of the City's overall quality of life.

The January 1986 Community Quality of Life Survey of 10,400 registered voters residing in the City, found that 79.9 percent of the respondents rated the overall desirability of the City as Good or Excellent. Sacramento's location, convenient shopping districts, and cost-of-living were the most frequently given reasons for their satisfaction.

Quality of Life is perhaps the most difficult to define, as it is a set of values based on individuals' experiences. Especially true is how people view change and growth in their community. Some people view change for the positive, as dynamics of urban living: others would prefer things as they are and regard any change as a negative.

The overriding issue, therefore, is whether the existing perceived quality of life will be enhanced by effective decisions dealing with the quality of growth, or if it will suffer as time progresses.

Economic Development/Increased Job Opportunities Issue

This issue focuses on the ability of the City to maintain a healthy economy and high level of job opportunities. Competition with the County's development; assuring avenues for employing our underemployed or unemployed; minimizing the negative impacts of a national economic downturn; and meeting the challenges of an ever changing business sector are major components of this issue. Working with the County in balancing land use needs between the two jurisdictions could improve coordination.

Likewise, Sacramento's traditional economic base of government services, wholesale trade, and agriculture cannot totally fuel a fast paced economy. New opportunities in diversified economic sectors are necessary if Sacramento is to grow as forecast. Diversification is the key to long-term economic prosperity and stability. The City has to look at the Country's steel-auto regions (and more recently the oil producing regions) as examples of economics dependent upon a single industry and their associated instabilities.

Diversification of the local economy is part of the reasoning used to open up North Natomas for development. In so doing, the City seeks to capture a larger percentage of the region's growing technology-oriented industry and employment generating development in general. Together with the Delta Shores proposal in Airport-Meadowview, the City has designated 1,700 acres for technology-oriented development alone.

Increased economic activity not only benefits the locally unemployed, but also attracts out-of-area workers. New employment opportunities will require specialized job and skills training so that new jobs can be filled primarily by local residents.

Jobs and Housing Linkage Issue

Providing enough housing within a reasonable commute distance to major employment centers is essential to any metropolitan region. In the Sacramento area, there has always been adequate land available for housing to meet the needs generated by employment within the region. There continues to be, and is expected to be for the period of this General Plan, adequate land for housing. Providing enough housing within a reasonable commute distance of all major employment centers in this region is therefore not projected to be a problem.

Sacramento City is the workplace for more than half of all the jobs in the County. The two most significant employment center communities in the City are Central City and North Natomas. The Central City, with over 85,000 jobs in 1998, is the employment center for the metropolitan area. This General Plan recognizes this role and re-enforces the Central City as the "urban core". Another major employment center will be North Natomas once it is fully developed. The North Natomas Community Plan requires a mixture of housing and employment to create a balanced community. However, like the Central City, housing opportunities will be provided in

adjoining city communities and the unincorporated area. Specific details about the ratio between housing and employment are provided in the North Natomas Community Plan.

Growth Financing Issue

Since the passage of Proposition 13, local government's ability to finance capital facilities and public service expenditures has been greatly restricted. Local government is no longer able to pay all the costs associated with expansion of infrastructure and services. State and local governments have also reduced their willingness to fund urban services. Grant and loan programs, which frequently paid the lion's share of capital improvements, are becoming increasingly limited as the responsibility for funding mandated programs shifts to local government.

Cities and counties are finding themselves in the position of being held responsible to provide and fund improvements and services, while at the same time having little authority to raise needed revenues. New approaches, therefore, are needed to provide for and finance capital improvements and on-going services. Unless a new national agenda is adopted, re-establishing the federal government's role in providing funding, the burden will fall jointly on local government and the private sector. The City currently utilizes a variety of financing mechanisms for public facilities and services. Recent community plans used a variety of financing approaches including benefit assessment districts, building fees, trust funds, development agreements, and developer constructed capital improvements. Such an assortment of financing and improvements plans will require creativity and a close working relationship between developers and the City.

Annexation Issue

The City has not actively engaged in an aggressive annexation policy since the mid 1960's. The ten-year period prior to that was marked by the addition of nearly 60 square miles and 100,000 residents. Those annexations occurring more frequently are comparatively small and mostly uninhabited.

