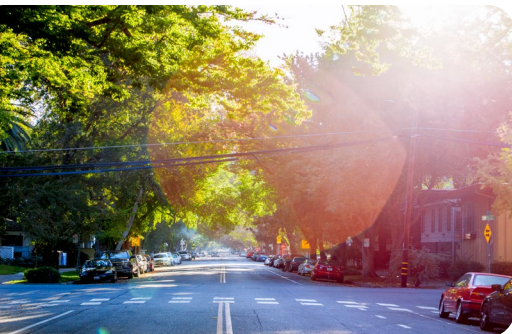




sacramento | 2040

# TECHNICAL BACKGROUND REPORT

NOVEMBER 2020



Prepared for:

*City of*  
**SACRAMENTO**

Prepared by:

**DYETT & BHATIA**  
Urban and Regional Planners

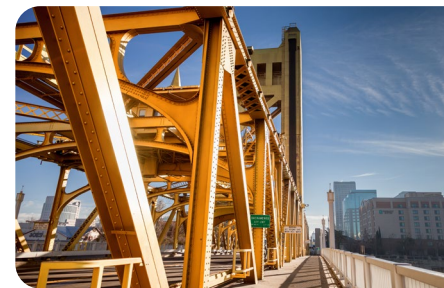
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# TECHNICAL BACKGROUND REPORT

**NOVEMBER 2020**

*(January 2024: Updated section 6.4 Cultural Resources and a footnote on page 2-1 has been added to acknowledge the annexation of parcel APN 0620060033 in November 2023.)*

**PREPARED BY:**

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# I Introduction

This chapter describes the purpose and organization of the General Plan and provides an overview of what a General Plan is, why it is prepared, and why it is important. This chapter also provides an overview of the purpose, organization, and format of the General Plan Background Report.

This chapter is divided into the following sections:

- What is a General Plan?
- Using the General Plan
- Planning Boundaries and Areas
- Purpose of the Background Report
- Format of the Background Report

## I.1 What is a General Plan?

---

Every county and city in California is required by State law to prepare and maintain a planning document called a general plan. A general plan serves as the jurisdiction's "constitution" or "blueprint" for future decisions concerning land use and resource conservation. All specific plans, subdivisions, public works projects, and zoning decisions must be consistent with the local jurisdiction's general plan.

A general plan has four defining features:

- **General.** As the name implies, a general plan provides general guidance for future land use, transportation, environmental, and resource decisions.
  - **Comprehensive.** A general plan covers a wide range of social, economic, infrastructure, and natural resource issues. The issues include land use, urban development, housing, transportation, public facilities and services, recreation, agriculture, biological resources, and many other topics.
  - **Long-Range.** A general plan provides guidance on achieving a long-range vision of the future for a county or city. To reach this envisioned future, the general plan includes goals, policies, and implementation programs that address both near-term
-

and long-term needs. The Sacramento General Plan looks out to the year 2040 (roughly 25 years in the future).

- **Integrated and Coherent.** The goals, policies, and implementation programs in a general plan present a comprehensive, unified program for development and resource conservation. A general plan uses a consistent set of assumptions and projections to assess future demands for housing, employment, and public services (e.g., infrastructure). A general plan has a coherent set of policies and implementation programs that enables citizens to understand the vision of the general plan, and enables landowners, businesses, and industry to be more certain about how they will be implemented.

## 1.2 Using the General Plan

---

The General Plan is used by the City Council, Planning Commission, and City staff on a daily basis to make decisions with direct or indirect land use implications. It also provides a framework for inter-jurisdictional coordination of planning efforts among officials and staff of the City and other government agencies (e.g., Federal, State, and local). City residents, property owners, and businesses also use the General Plan for a particular geographic area or for a particular subject of interest to them.

The General Plan is the basis for a variety of regulatory mechanisms and administrative procedures. California planning law requires consistency between the General Plan and its implementation programs. Implementation programs and regulatory systems of the General Plan include zoning and subdivision ordinances, capital improvement programs, specific plans, environmental impact procedures, building and housing codes, and redevelopment plans.

Over time the city's population will change, its goals will be redefined, and the physical environment in which its residents live and work will be altered. In order for the General Plan to be a useful document, it must be monitored and periodically revised to respond to and reflect changing conditions and needs.

The General Plan should be reviewed annually. A more comprehensive and thorough review and revision should be done every five or ten years to document changes in local conditions based on the new data. State law permits the General Plan to be amended up to four times in any calendar year, unless special conditions apply as defined by Government Code Sections 65358(c) and (d). Each amendment may contain more than one change to the General Plan.

The General Plan should be user-friendly. To this end, the General Plan is divided into two documents: the Background Report and the Goals and Policies Report. The Background Report is further divided into nine chapters, and the Goals and Policies Report is divided into four parts and nine sections so that information can be easily referenced by subject or issue.

The following paragraphs provide a summary of the two component documents that make up the City of Sacramento General Plan:

- **Background Report.** The Background Report takes a “snapshot” of Sacramento’s current (2020) trends and conditions. It provides a detailed description of a wide range of topics within the city, such as demographic and economic conditions, land use, public facilities, and environmental resources. The report provides decision-makers, the public, and local agencies with context for making policy decisions. Unlike the Goals and Policies Report, the Background Report is objective and policy-neutral. The Background Report also serves as a setting for the Environmental Impact Report prepared for the General Plan.
- **Goals and Policies Report.** This report is the essence of the General Plan. It contains the goals and policies that will guide future decisions within the city. It also identifies a full set of implementation programs that will ensure the goals and policies in the General Plan are carried out.

As part of the City of Sacramento General Plan Update, the City also prepared a Master Environmental Impact Report (MEIR). The MEIR responds to the requirements of the California Environmental Quality Act (CEQA) as set forth in Public Resources Code (PRC) 21100 and 21157 and CEQA Guidelines Sections 15126, 15175, and 15176. The Planning Commission and City Council will use the MEIR during the General Plan Update process to understand the potential environmental implications associated with implementing the General Plan. The MEIR is not part of the General Plan; however, it is intended to streamline project-level CEQA review for subsequent projects that are consistent with the General Plan.

### 1.3 Planning Boundaries and City Limits

---

The General Plan uses several terms to describe the city and areas beyond, including the following:

- **City Limits.** The jurisdictional boundary of the city. The city limits includes the area within a city’s corporate boundary over which cities exercise land use authority and provide public services. State law requires cities to adopt a general plan that at a minimum addresses physical development within this boundary.
- **Sphere of Influence.** A sphere of influence (SOI) is the probable physical boundary and service area of a local agency, as adopted by a Local Agency Formation Commission (LAFCO). A SOI includes both incorporated and unincorporated areas within which a city or special district will have primary responsibility for the provision of public facilities and services.
- **Planning Area.** A general plan, pursuant to State law, must address all areas within the jurisdiction’s planning area. The planning area encompasses all incorporated and unincorporated territory that bears a relationship to the long-term planning of the jurisdiction. At minimum, a jurisdiction’s planning area should include all incorporated land within the city limits and all land within the city’s Sphere of Influence.

## 1.4 Purpose of the Background Report

---

The Background Report provides a “snapshot” in time of the city’s existing conditions. The Background Report presents the physical, social, and economic resource information required to support the preparation of the General Plan. The data and information in the Report are generally current as of 2020.

The Background Report serves as the foundation document upon which planning policies and programs will be formulated later in the General Plan update. The document is also used as the “environmental setting” section of the General Plan MEIR.

## 1.5 Format of the Background Report

---

Each topical section of each Background Report chapter includes the following:

- **Introduction.** The introduction provides a brief description of the issues covered in the section.
- **Existing Conditions.** This section describes existing conditions as of June 2020 for each resource or issue area. Supplemental information developed since that time is provided in some cases.
- **Regulatory Context.** Each section summarizes the laws and regulations pertaining to the topics identified. Federal, State, and local regulations are described, as applicable.
- **Findings.** Each section contains a brief summary of key findings. The findings present key facts and preliminary issues from the section. These findings serve as the basis for the identification of issues to be addressed in the Policy Document.

## 2 Land Use and Community Development

The Land Use and Community Development chapter describes existing development conditions, trends, and regulatory frameworks within the City of Sacramento 2035 General Plan Update Policy Area. This chapter includes the following sections: Planning Boundaries, which contains discussion of the planning area and annexation history; City of Sacramento Plans and Programs, which describes current plans within Sacramento; Plans and Programs of Other Jurisdictions, which describes the planning efforts of adjacent cities and regional entities; Existing Land Uses, which describes current land use conditions in Sacramento as well as upcoming development projects; and Findings, which describes some of the big issues related to land use and community development for consideration in the 2040 General Plan Update.

### 2.1 Planning Boundaries

---

Figure 2-1 shows the City Limits and the City Sphere of Influence (SOI) as of 2019, the 2035 General Plan Policy Area. In addition, the City of Sacramento 2035 General Plan defines 10 Community Plan areas, five Special Study Areas, and 79 Opportunity Areas.

#### **CITY LIMITS**

The City Limits include all incorporated land within the legal jurisdiction of the City of Sacramento. This boundary encompasses approximately 101 square miles (64,425 acres) as of June 2019<sup>1</sup>.

#### **SPHERE OF INFLUENCE (SOI)**

The SOI is adopted by the Sacramento Local Agency Formation Commission (LAFCO) and delineates the City's probable ultimate physical boundaries and service area. The SOI is intended to coordinate and shape logical and orderly development. The SOI outside of City Limits is 22 square miles (14,018 acres) as of 2019.

#### **PLANNING AREA**

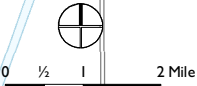
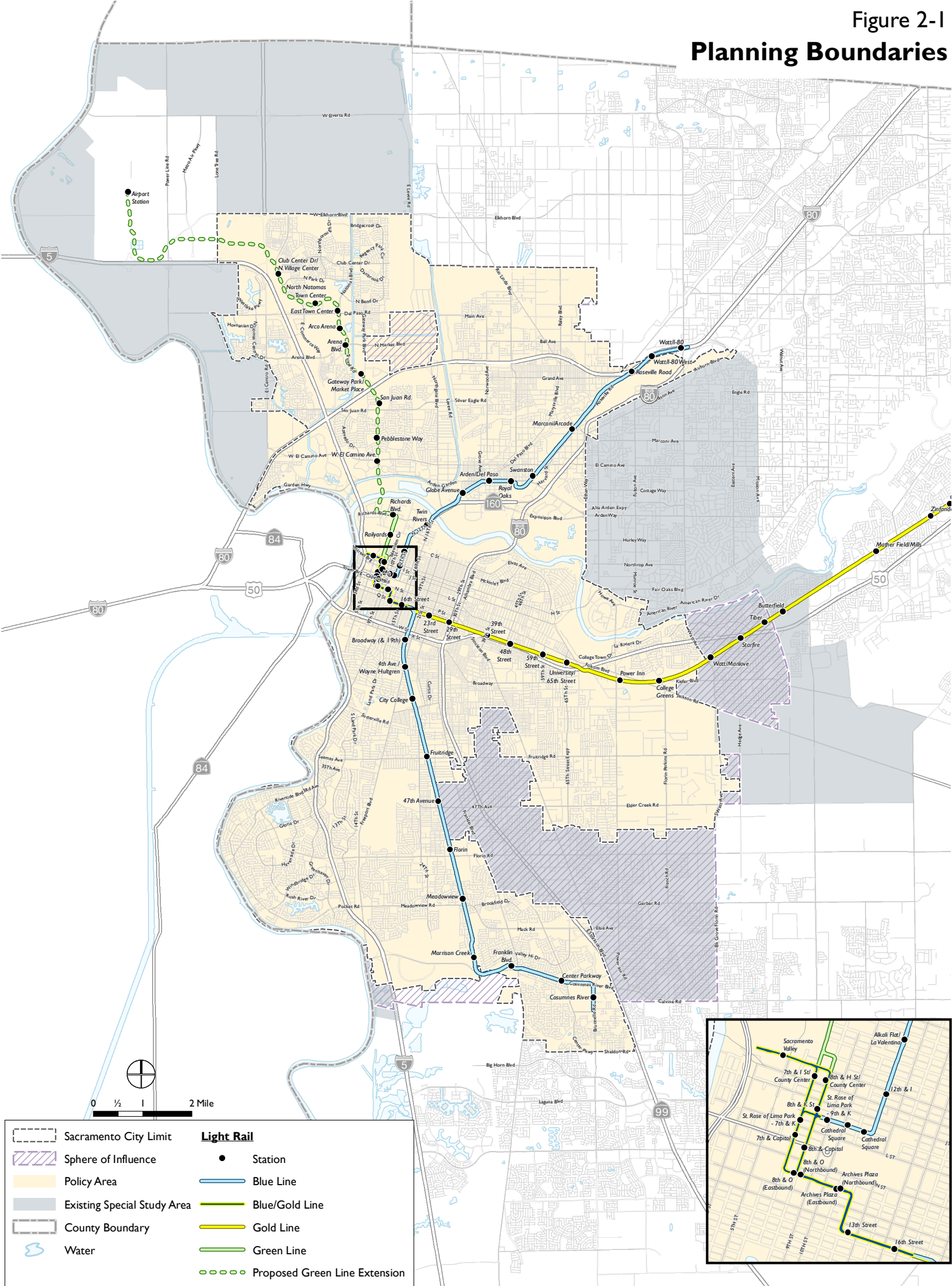
##### **2035 General Plan Policy Area**

The approximately 103-square-mile (65,608-acre) 2035 General Plan Policy Area identifies areas for which the 2035 General Plan includes land use designations and policies.

---

<sup>1</sup> In November 2023, the Sacramento Local Agency Formation Commission approved the annexation of parcel APN 0620060033, increasing the total area within City Limits by 3.49 acres.

Figure 2-1  
**Planning Boundaries**



	Sacramento City Limit	<b>Light Rail</b>
	Sphere of Influence	● Station
	Policy Area	— Blue Line
	Existing Special Study Area	— Blue/Gold Line
	County Boundary	— Gold Line
	Water	— Green Line
		— Proposed Green Line Extension

Source: City of Sacramento, 2019; Dyett and Bhatia, 2019



The Policy Area encompasses the City Limits and two areas outside of City Limits, one in the North Natomas Community Plan Area, and one in the South Natomas Community Plan Area.

**ANNEXATION HISTORY**

In 1849, the newly incorporated City of Sacramento encompassed approximately five square miles. Since then, the City has annexed an additional 96 square miles, resulting in its current (2019) size of approximately 101 square miles. Table 2-1 provides a summary of the acreage and population annexed over the course of the City’s history. The following section summarizes the highlights of the City’s annexation history from the City’s founding through 2019, also shown in Figure 2-2.

**Table 2-1: City of Sacramento Annexation History**

Time Period	Annexed Area		
	Acres	Square Miles	Estimated Population
1849–1910	3,070	4.80	unknown
1911-1949	8,460	13.22	19,490
1950-1959	16,720	26.13	29,870
1960-1969	32,760	51.18	47,510
1970-1979	220	0.34	0
1980-1989	1,310	2.05	240
1990-1999	610	0.96	170
2000-2009	660	1.03	0
2010-2019	643	1	0

Notes:

1. Estimated population is for areas annexed at the time of annexation.
2. Acres and estimated population are rounded to the nearest ten. Square miles are rounded to the nearest hundredth.

Source: City of Sacramento, 2019.

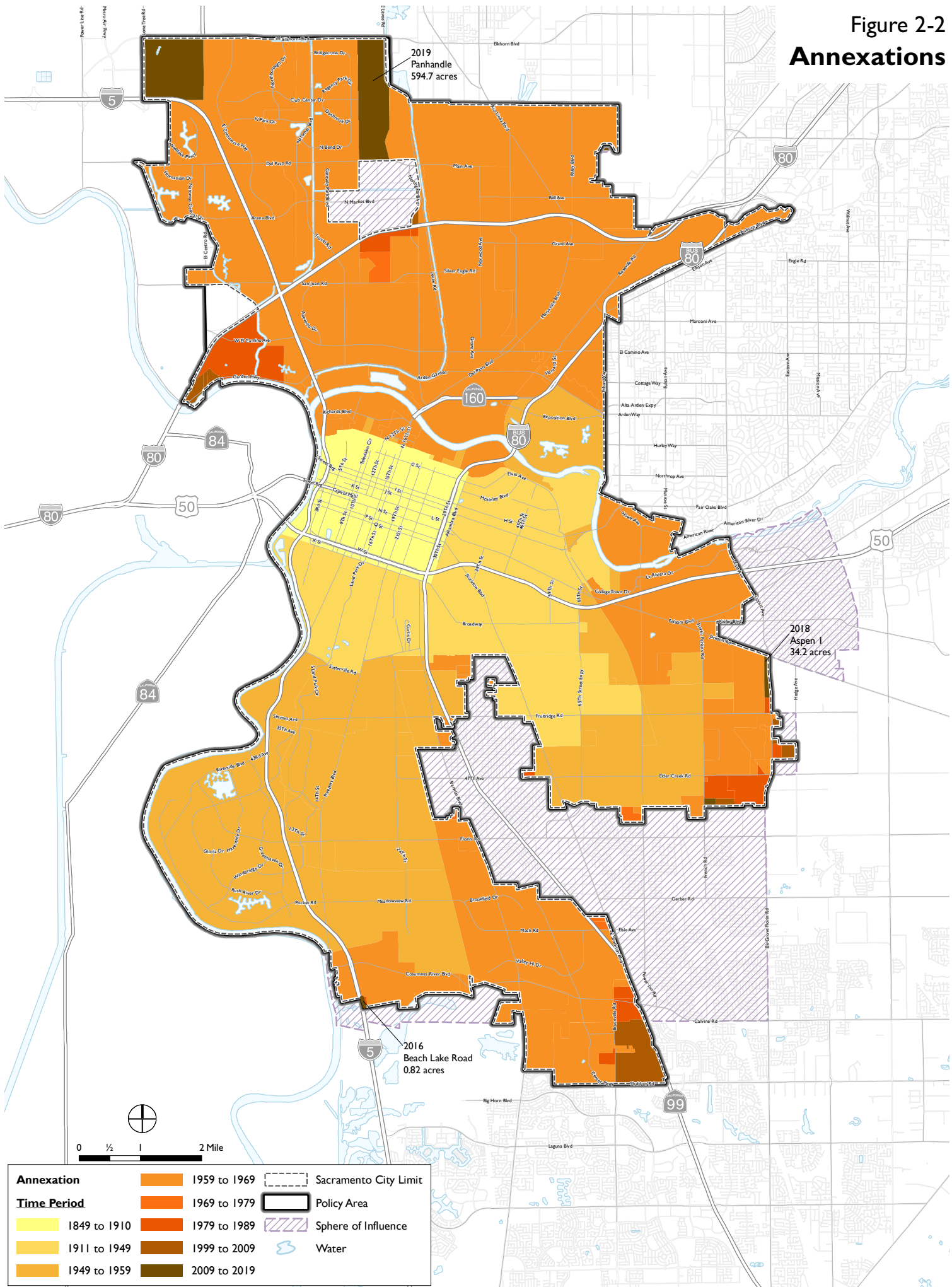
**1849 – 1949**

Sacramento’s first century saw 18 square miles incorporated or annexed into the City. The size of the original City incorporation in 1849, which consisted of the land known as the Sutter Grant (Old City), was approximately five square miles. The City performed its largest single annexation in 1911 when it incorporated approximately 10 square miles of land that included the eastern and southern Sacramento areas.

**1950 – 1959**

During the 1950s, the City annexed 26 square miles, which included a population of roughly 29,870 people. The largest annexations during this period included the Riverside Area (7.7 square miles), Elder Creek (3.9 square miles), and Meadowview (3.0 square miles).

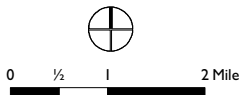
Figure 2-2  
Annexations



2019  
Panhandle  
594.7 acres

2018  
Aspen 1  
34.2 acres

2016  
Beach Lake Road  
0.82 acres



Annexation	Time Period	Symbol	Description
[Light Orange]	1959 to 1969	[Dashed Line]	Sacramento City Limit
[Orange-Red]	1969 to 1979	[Solid Line]	Policy Area
[Yellow]	1849 to 1910	[Purple Hatched]	Sphere of Influence
[Yellow-Orange]	1911 to 1949	[Blue Wavy]	Water
[Orange]	1949 to 1959		
[Red]	1979 to 1989		
[Dark Red]	1999 to 2009		
[Dark Brown]	2009 to 2019		

Source: City of Sacramento, 2018; Dyett and Bhatia, 2018

### **1960 – 1969**

The City annexed more land during the 1960s than in any other decade to date; approximately 51 square miles. Most notably, this included four Natomas annexations (totaling 13.9 square miles), Gardenland/Robla/Del Paso Heights (7.5 square miles), and the City of North Sacramento (5.7 square miles).

### **1970 – 1979**

The 1970s began a trend of a reduced number and acreage of annexations. During this decade, the City completed eight annexations of approximately 0.5 square miles. The largest annexation was Belmar Reorganization (0.2 square miles).

### **1980 – 1989**

During the 1980s, the City annexed a total of two square miles with 240 inhabitants. The largest annexations of this decade were the Willowcreek Reorganization #1 (0.8 square miles) and the Valley Jag AKT Reorganization (0.3 square miles).

### **1990 – 1999**

In the 1990s, the City annexed approximately one square mile. The two largest annexations were the Cosumnes River College Area (0.7 square miles) and the Willowcreek Reorganization (0.1 square miles).

### **2000 – 2010**

In 2004, the City completed the 15-acre Airgas annexation. The City also completed one detachment, the McClellan detachment, where the City gave up 19 acres of annexed property to the County because an existing building straddled the City-County boundary. In January of 2008, the City completed the Greenbriar annexation, adding 622 acres (1.0 square miles) to the northwestern edge of the city.

### **2010 – 2019**

Since 2010, the City has completed three annexations: 1-acre Beach Lake Road at the southern edge of the city along Interstate 5 (I-5) in 2016; 34-acre Aspen 1 at the eastern edge of the city along Watt Avenue in 2018; and the 607-acre “Handle” portion of the Panhandle in North Natomas, between Elkhorn Boulevard and Del Paso Road.

## 2.2 Evolution of City Form

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To understand why Sacramento looks the way it does today, it is useful to examine how it came to have its current form and character. One of the key lessons from that history is the role of transportation in shaping Sacramento from its origins in the mid-19th century to the present.

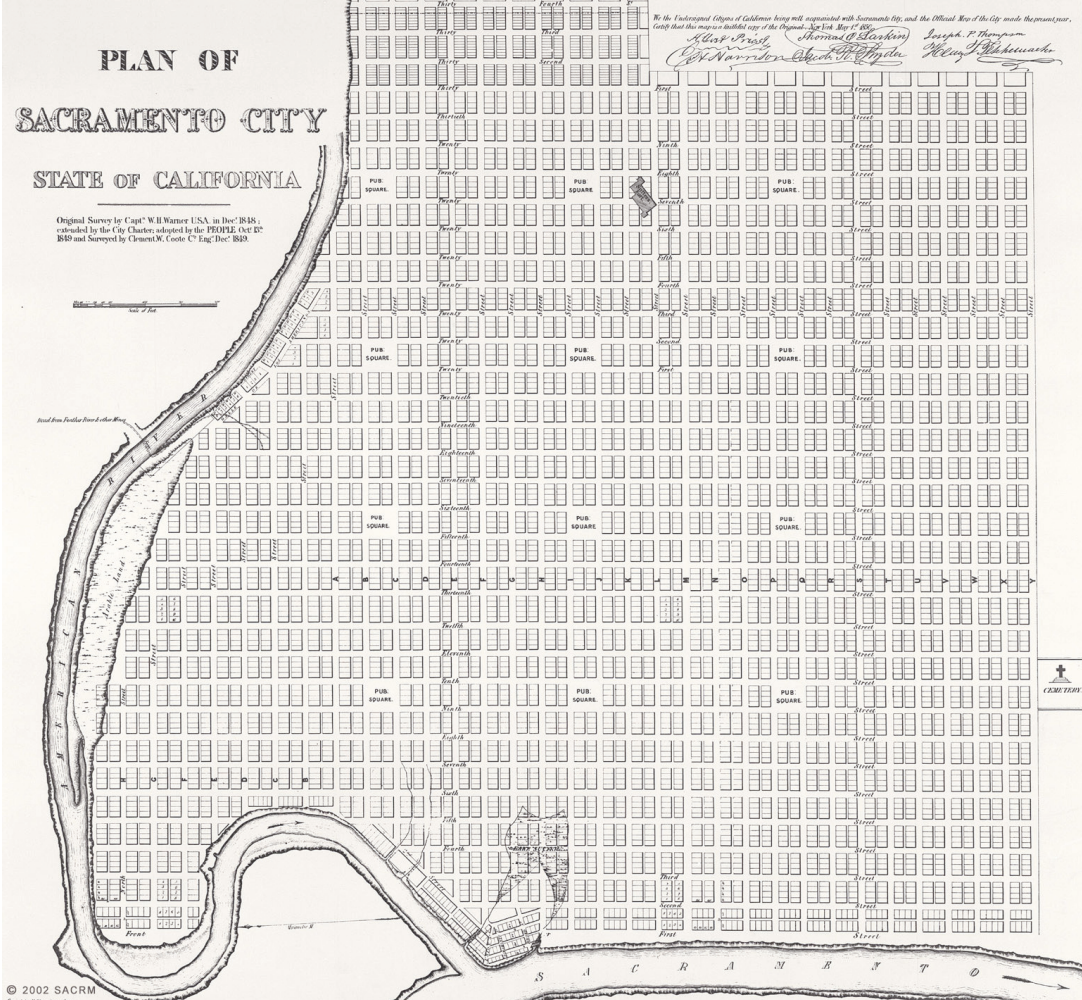
Sacramento was established from a land grant to John Sutter by the Mexican Government in 1839, but the form of today's City did not emerge until 1849 with the discovery of gold in the Sierras. It was at this point that John Sutter, Jr. had an official plan for the City prepared and a City charter was adopted. Sacramento quickly became a transportation hub for prospectors and supplies on their way to the gold fields. Gold seekers arriving in San Francisco took steamships up the river to Sacramento, where they disembarked at Sacramento and transferred to wagons for the remainder of the journey. The original City platting establishes the rectilinear grid of streets that is now the Central City, including the lettered streets North B through Y (now Broadway), and the numbered cross-streets First through Thirty-Fourth (Figure 2-3).

Unlike many western cities whose streets respond to the north-south/east-west orientation of the United States Geological Survey's township and section lines, the City's original street grid was oriented to the Sacramento River in recognition of the importance of the riverfront to the new City. Early drawings show First (or Front Street) as a bustling embarcadero paralleling the riverfront with buildings on the east side of First Street facing out onto a waterfront lined with docks and ships (Figure 2-3). All of the lettered streets extended down to the waterfront without interruption. Besides the waterfront, the City's earliest businesses were established along J Street, the main route from the river to the gold fields.

The pattern of today's Central City is remarkably true to the original platting maintaining the rectilinear grid of 365-foot square blocks. The major difference is the large-block development of the area north of C Street which wasn't built out as platted due to flooding problems. In addition, beginning in 1860, a 10-block area was set aside for the construction of the Capitol building and Capitol Park.

Although water transport helped establish the City, rail transportation soon became a more significant element in the City's growth. In 1856, Sacramento became the first California city to have a railroad with the establishment of the Sacramento Valley Railroad, which ran from the waterfront east along R Street and what is now Folsom Boulevard, to Folsom. By 1869, Sacramento was the western terminus of the nation's first transcontinental railroad, and the Southern Pacific Railroad located its rail yards atop the filled American River slough, adjacent to the Sacramento River, with its rail line extending east along the alignment of B Street. Rail expansion continued in the late 19th century and early 20th century with a Southern Pacific line extending south along the riverfront from their rail yards, a Western Pacific line extending north-south through the Central City along 20th Street, and a Central California Traction Co. line extending east from the riverfront along X Street and Stockton Boulevard.

Figure 2-3  
**Historic Sacramento**



Original Town Platt, 1849



Aerial Perspective of Sacramento Riverfront, 1857

While a boon to the City's growth, this increase in rail traffic affected City form in two ways: it resulted in increased industrialization of the waterfront and greater obstruction of the previously unimpeded contact with and orientation to the river from the Central City neighborhoods.

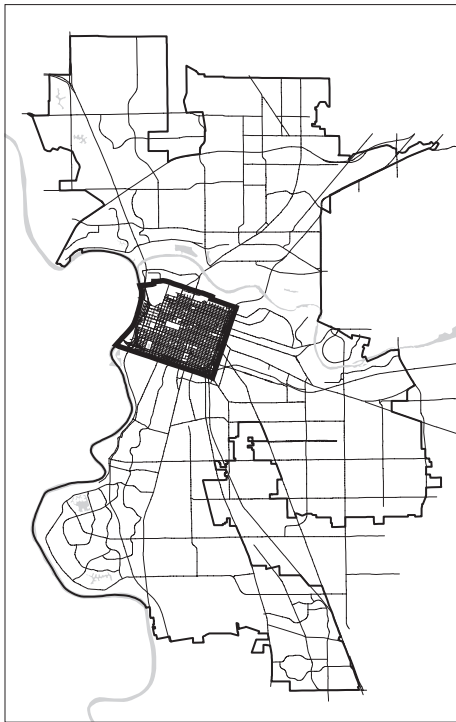
On the other hand, rail transportation not only facilitated intercity travel and commerce, it also facilitated City growth beyond its initial platting. The development of Oak Park, the City's first suburb, was facilitated by the City's streetcar network. By 1894, Sacramento had eight streetcar lines extending out from the Southern Pacific Depot. By 1911, the 'streetcar suburbs' to the east and south, including Land Park, Curtis Park, Oak Park, Tahoe Park and East Sacramento, had an estimated population of 15,000 and were annexed into the City, thereby tripling the City's land area.

Figure 2-4 shows the historic growth of Sacramento from its establishment in 1849 to the present, beginning with the original town platting, the 1911 annexations referenced above, and then subsequent annexations up to the present.

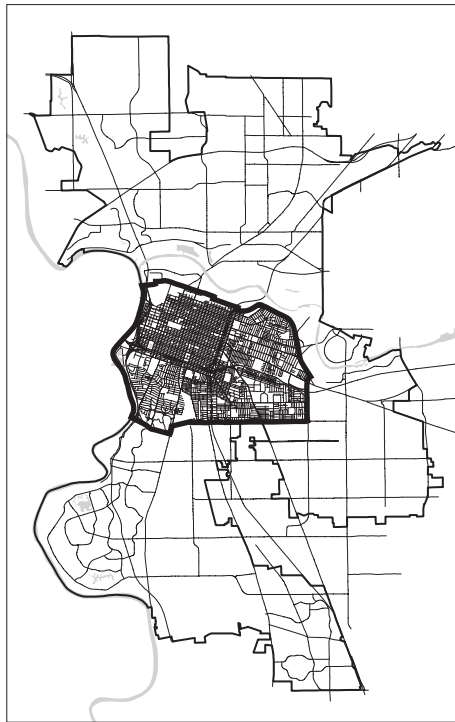
During and following World War I, the Central City continued to develop as State government facilities expanded and the City built its own civic buildings in the City Beautiful style. Development in East Sacramento was supported by the establishment of institutions such as Mercy and Sutter hospitals, the Turner Hall German-American Cultural Center, and the American Can Company factory. The two World Wars and the Great Depression slowed Sacramento's outward expansion, with no new annexations occurring between 1911 and the end of World War II. By 1950, limited expansion occurred in the east with the annexation of the River Park, Colonial Village, Colonial Heights, Tallac Village, Lawrence Park, and Fruitridge Manor neighborhoods.

As shown in Figure 2-4, prior to 1960 Sacramento grew primarily to the south and east. City expansion north of the American River was slowed by the limited crossings of the American River and the ownership pattern. The land north of the river was part of a different Mexican land grant, Rancho Del Paso, and remained in single ownership until 1910 when some subdivision began. Rail service allowed small towns, such as Rio Linda and North Sacramento, to form. In 1924, the City of North Sacramento incorporated as an independent City. During World War II, defense and related industrial employment demands brought new workers to Sacramento, including African American workers at McClellan Air Force Base who settled in Del Paso Heights after being excluded from the housing market. Although not annexed until the 1960s, the development patterns in North Sacramento and Del Paso reflect an older pre-suburban concept of neighborhood development that is less automobile-oriented.

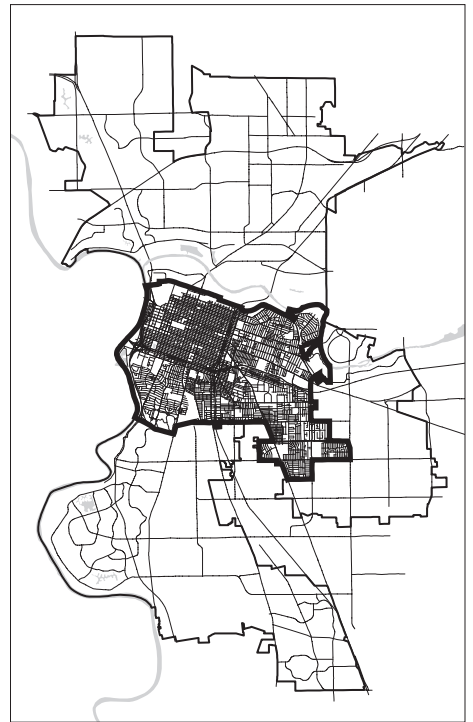
Figure 2-4  
**Evolution of City Form**



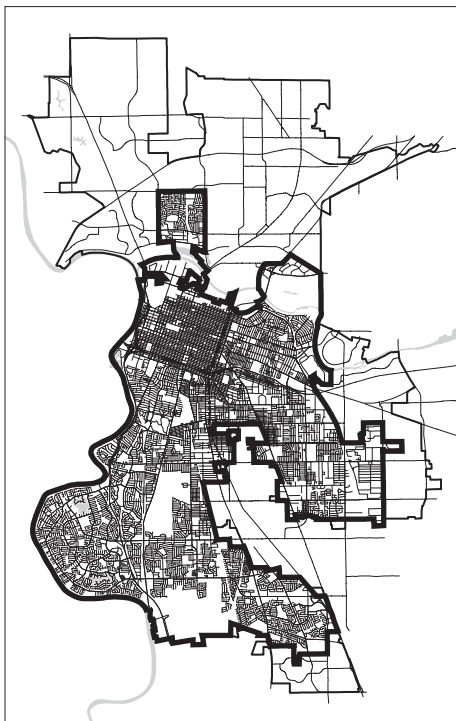
**1849**



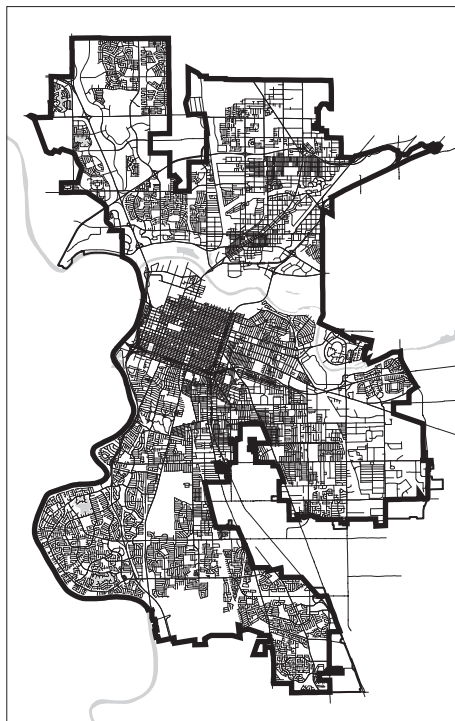
**1911**



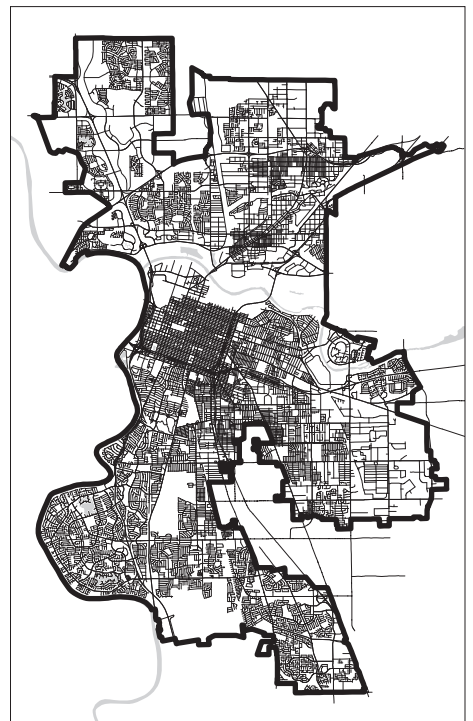
**1950**



**1960**



**1970**



**2005**

Beginning with the year that World War II ended, Sacramento began a period of unprecedented growth aided by the growing post-war economy, strong housing demand, and the national trend toward suburbanization. Over the next two and half decades, Sacramento incorporated land, most of it undeveloped, at a voracious rate. Annexation during this period was initially focused toward the south, though beginning around 1960, the City began to annex large areas to the north, including the Natomas, Northgate, and Gardenland areas. In 1964, the City of North Sacramento was annexed into the City of Sacramento. From 1946 to 1970, the City of Sacramento added nearly 60,000 acres of land, expanding almost seven times its 1945 size of just over 9,000 acres. Despite Sacramento's many annexations, substantial residential and commercial growth still occurred on unincorporated lands outside the City's boundaries.

This massive post-war expansion was made possible by the dramatic growth in automobile ownership and the development of freeways, such as Interstates 80 and 5 and U.S. 50, which allowed quick travel to once outlying areas. The freeways, however, also disrupted existing development as land was cleared for this new infrastructure and created barriers between historically connected neighborhoods. The construction of I-5 dramatically altered the relationship of the Central City to the Sacramento Riverfront, and threatened the very existence of Old Sacramento. Only vocal protests and a historic designation finally saved Old Sacramento from demolition, but the resulting freeway demolished several historic neighborhoods and created a barely penetrable barrier between Central City and the historic riverfront.

The influence of the automobile not only affected the geographic extent of the City. It also had profound implications for the design of new neighborhoods. Sacramento's older historic neighborhoods were designed for a period when walking and horse-drawn vehicles were the predominant modes of transit. As a result, these neighborhoods are compact and scaled to the pedestrian, with short blocks and an interconnected grid of streets. They also tended to have a mix of uses because people could less easily travel long distances for goods and services. With the advent of the automobile neighborhoods became less dense and blocks grew larger, scaled to the speed of car rather than the pedestrian, and uses became more segregated. Residential design also changed to accommodate the automobile. Garages and driveways became more prominent features. Whereas in the historic neighborhoods the street served important civic and social function where people could interact and buildings were set close to the public right-of-way, the auto-oriented suburbs tended to abandon their streets to cars and set their buildings far back from the public right-of-way.

As residents moved out to these new 'freeway suburbs', retailers followed them in a new built form suited to the suburban lifestyle: the shopping mall. In 1954, Sacramento's first large shopping mall, Country Club Shopping Center, opened and was soon followed by others such as Southgate and Florin Center. These shopping centers are largely characterized by large anchoring department stores and smaller shops in between, with indoor, privatized pedestrian promenades. Acres of parking lots separate the street and the store frontage. As consumer preferences have changed in recent times, many of these malls stores have experienced falling revenues and persistent vacancies.

As discussed above, since 1970, annexations have become infrequent and small in size even though the City's population continues to grow, increasing from 250,000 in 1970, to 400,000 in 2000, and now just over 500,000 in 2018. This growth has been accommodated within existing City boundaries on land annexed in the preceding decades, with growth happening in North Natomas,



North Sacramento, South Sacramento, and the Airport Meadowview planning areas. Even with this growth, there are areas that remain lightly developed. The street grid of these later developments tends to be quite different from the original Sacramento street grid, with a few main arterial roads connecting rounded, indirect residential streets and frequent cul-de-sacs. While these were efficient for automobile transportation, poor connectivity and infrequent safe arterial crossing locations meant that these areas were not friendly to walkers or bikers, and increased Sacramento's car dependence.

More recently, there has also been significant interest in redeveloping areas in Central City, including the Railyards, Richards Boulevard, and Docks areas, that are targeted for new higher density development oriented to a more traditional street grid. Some future development is also likely to occur outside the existing City boundaries, including the development along Riverfront Street in the City of West Sacramento, throughout Sacramento County, and in other surrounding jurisdictions. But for the City of Sacramento, much of the outwards growth has been achieved; the future will be less about establishing new forms and patterns as the City expands outward, and more about working within the infrastructure framework and development patterns that are already established.

Historically, water, rail, and automobile transportation have played a significant role in shaping Sacramento's form and character. With the introduction of the first 18.3 miles of light rail by Sacramento Regional Transit in 1987 to a total of 43 miles of light rail service and 52 light rail stations in 2020, light rail may be the next major transportation influence on the City's form as existing and proposed light rail corridors become a focus of new development. Station areas such as 65th Street and Swanston present an opportunity for higher density mixed use development to support transit ridership and enhance social and economic vitality. Connection to the waterfront as a resource for recreation and enjoyment has also become a greater priority, as shown by the development of the American River Parkway river trail system.

Sacramento's urban form reflects development patterns of the past while the land use and character are constantly changing to meet residents' needs. While the physical form of the City will be resistant to change, the City is dynamic and will continue to grow and change in response to economic, social, and political forces.

## 2.3 City of Sacramento Plans and Programs

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### 2035 GENERAL PLAN (2015)

The City of Sacramento's General Plan is the overarching planning document for land use and development decisions within City Limits. The General Plan is updated every five years and comprehensively updated every 10 years. The last comprehensive update of the General Plan was in 2009, resulting in the 2030 General Plan. In 2015, the City completed a five-year technical update, resulting in the 2035 General Plan. The 2015 update included:

- **Forecast through 2035.** The 2030 General Plan and Master Environmental Impact Report (MEIR) evaluated projected growth through the year 2030. However, the significant slowdown in development activity since 2008 warranted a reduction of the housing,

employment, and population projections to be consistent with SACOG's Metropolitan Transportation Plan and an extension of the planning horizon to 2035.

- **Traffic Level of Service (LOS).** One of the primary policy changes in the 2035 General Plan was the modification of Policy M 1.2.2 relating to LOS. This policy calls for the City to implement a flexible context-sensitive LOS standard. The City's specific vehicle LOS thresholds were defined based on community values with respect to modal priorities, land use context, economic development, and environmental resources and constraints. As such, the updated policy states that the City will strive to operate the roadway network at LOS D or better for vehicles during typical weekday AM and PM peak-hour conditions with exceptions where LOS E and F are allowed.
- **Parkland Service Level Goals.** The 2035 General Plan adjusted parkland dedication policy to maintain feasible actual parkland availability.
- **Compliance with recent flood risk legislation.** The 2035 General Plan included updates to comply with Assembly Bill (AB) 162, Senate Bill (SB) 5, and the Central Valley Flood Protection Plan.
- **Integration of the Climate Action Plan into the General Plan.** Prior to adoption of the 2035 General Plan, the City had a Climate Action Plan (CAP) that was adopted in two phases in 2010 and 2012. As part of the 2035 General Plan update, the CAP's measures and actions were incorporated into the General Plan and the CAP was rescinded. The General Plan's climate action policies aim to reduce community GHG emissions to 15 percent below 2005 baseline levels by 2020, 49 percent by 2035, and 83 percent by 2050.

### General Plan Policy Direction

The General Plan's goals, policies, and implementation programs are a roadmap to achieving Sacramento's vision to be the most livable city in America. Underlying the vision is a set of six themes that thread through the General Plan. These include: Making Great Places; Growing Smarter; Maintaining a Vibrant Economy; Creating a Healthy City; Living Lightly – Reducing Our “Carbon Footprint”; and Developing a Sustainable Future. The General Plan organizes policy direction into 10 clearly defined topical elements, which have not been reorganized or comprehensively changed since the 2009 General Plan comprehensive update:

- **Land Use and Urban Design Element.** This element recognizes that the quality of life in Sacramento is dependent on creating and preserving attractive buildings, streets, and public spaces that facilitate and enrich the life of the community. A key part of the Plan's land use and urban form direction is the way it addresses policy from a geographic standpoint. Policies addressing land use and urban design are combined to ensure that the physical forms and patterns of future development create a compatible and complementary mix of residential, employment, commercial, and service uses.
- **Historic and Cultural Resources Element.** This element addresses the importance of Sacramento's historic and cultural resources, which create a distinct sense of place for residents and visitors.
- **Economic Development Element.** This element looks at the importance of increasing individual wealth, creating employment opportunities, developing facilities, as well as

providing services and community amenities. The policies provide for the retention and expansion of existing businesses, attraction of new businesses to increase job opportunities for Sacramento's residents, and development of an educated and skilled workforce.

- **2013-2021 Housing Element (updated in 2013).** The Housing Element evaluates the city's housing conditions and needs and provides an inventory of vacant residential land necessary to meet that need. The element establishes strategic goals, policies, and programs to guide City investments and land use decisions to address future growth and existing need. To address issues raised in the housing inventory analysis and provide guidelines for future housing development, the Housing Element outlines six themes, including:
  - Sustainability, balanced communities, and complete neighborhoods;
  - Production of new housing;
  - Extremely low income and special needs housing;
  - Rehabilitation;
  - Accessible housing and neighborhoods; and
  - Modest Income Homeownership.

The Housing Element includes policies and implementation programs for each of the goals. These include incentives for infill development; sustained commitment to policies that protect very low income and special needs persons and families; targets for rehabilitation funding; promotion of universal design for the aging and people with disabilities; and promotion of alternative housing types and homeownership assistance. Through the combination of programs presented in this Housing Element, the City anticipates production of over 12,500 new and substantially rehabilitated units, including over 1,800 lower income units.

- **Mobility Element.** This element emphasizes the importance of developing a first class, efficient, multi-modal transportation network that minimizes impacts to the environment and neighborhoods. The element contains policies to create a well-connected transportation network, support bicycling for both short- and long-distance trips, improve transit, conserve energy resources, and reduce GHG emissions and air pollution while continuing to accommodate auto mobility.
- **Utilities Element.** This element addresses the importance and the provision of adequate infrastructure and services in supporting the needs of residents and businesses and ensuring a high quality of life. Emphasis is placed on improving infrastructure in the downtown, in other urban centers and corridors, and around transit stations to support infill and intensified development consistent with priorities for "smart growth."
- **Education, Recreation, and Culture Element.** This element addresses the importance of providing quality education, cultural services, and recreation and parks in making Sacramento a great place to live and do business.
- **Public Health and Safety Element.** This element concentrates on the health and safety of Sacramento's residents, labor force, and visitors and recognizes the importance of public health and safety in achieving the vision of Sacramento as the most livable city in the nation.

- **Environmental Resources Element.** This element focuses on the value and importance of environmental resources and the City’s commitment to the protection of its water, biological species and habitat, urban forest, agricultural land, mineral resources, air, and scenic amenities.
- **Environmental Constraints Element.** This element recognizes the importance of protection of life and property from the risks of natural and man-made hazards.

The 2035 General Plan also includes policy direction for the 10 community plan areas, including Arden Arcade, Central City, East Sacramento, Fruitridge Broadway, Land Park, North Natomas, North Sacramento, Pocket, South Area, and South Natomas. The policy direction in this part of the General Plan supplements the citywide goals and policies contained in above elements. The General Plan also defines five unincorporated Special Study Areas (Arden Arcade, East Area, Fruitridge Florin, Natomas Joint Vision Area, and Town of Freeport) that necessitate coordination between the City and County.

### **General Plan Land Use Designations**

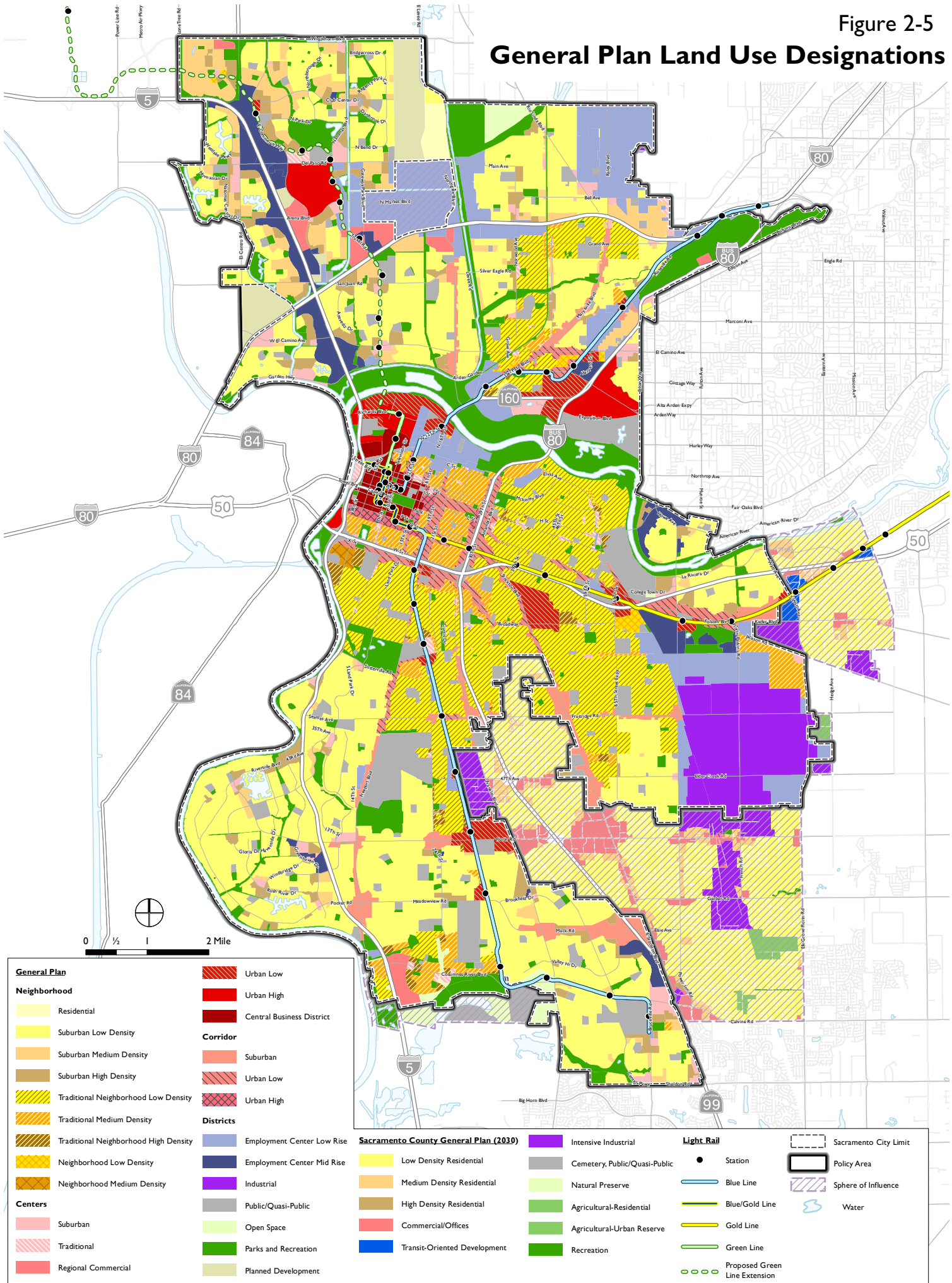
State planning law requires general plans to establish “standards of population density and building intensity” as well as allowed uses for the various land use designations in the plan (Government Code Section 65302[a]). The Sacramento General Plan includes land use designations for areas within the 2035 General Plan Policy Area, including the City Limits and unincorporated portions of the 2035 General Plan Policy Area. Table 2-2 summarizes the distribution of land use designations for the 65,117 acres within City Limits (as of 2015), also shown in Figure 2-5.

#### *Neighborhoods*

The Neighborhood land use designation includes four residential categories: Rural, Suburban, Traditional, and Urban. Only about 232 acres (less than 1 percent) of designated land are Rural Residential. The other Neighborhood designations (i.e., Suburban Neighborhood Low/Medium/High, Traditional Neighborhood Low/Medium/High, and Urban Neighborhood Low/Medium/High) account for 33,079 acres, or 52 percent of total designated land in the City Limits.

Figure 2-5

# General Plan Land Use Designations



Source: General Plan Land Use, City of Sacramento, 2018; Dyett and Bhatia, 2018

**Table 2-2: General Plan Land Use Designations within 2035 General Plan Policy Area**

<i>Land Use Designation</i>	<i>Acres<sup>1</sup></i>	<i>Percent</i>	<i>Vacant Acres<sup>2</sup></i>	<i>Percent Vacant<sup>3</sup></i>
<b>Neighborhoods</b>	33,709	52%	2,766	8%
Rural Residential	232	<1%	23	10%
Suburban Neighborhood Low	17,962	28%	623	3%
Suburban Neighborhood Medium	2,461	4%	644	26%
Suburban Neighborhood High	2,104	3%	289	14%
Traditional Neighborhood Low	8,419	13%	433	5%
Traditional Neighborhood Medium	1,974	3%	601	30%
Traditional Neighborhood High	347	1%	108	31%
Urban Neighborhood Low	148	<1%	27	18%
Urban Neighborhood Medium	62	<1%	18	29%
<b>Centers</b>	4,869	9%	813	17%
Suburban Center	1,008	2%	212	21%
Traditional Center	327	1%	74	23%
Regional Commercial	626	1%	258	41%
Urban Center Low	1,334	2%	123	9%
Urban Center High	992	2%	124	13%
Central Business District	582	1%	22	4%
<b>Corridors</b>	3,112	4%	208	7%
Suburban Corridor	1,462	2%	148	10%
Urban Corridor Low	1,421	2%	54	4%
Urban Corridor High	229	0%	6	3%
<b>Districts</b>	23,429	37%	3,943	17%
Employment Center Low Rise	4,915	8%	1,161	24%
Employment Center Mid Rise	1,924	3%	538	28%
Industrial	2,365	4%	253	11%
Open Space	434	1%	27	6%
Parks and Recreation	8,110	12%	1,049	13%
Planned Development	980	2%	768	78%
Public/Quasi-Public	4,701	7%	147	3%
<b>Total Designated Land<sup>4</sup></b>	<b>65,119<sup>5</sup></b>	<b>100%</b>	<b>7,730</b>	<b>12%</b>

*Notes:*

- 1. Acreages are as of June 2019.*
- 2. Vacant designated Open Space, Parks and Recreation, Planned Development, and Public/Quasi-Public may have land constraints, and should not be considered vacant for land planning purposes.*
- 3. Percent vacant denotes percentage of vacant land within each land use designation.*
- 4. Numbers may not add to total due to independent rounding.*
- 5. Total differs from total acreage in City Limits because designations do not include rights-of-way.*

*Source: City of Sacramento, 2018; Dyett & Bhatia, 2019.*

- **Rural Residential.** The Rural Residential land use designation provides buffers to serve as a physical transition between suburban neighborhoods and the city’s outer edges that abut open space. Only about 232 acres (less than 1 percent) of designated land are Rural Residential.
- **Suburban Neighborhood.** The Suburban Neighborhood designation applies to predominantly single-family residential uses in neighborhoods with limited commercial uses and street connectivity. The Suburban Neighborhood designation accounts for 22,527 acres, which makes up over two thirds (67 percent) of all Neighborhood designations. Allowed densities in the Suburban Neighborhood designation range from 3 to 8 dwelling units per acre (Suburban Neighborhood Low Density), 7 to 17 dwelling units per acre (Suburban Neighborhood Medium Density), and 15 to 30 dwelling units per acre (Suburban Neighborhood High Density). The largest areas of Suburban Low-designated land occur in the southern part of the 2035 General Plan Policy Area and north of Garden Highway. Suburban Neighborhood Medium Density and Suburban High Density uses are most commonly located in the northern, northeastern, and southern parts of the city, away from Downtown.
- **Traditional Neighborhood.** The Traditional Neighborhood land use designation applies to predominantly single-family neighborhoods with highly interconnected street networks. Neighborhood services, including transit, parks, and schools are typically within a short walking distance of local residents. Traditional Neighborhood makes up 10,740 acres (32 percent of the Neighborhood-designated land). Allowed densities range from 3 to 8 dwelling units per acre (Traditional Neighborhood Low Density), 8 to 36 dwelling units per acre (Traditional Neighborhood Medium Density), and 18 to 36 dwelling units per acre (Traditional Neighborhood High Density). A ring of Traditional Neighborhood Medium Density borders Downtown and the Midtown area to east, followed by an expanse of Traditional Neighborhood Low Density in to the south and southeast. Traditional Neighborhood High Density is clustered closer to Downtown.
- **Urban Neighborhood.** The Urban Neighborhood land use designation applies to highly active areas where people, live, work, and recreate at all times of the day. Urban Neighborhood accounts for 24 acres (1 percent of Neighborhood designations) and is found in the Southern Pacific/Richards and Akali Flat neighborhoods at the confluence of the American and Sacramento Rivers, the Point West neighborhood north of CalExpo and the State fairgrounds; in a pocket north of Broadway and east of Stockton Boulevard; and between Franklin and Florin Road and the Blue Line. Its allowed densities are 12 to 36 dwelling units per acre (Urban Neighborhood Low Density), 33 to 110 dwelling units per acre (Urban Neighborhood Medium Density), and 61 to 250 dwelling units per acre (Urban Neighborhood High Density).

### Centers

Sacramento's activity centers are uniquely identifiable and defined by their common functional role, mix of uses, density/intensity, physical form and character, and/or environmental setting as places for commerce, employment, entertainment, culture, and living. Center designations (i.e., Suburban Center, Traditional Center, Regional Commercial, Urban Center Low, Urban Center High, and Central Business District) account for 4,869 acres, or 9 percent of designated land in the City Limits.

- **Suburban Center.** The Suburban Center land use designation applies to automobile-oriented suburban centers with large surface parking lots. Allowed uses include retail, office, and residential uses. The maximum floor area ratio (FAR) allowed in this district is 2. Areas with Suburban Center land uses are located outside of Downtown Sacramento, near Suburban Neighborhood land uses.
- **Traditional Center.** The Traditional Center land use designation encompasses land uses that provide essential services within walking distance to residents in traditional neighborhoods. Residential, commercial, and a mix of uses are allowed. Residential, retail, service, and office uses are allowed in areas with this designation. Traditional Center land uses are located near Traditional Neighborhoods near Downtown Sacramento. The maximum allowed FAR is 2.
- **Regional Commercial Center.** The Regional Commercial Center land use is located along major corridors and freeway interchanges throughout the city. This designation allows for major retail stores, home improvement stores, offices, restaurants, services, and multi-family residential. The maximum allowed FAR is 2.
- **Urban Center.** There are two Urban Center land use designations: Urban Center High and Urban Center Low. Urban Centers contain employment-intensive uses, high-density housing, and retail uses. Urban Center High allows for a FAR range of 0.5 to 8, while Urban Center Low allows an FAR range of 3 to 15. Sacramento has numerous automobile-oriented suburban centers that represent a significant Urban Center Low and Urban Center High land use designations account for 1,334 and 992 acres, respectively. Together, they make up 48 percent of Center designations.
- **Central Business District.** The Central Business District designation applies to Downtown Sacramento. It includes a mix of office, retail, service uses, and multi-family residential. An FAR of up to 15 is allowed.

### Corridors

The 2035 General Plan includes policies that support transformation of auto-oriented commercial corridors to mixed-use, pedestrian-oriented, and transit friendly environments. Corridor designations (i.e., Suburban Corridor, Urban Corridor Low Density, Urban Corridor High Density) account for 3,112 acres, or four percent of designated land in City limits.



- **Suburban Corridor.** The Suburban Corridor designation refers to auto-oriented, moderate-density residential, retail, and office corridors that support surrounding suburban neighborhoods. Suburban Corridor designations are located along Northgate Boulevard; Del Paso Road; Folsom Boulevard; Stockton Boulevard (south of Broadway); Freeport Road; Franklin Road; and near Truxel Road and I-80. The maximum allowed FAR is 2.
- **Urban Corridor.** Urban Corridors have multistory structures and access to transit. There are two Urban Corridor land use designations: Urban Corridor High and Urban Corridor Low. Urban Corridor Low Density is located along the Gold line (south of its bisection with I-50); along Stockton Ave, north of its bisection with Broadway; along 19th, 20th, and I streets Downtown, and 29th Street in Midtown; and along Freeport Boulevard between Sutterville Road and 35th Avenue. A FAR range of 0.3 to 3 is allowed in Urban Corridor Low areas and 0.3 to 6 in Urban Corridor High areas.

### *Districts*

District designations (i.e., Employment Center Low Rise, Employment Center Mid Rise, Industrial, Planned Development, Public/Quasi-Public, Parks and Recreation, and Open Space) account for 23,429 acres, or 37 percent of designated land in City limits.

- **Employment Center.** Employment Center designations support businesses and provide employment. They primarily found to the east and west of Raley Boulevard; the surrounding vicinity of North Market and Market Boulevard; and east and west of 16th Street, near the American River. The Employment Center Low Rise designation allows for a maximum density of 1 FAR and the Employment Center Mid Rise designation allows for a maximum density of 2 FAR.
- **Industrial.** Industrial-designated areas allow for the built forms typically associated with manufacturing, warehousing, and other industrial activities. Industrial designations make up 2,365 acres, or 4 percent of designated land in City limits, and are mostly found east of Power Inn Road. The maximum FAR of industrial-designated land is 1.
- **Public/Quasi-Public.** Public/Quasi-Public designations account for 4,701 acres, or 7 percent of designated land. This designation provides for public and quasi-public uses, including government buildings, schools and colleges, hospitals, cemeteries, airports, transportation facilities, and utility facilities. This designation can be found south of 35th Avenue between 14th Street and the Blue line; south of Exposition Boulevard; east of Elvas Avenue on the western side of the American River; along 65th Street between Fruitridge Boulevard and the Gold Line; and south of Downtown.
- **Open Space.** The Open Space designation includes areas that are intended to have limited or no development. Open space uses are located along the American River and at the northern and southern extents of the Planning Area.
- **Parks and Recreation.** Parks and Recreation includes public parks and recreational facilities, including passive parks that incorporate open space. Together, the Parks and Recreation and Open Space designations account for 8,554 acres or 14 percent of designated land in City limits. Major examples can be found to the north (Hansen Park

Ranch); between I-80 and Capital City Freeway; along the American River, Steelhead Creek, and Arcade Creek; at the northwest corner of Freeport Boulevard and Sutterville Road; northeast of the Florin Road and 14th Street intersection; and south of Cosumnes River Boulevard.

- **Special Study Area.** Special Study Areas are districts outside of city limits. Policies in the General Plan ensure that these areas are planned through a process that addresses regional, local, and site-specific issues. The Special Study Areas are the Arden Arcade Study Area, East Study Area, Fruitridge Florin Study Area, Natomas Joint Vision Study Area, and the Town of Freeport Study Area.
- **Planned Development.** The Planned Development designation is applied to four areas with projects that, as of 2014, were in the development review process. The projects included McKinley Village, Panhandle, Camino Norte, and Natomas Crossing. Planned Development covers about 980 acres, or 2 percent of the Planning Area.

### Opportunity Areas

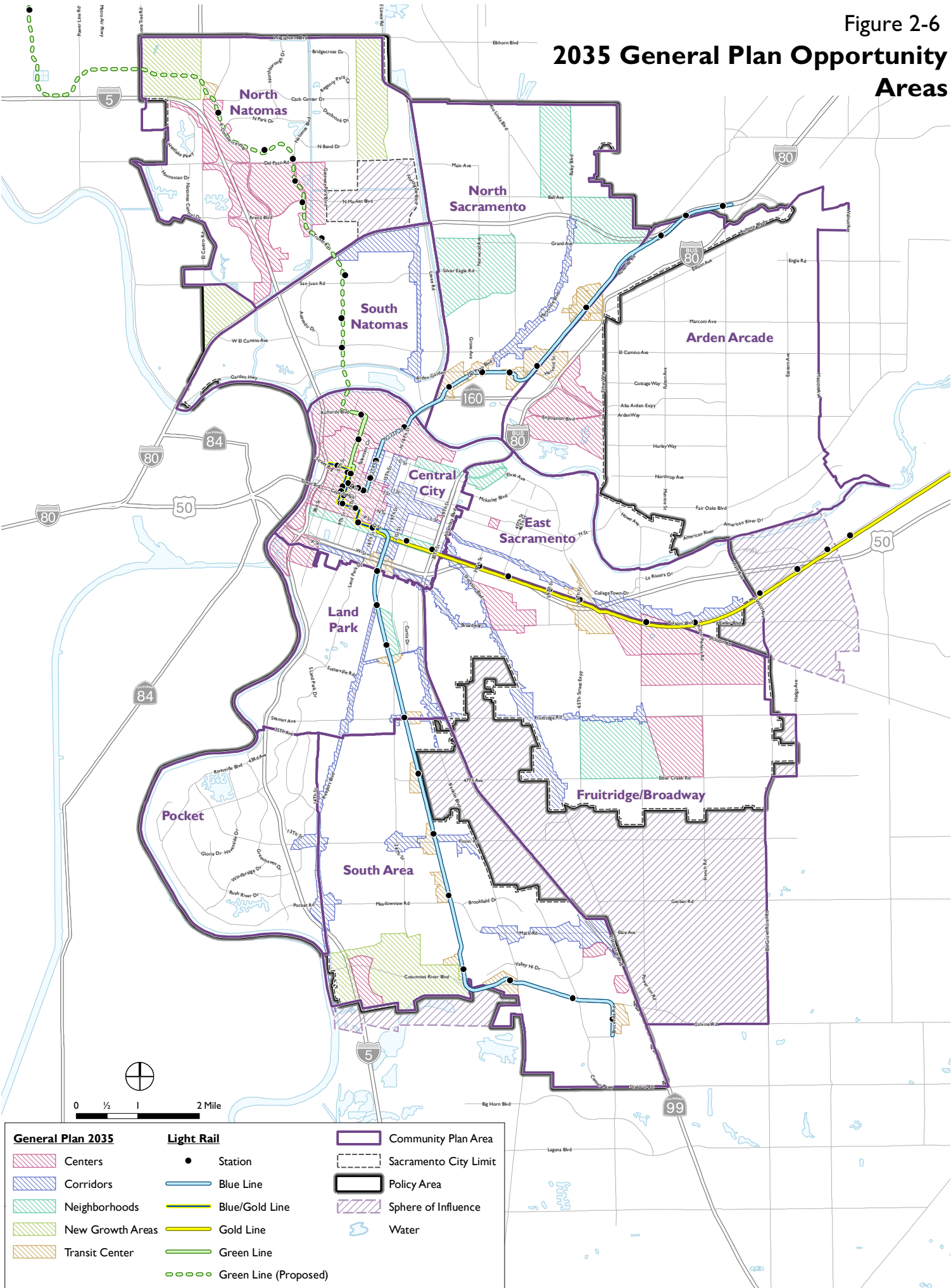
The 2035 General Plan defines 79 opportunity areas—subareas of the Community Plan areas—that have been identified for potential future infill, reuse, or redevelopment. The General Plan does not present or identify finer-grained opportunity sites (such as at a parcel level) within the Opportunity Areas. Each opportunity area falls within one of the five following types:

- **Neighborhoods.** Areas of the city that are primarily residential and contain a diversity of housing types, but which may include other complementary community supportive uses such as schools, parks, community centers, and local-serving commercial centers.
- **Centers.** Places of focused mixed-use activity around which the city’s neighborhoods revolve. They are areas where the synergy created by an aggregation of uses transforms an area into a recognizable destination that consists of a combination of employment, services, retail and/or entertainment, and mid- to high-density housing.
- **Transit Centers.** Areas similar to centers with a focus on transit. They may include any combination of employment, services, retail and/or entertainment, and mid- to high-density housing centered on a transit station.
- **Corridors.** Dynamic boulevards and arterial streets that provide connections between centers, districts, and neighborhoods and include mixed-use development and residential uses in a walkable, transit-friendly setting.
- **New Growth Areas.** Identified greenfield areas adjacent to the city where new growth is dependent upon the availability of adequate water supplies, market forces, infrastructure financing and capacity, and timing.

Figure 2-6 shows the identified opportunity areas.

Figure 2-6

# 2035 General Plan Opportunity Areas



General Plan 2035		Light Rail		Community Plan Area	
	Centers		Station		Community Plan Area
	Corridors		Blue Line		Sacramento City Limit
	Neighborhoods		Blue/Gold Line		Policy Area
	New Growth Areas		Gold Line		Sphere of Influence
	Transit Center		Green Line		Water
			Green Line (Proposed)		

Source: City of Sacramento, 2018; Dyett and Bhatia, 2018

## **Community Plan Areas**

The City of Sacramento 2035 General Plan defines 10 Community Plan areas that correspond to Community Plans contained in Part 3 of the General Plan. The Community Plans supplement citywide General Plan policy based on conditions or issues unique to each Community Plan area. Development within the Community Plan areas is governed by the 2035 Sacramento General Plan, and in instances where land is outside of City limits, by the 2030 Sacramento County General Plan. Figure 2-7 shows the community plan boundaries as of June 2019.

## **Special Study Areas**

Beyond the boundaries of the 2035 General Plan Policy Area, the 2035 General Plan defined five Special Study Areas that are adjacent to existing City limits and are of interest to the City of Sacramento. Planning for these unincorporated areas necessitates coordination between the City and the County. In some cases, parts or all of these areas may eventually be annexed by the City; in other cases, the areas have historic or legal reasons for Special Study Area designation, but may never be annexed. The Special Study Areas include Arden Arcade Study Area, East Study Area, Fruitridge/Florin Study Area, Natomas Joint Vision Study Area, and Town of Freeport Study Area. Figure 2-8 shows the Special Study Areas as of February 2019.

## **Specific Plans**

The City of Sacramento has undertaken many recent specific plans. These areas are shown in Figure 2-9 and described in more detail below.

### *West Broadway Specific Plan (2019, in progress)*

The West Broadway Specific Plan will leverage the changes coming from The Mill and the Broadway corridor to create a vision for the development and redevelopment of the area. The specific plan is intended to stitch together seemingly disparate land uses and disconnected circulation patterns and remove barriers to increasing the supply of housing south of Broadway. The plan will include land use regulations and policies designed to streamline the housing development process and support new development in the plan area. It will also consider a new vision for Miller Park and the Sacramento Marina.

The 279-acre project area is generally bound by the Sacramento River on the west, Broadway on the north; Muir Way and 5th Street on the east; and 4th Avenue on the south. This area includes the Northwest Land Park PUD area, an infill project known as The Mill at Broadway; Alder Grove and Marina Vista Public Housing communities; William Land Woods Affordable Housing Community; Leataata Floyd Elementary School; Health Professionals High School; approximately 32 acres of existing industrial land uses; Miller Regional Park and the Sacramento Marina. The planning process for the specific plan commenced in Spring 2018 and is expected to conclude in the Spring of 2020.

Figure 2-7  
Community Plan Areas

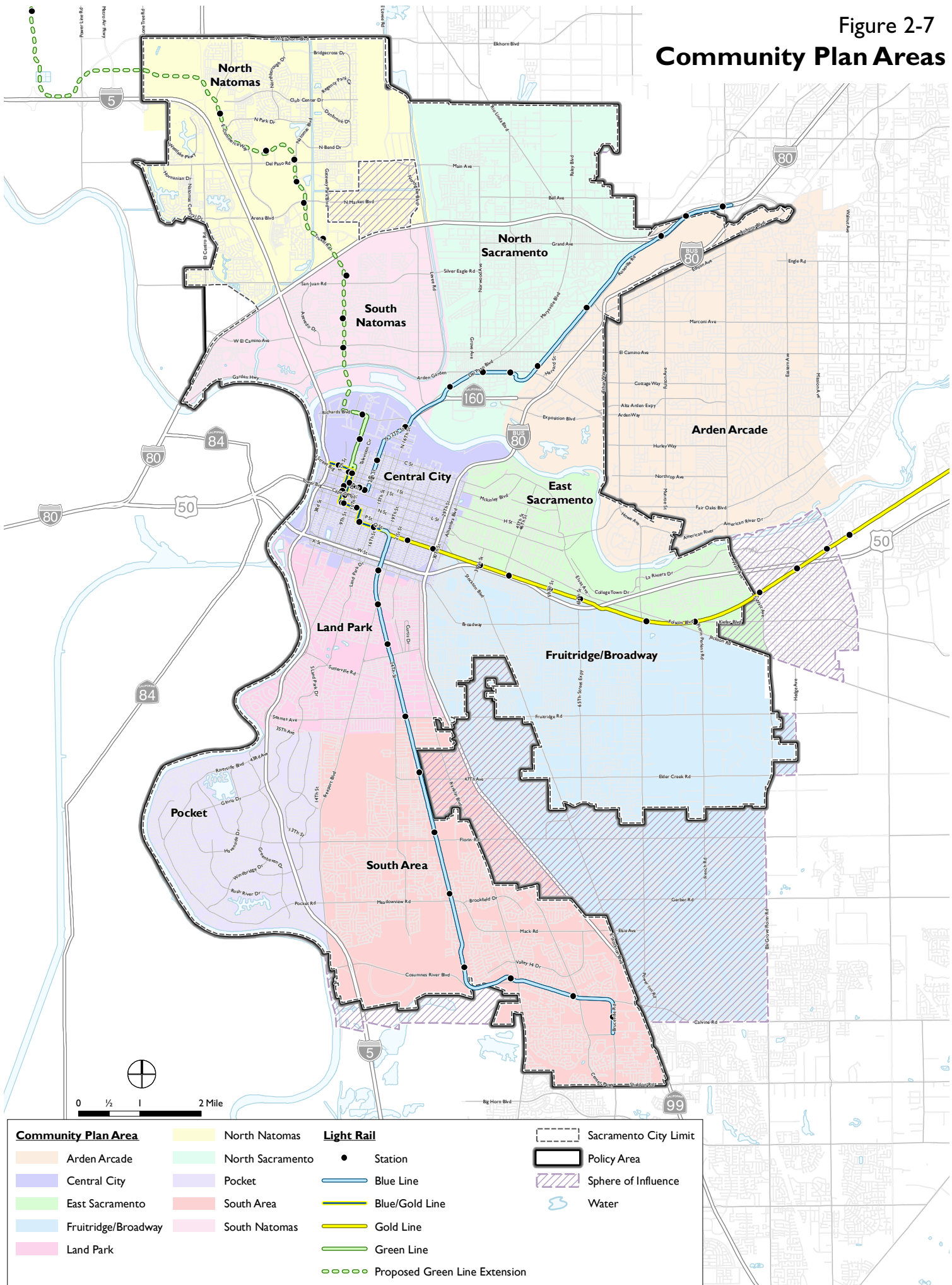
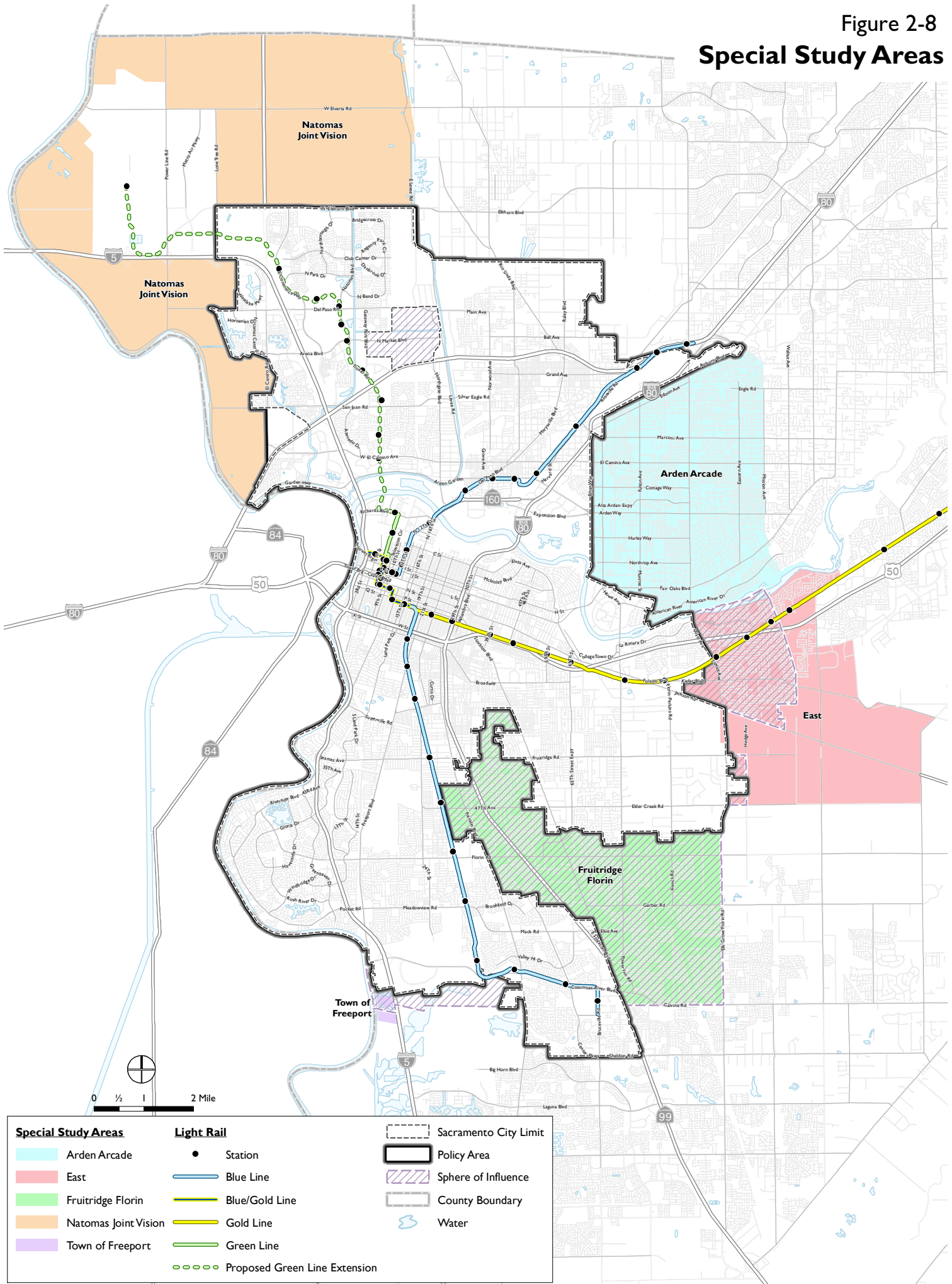


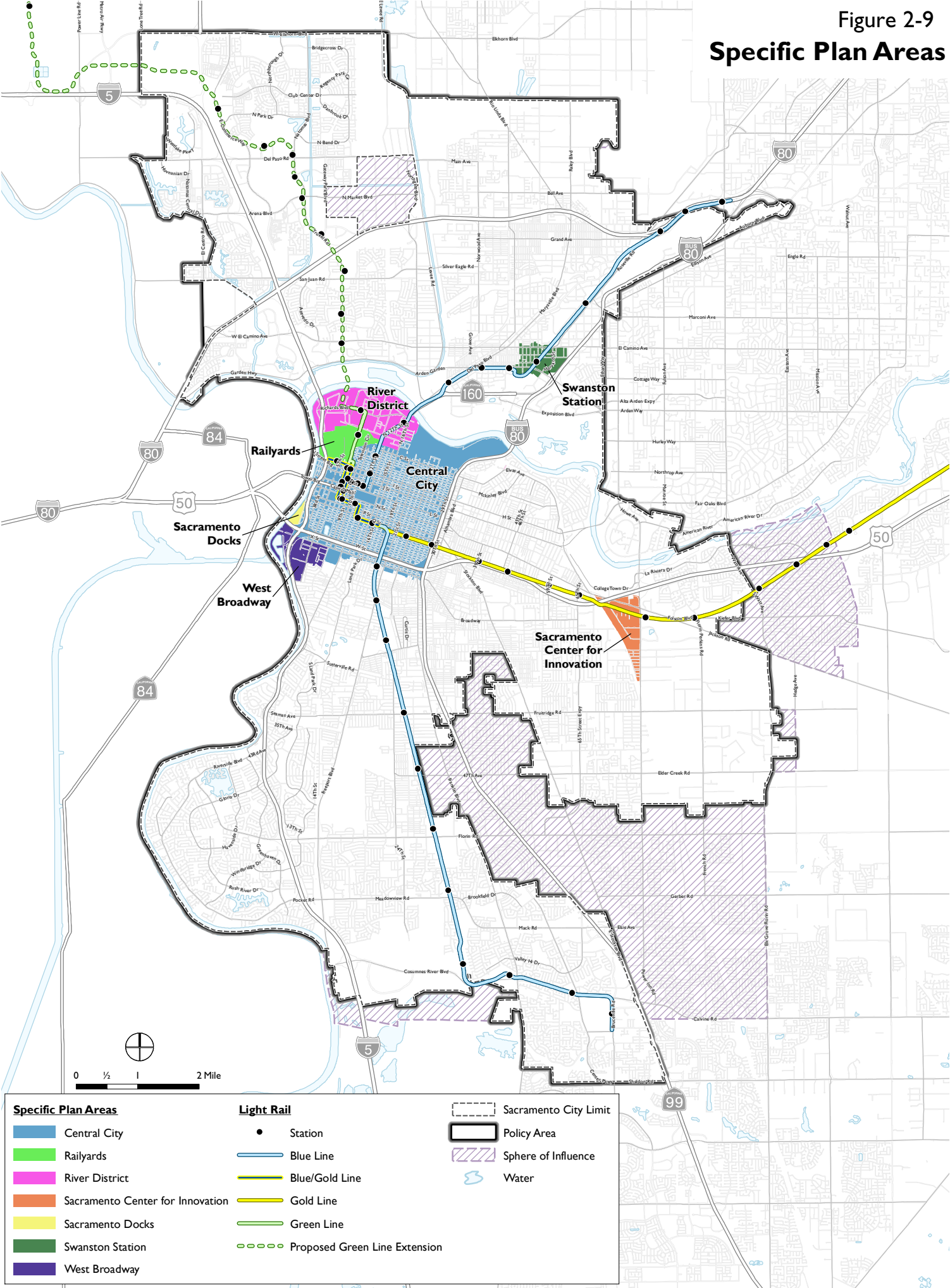
Figure 2-8  
Special Study Areas



Special Study Areas		Light Rail		Boundary/Other	
<span style="display:inline-block; width:15px; height:15px; background-color:lightblue;"></span>	Arden Arcade	<span style="display:inline-block; width:10px; height:10px; border:1px solid black; border-radius:50%;"></span>	Station	<span style="display:inline-block; width:20px; border-top:1px dashed black;"></span>	Sacramento City Limit
<span style="display:inline-block; width:15px; height:15px; background-color:lightcoral;"></span>	East	<span style="display:inline-block; width:15px; height:5px; background-color:blue;"></span>	Blue Line	<span style="display:inline-block; width:20px; border:1px solid black;"></span>	Policy Area
<span style="display:inline-block; width:15px; height:15px; background-color:lightgreen;"></span>	Fruitridge Florin	<span style="display:inline-block; width:15px; height:5px; background-color:yellow;"></span>	Blue/Gold Line	<span style="display:inline-block; width:20px; border:1px dashed gray;"></span>	Sphere of Influence
<span style="display:inline-block; width:15px; height:15px; background-color:orange;"></span>	Natomas Joint Vision	<span style="display:inline-block; width:15px; height:5px; background-color:yellowgreen;"></span>	Gold Line	<span style="display:inline-block; width:20px; border-top:1px dotted gray;"></span>	County Boundary
<span style="display:inline-block; width:15px; height:15px; background-color:purple;"></span>	Town of Freeport	<span style="display:inline-block; width:15px; height:5px; background-color:green;"></span>	Green Line	<span style="display:inline-block; width:15px; height:10px; border:1px solid blue;"></span>	Water
		<span style="display:inline-block; width:15px; height:5px; border-bottom:1px dashed green;"></span>	Proposed Green Line Extension		

Source: City of Sacramento, 2019; Dyett and Bhatia, 2019

Figure 2-9  
Specific Plan Areas



**Specific Plan Areas**

- Central City
- Railyards
- River District
- Sacramento Center for Innovation
- Sacramento Docks
- Swanston Station
- West Broadway

**Light Rail**

- Station
- Blue Line
- Blue/Gold Line
- Gold Line
- Green Line
- Proposed Green Line Extension

- Sacramento City Limit
- Policy Area
- Sphere of Influence
- Water

Source: City of Sacramento, 2019; Dyett and Bhatia, 2019

### *Central City Specific Plan (2018)*

In 2015, the Downtown Housing Initiative was launched to bring 10,000 new housing units in the next 10 years to the Central City. The Central City Specific Plan (formerly referred to as the “Downtown Specific Plan”) extends the initiative and looks at growth opportunities for the next 20 years and beyond. Through plan development, the City highlighted and evaluated opportunity sites ready for development. Goals of the plan include making 10,000 places to live available in the next 10 years; developing a varied housing stock; incentivizing Transit-Oriented Development, including along the streetcar corridor; removing barriers to housing development by streamlining development and environmental review processes; and maintaining the quality of life/furthering neighborhood livability by including supporting amenities. The Central City Specific Plan was adopted on April 19, 2018.

### *Sacramento Center for Innovation Specific Plan (2013)*

The Sacramento Center for Innovation (SCI) Specific Plan covers the area bounded by California State University, Sacramento on the north; Union Pacific Railroad on the west; and Power Inn Road on the east. Formerly known as the Innovation/Technology Village, the SCI area is located to the south of Sacramento State and to the west of the Granite Regional Park development area. Currently, the area south of the existing Regional Transit light rail tracks (the Ramona Avenue area) is primarily heavy commercial, light industrial and industrial uses. The 2030 General Plan identified the area as an Opportunity Area, changed the land use designation from Industrial to Employment Center, and recommended further land use refinement.

Guiding principles for the specific plan include establishing a shovel-ready area; transforming an under-utilized industrial area; streamlining review and providing incentives; promoting quality design; retaining and attracting new businesses and workers; building on partnerships; and creating a center for the exchange of knowledge. The specific plan consists of three subareas, the boundaries of which are based upon the timeframe for anticipated development. Overall, the SCI Specific Plan envisions integrated development from the Sacramento State campus to Granite Regional Park. The land use plan will allow for a range of uses including light industrial, office, manufacturing, flex space, research and development, and retail.

### *River District Specific Plan (2011)*

The River District Specific Plan establishes planning and design standards for the redevelopment of approximately 773 acres of land located at the confluence of the American and Sacramento Rivers, north of the downtown core of the City of Sacramento. The area is generally defined on the north by the American River, on the west by the Sacramento River, on the south by the recently adopted Sacramento Railyards Specific Plan area and on the east by parcels contiguous to North 16th Street. The land is mostly developed and is divided into approximately 400 separate parcels held by over 200 property owners. The River District has long been characterized by a mix of low-intensity warehousing, distribution, light industrial, and general commercial uses, but there are several important factors that are expected to drive a different type of development in the area over the coming years. These factors include future light rail transit, recently approved development projects, the anticipated development of the Sacramento Railyards, and recent land use trends.



The River District envisioned in the plan is a vibrant, mixed-use community connected to the surrounding neighborhoods by a network of local streets, light rail transit, and bicycle and pedestrian pathways. It will be bordered by a ribbon of parks at the rivers' edge and will have a wide range of employment, entertainment and housing options for families and individuals. It will be home to existing light industrial uses and new development transitioning to a mix of residential and retail/commercial infill.

#### *Sacramento Railyards Specific Plan (2016)*

The Railyards is a collaborative planning effort between the City of Sacramento and Inland American Sacramento Holdings to expand the role of the Central City as Sacramento's regional destination for employment, commerce, sports and entertainment, education, culture, and tourism. Encompassing approximately 244 acres northwest of Downtown Sacramento, the Sacramento Railyards Specific Plan (SRSP) proposes infill redevelopment of the former railyard as an extension of the Central Business District, creating a transit-oriented mixed-use district. The 2016 SRSP supersedes a version completed in 2007 with slightly different planning area boundaries.

The SRSP is comprised of five land use concept districts: The Depot District, connecting the new Sacramento Intermodal Transportation Facility (SITF) and accompanying transit-supportive uses to Downtown; the Central Shops District, with a mixture of retail, entertainment, and restaurants centered around the historic Central shops buildings; the West End, linking the Railyards to the Sacramento River through pedestrian-oriented streetscapes and mixed-use activities generating regional attraction; the East End, a new residential mixed use neighborhood emphasizing open space with a linear urban park and open-air sports stadium; and the Riverfront District, where the project connects to the waterfront, with restaurants, a hotel, housing, and parks and open space. Seven zoning districts within the Specific Plan Area reflect the concepts for the distinct land use districts, including High-Rise Residential, Limited Commercial, General Commercial, Central Business District, Hospital, Transportation Corridor, and Heavy Industrial Zones. Policies concerning topics such as community character, multi-modal circulation, utilities and community services, historic resources, and hazardous substances guide development, call for development of a high-density urban residential neighborhood with a range of building types, sizes, and heights, and encourage a pedestrian environment, provision of open space, energy efficient design, and a neighborhood character that embraces historic elements.

#### *Swanston Station Transit Village Specific Plan (2007)*

The Swanston Station Transit Village Specific Plan is a long-range urban design and implementation plan that guides public and private improvements in the Swanston Station area over the next 20 years. The project area is bounded by El Camino Avenue on the north, Arden Way on the south and the Capital City Freeway (Business 80) on the east. Beaumont and Erickson Streets define the western edge of the project area. The Swanston Village Station Transit Plan utilizes land use plans, traffic/infrastructure studies, environmental analysis, urban design plans, and financing/implementation strategies to implement transit-oriented development around the Swanston Light Rail station in the City's North Sacramento Community Plan Area. Additionally, the Swanston Station Transit Village Plan provides land use, parking/circulation, open space and infrastructure goals, policies, and objectives, and implementation measures which will guide land use and development decisions around the station.

## **CITY OF SACRAMENTO REDEVELOPMENT PLANS**

### **Completed Redevelopment Plans**

The Sacramento Housing and Redevelopment Agency (SHRA) is a joint powers authority of the City of Sacramento and Sacramento County that oversees a variety of civic and community improvements projects, neighborhood revitalization, housing developments and business assistance activities. SHRA has the power to administer funds from the United States Department of Housing and Urban Development (HUD) Community Development Block Grant (CDBG) program. This program was designed by the federal government to assist in the redevelopment of residential and commercial uses in urban areas. The purpose of redevelopment areas was to identify areas where SHRA should invest public moneys to help improve quality of life.

On February 1, 2012, Assembly Bill 1x26 dissolved all redevelopment agencies in the State of California but were permitted to wind down activities of former redevelopment agencies. SHRA provided project delivery services for some of the redevelopment plan areas, now completed. Prior to dissolution of redevelopment agencies, SHRA adopted redevelopment plans for the following areas:

- 65th Street
- Alkali Flat
- Army Depot
- Auburn Boulevard
- Del Paso Heights
- Downtown Merged
- Florin Road
- Franklin Boulevard
- Mather Redevelopment Area
- McClellan-Watt Avenue Redevelopment Area
- North Sacramento
- Oak Park
- Railyards
- River District
- Stockton Boulevard

### **Twin Rivers Choice Neighborhoods Redevelopment Project (2015, in progress)**

The Twin Rivers housing development is located in the City of Sacramento but is owned by the Housing Authority of the County (HACOS). It consists of 218 public housing units and has existed as an isolated and disconnected community, cut off from the surrounding area by railroad tracks, levees, and rivers, with limited connections via rail, road, or other means of transit to other parts of

the community. Constructed primarily between 1942 and 1946, many of the systems and infrastructure at Twin Rivers have reached the end of their useful lives.

In 2015, HACOS and the City of Sacramento as co-grantee were awarded a \$30 million Choice Neighborhoods Implementation Grant for the Twin Rivers Transit Oriented Development and Light Rail Station Project. This grant supports the implementation of a new housing program and master plan for Twin Rivers which includes one-for-one replacement of all 218 Twin Rivers public housing units within a newly constructed, mixed-income community.

When complete, the project will include approximately 487 mixed income rental housing units with supporting amenities, a new public park, and a new light rail station. The actions necessary to implement the project include establishing ongoing resident services, relocation of existing residents, demolition of all existing buildings and existing infrastructure, construction of new infrastructure, construction of a multi-use community park, and construction of new rental housing units with all related amenities. The proposed housing units will offer a diverse range of housing types with replacement housing units for public housing residents being indistinguishable from and intermixed with affordable and market rate units.

## **CITY OF SACRAMENTO ZONING CODE**

The City of Sacramento Zoning Code, Title 17 of the City's Municipal Code, is one of the primary means of implementing the General Plan. The Zoning Code applies to land within the Sacramento City Limits. Tables 2-3 summarizes existing zoning by base zoning district in the City of Sacramento. Figure 2-10 shows existing zoning within the city.

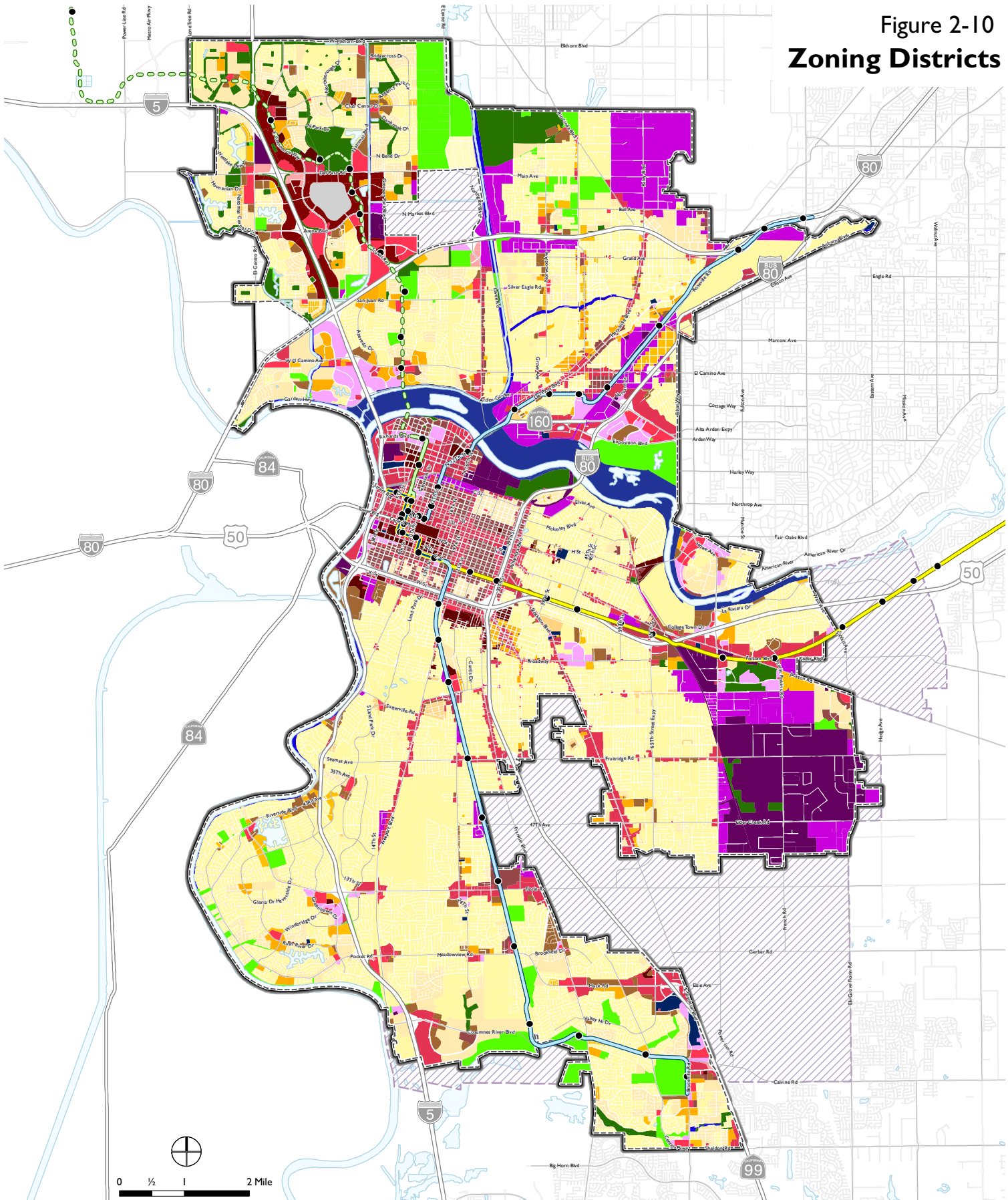
### **Base Zones**

#### *Residential Zones*

The Zoning Code includes 16 residential zones. Residentially-zoned land (RE, R-1/0.5, RE-1/1, RE-1/2, R-1A, R-1B, R-2, R-2A, R-2B, R-3, R-3A, R-4, R-4A, R-5, RO, and RMX) accounts for 32,255 acres, or 61 percent of land in the City Limits. R-1 is the most common base zone in the city with 22,580 acres. This represents 70 percent of residentially zoned land and 43 percent of all zoned land. Single-family zoning is found throughout the city. Multi-family zoning is found in the North Natomas neighborhood along Del Paso Road and Natomas Boulevard and along Commerce Way; Downtown; along the Rio Lindo, Del Paso, and Auburn Boulevards; and in some parts of the Pocket, South Natomas, and Laguna neighborhoods.

Commercial/office zones (C-1, C-2, C-3, C-4, OB, EC, and HC) account for 6,258 acres, or 12 percent of zoned land. General Commercial (C-2) accounts for 2,920 acres and 47 percent of all commercial/office zones. These commercial and office zones are found along Del Paso Boulevard between CA-160 and Dwight D Eisenhower Highway; along Folsom between 46<sup>th</sup> Street and in an easterly direction along the Gold line tracks; on Stockton Boulevard between Broadway and Elder Creek Road; on Florin Road, east and west of the Blue line; and in parts of the North Natomas neighborhood. Industrial zones (M-1, M-1S, M-2, M-2S, MIP, MRD) account for 6,099 acres, or 12 percent of zoned land. Heavy industrial lands (M-2 and M-2S) make up 42 percent (3,019 acres) of industrial zones.

Figure 2-10  
Zoning Districts



Zoning		Commercial and Office Zones		Industrial and Manufacturing Zones		Other Zones		Light Rail		City Limits and Features	
<b>Residential Zones</b>	<ul style="list-style-type: none"> <li>Multi-Family (21)</li> <li>Multi-Family (29)</li> <li>Multi-Family (36)</li> <li>Multi-Family (58)</li> <li>Multi-Family (110)</li> <li>Multi-Family (174)</li> <li>Residential-Office</li> <li>Residential Mixed Use</li> </ul>	<ul style="list-style-type: none"> <li>Limited Commercial</li> <li>General Commercial</li> <li>Central Business District</li> <li>Heavy Commercial</li> <li>Employment Center</li> <li>Highway Commercial</li> <li>Office Building</li> </ul>	<ul style="list-style-type: none"> <li>Shopping Center</li> <li>Industrial</li> <li>Heavy Industrial</li> <li>Manufacturing - Industrial Park</li> <li>Manufacturing, R &amp; D</li> </ul>	<ul style="list-style-type: none"> <li>Agricultural</li> <li>Agriculture-Open Space</li> <li>Flood</li> <li>American River Parkway</li> <li>Hospital</li> <li>Sports Complex</li> <li>Transportation Corridor</li> </ul>	<ul style="list-style-type: none"> <li>Station</li> <li>Blue Line</li> <li>Blue/Gold Line</li> <li>Gold Line</li> <li>Green Line</li> <li>Proposed Green Line Extension</li> </ul>	<ul style="list-style-type: none"> <li>Sacramento City Limit</li> <li>Policy Area</li> <li>Sphere of Influence</li> <li>Water</li> </ul>					
<ul style="list-style-type: none"> <li>Rural Estates</li> <li>Standard Single Family</li> <li>Single Family Alternative</li> <li>Single or Two Family</li> <li>Two-Family</li> <li>Multi-Family (up to 17 units/acre)</li> </ul>											

Source: Zoning, City of Sacramento, 2019; Dyett and Bhatia, 2019

**Table 2-3: Base Zoning, City of Sacramento**

<i>Zone</i>	<i>Purpose/Description</i>	<i>Acres</i>	<i>Percent</i>	<i>Vacant Acres</i>	<i>Percent Vacant<sup>2</sup></i>
<b>Residential</b>					
Rural Estates (RE)	Accommodate very low density residential uses.	5	<1%	1	22%
Rural Estates (RE-1/0.5)	One unit per minimum 0.5 acres.	1	<1%	0	0%
Rural Estates (RE-1/1)	One unit per minimum 1 acre.	112	<1%	12	10%
Rural Estates (RE-1/2)	One unit per minimum 2 acres.	11	<1%	0	2%
Single-Unit Dwelling (R-1)	Accommodate low-density residential uses composed of single-unit detached residences and duplex dwellings on corner lot.	22,580	43%	1,058	5%
Single Family Alternative (R-1A)	Permit single-unit or duplex dwellings, whether attached or detached, at a higher density than the R-1 zone.	4,626	9%	1,315	28%
Single Family or Two Family (R-1B)	Permit single-unit and duplex dwellings on lots generally located in the central city and in North Natomas.	186	<1%	1	1%
Two Family (R-2)	Provide a low density buffer between the R-1 zone and more intense land uses.	194	<1%	5	2%
Multi-Family (R-2A)	Permit garden apartments and cluster housing.	707	1%	104	15%
Multifamily (R-2B)	Accommodate broader density flexibility as a transition from the garden-apartment setting to a more traditional apartment setting.	1,056	2%	175	17%
Multifamily (R-3)	Accommodate traditional types of apartments.	1,341	3%	192	14%
Multifamily (R-3A)	Accommodate higher density development in the central city, along major commercial corridors, and in areas near major institutions and public transit facilities.	381	1%	14	4%
Multifamily (R-4)		283	1%	64	23%
Multifamily (R-4A)		10	<1%	9	89%

**Table 2-3: Base Zoning, City of Sacramento**

<i>Zone</i>	<i>Purpose/Description</i>	<i>Acres</i>	<i>Percent</i>	<i>Vacant Acres</i>	<i>Percent Vacant<sup>2</sup></i>
<b>Residential</b>					
Rural Estates (RE)	Accommodate very low density residential uses.	5	<1%	1	22%
Rural Estates (RE-1/0.5)	One unit per minimum 0.5 acres.	1	<1%	0	0%
Rural Estates (RE-1/1)	One unit per minimum 1 acre.	112	<1%	12	10%
Rural Estates (RE-1/2)	One unit per minimum 2 acres.	11	<1%	0	2%
Multifamily (R-5)	Permit dwellings, institutions, and limited commercial goods and services serving the surrounding neighborhood.	154	<1%	6	4%
Residential Mixed Use (RMX)	Allow a mix of residential and commercial uses as a matter of right, and to preserve the residential character of neighborhoods while encouraging the development of neighborhood-oriented ground-floor retail and service uses.	547	1%	141	9%
Residential-Office (RO)	Provide a medium-density multiple-family zone, generally located inside the central city and in certain adjacent areas.	62	<1%	5	10%
<b>Commercial</b>					
Limited Commercial (C-1)	Provide for certain offices, retail stores, and commercial service establishments that are compatible with residential developments.	225	<1%	49	22%
General Commercial (C-2)	Provide for the sale of goods; the performance of services, including repair facilities; office uses; dwellings; small wholesale stores or distributors; and limited processing and packaging.	2,920	6%	355	12%
Central Business District-Special Planning District (C-3)	Provide for the most intense residential, retail, commercial, and office developments in the city.	302	1%	16	5%

**Table 2-3: Base Zoning, City of Sacramento**

<i>Zone</i>	<i>Purpose/Description</i>	<i>Acres</i>	<i>Percent</i>	<i>Vacant Acres</i>	<i>Percent Vacant<sup>2</sup></i>
<b>Residential</b>					
Rural Estates (RE)	Accommodate very low density residential uses.	5	<1%	1	22%
Rural Estates (RE-1/0.5)	One unit per minimum 0.5 acres.	1	<1%	0	0%
Rural Estates (RE-1/1)	One unit per minimum 1 acre.	112	<1%	12	10%
Rural Estates (RE-1/2)	One unit per minimum 2 acres.	11	<1%	0	2%
Heavy Commercial (C-4)	Provide for warehousing, distribution activities, and commercial uses that have minimal undesirable impact upon nearby residential areas.	268	1%	28	11%
Employment Center (EC)	Provide a flexible zone for employment-generating uses in a pedestrian-friendly setting with ample open space.	760	1%	392	52%
Highway Commercial (HC)	Provide for establishments offering accommodations or services to motorists, and for certain other specialized non-merchandising activities.	78	<1%	43	55%
Office Building (OB)	Provide for a low-rise mixed-use employment zone that is intended to permit business, office, institutional, or professional buildings; the sale of goods and services; and lodging and dwellings.	948	2%	140	15%
Shopping Center (SC)	Provide a wide range of goods and services to the community.	757	1%	263	35%
<b>Industrial</b>					
Light Industrial (M-1)	Permit manufacture or treatment of goods.	1,526	3%	480	31%
Light Industrial (M-1S)		1,729	3%	513	30%
Heavy Industrial (M-2)		763	1%	145	19%
Heavy Industrial (M-2S)		1,817	3%	176	10%

**Table 2-3: Base Zoning, City of Sacramento**

<i>Zone</i>	<i>Purpose/Description</i>	<i>Acres</i>	<i>Percent</i>	<i>Vacant Acres</i>	<i>Percent Vacant<sup>2</sup></i>
<b>Residential</b>					
Rural Estates (RE)	Accommodate very low density residential uses.	5	<1%	1	22%
Rural Estates (RE-1/0.5)	One unit per minimum 0.5 acres.	1	<1%	0	0%
Rural Estates (RE-1/1)	One unit per minimum 1 acre.	112	<1%	12	10%
Rural Estates (RE-1/2)	One unit per minimum 2 acres.	11	<1%	0	2%
Manufacturing-Industrial Park (MIP)	Achieve a nuisance-free environment for light manufacturing, warehousing, and distribution in an industrial park setting.	58	<1%	0	0%
Manufacturing, Research, and Development (MRD)	Accommodate innovative technology businesses and related support services, while allowing flexibility for transitional uses in areas where existing uses may be incompatible with planned development.	152	<1%	45	30%
Manufacturing, Research, and Development (MRD-20)		54	<1%	52	97%
<b>Agriculture and Open Space</b>					
Agriculture (A)	Restrict the use of land primarily to agriculture and farming.	2,095	4%	253	12%
Agriculture-Open Space (A-OS)	Ensure the long-term preservation of agricultural and open space land.	2,189	4%	623	28%
Flood (F)	Conditionally permit specified uses along the Sacramento and American Rivers, tributaries, and other flood-prone areas.	1,063	2%	31	3%
American River Parkway (ARP-F)	Prevent the loss of life and property by prohibiting improvements or structures in a designated floodway; to protect the natural features of the American River floodplain; to prevent erosion and siltation; and to preserve open space.	2,142	4%	226	11%



**Table 2-3: Base Zoning, City of Sacramento**

<i>Zone</i>	<i>Purpose/Description</i>	<i>Acres</i>	<i>Percent</i>	<i>Vacant Acres</i>	<i>Percent Vacant<sup>2</sup></i>
<b>Residential</b>					
Rural Estates (RE)	Accommodate very low density residential uses.	5	<1%	1	22%
Rural Estates (RE-1/0.5)	One unit per minimum 0.5 acres.	1	<1%	0	0%
Rural Estates (RE-1/1)	One unit per minimum 1 acre.	112	<1%	12	10%
Rural Estates (RE-1/2)	One unit per minimum 2 acres.	11	<1%	0	2%
Hospital (H)	Provide primarily for medical-type uses, such as hospitals and convalescent homes, and for group care facilities.	160	<1%	16	10%
Sports Complex (SPX)	Ensure proper development and land use improvements to achieve a sports complex.	184	<1%	0	0%
Transportation Corridor (TC)	Regulate land uses near public agency transportation corridors.	125	<1%	8	6%
<b>Total Zoned Land<sup>1</sup></b>		<b>52,568</b>	<b>100%</b>	<b>6,958</b>	<b>13%</b>

Notes:

1. Numbers may not add to total due to rounding.
2. Percent vacant refers to percent of land in each zone that is vacant.

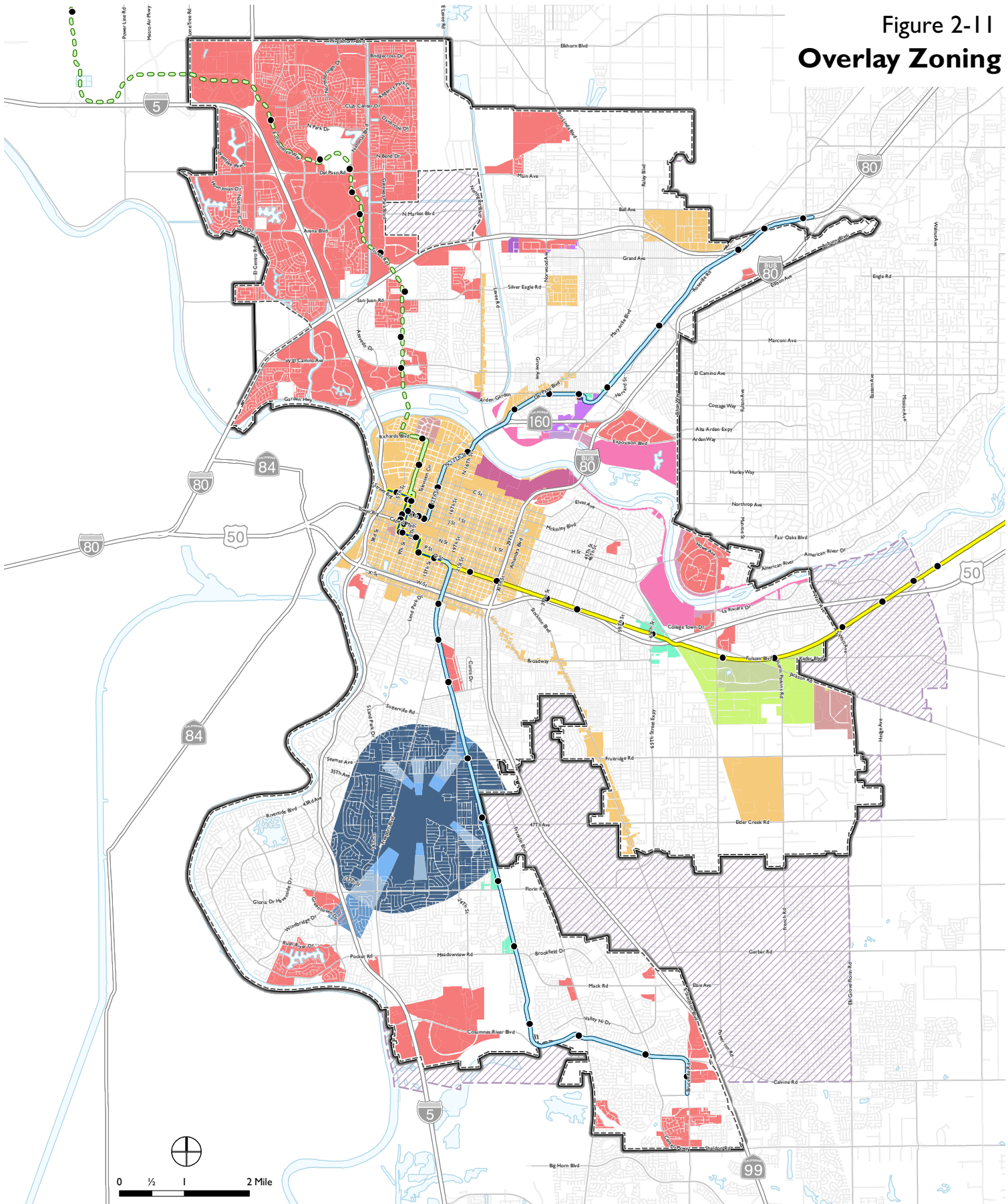
Source: *City of Sacramento, 2018. Dyett & Bhatia, 2019.*

These industrial zones are located primarily in the area bounded by Power Inn Road to the west, Folsom Boulevard to the north, and South Watt Avenue to the east; along Raley Boulevard in the northern part of the 2035 General Plan Policy Area; in the Cannon Industrial Park to the west of Capital City Freeway; and at the Norwood/I-80 intersection. Other zones (A, A-OS, F, ARP-F, H, SPX, and TC) account for 7,958 acres, or 15 percent of zoned lands. A and A-OS zones are found along the American River.