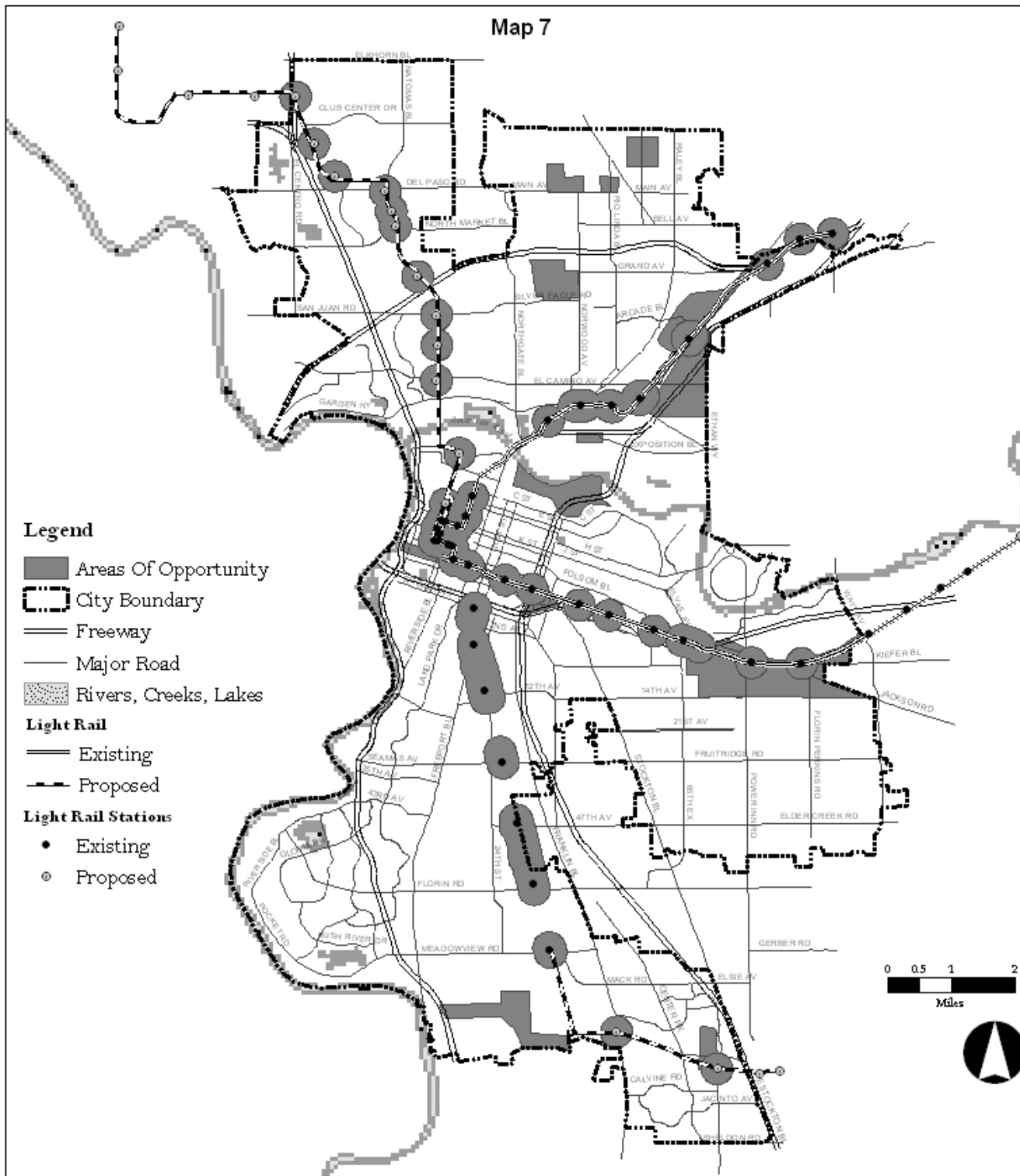
The issue of annexing agricultural land invokes a strong response from various groups. Annexing farmland can be seen as a method of controlling County development in sensitive areas (Laguna, North Natomas, west of I-5) where incompatible uses may be allowed. County development in these areas may adversely impact the provision of City services, adjacent land uses, or the City's future growth directions.

Annexing developed land is also not without its controversy. An aggressive annexation policy by the City may be resisted by some affected special districts (i.e., fire, parks), property owners, and residents. A pro-annexation policy of urbanized areas should be based on eliminating unincorporated pockets, providing public services more efficiently, and securing property and sales tax revenues.

Annexing some areas may result in a net cost to the City, the cost of services provided may be greater than generated tax revenues. The annexation issue of the future should be to achieve a mixture of commercial, industrial and residential lands, and a balanced revenue expenditure program.