### Overlay Zones

Overlay zones support the standards of the base zoning districts and address specific geographic, environmental, economic, or social conditions in specific areas. The overlay zones contained in the Zoning Ordinance are described in Table 2-4 and shown in Figure 2-11.

Figure 2-11  
**Overlay Zoning**



Overlay Zoning		Light Rail		Other	
	Executive Airport-Approach Zone 1		Station		Sacramento City Limit
	Executive Airport-Approach Zone 2		Blue Line		Policy Area
	Executive Airport-Approach Zone 3		Blue/Gold Line		Sphere of Influence
	Executive Airport-Approach Zone 3-Planned Unit Development		Gold Line		Water
	Executive Airport-Approach Zone 4		Proposed Green Line Extension		
	Labor Intensive				
	Labor Intensive-Parkway Corridor				
	Labor Intensive-Planned Unit Development				
	Labor Intensive-Special Planning District				
	Parkway Corridor				
	Parkway Corridor-Planned Unit Development				
	Parkway Corridor-Special Planning District				
	Planned Unit Development				
	Planned Unit Development-Special Planning District				
	Special Planning District				
	Solid Waste Restricted				
	Solid Waste Restricted-Planned Unit Development				
	Transit				
	Transit-Executive Airport-Approach Zone 4				
	Transit-Special Planning District				

Source: Zoning, City of Sacramento, 2019; Dyett and Bhatia, 2019

**Table 2-4: Overlay Zoning**

Overlay Zone	Category	Purpose/Description	Acres
Ascot Avenue	AOL	Subject to requirements of underlying zone.	28
Executive Airport-Approach Zone 1	EA-1	Protect the health, safety, and general welfare of people in the vicinity of the Sacramento Executive Airport and to improve air navigation safety.	149
Executive Airport-Approach Zone 2	EA-2		285
Executive Airport-Approach Zone 3	EA-3		163
Executive Airport-Approach Zone 4	EA-4		2,629
Interstate 5 Corridor	I-5	Subject to requirements of underlying zone.	-
Labor Intensive	LI	Subject to requirements of underlying zone.	-
Midtown Commercial	MC	Subject to requirements of underlying zone.	-
Neighborhood Corridor	NC	Subject to requirements of underlying zone.	-
Parkway Corridor	PC	Reduce impacts incompatible with the maintenance of the American River as a natural resource.	1,176
Solid Waste Restricted	SWR	Address the heavy concentration of solid waste facilities in certain areas of the city.	1,014
Transit	TO	Allows a mix of moderate- to high-density residential and nonresidential uses by right, within walking distance of an existing or proposed light rail transit station, to promote transit ridership.	168
Urban Neighborhood	UN	Subject to requirements of underlying zone.	-
Planned Unit Development	PUD	Provide for greater flexibility in integrated development design.	10,837
Special Planning Districts <sup>1</sup>	SPD	Establish procedures to regulate properties under multiple ownership in need of general physical and economic improvement, or have special environmental features that standard regulations cannot adequately address.	4,483
<b>Overlay Zones Total<sup>2</sup></b>			<b>22,874</b>

Notes:

1. See Table 2-5 for specific Special Planning Districts.
2. Numbers may not add to total because there are areas that have multiple, overlapping overlay zones.

Source: City of Sacramento Assessor's Data, 2018. Dyett & Bhatia, 2019.

Of the 52,658 zoned acres of land in the city limits, 6,958 acres are vacant, approximately 13 percent. There are 3,102 vacant acres within residentially zoned land (10 percent). The Single-Family Alternative (R-1A) zone is 28 percent vacant and has the most vacant acres (1,315) of all the

residential zones. There are 1,296 vacant acres within commercial/office zones (21 percent). The Employment Center (EC) zone is 55 percent vacant, but Employment Centers have the most vacant acres (392) of all the commercial/office zones. There are 1,411 vacant acres within industrial zones (23 percent). The Light Industrial (M-2) zone has the most acres of vacant land (513), but the Manufacturing, Research, and Development (MRD-20) zone has the highest percentage of vacant land (97 percent). There are 1,157 acres of vacant land in other zones (15 percent of other zones).

**Special Planning District Overlays**

Special Planning Districts (SPDs) are areas that have been determined to be in need of general physical and economic improvement or have special environmental features that land use, zoning and other regulations cannot adequately address. Property with an SPD overlay are subject to the requirements set forth in the SPD Ordinance adopted specifically for the area and the SPD section of the Zoning Ordinance. Table 2-5 shows the acreage of each SPD, and a description of each SPD is provided below.

**Table 2-5: Special Planning Districts**

<i>Overlay Zone</i>	<i>Acres</i>
Alhambra Corridor	236
Army Depot	492
Aspen-New Brighton	224
Broadway/Stockton	278
Central City (including R Street Corridor)	1865
Del Paso Nuevo	114
Del Paso/Arden Way	109
Entertainment and Sports Center	10
McClellan Heights/Parker Homes	313
Northgate Boulevard	83
River District	573
Sacramento Railyards	187
<b>SPD Total</b>	<b>4,423</b>

Note:

Numbers may not add to total due to rounding.

Sources: *City of Sacramento Assessor’s Data, 2018; Dyett & Bhatia, 2019.*

*Alhambra Corridor*

The Alhambra Corridor SPD generally consists of properties located between 29th and 34th streets from the Southern Pacific railroad mainline levee to the W/X Freeway. This SPD includes a number of different neighborhoods and includes regulations to assist in the preservation of the neighborhood scale and character, along with providing additional housing opportunities in the area.

### *Army Depot*

The Army Depot SPD generally consists of properties bordered by the Southern Pacific Railway to the west, Fruitridge Road to the north, Elder Creek Road to the south, and Florin Perkins Road to the east. This SPD guides the establishment of land uses during the development of the Sacramento Army Depot reuse plan.

### *Aspen-New Brighton*

The Aspen 1-New Brighton SPD is located at the southwest corner of Jackson Highway and South Watt Avenue in the City of Sacramento, with a small portion within unincorporated Sacramento County. The SPD aims to integrate a mix of land uses that are compatible, accessible, economically efficient, and organized around major thematic elements to create a definitive ‘sense of place’.

### *Broadway/Stockton*

The Broadway-Stockton SPD includes properties located along the east and west sides of Broadway, from Highway 99 on the west to Martin Luther King Boulevard on the east; along the north and south sides of Broadway, from Martin Luther King Boulevard on the west to Stockton Boulevard on the east; and along the east and west sides of Stockton Boulevard, between 2nd Avenue on the north and 65th Street on the south. Regulations are designed to improve the image and competitiveness of this commercial corridor by drawing upon the area’s existing assets, including historic buildings, landmarks, multi-cultural commerce, medical facilities, and surrounding neighborhoods.

### *Central City and R Street Corridor*

The Central City SPD is generally bounded by the American River on the north, Broadway on the south, the Sacramento River on the west, and Business 80 on the east, and excludes the area within the Entertainment and Sports Center Special Planning District. The Central City SPD includes the “R Street Corridor”, the 54 blocks bounded by Q Street on the north, S Street on the south, 2nd Street on the west, and 29th Street on the east. The Central City SPD establishes regulations governing development within area and aims to maintain and improve the character, quality, and vitality of neighborhoods; create cohesive mixed-use neighborhoods that contain a variety of housing types; provide an opportunity for a balanced mix of uses in neighborhoods adjacent to transit facilities and transportation corridors; and facilitate infill redevelopment.

### *Del Paso Nuevo*

The Del Paso Nuevo SPD consists of approximately 154 acres, bounded by Norwood Avenue, South Avenue, Altos Avenue, and Arcade Creek. This SPD is intended to create homeownership opportunities within this Del Paso Heights neighborhood.

### *Del Paso/Arden Way*

When established in 1994, the Del Paso Boulevard SPD area consisted of C-2 zoned properties located along Del Paso Boulevard, between approximately Globe Avenue and El Camino Avenue.

In 1997, the SPD boundary was expanded and M-1 zoning standards were adopted. In 2010, the SPD boundary was expanded to include the portion of Arden Way between Del Paso Boulevard and Beaumont Street and the SPD was renamed the Del Paso Boulevard/Arden Way Special Planning District (“Del Paso Boulevard/Arden Way SPD”). The Del Paso Boulevard/Arden Way SPD consists of a number of different neighborhoods that include residential uses, light industrial uses, and commercial uses. The SPD zoning regulations are intended to assist in the preservation of the economic climate in these neighborhoods through the retention of existing businesses while accommodating new development.

### *Entertainment and Sports Center*

The ESC SPD is within the Central City, and generally bounded by 3rd Street to the west, J Street to the north, 7th Street to the east, and L Street to the south. The SPD provides specific development procedures in recognition of the unique position of the surrounding property to the city’s Entertainment and Sports Center.

### *McClellan Heights/Parker Homes*

This SPD is generally located in the area of North Sacramento bounded by North Avenue and the I-80 freeway on the south, Raley Boulevard on the west, Bell Avenue on the north, and Winters Street on the east. The McClellan Heights and Parker Homes SPD is intended to establish development standards to implement the goals and policies of the McClellan Heights and Parker Homes land use and infrastructure plan.

### *Northgate Boulevard*

The Northgate Boulevard SPD includes the area of South Natomas located on the east side and portions of the west side of Northgate Boulevard south of Patio Avenue and north of Garden Highway. The designation of the Northgate special planning district (SPD) recognizes the area as one requiring unique guidance to revitalize commercial areas and protect viable residential sites located to the east, with the intent to retain and encourage commercial and neighborhood office uses that serve the surrounding area and through traffic, thus maintaining the district’s importance to the community.

### *River District*

The River District SPD includes approximately 748 acres of land within the River District Specific Plan area and is generally bounded by the Sacramento River on the west, the American River on the north, the Sacramento Railyards on the south, and 18th Street on the east establishes procedures to implement the policies and development standards of the River District Specific Plan. The River District Specific Plan designates the land uses within the boundaries of the River District Specific Plan area

### *Sacramento Railyards*

The Railyards SPD includes 244 acres of land within the Railyards Specific Plan area and is generally bounded by the Sacramento River to the west, North B Street to the north, the Alkali Flat

neighborhood to the east, and the existing downtown area to the south. establishes procedures to implement the policies, development standards, and design guidelines of the Railyards Specific Plan, which governs reuse of the Railyards site as a transit-oriented mixed-use district.

## **STRATEGIC NEIGHBORHOOD ACTION PLANS**

A Strategic Neighborhood Action Plan (SNAP) is an action-oriented document for helping residents and property owners improve their neighborhoods. When funding is available, the Sacramento Planning Department creates SNAPs for neighborhoods experiencing infrastructure deficiencies or other problems, as reported by neighborhood residents and property owners.

A SNAP provides a list of steps for neighborhood participants to follow in order to achieve their desired outcomes. It identifies a neighborhood vision, neighborhood issues, and goals and action strategies for neighborhood enhancement. Implementation of the SNAP is the joint responsibility of neighborhood residents and owners, City staff, and in some cases, other relevant local agencies or non-governmental organizations. Currently (2019), there are five SNAPs that have been adopted, described below and shown in Figure 2-12.

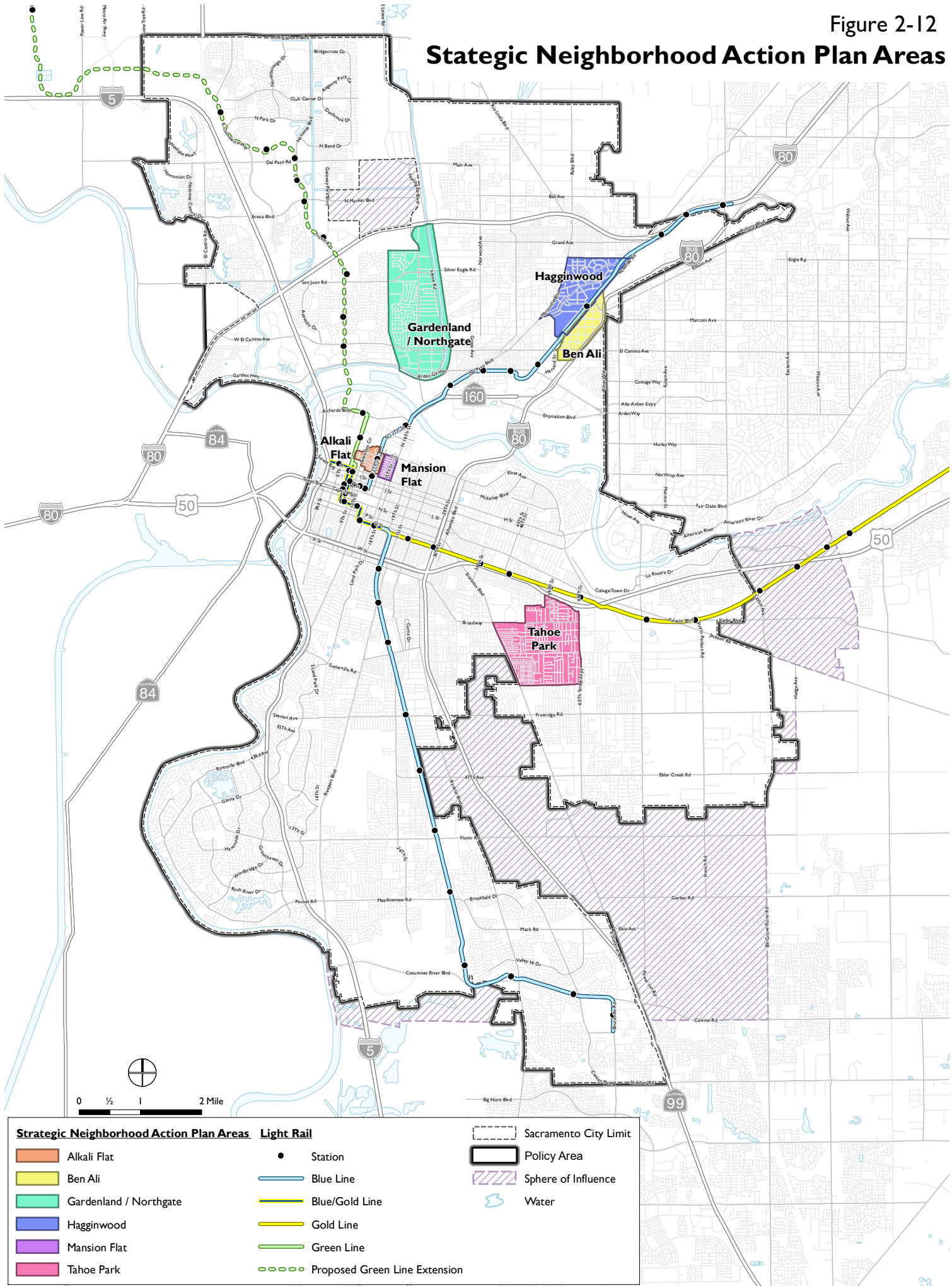
### **Ben Ali SNAP (2009)**

The Ben Ali SNAP study area is generally bounded by Auburn Boulevard to the west, the intersection of Roseville Road and Connie Drive to the north, Capital City Freeway (Business 80) to the east, and Silica Avenue to the south. The study area encompasses approximately 244 acres and includes a population of approximately 1,400. The SNAP provides ten priority neighborhood goals based on voting results from residents in the SNAP community workshops:

- Construct curb, gutter, and sidewalks;
- Provide park, open space, community garden, and community gathering space;
- Evaluate infill projects to ensure they fit with the character of the neighborhood;
- Eliminate speeding problems;
- Improve pedestrian access through the Marconi Avenue/I-80 overpass;
- Alleviate local flooding;
- Provide better access to the Marconi Light Rail Station;
- “Green” neighborhoods with more trees and preservation of existing trees;
- Encourage a grocery store/market to locate in the neighborhood; and
- Improve water quality and water pressure from Sacramento Suburban Water District.

Figure 2-12

# Strategic Neighborhood Action Plan Areas



Strategic Neighborhood Action Plan Areas		Light Rail		Other Features	
	Alkali Flat		Station		Sacramento City Limit
	Ben Ali		Blue Line		Policy Area
	Gardenland / Northgate		Blue/Gold Line		Sphere of Influence
	Hagginwood		Gold Line		Water
	Mansion Flat		Green Line		
	Tahoe Park		Proposed Green Line Extension		



### **Hagginwood SNAP (2009)**

The Hagginwood SNAP study area is generally bounded by Marysville Boulevard to the west, South Avenue to the north, Roseville Road and Auburn Boulevard to the east, and Land Avenue to the south. The study area encompasses approximately 537 acres and includes a population of approximately 4,400. The SNAP provides 21 priority neighborhood goals based on voting results from residents in the SNAP community workshops:

- Provide additional street lighting;
- Provide curb, gutter, and sidewalks;
- Provide a left-turn signal at Arcade and Marysville Boulevards;
- Create a transit master plan for the Marconi Light Rail Station;
- Encourage infill development that fits with the character of the neighborhood;
- Provide parks;
- Provide access from the Marconi Light Rail Station to the freeway overpass;
- Beautify and clean Arcade and Hagginwood Creeks;
- Reduce the number of lanes on Del Paso Boulevard between Marysville Boulevard and Arcade Boulevard/Marconi Avenue;
- Alleviate heavy traffic on Arcade Boulevard between Marysville and Del Paso Boulevards;
- Restore original single-family residence zoning to areas where “special permits” have been granted for multi-family units;
- Provide trails in Hagginwood Park;
- Mackey Park: Address vagrancy, maintain cleanliness and wild, natural character;
- Explore completing a Neighborhood Traffic Management Plan for South Hagginwood;
- Provide shade trees at the southwest corner of Marysville and Arcade Boulevards;
- Delineate parking at Mackey Park;
- Improve water pressure;
- Ensure high well water quality;
- Alleviate local flooding;
- Encourage more retail to locate near the neighborhood; and
- Improve communication between developers, the City, and residents regarding proposed development projects.

### **Alkali Flat/Mansion Flats SNAP (2005)**

The boundaries of the Alkali Flat/Mansion Flats SNAP are 13th Street to the east, G Street to the south, 7th Street to the west, and the Union Pacific Rail Lines to the north. The SNAP was originally intended to be focused solely on Alkali Flat, the action steps were expanded to include the Mansion

Flats neighborhood due to the extensive number of similar issues that both of these neighborhoods share. To obtain community input for the Alkali Flat/Mansion Flats area, the visioning process used a comprehensive phone and door to door survey along with two community meetings and a series of four focus group meetings. The surveys and meetings indicated that following four areas were of most concern:

- Safety in the neighborhood;
- Safe and attractive parks and recreation facilities to meet the needs of the residents;
- Economic and community development to increase retail and employment opportunities in the area; and
- Parking and transportation improvements to control traffic and manage parking issues.

### **Gardenland-Northgate SNAP (2003)**

Adopted by City Council August 23, 2003, the boundaries of the Gardenland-Northgate SNAP are generally the Ueda Parkway to the east, the American River Parkway to the south, the Niños Parkway to the west, and the developed housing area and Interstate 80 to the north. The SNAP incorporates work developed through a variety of community visioning efforts and identifies the following community priorities:

- Improve the appearance, safety, and range of commercial services along Northgate, including:
  - Provide landscaped medians;
  - Create focused commercial areas;
  - Improve safety in front of Smythe School;
  - Improve landscaping and lighting;
  - Promote housing in Northgate Boulevard; and
  - Expand architectural review.
- Promote maintenance of existing housing and develop new infill housing that is compatible with the character and needs of the Gardenland-Northgate residents, including:
  - Encourage greater participation in existing maintenance programs;
  - Develop infill incentives;
  - Conduct surveys to gain greater understanding of neighborhood preferences for new housing; and
  - Promote clean-ups and reduce illegal dumping in the neighborhood.
- Promote additional safe and attractive parks and recreation facilities to meet the needs of the residents.

The SNAP provides a series of goals and action steps that will allow the neighborhood to address these issues and allow it to achieve its desired outcomes.

### **Tahoe Park SNAP (2000)**

The Tahoe Park SNAP, which encompasses Tahoe Park and Colonial Heights, is bounded by Stockton Boulevard to the west, 21st Avenue to the south, and 65th Street to the east. The northern boundary follows Broadway, Fairgrounds Drive, 2nd Avenue, 58th Street, and T Street. The SNAP identifies the following community priorities:

- Police bike patrols on Broadway and Stockton Boulevard.
- Better code enforcement and follow-through.
- Jogging/walking path within a park.
- Sidewalks too narrow and adjacent to streets (Broadway, 14th Avenue). Need wider landscaped strips, street trees, utility undergrounding for pedestrian-friendly streets.
- Improve run-down businesses on Stockton Boulevard.
- Neighborhood traffic plan.
- Lighting, landscaping and sidewalk improvements on Stockton Boulevard.
- Renovate existing commercial and retail.
- 65th Street gateway revitalization
- Community center needed.
- Tree maintenance
- Improve commercial image of community.
- Need off-leash dog park and dog run.
- Put the skills of the neighborhood to work: Tahoe/Colonial has strong neighborhood associations and caring interested people with many skills.

### **OTHER MASTER AND AREA PLANS**

#### **Sacramento Municipal Utility District Headquarters Master Plan (2018)**

The Sacramento Municipal Utility District (SMUD) has prepared the Headquarters Campus Master Plan as a 20-year development plan for its headquarters campus. Objectives of the plan are to increase public safety, improve employee and neighborhood connectivity with the SMUD campus and increase operating efficiency through sustainable design. The plan area includes SMUD-owned property bounded by 59th Street to the west, Folsom Blvd. to the north, 65th Street to the east and S Street to the south.

### **Sacramento State Master Plan (2015)**

The California State University, Sacramento 2015 Master Plan is intended to support and advance the university's educational mission by providing a guide to the development of the physical campus and its facilities over a 20-year timeframe. The Master Plan describes in detail the vision and goals for campus development to accommodate an enrollment cap of 25,000 full-time-equivalent students.

The 2015 Master Plan addresses the natural and built environments by identifying the requirements for maintaining and enhancing the physical aspects of the campus to meet the needs for growth and change in a rapidly evolving higher education environment. The Master Plan anticipates these changes by focusing on the facilities needed by the academic program; by campus life programs including housing, recreation, athletics and facilities maintenance; and by the requirements of campus infrastructure including roadways, parking and utilities.

The Master Plan offers guidance for future development that are intended to maintain and enrich the campus as an attractive, accessible, safe and functional environment for learning, living, recreation and culture to serve Sacramento State students, faculty, staff and visitors as well as the surrounding region and its communities. The Master Plan report incorporates Landscape Guidelines, Sustainability Guidelines, Design Guidelines and Phasing/Implementation Guidelines to guide the execution of the Master Plan recommendations.

Seven planning principles to serve as the primary criteria for the 2015 Master Plan:

- Create and redevelop a total environment that fosters and emphasizes academic excellence.
- Provide a vibrant and satisfying “Live-Work-Teach-Learn-Play” campus environment that serves the people who study and work here.
- Elevate Sacramento State's presence in the global higher education arena.
- Maximize intra-campus connectivity.
- Maximize connectivity with the surrounding community.
- Showcase and maximize engagement with the American River.
- Optimize physical assets through an integrated and comprehensive planning approach that responds to the academic strategic plan and campus life needs.

### **Sacramento City College Facilities Master Plan (2010, updated 2014)**

With the passing of \$265-million local facilities bond Measure A in 2002, Sacramento City College, in coordination with the Los Rios Community College District, developed a Facilities Master Plan to lay out how major modernization projects would be sequenced, and how these projects would be funded through State and local bond funding programs. The 2010 Master Plan outlined modernization and new construction projects planned for the main campus as well as two centers in West Sacramento and Davis. It integrated both State and local bond funding to complete the planned projects and transportation, access, and parking improvements through the next decade. Guiding principles of the plan included long range planning, facility functional planning, and

college environment planning and serve as a broad framework for project development and evaluation.

The 2014 Update outlined options, opportunities, and considerations for capital projects, capture projects funded with State and local (Measure A & M) bond funds and other campus generated funds (e.g. Foundation, College Store), and provided a scope and schedule of planned projects, taking into account new enrollment and budget realities.

### **Downtown Infrastructure Study (2011)**

The Downtown Infrastructure Study was published in 2011 by the Economic Development Department. The study was a preliminary engineering, planning-level effort that will aid the City and developers in attracting development funding assistance and provide potential developers with information to evaluate their probable infrastructure costs. The study identified potential opportunities to provide integrated infrastructure at the least cost, through phasing options or the application of sustainable design principals and value engineering design considerations.

### **McClellan Heights and Parker Homes Land Use and Infrastructure Plan (2007)**

The McClellan Heights and Parker Homes Land Use and Infrastructure Plan provides a vision for land use changes intended to facilitate and support the transition of the area into two strong, primarily residential neighborhoods that are served by retail and other amenities. The 306-acre plan area is in the northeastern part of the City of Sacramento, west of and adjacent to McClellan Park. The plan includes recommendations for circulation and utility infrastructure improvements to address existing deficiencies and to support new uses that are part of the land use vision. The plan also outlines strategies to improve existing housing stock and to promote new housing at varying levels of affordability.

### **Northeast Line Light Rail Stations Plan (2007)**

The Northeast Line Light Rail Stations Plan is a long-range, urban design/streetscape plan. Infrastructure needs and economic analysis will guide improvements in a quarter-mile radius around the Globe, Arden/Del Paso, and Royal Oaks Light Rail Stations. The project area for the plan refers to the collective quarter-mile radii around these three stations. The scope of the project encompasses the creation of an overall vision for these three stations, an analysis of existing opportunities and challenges, land use and urban design recommendations, and development guidelines that will encourage transit-oriented development, increase pedestrian and bicycle movement in the area, and create vibrant urban villages. The plan seeks to accomplish this through the following primary goals:

- Support and build upon previous planning efforts to guide development and redevelopment within the area towards land uses that will support transit ridership, provide needed housing and employment opportunities, and support neighborhood retail uses;
- Identify the necessary infrastructure and public improvement needs, cost estimates, including streetscape costs, phasing and implementation programs to realize the community's vision;

- Provide economic analysis of existing conditions and financially viable building prototypes, as well as pro-formas for transit-oriented development;
- Improve the pedestrian, bicycle and automobile circulation and access of the Globe, Arden/Del Paso, and Royal Oaks Light Rail Stations.
- Provide an implementation strategy to modify any existing plan documents and guidelines necessary to implement the Plan; and
- Identify any additional studies and analyses needed to obtain California Environmental Quality Act (CEQA) clearance for the plan.

### **Northeast Line Implementation Plan and Infrastructure Study (2011)**

In 2011, an Infrastructure Study for the 2007 Northeast Line Light Rail Stations Plan identified and prioritized key infrastructure investments to guide development in sites with the least infrastructure constraints, recommending likely phasing of improvements based on development potential. This study resulted in three tiers of development: Tier I, targeting catalyst sites immediately adjacent to the main roadway corridors of Del Paso Boulevard and Arden Way for near term development; Tier II, anticipating near term potential of development of the remainder of the Del Paso Boulevard Corridor Area to selected opportunity sites; and Tier III, considered full buildout of the Northeast Line Light Rail Stations Plan area. The subsequent Northeast Line Implementation Plan is a collection of actions promoting redevelopment and infill development of reemerging, underutilized areas along the light rail corridor near Downtown with a mix of housing, retail, office, and other civic and community uses.

### **Northgate Boulevard Streetscape Master Plan (2006)**

The Northgate Boulevard Streetscape Master Plan was initiated in 2003 in response to community needs and desires in the Gardenland/Northgate Strategic Neighborhood Action Plan (SNAP). The project-specific area for the master plan is Northgate Boulevard from Rosin Court at the north end to Arden-Garden Connector at the south end. The objectives of the Streetscape Master Plan include improving pedestrian and bicycle safety, encouraging walking options, identifying land use changes that would encourage residential and commercial development, and enhancing the overall image of the area. Proposed improvements included providing a landscaped median, lighting, vertical curb, planter strips separating sidewalks from the street, enhanced crosswalks, benches, bus shelters, and street monuments. In addition, the master plan proposed land use changes to support the objectives through rezoning some of the existing general commercial and single-family residential zoned properties to residential mixed-use and updating the Northgate Special Planning District.

### **South 65th Street Area Plan (2004)**

The South 65th Street Area Plan was adopted by the City Council in 2004. The plan area is located south of California State University, Sacramento, south of I-50, and east of 65th Street and consists of approximately 140 acres of land. The entire plan area is located within half a mile of light rail transit. Due to the area's proximity to major circulation corridors and regional demand for alternative housing, the plan calls for the development of mixed-use retail and office, with residential uses serving as the dominant land use. The plan also allows for a variety of housing types

(single-family and townhomes), with student/faculty housing being encouraged due to the site's proximity to CSU Sacramento. The increased residential development should provide an economic base to adequately support the neighborhood retail and commercial services. The Plan designates a small portion of the area for the development of parks and open space.

### **Commercial Corridor Revitalization Strategy (2003)**

The Commercial Corridor Revitalization Strategy was adopted by the City Council in 2003 in an effort to promote the rehabilitation of commercial centers, economic growth, and a more walkable and self-sufficient neighborhood environment. The Commercial Corridor Revitalization policies center on the development of residential and commercial mixed use, the reuse of existing commercial centers, improvement of neighborhood character to promote corridor vitality, community reinvestment, and high-density residential development. The revitalization strategy is coordinated with the 2009 General Plan Land Use Policy 5.3.1, which requires that the City continue to “support development and operation of centers in traditional neighborhoods by providing flexibility in development standards, consistent with public health and safety, in response to constraints inherent in retrofitting older structures and in creating infill development in established neighborhoods.” The Commercial Corridor Revitalization Strategy includes zoning code amendments to encourage commercial reuse; design principles that provide guidelines for business owners and commercial developers; and a user's guide that provides “how to” and process information for development within the City's commercial corridors.

### **North Natomas Development Guidelines (2003)**

The North Natomas Development Guidelines were adopted by the City Council in 1994 and amended in 2003. The guidelines provide standards for development in the North Natomas Community Plan Area, bounded by Elkhorn Boulevard on the north, I-80 on the south, the Natomas East Main Drainage Canal on the east, and the City Limits on the west. Implementation of the development guidelines are intended to promote transit-oriented mixed uses, bike and pedestrian trails, a town center hub, a 62-percent jobs to housing ratio, and preservation of the existing natural environment and air quality benefits of the region.

### **65th Street/University Transit Village Plan (2002)**

The 65th Street/University Transit Village Plan, adopted by the City Council in 2002, establishes a neighborhood/university mixed-use district center around a light rail transit station. The project area consists of approximately 49 acres and is bounded by the Union Pacific Rail line and Folsom Boulevard on the north, the Union Pacific Line on the east, US Highway 50 and the light rail line on the south, and on the west by the Caltrans site and 61st Street. Commercial mixed use would be allowed within the Transit Village Plan areas zoned C-2, as established by the Transit Overlay areas. The Transit Overlay areas allow the development of retail, residential and large-scale employment uses. The residential mixed-use land use designation is zoned RMX and would allow the development of residential and neighborhood-serving retail and office. Auto-oriented uses and storage warehouse uses are prohibited under the plan.

## **OTHER CITYWIDE PLANNING AND POLICY DOCUMENTS**

### **Urban Forest Master Plan (2019, in progress)**

The City of Sacramento has a long-standing reputation as the City of Trees. Emphasis on the importance of trees in Sacramento dates back to its founding in 1849. In August 2016, the City adopted comprehensive updates to the City Code to update and clarify its tree regulations. During the process of revising the City's tree-related ordinances, additional policy issues were raised regarding the City's urban forest and its future. Given a changing environment and new technological tools, the City is undertaking an update to its Urban Forest Master Plan, which was adopted in 1994, to preserve the health and stewardship of Sacramento's urban forest. The City's updated Urban Forest Master Plan will address the protection, maintenance, sustainability, and enhancement of Sacramento's tree canopy.

### **Inclusive Economic and Community Development Strategy (2019, in progress)**

The City of Sacramento is currently conducting outreach and stakeholder meetings around developing a City-wide strategy for inclusive economic and community development. This strategy will build on the City's 2018 Project Prosper, an initiative to spark a city-wide conversation on equitable and inclusive growth within neighborhoods and beyond.

### **Transit Oriented Development Ordinance (2018)**

The Transit-Oriented Development Ordinance was unanimously approved by the City of Sacramento City Council on December 11, 2018 and went into effect January 10, 2019. The purpose of the ordinance is to incentivize transit supportive uses near light rail stations, and to preserve transit areas for appropriate development opportunities by providing building review incentives for multi-unit housing projects with 25 or more units; eliminating minimum off-street parking requirements within a quarter-mile of a light rail station; and reducing off-street vehicle parking requirements by 50 percent within a half-mile of a light rail station. The ordinance also prohibits auto-centric uses within a quarter-mile of an existing or proposed light rail station and requires a conditional use permit for auto-centric uses within a half-mile of an existing or proposed station.

### **Parks and Recreation Master Plan (2004, updated 2009)**

The City of Sacramento Parks and Recreation Master Plan (PRMP) was adopted by the City Council in 2004 and updated in 2009. The PRMP is the guiding policy document for City park services and facility needs. The PRMP contains policies and procedures intended to improve recreational services, prioritize parks and recreation projects, and implement site specific parks master plans. The plan also sets parkland dedication standards.

### **Economic Development Strategy (2007)**

The Economic Development Strategy, adopted by the City Council in 2007, establishes citywide economic development priorities. This strategic framework analyzed existing economic policies in the context of other regional development plans; existing business and development communities; new business, development, and investment opportunities; community organizations, and other



City department policies. In addition, the framework identified key development opportunity areas and provides implementation plans to help the City achieve its development goals. The framework identifies the following 12 strategies for economic development:

- Increase activities to retain and expand the City’s existing businesses;
- Strengthen the City’s efforts in business formation and small business development;
- Conduct targeted business attraction and recruitment;
- Support a pipeline of workforce development and education;
- Strengthen residents’ assets and reduce wealth disparities;
- Promote a high quality of life;
- Effectively plan for opportunity zones;
- Bring new investment and greater activity to commercial corridors and neighborhoods;
- Make targeted investments in infrastructure;
- Focus on integration throughout City departments;
- Promote the City as the leader within the region, and collaborate with other organizations on the regional level; and
- Establish a distinct identity for Sacramento within and beyond the region.

Each strategy contains detailed implementation actions that provide a blueprint for the achievement of the associated strategy. The strategic framework stresses use of existing assets and resources where possible to establish a plan for the organization, marketing and restructuring of commercial corridors.

### **Central City Parking Master Plan (2006)**

The Central City Parking Master Plan (CCPMP) is the result of a comprehensive on-street and off-street parking study for the Downtown and Midtown areas. The specific objectives for the CCPMP as stated by the City Council were as follows:

- To ensure sufficient parking to achieve the City’s economic and in-fill development goals and boost Smart Growth principles;
- To ensure parking supply and rates that support transit, other alternative modes and air quality;
- To evaluate rate structures supportive of a comprehensive parking strategy;
- To provide a two-year, five-year and long-term outlook of parking supply versus demand and identify opportunities for meeting that demand;
- To guide daily operations of the City’s on-street and off-street parking facilities; and
- To incorporate community stakeholders’ concerns.

The CCPMP also provides parking strategies and recommendations for future parking policy in the Downtown and Midtown area.

### **City of Sacramento Pedestrian Master Plan (2006)**

The Pedestrian Master Plan provides a comprehensive vision for improving pedestrian conditions. It presents a set of goals and strategies to achieve this vision, and it includes a framework for creating an improved pedestrian environment. It also develops a methodology for prioritizing future pedestrian improvements. The Pedestrian Master Plan has two primary objectives: first, to institutionalize pedestrian considerations through the preparation of policy, standard, and procedural recommendations that allow the City to leverage the best pedestrian environments from new developments and incorporate pedestrian considerations into all transportation and land use projects; and second, to improve current pedestrian deficiencies through the preparation of a capital improvement process that enables the City to systematically retrofit currently deficient sidewalk and pedestrian crossing locations.

### **Infill Strategy (2002)**

The City Council adopted an Infill Strategy in 2002 to promote and target infill development. Infill development is identified by the City as preferable to development on the urban fringe due to its capacity to reduce urban sprawl and encourage community reinvestment while providing a more efficient use of existing land resources. The major Infill Strategy goals are:

- Promote infill development, rehabilitation, and reuse that contribute positively to the surrounding area and assists in meeting neighborhood and other City goals;
- Revise City plans and ordinances to support infill development goals;
- Remove regulatory obstacles and create more flexible development standards for infill development potential;
- Provide improvements to infrastructure to allow for increase infill development potential;
- Provide focused incentives and project assistance in infill development in target areas and sites. These target sites are those that provide the greatest infill opportunity in terms of number of vacant lots total potential for new infill development, or overall economic or environmental benefit; and
- Engage the community to ensure new infill development addresses neighborhood concerns and to gain greater acceptance and support for infill development.

Identified constraints to infill development include lot size, lot shape, or lot conditions. Often sites are too small, are irregularly shaped, have access problems, contain sensitive resources or hazardous materials that make infill more difficult. The City made a concerted effort to identify target areas to focus its development and provide financial incentives. Among other things, the Infill Strategy also called for the creation of new City positions that would implement policy.

Some of the priority areas targeted for infill include Airport/Meadowview, South Sacramento, East Broadway, North Sacramento, and South Natomas Community Plan Areas; the Central City; neighborhood commercial corridors; and transit station areas. Infill development areas would be

facilitated by the implementation of the Transit Area Overlay Zone and the Commercial Corridor Overlay Zone, which allow for mixed use development after the adoption of transit area land use plans and commercial land use plans, respectively. A Transit Overlay Zone was added to the City of Sacramento Zoning Ordinance and map in 2013.

### **Civic Standards (2001)**

The City of Sacramento Civic Standards was adopted by City Council in August 2001. The Civic Standards provides a definition of the city's and the region's quality of life, and a means to implement and measure compliance with the regional smart growth policies. The standards aim to achieve four specific goals, including creation of regional growth and development patterns; coordination of land use, infrastructure, public services, and transportation; reinforcement the community identity and sense of place; and protection and enhancement of open space and recreational opportunities.

In order to achieve these goals, the City identified policies that would encourage the following development strategies: promotion of mixed uses and a variety of housing and job opportunities; promotion of infill development, transit oriented development, orderly growth, and regional financing, development, and open space preservation partnerships; maintenance of transitional areas between Sacramento and its neighbors, as well as between urban and agricultural uses within the City; and promotion of new development consistent with General Plan land uses. The goals and policies of the Civic Standards can be applied to both development and redevelopment projects.

### **Smart Growth Implementation Strategy (2001)**

The City Council adopted the Smart Growth Implementation Strategy to address anticipated population growth within the Sacramento region. In order to accommodate its share of the anticipated one million new residents and 600,000 new employees expected to arrive in the Sacramento region over the next 25 years, the City Council adopted 15 Smart Growth Principles. These principles focus on redevelopment of existing communities and the support of public transportation, while discouraging suburban sprawl and automotive use. The Smart Growth principles promote development of mixed-use and transit-oriented facilities that create more walkable communities and focus on the enhancement of existing city resources. A major part of the Smart Growth implementation strategy is infill development. The 15 Smart Growth Principles are:

- Mix land uses and support vibrant city centers;
- Take advantage of existing community assets emphasizing joint use facilities;
- Create a range of housing opportunities and choice;
- Foster walkable, close-knit neighborhoods;
- Promote distinctive, attractive communities with a strong sense of place including rehabilitation and use of historic buildings;
- Preserve open space, farmland, natural beauty, and critical environmental areas;
- Concentrate new development and target infrastructure investments within the urban core of the region;
- Provide a variety of transportation choices;

- Make development decisions predictable, fair, and cost effective;
- Encourage citizen stakeholder participation in development decisions;
- Promote resource conservation and energy efficiency;
- Create a Smart Growth Regional Vision and Plan;
- Support high-quality education and quality schools;
- Support land use, transportation management, infrastructure and environmental planning programs that reduce vehicle emissions and improve air quality; and
- 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.

### **Can We Recreate Our Neighborhoods (1993)**

The Can We Recreate Our Neighborhoods document, prepared by the City in 1993, provides an analysis of successful older neighborhoods in Sacramento and attempts to determine whether the traits of these communities could be replicated throughout other neighborhoods within the city. Neighborhoods that were identified as successful include East Sacramento, Elmhurst, Woodlake, Land Park, Curtis Park, Midtown, and Oak Park. The document evaluates each neighborhood for the quality of streets, homes, public use space, lots, and shops in order to determine whether existing policies, standards, and practices would conflict with them, thus preventing their duplication in other parts of the City. Of the 25 features analyzed in the study, only seven of the features could be recreated without conflict with existing policies, standards, and practices. Those seven features include a grid/modified grid design; interesting building design; interior living areas and large front windows; detached or offset garages; narrow driveways; usable front porches; and well-landscaped front yards with mature trees.

## **2.4 Plans and Programs of Other Jurisdictions**

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The City of Sacramento is bordered by the counties of Sacramento, Yolo, and Sutter, and the cities of Elk Grove, Rancho Cordova, and West Sacramento. The State of California also has jurisdiction over land around the Capitol. Although land use decisions outside City Limits are beyond the direct control of the City of Sacramento, the City often coordinates with surrounding jurisdictions to help minimize potential conflicts among adjacent land uses.

### **STATE OF CALIFORNIA**

#### **Capitol Area Plan (1997)**

The Capitol Area is located in Downtown Sacramento and encompasses the area generally bordered by L Street to the north, R Street to the south, 17th Street to the east, and 5th Street to the west. An additional half-block area lies south of R Street between 11th and 12th Streets. In 2002, the boundaries were legislatively extended south to S Street, east at 17th Street, and to the railroad right-

of-way between 19th and 20th Streets. The State of California exercises planning jurisdiction in the Capitol Area.

The plan furthers the State’s strategy of consolidating offices spread out in the Sacramento region, many in leased buildings, into the Capitol Area, and calls for developing a 24-hour community composed of office, commercial, and residential uses. The plan has directed development of significant new office development, including the 1.7 million square feet East End Complex, which extended Capitol Avenue two blocks west—from 17th Street to 15th Street—opening up a new vista east of the Capitol Park to the State Capitol Building along Capitol Avenue, as well as buildings in other location. The plan also proposes construction of new State-owned office buildings north of L Street to support the Central Business District as well as within the Capitol Area. Development of offices, commercial, and residential projects on State-owned land are exempt from local ordinances. Private projects on non-State-owned land within the Capitol Area must be in accordance with City of Sacramento’s General Plan.

The plan also proposed the addition of over 1,000 new housing units in the Capitol Area, an effort that is managed by the Capitol Area Development Authority (CADA), a joint powers authority between the City and the State charged with housing development and operations in the Capitol Area. More than 800 housing units have been built.

## **COUNTY OF SACRAMENTO**

### **2030 Sacramento County General Plan (2011)**

The Sacramento County 2030 General Plan guides growth and development within the unincorporated county from 2010 to 2030. Key strategies of plan include a focus on economic growth and environmental sustainability, addressing the issues and needs of existing communities, and establishing a new framework for accommodating the growth of new communities based on smart growth principles. The many individual elements of the general plan address the wide variety of issues and proactive actions to be taken by the County to enhance and preserve the quality of life for county residents, enhance the county’s economic strengths, and preserve the county’s agricultural heritage. The 2030 County General Plan consists of the following 14 elements: agriculture, air quality, circulation, conservation, economic development, energy, hazardous materials, housing, human services, land use, noise, open space, public facilities, and safety. The plan also adopts the following policy plans into the General Plan: American River Parkway Plan, Bicycle Master Plan, Hazardous Waste Management Plan, Land Use and Resource Management Plan for the Primary Zone of the Delta, Pedestrian Master Plan, and Transit Oriented Development Guidelines.

### **Sacramento County Zoning**

Sacramento’s Sphere of Influence contains 16,043 acres of zoned land. Areas outside the City limits that are not part of the Sphere of Influence include portions of the Arden Arcade and North Natomas Community Plan Areas, representing 5,482 acres of zoned land. There are also 321 acres of zoned lands that are part of the 2035 General Plan Policy Area but are not within City Limits.

As shown in Figure 2-13, most areas follow the general zoning pattern of the City of Sacramento, including a majority residential single family zoning designations and Limited Commercial zoning

in their respective categories. Compared to the City of Sacramento’s Zoning Ordinance, however, the Sphere of Influence has significantly more land zoned for Agricultural uses.

### **Sacramento International Airport Master Plan (2017) (Update in Progress)**

The Sacramento International Airport Master Plan covers the approximately 5,900-acre Sacramento International Airport site. The airport is located east of the Sacramento River about 10 miles northwest of Downtown Sacramento. The plan addresses all functions of the airport, including the airfield, terminal and passenger services, cargo, general aviation, airport support, access, and surrounding buffers.

The master plan studies historical and forecasted aviation demand focusing on airline passenger, air cargo, and aircraft operational activity to enable an analysis of future facilities that will be needed at the airport through 2035. According to the plan, the airport may need to extend a runway, expand Concourse B by six gates, redesign airport roadways, build a parking garage, and build new rental car facilities. The runway extension, long-term roadway redesign, and airport expansion are not needed within the planning horizon. Overall, the long-range development plan is modest as a result of lower than anticipated demand since the previous master plan was adopted. In September 2020, the County initiated an update to the Master Plan.

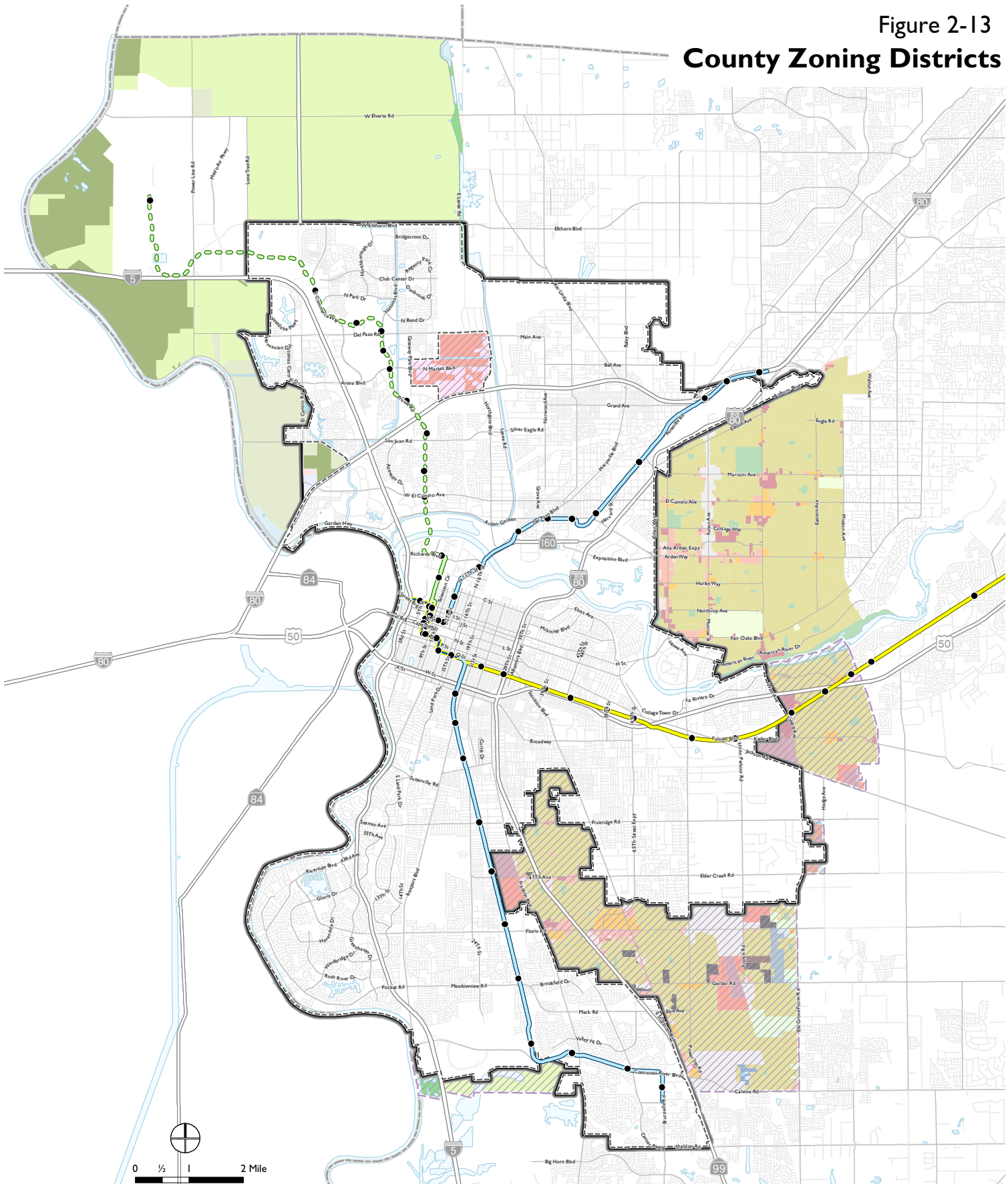
## **YOLO COUNTY**

### **2030 Yolo County General Plan (2009)**

The general objective of the Yolo County General Plan is to guide decision-making in the unincorporated areas in the county toward the most desirable future possible. Yolo County borders the Planning Area on the western side of the Sacramento River. The Planning Area abuts an unincorporated portion of Yolo County south of West Sacramento. According to the Yolo County General Plan, the highest and best use of land within Yolo County is one that combines minimum efficient urbanization with the preservation of productive farm resources and open space amenities. The 2030 Yolo County General Plan includes the following elements: Land Use and Community Character, Circulation, Public Facilities and Services, Agriculture and Economic Development, Conservation and Open Space, Health and Safety, and Housing.

Most unincorporated land within Yolo County to the south of West Sacramento is designated for agriculture use. This area has a mineral resource overlay (MRO) and a delta protection overlay (DPO). The agriculture land use designation allows for a full range of cultivated agriculture, including row crops, orchards, vineyards, dryland farming, livestock grazing, forest products, horticulture, floriculture, apiaries, confined animal facilities, and equestrian facilities. It also allows for agriculture industrial and commercial uses. The Yolo County General Plan directs urban development away from agricultural uses and into already urbanized areas. The MRO applies to State-designated mineral resource zones containing critical geological deposits needed for economic use and existing mining operations. The Yolo County General Plan prohibits new urban development in places with mineral resources. The DPO applies to the State-designated “primary zone” of the Sacramento-San Joaquin Delta, as defined in the Delta Protection Act. Land uses consistent with the agricultural base land use designation and the Delta Protection Commission’s

Figure 2-13  
County Zoning Districts



County Zoning		Light Rail		Other	
	Agricultural Holding Zone		Station		Sacramento City Limit
	Auto Commercial		Blue Line		Policy Area
	Agricultural - 20 Acres		Blue/Gold Line		Sphere of Influence
	Agricultural - 40 Acres		Gold Line		County Boundary
	Agricultural - 80 Acres		Green Line		Water
	Agricultural - Residential - 1 Acre		Proposed Green Line Extension		
	Agricultural - Residential - 2 Acres				
	Agricultural - Residential - 5 Acres				
	Agricultural - Residential - 10 Acres				
	Business & Professional Office				
	Commercial Recreation				
	General Commercial				
	Interim-Agricultural Reserve				
	Light Commercial				
	Light Industrial				
	Heavy Industrial				
	Industrial Office Park				
	Recreation				
	Single Family Residential Zone				
	Single Family Residential & Duplex Zone				
	Multiple Family Residential Zone				
	Residential - 1 Acre				
	Residential				
	Multiple Family Residential				
	Estate Zone				
	Mobile Home Subdivision				
	Recreation Reserve				
	Shopping Center				
	Special Planning Area				
	Highway Travel Commercial				
	Urban Reserve				
	Not in Zoning Ordinance				

Source: Zoning, City of Sacramento, 2019; Dyett and Bhatia, 2019

**Table 2-6: Zoning Designations Outside City Limits**

Area	Acreage	Percent Acreage
<b>Arden Arcade Community Planning Area</b>	<b>5,471</b>	<b>100%</b>
<b>Residential</b>	<b>3,806</b>	<b>70%</b>
Multifamily	986	18%
Residential	2,501	46%
Estate Zone	319	6%
<b>Commercial/Office</b>	<b>994</b>	<b>18%</b>
Auto Commercial	31	1%
limited commercial	426	8%
General Commercial	86	2%
Business and Professional Office	308	6%
Shopping Center	123	2%
<b>Recreation</b>	<b>454</b>	<b>8%</b>
Special Planning Area	245	4%
<b>N Natomas Community Planning Area</b>	<b>2</b>	<b>100%</b>
Agricultural Residential	<1	<1%
Recreation Reserve	2	100%
<b>Policy Area</b>	<b>321</b>	<b>100%</b>
Agricultural	255	79%
<b>Commercial</b>	<b>66</b>	<b>21%</b>
General Commercial	18	6%
Highway Travel Commercial	48	15%
<b>Sphere of Influence</b>	<b>16,043</b>	<b>100%</b>
<b>Agricultural</b>	<b>2,267</b>	<b>14%</b>
Agricultural	2,164	13%
Interim Agricultural Reserve	103	1%
<b>Residential</b>	<b>7,960</b>	<b>50%</b>
Agricultural Residential	246	2%
Multifamily	663	4%
Residential	7,007	44%
Mobile Home	44	<1%
<b>Office/Commercial</b>	<b>1,128</b>	<b>7%</b>
General Commercial	179	1%
Auto Commercial	57	<1%
Limited Commercial	337	2%
Highway Travel Commercial	10	<1%
Commercial Recreation	6	<1%
Business and Professional Office	163	1%
shopping center	376	2%
<b>Industrial</b>	<b>2,921</b>	<b>18%</b>
Light industrial	1,654	10%
Heavy Industrial	516	3%
Industrial Office Park	751	5%
<b>Recreation and Open Space</b>	<b>408</b>	<b>3%</b>
Recreation	261	2%
Recreation reserve	144	1%
Urban reserve	3	<1%
<b>Other</b>	<b>1,357</b>	<b>8%</b>
Special Planning Area	1,106	7%
Not in Zoning Ordinance	251	2%
<b>Total Zoned Land<sup>1</sup></b>	<b>21,805</b>	

Note: Numbers may not add to total due to rounding.

Sources: City of Sacramento, 2018; Dyett & Bhatia, 2019.



Land Use and Resource Management Plan are allowed. As the base agricultural land use, the MRO, and the DPO limit urban development, unincorporated land in Yolo County to the west of the Planning Area is unlikely to change significantly in character throughout the planning horizon of the Yolo County General Plan.

## **CITY OF WEST SACRAMENTO**

The City of West Sacramento is located to the immediate west of the Planning Area in Yolo County. The Sacramento River forms the border between West Sacramento and the Planning Area. West Sacramento is connected to the Planning Area via I-80, SR-275, SR-50, and 1st Street. Due to the close proximity of West Sacramento to the Planning Area, ongoing planning projects in West Sacramento may have implications for the Planning Area. City of West Sacramento General Plan (2016)

The City of West Sacramento General Plan outlines a long-term vision for West Sacramento's future development through 2035. The City of West Sacramento General Plan's planning area corresponds with city limits, and is located across the Sacramento River from the South Natomas, Central City, Land Park, and Pocket Community Plan areas. The plan consists of 11 elements: Land Use; Urban Structure and Design; Housing; Economic Development; Mobility; Public Facilities and Services; Parks and Recreation; Natural and Cultural Resources; Safety; and Healthy Community. The plan also includes a section describing administration and implementation measures. Major land use goals of the plan include:

- To provide for orderly, well-planned, and balanced growth consistent with the limits imposed by the City's infrastructure and the City's ability to assimilate new growth.
- To develop local and statewide plans and strategies to grow efficiently, fund sustainable transportation improvements, and reduce greenhouse gas emissions while meeting local housing needs.
- To promote the development of complete residential neighborhoods that include a range of residential densities and a variety of housing types, and address the housing needs of various age and socio-economic groups who reside in West Sacramento.
- To promote the development of distinct, well-designed commercial centers that provide convenient neighborhood retail and services, maximize community commercial and regional shopping opportunities, and expand employment opportunities.
- To promote the development of unique higher-density and intensity mixed-use districts and corridors that provide civic and cultural activities; include a range of residential, retail, and employment uses; and serve as both visitor destinations and places of commerce.
- To encourage, facilitate, and provide support for the location of new light, heavy, and water-related industrial uses and retention of existing industry in appropriate locations.
- To designate adequate land for development of public and quasi-public uses to support existing and new residential, commercial, and industrial land uses.
- To protect open space for its recreational, agricultural, safety, and environmental values and provide adequate parks and open space areas throughout the city.

### **Liberty Specific Plan (2019, in progress)**

The Liberty Specific Plan proposes a new development in Southport which would consist of up to 1,503 residential units, a 17-acre K-8 school, up to 10,000 square feet of retail commercial, plus parks, greenbelts, and trails. The proposed project requires approval of a general plan amendment, amendment of the Southport Framework Plan, rezone, conditional use permit, and a vesting master tentative map. This project is located in the Northwest Village of the Southport Framework Plan area and includes approximately 340 acres, and is bounded on the east by the Sacramento River levee system, on the south by Davis Road, on the west by the Clarksburg Branch Line Trail, and on the north by Linden Road. The specific plan area is located across the Sacramento River from the Land Park Community Plan Area. The project is currently undergoing staff review.

### **River Park Master Plan (2019, in progress)**

In 2008, the City of West Sacramento approved the River Park General Plan Amendment and Rezoning Project. This previously approved project involved the creation of a residential village on 494 acres of land in the Southport area's Southeast Village, located across the Sacramento River from the Land Park and Pocket Community Plan areas. As of 2019, the City of West Sacramento is reviewing an application to revise the previously approved project. The application proposes residential development ranging from low to high densities, neighborhood commercial, an elementary school, open space, and parkland uses. The proposed project would build up to 2,732 new residential units.

### **West Sacramento Grand Gateway Master Plan (2013)**

The West Sacramento Grand Gateway project area is located along West Capitol Avenue and Tower Bridge Gateway and consists of six parcels and public right-of-way totaling approximately 10 acres. These properties include 820-824 West Capitol Avenue, 811-815 West Capitol Avenue, 801 Riske Lane, and a portion of public right-of-way along West Capitol Avenue. The project area is located about 0.5 miles to the west of Downtown Sacramento. The project area was previously developed but is now vacant; the properties are located in an existing urbanized neighborhood served by urban services. The master plan aims to establish site development standards and design guidelines that will lead to attractive, compact mixed-use development laid out in a highly functional, pedestrian-oriented setting.

### **Community Investment Action Plan (2012)**

The Community Investment Action Plan is a product of the collaborative effort of the City Council, the PRO-West Sac Team, the Community Investment Committee, and the City Manager to identify and evaluate new and existing tools and concepts needed to build a new program for strategic capital investment and economic development in West Sacramento. The Community Investment Action Plan outlines potential options for the City to continue pursuing its economic development goals after the closing of the Redevelopment Agency.

### **Bridge District Specific Plan (2009)**

The Bridge District Specific Plan was prepared to develop a 188-acre area in West Sacramento as civic core of the community. The site is primarily bordered by the Sacramento River, SR-275, and SR-50. There is also an 13-acre site south of SR-50 and west of South River Road included in the planning area is located across the Sacramento River from the Central City Community Plan area. Originally adopted as the Triangle Specific Plan in 1993, the 2009 Bridge District Specific Plan amends this plan to provide a land use framework intended to be market responsive in terms of the exact type and density of future development. The goals of the plan are to develop a place of civic significance for West Sacramento, attract business to West Sacramento, stimulate incremental development of underdeveloped property and accommodates operation of existing and interim uses, and expand and enhance the role of West Sacramento in the region. In total, the plan estimates a buildout of about 5,000 dwelling units and 7,000,000 commercial square feet. Several multi-family housing developments have recently been construction, are under construction, or are under City review.

### **Yarbrough Master Plan (2008)**

The 710-acre Yarbrough Master Plan project site is located west of the Sacramento River and the City of Sacramento, east of the Deep Water Ship Channel (DWSC) and south of Bevan Road. The project area is located to the west of the Pocket Community Plan area. The project involves the creation of a residential village and would include an increase in the proportion of medium- and high-density residential uses at the site, in comparison to the existing Southport Framework Plan's provisions, concentrating these uses toward the center of the site. The project will develop about 3,000 dwelling units, 150,000 of commercial space, and 18-hole golf course, and a 56-acre park and canal system.

### **Washington Specific Plan (1996)**

The Washington Specific Plan covers a planning area of approximately 194 acres of land near the northeast corner of West Sacramento. The plan area is bounded by SR-275 on the south, the Sacramento River on the east, A Street on the north, and portions of Sixth and Eighth Streets on the west. The Planning Area is located across the Sacramento River from the Central City Community Plan area. The plan is intended to focus efforts by local residents, landowners, developers, and public officials to stimulate a transformation of the Washington area.

### **West Capitol Avenue Action Plan (1992)**

In late 1991, the City of West Sacramento initiated a planning process to study the problems of West Capitol Avenue and to plan for its revitalization. A key goal of the plan is to enhance the economic and visual role of West Capitol Avenue as the principal commercial mixed-use corridor of the city and as a major gateway from the east and west. The plan outlines a program of streetscaping projects, transit improvements and extensions, and circulation improvements to help the City of West Sacramento achieve these goals.

## **CITY OF ELK GROVE**

### **City of Elk Grove General Plan (2015)**

The Sacramento 2035 General Plan Policy Area abuts the City of Elk Grove to the south for one mile but does not include any lands within the jurisdiction of the City of Elk Grove. The Elk Grove General Plan consists of 11 elements that describe City policies related to circulation, conservation and air quality, economic development, historic resources, housing, land use, noise, parks and open space, public facilities and finance, safety, and sustainability. Major goals of the plan include maintaining a high quality of life for all residents, maintaining a diversified economic base, protecting the natural environment, preserving and enhancing Elk Grove's unique historic and natural features, and preserving the rural character of Elk Grove.

## **CITY OF RANCHO CORDOVA**

### **City of Rancho Cordova General Plan (2006)**

The City of Rancho Cordova is located to the east of Sacramento city limits but does not border the city. However, the Planning Area for Rancho Cordova General Plan includes an area in the City of Sacramento's Sphere of Influence. Specifically, the area south of the American River, west of Mayhew Road, north of SR-16, and east of Watt Avenue is in the Planning Area and the City of Rancho Cordova General Plan planning area. Per the City of Rancho Cordova General Plan, it is the City's intent to enter into agreements for cooperative land use and circulation planning for areas outside of the City of Rancho Cordova's jurisdiction that have an impact on the city. The City of Rancho Cordova General Plan envisions Folsom Boulevard, which runs through this overlapping area, as an important spine containing high-density residential and office uses in close proximity to a light rail line. The City of Rancho Cordova General Plan does not specify a land use vision for the rest of the overlapping area.

The Plan consists of the following elements: Land Use, Urban Design, Economic Development, Housing, Circulation, Open Space and Parks, Infrastructure Services and Finance, Natural Resources, Cultural and Historic Resources, Safety, Air Quality, and Noise (RCGP 2006).

## **MULTI-JURISDICTIONAL PLANS**

Multi-jurisdictional plans include those that were developed in partnership between multiple municipalities or agencies. These include collaborative plans and studies completed by the City in cooperation with neighboring cities and/or counties

### **Natomas Vision Plan Area (2015)**

The Natomas Vision Plan Area originated in the 1990s with an urban services boundary special study that ultimately resulted in a 2002 Memorandum of Understanding between the City of Sacramento and the County. The City and County collaborated on the development of an open space strategy, vision, and conservation strategy for the plan area, and in 2010, the County Board of Supervisors initiated proceedings to create designate it as a Special Planning Area. The vision also considers the adjacent Sacramento International Airport and Metro Airpark business park, portions of the Natomas Basin affected by flooding and levee projects, and special status habitats

and species. The Natomas Vision Plan Area borders the City of Sacramento's North Natomas Community Plan Area and Sacramento City Limits to the north and the west.

The goal of the Natomas Joint Vision Plan is to create an economically-feasible mixed-use and mixed-density master planned community, located adjacent to existing and planned infrastructure, urban services, transportation corridors and major employment centers. The plan aims to achieve this vision through the smart and orderly development of distinct pedestrian-friendly and transit-oriented neighborhoods that weave together a diverse fabric of residential areas, employment and shopping centers, schools, parks and recreation areas, and a vast system of trails and open space.

### **American River Parkway Plan (2008)**

The American River Parkway Plan was adopted in 1985 and updated in 2008 by the County of Sacramento, the City of Sacramento, and the State of California. The American River Parkway consists of an approximately 29-mile open space greenbelt which extends from the Folsom Dam in the northeast to the American River's confluence with the Sacramento River. The American River Parkway is a regional facility and crosses many jurisdictional boundaries including the cities of Sacramento, Folsom, and Rancho Cordova, the County of Sacramento, and the Folsom State Recreation Area. Area Plans for Discovery Park, Cal Expo, Paradise Beach, Campus Commons, SARA Park, Arden Bar, Goethe Park, Rosmoor Bar, San Juan and Sunrise Bluffs, Sacramento Bar, Sailor Bar, and Upper Sunrise also fall within the American River Parkway Plan area and thus require coordination. The American River Parkway Plan's purpose is to preserve open space, protect environmental quality in an urban context, and provide recreational opportunities through the establishment of specific goals and policies. The plan provides a guide to land use decisions affecting the Parkway; specifically addressing its preservation, use, development, and administration. The five primary goals of the plan are:

- To provide, protect, and enhance for public use a continuous open space greenbelt along the American River extending from the Sacramento River to Folsom Dam;
- To provide appropriate access and facilities so that present and future generations can enjoy the amenities and resources of the Parkway, which enhance the enjoyment of leisure activities;
- To preserve, protect, interpret, and improve the natural archaeological, historical, and recreational resources of the Parkway, including an adequate flow of high-quality water, anadromous and resident fishes, migratory and resident wildlife, and diverse natural vegetation;
- To mitigate adverse effects of activities and facilities adjacent to the Parkway; and
- To provide public safety and protection within and adjacent to the Parkway.

The American River Parkway Plan provides more specific policies that serve as guidelines for the use, development and administration of the parkway. Those policies address the parkway concept, resources of the parkway, water flows, water quality, flood control, recreational use of the parkway, non-recreational use of the parkway, land use, public access, public safety, and area plan coordination.

### **Natomas Basin Habitat Conservation Plan (2003)**

The Natomas Basin Habitat Conservation Plan (NBHCP), adopted in 2003 by non-profit public benefit corporation Natomas Basin Conservancy, a joint organization governed by members from the City of Sacramento and Sutter County, is a conservation plan intended in part to satisfy the requirements for the Endangered Species Act. The purpose of the NBHCP is to promote biological conservation in conjunction with economic and urban development within the Natomas area. The NBHCP applies to approximately 53,537 acres of the Natomas Basin, located in the northern portion of Sacramento County and the southern portion of Sutter County. The Basin contains incorporated and unincorporated areas within the jurisdictions of the City of Sacramento, Sacramento County and Sutter County. While the southern portion of the basin is urbanized, most of the basin was used for agriculture at the time the plan was drafted.

The NBHCP establishes a multi-species conservation program to mitigate the expected loss of habitat due to planned urban development. Within each jurisdiction, certain levels of planned urban development are covered by this NBHCP. These levels are referred to as “Authorized Development” and are identified for each jurisdiction. The City of Sacramento and Sutter County have coverage for Authorized Development and are signatory parties to the NBHCP. The Metro Air Park developers have a stand-alone Habitat Conservation Plan (HCP) for their Authorized Development located in unincorporated Sacramento County. Based on the approved HCPs, the total authorized development in the Natomas Basin is 17,500 acres.

### **Sacramento Riverfront Master Plan (2003)**

The Sacramento Riverfront Master Plan is a partnership between the cities of Sacramento and West Sacramento to create a comprehensive for both sides of the Sacramento River. The Riverfront District envisioned in the plan includes portions of the Central City and Land Park Community Plan Areas adjacent to the river. The plan was developed to combine and update the Sacramento Riverfront Master Plan and the West Sacramento Riverfront Master Plan, which dated from 1994. The plan, while not regulatory, is intended as a blueprint for possible future actions that may be considered discretely as opportunities and resources arise. The plan’s vision is to achieve a more sustainable form of urban life where people work and live in close proximity to reverse trends of suburbanization and resource waste and provide a richer social experience for those who love, work, and recreate within it by creating a high quality riverfront public space and surrounding it with vibrant urban neighborhoods. The guiding principles for the plan are creating riverfront neighborhoods and districts, establishing a web of connectivity, enhancing the green backbone of the community, and creating places for celebration.

The plan’s policies support people-oriented land uses, mixed-use development, integrated land uses, redevelopment of industrial zones, public improvements for private projects, residential development along the riverfront, and varied land use densities. The majority of the redevelopment effort is focused on the Richards Boulevard District, the Railyards Area, the Docks Area, Miller Park Redevelopment Area, Pioneer Bluff Redevelopment Zone, the Triangle Area, the Washington Area, and the Lighthouse Marina. Additional opportunity sites were identified at the Triangle Amphitheater Area, Stone Locke Bluff, and Jibboom Street Park. The Plan also contains a detailed timeline for plan implementation actions, and outlines a funding structure to help implement major public improvements.

## REGIONAL PLANS

Regional planning documents include those prepared by regional agencies such as the Regional Transit Authority and SACOG.

### **Metropolitan Transportation Plan/Sustainable Community Strategy (2019)**

In 2008, California passed the Sustainable Communities and Climate Protection Act, Senate Bill 375 (SB 375). This law requires metropolitan planning organizations (MPOs) to develop a Sustainable Communities Strategy (SCS) as part of their required regional transportation plans (RTPs) to identify policies and strategies to reduce greenhouse gas emissions from passenger vehicles to targets set by the California Air Resources Board.

SACOG is designated by the State and federal governments as the Metropolitan Planning Organization (MPO) for the Sacramento region and is responsible for developing a RTP/SCS in coordination with Sacramento, Yolo, Yuba, Sutter, El Dorado and Placer counties and the 22 cities within those counties (excluding the Tahoe Basin). The current RTP/SCS for the Sacramento region is the 2020 Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS), updating the 2016 version to strategize transportation and land use through the 2040 planning horizon that support an economically prosperous region with access to jobs and economic opportunity, transportation options, and affordable housing that works for all residents. The MTP/SCS also seeks to improve air quality, preserve open space and natural resources, and reduce greenhouse gas emissions that contribute to climate change, extending the Sacramento Region Blueprint, which implements smart growth principles, including housing choice, compact development, mixed-use development, natural resource conservation, use of existing assets, quality design and transportation choice.

The plan takes an integrated approach to growth and transportation investment to provide clean air, housing choice, transportation options, and access to opportunity. The MTP/SCS is built around four goals that guide policy priorities leading to these outcomes:

- **Vibrant Places.** Build communities where workers want to live, with a wide range of housing options, easier commute options, convenient facilities and services, and access to nature and other recreational destinations.
- **Mobility Options.** Integrate new technologies and mobility options such as bike and scooter share, ride-hailing, and on-demand microtransit into existing transportation systems to facilitate improved and equitable access.
- **Modernized Transportation Infrastructure Funding.** Explore new ways to finance transportation infrastructure such as facility-based tolling and mileage-based fees as a replacement to the fuel tax.
- **Multimodal Transportation.** Prioritize implementation and maintenance of existing transportation systems, while encouraging a multimodal system that is safe and efficient for all users by investing in infrastructure and programs facilitating bicycle and pedestrian users.

The MTP/SCS supports these goals through specific policies and strategies that are largely informed by the Blueprint and SACOG's Rural-Urban Connections Strategy and include strategies ensuring consistency with SB 375. These policies open a path for qualifying residential/mixed-use projects to use the CEQA streamlining benefits provided under SB 375.

### **Sacramento International Airport Land Use Compatibility Plan (2013)**

The SACOG Board of Directors serves as the Airport Land Use Commission (ALUC) for Sacramento, Sutter, Yolo and Yuba counties. California's State Aeronautics Act (Public Utilities Code, Chapter 4, Article 3.5), identifies the role and responsibilities of the ALUCs in land use planning. The Act's ALUC requirements are intended to ensure that proposed land uses near public-use airports are compatible with airport uses in terms of safety, noise and air space. One of the ALUC's primary functions is to develop and adopt airport land use compatibility plans (ALUCPs) that identify zones for safety, noise contours, and height restrictions, along with associated compatible land uses, for each public-use airport. Each local agency with jurisdiction over land uses within an ALUC's planning area is required to ensure that its general plan is consistent with the relevant ALUCP. The Sacramento International Airport ALUCP includes the policies by which the ALUC operates and conducts compatibility reviews of proposed land use and airport development actions and specifies the compatibility criteria and other policies applicable specifically to Sacramento International Airport.

### **Rural-Urban Connections Strategy (2008)**

In 2008, SACOG launched the Rural-Urban Connections Strategy (RUCS) to help implement the Sacramento Regional Blueprint. RUCS uses methods to ensure the economic vitality of rural areas of the region, including sustainable transportation and land use, agriculture, natural resources and other uses for the rural landscape. SACOG staff began RUCS by developing detailed, parcel-specific data on the cropping patterns on the farms in the region, as well as planning and economic analytical tools to help understand the economics of farming and how infrastructure, land use and market factors affect the ability of farmers to profitably get their goods to market. SACOG has focused both on the substantial part of the region's farm economy that produces food for the nation and world, as well as increasing the share of the region's collective consumption that is grown within the region. The RUCS is focused on these five topic areas:

- **Land Use and Conservation.** Policies and Plans that Shape Rural Areas
- **The Infrastructure of Agriculture.** Challenges to the Production Process
- **Economic Opportunities.** New Ways to Grow Revenue
- **Forest Management.** Building Up Economic and Environmental Value
- **Regulations.** Navigating Federal and State Environmental Guidelines

### **Sacramento Region Blueprint (2004)**

The Sacramento Region Blueprint is a smart growth vision for the region adopted by the SACOG Board of Directors in 2004. The Blueprint is intended to integrate land use and transportation planning to curb sprawl and cut down on vehicle emissions and congestion to improve quality of life for residents of the region. To do this, the Blueprint follows smart growth principles that encourage a



variety of housing options closer to employment, shopping, and entertainment hubs, giving people options to walk, bike, or take public transportation.

### **Transit for Livable Communities (2003)**

The Transit for Livable Communities report was drafted by the Sacramento Regional Transit District (SacRT) in 2002 and provides land use and policy guidance for existing and future light rail transit. The report was approved by the City of Sacramento and Sacramento County in 2003. The report identified 21 RT light rail stations in the Folsom, Northeast, and South Sacramento Corridors that were to be developed or revitalized. The project objectives were to devise land use recommendations for the 21 stations; to capitalize on the hundreds of millions invested in the existing and future light rail system; to develop informed and enthusiastic public support for Transit Oriented Development (TOD); and to identify ways to facilitate TOD construction around light rail stations. Principles included in the Blueprint include transportation choice, compact development, mixed-use development, housing choice and diversity, use of existing assets, natural resource conservation, and quality design.

## **2.5 Existing Land Use**

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### **EXISTING LAND USE**

Figure 2-14 shows existing land use in the Planning Area as of February 2019. Information on existing land uses was derived from the Sacramento County Assessor, the City of Sacramento's GIS database and data, and aerial imagery of the Planning Area.

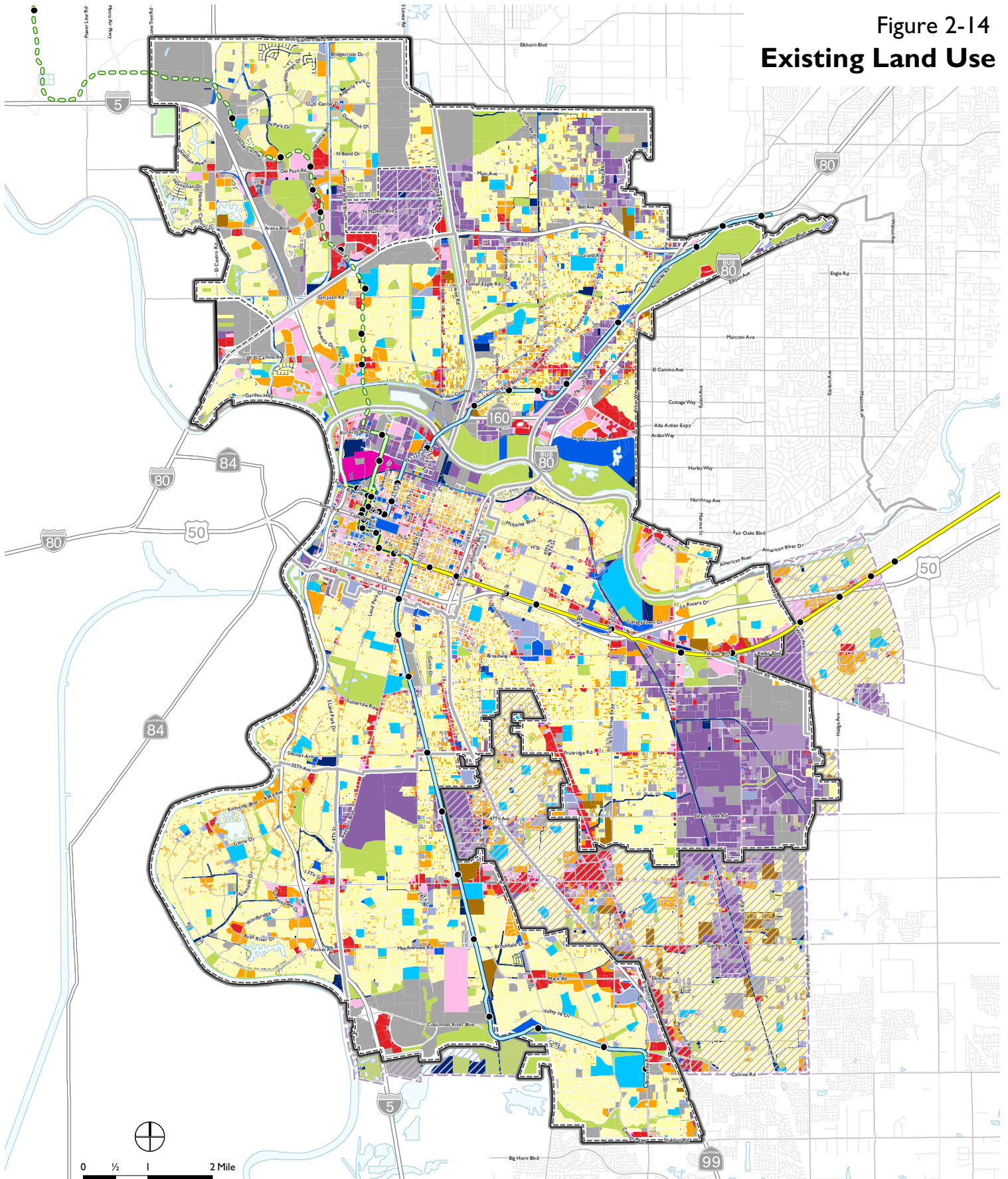
#### **Land Use Pattern and Distribution**

The existing land use pattern is dominated by single-family residential uses, which are found throughout the Planning Area, with other uses clustered around activity centers or corridors. After residential uses, other dominant uses include vacant land, open space/recreational uses, and industrial uses. Existing land uses and their locations throughout the Planning Area are described in more detail in the following pages.

#### **Residential**

Residential uses are the most common land use type in the City of Sacramento, totaling approximately 23,300 acres and including single-family, multi-family, and mobile home uses. As shown in Figure 2-16, residential uses as a whole account for 45 percent of the land within City Limits, 49 percent of the unincorporated SOI, and 44 percent of the 2035 General Plan Policy Area. Single-family residential is the predominant residential use, making up 84 percent of the residential land in the City Limits and 2035 General Plan Policy Area, and 83 percent of the unincorporated SOI.

Figure 2-14  
Existing Land Use



Existing Land Use			Light Rail			Other Features		
Agricultural	Office	Open Space/Recreational	Station	Sacramento City Limit	Blue Line	Parking	Community Plan Area Boundary	Water
Single Family	Mixed Use	Miscellaneous	Blue/Gold Line	Sphere of Influence	Gold Line	Utilities/Infrastructure	Policy Area	
Multi-family	Light Industrial	Vacant	Green Line	Proposed Green Line Extension		Institutional		
Mobile Home	Industrial							
Hospitality	Public							
Retail/Commercial	School							

Source: Existing Land Use, County of Sacramento, 2018; City of Sacramento, 2018; Dyett and Bhatia, 2018

**Table 2-7: Existing Land Use**

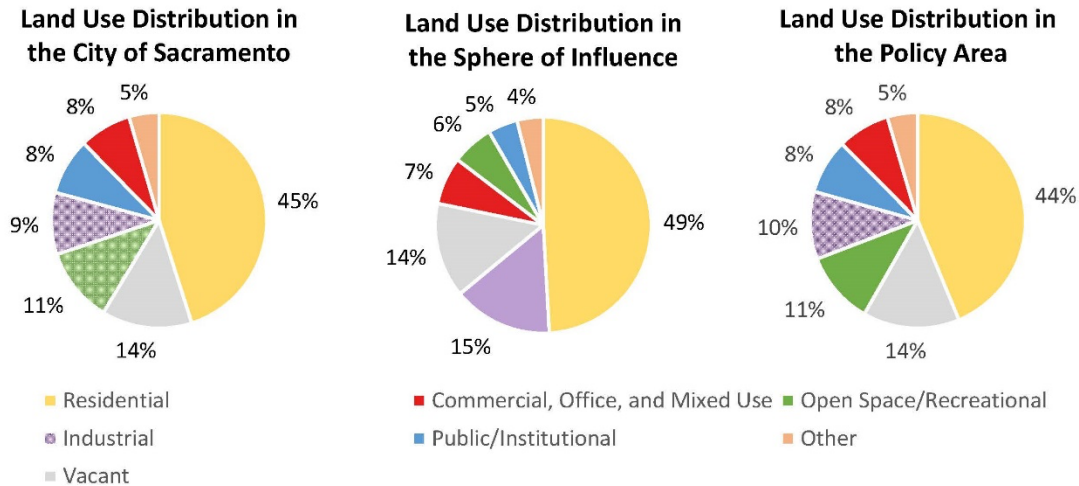
Land Use	City of Sacramento		Sphere of Influence		Policy Area	
	Acres	Percent of City	Acres	Percent of SOI	Acres	Percent of 2035 General Plan Policy Area
Residential	23,278	45%	6,058	49%	23,288	44%
Single-Family Residential	19,562	38%	5,063	41%	19,572	37%
Multi-Family Residential	3,356	6%	712	6%	3,356	6%
Mobile Home Park	360	1%	283	2%	360	1%
Vacant	6,998	14%	1,752	14%	7,732	15%
Open Space/Recreational	5,806	11%	771	6%	5,817	11%
Industrial	4,800	9%	1,841	15%	5,405	10%
General Industrial	3,731	7%	1,513	12%	4,286	8%
Light Industrial	1,069	2%	328	3%	1,119	2%
Public/Institutional	4,380	8%	549	4%	4,385	8%
Public	1,335	3%	38	<1%	1,335	3%
School	1,841	4%	271	2%	1,841	3%
Institutional	1,203	2%	240	2%	1,208	2%
Commercial, Office, and Mixed Use	4,048	8%	880	7%	4,186	8%
Retail/Commercial	1,897	4%	587	5%	1,925	4%
Office	1,772	3%	275	2%	1,878	4%
Mixed Use	242	<1%	10	<1%	242	<1%
Hospitality	137	<1%	8	<1%	140	<1%
Other	2,932	5%	485	4%	2,436	5%
Utilities/Infrastructure	1,171	2%	296	2%	1,179	2%
Agricultural	1,246	2%	164	1%	743	1%
Miscellaneous	329	1%	24	<1%	329	1%
Parking <sup>3</sup>	186	<1%	-	0%	186	<1%
<b>Total</b>	<b>52,209</b>	<b>100%</b>	<b>11,761</b>	<b>100%</b>	<b>53,248</b>	<b>100%</b>

Notes:

1. Numbers may not sum due to rounding or incomplete data.
2. Total differs from total acreage in City Limits because uses do not include rights-of-way.
3. Only parcels dedicated to parking and not associated with other land uses have been included in the total.

Source: Sacramento County, 2019; City of Sacramento, 2019; Dyett & Bhatia, 2019.

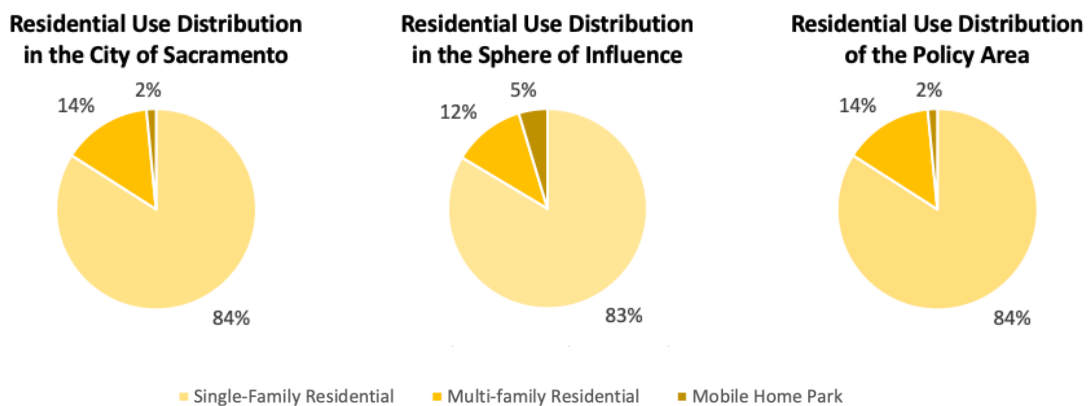
**Figure 2-15: Distribution of Existing Land Uses**



Source: Sacramento County, 2019; City of Sacramento, 2019; Dyett & Bhatia, 2019

Single-family residential uses are spread throughout the Planning Area. Comparatively, multi-family residential uses comprise 14 percent of the residential land in the City Limits and 2035 General Plan Policy Area, and 12 percent of the SOI. Multi-family residential can also be found throughout the Planning Area, with a tendency to cluster in areas around non-residential uses, such as Downtown Sacramento, Old North Sacramento, North Oak Park southeast of Downtown Sacramento, and Arden Arcade, or along commercial corridors such as Stockton Boulevard and Franklin Boulevard. In the eastern portion of the Planning Area, some multi-family residential uses are clustered along the Gold Line of the light rail. Mobile home uses represent just 2 percent of the residential uses in the City and 2035 General Plan Policy Area and 5 percent of the unincorporated SOI. Mobile home parks are located farther from the city center, with larger parks located north of Interstate 80 (I-80), south of Fruitridge Road, and east of Power Inn Road. A number of mobile home parks are located along the Blue and Gold light rail lines.

**Figure 2-16: Distribution of Existing Residential Uses**



Source: Sacramento County, 2019; City of Sacramento, 2019; Dyett & Bhatia, 2019

## **Vacant**

Vacant land is the second most prevalent land use in the Planning Area. It covers approximately 7,000 acres or 14 percent of land in the City Limits, 1,800 acres or 14 percent of land in the unincorporated SOI, and 7,700 acres or 15 percent of land in the 2035 General Plan Policy Area. Numerous large tracts of vacant land exist near the periphery of the Planning Area, notably along and north of I-80, in the industrial park in Fruitridge/Broadway, and along Cosumnes River Boulevard. Smaller vacant parcels are scattered throughout the Planning Area, with some larger concentrations in the SOI and North Sacramento. See Table 2-7 for vacant land by General Plan designation.

## **Open Space and Recreation**

Open space and recreational uses include public parks, paths and trails, sports facilities, and drainage and flood control areas. These account for approximately 5,800 acres or 11 percent of the land in the City Limits and 2035 General Plan Policy Area, and 800 acres or 6 percent of land in the unincorporated SOI. Most of the open space and recreational land is located in large recreational open spaces along the American River, regional parks in North Natomas and North Sacramento, and several golf courses, with smaller parks and greenways scattered throughout the Planning Area.

## **Industrial**

Industrial uses cover approximately 4,800 acres or 9 percent of the City of Sacramento, and make up 15 percent of land in the unincorporated SOI and 10 percent of land in the 2035 General Plan Policy Area. Industrial uses include heavy and light industrial, airport, building materials, warehouse, and vehicle-oriented uses. Industrial uses are located in clusters throughout the Planning Area, often near transportation infrastructure such as the freeways and rail lines, the largest of which is the industrial park along the rail line in Fruitridge/Broadway. Other large office parks are located north of Downtown Sacramento along the American River, along I-80 in North Natomas and North Sacramento, and near both Sacramento McClellan Airport and Sacramento Executive Airport.

## **Public/Institutional**

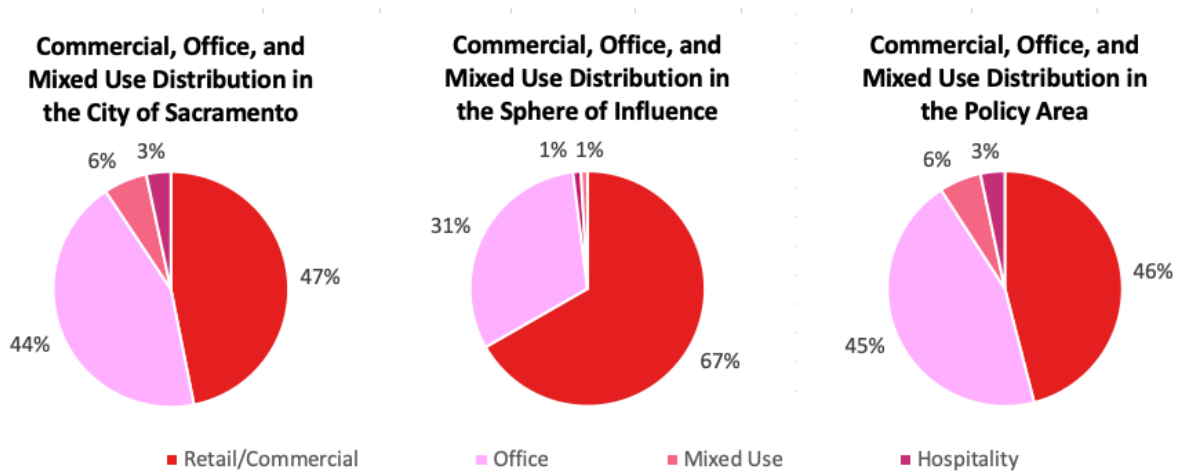
Public uses cover approximately 4,400 acres or 8 percent of land in the City Limits and 2035 General Plan Policy Area, and only 500 acres or 4 percent of the unincorporated SOI. These include State and local governmental uses in and around Downtown Sacramento as well as schools and educational facilities and other public and community facilities. These uses are distributed throughout the Planning Area and include uses such as the California State University campus and Cal Expo in East Sacramento, Cosumnes River College and Kaiser Permanente in South Area, and the Sacramento Food Bank in North Sacramento.

## **Commercial, Office, and Mixed Use**

Commercial, office, and mixed uses cover approximately 4,000 acres or 8 percent of land within the City Limits, 900 acres or 7 percent of the SOI, and 4,200 acres or 8 percent of the 2035 General Plan Policy Area. Retail/commercial uses make up the largest share of this category, with approximately

1,900 acres or 4 percent of the land within City Limits and the 2035 General Plan Policy Area, and 600 acres or 5 percent of the SOI. Office uses cover about 1,800 acres or 3 percent of the city, 300 acres or 2 percent of the SOI, and 1,900 or 4 percent of the 2035 General Plan Policy Area. Commercial and office uses tend to be located together along corridors such as the streets of Downtown Sacramento, Stockton Boulevard, Franklin Boulevard, El Paso Boulevard, Florin Road, and Freeport Boulevard. Office uses are also clustered in office parks, including those north of the American River. Commercial-dominated clusters can be found northeast of Cal Expo, along I-80 in North Natomas, and along Stockton Boulevard in the SOI. Mixed use clusters generally occur on smaller parcels as mixes of office and commercial. Hospitality uses include hotels, motels, and bed and breakfasts and are scattered throughout the Planning Area, with the largest concentration in the Downtown area.

**Figure 2-17: Distribution of Commercial, Office, and Mixed Uses in the Planning Area**



Source: Sacramento County, 2019; City of Sacramento, 2019; Dyett & Bhatia, 2019

**Other**

Other uses include utilities, agriculture, miscellaneous, and parking. These uses cover approximately 2,900 acres or 5 percent of land in the city, 500 acres or 4 percent of land in the SOI, and 2,40 acres or 5 percent of land in the 2035 General Plan Policy Area. Utility and infrastructure uses include utility, power, and sewer facilities and lines, as well as rail right of ways. Agricultural uses are limited to community gardens and two parcels in North Natomas. Parking uses include those parcels dedicated to parking not in association with other land uses and make up less than one percent of total land in the city. These are located mainly in the Downtown area and near some light rail stops. Miscellaneous is a general category that captures parcels that are too small or irregularly shaped for development, or which have no other information associated with them to allow for categorization.

## **CURRENT DEVELOPMENT PROJECTS**

### **Natomas Joint Vision**

In 2002, the City Council and the County of Sacramento Board of Supervisors each approved a Memorandum of Understanding (MOU) outlining a joint vision for land use and revenue sharing principles for the unincorporated Natomas Basin area and recognized the City, rather than the County, is the appropriate agent for planning new growth in Natomas and can better provide a full range of municipal services. The County would retain its interest in the planning and development of Sacramento International Airport and Metro AirPark. The MOU recognized the County as the agent of preservation of permanent open space, habitat, and farmland/ranchland. The MOU set principles for implementation, including proactively guiding future urban growth through efficient land use and preservation of permanent open space/farmland; improving future air quality by reducing automobile traffic and accommodating future growth according to Smart Growth principles; providing a framework for revenue sharing between City and County to prevent tax revenue competition and promote balanced regional planning; and protecting future airport operations. The County's 2011 General Plan update included an overlay of the Natomas Joint Vision Area. The County is currently processing two separate applications initiated by landowners that propose development in the Natomas Joint Vision Area. The County of Sacramento Board of Supervisors have approved allowing both development proposals known as the Grandpark project and the Upper Westside project to proceed separately with the initiation of a General Plan Amendment, Zoning, Specific Plan, Development Agreements, preparation of Environmental Impact Reports and reimbursement funding agreements. The proposed projects consist of approximately 7,783-acres, with plans for 32,871 residential units, and commercial uses.

### **Delta Shores**

Located at the southern edge of the City, the Delta Shores development is an 800-acre master plan that will provide for 5,200 residents, as well as feature 1.3 million square feet of planned retail and 250,000 square feet of hotel and commercial uses. A large interchange improvement project extending Cosumnes River Boulevard was also completed in 2016 to expand and improve access to the site, capitalizing on freeway visibility along the adjacent Interstate 5 (I-5).

### **Railyards**

In 2013, relocation of 2.3 miles of heavy rail opened up the Railyards site for development in support of a multi-modal transportation facility. In the same year, access improvements from the Railyards to Richards Boulevard and the I-5 interchange were completed as early phase redevelopment efforts. These projects are part of the implementation of the Sacramento Railyards Specific Plan, which will expand Downtown Sacramento and include residential, business, transportation, and commercial uses in a transit-oriented mixed-use district.

### **North Natomas Infill Redevelopment Planned Unit Development (Arco Arena)**

The site of the former sports and entertainment arena in North Natomas is currently under review as a 183-acre redevelopment project. The North Natomas Infill Redevelopment Planned Unit Development is conceptualized as an urban mixed-use, transit-supportive center intended to

maximize flexible, mixed-use development, integrating commercial, employment, residential, and other use opportunities and services. The PUD will connect employers, residents, and community members to Downtown Sacramento via transportation corridors along the Interstate 5 and Interstate 80 in addition to promoting higher density, transit-oriented environments to live, work, and play in.

## 2.6 Findings

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### **NEED TO SIMPLIFY GENERAL PLAN LAND USE CONTROL/REGULATORY FRAMEWORK**

The City's current 2035 General Plan's "land use and urban form" classification system reflects designations by place types, such as Traditional Neighborhood or Urban Neighborhood or Urban Center, rather than traditional land uses. Furthermore, individual designations areas apply across large areas—such as entire neighborhoods—and encompass a variety of land uses. For example, the Suburban Medium Density designation permits single-family and multifamily housing, as well as limited neighborhood-serving commercial uses. These are further stratified as low, medium, high, reflecting a variety of densities and intensities. For each designation, residential density and floor area ratios (FARs) are specified. Urban form guidelines and requirements are also outlined.

The overall result is a complex set of controls with individual designations applying across a wide variety of sites and range of opportunities, and sometimes different existing uses as well. Given the need to regulate land uses at the parcel level, the City's Zoning Ordinance follows a more traditional land-use based classification system. While the classification system does a good job of portraying the intended character of neighborhoods and districts, there are several issues and complexities that result from this classification serving as a regulatory instrument, from potentially unintended land use outcomes to lack of land use clarity for implementation at a site level (e.g., "employment" can correspond to whole host of land uses) and development intensities (FARs) that do not always correspond to densities (housing units per acre). There are also many more commercial (non-residential and industrial) classifications in the General Plan than in the Zoning Ordinance. Furthermore, recent State legislation that permits housing in locations and at densities at the more permissive levels in either a general plan or a zoning ordinance could also lead to implementation complexities.

Needed is a much more streamlined system that is simpler, with fewer classifications, that leads to greater predictability and certainty in outcomes, and that can serve as a useful tool to shape new development. Policies relating to individual site design and building placement may find a better home in the City's design standards and guidelines, rather than the General Plan.

### **POLICIES IN THE GREATER PLANNING AREA**

State law requires general plans to include all land within a city's Sphere of Influence (SOI), as well as outside directly related to its planning. While the current general plan includes mapping that extends to the SOI, policies apply only to a "Policy Area" that is more restrictive and does not extend to the full sphere, let alone to sites outside the SOI. Thus, the City's position relating to growth in these areas is not entirely clear – for example, should the City seek to limit lower density



development at the fringes in order to support compact, denser, and walkable and transit-oriented development patterns, so as to also support State air quality and greenhouse gas reductions targets? Should City services be extended to areas outside City boundaries to development that may not correspond with the City's desired vision? The 2040 General Plan should present a cohesive vision for land not only within City limits, but also its entire Planning Area.

## **PLANS AND PROGRAMS OF OTHER AGENCIES AND INSTITUTIONS**

As the State's capital, Sacramento hosts a large number of State jobs, and is also home to institutions such as Sacramento State, plans of which have a direct impact on the city's development patterns. In particular, the State is an important player in the office market. Over the past two decades the State has had a clear vision of moving out of leased office space scattered across the metropolitan Sacramento region into State-owned office buildings in the Capitol Area, which is directly adjacent to Downtown. The State has built several million square feet of office space over the past decade in the Capitol Area, with repercussions on the local and sub-regional office market as space elsewhere is vacated. The State's current Capitol Area Plan is more than 20 years old, and coordination between the General Plan and the State's efforts will be helpful to gain insights into the State's current thinking, as well as support the State's investment in Sacramento's core with complementary housing and service uses.

## **VACANT AND UNDERUTILIZED LAND**

While initial analysis shows large amounts of "vacant" land within the city, the reality is much more nuanced, as significant portions of this land are constrained by environmental factors or not suitable for specific uses. In the next phases of the General Plan update process, a closer look at available land supply will be undertaken.

## **LAND USES SURROUNDING LIGHT RAIL STATIONS**

There has been significant interest in the city in recent years in promoting transit-oriented development (TOD), linked to the regional light rail system. Most recently, the City Council passed a TOD Ordinance, removing or eliminating parking minimums, and restricting auto-oriented uses. The General Plan can support City Council goals through more in-depth analysis of development opportunities in the station areas, and outline development densities and intensities that foster TOD, smart growth strategies, and infill development.

## **DEVELOPMENT IN EXISTING NEIGHBORHOODS**

There has been limited accessory dwelling unit (ADU) development in the city over the past several years, even given State and City policies and procedures that encourage these, with streamlined development approval processes. Thus, the overall market for second (or third) units on existing single-family lots in the city is uncertain. However, there is some interest in spurring greater development within existing neighborhoods, especially given the aging population and households with decreasing need for larger single-family homes, by permitting more units on existing lots or allowing additional units, while respecting the overall scale of existing development. Tools and strategies to enable this would need to be explored.

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# 3 Mobility

This Chapter addresses existing transportation systems within the Policy Area, including local and regional roadways, transit services, bicycle facilities, pedestrian facilities, airports, waterways, and railways.

## 3.1 Introduction

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### BACKGROUND

Mobility and accessibility in the city of Sacramento is provided by a variety of facilities serving a variety of travel modes carrying people and goods.

In the 1920 and 1930s, transportation planning within the city was largely focused on railroads. Sacramento was served by four railroad companies<sup>1</sup> as well as streetcar service, and the city was seen as favorable for rail travel and freight service due to its central location and proximity to the Sacramento River. With the popularity of cars, roadway travel became more common and the planning focus shifted to roadway construction and maintenance. By the 1950s, the city was facing congestion issues with two-thirds of the city's roadways experiencing periods where demand exceeded capacity. Since then, several grade-separated freeways have been constructed in the City and continued to serve local and regional transportation needs; however, these large facilities often create local circulation challenge for auto and non-auto modes. Although substantial growth has occurred in outlying areas in recent years, Downtown Sacramento continues to serve as a major employment center within the region, which necessitates travel to/from the Downtown. Congestion on freeways and major arterials in the City can cause drivers to divert onto neighborhood streets to avoid delays.

While vehicle congestion has had a prominent role in transportation planning in Sacramento, traffic safety has risen to be one of the more important issues for the City. Between 2009 and 2015, 151 people lost their lives on Sacramento's streets and in 2017 and 2018, more people were killed in traffic crashes than by homicide. Through the 2018 Vision Zero Action Plan, the City is working to achieve the City's goal of zero traffic fatalities by 2027.

With technological advances, many new mobility options have emerged in the past decade. A wide range of web- and cell phone application-based services such as ride-hailing, car share, and bike

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<sup>1</sup> Southern Pacific, Western Pacific., Sacramento Northern, and Central California Traction.

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and e-scooter share operated by Transportation Network Companies (TNCs) have gained significant popularity in the City. On the horizon, autonomous vehicle technology is being tested for mass-market consumption. While providing enhanced mobility and convenience to users, these services also present challenges to the City such as licensing and regulation, increased vehicle travel, loss in parking revenue, and curb space management.

The transportation system in the city of Sacramento, along with the existing physical and operational conditions, is described below.

## 3.2 Roadways

### INTRODUCTION

The City’s roadway network consists of a combination of Federal Interstate Highway System roads, one United States (U.S.) Route, California State Routes, and city roads and streets (arterial, collector, and local streets).

This roadway network is used extensively for personal vehicle travel. Table 3-1 documents the mode splits used by City residents to travel from home to work. As shown, approximately 85 percent of all city residents travel from home to work by automobile, of which 11 percent travel in a carpool of two or more persons. Public transit serves approximately four percent of residents commuting to work. Approximately three percent of residents walk to work, two percent bike to work, five percent work from home, and two percent use a different form of transportation than those specified above.

**Table 3-1: Existing Journey to Work Mode Split**

<i>Mode</i>	<i>Home-Work Mode Split</i>
Drive Alone	73.7%
Carpool	11.1%
Public Transportation	3.7%
Bicycle	1.9%
Walk	2.8%
Work at Home	5.2%
Other	1.5%

*Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates*

The Census Bureau data provides valuable insight into work commute trips, however these trips account for only a portion of the trips on the city’s roadways. The Sacramento Area Council of Governments (SACOG) maintains a regional travel demand forecasting model, and in this role, periodically performs a household travel survey used to assist in the calibration of the model. The data from SACOG’s 2018 Regional Transportation Study shows the range of travel purposes for residents of the city of Sacramento:

- 37 percent for shopping, personal business, meals outside home
- 18 percent for work
- 14 percent related to school
- 22 percent medical, civic, church, other
- 9 percent social/recreational

## EXISTING CONDITIONS

### Regional Roadway System

Two major interstate highways converge in Sacramento: Interstate 5 (I-5), a north-south highway running from Canada to Mexico, and Interstate 80 (I-80), an east-west highway running between San Francisco and the New York City metropolitan area. Two other major freeways, State Route 99 (SR 99), which runs north-south, and U.S. Highway 50 (US 50), which runs east-west, also converge within the city. The Capital City Freeway and State Route 160 (SR 160) round-out the city's network of freeways. Within the region, I-5, I-80, and US 50 have been designated as National Alternative Fuel Corridors by the U.S. Department of Transportation (USDOT). As part of a national network, these freeway corridors facilitate alternative fuel vehicle travel by providing alternative fueling and charging infrastructure that are easy to access from the corridor.

This system of freeways handles the bulk of the long-distance trips that cross through the Sacramento region en-route to other destinations, but it also handles large volumes of commute trips between residential suburbs and the employment-rich Central Business District located in Downtown Sacramento. Detailed descriptions of each of these and other major regional facilities are provided below:

- **Interstate 5** is a principal north/south freeway that extends the length of California into Oregon and Washington. Within the city, it travels along the eastern bank of the Sacramento River through Downtown, linking the primarily residential neighborhoods in Natomas and South Sacramento to the Central Business District. Interstate 5 also serves as the sole freeway in the region providing access to the Sacramento International Airport, and is a primary route used by long-distance truck traffic. Interstate 5 has six to eight travel lanes within the city.
- **Interstate 80** is a principal east/west freeway that extends across the United States, connecting California to New Jersey. Within this region, I-80 connects the San Francisco Bay Area to Lake Tahoe and Reno, Nevada. Interstate 80 serves as a bypass of Downtown Sacramento, and travels through the northern portion of the City. This freeway is used as a major commute route for employees traveling into Sacramento from the northeastern suburbs, as well as from the west. It also serves as a major truck route between the San Francisco Bay Area, Sacramento, the Tahoe Basin, and points east. Within the City, I-80

has six mainline travel lanes and one high-occupancy vehicle (HOV) lane in either direction.

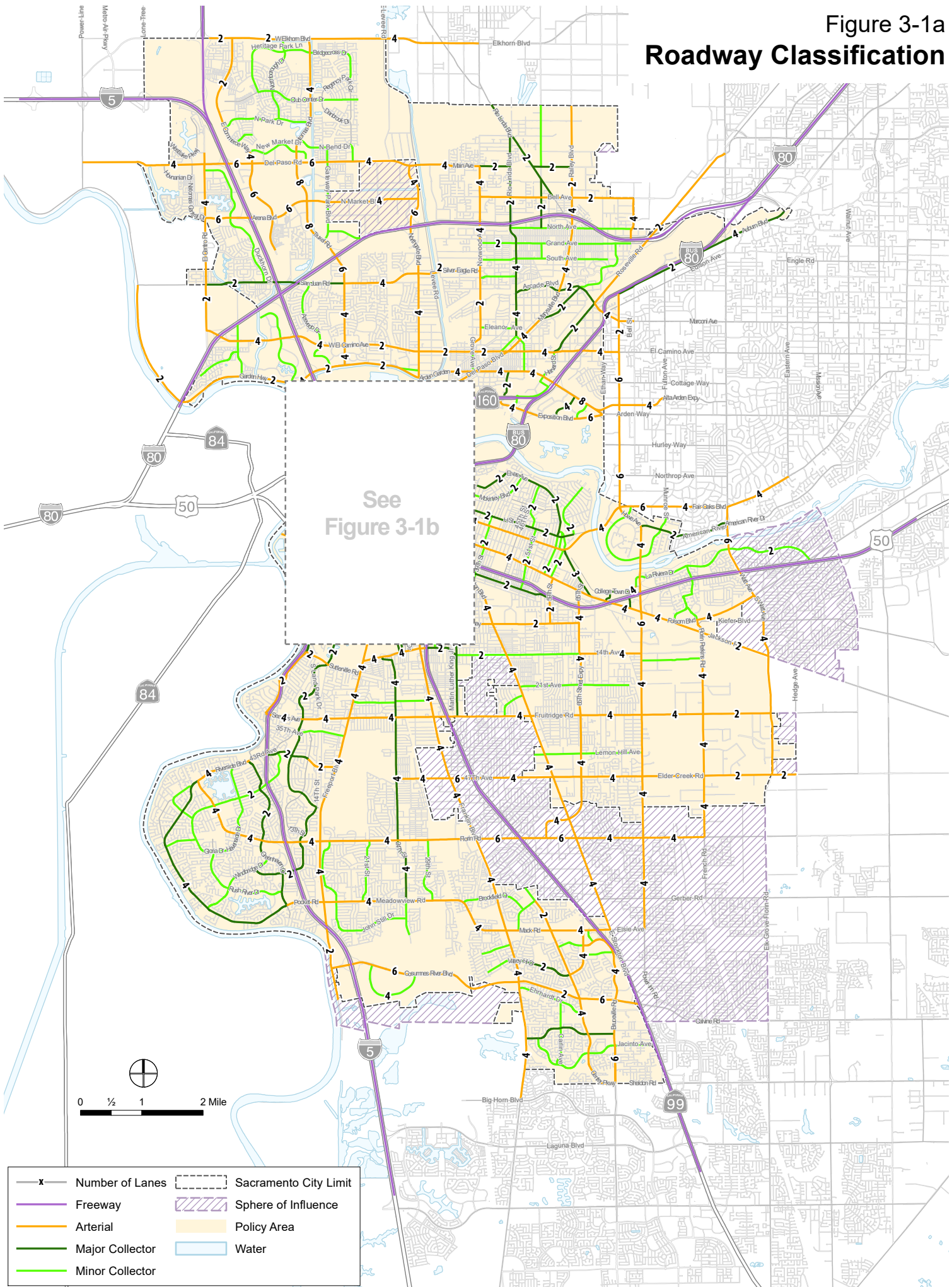
- **Business 80**, also known as the Capital City Freeway or State Route 51 (SR 51), extends northeast from Downtown Sacramento, connecting to I-80 just east of Watt Avenue. In addition to serving as a link to the Central City, Business 80 provides access to major regional destinations including Cal Expo and Arden Fair Mall. Business 80 is a six-to-ten lane freeway within the city, and has one HOV lane in either direction between E Street and SR 99.
- **US Highway 50** is a major east/west route that extends from I-80 near Downtown Sacramento to the Tahoe Basin and ultimately to Ocean City, Maryland. Within the City, US 50 functions as a freeway, with eight to ten travel lanes and there are plans to construct one HOV lane in either direction between I-5 and Howe Avenue in the near future. This freeway connects Downtown Sacramento to the eastern suburbs, including the cities of Rancho Cordova and Folsom.
- **State Route 16 (SR 16)**, also known as Jackson Highway, is a designated State highway that links the city of Sacramento to eastern Sacramento County and Amador County. Apart from portions of the route co-designated with major freeways, SR 16 stretches approximately 1.5 miles within the city (from the US 50/Howe Avenue interchange to South Watt Avenue). In 2014, this segment of SR 16 was relinquished by Caltrans to the City of Sacramento.
- **State Route 99** is a four-to-six lane freeway extending south from Business 80 to South Sacramento, Elk Grove, and through the Central Valley. This segment of SR 99 has one HOV lane in either direction on this major commute route between Downtown Sacramento and the southern suburbs. A portion of SR 99 is co-designated with US 50 and I-5 through Downtown Sacramento and Natomas. State Route 99 separates from I-5 near the northern city limit, stretching to the north as a four-lane freeway.
- **State Route 160** within the City limits remains under Caltrans control for a distance of just over two miles between Richards Boulevard and Business 80. This spur off of the regional freeway system extends across the American River, and is a key route for trips between the central city and the northeastern suburbs. All other portions of this route located within the city were relinquished by Caltrans to the City of Sacramento.