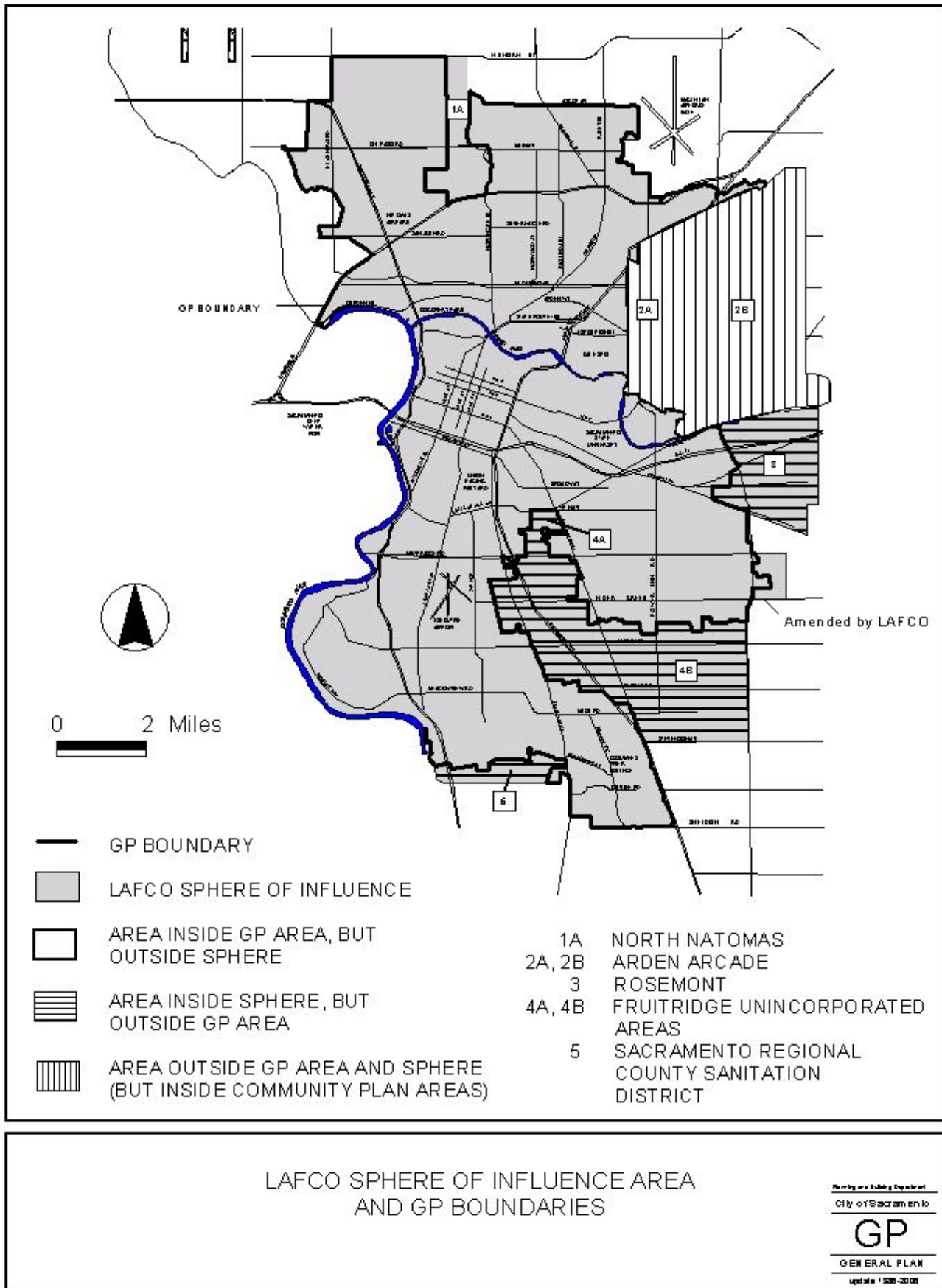
Annexation of any land into the City must be consistent with General Plan policies, within the City's adopted Sphere of Influence (Map 8), and approved by LAFCO. Following adoption of this General Plan, an updated study of the Sphere of Influence will be necessary to reflect this Plan's policies.

Map 7



AREAS OF OPPORTUNITY FOR DEVELOPMENT OR REUSE
 General Plan Update 1986-2006

Map Amended 02/14/96 by Resolution 99-740
 Map Amended 9/28/04 by Resolution 2004-772



(Amended by Resolution #94-686, #96-346)

General Plan Land Use Amendments Issue

The City can amend the policies and land use designations of the General Plan as the need arises. For example, in 1994 the General Plan was amended to establish the Del Paso Boulevard Special Planning District and to establish its boundaries. In 1997, the Plan was amended to include policy changes contained in the 1997 Sacramento River Parkway Plan update. General Plan land use amendments most often mean a shifting in acreage from one urban use designation to another. As it considers land use amendments to the General Plan, the City should review other affected portions of the Plan such as the capacities of various land use designations and the impact, if any, upon existing and planned services.