### City Roadways

Figure 3-1 displays the functional classification and the number of travel lanes on roadways within the city as well as within the General Plan Policy Area. Functional classification describes the roadway purpose and use related to moving people and goods. The city's roadways are divided into the following classifications:

- **Major Arterial:** A four to six-lane street that serves longer distance trips and serves as the primary route for moving traffic through the city connecting urban centers, residential neighborhoods, and commercial centers to one another, or to the regional transportation network. Movement of people and goods, also known as “mobility,” rather than access to adjacent land uses, is the primary function of an arterial street. These streets carry moderate-to-heavy vehicular movement, low-to-high pedestrian and bicycle movements, and moderate-to-high transit movement.
- **Minor Arterial:** A two-lane street that serves longer distance trips and provides access to the regional transportation system. These streets carry low-to moderate vehicular movement, low-to-high pedestrian and bicycle movements, and moderate-to-high transit movement. These roadways typically have high levels of access control.
- **Major Collector:** A two-to four-lane street that primarily provides travel between arterial streets and collector or local streets and, secondarily, provides access to abutting properties. These streets carry low to- moderate vehicular movement, low-to-heavy pedestrian movement, moderate-to-heavy bicycle movement, and low-to-moderate transit movement. These roadways have medians and moderate access control.
- **Minor Collector:** A two-lane street that connects residential uses to the major street system. These roadways are undivided and have lower levels of access control to abutting properties than arterials or major collectors.
- **Local:** A two-lane street that provides direct access to abutting land uses. Local streets serve the interior of a neighborhood. These streets carry low vehicular movement, low-to-heavy pedestrian movement, and low-to- moderate bicycle movement. Typical local streets have right-of-way widths of 40 to 60 feet.
- **Alley:** A narrow, low volume lane, path, or passageway that typically provides shared use for pedestrians, bicycles, and vehicles as a secondary access to abutting properties.

Figure 3-1a  
**Roadway Classification**

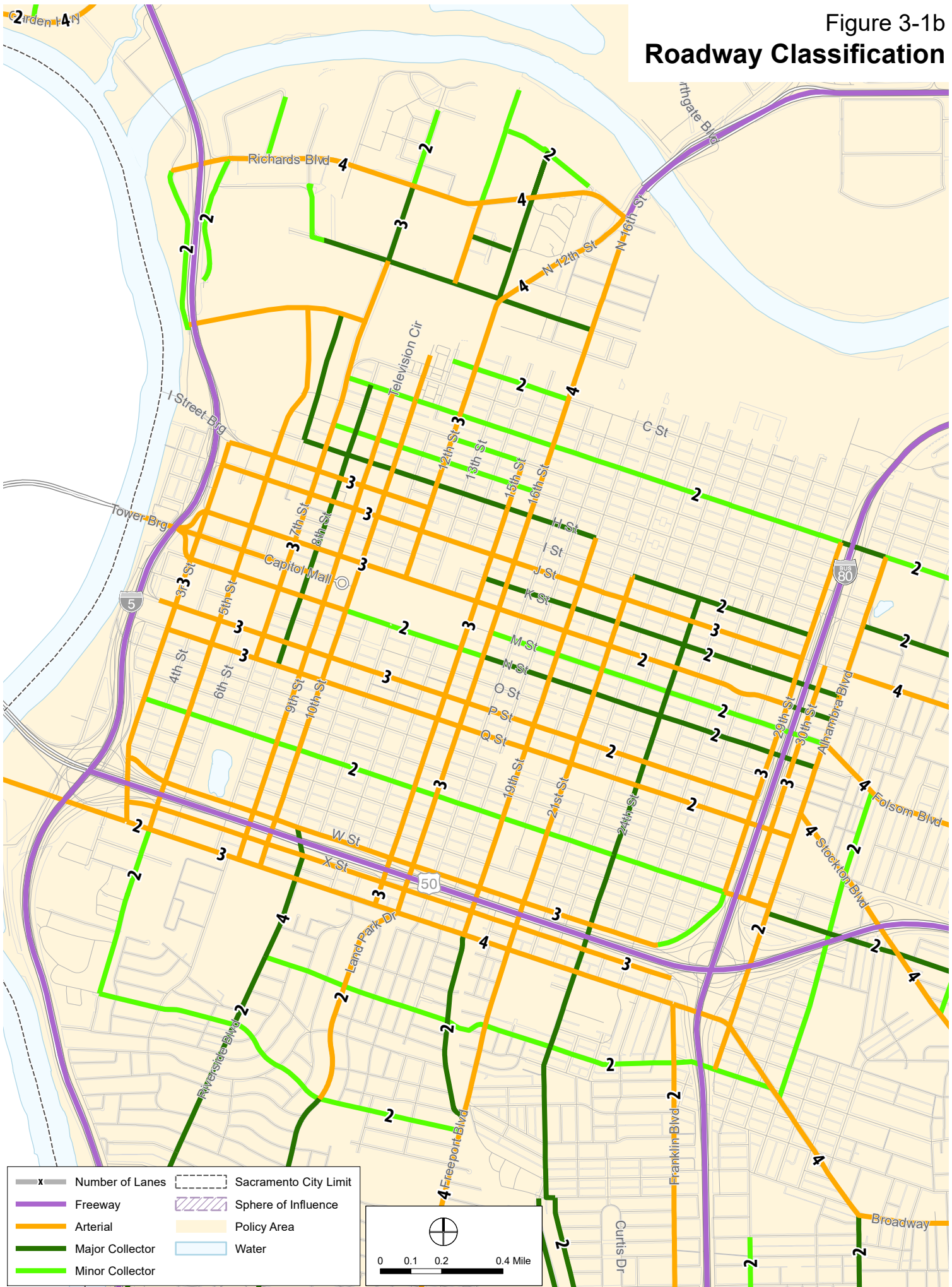


See  
 Figure 3-1b

- Number of Lanes
- Sacramento City Limit
- Freeway
- Arterial
- Major Collector
- Minor Collector
- Sphere of Influence
- Policy Area
- Water



Figure 3-1b  
Roadway Classification



The following major city roadways provide arterial connections to the regional freeway system:

- 47th Avenue
- 65th Street
- Arden Way
- Arena Boulevard
- Cosumnes River Boulevard
- Del Paso Road
- El Camino Avenue
- Elkhorn Boulevard
- Exposition Boulevard
- Florin Road
- Fulton Avenue
- Garden Highway
- I Street & J Street
- Mack Road
- Marconi Avenue
- Marysville Boulevard/Raley Boulevard
- Northgate Boulevard
- Norwood Avenue
- P Street & Q Street
- Pocket Road
- Power Inn Road/Howe Avenue
- Richards Boulevard
- Seamas Avenue/Fruitridge Road
- Stockton Boulevard
- Sutterville Road
- Truxel Road
- Watt Avenue

Appendix A lists all the roadways evaluated for this study, along with existing functional classification, geometric and traffic count data. Study roadways with segments that presently carry over 20,000 daily vehicle trips are listed below (roadways that are listed twice refer to different segments, which are detailed in Appendix A):

### *60,000 – 90,000 Daily Trips*

- Power Inn Road
- Watt Avenue

### *40,000 - 60,000 Daily Trips*

- Arden Way
- Cosumnes River Boulevard
- Del Paso Road
- Fair Oaks Boulevard
- Florin Road
- Howe Avenue
- Northgate Boulevard
- South Watt Avenue
- Truxel Road

*20,000 - 40,000 Daily Trips*

- 16th Street
- 47th Avenue
- 65th Street
- 65th Street Expressway
- Arden Garden Connector
- Arden Way
- Arena Boulevard
- Auburn Boulevard
- Broadway
- Bruceville Road
- Cosumnes River Boulevard
- Del Paso Road
- E Commerce Way
- El Camino Avenue
- El Camino Avenue
- Elder Creek Road
- Elkhorn Boulevard
- Exposition Boulevard
- Fair Oaks Boulevard
- Florin Perkins Road
- Florin Road
- Folsom Boulevard
- Franklin Boulevard
- Freeport Boulevard
- Fruitridge Road
- Garden Hwy
- Howe Avenue
- I Street
- J Street
- Mack Road
- Marconi Avenue
- Marysville Boulevard
- Meadowview Road
- Northgate Boulevard
- Norwood Avenue
- Pocket Road
- Power Inn
- Raley Boulevard
- Richards Boulevard
- Riverside Boulevard/43rd Avenue
- Stockton Boulevard
- Sutterville Road
- Truxel Road
- Valley Hi Drive
- W El Camino Avenue

With the exception of three segments (16<sup>th</sup> Street, J Street, I Street) in Downtown Sacramento and two segments along Richards Boulevard, all of the roadway segments currently carrying 20,000 or more vehicles per day are located outside of the Central City. Although the most densely developed parts of the city are within Downtown and Midtown, these areas have a gridded street system that disperses traffic and provides redundancy. Major arterial routes in other parts of the city typically

lack closely-spaced adjacent roadways, and function as primary commute corridors linking residential neighborhoods to commercial areas and the regional freeway system.

In 2019, the City adopted the City of Sacramento Intelligent Transportation Systems (ITS) Master Plan, which identifies the City's current and future ITS needs with a focus on effective investments in transportation to improve system performance, safety, and sustainability. The Plan provides a framework that assists with prioritizing mobility, incident response, efficient maintenance, and cost savings. Compared to capacity-expansion projects, ITS investments are low-cost and offer significant benefits to the transportation system and its users.

### **Roadway Capacity and Level of Service**

Daily level of service (LOS) was calculated for each roadway segment in the regional roadway system to evaluate existing traffic conditions. Level of service is a qualitative measure of traffic operating conditions whereby a letter grade, from A (the best) to F (the worst), is used to describe the relationship between traffic demand on the roadway and the physical capacity of the roadway. These grades represent the perspective of drivers and are an indication of the comfort and convenience associated with driving. Since this study relies on the daily LOS analysis, it is intended to gauge the need for potential roadway capacity expansion and does not provide an accurate assessment of peak period traffic operations when traffic volumes are at their highest and drivers tend to notice the effects of congestion. The LOS grades are generally defined in Table 3-2.

LOS was determined by comparing existing traffic volumes against daily LOS capacity thresholds, which take into account the functional classification and capacity of each roadway segment. Table 3-3 displays the thresholds used for the analysis. The vast majority of the traffic volumes were collected in April and May of 2019, and represent an average of the volume measured during two mid-week 24 hour time periods. This data was supplemented with recent traffic counts provided by the City of Sacramento at select locations. Please refer to Appendix X for traffic count data. The traffic count data should be considered an estimate of current volumes as it is based on a small sample of data and not a full year of continuous counts.

Figure 3-2 graphically displays the resulting roadway LOS analysis results. As shown, the vast majority of roadway segments operate at LOS D or better.

While the Mobility Element of the 2035 City of Sacramento General Plan identifies LOS D as the base level of service goal, LOS E and F operations are acceptable in portions of the city as identified in Policy M 1.2.2 pertaining to roadway level of service:

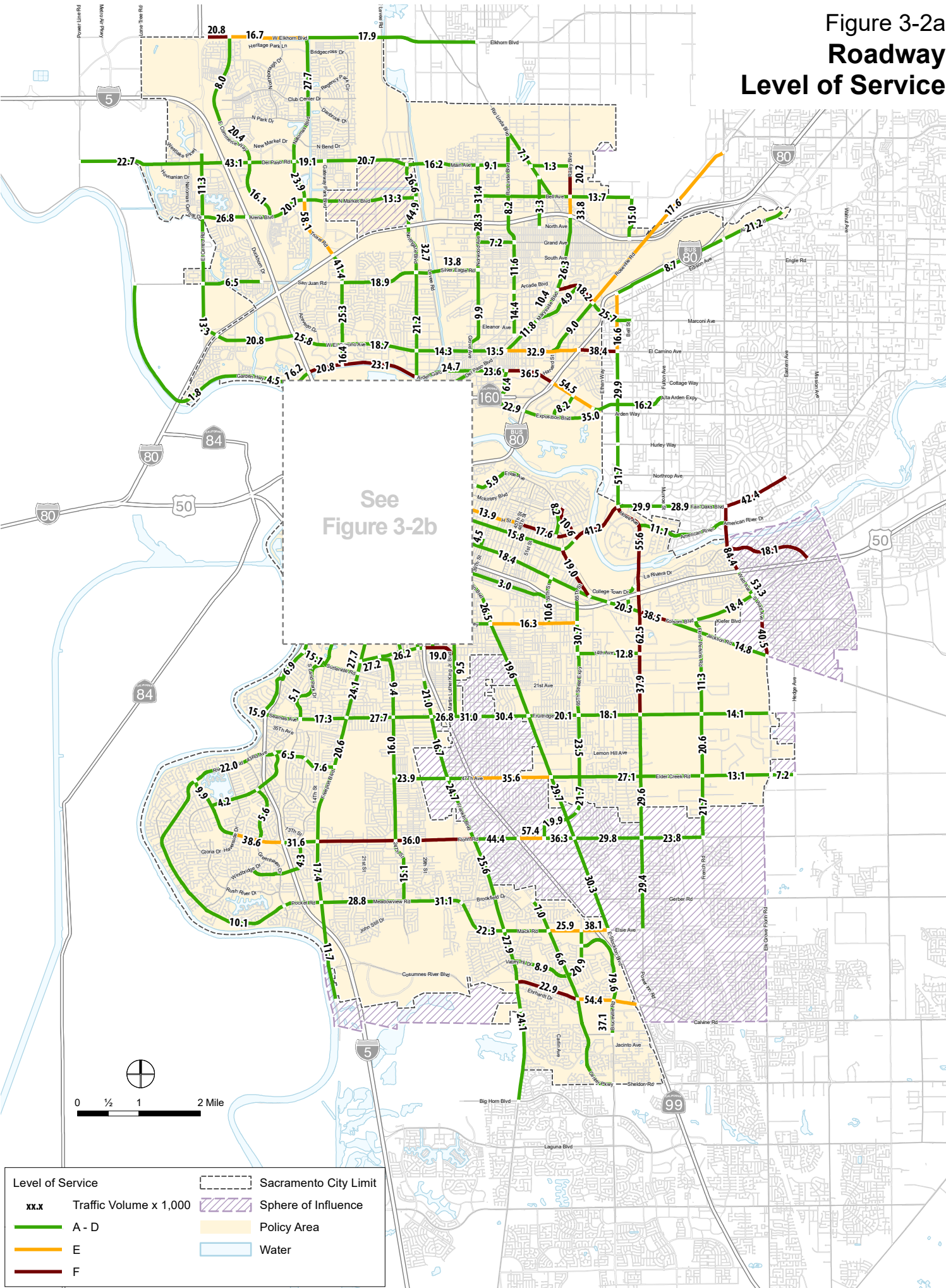
**M 1.2.2 Level of Service (LOS) Standard.** The City shall implement a flexible context-sensitive Level of Service (LOS) standard, and will measure traffic operations against the vehicle LOS thresholds established in this policy. The City will measure Vehicle LOS based on the methodology contained in the latest version of the Highway Capacity Manual (HCM) published by the Transportation Research Board. The City's specific vehicle LOS thresholds have been defined based on community values with respect to modal priorities, land use context, economic development, and environmental resources and constraints.

**Table 3-2: Level of Service Definitions, Transportation Research Board, 2016**

<i>Level of Service</i>	<i>Description</i>
A	LOS A describes primarily free-flow operation. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Control delay at the boundary intersections is minimal.
B	LOS B describes reasonably unimpeded operation. The ability to maneuver within the traffic stream is only slightly restricted and control delay at the boundary intersections is not significant.
C	LOS C describes stable operation. The ability to maneuver and change lanes at midsegment locations may be more restricted than at LOS B. Longer queues at the boundary intersection may contribute to lower travel speeds.
D	LOS D indicates a less stable condition in which small increases in flow may cause substantial increases in delay and decreases in travel speed. This operation may be due to adverse signal progression, high volume, or inappropriate signal timing at the boundary intersections.
E	LOS E is characterized by unstable operation and significant delay. Such operations may be due to some combination of adverse progression, high volume, and inappropriate signal timing at the boundary intersections.
F	LOS F is characterized by flow at extremely low speed. Congestion is likely occurring at the boundary intersection, as indicated by high delay and extensive queuing.

*Source: Transportation Research Board 2016, Highway Capacity Manual, Volume 3, pp. 18-6 – 18-7.*

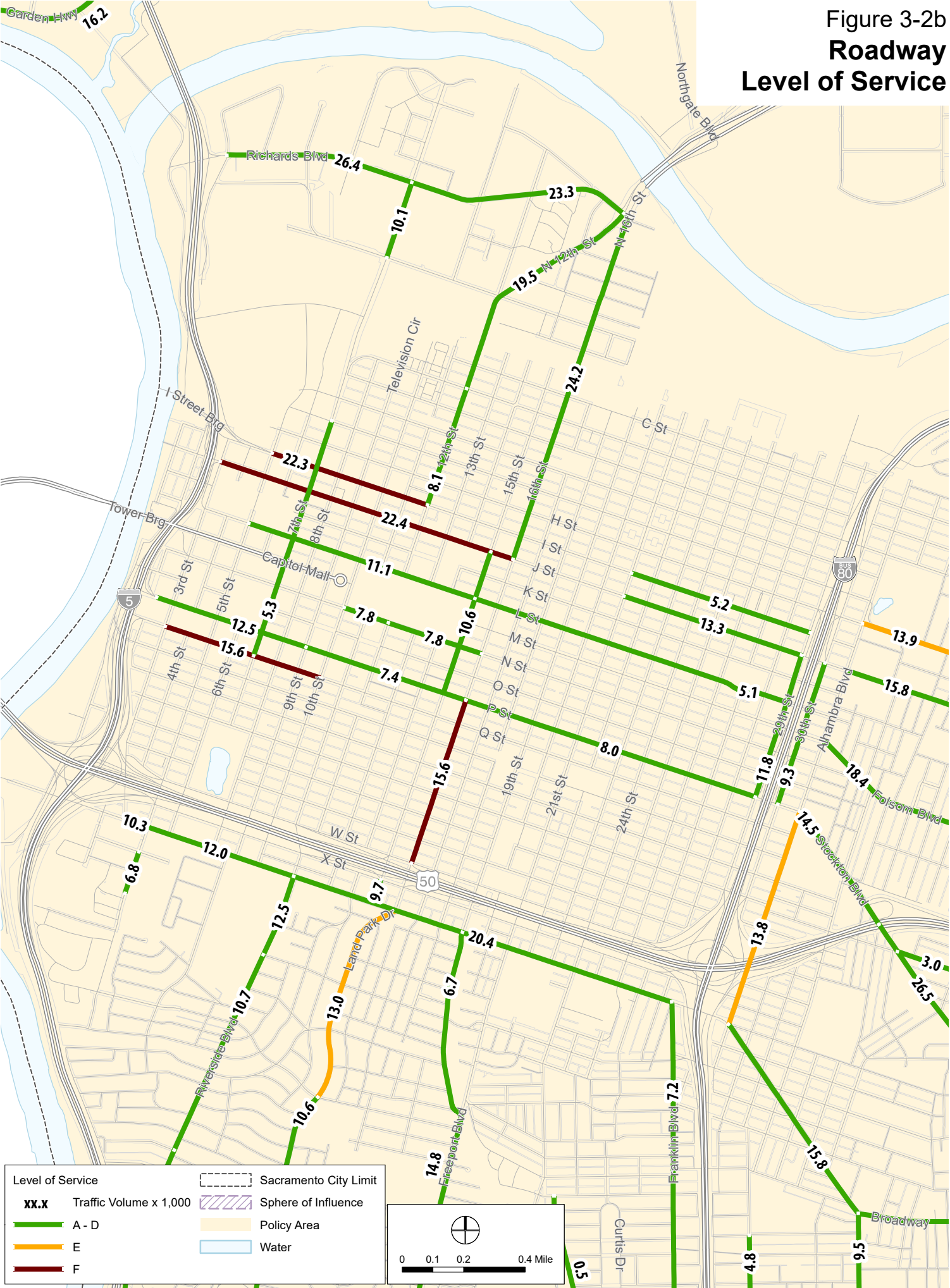
Figure 3-2a  
**Roadway  
 Level of Service**



Level of Service		Sacramento City Limit	
xx.x	Traffic Volume x 1,000		Sacramento City Limit
	A - D		Sphere of Influence
	E		Policy Area
	F		Water

Source: City of Sacramento, 2020; Fehr & Peers, 2020

Figure 3-2b  
**Roadway  
 Level of Service**



<b>Level of Service</b>	Sacramento City Limit
<b>XX.X</b> Traffic Volume x 1,000	Sphere of Influence
A - D	Policy Area
E	Water
F	

0 0.1 0.2 0.4 Mile

Source: City of Sacramento, 2020; Fehr & Peers, 2020

**Table 3-3: Level of Service Thresholds for City Roadway Segments**

Operational Class	Number of Lanes	ADT Level-of-Service Capacity Threshold				
		A	B	C	D	E
Arterial – Low Access Control	2	9,000	10,500	12,000	13,500	15,000
	4	18,000	21,000	24,000	27,000	30,000
	6	27,000	31,500	36,000	40,500	45,000
Arterial – Moderate Access Control	2	10,800	12,600	14,400	16,200	18,000
	4	21,600	25,200	28,800	32,400	36,000
	6	32,400	37,800	43,200	48,600	54,000
Arterial – High Access Control	2	12,000	14,000	16,000	18,000	20,000
	4	24,000	28,000	32,000	36,000	40,000
	6	36,000	43,000	48,000	54,000	60,000
Collector Street – Minor	2	5,250	6,125	7,000	7,875	8,750
Collector Street – Major	2	8,400	9,800	11,200	12,600	14,000
	4	16,800	19,600	22,400	25,200	28,000
Local Street	2	3,000	3,500	4,000	4,500	5,000
Facility Type	Stops/Mile		Driveways		Speed	
Arterial – Low Access Control	4+		Frequent		25-35 MPH	
Arterial – Moderate Access Control	2-4		Limited		35-45 MPH	
Arterial – High Access Control	1-2		None		45-55 MPH	

Source: City of Sacramento 2014, 2035 General Plan Update Master Environmental Impact Report, p. 4.12-4.

As such, the City has established variable LOS thresholds appropriate for the unique characteristics of the City’s diverse neighborhoods and communities. The City will strive to operate the roadway network at LOS D or better for vehicles during typical weekday conditions, including AM and PM peak hour with the following exceptions described below and mapped on Figure M-1:

- A. Core Area (Central City Community Plan Area) – LOS F allowed.
- B. Priority investment Areas<sup>2</sup> – LOS F allowed.

<sup>2</sup> Priority Investment Areas were established in the 2030 General Plan is a two-tier priority investment system that the City uses to align programming guide criteria and CIP funding for new infrastructure projects.

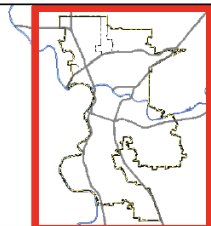
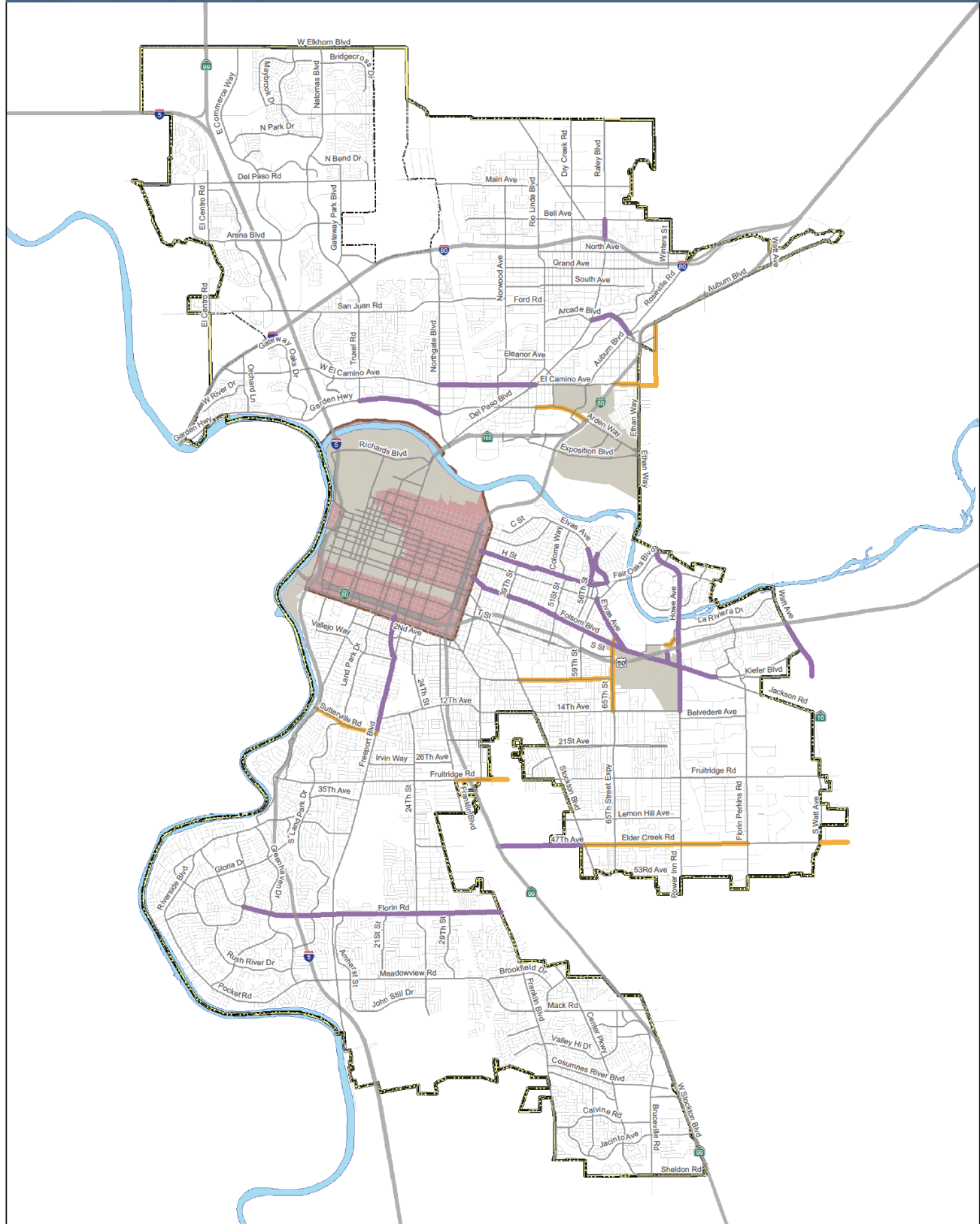


- C. LOS E Roadways – LOS E is allowed for the following roadways because expansion of the roadways would cause undesirable impacts or conflict with other community values. 65th Street: Elvas Avenue to 14th Avenue
- Arden Way: Royal Oaks Drive to I-80 Business
  - Broadway: Stockton Boulevard to 65th Street
  - College Town Drive: Hornet Drive to La Rivera Drive
  - El Camino Avenue: I-80 Business to Howe Avenue
  - Elder Creek Road: Stockton Boulevard to Florin Perkins Road
  - Elder Creek Road: South Watt Avenue to Hedge Avenue
  - Fruitridge Road: Franklin Boulevard to SR 99
  - Fruitridge Road: SR 99 to 44th Street
  - Howe Avenue: El Camino Avenue to Auburn Boulevard
  - Sutterville Road: Riverside Boulevard to Freeport Boulevard: LOS E is also allowed on all roadway segments and associated intersections located within ½ mile walking distance of light rail stations.
- D. Other LOS F Roadways – LOS F is allowed for the following roadways because expansion of the roadways would cause undesirable impacts or conflict with other community values.
- 47th Avenue: State Route 99 to Stockton Boulevard
  - Arcade Boulevard: Marysville Boulevard to Roseville Road
  - Carlson Drive: Moddison Avenue to H Street
  - El Camino Avenue: Grove Avenue to Del Paso Boulevard
  - Elvas Avenue: J Street to Folsom Boulevard
  - Elvas Avenue/56th Street: 52nd Street to H Street
  - Florin Road: Havenside Drive to Interstate 5
  - Florin Road: Freeport Boulevard to Franklin Boulevard
  - Florin Road: Interstate 5 to Freeport Boulevard
  - Folsom Boulevard: 47th Street to 65th Street
  - Folsom Boulevard: Howe Avenue to Jackson Highway
  - Folsom Boulevard: US 50 to Howe Avenue
  - Freeport Boulevard: Sutterville Road (North) to Sutterville Road (South)

- Freeport Boulevard: 21st Street to Sutterville Road (North)
  - Freeport Boulevard: Broadway to 21st Street
  - Garden Highway: Truxel Road to Northgate Boulevard
  - H Street: Alhambra Boulevard to 45th Street
  - H Street: 45th Street to Carlson Drive
  - Hornet Drive: US 50 Westbound On-ramp to Folsom Boulevard
  - Howe Avenue: US 50 to Fair Oaks Boulevard
  - Howe Avenue: US 50 to 14th Avenue
  - Raley Boulevard: Bell Avenue to Interstate 80
  - South Watt Avenue: US 50 to Kiefer Boulevard
  - West El Camino Avenue: Northgate Boulevard to Grove Avenue
- E. If maintaining the above LOS standards would, in the City's judgment be infeasible and/or conflict with the achievement of other goals, LOS E or F conditions may be accepted provided that provisions are made to improve the overall system, promote non-vehicular transportation, and/or implement vehicle trip reduction measures as part of a development project or a city-initiated project. Additionally the City shall not expand the physical capacity of the planned roadway network to accommodate a project beyond that identified in Figure M4 and M4a (2035 General Plan Roadway Classification and Lanes).

Table 3-4 lists all locations currently operating at LOS E or F. Two of the roadway segments operating at LOS E fall within a ½ a mile walking distance of a light rail station, where according to Policy M 1.2.2 LOS E is allowed.

- Roseville Road (between Arcade Boulevard and Watt Avenue): the western portion of this segment is within a ½ walk of a light rail station (LOS E acceptable).
  - Cosumnes River Boulevard (between Franklin Boulevard and SR-99): the entire length of this segment is within ½ mile of a light rail station, and therefore LOS E is acceptable.
- F. Several locations listed in Table 3-4 are located within the Core Area, Priority investment Areas, or along corridors with flexible LOS standards as defined in Policy M 1.2.2. Locations operate at LOS E or F that are not acceptable are highlighted in **bold** in Table 3-4.



## Legend

- Core Area
- Tier 1 Priority Investment Areas
- LOS F Roadway Segments
- LOS E Roadway Segments
- City Limits
- Waterways



0 1 2 Miles

**Table 3-4: Roadway Segments Operating at LOS E or LOS F, City of Sacramento, 2019**

Roadway	Segment	Lanes	Daily Volume	Existing LOS
I St	5th St to 12th St	3	22,315	F
<b>12th Ave</b>	<b>Martin Luther King Jr Blvd to SR-99</b>	<b>2</b>	<b>19,016</b>	<b>F</b>
16th St	P St to W St	3	15,551	F
47th Ave	SR-99 to Stockton Blvd	4	35,641	E
<b>Alhambra Blvd</b>	<b>Stockton Blvd to Broadway</b>	<b>2</b>	<b>13,762</b>	<b>E</b>
Arcade Blvd	Marysville Blvd to Roseville Rd	2	18,241	F
<b>Arden Way</b>	<b>Royal Oaks Dr to I-80 Business</b>	<b>4</b>	<b>36,503</b>	<b>F</b>
Arden Way	I-80 Business to Exposition Blvd	8	54,546	E
Broadway	Stockton Blvd to 65th St	2	16,311	E
Carlson Dr	Moddison Ave to H St	2	10,602	F
<b>Cosumnes River Blvd</b>	<b>Franklin Blvd to Center Pkwy</b>	<b>2</b>	<b>22,868</b>	<b>F</b>
Cosumnes River Blvd	Center Pkwy to SR-99	6	54,422	E
<b>El Camino Ave</b>	<b>Del Paso Blvd to I-80 Business</b>	<b>4</b>	<b>32,946</b>	<b>E</b>
<b>El Camino Ave</b>	<b>I-80 Business to Howe Ave</b>	<b>4</b>	<b>38,432</b>	<b>F</b>
<b>Elkhorn Blvd</b>	<b>SR-99 to E Commerce Way</b>	<b>2</b>	<b>20,794</b>	<b>F</b>
Elvas Ave	J ST to Folsom Blvd	3	18,988	F
<b>Fair Oaks Blvd</b>	<b>Watt Ave to Eastern Ave</b>	<b>4</b>	<b>42,434</b>	<b>F</b>
Florin Rd	Havenside Dr to I-5	4	38,574	E
Florin Rd	Freeport Blvd to Franklin Blvd	4	36,030	F
<b>Florin Rd</b>	<b>SR-99 to 65th St</b>	<b>6</b>	<b>57,361</b>	<b>E</b>
Folsom Blvd	Howe Ave to Jackson Hwy	4	38,544	F
<b>Garden Hwy</b>	<b>I-5 to Truxel Rd</b>	<b>2</b>	<b>20,787</b>	<b>F</b>
Garden Hwy	Truxel Rd to Northgate Blvd	2	23,149	F
H St	Alhambra Blvd to 45th St	2	13,876	E
H St	45th St to Carlson Dr	2	17,635	F
Howe Ave	US-50 to Fair Oaks Blvd	4	55,633	F
Howe Ave	El Camino Ave to Auburn Blvd	2	16,596	E
J St	3rd St to 7th St	3	22,413	F
J St	7th St to 10th St	3	15,710	F
J St	10th St to 16th St	3	18,070	F
<b>J St/Fair Oaks Blvd</b>	<b>H St to Howe Ave</b>	<b>4</b>	<b>41,226</b>	<b>F</b>
<b>La Rivera Dr</b>	<b>Watt Ave to Folsom Blvd</b>	<b>2</b>	<b>18,052</b>	<b>F</b>
<b>Land Park Dr</b>	<b>Broadway to Vallejo Way</b>	<b>2</b>	<b>13,011</b>	<b>E</b>
<b>Mack Rd</b>	<b>Center Pkwy to Stockton Blvd</b>	<b>4</b>	<b>38,136</b>	<b>E</b>

Roadway	Segment	Lanes	Daily Volume	Existing LOS
Power Inn Rd	US 50 to 14th Ave	6	62,511	F
<b>Power Inn Rd</b>	<b>14th Ave to Fruitridge Rd</b>	<b>4</b>	<b>37,908</b>	<b>F</b>
Q St	3rd St to 10th St	3	15,630	F
<b>Raley Blvd</b>	<b>Ascot Ave to Bell Ave</b>	<b>2</b>	<b>20,156</b>	<b>F</b>
Raley Blvd	Bell Ave to I-80	4	33,804	E
Roseville Rd	Arcade Blvd to Watt Ave	2	17,645	E
S Watt Ave	Kiefer Blvd to Jackson Hwy	4	40,501	F
<b>Truxel Rd</b>	<b>Arena Blvd to I-80</b>	<b>8</b>	<b>58,072</b>	<b>E</b>
<b>W Elkhorn Blvd</b>	<b>E Commerce Way to Natomas Blvd</b>	<b>2</b>	<b>16,654</b>	<b>E</b>
<b>Watt Ave</b>	<b>Fair Oaks Blvd to US-50</b>	<b>6</b>	<b>84,384</b>	<b>F</b>

Note: Bold font denotes segments that are categorized as “unacceptable” under 2035 General Plan thresholds.

Source: Fehr & Peers, 2019.

A total of 31 roadway segments within unincorporated Sacramento County were evaluated to determine existing conditions just outside of the Policy Area boundary. Table 3-4 lists the locations of four roadway segments with existing unacceptable LOS according to the County’s existing standards.

Policy CI-9 contained in the Circulation Element of the Sacramento County General Plan (Sacramento County amend. 2017) sets forth definitions for what is considered an acceptable level of service. The following excerpt from the level of service policy is relevant to this study:

- C1-9 Plan and design the roadway system in a manner that meets Level of Service (LOS) D on rural roadways and LOS E on urban roadways, unless it is infeasible to implement project alternatives or mitigation measure that would achieve LOS D on rural roadways or LOS E on urban roadways. The urban areas are those areas within the Urban Service Boundary as shown in the Land Use Element of the Sacramento County General Plan. The areas outside the Urban Service Boundary are considered rural.

All roadway segments studied within Sacramento County are located within the Urban Service Boundary, and therefore LOS E is considered acceptable.

**Table 3-5: Road Segments Exceeding Acceptable LOS Standards in Adjacent Jurisdictions, County of Sacramento, 2019**

Roadway	Segment	Lanes	Daily Volume	Existing LOS
Fair Oaks Blvd	Watt Ave to Eastern Ave	4	42,434	F
Watt Ave	Fair Oaks Blvd to US-50	6	84,384	F
La Rivera Dr	Watt Ave to Folsom Blvd	2	18,052	F
S Watt Ave	Kiefer Blvd to Jackson Hwy	4	40,501	F

Source: Fehr & Peers, 2019.

Two roadway segments were evaluated in the city of Elk Grove including a portion of Franklin Boulevard and Bruceville Road immediately south of the City’s Policy Area boundary. These road segments operate within acceptable levels under existing conditions according to the City of Elk Grove’s existing standards.

### Freeways

Freeway performance is largely evaluated based on traffic volume, travel speeds, and the stability or reliability of travel speeds. For the 2040 General Plan Update, recent analysis completed by SACOG and Caltrans was used to describe current and future traffic operations. A substantial amount of analysis has already been performed by these agencies to evaluate freeway performance and to determine the specific future freeway modifications that would be compatible with federal, state and regional plans to support planned regional population, employment, and student growth, which is inclusive of City of Sacramento growth under the 2040 General Plan Update. Relying on this analysis is essential since any modification of the freeway system to accommodate growth must be compatible with federal, state, and regional air pollutant and greenhouse gas reduction goals as well as fit within the financial resources of each region.

The *Transportation Corridor Concept Report, Interstate 5* (Caltrans 2017), like all Caltrans transportation corridor or route concept reports, identifies long-range improvements for specific state highway corridors. These reports also establish the “concept” or desired LOS for specific corridor segments. The long-range improvements are identified to bring the existing facility up to the design concept expected to adequately serve 20-year traffic forecasts. In addition, the ultimate design concept for the facility is also identified for conditions beyond the immediate 20-year design period. Throughout the City of Sacramento, the concept service level on I-5 is LOS E with the exception of a short segment located within the city west of SR-99, which has a concept service level of LOS D/E. Caltrans typically established LOS E as the desired concept LOS in urban areas, but will establish LOS F thresholds when the improvements to accommodate LOS E are not feasible due to environmental, right-of-way, financial, and other constraints.

From the southern city limit to Pocket Road, the 20-year concept for I-5 is an eight-lane freeway with one HOV lane in each direction, and the ultimate facility incorporates Integrated Corridor Management (ICM) to the 20-year concept. In the event that ICM is not feasible, then two additional general purpose lanes may be added. From Pocket Road, through Downtown Sacramento, north to the I-5/SR 99 interchange, near-term improvements and ultimate facility

concept include construction of HOV lanes in each direction, auxiliary land transition lanes, reconstruction of I-5/US 50 and I-5/Richards Blvd interchanges, Intelligent Transportation Services (ITS) elements (such as ramp meters), and ICM. From SR 99 to the Sacramento/Yolo County Line, the 20-year concept is a six-lane freeway with four general purpose lanes and one HOV lane in either direction. The ultimate facility concept includes ICM or adding two additional general-purpose lanes.

The *Transportation Corridor Concept Report, Interstate 80* (Caltrans 2017) contains the 20-year improvement concept for I-80. Throughout the city of Sacramento, the concept service level is LOS E. The 20-year concept and the ultimate facility concept for the corridor is an eight-lane freeway with three general-purpose lanes and one HOV lane in each direction.

The *Transportation Corridor Concept Report and Corridor System Management Plan, United States Highway 50* (Caltrans 2014) contains the 20-year improvement concept for US 50. Throughout the city of Sacramento, the concept service level is LOS E. Throughout the entire city, the 20-year concept and the ultimate facility concept is a ten-lane freeway with one HOV lane in each direction.

The *State Route 99 Transportation Corridor Concept Report* (Caltrans 2017) contains the 20-year improvement concept for SR 99. South of US 50, the concept service level is LOS F throughout the city of Sacramento. From Fruitridge Road and US 50, the 20-year concept and ultimate facility concept is a ten-lane facility with one HOV lane in each direction and one auxiliary or transition lane.

For the segment of SR 99 within the city located north of I-5, the concept service level is LOS F. The 20-year concept and ultimate facility concept for this segment is a four-lane freeway with two general purpose lanes in each direction.

The *State Route 51 Corridor System Management Plan* (Caltrans 2015) contains the 20-year improvement concept for the Capital City Freeway (SR 51). Throughout the city of Sacramento, the concept service level is LOS E. From the US 50/SR 99 junction to N Street, the 20-year concept is a ten-lane freeway with three general purpose lanes, one HOV lane, and one auxiliary lane in each direction. From H Street to the Arden Way/SR 160 interchange, the 20-year concept is an eight-lane freeway with three general purpose lanes and one auxiliary lane in each direction. From the Arden Way/SR 160 interchange to the I-80 junction, the 20-year concept is an eight-lane freeway with three general purpose lanes and one auxiliary lane in each direction. ITS will be incorporated in each segment of the corridor.

## **Truck Routes**

The Federal and State highways within the city and General Plan Policy Area have been designated as truck routes by Caltrans. I-80, I-5, U.S. 50, SR 99, and Business 80 are included in the National Network for Service Transportation Assistance Act (STAA) of 1982.

State Route 160, most of which Caltrans relinquished to the City, is part of the California Legal Network. The California Legal Network limits some of the larger trucks allowed under the STAA network. Trucks are defined as heavy freight vehicles that meet the STAA definitions found in the California State Vehicle Code.

The percentage of truck traffic on freeways in the city is summarized in Table 3-6. As shown, I-5 through Downtown Sacramento has the highest truck percentage (8.1 percent), while Business 80 (Capital City Freeway) has the lowest percentage of trucks (3.4 percent).

**Table 3-6: Truck Percentages on City Freeways, City of Sacramento, 2016**

<i>Interstate/Highway</i>	<i>Vehicle AADT</i>	<i>Truck AADT</i>	<i>Percentage of Trucks</i>
I-5 south of Jct. I-80	157,600	12,733	8.1%
I-80 east of Jct. I-5	143,900	8,245	5.7%
U.S. 50 east of Jct. SR 99	225,500	8,366	3.7%
SR 99 south of Jct. U.S. 50	231,700	10,451	4.5%
Business 80 at Exposition Blvd	169,000	5,332	3.2%

Notes: 1. AADT = 2016 Annual Average daily traffic volumes.

Source: *Annual Average Daily Truck Traffic on the California State Highway System, Caltrans, 2016 (pages 21, 94, 72, 116, 74)*

In addition to Federal and State highways, multiple City streets were identified as STAA truck routes by the City Council. Those streets are shown on Figure 3-3. The designation of roadways as STAA routes promotes their use by larger trucks and connects key industrial facilities in the city to the State and Federal system. Designation as a truck route means that trucks are allowed to use those roadways for “through” trips. Unless explicitly prohibited by local ordinance, the California Vehicle Code allows trucks on all streets if they are along a reasonable route to the intended destination.

## REGULATORY CONTEXT

### Federal and State

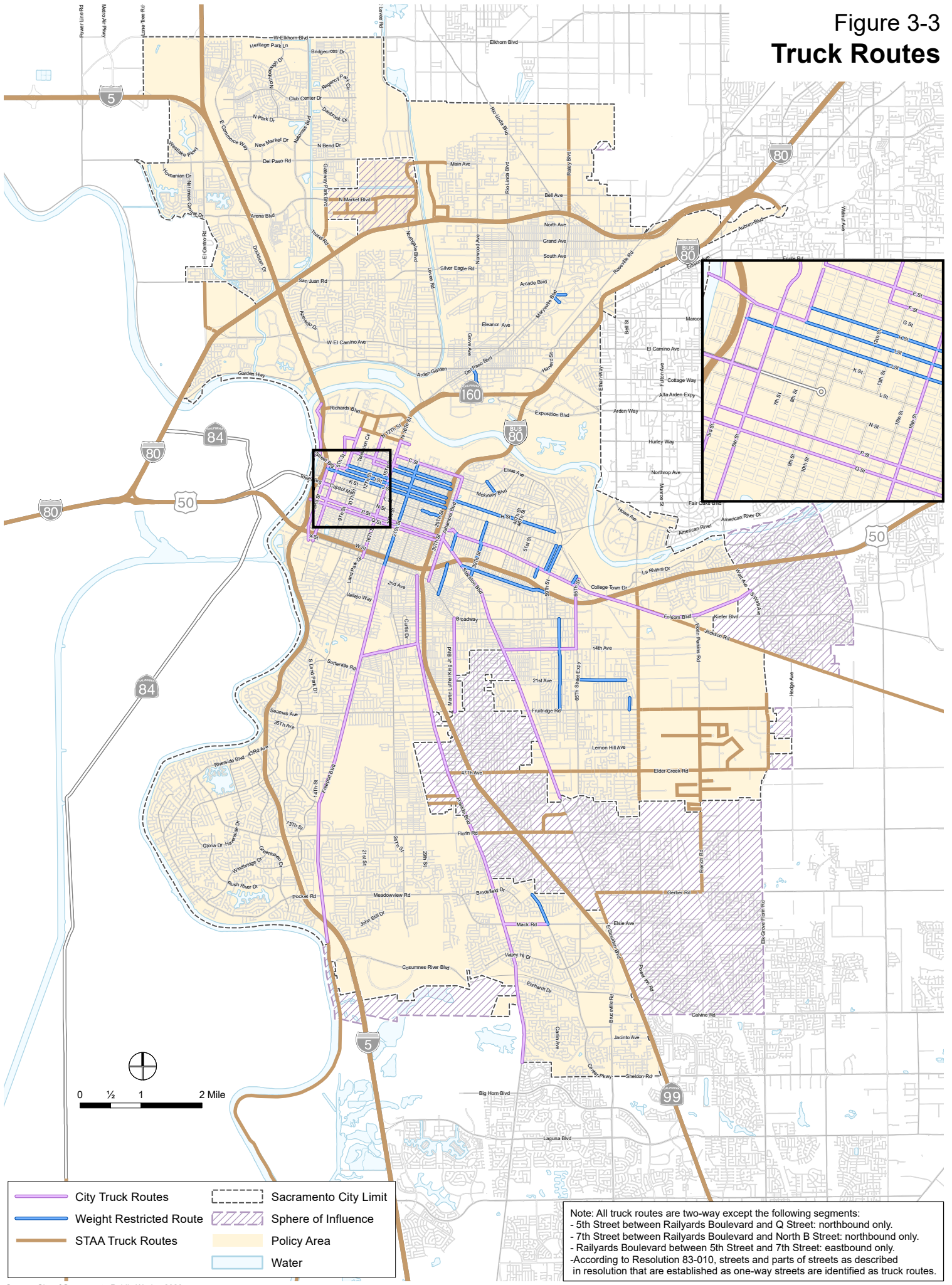
There are thousands of Federal laws and regulations related to goods movement, homeland security, street maintenance, traffic safety, and transportation funding. The following legislation established the framework for transportation planning at the federal level: Fixing America’s Surface Transportation Act (FAST Act) approved in 2015.

The California Transportation Plan (CTP) 2040 (Caltrans 2016), developed by Caltrans, provides broad system concepts, strategies, and performance measures for the State facilities (all modes).

Caltrans’ Route Concept Reports identify long-range improvements for specific State highway corridors and establish the concept or desired LOS for specific segments. Long-range improvements are identified to improve the existing facility up to the design concept expected to adequately serve 20-year traffic forecasts. As previously discussed, nearly all freeway segments within the City have a concept LOS E or F, with the exception of I-5 west of the I-5/SR 99 interchange (LOS D/E).



Figure 3-3  
Truck Routes



	City Truck Routes		Sacramento City Limit
	Weight Restricted Route		Sphere of Influence
	STAA Truck Routes		Policy Area
			Water

Note: All truck routes are two-way except the following segments:  
 - 5th Street between Railyards Boulevard and Q Street: northbound only.  
 - 7th Street between Railyards Boulevard and North B Street: northbound only.  
 - Railyards Boulevard between 5th Street and 7th Street: eastbound only.  
 - According to Resolution 83-010, streets and parts of streets as described in resolution that are established as one-way streets are identified as truck routes.

Since 2005, the State of California has adopted the following pieces of legislation with major implications for transportation planning, in addition to an executive order issued by the Office of the Governor:

**Executive Order S-03-05 (2005):** Establishes state agency climate action team, and directs GHG emission reductions as priority

**AB 32 (2006):** Required California Air Resources Board (CARB) to identify sector-specific measures to reduce GHG emissions.

**SB 97 (2007):** Required Office of Planning & Research (OPR) to adopt CEQA greenhouse gas (GHG)/climate change guidelines.

**SB 375 (2008):** Required MPOs to develop sustainable community strategies to achieve AB 32 GHG reduction targets established through the regional targets advisory committee and provides potential CEQA relief for select development projects. SACOG adopted their most recent Sustainable Communities Strategy (SCS) in 2016.

**AB 1358 (2008):** Required the legislative body of a city or county, upon revision of the circulation element of their general plan (after January 1, 2011), to identify how the jurisdiction will provide for the routine accommodation of all users of the roadway (i.e., complete streets) including motorists, pedestrians, bicyclists, individuals with disabilities, seniors, and users of public transportation.

**SB 226 (2011):** Required OPR to modify the CEQA Guidelines to set forth a streamlined review process for infill projects.

**SB 743 (2013):** Required changes to the guidelines implementing CEQA regarding the analysis of transportation impacts. The California Natural Resources Agency certified and adopted changes to the CEQA Guidelines that identify vehicle miles traveled (VMT) as the most appropriate metric to evaluate a project's transportation impact. With the certification and adoption of the changes to the CEQA Guidelines, automobile delay, as measured by "level of service" and other similar metrics, generally no longer constitutes as a significant environmental effect under CEQA.

### Regional

SACOG is responsible for the preparation of, and updates to, the Metropolitan Transportation Plan (MTP)/SCS and the corresponding Metropolitan Transportation Improvement Program (MTIP). The MTP/SCS provides a 25-year transportation vision and corresponding list of projects. The MTIP identifies short-term projects (seven-year horizon) in more detail. The 2016 MTP/SCS that covers the planning period from 2012 to 2036 was adopted by the SACOG board in 2016.

SACOG is also responsible for the oversight and distribution of most Federal and State transportation funding, and develops the air quality plans and compliance measures, which incorporate mobile (vehicular) pollution sources.

The Sacramento Transportation Authority is responsible for administering the original Measure A half-cent sales tax and its recent extension.

### **Local**

The Mobility Element of the City of Sacramento’s 2035 General Plan contains goals and policies related to the City’s roadway network.

The Sacramento Climate Action Plan (2011) sets forth locally-based strategies, measures, and actions to reduce GHG emissions within the City. The plan includes transportation-focused strategies related to mobility and connectivity within the City, as well as to the relationship between transportation infrastructure and sustainable land use practices.

Many of the arterials and collectors within the city continue into adjacent jurisdictions (West Sacramento, Sutter County, Sacramento County, etc.). These agencies control the size and function of the roadway within their boundaries, and land uses within these bordering jurisdictions generate traffic on the city’s roadways.

## **3.3 Transit Services**

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### **INTRODUCTION**

A wide range of transit services are provided in the city. Transit services include public bus service, light rail transit, commercial bus service, and interregional and interstate passenger train service. Park-and-ride facilities are also provided throughout the city to facilitate ridesharing and automobile access to the regional transit system, and carpooling. According to the US Census Bureau’s 2018 ACS Data Profiles, 3.7 percent of commuters take transit to work in the City of Sacramento, which is less than the state average of 5.2 percent.

Figure 3-4 shows the percentage of commuters who take transit to work by neighborhood.

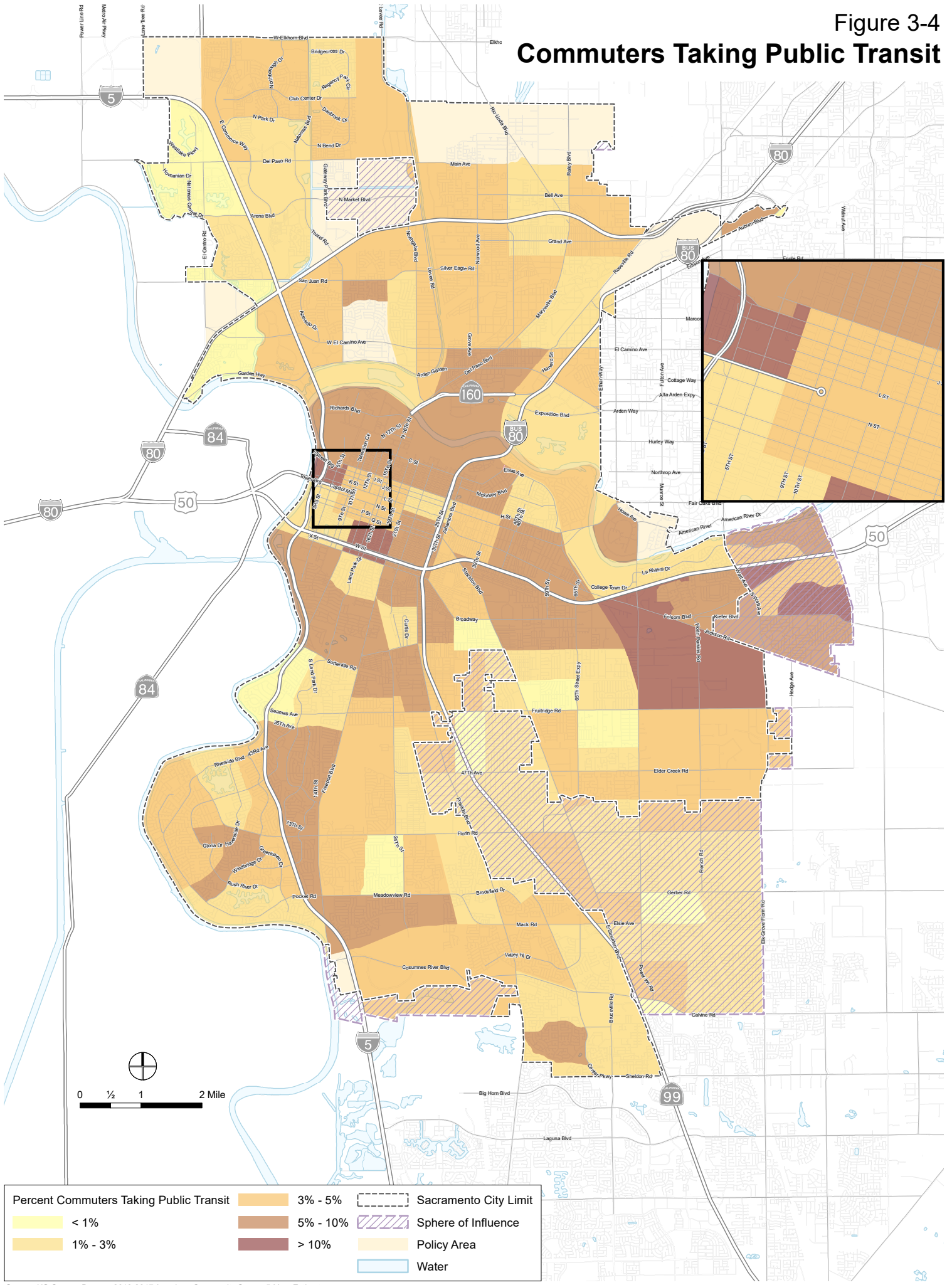
### **EXISTING CONDITIONS**

Local, regional and interregional transit services within the City are described below.

#### **Local Service**

The Sacramento Regional Transit District (RT) provides local bus and light rail service within the City of Sacramento and the greater Sacramento Region, covering nearly 400 square-mile of service area. The agency aims to “promote and improve access in the Sacramento region by providing safe, reliable, and fiscally responsible transit service that links people to resources and opportunities” within the region (RT 2015). The eleven-member RT Board of Directors, made up of local and county elected officials – is charged with implementing this mission and oversees the agency’s \$169 million FY 2019 operating budget and its \$527.6 million FY 2019 budget for capital improvements.

Figure 3-4  
**Commuters Taking Public Transit**



Source: US Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

### *Bus and Shuttle Service*

The RT transit vehicle fleet currently (2019) includes 197 compressed natural gas-powered buses, 27 shuttle vans, and 12 zero emission electric buses. The RT Board of Directors has committed to electrifying the bus fleet faster than required by the State of California. RT operates 65 bus routes, including 30 regular all-day routes, 34 peak-period-only routes, 1 neighborhood ride route<sup>3</sup>, and community bus services including North Natomas Jibe Express, Rancho CordoVan. Fixed-route bus routes reach 3,100 bus stops throughout Sacramento County. Eight bus-only transfer centers accommodate transfers between routes, while 32 transit centers facilitate transfers between bus routes and intermodal transfers to and from RT Light Rail lines.

In 2019, RT launched the SmaRT on-demand micro-transit pilot in South Sacramento and has continued to expand service to neighborhoods in the City and Sacramento County. SmaRT micro-transit is the first of its kind in City of Sacramento, and it serves many lower income and disadvantaged neighborhoods.

### *Light Rail Service*

To provide high-frequency, high-capacity transit service, RT operates a 43-mile light rail transit system. RT operates 97 light rail vehicles on three light rail lines with 52 stops. Figure 3-5 shows the alignment for RT's Blue, Gold, and Green Light Rail Lines, the location of RT-operated Park and Ride lots, and the roadways in the General Plan Policy Area that are served by RT bus routes. Riders can travel along the Blue Line to the north-east through the Arden/Del Paso area to the I-80/Watt Avenue light rail station, and to the south through South Sacramento to Cosumnes River College station. Riders can travel along the Gold Line from the Sacramento Valley Station in Downtown Sacramento to the east through East Sacramento and past California State University at Sacramento (CSUS) to the City of Folsom. The Green Line runs through north downtown to Township 9, Natomas, and is planned eventually to reach Sacramento International Airport.

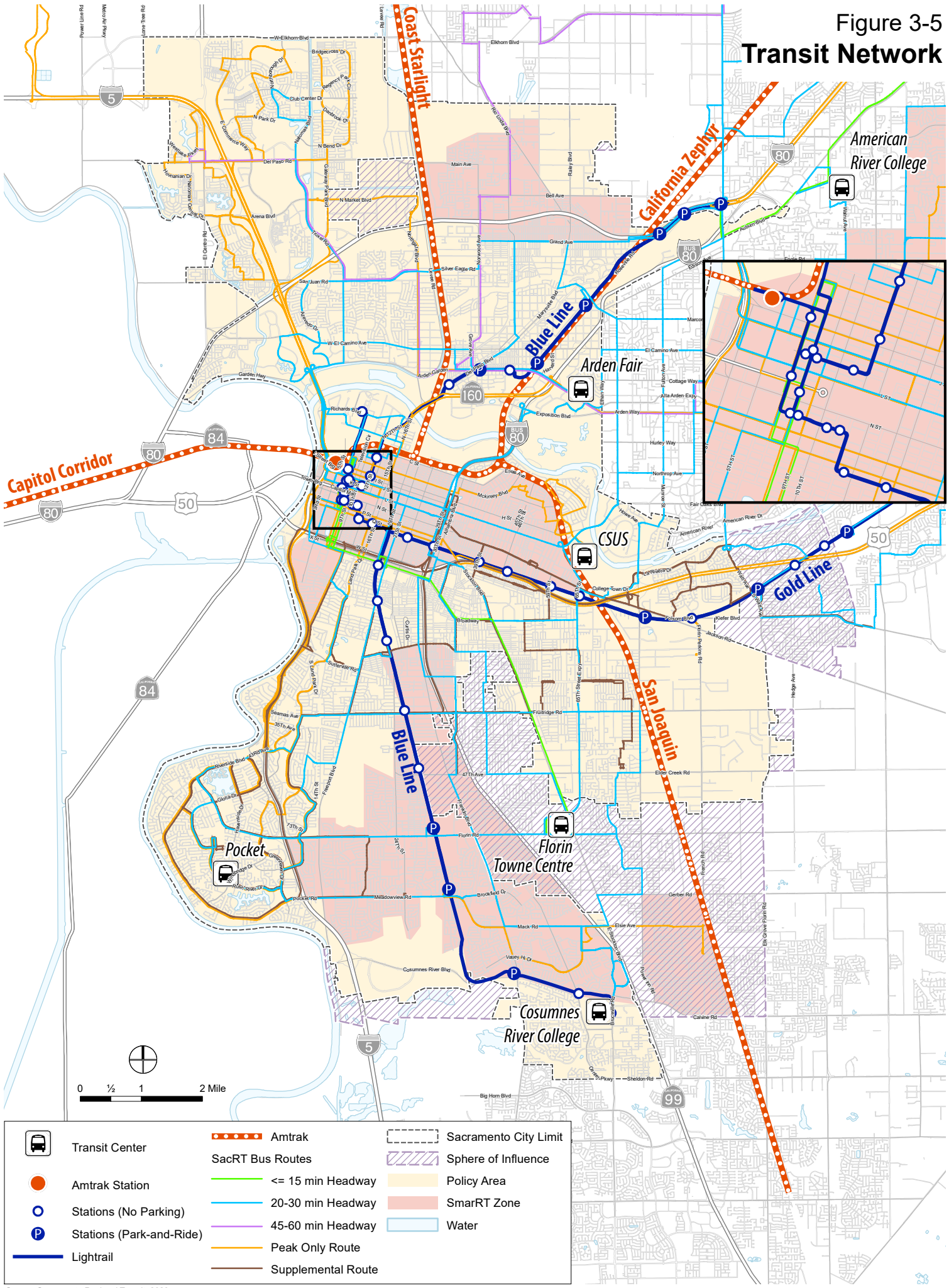
### *Span and Frequency of Bus and Light Rail Services*

RT provides transit service 365 days a year. Buses operate daily from 5 a.m. to 11 p.m. every 12 to 60 minutes, depending on the route, and time of day. Light rail trains begin operation at 4 a.m. with service every 15 minutes during the day and every 30 minutes in the evening and during early morning service on weekends. Blue Line and Gold Line trains operate until 12:30 a.m. Green Line trains operate every 30 minutes, Monday through Friday, from approximately 6 a.m. to 8:30 p.m. The SmaRT micro-transit service buses operate daily from 6 a.m. to 10 p.m., with some variation in each service area (RT 2019).

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<sup>3</sup> The Neighborhood Ride buses have regular "fixed" routes and schedules like the rest of SacRT's service, but also offer special curb-to-curb service (not to be confused with ADA/paratransit door-to-door service) on routes 33 and 47.

Figure 3-5  
Transit Network



Source: Sacramento Regional Transit, 2020

### *Service for Patrons with Limited Mobility*

Although RT bus and light rail services are accessible to the disabled community, the agency also provides door-to-door service for patrons unable to travel on fixed-route bus and light rail lines, as required by the Americans with Disabilities Act (ADA). RT has contracted with Paratransit, Inc. to provide this essential service for over 30 years. Within the RT service area, approximately 290,000 ADA paratransit trips are provided annually (RT, 2018).

### *Ridership*

In FY 2018, Annual ridership was approximately 21 million passengers. Weekday light rail ridership averages about 37,000, while weekday bus ridership averages approximately 36,000 passengers per day (RT 2019). This represents a 5.3% decrease from FY 2017, with 9.3% decrease in light rail ridership and 9.3% decrease in bus ridership.

### *Planned Improvements*

In February 2019, the RT Board of Directors approved the SacRT Forward New Network plan and directed staff to begin preparations for major changes to the Sacramento bus network, including changes in service routes and frequency. In addition, RT plans the following improvements to its light rail system:

- Design and Construct Dos Rios light rail station located on North 12<sup>th</sup> Street
- Replace aging light rail vehicle fleet with new, low-floor light rail vehicles.
- Complete double tracking of the Gold Line between the Sunrise and Historic Folsom stations. This project will enable 15-minute service between historic Folsom and downtown Sacramento.
- Double tracking of Green Line from Sacramento Valley Station to North B Street, with a new infill station located on 7<sup>th</sup> Street.
- The planned Green Line to the Airport Project would extend service from Downtown Sacramento through Natomas to the Sacramento International Airport. The project is approximately 13 miles in length and would have a total of 13 stations.
- Develop Zero Emission Vehicle (ZEV) Conversion Plan with the goal to convert the entire fleet to zero-emission vehicles.

The Downtown Riverfront Streetcar project, a partnership between the cities of West Sacramento and Sacramento, as well as RT and SACOG, Yolo County Transportation District, and Caltrans, is in the final design phase. The planned 4.4-mile fixed-rail streetcar line will extend from the West Sacramento Civic Center to the Midtown entertainment and retail district in the City of Sacramento, and connect major destinations including Raley Field, the River District, Downtown

Commons, the California State Capitol, the Railyards Specific Plan Area, and adjacent neighborhoods.

**Regional Service**

Greyhound provides commercial bus service, with connections to over 3,800 service destinations in North America. In July 2011, a new Greyhound bus terminal opened on Richards Boulevard north of Downtown Sacramento. The terminal is open 24-hours a day and houses an on-site restaurant, passenger waiting areas, and ticketing facilities.

Megabus provides commercial city-to-city express bus service from Sacramento to San Francisco. The Megabus stop is located at the University/65<sup>th</sup> Street light rail station on 65<sup>th</sup> Street.

Many regional commute buses provide daily bus service to Sacramento, most of them designed to serve workers who travel to and from downtown Sacramento during peak commute hours. A recent tabulation counted 13 regional commuter bus agencies providing weekday service with over 90 combined routes. Regional bus services contracted to Amtrak connect to a wide network in Northern California with 32 bus routes feeding into Sacramento Valley Station. Recently passed SB742 eliminates the requirement for these Amtrak bus routes to use the train as part of their journey to facilitate more passengers using the bus service.

Amtrak provides regional commercial rail service. As shown in Table 3-7, Amtrak provides interstate passenger train service and is contracted to operate state-funded intercity service to the Sacramento Valley Station in Downtown Sacramento at 401 I Street. The station is open seven days a week from 4:00 AM until 11:59 PM for ticket sales and baggage service. The station is the 7<sup>th</sup> busiest in the nationwide Amtrak network. Interregional and interstate service operate via the following lines and service levels:

**Table 3-7: AMTRAK Interregional Service**

Route	Service
California Zephyr (San Francisco, Sacramento, Denver, Chicago)	2 trips/day
Coast Starlight (Seattle, Portland, Sacramento, San Francisco, Los Angeles)	2 trips/day
San Joaquins (San Francisco, Sacramento, Bakersfield)	4 trips/day
Capitol Corridor (Sacramento, Bay Area)	15 roundtrips/weekday 11 roundtrips/weekend & holidays

Source: Amtrak. 2017. *California Zephyr Schedule, Effective July 20, 2017*; Amtrak. 2019. *Coast Starlight Schedule, Effective February 14, 2019*; Amtrak. 2018a. *Capitol Corridor Schedule, May 7, 2018*; Amtrak. 2018b *San Joaquins Schedule, Effective December 17, 2018*.

The Capitol Corridor is the busiest line serving Sacramento, and 3<sup>rd</sup> busiest Amtrak route in the nation, with 15 roundtrips to destinations in the San Francisco Bay Area each weekday and 11 roundtrips on Saturday and Sunday. The state-funded Capitol Corridor intercity passenger train



service operated by Amtrak, provides service along a 170-miles rail corridor between San Jose, Oakland, Richmond, Sacramento and Placer County. The Capitol Corridor Joint Powers Authority (CCJPA) is a partnership of six local transit agencies in the eight-county service area that shares the administration and management of the Capitol Corridor. The San Francisco Bay Area Rapid Transit District (BART) provides day-to-day management support to the CCJPA along with the partners who help deliver the Capitol Corridor service. Capitol Corridor trains carried approximately 1.7 million passengers in FY 2018, a 21 percent increase from FY 2013 (CCJPA 2018). It's 90 percent on-time performance makes this corridor one of the best performing service in the Amtrak system. Since 1998, service levels have increased by 275 percent from 8 to 30 daily trains on weekdays. During the same period, ridership has increased from 463,000 to 1.7 million and corridor revenue has increased by 480 percent to \$36.22 million (CCJPA 2018). Service expansion to Roseville and Auburn is forthcoming to increase the number of trains between Sacramento and Roseville.

The San Joaquins provides two daily roundtrips between Sacramento and its southern terminus at Bakersfield and Stockton. The San Joaquin Joint Powers Authority (SJJPA) is a partnership of ten local transit agencies in its service area that shares the administration and management of the San Joaquin Rail Service. The SJJPA and the San Joaquin Regional Rail Commission (SJRRC) have developed plans for the Valley Rail Sacramento Extension Project, which would provide additional passenger rail services between Sacramento and the San Joaquin Valley. The planned expansion includes track improvements along the UPRR Sacramento Subdivision and the construction of five new stations in the Sacramento region. The proposed stations would include North Elk Grove along Cosumnes River Boulevard in South Sacramento; City College; Midtown Sacramento; Old North Sacramento; and Natomas/Sacramento Airport). Increased passenger rail service would include one additional round trip of Amtrak San Joaquins service between the existing Fresno Amtrak Station and the proposed Natomas/Sacramento Airport Station, and one additional round trip of Amtrak San Joaquins service between the existing Bakersfield Amtrak Station and the proposed Natomas/Sacramento Airport Station. The proposed project would also include additional round trips of the Altamont Corridor Express (ACE) service between the proposed Natomas/Sacramento Airport Station and the existing San Jose Diridon Station, the existing Stockton Downtown/ACE Station, and the proposed Ceres ACE Station.

### *Phased Improvements*

Sacramento's downtown historic Sacramento Valley Station (SVS) and city-owned parcel are being transformed into a Northern California regional transportation hub to serve all modes of travel to and from the station: passenger train, light rail, bus, micro-shuttle, taxi, rental car and bicycle. The site was once the western terminus for the transcontinental railroad and has been part of major railroad holdings in downtown Sacramento since the mid-19th century. The project has progressed in three stages:

- Phase 1 (Completed February 2013) - Resulted in passenger and freight railroad tracks being moved 500 feet north to accommodate longer passenger trains, more efficient rail travel, a safer means of crossing the railroad tracks and connections to the downtown within the Railyards property. New facilities included passenger platforms and canopied

walkways, electronic information systems, landscaping and other amenities. The phase also included construction of three tunnels under the realigned tracks - the Central Passenger Tunnel, the Service Tunnel, and the West Tunnel, which will connect cyclists and pedestrians to the State-owned buildings designated for expansion in the State Railroad Museum complex. The depot also received basic structural upgrades and code improvements, including seismic retrofit work, installation of fire sprinklers and detection systems and accessibility improvements.

- Phase 2 (Completed March 2017) – Completed renovation of the historic Southern Pacific Station which relocated Amtrak facilities to the west wing of the station to achieve greater operational efficiency to the relocated platforms, via the new Service Tunnel. The relocation of Amtrak also provided for new tenant lease space on the ground and upper levels on the east wing, accessible by 5<sup>th</sup> Street and the connections to the Central Business District. The building was fully restored throughout under the Secretary of the Interior Standards for Historic renovation, and the energy and water system improvements were made at a high level of efficiency and sustainable use of materials to target a LEED Platinum level certification (certification expected in 2020). The work was funded by a \$15 million Transportation Investment Generating Economic Recovery (TIGER) grant and Measure A Sales Tax for county transportation improvements. The renovation funding also included improvements for bicycle facilities and passenger amenities and provided shell improvements for tenant areas. Currently the station is more than 75% leased, with active interest in the remaining space.
- Phase 3 – Is a series of projects planned to be implemented in the next 5 to 20 years to expand the station transportation facilities and create a destination of activity for travelers and locals, centered conveniently to downtown, the Railyards, and the Old Sacramento Waterfront. The master plan for the site prioritizes the ultimate needs of the Sacramento Valley Station as the local and Northern California transportation center that will eventually support high intensity land uses aligned with value of the site with future connections to and arrival of high-speed rail. The plan identifies the realignment of the existing light rail terminal station to a through station alignment from H Street, to a new platform parallel to 5<sup>th</sup> Street and connecting to 7<sup>th</sup> Street at the intersection with F Street. The plan also includes a Bus and Mobility Hub located parallel and just south of the passenger and freight tracks and physically connects with the existing Steve Cohn Passageway pedestrian passenger tunnel. This hub will include 18 bus bays for regional and intercity buses on an upper level, and below, provision for on-demand micro-shuttles and 116 car share parking spaces, and will provide bike storage and service facilities, public restrooms and facilities for bus driver break areas. The 2018 State Rail Plan anticipates passenger volumes that would exceed the capacity of the existing passenger tunnel, and the master plan, therefore, anticipates an overhead concourse bridging the tracks with vertical access to the platforms that is accessed from both the SVS site and the public plaza in the Railyards Historic Shops District.

- The site design follows the certification requirements of the Living Community Challenge (LCC) framework under the International Living Futures Institute (ILFI) and the Bus and Mobility Hub is to follow the Living Building Challenge (LBC) requirements that include net positive water and energy use.

### **Park-and-Ride Lots**

Park-and-ride lots enable commuters to access the regional public transit system by automobile, or to form carpools with other drivers. RT operates 22 park-and-ride lots with a total of 10,114 parking stalls (RT 2019). In March 2019, RT eliminated parking charges at all park-and-ride lots. Caltrans operates additional park-and-ride lots at locations across the Sacramento Region, including along SR 99 at Twin Cities Road, Sheldon Road, Calvine Road, Elkhorn Boulevard, and at the Caltrans maintenance yard in Elk Grove.

## **REGULATORY CONTEXT**

### **Federal and State**

- The Federal Transit Act, approved in 1976, provides policy and guidance for Federal involvement in public transit.
- The State's California Transportation Plan (CTP) 2040 (Caltrans 2016) provides guidance on long-range transportation planning issues. Under the umbrella of CTP, modal-specific plans including the California State Rail Plan (Caltrans 2018) and the Statewide Transit Strategic Plan (forthcoming) provide policy direction for an integrated transit and passenger rail network.
- The California Sustainable Communities and Climate Protection Act of 2008 (SB 375) requires each Metropolitan Planning Organization in the state, including the Sacramento Council of Governments (SACOG), to develop a Sustainable Communities Strategy (SCS) that integrates planning for transportation – including public transit – with land use and housing policies to ensure achievement of transportation-related greenhouse gas emissions reduction targets established by the California Air Resources Board (CARB).

### **Local**

The development of local and regional transit facilities, provision of transit services, and related policies are guided by the vision, goals, and strategies articulated in the following plans:

- Sacramento Regional Transit District Strategic Plan 2015 – 2020 (RT 2015). This plan identifies goals, strategies, and performance indicators to guide RT from its current to its desired state toward realizing its vision.

- Sacramento Regional Transit District Short Range Transit Plan FY 2012-2022 (RT 2012). This plan identifies immediate actions to meet near-term needs in a fiscally constrained environment.
- TransitAction: Sacramento Regional Transit Master Plan (RT 2009). This Plan identifies the vision, goals, and strategies necessary to meet the region’s long-term transit needs.
- 2016 Metropolitan Transportation Plan/Sustainable Communities Strategy (SACOG 2016).

The City of Sacramento Climate Action Plan (City of Sacramento 2011) establishes City targets for the reduction of greenhouse gas (GHG) emissions in the City of Sacramento to 38% below 2005 levels by 2030. The CAP details strategies, and specific actions the City can take to reduce emissions and avoid or mitigate the effects of climate change, including the following transportation-related measures (Strategy 2 – Mobility and Connectivity), which are projected to contribute to 8% of the total reduction in GHG emissions necessary for the City to meet its interim targets by 2020:

- Multi-modal travel options: Includes expanded public transit facilities and services, and improves access to existing transit increasing overall transit ridership.
- Improved pedestrian environment: Improves access to transit.
- Increased transit mode share.
- Low-emission vehicles: May include upgrading public transit fleet to reduce emissions.
- Connected transportation system: Includes improving connections to and within the regional transit system and between transit and other modes of transportation.
- Transportation Demand Management (TDM): Includes incentives, policies and other programs that encourage utilization of public transit.

### 3.4 Bikeways

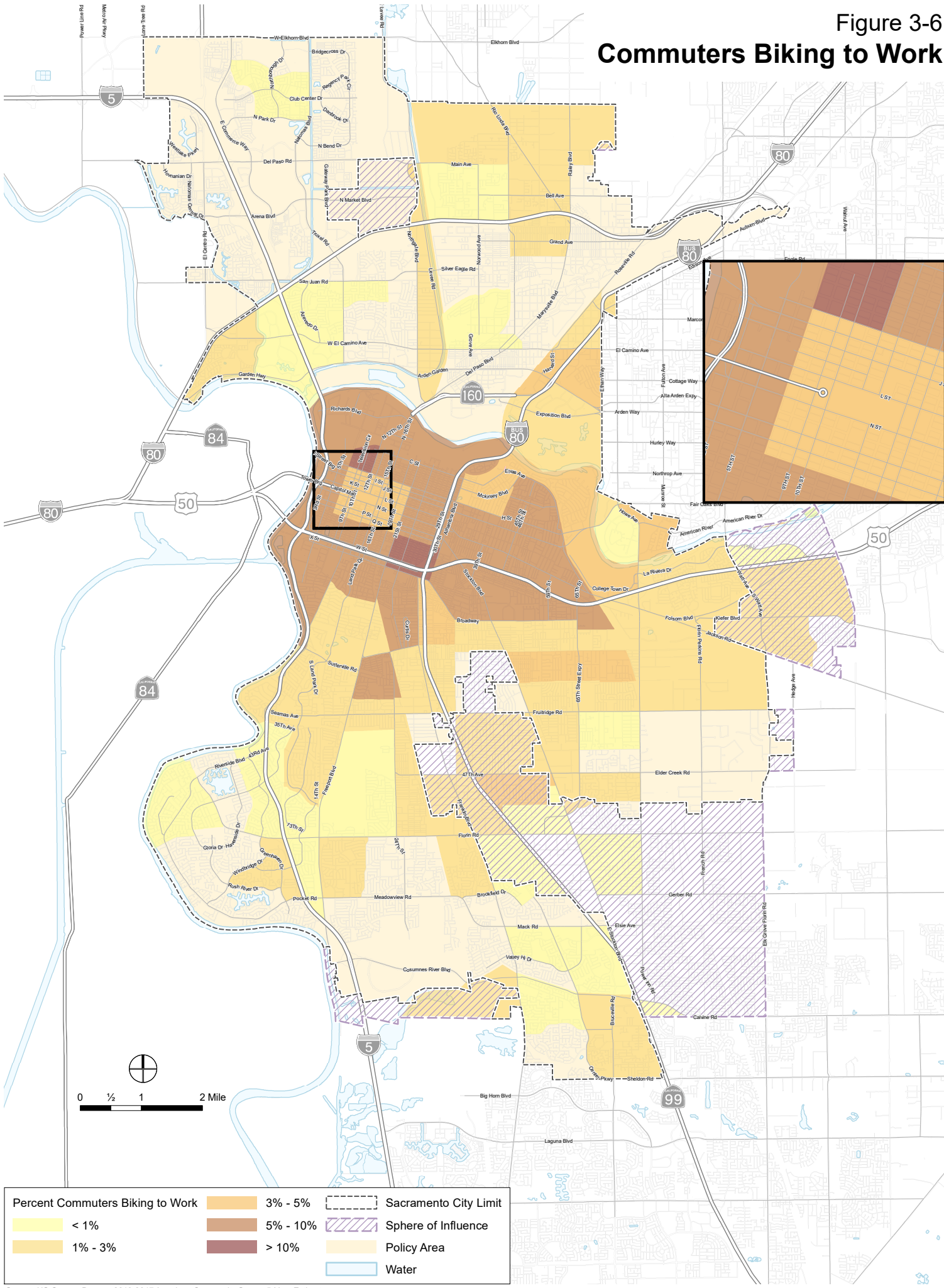
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#### INTRODUCTION

City of Sacramento’s flat topography and temperate year-round climate provide ideal conditions for bicycling as a primary mode of transportation. Over the years, the City has facilitated bicycle travel through the provision of a variety of bicycle facilities, ranging from on-street neighborhood bicycle routes to the renowned American River Bike Trail. In 2018, City approved the operation of JUMP Bikes, a private business that provides shared electric bicycles and e-scooters in the core areas of Sacramento, West Sacramento, and Davis. According to the US Census Bureau’s 2013-2017 American Community Survey, 1.9 percent of commuters bike to work in the City of Sacramento, which is greater than the state average of 0.6 percent. Figure 3-6 shows the percentage of commuters who bike to work by neighborhood.

In 2016, the City adopted the City of Sacramento Bicycle Master Plan (City of Sacramento amend. 2018). The primary purpose of the bikeway master plan is to set forth bicycle related investments, policies, programs and strategies to establish a complete bicycle system.

Figure 3-6  
**Commuters Biking to Work**



Percent Commuters Biking to Work	3% - 5%	-----	Sacramento City Limit
< 1%	5% - 10%	////	Sphere of Influence
1% - 3%	> 10%	-----	Policy Area
		-----	Water

Source: US Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

The plan identifies existing and planned bicycle routes, lanes, separated bikeways, and shared-use paths within the city, presents appropriate design features of bikeways, such as signs and markings, and promotes bicycle safety and education programs. The 2016 update to the plan focuses on equity by engaging underrepresented neighborhoods and designing low-stress bikeway network for all ages and abilities.

The primary goal of the bikeway improvements proposed in the City's Bikeway Master Plan is to encourage more bicycling by the citizens of Sacramento for both transportation and recreation, and thereby allowing the City of Sacramento to meet General Plan emission targets.

In an effort to identify key projects and investment priorities that will support multi-modal transportation in Central City, the City has completed a downtown transportation study, Sacramento Grid 3.0 (City of Sacramento 2016). Bicycle network improvements identified in this study include new separated bikeways, bike lanes, and shared-use paths that will fill gaps in the existing bicycle network.

### **EXISTING CONDITIONS**

Bikeways are classified according to the following five types:

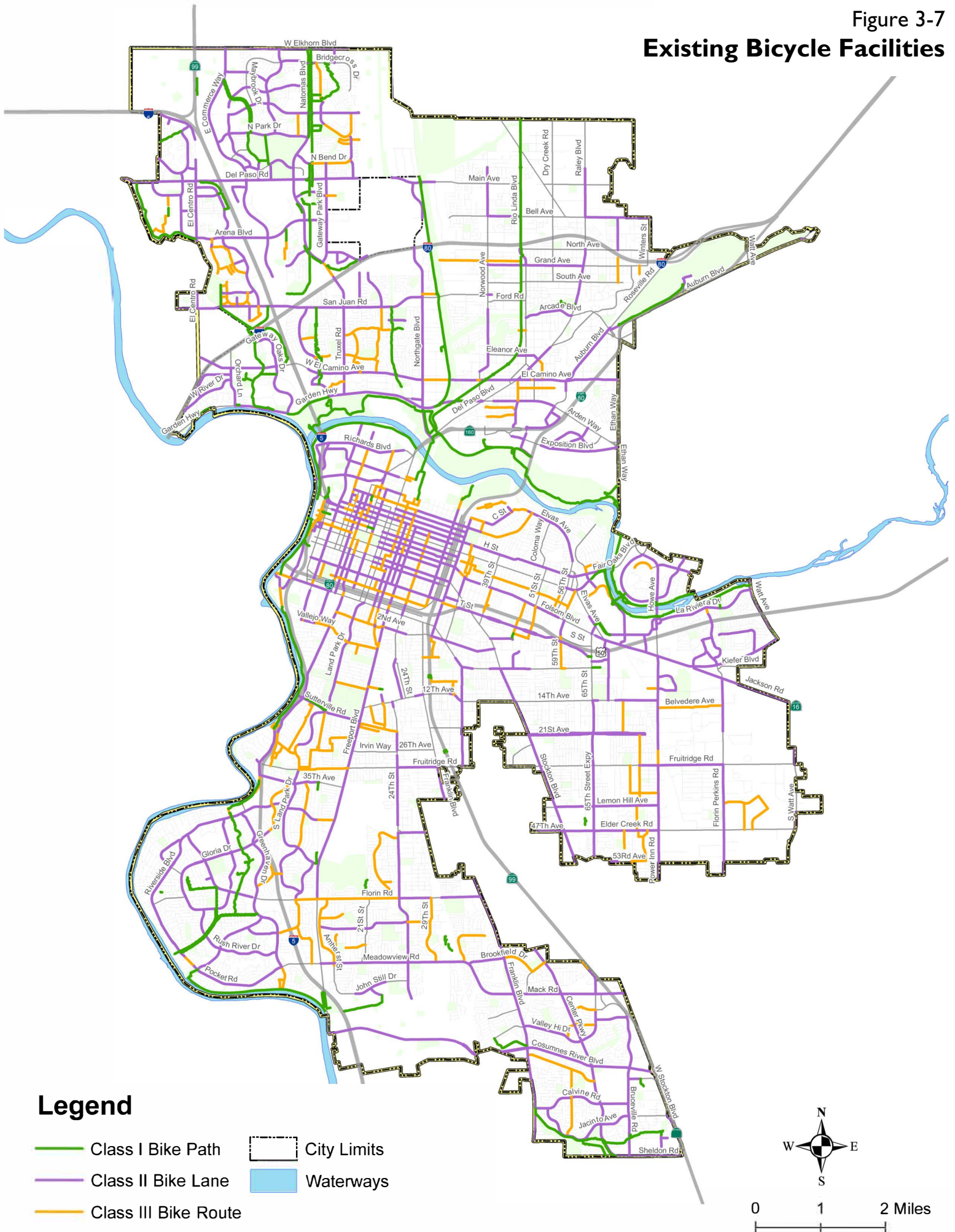
- Class I – off-street shared-use paths with exclusive right of way for bicyclists and pedestrians
- Class II – on-street bike lanes marked by pavement striping and signage
- Class II Enhanced – on-street bike lanes that include a striped buffer between the bike lane and travel lanes
- Class III – on-street bike routes that share the road with motorized vehicles
- Class IV – separated bikeway located within or directly adjacent to the roadway for the exclusive use of bicycles and e-scooters, which includes a vertical element to provide further separation from motor vehicle traffic.

Existing and proposed bicycle facilities within the city are displayed in Figure 3-7. As shown, on-street bike lanes or buffered bike lanes (Class II and Class IV) are present on many roadways within the City, and many city streets are designated as Class III bicycle route.

Recognizing the importance of providing safe and inviting bicycle facilities, the City continues to implement active transportation and complete streets projects. Innovative solutions such as buffered bike lanes, parking-protected bikeways, and hybrid beacon crossing with crosswalk have been implemented or planned along many corridors within the City.

Several Class I shared-use paths throughout the city provide exclusive right-of-way to bicyclists and pedestrians. The following Class I shared-use facilities serve a regional population who use the facilities for commute and recreation:

Figure 3-7  
Existing Bicycle Facilities



The American River Parkway Trail is a Class I shared-use facility between Discovery Park in Sacramento and the City of Folsom. The paved path is approximately 30 miles long and follows the American River. The path serves bicyclists commuting to work and recreational users.

The Sacramento River Parkway Trail is a Class I shared-use facility along the eastern bank of the Sacramento River between I-80 in South Natomas to the southern border of the City. The trail is approximately 16 miles long, with over half of the miles paved and plans for the rest to be paved.

The Ueda Parkway is a Class I shared-use facility along Steelhead Creek between Del Paso Road and Arden Way. The trail links Downtown Sacramento, Natomas, and established neighborhoods in the region north of the American River. In addition to bicyclist and pedestrians, equestrian use is allowed on parts of the trail.

The Sacramento Northern Trail is a Class I shared-use facility that runs north-south between the Sacramento/Sutter County line and the American River, roughly parallel to Rio Linda Road. This 10-mile trail links Downtown Sacramento and established neighborhoods in the region north of the American River, and is planned to eventually connect to the Ueda Parkway trail to form a Sacramento/Sutter County loop trail around the Natomas basin.

## **REGULATORY CONTEXT**

### **Federal and State**

There are no Federal regulations relevant development of the General Plan policy relating to bikeways.

The State's California Transportation Plan (CTP) 2040 (Caltrans 2016) provides guidance on long-range transportation planning issues. Under the umbrella of CTP, the Towards an Active California State Bicycle and Pedestrian Plan (Caltrans 2017) provides statewide policy direction to support travel by bicyclists, pedestrians, and other active transportation modes.

### **Local**

The City of Sacramento's 2035 General Plan contains goals and policies related to bikeways.

The City of Sacramento Bicycle Master Plan (amend. 2018) contains goals and policies related to the planning, operation, and design of bicycle facilities.



## 3.5 Pedestrian Facilities

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### INTRODUCTION

Travel by walking is something that nearly every Sacramentan does on a daily basis and is the foundation for the City's mobility. Residents of the City walk to work, parks, schools, neighborhood retail, and transit facilities. In California, 2.7 percent of commuters walk to work (U.S. Census Bureau, 2013-2017 American Community Survey). In Sacramento, 2.8 percent of commuters walk to work, which is slightly greater than the state average.

Walking travel in Sacramento varies greatly by neighborhood. As shown in Figure 3-8, neighborhoods with the highest percentages of commuters who walk to work are located in Central City and Campus Commons, and neighborhoods with the lowest percentages of residents who walk to work are generally within the northern-most and southern-most portions of the city.

The walk commute map provides an indirect measure of the varying degree of walkability among different areas of the City. Factors such as the presence of dense gridded streets with pedestrian facilities, pedestrian-scale streetscape, and a mix of residential and retail and employment land uses help create a highly walkable urban environment.

To enhance and improve the walking environment, the City implements crosswalks, pedestrian countdown signals, traffic calming measures, street trees, and similar measures. In 2006, the City adopted a Pedestrian Master Plan. This document complements prior City documents and programs such as the Pedestrian Safety Guidelines and the Neighborhood Traffic Management Program. In an effort to identify key projects and investment priorities that will support multi-modal transportation in Central City, the City has completed a downtown transportation study, Sacramento Grid 3.0 (City of Sacramento 2016). Pedestrian accessibility improvements include a complete pedestrian network, pedestrian-priority treatments, and streetscape improvements.

### EXISTING CONDITIONS

The City has implemented community programs and adopted guidelines over the past several years to enhance the pedestrian environment within Sacramento as described below.

- The City of Sacramento Pedestrian Crossing Guidelines (City of Sacramento 2014) provides design guidelines on the current best practices for pedestrian facilities, to promote the enhancement of existing facilities, and to help provide safe and frequent pedestrian crossing facilities that support a walkable urban environment. The Guidelines are currently being updated and are expected to be adopted in 2020.
- The Speed Lump Program strives to improve neighborhood livability by slowing vehicles on residential streets. Requests for speed lumps are evaluated according to the Speed Hump Guidelines. Typically, the program budget allows for speed lumps construction on 10 to 16 streets each year.

- The Public Right-of-Way Accessibility Program allows citizens to request improvements in the public right-of-way (curbs, sidewalks, public parking) that will improve access for the community and meet ADA standards.
- The Complete Streets Policy provides a framework for the creation of Complete Streets that provide complete, connected multimodal transportation network that contributes directly to the safety, health, economic vitality, and quality of life of all residents, especially the most vulnerable, those walking and rolling.

### **REGULATORY CONTEXT**

#### **Federal and State**

The Americans with Disabilities Act (ADA) establishes requirements to accommodate disabled persons in all settings, including transportation facilities. These requirements include maximum sidewalk grades, minimum sidewalk widths, curb cut locations, and number/location of accessible parking facilities.

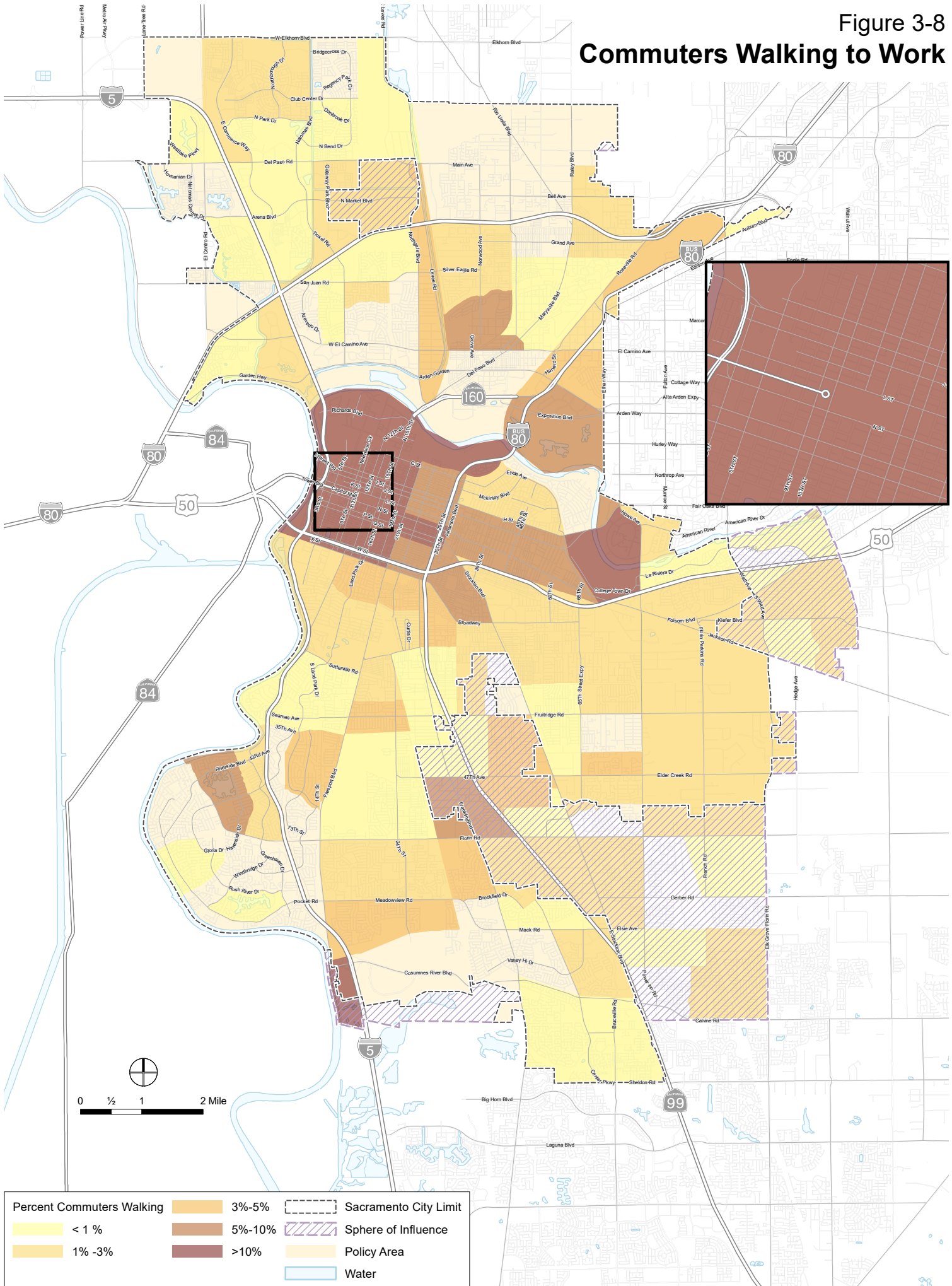
The State's California Transportation Plan (CTP) 2040 (Caltrans 2016) provides guidance on long-range transportation planning issues. Under the umbrella of CTP, the Towards an Active California State Bicycle and Pedestrian Plan (Caltrans 2017) provides statewide policy direction to support travel by bicyclists, pedestrians, and other active transportation modes.

#### **Local**

The City of Sacramento's 2035 General Plan contains goals and policies related to pedestrian facilities.

The City of Sacramento has adopted several local policies to enhance pedestrian safety and comfort. These documents are identified earlier in this chapter and include the Pedestrian Master Plan, Pedestrian Crossing Guidelines, Speed Hump Guidelines, and the Complete Street Policy.

Figure 3-8  
**Commuters Walking to Work**



Source: US Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

## 3.6 Aviation Facilities

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### INTRODUCTION

Six airports that serve both military and civilian operations are located in or close to the city of Sacramento. Executive Airport in south Sacramento is the only facility located within the city limits.

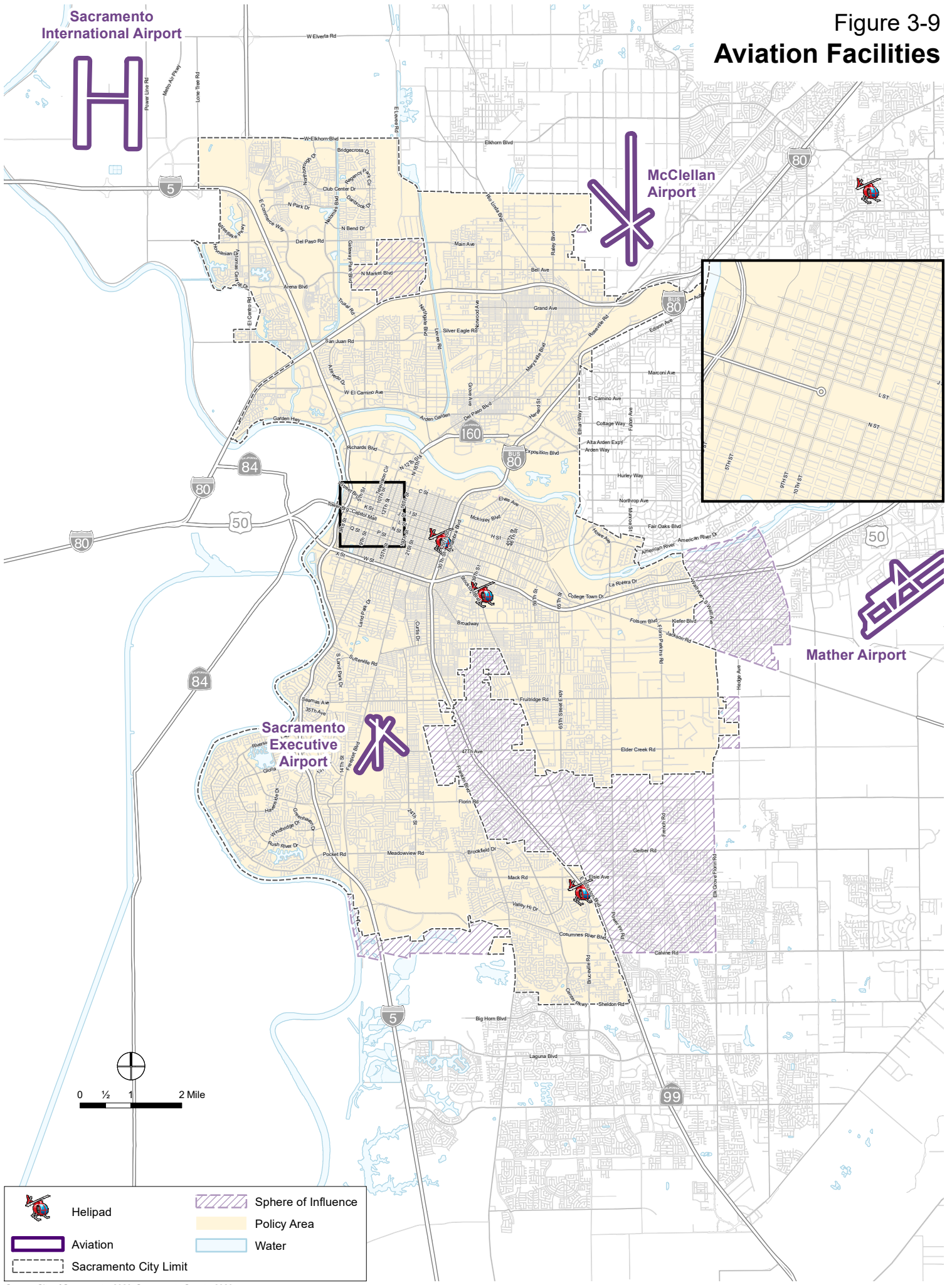
### EXISTING CONDITIONS

The Sacramento County Airport System oversees four airports: Executive Airport, Sacramento International, Mather Airport, and Franklin Field. Rio Linda Airport is not part of the Sacramento County Airport System; McClellan Airfield, although managed by the County Airport System, is under the County's Department of Economic Development and Intergovernmental Affairs. A brief summary of physical and operational conditions at each airport is provided below. Figure 3-9 identifies airport locations.

Executive Airport is owned by the City and located on Freeport Boulevard in South Sacramento. It has three runways; the largest runway is 5,503 feet long and 150 feet wide. About 261 aircraft are based at the field: 216 single-engine, 35 multi-engine, 4 jet-engine airplanes, and 6 helicopters. Executive Airport serves transient general aviation, local general aviation, air taxi, and limited military purposes.

Sacramento International, located 10 miles northwest of Downtown Sacramento, is owned by Sacramento County and has two runways. The longest runway is 8,601 feet long and 150 feet wide.

Figure 3-9  
Aviation Facilities



Sacramento International serves commercial, local general aviation, air taxi, and limited military purposes.

Sacramento County completed a 20-year Master Plan Update for Sacramento International in 2017. Between 1990 and 2012, passenger activity at the airport grew at an average rate of 4.1 percent per year, and air cargo (in metric tons) grew at an average rate of 3.7 percent per year. From 2012 to 2035, passenger and air cargo traffic are expected to grow by 2.9 percent and 1.9 percent per year, respectively.

Mather Airport is located 10 miles east of Sacramento and has two runways. The longest runway is 11,301 feet long and 150 feet wide. About 62 aircraft are based at the airport: 19 single-engine, 2 multi-engine, and 41 military aircraft. Mather Airport serves local general aviation, air taxi, transient general aviation, commercial, and military purposes.

Rio Linda Airport is privately owned and is located one mile south of Rio Linda. It has one runway approximately 2,625 feet long and 42 feet wide. A total of 139 aircraft are based at the airport, with 139 single-engine and 3 multi-engine airplanes. Rio Linda Airport serves local general aviation and transient general aviation purposes.

Franklin Field is currently a public use airport owned and operated by Sacramento County. The facility is considered an uncontrolled airport since it does not have an air traffic control tower or personnel. A total of 12 single-engine airplanes are based at the airport. There are approximately 32,000 operations each year at Franklin Field, including flight training. The airport was acquired by the County of Sacramento in 1947 from the federal government under the Surplus Property Act of 1944 and was the former site of bomber training during World War II.

## **REGULATORY CONTEXT**

### **Federal and State**

There are no Federal regulations relevant to the development General Plan policy relating to airports.

The State's California Transportation Plan (CTP) 2040 (Caltrans 2016) provides guidance on long-range transportation planning issues. Under the umbrella of CTP, the California Aviation System Plan Policy Element (Caltrans 2016) provide policy direction for aviation and airport land use planning.

### **Local**

The City of Sacramento's 2035 General Plan contains goals and policies related to airports.

## 3.7 Waterway Facilities

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### INTRODUCTION

Waterways within the city serve as recreational facilities and as a means to transport goods. The Sacramento River and American River are used by city residents and tourists for recreation and are vital parts of the community. The Port of West Sacramento, located just west of the City Limits, imports and exports goods into the city and region.

### EXISTING CONDITIONS

The Port of West Sacramento is located in West Sacramento in the southeast part of Yolo County and across the river from Downtown Sacramento. The facility is managed by the city of West Sacramento and governed by the Sacramento-Yolo Port Commission, which consists of four appointees by the Mayor of West Sacramento and one by the county board of supervisors. Facilities and terminals located at the port include five docking bays (each 600 feet long), a Union Pacific rail yard that services the port, and commodity handling facilities, including bulk rice and bulk grain elevators, bulk commodities bagging facility, and dry bulk cargo warehousing.

Within the City of Sacramento, the Sacramento Marina located in Miller Park on the Sacramento River provides berths for 475 vessels. This marina is owned and operated by the City.

### REGULATORY CONTEXT

#### Federal and State

The Sacramento and American Rivers are designated as navigable waterways according to the U.S. Army Corps of Engineers as follows (USACE 2019):

- American River – mouth to Bradshaw Road
- Sacramento River – full length through the City of Sacramento

These designations influence the construction of new crossings of the rivers such that new crossings must be at least as high as existing downstream bridges.

#### Local

The City of Sacramento's 2035 General Plan contains goals and policies related to waterways.

## 3.8 Railways

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### EXISTING CONDITIONS

The city is served by the Union Pacific Railroad (UPRR) freight trains. The UPRR serves 23 states in the western portion of the United States and is the largest North American railroad company. Transported commodities include chemicals, coal, food and food products, truck trailers and containers, forest products, grain and grain products, metals and minerals, and automobiles and parts. UPRR operates a railroad line that provides services within the Port of West Sacramento.

UPRR also operates three railroad subdivisions within the city, two that traverse through the central city north-south and the third that runs east-west directions and is the principle route for passenger service. Through Downtown Sacramento the railroad operates at-grade and impedes vehicle traffic flows through the area. Over 20 at-grade crossings are located throughout the city. Long freight trains can impact traffic operations on city streets, especially during peak commute hours.

Railway passenger services are discussed under Section 3.2, Transit Services. Figure 3-10 displays freight and passenger railways located within the City.

### CALIFORNIA HIGH-SPEED RAIL

The California High-Speed Rail Authority has proposed an 880-mile rail system that ultimately will provide passenger service between northern California (San Francisco and Sacramento) and San Diego. A 115-mile long Sacramento to Merced segment was identified as Phase 2 of project implementation and planning for this segment awaits the completion of Phase 1 (San Francisco to Anaheim segment). The Sacramento Valley Station in Downtown Sacramento would serve as the system's northern terminus, and as the only station located within the City.

### REGULATORY CONTEXT

#### Federal and State

There are no Federal regulations relevant to the development General Plan policy relating to railways.

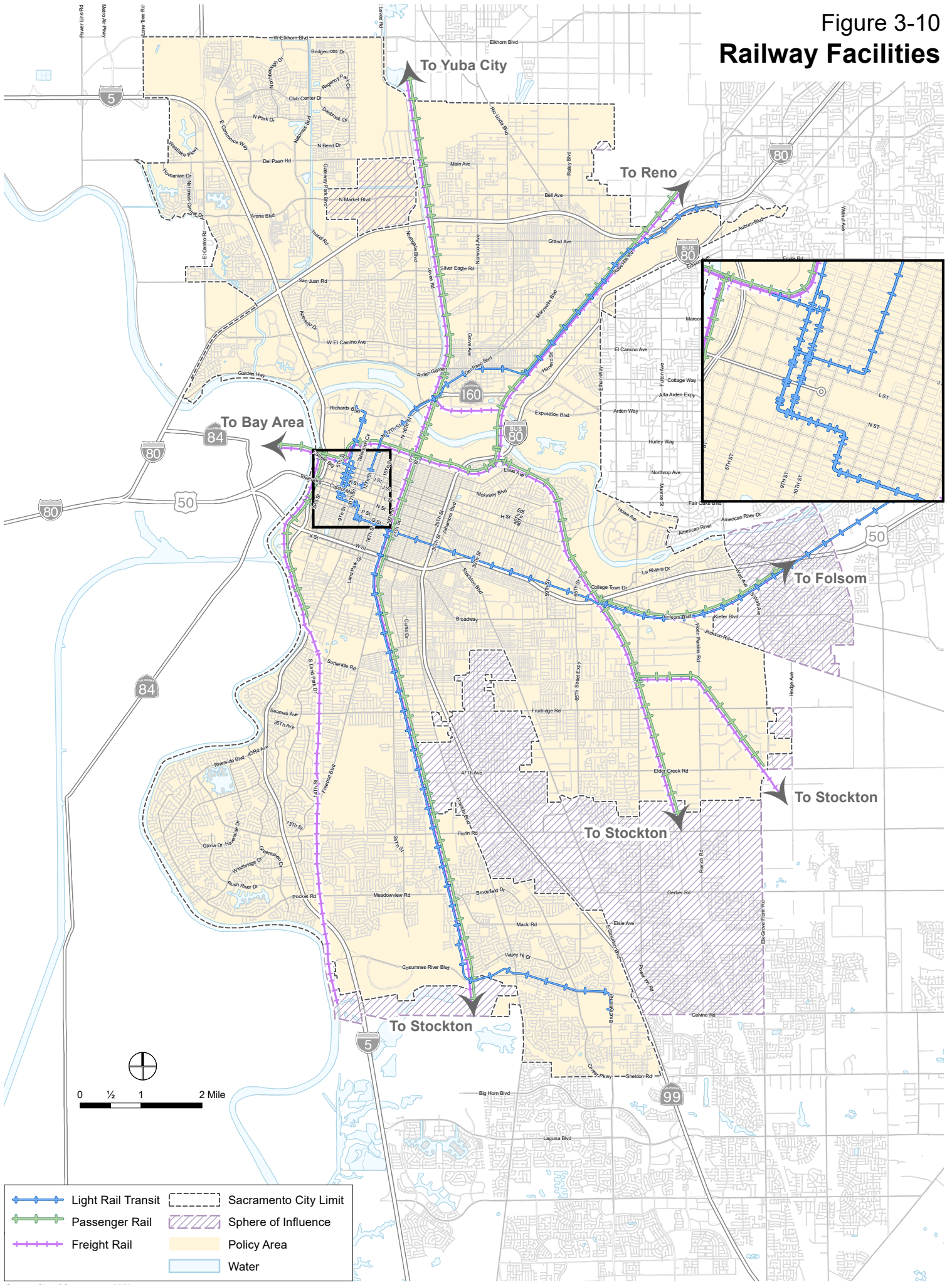
The State's California Transportation Plan (CTP) 2040 (Caltrans 2016) provides guidance on long-range transportation planning issues. Under the umbrella of CTP, the California State Rail Plan (Caltrans 2018) and the California Freight Mobility Plan (Caltrans 2014) provide policy direction for the passenger and freight rail network.