A total of 128 General Plan Land Use Amendments that shift acreage between urban designations were approved between 1988 and May 2001, totaling more than 5,800 acres. South Sacramento experienced the largest number of General Plan amendments, shifting the land use designation of more than 1,300 acres. In terms of number of General Plan amendments, South Sacramento is followed closely by North Sacramento and the Central City, and South Natomas. Due to amendment changes between 1988 and May 2001, the City gained approximately 357 acres of commercially designated land, lost 1,007 acres of land designated for industrial development, and gained 747 acres of residentially designated land. Approximately 1,244 acres were designated as Special Planning District citywide during this same time period. Amendments occurred most frequently in the South Sacramento, North Sacramento, and Central City communities. Tables 9 and 10 illustrate the trends and distribution of General Plan Land Use Amendments.

Table 9
Acres of Land Converted to Other General Plan Land Use Designations
Between 1988 and May 2001

From	Acres From	Number of Amendments *	Acres To	Number of Amendments *	Net Change
Annexation**	702	4	0	0	702
Commercial/Office	298	26	655	40	357
Industrial	1385	14	378	7	- 1007
Public Office	2	1	0	0	- 2
Public/Quasi Public	515	11	114	12	- 401
Recreational/Open Space	779	12	866	16	87
Residential	1678	54	2425	45	747
School	55	2	62	2	6.6
Special Planning District	20	1	1264	4	1244
Transportation	422	2	93	1	- 329
Water	24	1	23	1	- 1.7
Citywide Total	5880	128	5880	128	0

Source: City of Sacramento, Planning and Building Department

* Each amendment may change acreage in more than one land use category, thereby being counted more than once on Table 9. This results in less total amendments accounted for in Table 10.

** Land annexed from the County of Sacramento

Table 10
Distribution of General Plan Land Use Amendments Between 1988 and May 2001

Community	Number of Amendments	Acreage
South Sacramento	18	1380
East Broadway	7	283
North Sacramento	15	711
Pocket	11	86
Airport-Meadowview	4	28
South Natomas	14	217
Arden-Arcade	0	0
East Sacramento	0	0
Land Park	0	0
Central City	15	1295
North Natomas	11	1880

Source: City of Sacramento, Planning and Building Department

OVERALL URBAN GROWTH POLICY STATEMENTS

The General Plan's overriding goal of "improving and conserving existing urban development, while at the same time, encouraging and promoting quality growth in expansion areas of the City", can be best expressed in the Overall Growth Policy Statements. The overriding goal is consistent with the State's policy of "discouraging premature and unnecessary conversion of open space land to urban uses (Government Code Section 65561{b})" as well as "discouraging non-contiguous development patterns (Government Code Section 65030.1)". City policy adheres to these Statewide goals by discouraging urban sprawl, and supporting contiguous growth.

The adopted set of growth policy statements indicates the manner in which future growth is to be accommodated with respect to type, timing, and location. It provides the City Council with a policy framework when faced with land use and development decisions. An Overall Urban Growth Policy, adopted as part of the General Plan, enables the City Council to play a proactive role of responding to development pressures on a case-by-case basis. Public and private energies and talents can then be directed in positive directions in an effort to resolve growth and development issues.

The following policy statements provide overall policy direction for the specific goals and policies of each General Plan Element. Additional policy statements were developed from growth issues previously identified and from the discussion on urban growth components. General Plan land use amendments, annexation policies, and City-County governmental relations are also addressed by policy statements.

Together, these statements form a comprehensive Urban Growth Policy consistent with State policies which find that "decisions affecting future growth...should be guided by an effective planning process". A broad implementation framework for specific element goals and policies and land use policy decisions is provided by the following growth policy statements.

Policy 1 - Quality of Life

It is the policy of the City to enhance and maintain the quality of life by adhering to high standards for project and plan evaluation as these relate to the following characteristics that help define the quality of life in the City.

- The protection and preservation of the urban and natural environment are important factors to consider when evaluating development proposals and new community plans for the City.
- Air quality is a top priority in maintaining Sacramento's quality of life. The goal of compliance with Federal air quality standards - as soon as possible - must be considered in land use decision making and transportation planning.
- A valuable asset for each community is the open space and parks that are provided for recreational purposes. Adequate land and funding for improvements and maintenance will be necessary in newly developed areas to ensure the provision of this asset.
- Cultural amenities such as symphonies, theater, schools, libraries, museums and art help enhance the urban environment. Support for these amenities will help ensure a rich vital urban experience.
- Because most parents are in the paid work force, adequate child care at the worksite would help attract and maintain a productive work force.
- Crime, physical hazards and debilitating influences detract from the well-being of the neighborhood environment. Some neighborhoods in the City are experiencing the adverse effects of blighting influences, crime, and problems associated with homeless individuals. Efforts to correct these problems will be necessary to ensure the protection of the public's health, safety and general welfare.
- It is the objective of the City that urban resources are developed in a manner which is equitable to all citizens in each community of the City. A disparity in level of service or opportunities between individual community areas is detrimental to the overall character of the City.
- The image a community projects is partly reflected in the quality and design of its development. Design and development guidelines are authorized in some communities in the City. In some areas which lack guidance, the character and integrity of the community is threatened since design and compatibility are features often overlooked. To create pleasant attractive neighborhoods, it may be necessary to develop minimum standards and guidelines for residential, commercial and industrial development that reflect the image and needs of affected communities.

- It is the objective of the City to require that new development be consistent with established guidelines for noise and safety near McClellan and Mather Air Force Base. It was not the intent of California Airport Land Use Commission Law, however, to affect areas substantially devoted to development already, such as is found in most of the area south and west of McClellan. Thus existing development, approved subdivisions, and infill areas should not be required to be compatible with the McClellan Comprehensive Land Use Plan.

Policy 2 - Population and Housing Growth

It is the policy of the City that adequate housing opportunities be provided for all income households and that projected housing needs are accommodated.

- When housing opportunities are limited, the cost of housing increases. Increased housing costs create hardships for many, but especially lower income households unable to compete for available housing. In an effort to keep housing affordable to these groups, land use decisions in each community should reflect the Citywide objective of providing housing opportunities for all income groups.
- The location of residential land use in relationship to employment centers may be a significant factor in reducing traffic and meeting local housing needs. Providing a variety of residential uses near major employment centers or along transit or major transportation routes can help ensure housing opportunities for all income households employed in those centers. A later study will in part address the need for increasing residential densities along transit or major transportation routes.
- Each new community plan should provide a variety of housing types to promote the availability of housing opportunities for a broader range of households.
- Residential development consumes a significant portion of land in the City. It is therefore important that the quality and character of residential development complement the total urban environment. Although the quality of housing in Sacramento is generally good, continued efforts to maintain and improve the quality of housing will be necessary in some areas of the City.
- At the present time, adequate land is available in the City to meet the current projection of future housing with a holding capacity of 218,100 units. Land use changes from residential to non-residential uses can consume the available holding capacity for housing while increasing the demand for this type of land use. Some of the land currently designated for residential use is also hampered by development constraints such as inadequate street improvements or water and sewer service. In order to promote adequate land for projected future housing, it will be necessary to remove development constraints and maintain existing residential land use capacities.
- There are locations where a mixture of residential, neighborhood related commercial/office and employment opportunities should be provided. The percentage

of each type of use should be determined in a manner where each type of use adequately supports the other land use components.

Policy 3 - Economic Development and Employment Opportunities

It is the policy of the City to actively promote the continued vitality and diversification of the local economy, and to expand employment opportunities for City residents.

- Continued growth and diversification of the City's economic base relies on fostering new opportunities for industrial development. This can be accomplished through City economic development programs, capital improvement expenditures, and industrial land availability.
- The City's economic well-being is dependent upon stability and diversification. The City in conjunction with the Sacramento Area Commerce and Trade Organization (SACTO) should take an active role in the marketing and promotion of new business opportunities. There is a highly competitive atmosphere in the metropolitan area for industrial development, particularly technology oriented industries. The City needs to identify the market segments it wants to capture and direct efforts toward attracting those industries. Implementation of the City's adopted Economic Development Program should be coordinated with other organizations involved in economic development. Once coordination is accomplished, the City's Program should be an effective aid in marketing Sacramento.
- Sacramento's forecasted industrial growth will result in new and expanded employment opportunities. These jobs will require new job skills. Local hiring incentives and referral programs for major employers should be continued and expanded where needed to ensure that City residents benefit from Sacramento's expanding economy.

Policy 3a - Downtown Sacramento

It is the policy of the City to provide continued support of private and public efforts that promote the Central City's role as the region's commercial office, employment and cultural center; and at the same time provide close-by housing within identifiable residential neighborhoods.

- The metropolitan area's largest concentrations of employment and retail and office space located in the Central City. Downtown's continued vitality, therefore, has Citywide as well as regional implications. Where necessary and available, the City in coordination with other agencies will offer programs to ensure continued investment and development in the Central City.
- The presence of the State Capitol and other government buildings have played an important role in shaping the Central City's character. Government office needs

dominate the downtown office market; State and local government attract visitors worldwide; the majority of Central City employees work for public agencies; and many of the government buildings are either historically or architecturally significant and serve as Central City landmarks.