#### Local

The City of Sacramento's 2035 General Plan contains goals and policies related to railways.



Figure 3-10  
**Railway Facilities**



Source: City of Sacramento, 2020

### 3.9 Local Transportation Development Funding Programs

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The City of Sacramento has adopted developer-funded traffic impact fee programs to pay a portion of the cost of constructing future transportation improvements.

The Citywide Transportation Development Impact Fee (TDIF) is established and imposed pursuant to City Code section 18.65.3 to finance the design, construction, installation, improvement, and acquisition of the infrastructure. As a development impact fee, the TDIF can be charged only to new development and must be based on the impact of the new development on transportation facilities infrastructure, as identified in the TDIF nexus study. The TDIF is paid by developers prior to issuance of building permits.

Fee districts, also known as development impact fees, collect fees at time of development in specific geographic development areas for the purpose of constructing or reimbursing developers for constructing public improvements such as streets, water and sewer facilities, streetlights, etc. The City has finance plans that provide funding for transportation projects in the following fee districts:

- 65<sup>th</sup> Street
- Central City
- Delta Shores
- Downtown
- North Natomas
- Railyards
- River District
- South Natomas
- Willowcreek

The City also has a Major Street Construction Tax, a surcharge on all new construction and reconstruction of buildings (excluding disaster reconstruction) that is currently (2019) set at 0.8 percent of building permit valuation. These funds can only be used for construction, replacement or alteration of major roadways, traffic control, and lighting.

### 3.10 Transportation Funding

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The City of Sacramento owns and maintains over 3,000 lane-miles of streets, 150 bridges, 3,200 miles of sidewalks, 83 miles of off-street bikeways, and over 850 signalized intersections (City of Sacramento 2019). The City has a Capital Improvement Program (CIP) to fund transportation projects, such as roadway widening, signalization of intersections, signing and striping. Four subprograms are part of the CIP: 1) Street Maintenance, 2) Street Improvements, 3) Signal/Lights/Traffic Control, and, 4) Parking Facilities.

Funding for capital improvement projects is provided by a range of federal, state, regional, and local programs. Major transportation projects are often funded with a mix of sources. A brief description of current funding sources is provided below.

- **Transportation Sales Tax – Measure A:** A local one-half cent transportation sales tax approved by Sacramento County voters in November 1988 and extended through a second vote in November 2004 to supplement local transportation revenues. This sales tax provides funding for certain projects listed in the ballot measures, including street maintenance, transportation projects, transit projects and operations, bicycle improvements, and pedestrian improvements. The Sacramento Transportation Authority (STA) is the administering agency for the sales tax program.
- **Gas Tax:** In 2010, Governor Schwarzenegger signed Assembly Bill 105, which influenced how the state taxes gasoline and spends those revenues. The bill, known as the “fuel tax swap”, eliminated the state sales tax on gasoline and replaced it with a 17.3 cent excise tax, with inflation adjustment. The proceeds of this excise tax are allocated:
  - 44% to local streets and roads
  - 44% to the State Transportation Improvement Program (STIP), which funds new construction projects that add capacity to the transportation system
  - 12% to the State Highway Operation and Protection Program (SHOPP), which provides funding for pavement maintenance, rehabilitation, and safety projects on the state’s highways and bridges

This “tax swap” resulted in dramatic reductions in the total amount of revenue available to local jurisdictions for roadway maintenance.

- **Road Maintenance and Rehabilitation Account:** In 2017, Governor Brown signed Senate Bill 1 (SB 1), which create the Road Maintenance and Rehabilitation Program to address deferred maintenance on the state highway system and the local street and road system. Funded by increased gas tax and vehicle fees, SB 1 provides over \$5 billion annually for road and bridge repairs statewide. In City of Sacramento, SB 1 invests more than \$8 million annually for maintenance, repair and safety improvements on local streets and roads, bridges, tunnels and overpasses. Each year, all arterial and one-third of the residential city streets are examined to update the Pavement Management Application (PMA). The City uses this information to update the five-year resurfacing plan to keep the existing road infrastructure operating at a satisfactory level of service. In addition to efficiency of operations and maintenance, the City is focused on innovative road rehabilitation, active transportation, safety and accessibility improvements. As of FY 2018/19, the City’s Road Maintenance and Rehabilitation Fund budget totals \$8.8 million. Due to significant decrease in overall transportation funding over recent years, many roads in need of maintenance have been deferred, resulting in a backlog.
- **Major Street Construction Tax:** A local City-imposed surcharge on all new construction or reconstruction of buildings. These funds can only be used for construction, replacement or alteration of major roadways, traffic control, and lighting.

- **Highway Safety Improvement Program (HSIP) Grants:** Revenues provided through federal legislation. These funds are dedicated to transportation improvements that reduce traffic fatalities and serious injuries on all public roads.
- **Federal Capital Grants:** Revenues provided through a range of federal funding programs identified in the multi-year reauthorization legislation. These funds are dedicated to the specific capital improvement projects for which the grant is provided.
- **State Capital Grants:** Revenues provided through the State Transportation Improvement Program (STIP), adopted by the California Transportation Commission every two years. These funds are dedicated to the specific capital improvement projects for which the grant is provided.
- **Parking Fund:** Revenues generated from parking fees charged to users of public parking garages and surface lots. These funds can only be used for the operation, maintenance, and capital improvements of City-owned off-street parking facilities.

Prior to the passage of SB 1, the statewide transportation funding had not been increased since 1993. As a result, the City faced funding shortfalls for roadway maintenance and transportation projects. With additional funding provided by SB1, the City will prioritize maintenance, repair, and safety improvements. However, as the oldest city in California, Sacramento has a large inventory of transportation infrastructure. At the current levels of funding, the City may still face funding deficiencies.

## 3.11 Parking

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### INTRODUCTION

Parking is a crucial component of the city's transportation system. Parking affects the operation of the overall transportation network and impacts individual choices regarding where people live and how they travel. With consideration of multimodal mobility and climate goals, the City strives to provide a well-managed parking supply that supplements the wide range of mobility options in the City.

With increased TNC ride-hailing, bicycle, e-scooter, and urban delivery activities in recent years, the City's curb space provides opportunities beyond vehicle parking. The City has the opportunity to re-envision curb space design as well as explore strategies to appropriately manage curb space that will provide benefits to all users of the transportation system.

### EXISTING CONDITIONS

In an effort to promote sustainable and multimodal transportation system while adequately addressing the rapidly evolving challenges of new development and economic growth, the City updated its off-street parking ordinance in 2012. The parking ordinance updates were accompanied by investments in technology and forward-thinking programs, as described below.

## Parking Ordinance and Current Initiatives

The City updated its off-street parking ordinance in 2012 to address many of the challenges related to on-street parking shortage combined with underutilization of off-street parking, parking spillover to neighborhood streets, and onerous parking requirement for in-fill development projects. The revised Zoning Code makes parking requirements more context-sensitive and allows for greater creativity on the part of developers and building managers in reducing the number of automobile trips generated. The following changes were adopted:

- Projects on small lots, and retail, restaurant, and service uses within residential mixed-use developments, are exempt from parking requirements.
- Shared parking is permitted, and both minimum and maximum requirements adjusted to be context-sensitive.
- Greater flexibility was introduced to meet future demand.
- Parking requirements were simplified across categories and the process made more predictable.
- The Central Business District, many areas within Midtown, and several commercial corridors have a substantial available supply of parking. The updated Zoning Code includes measures to maximize the use of these facilities before additional commercial parking is built.
- Revisions to parking stall dimensions.
- Enhanced bicycle parking requirements.
- Development relief from minimum parking requirements by allowing alternatives to on-site parking.

The Zoning Code parking requirement update is also designed to support and reinforce other City parking reform efforts, such as the updated Residential Permit Parking Program (RPP), and to create a flexible regulatory environment in which developers are encouraged to explore creative parking plans and utilize proven tools to manage parking.

In 2012, Sacramento City Council adopted the term “Parking Modernization” to focus on parking system expansion, technology and rates enhancement, and parking policy reform. Since then, the City continues to make parking modernization efforts. In 2014, the City deployed over 4,000 single-space, smart meters compatible with coin and credit card payments. In 2016, the City implemented the SacPark program that provides a number of technology improvements in Central City, including smartphone application-based parking reservation system, parking garage access upgrades, demand-responsive pricing, and tier-based pricing for on-street parking. Technology upgrades such as interactive parking map, parking smartphone application, online temporary parking permits, and online merchant validation program have been developed or implemented. In 2018, the City adopted a program to facilitate car share and Electric Vehicle (EV) charging through parking authorities. The car share program grants on-street parking privileges to qualified

car share operators, and the permit fee is structured to incentivize car share programs with zero-emission vehicles. The City also adopted policy permitting curbside high-speed EV charging. First phase of the curbside charging program launched at Southside Park. In addition, several City garages provide EV chargers for public use and offer discounted EV parking fees.

### **On-Street Parking**

In most of Sacramento, on-street parking shortages are uncommon. In some residential neighborhoods, however, demand for parking near major destinations may result in limited on-street parking availability. The City's parking division deploys many different strategies to manage public parking. Innovative strategies, such as tier-based pricing metered parking incentivizes parking turnover, while garage pricing incentivizes longer stays. The range of parking options allow motorists the flexibility to choose parking most suitable to their needs.

There are two types of metered on-street parking in the city: short-term and long-term. Short-term SacPark metered parking is designed to facilitate shorter visits Downtown, such as shopping or other errands. Depending on the location, motorists may park at the Tier 1 price for one to four hours before parking rate increases. All short-term metered parking currently operates at a tiered rate structure to help increase vehicle turnover, with the exception of special event meter rates within a three-block radius of the downtown entertainment and sports center (Golden 1 Center). The City also has special long-term meter rates in some locations, such as near light rail stations, to facilitate longer-term parking while still maintaining some availability at all times.

The Residential Permit Parking program was established in 1979 to address on-street parking shortages in residential neighborhoods that result from long-term parking by commuters. Over 25,000 on-street parking spaces are regulated by residential permit parking rules that restrict the length of stay for people who do not live in the area. New RPP areas are initiated by residents opting into the program through a majority consensus of the neighborhood.

## **REGULATORY CONTEXT**

### **Federal and State**

There are no Federal or State regulations relevant to the development General Plan policy relating to parking.

### **Local**

The Sacramento Zoning Code regulates both on-street parking (chapter 10.36 and 10.40) and the provision and operation of off-street parking (chapters 10.44 and 17.608), including parking requirement by land use type and parking district (also 17.608). The Zoning Code also regulates how parking fees from public on- and off-street parking may be used (chapter 10.40). The Zoning Code is being updated to include parking code for EV enforcement and is expected to be adopted in 2021.

## 3.12 Transportation Demand Management

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### INTRODUCTION

Transportation Demand Management (TDM) is a term that broadly covers programs designed to reduce traffic congestion and improve air quality by offering a combination of incentives and market-based measures to increase alternative mode use among employees and residents.

### EXISTING CONDITIONS

#### Transportation Systems Management Program

Sacramento's Transportation Systems Management (TSM) program establishes requirements for employers and developers within the city to meet the City's 35 percent trip reduction goal. These requirements are designed to promote alternative commute modes in order to reduce traffic congestion, optimize use of the transportation system, and improve air quality (City of Sacramento 1988).

The TSM program requires minor development projects (those that will have 25 to 99 employees) to post information about alternative commute modes, such as public transportation and ridesharing, and to coordinate with relevant transportation agencies to maintain current commute information. Major projects (those that will have 100 employees or more) are required to follow the same requirements as minor projects, and must also have a transportation coordinator, provide an annual status report to the City, and develop a Transportation Management Plan (TMP) approved by the City. The status report must include commute mode data for employees at the project, an update on progress toward attainment of the alternative commute mode goal of the City, and, if the alternative commute mode goal has not been attained, a plan for additional TSM measures.

The TMP must set out how the project will attain its designated alternative commute mode goal. The TMP may include joining a Transportation Management Association (TMA) for the area, providing carpool/vanpool spaces; parking fees; transit facilities or subsidies; a shuttle bus program; a vanpool program; showers and lockers for bicyclists; or other means of promoting alternative modes, as agreed upon by the City.

As a result, major projects such as expansions of Sacramento State University and the Park Place Shopping Center (HDR 2008; UC Sacramento 2012) have adopted TMPs that include a variety of transportation demand management measures:

- Sacramento State University has implemented free shuttle buses, discounted transit passes, on campus-carsharing, bike rentals, secure bike parking, priority parking for carpools, a guaranteed ride home program through the local TMA, and marketing of alternative commute mode options.
- Park Place Shopping Center has implemented priority parking for carpool/vanpool and alternative fuel vehicles; bus shuttle service and a guaranteed ride home program through

the local TMA; transit pass subsidies for employees (50 percent of the pass cost); nine secure bicycle parking spaces; showers and lockers for employees who commute by bicycle; a vanpool program for employees; and a transportation information kiosk where the transportation coordinator posts information about alternative commute mode options.

### **Other Programs Impacting Trip Generation and Mode Choice**

Many of the City's transportation programs are designed to reduce the number of trips taken by automobile. Over time, the revised Zoning Code parking requirements, which reduce minimum parking requirements, will also reduce the overall parking supply relative to the number of workers and residents in the city. Many cities have found that constraining parking supply is a very effective automobile trip reduction measure. The revised parking regulations also allow companies to build fewer parking spaces in return for implementing transportation demand management programs.

The City also actively encourages active modes of transportation such as walking, bicycling, and public transportation, which can reduce the demand for automobile trips. Adopted local policies, including the Pedestrian Master Plan, Bicycle Master Plan, and Vision Zero Action Plan, provide direction for infrastructure improvements and education programs that will enhance safety and comfort for pedestrian and bicyclists.

## **REGULATORY CONTEXT**

### **Federal and State**

California Parking Cash-Out Program (Assembly Bill 2109) requires that employers meeting certain criteria (over 50 employees, in an air basin with nonattainment status) that also provide their employees with subsidized parking, must offer the cash value of the parking subsidy to employees who do not drive to work.

California Sustainable Communities and Climate Protection Act (Senate Bill 375) requires each MPO to prepare a Sustainable Communities Strategy (SCS) laying out how they will meet the emissions reduction targets set by the Air Resources Board. The SCS is part of the regional transportation plan, which is federally enforceable. While the implementation is the responsibility of SACOG, the City of Sacramento will have an important role to play in meeting the region's emissions reduction goals.

### **Local**

The TSM ordinance contains goals and policies related to transportation demand management.



## 3.13 Transportation Safety

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### INTRODUCTION

While transportation planning efforts in the City have traditionally focused on motor vehicles, transportation safety has risen to be one of the more important issues for the City. Between 2009 and 2015, 151 people lost their lives on Sacramento's streets, and nearly half of those people were killed while biking or walking. The City of Sacramento works continuously to address safety and provide comfortable multi-modal choices for all residents, helping meet its goals to reduce carbon emissions, improve public health through increased physical activity, and improve quality of life for everyone.

### EXISTING CONDITIONS

#### Roadway Design Standards

For General Plan purposes, the City addresses transportation safety by using roadway design standards. These standards minimize safety problems by ensuring a consistent drive experience when it comes to using the City's roadways. The City's standards consider national and state design standards including the American Associate of State Highway Officials *A Policy on Geometric Design of Highways and Streets*, the Caltrans *Highway Design Manual*, and the *California Manual on Uniform Traffic Control Devices*.

The City ensures that all new roadways are built according to current design standards. As the City's standards have evolved over time, many city roadways were built prior to the adoption of the existing standards. In addition, many roadways were constructed by other agencies prior to annexation to the City. Therefore, some streets do not meet current design standards. During scheduled maintenance of City roadways, targeted improvements are made to non-standard roadway segments as funding allows. As development occurs in these areas, roadways are also improved to meet current standards. This practice is expected to continue into the future.

#### Vision Zero

Vision Zero is a traffic safety philosophy that rejects the notion that traffic crashes are simply "accidents," but instead preventable incidents that can and must be systematically addressed. In 2018, City Council adopted the Vision Zero Action Plan with the following goal of eliminating traffic fatalities and serious injuries by 2027. The plan identifies a High Injury Network (HIN), which consists of corridors with the highest levels of fatal and serious crashes where future safety improvements will focus on. Through this data-driven effort, the City has implemented city-wide school zone speed reduction, completed Vision Zero school safety study at 20 schools, and initiated the Vision Zero top 5 high injury corridor study.

Through Vision Zero, the City of Sacramento and its partners are committed to working together to create safer streets for pedestrians, bicyclists, and motorists.

### **Emergency Service Routes**

The City Public Works Department works closely with the Fire Department to determine emergency response routes for projects that may impact emergency response travel times. Traffic calming is the most common type of project on which the Public Works Department works with the Fire Department. The City coordinates with the Fire Department regarding the placement of speed lumps (humps with cut-outs for wheelbase of larger vehicles, otherwise known as speed cushions). Speed lumps have been approved by the Fire Department on a case-by-case basis along response routes.

## **REGULATORY CONTEXT**

### **Federal and State**

The National Traffic and Motor Vehicle Safety Act established safety standards for motor vehicles and road traffic safety.

### **Local**

Section 15 of the City's Design and Procedures Manual (2009) contains street design standards for City roadways. The purpose of this section is to provide design engineers with the City's standards that are to be used in the preparation of plans, specifications and estimates for projects within the City right of way. The primary objective of these standards is to ensure the safe and efficient movement of motor vehicles, bicycles, and pedestrians; and to be considerate of future maintenance costs to sustain desired levels of service."

The Vision Zero Sacramento Action Plan (2018) identifies proven safety countermeasures to address factors contributing to traffic deaths and serious injuries through education, engineering, enforcement, and evaluation.

## **3.14 Vehicle Fleet Electrification**

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### **INTRODUCTION**

Improvements in EV technology coupled with increasing interest in private EV infrastructure investments offer a significant opportunity for the City to plan and implement advanced EV infrastructure and EV integration. The electrification of transportation is a core strategy to achieve air quality and climate goals, both locally and statewide.

### **EXISTING CONDITIONS**

The City of Sacramento is a participating agency in the Sacramento Area plug-in EV (PEV) collaborative. In 2017, the City adopted Electric Vehicle Strategy, which identifies goals, targets, and actions required to advance the adoption of zero-emission vehicles (ZEVs). Recognizing the environmental and community benefits of EVs, the City has been working actively to provide

public EV charging at City facilities, aggressively incorporating low-emission vehicles and ZEVs into fleet operations, and support EVs in the community. Current EV initiatives in the City include:

- **The EV Parking Program (EVPP):** provides discounted monthly parking rates for EV drivers at designated City parking garages. As of January 2019, Sacramento operates 120 chargers at City-owned facilities. While 48 chargers serve the City fleet, 72 are available for public or employee charging. The City is proposing updating and modernizing the EVPP to continue the City's vision for EV adoption.
- **Curbside High-Speed EV Charging:** Program allows selected charging station operator to own and operate on-street curbside EV chargers in the public right-of-way. This program supports a more diverse array of EV drivers, including employees, visitors, and residents without a garage or dedicated off-street parking. The first phase of the curbside charging program launched at Southside Park.
- **The Sac-to-Zero program:** utilizes the \$44 million Electrify America investment to install charging infrastructure, conducting outreach and education, and implementing programs designed to increase access to and use of ZEVs. The program includes two new car sharing services, new ZEV bus and shuttle routes and state-of-the-art electric vehicle charging systems throughout the region. The City supports the program by granting on-street parking privileges to the car-share vehicle fleet, and the permit fee is structured to incentivize car share programs with ZEVs.
- **Our Community CarShare:** is the first low-income ZEV car share program in the State. Launched in 2017, Our Community CarShare provides ZEV for residents of three affordable housing developments in Sacramento. The City supported the program with construction of two EV chargers dedicated for the program at the Sacramento Valley Station.

Regionally and within City limits, the I-5, I-80, and US 50 corridors have been designated as National Alternative Fuel Corridors by the U.S. Department of Transportation (USDOT). Designated corridors need to be equipped with alternative fueling and charging infrastructure that are easy to access from the corridor. Nationwide, this network of corridors facilitates alternative fuel vehicle travel.

## REGULATORY CONTEXT

### Federal and State

The Fixing America's Surface Transportation Act (FAST Act) Section 1413 provides direction to establish a national electric vehicle charging and hydrogen, propane, and natural gas fueling corridors.

The California Alternative and Renewable Fuel, Vehicle Technology, Clean Air, and Carbon Reduction Act of 2007 (AB 118) establishes CARB's Air quality Improvement Program (AQIP), a

voluntary incentive program to fund clean vehicle and equipment projects, research on biofuels production and the air quality impacts of alternative fuels, and workforce training.

AB 118, subsequently amended by AB 109 and AB 8, also created the California Energy Commission's Clean Transportation Program, which authorizes the Energy Commission to develop and deploy alternative and renewable fuels and advanced transportation technologies to help attain the state's climate change policies.

### **Regional and Local**

The Electric Vehicle Readiness and Infrastructure Plan (2017) identifies policies and actions for jurisdictions in the Sacramento region to achieve EV readiness through infrastructure planning. Beyond the plan, the City of Sacramento is at the confluence of nationally designated electric vehicle corridors, designated by the United States Department of Transportation.

The Electric Vehicle Strategy (2017) identifies goals, targets, and actions required to advance the adoption of zero-emission vehicles (ZEVs).

## **3.15 Mobility Findings**

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Key findings for the mobility section are presented below:

- The City's current LOS policy allows for flexible LOS standards, which accept LOS F operations during peak hours within the Core Area and on specified roadway segments, and LOS E operations within multi-modal districts. The base level of service standard for all areas is LOS D.
- The roadway segment analysis conducted in 2019 for the General Plan Update evaluated daily operations on 232 roadway segments. Of the 232 segments, 188 operate at LOS D or better, 16 operate at LOS E, and 28 operate at LOS F. Of the 28 study segments reported to operate at LOS F, 19 would be categorized as "unacceptable" under the 2035 General Plan LOS thresholds.
- RT is the primary transit service provider in the city with fixed route bus and light rail transit service and demand responsive paratransit services. In FY 2018, RT bus lines and light rail trains served approximately 21 million passenger trips. In FY 2018, ridership decreased by 5.3 percent and 9.3 percent from FY 2017 on the Light Rail and bus services, respectively.
- RT transit service improvement plans include (1) SacRT Forward New Network improvements to bus services, (2) Design and construct Dos Rios light rail station, (3) complete double tracking of the Gold Line between the Sunrise and Historic Folsom stations, (4) extending the planned Green Line approximately 13 miles from Downtown

Sacramento through Natomas to the Sacramento International Airport, with a total of 13 stations.

- Proposed bicycle facility improvements are contained in the City Bicycle Master Plan. The City is continually expanding its network of bicycle facilities.
- The City has implemented several programs and adopted policies to improve the pedestrian environment, including the following: Pedestrian Master Plan, Pedestrian Crossing Guidelines, and Speed Hump Guidelines.
- The City has identified traffic safety as one of the more important issues in the City. In 2018 the City adopted the Vision Zero Sacramento Action Plan (2018) with the goal of eliminating traffic fatalities and serious injuries on City streets by 2027. The Plan identifies proven safety countermeasures to address factors contributing to traffic deaths and serious injuries through education, engineering, enforcement, and evaluation.
- In 2012 the City updated its off-street parking ordinance and has since made substantial investments in parking modernization, including parking system expansion, technology and rates enhancement, and parking policy reform.
- The City is actively planning for EV readiness and has implemented a number of programs to facilitate the adoption of EV by providing charging infrastructure, parking fee incentives, and ZEV car share.
- Sacramento's Transportation Systems Management (TSM) program requires developers and employers within the City to achieve a 35 percent trip reduction. Larger projects must produce a Transportation Management Plan (TMP), which is monitored by the City.

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# 4 Utilities

This Chapter addresses utilities within the Policy Area including: sewer and storm drain systems, wastewater treatment, domestic water and water supply, reclaimed water, solid waste, electricity, natural gas, telecommunications, and disadvantaged unincorporated communities (DUCs).

## 4.1 Sewer/Storm Drainage

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### INTRODUCTION

Portions of the City of Sacramento (City) are currently served by a combined sewer and storm water system, while other parts of the city have separated sewer and storm drainage systems. The area served by the combined system generally extends from the Sacramento River on the west, to the vicinity of Sutterville Road and 14th Avenue on the south, to about 65th Street on the east, and to North B Street and the American River on the north (see Figure 4-1). The remainder of the city is served by separated sewer and storm drainage systems, shown in Figure 4-2.

The following sections describe the existing sewer and storm drainage systems which serve the city.

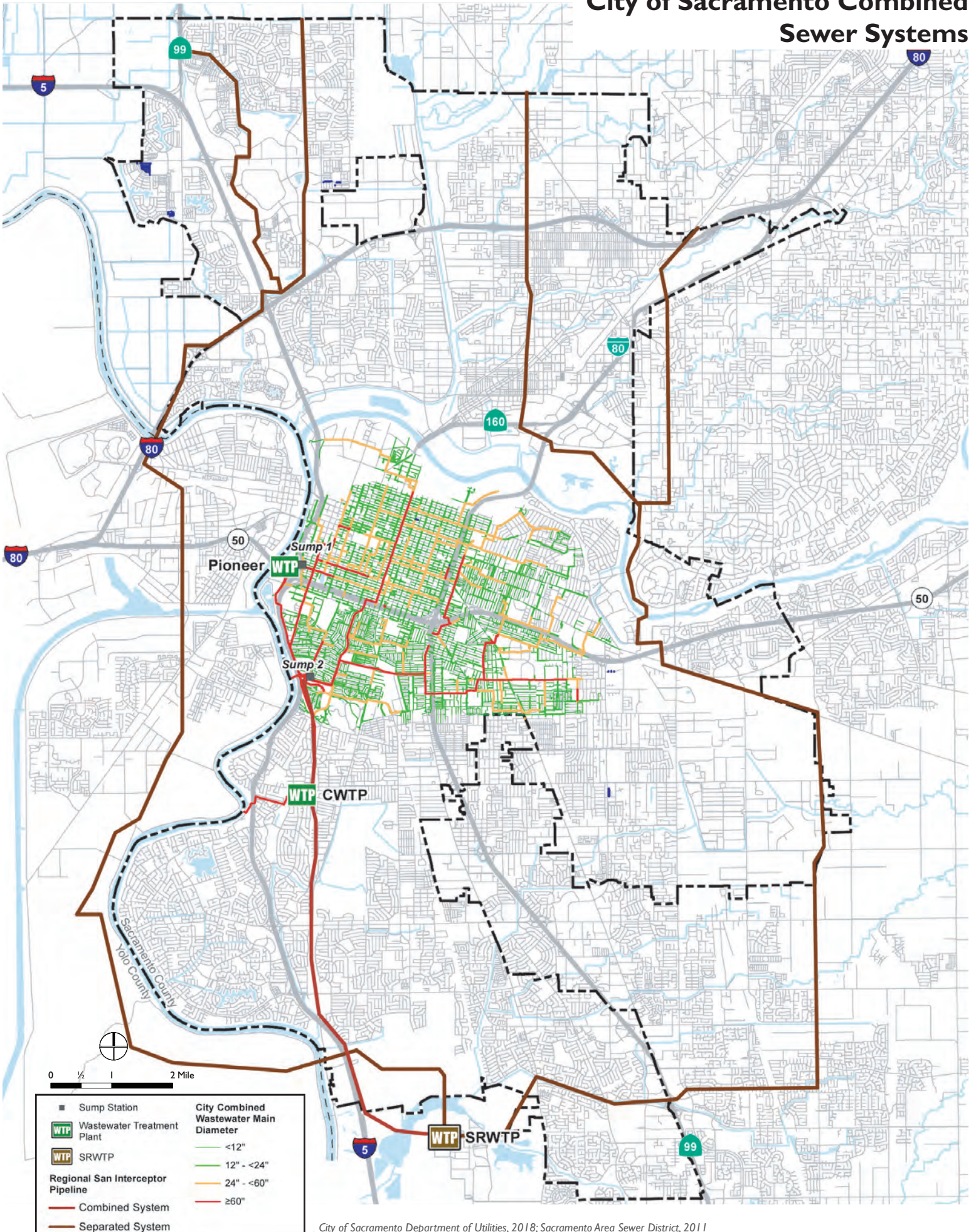
### SEWER AGENCIES SERVING THE CITY

Three separate entities are involved in the collection, conveyance, treatment, and disposal of wastewater in the city. The City of Sacramento Department of Utilities (DOU) provides collection through its separated system and its combined system to about 65 percent of the population of Sacramento. The Sacramento Area Sewer District (formerly County Services District CSD-1) provides collection through its separated system to the remaining 35 percent of the population, primarily in the northwest and southeast sections of the city (see Figure 4-3). The city's separated system and Sacramento Area Sewer District's system, as well as the dry-weather flow from the city's combined system, and a majority of the wet weather flow from the city's combined sewer system drain into interceptors owned and operated by the Sacramento Regional County Sanitation District (Regional San) which in turn convey all flows to the Sacramento Regional Wastewater Treatment Plant (Sacramento Regional WWTP) also owned by Regional San.

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Figure 4-1

# City of Sacramento Combined Sewer Systems

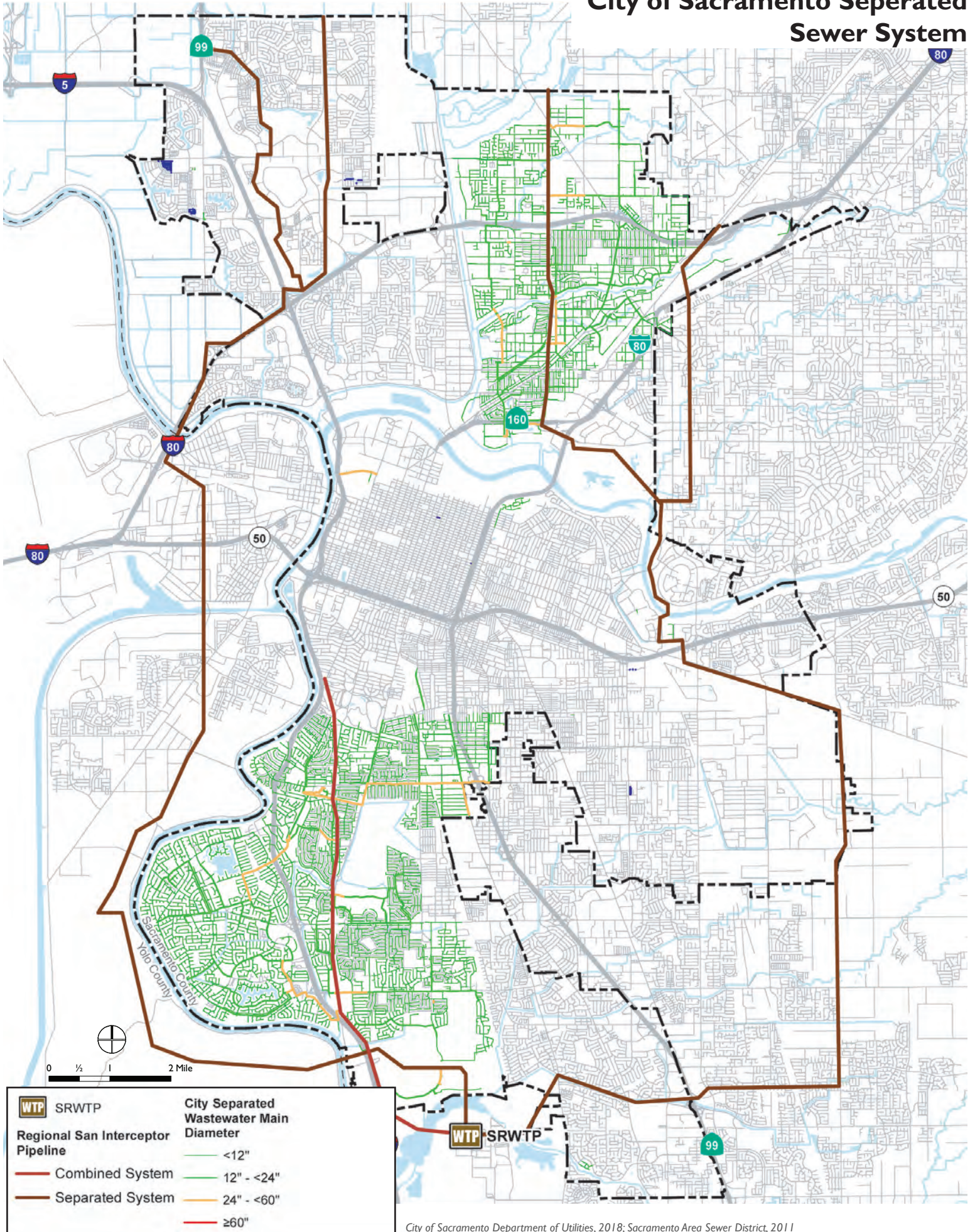


City of Sacramento Department of Utilities, 2018; Sacramento Area Sewer District, 2011



Figure 4-2

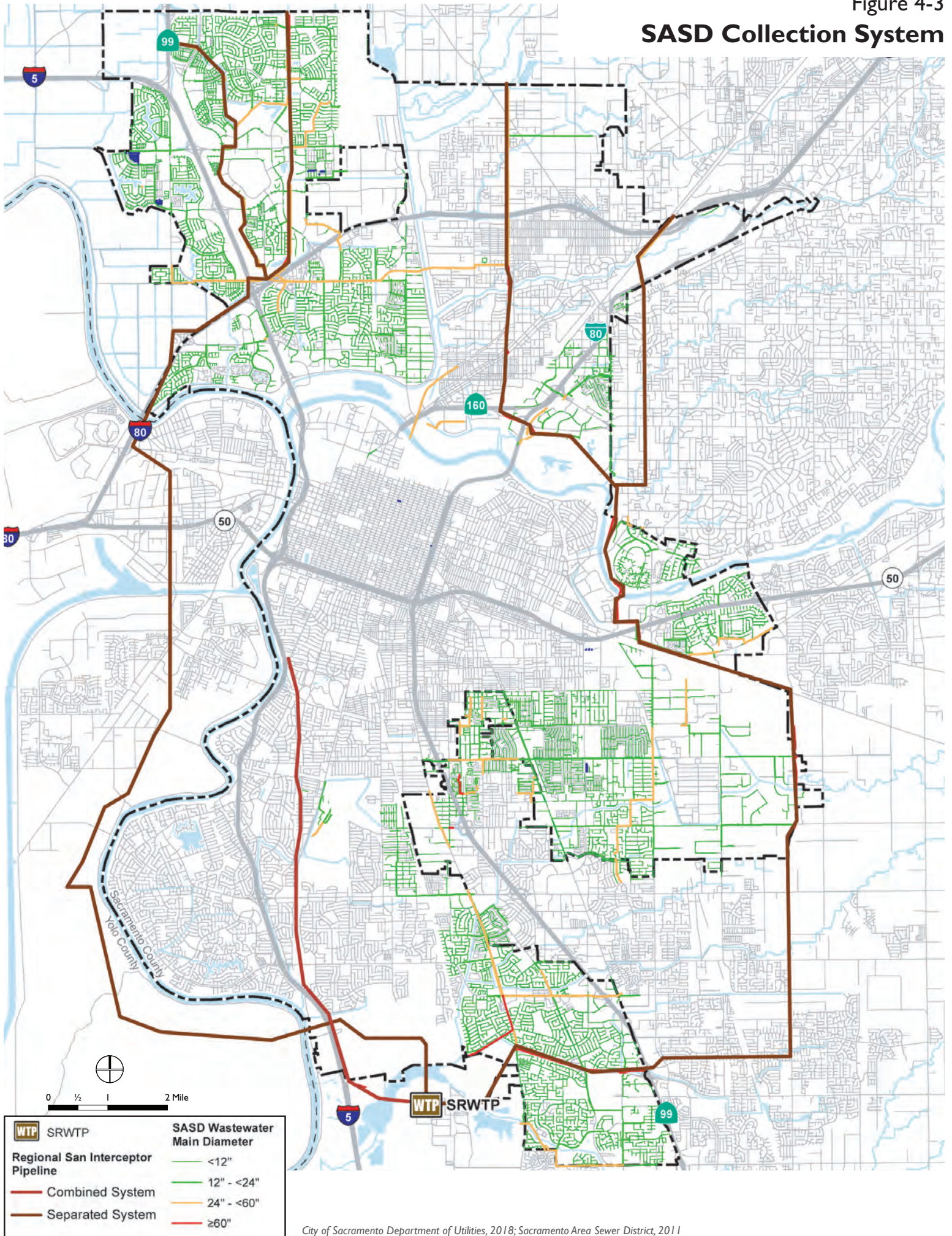
# City of Sacramento Separated Sewer System



City of Sacramento Department of Utilities, 2018; Sacramento Area Sewer District, 2011

Figure 4-3

# SASD Collection System



## EXISTING CONDITIONS

### Separated Sewer Area

The City collects fees for 54 sewer basins that serve the community plan areas of North Sacramento, and portions of Arden-Arcade, most of South Sacramento (e.g., Pocket, Airport, Meadowview, South Land Park), and most of East Sacramento. Fourteen of those basins are part of the combined sewer system. Four out of the other forty separated basins flow directly into the downtown area's combined system, where the flow joins the combined flow before being conveyed to the Sacramento Regional WWTP. The other 50 separated basins flow into the Regional San interceptors which convey flows to the Sacramento Regional WWTP. Out of these 50 basins, 40 are pumped through their own individual pump stations, while the other 10 basins flow by gravity. A typical pump station that serves to connect a separated basin to the regional trunk system, Sump 48, is shown in Photograph A.



*Photograph A. Sump 48 is typical of the pump stations that serve individual separated basins in the city's wastewater collection system. As shown in the photograph, Sump 48 is a separate dry pit/wet well configuration (one entrance for each), which is common for these pump stations.*

The city manages the capacity of the separated system through the development of individual Collection System Master Plans for each basin. Approximately 2/3 of the separated basins have Collection System Master Plans that are completed or in progress. Each Collection System Master Plan includes the following elements:

- Flow monitoring for dry and wet weather flows
- Hydraulic model development and calibration
- Capacity analysis
- Condition assessment/risk evaluation
- Prioritized Capital Improvement Plan that integrates capacity and condition improvements

The Collection System Master Plans indicate that the separated basins are in generally good shape with sufficient capacity. There are isolated areas with insufficient capacity, but none of these areas are experiencing sanitary sewer overflows. Flow monitoring has indicated that groundwater infiltration is significant in some areas near the river, and precipitation-driven infiltration is significant in limited areas.

In terms of condition, grease deposits and root intrusion pose the biggest challenges to the separated basin collection systems. The City is targeting maintenance activities to areas impacted by grease and roots. The Collection System Master Plans have recommended between \$150 million and \$200 million in Capital Improvement Plan projects, and approximately \$3 million per year on average is being implemented, mostly for condition-related improvements to the separated basin collection systems.

### **Combined Sewer/Storm Drain Area**

The older Central City area is served by a system in which both sanitary sewage and storm drainage are collected and conveyed in the same system of pipelines, referred to as the Combined Sewer System (CSS). There are 14 combined sewer basins. The area served by the CSS generally extends from the Sacramento River on the west, to the vicinity of Sutterville Road and 14th Avenue on the south, to about 65th Street on the east, and to North B Street and the American River on the north and constitutes approximately 7,545 acres or 12 percent of the total area within the current city limits (see Figure 4-1). There are some local areas within this larger area that have separate sewer and storm drainage systems, but the bulk of the area is served by the combined system. Additionally, there are some peripheral areas that have separate sewer and storm drainage that contribute sewage to the CSS, including the four separated sewer basins described above.

There are four major components of infrastructure that are critical to the function of the CSS: Sump 1, Sump 2, Pioneer Reservoir, and the Combined Wastewater Treatment Plant. All flows into the CSS are conveyed westerly to Sump 2/2A and 1/1A located near the Sacramento River. For primary and secondary treatment, and disinfection of the flow, the City has entered into an agreement with the Sacramento Regional WWTP to treat up to 60 million gallons per day (mgd). This treatment capacity is sufficient for the current dry weather sewer flows being pumped to the Sacramento Regional WWTP of approximately 12 mgd. The remaining capacity is reserved for stormwater. During heavy storms where the flows exceed 60 mgd, oversized collection system pipes and dedicated storage is utilized to retain the excess flows until the storm event passes. In the event that storm volume exceeds the available storage and conveyance capacity to Sacramento Regional WWTP, the City has two primary treatment and disinfection facilities; the Combined Wastewater Treatment Plant and Pioneer Reservoir permitted to discharge to the Sacramento River under

Permit specified conditions. These treatment facilities provide storage, primary treatment, removal of floatables, and sodium hypochlorite disinfection and dichlorination. When all three treatment facilities (Sacramento Regional WWTP, Combined Wastewater Treatment Plant, and Pioneer) have reached capacity, excess flows are directly discharged into the Sacramento River from Sump 1 or Sump 2 without treatment. These are called untreated combined sewer overflows (CSOs). There have been 3 untreated CSOs over the last ten years (2008/2009 -2018/2019).

In the Central City, when the pipeline system capacities are surpassed, the excess flows flood local streets through maintenance holes and catch basins. On June 22, 1990, the California Regional Water Quality Control Board, Central Valley Region adopted Cease and Desist Order No. 85-342. The Cease and Desist Order (and Amendments 91-199 and 92-217) requires that the City control combined sewer system impacts from outflows to the streets and overflows to the river.

The City produced a Long Term Control Plan update in 2018 to ensure protection of the CSS and achieve the interim and final Long Term Control Plan goals, as well as ensure that CSS discharges do not cause exceedance of applicable water quality objectives. The Long Term Control Plan update covers the efforts and activities related to continued control of CSS discharges to the Sacramento River and meeting objectives for controlling in-system outflows from the CSS to city streets that do not reach waters of the United States. To address impacts to the system from development, on March 15, 2005, the City approved an ordinance amending Chapter 13.08 of the City Code and established a Combined System Development Fee to provide funds to construct projects to mitigate downstream impacts. The city performs development impact studies when specific development or re-development projects are anticipated to exceed the predicted flows in the Long Term Control Plan. In general, these plans do an adequate job of ensuring that the CSS has capacity for these developments. City staff is focused on making sure that development and infrastructure improvements proceed according to these plans. The city typically invests \$6.5M per year for implementing improvements to the CSS.

### **Sacramento Area Sewer District**

The Sacramento Area Sewer District provides wastewater collection for the community plan areas of South Natomas, North Natomas, and portions of Arcade-Arden, portions of East Sacramento (e.g., College/Glen), portions of South Sacramento (e.g., Valley Hi Parkway, Woodbine, Brentwood), and Southeast Sacramento (e.g., Glen Elder, Depot Park, Avondale). The service area is divided into ten trunk sheds (see Figure 4-3), which are based on the collection systems of the individual sewer districts from which CSD-1 was originally formed. For the most part, each trunk shed consists of several hydraulically independent systems, each discharging into the Regional San interceptor system.

Capacity of all existing sewer sheds in the Sacramento Area Sewer District service area are managed by the Sewer System Capacity Plan, which was last updated in 2010 and projects capacity needs of the entire service area at existing, mid-range, and built-out conditions. The Sacramento Area Sewer District Sewer System Capacity Plan also projects capacity requirements of possible “expansion areas”. According to the Sewer System Capacity Plan 2010 Update, no capacity deficiencies are projected for existing infrastructure within the Sacramento city limits for the existing and mid-range scenario.

## Wastewater Treatment

Wastewater treatment within the Policy Area is provided by Regional San. Regional San operates all regional interceptors and wastewater treatment plants serving the city except for the combined sewer and storm drain treatment facilities discussed above, which are operated by the City. Local and trunk wastewater collection in the Policy Area is provided by the Sacramento Area Sewer District and the City. Improvements have been made to the Regional San interceptor system in anticipation of future growth and to help relieve the existing interceptor system. The Lower Northwest Interceptor, completed in 2007, and Upper Northwest Interceptor, completed in 2010, convey flows from the Northeast, Gibson Ranch, Rio Linda, McClellan, Natomas, and a portion of the North Highlands sewer basins. These projects provide relief for the existing interceptor system as well as provide capacity for future growth.

The Sacramento Regional WWTP, which is located approximately five miles south of the City in Elk Grove, is owned and operated by Regional San and provides sewage treatment for the entire Policy Area. Sewage is routed to the Sacramento Regional WWTP by collections systems owned by the Sacramento Area Sewer District and the cities of Sacramento, Citrus Heights, Elk Grove, Rancho Cordova, West Sacramento and Folsom. The Sacramento Regional WWTP is a secondary treatment facility that includes raw influent and effluent pumping, primary clarification, secondary treatment with the high-purity oxygen activated sludge process, disinfection, solids thickening, and anaerobic solids digestion. It has an existing wastewater treatment capacity of approximately 400 mgd of wet weather flow during peak wet weather conditions. The Sacramento Regional WWTP currently receives an average 165 mgd during dry weather conditions and 220 mgd during wet weather conditions. After secondary treatment and disinfection, a portion of the effluent from the Sacramento Regional WWTP is further treated in at the Regional San Water Reclamation Facility and then used for landscape irrigation within the city of Elk Grove. The majority of the treated wastewater is dechlorinated and discharged into the Sacramento River.

## REGIONAL SAN BUILDOUT WASTEWATER TREATMENT AND CONVEYANCE ASSUMPTIONS

The identification of appropriate type, capacity, and scheduling of wastewater conveyance and treatment facilities required over a long-term planning period necessitates an integrated, master planning process for both the treatment and conveyance systems. The SWRTP 2020 Master Plan, Interceptor Master Plan 2000, and the Sacramento Area Sewer District Sewer System Capacity Plan 2010 Update have designated planning horizons of 2020 and buildout. These planning horizons, in conjunction with the proposed land uses for areas within the Sacramento Regional County Sanitation District service area, are used to determine the projected wastewater flows and timing of flow increases over the planning horizon.

Existing and proposed treatment facilities were designed to be expanded gradually in incremental units as future wastewater flows and loads increase. Consequently, some existing facilities have available capacity for future flows and loads, while other facilities (capacity limiting facilities) are at their existing capacity and would need to be expanded to accommodate any increase in flows or loads. Master plan facilities would be constructed in phases as flow and load demands require. Generally, facility expansion would be phased in five- to ten-year increments over the planning period. These increments are large enough to provide reasonable economy of scale and small

enough to minimize the size of potentially idle facilities. By constructing the Master Plan facilities in phases, Regional San can control the rate of facility expansion if actual growth rates are slower or faster than projected.

The Sacramento Regional WWTP Master Plan notes “flows can be expected to continue to increase above the projected 218 mgd ADWF for year 2020. The treatment plant has been master planned for a “mirror image” buildout of the existing facilities of 350 mgd ADWF of conventional and advanced treatment capacity.” (SRCSD 2004c). The Sacramento Regional WWTP site is approximately 900 acres surrounded by 2,600 acres of bufferlands owned by Regional San. The bufferlands provide a buffer between the Sacramento Regional WWTP process facilities and adjacent areas. The “mirror image” refers to the secondary process facilities. Potential future advanced treatment facilities would occur to the west of the existing secondary treatment facilities within the current 900-acre Sacramento Regional WWTP site.

In December 2010, the Central Valley Regional Water Quality Control Board issued a new Discharge Permit for Regional San to address possible effects on public health and the Delta ecosystem from pathogens and ammonia contained in the discharge from the Sacramento Regional WWTP. This Discharge Permit contains strict requirements resulting in the need for the Sacramento Regional WWTP to move to a ‘tertiary’ treatment process. Regional San is conducting efforts to remain in compliance with its Discharge Permit and Time Schedule Order, but is also considering legal options due to the expense of implementing the required treatment process. These improvements to the Sacramento Regional WWTP would be in addition to the improvements already planned in the Sacramento Regional WWTP Master Plan.

Design and construction of wastewater treatment and collection facilities require substantial capital investment that must be planned and approved by the Regional San Board of Directors. Wastewater facilities are generally designed and constructed in phases over the planning horizon. The phased improvements usually coincide with the timing of projected flow increases, which are based on increases in population and buildout of proposed land uses. Typically, the phased improvements would accommodate flow increases for a specified time period (e.g., 5 years, 10 years).

In some cases, it is more practical to design facilities for flows projected for the entire planning horizon because construction activities and overall costs would be reduced. This is particularly true for an interceptor system, which requires substantial construction activities. When the system is initially constructed, it must be designed to accommodate projected wastewater flows for the lifetime of the system. If interceptors were constructed and expanded on an as-needed basis (e.g., like the modular expansions of the SWRTP), existing facilities would need to be paralleled with new facilities constructed in the same area. It is standard engineering practice to design interceptor facilities to accommodate flows for the entire planning horizon (in this case, full buildout of local general plans) to avoid unnecessary construction and capital costs.

Table 4-1 shows the planning assumptions that were used by the Regional San in the master planning documents summarized above.

**Table 4-1: Summary of Regional San and Sacramento Area Sewer District**

Plan/Design	Planning Condition			
	Type of Facility and Planning Area	Flow Condition for Sizing	Base Flow/ADWF Year 2020	Base ADWF Buildout
Sacramento Regional WWTP 2020 Master Plan	Wastewater treatment plant handling flows that come to it. Not focused on specific geographic areas	Population-based flow projections over a 20-year planning period. Sized primarily for average pollutant loads that will come into the plant 20 years from now (because plant can be expanded incrementally).	218 mgd	350 mgd
Sacramento Regional County Sanitation District Interceptor System Master Plan	Interceptor pipelines serving the entire Sacramento Regional County Sanitation District planning area.	Sized for highest flows in wet weather at buildout to keep flow inside pipes.	214 mgd	517 mgd
Sacramento Area Sewer District Sewer System Capacity Plan 2010 Update	Smaller “trunk” sewers serving unincorporated Sacramento County, the cities of Citrus Heights and Elk Grove, and portions of the cities of Sacramento and Folsom.	Sized for highest flows in wet weather at buildout to keep flow within the pipes.	--	--

Source: Sacramento Regional County Sanitation District. May 2018. 2020 Master Plan. Revised Final Draft Executive Summary. Final Technical Memorandum: Relationship Between Sacramento Regional WWTP 2020 Master Plan, Interceptor Master Plan 2000, and Sacramento Area Sewer District Sewer System Capacity Plan 2010 Update.

**Storm Drainage**

As discussed above, portions of the older area of the city are currently served by a combined storm water and sewer system. The area served by this system extends from the Sacramento River on the west, to the vicinity of Sutterville Road and 14th Avenue on the south, to about 65th Street on the east, and to North B Street and the American River on the north. Information on the combined system was discussed previously in Section 4.1 of this report. The remainder of the city is served by a separated drainage system.

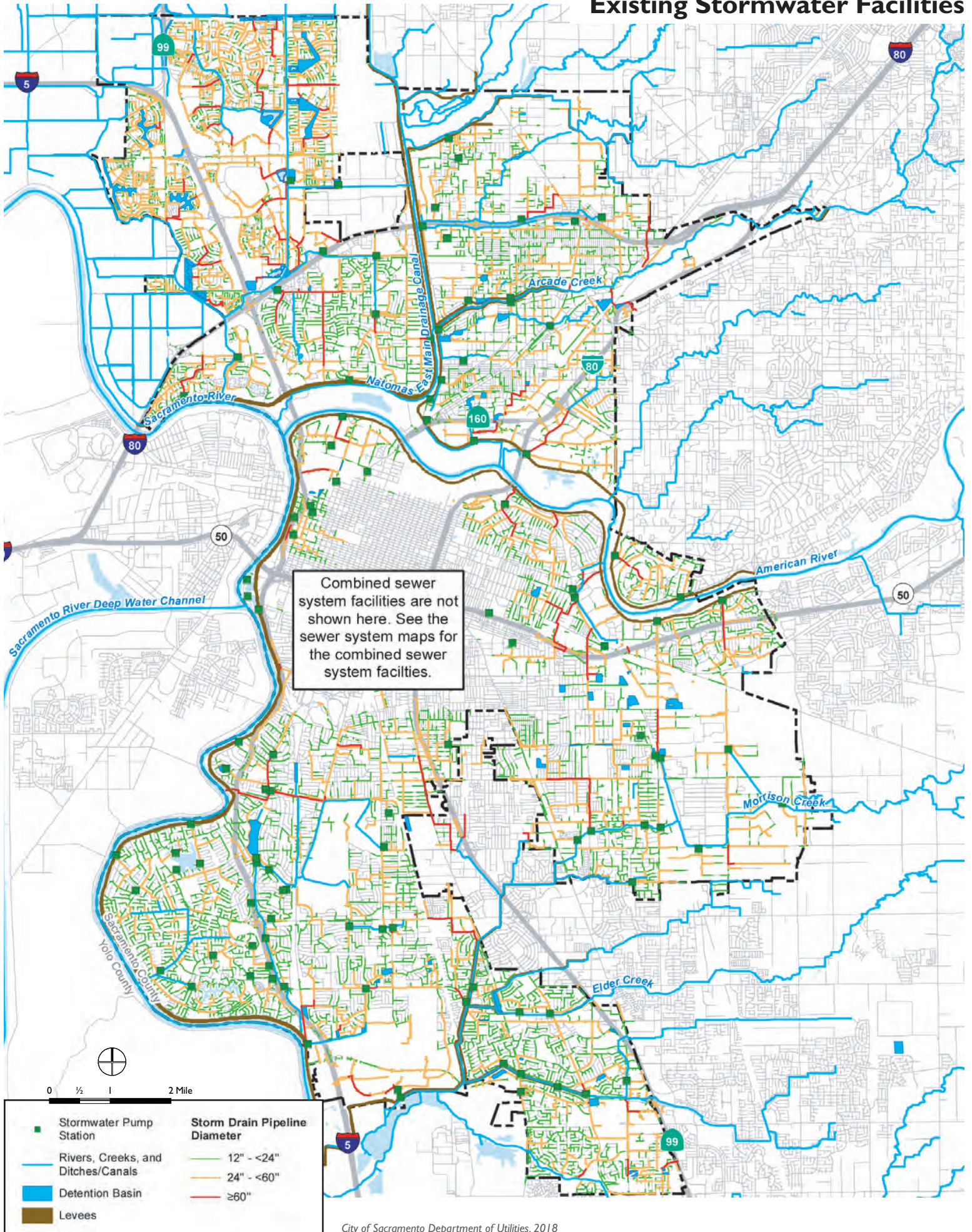
As discussed further in Chapter 6, Environmental Resources, the City is situated just east of the Sacramento River. The American River flows through the city from the east to the west and joins the Sacramento River just north of Downtown Sacramento. Dry Creek flows from the north (from



Roseville, Antelope, and Rio Linda) into Steelhead Creek (previously called the Natomas East Main Drainage Canal). Magpie and Arcade Creeks also flow from the east to the west and into Steelhead Creek. Steelhead Creek flows from the north to the south through the city, through the American River floodplain, and into the Sacramento River. Morison Creek, Elder Creek, and Laguna Creek flow from the east to the west through the southern portion of the city and into the Sacramento River, the North Delta, and ultimately to the San Francisco Bay. Throughout much of the city, the rivers and major creeks are bounded by levees, which protect the adjacent areas from flooding. The levees result in the need for many detention basins and pump stations in the city's storm drainage system. The City's storm drainage system and facilities (shown on Figure 4-4) consist of:

- Street, curbs, gutters, and storm drain inlets, which collect and convey the rainfall runoff to storm drain pipe systems (storm drains).
- Storm drains are underground pipes that convey the runoff to the creeks and rivers, detention basins, or pump stations. There are about approximately 846 miles of storm drain pipes in the city's storm drain systems.
- Creeks, drainage ditches, and channels also convey runoff. There are about 429 miles of creeks, ditches, and channels that feed into the city's drainage system.
- Detention basins are areas that are excavated to store the stormwater runoff when storm flows exceed conveyance or pumping capacity. Photographs B (a wet basin) and C (a dry basin) shows the City's Basin 14. Photograph D shows the City's Basin 11 (a wet basin). Wet basins, have a permanent pool of water even between storms. Dry basins fill up during a storm and are drained completely between storms, allowing for the basin bottom to be used between storms for public access, sports fields, etc. The city has designed many of its detention basins to provide stormwater storage, stormwater quality treatment and to provide open space areas (for public access) and/or wetland and riparian habitat.
- Pump stations lift water from the storm drains and detention basins through or over the levees and into the city's creeks and rivers. Photograph E shows the city's Pump Station 152. Photograph F shows the Pump Station for Basin 11.
- Most of the city's drainage pump stations include screens that keep trash and debris damaging the pumps. The City owns and operates 105 storm drainage pumping stations located throughout the city.

# Existing Stormwater Facilities





*Photograph B. Basin 14 is located along Crest Drive. The wet portion of Basin 14 has a permanent water pool that provides stormwater quality treatment and wildlife habitat and includes a public path and benches in the bottom of the pool. When large storms occur, the paths and benches are inundated.*



*Photograph C. Basin 14 is located along Crest Drive. The dry portion of Basin 14 drains completely between storms, allowing use of the basin bottom for public access, sports fields, and other uses.*



*Photograph D. Basin 11 is located along Natomas Boulevard. Basin 11 has a permanent water pool. This basin provides flood control and stormwater quality treatment as well as wildlife habitat and a public path around the edges of the basin.*



*Photograph E. Pump Station 152 is located along the American River. It has five large pumps with a combined capacity of 548 cubic feet per second (cfs). The screen protects the pumps from damage from trash and debris.*



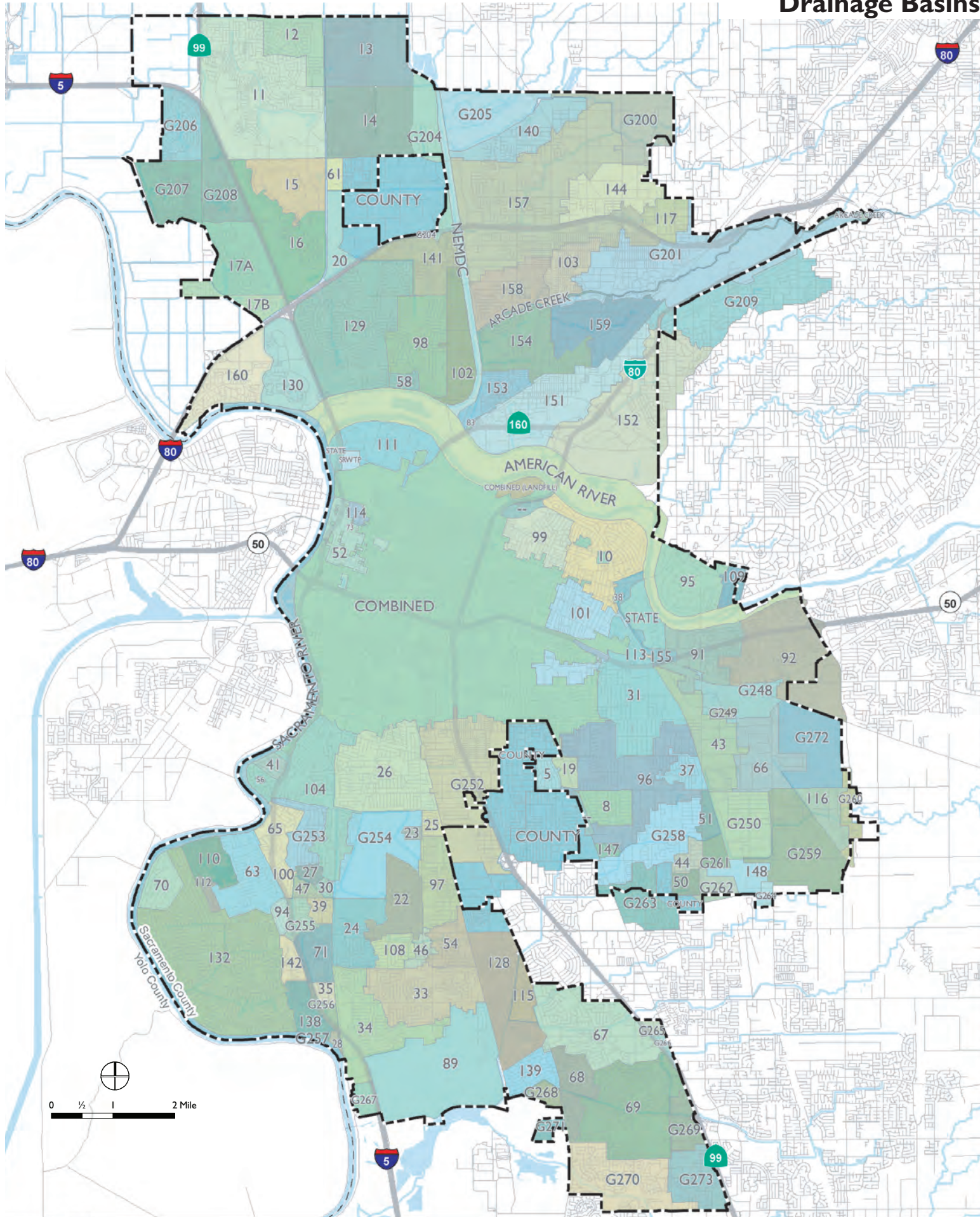
*Photograph F. The pump station for Basin 11 has five pumps and a trash screen with a combined capacity of 281 cfs.*

The City is divided into 141 watersheds (typically called basins in Sacramento). Figure 4-5 shows these basins. The basins with names starting with a “G” drain by gravity into the creeks and rivers (meaning there is no pump station). There are 36 basins that drain by gravity into the creeks and rivers. There are 101 basins that are pumped into the creeks and rivers (basins without a “G” in the name). There are additional basins with County or State-owned storm drain systems (like the California State University, Sacramento Campus).

To help manage the City’s stormwater systems, the City prepares storm drain master plans. Storm drain master plans are engineering studies that:

- Calculate the runoff rates and runoff volumes.
- Document the storm drain, ditch/channel, detention basin, and pump station capacities.
- Compare the flow rates and volumes with the documented capacities to identify system deficiencies.
- Plan system improvements to address the identified deficiencies and additional stormwater quality improvements. System improvements are typically new storm drain pipes, excavating new or expanding existing detention basins, or constructing new pump stations or adding new pumps to existing pump stations.
- Estimate the costs of the required improvements so the City can budget for the construction of the improvements.

**Figure 4-5  
Drainage Basins**



City of Sacramento Department of Utilities, 2019

Storm Drain Master Plans are prepared for existing drainage systems to determine if the existing storm drainage facilities are adequate. Storm Drain Master Plans are also prepared for future development areas to identify and size the needed storm drain facilities. Over the past few decades, the City has prepared Storm Drain Master Plans for about 40 percent of the basins shown on Figure 4-5 and is committed to preparing Storm Drain Master Plans for the remaining basins.

Based on the City's current Storm Drain Master Plans, in certain portions of the city, existing drainage facilities are inadequate (according to current design standards) for the areas they serve. Current City design standards state that drainage systems should prevent street flooding in a 10-year storm. A 10-year storm means that a storm of this size or larger is expected to occur on average once every 10 years. Or phrased another way, there is a 10 percent probability of a storm of this size or larger occurring in any year. Property damage should be prevented in a 100-year storm (1 percent probability of occurring in any year). Some conclusions from existing Storm Drain Master Plans are summarized below:

- Drainage issues in the Airport-Meadowview area range from street flooding to issues identified as public safety hazards. Facility improvements that have been suggested to improve these problems include upgrading existing pump stations and pipelines and constructing new detention basins and relief pipelines.
- The South Land Park area suffers from street flooding and property flooding. Facility improvements that have been suggested to improve these problems include upgrading existing pump stations and pipelines and constructing new detention basins and relief pipelines.
- East Sacramento drainage issues vary from public safety hazards to street flooding. New and upgraded pumping stations, new and upgraded detention basins and new pipelines have all been identified as ways to solve the area's drainage issues.
- The East Broadway area suffers from street flooding and property flooding. Facility improvements that have been suggested to improve these problems include upgrading existing pump stations and pipelines, and constructing new detention basins and pipelines.
- The North Sacramento area has drainage issues ranging from street and property flooding to possible future flood hazards and public safety hazards. This area has a history of flooding issues due to the inadequate capacity of Magpie, Arcade and Hagginwood Creeks.
- North Sacramento existing systems are inadequate (according to current City design standards) to convey runoff from the area to the creeks and canals. Another issue is that some areas within North Sacramento are served by a rural "style" drainage system utilizing roadside ditches and culverts and are not adequate according to the City's design standards. Master Plans have been developed for many basins in North Sacramento identifying these issues and proposing appropriate mitigations to address these issues. Facility improvements that have been suggested to improve these problems include flood proofing, upsizing mains, new pipelines, pump station improvements, and new detention basins.

In basins without Storm Drain Master Plans, the storm drainage systems have not been evaluated, and there could be inadequate drainage facilities. Also, because development within the basins does not necessarily progress as anticipated in the past Storm Drain Master Plans, there could be inadequate drainage facilities in basins with old Storm Drain Master Plans. Preparing new Storm

Drain Master Plans and updating old Storm Drain Master Plans is needed to fully assess the flood risks and identify the needed facilities within the city.

The City is complying with the Trash Provisions of the Water Quality Control Plan for Inland Surface Waters, Enclosed Bays, and Estuaries of California (Trash Provisions, see regulatory context below) by requiring full capture trash facilities be installed in new development and redevelopment projects. The Trash Provisions are targeted at the land uses with the highest trash generation rates, including high-density residential (at least ten developed dwelling units per acre), industrial, commercial, mixed urban (land uses where high-density residential, industrial, and/or commercial land uses predominate collectively), and public transportation stations (e.g., bus and train stations and stops).

In addition to removing trash from its stormwater, the city protects stormwater quality. The City developed, along with neighboring cities, the Stormwater Quality Design Manual (July 2018). This manual identifies design tools and requirements to reduce urban runoff pollution to the maximum extent practicable (including trash) from new development and redevelopment projects. The primary goal of the manual is to protect the quality of local creeks and rivers. The manual provides guidance on managing stormwater quality, source control measures, hydromodification control measures, low impact development measures, and treatment control measures.

## **REGULATORY CONTEXT**

### **Federal and State**

With regard to wastewater, the Federal Clean Water Act (CWA) and regulations set forth by the California Department of Health Services (DHS) and State Water Resources Control Board are aimed primarily at discharges of effluent to surface waters. Title 40 of the Code of Federal Regulations (CFR) Part 503, Title 23 California Code of Regulations, and standards established by the Central Valley Regional Water Quality Control Board regulate the disposal of biosolids generated by wastewater treatment plants.

Under the CWA, the Regional Water Quality Control Board issues both general and individual permits for discharges to surface waters, including for both point-source and non-point-source discharges. The CWA mandates permits for municipal stormwater discharges. The City of Sacramento has coverage under the new General Permit for discharges from Municipal Separate Storm Sewer Systems (MS4): National Pollutant Discharge Elimination System No. CAS0085324, Order No. R5-2016-0040-010. This General MS4 Permit replaces the area-wide MS4 Permit. This permit requires that controls be implemented to reduce the discharge of pollutants in stormwater discharges to the maximum extent practicable, including management practices, control techniques and system, design and engineering methods, and other measures as appropriate. As part of permit compliance, the City has prepared a Stormwater Quality Improvement Plan, which outlines the requirements for municipal operations, industrial and commercial businesses, illegal discharges, construction sites, planning and land development, public education and outreach, and watershed stewardship. These requirements include multiple measures to control pollutants in stormwater discharge. New development under the proposed project would be required to follow the development standards contained in the Stormwater Quality Improvement Plan and the



Sacramento Stormwater Quality Design Manual (July 2018). See section 6.3, Water Resources and Quality for additional information.

### *Clean Water Act (CWA) / National Pollutant Discharge Elimination System Permits*

The CWA is the cornerstone of water quality protection in the United States. The statute employs a variety of regulatory and nonregulatory tools to sharply reduce direct pollutants discharges into waterways, finance municipal wastewater treatment facilities, and manage polluted runoff. These tools are employed to achieve the broader goal of restoring and maintaining the chemical, physical, and biological integrity of the nation's waters so that they can support "the protection and propagation of fish, shellfish, and wildlife and recreation in and on the water."

The CWA regulates discharges from "non-point source" and traditional "point source" facilities, such as municipal sewage plants and industrial facilities. The CWA makes it illegal to discharge pollutants from a point source to the waters of the United States. Section 402 of the Act creates the National Pollutant Discharge Elimination System regulatory program. Point sources must obtain a discharge permit from the proper authority (usually a state, sometimes EPA, a tribe, or a territory). National Pollutant Discharge Elimination System permits cover industrial and municipal discharges, discharges from storm sewer systems in larger cities, stormwater associated with numerous kinds of industrial activity, runoff from construction sites disturbing more than one acre, mining operations, and animal feedlots and aquaculture facilities above certain thresholds.

### *Trash Provisions of the Water Quality Control Plan for Inland Surface Waters, Enclosed Bays, and Estuaries of California (Trash Provisions)*

In April of 2015, the State Water Resources Control Board adopted the Trash Provisions of the Water Quality Control Plan for Inland Surface Waters, Enclosed Bays, and Estuaries of California (Trash Provisions) to address the impacts of trash to the beneficial uses of surface waters. The Trash Provisions include a Prohibition of Discharge which states: The discharge of trash to surface waters of the State or the deposition of trash where it may be discharged into surface waters of the state is prohibited. The Trash Provisions define trash as:

*All improperly discarded solid material from any production, manufacturing, or processing operation including, but not limited to, products, product packaging, or containers constructed of plastic, steel, aluminum, glass, paper, or other synthetic or natural materials.*

Compliance with this discharge prohibition is achieved with successful implementation of trash control requirements of the Trash Provisions. The Trash Provisions are applicable to all dischargers permitted pursuant to Section 402(p) of the Federal Clean Water Act, including municipal separate storm sewer system (MS4) permittees with regulatory authority over land use.

## Local

### *City of Sacramento General Plan*

The City's 2035 General Plan Update contains policies and implementation measures relevant to the provision of wastewater and storm drainage service. For wastewater and storm drainage services, some of the policies relevant to this issue include providing adequately sized sewer and drainage facilities where they are needed, developing plans for sewer line extensions to developed areas where service is lacking, and developing and implementing appropriate funding mechanisms.

### *Sacramento City Code, Chapter 13.08*

Sacramento City Code, Chapter 13.08 outlines the requirements for permitted discharges to the sewer service system. Article V of the chapter establishes charges and fees for customers receiving sewer service and storm service from the City.

### *Sacramento City Code, Chapter 13.16*

Sacramento City Code, Chapter 13.16 outlines provisions designed to protect and promote the health, safety and general welfare of the citizens of the city by controlling non-storm water discharges to the storm water conveyance system, by eliminating discharges to the storm water conveyance system from- spills, dumping, or disposal of materials other than storm water, and by reducing pollutants in urban storm water discharges to the maximum extent practicable. This chapter is intended to assist in the protection and enhancement of the water quality of watercourses, water bodies, and wetlands in a manner pursuant to and consistent with the Federal Water Pollution Control Act (Clean Water Act, 33 U.S.C. Section 1251 et seq.), Porter-Cologne Water Quality Control Act (California Water Code Section 13000 et seq.) and National Pollutant Discharge Elimination System Permit No. CAS082597, as such permit is amended and/or renewed. (Ord. 2004-042 § 1; Ord. 98-007 § 1; prior code § 87.01.102).

### *Combined Sewer System (CSS) Development Fee*

The City of Sacramento adopted a sewer ordinance for the CSS in 2005, which requires payment of a development fee for projects that add sewer flows within the CSS service boundary. Key aspects of the CSS development fee include: a fee per equivalent single-family dwelling unit that will be subject to periodic adjustments; CSS development fees may be fully or partially offset by constructing or cost sharing in the construction of a mitigation project approved by the City Department of Utilities; the fee approximates the cost to construct local storage to mitigate downstream impacts; and fees will be collected and deposited in a fund for the City to construct larger projects to mitigate multiple developments.

### *Sacramento Regional County Sanitation District and Sacramento Area Sewer District*

The Sacramento Regional County Sanitation District and the Sacramento Area Sewer District are both separate political subdivisions of the State of California formed under the State of California

Health and Safety Code. As such, the districts' policies must conform to the statutes of the State Health and Safety Code. Additionally, the Districts are separately-funded entities that do not depend upon Sacramento County for funding capital improvements, maintenance, or operations. User fees provide for the systems' operation and maintenance, while hookup fees provide most of the funding for new trunks and interceptors.

The Sacramento Regional County Sanitation District requires a regional connection fee be paid to the District for any users connecting to or expanding sewer collection systems (Sacramento Regional County Sanitation District Ordinance No. SRCSD-0043).

### *Stormwater Quality/Urban Runoff Management*

The City of Sacramento and Sacramento Stormwater Quality Partnership's (Partnership) individual agencies applied for coverage under the new General Permit for Discharges from Municipal Separate Storm Sewer Systems (MS4): National Pollutant Discharge Elimination System No. CAS0085324, Order No. R5-2016-0040 when the Limited Term Stormwater Permit expired in November 2016. The City's MS4 General Permit (R5-2016-0040-010) was effective on November 30, 2016. The MS4 General Permit requires the continued implementation of the Partnership's 2009 Stormwater Quality Improvement Plan approved on January 29, 2010 (Resolution No. R5-2010-0017) and the associated annual work plans. The permit is intended to implement the Basin Plan through the effective implementation of BMPs to reduce pollutants in stormwater discharges to the maximum extent practicable. Additional discussion of stormwater quality is included in section 6.3 Water Resources and Water Quality in Chapter 6, Environmental Resources.

### *City of Sacramento Design and Procedures Manual – Stormwater Collection Systems*

On July 24, 2018, the City updated their Design and Procedures Manual – Stormwater Collection Systems (Section 11). This document updated the City's requirements for sizing and design of stormwater facilities, including requirements for the preparation of drainage studies and design of storm drain pipelines, open channels, and detention basins. Section 12 covers sizing and design of stormwater pump stations.

### *Stormwater Quality Design Manual (July 2018)*

The City developed (along with neighboring jurisdictions comprised of Sacramento County and the cities of Sacramento, Citrus Heights, Elk Grove, Folsom, Galt and Rancho Cordova) the Stormwater Quality Design Manual (July 2018). This manual identifies planning tools and design requirements to reduce urban runoff pollution to the maximum extent practicable from new development and redevelopment projects. The goals of the manual are to protect the quality of local creeks and rivers. The manual provides guidance on managing stormwater quality, source control measures, hydromodification control measures, low impact development measures, and treatment control measures including trash controls.

## 4.2 Domestic Water

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### INTRODUCTION

The water supply section discusses the existing condition of the City's water supply and treatment and distribution systems.

Domestic water services within the Policy Area are provided by the City of Sacramento and other water purveyors. The City provides domestic water service to the area within the city limits, as these limits change from time to time, and to several small areas within the County of Sacramento. A small area in the northeastern portion of the city (Swanston Estates) is served by the Sacramento Suburban Water District, although City and District staff have held discussions relative to the City taking this service area over at some point in the future. Areas adjacent to the city limits are served by the Natomas Central Mutual Water Company, Rio Linda Elverta Community Water District, Sacramento County Water Agency, Sacramento Suburban Water District, California-American Water Company, Tokay Park Water District, Fruitridge Vista Water Company, Elk Grove Water Service, and the Florin County Water District.

The City supplies domestic water from a combination of surface water and groundwater sources. Two water treatment plants supply domestic water by diverting water from the American River and Sacramento River. In addition to the surface water diverted from the two rivers, the City operates groundwater supply wells. Along with supplying domestic water to retail customers, the City also has agreements in place to supply water on a wholesale and wheeling basis to other districts and water purveyors including Sacramento Suburban Water District, California-American Water Company, Fruitridge Vista Water Company<sup>1</sup>, Natomas Unified School District, and the Sacramento County Water Agency. To comply with the State's Urban Water Planning Management Act, the City of Sacramento has developed an Urban Water Management Plan to pursue the conservation and efficient use of available water supplies and to ensure an appropriate level of reliability in its water service sufficient to meet the needs of its customers (City of Sacramento 2015).

The City's water facilities also include water storage tanks, pumping facilities, and a system of transmission and distribution mains. These facilities are depicted on Figure 4-6.

### EXISTING CONDITIONS

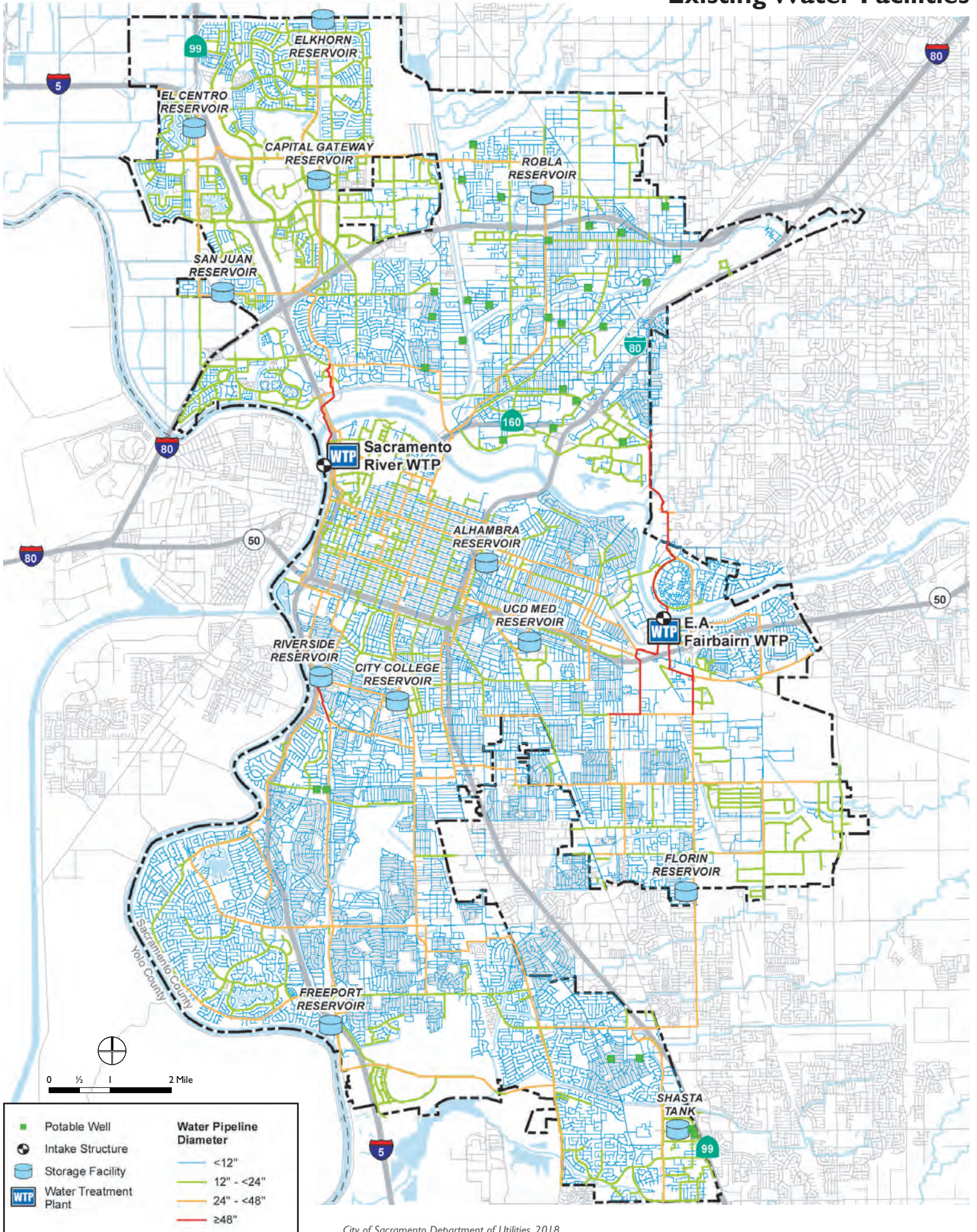
As previously mentioned, the City owns and operates the potable water distribution system that supplies potable water to over 140,000 connections (per the 2018 State Water Resources Control Board's annual report), which is spread across an area of about 99 square miles, and supplies potable water to its four wholesale and wheeling customers. The City's two major sources of potable water supply are surface water and local groundwater.

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<sup>1</sup> Note: California-American Water Company is in the process of purchasing Fruitridge Vista Water Company.

Figure 4-6

# Existing Water Facilities



The City owns and operates two surface water treatment plants, the Sacramento River Water Treatment Plant (Sacramento River WTP) and the E.A. Fairbairn Water Treatment Plant (Fairbairn WTP). The Fairbairn WTP and the Sacramento River WTP divert water from the American and Sacramento rivers, respectively. In 2003, the City completed an expansion of the Sacramento River WTP increasing its maximum capacity from 110 million gallons per day (mgd) to 160 mgd, with a reliable capacity of 135 mgd. In 2016, the City completed a rehabilitation project that increased the reliable capacity to 160 mgd. However, if the Sacramento River water levels drop, it can adversely impact the diversion pumping capacity of the Sacramento River WTP. The 2003 expansion also included the construction of a new intake structure on the Sacramento River to comply with current fish screen requirements. Expansion of the Fairbairn WTP, completed in 2005, increased the maximum diversion capacity from 90 mgd to 200 mgd. However, the Fairbairn WTP has a permitted capacity of 160 mgd, and a reliable capacity of 100 mgd during peak demand conditions due to Hodge constraints (see Regulatory Context), thus the City is unable to take advantage of the full treatment capacity of the Fairbairn WTP. Between the Sacramento River WTP and Fairbairn WTP, there are a combined 18 high lift service pumps, which supply potable water into the City's distribution system. In 2017, the Fairbairn WTP treated an average of 32 mgd of water, while the Sacramento River WTP treated an average of approximately 35 mgd. Photograph F shows a finished pump station.



*Photograph F. Sacramento River Water Treatment Plant finished water pump station.*

The City owns and operates 33 potable groundwater wells (31 of which are in the northeastern portion of the City), however only 26 wells are active and operational depending on the daily operating needs. These groundwater wells deliver potable water to the distribution system. The current City groundwater wells have a total reliable capacity of about 20 mgd. In 2017, the groundwater supply wells pumped approximately 24 mgd. The City also operates 22 non-potable groundwater wells for the irrigation of parks. Although the City relies predominantly on surface water as its primary source of water supply, the groundwater well system provides flexibility in providing domestic water to the City, especially in years when there are low river flows, as well as providing water that can be delivered on a retail or wholesale basis outside the area authorized to

receive delivery of the City’s surface water supply. The City is in the process of completing two new groundwater wells, both of which are in the southern part of the City at the Shasta Tank site.

In addition, the City of Sacramento, along with Placer County Water Agency, California American Water, and the Sacramento County Water Agency, have joined together to address the need for future water supply facilities to serve the region. The RiverArc Project is a proposed regional water supply reliability project which would use an existing water diversion facility to move surplus Sacramento River water inland. A new water treatment plant would be constructed, receiving this water via a new pipeline. A mix of new and existing pipelines would distribute this water to most of Sacramento and the West Placer region, and would integrate groundwater and American River water supplies for agencies to share across the region (PCWA 2019). The U.S. Bureau of Reclamation is the Federal lead agency and Placer County Water Agency is the local lead agency for the project.

In addition to the 18 high lift service pumps at Sacramento River WTP and Fairbairn WTP and the various groundwater pumping facilities, the City also maintains various booster pumping facilities and storage tanks throughout the distribution system. The City operates 10 storage tanks, each with a capacity of 3 million gallons (MG) except for the Florin Reservoir, which has a capacity of 15 MG. In addition to the tanks throughout the distribution system, the treatment plants together maintain an on-site storage capacity of over 44 million gallons. Water in these storage tanks is used to meet the water demand for fire flows, emergencies, and peak hour demands. The current storage capacity in the City is adequate to serve emergency situations, but projected 2030 build out conditions will require an additional 3 MG of storage capacity. The City is nearing completion of a new 4 MG storage tank (Shasta Tank) and is also evaluating impacts as part of the latest Water Master Plan to be completed in 2020. Pumping facilities throughout the distribution system have various capacities. A pump facility is shown in Photograph G.



*Photograph G. Pumps at the Elkhorn Tank and Pump Station Facility.*

The City owns over 1,600 miles of water mains which are categorized as either distribution mains or transmission mains. Water distribution mains are less than 18 inches in diameter and convey water for local domestic and commercial use, fire suppression, and for fire hydrants. As a policy,

the City requires new commercial areas to install 12-inch diameter mains to maintain fire flow capacity. Transmission mains are 18 inches in diameter and larger and are used to convey large volumes of water from the various supply sources (e.g., treatment plants) throughout the distribution system. They are also used to convey water to and from the storage tanks to meet fluctuating daily and seasonal demands while maintaining required system pressures. The City determines the needs for new water distribution facilities as development plans are formulated.

There are areas of the City where both distribution and transmission mains have been identified with specific deficiencies and proposed improvements outlined in the City's Water Supply Master Plan (West Yost 2013). Portions of the Central City system are deficient due to the poor condition of the aging water mains. The City is systematically replacing these old sections of pipe to alleviate the problem. In the North Sacramento area, distribution and transmission mains are largely undersized and are aging (more than 60 years old). The City has stated that new transmission mains will need to be constructed to improve this area. In South Sacramento, low pressure areas are a result of the lack of supply and storage tanks in the southern area of the City. To alleviate this issue, the City is currently constructing the new Shasta Park storage tank and two new wells in the southern area of the City.

## **REGULATORY CONTEXT**

### **Federal**

#### *Safe Drinking Water Act*

The Safe Drinking Water Act of 1974 gave the United States Environmental Protection Agency (EPA) the authority to set standards for contaminants in drinking water supplies. The USEPA was required to establish primary regulations for the control of contaminants that affect public health and secondary regulations for compounds that affect the taste, odor, or aesthetics of drinking water. Under the provisions of the SDWA, the State Water Resources Control Board (State Water Resources Control Board) has the primary enforcement responsibility in California. Title 22 of the California Administrative Code establishes State Water Resources Control Board authority and stipulates State drinking water quality and monitoring standards.

#### *America's Water Infrastructure Act of 2018*

The U.S. Congress passed, and the President signed S. 3021 in October 2018. S. 3021 requires water systems to prepare or revise their emergency response plans through a risk and resiliency assessment. This includes detecting malevolent acts and natural hazards; physical security and system cybersecurity; critical equipment; and actions, procedures, and equipment that significantly can reduce emergency impacts. Plans will incorporate findings of the assessments and include strategies to improve system resilience. Based on the population served by the City of Sacramento, the risk and resilience assessment is required to be completed by March 31, 2020 and an updated emergency response plan will be required by September 30, 2020. The City has retained the services of a consultant to update the plans.



## **State**

### *Urban Water Management Planning Act*

In 1983, the California Legislature enacted the Urban Water Management Planning Act (Water Code Sections 10610 – 10656). The Act requires that every urban water supplier that provides water to 3,000 or more customers, or that provides over 3,000 acre-feet of water annually shall prepare and adopt an urban water management plan (UWMP). Under the Act, water supplies are required to prepare an UWMP within one year of being designated an urban water supplier, and are further required to update the plan every five years. The Act also specifies the content that is to be included in an UWMP.

It is the intention of the Legislature to mandate levels of water management planning commensurate with the number of customers served and the volume of water supplied. The Act states that urban water suppliers should make every effort to ensure the appropriate level of reliability in its water service sufficient to meet the needs of its various categories of customers during normal, dry, and multiple dry years. The Act also states that the management of urban water demands, and the efficient use of water shall be actively pursued to protect both the people of the State and their water resources.

The State Department of Water Resources has designed its urban planning assistance program to assist urban water suppliers to meet the requirements of the Act. Program staff assists urban water suppliers with preparing comprehensive and useful water management plans, implementing water conservation programs, and understanding the requirements of the Act.

Department of Water Resources staff reviews UWMPs submitted to the department in accordance with the Act. Results are provided to local and regional water suppliers through review letters and are compiled into a Legislative Report provided to the California Legislature one year after plans are due to the Department of Water Resources. See Section 6.3, Water Resources and Quality for Drinking Water Quality Regulations.

The City's most recent UWMP was prepared in 2015 and was adopted by the Sacramento City Council in June 2016. The City's 2020 UWMP is due to the Department of Water Resources by July 1, 2021.

### *Senate Bill X7-7*

The Water Conservation Act of 2009 (Senate Bill X7-7) was enacted in November 2009 and requires that all water suppliers increase their water use efficiency. Refer to the Regulatory portion of Section 4.4 below for more details.

### *Assembly Bill 1465*

In 2009, the State Legislature passed Assembly Bill 1465 requiring urban water suppliers to include their water demand management measures in their UWMPs. Refer to the Regulatory portion of Section 4.4 below for more details.

### *Sustainable Groundwater Management Act*

In September 2014, the Sustainable Groundwater Management Act was passed as a three-bill legislative package composed of AB 1739 (Dickinson), SB 1168 (Pavley), and SB 1319 (Pavley). The legislation provides a framework for sustainable management of groundwater supplies by local authorities, with a limited role for State intervention when necessary to protect the resource. The legislation lays out a process and a timeline for local authorities to achieve sustainable management of groundwater basins. Refer to the Regulatory portion of Section 4.4 below for more details.

### **Local**

The City's surface water diversions from the American River at the Fairbairn WTP are subject to limitations specified in the City's Water Forum Purveyor Specific Agreement and the City's current water rights. In extremely dry years, the City must limit its diversions at the Fairbairn WTP to not greater than 155 cubic feet per second (cfs) and not greater than 50,000 AFA. In all other years, the City may divert city water at the Fairbairn WTP up to the full capacity of the expanded Fairbairn WTP (310 cfs or 100,000 AFA) so long as the flow bypassing the diversion at the Fairbairn WTP is greater than the Hodge Flow Criteria<sup>2</sup>. When flow bypassing the diversion at the Fairbairn WTP is less than the Hodge Flow Criteria, City diversions may not be greater than 120 cfs January through May, 155 cfs June through August, 120 cfs in September, and 100 cfs October through December. The City's Purveyor Specific Agreement also includes provisions regarding potential future revision of these limitations if it can be determined that doing so would not adversely impact instream resources.

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<sup>2</sup> The Hodge Flow Criteria is based on flow levels established by Judge Richard Hodge in a lawsuit filed by Sacramento County, the Environmental Defense Fund, and the Save the American River Association over concern about how increased diversions by East Bay Municipal Utility District (EBMUD) could impact the Lower American River fishery. The Hodge decision applies only to diversions of water by EBMUD, but criteria based on the Hodge flow levels were utilized as a surrogate for flow levels that would not adversely impact instream resources in the City's Water Forum Purveyor Specific Agreement. Refer to the Regulatory portion of Section 4.3 below for more details

## 4.3 Water Supply

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### INTRODUCTION

As mentioned in the previous sections, the City's water supply is surface water from the American and Sacramento rivers and local groundwater pumped by the City's groundwater wells. On average, groundwater typically provides 20 to 40 percent of the City's water supply with the remaining 60 to 80 percent provided by surface water.

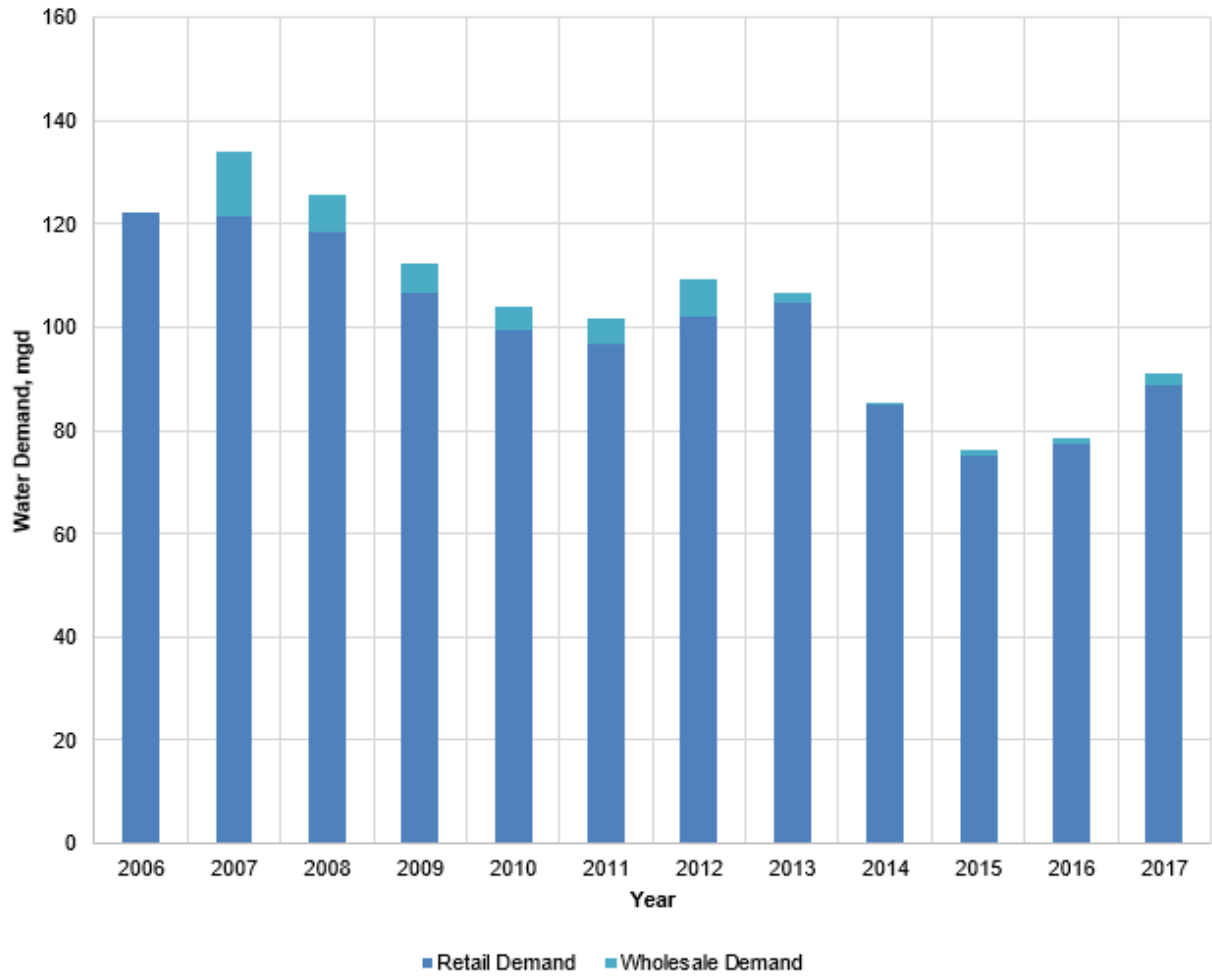
Figure 4-7 shows graphically the retail and wholesale demands. As indicated by the figure, water demands declined between 2006 and 2011 due to the economic downturn and drought. The City experienced a slight rebound in 2012 and 2013 due to improved economic conditions, but in 2014 and 2015 reached a low point as a result of extreme drought and strict mandatory conservation measures. Demands since 2015 have rebounded slightly. Moving forward, the per capita demands are not anticipated to increase significantly. This is due to the recently passed AB 1668 and SB 606 (refer to the Regulatory portion of Section 4.4) and due to the City's on-going two-day-a-week irrigation measure.

The City has sufficient water rights to meet future projected demands. However, diversion restrictions (Hodge Flow conditions, discussed in subsequent sections) on the American River limit the capacity of the Fairbairn WTP. The Sacramento River WTP does not have sufficient intake and treatment capacity to make up for diversion restrictions at Fairbairn WTP. The City is planning on expanding the Sacramento River WTP intake and treatment facilities, but also has the option to participate in the River Arc project. Photograph H shows the water intake facility on the Sacramento River.



*Photograph H. Sacramento River Water Treatment Plant Intake Facility*

**Figure 4-7: Summary of Retail and Wholesale Water Demand**



**EXISTING CONDITIONS**

**Surface Water**

The City possesses surface water rights to divert both Sacramento and American river water. The City claims a pre-1914 appropriate right to divert 75 cfs from the Sacramento River. The City also entered into a water rights settlement contract with the Bureau of Reclamation in 1957. Under the City/Bureau of Reclamation settlement contract, the City agreed to (1) limit its combined rate of diversion under its American River water rights permits to a maximum of 675 cfs, up to a maximum amount of 245,000 AFA in the year 2030, and (2) limit its rate of diversion under its Sacramento River water rights permit to a maximum of 225 cubic cfs and a maximum amount of 81,800 AFA. The settlement limits the City’s total diversions of Sacramento and American river water under its water right permits to 326,800 AFA in the year 2030, as shown in Table 4-2.

**Table 4-2: Settlement Contract Maximum Diversion Schedule (acre-feet/year), Sacramento/U.S. Bureau of Reclamation Contract, 2007**

Source	2010	2015	2020	2025	2030	2035
American River	170,500	189,000	208,500	228,000	245,000	245,000
Sacramento River	81,800	81,800	81,800	81,800	81,800	81,800
<b>TOTAL</b>	<b>227,500</b>	<b>252,000</b>	<b>278,000</b>	<b>304,000</b>	<b>326,800</b>	<b>326,800</b>

Source: Adapted from City of Sacramento 2010 Urban Water Management Plan, Carollo Engineers.

In return, the contract requires the Bureau of Reclamation to always make enough water available in the rivers to enable the agreed-upon diversions by the City. The City agreed to make an annual payment to the Bureau of Reclamation for Folsom Reservoir storage capacity used to meet the Bureau’s obligations under the contract, beginning with payment for 8,000 acre-feet of storage capacity in 1963 and building up to payment for the use of 90,000 acre-feet of storage capacity in 2035. The settlement contract is permanent and generally not subject to deficiencies. The City’s water rights, in conjunction with the Bureau of Reclamation contract, provide the City with a very reliable and secure water supply.

## **WATER FORUM AGREEMENT**

The City’s diversions at the Fairbairn WTP are subject to voluntary limitations specified in the Water Forum Agreement (WFA). The Water Forum was started in 1993 by a group of water managers, local governments, business leaders, agricultural leaders, environmentalists, and citizen groups with two “co-equal” goals: to provide a reliable and safe water supply through the year 2030, and to preserve the wildlife, fishery, recreational, and aesthetic values of the Lower American River. After six years of interest-based negotiations, the Water Forum participants approved the 2000 WFA.

As part of the WFA, each water purveyor signed a purveyor specific agreement that specified that purveyor’s Water Forum commitments. The City’s purveyor specific agreement limits the quantity and rate of water diverted from the American River at the Fairbairn WTP during two hydrologic conditions: extremely dry years (i.e., “Conference Years”) and periods when river flows are below the so-called “Hodge Flow Criteria” issued by Judge Richard Hodge in the Environmental Defense Fund v. East Bay Municipal Utility District litigation. Hodge flow conditions exist when the American River flows are below 2,000 cfs from October 15 through February; 3,000 cfs from March through June; and, 1,750 cfs from July through October 14.

At the time that the City’s purveyor specific agreement was developed, there was a common understanding among the Water Forum participants that the existing flow standard applicable to the operation of the Bureau of Reclamation’s water storage facilities above the Lower American River was outdated, and the parties agreed to use the Hodge Flow Criteria as a surrogate for the minimum flows necessary to preserve and protect instream resources. At that time, the Hodge flows provided the most fully developed instream flow criteria available for the Lower American River, even though these criteria were developed in connection with another entity’s proposed diversions

upstream at the Folsom South Canal, did not apply to Sacramento or the Fairbairn WTP, and, in view of the updated instream flow management plan currently being developed by the Water Forum and the Bureau of Reclamation, are now outdated. Implementation of the flow management plan currently being developed may render these limitations at the Fairbairn WTP unnecessary and may provide a basis for removing or modifying these limitations. The City's purveyor specific agreement includes provisions recognizing that the City may seek modification to the Fairbairn WTP limitations if justified by analysis showing that increased diversions will not have significant adverse effects on the American River below the Fairbairn WTP, such as might be the case if an updated flow management plan is adopted. This would be subject to separate environmental review and is not part of this project.

Without these limitations, the City would require a lesser increment of additional capacity at the Sacramento River WTP to meet future demands. However, the City is currently proceeding with the assumption that the existing Hodge limitations at Fairbairn WTP will remain in place, thus requiring intake and treatment capacity expansion at the Sacramento River WTP or the City's participation in the River Arc Project.

A "Conference Year" exists when the California Department of Water Resources projects an annual unimpaired flow into Folsom Reservoir of 550,000 AFA or less, or the projected March through November unimpaired flow into Folsom Reservoir is less than 400,000 AFA. During Conference Years, the City's purveyor specific agreement limits diversions of water treated at the Fairbairn WTP to 155 cfs and 50,000 AFA. Conference Years have occurred on the American River only three times during the period of record historical hydrology. These years were water years 1924, 1977, and 2015.

Hodge Flow and Conference Year conditions are collectively referred to as the City's "purveyor specific agreement limitations." The City's purveyor specific agreement limits the diversion rate at the Fairbairn WTP when American River flows bypassing the Fairbairn WTP are less than the Hodge Flow Criteria. Based on the CALSIM II model analysis of the 1922 to 1994 climate data, 59 percent of years will experience flows that are less than Hodge flow conditions at some time during the peak months of June through August. In comparison, when flow passing the Fairbairn WTP is greater than the Hodge Flow Criteria and Conference Year conditions do not exist, the purveyor specific agreement allows diversions of American River water up to the Fairbairn WTP's current maximum rate of 310 cfs (or 200 mgd). The Hodge Flow limitations result in peak day limitations but, unlike the Conference Year limitation, do not directly limit the City's annual diversion amount.

When the City's use of the Fairbairn WTP is limited by the City's purveyor specific agreement limitations (as well as when these limitations are not in effect), the city can use available capacity in the Sacramento River WTP to divert water under its American River entitlements. During a Conference Year (drought) condition, assuming a maximum diversion and treatment of 50,000 AFA at the Fairbairn WTP and a maximum diversion and treatment capacity of 134,000 AFA at the Sacramento River WTP, the current drought limiting scenario (Conference Year) using existing facilities allows a surface water production of 229,400 AFA.

## Groundwater

The City currently operates 26 permitted municipal groundwater supply wells within the city limits that pump from the North American and South American Groundwater Sub Basins, as shown in Figure 4-8. The City wells supply the city with about 20 mgd of reliable municipal water. The actual total capacity is larger, but varies due to maintenance activities, water quality of produced groundwater and other factors. The city's average groundwater deliveries from 2006 to 2017 was approximately 17,932 AFA or 16 mgd. The City also operates 22 non-potable wells that are largely used for the irrigation of parks.

## Groundwater Basin

The wells pump primarily from the Department of Water Resources North American Sub Basin (5-21.64), with two active drinking water wells pumping from the South American Sub Basin (5-21.65).

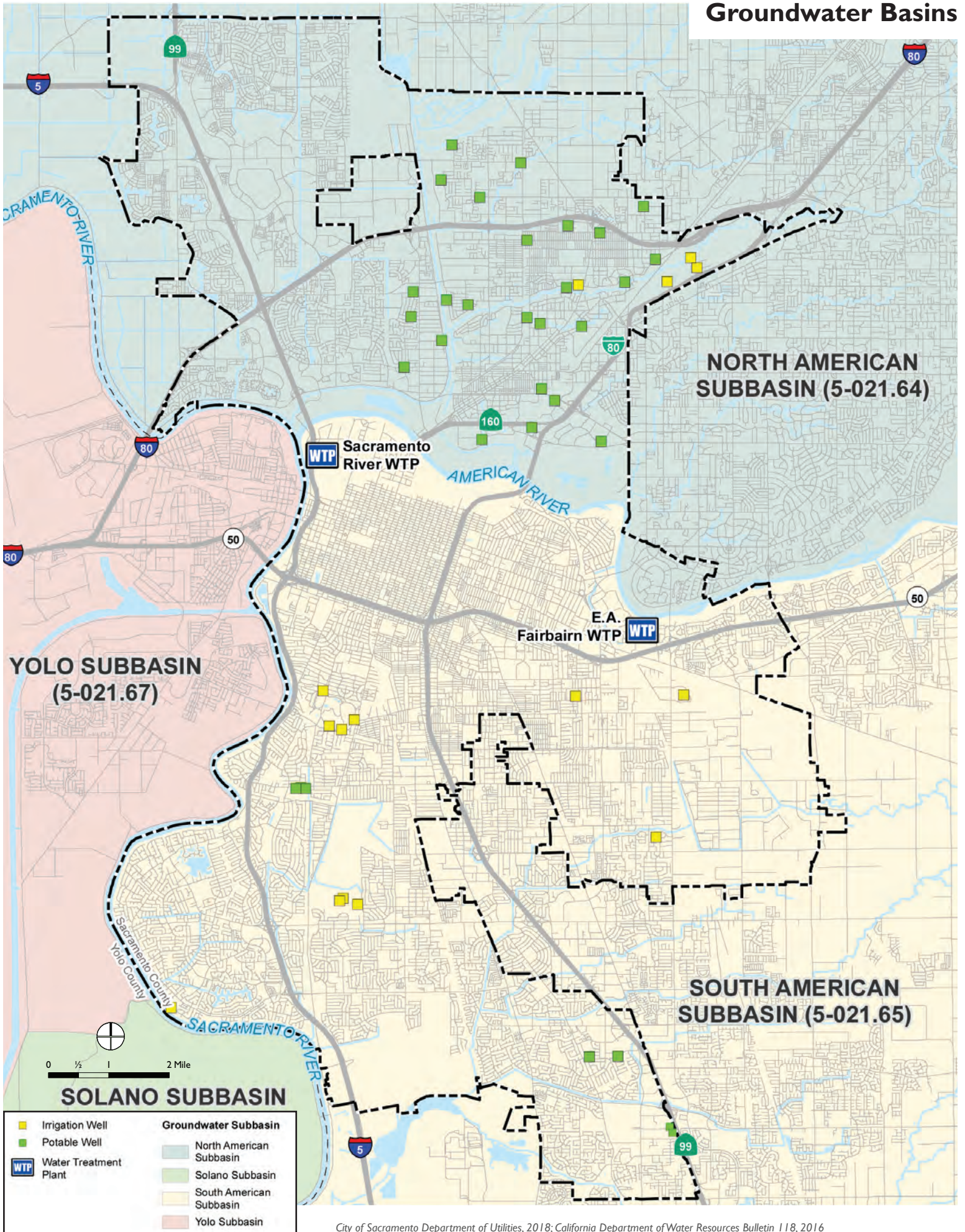
The North and South American Sub Basins are described in the 2003 update to the Department of Water Resources Bulletin 118-3. The underlying geology or hydrostratigraphy of both basins consists of a variety of geologic formations that make up the water bearing units. There are two aquifer systems: an upper unconfined system consisting of the Victor, Fair Oaks, Laguna, Modesto Formations, and a lower, semi-confined system in the Mehrten Formation. These geologic formations are composed of lenses and layers of inter-bedded sand, silt, and clay with coarse-grained stream channel deposits. The groundwater contained in the upper aquifer system of the Victor, Fair Oaks, Laguna, Modesto, Riverbank, and Turlock Lake Formations along with Arroyo Seco and South Fork Gravels is of superior quality compared to that in the lower semi-confined system, mainly because the water in the Mehrten Formation is higher in iron and manganese and requires treatment. The upper unconfined system only requires disinfection (chlorination) for potable use (DWR 2003).

In the South American Subbasin, the Department of Water Resources Bulletin 118-3 estimated that groundwater withdrawals are in balance with recharge for the Sub Basin. The conclusion is supported by groundwater levels which have stabilized after recorded declines since the 1960s. As a result of the Water Forum Successor Effort, the Sacramento Central Groundwater Authority has developed the 2016 Groundwater Management Plan.

The North American Sub Basin includes the Policy Area; Department of Water Resources Bulletin 118-3 references a 1990 land-use based water balance for the sub basin which estimated groundwater withdrawals in excess of 285,000 AFA above annual recharge. The Sacramento Groundwater Authority prepared an updated groundwater management plan in 2008 for that portion of the sub basin north of the American River and up to the Sacramento County line. The Placer County Water Agency prepared a groundwater storage study for the northern half of the North American Sub Basin. The groundwater reports prepared by Placer County Water Agency and Sacramento Groundwater Authority document declining groundwater levels prior to 1992. However, since 1992, a reduction of groundwater pumping has resulted in stabilized groundwater levels (PCWA 2005; SGA 2008).

Figure 4-8

# Groundwater Basins





The Sacramento Central Groundwater Authority and the Sacramento Groundwater Authority were developed in a consensus-based process, and these included stakeholders throughout both basins. GMPs are adaptive management tools and represent a critical step in establishing a framework for maintaining a sustainable groundwater resource for the various users overlying the basins. The groundwater management plans are consistent with the provisions of California Water Code sections 10750 et seq. Within these programs the Sacramento Groundwater Authority and the Sacramento Central Groundwater Authority will continually assess the status of the groundwater basin and make appropriate management decisions.

The City is a member of both the Sacramento Groundwater Authority and Sacramento Central Groundwater Authority. The Sacramento Groundwater Authority and Sacramento Central Groundwater Authority share a common goal of the responsible management of the groundwater basin through a commitment to not exceed the long-term sustainable yield of the sub basins. The Sacramento Groundwater Authority sustainable yield is estimated to be approximately 131,000 AFA and the Sacramento Central Groundwater Authority sustainable yield is estimated to be approximately 273,000 AFA according to the Water Forum Agreement and Groundwater Management Plans. The sustainable yields determined through the Water Forum Agreement provide for sufficient groundwater pumping to meet the projected level of groundwater demand through 2030. However, the preparation of Groundwater Sustainability Plans may revise these estimates once completed. The process to determine the sustainable yield took into account future pumping by the various groundwater users within the applicable sub basin, water quality, dewatering of wells, groundwater pumping costs, and ground subsidence.