- Implementation of the Downtown Urban Design Plan will ensure that future Central Business District (CBD) development contributes to a unique setting through the use of architectural and streetscape design guidelines.
- Residential neighborhoods within the Central City can provide needed housing options for those choosing to be near their employment and activity hub, will offer contrasting land use to stimulate variety in the urban landscape, and afford many the opportunity of reduced dependency on auto usage.

Policy 4 - New Growth Areas

It is the policy of the City to approve development in the City's new growth areas that promotes efficient growth patterns and public service extensions, and is compatible with adjacent developments.

- The City is not in the position to finance all capital expenditures and ongoing public services in the new growth areas. Capital improvements and services must often be funded through a partnership of public-private financing mechanism.
- New growth area development may have significant transportation impacts on the existing circulation network. As a prelude to development of these areas, master circulation plans including major streets, alternative-transportation modes, and Transportation Systems Management measures, shall be required.
- New growth projects may complement existing development by providing employment and housing opportunities serving existing population and neighborhoods. This is accomplished through the normal review process.
- New growth area development will be allowed when all necessary infrastructure is available or will be provided. If it is consistent with the City's urban growth and annexation policies, and promotes orderly and efficient growth.

Policy 5 - Urban Conservation and Infill Areas

1. It is the policy of the City to promote infill development, rehabilitation, and reuse that contributes positively to the surrounding area and assists in meeting neighborhood and other City goals, including the following:
 - a. neighborhood conservation and enhancement
 - b. redevelopment/blight abatement

- c. economic development, particularly neighborhood serving retail, office, and employment
 - d. historic preservation
 - e. provision of a range of housing types within communities and neighborhoods, including opportunities for owner-occupied and move-up housing
 - f. development supportive of transit and other alternative modes of transportation
 - g. trip reduction and air quality improvement
 - h. environmental improvement
 - i. compatibility with existing neighborhood and commercial areas
2. Infill development shall be defined as the development, redevelopment or reuse of a vacant and underutilized site of five acres or less, except where designated in the General Plan as an infill target area, that may contain one or more parcels and is substantially surrounded by urban uses, where the median age of the surrounding urban development area is 20 years or more, and where the proposed project is consistent with the general plan, any applicable community plans, and zoning.
3. Within the developed part of the city, the City shall target sites within the following categories and individual site criteria for promoting infill development:
- a. Targeted residential areas, including redevelopment areas, other transitional neighborhoods and Community Development Block Grant target areas (Map 4)
 - b. Central City (Map 4A)
 - c. Neighborhood commercial corridors (Map 5)
 - d. Areas designated as transit planning areas, typically located within 1/4 mile of existing or planned light rail station (Map 6)
 - e. Other individual infill sites outside the target areas that are vacant or underutilized parcels of five acres or less within established neighborhoods or commercial areas, identified as long-term blighted properties with unique physical and financial constraints to development (e.g., toxic clean-up, access problems, odd shaped lot size) and where the proposed project would provide neighborhood enhancement and benefit.
4. The City should promote infill development that meets the following neighborhood, housing, economic and project design objectives, through its policies, zoning and other regulations, design guidelines, and infill incentives.
- a. Responds to an unmet or underserved need (i.e., grocery store, private youth recreational need)
 - b. Provides positive localized economic benefits (i.e., provides employment for neighborhood residents)
 - c. Adds to the range of housing types available in the neighborhood (within zoning parameters)
 - d. Accommodates a mix of housing affordability levels within a project
 - e. Includes a mix of uses within building (e.g., housing and retail) (within zoning parameters)
 - f. Serves as a catalyst project
 - g. Is transit supportive
 - h. Optimizes site
 - i. Preserves existing resources (e.g., heritage trees, creeks)
 - j. Preserves or restores a historic structure