Sacramento Groundwater Authority and the Sacramento Central Groundwater Authority members, in accordance with the Water Forum Agreement, are proceeding with a long-term conjunctive use program to responsibly manage and use the groundwater systems. A conjunctive use program accounts for the annual climatic variability of the region, whereby in normal or wet years of precipitation the water providers will divert more surface water and reduce or eliminate groundwater use, allowing the groundwater systems to recharge. This requires facilities for diversion and treatment of surface water with capacity that is sufficient to meet peak day demands with surface water during normal and wet years. In dry years when surface water diversions are reduced to maintain in-stream flows, groundwater pumping would be increased as needed to supplement the reduced diversions from the river systems. The City's 2013 Water Master Plan envisioned a significant increase in maximum groundwater pumping capacity. Due to the flexible nature of a conjunctive use plan, the citywide long-term yield is not anticipated to change significantly, however yield in the central basin is expected to increase (Grant 2013).

As part of this groundwater management strategy, the Sacramento Groundwater Authority released a Basin Management Report (BMR) for 2011 that updates the current Sacramento Groundwater Authority uses of the North American Sub Basin. The BMR calculated groundwater pumping by Sacramento Groundwater Authority signatories at 65,649 AFA in 2010; this is below the agreed-upon sustainable yield of 131,000 AFA. This is also the lowest reported purveyor pumping in the SGA area since 1983. Notably, the BMR shows that between 1997 and 2004 a cone of depression near the central part of the Sacramento Groundwater Authority area has rebounded by approximately five feet as a result of less groundwater pumping and utilizing more surface water by the members of the Sacramento Groundwater Authority.

In addition, and as discussed in more detail in the Regulatory section below, the City is currently working on developing a Groundwater Sustainability Plan for both the North and South American basins. Refer to the Regulatory portion of Section 4.4 below for more details.

### **Recycled Water**

The City recently collaborated with Regional San and the Sacramento Power Authority, a significant City water customer, on recycled water planning for the Recycled Water Feasibility Study (RWFS). In April 2016, following completion of this study, the City and Regional San executed a Principles of Agreement for a Water Recycling Program which serves as an interim document that describes the proposed institutional structure for Regional San and the City Water Recycling Program. Regional San and the Sacramento Power Authority, in coordination with the City, cooperated in the development of a Phase 1 water recycling project that will initially deliver recycled water via a new transmission pipeline from the Sacramento Regional Wastewater Treatment Plant to the Cogen Facility. This transmission pipeline was upsized to provide additional capacity to serve potential future recycled water users within the City.

For additional details refer to the City's 2015 UWMP or the RWFS<sup>3</sup>.

### **Water Conservation**

An important aspect to the City achieving water supply reliability is to reduce the demand for potable water through conservation and water efficiency. This is done through the implementation of water conservation measures, participation in the Regional Water Authority's (RWA) Water Efficiency Program, installation of Advanced Metering Infrastructure water meters that provide the City and the customer with hourly water use data, and leak notifications. Much of the following information is provided in the City's 2015 UWMP, which detailed the City's successful efforts in meeting the gallons per capita per day goals based on requirements in Senate Bill X7-7 for 2015 and updated the conservation goal for 2020. In 2023, the City will be subject to permanent water conservation targets, as mandated by SB 606 and AB 1668. The long-term water conservation legislation will require the City to implement water conservation programs in order to stay within its target. This target will involve a residential indoor water use calculation, a standard for outdoor residential water usage, a calculation of the annual water demand for commercial, industrial and institutional account dedicated irrigation accounts, and a system water loss calculation. This legislation will be in effect through 2027.

In late 2013, the Sacramento City Council approved its first Water Conservation Master Plan, which was designed to guide the City's water conservation efforts through 2020. Shortly after the approval of this plan and as a result of the 2014 statewide water shortage declaration, the City's water conservation rebate offerings expanded to include both indoor and outdoor water conservation incentives for all customer types. The City also regularly conducts outreach campaigns related to water conservation and school education, but also supports RWA efforts.

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<sup>3</sup> [http://www.regionalsan.com/sites/main/files/file-attachments/20150109\\_srcsd-spa-saccity\\_rwfs\\_complete.pdf](http://www.regionalsan.com/sites/main/files/file-attachments/20150109_srcsd-spa-saccity_rwfs_complete.pdf)

The City is a member of the RWA, which is a joint powers authority that serves and represents the interests of 26 water providers (21 agencies and 5 associate members) and associated agencies in the greater Sacramento area. The RWA maintains a Water Efficiency Program, which is a large-scale regional effort designed to help participating agencies further implement their water conservation programs through regional outreach, marketing of services to customers and leveraging resources. RWA often pursues grants on behalf of its member agencies and facilitates and administers cost sharing arrangements with other organizations such as the Sacramento Regional Sanitation District and the Sacramento Municipal Utilities District.

Additionally, the City adopted a Sustainability Plan in 2017 as a roadmap to become a Carbon Neutral Water Utility. The Sustainability Plan includes focused development of protocols on reducing greenhouse gases, reducing waste generation, complying with the City's Climate Action Plan, and implementing an Energy Management Plan (City of Sacramento 2018).

Chapter 9 of the City's 2015 UWMP summarizes the City's historical and existing water conservation program, status of Demand Management Measures, and projected future conservation implementation. Previous UWMP efforts required detailed description of implementing the fourteen specific Demand management Measures. However, starting with the 2015 UWMP, focus has turned away from these specific Demand management Measures, and instead focused on programs that are targeted to achieve SB X7-7 water use targets. The UWMP also provides a description of the City's Water Conservation Plan (adopted in 2013) which communicates the City's implementation of the various programs to meet its water use reduction targets. The City's Demand Management Measures are generally categorized as Retail, Wholesale, or other/additional and are summarized below:

- Retail Demand Management Measures
  - Water waste prevention ordinances
  - Metering
  - Conservation pricing
  - Public education and outreach
  - Programs to assess and manage distribution system real loss
  - Water conservation program and staffing support
- Other Demand Management Measures
  - Retail High Efficiency Toilet Rebate
  - Residential High Efficiency Washing Machine Rebate
  - Residential River-Friendly Landscape Rebate
  - Residential Water Wise House Calls
  - Commercial Water Wise Business Calls
  - Commercial Rebates
- Wholesale Demand Management Measures
  - Metering

- Public Outreach
- Water Conservation Program Coordination and Staffing support.

## **REGULATORY CONTEXT**

### **Federal**

#### *U.S. Environmental Protection Agency (USEPA)*

The USEPA established primary drinking water standards in the Clean Water Act Section 304 and states are required to ensure that potable water for the public meets these standards. Standards for 81 individual constituents have been established under the Safe Drinking Water Act, as amended in 1986. The U.S. EPA may add additional constituents in the future. In California, the State Water Resources Control Board is responsible for implementing the Safe Drinking Water Act, as well as California statutes and regulations related to drinking water.

### **State**

#### *Urban Water Management Planning Act*

California Water Code Section 10610 (et seq.) requires that all public water systems providing water for municipal purposes to more than 3,000 customers, or supplying more than 3,000 AFA, must prepare an UWMP. The Department of Water Resources provides guidance to urban water suppliers in the preparation and implementation of UWMPs. UWMPs must be updated at least every five years on or before December 31, in years ending in five and zero. The submittal date for the 2015 UWMP was revised to be require plans be submitted by July 1, 2016 due to the regulation changes and desire to include status of the 2015 conservation goals. The City adopted its most recent UWMP on June 21, 2016. The 2020 UWMPs are due to the Department of Water Resources by July 1, 2021.

#### *Senate Bill 610 - Water Supply Assessments*

Senate Bill 610 was adopted in 2001 and reflects the growing awareness of the need to incorporate water supply and demand analysis at the earliest possible stage in the land use planning process. Senate Bill 610 amended the statutes of the Urban Water Management Planning Act, as well as the California Water Code section 10910 et seq.

A water supply assessment (WSA) is required for projects of a certain size and must include a discussion with regard to whether the total projected water supplies are available during normal, single dry and multiple dry water years during a 20-year projection.

The foundation document for compliance with SB 610 is the UWMP, which provides an important source of information for cities and counties as they update their general plans. Likewise, planning documents such as general plans and specific plans form the basis for the demand information contained in an UWMP, as well the water supply assessment.

### *Senate Bill 221- Written Verification of Water Supply*

Government Code Section 66473.7(a)(1) requires an affirmative written verification of sufficient water supply prior to approval of a tentative map for projects meeting a certain size threshold. This verification, like the SB 610 water supply assessment, must include documentation of historical water deliveries for the previous 20 years, as well as a description of reasonably foreseeable impacts of the proposed subdivision on the availability of water resources of the region.

### *Drinking Water Quality*

In California, the State Water Resources Control Board is responsible for implementing the Federal Safe Drinking Water Act of 1974 and its updates, as well as California statutes and regulations related to drinking water. As part of their efforts, the SWRCB Division of Drinking Water inspects and provides regulatory oversight for public water systems within California. In addition, in the Sacramento area, the Central Valley Regional Water Quality Control Board has the responsibility for protecting the beneficial uses of the state's waters, including groundwater and for various other uses.

Public water system operators are required to regularly monitor their drinking water sources for microbiological, chemical, and radiological contaminants to show that drinking water supplies meet the regulatory requirements for primary maximum contaminant levels (MCLs) listed in Title 22 of the California Code of Regulations. Primary standards are developed to protect public health and are legally enforceable. Among these contaminants are approximately 80 specific inorganic and organic contaminants and six radiological contaminants that reflect the natural environment, as well as human activities. Examples of potential primary inorganic contaminants are aluminum and arsenic; examples of organic contaminants are benzene and the polychlorinated biphenyls (PCBs), while radiological contaminants can include uranium and radium.

Public water system operators are also required to monitor for other contaminants and characteristics related to the aesthetic properties of drinking water. These are known as secondary MCLs and are associated with qualities such as taste, odor, and appearance. In California secondary standards are legally enforceable for all new drinking water systems and new sources developed by existing public water suppliers. Public water system operators are also required to analyze samples for unregulated contaminants, and to report other contaminants that may be detected during sampling.

### *Senate Bill X7-7*

In February 2010, the 20x2020 Water Conservation Plan was released as part of an effort to reduce stress on the environment of the Sacramento-San Joaquin Delta. The plan sets forth a statewide road map to maximize the state's urban water efficiency and conservation opportunities. The draft of this plan served as the basis for Senate Bill X7-7, also known as the Water Conservation Act of 2009, which set a goal to achieve a 20 percent reduction in urban per capita water use in California by the year 2020. The law requires urban water suppliers to establish water conservation targets for the years 2015 and 2020.

The plan recommends nine categories of action to contribute to a statewide strategic approach of achieving the goals of the plan. These categories are (1) to establish a foundation for a statewide conservation strategy, (2) reduce landscape irrigation demand, (3) reduce water waste, (4) reinforce efficiency codes and related BMP's, (5) provide financial incentives, (6) implement a statewide conservation public information and outreach campaign, (7) provide new or exercise existing enforcement mechanisms to facilitate water conservation, (8) investigate potential flexible implementation measures, and (9) increase the use of recycled water and non-traditional sources of water.

The 20x2020 Plan was developed through a collaborative effort consisting of State and Federal agencies including the Department of Water Resources, State Water Resources Control Board, California Energy Commission, Department of Public Health, California Public Utilities Commission, Air Resources Board, California Bay-Delta Authority, and the U.S. Bureau of Reclamation.

### *Assembly Bill 1465*

In 2009, the state legislature passed AB 1465 requiring urban water suppliers to include their water demand management measures in their UWMP. Suppliers are required to describe opportunities to offset potable water use by utilizing water that is already available through stormwater recapture or recycled water use.

### *Sustainable Groundwater Management Act*

In September 2014, the Sustainable Groundwater Management Act (SGMA) was passed as a three-bill legislative package composed of AB 1739 (Dickinson), SB 1168 (Pavley), and SB 1319 (Pavley). The legislation provides a framework for sustainable management of groundwater supplies by local authorities, with a limited role for state intervention when necessary to protect the resource. The legislation lays out a process and a timeline for local authorities to achieve sustainable management of groundwater basins. It also provides tools, authorities and deadlines to take necessary steps to achieve the goal. In general, to comply and implement SGMA, agencies must:

1. Form local Groundwater Sustainability Agencies (GSA) (deadline by 6/30/2017);
2. GSAs must adopt Groundwater Sustainability Plans (GSPs) within five to seven years, depending on whether a basin is in critical overdraft (deadline 1/31/2020 for critically over drafted basins or 1/31/2022 for high and medium priority basins not currently in overdraft); and,
3. Once GSPs are in place, local agencies have 20 years to fully implement and achieve the sustainability goal.

The City overlies two groundwater sub basins: the North American Subbasin, located north of the American River, and the South American Subbasin, located South of the American Subbasin. Management and use differs between the North and South American Subbasins. The North American Subbasin consists mainly of cities, water districts and water agencies, whereas the South American Subbasin users consists of about 6,000 private groundwater users in addition to cities,

water districts and water agencies. The stark differences in uses and stakeholders is why two separate GSAs were formed. The Sacramento Groundwater Authority (SGA) was formed to manage the North American Subbasin and the Sacramento Central Groundwater Authority (SCGA) was formed to manage the South American Subbasin. Both the North and South American basins were designated as high priority basins, but neither has been designated as a critically over drafted basin.

In December of 2014, the SGA adopted the SGA Groundwater Management Plan (GWMP) to establish a framework for maintaining a sustainable groundwater resource. The SGA will prepare a GSP, to be submitted by 2022, using the 2014 SGA GWMP as a basis. The SCGA completed a GWMP for the South American Subbasin in 2006. Currently, SCGA has filed an alternative to a GSP, which is currently under review by the Department of Water Resources. If the alternative plan is not accepted, SCGA will also complete a corresponding GSP and submit to the Department of Water Resources by 2022.

### *Assembly Bill 1668 and Senate Bill 606*

In 2018, the State legislature passed AB 1668 and SB 606 which builds on the existing Senate Bill X7-7, which set a goal to achieve a 20 percent reduction in urban per capita water use in California by the year 2020. Key elements of the new laws include requirements to establish water use objectives and long-term standards for efficient water use that apply to urban retail water suppliers. The objectives and standards are based on indoor residential water use, outdoor residential water use, commercial, industrial and institutional irrigation with dedicated meters, water loss due to leaks in water system pipes, and other unique local uses. AB 1668 provides specific standards for indoor residential water use, establishing a 55 gallons per capita per day (gpcd) standard until 2025, a 52.5 gpcd standard after 2025; and a 50 gpcd standard after 2030. Standards for other water uses are to be set in the coming years. SB 606 would require urban water suppliers to annually calculate actual urban water use and report to the Department of Water Resources, with the first report due by November 1, 2023.

## **Local**

### *City of Sacramento 2035 General Plan*

The City's 2035 General Plan Update contains policies and implementation measures relevant to the provision of water service. For water resources, some of the policies relevant to this issue include adopting a water policy for the city consistent with a long range adopted plan, developing and implementing financing strategies and arrangements, prioritizing funding infrastructure in depressed or infill areas, and providing water service that meets or exceeds State and Federal standards.

*City of Sacramento Design Standards*

Section 13 of the City's Design Standards sets forth requirements regarding the design and operation of water distribution facilities. Those requirements include standards for pipe design, fire hydrants, and specific requirements for residential, commercial and industrial water service.

## 4.4 Solid Waste

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### INTRODUCTION

This section discusses the solid waste service providers operating within the Policy Area, local solid waste facilities (as shown in Figure 4-9), and Sacramento's solid waste generation rates.

The City collects all single-family residential solid waste for customers within the city. Refuse from the south region of the city is transported to the Sacramento Recycling and Transfer Station (SRTS) at 8491 Fruitridge Road and refuse collected in the north region is transported to the Sacramento County North Area Recovery Station. Refuse is then hauled from both locations to the Sacramento County Kiefer Landfill (City of Sacramento 2015). Commercial and multi-family residential solid waste collection and recycling is administered by the Sacramento Regional Solid Waste Authority and collection is provided by 15 different private franchised haulers. Commercial solid waste is disposed of at various facilities including the SRTS, the Sacramento County Kiefer Landfill, the Yolo County Landfill, L and D Landfill, Florin Perkins Landfill, Elder Creek Transfer Station, and the Sacramento County North Area Recovery Station. General contractors and industrial solid waste generators often haul solid waste directly to disposal facilities (Febbo pers. comm. 2019). In addition to collecting municipal refuse every week, the City collects garden refuse on a weekly basis, which is delivered to the SRTS and the Elder Creek Transfer Station; collects curbside recycling every other week (as of July 1, 2013), which is brought to the SRTS; and offers a neighborhood cleanup collection and one dump coupon a year to each household (City of Sacramento 2015).

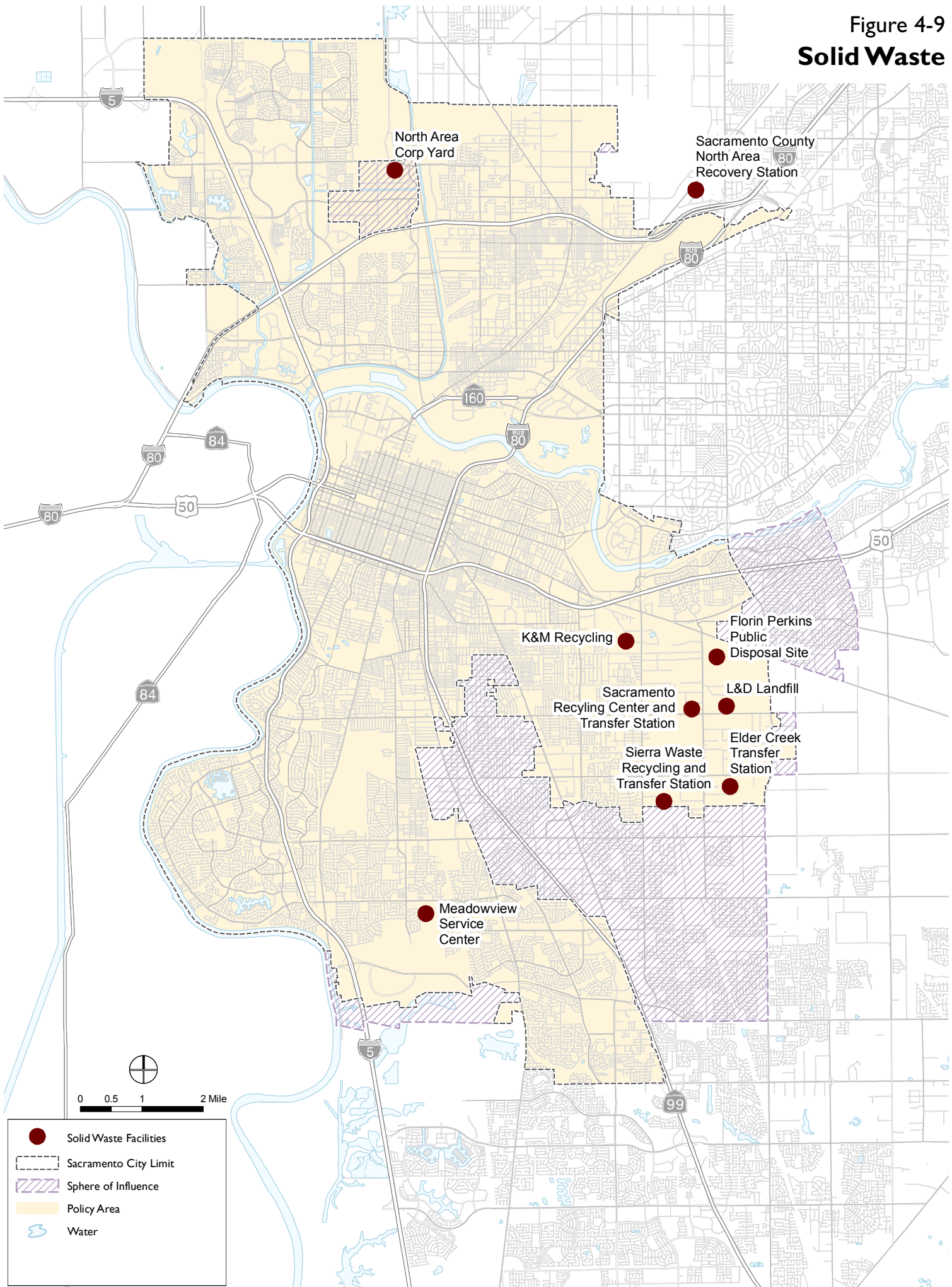
### EXISTING CONDITIONS

The waste stream generated in the city of Sacramento is approximately 590,000 tons per year and includes everything from recycling to construction demolition material to garden refuse (RSW 2018). The City collects approximately half of this waste (250,000 tons) and the remainder is collected by private parties including franchised haulers and individual residents (City of Sacramento 2018a). Fifty-three percent of waste in the city is diverted from landfills (Febbo pers. comm. 2019).

In 2018, the City collected approximately 137,549 tons of refuse from residential sources (Febbo pers. comm. 2019). Almost 58,634 tons of refuse from commercial and multi-family residential sources were collected in the City for disposal at Kiefer Landfill in 2015, the most recent year of available data (Febbo pers. comm. 2019)). Residential sources include all residences of one to four attached units (e.g., single family homes, duplexes, triplexes and fourplexes) and all condominiums, regardless of number of units. Multi-family residences with five units or more are considered commercial, and thus served by private haulers franchised by the Sacramento Regional Solid Waste Authority.



Figure 4-9  
Solid Waste



Approximately 58 percent of the residential waste was transported to landfills in 2018 (Febbo pers. comm. 2019). The remainder of the waste was diverted to alternative uses. The City also collects approximately 35,000 tons of residential curbside recycling, 31,489 tons of commercial recycling and 80,000 tons of garden refuse per year (CalRecycle 2019, City of Sacramento 2018a). Other sources of solid waste include scheduled pickups, neighborhood cleanup, and street sweeping. The City has met or exceeded the State's annual per capita disposal rate per resident (6.9 pounds per person per day) and per employee (10.8 pounds per person per day) since 2007 when the State established the targets (set at 50 percent of the 2006 disposal rate; CalRecycle 2018a). In 2018, the annual per capita disposal rate was 6.5 pounds per resident per day and 10.4 pounds per employee per day (RSW 2018). In the Sacramento Climate Action Plan adopted in 2012, the City committed to the goal of achieving 75 percent waste diversion by 2020 and zero waste to landfills by 2040 (City of Sacramento 2015). To help reach this goal, the City committed to using 100 percent recycled paper, reducing paper use by printing and copying double-sided and using electronic documents where feasible, and reducing toner use by printing in draft mode. The City also adopted policies to recycle as many waste materials as possible and to restrict the purchase of bottled water.

On June 26, 2012, the City of Sacramento Recycling and Solid Waste Division presented the 2012 Business Plan to the City Council (City of Sacramento 2015). Staff recommended that the Recycling and Solid Waste Division discontinue commercial waste collection and recycling services in order to focus on residential services and to avoid a 37 percent rate increase. The City discontinued commercial waste services on August 3, 2012. The Business Plan recommended reducing curbside recycling from weekly to biweekly collection, implementing year-round containerized yard waste collection (Measure T passed on November 6, 2012), providing loose-in-the-street yard waste collection service during leaf season, increasing staffing and equipment for the illegal dumping cleanup program, and adding a pilot "dump coupon" program allowing residents to deliver up to five cubic yards of waste to the Sacramento Recycling and Transfer Station at no charge. The Business Plan also recommended restoring the Appointment Based Neighborhood Cleanup Program which allows residents to schedule one appointment per year between February and October for the collection of large refuse items. The City adopted the changes as part of the City Code in mid-2013, with service changes that went into effect July 1, 2013. The proposed changes were anticipated to reduce carbon emissions generated by the City's solid waste fleet by an estimated five percent, reduce fuel consumption by 83,000 gallons, and reduce truck miles traveled on City streets by 87,000 miles annually.

Businesses and other commercial establishments requiring service from front-end loaders can choose between any one of the permitted private waste haulers operating under a franchise system regulated by the Sacramento Regional County Solid Waste Authority ([SWA](#) 2020). The Sacramento Regional County Solid Waste Authority has been regulated the commercial franchise system since 1992 and has implemented over 25 Ordinances, and related codes, all regulating the collection of commercial solid waste. In addition to establishing fundamental environmental health standards on refuse collection, the Sacramento Regional County Solid Waste Authority has a detailed reporting and compliance program that ensures the commercial sector implements and maintains programs so that Sacramento County and the City meet State mandates and regulatory requirements enforced.

In April 2019, the Sacramento County Board of Supervisors voted to declare its intent to withdraw from the Sacramento Regional County Solid Waste Authority effective July 1, 2021. If completed,

this action will affectively dissolve the regional Solid Waste Authority as of this date and require the County and City to implement their own individual regulatory programs for commercial solid waste. The Sacramento Regional County Solid Waste Authority has hired a Consultant to assist with this transition and the City Recycling Solid Waste Division will add full-time staff to develop and administer the program. In its current form, the SWA generates approximately \$6 million per year in revenue to run the program. Since the SWA commercial account base is approximately half County and half City, the City should receive approximately \$3 million per year to pay for staff and administer the program. It should be noted that the SWA revenue also includes “quality of life” programs, which have typically focused on litter abatement, illegal dumping enforcement, mitigation, and the actual clean-up of illegally dumped refuse on public owned lands and right of ways.

The City also operates a street sweeping service which sweeps more than 150,000 miles of public right-of-way every year, provides information and resources for residents interested in backyard composting, and offers household hazardous waste drop-off at the Sacramento Recycling and Transfer Station at no charge for most materials (City of Sacramento 2018c). The City provides public outreach for recycling through presentations at schools, clubs, church groups, and community groups.

The Sacramento County Kiefer Landfill is the primary location for the disposal of the city’s solid waste. The landfill accepts municipal waste and industrial waste and is permitted to accept up to 10,815 tons per day, averaging 2,423 tons per day (CalRecycle, Solid Waste Facility Permit 34-AA-0001). This is further limited, however, by Section 17, Condition 26 and Table 2 of Kiefer’s Solid Waste Permit, which allows for the permitted daily average tonnage to increase each year until the year 2035 when it reaches the maximum permitted daily average tonnage of 6,362 tons per day. The landfill received over 884,000 tons in 2017 (CalRecycle 2018c). It is the only landfill facility in Sacramento County permitted to accept household waste from the public. Current peak and average daily disposal is much, much lower than the current permitted amounts. As of May 1, 2018, the landfill has a remaining refuse capacity of approximately 78.5 million cubic yards (CalRecycle 2018). As a result, the Kiefer Landfill should be able to serve the area between the years 2052 to 2085. The landfill facility sits on 1,084 acres (CalRecycle 2018).

## **REGULATORY CONTEXT**

### **Federal and State**

#### *Title 40 of the Code of Federal Regulations*

Title 40 of the Code of Federal Regulations (CFR), Part 258 (Resource Conservation and Recovery Act RCRA, Subtitle D) contains regulations for municipal solid waste landfills and requires states to implement their own permitting programs incorporating the Federal landfill criteria. The Federal regulations address the location, operation, design, groundwater monitoring, and closure of landfills.

*California Department of Resources Recycling and Recovery*

The California Department of Resources Recycling and Recovery (CalRecycle), which replaced the California Integrated Waste Management Board on January 1, 2010, oversees, manages, and tracks waste generated in California. CalRecycle provides limited grants and loans to help California cities, counties, businesses, and organizations meet the State's waste reduction, reuse, and recycling goals. It also provides funds to clean up solid waste disposal sites and co-disposal sites (those accepting both hazardous waste substances and non-hazardous waste).

CalRecycle also develops, manages, and enforces waste disposal and recycling regulations. CalRecycle requires that the 50 percent diversion requirement established by AB 939 be measured in terms of per-capita disposal and goal measurement to comply with SB 1016.

*Assembly Bill 939*

AB 939 (1989, Public Resources Code 41780) requires cities and counties to prepare integrated waste management plans (IWMPs) and to divert approximately 50 percent of solid waste from landfills. AB 939 also requires cities and counties to prepare Source Reduction and Recycling Elements as part of the IWMP. These elements outline programs to achieve diversion goals, stimulate local recycling in manufacturing, and stimulate the purchase of recycled products.

*Senate Bill 1016*

SB 1016 (2008) requires that the 50 percent solid waste diversion requirement established by AB 939 be measured by pounds per person per day. SB 1016 changed the former California Integrated Waste Management Board review process for the Source Reduction and Recycling Elements. After establishing diversion rates for the calendar year, the Board reviews a jurisdiction's diversion rate compliance in accordance with a specified schedule. Starting from January 1, 2018, CalRecycle is required to review a jurisdiction's source reduction and recycling element and hazardous waste element once every two years.

*Assembly Bill 341*

AB 341, adopted in October 2011, amended the California Integrated Waste Management Act and established a statewide policy goal to divert 75 percent of solid waste from landfills by 2020. AB 341 focused on mandatory commercial recycling, and requires California commercial enterprises and public entities that generate 4 or more cubic yards per week of waste, as well as multi-family housing complexes with 5 or more units, to arrange for recycling services.

*Senate Bill 1383*

Adopted September 2016, SB 1383 established methane emissions reduction targets in a statewide effort to reduce emissions of short-lived climate pollutants. This includes a reduction in methane by 40 percent, hydrofluorocarbon gases by 40 percent, and anthropogenic black carbon by 50 percent below 2013 levels by 2030.

SB 1383 also established specified targets for reducing organic waste in landfills. SB 1383 establishes targets to achieve a 50 percent reduction in the statewide disposal of organic waste from 2014 levels by 2020, and a 75 percent reduction by 2025. AB 1826, the Mandatory Commercial Organics Recycling Act (Public Resources Code Section 42649.8), adopted in 2014, requires businesses, including public entities, to recycle their organic waste on and after April 1, 2016, depending on the amount of waste they generate on a weekly basis. Additionally, AB 1826 requires that, after January 1, 2016, all local jurisdictions implement an organic waste recycling program to divert organic waste generated by businesses, including multi-family residential dwellings with five or more units. Organic waste includes food waste, green waste, landscape and pruning waste, nonhazardous wood waste, and food-soiled paper waste that is mixed in with food waste. This law phases in the mandatory recycling of commercial organics over time.

## Local

### *City of Sacramento Planning and Development Code*

Section 34 of the Title 17 of the City’s Planning and Development Code requires multifamily and other nonresidential development projects to incorporate mitigation measures that address the recycling and reduction of solid waste for new land development. Such measures may also require retrofitting of existing development within two years of notification by the City to do so.

### *City of Sacramento Construction and Demolition Debris Recycling Ordinance*

On March 1, 2009, the City adopted a Construction and Demolition Debris Recycling Ordinance. The ordinance applies to all building permits over \$250,000 in value, as well as all down-to-the-ground demolition permits. As of January 1, 2011, the ordinance was updated to include all new construction per the State’s CALGreen building code update. Applicable projects must divert (i.e., recycle or reuse) 50 percent of all generated debris, then provide a waste log showing the 50 percent diversion requirement was met. The Ordinance also institutes a fee for filing the Waste Management Plan required for the City to issue a building permit.

### *Sacramento Climate Action Plan*

The Sacramento Climate Action Plan, adopted in 2012, includes the goal of achieving 75 percent waste diversion by 2020 and zero waste to landfills by 2040.

## 4.5 Electricity

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### INTRODUCTION

The Sacramento Municipal Utility District (SMUD) is responsible for the acquisition, generation, transmission and distribution of electrical service to customers for the City of Sacramento. SMUD’s 900 square mile service territory also includes most of Sacramento County and a portion of Placer

County. SMUD serves a population of approximately 1.5 million with a total annual retail load of approximately 12.565 million megawatt-hours (Cutlip pers. comm. 2019, SMUD 2018).

In 1923, citizens voted to create SMUD as a community-owned electric service. SMUD began service in 1947, once the California Supreme Court denied PG&E's final petition to halt the sale of the electrical company in March 1946.

SMUD generates 1,771 megawatts (MW) of power and buys 1,483 MW of power to meet the region's power demands. SMUD supplies power through a distribution grid that is a looped system, which provides for more reliable power (Cutlip pers. comm. 2019).

## EXISTING CONDITIONS

### Power Supply Resources

Table 4-3 shows information concerning SMUD's power supply resources as of January 2019. Capacity availability reflects rated or nameplate capacities at SMUD's load center, as well as entitlement, firm allocations and contract amounts.

### Power Resources

SMUD produces power through hydroelectric, thermal (natural gas), wind and solar resources. SMUD prepares an Integrated Resource Plan that includes targets for system demand, system energy sales, renewable energy, and greenhouse gasses. The Integrated Resource Plan evaluates various methods and options to meet SMUD's long-term needs and evaluates the impacts of various resource portfolios on SMUD's strategic policies

#### *Hydroelectric*

SMUD's Upper American River Project, a hydroelectric facility on the western slope of the Sierra Nevada, produces the majority of SMUD's generated power. This project is comprised of three relatively large storage reservoirs (Union Valley, Loon Lake and Ice House) and eight powerhouses containing eleven turbines. The Upper American River Project was granted a 50-year license under the Federal Energy Regulatory Commission (FERC) in 1957. As of July 1, 2014, SMUD received a new 50-year license from FERC for the project.

#### *Renewables*

SMUD operates the Solano Wind Project, two photovoltaic generating facilities, and two geothermal units. The power sources account for a small but important portion of the electricity generated by SMUD, since it is part of an effort to expand SMUD's renewable energy supplies.

**Table 4-3: Power Supply Resources**

<i>Source</i>	<i>Capacity Available (MW)<sup>1</sup></i>
<b>Generating Facilities</b>	
Upper American River Project (hydroelectric)	673
SMUD-Solano Wind Projects <sup>2</sup>	86
<b>Sub-total:</b>	<b>759</b>
<b>Local Gas-Fired Plants:</b>	
SFA (Cosumnes)	495
SPA (Campbell Soup)	160
SPA (McClellan)	72
SCA (Procter & Gamble)	182
CVFA (Carson-Ice)	103
<b>Sub-total</b>	<b>1,012</b>
<b>Purchased Power</b>	
Western Area Power Administration <sup>3,4</sup>	340
Photovoltaic Feed-in Tariff - Solar	83
Recurrent – Solar	55
Patua (Gradient/Vulcan) - Geothermal	12
CalGeo - Geothermal	9
Iberdrola (PPM) Wind	24
Rock Tenn (Simpson) Biomass	42
Other Long-Term Contracts	37
Committed Short-term Purchases <sup>5</sup>	865
Firm Contract Reserves	17
<b>Sub-total<sup>6</sup></b>	<b>1,483</b>
<b>TOTAL<sup>6</sup></b>	<b>3,253</b>

Notes:

1. Available capacity is the net capacity available to serve SMUD’s system during the peak month of July.
2. Wind supply resources are intermittent and are shown at the average historical capacity over the past 3 years between 12:00 p.m. and 6:00 p.m.
3. Total includes SMUD’s Base Resource share and WAPA Customer allocations.
4. Assumes firm reserves of 5% are included.
5. Committed Short-Term Purchases are primarily purchased on a year-ahead to season-ahead basis from various sources.
6. Totals may not add due to rounding.

Source: *Cutlip pers. comm. 2019.*

**Table 4-4: 2018 Power Content Label**

<i>Energy Resources</i>	<i>Percent</i>
<b>Eligible Renewable</b>	<b>20%</b>
Biomass & Biowaste	8%
Geothermal	2%
Eligible Hydroelectric	1%
Solar	2%
Wind	7%
<b>Coal</b>	<b>0%</b>
<b>Large Hydroelectric</b>	<b>26%</b>
<b>Natural Gas</b>	<b>54%</b>
<b>Nuclear</b>	<b>0%</b>
<b>Other</b>	<b>0%</b>
<b>Unspecific sources of power<sup>1</sup></b>	<b>&lt;1%</b>
<b>TOTAL</b>	<b>100%</b>

Notes:

1. "Unspecific sources of power" means electricity from transaction not traceable to specific generation sources.

Source: SMUD 2018a

### *Solano Wind Project*

In 2012 SMUD completed the third phase of the Solano Wind Project, which more than doubled the project's capacity for energy generation.

### *Solar Photovoltaic*

SMUD has installed approximately 3 MW of solar photovoltaic generating facilities in Placer County and other parts of the service territory, which accounts for 2 percent of SMUD's energy resources. SMUD contracts for 98.5 MW of solar resources through its Feed-in Tariff program.

### *Local Gas-Fired Plants*

SMUD currently has five local natural gas-fired plants in its service territory including the CVFA Carson Cogeneration Plant, the SCA Procter & Gamble Cogeneration Plant, the CPA Campbell South Cogeneration Plant, the SPA McClellan Gas Turbine Plant, and the Cosumnes Power Plant. The local gas-fired plants provide SMUD with needed voltage support and the reliability inherent in having power resources located close to demand loads. The cogeneration plants provide for efficient power and utilize waste heat from adjoining business uses. The McClellan Power Plant operates as a peaker power plant, which generally runs only when there is high demand, known as peak demand, for electricity. SMUD has a number of agreements to purchase and transport natural



gas to these power plants. Some of the gas supply is from renewable sources such as landfill gas and digester gas, which is converted into usable natural gas and transported to SMUD facilities.

To deliver the natural gas to power plants, SMUD has constructed a natural gas pipeline, purchased an equity interest in two PG&E backbone gas transmission lines, and contracted for capacity on a number of existing interstate natural gas transmission lines.

SMUD has a number of power purchase agreements to help meet its power requirements. These agreements include biomass, small hydro, and wind energy from Pacific Northwest, and small hydro and biogas resources in the service territory and other parts of northern California. SMUD also has a contract to procure geothermal energy from Nevada.

### **Demand Side Management**

SMUD has sufficient resources to provide capacity and energy in the short term. In the long run, SMUD will need new resources to provide both capacity and energy, but energy efficiency and demand response will help meet those needs.

SMUD has recently directed focus on improving system reliability after damage to infrastructure during storms in January and February 2017. Measures included replacing over 1,200 power poles, trimming over 90,000 trees, installing 38 remote-operated 69-kilovolt switches that assist distribution system operators with restoring power more quickly, producing an Outage Intelligence Tool to improve reliability analysis efficiency, and used LiDAR technology to identify diseased trees that could cause power outages. Additionally, SMUD has adopted a target of 9 MW of energy storage to be obtained within its service territory by December 31, 2020. Roughly 80 percent of energy storage needs are expected to be met with battery energy storage systems and 20 percent with thermal energy storage systems. SMUD has also set a longer-term goal to install 75 MW of storage by 2026 (SMUD 2018b).

In 2016, SMUD's SolarShares program, a program started in 2007 that allows customers the opportunity to purchase solar power from SMUD, was expanded to include commercial customers. SMUD built an 11-megawatt solar farm at Rancho Seco to support these efforts. After initiation of the commercial program, SolarShares for large commercial customers increased from 10 MW in January 2017 to 113 MW at the end of the year (SMUD 2018b). The City currently participates in SolarShares to procure approximately 13 MW of solar capacity, or 35 percent of the City's municipal electricity demand. In July 2008, SMUD created a residential SolarShares program, expanding access to residential customers (SMUD 2016). However, the residential SolarShares program was no longer available as of 2019 (SMUD 2019a).

Declining average energy usage within SMUD's service area prompted SMUD to consider other options to develop new sources of revenue in 2017. SMUD entered the Community Choice Aggregation (CCA) market by signing agreements with the Valley Clean Energy, a Joint Powers Authority in Yolo County, and East Bay Community Energy. In addition to the CCA agreements, SMUD signed a multiyear partnership with The NEC Group and SpaceTime Insight to provide smart energy solutions to Japanese power companies and retail energy providers (SMUD 2018b).

Beginning January 1, 2019, SMUD became the first large California utility to make time-of-day rates standard for all residential customers. This shift was made to allow rates to reflect the cost of service, give customers the opportunity to shift energy usage to lower cost, off-peak hours and manage energy costs, and to lessen SMUD's need to build new power plants and purchase power at peak market prices from plants that generally emit more greenhouse gases. Along with this transition to time-of-day rates, SMUD restructured its Energy Assistance Program Rate that makes electricity more affordable for qualified customers (SMUD 2018b).

### **City Energy Efforts and Initiatives**

In 2012, the City adopted its Sacramento Climate Action Plan (CAP) which establishes the goals to achieve zero net energy in all new construction by 2030 and achieve an overall 15 percent reduction in energy usage in all existing residential and commercial buildings by 2020. On June 14, 2016, the Sacramento City Council adopted the 2016 update to the CAP, containing strategies to attain a 33 percent reduction in municipal GHG emissions by 2020 (City of Sacramento 2016a). In addition, the 2035 General Plan includes the goal of reducing energy demand 25 percent by 2030 compared to 2005 levels (City of Sacramento 2015). In 2008, the U.S. Department of Energy designated Sacramento as a Solar America City and in 2011 the City entered the Cool California Challenge to reduce the Sacramento's carbon footprint. The City has completed several energy efficiency and renewable energy improvements, installing solar panels on four of its existing facilities and completing energy retrofits at all eight City-owned parking garages, the Central Library, and the Pannell Meadowview Community Center (City of Sacramento 2016). The City is continuing lighting retrofits at community centers and libraries for energy efficiency improvements, including Martin Luther King Jr. Library, North Natomas Library, George Sim Community Center, and Johnston Community Center (City of Sacramento 2018a). The City has also established a flat fee for residential and commercial solar projects and has continued to waive permit fees for solar photovoltaic systems and solar water heaters on existing residential developments. In total, the City has over 4 MW of solar installed on City facilities, as well as enrollment in SolarShares to procure approximately 13 MW of solar capacity.

The Sustainability Master Plan outlines the ways that the City of Sacramento will conserve energy (City of Sacramento 2007). The City has instituted policies to turn on lights and computers only when in use, to use only compact fluorescent bulbs, and to regulate the temperature of City facilities. The City also requires that its facilities are designed and operated to achieve the highest level of energy efficiency, with a minimum goal of a LEED silver rating.

In June 2018, Electrify America and the City of Sacramento initiated the Green City Initiative, a project that aims to increase access to zero-emissions vehicles (ZEV) within the Sacramento region, expand ZEV technology use, and prepare the City for future electric vehicle adoption. Under this initiative, Electrify America will invest \$44 million in Sacramento by 2020 to catalyze a transformational shift in mobility to zero-emission technologies. The projects would initially be focused on construction and operation of a network of state-of-the-art electric vehicle charging systems throughout the region, launch of a new ZEV care share program, study opportunities for zero-emission delivery fleets and e-taxis, and increasing access to ZEV technologies for disadvantaged and low-income communities. Programs are expected to begin launching in late 2018 to early 2019. The City will act as a partner to deliver ZEV initiatives that benefit the

community, engaging key partners and the community for development and implementation (City of Sacramento 2018b).

The City has also adopted its own ZEV initiatives to accelerate ZEV adoption and building of infrastructure, and to spread awareness about their environmental benefits. The City has established a goal of reaching 75,000 ZEVs on the road by 2025. The Sacramento City Council first adopted the City's Electric Vehicle Parking Program in 1994, which provides discounted parking to electric vehicle drivers in City-owned parking garages (City of Sacramento 2020a). As of January 2019, the City operated 120 electric vehicle chargers at City-owned facilities, 72 of which were available for the public to use (City of Sacramento 2020b). The City continues to work on electric vehicle initiatives such as curbside charging and increasing the proportion of ZEVs used as City fleet (City of Sacramento 2020a). In total, the City has over 600 public and workplace chargers within City limits (City of Sacramento 2020c).

## **REGULATORY CONTEXT**

### **Federal**

SMUD is not a public utility as defined by the Federal Power Act. Accordingly, FERC does not regulate SMUD's rates or terms and conditions of service. Instead, SMUD's rates are set by its Board of Directors. Although SMUD's rates, terms, and conditions of service are not regulated by FERC, SMUD's Board has adopted an open access transmission tariff that is substantially similar to the pro forma tariff adopted by FERC jurisdictional utilities.

#### *Federal Energy Regulatory Commission (FERC)*

FERC is an independent agency that regulates the interstate transmission of electricity, natural gas, and oil. FERC reviews proposals to build liquefied natural gas terminals and interstate natural gas pipelines, and licenses hydropower projects. The Energy Policy Act of 2005 gave FERC additional responsibilities, including: promoting the development of a strong energy infrastructure; open access transmission tariff reform; and preventing market manipulation.

#### *Clean Power Plan and New Source Performance Standards for Electric Generating Units*

On October 23, 2015, EPA published a final rule (effective December 22, 2015) establishing Carbon Pollution Emission Guidelines for Existing Stationary Sources: Electric Utility Generating Units (80 FR 64510–64660), also known as the Clean Power Plan. These guidelines prescribe how states must develop plans to reduce GHG emissions from existing fossil-fuel-fired electric generating units. The guidelines establish carbon dioxide (CO<sub>2</sub>) emission performance rates representing the best system of emission reduction for two subcategories of existing fossil-fuel-fired electric generating units: (1) fossil-fuel-fired electric utility steam-generating units and (2) stationary combustion turbines. The rule includes state-specific CO<sub>2</sub> goals reflecting the CO<sub>2</sub> emission performance rates and guidelines for the development, submittal, and implementation of state plans that establish emission standards or other measures to implement the CO<sub>2</sub> emission performance rates. Initial plan compliance with state emission goals begins in 2022 with full

compliance with final goals required in 2030. The goals are established by state in units of pounds of CO<sub>2</sub> per net megawatt-hour (MWh) or total short tons of CO<sub>2</sub>. For California, the goals for 2030 are 828 pounds of CO<sub>2</sub> per net megawatt-hour or 96.8 million short tons of CO<sub>2</sub>. CARB anticipates that the state's plan will rely heavily on existing programs such as the cap-and-trade program, Renewable Portfolio Standard, energy efficiency standards, and Mandatory GHG Reporting Regulation (for compliance determinations) (CARB 2015).

Concurrently, EPA published a final rule (effective October 23, 2015) establishing Standards of Performance for Greenhouse Gas Emissions from New, Modified, and Reconstructed Stationary Sources: Electric Utility Generating Units (80 FR 64661–65120). The rule prescribes CO<sub>2</sub> emission standards for newly constructed, modified, and reconstructed affected fossil fuel-fired electric utility generating units. Separate standards of performance were set for fossil fuel-fired electric utility steam-generating units and fossil fuel-fired stationary combustion turbines. The standards apply to new units commencing construction after January 8, 2014, or existing units commencing modification or reconstruction after June 18, 2014. The rule applies only to units with a base load rating greater than 250 million Btu of fossil fuel per hour and serving a generator or generators capable of selling greater than 25 MW of electricity to a utility power distribution system. Implementation of the Clean Power Plan has been stayed by the U.S. Supreme Court pending resolution of several lawsuits.

### **State**

#### *California Public Utilities Commission (CPUC)*

The CPUC is a State agency created by constitutional amendment to regulate privately-owned telecommunications, electric, natural gas, water, railroad, rail transit, passenger transportation, and in-state moving companies. The CPUC is responsible for assuring California utility customers have safe, reliable utility services at reasonable rates. As a local publicly owned electric utility, SMUD does not fall within the jurisdiction of CPUC. Instead, SMUD is regulated by the Municipal Utility District Act (Public Utilities Code of the State of California, Division 6). SMUD's Board of Director establishes its policies and rates through a public process.

SMUD is also subject to the regulatory authority from the California Energy Commission (CEC). The CEC, created in 1974, is California's primary energy, policy and planning agency responsible for developing energy forecasts, developing and recommending state energy policies and managing certain energy research and renewable support mechanisms. The CEC has regulatory authority over SMUD with respect to baseload power plant emission performance standards, provision of energy data necessary for forecasting and planning, establishment of energy efficiency targets, enforcement of the renewable portfolio standard, and solar incentive program protocols. In addition, the CEC has siting authority over thermal power plants 50 MW or above in the state, and SMUD's existing thermal power plants need CEC approval for changes in their license conditions.

#### *Renewable Energy Sources*

Established in 2002 under SB 1078, and accelerated by SB 107 (2006) and SB 2 (2011), California's Renewables Portfolio Standard (RPS) obligates investor-owned utilities, energy service providers,

and community choice aggregators to procure 33 percent of their electricity from renewable energy sources by 2020. Eligible renewable resources are defined in the 2013 RPS to include biodiesel; biomass; hydroelectric and small hydro (30 MW or less); Los Angeles Aqueduct hydro power plants; digester gas; fuel cells; geothermal, landfill gas; municipal solid waste; ocean thermal, ocean wave, and tidal current technologies; renewable derived biogas; multi-fuel facilities using renewable fuels; solar photovoltaic; solar thermal electric; wind; and other renewables that may be defined later.

Governor Jerry Brown signed SB 350 on October 7, 2015, which expands the RPS by establishing a goal of 50 percent of the total electricity sold to retail customers in California per year by December 31, 2030. In addition, SB 350 includes the goal to double the energy efficiency savings in electricity and natural gas final end uses (such as heating, cooling, lighting, or class of energy uses upon which an energy efficiency program is focused) of retail customers through energy conservation and efficiency. The bill also requires the CPUC, in consultation with the CEC, to establish efficiency targets for electrical and gas corporations consistent with this goal. SB 350 also provides for the transformation of the California Independent System Operator into a regional organization to promote the development of regional electricity transmission markets in the western states and to improve the access of consumers served by the California Independent System Operator to those markets, pursuant to a specified process. In 2018, SB 100 increased the standards set forth in SB 350 establishing that 44 percent of the total electricity sold to retail customers in California per year by December 31, 2024, 52 percent by December 31, 2027, and 60 percent by December 31, 2030 be secured from qualifying renewable energy sources. SB 100 states that it is the policy of the State that eligible renewable energy resources and zero-carbon resources supply 100 percent of the retail sales of electricity to California. This bill requires that the achievement of 100 percent zero-carbon electricity resources do not increase the carbon emissions elsewhere in the western grid and that the achievement not be achieved through resource shuffling. SMUD was the first large California utility to have 20 percent of its power supply come from resources classified as renewable and is on track to reach the 33-percent mark by 2020. At the end of 2017, roughly 19 percent of SMUD's power mix came from renewable sources including renewable generation serving SMUD's customers from the voluntary Greenergy® program. Greenergy® provides customers the option to offset all or part of their energy usage with energy generated from renewable, natural sources such as the sun, wind, water, and biological methane gas. This program enables customer-owners to take an active role in making a choice for a cleaner, healthier environment, contribute to energy independence, and to reduce their carbon footprint. Factoring in the non-carbon emitting electricity generated in the Upper American River Project and SMUD's share of Western Area Power Administration's hydro, roughly 54 percent of SMUD's power comes from resources that do not emit carbon and increase greenhouse gases. As SB 100 applies to SMUD, SMUD's renewable energy goal was most recently revised on October 18, 2018 to reflect the 60 percent renewable energy resources requirement (SMUD 2019b).

SMUD's Integrated Resource Plan was first adopted on October 18, 2018, and was filed for review by the CEC on April 29, 2019. The Integrated Resource Plan outlines a road map for lowering GHG emissions in the Sacramento area, while also maintaining reasonable rates and reliable service to customers. The Plan establishes a goal of achieving net zero greenhouse gas emissions by 2040 through decarbonization, electrification of buildings and transportation, and improvements in energy efficiency. This involves significant investments in local electrification and distributed resources. From 2020 to 2040, investments would total over \$1.5 billion in electrification and energy

efficiency to achieve established goals (SMUD 2019c). The CEC determined that the Integrated Resource Plan was consistent with all applicable requirements, including targets to meet GHG emission reduction requirements (CEC 2019).

### *Senate Bill 1368*

On September 29, 2006, Governor Arnold Schwarzenegger signed into law SB 1368 (Perata, Chapter 598, Statutes of 2006). The law limits long-term investments in baseload generation by the state's utilities to those power plants that meet an emissions performance standard jointly established by the CEC and the CPUC.

The CEC has designed regulations that:

- Establish a standard for baseload generation owned by, or under long-term contract to publicly owned utilities, of 1,100 pounds CO<sub>2</sub> per megawatt-hour. This would encourage the development of power plants that meet California's growing energy needs while minimizing their emissions of GHGs;
- Require posting of notices of public deliberations by publicly owned utilities on long-term investments on the CEC website. This would facilitate public awareness of utility efforts to meet customer needs for energy over the long-term while meeting the state's standards for environmental impact; and
- Establish a public process for determining the compliance of proposed investments with the emissions performance standard (Perata, Chapter 598, Statutes of 2006).

### *Senate Bill 1*

California SB 1, enacted in 2006, required a target of 3,000 MW of customer-sited solar energy systems to be installed within 10 years, and established goals to have solar energy systems installed on 50 percent of new residential developments and require funds to be collected and used for incentives for those distributed solar systems. SMUD has a program in place to offer of the required incentives over a 10-year period to achieve 125 MW of these installations, based on SMUD's proportionate share of statewide load. SMUD continues to work with the City of Sacramento and other jurisdictions within its service territory to site additional solar and other beneficial renewable resource projects.

### *Assembly Bill 32*

In 2006, the Global Warming Solutions Act (AB 32) was signed into law, which required the California Air Resources Board (CARB) to adopt enforceable greenhouse gas emission limits and emission reduction measures in order to reduce greenhouse gas emissions to 1990 levels by 2020. As a part of this measure, CARB adopted cap-and-trade regulations in 2011. The cap-and-trade program covers sources accounting for 85 percent of California's greenhouse gas emissions. Offset credits, obtained from ARB certified projects that reduce GHG emissions outside of the cap-and-trade program, will be allowed for up to 8 percent of entities' obligations. The new cap-and-trade system provides market incentives for emissions reductions that complement other AB 32

programs, such as the Renewable Portfolio Standard for electric utilities. SMUD was the first electric utility to support AB 32. As of January 2013, utilities and most of the state's industrial sector must hold "compliance instruments" for every ton of GHG emissions they produce. The state will issue a set- or capped-volume of carbon allowances which will shrink every year. Publicly owned utilities such as SMUD have been allocated allowances intended to cover emissions for serving their retail load and have the option of offering their carbon allowances for sale in quarterly state auctions. SMUD participated in the first and second held auctions held on November 14, 2012 and February 19, 2013.

CARB also adopted a Low Carbon Fuel Standard in 2009. The Low Carbon Fuel Standard seeks to achieve a 10 percent reduction in transportation fuels average carbon intensity by 2020. To address this measure, SMUD is working with SACOG and other local jurisdictions to support increased adoption and usage of plug-in electric vehicles (PEV) and to provide for PEV readiness within the region. This regional collaborative council provides for strategic planning of PEV facilities and public infrastructure, works with the local jurisdiction to streamline processes to enhance PEV infrastructure within the region and educates workforce professionals on rebates, products, and codes/regulations.

#### *Sacramento-San Joaquin River Delta Reform Act*

In 2009, the Legislature enacted the Sacramento-San Joaquin River Delta Reform Act. The Delta Reform Act required the development of a comprehensive long-term management plan to provide a more reliable water supply for California and to protect, restore and enhance the Delta ecosystem. The Delta Reform Act also created the Delta Stewardship Council to develop a Delta Plan and directed the California State Water Resources Control Board (Water Board) to develop new flow criteria.

The Water Board released its proposed flow requirements in 2010, which proposed Delta outflow requirements of 75 percent unimpaired flow from January through June and unimpaired flow for Sacramento River inflow to the Delta of 75 percent from November to June. The report did not consider any balancing of public trust resources, e.g., effects on upstream fish, water or power interests. SMUD joined with a coalition of water and power users to study the impacts of the flow criteria. The study concluded that the flow criteria would have significant impact on the amount and timing of hydroelectric production for the State Water Project and the Central Valley Project. The study concluded that hydroelectric production from the Central Valley Project would decrease between 50 and 53 percent depending on annual water conditions. In addition, hydroelectric production generation would be increased by 50 percent in the spring months and correspondingly decreased product in the summer and fall months when it has greater value. SMUD's purchase power agreements would also be affected, as there would be a reduction in available power. The Water Board later conducted an informational proceeding to receive input regarding the flow objective report as well as other possible solutions for restoration of the ecosystem. At that proceeding, the Water Board indicated it would not implement the 75 percent solution.

On January 24, 2012, the Water Board noticed a proceeding to update the 2006 Water Quality Control Plan for the San Francisco/Sacramento-San Joaquin Delta Estuary (Bay-Delta Plan), which sets forth applicable water quality standards for Bay-Delta water sources. The Bay-Delta Plan is

being updated in two separate phases. Phase I addresses flow requirements in the San Joaquin River watershed for the protection of fish and wildlife and salinity requirements in the southern Delta for the protection of agriculture. Phase II addresses the reasonable protection of fish and wildlife beneficial uses in the Sacramento River and its tributaries, the Delta, and the Mokelumne, Calaveras, and Cosumnes rivers (Delta eastside tributaries). As part of this process, the Water Board held three workshops to receive input on particular topics, including hydropower impacts. At this writing, the Water Board is in the process of considering public comments on the Bay-Delta Plan update. No water standards have yet been proposed (SWRCB 2018). The Water Board also has been conducting a separate proceeding on the San Joaquin River to update San Joaquin River flow and southern Delta water quality requirements included in the Bay-Delta Plan. On December 31, 2012, the Water Board released Draft Substitute Environmental Document in Support of Potential Changes to the Water Quality Control Plan for the Bay Delta: San Joaquin River Flows and Southern Delta Water Quality for public review and comment.

Because the Water Board will institute water rights proceedings to implement its water quality standards on the Sacramento River and its tributaries once those standards are set, upstream water and power interests will remain involved to ensure impacts on water and power are considered and their interests are protected

#### *California Code of Regulations, Title 24*

Energy consumption of new buildings in California is regulated by State Building Energy Efficiency Standards, Title 24 contained in the California Code of Regulations, Title 24, Part 2, Chapter 2-53. Title 24 applies to all new construction of both residential and nonresidential buildings, and regulates energy consumed for heating, cooling, ventilation, water heating, and lighting. Title 24 is the minimum requirement for energy efficiency. The building efficiency standards are enforced through the local building permit process. Local government agencies may adopt and enforce energy standards for new buildings, provided these standards meet or exceed those provided in Title 24 guidelines. The standards are updated periodically to allow consideration and possible incorporation of new energy-efficiency technologies and methods. The premise for the standards is that energy-efficient buildings require less electricity, natural gas, and other fuels. The Title 24, Part 6, standards are updated every three years. The most recent amendments to Title 24, Part 6, referred to as the 2019 California Energy Code, became effective on January 1, 2020. Title 24 also includes Part 11, known as California's Green Building Standards (CALGreen). The latest update to the CALGreen standards took effect in January 2020, and instituted mandatory minimum environmental performance standards for all ground-up, new construction of commercial, low-rise residential, and state-owned buildings, as well as schools and hospitals. The mandatory standards require:

- 20 percent mandatory reduction in indoor water use 50 percent of construction and demolition waste must be diverted from landfills.
- Mandatory inspections of energy systems to ensure optimal working efficiency.
- Low-pollutant emitting exterior and interior finish materials, such as paints, carpets, vinyl flooring, and particle boards.



The CALGreen standards also include voluntary efficiency measures that are provided at two separate tiers and implemented per the discretion of local agencies and applicants. CALGreen’s Tier 1 standards call for a 15 percent improvement in energy requirements through more strict water conservation, 65 percent diversion of construction and demolition waste, 10 percent recycled content in building materials, 20 percent permeable paving, 20 percent cement reduction, and cool/solar reflective roofs. CALGreen’s more rigorous Tier 2 standards call for a 30 percent improvement in energy requirements through even more strict water conservation, 80 percent diversion of construction and demolition waste, 15 percent recycled content in building materials, 30 percent permeable paving, 25 percent cement reduction, and cool/solar reflective roofs.

**Local**

*Sacramento Climate Action Plan*

In 2012, the Sacramento City Council adopted the Sacramento Climate Action Plan, which includes the goals to achieve zero net energy in all new construction by 2030 and achieve an overall 15 percent reduction in energy use in all existing residential and commercial buildings by 2020. In addition, the 2035 General Plan includes the goal of reducing energy demand 25 percent by 2030 compared to 2005 levels.

*SMUD Transmission Guidelines*

In 2012, the SMUD Board of Directors adopted new Transmission Guidelines. The guidelines are designed to assist developers and engineers through the process of developing property within or adjacent to SMUD’s existing electric transmission easements, assists in planning of new transmission lines, minimized potential negative impacts to SMUD’s facilities, and increases public safety around transmission lines. The guidelines are an aid to streamline SMUD’s plan review process.

**4.6 Natural Gas**

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**INTRODUCTION**

Pacific Gas & Electric Company (PG&E) provides natural gas service to residents and businesses within the Policy Area. This section describes the sources and transmission methods used to provide Sacramento with natural gas.

**EXISTING CONDITIONS**

PG&E supplies natural gas to the Sacramento area. During the winter, most natural gas resources are imported from Canada on a supply and demand basis, and the balance is supplied from California production wells. During the summer, this ratio is reversed. During the summer, when gas prices are lower, gas is stored in underground holders for use during winter peak use periods.

In 2017, PG&E purchased approximately 291,000 million cubic feet (Mcf) of natural gas, the majority of which was purchased under contracts with a term of one year or less. PG&E owns and operates an integrated natural gas transmission, storage, and distribution system that covers most of northern and central California. As of December 31, 2017, PG&E's natural gas system consisted of approximately 42,800 miles of distribution pipelines, over 6,400 miles of backbone and local transmission pipelines, and various storage facilities. Eight natural gas compressor stations move gas through PG&E's backbone transmission system, which is used to transport gas from PG&E's interconnection with interstate pipelines, other local distribution companies, and California gas fields to the Utility's local transmission and distribution systems (PG&E 2017). In September 2015, the "Butte fire" spread through Amador and Calaveras counties in Northern California. The fire burned 70,868 acres, resulted in two fatalities, destroyed 549 homes, and damaged 44 structures. CAL FIRE concluded that the wildfire was caused by a tree that came in contact with a PG&E electric line and ignited. It was determined that failure on the part of PG&E and/or its vegetation management contractors ultimately led to the fire. PG&E's financial condition has been impacted substantially by the Butte fire along with a series of wildfires that spread through Northern California, including Napa, Sonoma, Butte, Humboldt, Mendocino, Del Norte, Lake, Nevada, and Yuba counties, as well as in the area surrounding Yuba City, beginning on October 8, 2017 (the "Northern California wildfires"). PG&E incurred \$219 million in costs for service restoration and repair alone through December 31, 2017, in connection with the Northern California wildfires and at least \$1.1 billion in costs in connection with the Butte fire. In addition to claims for property damage, interest and attorneys' fees, PG&E could be liable for fire suppression costs, evacuation costs, medical expenses, personal injury damages, and other damages under other theories of liability (PG&E 2017). As of January 21, 2019, PG&E is preparing to file for Chapter 11 bankruptcy protection due to liabilities resulting from the fires (Reuters 2019).

In 2009, PG&E replaced Line 108, an 11 mile long natural gas transmission line, with a 24 inch diameter line, and installed a pressure limiting station at Elk Grove (City of Sacramento 2015). PG&E subsequently provided additional improvements to this line in the Sacramento area. PG&E also installed approximately 25,000 feet of 12 inch transmission main through the former Mather Air Force base to a new Distribution Regulator Station located in Rancho Cordova that supplies power to East Sacramento.

PG&E installed 12 miles of 30 inch pipe from the Placer Vineyard Development to Baseline Road in Roseville and 14.3 miles of 30 inch pipe in Yolo in 2012 (City of Sacramento 2015). PG&E also replaced 6,000 feet of 24 inch pipe from Meadowview to Morrison Creek. These improvements reduced the overall cost of meeting customer load growth over the next 15 years, helped avoid stranded assets, and has ensured reliable service to customers in Sacramento, El Dorado, South Sutter, and Placer counties. PG&E created a comprehensive roadmap of natural gas safety actions to comply with the requirements of SB 705 (1998). The safety roadmap includes creating a "safety first" culture within the company; building a new advanced training facility; ensuring the company workforce is highly skilled; hiring additional workers to focus on safety; and increasing system awareness by combining the gas transmission control center, distribution control center, and dispatch center into one facility for a tightly coordinated front line (City of Sacramento 2015). PG&E has also completed critical gas safety work to validate maximum allowable operating pressure, to automate pipeline valves, to conduct strength testing, and to establish real-time operating data as a trigger for 911 notification. The utility has not identified any major service

problems within the city. Additional improvements are generally made as the need arises to meet customer demand.

## **REGULATORY CONTEXT**

### **Federal**

#### *Federal Energy Regulatory Commission (FERC)*

FERC is an independent agency that regulates the interstate transmission of electricity, natural gas, and oil. FERC reviews proposals to build liquefied natural gas (LNG) terminals and interstate natural gas pipelines, and licenses hydropower projects. The Energy Policy Act of 2005 gave FERC additional responsibilities, including: promoting the development of a strong energy infrastructure; open access transmission tariff reform; and preventing market manipulation.

### **State**

#### *California Public Utilities Commission (CPUC)*

The CPUC is a State agency created by constitutional amendment to regulate privately-owned telecommunications, electric, natural gas, water, railroad, rail transit, passenger transportation, and in-state moving companies. CPUC is responsible for assuring California utility customers have safe, reliable utility services at reasonable rates while also protecting utility customers from fraud. CPUC regulates the physical construction of electric generation, transmission, or distribution facilities, and the local distribution pipelines for natural gas (CPUC Decision 95-08-038). CPUC also regulates rates and charges for basic telecommunication services.

#### *California Energy Commission (CEC)*

The CEC is California's primary energy policy and planning agency. Created in 1974, it is charged with six major responsibilities:

- Energy forecasting;
- Promoting energy efficiency and conservation through appliance and building efficiency standards;
- Financially supporting public interest energy research;
- Developing green energy resources and technologies for buildings, industry, and transportation;
- Licensing large thermal power plants; and
- Planning for state response to energy emergencies.

### *California Energy Action Plan*

To ensure that adequate, reliable, and reasonably-priced electrical power and natural gas supplies are provided, CPUC and CEC prepared an Energy Action Plan in 2005. The goal of the Energy Action Plan is to secure California's electricity and natural gas supply through policies, strategies, and actions that are cost-effective and environmentally sound. CPUC and CEC intend to achieve the following goals:

- Meet California's energy growth needs while optimizing energy conservation and resource efficiency and reducing per capita electricity demand.
- Ensure reliable, affordable, and high-quality power supply for all regions of the state by building sufficient new generation.
- Upgrade and expand electricity transmission and distribution infrastructure and reduce the time to bring needed facilities on line (it usually takes at least seven years to develop a new transmission facility).
- Promote customer and utility-owned distributed generation.
- Ensure a reliable supply of reasonably priced natural gas.

### *Senate Bill 705*

SB 705 (2011) requires California's gas corporations to provide periodic updates on gas system safety actions to CPUC. The plan must describe how the gas corporation will implement the policies and achieve the specific objectives outlined in the document.

### **Local**

There are no local regulations directly applicable to natural gas.

## 4.7 Telecommunications

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### INTRODUCTION

Telecommunication service to the city is provided by AT&T, Inc., Central Valley Broadband, LLC, Comcast, Consolidated Communications, Inc., Digital Path, Inc., Encore Business Systems, Inc., Frontier Communications Corporation, Integra Telecom Holdings, Inc., Internet Free Planet, Level 3 Communications, LLC, MetroPCS Wireless, New Edge Holding Company, Platinum Equity, LLC, Ruralnet Wireless, LLC, Sonic Telecom, LLC, Sprint, Succeed.Net, T-Mobile, and Verizon Communications, Inc.

### EXISTING CONDITIONS

#### AT&T

In 2005 SBC acquired AT&T and kept the AT&T company name and branding for the merged entity. AT&T Local Services supplies data communications, 911 service, high-speed local and long distance telephone service and mobile service to most of the Sacramento Area. AT&T provides broadband technology, fiber optic cable, cable modem, and DSL services (NBM 2018a).

AT&T has already installed the majority of telecommunications facilities needed for service in Sacramento and generally completes additional improvements or relocations as the need arises to meet customer demand. AT&T began a mobile 5G program and launched LTE-LAA in Sacramento in 2018 to provide faster wireless speeds (AT&T 2018).

#### Central Valley Broadband, LLC

Central Valley Broadband, LLC provides high-speed internet services and broadband technologies to the Sacramento area (NBM 2018b). Central Valley Broadband, LLC generally completes additional improvements or relocations as the need arises to meet customer demand.

#### Comcast

Comcast provides local and long distance phone, high-speed internet, and cable television service to the Sacramento Area. Comcast serves the Sacramento area with a combination of underground and overhead fiber optic cable and copper coaxial cable (NBM 2018c). The signal is generated at a Digital Access Carrier system in Denver and distributed to seven main hub sites throughout the service area, from which local service is distributed (City of Sacramento 2015). Comcast generally completes additional improvements or relocations as the need arises to meet customer demand.

#### Digital Path, Inc.

Digital Path, Inc. provides high-speed phone and internet services to the entire Sacramento Area (NBM 2018d). DPI provides residential and commercial services through a network of microwave

towers and relays running from Fresno to the northern edge of California (DPI 2018). Digital Path, Inc generally completes additional improvements or relocations as the need arises to meet customer demand.

### **Earthlink/New Hedge Holding Company**

Earthlink Business (Earthlink) provides high speed internet services to select businesses throughout the Sacramento area. In 2006, Earthlink acquired New Edge Holding Company to provide virtual private network (VPN) services to commercial customers using various broadband access technologies including all types of DSL, Frame Relay, ATM, cable modems, and satellite (City of Sacramento 2015). Earthlink generally completes additional improvements or relocations as the need arises to meet customer demand.

### **Encore Business Systems, Inc.**

Encore Business Systems, Inc. provides high-speed internet services and broadband technologies to the Sacramento area (NBM 2018e). Encore Business Systems, Inc. generally completes additional improvements or relocations as the need arises to meet customer demand.

### **Frontier Communications Corporation**

Frontier Communications Corporation (FC) provides high-speed phone and internet, and Dish TV services to certain areas in South Sacramento near Meadowview and Elk Grove (NBM 2018f). FC provides residential and commercial services through fiber optic cable and Asymmetric xDSL (NBM 2018f). FC generally completes additional improvements or relocations as the need arises to meet customer demand.

### **Integra Telecom Holdings, Inc.**

Integra Telecom Holdings, Inc. (ITH) provides data communications, internet feed, and local and long distance voice communication services to the Sacramento area for non-residential customers. ITH serves the Sacramento area with a combination of underground and overhead fiber optic cable, Asymmetric xDSL, and copper cable (NBM 2018g). The company has fiber optic connections to most AT&T switching sites. Some customer sites may be connected to ITH facilities using AT&T's T-1 connections. ITH generally completes additional improvements or relocations as the need arises to meet customer demand.

### **Internet Free Planet**

Internet Free Planet provides high-speed internet services and broadband technologies to the Sacramento area (NBM 2018h). Internet Free Planet generally completes additional improvements or relocations as the need arises to meet customer demand.

### **Level 3 Communications, LLC**

Level 3 Communications, LLC (L3C) provides high speed phone and internet services to only a few areas in Natomas and Arden (NBM 2018i). L3C provides commercial broadband technology fiber optic cable, cable modem, and DSL services (NBM 2018i). L3C generally completes additional improvements or relocations as the need arises to meet customer demand.

### **Metro PCS**

MetroPCS Wireless, Inc. (MetroPCS) provides high-speed phone service to the Sacramento area (NBM 2018j). MetroPCS provides residential and commercial 4G LTE wireless services. MetroPCS generally completes additional improvements or relocations as the need arises to meet customer demand.

### **Ruralnet Wireless, LLC**

Ruralnet Wireless, LLC provides high-speed internet services to the Sacramento area. Ruralnet Wireless, LLC generally completes additional improvements or relocations as the need arises to meet customer demand.

### **Sonic Telecom, LLC**

Sonic Telecom, LLC provides high-speed internet and phone services to the Sacramento area. Sonic Telecom, LLC generally completes additional improvements or relocations as the need arises to meet customer demand.

### **Sprint**

Sprint supplies wireless and long distance telephone service to most of the Sacramento Area (NBM 2018k). Sprint serves the Sacramento area with a combination of underground facilities and above ground cellular towers. Sprint generally completes additional improvements or relocations as the need arises to meet customer demand.

### **Succeed.Net**

Internet Free Planet provides high-speed internet services and broadband technologies to the Sacramento area. Internet Free Planet generally completes additional improvements or relocations as the need arises to meet customer demand.

### **T-Mobile**

T-Mobile provides high-speed phone and internet services to the Sacramento area. T-Mobile generally completes additional improvements or relocations as the need arises to meet customer demand.

## **Verizon Communications, Inc.**

Verizon Communications, Inc. (Verizon) provides high speed phone and internet, and cable TV services to the Sacramento area (NBM 2018I). Verizon provides residential and commercial 4G LTE wireless and FiOS broadband internet services. In 2017, it was announced that the City would create a public-private partnership, investing more than \$100 million for telecommunications infrastructure and services. Elements of the public-private partnership include providing free Wi-Fi access in 27 of the City’s public parks and expanding 5G infrastructure within the City (City of Sacramento 2017). In mid-2017, Verizon launched a pilot 5G program in Sacramento to provide higher internet speeds (City of Sacramento 2018). Verizon generally completes additional improvements or relocations as the need arises to meet customer demand.

## **REGULATORY CONTEXT**

### **Federal**

#### *Federal Communications Commission (FCC)*

The FCC regulates interstate and international communications by radio, television, wire, satellite, and cable in the United States. It was founded through the Communications Act of 1934 and operates as an independent agency overseen by the United States Congress. The Federal Advisory Committee Act of 1972 put in place a process for establishing, operating, overseeing, and terminating FCC advisory committees for specific aspects of communications. FCC is made up of six separate bureaus: Consumer & Governmental Affairs, Enforcement, Media, Public Safety & Homeland Security, Wireless Telecommunications, and Wireline Competition. Together, these bureaus are responsible for adopting and modifying rules/regulations that govern business practices, including interpretive rules, policy statements, substantive legislative rules, and organizational/procedural rules.

### **State**

#### *California Public Utilities Commission (CPUC)*

The CPUC is a State agency created by constitutional amendment to regulate privately owned telecommunications, electric, natural gas, water, railroad, rail transit, passenger transportation, and in-state moving companies. CPUC is responsible for assuring California utility customers have safe, reliable utility services at reasonable rates while also protecting utility customers from fraud. CPUC regulates the planning and approval for the physical construction of electric generation, transmission, or distribution facilities; and local distribution pipelines of natural gas (CPUC Decision 95-08-038). CPUC also regulates rates and charges for basic telecommunication services.

#### *California Government Code 4216 4216.9*

The responsibilities of persons excavating in the vicinity of underground utilities are detailed in Section 1, Chapter 3.1 “Protection of Underground Infrastructure,” Article 2 of California



Government Code 4216 4216.9. This law requires that an excavator must contact a regional notification center at least two days prior to excavation of any subsurface installation. Underground Service Alert will notify the utilities that may have buried lines within 1,000 feet of the project. Representatives of the utilities are required to mark the specific location of their facilities within the work area prior to the start of project.

## **Local**

### *Sacramento City Code*

As outlined in Section 3.76.050 of the City Code, the City issues revocable permits to Telecommunications Wireless Carriers to install and operate wireless telecommunications facilities on properties owned by the City. To obtain this permit, carriers file an application with the City and pay application fees, inspection fees, and an annual rent.

## **4.8 Disadvantaged Unincorporated Communities**

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### **INTRODUCTION**

SB 244 (Wolk), passed in 2011, established a requirement for cities to identify each unincorporated island or fringe community within its SOI and provide an analysis of water, wastewater, stormwater drainage, and structural fire protection needs or deficiencies for any such community in order to address the legal, financial, and political barriers that contribute to regional inequity and infrastructure deficits within disadvantaged unincorporated communities (DUCs). This section identifies DUCs within the City of Sacramento's SOI, the status of infrastructure provision to those communities, and provides further details on the requirements of SB 244.

### **Definitions**

The basis for the identification of DUCs is the State definition provided in the California Government Code. DUCs are defined by State law (Government Code Section 65302.10(a)(2)) as a fringe, island, or legacy community in which the median household income is 80 percent or less than the statewide median household income (Please note that "disadvantaged communities" are sometimes referred to in the context of CalEnviroScreen data, whereas, in this section, the term is used as defined under Government Code Section 65302.10(a)(2)). "Community" means an inhabited area within a city or county that is comprised of no less than 10 dwellings adjacent or in close proximity to one another. "Unincorporated island community" means any inhabited and unincorporated territory that is surrounded or substantially surrounded by one or more cities or by one or more cities and a county boundary or the Pacific Ocean. "Fringe community" means any inhabited and unincorporated territory that is within a city's sphere of influence. "Unincorporated legacy community" means a geographically isolated community that is inhabited and has existed for at least 50 years (Government Code Section 65302.10).

## Methodology

DUCs in the City of Sacramento’s SOI were identified with geospatial analysis based on a methodology developed by the Community Equity Initiative (CEI), a partnership of California Rural Legal Assistance Foundation, California Rural Legal Assistance, Inc., and Policy Link in 2013 to assess the condition of DUCs in the San Joaquin Valley, titled California Unincorporated: Mapping Disadvantaged Communities in the San Joaquin Valley (PolicyLink 2013a, 2013b). (Due to different methodologies, these areas are not necessarily the same as the disadvantaged communities identified by Sacramento County.)

### *Unincorporated Communities*

Unincorporated areas within the Planning Area were defined as those outside of City Limits but within the SOI, Policy Area, or a Community Plan Area. There is one unincorporated island within City Limits, a primarily manufacturing-oriented area known as “The Pan,” and there are fringe communities in the north, east, and south of the Planning Area, including those that are outside of the City Limits and SOI but within another planning boundary.

Areas outside of the City Limits but within the Sphere of Influence or within the 10 Community Planning Areas were considered for evaluating DUC status.

Layers used for analysis are:

- City of Sacramento Boundary
- Sphere of Influence (SOI)
- Community Planning Area (CPAs)

A geographic information system (GIS) was used to locate centroids (geometric centers) of parcels within the Planning area (City Limits plus Sphere of Influence plus CPAs). State of California agricultural data for Sacramento (2016) was used to remove any points in agricultural and undeveloped areas. Similarly, existing land use derived from assessor’s data was used to remove large non-residential uses (industrial, commercial and other non-residential uses) and undeveloped/vacant areas. Unincorporated areas that were greater than 250 parcels per square mile were selected for further analysis. A threshold of 250 parcels per square mile was used to approximate the densities of existing Census Designated Places (CDPs) in the area; the threshold was derived by averaging the densities of the developed portions of the CDPs. Areas where there were 250 or more parcel centroids per square mile were considered to be unincorporated communities.

### *Disadvantaged Status*

Disadvantaged status was determined based on household income, using census block-level data from the 2017 American Community Survey 5-year estimates for median household income. Table B19013, Median Household Income in the past 12 months (In 2017 Inflation Adjusted Dollars) by block groups was used for the analysis. Median household income data was filtered using an income threshold at or below 80 percent of the state’s median household income. The median household

income of California is \$67,169 according to 2013-2017 American Community Survey. Included in the analysis are census block groups with a median household income of equals to or less than \$53,735 (Equals to or Less than 80% of State Median Household Income).<sup>4</sup>

### *Identifying Potential DUCs*

Areas where the identified unincorporated communities and disadvantaged blocks overlap are considered to be potential DUCs. Identified areas were reviewed for areas that, by visual inspection of aerial imagery, are not residential or obviously not low-income, are less than three-quarters of an acre, contain less than 10 dwellings, or are obvious “slivers” resulting from overlapping boundaries; such areas were removed.

Combining the results and excluding areas based on visual inspection resulted in three distinct generalized areas across the Planning Area that contain DUC candidate sites. These areas do not have clear boundaries since parcel density calculation using raster analysis results in amorphous spots that are not bounded by parcels or major roads. A closer inspection of the aerial maps can help identify more specific neighborhood boundaries.

### **DUCs in the Planning Area**

Based on the methodology, there are three generalized areas that contain DUC candidate sites:

#### *Rosemont/La Riviera Area*

The Rosemont/La Riviera area contains two small candidate sites separated by roughly 1.25 miles. The Rosemont candidate site is located north of Jackson Road, east of Thornhill Drive, south of Newhall Drive, and west of Harlin Avenue. This 200-acre candidate site is within the Rosemont 2010 Census Designated Place and contains enough households to be considered a disadvantaged unincorporated community. The La Riviera candidate site is located on the south bank of the Sacramento river and north of La Riviera Drive. This 175-acre candidate site is within the Rosemont 2010 Census Designated Place and contains enough households to be considered a disadvantaged unincorporated community. Service providers in the Rosemont/La Riviera Area include:

- Wastewater: [Sacramento Regional County Sanitation District](#)
- Sewer: Sacramento Area Sewer District
- Stormwater: Sacramento County Water Agency Zone 12
- Water Purveyor: California American Water Company

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<sup>4</sup> As noted in the PolicyLink Technical Guide (PolicyLink, 2013b), there are several limitations to this data, as the U.S. Census Bureau has historically undercounted rural populations, people of color, and those who are not native English speakers, and the size of a census block group is often much larger than the small communities of concern, and wealthier households could increase the median income of a block group, obscuring the existence of low-income households that also reside in that block group.

- Fire: Sacramento Metropolitan Fire District

### *Fruitridge Pocket/Lemon Hill/Parkway/Florin Area*

The Fruitridge Pocket/Lemon Hill/Parkway/Florin Area contains one large, semi-contiguous candidate site. The site contains most of the Fruitridge Pocket, Lemon Hill, Parkway, and Florin 2010 Census Designated Places. Together, this site makes up 4,680 acres. Service providers in the Pocket/Lemon Hill/Parkway/Florin Area include:

- Wastewater: [Sacramento Regional County Sanitation District](#)
- Stormwater: Sacramento County Water Agency Zone 12
- Sewer: Sacramento Area Sewer District
- Water Purveyor: Florin County Water Company, Cal American Water Company, Tokay Park Water Company, Sacramento County Water Agency
- Fire: City of Sacramento Fire Department (Fire Station 56 is located within site at 3720 47th Ave.), Sacramento Metropolitan Fire District for Florin Area

### *Arden-Arcade/North Highlands*

The Arden-Arcade/North Highlands candidate DUC sites are outside of the City's sphere of influence but within the Arden Arcade Community Planning Area. These potential candidate sites are 3076 acres in total.

The North Highlands sites are situated south of Orange Grove Ave and east of Sycamore Ave. The sites are completely within the North Highlands CDP and within the Arden-Arcade Community Plan Area. The Arden Arcade potential DUC sites cover a large area within the Arden-Arcade CDP and Arden Arcade Community Plan Area. Most of the area is located south of the Edison Ave and east of Watt Ave, with some smaller sites west of Watt Ave and north of Marconi Ave. Service providers in Arden-Arcade/North Highlands include:

- Wastewater: [Sacramento Regional County Sanitation District](#)
- Stormwater: Sacramento County Water Agency Zone 12
- Sewer: Sacramento Area Sewer District
- Water Purveyor: Sacramento Suburban Water District, Cal American Water Company, and Golden States Water Company
- Fire: Sacramento Metropolitan Fire District

These areas are shown in Figure 4-10.

## REGULATORY CONTEXT

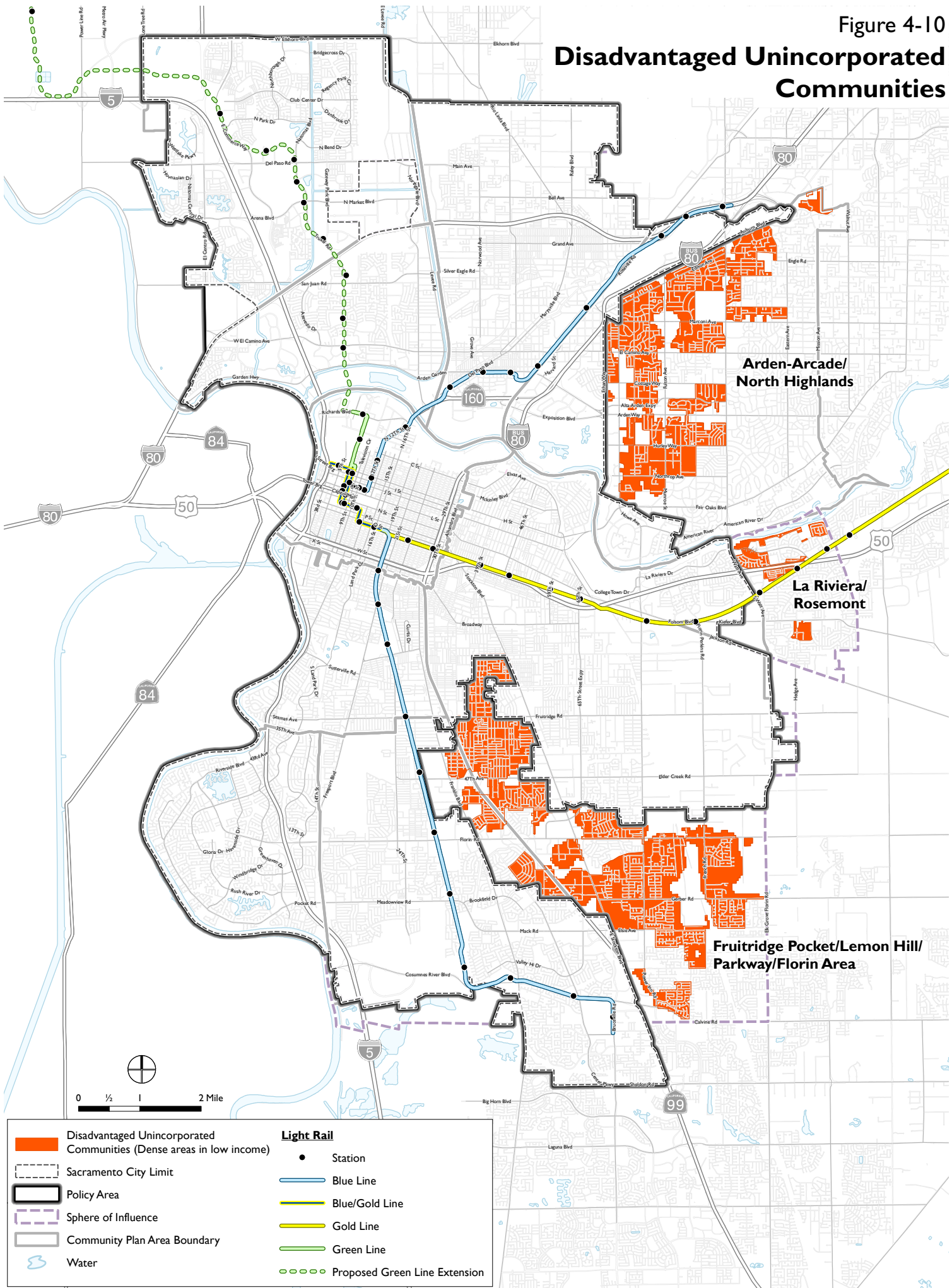
### State Law

A “community” is defined as an inhabited area comprised of no less than 10 dwellings adjacent or in close proximity to one another. An “island community” is defined as an inhabited and unincorporated territory that is surrounded or substantially surrounded by one or more cities or by one or more cities and a county boundary or the Pacific Ocean. A “fringe community” is defined as any inhabited and unincorporated territory that is within a city’s sphere of influence. The SB 244 Technical Advisory from OPR describes, in detail, the requirements of SB 244. ([http://www.opr.ca.gov/docs/SB244 Technical Advisory.pdf](http://www.opr.ca.gov/docs/SB244_Technical_Advisory.pdf))

If a DUC is present, Cities are required to include an analysis of water, wastewater, stormwater drainage, and structural fire protection needs or deficiencies for each of the identified communities in the land use element of their general plan. They are also required to include an analysis in the land use element of potential funding mechanisms that could make the extension of services and facilities to identified communities financially feasible (GC Section 65302.10.(a)).

Figure 4-10

# Disadvantaged Unincorporated Communities



## 4.9 Findings

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### DOMESTIC WATER

- The City's water entitlements are sufficient to serve the entire city (including future expansions of the city limits) and provide water to other local water purveyors in need of additional water supply.
- The total capacity of the City's water treatment plants is currently approximately 360 mgd. However, due to Hodge constraints affecting the Fairbairn WTP and intake constraints at the Sacramento River WTP, the total reliable capacity of the two surface water treatment plants is currently approximately 260 mgd. Additional treatment capacity is needed to meet projected future water demands. Currently the City is exploring an option to expand the Sacramento River WTP to be able to meet projected future water demands. Another option the City is exploring is River Arc which is in early planning stages. The City will determine the option or combination of options that provides the most reliable supply for the City to meet projected future water demands.
- The City has identified a new conjunctive use program that will develop and protect existing groundwater supplies for increased use during dry periods. These wells would be used less frequently during periods where the available surface water supply is robust. The groundwater well system provides the City with needed flexibility in providing domestic water. To enhance this flexibility, the City anticipates expanding its groundwater pumping capacity in the future. However, the City's existing groundwater wells have an average age of 54 years, thus the City will also need to make investments to rehabilitate or replace these aging wells to maintain a reliable capacity.
- Deficiencies were identified in the 2013 Master Plan throughout the City. Depending on the additional treatment plant capacity supply option that the City decides to develop, additional transmission pipelines will be needed to convey the supply.

### WATER SUPPLY

See Section 4.4 for potable water related findings.

### SOLID WASTE

- The City collects all residential waste within the city limits. This includes all residences of one to four attached units and all condominiums, regardless of number of units.
- All solid waste picked up by the City for disposal is transported to the Sacramento Recycling and Transfer Station and the Sacramento County North Area Recovery Station for sorting, where remaining waste is then hauled to the Sacramento County Kiefer Landfill.
- Kiefer Landfill is the primary municipal solid waste disposal facility for private haulers. The Kiefer Landfill received over 884,000 tons of waste in 2017 and has a remaining capacity of 78.5 million cubic yards.

- The City offers multiple programs including biweekly curbside recycling, weekly garden refuse pickup, one appointment-based annual neighborhood cleanup for each household, and a dump coupon for each household as well.
- The City has met or exceeded the State’s annual per capita disposal rate per resident and employee since the State established the targets in 2007.

## **ELECTRICITY**

- SMUD provides electrical service to the City of Sacramento. SMUD is a leading utility in procuring renewable power, and has significant large hydro resources. The largest source of SMUD’s generated power is from natural gas facilities. In addition, SMUD has completed 98.5 MW of local solar contracts through a Feed-In Tariff and an addition to the Solar Wind Project.
- The City requires all new development of residential and nonresidential buildings to comply with the 2019 California Green Building Code standards.
- The City has taken leadership on a number of energy efficiency initiatives. The updated CAP establishes a goal to attain a 33% reduction in municipal GHG emissions by 2020 through efforts such as lighting retrofits and expansion of ZEV infrastructure.
- SMUD’s Integrated Resource Plan establishes a goal of achieving net zero greenhouse gas emissions by 2040. From 2020 to 2040, investments would total over \$1.5 billion in electrification and energy efficiency.

## **NATURAL GAS**

- PG&E supplies natural gas to the Sacramento area. During the winter, most natural gas is imported from Canada, and the balance is supplied from California production wells.

## **TELECOMMUNICATIONS**

- Telecommunications within the city of Sacramento are provided by multiple companies with a variety of services.
- Telecommunication facility improvements are generally made as the need arises to meet customer demand.
- Telecommunications companies are providing private investments to expand City infrastructure.

## **DISADVANTAGED UNINCORPORATED COMMUNITIES**

- There are several areas within the Sacramento Sphere of Influence that satisfy both the parcel density and low-income thresholds necessary to be considered a fringe DUC, including Rosemont/La Riviera, Arden-Arcade/North Highlands and Fruitridge Pocket/Lemon Hill/Parkway/Florin Area.



- State law requires that cities and counties assess whether there are infrastructure and service deficiencies within identified DUCs for sewer, water, and structural fire. If deficiencies are identified, cities and counties must identify potential funding sources that could make the extension of services to the identified DUC financially feasible.

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# 5 Public Services

The Public Services Chapter describes existing services available to residents of the Policy Area, including police and fire protection, parks and recreational facilities, civic and government facilities, libraries, schools, health facilities, and human services.

## 5.1 Police Protection

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### INTRODUCTION

This section identifies the police protection service providers for the Policy Area, and describes staffing levels and equipment, staffing standards, the number and types of calls received, and crime prevention programs. Information for this section is based upon the 2017 Sacramento Police Department Annual Report, and conversations with City staff regarding police services, including support provided by the County Sheriff.

### EXISTING CONDITIONS

Police protection services are provided by the Sacramento Police Department (SPD) for areas within the city, and by the County Sheriff's Department for areas outside the city but within the Policy Area. Detailed information regarding each of these departments is provided below. In addition to SPD and Sheriff's Department, the California Highway Patrol, UC Davis Medical Center Police Department, Los Rios Community Colleges Police Department, Twin Rivers Unified School District Police Department, California State University – Sacramento Police Department, and the Regional Transit Police Department provide police protection within the Policy Area.

#### City

As shown in Figure 5-1, SPD operates from the following four stations in the city of Sacramento (City of Sacramento 2018a):

- Sacramento Fire Department and Sacramento Police Department Headquarters: Public Safety Center, Chiefs Deise and Kearns Building (5770 Freeport Boulevard)
- North Area: William J. Kinney Police Facility (3550 Marysville Boulevard)
- South Area: Joseph E. Rooney Police Facility (5303 Franklin Boulevard)
- Central and East Commands: Richards Police Facility (300 Richards Boulevard)

The North Area Substation provides police services to the northern portion of the city, from the American River on the south to the city limits on the west, north, and east. The South Area Substation provides police protection services to the southern portion of the city, from Highway 50 on the north to the city limits on the west, south, and east. The Central/East Substation provides police response to three main beats in the central portion of the city bounded by the American River to the north, Highway 50 on the south, the Sacramento River on the west, and the city limits on the east. Headquarters supports the North Area Substation, Central Command, and South Area Substation by providing administrative support, crime prevention education, and other law enforcement duties.

Currently, the SPD is staffed by 686 sworn personnel, 29 academy recruits, 291 professional staff and 144 non-career staff. As of Fiscal Year 2019/20 (FY2019/20), SPD is authorized to staff 747 sworn positions and 323.46 professional staff positions. [Personnel Services Division, SPD, 2019]

**Table 5-1: SPD Department Sworn Staffing Levels**

Personnel	Fiscal Year 2019/20	
	Authorized Number of Employees	Filled Number of Employees (2019)
Chief	1	1
Deputy Chief	3	3
Captain	11	9
Lieutenant	23	22
Sergeant	92	89
Officer	617	560
Total Sworn	747	684

Source: Personnel Services Division, 2019.

SPD maintains a variety of equipment to serve the city. In addition to patrol cars, firearms, and other traditional police equipment, modern police departments increasingly rely on technology systems. Maintaining and updating these systems has become an important aspect of equipment management for SPD.

The average SPD response time and workload between 2012 and 2018, as measured by the number of calls for service, are presented in Table 5-2 below. The urgency of the call is reflected in its priority level. Priority calls are listed in descending order. The SPD does not have an adopted response time standard (SPD Crime Analysis Unit 2019).

As indicated in Table 5-2, the Communications Center’s workload has increased 35% since 2012. This increase occurred despite an automated call routing system that provides callers with detailed information about SPD’s services and offers direct transfer options to other city resources. Sacramento’s 311 system also handles informational calls but many still come into the Communications Center. The Department’s online presence is helpful as Sacramento citizens can now research helicopter activity, find appropriate phone numbers, and file crime reports online (Grady pers. comm. 2019). On average, less than half of the calls received at the Communications Center resulted in an officer being dispatched (SPD CAU 2019). Table 5-3 shows the calls for service received by SPD in 2018.

**Table 5-2: SPD Response Times 2012-2018**

Year	Priority	Response Time	Total Incoming/Outgoing Phone Calls
2012	P2	8:34	624,918
	P3	9:51	
	P4	17:53	
	P5	21:02	
	P6	41:53	
2013	P2	8:44	625,784
	P3	10:15	
	P4	20:18	
	P5	24:02	
	P6	48:43	
2014	P2	9:33	617,931
	P3	10:44	
	P4	26:04	
	P5	30:37	
	P6	53:01	
2015	P2	9:37	648,629
	P3	10:50	
	P4	28:43	
	P5	34:02	
	P6	1:02:50	
2016	P2	9:57	761,562
	P3	11:20	
	P4	27:40	
	P5	32:51	
	P6	1:07:04	
2017	P2	00:10:00	843,153
	P3	00:11:24	
	P4	00:30:43	
	P5	00:36:03	
	P6	01:15:22	
2018	P2	00:09:53	556,883
	P3	00:11:30	
	P4	00:33:40	
	P5	00:38:03	
	P6	01:07:45	

Source: CAU & Communications Center, SPD: 9/16/19

**Table 5-3: SPD Workload 2018**

Type of Call	Number of Calls Received
911 Calls	286,270
7-digit emergency and non-emergency calls	345,551
Total Incoming/Outgoing Phone Calls	843,153

Source: SPD CAU, 2019

**Table 5-4: 2018 Median Response Times**

	Priority 2	Priority 3	Priority 4	Priority 5	Priority 6
Average Response Time (hours: minutes: seconds)	00:09:42	00:11:17	00:33:32	00:37:57	01:07:04

Source: SPD Crime Analysis Unit 2019

**Table 5-5: City of Sacramento Crime Statistics Comparison for 2017-2018**

Type of Crime	Number of Crimes			
	2017	2018	Number Change	Percent Change
Homicide	39	36	-3	-7.69%
Rape	99	102	3	3.03%
Aggravated Assault	2,140	2,139	-1	-0.05%
Robbery	1,100	1,052	-48	-4.36%
Burglary	2,888	2,751	-137	-4.74%
Larceny	9,077	9,783	706	7.78%
Motor Vehicle Theft	2,718	2,883	165	6.07%
<b>Total</b>	<b>18,061</b>	<b>18,746</b>	<b>685</b>	<b>3.79%</b>

Notes:

1. Table shows information for each calendar year.
2. Crime statistics are based on UCR as defined by the FBI.

Source: SPD Crime Analysis Unit. 2019.

### Crime Statistics

In 2018, there were 308,159 citizen-initiated calls for service and 14,077 arrests (SPD CAU 2019). Table 5-4 shows the median response times for Priority 2 through 6 calls for 2018. Response time data is subject to change as classifications of the priorities change due to periodic review and analysis as well as variances in the filters that may be applied. In general, the priority number corresponds to the seriousness of the incident with Priority 1 involving officer-initiated emergency

requests for help. Priority 2 calls include in-progress homicides, rapes, and robberies, whereas Priority 6 calls include errand calls, business checks, and some report calls.

Table 5-5 provides SPD's crime statistics for 2017 and 2018 and shows that crime rates are similar for the two years (Ellis pers. comm. 2019). The SPD has continued to maintain its Crime Suppression Unit (CSU), which focuses on robberies and burglaries, and Gang Enforcement Team (GET) which focuses on reducing gang-related activities.

### *Mutual Aid Agreements*

SPD maintains mutual aid agreements as part of a statewide emergency response system. Locally, SPD has police security contracts to provide specialized police staff to Regional Transit (RT), area hospitals, and school districts within the city.

The RT Police Department is comprised of sworn staff from SPD and the Sacramento Sheriff's Department, and Folsom Police Department and is responsible for a variety of police-related services including: monitoring light rail stations, light rail trains, bus stops, buses, bus routes, regional transit riders and other associated transit needs with regards to safety. It also responds to crimes in progress, conducts criminal investigations, conducts Crime Prevention through Environmental Design (CPTED) reviews, drafts policies, and provides security. One (1) SPD Lieutenant is in command of RT police services which include the following (SPD 2017; RT 2018; Sacramento County 2018a; Steele pers. comm. 2019):

- Sacramento Police Department
  - 1 Lieutenant
  - 2 Sergeants
  - 16 Police Officers
  - 13 Sacramento Police Volunteers
- Sacramento Sheriff's Department
  - 1 Sergeant
  - 5 Deputies
  - 1 Rancho Cordova Police Officer
- Sacramento RT Employees
  - 64 RT Transit Agents
  - 6 Transit Officers
  - 3 Transportation Supervisors
  - 1 Superintendent
  - 2 Administrative Staff

- 13 Video Technicians
- 3 Personal Services Contract Employees
- Other
- 1 Folsom Police Department Police Officer
- 8 Paladin Private Security Guards

SPD has three School Resource Officers (SRO) and one supervising Police Sergeant assigned to the Natomas Unified School District. SPD is currently working with the Sacramento City Unified School District to reinstate a team of SRO's to serve the district. The primary function of the SRO is ensuring the overall safety of staff and students, youth mentoring, and providing community engagement opportunities as members of the Sacramento Police Community Engagement Unit. SRO's are first responders to calls for police service at schools, the surrounding areas and business communities where calls involve students traveling to and from campus. They routinely handle matters in elementary, middle and high schools. SRO's work in partnership with school administrators, security staff and faculty on developing comprehensive safety plans to ensure schools are safe places for students to learn. SROs are available during normal school hours and assist with afterschool activities that occur during nights and some weekends. [Source: Sergeant Doug Morse, Outreach & Engagement Unit, SPD]

### *Homeland Security*

The SPD's Homeland Security Division, managed by one (1) Lieutenant, is responsible for conducting regional threat and vulnerability assessments, developing regional and agency terrorism response plans, coordinating and conducting regional interdisciplinary terrorism response training, designing and coordinating training exercises, and organizing volunteers to assist with disaster situations (City of Sacramento 2015). The Division also coordinates with the Central California Intelligence Center, the City of Sacramento Office of Emergency Services, and the Terrorism Liaison Officer Program.

### *Incarceration Facilities*

The City uses jail facilities operated by the Sacramento County Sheriff's Department. The Sacramento County Main Jail (651 I Street), which provides custodial and security services for incarcerated and detained individuals for the Sheriff's Department and other outside agencies, is the only incarceration facility located within the Policy Area (Sacramento County 2018e). Because the City does not have its own booking facilities, all arrestees must be taken to the Sacramento County Main Jail for booking. The SPD has indicated it will need its own booking facilities for increased efficiency as Sacramento continues to grow and is currently researching the feasibility of constructing a Pre-Arrestment facility in the future. The Department has temporary holding facilities at its major stations.



### *Projected Needs*

The SPD does not have any currently funded projects for the remodeling or construction of facilities, although there is a need to both remodel existing facilities and construct new facilities (City of Sacramento 2018a). As the city grows in the south and north areas and traffic congestion correspondingly increases, SPD needs to continue to decentralize to maintain adequate response times to areas near the city's borders. Specifically, SPD does not have a presence in the northern and southern areas, nearing the city limits, or in Sacramento's downtown. New police facilities, with adequate staffing and equipment, will be required as build out occurs. SPD has identified the need for a permanent facility in the downtown core and two substations in the Meadowview/Valley Hi/Delta Shores area of South Sacramento and the Natomas area of North Sacramento. Adequate staffing requires both sworn and professional staff with technical abilities to support the Department's services (SPD Office of the Chief 2019).

SPD has gradually increased the number of police officers hired from 2012 through 2016. However, the number of sworn and civilian employees remained fewer than the Department was authorized for during these years. Although authorized personnel levels have increased, filling those positions has remained a challenge for SPD. At the end of 2016, SPD was 78 officers below authorized staffing (SPD PSD 2017).

### **Sphere of Influence and Other Areas**

The Sacramento County Sheriff's Department, Elk Grove Police Department, Rancho Cordova Police Department, and Citrus Heights Police Department also provide services to areas around the city. As shown in Figure 5-1, the Sheriff's Department serves the Policy Area with the following substations (Sacramento County 2018b).

- Sheriff's Department: The sheriff's headquarters are located downtown at 711 G Street. Nine stations are located in various areas of the County, including Florin (7000 65th Street), Garfield (5510 Garfield Avenue), Dewey (5484 Dewey Drive), Marconi (2500 Marconi Avenue), Rio Linda (6730 Front Street), Rancho Cordova (2897 Kilgore Road), Rancho Murieta (15160 Jackson Road), Walnut Grove (14160 Grove Street), and Wilton (9800 Dillard Road).

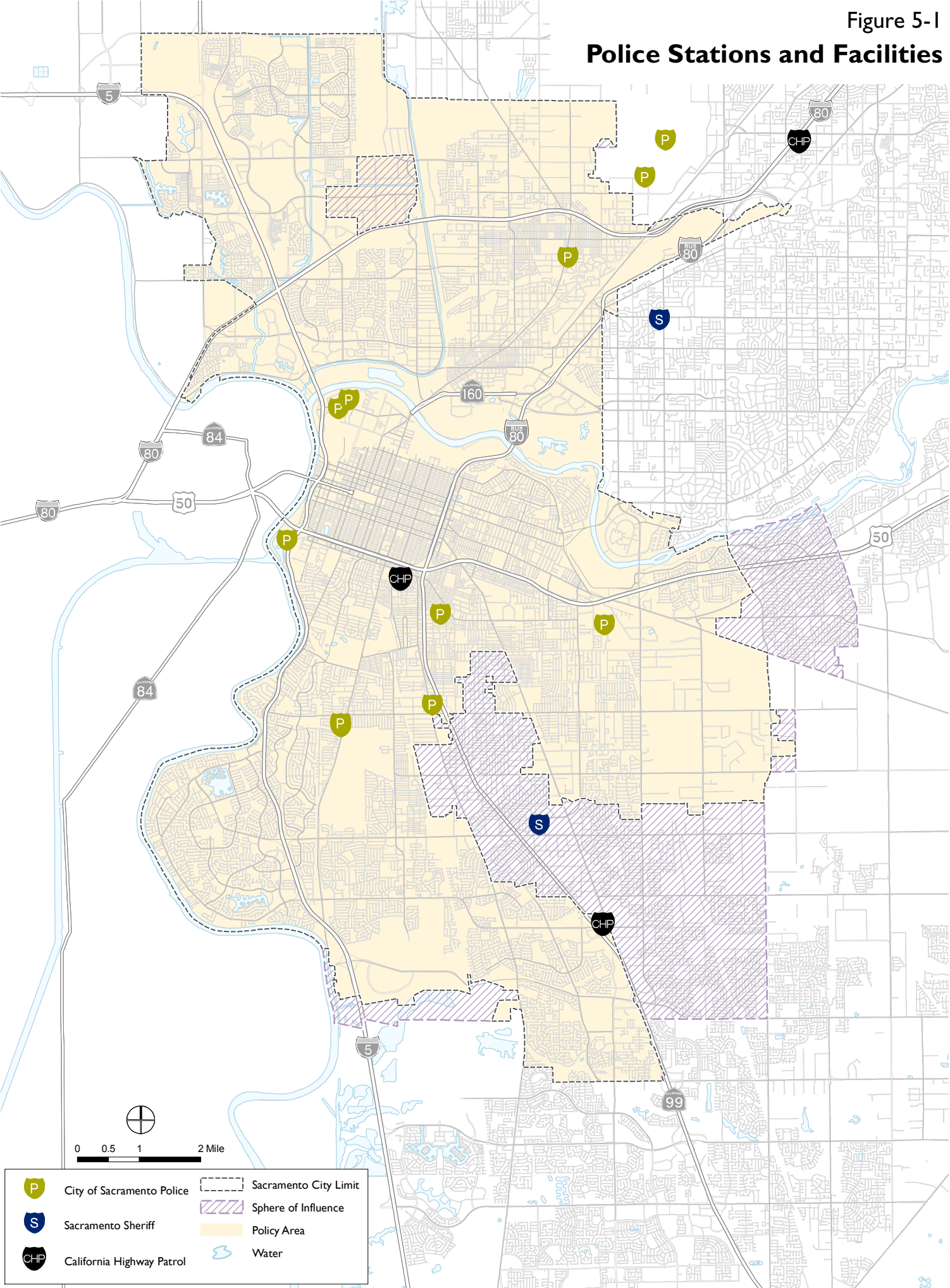
As of 2012, the Sheriff's Department is staffed by 722 non-sworn and 1,411 sworn employees, as detailed in Table 5-6 (Sacramento County 2018a).

Using the 2018 DOF population estimate for unincorporated Sacramento County, which represents the Department's service area, and the staffing levels listed above, the officer to resident ratio for Sacramento County is approximately 2.37 officers per 1,000 residents (DOF 2018).<sup>1</sup>

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<sup>1</sup>Calculation is based on the California Department of Finance unincorporated Sacramento County population of 588,798

Figure 5-1  
**Police Stations and Facilities**



Source: City of Sacramento Community Development Department, 2018; Sacramento City Police Department, 2019

**Table 5-6: Sheriff’s Department Sworn Staffing Levels**

<i>Personnel</i>	<i>Number of Employees</i>
Sheriff	1
Undersheriff	1
Chief Deputy	4
Captain	12
Lieutenant	51
Sergeant	171
Deputy Sheriff	1,103
Deputy Sheriff Recruit (RA)	50
Total Sworn	1,393

Source: Sacramento County Fiscal Year 2018-19 Adopted Budget, 2018.

**Table 5-7 County of Sacramento Crime Statistics, 2017**

<i>Type of Crime</i>	<i>Number of Crimes</i>
Homicide	32
Rape	154
Robbery	772
Aggravated Assault	1,654
Burglary	2,492
Auto Theft	187
Larceny	6,545
Arson	58
Total	11,894

Source: Federal Bureau of Investigation. Uniform Crime Reports, <https://ucr.fbi.gov/crime-in-the-u.s/2017/crime-in-the-u.s.-2017/tables/table-10/table-10-state-cuts/california.xls>, 2017.

*Crime Statistics*

Crime Statistics for the Sacramento County Sheriff Department in 2017 are presented in Table 5-7 (FBI 2017).

*Crime Prevention*

The Sheriff’s Department provides residents with many education materials and programs to help residents to protect themselves, their families, and their neighborhoods (City of Sacramento 2015). The Department offers the following crime prevention programs:

- Child Safety
- Community Crime Prevention

- Conflict Resolution/Anger Management
- Cyber Crime
- Don't be a Victim (Personal and Home Safety)
- Juvenile Crime
- Neighborhood Watch
- School Safety
- Sexual Assault
- Substance Abuse (Drugs, Alcohol, and Tobacco Abuse)
- Teens at Risk

### *Homeland Security*

The Sheriff's Department is a partner in the Sacramento Regional Homeland Security Task Force and provides a link to Federal homeland security programs.

### *Incarceration Facilities*

Sacramento County has two incarceration facilities. The Sacramento County Main Jail, located at 651 I Street, can accommodate up to 2,400 inmates (Sacramento County Sheriff 2018e). The Rio Cosumnes Correctional Center is the primary custody facility for inmates sentenced to County Jail from the Sacramento County Courts. An increasing percentage of the inmates are pre-sentence detainees housed at RCCC to keep the population at the Main Jail below the limit set by Federal decree. In addition, the RCCC houses inmates en-route to other jurisdictions, Federal prisoners under a contract with the U.S. Bureau of Prisons, and reciprocal prisoners from other counties. RCCC is the primary reception point for parole violators who are being held pending revocation hearings and the central transportation point for all defendants sentenced to State Prison. The RCCC can accommodate 1,600 inmates. In 2010, Rio Cosumnes closed two of its eight housing facilities due to budget constraints.