- k. Has design and massing in scale with neighborhood
 - l. Provides street-level pedestrian activity
 - m. Minimizes the appearance/impact of parking
 - n. Maximizes energy efficiency (beyond Title 24 requirements) and/or includes significant water conserving features
 - o. Results in environmental improvement (e.g., toxic cleanup)
 - p. Strengthens the linkage between neighborhoods and neighborhood commercial corridors
5. For proposed infill development that meet the City's goals and objectives, the City shall seek to streamline and assist infill projects through the development review process, provide flexibility to accomplish identified infill goals, and review infill developments at the lowest feasible level necessary to meet plan and policy objectives.
 6. The City shall promote high levels of coordination among City departments and with Sacramento Housing & Redevelopment Agency and Capital Area Development Authority in promoting and assisting desired infill development.
 7. Within legal parameters, the City shall seek to establish equitable fees that reflect infill goals and promote infill development, and shall encourage other entities to establish fees that do not act as disincentives to infill development.
 8. The City shall seek to incorporate infill development potential into infrastructure master plans, to provide adequate infrastructure to serve new infill development, including providing focused incentives to assist in the provision of infrastructure for targeted infill needs. The City shall seek to identify infrastructure requirements and costs for major reuse plans and redevelopment projects and identify funding mechanisms to ensure their success and implementation.
 9. The City shall support flexibility in providing for providing needed public facilities and services in infill target areas.
 10. The City shall support neighborhood improvements that enhance the neighborhood and support infill development.
 11. Through its land use plans, zoning, and other implementation mechanisms, the City shall support appropriate levels of density and intensity of infill development based on various locational factors and other City goals and objectives, including neighborhood preservation, proximity to transit stations and routes, and proximity to employment centers.
 12. The City shall promote and market its infill development goals and incentives to infill developers, other agencies, and neighborhood, business, and other interested groups and organizations.
 13. The City shall monitor its infill development efforts and effects to seek to avoid displacing lower-income and minority households through its infill development and neighborhood enhancement efforts and to involve these communities in infill efforts that could affect their neighborhoods.

Policy 6 - General Plan Land Use Amendments

It is the policy of the City in considering General Plan land use map amendments to evaluate the impact of such amendments upon the General Plan and community plangoals and policies.

- The General Plan is an integrated document containing projections for residential and non-residential uses. Significant land use amendments can affect these projections as well as the ability to implement specific goals and policies. Because of this, there is a need to establish a monitoring system for reporting land use changes so that the City can better assess their cumulative impacts and timing for another General Plan update.
- Each proposed General Plan amendment must be evaluated to determine whether it is consistent with the projections, goals and policies. If it is not consistent, either the proposed amendment must be disapproved or the affected projections, goals and policies must be amended together with the land use amendment in order to approve it.

Policy 7 - Annexation

It is the policy of the City to work with LAFCO to adjust the LAFCO Sphere-of-Influence to be in conformity with the City's Adopted Annexation Policy.

- In addition to underdeveloped lands lacking services, a large portion of developed lands have inadequate infrastructure facilities and services.
- Presently, the Sphere-of-Influence does not include the entire City. The City should request that LAFCO expand it to include these areas, and other logical areas outside its current boundaries.
- The City should initiate annexations which:
 - a. Constitute fiscally sound additions to the existing City.
 - b. Are consistent with State law and Local Agency Formation Commission standards and criteria.
 - c. Preserve neighborhood identities.
 - d. Ensure the provision of adequate municipal services.
 - e. Are consistent with General Plan and Community Plan land use policies.
- The City should encourage annexations initiated by owner/residents which are consistent with the policies set forth above by:
 - a. Honoring land use permits and entitlements previously granted by the County government, subject to consistency with City engineering and

building standards and compatibility with City municipal services facilities in place.

- b. Assisting applicants with administrative requirements of the Local Agency Formation Commission.

Policy 8 - Transportation

It is the policy of the City to promote an efficient, safe, and balanced transportation system.

- Recognizing that many transportation problems affect more than just the City, the City will continue to coordinate with other transportation agencies and providers (federal, State, regional, and local) to explore solutions to transportation problems.
- Parks and recreation services are an important part of the City's physical structure. As Sacramento continues to grow, there will be greater demand on existing services and facilities. Funding sources to provide these services, however, are decreasing. The City will continue to provide parks and recreation services, to ensure leisure and enrichment activities for Sacramento residents within the limits of financing capability.
- Presently, there are mutual agreements between the City and County and special districts for some municipal services to some areas, these agreements should continue.

Policy 9 - Local and Regional Government

It is the policy of the City to cooperate with the region's various public jurisdictions on matters of mutual interest including social, economic, and environmental issues, land use policies, and private development project review.

- The Sacramento metropolitan area is a dynamic, growing urban area. Complex urban issues do not respect jurisdictional boundaries, they impact both the City and County. Air and water quality, transportation, and economic development are issues that must be addressed on a regional scale. The City recognizes the importance in planning for new growth and development in a reasonable manner.
- Providing adequate housing accessible to employment opportunities is a regional issue. The City, particularly the Central City, has long been the employment center of the metropolitan area. In recent years, cities and the county have been competing for new commercial and industrial development. Local jurisdictions, in addition to encouraging non-residential development, must make available adequate lands for residential construction. Sacramento City, the County, and the other cities must continue to provide their "fair share" of housing, implement their housing elements, and provide opportunities for new housing construction.
- The continuing growth, stability, and diversification of the regional economy is a major goal of local jurisdictions. Intergovernmental cooperation and a regional perspective are

needed for the success of any economic development project. The City supports the development of a regional economic policy which compliments a specific City economic development program.