## **REGULATORY CONTEXT**

### **Federal**

The Federal Bureau of Investigation (FBI) is an intelligence-driven and threat-focused national security and law enforcement organization that protects and defends the United States against terrorist and foreign intelligence threats, upholds and enforces the criminal laws of the United States, and provides leadership and criminal justice services to Federal, State, municipal, and international agencies and partners. The FBI also gathers, shares, and analyzes intelligence to support its own investigations and those of its partners and to better understand and combat the security threats facing the United States.

## State

### *California Commission on Peace Officer Standards and Training (POST)*

The Commission on Peace Officer Standards and Training (POST) advocates for, exchanges information with, sets selection and training standards for, and works with law enforcement and other public and private entities. POST was established by the Legislature in 1959 to identify common needs that are shared by representatives of law enforcement.

## Local

### *Sacramento City Code*

Chapter 2.20 of the Sacramento City Code sets forth the guidelines for SPD and includes regulations regarding the powers and duties of the Chief of Police and the Police Department.

## 5.2 Fire Protection

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### INTRODUCTION

This section provides information on the existing fire and emergency services within the Policy Area. Current staffing, equipment, response goals, and adopted standards for these services are described, along with their ability to meet the needs of Sacramento. This section focuses on urban fire prevention and suppression; wildland fire hazards are discussed in Section 7.3, Fire Hazards, of this document. Information for this section is based on the Sacramento Fire Department 2016 Annual Report, Sacramento Fire Department Fiscal Year 2018/2019 Budget, and conversations with staff from the Sacramento Fire Department (SFD) and the Sacramento Metropolitan Fire District (Metro Fire).

### EXISTING CONDITIONS

The SFD is a full-service fire department, with the responsibility for responding to and mitigating incidents involving fires, medical emergencies, hazardous materials, technical and water rescue within its service area. The department also provides a full range of support services including fire prevention, public education, fire investigation, and domestic preparedness planning and response.

The SFD's operational mission and objective is to save lives, conserve property, and minimize environmental impact. To help meet this objective, SFD also participates in an automatic aid agreement with neighboring fire jurisdictions, as well as state and federal agencies.

The SFD provides fire protection services to the entire city which includes approximately 99.2 square miles within the existing city limits, as well as two contract areas that include 47.1 square miles immediately adjacent to the city boundaries within the unincorporated county (SFD 2017). Contracted areas within SFD's jurisdiction include the Pacific/Fruitridge and Natomas Fire Protection Districts.

### City

SFD Headquarters operates from the Public Safety Center, located at 5770 Freeport Boulevard. This facility is also the headquarters for the Sacramento Police Department.

As shown in Figure 5-2, First Due Engine District is comprised of a collection of BARB zones of which the respective responding unit is closest to, from the fire station. A BARB zone is a small geographic region with a center point used to determine distance from fire stations. BARB zones originate from the fire dispatch CAD system.

As shown in Figure 5-2, 24 fire stations are strategically located throughout the city to provide assistance to area residents and businesses. Although each fire station operates within a specific response district encompassing the immediate geographical area around the station, all of the Sacramento County fire agencies (Sacramento Fire Department, Sacramento Metro Fire District, Sacramento International Airport Fire, Cosumnes Fire District, and the Folsom Fire Department) share an automatic aid agreement, known as boundary dropping, which means that the closest fire unit responds regardless of jurisdiction.

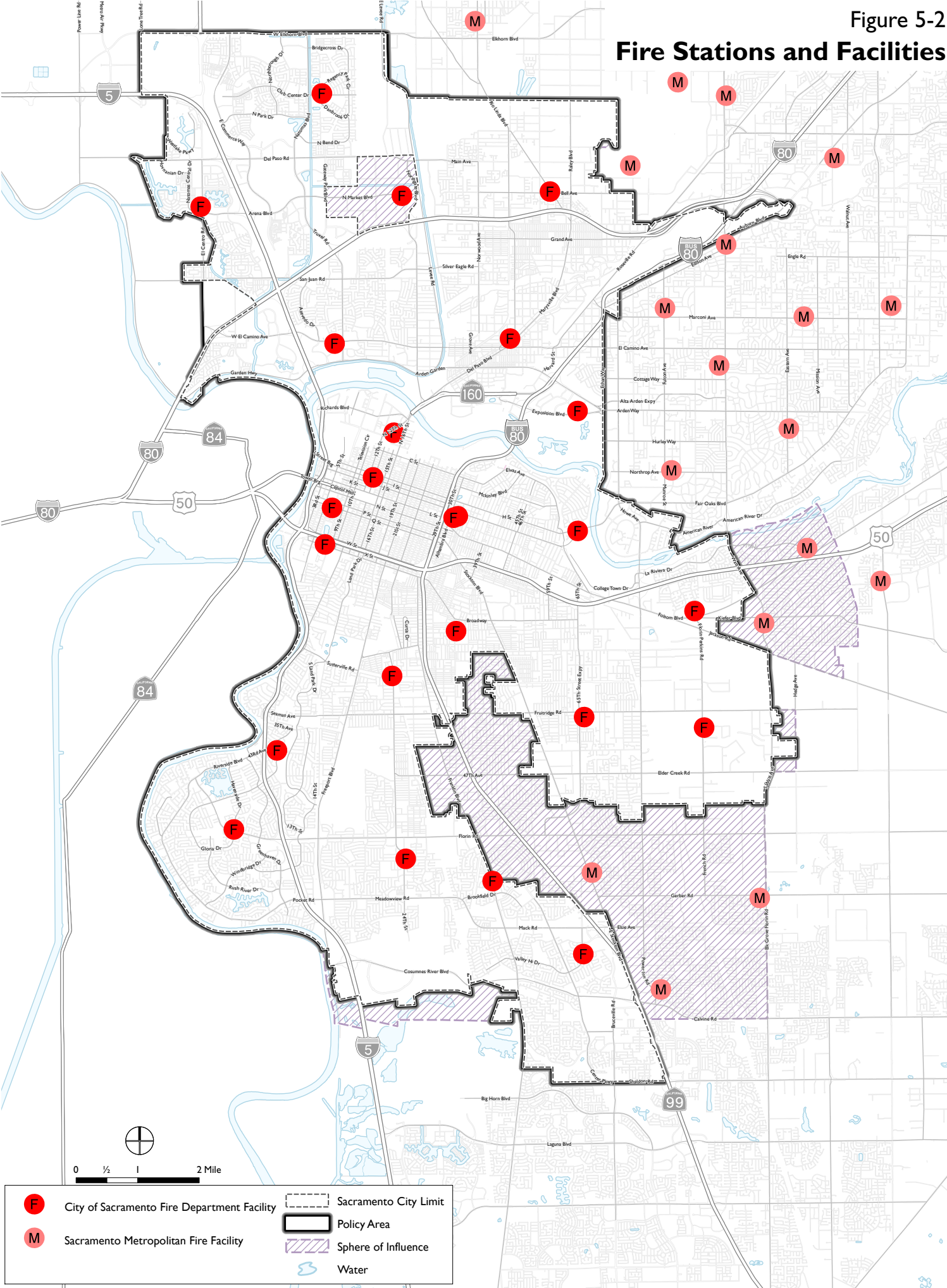
All SFD Engine companies, are staffed with four personnel consisting of a Company Officer (Captain), Engineer, and two Firefighters. Truck companies and one Rescue company are also staffed with four personnel consisting of a Company Officer (Captain), Engineer, and two Firefighters. Ambulances are staffed with two Firefighter/Paramedics or a Firefighter/Paramedic and Firefighter/EMT combination.

SFD also deploys a number of support vehicles from the 24 fire stations that are cross-staffed by the Engine or Truck personnel. Cross-staffing means that one or more personnel will move from the Engine or Truck to operate the support unit. The different support units have different cross-staffing requirements.

When the department is fully staffed, 173 personnel are on duty for fire and EMS first responder emergencies and 34 of these personnel are on duty for emergency ambulance transportation daily (Naramore pers. comm. 2019).

A list of SFD fire stations and the type of apparatus deployed from each fire station is provided in Table 5-8 (SFD 2017).

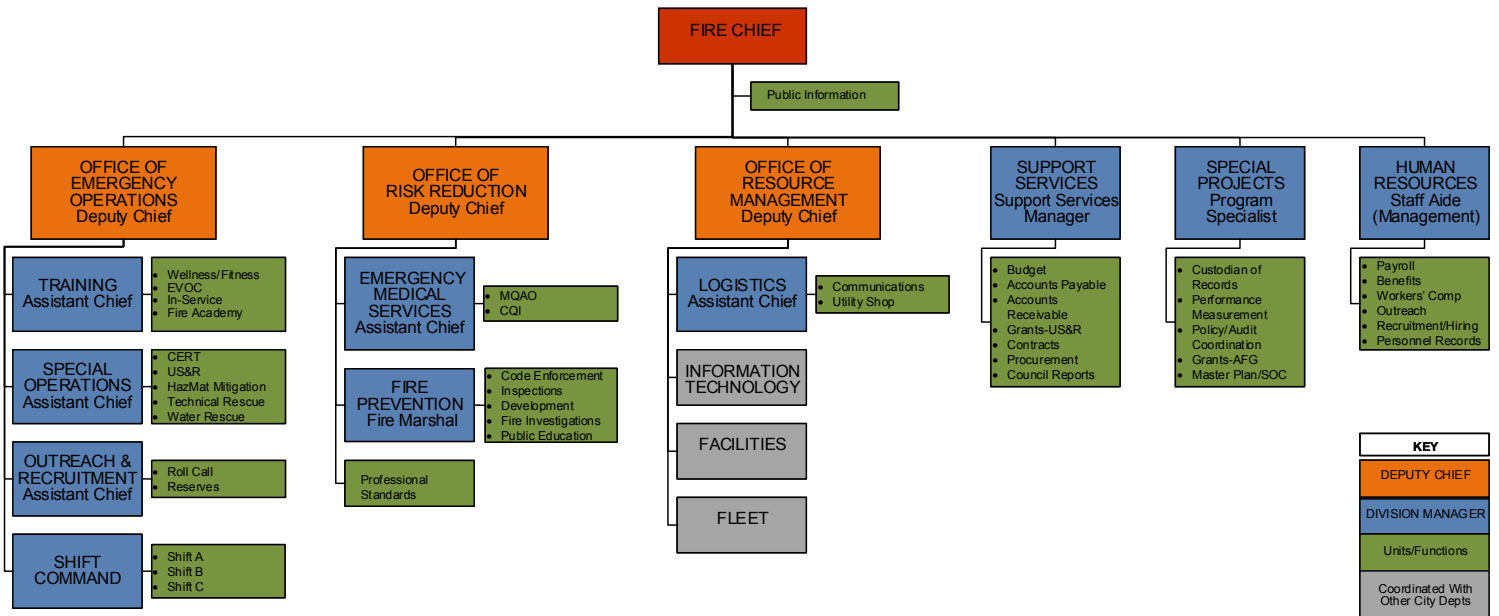
Figure 5-2  
**Fire Stations and Facilities**



Source: Sacramento County GIS, 2020; City of Sacramento, 2019; Dyett and Bhatia, 2020

# Sacramento Fire Department

## SACRAMENTO FIRE DEPARTMENT ORGANIZATIONAL CHART



KEY	
	DEPUTY CHIEF
	DIVISION MANAGER
	Units/Functions
	Coordinated With Other City Depts



**Table 5-8: Fire Station Facilities and Equipment**

Station No.	Address	Battalion	Equipment
1	624 Q Street	1	Engine, Medic
2	1229 I Street	1	Engine, Truck, Medic, Boat
4	3145 Granada Way	1	Engine
5	731 Broadway	1	Engine, Truck, Boat
8	5990 H Street	1	Engine, Medic, Boat
14	1341 N. C Street	1	Engine
15	1591 Newborough Dr	1	Engine
6	3301 M. L. King Blvd	2	Engine, Truck, Medic
10	5642 66th Street	2	Engine, Truck, Medic
12	4500 24th Street	2	Engine, Medic
56 <sup>1</sup>	3720 47th Avenue	2	Engine, Medic
60	3301 Julliard Drive	2	Engine
3 <sup>1</sup>	7208 W. Elkhorn Blvd	3	Engine, Grass Unit
17	1311 Bell Ave	3	Engine, Truck, Medic
18 <sup>1</sup>	746 N. Market St	3	Engine
19	1700 Challenge Way	3	Engine, Medic
20	2512 Rio Linda Blvd	3	Engine, Medic, Rescue
30	1901 Club Center Dr	3	Engine, Truck, Medic, Hazmat
43	4201 El Centro Road	3	Engine, Truck, Medic
7	6500 Wyndham Dr	4	Engine, Truck, Medic, Hazmat
11	785 Florin Road	4	Engine, Medic, Boat
13	1100 43rd Avenue	4	Engine
16	7363 24th Street	4	Engine, Truck
57 <sup>1</sup>	7927 East Parkway	4	Engine, Medic

1. Stations located in contracted areas, not within city limits.

Source: Fire Department Annual Report, 2016; Sacramento Fire Department, 2017; Tunson, pers. comm. 2019.

*Planning for New and Remodeled Facilities*

In 2006, the City’s General Services Department conducted a study to assess SFD’s fire station facilities. The study indicates that the Department should plan for the relocation of Stations 4, 18, and 60, and the rebuilding of Stations 10, 15, and 57. In 2011 SFD opened Fire Station 43 at 4201 El Centro Road (City of Sacramento 2015). SFD has indicated new fire stations planned for Delta Shores, the Railyards, and Metro Air Park, as well as a possible re-opening of Station 99 (formerly Station 9) (Tunson, pers. comm. 2019). In addition, the department is planning for additional administrative, logistics and training facilities. At this time, no funding has been identified.

### *Organizational Structure*

The Fire Chief, who is appointed by the City Manager, leads the Sacramento Fire Department which is comprised of various divisions organized into three offices: Office of Emergency Operations, Office of Resource Management, and Office of Community Risk Reduction.

The Office of Emergency Operations is responsible for the management of emergency response resources. Divisions within the Office of Emergency Operations include:

- **Shift Operations:** The primary goal of the Shift Operations Division is to protect life, property and the environment. The division is staffed with well-trained personnel and technical teams with highly specialized skill sets and tools to meet the wide-ranging emergency demands of the City. At the direction of the Fire Chief, the Deputy Chief of Emergency Operations oversees three Shift Assistant Chiefs. The Shift Assistant Chiefs are responsible for the day to day activities performed by the line personnel. On a daily basis, the division staffs 23 Type 1 fire engines, 10 ladder and heavy rescue trucks, at 24 stations, which are divided into 3 battalions. Each Type 1 engine and truck is staffed with 4 persons except for 1 engine which is staffed with 3 persons. The SFD also has two Type I Hazmat teams and one Type I Heavy Rescue team, which are both cross staffed. Additionally, the Shift Operations Division has four boats, three Type 3 engines, five Type 4 engines, and one water tender, which are cross staffed. Battalion Chiefs coordinate all of the activities at an emergency scene. With 3 Battalion Chiefs, 17 ALS ambulances and 1 EMS captain, the daily operational staffing is 173 personnel. The current work schedule is a 48/96 shift rotation (Narramore pers. comm. 2019).
- **Special Operations:** The Special Operations Division manages the Hazardous Materials, Domestic Preparedness, Technical Rescue and Urban Search and Rescue Programs. The HAZMAT Program is responsible for emergency hazardous materials response in the Sacramento area. The Department also staffs a regional Technical unit that enables the agency to address emergencies involving high angle rescue, confined space entry, trench and excavation collapse incidents, structure collapse and a myriad of technical search capabilities. In addition to the rescue boats, Rescue and Engine 20 are staffed with qualified rescue swimmers for in water-surface rescue. The Department is also the sponsoring agency for California Urban Search and Rescue Task Force 7 (CA TF-7), one of 28 Urban Search and Rescue (US&R) Task Forces in the nation, and one of eight in California. Task Force personnel and equipment can be used locally as well as for state and federal deployments and provide collapse rescue, heavy rigging, logistics, hazardous materials and medical response, communications, canine search teams, technical search, and planning.

- **Training:** The Training Division supports the Department by facilitating ongoing drills and exercises that reflect the real-life experiences encountered in the field by firefighting crews. Programs within the Training Division include: E.V.O.C. (Emergency Vehicle Operations Course); the Fire Academy; and a Physical-Fitness/Health & Wellness Program. The Training Division is located at 2409 Dean St in McClellan Park in Sacramento County.

The Office of Resource Management is responsible for the logistics and technological support of the Department. Divisions within the Office of Resource Management include:

- **Logistics:** The Logistics Division provides operational support and oversight in functional areas of station supplies and inventory management, emergency medical supplies, along with issuing and managing a care and maintenance program for firefighter personal protective equipment.
- **Information Technology:** The Office of Community Risk Reduction is responsible for providing support to operational personnel through the management of programs that include:
  - **Emergency Medical Services:** The Department has provided paramedic transport services since 1994. The EMS Division, in concert with other fire departments' EMS divisions, participates in shaping pre-hospital care through collaboration with the Sacramento County EMS authority, local hospitals, and community organizations. The EMS Division facilitates the delivery of Basic Life Support (BLS) and Advanced Life Support (ALS) first responder and transportation services. All SFD Firefighter/Paramedics are licensed by the State of California EMS Authority and accredited with SCEMS. Firefighter/EMTs are certified by SCEMS. All accreditation, certification and licensing are in accordance with Division 2.5 of the Health and Safety Code, the California Code of Regulations, Title 22, Division 9, and EMSA policies 2040 and 2050. All SFD Engine and Truck Companies are utilized as EMS first responders and staffed with Firefighter- EMTs and/or Firefighter- Paramedics. Every first responding unit is at least (BLS) capable. Depending on daily staffing, most of the units provide Advanced Life Support (ALS) paramedic services. Medic units (ambulances) typically operate from their assigned fire stations and primarily cover their designated area. Due to the workload, medic units are frequently dispatched to calls outside their area. SFD currently deploys seventeen 24-hour ALS ambulances and up to three flex ALS ambulances when additional staffing and equipment are available. Each ambulance is staffed by two Firefighters, with at least one also being a licensed Paramedic.
  - **Fire Prevention:** The Fire Prevention Division performs inspections of businesses and occupancies as mandated by state and local ordinances, and investigates all major fires occurring within the Fire Department's jurisdiction. There are four focus areas: Fire Development (inspects new or repaired fire protection systems requiring a fire construction permit), Annual Fire Permits (inspects existing occupancies required to have an operational permit and those required by the California Health and Safety Code to be inspected on an annual basis), Fire Code Enforcement (responds to complaints regarding fire and life safety code violations) and Fire Arson Investigation

(investigates all major fires and makes arrests of persons responsible for unlawful actions related to fire).

In addition to divisions under the Department's three offices, the SFD includes three divisions not assigned to any office, described below:

- **Fiscal Services:** The Fiscal Services Division is responsible for administering SFD's finances including the budget and procurement processes, accounts payable and receivable, and grants. The Division also manages contracts and council report submittals. The Division is managed by a civilian Support Services Manager.
- **Human Resources:** The Human Resources Division is responsible for a variety of activities such as fulfilling staffing needs, hiring employees, verifying employment, recruiting, guiding managers, and ensuring personnel and management practices conform to various policies and procedures set by the City of Sacramento, local, state and federal agencies.
- **Special Projects:** The Special Projects Division is responsible for an assortment of programs and projects as determined by the Fire Chief. Responsibilities include administering the department website, various grants, and special studies; processing records requests; and coordinating a volunteer program, public education, and community events.
- **Communications.** The Sacramento Regional Fire/EMS Communications Center (SRFECC) is a Joint Powers Authority (JPA) with the following members: Cosumnes Community Services District Fire Department, Sacramento Fire Department, Sacramento Metropolitan Fire District, and the City of Folsom Fire Department. In addition, SRFECC also provides contract dispatch services for Courtland Fire Protection District, Herald Fire Protection District, Isleton Fire Department, River Delta Fire Protection District, Walnut Grove Fire Protection District, and Wilton Fire Protection District (SRFECC 2018).

SRFECC provides enhanced 911 call answering, emergency medical dispatch, computer-aided dispatch, Motorola 800 MHz Trunked Radio coverage, and state-certified fire dispatch training courses for the member and contract agencies. In 2016, SRFECC dispatched 193,987 calls from member agencies and received 415,922 calls in total (SRFECC 2017). The distribution of calls by member agency is shown in Table 5-9.

**Table 5-9: SRFECC Dispatches**

<i>Agency</i>	<i>Call Volume (Number)</i>	<i>Call Volume (Percent)</i>
Sacramento City Fire Department	86,957	44.82%
Sacramento Metro Fire District	84,496	43.56%
Consumnes Fire District	16,077	8.29%
Folsom Fire Department	6,457	3.33%
<b>TOTAL</b>	<b>146,259</b>	<b>100.00%</b>

Source: Sacramento Regional Fire/EMS Communications Center, Comprehensive Annual Financial Report for the Fiscal Year End, June 2017.

*Incidents*

Table 5-10 provides a breakdown of the incidents responded to by the SFD in 2016.

Currently, fire incidents represent approximately 3.0 percent of all calls received by the SFD. Although the number of structure fires represent a small percent of all calls, structural fire response requires the simultaneous performance of numerous critical tasks. The number of firefighters required to perform the tasks varies based upon the risk. The number of firefighters needed at a maximum high-risk occupancy event, such as a shopping mall or large industrial building, would be significantly higher than for a fire in lower-risk occupancy structures.

**Table 5-10: 2012-2016 Incidents**

<i>Type of Incident</i>	<i>Number of Calls</i>				
	<i>2012</i>	<i>2013</i>	<i>2014</i>	<i>2015</i>	<i>2016</i>
Fire Calls	2,081	2,214	5,163	2,662	2,680
Explosions	315	389	-	373	414
Emergency Medical Services	46,571	44,567	61,007	49,451	50,755
Hazardous Condition Calls	552	550	941	574	693
Service Calls	3,182	3,730	121	4,344	4,936
Good Intent Calls	9,447	10,498	275	12,059	13,166
False Alarms	2,922	2,826	3	2,752	2,855
Natural Disaster	2	1	132	1	5
Special Calls	16	24	851	26	36
Mutual Aid & Other	6,165	-	8,372	7,223	8,235
<b>GRAND TOTAL<sup>2</sup></b>	<b>74,130</b>	<b>68,396</b>	<b>77,881</b>	<b>83,701</b>	<b>88,242</b>

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Notes:

<sup>1</sup> Data categorized differently than that from reports for other years.

<sup>2</sup> Grand total may include calls not listed under any “Type of Incident” category.

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Source: Sacramento Fire Department, 2012, 2013 2014, 2015, 2016.

Given the large number of firefighters that are required to respond to a high-risk, high-consequence fire, fire departments increasingly rely on automatic and mutual aid agreements to address the fire suppression needs of their community.

These teaming arrangements are handled through automatic and mutual aid agreements, which are discussed in more detail in Section 7.6 Emergency Response.

### *Additional Considerations*

**The Critical Nature of Response Times.** Loss of life and property are affected by the relationship between known fire behavior and fire department response times. Because of the varied fire conditions encountered during a structure fire, a common reference point has been identified so that comparisons and performance objectives can be set under equal conditions.

Flashover has been identified as the most critical point from a life safety and property conservation point of view. At this point, the escalation in fire conditions will challenge the department’s resources as well as the safety to its members.

Research by the NIST has determined that flashover will occur in a structure (with a fire left unchecked) in about eight minutes. The fire department’s objective is to arrive quickly enough, and with the proper resources, to interrupt the fire’s progression before to the point of flashover occurs.

Similar to fire flashover, Emergency Medical Service responses use a critical time point to determine the optimal time for the effective deployment of medical resources. This point in time is brain death, caused most often when a person’s heart has stopped beating and oxygen can no longer reach the brain.

The American Heart Association (AHA) recognizes that the brain begins to die in four to six minutes without oxygen and the survival rate drops significantly when the time exceeds four minutes to initiate defibrillation.

A patient’s survival rate is extremely low when the time to initiate defibrillation exceeds six minutes and damage is irreversible after 10 minutes. EMS interventions include early Cardio-Pulmonary Resuscitation (CPR) and electrical defibrillation. According to the AHA, defibrillation is the single most important factor for survivability of the cardiac arrest patient. Additionally, the AHA asserts that the earlier CPR is initiated the better the chance the patient has for survival.

The SFD has utilized the NFPA 1710 guidelines to evaluate department performance, though the response benchmarks have not been formally adopted. Below are the most recent published guidelines. The following is taken from section 4.1.2.3.3 of the 2016 edition, NFPA 1710:

- Establish a performance objective of having an alarm processing time of not more than 64 seconds for at least 90% of alarms and not more than 106 seconds for at least 95% of alarms,
- 80 seconds turnout time for fire and special operations response and 60 seconds turnout time for EMS response,
- 240 seconds (*four minutes*) or less travel time for the arrival of the first arriving engine company at a fire suppression incident and 480 seconds (*eight minutes*) or less travel time for the deployment of an initial full alarm assignment at a fire suppression incident,
- 240 seconds (*four minutes*) or less travel time for the arrival of a unit with first responder with automatic external defibrillator (AED) or higher-level capability at an emergency medical incident,
- 480 seconds (*eight minutes*) or less travel time for the arrival of an advanced life support (ALS) unit at an emergency medical incident.

### *Insurance Service Office Rating*

The Insurance Service Office (ISO) provides rating and statistical information for the insurance industry in the United States. To do so, ISO evaluates a community's fire protection needs and services, and assigns each community a public protection classification rating. The rating is developed as a cumulative point system, based on the community's fire-suppression delivery system, including fire dispatch (e.g., operators, alarm dispatch circuits, telephone lines available), fire department (e.g., equipment available, personnel, training, distribution of companies), and water supply (e.g., adequacy, condition, number and installation of fire hydrants). Insurance rates are based upon this rating. The lowest rating is a Class 10, while the best is a Class 1. Based on the type and extent of training provided to fire-company personnel and the city's existing water supply, Sacramento currently has a Class 2 ISO rating (Narramore pers. comm. 2019).

### *Fire Threats*

Major fires are generally classified either as an urban fire or a wildland fire. Generally, the fire season extends from early spring to late fall. Hazards arise from a combination of hot weather, an accumulation of vegetation, and low moisture content of the air. These conditions, if coupled with high winds and years of drought, can compound the potential impact of a fire.

Due to urban expansion into rural areas adjacent to and within Sacramento communities, these trends have increased the number of people living in heavily vegetated areas where wildlands meet urban development, also referred to as the wildland/urban interface. This trend is spawning a third classification of fires: the urban wildfire. The 2017 "Tubbs Fire" in the City of Santa Rosa and the 2018 "Camp Fire" in Butte County are examples of an urban wildfire. A fire along the wildland/urban interface can result in major losses of property and structures.

Generally, there are three major factors that sustain wildfires and allow for predictions of a given area's potential to burn. These factors include fuel, topography, and weather. Certain areas in and

surrounding Sacramento County are extremely vulnerable to fires as a result of dense grassy vegetation combined with a growing number of structures being built near and within rural lands.

As with most wildfire vulnerability, it is the result of increased development encroaching into forested and dry grassland areas. In Sacramento County, grass and peat (partially carbonized vegetable matter, usually mosses, found in bogs and used as fertilizer and fuel) fires are the two main types of wildland fires. Grass fires are an annual threat in the unincorporated areas of the county, especially within recreational areas such as the American River Parkway.

**Urban Wildfire Hazard.** Although structural fires can occur in any developed areas within the city, there are two areas in particular that SFD has identified that are especially susceptible to this hazard. In particular, the non-sprinklered commercial buildings in the Downtown area and dwelling units in lower socio-economic areas appear to be more susceptible to fires. Due to the age of the structures, older building standards and fire codes were applied, non-fire-resistive construction materials were used, and no current internal sprinklers or other fire safety systems are in place.

**Wildland Fire Hazard.** Generally, Sacramento is a developed city and has relatively few remaining wildland areas. However, some areas of the city have been identified as susceptible to an urban wildfire. The areas are generally located along the American River Parkway from Watt Avenue to the Sacramento River and along the Garden Highway in the Natomas area.

The American River Parkway is a stretch of dense trees and brush on both sides of the American River. The property is owned by the County and City of Sacramento, the State of California, and private parties, maintained by the Sacramento County Parks Department, and protected from fire by SFD. The area consists of natural habitat with natural and man-made fire break areas. Access for fire equipment is provided by paved stretches of the bicycle path and service/emergency roads. Some of the potential fire areas are not accessible to vehicular traffic. The following locations appear particularly vulnerable:

- Watt Avenue West to Business 80 (Capital City Freeway). This area has been the scene of a number of fires. The University Avenue section of Sacramento is heavily populated and could be affected by a similar fire along this stretch of the American River Parkway.
- The section of River Park on the south side of the river across from Bushy Lake. This area is densely populated and could become an exposure risk should a fire occur in the area of Paradise Beach or along the bicycle path. The roof coverage in this area consists primarily of untreated wood shake and could contribute to the spread of a fast-moving fire.
- Northgate Boulevard along the American River Parkway. In 1992, a wildland fire occurred in this area, and extended into a commercial building. This fire could have resulted in a major urban wildfire condition.

### *Disaster and Emergency Preparedness*

As explained in further detail in Section 7.6 Emergency Response, the City's Office of Emergency Management (OEM) is responsible for disaster planning. This office provides intra/inter-agency coordination for disaster planning, presentations on disaster preparedness to public service



organizations, coordination in the preparation and execution of disaster exercises. In 2018, disaster preparedness, planning, response, recovery, and mitigation are the focus of OEM's planning efforts (City of Sacramento 2018c).

In addition, training for residents within the city continues through the Community Emergency Response Team (CERT) program which is administered by SFD. CERT training promotes a partnering effort between emergency services and the people that they serve. The goal is for emergency personnel to train members of neighborhoods, community organizations, or workplaces in basic response skills. CERT members are then integrated into the emergency response capability for their area. The continued development of the community's disaster preparedness efforts will aid the residents of Sacramento in an area wide disaster.

### *Standardized Emergency Management System (SEMS)*

Emergency response in every jurisdiction in California is handled in accordance with SEMS, with individual City agencies and personnel taking on their responsibilities as defined by the City's Emergency Plan. Section 7.6 Emergency Response further discusses SEMS and describes the different levels of emergencies, the local emergency management organization, and the specific responsibilities of each participating agency, government office, and City staff.

### *Automatic Aid*

The City of Sacramento maintains an Automatic Aid agreement with Sacramento County and the California Office of Emergency Services. The countywide agreement can transition from automatic aid to mutual aid. Under the automatic aid agreement, all calls are routed through a central dispatch center and the nearest resource responds to the call. As shown in Figure 5-2, Automatic Aid participation within the Policy Area at times includes the Sacramento Metropolitan Fire District.

## **REGULATORY CONTEXT**

### **Federal**

#### *U.S. Occupational Safety and Health Administration*

In 1970, Congress passed the Occupational Safety and Health Act, creating the Occupational Safety and Health Administration (OSHA) under the United States Department of Labor. OSHA sets and enforces workplace standards and provides training, outreach, education, and assistance. The Federal and State Occupational Health and Safety Regulations mandate that firefighters cannot enter a burning structure that is past the small fire stage without four firefighters, with one team of two inside and the other team of two outside. The only exception to this rule is when there is a known life in danger.

## **State**

### *California Occupational Safety and Health Administration*

In accordance with California Code of Regulations, Title 8 Sections 1270 “Fire Prevention” and 6773 “Fire Protection and Fire Equipment”, the California Occupational Safety and Health Administration (Cal OSHA) has established minimum standards for fire suppression and emergency medical services. The standards include, but are not limited to, guidelines on the handling of highly combustible materials, fire hosing sizing requirements, restrictions on the use of compressed air, access roads, and the testing, maintenance and use of all firefighting and emergency medical equipment.

### *California Fire Code*

The California Fire Code (Part 9 of the California Code of Regulations, Title 24, also referred to as the California Building Standards Code) prescribes regulations relating to construction, maintenance, and use of buildings. Topics addressed in the code include fire department access, fire hydrants, automatic sprinkler systems, fire alarm systems, fire and explosion hazards safety, hazardous materials storage and use, provisions intended to protect and assist fire responders, industrial processes, and many other general and specialized fire-safety requirements for new and existing buildings and the surrounding premises. The Code contains specialized technical regulations related to fire and life safety. The most recent edition of Title 24 was published on July 1, 2019, with an effective date of January 1, 2020.

### *California Health and Safety Code*

State fire regulations are set forth in Sections 13000 et seq. of the California Health and Safety Code, including regulations for building standards (as also set forth in the California Building Code), fire protection and notification systems, fire protection devices such as extinguishers and smoke alarms, high-rise building and childcare facility standards, and fire suppression training.

### *Insurance Services Office*

The Insurance Services Office (ISO) provides rating and statistical information for the insurance industry in the United States for all types of industries, including fire service, on risk management. The ISO recommends that initial response fire engine stations are spaced 1.5 miles apart and ladder trucks are spaced 2.5 miles apart, leading to a three to four and seven to eight minute travel time, respectively.

## **Local**

### *Sacramento City Code*

Chapter 2.24 of the Sacramento City Code sets forth guidelines for SFD and includes such regulations associated with the powers and duties of the fire chief and the general organization of

SFD, tampering with fire alarm systems, false alarms, and interference with fire alarm systems. In addition, this chapter establishes SFD rates and fees for associated services. Chapter 15.36 includes numerous codes relating to the inspection and general enforcement of the City of Sacramento fire code, control of emergency scenes, permits, general provisions for safety, fire department access, equipment, and protection systems, and many standards for fire alarm systems, fire extinguisher systems, commercial cooking operations, combustible materials, heat producing appliances, exit illumination, emergency plans and procedures, and so on.

Chapter 15.36 of the Sacramento City Code adopts the 2010 California Fire Code with such deletions, amendments, and additions thereof as set forth in the chapter. This is also known as the “fire prevention code” of the City.

Chapter 8.38 of the Sacramento City Code establishes a fine for the third false fire alarm occurring on the same property or premises within a 12-month period.

## 5.3 Parks and Recreation

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### INTRODUCTION

This section describes Sacramento’s existing parkland, recreational facilities, and recreational services. In addition, this section briefly describes parks and recreation opportunities in areas outside of the city boundaries but within the Policy Area that are maintained by the County of Sacramento. Information for this section is based on the City of Sacramento Parks and Recreation Master Plan 2005-2010 that was adopted in December 2004 and updated in 2009. The current Parks and Recreation Master Plan is in the process of being updated for 2020-2040. Additionally, information from written communication with the City of Sacramento Youth, Parks, and Community Enrichment Department, as well as their 2018-2023 Strategic Plan was used to prepare this section.

### EXISTING CONDITIONS

Parklands are important land uses in an urban environment, providing both visual relief from the built environment and contributing to residents’ quality of life through recreation and aesthetic value. As the city grows and the density of housing and commercial uses increase, parkways and open space become even more important because they serve as an escape from the congestion of urban life. Open space is also important in preserving a sense of the city of Sacramento’s own historical development and unique physical characteristics which encompass two major rivers, a creek system, watersheds, and agricultural history (City of Sacramento 2015). There are countless benefits of parkland and open space. Parks promote healthier lifestyles, conserve and protect natural resources, increase cultural and community identity, and encourage economic investment and development.

Moreover, urban parks and green space are central to the development of a city’s urban landscape and livability. For example, parks can be designed as a community gateway to establish an “entrance” into the city, or create distinct neighborhoods such as Tahoe Park, McKinley Park, or Fremont Park (City of Sacramento 2015), or create a destination such as Sutter’s Landing Regional

Park. Parks and recreation facilities and programs within the Policy Area are described in detail below.

### City

#### *Parks*

The Youth, Parks, and Community Enrichment (YPCE) Department maintains over 4,300 acres of parkland, 218 parks, recreation, parkway and open space sites, 21 lakes, ponds or beaches, over 17 aquatic facilities, and provides park and recreation services at City-owned facilities within the City of Sacramento (see Figure 5-4; City of Sacramento YPCE 2018, City of Sacramento 2015, Mahaffey pers. comm. 2019; Strategic Plan 2018). Several facilities within the city of Sacramento are owned or operated by other jurisdictions, such as the County of Sacramento, the State of California, and Sacramento City Unified School District. The Public Works Department is responsible for maintaining and managing the City's 94 miles of road shared-use paths and trails (Wyant, J.D. pers. comm. 2019). The City of Sacramento Parks and Recreation Master Plan (PRMP) guides park development in the city. The Parks Department generally categorizes parks according to three distinct park types: (1) neighborhood, (2) community, and (3) regional/citywide (which includes parkways). Open space may be found in any of the park types, but is most likely to be found in regional or community parks (City of Sacramento 2015).

**Neighborhood Parks.** Neighborhood Parks are generally less than ten acres in size and are intended to be used primarily by residents within a half-mile radius. Neighborhood parks contribute to a sense of community by providing gathering places for recreation, entertainment, sports, or quiet relaxation. Some neighborhood parks are located adjacent to elementary schools, and improvements are generally oriented toward the recreation needs of children. In addition to landscaping, improvements might include a tot lot, or unlighted sport fields or tennis courts. Urban Plazas/Pocket Parks generally fall under the category of neighborhood-serving parks and tend to be less than five acres in size. These parks are more appropriate for areas of denser urban and mixed-use development.

**Community Parks.** Community Parks are generally 6 to 60 acres in size and have a service area of approximately three miles, which encompasses several neighborhoods and meets the requirements of a large portion of the city. In addition to neighborhood park elements, a community park might also have restrooms, on-site parking, a community center, a swimming pool, lighted sports fields or courts, and other specialized facilities not found in a neighborhood park. Some of the smaller community parks may be dedicated to one use, and some elements of the park might be leased to community groups.

**Citywide/Regional Parks/Parkways.** Citywide/Regional Parks are larger sites developed with a wide range of improvements usually not found in local neighborhood or community facilities to meet the needs of the entire city population. In addition to neighborhood and community park type improvements, regional parks may include a golf course, aquatic centers, marina, amusement area, zoo, nature area, shared-use trails, and other amenities. Some elements in the park may be under lease to community groups. Parkways have limited recreational uses and are primarily used as corridors for pedestrians and bicyclists, linking residential uses to schools, parks, and commercial

developments. Parkways are typically linear and narrow, may be situated along an existing corridor such as an abandoned railroad line, roadway, waterway, or other common corridors.

**Open Space.** Open space areas are natural areas that are set aside primarily to enhance or protect the city’s environmental amenities. Recreational use of these sites is generally limited to enjoyment of the natural features of the sites, such as native plant communities or wildlife habitat. Parkways are similar to open space areas because they also have limited recreational uses and are primarily used as corridors for pedestrians and bicyclists, linking residential uses to schools, parks, and commercial developments. Parkways are typically linear and narrow, may be situated along an existing corridor such as an abandoned railroad line, roadway, waterway, or other common corridors.

When these parks are designed, the local character, history, and preferences of the community are taken into account to reflect a neighborhood’s identity (City of Sacramento 2015). Table 5-11 shows the distribution of City-owned parks, as well as their associated acreages that are found throughout the city’s ten adopted community planning areas. As shown below, the City’s 218 parks comprise approximately 4,330 acres, including the City’s four golf courses (approximately 852 acres). However, with the inclusion of Camp Sacramento, which is located in El Dorado County (19 acres), the City’s parkland total is approximately 4,349 acres. Figure 5-4 illustrates the location of existing and proposed parks throughout the Policy Area.

**Table 5-11: City Parks Inventory by Community Plan Area**

<i>Location and Number</i>		<i>Acreage</i>
<i>Community Plan Area</i>	<i>Number of Parks</i>	<i>Total</i>
1. Central City	28	335.22
2. Land Park	12	380.61
3. Pocket	19	229.07
4. South Area	36	674.11
5. Fruitridge/Broadway	21	223.48
6. East Sacramento	12	63.36
7. Arden-Arcade	2	629.64
8. North Sacramento	21	939.05
9. South Natomas	23	241.98
10. North Natomas	44	614.18
<b>Total</b>	<b>218</b>	<b>4,330.70</b>

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Notes:

1. Parkways may be counted in multiple Community Plan Areas for the number of parks column. The acreage total reflects only the area of such parks that lies within each specific Community Plan Area. The total number of parks counts each park only once. Regional Parks includes golf courses.
2. Does not include County/State parks or school sites.

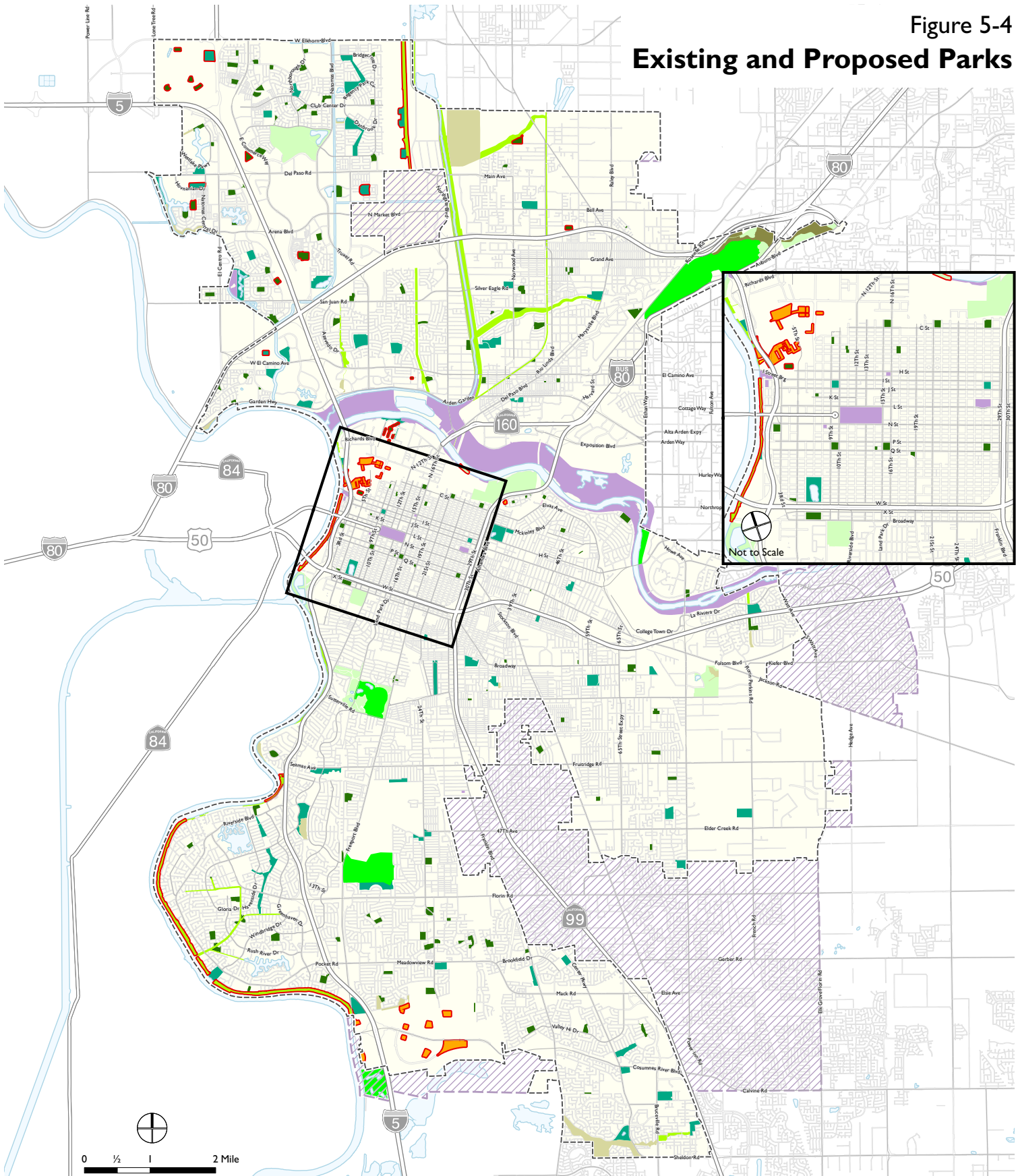
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*Source: Mahaffey pers. comm. 2019.*

**Citywide/Regional Park Acreage.** Generally, the Citywide/Regional category consists of City-owned/controlled regional parks, linear parks/parkways, and open space. However, it should be noted that some portions of these sites/acreages are considered Community/Neighborhood serving due to their locations near existing communities. These portions are counted towards the Community/Neighborhood park service goal and not the Citywide/Regional park service goal.

With a 2018 population of 501,901, the City achieves a service level of approximately 3.1 Citywide/Regional park acres per 1,000 residents. As identified in the City's PRMP, the Citywide/Regional park service goal is to provide 8.0 acres per 1,000 persons (U.S. Census Bureau 2018, City of Sacramento 2015).

Figure 5-4  
Existing and Proposed Parks



Parks		Existing City		Proposed City		Existing Other		Non-City Parks	
	Neighborhood		Neighborhood		Open Space		Golf Course		Sacramento City Limit
	Community		Community		Natural Habitat Area		Sphere of Influence		Policy Area
	Parkway		Parkway		Non-City Parks		Water		
	Regional		Regional						
			Bike Easement						
			TBD						

Source: City of Sacramento, 2020; Dyett and Bhatia, 2020

In addition to parks, Table 5-12 shows the City’s existing shared-use paths. With the existing shared-use paths located throughout the city, the current service level is 0.2 miles per 1,000 residents. The current service level goal is to provide 0.5 linear miles per 1,000 residents according to the City’s PRMP.

**Table 5-12: Existing Shared-Use Paths (off street)**

Type	2019 Existing Miles
Walking/Jogging (in City parks)	16
Shared-Use Paths (throughout city)	99
Total Linear Miles	115

Source: Mahaffey pers. comm. 2019.

**Neighborhood/Community Park Acreage.** Table 5-13 provides further detail on the information presented in Table 5-11 associated with the City’s neighborhood and community parkland acreages for each Community Planning Area.

**Service Level Goals.** Policy ERC 2.2.4 in the City of Sacramento 2035 General Plan Policy Document states that the City shall strive to develop and maintain 5 acres of neighborhood and community parks and other recreational facilities/sites per 1,000 population. Policy ERC 2.4.1 in the City’s 2035 General Plan Policy Document states that the City shall provide 0.5 linear mile of parks/parkways and trails/bikeways (shared-use paths) per 1,000 population.

In 2017, the City approved the City of Sacramento Park Development Impact Fee 2016 Nexus Study Update (the “Nexus Study”). The Nexus Study determined that there is a lack of funding for citywide park facilities (such as linear parks, parkways, open spaces, community centers, pools/aquatic complexes). The Nexus Study also determined that the Central City was lacking in available land in dense urban areas such as the Central City Community Plan Area. The Nexus Study resulted in a fair share burden for new residential subdivisions set at 1.75 acres per 1,000 population within the Central City Community Plan Area, and 3.5 acres per 1,000 population within the remainder of the city, as set forth in City Code Chapter 17.512, the City’s Quimby Ordinance. This reduction lessens the burden on new development by lowering the amount of parkland required on-site, thereby creating additional developable land within new projects that can create increased project value and help absorb the cost of other infrastructure costs. The lower level of service (LOS) standard also results in lower Park Impact Fee rates for the developer of Neighborhood and Community parks.

The 2035 General Plan LOS goal of 5 acres per 1,000 residents to provide Neighborhood and Community parks is met in the remaining city. The LOS standard includes 3.5 acres per 1,000 population for Neighborhood and Community parks and 1.5 acres per 1,000 population for Citywide parks and facilities, for a total of 5.0 acres per 1,000 population.



**Table 5-13: Existing Neighborhood/Community Serving Park Acreage**

<i>Community Planning</i>						
<i>Area</i>	<i>City Owned/Controlled Acres<sup>1, 2</sup></i>		<i>School Acres<sup>3</sup></i>		<i>State/County Acres</i>	
	<i>Neighborhood Serving</i>	<i>Community Serving</i>	<i>Neighborhood Serving</i>	<i>Community Serving</i>	<i>Neighborhood Serving</i>	<i>Community Serving</i>
1: Central City	65.94	65.60	13.03	0.00	5.0	0.0
2: Land Park	33.35	60.16	37.5	26.5	0.0	0.0
3: Pocket	77.07	89.68	37.67	21.8	0.0	0.0
4: South Area	143	153	11.06	5.24	0.0	0.0
5: Fruitridge Broadway	71.51	101.23	61.6	29.4	0.0	0.0
6: East Sacramento	33.38	19.94	32.5	0.0	5.0	0.0
7: Arden-Arcade	8.4	10.0	7.6	0.0	0.0	0.0
8: North Sacramento	70.53	70.76	.52	64.4	5.0	0.0
9: South Natomas	72.60	56.24	41.5	42.5	5.0	0.0
10: North Natomas	174.91	221.88	16.1	21.0	3.0	0.0
<b>Totals</b>	<b>750.69</b>	<b>848.49</b>	<b>259.08</b>	<b>210.84</b>	<b>23.0</b>	<b>0.0</b>
<b>Total Neighborhood/Community Serving Acres:</b>						<b>2,092.1</b>

Notes:

1. Some neighborhood needs are served by community parks (not double counted); neighborhood and community needs are served by some regionally-serving acres (not double counted).
2. Includes neighborhood- and community-serving portions of City Regional Parks.
3. Portions of school sites that are usable and accessible for public use after school hours (based on City staff survey conducted 2008).

Source: Mahaffey, pers. comm. 2019.

**Underserved Areas.** Table 5-16 shows the city neighborhoods that are currently underserved by parks facilities according to the Parks and Recreation Master Plan.

**Recreational Facilities.** Sacramento’s parks contain a variety of recreational facilities, with areas available for active organized sports, including soccer fields, baseball and softball diamonds, tennis courts, volleyball courts, and basketball courts. Benches, picnic tables, and barbecues are available for informal recreational activities. Tot lots and adventure play areas are available to children in many of the play areas in the City’s parks. Biking and walking trails, and swimming pools and splash pad facilities are popular recreational amenities. Additional recreational resources within the city include community centers; bocce courts; equestrian trails; four 18-hole golf courses; and two 9-hole golf courses. Golf courses are managed by the Department of Youth, Parks, and Community Enrichment. Specialized recreation facilities include the Iva Gard Shepherd Garden & Arts Center, the Southside Clubhouse, and the Sacramento Horsemen’s Association.

**Table 5-16: Park Type Acres Underserved and Addressing Deficiencies**

<i>Addressing Deficiencies</i>	
<i>Neighborhood/Community Serving Acres</i>	
	<ul style="list-style-type: none"> <li>Older developed areas have limited opportunities except as redevelopment occurs and smaller sites are built-out.</li> </ul>
	<ul style="list-style-type: none"> <li>Maximize joint use opportunities at existing and new school sites, non-governmental organizations, private facilities.</li> </ul>
	<ul style="list-style-type: none"> <li>Maximize opportunities for conjunctive use of detention basins.</li> </ul>
	<ul style="list-style-type: none"> <li>Maximize opportunities for joint development with other public facilities.</li> </ul>
	<ul style="list-style-type: none"> <li>New acres will accompany new development; planning new community parks can help serve some existing neighborhoods.</li> </ul>
<i>Citywide/Regionally Serving Acres</i>	
	<ul style="list-style-type: none"> <li>Pursue new opportunities as expected new development occurs and new funding sources are secured. (Central: Railyard, Riverfront; North: Robla, Valley View; South: Meadowview, Valley Hi/North Laguna).</li> </ul>
	<ul style="list-style-type: none"> <li>Pursue funding to complete development of existing regional parks (Hansen Ranch, Sutter’s Landing, North Natomas, Granite).</li> </ul>
<i>Shared-use trails</i>	
	Add additional trails in existing and future Regional Parks.
94 miles Citywide.	Pursue funding to build additional (120) miles of off-street bikeways and shared-use trails per City Bicycle Master Plan, as amended.

Source: *City of Sacramento Parks and Recreation Master Plan, 2009, Assessment Chapter.*

**Sacramento Community Centers**

Community Centers offer programs for people of all ages. Examples of programs offered include sports, aerobics, tai chi, martial arts, yoga, fitness rooms, and organized walking clubs. The YPCE Department owns and operates 13 community centers and four clubhouses, ranging from a single room to a 35,000 square-foot facility with a gymnasium. Flea markets, family nights, craft fairs, kid’s camps, and holiday and multicultural celebrations are among the many events held throughout the year at these centers. Any resident can reserve a community center for a private event. A list of the community centers is provided in Table 5-17 (DPR 2013a).

**Table 5-17: Community and Neighborhood Centers**

<i>Community Center</i>	<i>Location</i>
Belle Coolidge Community Center	5699 South Land Park Drive
Clunie Community Center	601 Alhambra Boulevard
Coloma Community Center	4623 T Street
East Portal Park Clubhouse	M Street & Rodeo Way
Elmo Allen Slider Clubhouse at Max Baer Park	7815 35th Avenue
Ethel MacLeod Hart Multipurpose Senior Center	915 27th Street
Evelyn Moore Community Center	1402 Dickson Street
George Sim Community Center	6207 Logan Street
Joe Mims, Jr. Hagginwood Community Center at Hagginwood Park	3271 Marysville Boulevard
Johnston Community Center	231 Eleanor Avenue
Samuel C. Pannell Meadowview Community Center	2450 Meadowview Road
Shepard Garden and Arts Center	3330 McKinley Boulevard
South Natomas Community Center	2901 Truxel Road
Southside Clubhouse	2051 6th Street
Oak Park Community Center	3425 Martin Luther King, Jr. Blvd
Robertson Community Center	3525 Norwood Avenue
Woodlake Clubhouse and Annex	500 Arden Way

Source: Department of Parks and Recreation, City of Sacramento, *About Our Recreation Centers*, <<http://www.cityofsacramento.org/parksandrecreation/recreation/comcent.htm>>, accessed January 25, 2013.

Numerous facilities associated with many types of religious faiths are located throughout the Policy Area and also serve residents.

**SERVICES**

In addition to planning and developing the City’s parks and recreational facilities, the City of Sacramento’s Youth, Parks, and Community Enrichment (YPCE) Department also provides a range of services and programs.

**Recreation, Youth, and Community Services.** The City’s YPCE Department offers adult and youth sports classes; special events; after-school, summer, and aquatic programs; community classes and enrichment programs; and coordinates reservations for baseball and softball fields,

picnics, and facilities. YPCE also offers many important services to senior citizens, such as the Ethel MacLeod Hart Multipurpose Senior Center and various citywide recreation programs, including 50+ Wellness and the Triple R Adult Day Care program.

YPCE offers adult sports leagues, tournaments, and clinics at the Sacramento Softball Complex and school gymnasiums. In addition, YPCE provides numerous tennis courts and other athletic fields throughout the park system. YPCE offers various opportunities for recreational swimming, instructional lessons and team competition at 12 City-owned swimming pools, three high schools 17 wading/play pools, and around 10 splash pads. YPCE also operates Camp Sacramento, located in the El Dorado National Forest, which is a family camp and conference center operating from June to October. YPCE provides recreational programs for all ages at 13 community centers and eight clubhouses that also serve as meeting sites for neighborhood and community-based groups and other agencies.

The Youth Division within YPCE is dedicated to young people and includes a wide variety of programs that focus on providing high quality programs with positive youth development outcomes. Programs within the Youth Division include after-school and summer programs at parks and school sites, and intramural and citywide sports leagues. The Youth Division operates the 4th R licensed school aged child-care program at 19 school sites, the START ASES literacy-based after-school tutoring and recreational enrichment program at 5 elementary schools, and Summer Oasis recreational outdoor camp at 4 of the city's most popular parks. The Youth Division provides opportunities for teenagers which includes the Passages after-school program, various youth work-based learning programs, social and sports activities, and the Sacramento Youth Commission. Youth Workforce Development within the Youth Division provides young people with experiences and supports that foster their development as healthy and productive adults. Young people are supported in this development through five fundamental pathways: safety, healthy relationships, engagement, connecting to community, and relevant skill building. The Youth Workforce Development unit employees 243 young people annually and prepares over 500 additional youth for employment with programs that focus on work-readiness. Examples of Youth Workforce Development programs include Landscape & Learning, Prime Time Teen, Workforce Innovation & Opportunity Act (WIOA), Young Leaders of Tomorrow and the Jr. Rec Aide program. Through WIOA, high school seniors are placed in paid work experiences through a variety of partnerships. These placements are made throughout the Public Safety/Service, hospitality, administrative, human services, retail and private business industries. The City also provides specific programs for people with disabilities, including sports, social activities, camp and other outdoor activities, and an innovative high school based after-school and summer programs.

YPCE also provides for the maintenance of city parks, parkways, water features, and off-street shared-use paths in parks, while in most locations, the Department of Public Works provides for the maintenance of off-street parkways.

## **PARTNERSHIPS**

### **Local**

Sacramento has historically been a leader in the development of City-school partnerships, beginning with the state's first Joint Use Agreement for utilization of facilities in 1939, and more

recently with the recognition of the City by the League of California Cities for Sacramento's innovative Community-School Partnership program (City of Sacramento 2015). This initiative funded 17 projects to enhance or upgrade facilities at school sites for recreation and community use. Funding for the projects came from the City, participating schools, and the community. The goals for this on-going partnership have been to build or improve public facilities for maximum community use:

- Provide maximum community access to public facilities.
- Cooperate in providing programs.
- Leverage use of systems for maximum efficiency (e.g. combined purchasing).
- Promote support of positive collaborations between School Districts and YPCE by the community.

Partnerships like this have led to the development of athletic fields, a gymnasium, upgrade of multi-purpose rooms, a new swimming pool, and playground apparatus. Programmatically, the YPCE Department has collaborated on after-school programs for high school, elementary school, and middle school students; conducted middle school athletic leagues; and provided crossing guards at elementary school sites. YPCE and the five school districts have historically used various mechanisms to formalize this partnership including:

- "Master" MOU/Joint Use Agreements with the school districts to cooperate in: program promotion and conduct; facility use and scheduling; and, property improvements. Specific long-term operational agreements, including 4th R Child Care Program in City buildings and Sacramento START on school sites. Specific short-term use permits (e.g. room/site use for a portion of a school year). Site- or project-specific agreements to fund construction of or physical improvements at or adjacent to City park or school sites.

In addition to partnerships with the public school districts (K-12), the YPCE Department has developed a variety of partnerships with other community organizations such as the community colleges and State University. These educational institutions have provided interns, conducted class projects, co-sponsored programs on and off campus, and sponsored use of campus facilities for programs offered by the City.

Community Based Organizations (CBOs) continue to be partners in the organization and delivery of programs and services to the community. Some of the CBOs that partner with YPCE include Stanford Settlement, La Familia, Boys & Girls Clubs, Asian Community Center, Meals on Wheels, Sacramento Food Bank, River City Food Bank, and Legal Services of Northern California, Sacramento Employment and Training Agency (SETA). County agencies use community centers to reach out to residents for County services and programs. Shriners Hospital for Children, Disabled Sports USA and the major hospital and medical systems, among others, all provide funding, facilities, or staff to enhance programs and services to the community.

The YPCE Department also partners with the Department of Utilities to develop joint-use park and detention or water quality basins and collaborates with local flood control agencies to build trails on levee tops and in parkways.

## **Regional**

On a regional scale, the YPCE Department teams with other cities, counties, agencies, non-profits, and the private sector on projects such as: Ueda Parkway, the lower Dry Creek Parkway, Sand Cove Park, Sutter's Landing Regional Park, Two Rivers Trail, Arcade Creek Watershed, and the Sacramento River Parkway. The YPCE Department participated with approximately 20 agencies in the update of the American River Parkway Plan, which was completed after many years in 2008.

## **Other Areas**

The Sacramento County Parks Department provides park and recreation facilities for the areas outside the city, and is responsible for the acquisition, protection, interpretation and enhancement of park, recreation, historic, and open space resources. Sacramento County's Department of Regional Parks, Recreation and Open Space was established in 1959 with the acquisition of land presently known as the American River Parkway. Since that time, the County has expanded its total park acreage to over 15,000, which includes the American River Parkway, Dry Creek Parkway, Mather Regional Park, Elk Grove Regional Park, the Effie Yeaw Nature Center, and other historic and natural sites. In addition to traditional regional park activities, the Department also oversees a self-supporting golf program that includes four regional golf facilities.

## **REGULATORY CONTEXT**

### **Federal**

There are no Federal regulations related to parks and recreation.

### **State**

*State Public Park Preservation Act (California Public Resource Code Section 5400 – 5409).*

The State Public Park Preservation Act is the primary instrument for protecting and preserving parkland in California. Under the Act, cities and counties may not acquire any real property that is in use as a public park for any non-park use unless compensation or land, or both, are provided to replace the parkland acquired. This ensures a no net loss of parkland and facilities.

*State Street and Highway Code.*

The State Street and Highway Code includes provisions for equestrian and hiking trails within the right-of-way of county roads, streets, and highways.

### *Quimby Act*

California Government Code Section 66477, Subdivision Map Act, referred to as the Quimby Act, permits local jurisdictions to require the dedication of land and/or the payment of in-lieu fees solely for park and recreation purposes. The required dedication and/or fee are based upon the residential

density, parkland cost, and other factors. Land dedication and fees collected pursuant to the Quimby Act may be used for acquisition, improvement, and expansion of park, playground, and recreational facilities or the development of public school grounds.

### *Government Code 65560*

Government Code section 65560 defines open space as:

- "Open space land" is any parcel or area of land or water which is essentially unimproved and devoted to an open space use as defined in this section, and which is designated on a local, regional or state open space plan as any of the following:
- Open space for the preservation of natural resources including, but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and coastal beaches, lake shores, banks of rivers and streams, and watershed lands.
- Open space used for the managed production of resources, including but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of ground water basins; bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.
- Open space for outdoor recreation, including but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lake shores, beaches, and rivers and streams; and areas which serve as links between major recreation and open space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.
- Open space for public health and safety, including, but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, flood plains, watersheds, areas presenting high risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality.

### **Local**

#### *Sacramento City Code, Chapter 2.62, Parks and Community Enrichment Commission*

This City Code establishes the Parks and Community Enrichment Commission and outlines its powers and duties as follows:

- To provide recommendations and advice to the City Council and the Department of Youth, Parks, and Community Enrichment on policies, projects, and other matters pertaining to parks, recreation, trees, and human services affecting the city of Sacramento referred to the commission by the City Council, the Director of Youth, Parks, and Community Enrichment, the community, or members of the commission.
- To review and provide recommendations on the development and implementation of the Parks and Recreation Master Plan as an element of the City's general plan. To conduct public hearings and review complaints and other matters pertaining to parks and recreation issues, as requested by the Director of Youth, Parks, and Community Enrichment or the City Council.
- To conduct an annual workshop to review the Department's annual operating budget and capital improvement plan.
- To encourage individuals, business, and citizens groups to contribute funds, property and/or volunteer services for the development and operation of parks and recreation facilities.

### Sacramento City Code, pursuant to Section 2.62.060, Sacramento Youth Commission

This City Code establishes the Sacramento Youth Commission and outlines its powers and duties as follows:

- To provide recommendations and advise to the City Council, the Youth Development Policy Manager, and the Department of Youth, Parks, & Community Enrichment on policies, projects, programs, and other matters pertaining to youth referred to the Commission by the City Council, the Youth Development Policy Manager, the Director of Youth, Parks, & Community Enrichment, the community, or members of the Commission.
- To assist the Youth, Parks, & Community Enrichment Department in promoting city services and functions relating to youth
  - To assist youth in understanding the workings of city government and to encourage youth to actively participate in community affairs and city programs.
  - To conduct an annual workshop to review the city's annual operating budget and capital improvement plan relating to youth projects and programs.
  - To conduct studies and investigations and coordinate with other youth groups and organizations regarding youth issues and needs.
  - To review complaint and other matters pertaining to youth issues as requested by the Youth Development Policy Manager, the Director, or the City Council.



*Sacramento City Code, Chapter 12.72, Parks, Park Buildings and Recreational Facilities*

This City Code includes regulations associated with building and park use, fund raising, permit procedures, and various miscellaneous provisions related to parks. Park use regulations include a list of activities that require permits for organized activities that include groups of 50 or more people for longer than 30 minutes; amplified sound; commercial and business activities; and fundraising activities. This code also includes a list of prohibited uses within parks such as unleashed pets; firearms of any type; and riding bicycles, drinking alcoholic beverages, or smoking with children's playground areas. Activities such as golfing, swimming, and horseback riding are only permitted within the appropriate designated areas.

*Sacramento City Code, Chapter 17.512, Parks and Recreation Facilities*

Chapter 17.512 of the City Code provides standards and formulas for the dedication of parkland and in-lieu fees. These policies help the City to acquire new parkland. This chapter sets forth the standard that five acres of property for each 1,000 persons residing within the city (1.75 acres per 1,000 population within the Central City Community Plan Area and 3.5 acres per 1,000 population within the remainder of the city) be devoted to local recreation and park purposes. The amount of land to be provided shall be determined pursuant to the appropriate standards and formula contained within the chapter. Under the appropriate circumstances, the subdivider shall, in lieu of dedication of land, pay a fee equal to the value of the land prescribed for dedication to be used for recreational and park facilities which will serve the residents of the area being subdivided.

*Sacramento City Code, Chapter 18.56, Park Development Impact Fee*

Chapter 18.56 of the City Code imposes a park development fee on residential and non-residential development within the city. Fees collected pursuant to Chapter 18.56 are primarily used to finance the construction of neighborhood- and community-serving park facilities.

*City of Sacramento Parks and Recreation Master Plan, Policy Chapter (2009)*

The Parks and Recreation Master Plan was first adopted in December 2004 and last updated in 2009. The policy chapter includes a list of policies indicating a commitment to a particular course of action that implements organizational goals and values. The following policies relate to park acreage service levels and size:

- 12.1 Achieve Park Acreage Service Level Goals to provide public recreational opportunities within a reasonable distance of all residences and workplaces as follows:
  - a) 5.0 acres per 1,000 population consisting of two park categories:
    - 1. Neighborhood Serving: 2.5 acres per 1,000 population with a service area guideline of ½ mile.

- 2. Community Serving: 2.5 acres per 1,000 population with a service area guideline of three miles, portions of which may also serve neighborhood needs.
  - b) Citywide/Regionally Serving: 8.0 acres per 1,000 population, portions of which may also serve either neighborhood or community needs.
  - c) Linear Parks/Parkways and Trails/Bikeways: 0.5 linear miles/1,000 population of trails/bikeways implemented per adopted City Bikeway and Pedestrian Master Plans.
- 12.2 Recognize that the parks and recreation facilities of other public jurisdictions within and in proximity to the city which help to fulfill the park and recreation needs of the city residents.
  - 12.3 Accept park land dedications or acquire neighborhood park sites less than 5.0 acres in size that meet specialized neighborhood needs, at the sole discretion of the City. (See also Small Public Places Section, 12.52-56.)
  - 12.4 Engage school districts to establish a plan for surplus school site reuse that consider opportunities to provide parks and other community facilities.

#### *Parks and Community Enrichment Commission*

The Parks and Community Enrichment Commission provides recommendations and advice to the City Council and the YPCE Department on policies, projects, and other matters pertaining to parks, recreation, and human services affecting the city of Sacramento.

## **5.4 Civic and Government Facilities**

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### **INTRODUCTION**

This section presents an overview of the civic facilities and resources available in the city of Sacramento. Public recreational facilities such as parks are discussed separately in Section 5.3 and library facilities are discussed in Section 5.5 of this document. Information for this section is based on communication with City staff and various websites associated with cultural amenities within Sacramento.

### **EXISTING CONDITIONS**

The Sacramento area offers a variety of civic amenities for all sectors of the population. Civic amenities include community facilities that can be found within the city, as well as social and cultural amenities that include theatres, auditoriums, museums, and recreational facilities. There are also numerous community-based organizations and clubs providing cultural opportunities.

## Civic Facilities

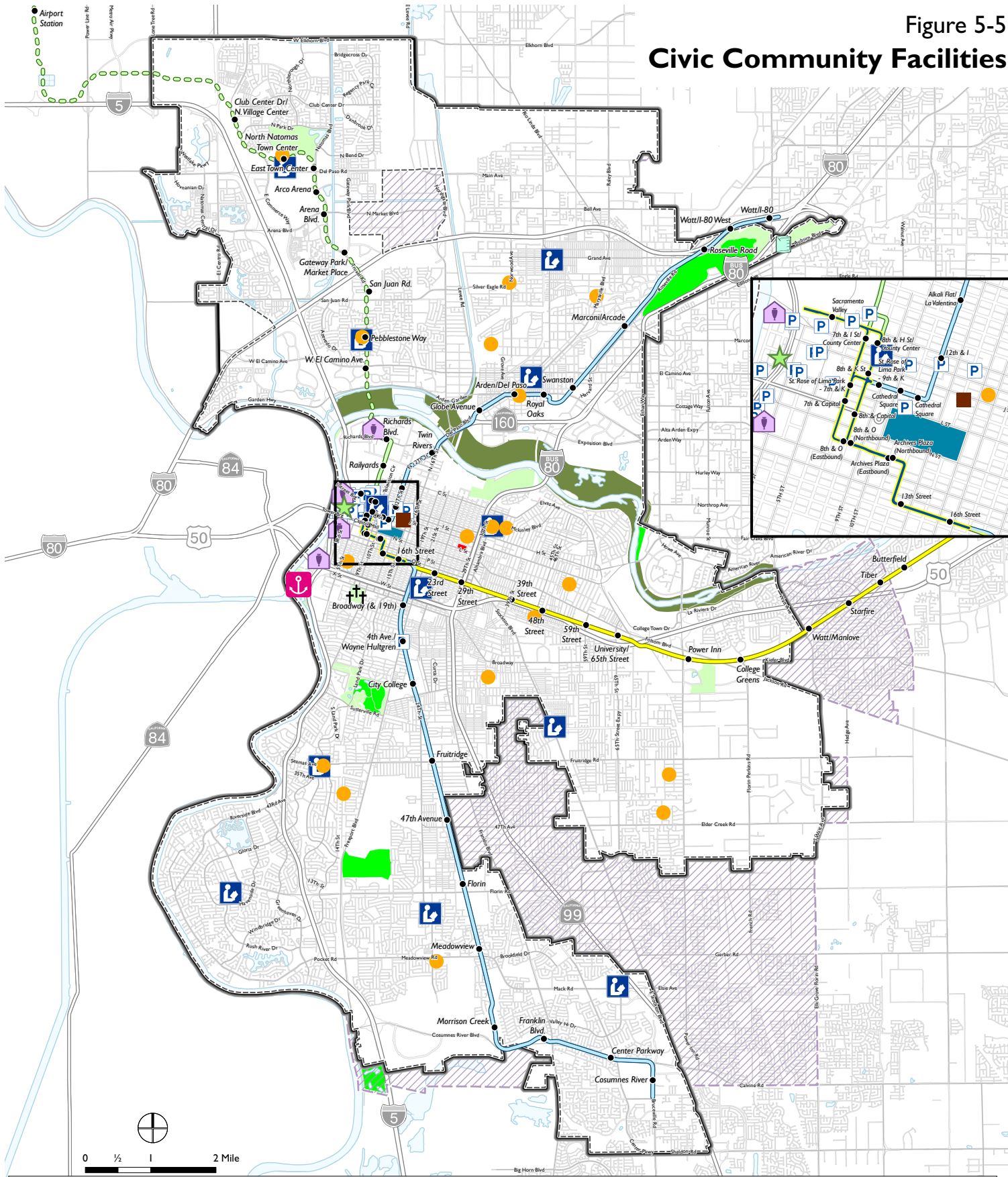
Figure 5-5 illustrates the location of the various civic community facilities in the Policy Area. Police and fire facilities are discussed in Sections 5.1 and 5.2 and library facilities are discussed in Section 5.5.

## Community Facilities

The Sacramento Department of Convention and Cultural Services provides cultural, artistic, and leisure opportunities to enrich the quality of life in the metropolitan region. The Department publicizes the following programs and facilities in the area. The locations of these facilities are shown in Figure 5-6:

- Capital City Golf: Capital City Golf offers golf facilities at four regional locations (CCLD 2013b) (managed by Youth, Parks, and Community Enrichment (YPCE) Department).
- Center for Sacramento History: the Center for Sacramento History is the official repository and research center for City and County historic collections.” Its materials are made available to the public by appointment (CCLD 2013c).
- Crocker Art Museum (described below).
- Discovery Museum Science & Space Center (described below).
- Fairytale Town (described below).
- Historic Sacramento City Cemetery (described below).
- Old Sacramento (described below).
- Sacramento Convention Center Complex (described below).
- Sacramento History Museum (described below).
- Sacramento Marina: the Sacramento Marina provides boat docking opportunities on the Sacramento River. The marina is a part of a 57-acre riverfront park with picnic facilities and restrooms (CCLD 2013e) (managed by Parking Services, part of Public Works).
- Sacramento Arts, Culture, and Creative Economy Commission (described below).
- Sacramento Zoo: the Sacramento Zoo is home to over 140 native, exotic, and endangered species. Open since 1927, the Sacramento Zoo is one of over 200 accredited institutions of the Association of Zoos and Aquariums (CCLD 2013f).

Figure 5-5  
Civic Community Facilities

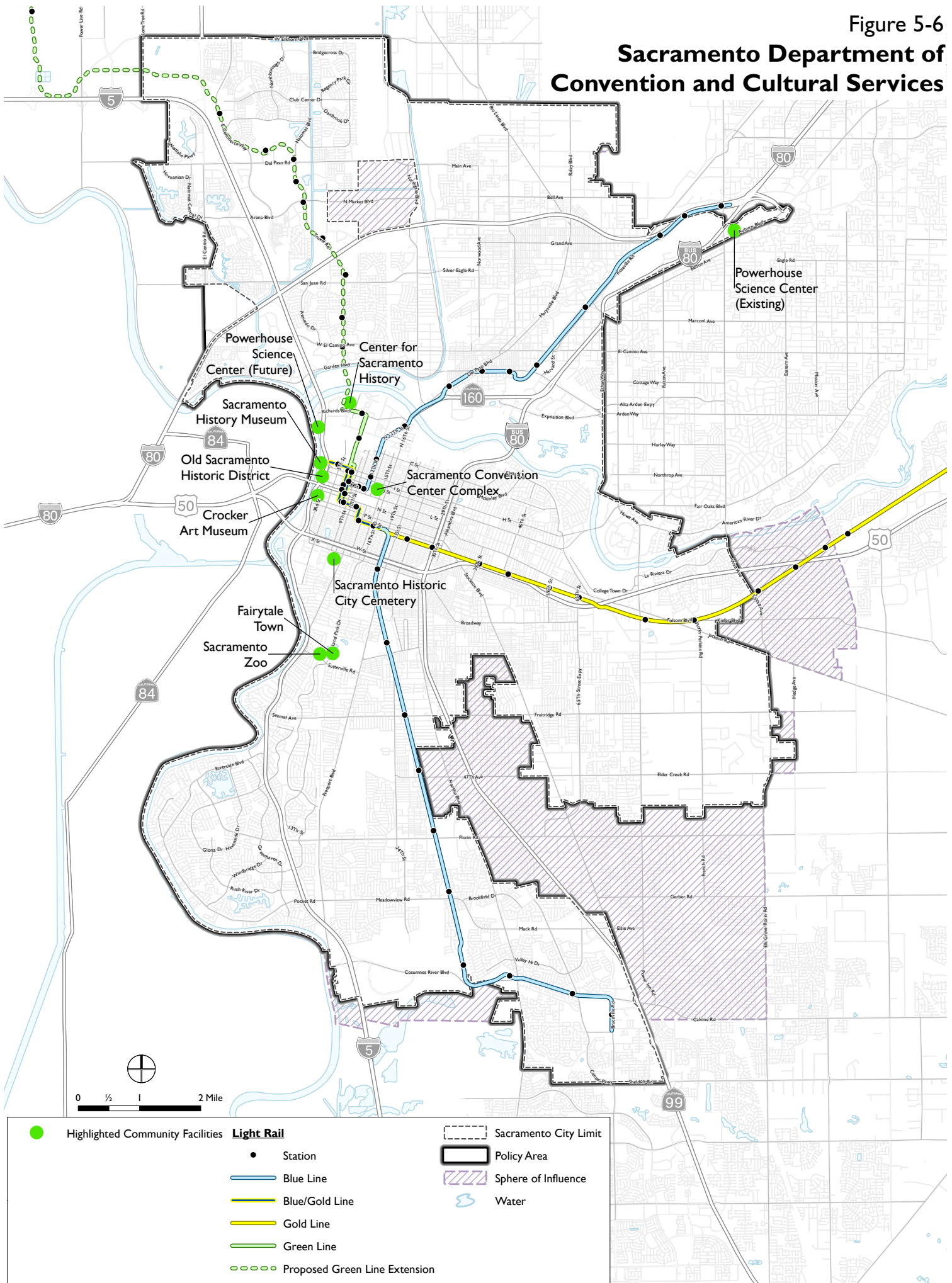


0 1/2 1 2 Mile

American River Parkway	Library	Powerhouse Science Center	Sacramento City Limit	<b>Light Rail</b>
Capitol Park	Marina	Regional Park	Policy Area	Station
Convention Center Complex	Museum	Sutter's Fort & State Indian Museum	Sphere of Influence	Blue Line
Community Center	Old Sacramento Historic District		Water	Blue/Gold Line
Golf Courses	Parking Garage/Lot			Gold Line
Historic City Cemetery				Green Line
				Proposed Green Line Extension

Source: 2035 TBR GIS Data; City of Sacramento, 2019; Dyett and Bhatia, 2020

Figure 5-6  
**Sacramento Department of  
 Convention and Cultural Services**



Source: Convention and Cultural Services, 2020; City of Sacramento, 2019; Dyett and Bhatia, 2020

### *Sacramento Convention Center Complex*

The Sacramento Convention Center Complex provides venues for a variety of public and private events. Its facilities can be rented and, historically, included 134,000 square feet of contiguous exhibit space, 31 meeting rooms, a 24,000 square-foot ballroom, and two separate 10,000 square-foot registration areas. The complex also includes the 4,000-seat Memorial Auditorium and the 2,452-seat Community Center Theater (CCLD 2013d). The complex is currently undergoing renovations and expansions under the C3 Project, which are slated to be complete by December 2020.

## **Cultural Facilities**

### *Performing and Visual Arts Facilities*

Sacramento is home to a variety of venues for performing and visual arts, including the Memorial Auditorium, the Wells Fargo Pavilion, the Community Center Theater, the B Street Theatre, Broadway Playhouse, the California Stage, the City Theatre at Sacramento City College, the Cosumnes River College Theatre, and the Delta King Theatre. Additionally, the Golden 1 Arena is a popular venue for large-scale concerts.

Sacramento facilities offer a range of performances, from Broadway-touring shows to amateur actors and screenwriters. Wells Fargo Pavilion's annual Broadway Series brings Broadway shows to the region, while the Music Circus consists of local artists, musicians, and actors. The B Street Theatre is Sacramento's Professional New Works Theatre Company, which is dedicated to developing and performing new plays for the region; B Street also presents Fantasy Theatre, a professional group providing children's entertainment, and Children's Theatre, giving youth an opportunity to participate in the arts. The California Stage theatre company is a non-profit group that supports the development of arts in the region.

### *Museums*

Sacramento offers a variety of museums for residents and described below (SAM 2013):

- California Automobile Museum: The California Automobile Museum illustrates the story of the development of the automobile and its inventors. Over 150 vehicles are available for viewing (2200 Front Street).
- The California Museum: The California Museum provides education on California's past, present and future with media presentations, educational displays, and hands-on activities (1020 O Street).
- California State Capitol Museum: The State Capitol is a working museum that has served as home to the legislative branch of State government and the Governor's Office since 1869. Guided tours, informative films, recreated historic rooms, and changing exhibits provide opportunities to explore the past, present, and future of California's government (Capitol Building, 10th and L Streets).

- **California State Indian Museum:** The California State Indian Museum offers self-guided tours which provide an opportunity to learn about California Indian culture from the traditions of the ancestors to contemporary Native artists. Special events include Ishi Day, Acorn Day, the Gathering of Honored Elders, and an exhibit showcasing the effects of the Gold Rush on Native Californians (2618 K Street).
- **California State Military Museum:** Exhibits at the California Military Museum reflect California's rich militia and US military history from pre-statehood to contemporary times. The museum contains military items and personal memorabilia; veterans tell war stories and lead guided tours every day at California's official military museum (1119 2nd Street).
- **California State Railroad Museum:** Exhibits at the railroad museum showcase how railroads have shaped our lives, economy, and culture. Steam train rides are available on weekends in April through September. Facilities include a museum store and restaurant (2nd and I Streets).
- **The Center for Contemporary Art, Sacramento:** The Center for Contemporary Art, Sacramento, founded in 1989, is a nonprofit organization dedicated to the advancement and appreciation of new and experimental art by international, national, and regional artists. In addition to the five to seven annual exhibitions and associated lectures, CCAS also hosts several events including, Private Collections in the spring and the Capitol Artists' Studio Tour in September (1519 19th St).
- **Crocker Museum:** The Crocker Art Museum's collection includes works from Europe, North America, and Asia from the tenth century to contemporary periods. The Crocker, established in 1885, is one of the primary resources for the study and appreciation of the fine arts in the Sacramento region; the museum offers a regular schedule of touring exhibitions, educational programming, public tours, concerts, and a store (216 O Street).
- **Discovery Museum Science & Space Center:** The Discovery Museum Science & Space Center features programs crafts, and special exhibits highlighting a different science milestone of the past 60 years. The Museum advertises live animal and planetarium shows each week (3615 Auburn Boulevard).
- **The Don & June Salvatori California Pharmacy Museum.** Inspired by California's unique and rich history of pharmacy, the Don & June Salvatori California Pharmacy Museum celebrates the role of the pharmacist in promoting the health and well-being of Californians since the state's inception in 1850 (4030 Lennane Drive).
- **Fairytale Town:** Fairytale Town features giant play sets like Jack and the Beanstalk, the Crooked Mile, and real farm animals that make their home in the park's two acres of gardens (3901 Land Park Drive).
- **Governor's Mansion State Historic Park:** The Victorian mansion, which was home to 13 State Governor's from 1903 to 1967, is open for tours (1526 H Street).

- Leland Stanford Mansion State Historic Park: The home of the former governor, senator, and railroad baron is over one hundred years old. The home was recently (2012) renovated to recapture the Mansion's Victorian grandeur (802 N Street).
- Museum of Medical History: Displays showing the evolution of medicine from the Gold Rush to present day can be found at this museum of the Sierra Sacramento Valley Medical Society. Exhibits include patent medicines and pharmacology, antibiotics and infectious diseases, Asian medicine, nursing, radiology, and local medical history. The onsite library contains early medical textbooks and journals (5380 Elvas Avenue).
- Old Sacramento Schoolhouse Museum: The Old Sacramento Schoolhouse Museum displays California's early days of education in a living replica of an 1800s one-room school house. The museum features photographs, books, a pot-bellied stove, desks, and other antique items from the Gold Rush Era (1200 Front Street).
- Old Sacramento State Historic Park: A group of noteworthy early Gold Rush commercial structures including the 1849 Eagle Theatre; the 1853 B.F. Hastings Building, once home to the California Supreme Court and western terminus of the Pony Express; and the 1855 Big Four Building, which today houses the Huntington & Hopkins Hardware Store and the California State Railroad Museum Library (2nd and I Streets).
- Sacramento Historic City Cemetery: Established in 1849 during the Gold Rush, many pioneers are buried in the cemetery, including John A. Sutter, Jr., Edwin Bryant and Margaret Crocker, and Mark Hopkins (1000 Broadway). The Historic City Cemetery is also considered a public regional park and is managed by YPCE.
- Sacramento History Museum: Formerly the Discover Museum History Center, the Sacramento History Museum is a celebration of all aspects of life in Sacramento over the past 200 years. The museum tells the stories of the city founders, rivers, the Gold Rush, agriculture, the media, industry, culture, and more (101 I Street).
- Sutter's Fort State Historic Park: The State Park is located at the site of Sacramento's earliest settlement by John Sutter in 1839 (2701 L Street).
- Wells Fargo History Museum: The Wells Fargo History Museum displays historic artifacts including gold scales, a treasure box, a working telegraph, and a Concord Coach scale model. Exhibits on Wells Fargo's role in banking, stagecoach travel, the Pony Express, and Sacramento's development are also on display (1000 2nd Street).

### *Cultural Arts Organizations*

The Sacramento Arts, Culture and Creative Economy Commission serves at the direction of the City and County of Sacramento. The Commission supports, promotes, and advances arts for residents of the city and county through marketing, outreach, and education initiatives. It also provides resources to support and increase regional arts education activities. The agency is guided by 11 Commissioners, five appointed by the Sacramento County Board of Supervisors, five



appointed by the Sacramento City Council, and one appointed jointly by the mayors of Folsom, Isleton, and Galt. The Arts Commission meets on the second Monday of every month (SMAC 2013).

## REGULATORY CONTEXT

There are no Federal, State, or local policies that are directly applicable to civic and community amenities within the Policy Area.

## 5.5 Libraries

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### INTRODUCTION

This section summarizes the library services provided in the Policy Area, lists existing facilities, and discusses the need and plans for expansions. Information in this section comes from the California State Library website, the Sacramento Public Library website, and the Sacramento Public Library Facility Master Plan 2007-2025.

### EXISTING CONDITIONS

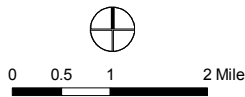
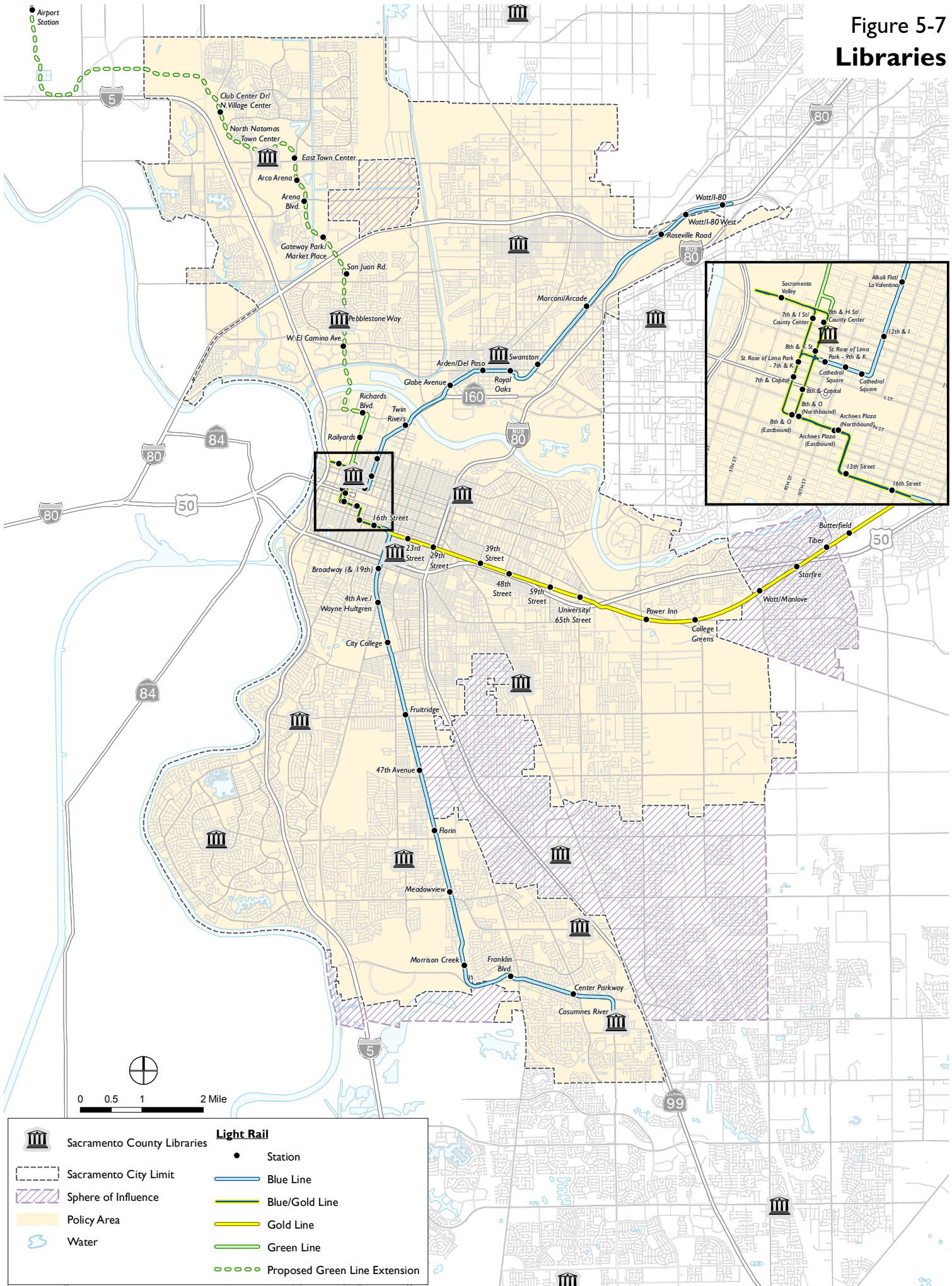
#### Service Providers

The Sacramento Public Library (SPL) is a joint powers agency between the cities of Sacramento, Citrus Heights, Elk Grove, Galt, Isleton, Rancho Cordova, and the County of Sacramento (City of Sacramento 2015). SPL serves residents of each of these cities and county.

SPL operates a total of 28 branches, including 12 branches within the Policy Area and 16 branches outside the Policy Area, and a bookmobile (SPL 2018a). Residents of Sacramento County have access to all library branches both inside and outside the Policy Area. Figure 5-7 shows the current locations of libraries located in the Policy Area. The location and number of items in each library collection for libraries within the Policy Area are provided in Table 5-18.

The main branch of SPL, also known as the Central Library, is located in downtown Sacramento at 8th and I street (SPL 2018a). The Central Library was founded by community leaders in 1857. It now contains nearly 300,000 volumes and more than 1,000 periodical subscriptions (SPL 2018a). Many special collections are housed at the Central Library, including business, government documents, genealogy, and literature. The Sacramento Room at the Central Library includes special collections on California and Sacramento history, local authors, and the history of the Central Library. The Central Library has many unique resources, including online and CD based resources, internet stations, and the Schwab-Rosenhouse College Resource Center, which provides free consultations with professional college and career counselors and access to a variety of college preparatory resources. The Tsakopoulos Library Galleria provides a 5,400 square foot space available for a variety of events, including weddings, meetings, seminars, parties, receptions, fund raisers, and trade shows (SPL 2018a). The Galleria also includes two smaller meeting rooms.

Figure 5-7  
Libraries



	Sacramento County Libraries	<b>Light Rail</b>
	Sacramento City Limit	Station
	Sphere of Influence	Blue Line
	Policy Area	Blue/Gold Line
	Water	Gold Line
		Green Line
		Proposed Green Line Extension

**Table 5-18: Policy Area Public Library Locations and Collections**

<i>Branch</i>	<i>Location</i>	<i>Collection</i>
Central Library	828 I Street	288,000 volumes
Colonial Heights Library	4799 Stockton Boulevard	56,000 volumes
Belle Cooledge Library	5600 South Land Park Drive	64,000 volumes
Del Paso Heights Library	920 Grande Avenue	30,000 volumes
Martin Luther King Jr. Library	7340 24 <sup>th</sup> Street Bypass	68,000 volumes
Ella K. McClatchy Library	2112 22 <sup>nd</sup> Street	18,000 volumes
McKinley Library	601 Alhambra Boulevard	43,000 volumes
North Natomas Library	4660 Via Ingoglia	82,000 volumes
North Sacramento/ Hagginwood Library	2109 Del Paso Boulevard	42,000 volumes
Pocket-Greenhaven Library	Gloria Drive and Swale River Way	52,000 volumes
South Natomas Library	2901 Truxel Road	68,000 volumes
Valley Hi-North Laguna Library	7400 Imagination Parkway	67,000 volumes

*Source: Sacramento Public Library, <www.saclibrary.org>, accessed January 2019; City of Sacramento 2015.*

Libraries operated by other entities are also located in the city. One such facility is the California State Library in Sacramento, which is operated by the State. The State Library operates out of two locations in the Policy Area, the Stanley Mosk Library and Courts Building at 9th and Capitol Streets, and the Library and Courts II Building at 9th and N Streets, both in downtown Sacramento (CSL 2018a). The State Library provides reference services, on-site use or loan of collections, California history information, genealogy resources, braille and recorded books, a directory of libraries, and internet access. The State Library’s circulating materials are also loaned out to the public through local libraries. The State Library also provides services to the State government, local governments, and local libraries (City of Sacramento 2015).

**Services and Collections**

SPL offers a variety of services and programs, including telephone services, borrower’s help desk, services for the blind, a bookmobile, adult literacy, Book Club In a Box, multicultural services, homework centers, college and career centers, and deaf services (SPL 2018a). Many of the library branches also host events throughout the year serving toddlers, pre-school aged children, teens, adults, and families. Programs on subjects like art, books, and culture are also offered at some of the libraries. College workshops and college entrance exams are also held at some of these library facilities.

**Projected Needs**

Eight new libraries are planned for the county of Sacramento by 2025, including three Vineyard locations in the Southgate area, two joint locations in Natomas, one location in North Highlands, and one additional location serving Carmichael and Arden Arcade. SPL has planned for additional facilities in Citrus Heights (one), Rancho Cordova (three), Elk Grove (three), and Galt (one). Residents in the Policy Area could use any of these new facilities. In addition, SPL expects to

expand, renovate, or relocate many of the existing libraries in the city and county by 2025. Currently (2019), the SPL maintains approximately 0.57 square feet of library space per capita overall, and 1.75 library volumes per capita overall within the Policy Area (SPL 2019).

As shown in Table 5-19, the 2007-2025 Facility Master Plan establishes thresholds, targets, and prime goals for library standards as a means of evaluating services for each branch and overall SPL service (City of Sacramento 2015). The threshold for square feet per capita is 0.40, the target goal is 0.50, and the prime goal is 0.60. The threshold for library volumes per capita is 1.75, the target goal is 2.15, and the prime goal is 2.75. In 2019, the total square feet per capita ratio exceeded the threshold standard and the target goal. The volumes per capita ratio met the threshold standard. These ratios varied for each branch, and many branches did not meet the threshold standards. However, it is important to note that “adequate” square footage varies for each branch depending on the services it offers. As an example, a library in an underserved area may need more space for a homework center, as compared to standard circulation and reference services (City of Sacramento 2015). While the threshold is the minimum standard for evaluating branch service, each branch may select the target or prime evaluation standard based on their individual goals.

### **Planned Improvements**

SPL is planning major improvements throughout the system to expand and renovate existing branches and construct new library branches through 2025. The Sacramento Public Library Facility Master Plan 2007-2025 outlines SPL’s current deficiencies and projected needs through 2025 (City of Sacramento 2015). As noted in the Plan, SPL constructed two new libraries in 2010– North Natomas and Pocket-Greenhaven – and relocated the Valley Hi-North Laguna branch within the city of Sacramento in 2009. Several projects planned for 2005 through 2015 included the renovation of the Central Library, the relocation of the North Sacramento Hagginwood Library, the renovation of the McClatchy and McKinley libraries, and the construction of the new 65th and Folsom Library. Renovations of the Central Library have begun, including a multiyear refresh of the library’s carpet and flooring. Renovation of the McClatchy Library was completed in 2014, and renovation of the McKinley Library is still pending for completion by 2025. The North Sacramento Hagginwood Library is still awaiting relocation (SPL 2016). Projects planned between 2015 and 2025, include the expansion of the Colonial Heights, Belle Cooledge, Martin Luther King, Jr., and South Natomas libraries as well as the relocation of the Del Paso Heights Library (City of Sacramento 2015).

As shown in Table 5-20, with a service area population of 459,525 in 2005, the library maintained a service ratio of 0.56 square feet of library space per capita (City of Sacramento 2015). SPL has since increased capacity, and currently has 287,717 square feet (s.f.) of library space within the city of Sacramento. According to the California State Library, SPL had 0.67 square feet of library space per borrower, and 2.8 volumes per borrower. By 2025 the service ratio is expected to increase to 0.89 s.f. of library space per capita (CSL 2018b).

**Table 5-19: Policy Area Public Library Targets, Thresholds, and Goals**

<i>Standard</i>	<i>Threshold</i>	<i>Target</i>	<i>Prime</i>
Volumes per Capita	1.75	2.15	2.75
Technology Stations per 1,000	0.75	1.00	1.25
Reader Seats per 1,000	3.00	4.00	5.00
Meeting Room Seats per 1,000	2.00	3.00	5.00
Square Feet per Capita	0.40	0.50	0.60

Source: Sacramento Public Library Authority, Sacramento Public Library Authority Facility Master Plan 2007-2025, March 2007.

**Table 5-20: Sacramento Public Library Service Ratios to 2025**

<i>Library</i>	<i>Current (2019) Square Footage</i>	<i>Square Footage by 2025</i>	<i>2005 Service Area Population(Neighborhood)</i>	<i>Service Area Population by 2025</i>	<i>2005 Service Ratio (sf per capita)</i>	<i>Service Ratio by 2025 (sf per capita)</i>
65th and Folsom	n/a	30,000	n/a	52,000	n/a	0.58
Belle Coolegge	12,000	25,000	79,544	46,648	0.15	0.54
Central Library	160,000	160,000	25,367	36,937	6.31	4.33
Colonial Heights	12,211	20,000	98,798	67,827	0.12	0.29
Del Paso Heights	5,425	20,000	32,325	38,693	0.17	0.52
Martin Luther King, Jr.	15,078	30,000	49,411	64,175	0.31	0.47
McClatchy	2,557	4,690	13,398	15,880	0.14	0.30
McKinley	4,681	4,681	31,710	32,082	0.15	0.15
N. Sacramento-Hagginwood	4,000	15,000	27,585	28,686	0.15	0.52
North Natomas	22,645	22,645	24,637	66,294	0.93	0.34
Pocket Library	15,000	15,000	n/a	30,000	n/a	0.50
South Natomas	13,615	20,000	40,206	41,470	0.34	0.48
Valley Hi-North Laguna	20,505	20,505	36,544	41,265	0.16	0.50
<b>Total</b>	<b>287,717</b>	<b>387,521</b>	<b>459,525</b>	<b>561,957</b>	<b>0.56</b>	<b>0.69</b>

Source: Sacramento Public Library Authority, Sacramento Public Library Authority Facility Master Plan 2007-2025, March 2007; Sacramento Public Library, <http://www.saclibrary.org/>, accessed January 2019.

## **Funding**

The majority of library funding (94 percent) comes from the following three sources: property tax revenues in the county, general fund and Measure U contributions from the City of Sacramento, and the special parcel tax in the city of Sacramento (SPL 2018b). The remaining 6 percent of funding comes from investment earnings, donations, fines and fees, the State, and one-time sources. In November 2004, Sacramento voters approved Measure X, an initiative to continue a parcel tax that provides 30 percent of the City libraries' operating expenses (SPL 2018b). The measure levies a \$26.60 flat tax per household annually. In 2018, the Branch Friends of the Sacramento Public Library donated \$35,093 to the SPL system for books and materials, programs, supplies, and general donations. In addition, the California State Library granted \$18,000 in support of the Sacramento Public Library's literacy programs and the Arlynn R. Buder Trust donated \$40,000 to the Sacramento Public Library (SPL 2018c). Regulatory Context

## **Federal**

There are no Federal policies that are directly applicable to library services within the Policy Area.

## **State**

There are no State policies that are directly applicable to library services within the Policy Area.

## **Local**

### *Sacramento Public Library Authority Facility Master Plan 2007-2025*

The Sacramento Public Library Authority Facility Master Plan (FMP) contains the following Guiding Principles designed to support SPL customers.

#### Guiding Principles

1. Libraries recognize the needs of different communities.
2. Libraries recognize the needs of a diverse population.
3. Libraries add value to the community.
4. Libraries are prime real estate.
5. Libraries are easy for customers to use.
6. Library space is flexible.
7. Libraries recognize the value of community partners.
8. Library design promotes staff efficiency and effectiveness.

The Sacramento Public Library Authority FMP also contains service standards in a tiered three-level approach. The three levels are Threshold, Target, and Prime. The Threshold standard would be used to evaluate current library services available to residents of the specific service area. As individual communities move forward in planning their specific service goals and the facilities required to provide those services, they would select from Threshold, Target, or Prime to tailor their building program.

## 5.6 Schools

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### INTRODUCTION

This section describes existing school facilities, services, and enrollment capacities for schools in the city of Sacramento, its Sphere of Influence (SOI), and other areas within the Policy Area as well as current local and regional policy regarding new school development. Information from this section is based on State education data, facilities master plans for several school districts, and communication with the staff of the respective school districts. Six school districts provide elementary, middle, and high school education to residents of the Policy Area. Several local and regional colleges and universities provide higher education for residents.

### EXISTING CONDITIONS

The Sacramento City Unified School District (SCUSD) is the primary provider of school services within the city. Other districts serving residents within the Policy Area include the Twin Rivers Unified School District (TRUSD), Robla School District (RSD), Natomas Unified School District (NUSD), San Juan Unified School District (SJUSD), and the Elk Grove Unified School District (EGUSD). Some of these districts have schools outside the city limits but within the Policy Area. School district boundaries serving the Policy Area are shown in Figure 5-8. It should be noted that on November 6, 2007, north area residents approved Measure B, a proposal to reorganize four north area school districts (North Sacramento, Del Paso Heights, Grant, and Rio Linda) into one unified preschool through adult education district, newly called the Twin Rivers Unified School District (TRUSD).

The SCUSD area covers the Central City, east to the city limits. SCUSD is bordered on the north by TRUSD. NUSD, SJUSD, and RSD are located further north, extending to the county border. EGUSD covers the southern portion of the Policy Area.

Among the city's 326,148 residents aged 25 or over in 2017, 84.4 percent hold a high school diploma or higher and 31.5 percent hold a bachelor's degree or higher (U.S. Census Bureau 2017).

### Public Schools Facilities

Tables 5-21 through 5-26 list the more than 150 public schools serving the Policy Area, as well as their enrollment (as of summer/fall 2018), capacity, and location for each school within the six school districts. Specifically, SCUSD operates more than 80 schools throughout the Policy Area; the District includes traditional elementary, middle, and high schools, as well as alternative education,

adult education, and charter school facilities (SCUSD 2018a). TRUSD has 17 elementary schools, five middle schools, and three high schools in the Policy Area (TRUSD 2018a; TRUSD 2018b). TRUSD also operates many alternative education, adult education, special education, and charter school facilities. The RSD includes only elementary schools, and all five of their schools are located within the city limits (RSD 2018a). NUSD operates three high schools, three middle schools, and nine elementary schools serving residents of the Natomas area (NUSD 2018). NUSD also has a School Readiness and Early Learning Program for preschool services, a science and technology-focused school for elementary and middle school students, a continuation high school, and six charter schools for students from elementary to high school. The SJUSD has nine elementary schools, two K-8 schools, two middle schools, and four high schools within the Policy Area (SJUSD 2018a; SJUSD 2018b). EGUSD has five high schools, four middle schools, and seventeen elementary schools that serve students in the Policy Area (EGUSD 2018). EGUSD also offers alternative education options through a continuation high school, an independent study high school, and a virtual academy providing education online for elementary and middle school students. Figure 5-8 shows the locations of schools within the Policy Area.

### **Private School Facilities**

Private elementary, middle, and high schools serve residents throughout the Policy Area. There are 51 private schools located within the Policy Area, including 40 schools serving elementary school students, 37 schools serving middle school students, and 25 schools serving high school students (CDE 2018b). See Table 5-27 for a list of private school facilities and Figure 5-8 for their locations.

### **Standards**

School capacity is the primary concern associated with educational facilities. As land constraints and evolving educational needs have necessitated revisions to these standards, the California Department of Education has published *The Guide to School Site Analysis and Development* in order to establish a valid technique for determining acreage for new school formulas that permit each district to accommodate its individual conditions. The Department of Education recommends that a site utilization study be prepared for a potential site, based on these formulas.

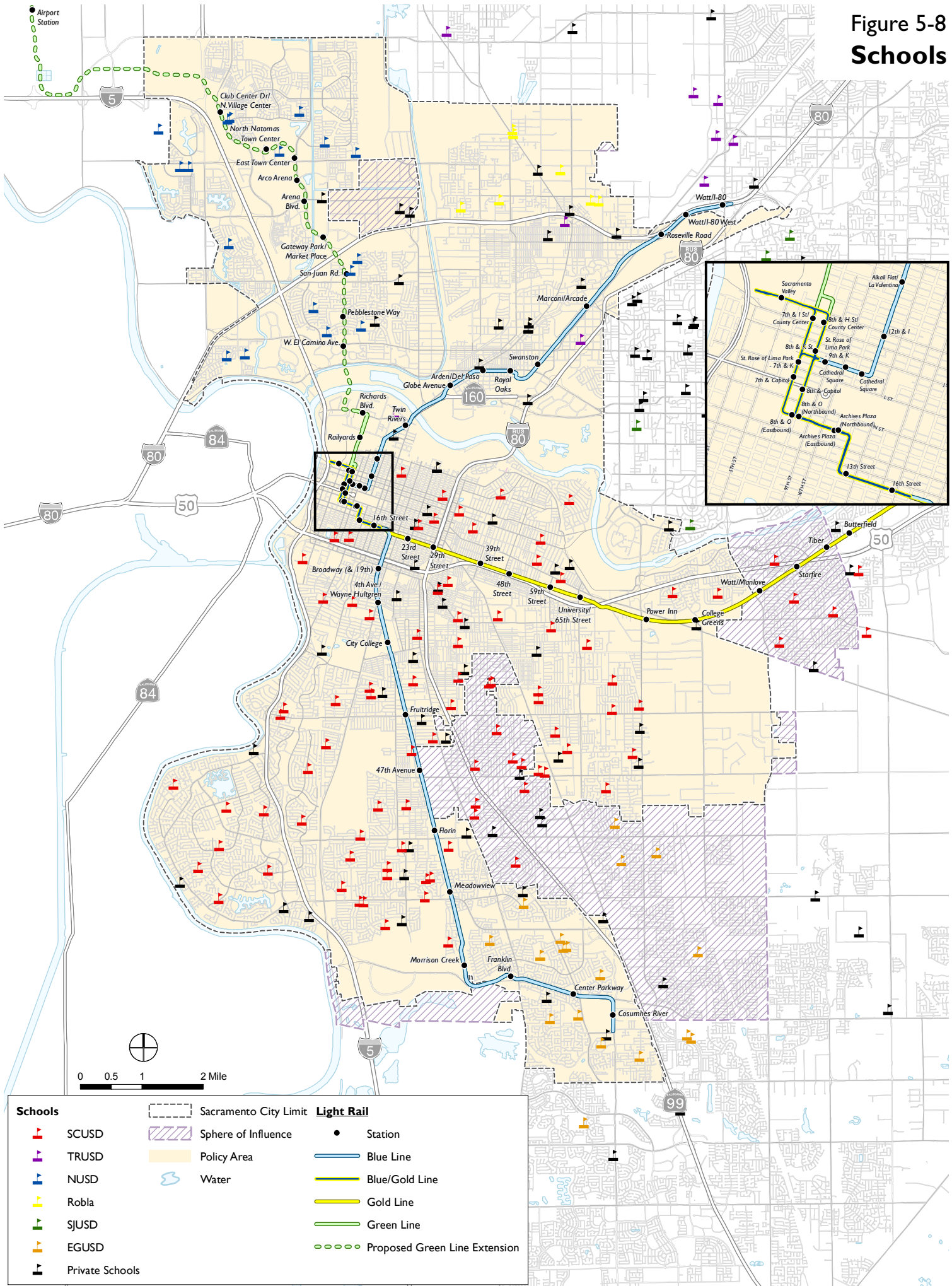
### **Capacity**

In SCUSD fifteen of the district's 83 schools are overcrowded, as shown in Table 5-21. According to the SCUSD's Facilities Strategic Planning Committee, overcrowding in the district requires students to be bused across town.

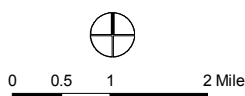
Based on the information presented in Tables 5-21 through 5-27, as of 2018 all of the school districts have some remaining capacity, although individual schools within the districts may be operating at or above capacity. Certain schools within the Twin Rivers, Natomas, San Juan, and Elk Grove school districts are at or above capacity. In TRUSD, one school, Warren A. Allison Elementary School, is over capacity. NUSD and SJUSD also each have one school, Inderkum High School and Dyer-Kelly Elementary School, respectively, that is over capacity. EGUSD has three schools in the Policy Area, Samuel Kennedy Elementary School, Katherine Albiani Middle School, and Pleasant Grove High School that are over capacity.



Figure 5-8  
Schools



<b>Schools</b>	Sacramento City Limit	<b>Light Rail</b>
SCUSD	Sphere of Influence	Station
TRUSD	Policy Area	Blue Line
NUSD	Water	Blue/Gold Line
Robla		Gold Line
SJUSD		Green Line
EGUSD		Proposed Green Line Extension
Private Schools		



**Table 5-21: Sacramento City Unified School District**

<i>School Name</i>	<i>School Type</i>	<i>Enrollment</i>	<i>Capacity</i>	<i>Address</i>
Albert Einstein	Middle	730	984	9325 Mirandy Drive
Alice Birney Waldorf Inspired	Elementary (K-8)	528	432	6251 13th St
American Legion Continuation	High School	269	120	3801 Broadway
Arthur A. Benjamin Health Professions	High School	207	456	451 McClatchy Way
Bowling Green Chacón Language and Science Academy and PHI	Elementary - Charter	815	1,176	4211 Turnbridge Dr and 6807 Franklin Blvd
Bret Harte	Elementary	276	576	2751 9th Ave
C. K. McClatchy	High School	2,299	1,200	3066 Freeport Bl
Caleb Greenwood	Elementary (K-8)	501	624	5457 Carlson Dr
California	Middle	919	744	1600 Vallejo Dr
California Montessori Project Capitol Campus	Elementary - Charter (K-8)	327	N/A	2635 Chestnut Hill Dr
Camellia Basic	Elementary	462	480	6600 Cougar Dr
Capital City School	K-12	263	N/A	7222 24 <sup>th</sup> Street
Capitol Collegiate Academy	Elementary - Charter (K-8)	342	N/A	2118 Meadowview Rd
Aspire Capitol Heights Academy	Elementary - Charter	276	N/A	2520 33 <sup>rd</sup> Street
Caroline Wenzel	Elementary	305	552	6870 Greenhaven Dr
Cesar E. Chavez	Elementary	384	432	7500 32 <sup>nd</sup> St
Clayton B. Wire	Elementary	N/A	N/A	5100 El Paraiso Ave
Collis P. Huntington	Elementary	N/A	N/A	5921 26th St
Crocker/Riverside	Elementary	657	408	2970 Riverside Bl
David Lubin	Elementary	567	624	3535 M St
Earl Warren	Elementary	436	576	5420 Lowell St
Edward Kemble	Elementary	602	744	7495 29th St
Elder Creek	Elementary	749	840	7934 Lemon Hill Rd
Ethel I. Baker	Elementary	685	456	5717 Laurine Wy
Ethel Phillips	Elementary	495	672	2930 21st Av
Father Keith B. Kenny	Elementary - Charter	388	576	3525 Martin Luther King Jr Blvd
Fern Bacon	Middle	751	1,032	4140 Cuny Ave
Fruit Ridge	Elementary	N/A	N/A	4625 44 St.
Success Academy	Middle/High School	21	N/A	5601 47 <sup>th</sup> Ave
Genevieve Didion	Elementary (K-8)	598	600	6490 Harmon Dr

**Table 5-21: Sacramento City Unified School District**

School Name	School Type	Enrollment	Capacity	Address
George Washington Carver School of Arts and Science	High School - Charter	272	N/A	10101 Systems Parkway
Golden Empire	Elementary	615	576	9045 Canberra Drive
H. W. Harkness	Elementary	373	456	2147 54th Ave
Hiram Johnson	High School	1,497	2,184	6879 14th Ave
West Campus	High School	862	744	5022 58th St
Hollywood Park	Elementary	348	336	4915 Harte Wy
Hubert H. Bancroft	Elementary	429	600	2929 Belmar St
Isador Cohen	Elementary (K-6)	270	432	9025 Salmon Falls Drive
Leataata Floyd	Elementary	354	528	401 McClatchy Wy
John Bidwell	Elementary	317	528	1730 65th Ave
John Cabrillo	Elementary	366	552	1141 Seamas Ave
John D. Sloat	Elementary	255	336	7525 Candlewood Wy
John F. Kennedy	High School	2,214	1,800	6715 Gloria Dr
John H. Still	Elementary (K-8)	963	1,344	2200 John Still Dr
John Morse Therapeutic Center	K-8 School	45	240	1901 60 <sup>th</sup> Ave
Joseph Bonnheim	Elementary	283	648	7300 Marin Ave
Kit Carson	Middle	509	744	5301 N St
Language Academy of Sacramento (Spanish Immersion)	Elementary - Charter (K-8)	585	N/A	2820 49 <sup>th</sup> St
Leonardo Da Vinci	Elementary (K-8)	869	504	4701 Joaquin Way
Luther Burbank	High School	1,735	2,160	3500 Florin Rd
Maple	Elementary	N/A	N/A	3301 37th Ave
Mark Hopkins	Elementary	N/A	N/A	2221 Matson Dr
Mark Twain	Elementary	319	624	4914 58th St
Martin Luther King Jr.	Elementary (K-8)	458	576	480 Little River Wy
Matsuyama	Elementary	610	504	7680 Windbridge Dr
MET	High School - Charter	N/A	72	810 V Street
Nicholas	Elementary	651	696	6601 Steiner Dr
Oak Ridge	Elementary	502	624	4501 Martin Luther King Jr Blvd
Pacific	Elementary	743	768	6201 41 St
Parkway	Elementary	572	576	4720 Forest Pkwy
Peter Burnett	Elementary	565	792	6032 36th Ave
Phoebe Apperson Hearst	Elementary	672	576	1410 60th St

**Table 5-21: Sacramento City Unified School District**

School Name	School Type	Enrollment	Capacity	Address
Pony Express	Elementary	399	408	1250 56th Ave
Rosa Parks (formerly C. M. Goethe)	Middle	829	912	2250 68th Ave
Rosemont	High School	1,409	1,728	9594 Kiefer Blvd
Sacramento Accelerated Academy	High School	N/A	N/A	
Sacramento Charter	High School - Charter	760	N/A	2315 34 <sup>th</sup> St
Sam Brannan	Middle	493	936	5301 Elmer Wy
School of Engineering and Sciences	Middle/High School	541	456	7345 Gloria Dr
Sequoia	Elementary	456	456	3333 Rosemont Dr
Sol Aureus College Preparatory	Elementary - Charter (K-8)	360	N/A	6620 Gloria Dr
St. HOPE Public School 7	Elementary - Charter (K-8)	554	N/A	5201 Strawberry Ln
Susan B. Anthony	Elementary	314	480	7864 Detroit Blvd
Sutter	Middle	1,206	960	3150 I St
Sutterville	Elementary	508	528	4967 Monterey Wy
Tahoe	Elementary	358	528	3110 60th St
Theodore Judah	Elementary	575	504	3919 Mckinley Blvd
Sacramento New Technology	High School - Charter	166	264	1400 Dickson St
Washington	Elementary	226	408	520 18th St
Will C. Wood	Middle School	693	1,008	6201 Lemon Hill Ave
William Land	Elementary	433	528	2120 12th St
Woodbine	Elementary	275	360	2500 52nd Ave
YavPemSuab Academy	Elementary - Charter	469	N/A	7555 South Land Park Dr

Source: Enrollment data was obtained from California Department of Education, School Level Enrollment Reports, 2018a, <<http://data1.cde.ca.gov/dataquest>>, accessed January 2019. Capacity information provided by Marina Miller, Assistant, Legal Services and Safe Schools, Sacramento City Unified School District, written communication, January 25, 2019.

**Table 5-22: Twin Rivers Unified School District**

School Name	School Type	Enrollment	Capacity	Address
Warren A. Allison	Elementary	466	389	4315 Don Julio Blvd
D.W. Babcock	Elementary	402	700	2400 Cormorant Wy
Michael Castori	Elementary	660	752	1801 South Ave
Community Collaborative Charter- Independent Study	Elementary/ Middle/ High	521	N/A	5715 Skvarla Ave
Community Outreach Academy	Elementary/Middle	1,567	N/A	3800 Bolivar Avenue
Creative Connections Art Academy	Elementary Middle/High	679	1,051	7201 Arutas Ave 6444 Walerga Rd
Del Paso Heights	Elementary	509	622	590 Morey Ave
Fairbanks	Elementary	402	674	227 Fairbanks Ave
Futures	High - Charter	399	N/A	3701 Stephen Dr
Garden Valley	Elementary	392	519	3601 Larchwood Dr
Grant Union	High	1,934	2,684	1400 Grand Ave
Hagginwood	Elementary	433	700	1418 Palo Verde Ave
Heritage Peak	Elementary/Middle/High – Charter	1,010	N/A	6450 20 <sup>th</sup> St
Higher Learning Academy	Elementary/Middle - Charter	220	N/A	2625 Plover St
Harmon Johnson	Elementary (3-6)	600	N/A	577 Las Palmas Ave
Elwood J. Keema - Independent Study	High	401	519	5201 Arnold Ave
Martin Luther King Jr. Technology Academy	Middle	454	1,116	3051 Fairfield St.
Miles P. Richmond – Special Education	Middle/High	57	60	4330 Keema Ave
Morey Avenue Early Childhood Development Center	Elementary (Pre/K)	90	156	155 Morey Ave
Noralto	Elementary (Pre-2)	511	804	477 Las Palmas Ave
Northwood	Elementary	506	648	2630 Taft St
Norwood	Middle	749	926	4601 Norwood Ave
Pathways Community Day School	Elementary	16	N/A	6450 20 <sup>th</sup> Street
Regency Park	Elementary	674	959	5901 Bridgecross Dr
Rio Linda	High	1,659	3,125	6309 Dry Creek Rd
Rio Linda Preparatory Academy	Middle	490	789	1101 G St
Rio Tierra	Middle	493	762	3201 Northstead Dr
Sacramento Academic and Vocational Academy	Middle/High – Charter	803	N/A	5330 Power Inn Rd

**Table 5-22: Twin Rivers Unified School District**

School Name	School Type	Enrollment	Capacity	Address
Smythe Academy of Arts and Sciences	Elementary Middle - Charter	1,109	1,564	2781 Northgate Blvd. 5703 Skvarla Ave
Hazel Strauch	Elementary	593	804	3141 Northstad Dr
Vineland – Special Needs	Preschool	N/A	N/A	6450 20 <sup>th</sup> St
NOVA Opportunity Program	Middle	28	164	2035 North Ave
Vista Nueva Careers and Technology Continuation	High	160	823	2035 North Ave
Westside Preparatory Charter Westside Campus	Middle	385	427	6537 West Second St
Woodlake	Elementary	439	674	700 Southgate Rd

Source: Enrollment data was obtained from California Department of Education, School Level Enrollment Reports, 2017-18, <<http://data1.cde.ca.gov/dataquest>>, accessed January 2019. Capacity information from Victoria Garcia, Sr. Budget Analyst, TRUSD, personal communication February 5, 2019.

**Table 5-23: Robla School District**

School Name	School Type	Enrollment	Capacity	Address
Robla	Preschool	4	--	4351 Pinell St
Robla	Elementary	404	430	5200 Marysville Bl
Taylor Street	Elementary	435	462	4350 Taylor St
Bell Avenue	Elementary	477	496	1900 Bell Ave
Glenwood	Elementary	474	492	201 Jessie Ave
Main Avenue	Elementary	366	552	1400 Main Ave
Paseo Grande Charter	High	185	--	5248 Rose St
<b>Total</b>	--	<b>2,345</b>	<b>2,432</b>	--

Source: Enrollment data was obtained from California Department of Education, School Level Enrollment Reports, 2017-18, <<http://data1.cde.ca.gov/dataquest>>, accessed December 17, 2012. Capacity information from Mike Henkel, CFE, Chief Business Official, Robla School District, personal communication, February 28, 2019.

**Table 5-24: Natomas Unified School District**

School Name	School Type	Enrollment	Capacity	Address
Bannon Creek	Elementary	517	690	2775 Millcreek Dr
Natomas	High School	1,035	1,673	3301 Fong Ranch Road
American Lakes	Elementary	486	575	2800 Stonecreek Dr
Jefferson	Elementary	558	780	2001 Pebblewood Dr
Natomas Independent Charter School <sup>1</sup>	Elementary, Middle, High School	1,822	1,822	4600 Blackrock Dr.
Natomas	Middle	754	754	3200 North Park Drive
Leroy Greene Academy	Charter Middle	783	960	2950 West River Drive
Inderkum High School	High School	2,115	2,078	2500 New Market Dr
Natomas Park	Elementary	742	894	4700 Crest Dr
Two Rivers	Elementary	661	789	3201 W. River Dr
Discovery	Continuation High School	134	300	3401 Fong Ranch Road
Witter Ranch	Elementary	676	720	3790 Poppy Hill Wy
Heron	Science & Technology Elementary	1,007	1,131	5151 Banfield Dr
Westlake Charter <sup>1</sup>	Elementary (K-8)	919	919	3800 Del Paso Rd
Natomas Pacific Pathways Prep <sup>1</sup>	Middle	509	509	3700 Del Paso Rd
Natomas Pacific Pathways Prep <sup>1</sup>	High School	619	619	3700 Del Paso Rd
H. Allen Hight	Elementary	594	654	3200 North Park Dr

Notes:

1. Capacity data is based on Memorandum of Understanding that sets maximum enrollment number at site.

Sources: Enrollment data was obtained from California Department of Education, School Level Enrollment Reports, 2017-18, <<http://data1.cde.ca.gov/dataquest>>, accessed January 2019. Capacity information from Jennifer Mellor, Planning Technician, NUSD, personal communication, February 6, 2019.

**Table 5-25: San Juan Unified School District**

School Name	School Type	Enrollment	Capacity	Address
Dyer-Kelly	Elementary	541	431	2236 Edison Ave
Pasadena	Elementary	320	357	4330 Pasadena Ave
Sierra Oaks	Elementary/Middle	708	732	171 Mills Rd
Winston Churchill	Middle	1,022	1,152	4900 Whitney Ave
Encina	Middle/High School	1,022	1,476	1400 Bell St
Mira Loma	High School	1,770	2,016	4000 Edison Ave

Sources: 2018-2019 enrollment data and capacity information from Lester Duldulao, Engineering Technician, Facilities-Archives, SJUSD, personal communication January 31, 2019.

**Table 5-26: Elk Grove Unified School District**

School Name	School Type	Enrollment	Capacity	Address
Barbara Comstock Morse	Elementary	715	932	7000 Cranleigh Ave
Charles Mack	Elementary	916	958	4701 Brookfield Dr
Edward Harris <sup>1</sup>	Middle	1,103	1,424	8691 Power Inn Rd
Herman Leimbach	Elementary	762	880	8101 Grandstaff Dr
Irene B. West	Elementary	990	1,010	8625 Serio Way
John Reith	Elementary	557	776	8401 Valley Lark Dr
Las Flores Independent Study	Elementary/ Middle/ High	166	N/A	5900 Bamford Dr
Monterey Trail <sup>1</sup>	High	2,289	2,356	8661 Power Inn Rd
Prairie	Elementary	1,028	1,192	5251 Valley Hi Dr
Rio Cazadero	Continuation High	137	N/A	7825 Grandstaff Dr
Samuel Jackman	Middle	1,010	1,297	7925 Kentwal Dr
Valley	High	1,611	2,568	6300 Ehrhardt Ave
Harriet Eddy <sup>1</sup>	Middle	1,077	1,361	9329 Soaring Oaks Dr
Laguna Creek <sup>1</sup>	High	1,969	2,508	9050 Vicino Dr
James Rutter <sup>1</sup>	Middle	927	1,361	7350 Palmer House Dr
Florin <sup>1</sup>	High	1,547	2,417	7956 Cottonwood Ln
Florin <sup>1</sup>	Elementary	672	828	7300 Kara Dr
Samuel Kennedy <sup>1</sup>	Elementary	1,069	1,062	7037 Briggs Dr
Katherine Albiani <sup>1</sup>	Middle	1,432	1,424	9140 Bradshaw Rd
Pleasant Grove <sup>1</sup>	High	2,560	2,477	9531 Bond Rd
John Ehrhardt <sup>1</sup>	Elementary	864	958	8900 Old Creek Dr
Anna Kirchgater <sup>1</sup>	Elementary	770	984	8141 Stevenson Ave
Marion Mix <sup>1</sup>	Elementary	801	828	4730 Laguna Park Dr
Sierra Enterprise <sup>1</sup>	Elementary	549	750	9115 Fruitridge Dr
Union House	Elementary	820	984	7850 Deer Creek Dr

Notes:

1. School is located in the City of Elk Grove or County of Sacramento but has portions of its attendance boundary in the City of Sacramento.

Source: Kim Williams, Planning Manager, Elk Grove Unified School District, personal communication, January 31, 2019.



**Table 5-27: Private Schools**

<i>School Name</i>	<i>School Type</i>	<i>Address</i>
ABC School	Elementary/Middle/High	4540 Harlin Dr
Al-Arqam Islamic School	Elementary/Middle/High	6990 65th St
Aldar Academy	Elementary/Middle/High	4436 Engle Rd
A.M. Winn Elementary	Elementary	5735 47th Avenue
Bergamo Montessori School	Elementary	8144 Pocket Rd
Bradshaw Christian	Elementary/Middle/High	8324 Bradshaw Rd
Calvary Christian	Elementary/ Middle/High	4911 47 <sup>th</sup> Ave
Camellia Waldorf	Elementary/Middle	7450 Pocket Road
Capital Christian	Elementary/Middle/High	9470 Micron Ave
Capital Innovations Academy	Middle/High	1828 Tribute Road, Suite H
Christian Brothers	High	4315 Martin Luther King Jr Blvd
Capitol Autism Services - Land Park Campus	Elementary/Middle/High	2751 Wilmington Avenue
Capitol Elementary	Elementary/Middle	5700 13th Avenue
Carden School of Sacramento	Elementary/Middle	3020 Marconi Avenue
Cornerstone Christian School	Elementary/Middle/High	5073 Andrea Boulevard
Courtyard	Elementary	205 24th Street
Cristo Rey High School-Sacramento	High	8475 Jackson Road
Dar-ul-Madinah	Elementary	4110 North Freeway Blvd
Holy Spirit	Elementary/Middle	3920 W Land Park Dr
Jimenez Academy	Elementary/Middle/High	303 River Run Circle
Merryhill School	Elementary/Middle	2600 V Street
Merryhill School	Elementary	9036 Calvine Rd
Minnie&Me Academy	Elementary/Middle/High	2932 Channel Court Apt. #2
More Life Christian Academy	Elementary/Middle/High	3845 Fell Street
Mountain Valley School - Bar Du	Middle/High	7818 Bar Du Lane
Mountain Valley School - Gerber Farms	Middle/High	9211 Gerber Road
Mustard Seed	Elementary	1321 North C St
MVP Diamond Academy	Middle	2891 32nd Avenue
Natomas Christian School (Real Life Church)	Elementary/Middle/High	1921 Arena Boulevard, Suite 100
Nehemiah Christian Academy	Elementary	2727 Del Paso Boulevard
Northern California Preparatory	Middle/High	6046 Lemon Hill Avenue
Point Quest Education, Inc.	Elementary/Middle/High	6600 44th St
Presentation of the Blessed Virgin Mary	Middle/High	3100 Norris Ave
Sacramento Christian School	Elementary/Middle/High	4141 Fell St
Sacramento Country Day School	Elementary/Middle/High	2636 Latham Drive
Sacred Heart	Elementary/Middle	856 39th Street
Saint Mary School	Elementary/Middle	1351 58th Street

**Table 5-27: Private Schools**

<i>School Name</i>	<i>School Type</i>	<i>Address</i>
Shalom School	Elementary	2320 Sierra Boulevard
Sierra School at Eastern Extension	Elementary/Middle	2331 St. Marks Way
Slavic Gospel	Elementary/Middle/High	4659 Dry Creek Road
St. Charles Borromeo	Elementary/Middle	7580 Center Parkway
St. Francis of Assisi Elementary School	Elementary/Middle	2500 K Street
St. Francis Catholic High School	High	5900 Elvas Avenue
St. Ignatius School	Elementary/Middle	3245 Arden Way
St. Patrick SUCCEED Academy	Elementary/Middle	5945 Franklin Boulevard
St. Philomene	Elementary/Middle	2320 El Camino Avenue
St. Robert School	Elementary/Middle	2251 Irvin Way
Trinity Christian School	Elementary/Middle	5225 Hillsdale Boulevard

Source: California Department of Education, Private School Directory, <http://www.cde.ca.gov/ds/si/ps/>, January 2019.

## Planned Improvements

Elk Grove Unified School District has numerous school sites identified or owned within active and future development areas. EGUSD monitors both the plan approval process and the construction of homes to gauge the growth in a given area. EGUSD plans to build additional schools on these sites as they are needed and as school construction funds become available from the State. In 2012, EGUSD proposed one future new school within the city of Sacramento, as part of the then-proposed development Aspen 1 located near South Watt and Jackson Highway. The developers have been working with EGUSD to incorporate a school site which meets district requirements (City of Sacramento 2015). No school at this location has been constructed to date. In July 2017, construction was completed for Robert J. McGarvey Elementary School, which serves over 700 students within the City of Rancho Cordova (EGUSD 2019a).

The EGUSD adopted the Facilities Master Plan 2015-2025 Update in February 2016. This plan includes an analysis of EGUSD's current facilities' condition, guiding principles for new educational facilities development, analysis of necessary new facilities to support growth, financial and enrollment projections, and recommendations for facilities upgrade, maintenance, and care within the EGUSD. The Facilities Master Plan estimates that approximately 7,250 elementary school students, 2,265 middle school students, and 4,425 high school students will be added to EGUSD over the next 10 years. In response, EGUSD anticipates that it will require 10-12 new schools as well as additions to existing schools to accommodate projected enrollment growth (EGUSD 2016).

In November 2016, Measure M, the EGUSD's first general obligation school facilities bond measure, was passed. Measure M is estimated to ultimately provide approximately \$476 million in critical improvements to existing school buildings and grounds. Since the passing of Measure M, EGUSD has completed several facilities improvements using Measure M funding, including roof,

flooring, and HVAC replacement and athletic field and track improvements. Current projects include roofing, HVAC, and ADA accessibility upgrades at Florin Elementary, modernization and accessibility upgrades at Union House Elementary, roof replacement at Samuel Jackman Middle School, construction of a modular bio-science building at Pleasant Grove High School, and renovation of buildings at Valley High School. Several other projects funded by Measure M are proposed to be completed in the future, including additional career and technical education upgrades, lighting improvements, building restoration, roof and HVAC replacement, shade structure installation, and comprehensive upgrade projects (EGUSD 2019b). Natomas Unified School District proposed construction of a bioscience school at West Lakeside for construction in 2012-13, construction of Westlake Charter School at the Northborough II site in 2013-14, and construction of a Health Clinic adjacent to New Technology High School in 2014-15. NUSD also plans to acquire a new site for and construct a new middle school in 2014-15 (City of Sacramento 2015). Construction of these facilities has been completed as of January 2019.

The NUSD is currently planning to construct a new K-8 school, the Paso Verde School, with estimated completion in August 2020 or 2021. The school would be located on an 18.3 acre site west of Interstate 4 and north of Del Paso Road in the City of Sacramento and would support approximately 1,000 students. Construction is tentatively scheduled to begin in Spring 2019. Other planned projects include the Jefferson School Modernization Project, which would modernize the Jefferson School by renovating classrooms, its library, administrative spaces, front entry and landscape/hardscape, and district-wide security fencing and exterior lighting upgrades (NUSD 2019).

The NUSD constructed the Natomas Charter School STAR Academy at 4004 Gloster Way, Sacramento in September 2016. Additionally, NUSD opened the new Westlake K-8 charter school at 2680 Mabry Drive, Sacramento, in August 2017. Other completed projects include the Heron School Science and Classroom Building Project, which constructed construct six classrooms, 3 lab spaces and outdoor learning spaces, the Bannon Creek Elementary Two Story Classroom Building project, which constructed a new two-story, 16 classroom building, and the Leroy Greene Academy Classroom, Library, and IT Upgrades Project, which consisted of upgrades to current science classroom, library and IT system (NUSD 2019). In addition, the NUSD adopted its 2017 Facilities Master Plan update on December 13, 2017. The plan documents projects that have been completed since the 2014 Facilities Master Plan was approved and identifies additional site needs and future projects (NUSD 2017). The Robla School District updated its Developer Fee Justification Study in 2013. This study analyzes past trends, future growth projections, capacity, and site needs. The new study updated the RSD capacity figure and documented site needs in order to plan for new improvements.

Furthermore, on October 6, 2014, Measure K was approved. This measure authorized the RSD to use bonds to fund modernization efforts and construct a new school (RSD 2019a). This includes the Main Avenue Project, which was completed in August 2018. The Main Avenue Project constructed a new 8 classroom building with space for 200 or more students for the Main Avenue Elementary School (RSD 2019b).

Bond Measure H for the Robla School District was approved in November 2018. This measure includes funding to reconstruct Robla, Bell, and Taylor schools and to modernize Glenwood Elementary School. This would include upgrading lighting, windows, ventilation systems, and

support facilities (RSD 2019c). SCUSD is working on updating existing school sites to increase economic development, environmental stewardship, and social equity in accordance with its 2012 Sustainable Facilities Master Plan (City of Sacramento 2015). SCUSD makes improvements based on an environmental stewardship approach that focuses on: sustainable sites upgrades to John Cabrillo Elementary School, Sam Brannan Middle School, C.K. McClatchy High School, The Met, William Land Elementary School, and Luther Burbank High School; materials and resources improvements at A.A.B. Health Professional High School, Albert Einstein Middle School, the Enrollment and Family Services Center, Crocker Riverside Elementary, Caleb Greenwood K-8 School, and Martin Luther King Jr. K-8 School; water efficiency upgrades at Kit Carson Middle School, Earl Warren Elementary School, John F. Kennedy High School, Thomas Jefferson Elementary School, Marian Anderson Elementary School, and Albert Einstein Middle School; indoor environmental quality improvements at Sutter Middle School, Rosa Parks Middle School, Joseph Bonnheim Elementary School, Abraham Lincoln Elementary School, James W. Marshall Elementary School, and Golden Empire Elementary School; energy and atmosphere improvements at Rosemont High School, Sequoia Elementary School, Marian Anderson Elementary School, California Middle School, O.W. Erlewine Elementary School, and Sutterville Elementary School; and leadership, education, and innovation improvements at Alice Birney K-8 School, The Met, Oak Ridge Elementary School, George Washington Carver High School, Sutterville Elementary School, and Theodore Judah Elementary School.

In November 2012, Measures Q and R were passed. These measures allowed the SCUSD to issue bonds towards core academic renovation, modernization, repair and upgrade projects, technology upgrades, district-wide fire and irrigation improvements, resource and energy conservation improvements, and athletics facilities improvements. These bond expenditures have been distributed across the SCUSD's school sites (SCUSD 2016). Measure Q and R funds have been used recently to support the renovation of the Susan B. Anthony Elementary School's roof and gutters, replacement of Hiram Johnson High School's playfield and track, resurfacing of C.K. McClatchy High School's tennis courts, remodeling of Ethel Philips Elementary School's and Phoebe Hearst Elementary School's restrooms, and installation of a new condensing unit, furnace, ducts, controls, boiler, and water heaters at Sutter Middle School (SCUSD 2019). From 2010 to 2012, TRUSD actually closed six schools, consolidating enrollment between 20 other schools in the District, to increase efficiency in response to budget cuts and the economic downturn. However, the District expects that it will need three new elementary schools and 27 new high school classrooms in the Grant Union High School attendance area, and four new elementary schools, 15 new middle school classrooms, and one new high school in the Rio Linda High School attendance area to meet the capacity for projected enrollment during the 2022-23 school year.

In September 2015, TRUSD adopted the Twin Rivers Long Range Facilities Master Plan. This plan presented data on existing district facilities and enrollment trends and provided a plan for future educational facilities and improvements. Based on an assessment of existing facilities, the plan determined that the condition of existing facilities within TRUSD were generally rated to be "fair" to "poor". This trend was attributed to aging facilities, challenges of construction, and the need to implement maintenance standardization. The plan lists work items needed for each TRUSD campus and prioritizes them based on urgency and importance. The plan was most recently updated in 2018 and is intended to serve as a set of guidelines for facilities improvements within the TRUSD (TRUSD 2018c).

TRUSD has several active projects to upgrade existing facilities in accordance with its Long Range Facilities Master Plan. These projects include upgrading HVAC systems at Creative Connections Arts Academy, Garden Valley Elementary, Grant High School, Hagginwood Elementary, and Del Paso Heights Elementary, roofing and HVAC improvements at Fairbanks Elementary, installing new boilers at Foothill High School, and lighting improvements at Foothill Ranch Middle School (Garcia pers. comm. 2019). The SJUSD has adopted a Facility Master Plan to guide future development, modernization and facilities improvement needs within the district. The SJUSD 2014 Facility Master Plan identifies \$2.4 billion in current and future school improvement needs. The plan also guides the use of funding from Measure N, a \$350 million facilities improvement bond approved by voters in 2012 (SJSD 2019). The SJUSD 2014 Facility Master Plan incorporates individual master plans for each school within the SJUSD (SJUSD 2014). The SJUSD is planning on constructing a new building to replace existing older buildings at Dyer Kelly Elementary School by the end of 2019. A new science building is also being planned for Mira Loma High School to be constructed in 2020 (Duldulao pers. comm. 2019).

### **Higher Education**

Opportunities for higher education in the Policy Area are provided by both public and private colleges and universities including Cosumnes River College, McGeorge School of Law, UC Davis Medical School, Sacramento State University, Sacramento City College, and American River College.

The Los Rios Community College District operates Cosumnes River College (8401 Center Parkway), American River College (4700 College Oak Drive), and the Sacramento City College (3835 Freeport Boulevard) within the Policy Area, which provide transfer, general, and career education at the lower division level. The Los Rios Community College District enrolls approximately 75,000 students (LRCCD 2018).

The University of the Pacific operates McGeorge School of Law. The private campus is located in Sacramento, at 3200 Fifth Avenue.

The California State University, Sacramento (Sacramento State) campus, provides undergraduate and graduate education to approximately 30,700 students and graduates about 7,600 students each year (CSUS 2018a, 2018b). The public university is located at 6000 J Street and encompasses approximately 300 acres (City of Sacramento 2015). In Fall 2011, Sacramento State became an “impacted” university, where documented student demand exceeds funded capacity (City of Sacramento 2015). Sacramento State uses supplemental admission criteria to evaluate first-time freshmen and new transfer applicants outside of local areas for admission. Applicants outside local areas for admission are required to meet additional criteria and are offered admission by rank order. As diversity in the Sacramento region continues to increase, Sacramento State anticipates that the student body will continue to diversify even while impacted

### **Local Funding Sources**

Local funding sources include both non-revenue and revenue monies. Non-revenue funds include certificates of participation, and other mechanisms typically in the form of loans. Revenue funds

are generated from several sources, including the District's general fund, money from the sale of unused school sites, general obligation funds, redevelopment agreement funds, developer fees, and others.

The SCUSD Facilities Master Plan (Plan) explains changes in the District since the previous Master Plan was prepared (1991), provides an inventory of existing District facilities, evaluates the condition of each school campus, provides a demographic and economic analysis of the District, describes future facilities needs in response to a growing student population and aging buildings, and outlines a Capital Improvement Plan. The Plan describes how the District should grow, what modifications to make to existing school sites, and outlines planning principles for the development of new school sites. The District will use this Plan as a tool to implement changes to existing campuses and to construct new ones through the year 2015.

The SCUSD 2012 Sustainable Facilities Master Plan (Plan) combines the District's three goals: social equity, economic development, and environmental stewardship. The District completed a comprehensive review of existing facilities and created sustainable standards for design, maintenance, and operations. The Plan is based on six principles: sustainable sites; green materials and resources; water efficiency; indoor environmental quality; energy and atmospheric efficiency; and leadership, education, and innovation.

## **REGULATORY SETTING**

### **Federal**

A Federally-assisted meal program operating in public and nonprofit private schools and residential child care institutions that provides nutritionally balanced, low-cost or free lunches to children each school day. President Harry Truman's administration established the program under the National School Lunch Act in 1946.

In 2001, Congress passed the No Child Left Behind Act (NCLB Act). This act, under direction of the U.S. Department of Education, reauthorizes the Elementary and Secondary Education Act of 1965 with increased accountability for States, school districts, and schools; provides more flexibility for States and local educational agencies in the use of Federal education dollars; and places stronger emphasis on reading skills. The NCLB Act requires states to implement statewide accountability systems covering all public schools and students. These systems are based on challenging State standards in reading and mathematics, annual testing for all students in grades 3-8, and annual statewide progress objectives ensuring that all groups of students reach proficiency within 12 years. Assessment results and state progress objectives are broken out by poverty, race, ethnicity, disability, and limited English proficiency to ensure that no group is left behind. School districts and schools that fail to make adequate yearly progress (AYP) toward statewide proficiency goals are subject to improvement, corrective action, and restructuring measures. Schools that meet or exceed AYP objectives or close achievement gaps are eligible for State Academic Achievement Awards.

## State

### *California Code of Regulations*

The California Code of Regulations, Title 5 Education Code, governs all aspects of education within the State. Effective January 1, 1987 (AB 2926), school districts in the state are authorized by Education Code Section 17620 and Government Code Section 65995 to levy a fee, charge, dedication, or other requirement against any construction within the boundaries of the district, for the purpose of funding construction or reconstruction of school facilities.

### *School Facility Program*

The School Facility Program (SFP) is the major State funding program for providing permanent public school facilities. SFP was created by the passage of Proposition 1A and Senate Bill 50 in 1998. It is administered by the State Office of New Public School Construction. Proposition 1A/SB 50 enables the district to collect School Developer Fees in an amount up to 100 percent when general obligation funds from the State are unavailable.

### *Proposition 1A/Senate Bill 50*

Proposition 1A/Senate Bill (SB) 50 (Chapter 407, Statutes of 1998) is a school construction measure authorizing the expenditure of State bonds totaling \$9.2 billion through 2002, primarily for modernization and rehabilitation of older school facilities and construction of new school facilities. An amount of \$2.5 billion is for higher education facilities and \$6.7 billion is for K-12 facilities.

Proposition 1A/SB 50 implemented significant fee reforms by amending the laws governing developer fees and school mitigation. It allows school districts to charge developer fees at one of three levels. The base (statutory) amount as of 2018 is \$3.79 for residential development and \$0.61 per square foot for commercial development. It prohibits school districts, cities, and counties from imposing school impact mitigation fees or other requirements in excess of or in addition to those provided in the statute. It also suspends for a period of at least eight years (2006) a series of court decisions allowing cities and counties to deny or condition development approvals on grounds of inadequate school facilities when acting on certain types of entitlements. Within Sacramento school impact fees vary by school district.

Proposition 1A/SB 50 prohibits local agencies from using the inadequacy of school facilities as a basis for denying or conditioning approvals of any “legislative or adjudicative act . . . involving . . . the planning, use, or development of real property” (Government Code 65996(b)). Additionally, a local agency cannot require participation in a Mello-Roos for school facilities; however, the statutory fee is reduced by the amount of any voluntary participation in a Mello-Roos.

Satisfaction of the Proposition 1A/SB 50 statutory requirements by a developer is deemed to be “full and complete mitigation.” The law identifies certain circumstances under which the statutory fee can be exceeded, including preparation and adoption of a “needs analysis,” eligibility for State funding, and satisfaction of two of four requirements (post-January 1, 2000) identified in the law including year-round enrollment, general obligation bond measure on the ballot over the last four

years that received 50 percent plus one of the votes cast, 20 percent of the classes in portable classrooms, or specified outstanding debt.

Assuming a district qualifies for exceeding the statutory fee, the law establishes ultimate fee caps of 50 percent of costs where the State makes a 50 percent match, or 100 percent of costs where the State match is unavailable. District certification of payment of the applicable fee is required before the City or County can issue the building permit.

### *Assembly Bill 16*

Assembly Bill 16 (AB 16) was approved within the School Facility Program (SFP) in 2002 and established the Critically Overcrowded School Facilities (COS) program, which supplements the new construction provisions within the SFP. The COS program allows school districts with critically overcrowded school facilities, as determined by the California Department of Education, to apply for a preliminary apportionment for new construction projects.

### *Proposition 55*

Proposition 55 is a school construction measure passed in 2004 authorizing the sale of approximately \$12.3 billion in bonds to fund qualified K-12 education facilities to relieve overcrowding and to repair older schools. Funds target areas of the greatest need and must be spent according to strict accountability measures. These bonds will be used only for eligible projects. Approximately ten billion dollars will be allocated to K-12 schools, with the remaining 2.3 billion allocated to higher education facilities.

### *Proposition 98*

Proposition 98 required that the State spend a minimum percentage (about 40 percent) of the budget on K-12 education and that the percentage not be less than the total amount from these sources in the prior year plus 0.5 percent as adjusted for increases in enrollment and changes in the cost of living. Proposition 98 funding was suspended in 2003.

### *California Department of Education Standards*

The California Department of Education creates K-12 education policy in the areas of standards, instructional materials, assessment, and accountability, and includes the Director of Education who performs the executive and administrative functions of the Department and the State Board of Education which functions as the governing and policy-making body of the Department (California Department of Education).

The California Department of Education published the Guide to School Site Analysis and Development to establish a valid technique for determining acreage for new school development. Rather than assigning a strict student/acreage ratio, this guide provides flexible formulas that permit each district to tailor its ratios as necessary to accommodate its individual conditions. The



Department of Education also recommends that a site utilization study be prepared for the site, based on these formulas.

## **Local**

### *Sacramento City Code*

Chapter 18.24, Article V of the Sacramento City Code establishes a school facilities development impact fee to finance the cost of school facilities necessitated by residential development within the North Natomas area. The fee amount is set in a hearing held by the City Council.

Chapter 15.132 of the Sacramento City Code allows any public school district with part of its school attendance within the city to file a declaration of impact resolution of the governing board. The resolution must describe the impacts of the proposed development and the options that the governing board either acted upon or rejected to alleviate or avoid the effect of new or proposed development. The school district must submit a detailed program of mitigation proposed for each impacted school within the district. The program shall, among other things, set forth the projected costs for the district to provide temporary school facilities as well as measures proposed to recover the projected costs. The City Council may find a district to be eligible and may impose a requirement of the payment of fees or dedication of land as a condition to the issuance of building permits for new dwelling units within attendance areas of said district's impacted schools. Developers must then file a certificate of mitigation or a certificate of waiver of mitigation with the Director of building inspections before the City will issue a building permit.

## **5.7 Health Facilities**

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### **INTRODUCTION**

This section describes the major hospitals, health clinics, and mental health services within the Policy Area. Information was obtained from communication with the various health providers, as well as City and County of Sacramento staff.

### **EXISTING CONDITIONS**

Public health programs and public hospitals serving Policy Area residents are operated at the County level; other health facilities include privately operated hospitals and clinics, as described below.

#### **Public Hospitals**

There are no public hospitals serving the Policy Area; however, the County contracts with private hospitals to provide medical services to residents in the County Medically Indigent Services Program (CMISP) and operates clinics in various locations. The CMISP is a program of "last resort" designed to meet the healthcare needs of individuals in the community who are not otherwise

eligible for healthcare programs such as Medi-Cal, Medicare or private health insurance, and who meet the County's "last resort" socioeconomic eligibility standards. CMISP is a program mandated by the State of California, Title 17 of the Welfare and Institutions Code, to provide access to medical care for medically indigent persons (SCDHHS 2013a).

### *Emergency Facilities*

The County contracts with the following private hospitals for inpatient, outpatient, and emergency services; a description of each hospital and the services they offer is included in the next subsection titled Private Hospitals:

- Mercy General Hospital
- Mercy San Juan Hospital
- Methodist Hospital
- Sutter General Hospital
- Sutter Memorial Hospital
- UC Davis Medical Center

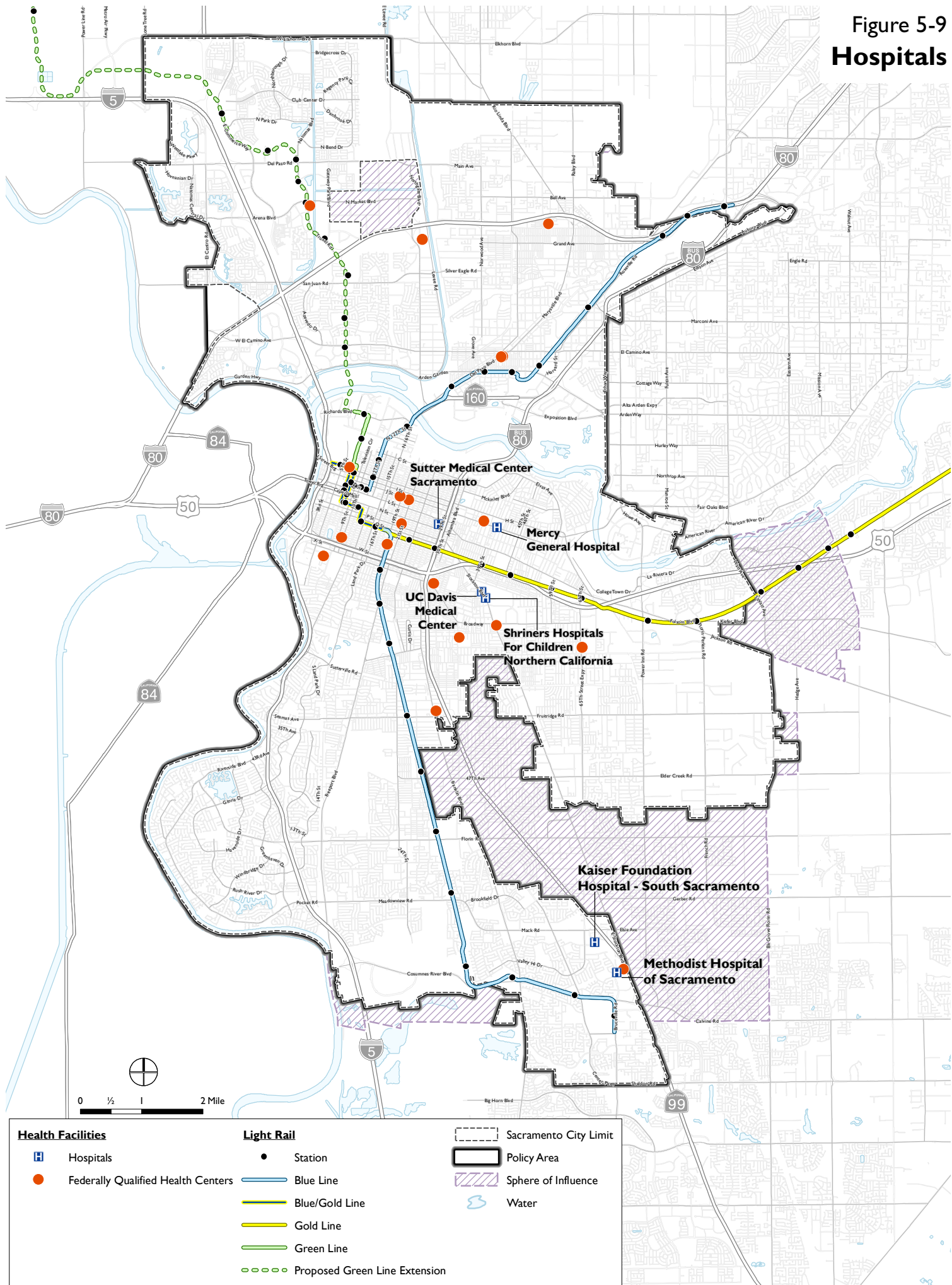
### **Private Hospitals**

Seven major hospitals serve the Policy Area, as shown in Figure 5-9. Detailed information regarding type of services and number of patient beds for each facility is described below.

#### *Kaiser Permanente South Sacramento Medical Center: (6600 Bruceville Road)*

Kaiser South Sacramento's 179-bed hospital is currently (2012) staffed with 400 physicians and 3,000 support staff who provide services in all primary specialties and most sub-specialty care. Services offered at the South Sacramento Medical Center include: a 24-hour emergency department, alcohol and drug abuse program, allergy, anesthesiology, behavioral medicine, cardiology, dermatology, endocrinology, gastroenterology, head and neck surgery, hematology/oncology, internal medicine, neurology, nuclear medicine, obstetrics/gynecology, occupational medicine, oncology, ophthalmology, orthopedics, pathology, pediatrics/sub-specialties, preventive medicine, physical medicine and rehabilitation, psychiatry, radiology, rheumatology, surgery, and urology. In addition, services are provided in HIV/AIDS, home health, hospice, injection clinic, laboratory, nutrition, optometry, pain management, perinatal, pharmacy, physical therapy, sleep lab, and social services. Kaiser South recently (2010) expanded the size of the medical center by approximately one third allowing the hospital to serve as a Level II Trauma Center (KPSSMC 2013).

Figure 5-9  
Hospitals



*Mercy General Hospital: (4001 J Street)*

Mercy General is a Dignity Health (formerly Catholic Healthcare West) hospital. Dignity Health is a not-for-profit system of 40 hospitals and medical centers in California, Arizona and Nevada (Dignity Health 2013a). As of 2012 the Mercy facility has 343 licensed beds, 878 physicians, and a total staff of 2,220 employees (Mercy General Hospital 2012). Mercy General provides the following services and facilities: Family Birth Center, Mercy Eye Institute, Mercy Heart Institute, Ortho/Neuro/Spine/Rehab, research, imaging services, Mercy home care services, Mercy Clinic Norwood, and a Preventative Health Center. Mercy General is currently (2012) constructing a new four-story cardiac care center within its medical campus located on J Street. The Alex G. Spanos Heart & Vascular Center will house four state-of-the-art cardiac surgery operating rooms, expansion capability for two additional cardiac catheterization labs, a highly advanced 20-bed cardiac surgery intensive care unit, 71 family-friendly patient rooms, and an integrated cardiac and pulmonary rehabilitation pavilion (Dignity Health 2013b).

*Methodist Hospital: (7500 Hospital Drive)*

As of 2011, Methodist Hospital is a 333-bed facility with 162 licensed acute-care beds (Methodist Hospital 2012). Also a Dignity Health member, the hospital employs 435 affiliated physicians and 1,333 support staff. Methodist Hospital provides the following services and clinics: Bruceville Terrace, Family Practice Medical Program, Mercy family health center, Mercy home care service, digestive services, ortho and sports medicine, rehabilitation and therapy, surgical services, women's and children's services, and emergency services.

*Shriners Hospital: (2425 Stockton Boulevard)*

Shriners Hospitals for Children, Northern California, is a medical center providing pediatric care in three specialty programs — orthopedics, spinal cord injury treatment and rehabilitation, and acute burn treatment and rehabilitation. The hospital is an 80-bed facility. Any child under 18 years old may be eligible for admission if the child's condition is within the scope of services offered at Shriners. All medical care is provided free of charge to the patient and their family (SHC 2013).

*Sutter Medical Center:*

The Sutter Medical Center includes Sutter General Hospital (2801 L Street), Sutter Memorial Hospital (5151 F Street), and Sutter Center for Psychiatry. In total, the Sutter Medical Center facilities have a collective bed capacity of over 700 (SMC 2013).

Sutter General is a 306-bed specialty medical center, which includes 219 general beds and 87 beds in the Skilled Nursing Facility, that focuses on general acute medical/surgical care as well as a medical base to advanced services for cancer, orthopedics, spine, and neurology and neurosurgery (SMC 2013). Sutter General is currently expanding its midtown campus to include a Women's and Children's Center and medical offices. Construction is expected to be completed by late 2014 (SMC 2012b).

Sutter Memorial is a 346-bed medical center that specializes in cardiovascular services, transplants, and women's and children's specialty services (SMC 2013). Sutter Memorial services are being consolidated onto the Sutter General campus. As a result, Sutter Memorial will be demolished or sold and converted to other uses once expansion construction at Sutter General is complete. In 2014, all the services currently housed inside Sutter Memorial Hospital will be transitioned to the new midtown campus.

Sutter Center for Psychiatry is a 69-bed hospital providing a full range of psychiatric and mental health services for all ages. These included inpatient and outpatient psychiatric, mental health, and chemical dependency services (SMC 2013).

Sutter Medical Center is currently planning an expansion at its 28th and L Street location and the closure of its 51st and F Street location, to consolidate all of its acute care services into one centrally-located medical campus. The project includes the existing Sutter General Hospital, parking structures under the freeway, the new Women's and Children's Hospital, and the Sutter Medical Foundation Building, as well as St. Luke's Medical Office Building and the new Community Parking Structure with neighborhood serving retail. The expansion will allow for the creation of additional capacity for specialized care at both the Medical Center and the new Women's and Children's Hospital. It is anticipated construction of the SMCS project will begin in 2005 and be completed in 2014, subject to jurisdictional approvals.

The Women's and Children's Hospital Building plans to provide the following services: Neonatal Intensive Care beds, Intensive Care, Pediatric Intensive Care, Pediatric Medical/Surgical suites, Labor and Delivery Rooms, Ante-Partum beds, and Post-Partum (birthing recovery) beds, with a total of 197 beds. The Women's and Children's center is expected to open in 2014.

#### *UC Davis Medical Center: (2525 Stockton Boulevard)*

The University of California (UC) Davis Medical Center is one of five teaching hospitals in the UC system. It offers nationally regarded medical and scientific expertise in specialties ranging from infectious diseases and neuroscience to vascular biology and cancer. The UC Davis Medical Center is the only level 1 trauma center in inland Northern California. The facility is licensed for 619 beds and employs 9,077 people (UCDMC 2013b).

In 2012, the 46,000-square-foot UC Davis Comprehensive Cancer Center expansion opened, co-locating adult and pediatric programs.

### **Health Clinics**

Various groups offer health clinics designed to address the needs of specific underserved populations throughout the Sacramento area. Many of these clinics are operated in coordination with the UC Davis Medical Hospital, including the Joan Viteri Clinic, the Center for Aids Research and Education (CARES), the Paul Hom Asian Clinic, ClinicaTepati, Imani Clinic, and Shita Clinic. The County also provides CIMSP services at the following public clinics within the Policy Area:

- Primary Care Center (4600 Broadway)
- Del Paso Health Center (3950 Research Drive)
- Capitol Health Center (1500 C Street)
- Oak Park Clinic - Oak Park Neighborhood Multiservice Center Health Clinic (3425 Martin Luther King, Jr. Boulevard)

### **Mental Health Services**

The Sacramento County Department of Health and Human Services, Division of Behavioral Health Services, serves the severely and persistently mentally ill, typically those individuals who cannot seek out private services on their own. Sacramento County offers a continuum of services ranging from acute crisis and inpatient through many specialized and community based support agencies, outpatient clinics known as Regional Support Teams, and consumer centers where clients can go for peer support and to learn skills for living in the community and managing their symptoms and disability. The division offers both adult and children's programs, which are listed below.

- Adult programs (SCDHHS 2013b)
  - Adult Mental Health Access Team: Provides screening, assessment, and referral; crisis intervention; development of an individualized treatment plan; referrals and advocacy for other services such as housing, employment, and healthcare; and medication management services.
  - Acute Psychiatric Emergency Services
- Inpatient Psychiatric Hospitalization
- Jail Psychiatric Services
  - Employment Services
- Employment Cooperative
  - Homeless & Housing Services
- Guest House Homeless Clinic
- Supportive Housing Programs
  - Outpatient Mental Health Services
- Adult Psychiatric Support Services Clinic
- Crisis Residential Services
- Integrated Services
- Regional Support Teams
- Sierra Elder Wellness Program

- Suicide Prevention
- Transcultural Wellness Center
- Transitional Community Options for Recover and Engagement
- Wellness & Recovery Centers
  - Subacute Services
- Psychiatric Skilled Nursing Facilities
- Psychiatric State Hospitalization
- Rehabilitation Centers
- Transitional Residential Facilities
- Children’s programs (SCDHHS 2013c)
  - Child and Family Access Team: The team screens Sacramento County children (ages 0-20 years) and links them to the appropriate mental health service. Depending upon the child’s or youth’s needs, they may be referred to one of ten county operated programs and more than 70 contracted programs for a complete in-person assessment.
  - Acute Psychiatric Emergency Services
- Crisis Intervention and Stabilization
- Inpatient Hospitalization
  - Early Childhood Mental Health Services
- HEARTS for Kids
- Infant Mental Health Services
  - Intensive Mental Health Services
- Fast Track Program
- Flexible Integrated Treatment
- Intensive Treatment Foster Care
- Pathways
- Residential Based Services
- Therapeutic Behavioral Services
- Transcultural Wellness Center
- Wraparound Services
  - Juvenile Justice Mental Health Services

- Family Child Community Treatment Program
- Juvenile Justice Diversion Treatment Program
- Juvenile Justice Institutions
- Multi-Systemic Therapy Program
- Sacramento Assessment Center
  - Outpatient Mental Health Services
- Child and Adolescent Psychiatric Services Clinic
- Child Protective Services/Mental Health (CPS/MH) Assessment Team
- Children’s Mental Health & Alcohol or Other Drug Specialization
- Children’s Mental Health Partial Hospitalization
- Counseling, Rehabilitation, and Medication Support
- Psychological Testing
- Suicide Prevention
- Transition Age Services
- Transitional Housing Program

### **Facilities**

The Department of Health and Human Services also operates the Sacramento County Mental Health Treatment Center (SCMHTC), located on 2150 Stockton Boulevard. The psychiatric facility, licensed by the State Department of Mental Health, has been in operation at this location since 1980. In 2009, budget constraints forced the County to close the crisis stabilization unit, cutting 50 of the 100 beds at the SCMHTC. In September 2012, they opened an intake stabilization unit that accepts patients transferred from local emergency rooms. This unit will help to reduce the mental health patients seeking care at local hospitals that are less equipped to appropriately treat them (Robertson 2012).

The Minor Emergency Response Team unit also provides crisis intervention and stabilization for children and youth who are experiencing a psychiatric emergency. Inpatient hospitalization is available as a last resort when other treatment options are unsuccessful. The Minor Emergency Response Team unit is located 2150 Stockton Blvd.

Mental health services are also provided in a variety of privately owned and operated facilities within the Policy Area.



## Funding

Health and social service funding is obtained from a variety of sources, including, but not limited to: the Federal government; State and county governments; private donors; grants; insurance companies; and patients and their families. Funding is affected by changes in the budget at all levels of government. Therefore, funding levels can fluctuate from year to year, depending on the economy and changes within the law. Providers are responsible for maintaining solvency according to their tax structures, and services can change in relation to the amounts of funding available.

## REGULATORY CONTEXT

No Federal, State or local regulations are applicable to health facilities.

## 5.8 Human Services

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### INTRODUCTION

This section presents an overview of the human services offered to residents of the Policy Area by County and City agencies, and various non-profit and private ventures. Services for seniors, youths, and the homeless and indigent population are specifically addressed. Information for this section is based on various online resources. Additional information about recreational programs is included in Section 5.3, Parks and Recreation of this document.

### EXISTING CONDITIONS

#### Seniors

##### *City*

The City of Sacramento Parks and Recreation Department operates human service programs for city residents (PRD 2009; City of Sacramento 2013a). The Recreation and Community Services Division coordinates all senior programs offered by the Department. These programs are described below.

- Hart Senior Center (at Marshall Park in the midtown area): The center offers a variety of activities, programs, volunteer opportunities, and support services for people over age 50.
- Triple 'R' Program: Operated at three locations within the city, the program provides adult day-care with the goal of offering "respite" to family caregivers, "recreation" for older adults, and "resources" for families and the community.
- 50+ Wellness: The senior wellness program offers a multitude of exercise classes and activity camps for older adults, including a neighborhood walk program, a wellness newsletter, and an annual Olympic style athletic competition.

- **Senior Adventure Camp:** The last week of the season at Camp Sacramento is open only to adults age 50 and older. For five days and four nights seniors can participate in activities such as traditional arts and crafts, wellness workshops, social events, hikes, outdoor adventures, and fitness sessions.

### *County*

Sacramento County provides senior services to county residents, which include the residents of the SOI and other areas within the Policy Area, through the Department of Health and Human Services.

The County Department of Human Services offers the following programs for elderly persons:

- **Senior Nutrition Services:** The Meals on Wheels program serves hot meals to the elderly. In addition, the All Seasons Café, at 22 locations throughout the county, provides a social atmosphere where seniors can dine together (ACC 2010).
- **Senior Volunteer Services:** The Division offers various volunteer opportunities, including the Senior Companion Program and Gifts from the Heart Program (DHHS 2013; DHHS 2013).

The Senior and Adult Services division of the Department of Health and Human Services serves the elderly and disabled adults by providing protection from abuse, neglect, and exploitation. Specifically, the division offers the following programs:

- **Adult Protective Services (APS):** APS is a State-mandated service program charged with investigating situations involving elderly and dependent adults who are reported to be in danger due to abuse, neglect, exploitation, or hazardous or unsafe living conditions (DHHS 2013a).
- **In-Home Support Services (IHSS):** IHSS assists aged, blind or disabled persons with daily care, including bathing, dressing, cooking, cleaning, grooming, and feeding (DHHS 2013j).
- **Public Administrator/Public Guardian/Public Conservator (PA/PG/PC):** PA/PG/PC provides assistance for those who are no longer able to care for their personal needs or financial resources (DHHS 2013q).
- **The Network of Care program** is an internet-based resource designed to give elderly and disabled persons easy access to information regarding long-term care (DHHS 2013m).

**Elder Abuse Prevention and Follow-up.** The Sacramento County Department of Justice operates the Elder Abuse Vertical Prosecution Program, which assigns one full-time prosecutor and one half-time investigator to all felony cases of elder and dependent adult abuse (CSDA 2013).

## Youth

### City

The City of Sacramento Department of Youth, Parks, & Community Enrichment offers a wide variety of programs to serve children in the city (PRD 2009; City of Sacramento 2013b). These programs include:

- 28<sup>th</sup> & B Skate and Urban Art Park: Skaters and scooter riders of all ages are provided an opportunity to ollie and grind the indoor street course consisting of quarter pipes, fun boxes, a bowl, and grind rails. Focused Sk8 Camps are offered to youth 5-18 years of age that teaches basic skateboard fundamentals as well as more technical skills for advanced skaters. The Sk8 Camp gives youth another chance to meet other skaters from the region and acquire some tricks at the same time.
- Access Leisure: The year-round program offers sports, recreation, and camp opportunities for children, teens, and adults with disabilities.
- Athletics and Leagues: Youth Sports, Fitness, & Wellness offers a variety of sports programming including sports leagues, clinics and camps. These offerings focus on fundamental and skill development of the participants by providing a safe space in which to learn. Sports programming being offered includes co-ed flag football and basketball leagues. Programming is provided to 4<sup>th</sup>-6<sup>th</sup> grade elementary students along with 7<sup>th</sup>-8<sup>th</sup> grade middle school students at each of the five major community centers along with the middle school ASES program.
- Aquatics: The City's aquatics program includes swimming lessons, swim teams, fitness programs, and a junior lifeguard program.
- Camp Sacramento: The family camp, located in the El Dorado National Forest, provides a variety of recreation and outdoor education activities in week or mini-week programs and a conference center operating from June to October.
- Cover the Kids: A county-wide planning effort to create a system that enables uninsured children to have access to affordable health care. This initiative has two primary goals. 1) to maximize enrollment in existing health coverage programs, and 2) create a new health coverage product, using local resources, for children that are uninsured but are currently ineligible for any existing health coverage program.
- 4<sup>th</sup> "R": The 4<sup>th</sup> "R" school-age child care program is a recreation-based childcare program for children in grades TK-6, offered at 19 elementary schools throughout the Sacramento area.
- Junior Giants: The Junior Giants program is a collaborative partnership with the San Francisco Giants Major League Baseball Community Fund Organization. The Junior Giants program is a free, non-competitive and coed baseball program for youth ages 5-18.

Through this collaborative effort with the organization, families and volunteers, Junior Giants reaches into neighborhoods and offers youth a chance to learn the basics of baseball during the summer while also discovering the importance of essential life skills.

- **Regional Children’s Health Project:** The project is a collaborative county-wide effort to outreach, enroll and retain children, who are currently eligible but not enrolled, in low cost health insurance programs.
- **Sacramento START:** The ASES after-school program provides academic and enrichment activities to students at 5 elementary schools in the Robla School District.
- **Sacramento Youth Commission:** The Sacramento Youth Commission (SYC) mission is to protect, preserve, enhance & advance the quality of life for Sacramento youth by advising the City Council and the public on issues relating to youth policies, programs, and opportunities. The SYC was originally established in 1993 as an advisory body to the Council Committee on Neighborhood and Public Safety. On June, 1, 2019, ordinance 2019-0010 codified the establishment of SYC as an advisory body and subjects SYC to the same requirements as other city boards and commissions therefore establishing the Sacramento Youth commission as the official youth voice in the city of Sacramento.
- **Summer @ City Hall (S@CH):** The Summer @ City Hall program is a six-week summer learning experience that provides students the opportunity to learn local government processes and how to become an active member of their community. Students are supported throughout the program by credentialed teachers that deliver a curriculum focusing on civic engagement, local governmental structure and youth development. This program is an exciting way to learn how to find your inner voice and bring a youth perspective to real city issues and concerns impacting all ages.
- **Summer Food Service Program:** The Federally-funded summer food service program provides meals to low-income youth at parks and recreation programs, apartment complexes, community centers, school sites, and other community-based organizations.

### *County*

The County offers several services programs to its youth. Sacramento County Department of Health and Human Services operates the Child Protective Services division, which ensures the health, safety, and well-being of children.

A collaboration of the Child Abuse Prevention Council of Sacramento, the Junior League of Sacramento, and the Sacramento Children’s Home operates two Sacramento Crisis Nurseries, which offer safe, temporary homes for children whose parents are in crisis (SCH 2010). Children under age six can reside at the centers for up to 30 days while their parents receive other support services.

The County's Primary Health Services division operates Women, Infants, and Children (WIC), a nutrition program designed to ensure that pregnant women, new mothers, and their children eat well and remain healthy (DHHS 2013s).

The County also operates the SAFE in Sacramento program. SAFE in Sacramento is a program that helps pay for services and activities for youth who need financial assistance. The County awards grants to eligible students from participating schools for school activities (DHHS 2013r).

**Child Abuse Prevention and Follow-up.** Child Protective Services operates child prevention and follow-up services to ensure the health, safety and well-being of children, including the following (DHHS 2013d):

- Emergency Response: Operates a 24-hour child abuse hotline and investigates reports.
- Court Services.
- Family Maintenance: The program, for families with one or more CPS referrals, is designed to reduce risks to children and strengthen the family unit.
- Family Reunification: The program reconnects children in out-of-home care with their families through a variety of services and support programs.
- Foster Home Licensing.
- Permanent Placement.
- Independent Living.
- Adoptions.
- Community Collaboratives: The program provides training to mandatory reporters and other community members on child abuse reporting.
- QATA: Group Home Quality Assistance and Technical Assistance Program.

## **Young Adults**

### *City*

The Department of Youth, Parks, & Community Enrichment Youth Division and Community Enrichment Divisions offers the following programs for young adults (PRD 2009; City of Sacramento 2013b). In addition, many young adults are eligible for the youth services described above.

- Teen Program - Access Leisure: The after-school social and recreational program is designed for youths with disabilities, ages 13-22. The program operates on high school campuses and provides activities to further the social, emotional and physical development of participants.

- **Landscape & Learning Youth Employment Program:** Youth ages 14-17 years who reside within the city limits of Sacramento receive paid work experience providing landscape maintenance and general clean-up in our city parks. All youth participating in this program receive specialized training in landscaping, employer expectations, teamwork, safety, customer service, and time management.
- **PASSages Program:** The ASES program provides after-school literacy and enrichment programs at one middle school in Sacramento at Sam Brannan.
- **Prime Time Teen Work Readiness Program:** fun, interactive work readiness training program for young people between the ages of 13-17. Participants gain skills in job searching, resume development, completing job applications, interviewing, financial literacy, communication, leadership, teamwork, problem-solving, and community service. All participants who meet attendance goals and participate in a youth-led community service project will receive a \$300 stipend.
- **Community Access:** The program at Rosa Parks Middle School is an extended evening program for youth and their families that offers a place for social interaction, building family unity, and educating children and adults. The program is free and includes such activities as: cooking, sports, open game room, educational classes, and enrichment dance classes. **Helping Youth Positively Excel (HYPE):** The program gives high school students the opportunity to strengthen social skills, improve confidence, problem solving and decision making abilities; elevate physical and academic performance; and most of all, meet new friends, learn new skills and have fun all in a safe environment. The after school program consists of academic support (e.g., tutoring, homework assistance) as well as a variety of recreation and enrichment activities (e.g., sports and fitness, nutrition, visual and performing arts, multi-cultural activities, vocational training and life skills education, leadership development, field trips). The program operates at George Washington Carver School of Arts and Sciences.
- **Workforce Innovation and Opportunity Act (WIOA):** strengths-based, paid work experience program, for high school seniors. WIOA partners with local government, private business and the retail industry. Participants with specific barriers (ex: pregnant and/or parenting, foster youth, homeless) receive training in pre-employment skills such as resume writing, employer expectations, service learning, and navigating college campuses. The WIOA program works closely with schools and provides supportive services to students in need. Supportive services may include transportation assistance, tutoring, and counseling center referrals.

### *County*

Sacramento County Department of Health and Human Services operates some programs for young adult residents in the county. One such program is YouthWORKS, an after-school program offering homework and tutoring support, life skills education, and recreational opportunities. The

program is currently offered at Oak Park Community Center, Hiram Johnson High School, and McClatchy High School (DHHS 2013t).

**Homeless and Emergency Shelter Services**

While the Sacramento County Department of Human Assistance (DHA) has historically administered the community’s Continuum of Care (CoC) and homeless programs, a collaborative effort by numerous stakeholders transitioned the management of these programs to the non-profit organization Sacramento Steps Forward (SSF) in 2011.

Every two years, SSF administers a point in time (PIT) Count, an extensive community effort to document every individual in the county experiencing homelessness during a twenty-four-hour period within Sacramento County. The PIT Count provides the Sacramento Homeless CoC and the community with a snapshot of how many people may be experiencing homelessness on any given night. As shown in Table 5-28, the most recent PIT count of the homeless population on January 30, 2019 counted 5,570 homeless people in Sacramento County (SSF 2019).

**Table 5-28: Persons Without Permanent Housing**

<i>Living Situation</i>	<i>Number of People</i>
Sheltered (e.g., transitional housing, emergency shelter)	1670
Without shelter (sleeping in public or outdoor spaces)	3900
Total	5570

Source: Sacramento Steps Forward, Sacramento Point In Time Count 2019, January 30, 2019.

*Existing Services*

The 2018 Sacramento County No Place Like Home (NPLH) Homeless Plan set out the following guiding principles for addressing homelessness in the County: prevent people from becoming homeless; improve response to the street crisis and improve quality of life; expand and improve shelter and interim housing; expand targeted permanent housing; leverage and coordinate mainstream and other resources; and strengthen system leadership and accountability.

Within the Sacramento Continuum of Care, homeless services are led and administered collaboratively between Sacramento County, the City of Sacramento, the non-profit organization Sacramento Steps Forward, the Sacramento Housing Redevelopment Agency, and other community partners and agencies.

**County of Sacramento.** The County of Sacramento provides a wide range of services and resources for people experiencing homelessness in the County. Efforts are coordinated through the Office of the County Executive and the Director of Homeless Initiatives, Department of Human Assistance and the Department of Health Services, though many other departments contribute towards administering these services and mitigating impacts on communities. In FY 2017-2018, the County pledged additional yearly resources towards new programs to address homelessness, such as expanded mental health care services, case management services and outreach targeted towards youth at-risk of becoming homeless, expanded substance use disorder services towards people

experiencing Between 2017 and 2018, at least 2600 homeless individuals and families used County shelter beds, and thousands more received housing vouchers and assistance through the DHA. (County of Sacramento Homeless Plan, 2018)

**City of Sacramento.** The Office of the City Manager’s Homeless Coordination division oversees the investment of federal, state, and municipal resources towards helping people experiencing homelessness, and coordinates between multiple departments and agencies, such as Sacramento Steps Forward and the Sacramento Housing and Redevelopment Agency, to operate a range of homeless-oriented services and programs, including: the creation and operation of triage shelters, navigation centers, and re-housing services; maintenance of clean streets, public restrooms, and areas of encampment; mental health and behavioral health services; law enforcement outreach towards persons experiencing homelessness; and animal care services to support the pets of shelter clients. In 2017, the Sacramento Mayor’s Office set a goal of housing 2,000 people experiencing homelessness by 2020.

**Sacramento Steps Forward (SSF).** SSF is 501(c)(3) nonprofit organization that serves as the lead agency in Sacramento County Continuum of Care responsible for overseeing region-wide efforts to prevent and solve homelessness. SSF manages funds from U.S. Housing and Urban Development (HUD), statewide, and local funds to provide shelter, housing, and services to people experiencing homelessness.

**Sacramento Housing and Redevelopment Agency (SHRA).** SHRA is the primary housing agency acting on behalf of both the County and the City of Sacramento. SHRA administers several major housing programs to finance affordable housing for people experiencing homelessness and other populations, such as emergency shelters, public housing, and re-housing services.

**SAC PD IMPACT Team.** IMPACT is a collaborative program of social service and law enforcement systems. The IMPACT team provides outreach, mental health, and engagement services to people experiencing homelessness throughout the City of Sacramento.

**Pathways to Health + Home.** Pathways to Health + Home is a four-year pilot incentive program authorized by the Centers for Medicare & Medicaid through the Medi-Cal 2020 Waiver and administered by the California Department of Health Care Services. As a “Whole Person Care” program, services are aimed at improving the health, quality of life, and housing stability for individuals experiencing homelessness through an integrated system of care. The organization’s team of outreach “navigators” targets the highest users of emergency-room care and guides them on a path toward permanent, supportive housing. As of February 2020, 526 participants have been placed in permanent or transitional housing through the program. (City of Sacramento Mayor’s Office, 2020)<sup>2</sup>

**Community-Based Organizations.** The City supports a variety of non-government organizations that provide services, shelter, and advocacy for homeless and low-income populations in Sacramento, including the Sacramento Housing Alliance, Sacramento Regional Coalition to End

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<sup>2</sup>City of Sacramento Mayor’s Office. 2020. Retrieved from <https://engagesac.org/blog-civic-engagement/2020/2/3/more-than-500-homeless-people-housed-through-sacramentos-whole-person-care-program>



Homelessness, Sacramento Homeless Organizing Committee, Loaves and Fishes, Francis House, Sacramento Cottage Housing, Union Gospel Mission, Volunteers of America, Wellspring, the Salvation Army, and Area Congregations Together, a multi-denominational faith-based coalition.

### Housing

Every year SSF submits a Housing Inventory Count to the U.S. Department of Housing and Urban Development. In 2019, the City of Sacramento's CoC housing inventory included:<sup>3</sup>

- 682 Transitional Housing beds,
- 931 Emergency Housing beds
- 3290 Permanent Supportive Housing beds
- 533 Other Permanent Housing beds
- 731 Rapid Re-Housing beds

As of 2018, bed designation was split almost evenly between family and individual use.<sup>4</sup> (SSF, 2018)

Between 2017 and 2018, the City added housing capacity through the creation of a Winter Triage program, which offers low-barrier temporary shelters and re-housing services for unsheltered persons during four months in the winter. In 2018, SHRA provided monthly rental assistance to an estimated 12,397 families through HUD vouchers, and awarded \$4.5 million through the Shelter Plus Care program to serve 567 homeless, disabled individuals and families. (SHRA, 2018)<sup>5</sup>

Rehousing shelters assist people experiencing homelessness who typically do not or cannot access traditional shelters. They are considered "low-barrier," meaning people can come in with their partners, pets and possessions. Case managers help residents stabilize and transition into more permanent housing. The City operated a rehousing shelter on Railroad Drive from 2017 to 2019. It partnered with Sacramento Housing and Development Agency and opened a new shelter in downtown Sacramento at the Capitol Park Hotel in September 2019. The City also is working to develop rehousing shelters in the Meadowview neighborhood and on Alhambra Boulevard near Broadway.

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<sup>3</sup>Sacramento Steps Forward. 2019. HDX Competition Report. Retrieved from <https://sacramentostepsforward.org/wp-content/uploads/2020/01/FY-2019-HUD-HDX-Sys-PM-Report.pdf>

<sup>4</sup> HUD 2018 Continuum of Care Homeless Assistance Programs. 2018. Retrieved from [https://sacramentostepsforward.org/wp-content/uploads/2020/01/CoC\\_HIC\\_CoC\\_CA-503-2018\\_CA\\_2018.pdf](https://sacramentostepsforward.org/wp-content/uploads/2020/01/CoC_HIC_CoC_CA-503-2018_CA_2018.pdf)

<sup>5</sup> Sacramento Regional Housing Association. 2018. Comprehensive Annual Financial Report. Retrieved from <https://www.shra.org/wp-content/uploads/2019/06/SHRA-CAFR-Final-6-28-19.pdf>

The Mather Community Campus, operated by the Sacramento County DHA, is located East of the City in Mather, California, and provides transitional housing and job training programs to individuals, families, and former foster youth.

### General Assistance

The Sacramento County Department of Human Assistance administers the General Assistance program, providing short-term cash and social services to needy individuals who are not eligible for assistance under other aid programs.

The California Work Opportunity and Responsibility to Kids (CalWORKS), also known as Temporary Assistance for Needy Families (TANF), provides cash assistance to families with dependent children. Eligible families receive cash payments, job training, childcare, healthcare, and housing assistance, with the goal of enabling families to become self-sufficient. Recipients are determined eligible based on their level of deprivation, age, property, and residency. Families who are homeless who are eligible for CalWORKS can apply for Temporary Homeless Assistance/Permanent Homeless Assistance, or the Housing Support Program which provides interim housing payments and case management services. As of 2018, 32,000 families in Sacramento County were receiving CalWORKS financial assistance. (Sacramento NPLH Homeless Plan, 2018)

CalFresh, formerly known as food stamps or SNAP, provides benefits for healthy food at grocery stores for individuals and families in need. Homeless individuals are able to spend their CalFresh benefits at participating restaurants.

Women Infant Children (WIC) Assistance is a federally funded program that provides free healthy food, nutrition education, referrals to community services, and breastfeeding information and support to low and medium-income pregnant and nursing women. In 2019, 22,769 participants benefited from WIC assistance. (Sac County DHS, 2019)<sup>6</sup>

### Health Care

The Affordable Care Act requires most people to have healthcare coverage. Most homeless individuals are eligible to receive public health insurance through Medi-Cal, which covers individuals aged 64 and over, and in 2014 was expanded to include individuals aged 19-64 who are at or below 138% of the National Poverty Line.

As a last resort, the homeless and indigent population who do not qualify for or do not have Medi-Cal insurance can receive medical services via the County Medically Indigent Services Program (CMISP). CMISP participants have access to medical services, emergency dental services, and pharmacy services at the Primary Care Center Clinic at 4600 Broadway (DHHS 2013e).

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<sup>6</sup>Sacramento NPLH Homeless Plan. 2018. Retrieved from [https://dhs.saccounty.net/PRI/Documents/WIC/WIC%20Report%202019\\_FINAL.pdf](https://dhs.saccounty.net/PRI/Documents/WIC/WIC%20Report%202019_FINAL.pdf)

The Sacramento County Department of Health Services delivers services to Sacramento County residents, and homeless individuals who are eligible for specialized services. DHS operates through three primary branches:

- **Behavioral Health Services.** BHS provides inpatient, outpatient, case management, prevention, and residential healthcare services related to chronic behavioral health issues, mainly mental health and substance use disorders. Homeless individuals are disproportionately burdened with mental health problems; 10% of people served by BHS mental health programs between 2017-2018 identified as homeless (efforts have been made to collect data more accurately on the homeless and at-risk populations). Several of the BHS mental health programs are partnerships between criminal justice, collaborative courts, and child welfare services.
  - BHS offers alcohol and drug treatment and prevention services, contracted through community-based service providers in the County. Services include outpatient treatment, methadone treatment, day treatment, detoxification, residential services, and perinatal services. Pre-treatment services including assessment, short-term counseling and group services with professional counselors are available at schools and neighborhood centers (DHS 2013o).
  - The Options for Recovery program provides services to pregnant or parenting women including case management, outpatient treatment, intensive day treatment, residential treatment, and transitional housing (DHS 2013n). Services are also provided via court-related programs funded and delivered by the County including the Substance Abuse Crime Prevention Act, Adult Criminal Drug Court, Dependency Drug Court, Drug Diversion, Driving Under the Influence, Jail Treatment for Women, and Parolee Network Services (DHS 2013f).
  - In 2018, Sacramento voted to opt in to the Medi-Cal Drug Medi-Cal Organized Delivery System waiver, which expands Medi-Cal services to include treatment for drug and alcohol use disorders. Patients can receive residential treatment, case management, inpatient, outpatient, and recovery and group counseling services related to substance use disorders using Medi-Cal benefits, thus expanding substance use treatment to a much wider range of low-income individuals.
- **Primary Health.** DHS Primary Health oversees the Sacramento County Medi-Cal Managed Care Advisory Committee, a group comprised of stakeholders in the healthcare system, insurance providers, advocates, beneficiaries, and county experts. Sacramento Medi-Cal contracts with five commercial health plans to create a network of primary and preventative care. The Medi-Cal Managed Care Advisory Committee’s Care Coordination Work Group has been focused on identifying high users of services, including members who are homeless. One solution that the County has been testing is the pilot Pathways to Health + Home program, a Medi-Cal waiver which offers extensive services to high system users in order to provide support, change behaviors, and set individuals on a pathway towards health and housing stability.

- There are seven Federally Qualified Health Centers (FQHC) for low-income and homeless individuals and families in Sacramento. FQHCs offer outreach by public health nurses, healthcare navigation services, and Tuberculosis testing.
- **Public Health.** The Sacramento County Public Health department focuses on disease control and prevention. The department partners with community programs to provide services to people experiencing homelessness such as immunization vaccines for hepatitis A and influenza at shelter clinics, tuberculosis screening and quarantine, outbreak prevention through sanitation and public education, and drug treatment for homeless individuals who use opioids.

### Facilities

There are four County DHS offices in the City where individuals can apply for benefits, located at 2450 Florin Road, 10013 Folsom Blvd., Suite 1, 3960 Research Drive, 2700 Fulton Avenue, and two more offices in the County. Individuals can also apply for benefits online at [www.mybenefitscalwin.org](http://www.mybenefitscalwin.org).

## REGULATORY CONTEXT

### Federal

The US Department of Housing and Urban Development awards federal funding for homeless services. The Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act of 2009 amended the McKinney-Vento Homeless Assistance Act, consolidating HUD programs into the current Continuum of Care grant model. The law codified HUD's role in approving planning efforts and programs in CoC applications for funding. The HEARTH Act also renamed the Emergency Shelters Grant to the Emergency Solutions Grant, reflecting the change to a long-term approach that prioritizes setting homeless individuals on a pathway to permanent housing, rather than focusing only on emergency temporary housing.

The passage of the 2014 Affordable Care Act significantly expanded Medi-Cal coverage to more people of low-income groups.

### State

In recent years both the State and County have adopted a much more aggressive "whatever it takes" approach towards solving homelessness, resulting in significant investments in programs that benefit City residents. (Sacramento NPLH Homeless Plan, 2018) The passage of SB-82, Investment in Mental Health Wellness Act (MHSA), has funded the expansion of robust comprehensive mental health services and drug and alcohol services through Medi-Cal. Many of the MHSA-Approved programs in the County and City have focused on pairing mental healthcare with permanent or temporary housing and intensive services to address root causes of homelessness and send individuals on a pathway towards permanent housing.

State of California law SB-1000 requires that cities address environmental justice in their General Plans. Doing so will provide better human services, as well as City infrastructure, to populations who are most in need of City programming.

### **Local**

The Sacramento City Code incentivizes housing for homeless individuals by exempting such buildings from development fees in section 18.56.440. Chapter 18.20 lists protections for very low-income tenants who are displaced and likely to become homeless when residential hotels are demolished in the city, stating that the SHRA will assist in finding new housing.

## **5.9 Findings**

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### **POLICE PROTECTION**

- The SPD provides police protection services within the city boundaries. In addition, the Sacramento County Sheriff's Department provides police protection services to areas outside of the city but within the Policy Area. Jail facilities in the Policy Area include the Sacramento County Main Jail and the Rio Cosumnes Correctional Center, both operated by the Sheriff's Department. The SPD uses the Main Jail.
- As more growth occurs near the north and south borders of the city and traffic congestion increases, the SPD has indicated new, decentralized facilities will be required to maintain adequate response times. SPD has identified the need for a permanent facility in the downtown core and two new substations in the Meadowview/Valley Hi/Delta Shores area and Natomas area.
- In 2018, there were 308,134 citizen-initiated calls for service and 14,077 arrests. The SPD had a median response time of nine minutes and forty-two seconds for Priority 2 calls (SPD CAU 2019).
- Between years 2017 and 2018, crime increased by 3.79% in the categories that are reported under UCR. There was a significant increase in Property Crimes, particularly in larceny and motor vehicle theft (SPD CAU 2019).

### **FIRE PROTECTION**

- The SFD provides fire protection services to the entire city, and small areas within Sacramento County that include the Pacific/Fruitridge and Natomas Fire Protection Districts.
- SFD has a goal to have its first responding company, which provides for fire suppression and paramedic services, arrive within 4 minutes.

- SFD has indicated plans for new fire stations at Delta Shores, the Railyards, and Metro Air Park, as well as the possible re-opening of Station 99 (formerly Station 9) (Tunson, pers. comm. 2019).

### **PARKS AND RECREATION**

- The city currently (2019) contains 249 developed and undeveloped park sites, 115 miles of road shared-use paths and trails, 21 lakes/ponds or beaches, over 27 aquatic facilities, and extensive recreation facilities in the City parks. The 249 parks total 3,141 acres.
- Sacramento's citywide/regionally serving park service goal is to provide 8.0 acres per 1,000 persons, according to the City's Parks and Recreation Master Plan. The City currently (2019) provides approximately 3.1 acres per 1,000 residents. The Parks and Recreation Master Plan identifies specific areas that are underserved for citywide/regionally serving facilities. These areas include:
  - Meadowview and riverfront areas in Central Sacramento
  - Valley Hi and North Laguna areas of South Sacramento
  - Robla and Valley View areas of North Sacramento.
- Sacramento's existing neighborhood and community park service goal is five acres per 1,000 persons according to the City's Parks and Recreation Master Plan. The City currently (2019) provides approximately 4.6 acres per 1,000 persons. The Parks and Recreation Master Plan identifies the following areas as currently being underserved for neighborhood and community parks:
  - Land Park
  - East Sacramento
  - Central City
  - Arden Arcade
  - Pocket
  - Fruitridge Broadway
  - The City currently achieves a service level of 1.4 acres per 1,000 residents for neighborhood serving parks and 1.7 acres per 1,000 residents for community serving parks. The City's Parks and Recreation Master Plan has a trails/shared-use paths goal of 0.5 miles per 1,000 persons. The City currently provides 0.2 miles per 1,000 residents.

### **CIVIC AND GOVERNMENT FACILITIES**

- The City and County of Sacramento, in collaboration with a variety of community-based organizations, provide a range of civic and community facilities, services, and programs to residents of the greater Sacramento region. These facilities include museums and performing and visual arts facilities.

## LIBRARIES

- The SPL provides a variety of library services to residents of both the City and County of Sacramento. The SPL currently (2019) operates 28 existing library facilities and a bookmobile. In 2019, the library maintains approximately 0.57 square feet of library space per capita, and 1.75 library volumes per capita. The 2007-2025 Facility Master Plan establishes thresholds, targets, and prime goals for library standards. Overall SPL exceeded the thresholds and target goals for library space per capita, and met the threshold for library volumes per capita.
- Eight new libraries are currently planned for construction in the City and County of Sacramento by 2025. One library facility is planned for construction at 65th Street and Folsom Boulevard. In addition, SPL expects to expand, renovate, or relocate many existing libraries in the City and County of Sacramento by 2025.

## SCHOOLS

- The Policy Area is served by six school districts providing public elementary, middle school, and high school opportunities. These school districts include Sacramento City Unified School District, Twin Rivers Unified School District, San Juan Unified School District, Robla School District, Natomas Unified School District, and Elk Grove Unified School District.
- Fifteen of the 83 schools within Sacramento City Unified School District are overcrowded.
- Twin Rivers Unified School District, Natomas Unified School District, and San Juan Unified School District each have one school within the Policy Area that is above capacity as of 2018.
- Elk Grove Unified School District has three schools within the Policy Area that are above capacity (2018).
- All schools within the Robla School District have available capacity (2018).

## HEALTH FACILITIES

- Public health services are primarily provided by Sacramento County departments, often in conjunction with other agencies, and private and non-profit organizations.
- Seven major private hospitals serve residents of the Policy Area. These include Kaiser Permanente Sacramento Medical Center, Mercy General Hospital, Methodist Hospital, Shriner's Hospital, Sutter Medical Center, and UC Davis Medical Center.
- Mental health services in the Policy Area are provided by the Sacramento County Department of Health and Human Services, Division of Behavioral Health Services and several other privately owned and operated facilities.

## **HUMAN SERVICES**

- Both the City and County offer services and programs to the youth, young adult, and senior populations. The demand for human services will continue to increase as the region grows.
- The Sacramento County Department of Human Assistance and community-based organizations offer various programs and services as well as emergency shelters and other facilities to the homeless and indigent populations of the area. Sacramento Steps Forward conducted a point-in-time count of the homeless population on January 30, 2019 counted 5,570 homeless people in Sacramento County.
- Recent City efforts to address homelessness include partnering with the Sacramento Housing and Development Agency to open a new shelter in downtown Sacramento at the Capitol Park Hotel in September 2019. and the placing of over 500 participants in the comprehensive pilot program Pathways to Health + Home as of February 2020. The City also is working to develop rehousing shelters in the Meadowview neighborhood and on Alhambra Boulevard near Broadway.
- The Sacramento County Department of Health and Human Services contracts with community-based service providers for substance abuse services.



# 6 Environmental Resources

This chapter describes the existing conditions of the environmental resources within the Policy Area, including: agricultural resources, biological resources, water resources and water quality, cultural and historical resources, mineral resources, air quality, greenhouse gases, and scenic resources.

## 6.1 Agricultural Resources

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### INTRODUCTION

This section describes the existing conditions of the agricultural resources within and adjacent to the Policy Area. It is based on information from the California Department of Conservation Farmland Mapping and Monitoring Program (FMMP), aerial photographs of the city, and the Natural Resources Conservation Service (NRCS) Soil Survey.

### EXISTING CONDITIONS

#### Citywide

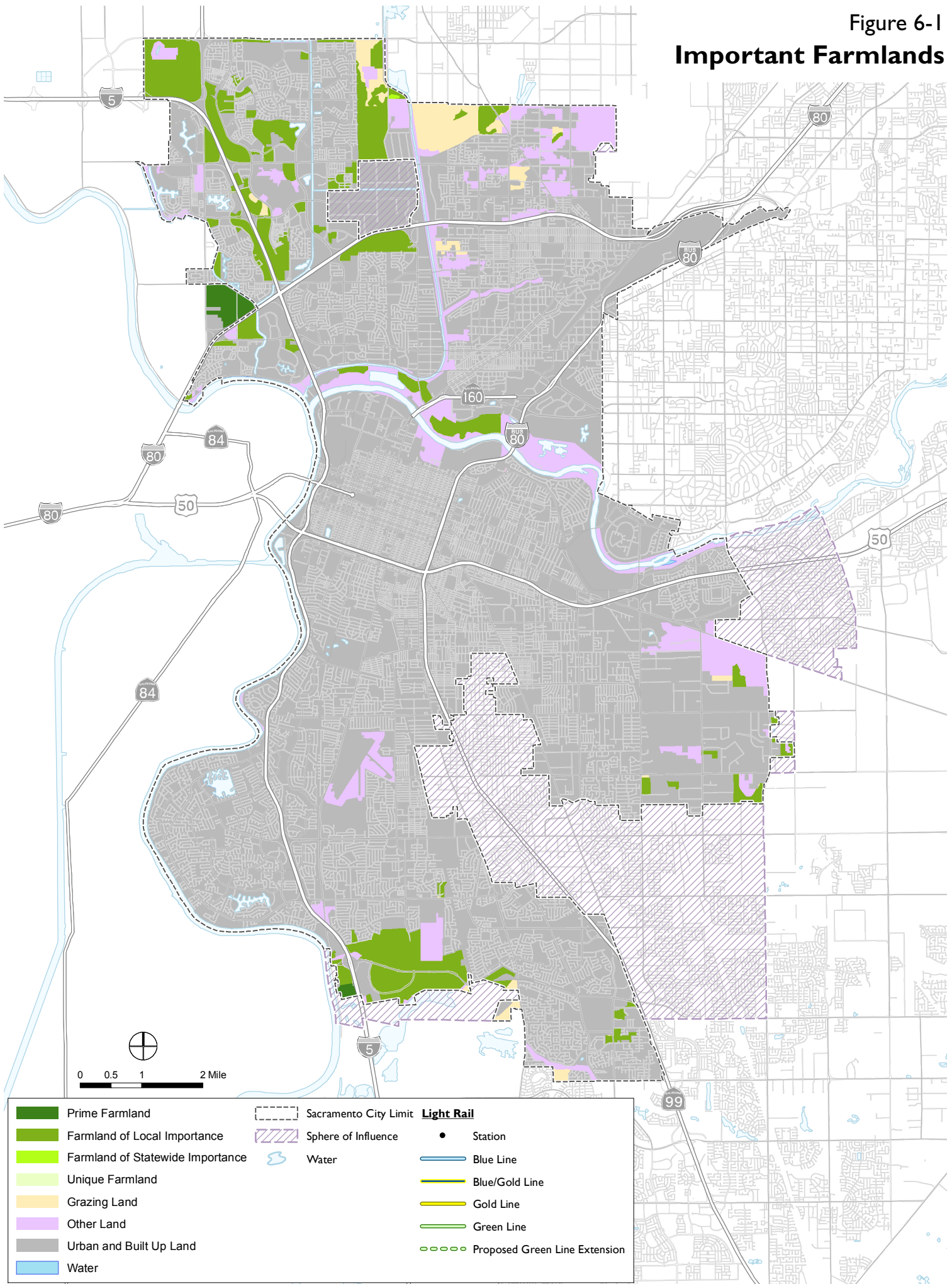
##### *Existing Agriculture*

















The city of Sacramento is built upon soil that is among the most fertile in California. As the city has grown, agricultural lands have been converted to non-agricultural uses. Today, the city of Sacramento is mostly urbanized, with limited amounts of active commercial agricultural lands remaining that support large-scale operations. Remaining agricultural land and commercial agricultural activity within the city limits are located in the southern and northern areas of the city, within the South Area and North Natomas Community Plan areas, respectively (see Figure 6-1).

**Community Gardens.** The City of Sacramento Department of Youth, Parks, and Community Enrichment (YPCE) operates 16 permanent community gardens (Table 6-1). These gardens provide residents of the Policy Areas with opportunities to garden. Locations of these community gardens are depicted in Figure 6-2.

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Figure 6-1  
Important Farmlands

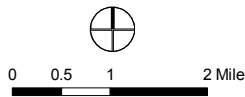
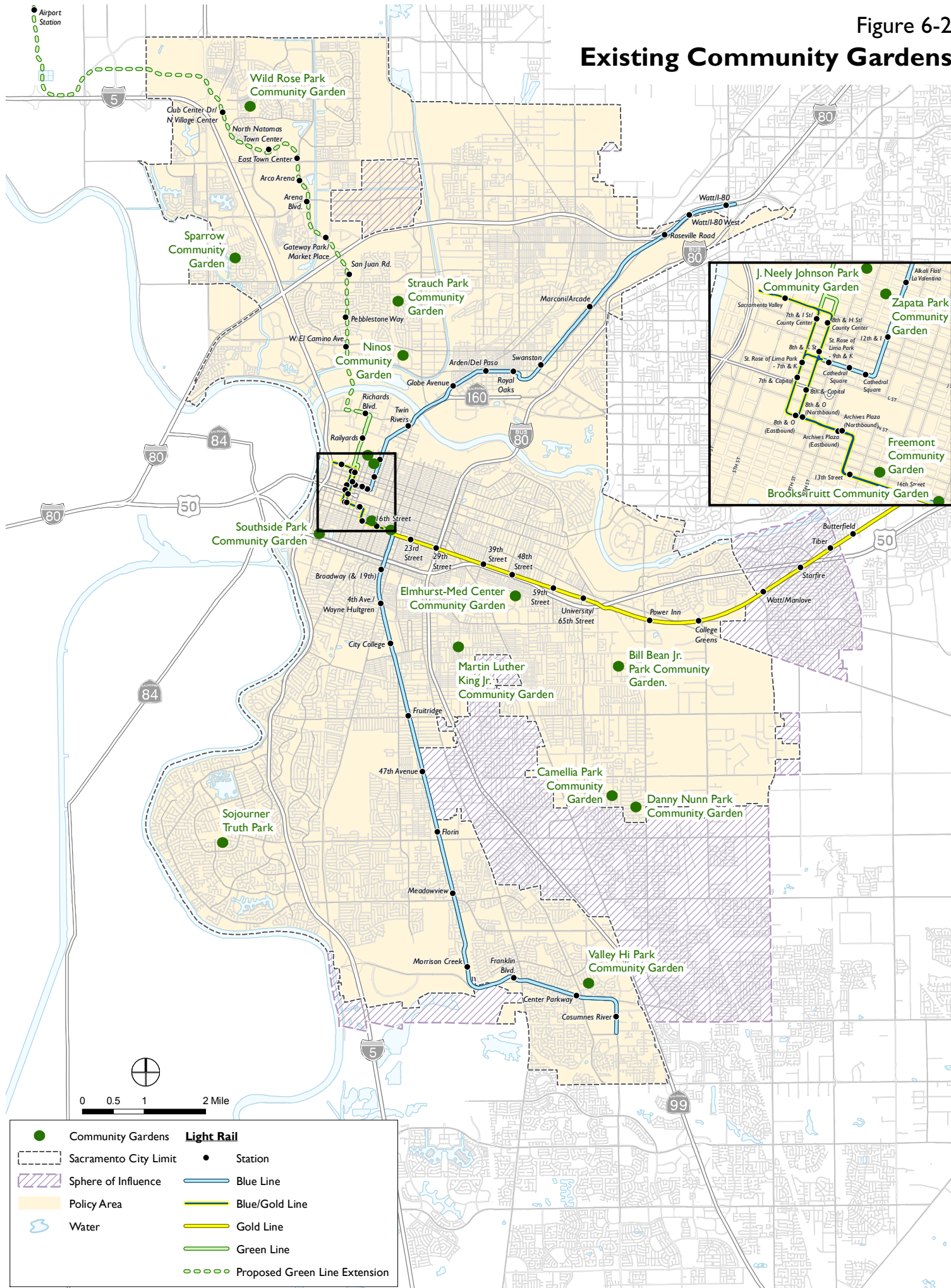


 Prime Farmland	 Sacramento City Limit	<b>Light Rail</b>
 Farmland of Local Importance	 Sphere of Influence	• Station
 Farmland of Statewide Importance	 Water	 Blue Line
 Unique Farmland		 Blue/Gold Line
 Grazing Land		 Gold Line
 Other Land		 Green Line
 Urban and Built Up Land		 Proposed Green Line Extension
 Water		

Source: City of Sacramento Community Development Department, 2018; CA Dept. of Conservation (FMMP Program) 2018

Figure 6-2

# Existing Community Gardens



- |   |  |
|---|--|
| <span style="color: green;">●</span> Community Gardens  | <b>Light Rail</b>  |
| <span style="border: 1px dashed black; display: inline-block; width: 15px; height: 10px;"></span> Sacramento City Limit                         | <span style="color: blue;">●</span> Station  |
| <span style="background-color: #f0f0f0; border: 1px solid black; display: inline-block; width: 15px; height: 10px;"></span> Sphere of Influence | <span style="border-bottom: 2px solid blue; width: 15px; display: inline-block;"></span> Blue Line                       |
| <span style="background-color: #fff9c4; border: 1px solid black; display: inline-block; width: 15px; height: 10px;"></span> Policy Area         | <span style="border-bottom: 2px solid yellow-green; width: 15px; display: inline-block;"></span> Blue/Gold Line          |
| <span style="color: blue;">~</span> Water   | <span style="border-bottom: 2px solid yellow; width: 15px; display: inline-block;"></span> Gold Line                     |
|   | <span style="border-bottom: 2px dashed green; width: 15px; display: inline-block;"></span> Green Line                    |
|   | <span style="border-bottom: 2px dotted green; width: 15px; display: inline-block;"></span> Proposed Green Line Extension |

Source: City of Sacramento Community Development Department, 2018; City of Sacramento Parks and Recreation, 2020

**Table 6-1: Community Gardens within the Policy Area**

<i>Name</i>	<i>Location</i>	<i>Approximate Number of Plots</i>
Fremont Community Garden	14th and Q Street	50
J. Neely Johnson Park Community Garden	516 I 11th Street in downtown	10
Danny Nunn Park Community Garden	6920 Power Inn Road in South Sacramento	20
Southside Park Community Garden	5th Street near W Street in downtown	40
Bill Bean Jr. Park Community Garden	7400 17 <sup>th</sup> Avenue in south Sacramento	34
Brooks Truitt Community Garden	1818 Q Street in midtown	31
Camellia Park Community Garden	6650 Cougar Drive in south Sacramento	6
Elmhurst-Med Center Community Garden	2375 49 <sup>th</sup> Street in central Sacramento	10
Ninos Community Garden	Northfield Drive at Ninos Parkway in south Natomas	40
Wild Rose Park Community Garden	5200 Kankakee Drive in north Natomas	20
Martin Luther King Jr. Community Garden	3668 Martin Luther King Jr. Boulevard	41
Strauch Park Community Garden	3075 Northstead Drive in south Natomas	24
Sojourner Truth Park	7365 Gloria Drive	26
Sparrow Community Garden	3219 Sparrow Drive in north Natomas	14
Valley Hi Park Community Garden	8185 Center Parkway in south Sacramento	22
Zapata Park Community Garden	905 E Street in downtown	14

Source: *City of Sacramento 2018.*

#### *California Department of Conservation Important Farmland Classifications*

The California Department of Conservation Farmland Mapping and Monitoring Program (FMMP) combine technical soils ratings and current land use information to create an inventory of Important Farmland. Information on soils is primarily taken from the U.S. Department of Agriculture soil surveys. The California Department of Conservation divides Important Farmland into four categories: (1) Prime Farmland, (2) Farmland of Statewide Importance, (3) Unique Farmland, and (4) Farmland of Local Importance. According to the 2016 FMMP maps, the Policy Area contains 279 acres of Prime Farmland, 9 acres of Farmland of Statewide Importance, 1 acre of Unique Farmland, and 4,571 acres of Farmland of Local Importance, for a total of 4,860 acres in the Policy Area. The FMMP classification is based on multiple factors, including soil type, the type of crop produced, agricultural zoning, and potential for irrigation. Important Farmland in the

Policy Area is shown on Figure 6-1. Important Farmland category definitions and Farmland acreages within the Policy Area are shown in Table 6-2.

**Table 6-2: Farmland Mapping and Monitoring Program Farmland Classifications within the Policy Area**

<i>Land Classification</i>	<i>Definition</i>	<i>Acres within Policy Area</i>
Prime Farmland	Prime Farmland generally consists of Class I and II soils. They have the soil quality, growing season, and moisture supply needed to produce sustained high yields of crops when treated and managed, including water management, according to current farming methods.	279
Farmland of Statewide Importance	Similar to Prime Farmland but with some minor differences, such as greater slopes or less ability to store soil moisture. The land must have been used for irrigated agricultural production some time during the four years prior to the mapping date.	9
Unique Farmland	Farmland that is not classified as prime or of statewide importance, which produces one of California’s 40 leading economic crops, such as grapes, artichokes, avocados, and dates. Soil characteristics and irrigation are not considered.	1
Farmland of Local Importance	Land other than Unique Farmland, which may be important to the local economy due to its productivity or value. Determined by each county’s board of supervisors and a local advisory committee.	4,571
Grazing Land	Land on which the existing vegetation is suited to the grazing of livestock. The minimum mapping unit for Grazing Land is 40 acres.	978
Urban and Built-up Land	Land occupied by structures with a building density of at least 1 unit to 1.5 acres, or approximately 6 structures to a 10-acre parcel. Common examples include residential, industrial, commercial, institutional facilities, cemeteries, airports, golf courses, sanitary landfills, sewage treatment, and water control structures.	54,149
Other Land	Land not included in any other mapping category. Examples of land classified as Other Land include low density rural developments; timber, wetland, and riparian areas not suitable for livestock grazing; confined livestock, poultry or aquaculture facilities; strip mines, borrow pits; and water bodies smaller than forty acres. Vacant and nonagricultural land surrounded on all sides by urban development and greater than 40 acres is also mapped as Other Land.	4,416
<b>Total</b>		<b>64,403<sup>a</sup></b>

Note: <sup>a</sup> Total does not include acreage of water in the Policy Area.

Source: California Department of Conservation 2016.

*Soils*

The NRCS has mapped over 30 individual soil units in the Policy Area (see Figure 7-1 in section 7.1, Geological and Seismic Hazards). The predominant soil units in the Policy Area are the San

Joaquin, Clear Lake, Galt, Cosumnes, and Sailboat soils, which account for over 60 percent of the total land area. The remaining soil units each account for only a few percent or less of the total. The San Joaquin soils are generally present in the eastern and southeastern part of the Policy Area; Clear Lake and Cosumnes soils occur in the northern part of the Policy Area; and Galt soils are in the southwestern part of the Policy Area, in an area generally bounded by Interstate-5 and State Route 99. Sailboat soils occur along the American and Sacramento rivers.

**Capability Rating.** There are several methods for classifying soil quality for agricultural uses. One method involves a soil capability rating provided by the NRCS. Capability ratings indicate, in a general way, the suitability of soils for most kinds of field crops. The classes are developed according to the limitation of the soils when used for field crops, the risk of damage when they are used, and the way they respond to treatment. The broadest capability groups are designated by Roman numerals I through VIII. Prime Farmland, which comprises approximately 279 acres in the Policy Area, usually consists of Class I and Class II soils.

**Storie Index Rating.** The NRCS has identified and mapped soils in Sacramento County in the Sacramento County Soil Survey and rated suitability of soils for agriculture using the Storie Index. This index expresses numerically the relative degree of suitability of a soil for general intensive agriculture. The rating is based on soil characteristics only and is obtained by evaluating such factors as soil depth, surface texture, subsoil characteristics, drainage, salts and alkali, and relief.

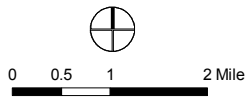
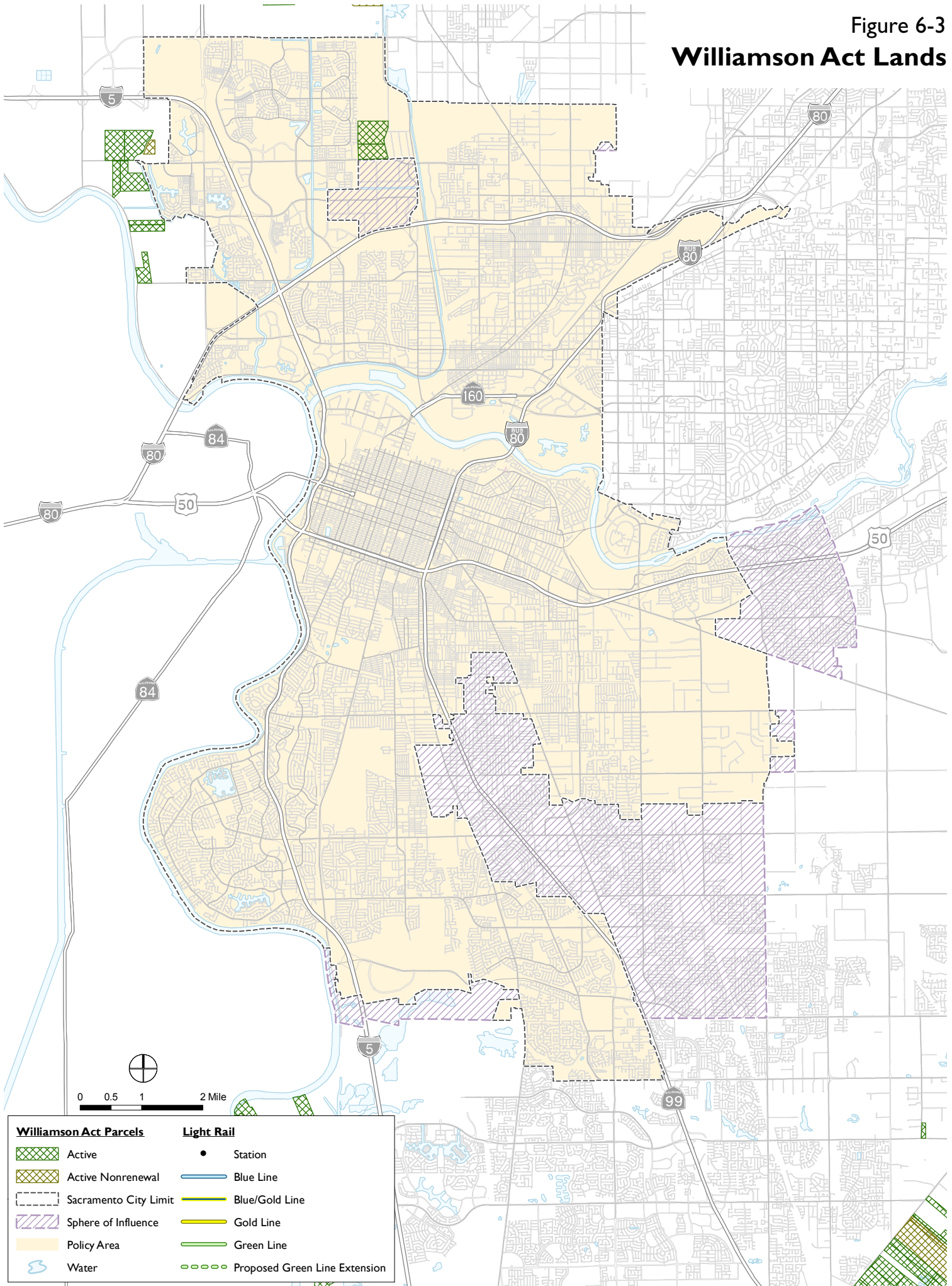
### *Williamson Act Contracts*

The California Land Conservation Act of 1965 (commonly referred to as the Williamson Act) enables local governments to enter into contracts with private landowners for the purpose of restricting specific parcels of land to agricultural or related open space use. The Williamson Act is described in detail below in the Regulatory Setting. As shown on Figure 6-3, there are twenty parcels within the Policy Area under Williamson Act contracts. Eighteen of these parcels lie entirely within the Policy Area. These parcels are comprised of having three different statuses: active, cancellation, and non-renewal. The Policy Area contains 13 parcels under cancellation, and five in non-renewal status.

### **Adjacent Lands**

Lands adjacent to the Policy Area are among the most productive agricultural regions in California. The area south of the Policy Area and extending into the Delta and the area west of Policy Area and extending towards the city of Davis are productive regions for such crops as tomatoes, pears, sugar beets, and alfalfa. The land to the east of the Policy Area is less suitable for crop production, but is well-suited for grazing livestock. Lands to the north of the Policy Area are productive sources of rice, grains, fruits, and other field crops. Agriculture, including fruit and vegetable processing and shipping, comprises a significant portion of the region's income and employment. Rice, tomatoes, wine grapes, prunes, peaches, almonds, and walnuts are among the more lucrative crops.

Figure 6-3  
**Williamson Act Lands**



Williamson Act Parcels		Light Rail	
	Active		Station
	Active Nonrenewal		Blue Line
	Sacramento City Limit		Blue/Gold Line
	Sphere of Influence		Gold Line
	Policy Area		Green Line
	Water		Proposed Green Line Extension

Source: City of Sacramento Community Development Department, 2018; Sacramento County, 2020

## REGULATORY CONTEXT

### Federal

#### *Farmland Protection Policy Act*

The Natural Resources Conservation Service (NRCS), a federal agency within the U.S. Department of Agriculture, is the agency primarily responsible for the implementation of the Farmland Protection Policy Act (FPPA).

The FPPA also established the Farmland Protection Program (FPP) and the Land Evaluation and Site Assessment (LESA). The LESA system ranks lands for suitability and inclusion in the FPP. LESA evaluates several factors, including soil potential for agricultural uses, location, market access, and adjacent land uses. The LESA system has spawned many variations, including the California LESA model, which is used in California's Farmland Mapping and Monitoring Program.

### State

#### *California Code of Regulations, Title 3: Food and Agriculture*

The California Code of Regulations, Title 3, sections 6000-6920 regulate the registration, management, use, and application of pesticides on agricultural lands. These regulations are enforced by the Sacramento County Agricultural Commissioner's office. Specific regulations tend to vary for each pesticide, its method of application, and use. However, sections 6600 and 6614 have some general regulations relating to the application of pesticide. Section 6600 describes the standards of care that shall be used when applying pesticides. Standards include using equipment that is in good condition, performing pest control in a careful manner, properly applying pesticides, and exercising reasonable precautions to avoid contamination of the environment. Section 6614 requires that non-target crops, animals, or public or private property shall not be damaged by pesticide application.

Additionally, Sections 3482.5 and 3482.6 protect the right-to-farm in California by stating that agricultural activity and operations are not considered a nuisance due to any changed condition in or about the locality, after it has been in continuous operation for more than three years if it was not a nuisance at the time it began. Section 3482.6 does not preclude a City, County, or other political subdivision of this state, acting within its constitutional or statutory authority and not in conflict with other provisions of State law, from adopting an ordinance that allows notification to a prospective homeowner that the dwelling is in close proximity to an agricultural processing activity, operation, facility, or appurtenances. Many jurisdictions that have active agricultural activities do adopt local right-to-farm ordinances.

#### *Williamson Act*

The California Land Conservation Act of 1965 (or Williamson Act) (California Government Code section 51200) recognizes the importance of agricultural land as an economic resource that is vital to the general welfare of society. The enacting legislation declares that the preservation of a



maximum amount of the limited supply of agricultural land is necessary to the conservation of the state's economic resources, and is necessary not only to the maintenance of the agricultural economy of the state, but also for the assurance of adequate, healthful, and nutritious food for future residents of the state and the nation.

Intended to assist the long-term preservation of prime agricultural land in the state, Williamson Act contracts provide the agricultural landowner with a protection against property tax increases in exchange for keeping the land in agricultural use. When under contract, the landowner no longer pays property tax for an assessed valuation based upon the property's urban development potential. The Williamson Act stipulates that, for properties under contract, "the highest and best use of such land during the life of the contract is for agricultural uses." Therefore, property under a contract is assessed and taxed based upon its agricultural value.

The Open Space Subvention Act (OSSA) was enacted on January 1, 1972 (Government Code section 16140 et seq.) to provide for the partial replacement of local property tax revenue foregone by local jurisdictions as a result of participation in the Williamson Act. OSSA authorized participating local governments to receive annual payment on the basis of the number of acres and quality based on soil type and agricultural productivity (California Department of Conservation 2018a). Since 2009, State budget conditions have constrained the funds available for OSSA payments, including complete elimination of OSSA funds from the 2011 and 2012 State budgets.

Williamson Act contracts remain in effect for 10 years unless the property owner files for a notice of non-renewal with the County (California Department of Conservation 2018b).

The Williamson Act also addresses "compatible" uses. In section 51231, the Williamson Act states that "the board or council, by resolution, shall adopt rules governing the administration of agricultural preserves...Rules related to compatible uses shall be consistent with the provisions of section 51238.1." Section 51238.1 states the following:

- a. Uses approved on contracted lands shall be consistent with all of the following principles of compatibility:
  1. The use will not significantly compromise the long-term productive agricultural capability of the subject contracted parcel or parcels or on other contracted lands in agricultural preserves.
  2. The use will not significantly displace or impair current or reasonably foreseeable agricultural operations on the subject contracted parcel or parcels or on other contracted lands in agricultural preserves. Uses that significantly displace agricultural operations on the subject contracted parcel or parcels may be deemed compatible if they relate directly to the production of commercial agricultural products on the subject contracted parcel or parcels or neighboring lands, including activities such as harvesting, processing, or shipping.
  3. The use will not result in the significant removal of adjacent contracted land from agricultural or open-space use.

## Local

### *City of Sacramento Planning and Development Code*

The City of Sacramento Planning and Development Code (Sacramento City Code Title 17) is intended to encourage the most appropriate use of land, , provide adequate open space for recreational, aesthetic, and environmental amenities, and control the distribution of population to promote health, safety, and the general welfare of the population of the city. To achieve this goal, the Planning and Development Code regulates the use of land, buildings, or other structures for residences, commerce, industry, and other uses required by the community. The City's two agriculture-open space zoning classifications are defined below.