Policy 10 - Open Space and Natural Resource Conservation

It is the policy of the City to conserve and protect natural resources and planned open space areas, and to phase the conversion of agricultural lands to planned urban uses.

- The City will continue to provide open space for the preservation and conservation of natural resources. The City will continue programs established by the Department of Parks and Community Services in maintaining parks, trees, and other landscaping. The City will conserve riparian forests and grassland vegetation. The City will protect planned open space areas that support wildlife habitat and work with the County in protecting unique physical features. The City will establish development standards to enhance the visual amenities of open space areas.
- The City will provide open space for, and the conservation of, the managed production of resources as defined in the Conservation and Open Space Element. The City will work with the County to study an agricultural preservation program. The City will allow the extraction of construction grade aggregate and assure that depleted aggregate pits are reclaimed for appropriate uses.
- The City will provide open space for recreation. The American and Sacramento River Parkways will be conserved and protected. The City has other open space areas that can also be developed to their recreational use potential. These areas include utility easements, floodways and floodplains.

Policy 11 - Public Services

It is the policy of the City to provide a full range of adequate municipal services in order to meet resident and worker needs and to assure a healthy, orderly development and maintenance of its communities. It is important that these services are coordinated with the expected growth of the City.

- Adequate public facilities and services should be provided in existing developed areas. Consideration for these services should be given to depressed and infill areas for improved facilities and services must be in place as new communities are developed and a financing plan for those services should be determined prior to development.
- The funding of new services is a major constraint facing government today. Appropriate facilities and services must be in place as new communities are developed and a financing plan for those services should be determined prior to development.
- In addition to other funding sources, the City through its Capital Improvement Program should improve existing inadequate facilities in infill and depressed areas.

- Park and recreation services are an important part of the City's physical structure. As Sacramento continues to grow, there will be greater demand on existing services and facilities, and new residential areas will require new park facilities. Funding sources to provide these services, however, are decreasing. The City will continue to provide parks and recreation services, to ensure leisure and enrichment activities for Sacramento residents within the limits of financing capability.
- Presently, there are mutual aid agreements between the City and County and special districts for some municipal services to some areas. These agreements should continue.

Policy 12 – Smart Growth

It is the policy of the City to promote sustainable and balanced development that makes efficient and effective use of land resources and existing infrastructure by using the following Smart Growth Principles.

- Mix land uses and support vibrant city centers by giving preference to the redevelopment of city centers and transit oriented development within existing transportation corridors with vertically or horizontally integrated mixed uses to create vibrant urban places.
- Take advantage of existing community assets by emphasizing joint use of existing facilities operated by cities, schools, counties and the state as well as take advantage of opportunities to form partnerships with private businesses and non-profits to maximize the community benefit from public and private facilities.
- Create a range of housing opportunities and choices with a diversity of affordable housing near employment centers.
- Foster walkable, close-knit neighborhoods through a system of fully connected activity centers, streets, pedestrian paths and bike routes.
- Promote distinctive, attractive communities with a strong sense of place, including the rehabilitation and use of historic buildings.
- Preserve open space, farmland, natural beauty, and critical environmental areas within the urban environment and on the urban edge.
- Concentrate new development and target infrastructure investments within the urban core of the region to allow for efficient use of existing facilities, infill and reuse areas.
- Provide a variety of transportation choices for people to bike, walk, take transit or drive.
- Make development decisions predictable, fair, and cost-effective by streamlining the development approval process.

- Encourage citizen and stakeholder participation in development decisions by fostering an open and inclusive dialogue that promotes alliances and partnerships to meet community needs.
- Promote resource conservation and energy efficiency through water conservation and water quality practices, recycling, green building technology, cool community design features and use of solar and energy renewable technologies.
- Create a Smart Growth Regional Vision and Plan with neighboring cities, counties and other governmental entities so that regional strategies and policies can be implemented to discourage urban sprawl and address transportation, air quality, housing, land use, loss of agricultural lands and open space and other regional issues.
- Policies adopted by regional decision-making bodies should discourage urban sprawl, promote infill development and the concentration of development in the urban core of the region, and promote the equitable distribution of affordable housing and social services.
- Support high quality education and school facilities that are accessible to neighborhoods and critical in making desirable and livable communities.
- Support land use, transportation management, infrastructure and environmental planning programs that reduce vehicle emissions and improve air quality.