- **A: Agricultural Zone:** This is an agricultural zone restricting the use of land primarily to agriculture and farming. It is also considered an open space zone. Property in this zone will be considered for reclassification when proposed for urban development which is consistent with the general plan.
- **A-OS: Agriculture-Open Space Zone:** This is an exclusive agricultural zone designed for the long-term preservation of agricultural and open space land. This zone is designated to prevent the premature development of land in this category to urban uses. The maximum building height is 50 feet.

Within the Policy Area there are 2,072 acres zoned as Agricultural (A) and 2,189 acres zoned as Agriculture-Open Space (A-OS).

The Urban Agriculture Ordinance was adopted by the Sacramento City Council on March 24, 2015. This allowed small-scale urban agriculture as the primary land use in most zones. The Urban Agriculture Ordinance also included a number of development and operational standards, including:

- “Market garden” allowed as a primary land use. This refers to the primary use of a site for cultivation of fruits, vegetables, flowers, fiber, nuts, seeds, or culinary herbs for sale or donation of its produce to the public, in a zone other than an A or A-OS.
- The allowable size of “community garden, private” is increased.
- Onsite urban agriculture stands up to 120 square feet are allowed on the site of an urban agriculture use by right in most zones. Product sales at urban agriculture stands are limited to produce and value-added product grown on site.
- Aquaculture operations are allowed as an accessory use in residential zones, and as primary uses in non-residential zones, subject to the regulations of the underlying zone (City of Sacramento 2015a).

*City of Sacramento 2035 General Plan*

The City's 2035 General Plan included goals and policies related to urban agriculture in the Environmental Resources Element (City of Sacramento 2015b) and the Land Use and Urban Design Element (City of Sacramento 2015c). These include:

- **Goal ER 4.1 (Urban Agriculture and Access to Locally Grown Foods):** Expand urban agriculture and food production and increase the distribution and sale of locally grown fresh food.
  - **Policy ER 4.1.1 (Community and Rooftop Gardens):** The City shall provide incentives for developers to include community gardens and rooftop gardens in new development projects.
  - **Policy ER 4.1.2 (Local Food Production, Distribution, and Sale):** The City shall promote urban agriculture with zoning provisions that support means for production, distribution, and sale of locally grown foods, such as market gardens, farmer's markets, community markets, and farm stands, particularly in areas that have vacant or underutilized land.
- **Goal LU 8.2 (Special Uses):** Provide for the development of Special Uses (e.g., assembly facilities, live-work studios, and care facilities) that are included within several Land Use and Urban Form Designations.
  - **Policy LU 8.2.6 (Farmers/Public Markets):** The City shall continue to support existing farmers markets, public markets, and similar activities and encourage the development of additional markets throughout the city to provide residents with access to fresh, local produce, and convenient shopping.
  - **Policy LU 8.2.7 (Locally-Grown and Organic Foods):** The City shall allow urban farms and market gardens at a scale that is appropriate to Sacramento's neighborhoods, particularly in areas that lack access to fresh healthy foods, and have vacant or underutilized land.

*Natomas Basin Habitat Conservation Plan (NBHCP)*

The NBHCP seeks "to promote biological conservation in conjunction with economic and urban development within the Permit Areas." Some species identified in and protected by the NBHCP rely on agricultural activities to sustain their populations. Figure 6-6 in Section 6.2, Biological Resources, shows the location of the NBHCP area. For a complete description of the NBHCP, please refer to Section 6.2 of this report.

## 6.2 Biological Resources

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### INTRODUCTION

This section identifies major plant and animal resources within the Policy Area. Significant biological resources in the Policy Area include species listed as threatened or endangered, proposed for Federal and/or State listing as threatened or endangered, or any species identified as a candidate, sensitive, or special status species in local or regional plans, policies or regulations, or by the California Department of Fish and Wildlife (CDFW; formerly the California Department of Fish and Game) or United States Fish and Wildlife Service (USFWS). Additionally, sensitive habitats, habitat for any of the species described above, and wetlands or other waters under the jurisdiction of the U.S. Army Corps of Engineers (USACE) under Section 404 of the Clean Water Act, are considered significant biological resources.

Information for this section is based on data obtained from the CDFW's California Natural Diversity Database (2018), the California Native Plant Society's (CNPS) Electronic Inventory of Rare and Endangered Vascular Plants of California (2018), USFWS Endangered and Threatened Species list, United States Geological Survey's (USGS) 7.5-minute quadrangles for Taylor Monument, Rio Linda, Citrus Heights, Sacramento West, Sacramento East, Carmichael, Clarksburg, Florin, and Elk Grove, species information on CDFW's website, and a variety of environmental documents including the *Natomas Basin Habitat Conservation Plan* (NBHCP; City of Sacramento 2003), *Panhandle Annexation and PUD Final EIR* (City of Sacramento, 2018), *Railyards Specific Plan Update Subsequent Final EIR* (ESA 2016), various environmental documents generated for the proposed Delta Shores Development, the *Final Draft Bufferlands Master Plan* (Jones & Stokes 2000), and the *Central City Specific Plan Final EIR* (ESA 2018).

### EXISTING CONDITIONS

#### Habitats

Prior to human development, the natural habitats within the Policy Area included perennial grasslands, riparian woodlands, oak woodlands, and a variety of wetlands including vernal pools, seasonal wetlands, freshwater marshes, ponds, streams, and rivers. Over the last 150 years, agriculture, irrigation, flood control, and urbanization have resulted in the loss or alteration of much of the natural habitat within the Policy Area. Non-native annual grasses have replaced the native perennial grasslands, many of the natural streams have been channelized, much of the riparian and oak woodlands have been cleared, and most of the marshes have been drained and converted to agricultural or urban uses.

Though the majority of the Policy Area is developed with residential, commercial, and other urban development, valuable plant and wildlife habitat still exists. These natural habitats are located primarily outside the city boundaries in the northern, southern and eastern portions of the Policy Area, but also occur within the Policy Area along river and stream corridors and on a number of undeveloped parcels. Habitats that are present in the Policy Area include annual grasslands, riparian woodlands, oak woodlands, riverine, ponds, freshwater marshes, seasonal wetlands, and

vernal pools. These habitats and their general locations within the Policy Area are discussed briefly below.

### *Annual Grassland*

Annual grassland habitat occurs throughout the undeveloped portions of the Policy Area, primarily as a distinct vegetation community, but also as an understory to oak and riparian woodland habitats. The largest concentration of annual grassland occurs in the northern portion of the Policy Area – in North Sacramento and North Natomas – but significant concentrations are also present in south Sacramento and in the eastern portion of the Policy Area. This habitat occupies (and has largely replaced through competition) what was once native perennial bunch grass habitat. Annual grassland species commonly observed in the Policy Area include ripgut brome (*Bromus diandrus*), soft chess (*Bromus mollis*), wild oat (*Avena fatua*), Italian rye (*Lolium multiflorum*), Mediterranean barley (*Hordeum marinum* spp. *gussoneanum*), foxtail barley (*Hordeum murinum* spp. *leporinum*), hairgrass (*Aira caryophylla*) and medusahead grass (*Taeniatherum caput-medusae*). Some of the more common forbs found in these annual grasslands include cutleaf geranium (*Geranium dissectum*), red stem filaree (*Erodium botrys*), clover (*Trifolium* spp.), bur clover (*Medicago polymorpha*), fiddle-neck (*Amsinckia menziesii*), curly dock (*Rumex crispus*), wild radish (*Raphanus sativa*), wild mustard (*Brassica* spp.), star thistle (*Centaurea solstitialis*), milk thistle (*Silybum marianum*), bull thistle (*Cirsium vulgare*), blue dicks (*Dichelostemma capitatum*), spikeweed (*Hemizonia fitchii*), and vinegar weed (*Trichostema lanceolatum*).

Annual grasslands are important habitats to a variety of wildlife, including small rodents such as deer mice (*Peromyscus maniculatus*) and California voles (*Microtus californicus*) that feed on the abundance of grass seeds that this habitat provides. Other small mammals that use this habitat include species such as Botta's pocket gopher (*Thomomys bottae*), cottontail (*Sylvilagus audubonii*), black-tail hare (*Lepus californicus*), and California ground squirrel (*Spermophilus beecheyi*). These small mammals in turn provide food for a variety of predators including mammals such as the coyote (*Canis latrans*), gray fox (*Urocyon cinereoargenteus*), bobcat (*Lynx rufus*) and birds such as the red-tailed hawk (*Buteo jamaicensis*), red-shouldered hawk (*Buteo lineatus*), barn owl (*Tyto alba*), American crow (*Corvus brachyrhynchos*), and loggerhead shrike (*Lanius ludovicianus*). Other bird species that may occur in this habitat include the prairie falcon (*Falco mexicanus*), western meadowlark (*Sturnella neglecta*), scrub jay (*Aphelocoma coerulescens*), and western bluebird (*Sialia mexicana*). Frequently encountered reptile species in annual grasslands include the western yellow-bellied racer (*Coluber constrictor mormon*), northern Pacific rattlesnake (*Crotalus oreganus oreganus*), Pacific gopher snake (*Pituophis catenifer catenifer*), California kingsnake (*Lampropeltis getulua californiae*), western terrestrial garter snake (*Thamnophis elegans*), western fence lizard (*Sceloporus occidentalis*), southern alligator lizard (*Elgaria multicarinatus*), and Gilbert's skink (*Eumeces gilberti*). Annual grasslands also frequently support seasonal wetlands and vernal pools that provide important breeding sites for the Pacific tree frog (*Pseudacris regilla*) and western toad (*Bufo boreas*).

Special-status species that use annual grasslands for foraging and/or nesting include the Swainson's hawk (*Buteo swainsoni*), burrowing owl (*Athene cunicularia*), and white-tailed kite (*Elanus caeruleus*). Where vernal pools or seasonal wetlands are a component, grasslands provide habitat

for special-status species such as the Federally-listed vernal pool fairy shrimp (*Branchinecta lynchi*) and vernal pool tadpole shrimp (*Lepidurus packardii*).

### *Ruderal Habitats*

Ruderal communities within the Policy Area are characterized by plant species adapted to continued disturbance (e.g., mowing, spraying, grading) and are largely composed of non-native annuals that have displaced the more conservative, native perennial species. Ruderal assemblages of species are found throughout the Policy Area, along the boundaries of active construction zones where recent grading or stockpiling of soils had taken place, in vacant lots, and in agricultural areas that are no longer in production. Non-native species typically observed within these areas include common sow-thistle (*Sonchus oleraceus*), white sweet clover (*Melilotus officinalis*), rip-gut brome (*Bromus diandrus*), wild oat, Bermuda grass (*Cynodon dactylon*), foxtail fescue (*Festuca megalura*), Italian rye-grass (*Lolium multiflorum*), wild radish (*Raphanus raphanistrum*), bur-clover, common plantain (*Plantago major*), milk thistle, common groundsel (*Senecio vulgaris*), cudweed (*Gnaphalium spp.*), filaree, spring vetch (*Vicia lathyroides*), common knotweed (*Polygonum arenastrum*), prickly lettuce (*Lactuca serriola*), red clover (*Trifolium pretense*), shepherd's purse (*Capsella bursa-pastoris*), and bull thistle. Native species observed included fiddleneck (*Amsinckia spp.*), horseweed (*Conyza canadensis*), miniature lupine (*Lupinus bicolor*), and toad-rush (*Juncus bufonius*).

Although not as ecologically diverse as other habitat types, ruderal communities are used by many wildlife species for all or part of their life cycle. Mammals typically found in these communities include Botta's pocket gopher (*Thomomys bottae*), California vole, black-tailed hare, California ground squirrel, and western harvest mouse (*Reithrodontomys megalotis*). These rodent populations provide prey for mammalian predators, such as coyote, and avian predators such as American kestrel (*Falco sparverius*), red-tailed hawk, barn owl, and great horned owl (*Bubo virginianus*). Additional species found in this habitat type include killdeer (*Charadrius vociferous*), American crow, mourning dove (*Zenaida macroura*), savannah sparrow (*Passerculus sandwichensis*), western meadowlark, gopher snake, and striped skunk (*Mephitis mephitis*).

### *Riparian*

Riparian woodland and scrub habitats are generally associated with rivers, low gradient streams, floodplains, and occasionally ponds and canals. The composition of species in riparian woodland communities is highly variable and dependent on geographic location, elevation, substrate, and amount of flow in the watercourse. This habitat can be found along many of the perennial and ephemeral drainages and other waterways in the Policy Area, but the largest expanses of riparian vegetation occur along the American and Sacramento rivers, Natomas Main Drainage Canal (NEMDC) (also known as historic Steelhead Creek), Arcade Creek, and lower Morrison Creek/Beach Lake. The vegetation of the riparian woodland habitat is variable and often structurally diverse. Trees characteristic of riparian habitats in the Policy Area include valley oak (*Quercus lobata*), Fremont cottonwood (*Populus fremontii*), California black walnut (*Juglans californica*), white alder (*Alnus rhombifolia*), willow (*Salix spp.*), and Oregon ash (*Fraxinus latifolia*). Typical understory include shrubs, box elder (*Acer negundo*), button willow (*Cephalanthus occidentalis*), California buckeye (*Aesculus californicus*), coyote brush (*Baccharis*

*pilularis*), California grape (*Vitis californicus*), Himalayan blackberry (*Rubus discolor*), and poison oak (*Toxicodendron diversilobum*). The herbaceous species occurring in the understory include seashore vervain (*Verbena litoralis*), bedstraw (*Galium spp.*), sedges (*Carex spp.*), umbrella sedges (*Cyperus spp.*), rushes (*Juncus spp.*), spike rush (*Eleocharis macrostachya*), and a variety of annual grasses.

Riparian habitats provide abundant food, cover, and breeding sites for wildlife in close proximity to water. These factors and the structural diversity of riparian woodland are largely responsible for the high productivity of this habitat type. Characteristic bird species in this habitat include the California quail (*Callipepla californica*), mourning dove, Nuttall's woodpecker (*Picoides nuttallii*), black phoebe (*Sayornis nigricans*), spotted towhee (*Pipilo maculatus*), California towhee (*Pipilo crissalis*), and song sparrow (*Melospiza melodia*). A number of these species nest or roost in riparian woodlands and feed in adjacent habitat, such as annual grassland and agricultural fields. Riparian woodlands also provide important feeding, resting, and nesting habitat for neotropical migrant songbirds such as warblers, vireos, grosbeaks, and flycatchers. Mammals found within riparian habitat may include the raccoon (*Procyon lotor*), deer mouse (*Peromyscus maniculatus*), broad-footed mole (*Scapanus latimanus*), striped skunk, opossum (*Didelphis virginianus*), and gray fox. Amphibians and reptiles likely to occur in this community include the western toad, Pacific tree frog, common king snake (*Lampropeltis getulus californicae*), valley garter snake (*Thamnophis sirtalis fitchii*), and Gilbert's skink. Special-status species that forage and/or nest in riparian habitats include the Swainson's hawk, Cooper's hawk (*Accipiter cooperii*), yellow warbler (*Dendroica petechia*), white-tailed kite, and yellow-breasted chat (*Icteria virens*).

### Oak Woodlands

Oak woodlands are very limited in the Policy Area and occur only in upland areas adjacent to (or integrated with) riparian woodland habitat. The largest concentration of oak woodland is found in North Sacramento, but the habitat is also still present to a limited extent in the southwestern portion of the Policy Area near Beach Lake and the Sacramento Regional Wastewater Treatment Plant buffer lands. Plant species composition in this habitat can be variable, but is typically dominated by an overstory of valley oaks, and/or interior live oaks (*Quercus wislizenii*), with blue oak (*Q. douglasi*), California buckeye, California black walnut, and foothill pine (*Pinus sabiniana*). Understory plant species include poison oak, toyon (*Heteromeles arbutifolia*), coyote brush, Himalayan blackberries, and a variety of annual grasses such as wild oats, wild rye, and foxtail barley.

Oak woodlands provide a diversity of wildlife habitat. Acorns are an essential food resource for many wildlife species including the western gray squirrel (*Sciurus griseus*), California ground squirrel, black-tailed deer (*Odocoileus hemionus*), deer mouse, dusky-footed woodrat (*Neotoma fuscipes*), acorn woodpecker (*Melanerpes formicivorus*), northern flicker (*Colaptes auratus*), and western scrub jay. The abundant insect life found in the bark and foliage of oaks provide food for bird species such as the red-breasted nuthatch (*Sitta canadensis*), bushtit (*Psaltriparus minimus*), plain titmouse (*Parus inornatus*), and ash-throated flycatcher (*Myiarchus cinerascens*). Avian predators that nest and forage in oak woodland habitat include the great horned owl, western screech-owl (*Otus kennicotti*), red-tailed hawk, and red-shouldered hawk (*Buteo lineatus*).

Mammals commonly found in this habitat include the raccoon, striped skunk, cottontail, and gray fox. A variety of woodpecker species nest in the cavities of oak trees, as do house wrens (*Troglodytes aedon*), western bluebirds (*Sialia mexicana*), and American kestrels that use abandoned woodpecker cavities. Typical amphibian and reptile species found in this habitat include the California newt (*Taricha torosa*), ensatina (*Ensatina eschscholtzi*), California slender salamander (*Batrachoceps attenuatus*), sharp-tailed snake (*Contia tenuis*), ringneck snake (*Diadophis punctatus*), Pacific tree frog, western terrestrial garter snake (*Thamnophis elegans*), Gilbert's skink, western fence lizard, and southern alligator lizard. Special-status species using oak woodlands for foraging and/or nesting include Cooper's hawk, white-tailed kite, and loggerhead shrike.

### Wetlands

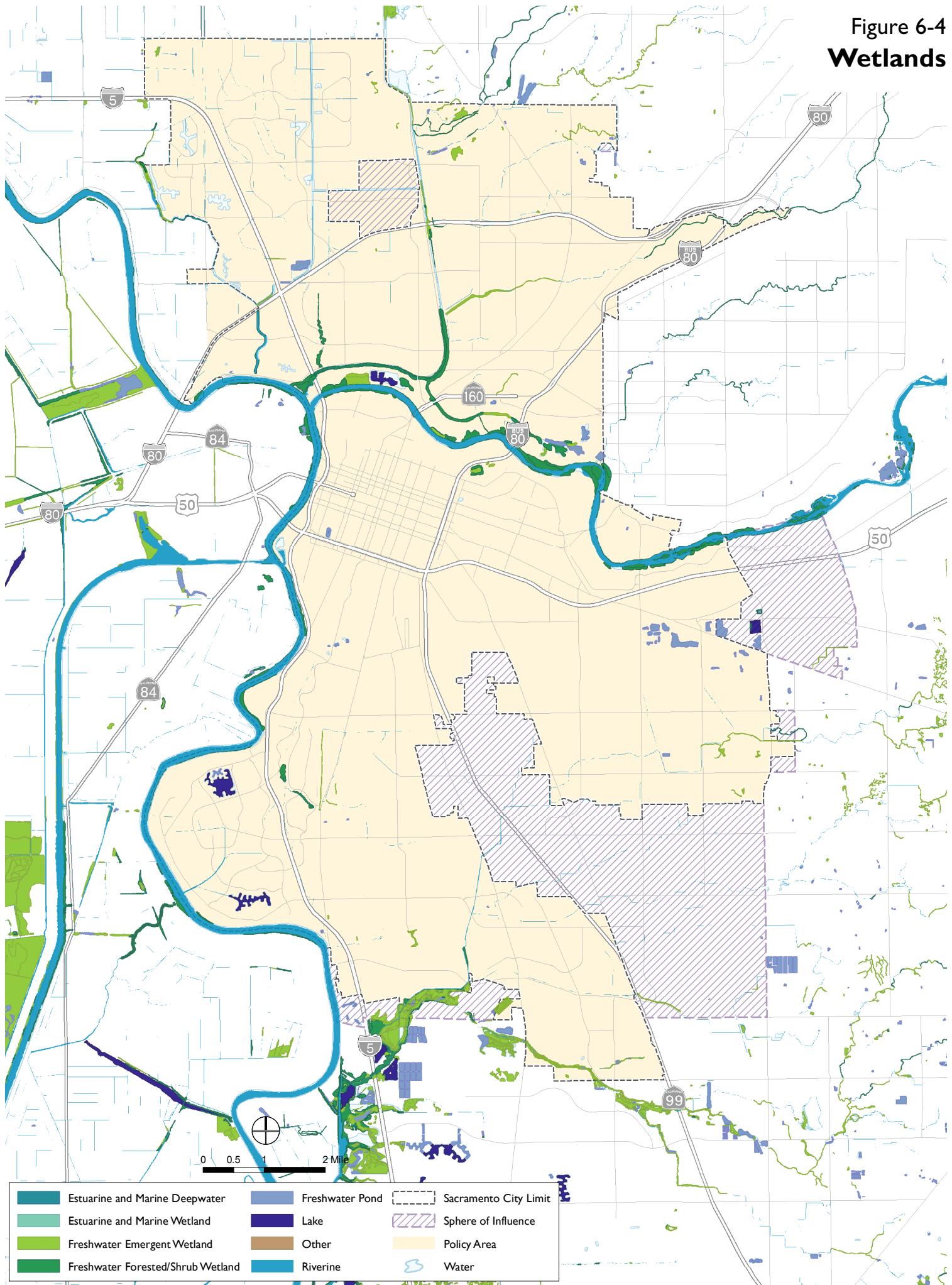
Figure 6-4 shows wetlands within the Policy Area, and different wetland types are described below. Due to the small scale of the map, wetlands still present in the city are either barely visible or not visible on this map due to their small size.

**Rivers, Creeks and Canals.** The American and Sacramento rivers, their tributaries, and other waterways in the Policy Area are important to local wildlife, not only for the habitat they provide, but for the connectivity they create between otherwise isolated areas of wildlife habitat, acting as corridors through which wildlife species can migrate. Many of the creeks in the Policy Area have been at least partially channelized and lined with concrete, and are maintained such that riparian and marsh vegetation is generally cleared on an annual basis. Special-status species that use rivers, creeks and canals in the Policy Area include Swainson's hawk, giant garter snake (*Thamnophis gigas*), herons and egrets.

**Freshwater Marsh.** Freshwater marsh habitat is typically associated with the margins of rivers, streams, or ponds, but can form anywhere where shallow, slow moving perennial water is present. In the Policy Area, freshwater marsh occurs primarily along portions of the American River, NEMDC, Arcade Creek, lower Morrison Creek, and Beach Lake. Plant species common to freshwater marsh habitats in the Policy Area include cattails (*Typha latifolia*), tule (*Scirpus californicus*), sedges and umbrella sedges, rushes, water primrose (*Ludwigia peploides*), water smartweed (*Polygonum amphibium*), parrot feather (*Myriophyllum aquaticum*), pennyroyal (*Mentha pulegium*), seashore vervain, common yellow monkey flower (*Mimulus guttatus*), and smooth cocklebur (*Xanthium strumarium*). Freshwater marshes provide important breeding and foraging habitat for a wide variety of local wildlife, such as herons and egrets, muskrats, raccoon, red-winged blackbirds and a wide variety of waterfowl. Special-status species that use freshwater marsh habitats in the Policy Area include giant garter snake, northern harrier (*Circus cyaneus*), tricolor blackbird (*Agelaius tricolor*), Sanford's arrowhead (*Sagittaria sanfordii*), and rose mallow (*Hibiscus lasiocarpus*).



Figure 6-4  
Wetlands



Natomas, though significant areas also occur in the Airport-Meadowview and south Sacramento areas and in undeveloped, eastern portions of the Policy Area.

Vernal pools are ephemeral wetlands that form in shallow depressions underlain by a substrate near the surface that restricts the percolation of water. These depressions fill with rainwater during the fall and winter and can remain inundated until spring or early summer, sometimes filling and emptying numerous times during the rainy season. A flowering community, dominated by characteristic wetland plants, differentiates vernal pools from other seasonal wetlands. Vernal pool plant species likely to occur within the Policy Area include the winged water-starwort (*Callitriche marginata*), annual hairgrass (*Deschampsia danthonioides*), horned downingia (*Downingia ornatissima*), coyote thistle (*Eryngium vaseyi*), bractless hedge-hyssop (*Gratiola ebracteata*), slender popcorn flower (*Plagiobothrys stipitatus*), spine-fruit butter-cup (*Ranunculus bonariensis*), and purslane speedwell (*Veronica peregrina*).

Seasonal wetlands are distinguished from vernal pools in that they may not be inundated for as long as vernal pools and generally contain a greater abundance of facultative and grassy species, and few, if any vernal pool endemic species. The distinction between the two types is often unclear; the final determination of the type of wetland can often be dependent upon the verification of the USACE. Both vernal pools and seasonal wetlands provide habitat for a number of plant and animal species listed as threatened or endangered, or that have other special status that requires their protection. The most well known are the vernal pool crustaceans, such as vernal pool fairy shrimp (*Branchinecta lynchi*) and vernal pool tadpole shrimp (*Lepidurus packardi*), along with a variety of plant species characteristically occurring in vernal pools.

### *Ornamental*

Ornamental landscaping consists of areas supporting introduced or non-native trees, shrubs, flowers, and turf grass. Ornamental landscaping occurs in green belts, parks, and horticultural plantings throughout the Policy Area. Typical species include London Plane tree (*Platanus acerifolia*), European hackberry (*Celtis australis*), ginkgo (*Ginkgo biloba*), sweetgum (*Liquidambar styraciflua*), pepper trees (*Schinus molle*), and Canary Island date palm (*Phoenix canariensis*). Despite their highly-manicured and intensively-maintained appearance, urban landscapes offer local wildlife populations a surprising variety of habitat types for exploiting food, nesting, and cover resources. Wildlife species that occur throughout ornamental landscaped areas include raccoon, black-tailed hare, opossum, Anna's humming bird (*Calypte anna*), yellow-billed magpie (*Pica nuttalli*), northern flicker, dark-eyed junco (*Junco hyemalis*), mallard (*Anas platyrhynchos*), wood duck (*Aix sponsa*), great blue heron (*Ardea herodias*), Canada goose (*Branta canadensis*), American robin (*Turdus migratorius*), and western scrub jay, red-tailed hawk, and red-shouldered hawk.

### **Special-Status Species**

The following section addresses special-status species observed, reported, or having the potential to occur in the Policy Area. These resources include plant, and wildlife species that have been afforded special-status and/or recognition by Federal and State resource agencies, as well as private conservation organizations and special interest groups, such as the CNPS. In general, the principal reason an individual taxon (species, subspecies, or variety) is given such recognition is the

documented or expected decline or limitation of its population size or geographical extent and/or distribution that results, in most cases, from habitat loss.

For the purposes of this section, special-status species include:

- Species listed, proposed, or candidate species for listing as Threatened or Endangered by the USFWS pursuant to the Federal Endangered Species Act (FESA) of 1969, as amended;
- Species listed as Rare, Threatened, or Endangered by the CDFW pursuant to the California Endangered Species Act (CESA) of 1970, as amended;
- Species designated as Fully Protected under Sections 3511 (birds), 4700 (mammals), and 5050 (reptiles and amphibians) of the California Fish and Game Code;
- Species designated by the CDFW as California Species of Concern;
- Plant species listed as Category 1B and 2 by the CNPS; and
- Species not currently protected by statute or regulation, but considered rare, threatened or endangered under CEQA (section 15380).

Special-status species that are known to occur in the Policy Area, or suspected to occur based on the natural habitats present are listed in Table 6-3. Figure 6-5 shows results of a search of the California Natural Diversity Database (CNDDDB).

## REGULATORY CONTEXT

### Federal

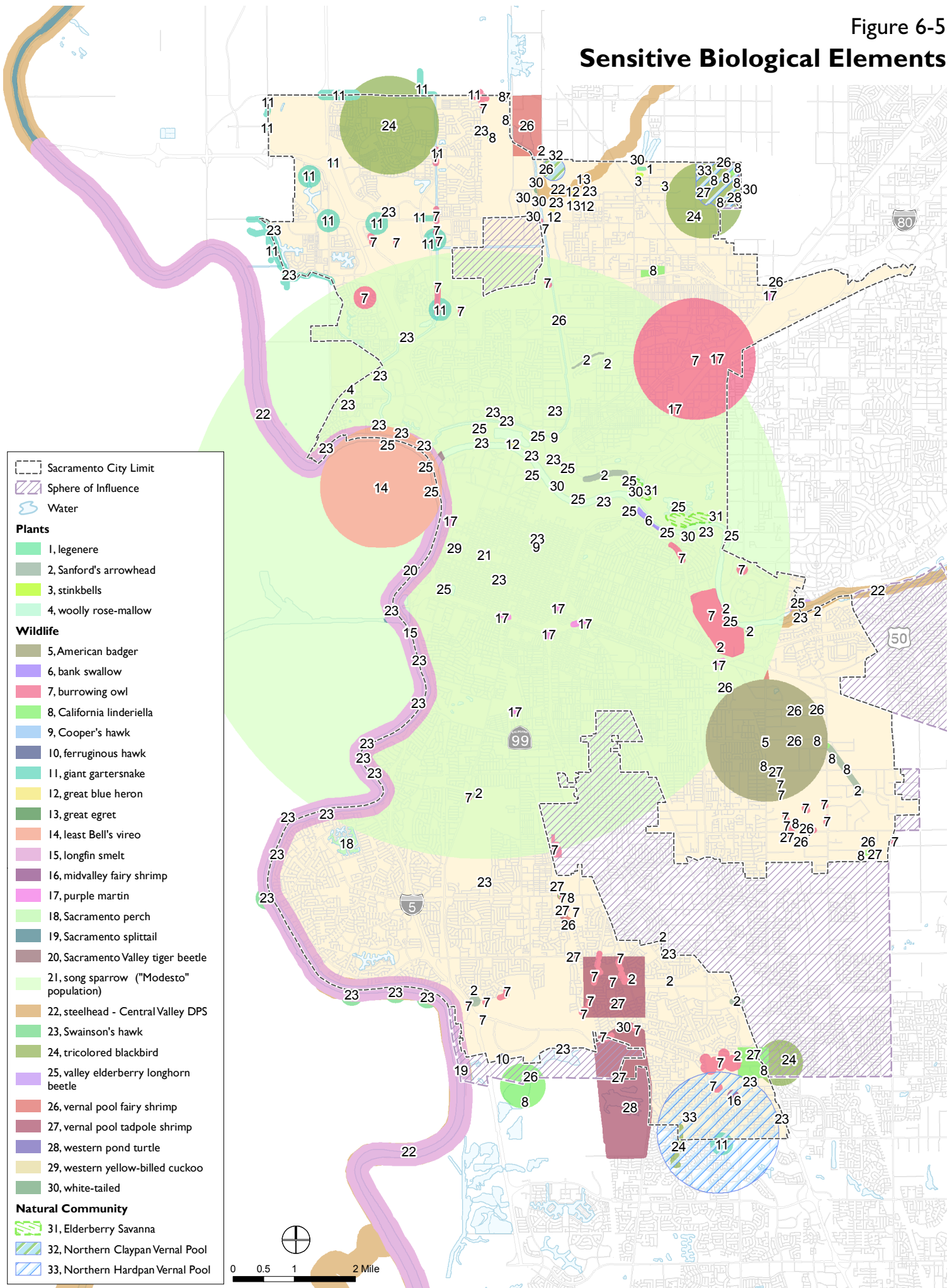
#### *Federal Endangered Species Act (FESA)*

The FESA of 1973 provides legal protection for threatened and endangered plant and animal species, and requires definitions of critical habitat and development of recovery plans for specific species. Section 7 of FESA requires Federal agencies to make a finding on the potential to jeopardize the continued existence of any listed species potentially impacted by all Federal actions, including the approval of a public or private action, such as the issuance of a permit pursuant to Sections 10 and 404 of the Federal Clean Water Act (CWA). Section 9 of FESA prohibits the take of any member of an endangered species. Take is defined by the FESA as “...harass, harm, pursue, hunt, shoot, wound, kill, trap, capture, or collect, or to attempt to engage in any such conduct.” Section 10(a) of the FESA permits the incidental take of listed species if the take is incidental to, and not the purpose of, the carrying out of an otherwise lawful activity.

Projects adversely affecting Federally-listed threatened or endangered species are required to obtain take permission from USFWS prior to project implementation. If a Federal agency is involved (i.e., if a wetlands permit is required, project has Federal funding, etc.), take permission can be obtained through FESA Section 7 consultation with USFWS.

Figure 6-5

# Sensitive Biological Elements



**Table 6-3: Special-Status Species Potentially Occurring in the Policy Area**

Scientific Name	Common Name	Status	Habitat
<b>Plants</b>			
<i>Astragalus tener</i> <i>var. tener</i>	Alkali milk- vetch	IB.2	Associated with vernal pools, playas, and valley grasslands on adobe clay and/or alkaline soils.
<i>Atriplex depressa</i>	Brittlescale	IB.2	Associated with chenopod scrub, meadows, playas, valley grassland, vernal pools. Usually in alkali scalds or alkali clay in meadows or annual grassland.
<i>Atriplex joaquiniana</i>	San Joaquin spearscale	IB.2	Occurs in chenopod scrub, alkali meadow, and valley and foothill grassland.
<i>Balsamorhiza macrolepis</i> <i>var. macrolepis</i>	Big-scale balsamroot	IB.2	Occurs in grassland habitat.
<i>Chloropyron molle</i> <i>ssp. hispidum</i>	Hispid bird's beak	IB.1	Occurs in grassland and vernal pool habitats.
<i>Chloropyron palmatum</i>	Palmate- bracted bird's- beak	FE, CE, IB.1	Occurs in chenopod scrub, and valley and foothill grassland habitats; usually on alkaline clay.
<i>Downingia pusilla</i>	Dwarf downingia	2.2	Typically occurs in vernal pools, vernal swales, and occasionally other seasonal wetlands. Restricted in distribution as a result of habitat conversion and associated disturbance. Habitat occurs primarily in higher elevation portions of the Policy Area such as North Sacramento, and portions of East Sacramento and South Sacramento.
<i>Gratiola heterosepala</i>	Boggs Lake hedge- hyssop	CE, IB.2	Typically occurs in vernal pools, vernal swales, and occasionally other seasonal wetlands. Restricted in distribution as a result of habitat conversion and associated disturbance. Habitat occurs primarily in higher elevation portions of the Policy Area such as North Sacramento, and portions of East Sacramento and South Sacramento.
<i>Hibiscus lasiocarpus</i> <i>var. occidentalis</i>	Woolly rose- mallow	2.2	Perennial herb that grows from 3 to 6 feet in height and has white or rose-colored flowers. Associated with wet banks and marshes in the Policy Area. Known to occur along the American River in the Policy Area, but could also occur elsewhere in areas of suitable habitat.
<i>Juglans hindsii</i>	Northern California black walnut	IB.1	Associated with riparian forest and woodland habitats. Few extant native stands remain. Widely naturalized from rootstock plants. Native stands are now only known to occur in Napa and Contra Costa counties.
<i>Juncus leiospermus</i> <i>var. ahartii</i>	Ahart's dwarf rush	IB.2	Typically occurs in vernal pools, vernal swales, and occasionally other seasonal wetlands. Restricted in distribution as a result of habitat conversion and associated disturbance. Habitat occurs primarily in higher elevation portions of the Policy Area such as North Sacramento, and portions of East Sacramento and South Sacramento.

**Table 6-3: Special-Status Species Potentially Occurring in the Policy Area**

Scientific Name	Common Name	Status	Habitat
<i>Legenere limosa</i>	Legenere	IB.1	Typically occurs in vernal pools, vernal swales, and occasionally other seasonal wetlands. Restricted in distribution as a result of habitat conversion and associated disturbance. Habitat occurs primarily in higher elevation portions of the Policy Area such as North Sacramento, and portions of East Sacramento and South Sacramento.
<i>Lepidium latipes</i> <i>var. heckardii</i>	Heckard's pepper-grass	IB.2	Valley and foothill grassland and vernal pools on alkaline soils.
<i>Navarretia myersii</i> <i>ssp. myersii</i>	Pincushion navarretia	IB.1	Typically occurs in vernal pools, vernal swales, and occasionally other seasonal wetlands. Restricted in distribution as a result of habitat conversion and associated disturbance. Habitat occurs primarily in higher elevation portions of the Policy Area such as North Sacramento, and portions of East Sacramento and South Sacramento.
<i>Orcuttia tenuis</i>	Slender orcutt grass	FT, CE, IB.1	Typically occurs in vernal pools, vernal swales, and occasionally other seasonal wetlands. Restricted in distribution as a result of habitat conversion and associated disturbance. Habitat occurs primarily in higher elevation portions of the Policy Area such as North Sacramento, and portions of East Sacramento and South Sacramento.
<i>Orcuttia viscida</i>	Sacramento orcutt grass	FE, IB.1	Typically occurs in vernal pools, vernal swales, and occasionally other seasonal wetlands. Restricted in distribution as a result of habitat conversion and associated disturbance. Habitat occurs primarily in higher elevation portions of the Policy Area such as North Sacramento, and portions of East Sacramento and South Sacramento.
<i>Sagittaria sanfordii</i>	Sanford's arrowhead	IB.2	Perennial herb that occurs in marshes, swamps and shallow margins of other waters. Known to occur along the American River in the Policy Area, but could also occur elsewhere in areas of suitable habitat.
<b>Invertebrates</b>			
<i>Branchinecta lynchi</i>	Vernal pool fairy shrimp	FT	Small crustaceans adapted to survive the annual flooding and drying of vernal pools and other seasonal wetlands in valley or foothill grasslands by hatching from encysted eggs embedded in the soil in the bottom of the pools when they fill with rainwater. The dormant eggs are protected by thick outer coverings that resist cold, heat, and desiccation. More likely to occur in undeveloped, higher-elevation portions of the Policy Area such as North Sacramento, and portions of East Sacramento and South Sacramento.

**Table 6-3: Special-Status Species Potentially Occurring in the Policy Area**

<i>Scientific Name</i>	<i>Common Name</i>	<i>Status</i>	<i>Habitat</i>
<i>Desmocerus californicus dimorphus</i>	Valley elderberry longhorn beetle	FT	A small beetle less than an inch long that is dependent upon elderberry shrubs, which are found primarily along the American River and Sacramento River riparian corridors, but can also be found in isolated occurrences throughout the Policy Area. The Policy Area includes critical habitat north of the American River.
<i>Lepidurus packardii</i>	Vernal pool tadpole shrimp	FE	Small crustaceans adapted to survive the annual flooding and drying of vernal pools and other seasonal wetlands in valley or foothill grasslands by hatching from encysted eggs embedded in the soil in the bottom of the pools when they fill with rainwater. The dormant eggs are protected by thick outer coverings that resist cold, heat, and desiccation. More likely to occur in undeveloped, higher-elevation portions of the Policy Area such as North Sacramento, and portions of East Sacramento and South Sacramento.
<b>Fish</b>			
<i>Archoplites interruptus</i>	Sacramento Perch	CSC	Historically found in the sloughs, slow-moving rivers, and lakes of the central valley. Currently present in the American and Sacramento rivers and their tributaries. True native populations (as opposed to re-introduced populations) now only exist at Clear Lake in Lake County and portions of Alameda Creek in Alameda County. Prefer warm water. Aquatic vegetation is essential for young. Tolerant of a wide range of physio-chemical water conditions.
<i>Acipenser medirostris</i>	Green Sturgeon	FT, CSC	Long-lived anadromous species that migrates through the Sacramento River to spawning grounds in the Feather and upper Sacramento rivers. Occurs in low numbers in the San Francisco Estuary and Sacramento River. Thought to spawn in deep holes with fast moving water over cobble substrates. Larvae develop within freshwater systems, migrate downstream and remain in the estuaries for between one and four years before migrating to the ocean. Mature adults move into estuaries in the spring, and spawning adults continue into natal rivers in late spring/early summer. Post spawning adults return to the estuary before migrating back to the ocean in late fall. Sub-adult fish are also thought to enter estuaries during the summer and fall months. The Sacramento River adjacent to the Policy Area does not support spawning habitat for adult fish or rearing habitat for juveniles.

**Table 6-3: Special-Status Species Potentially Occurring in the Policy Area**

Scientific Name	Common Name	Status	Habitat
<i>Hypomesus transpacificus</i>	Delta smelt	FT, CE	<p>Occurs in Sacramento-San Joaquin Delta most of the year. Spawns in tidally influenced freshwater wetlands and seasonally submerged uplands along the Sacramento River, downstream from its confluence with the American River.</p> <p>The nearest known spawning area for this species is in the Yolo Bypass, outside of the Policy Area to the west. Critical habitat for the species was designated in December 1994 and includes portions of the Policy Area along the Sacramento River (59 FR 65256).</p>
<i>Oncorhynchus mykiss</i>	Central Valley steelhead	FT	<p>Central Valley steelhead is an Evolutionarily Significant Unit that includes all naturally spawned populations of steelhead in the Sacramento and San Joaquin rivers, and their tributaries. Occurs in the Pacific Ocean for most of its life. Travels to clean gravel beds in the upper Sacramento and portions of the American River for spawning. Peak migration periods for adult fish in the Sacramento River are in mid-winter. Juvenile steelhead generally spend one to three years in freshwater before migrating to the ocean (Moyle 2002). While steelhead migrate along this section of the Sacramento and American rivers, the Policy Area does not support spawning habitat for adult fish, or rearing habitat for juveniles.</p> <p>The Sacramento River, American River, and NEMDC are critical habitat.</p>
<i>Oncorhynchus tshawytscha</i>	Central Valley spring run Chinook salmon	FT, CT	<p>Occurs in the Pacific Ocean for most of its life. Travels to clean gravel beds in the upper Sacramento River and portions of the American River for spawning. Adult and juvenile Chinook may move through the Policy Area in transition between the ocean and spawning/rearing areas. Spring run Chinook enter the Sacramento River between March and September and move upstream into the headwaters, where they hold in pools until they spawn (between August and October). Juveniles emigrate mid-November through June; however, some juveniles spend a year in the streams and emigrate as yearlings the following October (Moyle 2002).</p>
<i>Oncorhynchus tshawytscha</i>	Central Valley Winter run Chinook salmon	FT, CE	<p>Occurs in the Pacific Ocean for most of its life. Travels to clean gravel beds in the upper Sacramento River and portions of the American River for spawning. Return to the upper Sacramento River between December and July, but delay spawning until the spring and summer (Moyle 2002). Juveniles spend five to nine months in the river and Sacramento-San Joaquin Estuary before entering the ocean.</p> <p>Adult and juvenile Chinook may move through the Policy Area in transition between the ocean and spawning/rearing areas. The Policy Area includes designated critical habitat (58 FR 33212).</p>



**Table 6-3: Special-Status Species Potentially Occurring in the Policy Area**

Scientific Name	Common Name	Status	Habitat
<i>Pogonichthys macrolepidotus</i>	Sacramento splittail	CSC	<p>Endemic to the lakes and rivers of the central valley, but now confined to the Delta, Suisun Bay, and associated marshes. Prefers slow-moving river sections and dead end sloughs. Requires flooded vegetation for spawning and foraging for young. Larvae remain in the shallow, weedy inshore areas near spawning sites and move into the deeper offshore habitat as they mature.</p> <p>Likely to be present in the American and Sacramento rivers, and their tributaries. The nearest significant breeding habitat lies outside the Policy Area in the Yolo Bypass.</p>
<i>Spirinchus thaleichthys</i>	Longfin smelt	FC, CT, CSC	<p>Euryhaline, nektonic &amp; anadromous. Found in open waters of estuaries, mostly in middle or bottom of water column. Prefer salinities of 15-30 ppt, but can be found in completely freshwater to almost pure seawater. Potential suitable habitat within the Sacramento River. This species is known to spawn as far upstream as Isleton in the Sacramento River.</p>
<b>Amphibians</b>			
<i>Spea hammondi</i>	Western spadefoot	CSC	<p>Breeds in seasonal wetlands and large vernal pools. Spends most of the year underground in adjacent upland areas.</p>
<b>Reptiles</b>			
<i>Actinemys marmorata</i>	Western pond turtle	CSC	<p>Associated with ponds, streams, rivers, marshes and canals with suitable basking sites and vegetative cover. Occurs in suitable habitat throughout the Policy Area; fairly common along the Sacramento and American rivers and the Steelhead Creek (NEMDC).</p>
<i>Phrynosoma coronatum frontale</i>	California horned lizard	CSC	<p>Associated with annual grassland, chaparral, saltbush scrub, alkali flats, oak woodland, riparian woodland, and coniferous forest. Requires open habitats with loose, fine (often sandy) soils.</p>
<i>Thamnophis gigas</i>	Giant garter snake	FT, CT	<p>Found in cattail and tule marshes, low gradient streams, rice fields, and canals. Habitat typically includes the following features: adequate water during the snake's active season (early-spring through mid-fall); presence of abundant emergent vegetation such as cattails and bulrushes for escape cover and foraging habitat during the active season; grassy banks and openings in waterside vegetation for basking; and higher elevation uplands adjacent to the aquatic habitat for cover and refuge from flood waters during the snake's dormant season in the winter (USFWS 2009). Aquatic habitat must also support prey species such as small fish and amphibians.</p> <p>Occurs mostly west of the Steelhead Creek (NEMDC), north of the American River, and west of Highway 99, south of the American River.</p>

**Table 6-3: Special-Status Species Potentially Occurring in the Policy Area**

Scientific Name	Common Name	Status	Habitat
<b>Birds</b>			
<i>Agelaius tricolor</i>	Tricolored blackbird	PCE	Associated with marshes, wet meadows, rice fields, and rangelands. Nest in dense stands of cattails, thickets of willows, blackberries, or tall herbs adjacent to open grasslands. Known to nest in Natomas, near the northern border of the Policy Area, and along Hwy 99 near the southeast corner of the Policy Area. Suitable nesting habitat also occurs along the American River corridor, Steelhead Creek (NEMDC), and along lower Morrison Creek and Beach Lake.
<i>Athene cunicularia</i>	Burrowing owl	CSC	Residents in generally flat, open, dry grasslands, pastures, deserts, shrub lands, and in grass, forbs and open-shrub stages of pinyon-juniper and ponderosa pine habitats. Use communal ground squirrel and other small mammal burrows for nesting and cover, as well as artificial structures such as roadside embankments, levees, and berms. Fairly tolerant of human activity near their burrows as long as suitable foraging habitat exists nearby. Known burrowing owl colonies are present along railroad right-of-ways, and natural and artificial canals near foraging habitat, at several locations on the Cosumnes River College campus and in less-developed areas in northern, eastern, and southern portions of the Policy Area.
<i>Buteo swainsoni</i>	Swainson's hawk	CT	Nests in riparian trees and forages in open fields (annual grasslands, fallow fields, dry and irrigated pasture). Most nesting recorded along the Sacramento River.
<i>Circus cyaneus</i>	Northern harrier	CSC (nesting)	Nests in freshwater marsh and agricultural fields. Forages in marshes, grasslands and agricultural fields.
<i>Elanus leucurus</i>	White-tailed kite	CFP	Nests colonially in large trees adjacent to open grasslands for foraging. Feed on rodents, small reptiles, and large insects in fresh emergent wetlands, annual grasslands, pastures, and ruderal vegetation. Breed between February and October. The white-tailed kite can commonly be observed foraging in open grasslands throughout the Policy Area, but breeding sites are primarily located near riparian corridors along the Sacramento and American rivers.
<i>Lanius ludovicianus</i>	Loggerhead shrike	CSC	Nests in woodlands adjacent to grassland foraging habitat.
<i>Melospiza melodia</i>	Song sparrow "Modesto" population	CSC	Associated with emergent freshwater marshes, irrigation canals, riparian scrub, riparian woodland.

**Table 6-3: Special-Status Species Potentially Occurring in the Policy Area**

<i>Scientific Name</i>	<i>Common Name</i>	<i>Status</i>	<i>Habitat</i>
<i>Progne subis</i>	Purple martin	CSC	Inhabit open areas with an open water source nearby. Colonial cavity nesters in abandoned woodpecker holes, human-made nest boxes, or cavities in other structures such as bridges and overpasses. Once established at a nest location, martins usually come back to the same site every year. Adapt well in and around people, but are out-competed by starlings and sparrows in urban areas. Known to nest in North Sacramento under overpasses in the vicinity of the intersection of I-80 and Hwy 160, but could potentially occur in similar habitat throughout the Policy Area.
<i>Riparia riparia</i>	Bank swallow	CT	The smallest North American swallow, with a body length of about 4.75 inches. It nests in colonies and creates nests by burrowing into vertical bluffs and riverbanks with fine-textured soils. Breed in California from April to August and spend the winter months in South America. Most of California's remaining populations nest along the upper Sacramento River.
<b>Mammals</b>			
<i>Antrozous pallida</i>	Pallid bat	CSC	Roosts in crevices in caves, mines, large rock outcrops, under bridges, and in abandoned buildings. Forages on or near the ground in a wide variety of open habitats. Although potential habitat for these species is present within the Policy Area, none have been recorded. Distribution of special-status bat species is difficult to study and therefore poorly known. Bat colonies that may harbor some or all of these special-status species are present in several of the older buildings in downtown Sacramento and in human-made structures along the American and Sacramento rivers.
<i>Corynorhinus townsendii townsendii</i>	Pacific western big eared bat	CSC	Roosts in the open in large caves, abandoned mines, and buildings. Very sensitive to roost disturbance. Although potential habitat for these species is present within the Policy Area, none have been recorded. Distribution of special-status bat species is difficult to study and therefore poorly known. Bat colonies that may harbor some or all of these special-status species are present in several of the older buildings in downtown Sacramento and in human-made structures along the American and Sacramento rivers
<i>Lasiurus blossevillii</i>	Western red bat	CSC	Roosts primarily in tree foliage, especially in cottonwood, sycamore, and other riparian trees or orchards. Although potential habitat for these species is present within the Policy Area, none have been recorded. Distribution of special-status bat species is difficult to study and therefore poorly known. Bat colonies that may harbor some or all of these special-status species are present in several of the older buildings in downtown Sacramento and in human-made structures along the American and Sacramento rivers.

**Table 6-3: Special-Status Species Potentially Occurring in the Policy Area**

<i>Scientific Name</i>	<i>Common Name</i>	<i>Status</i>	<i>Habitat</i>
<i>Taxidea taxus</i>	American Badger	CSC	Principal habitat requirements include: sufficient prey base; friable soils; and relatively open, uncultivated ground such as grasslands. Prey primarily on burrowing rodents such as gophers, ground squirrels, marmots, and kangaroo rats. Badgers survive only in low numbers in peripheral parts of the Central Valley. The CNDDDB includes one recorded occurrence in the Policy Area near Power Inn and Fruitridge roads.

Notes:

Federal:

FE = Endangered, legally protected by the Federal Endangered Species Act (ESA)

FT = Threatened, legally protected by the Federal Endangered Species Act (ESA)

State:

PCE = Proposed Endangered by the California Endangered Species Act (CESA)

CE = Endangered, legally protected by the California Endangered Species Act (CESA)

CFP = Fully Protected species (legally protected under Fish and Game Code)

CSC = California Species of Concern by DFG (no formal protection other than CEQA consideration)

CT = Threatened, legally protected by the California Endangered Species Act (CESA)

SA = Animal included on the CDFW’s Special Animal List.

California Rare Plant Ranks (no formal protection other than CEQA consideration)

1B - Plant species that is rare or endangered in California or elsewhere.

2 - Plant species that is rare or endangered in California but is more common elsewhere.

Threat code extensions:

.1 - Seriously endangered in California

.2 – Fairly endangered in California

.3 – Not very endangered in California

Source: California Department of Fish and Wildlife, California Natural Diversity Database, 2018.

Consultation will determine whether the project would adversely impact a protected species or designated critical habitat and identify mitigation measures that would be required to avoid or reduce impacts on the species or its habitat. Following this consultation, the USFWS issues a Biological Opinion, which dictates the conditions of take that are allowed for the project. If no Federal agency is involved, project applicants are required to obtain an Incidental Take Permit through Section 10 of the FESA, which requires preparation of a Habitat Conservation Plan and results in the issuance of an Incidental Take Permit.

**Federal Migratory Bird Treaty Act (MBTA)**

Pursuant to the MBTA of 1918, as amended in 1972, federal law prohibits the taking of migratory birds or their nests or eggs (16 U.S.C. Section 703). The MBTA covers the taking of any nests or eggs of migratory birds, except as allowed by permit pursuant to 50 CFR, Part 21. Disturbances

causing nest abandonment and/or loss of reproductive effort (i.e., killing or abandonment of eggs or young) may also be considered a “take.” This regulation seeks to protect migratory birds and active nests. In 1972, the MBTA was amended to include protection for migratory birds of prey (e.g., raptors). In December 2017, Department of Interior Principal Deputy Solicitor Jorjani issued a memorandum (M-37050) that interprets the MBTA to only prohibit intentional take. Similarly, the Ninth Circuit Court of Appeals, like the Fifth Circuit and the Eighth Circuit, has held that the MBTA applies only to intended takes. See *Seattle Audubon Soc’y v. Evans*, 952 F.2d 297, 303 (9th Cir. 1991). Unintentional or accidental take is not prohibited. Additionally, Executive Order (EO) 13186, Responsibilities of Federal Agencies to Protect Migratory Birds, requires that any project with federal involvement address impacts of federal actions on migratory birds with the purpose of promoting conservation of migratory bird populations (66 Federal Register [FR] 3853–3856). The EO requires federal agencies to work with USFWS to develop a memorandum of understanding to promote the conservation of migratory bird populations. USFWS reviews actions that might affect these species.

The MBTA protects over 800 species including geese, ducks, shorebirds, raptors, songbirds, and many relatively common species, (i.e., white-crowned sparrow, mourning dove, and red-wing blackbird).

#### *Federal Clean Water Act (CWA)*

The objective of the CWA is to restore and maintain the chemical, physical, and biological integrity of the Nation's waters. Section 401 prohibits the discharge of any pollutant into the Nation's waters without a permit, and Section 402 establishes the permit program. Section 404 of the CWA regulates activities that result in discharge of dredged or fill material into waters of the United States.

#### *Section 401*

The State Water Resources Control Board (SWRCB) has authority over wetlands through Section 401 of the CWA, as well as the Porter-Cologne Act, California Code of Regulations Section 3831(k), and California Wetlands Conservation Policy. The CWA requires that an applicant for a Section 404 permit (to discharge dredged or fill material into waters of the United States) first obtain a certificate from the appropriate State agency stating that the fill is consistent with the State's water quality standards and criteria. In California, the authority to either grant certification or waive the requirement for permits is delegated by the SWRCB to the nine regional boards. A request for certification is submitted to the regional board at the same time that an application is filed with U.S. Army Corps of Engineers (USACE). The regional board has 60 days to review the application and act on it. Because no USACE permit is valid under the CWA unless “certified” by the State, these boards may effectively veto or add conditions to any USACE permit.

#### *Section 404*

The USACE is responsible for permitting certain types of activities affecting wetlands and other waters of the United States. Under Section 404 of the CWA, USACE has the authority to regulate

activity that could discharge fill or dredge material, or otherwise adversely modify wetlands or other waters of the United States. USACE implements the federal policy embodied in Executive Order 11990, which is intended to result in no net loss of wetland values or acres.

### **State**

#### *California Endangered Species Act (CESA)*

The CDFW administers a number of laws and programs designed to protect fish and wildlife resources. Principal among these is the CESA of 1984 (CESA; Fish and Game Code, Section 2050), which regulates the listing and take of state-endangered and state-threatened species. CESA declares that deserving species will be given protection by the State because they are of ecological, educational, historical, recreational, aesthetic, economic, and scientific value to the people of the state. CESA established that it is State policy to conserve, protect, restore, and enhance endangered species and their habitats.

Species listed under CESA cannot be “taken” without adequate mitigation and compensation. The definition of take under CESA is the same as described above for the FESA. However, based on findings of the California Attorney General’s Office, take under CESA does not prohibit indirect harm by way of habitat modification. Typically, the CDFW implements endangered species protection and take determinations by entering into management agreements (California Fish and Game Code, Section 2081 Management Agreements) with project applicants.

#### *California Fish and Game Code*

**Lake and Streambed Alteration Agreements.** Under Sections 1600-1616 of the California Fish and Game Code, the CDFW regulates activities that would alter the flow, bed, channel, or bank of streams and lakes. The limits of CDFW’s jurisdiction are defined in the code as the “... bed, channel or bank of any river, stream, or lake designated by the department in which there is at any time an existing fish or wildlife resource or from which these resources derive benefit ...” (Section 1601). In practice, the CDFW usually marks its jurisdictional limit at the top of the stream or bank, or at the outer edge of the riparian vegetation, whichever is wider.

**California Fish and Game Code Sections 3503, 3503.5, and 3513.** Fish and Game Code Section 3503 states that it is unlawful to take, possess, or needlessly destroy the nests or eggs of any bird, except as otherwise provided by this code or any regulation made pursuant thereto. Fish and Game Code Section 3503.5 protects all birds-of-prey (raptors) and their eggs and nests. Section 3513 states that it is unlawful to take or possess any migratory non-game bird as designated in the MBTA. These regulations could require that elements of the proposed project (particularly vegetation removal or construction near nest trees) be reduced or eliminated during critical phases of the nesting cycle unless surveys by a qualified biologist demonstrate that nests, eggs, or nesting birds will not be disturbed, subject to approval by CDFW and/or USFWS.

**California Fish and Game Code Sections 3511, 4700, 5050, and 5515.** Sections 3511 (birds), 4700 (mammals), 5050 (reptiles and amphibians), and 5515 (fish) of the California Fish and Game Code designate certain species as “fully protected.” Fully protected species, or parts thereof, may not be

taken or possessed at any time. The California Fish and Game Commission may authorize the collecting of such species for necessary scientific research. Legally imported and fully protected species or parts thereof may be possessed under a permit issued by CDFW.

#### *Porter-Cologne Water Quality Control Act*

The Porter-Cologne Water Quality Control Act charges the SWRCB and the nine Regional Water Quality Control Boards with protecting water quality throughout California. Typically, the SWRCB and regional boards act in concert with USACE under Section 401 of the CWA.

#### *California Wetlands Conservation Policy*

The California Wetlands Conservation Policy (1993 - Senate Concurrent Resolution No. 28) created an interagency task force headed by the State Resources Agency and California EPA to: (1) ensure no overall net loss, and a long-term net gain in the quantity, quality, and permanence of wetlands acreage and values; (2) reduce procedural complexity in the administration of State and Federal wetlands conservation programs; and (3) encourage partnerships that make restoration, landowner incentives, and cooperative planning the primary focus of wetlands conservation.

This resolution directed the CDFW to prepare and submit to the legislature a plan identifying means to protect existing wetlands and restore former wetlands. This includes identification of sufficient potential wetlands sites to increase the amount of wetlands in California by 50 percent by the year 2000, and a program for the public and private acquisition of such lands. While the resolution does not have the force and effect of law, CDFW and other California State agencies frequently point to it as an expression of State policy.

#### *Native Plant Protection Act*

The California Native Plant Protection Act (California Fish and Game Code sections 1900-1913) prohibits the taking, possession, or sale within the state of any rare, threatened, or endangered plants as defined by CDFW. Under this act, landowners with rare plants on their property must provide CDFW 10 days of notice to salvage (remove for transplant) the plants before destruction occurs. Project impacts to these species would be considered “significant” if the species are known to occur within the area of disturbance associated with construction of the project, or “potentially significant” if the species has a high potential to occur within the area of disturbance.

#### *California Environmental Quality Act (CEQA)*

Although threatened and endangered species are protected by specific Federal and State statutes, Section 15380(b) of the CEQA Guidelines provides that a species not listed on the Federal or State list of protected species may be considered rare or endangered if the species can be shown to meet certain specified criteria. These criteria have been modeled after definitions in the FESA and the section of the California Fish and Game Code dealing with rare or endangered plants and animals. Section 15380(b) requires public agencies to undertake reviews to determine if projects would result in significant effects on species that are not listed by either the USFWS or CDFW (i.e., candidate

species). Thus, CEQA provides an agency with the ability to protect a species from a project's potential impacts until the respective government agencies have an opportunity to designate the species as protected, if warranted.

### **Local**

#### *City of Sacramento Tree Preservation Ordinance*

The City adopted the Tree Preservation Ordinance to protect trees, as they are a significant resource for the community. It is the City's policy to retain trees whenever possible, regardless of their size. When circumstances will not allow for retention, permits are required to remove City or private protected trees that are within the City's jurisdiction. Removal of, or construction around, trees that are protected by the tree ordinance are subject to permission and inspection by City arborists. The City's Public Works Department reviews project plans during the construction process to minimize impacts to tree resources in the city. The ordinance protects "City trees" and "private protected trees," as defined in the Sacramento City Code 12.56.

#### *American River Parkway Plan*

The American River Parkway Plan, last updated in 2008, is a policy document that provides guidelines for preservation, recreational use, development, and administration of the American River Parkway through balanced management of the parkway and resource protection. The plan includes policies related to: terrestrial resources; aquatic communities; water flows, water quality, and flood control; and land use.

#### *Sacramento River Parkway Plan*

The Sacramento River Parkway Plan, adopted October 21, 1997, is a 20-year policy guide for habitat preservation, and restoration and recreational development for lands adjacent to the Sacramento River. The plan identifies current conditions, develops a vision for the future, and identifies programs and action for achieving the vision. The plan includes policies that have been developed to support the preservation of natural and cultural resources. These policies emphasize the importance of retaining the native vegetation, wildlife, and cultural resources as integral components of the parkway.

#### *American and Sacramento River Parkway Plans 2012 Implementation Program*

The American and Sacramento River Parkway Plans 2012 Implementation Program, approved November 13, 2012, provides guidance for the implementation of city approved plans and policies. The implementation program provides guidance for implementation approach, acquisition of right-of-way for multiuse off-street trails, flood protection permit compliance, and an implementation program for the completion of a continuous multiuse public trail "on rivers" for approximately 25 miles on the south side of the American River, and on the east side of the Sacramento River.



### *Natomas Basin Habitat Conservation Plan (NBHCP)*

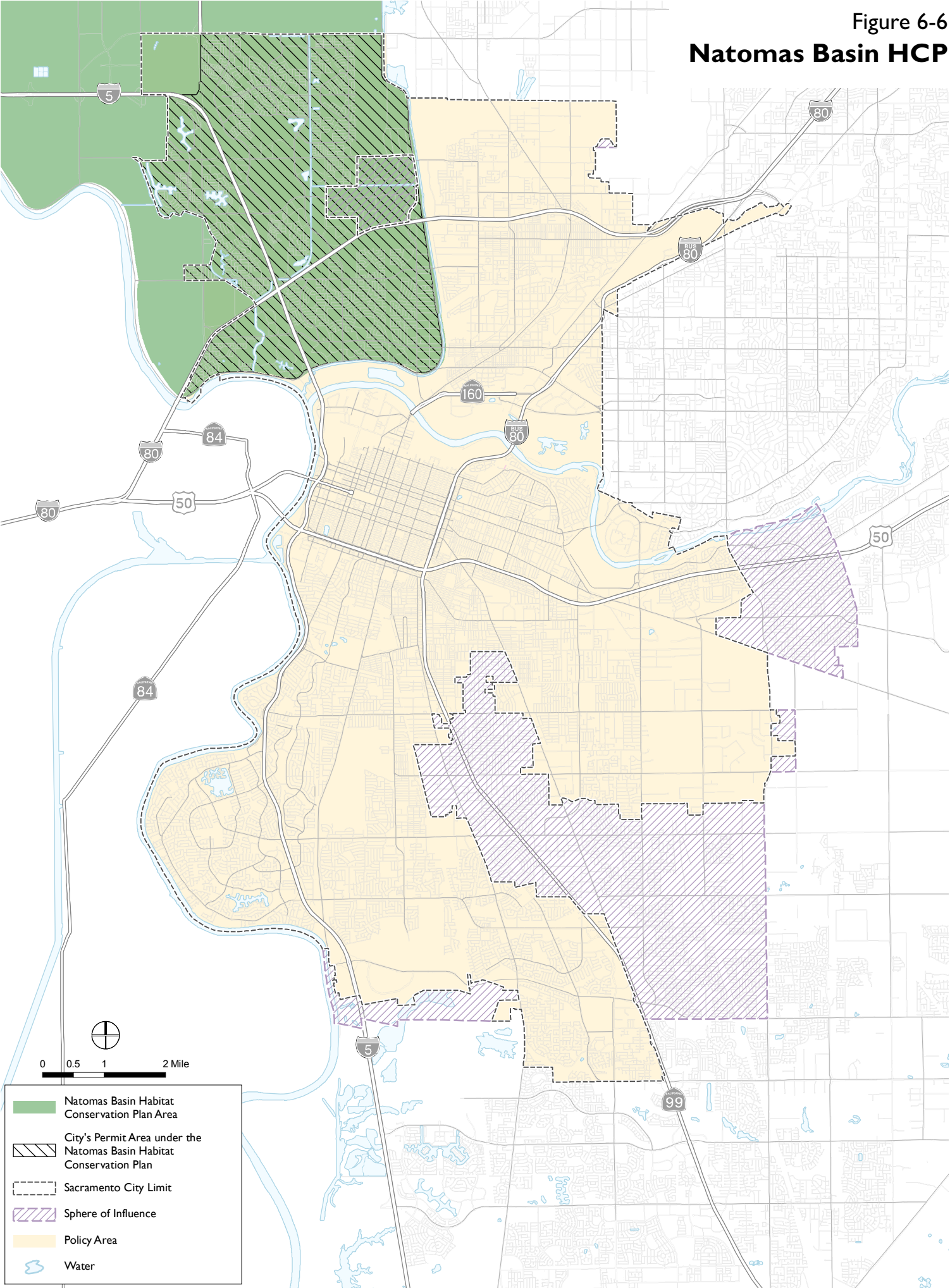
Portions of the Policy Area are within the Natomas Basin - a low-lying portion area east of the Sacramento River and north of the American River. The Natomas Basin contains incorporated and unincorporated areas within the jurisdictions of the City of Sacramento, Sacramento County, and Sutter County (see Figure 6-6). Historically, the basin was primarily in agricultural production. The existing water conveyance systems within the Natomas Basin were created for water conveyance and drainage. The Natomas Basin contains a variety of habitat types, open water aquatic habitat (including ditches and drains), emergent marsh, riparian forest, riparian scrub-shrub, grassland, vernal pools, and agriculture. They provide nesting, feeding, and migration corridor habitat for a variety of species. A number of special-status species (wildlife and plant), as determined by CDFW or the USFWS, inhabit or forage within the Natomas Basin.







The 1994 North Natomas Community Plan required the development and implementation of a Habitat Conservation Plan as mitigation for development in North Natomas. The NBHCP is a conservation plan supporting application for incidental take permits (ITPs) under Section 10(a)(1)(B) of the Endangered Species Act and under Section 2081 of the California Fish and Game Code. The purpose of the NBHCP is to promote biological conservation in conjunction with economic and urban development within the Permit Areas of the Natomas Basin. The NBHCP establishes a multi-species conservation program to minimize and mitigate the expected loss of habitat values and incidental take of Covered Species that would result from urban development, operation of irrigation and drainage systems, and certain activities associated with The Natomas Basin Conservancy's management of its system of reserves established under the NBHCP. The goal of the NBHCP is to minimize incidental take of the Covered Species in the Permit Areas, and to provide mitigation for the impacts of Covered Activities on the Covered Species and their habitat.

In 1997, the NBHCP was approved by the City of Sacramento and ITPs were issued to the City by USFWS and CDFW. Subsequently, the 1997 NBHCP was challenged and on August 15, 2000, the United States District Court, Eastern District, ruled that the USFWS ITP was invalid and an Environmental Impact Statement was required. On May 15, 2001, in a Federal court ruling, a Settlement Agreement was attained which granted a motion modifying the Order to allow incidental take protection for limited development within the City of Sacramento with the provision of mitigation land in specific areas of the Natomas Basin. Development of 1,068 acres of land in both North and South Natomas would be allowed to proceed if in compliance with mitigation requirements of the Settlement Agreement.

The City of Sacramento, Sutter County and the USFWS prepared a revised NBHCP and an Environmental Impact Report/Environmental Impact Statement that were approved on May 13, 2003 by the Sacramento City Council. On June 27, 2003, the USFWS issued ITPs to the City of Sacramento, Sutter County, and The Natomas Basin Conservancy. CDFW issued an amended ITP on July 10, 2003. The City's permit area per the approved 2003 NBHCP, Implementation Agreement for the NBHCP and ITPs allow for the development (grading) of 8,050-acres within the City of Sacramento. Grading Permits issued from the HCP inception to December 31, 2018, total 6,663.12 acres (includes both North and South Natomas).

Figure 6-6  
**Natomas Basin HCP**



	Natomas Basin Habitat Conservation Plan Area
	City's Permit Area under the Natomas Basin Habitat Conservation Plan
	Sacramento City Limit
	Sphere of Influence
	Policy Area
	Water

The NBHCP mitigation requirements include:

- Payment of HCP fees and mitigation at a ratio of 0.5 to 1. The mitigation can be satisfied by payment of the full HCP fee (which includes land acquisition fee) or the 0.5 to 1 ratio mitigation can be provided by land dedication. Developers of 50+ acres are required to dedicate land to meet the 0.5 to 1 mitigation ratio.
- Reconnaissance-level surveys to determine what habitats are present on a proposed development site. (Reconnaissance surveys are submitted with the developer's application.)
- Pre-construction surveys for potential special-status species not less than 30 days or more than 6 months prior to construction activities.
- Species-specific mitigation, as required, per USFWS and CDFW protocol.
- Urban Development Permit (Grading permit) prior to removal of habitat

## 6.3 Water Resources and Quality

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### INTRODUCTION

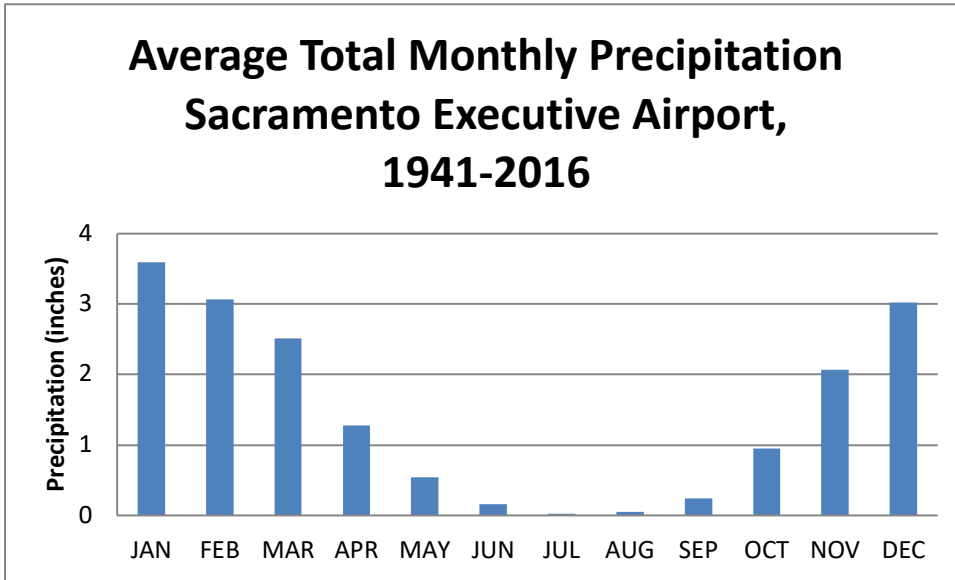
This section describes the existing water resources within the Policy Area. It also includes, federal, state, and local regulations pertaining to water resources and quality. A discussion of the sewer and drainage system within the Policy Area is contained in Section 4.1. Information on water infrastructure and available water supply can be found in Sections 4.2 Domestic Water, and 4.3 Water Supply. Flooding hazards are addressed in Section 7.2.

### EXISTING CONDITIONS

#### Precipitation

The Policy Area experiences most precipitation between November and April (see Figure 6-7). Essentially all of the precipitation that occurs in the Policy Area is rain. Based on data gathered at Sacramento Executive Airport between November 1941 and June 2016, average annual rainfall is approximately 17.24 inches, but can range from wet to dry years. Between 1941 and 2016, recorded annual rainfall ranged from a low of 5.81 inches in 2013 to a high of 33.44 inches in 1983 (Western Regional Climate Center 2018).

**Figure 6-7: Average Total Monthly Precipitation**



Source: Western Regional Climate Center 2016.

**Surface Water Resources**

The city of Sacramento is located at the confluence of the Sacramento and American rivers in the Sacramento River Basin (Figure 6-8). The Sacramento River Basin encompasses about 27,000 square miles and is bound by the Sierra Nevada to the east, the Coast Ranges to the west, the Cascade Range and Trinity Mountains to the north, and the Sacramento–San Joaquin Delta to the southeast. The Sacramento River Basin is the largest river basin in California, capturing, on average, approximately 22 million acre-feet of annual precipitation.

*Sacramento River*

The Sacramento River extends over 300 miles from the Klamath Mountains in the north to the Sacramento-San Joaquin Delta. It is California’s largest river, with an annual runoff of 22,000,000 acre-feet. The Sacramento River is managed by dams for power generation, flood control, water supply, recreation, fisheries, and wildlife.

Six small tributaries of the Sacramento River pass through, and provide drainage for, the city of Sacramento. These tributaries are: Dry Creek, Magpie Creek, and Arcade Creek north of the American River; and Morrison Creek, Elder Creek, and Laguna Creek south of the American River. Approximately 40 miles south of the Sacramento area, the Sacramento River joins the San Joaquin River in the Sacramento-San Joaquin Delta, which drains into the San Francisco Bay.

### *American River*

The American River, which has a watershed that encompasses approximately 1,900 square miles from the western slope of the Sierra Nevada to the city of Sacramento, is a tributary to the Sacramento River. The river is regulated by dams, canals, and pipelines for power generation, flood control, water supply, recreation, fisheries, and wildlife management. Folsom Dam, located on the American River, is owned and operated by the U.S. Bureau of Reclamation and divides the upper watershed from the lower watershed. Folsom Lake and its afterbay, Lake Natoma, release water to the lower American River and to Folsom South Canal at Nimbus Dam. The operation of Folsom Dam and Nimbus Dam directly affects most of the water utilities on the American River system.

### *Sacramento-San Joaquin Delta*

The I Street Bridge over the Sacramento River is the northern boundary of the Legal Delta, as defined in California Water Code Section 12220. River elevation up to this point is subject to muted tidal influence.

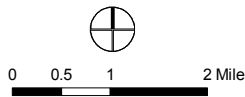
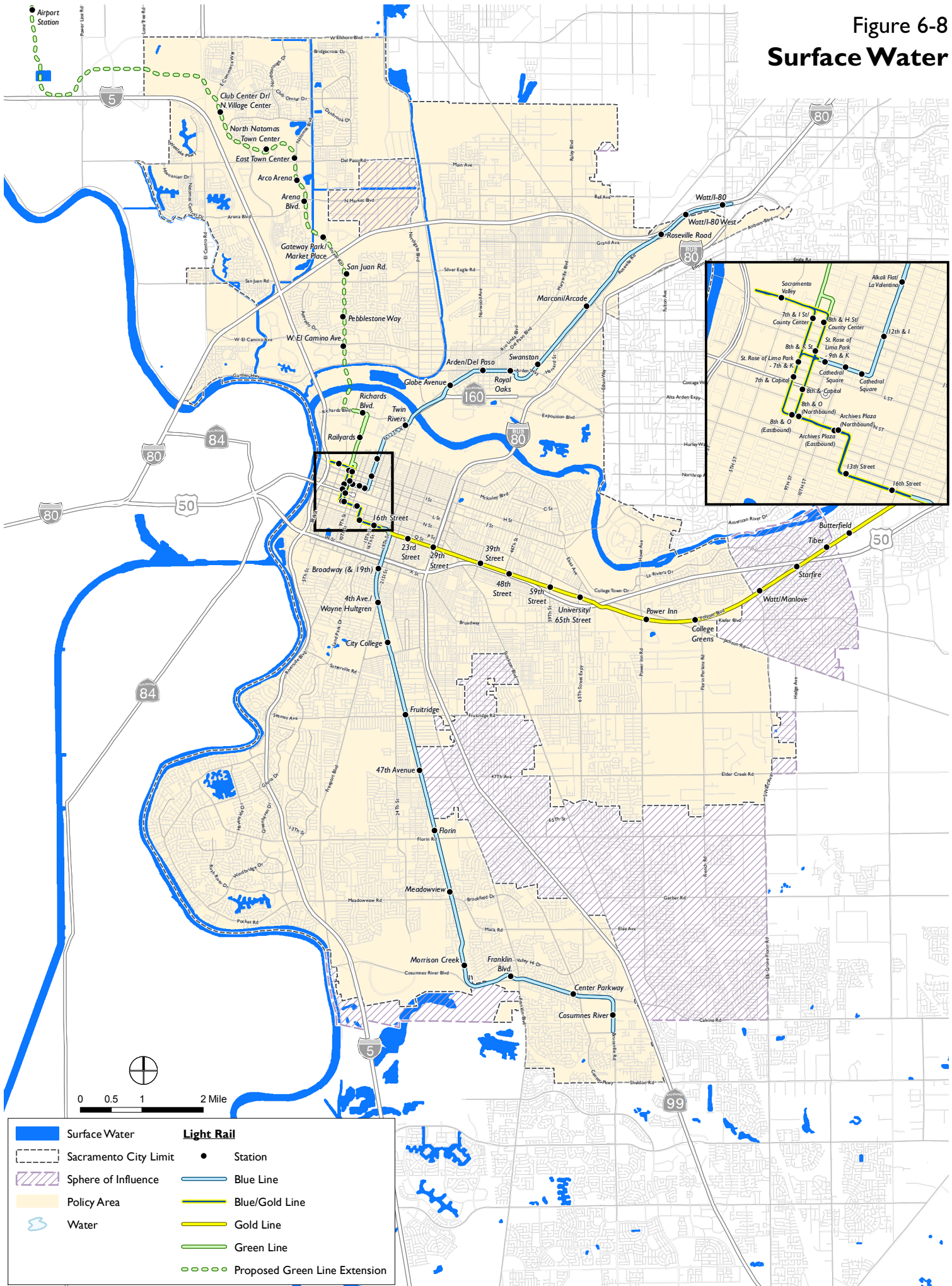
### *Other Surface Water Bodies*

The Policy Area contains many natural and man-made drainage features that ultimately drain into the Sacramento River. In addition to those listed above, local surface water drainages or creeks such as Chicken Ranch and Strong Ranch Sloughs, Florin Creek, and Rio Linda Creek are major natural drainages within the Policy Area. Man-made drainage canals, such as the Natomas East Main Drain Canal and the East, West, and Main Drainage Canals provide drainage for a large portion of the urbanized areas within the Policy Area that are not served by the combined sewer system (CSS) or the City's drainage collection system.

## **Surface Water Quality**

The beneficial uses of the Sacramento and American rivers identified by the Central Valley Regional Water Quality Control Board (CVRWQCB) include municipal, agricultural, and recreational water supply. Other beneficial uses include freshwater habitat, spawning grounds, wildlife habitat, navigation on the Sacramento River, and industrial (power generation) uses on the American River (CVRWQCB 2012). Ambient water quality in the Sacramento and American rivers is influenced by numerous natural and artificial sources, including soil erosion, discharges from industrial and residential wastewater plants, stormwater runoff, agriculture, recreation activities, mining, timber harvesting, and flora and fauna. The reaches of the Sacramento and American rivers that flow through the Sacramento urban area are considered impaired for certain fish consumption and aquatic habitat and are listed on the EPA approved 2006 section 303(d) list of water quality limited segments. The Sacramento River is listed as impaired under the 303(d) list for mercury, an unknown toxicity, PCBs (Polychlorinated biphenyls), Dichlorodiphenyltrichloroethane (DDT), Dieldrin, and Chlordane. The American River is listed for mercury, an unknown toxicity, PCBs, bifenthrin, pyrethroids, and indicator bacteria. Other major creeks, drainage canals, and sloughs in the city boundaries are also listed for pesticides and copper.

Figure 6-8  
Surface Water



	Surface Water	<b>Light Rail</b>		Station
	Sacramento City Limit			Blue Line
	Sphere of Influence			Blue/Gold Line
	Policy Area			Gold Line
	Water			Green Line
				Proposed Green Line Extension

The Natomas East Main Drainage Canal (downstream of confluence with Arcade Creek) is listed for the pesticide diazinon, polychlorinated biphenyls (PCBs) and Diazinon. Table 6-4 shows waterbodies in the urbanized Sacramento area that are considered impaired based on identified exceedances of water quality standards. Based on current water quality reports, the American and Sacramento rivers are both excellent drinking water sources. These rivers can be treated to meet all Title 22 drinking water standards using conventional and direct filtration processes, and newer membrane technologies. There are no persistent constituents in the raw waters that require additional treatment processes. Chemical treatments are sometimes seasonally required to treat for rice herbicides.

### *Urban Runoff*

Within the Policy Area, constituents found in urban runoff vary as a result of differences in geographic features, land use, vehicle traffic, and percent of impervious surface. Seasonally, there is a natural weather pattern of a long dry period from May to October in the Sacramento area. During this seasonal dry period, pollutants contributed by vehicle exhaust, vehicle and tire wear, crankcase drippings, spills, and atmospheric fallout accumulate within the urban watershed. Precipitation during the early portion of the wet season (November) washes these pollutants into the stormwater runoff, which can result in elevated pollutant concentrations in the initial wet weather runoff. This initial runoff with peak pollutant levels is referred to as the "first flush." Concentrations of heavy metals present in dry weather runoff (e.g., runoff during the dry season is generated by landscape irrigation, street washing, etc.) are typically lower than concentrations measured in wet weather runoff (runoff generated during the rainy season primarily by precipitation).

In general, stormwater runoff within the City flows into either the City's CSS or into individual drainage sumps located throughout the Policy Area. Water collected by the CSS is transported to the Sacramento Regional County Sanitation District's Sacramento Regional Wastewater Treatment Plant, where it is treated prior to discharge into the Sacramento River. During dry weather, approximately 25 million gallons per day (mgd) are transported to the Sacramento Regional Wastewater Treatment Plant. For smaller storms, the City sends up to 60 mgd of wastewater to the Wastewater Treatment Plant. All piping, drains, basins and pumps connected to the CSS are maintained and operated by the City's Department of Utilities.

When the flows in the CSS exceed 60 mgd, flows are routed to Pioneer Reservoir, a 28 million gallon storage and primary treatment facility located near the intersection of I-5 and U.S. 50 in the City. Once capacity of Pioneer Reservoir has been reached, an additional volume of stormwater - up to 350 mgd - can receive primary treatment with disinfection and be discharged to the Sacramento River. The City also operates its Combined Wastewater Treatment Plant on 35th Avenue, where an additional 130 mgd of combined wastewater can receive primary treatment with disinfection prior to discharging to the Sacramento River. The Combined Wastewater Treatment Plant operates under a National Pollutant Discharge Elimination System permit (NPDES No. CA 0079111), which requires permittees to develop, administer, implement, and enforce a comprehensive Stormwater Quality

Improvement Plan in order to reduce pollutants in urban runoff to the maximum extent practicable.

**Table 6-4: Waterbodies Exceeding Water Quality Standards**

<i>Waterbody</i>	<i>Reach</i>	<i>Estimated Size Affected</i>	<i>Pollutant/Stressor(s)</i>
Delta Waterways	Northern portion	6,795 acres	Chlordane, Chlorpyrifos, DDT, Diazinon, Dieldrin, Group A Pesticides, Invasive Species Mercury, Polychlorinated biphenyls
American River	Lower (Nimbus Dam to confluence with Sacramento River)	27 miles	Mercury, Polychlorinated biphenyls, Toxicity, Bifenthrin, Pyrethroids, Indicator Bacteria
Arcade Creek		9.9 miles	Chlorpyrifos, Diazinon, Copper, Malathion, Pyrethroids, Sediment Toxicity
Morrison Creek	Morrison Creek from Elk Grove-Florin Rd to Beach Lake	26 miles	Diazinon, PCP, Pyrethroids, Sediment Toxicity
Elder Creek		11 miles	Chlorpyrifos, Diazinon, Pyrethroids, Sediment Toxicity
Chicken Ranch Slough		8 miles	Chlorpyrifos, Diazinon, Pyrethroids, Sediment Toxicity
Natomas East Main Drainage Canal (aka Steelhead Creek)	Downstream of confluence with Arcade Creek	3.5 miles	Diazinon, Polychlorinated biphenyls, Mercury
Natomas East Main Drainage Canal (aka Steelhead Creek)	Upstream of confluence with Arcade Creek	12 miles	Polychlorinated biphenyls
Sacramento River	Knights Landing to the Delta	16 miles	Mercury, Diazinon, Chlordane, DDT, Dieldrin, PCBs

Source: CVRWQCB 2014-2016 integrated reports 303(d) List. Last modified Dec, 2018.

## Groundwater Resources

The Policy Area is located in two subbasins of the Sacramento Valley Groundwater Basin (DWR Basin No. 5-021). From the American River south, the Policy Area is in the 248,000-acre South American Subbasin (DWR Subbasin No. 5-021.65). North of the American River, the Policy Area is within the 342,000-acre North American Subbasin (DWR Subbasin No. 5-021.64) (DWR 2019b). Both subbasins are ranked by the Department of Water Resource (DWR) as “high priority” basins with identical scores (25.5) for the total of all ranking components (DWR 2019b). DWR’s priority rating is based on estimates of population density, anticipated growth, well density, the amount of irrigated agriculture, the degree to which water demands are met from wells (versus surface water), and the existence of documented impacts (e.g., overdraft).



These basins ranked as high priority because the scores for nearly all components were moderate or high (i.e., 3 or above on a 5-point scale). Accordingly, both subbasins are subject to the Sustainable Groundwater Management Act, which requires preparation of a groundwater sustainability plan (GSP), or approved alternative (e.g., existing groundwater management plan or 10-Year Sustainable Yield Analysis) by January 31, 2022. For the North American Subbasin, the Sacramento Groundwater Authority intends to use its existing groundwater management plan as a basis in preparing its GSP. For the South American Subbasin, the Sacramento Central Groundwater Authority submitted an alternative assessment consisting of a 10-year sustainable yield analysis to DWR, but it was not approved. Accordingly, the Sacramento Central Groundwater Authority must complete a GSP by the statutory deadline. Until SGMA-compliant documents are submitted to and approved by DWR, the existing groundwater management plans and practices remain in place.

Neither basin is identified by DWR as being in a state of critical overdraft (DWR 2019b).

### *Hydrogeologic Information*

The Policy Area is underlain by various geologic formations that constitute the water-bearing deposits. These formations include an upper, unconfined aquifer system consisting of the Modesto, Riverbank, Turlock Lake, Victor, Fair Oaks, and Laguna formations, and Arroyo Seco and South Fork Gravels, and a lower, semi-confined aquifer system consisting primarily of the Mehrten Formation. These formations are typically composed of lenses of inter-bedded sand, silt, and clay that are interlaced with coarse-grained stream channel deposits. These deposits form a wedge that generally thickens from east to west to a maximum thickness of about 2,500 feet along the western margin of the subbasins (DWR 2006).

Groundwater occurs in unconfined to semi-confined states throughout the subbasins. Semi-confined conditions occur in localized areas; the degree of confinement typically increases with depth below the ground surface. Groundwater in the upper aquifer formations is typically unconfined. However, due to the mixed nature of the alluvial deposits, semi-confined conditions can be encountered at shallow depths in the upper aquifer.

### *Groundwater Levels*

Groundwater levels in northern Sacramento County have historically decreased, declining as much as 1.5 feet annually in the 40 years prior to 2006 (DWR 2006). The Sacramento Central Groundwater Authority Biennial Basin Management Report (2012) indicates that there had been a consistent decline in groundwater levels of approximately 20 to 30 feet beginning in the 1950s and 1960s until about 1980. From 1980 through 1983, water levels recovered by about 10 feet and remained relatively stable until the beginning of the 1987 - 1992 drought. During this period, water levels declined about 15 feet. Between 1995 and 2003, most water levels recovered to levels generally higher than those prior to 1987 - 1992 drought. In some locations, this recovery has continued through the 2011-2012 reporting period (SCGA 2012).

Based on regional groundwater level monitoring wells in both subbasins, groundwater levels in the period between 2013 and 2018 have remained relatively stable overall, with average groundwater level rises and/or declines over the period being close to zero, but in all cases less

than 10 feet (in either direction). Areas experiencing average groundwater elevation rises occur in northern Sacramento County experiencing rises, whereas the Sacramento metropolitan area and the agricultural areas south of the American River are flat or experiencing slight declines (DWR 2020). As of Fall 2018, groundwater elevations in the Policy Area ranged from generally 10 to 20 feet below mean sea level (msl) in the western parts of the Policy Area near the Sacramento River, to between 60 and 70 feet below msl on the eastern edge of the Policy Area south of the Sacramento River, and up to 120 feet below msl in the northeastern tip of the Policy Area in the Arden Arcade community plan area (DWR 2020). The general direction of groundwater flow is to the west toward the Sacramento River.

**Recharge.** Sources of groundwater recharge include: active river and stream channels, inflow of groundwater from outside the policy area, deep percolation of applied surface water and precipitation.

**Extraction.** When extractions occur from a single well, a localized cone of depression is formed around the well. The shape and depth of the cone of depression depend on several factors including (but not limited to): (1) the rate of extraction; (2) the presence of nearby sources of recharge and extraction; (3) the rate of water transmitted through the aquifer; and (4) the “confined” or “unconfined” state of the aquifer. Over a period of time, extraction from an unconfined aquifer can de-water the aquifer around the well. However, when extraction ceases, the water level within the aquifer typically rebounds to its pre-extraction condition. A confined or semi-confined aquifer behaves differently, since the water is under pressure from a recharge source. Instead of de-watering the aquifer, a change in confining pressure occurs as a result of extractions; the aquifer remains saturated.

Large, regional cones of depression can form in areas where multiple groundwater extraction wells are in operation. The location and shape of a regional cone of depression is influenced by the same factors as a single well, but may be broader in scale and intensity due to the cumulative/ compounding effects of multiple wells simultaneously pumping in the same general area. Fluctuations in regional cones of depression are measured over years and result from changes in recharge or extractions. A sequence of successive dry years can decrease the amount of natural recharge to the aquifer and often a coinciding increase in groundwater extraction. Consequently, groundwater elevations decrease in response to this imbalance between recharge and extraction. Over time, the shape and location of the aquifer’s regional cone of depression fluctuates. The lack of a substantial or sustained groundwater level decline over the past decade within the Policy Area, despite the occurrence of a historic drought during the same period, supports the notion that conjunctive use programs, aggressive urban conservation, establishment of the Water Forum Agreement in the North American Subbasin (which established a sustainable yield and water accounting framework), and the ongoing implementation of other groundwater management policies and programs have been successful in avoiding the more substantial groundwater level declines that might have otherwise been expected to accompany drought period.

There are many groundwater extraction wells in, and adjacent to, the Policy Area. According to the DWR’s SGMA data viewer, the North American Subbasin has an average of 7.03 wells per square mile and an average groundwater use of 0.6 acre-feet per basin acre (DWR 2020). The South American Subbasin has an average of 10.74 wells per square mile and an average groundwater use of 0.58 acre-feet per basin acre (DWR 2020). Note that the average

groundwater use per basin acre is inclusive of all non-deminimis groundwater uses, including agricultural, industrial and municipal supply.

### *Groundwater Quality*

Groundwater quality in the Policy Area is generally within the secondary drinking water standards for municipal use, including levels of iron, manganese, arsenic, chromium, and nitrates. Both subbasins provide a good quality, reliable source of supply for the City, i.e., the quality of groundwater in the basin is suitable for nearly all uses, with the exception of documented areas of contamination and localized quality issues (City of Sacramento 2017). The water quality in the upper aquifer system is regarded as superior to that of the lower aquifer system, principally because the lower aquifer system (specifically the Mehrten formation) contains higher concentrations of iron and manganese. The lower aquifer system also has higher concentrations of total dissolved solids (TDS, a measure of salinity) than the upper aquifer, although it typically meets standards as a potable water supply (DWR 2004). Water from the upper aquifer generally does not require treatment (other than disinfection) (SGA 2014). Known naturally-occurring contaminants of concern within the Policy Area include arsenic, manganese, and methane with additional anthropogenic source of contamination including those associated with military installations, dry cleaning operations, and chrome plating (City of Sacramento 2017).

**Groundwater Contamination.** Groundwater containing elevated levels of contaminants is present within or near the Policy Area. Contaminant plumes are associated with the former Southern Pacific and Union Pacific Railyards east of the Capitol Building along the American River (downtown Sacramento), former McClellan Air Force Base (AFB) north of the Policy Area, former Mather AFB east of the Policy Area, and the Aerojet site along the American River in Rancho Cordova east of the Policy Area. For the McClellan AFB plumes, the primary contaminants of concern (COC) are trichloroethene (TCE), tetrachloroethene (PCE), cis-1,2-dichloroethene (DCE), 1,4-dioxane, and 1,2-dichloroethane (DCA). A groundwater treatment system at the McClellan AFB consists of 80 extraction wells with the capacity to treat up to 1,400 gallons per minute. For the Mather AFB plumes, the primary COCs are perchlorate, TCE, PCE, and carbon tetrachloride. For the Aerojet plume, the primary COCs are TCE, perchlorate, n-nitrosodimethylamine (NDMA), 1,4-dioxane. In addition to these major groundwater contaminant plumes, there are currently hazardous materials listed sites within the Policy Area (see Section 7.5 Hazardous Materials). Please see Chapter 7, Section 7.5 Hazardous Materials for more information regarding areas of groundwater contamination.

Water agencies pro-actively avoid these specific areas when siting new wells, and closely monitor existing municipal supply closest to these contaminant plumes for any evidence that plume migration threatens the supply.

### **Drinking Water**

The American and Sacramento rivers provide approximately 80 to 85 percent of the City's drinking water supply (City of Sacramento 2017). Groundwater resources supply the remaining 15 to 20 percent of drinking water, relying on 33 permitted municipal supply wells, 31 of which are located in the North American Subbasin and 2 of which are located in the South

American Subbasin. Of these wells, 26 are currently active while the remained are inactive because they have reached the end of their useful life, or because the water they produce no longer meets applicable water quality standards with treatment currently provided. The Sacramento and American rivers are vulnerable to contaminants from recreational activities, and the Sacramento River is also susceptible to agricultural contaminants (City of Sacramento 2015).

The City completed a Groundwater Master Plan in December 2017, which outlines the City's strategy to meet the groundwater portion of the City's urban water demand through 2035 (City of Sacramento 2017). The assessment concluded that an ongoing well rehabilitation and/or replacement program will be required if the City wants to maintain its good access to groundwater resources, and that to maintain a reliable capacity (of 17,900 AFY and 20,000 AFY), the City will need to replace many of the existing wells that may become inoperable, to the tune of one to two wells per year through 2035 (City of Sacramento 2017).

The City's 2019 Consumer Confidence Report includes a comparison of the detected chemicals in the City's drinking water supplies to the standards set by the State Water Resources Control Board Division of Drinking Water and the US Environmental Protection Agency. Drinking water may reasonably be expected to contain at least small amounts of some contaminants, the presence of which do not necessarily mean that water poses a health risk. According to the 2019 Consumer Confidence Report, the City's water meets or exceeds all Federal and State drinking water standards (City of Sacramento 2020).

## **REGULATORY CONTEXT**

### **Federal**

#### *Safe Drinking Water Act*

The Safe Drinking Water Act, as amended in 1996, sets national water quality policy by establishing allowable quantities of potentially harmful constituents. The Act authorizes the United States Environmental Protection Agency (U.S. EPA) to set national health-based standards for drinking water to protect against both naturally-occurring and man-made contaminants. The U.S. EPA oversees the states, localities, and water suppliers that implement the standards.

#### *Clean Water Act*

Water quality objectives for all Waters of the United States (including the Sacramento River) are established under applicable provisions of Section 303 of the Federal Clean Water Act (CWA). Section 307 of the CWA describes the factors that U.S. EPA must consider in setting effluent limits for priority pollutants. The CWA prohibits the discharge of pollutants to navigable waters from a point source unless authorized by a National Pollutant Discharge Elimination System permit.

*National Pollutant Discharge Elimination System Permits (NPDES)*

The NPDES permit system was established to regulate municipal and industrial discharges to surface waters. Each NPDES permit contains limits on allowable concentrations and mass emissions of pollutants contained in discharges. Sections 401 and 402 of the CWA contain general requirements regarding NPDES permits. The goal of NPDES stormwater regulations is to improve the quality of stormwater discharged to receiving waters to the “maximum extent practicable” through the use of structural and non-structural Best Management Practices (BMPs). BMPs can include the development and implementation of various practices including educational measures (workshops informing public of what impacts results when household chemicals are dumped into storm drains), regulatory measures (local authority of drainage facility design), public policy measures (label storm drain inlets as to impacts of dumping on receiving waters), and structural measures (filter strips, grass swales and detention ponds).

**State**

*California Water Code*

The State Water Resources Control Board (SWRCB) and CVRWQCB have established water quality standards, as required by Section 303 of the CWA and the Porter-Cologne Water Quality Control Act. The Porter-Cologne Water Quality Act states that basin plans consist of beneficial uses, water quality objectives, and a program of implementation for achieving water quality objectives. The Water Quality Control Plan, or Basin Plan, prepared by the CVRWQCB, has established water quality numerical and narrative standards and objectives for rivers and their tributaries within its jurisdiction. In cases where the Basin Plan does not contain a standard for a particular pollutant, other criteria, such as US EPA water quality criteria developed under section 304(a) of the CWA apply.

Water quality objectives for the Sacramento River are specified in the Water Quality Control Plan for the Sacramento River Basin and San Joaquin River Basin (Basin Plan) prepared by the CVRWQCB in compliance with the Federal CWA and the California Water Code (section 13240). The Basin Plan establishes water quality objectives, and implementation programs to meet stated objectives and to protect the beneficial uses of water in the Sacramento-San Joaquin River Basin. Because the city of Sacramento and the Policy Area are located within the CVRWQCB’s jurisdiction, all discharges to surface water or groundwater are subject to the Basin Plan requirements.

*Central Valley Water Quality Control Board (CVRWQCB) NPDES Permits*

The CVRWQCB has adopted a general NPDES permit for short-term discharges of small volumes of wastewater from certain construction-related activities. Permit conditions for the discharge of these types of wastewaters to surface water are specified in “General Order for Dewatering and Other Low-Threat Discharges to Surface Waters” (Order No. 5-00-175, NPDES No. CAG995001). Discharges may be covered by the permit provided they are (1) either four months or less in duration, or (2) the average dry weather discharge does not exceed 0.25 mgd. Construction dewatering, well development water, pump/well testing, and miscellaneous dewatering/low-threat discharges are among the types of discharges that may be covered by

the permit. The general permit also specifies standards for testing, monitoring, and reporting, receiving water limitations, and discharge prohibitions.

In accordance with NPDES regulations, to minimize the potential effects of construction runoff on receiving water quality, the State requires that any construction activity affecting 1 acre or more must obtain a General Construction Activity Stormwater Permit (General Permit). Performance standards for obtaining and complying with the General Permit are described in NPDES General Permit No. CAS000002, Waste Discharge Requirements, Order No. 99-08-DWQ. The General Permit was modified in April 2001 (SWRCB Resolution No. 2001-046) to require permittees to implement specific sampling and analytical procedures to determine whether the BMPs used at permitted construction sites are effective.

General Permit applicants are required to prepare and implement a Stormwater Pollution Prevention Plan (SWPPP), which includes implementing BMPs to reduce construction effects on receiving water quality by implementing erosion control measures and reducing or eliminating non-stormwater discharges.

#### *California Sustainable Groundwater Act*

The Sustainable Groundwater Management Act (Act) is a package of three bills (AB 1739, SB 1168, and SB 1319) that provides local agencies with a framework for managing groundwater basins in a sustainable manner. The Act establishes minimum standards for sustainable groundwater management, roles and responsibilities for local agencies that manage groundwater resources, as well as priorities and timelines to achieve sustainable groundwater management within 20 years of adoption of a Groundwater Sustainability Plan. Central to the Act is the identification of critically over-drafted basins and the prioritization of groundwater basins, the establishment of Groundwater Sustainability Agencies, and the preparation and implementation of Groundwater Sustainability Plans. Groundwater Sustainability Agencies must be formed by June 30, 2017, and Groundwater Sustainability Plans must consider all beneficial uses and users of groundwater in the basin, as well as include measurable objectives and interim milestones that ensure basin sustainability. A basin may be managed by a single Groundwater Sustainability Plan or multiple coordinated plans.

The City overlies two groundwater sub basins: the North American Subbasin, located north of the American River, and the South American Subbasin, located South of the American Subbasin. Management and use differs between the North and South American Subbasins. The North American Subbasin consists mainly of cities, water districts and water agencies, whereas the South American Subbasin users consists of about 6,000 private groundwater users in addition to cities, water districts and water agencies. The stark differences in uses and stakeholders is why two separate Groundwater Sustainability Agencies were formed. The Sacramento Groundwater Authority was formed to manage the North American Subbasin and the Sacramento Central Groundwater Authority was formed to manage the South American Subbasin. Both the North and South American basins were designated as high priority basins, but neither has been designated as a critically over drafted basin. In December of 2014, the Sacramento Groundwater Authority adopted the Groundwater Management Plan to establish a framework for maintaining a sustainable groundwater resource. The Sacramento Groundwater Authority will prepare a Groundwater Sustainability Plan, to be submitted by 2022, using the 2014 Sacramento Groundwater Authority Groundwater Management Plan as

a basis. The Sacramento Central Groundwater Authority completed a Groundwater Management Plan for the South American Subbasin in 2006. Currently, the Sacramento Central Groundwater Authority has filed an alternative to a Groundwater Sustainability Plan, which was not approved by DWR. Accordingly, the Sacramento Central Groundwater Authority must also complete a corresponding Groundwater Sustainability Plan and submit it to the DWR by January 31, 2022. Until Act-compliant documents are submitted to and approved by DWR, the existing groundwater management plans and practices remain in place.

### *California Code of Regulations*

Public water system operators are required to regularly monitor their drinking water sources for microbiological, chemical and radiological contaminants to show that drinking water supplies meet the regulatory requirements listed in Title 22 of the California Code of Regulations as primary maximum contaminant levels (MCLs). Primary standards are developed to protect public health and are legally enforceable. Among these contaminants are approximately 80 specific inorganic and organic contaminants and six radiological contaminants.

Public water system operators are also required to monitor for a number of other contaminants and characteristics that deal with the aesthetic properties of drinking water. These are known as secondary MCLs. Secondary standards are generally associated with qualities such as taste, odor, and appearance. In California, secondary standards are legally enforceable for all new drinking water systems and new sources developed by existing public water suppliers (DWR 2003). This information has not changed since the TBR was last updated. The public water system operators are also required to analyze samples for unregulated contaminants, and to report other contaminants that may be detected during sampling.

## **Local**

### *National Pollutant Discharge Elimination System (NPDES) Permit*

The County of Sacramento and the cities of Sacramento, Folsom, Citrus Heights, Elk Grove, Rancho Cordova, and Galt have a joint NPDES permit (No. CAS082597). The intent of the permit is to develop, achieve, and implement a timely, comprehensive, cost effective storm water pollution control program to reduce the discharge of pollutants in stormwater runoff to the greatest extent practicable.

### *Stormwater Quality Design Manual for Sacramento and South Placer Regions*

The County of Sacramento and the cities of Sacramento, Folsom, Citrus Heights, Elk Grove, Rancho Cordova, Galt, and Roseville have collaborated and published the Stormwater Quality Design Manual for Sacramento and South Placer Regions (2018) to meet the regulatory requirements of their respective municipal stormwater NPDES permits. The Manual provides locally-adapted information for design and selection of three categories of stormwater quality control measures: source control, runoff reduction, and treatment control.

### *City of Sacramento Stormwater Quality Improvement Plan*

The City of Sacramento prepared the 2007 Stormwater Quality Improvement Plan (SQIP) to reduce the pollution carried by stormwater into local creeks and rivers to the maximum extent practicable. The comprehensive plan includes pollution reduction activities for construction sites, industrial sites, illegal discharges and illicit connections, new development, and municipal operations. The program also includes an extensive public education effort, target pollutant reduction strategy and monitoring program. The SQIP includes a wide range of BMPs, control measures, and performance standards to be implemented during the permit period (currently 2006-2019) (City of Sacramento 2016-2017).

### *City of Sacramento City Code*

The City's Land Grading and Erosion Control Ordinance requires project applicants to prepare erosion, sediment and pollution control plans for both during and after construction of a project, as well as preliminary and final grading plans. The ordinance applies to projects where 350 cubic yards or more of soil is excavated and/or disposed and requires BMPs that must be approved of by the City's Department of Utilities. In addition, the City's Stormwater Management and Discharge Control Ordinance minimizes or eliminates sediment and pollutants in construction site stormwater discharges.

The City Code, Chapter 13.16 Stormwater Management and Discharge Control, mandate development projects to incorporate source point and/or treatment controls to minimize long-term, post-construction discharge of stormwater pollutants from new development or modifications to existing development. Specific control measures must be developed to reduce the risk of non-stormwater discharge and/or pollutant discharge into the City's drainage system or other receiving waters from business-related activities.

Section 13.080.030 of the Sacramento City Code prohibits the discharge of any substances, materials, waters, or waste if the discharge would violate any sewer use ordinance enacted by the Sacramento Regional County Sanitation District (SRCSD). Section 13.08.040 of the Sacramento City Code identifies specific waters, wastes, and substances that may not be discharged to the sewer.

### *City of Sacramento Department of Utilities Engineering Services Policy No. 0001*

All new groundwater discharges to the CSS or separated sewer system are regulated and monitored by the City's Department of Utilities pursuant to Department of Utilities Engineering Services Policy No. 0001, adopted as Resolution No. 92-439 by the Sacramento City Council. Groundwater discharges to the City's sewer system are defined as construction dewatering discharges, foundation or basement dewatering discharges, treated or untreated contaminated groundwater cleanup, discharges, and uncontaminated groundwater discharges.

The City requires that any short-term discharge be permitted, or an approved Memorandum of Understanding (MOU) for long-term discharges be established, between the discharger and the City. Short-term limited discharges of seven days duration or less must be approved through the City's Department of Utilities by acceptance letter. Long-term discharges of greater



duration than seven days must be approved through the City’s Department of Utilities and the Director of the Department of Utilities through a MOU process. The MOU must specify the type of groundwater discharge, flow rates, discharge system design, a City-approved contaminant assessment of the proposed groundwater discharge indicating tested levels of constituents, and a City-approved effluent monitoring plan to ensure contaminant levels remain in compliance with State standards or Sacramento Regional County Sanitation District’s and CVRWQCB-approved levels. All groundwater discharges to the sewer must be granted a discharge permit from the Sanitation District. If the discharge is part of a groundwater cleanup or contains excessive contaminants, CVRWQCB or Sacramento County approval is also required.

Discharges in the CSD-1 service area do not require a MOU with the City. Permission to discharge must be obtained from CSD-1.

## 6.4 Cultural Resources

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### INTRODUCTION

This TBR describes the historic and cultural resources present or potentially present in the City of Sacramento Policy Area. Terminology applied throughout has been used with the intent of ensuring intuitive consistency with standard CEQA definitions, City preferences, and terminology applied in the General Plan.<sup>1</sup>

Significant resources in the area include structures that may be eligible for the National Register of Historic Places (NRHP), the California Register of Historical Resources (CRHR), and the City of Sacramento’s Sacramento Register of Historical and Cultural Resources (Sacramento Register). Information for this section is based on research performed by Peak & Associates (2005), Dudek, and Page & Turnbull.

Appendix B includes four themed context statements and a table that identifies historic resources currently listed on the Sacramento Register. The context statements address the following themes: agriculture, State government, railroads, and World War II, transportation, and redevelopment. The historic context statements are not intended to be a comprehensive community history or chronology, but rather identify significant themes, patterns, trends, and property types in the city. The context statements provide a framework for the identification, evaluation, and treatment of historic resources. Although there are additional contextual

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<sup>1</sup> The term “cultural resource” should be understood to generally reference archaeological resources, although the term is also inclusive of cultural landscapes, traditional uses and broader heritage value systems that may also overlap elements of “tribal cultural resources”. The term “historic” is used to specifically reference historic era features, buildings, districts, and other elements of the historic built environment, which are distinct from archaeological resources and tribal cultural resources. These definitions are used independently from the term “historical resource”, which are intended to identify the significance of a resource (historic built environment or archaeological) under CEQA; this term is defined in PRC Section 21084.1 as a resource that is listed in, or determined eligible for listing in, the California Register of Historical Resources (CRHR),

themes that explain the history and development of Sacramento, these were not researched as part of this TBR. An additional Mid-Century Modern context statement was completed in 2017.

### **Methodology**

#### *Precontact and Historic Era Archaeological Resources*

Peak & Associates staff originally conducted archaeological research at the North Central Information Center (NCIC) of the California Historical Resources Information System to collect information on locations of recorded indigenous<sup>2</sup> sites in the Policy Area as part of the 2030 General Plan and was determined to not require updating as part of the 2035 General Plan Update. Staff also consulted a set of base maps copied in the mid-1970s from original maps held by the early archeologists from UC Berkeley who worked to locate sites in the Sacramento area in the 1930s. The precontact background information is still relevant to the 2040 General Plan Update.

Sites recorded in the region include village sites, smaller occupation or special use sites, and lithic scatters. Native American use of the project area focused higher spots along the rivers, creeks and sloughs that provided water and sources of food. Recent findings in the City, such as at the City Hall site and elsewhere have helped further our understanding of the settlement pattern for the earliest inhabitants of the area, as well as detail regarding the dates of occupancy and use and additional understanding of the indigenous period lifeways.

#### *Built Environment Context Statements*

Research in support of the four (4) themed historic contexts is included as Appendix B of this TBR. It was compiled from the following repositories: the Sacramento Room at the Sacramento Public Library; the Center for Sacramento History; the California State Library; the Online Archive of California; and the City of Sacramento's Planning Department. The works cited in the context statements are listed in the Appendix following the context statements.

Research for the regulatory background section of this report is based on data obtained from: the NCIC (records requested January 2019); the California Office of Historic Preservation (OHP); City of Sacramento's Register of Historic & Cultural Resources (2015); Central City Specific Plan (2018); the City of Sacramento Preservation Element; the City of Sacramento Historic Preservation Director; and previous environmental documentation prepared for the City.

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<sup>2</sup> Please note, that the term "precontact" or "indigenous" should be understood to the same as "prehistoric", as commonly applied in archaeological literature and regulations. These terms have been utilized throughout the present section at the request of consulting tribes. The use of *prehistoric* has been retained only where directly referenced by the discussed regulations or policies.

## EXISTING CONDITIONS

The Policy Area is located on the western edge of the Sacramento Valley and north of the geographic center of the State of California. The Sacramento Valley comprises roughly the northern third of the major north-northwest oriented synclinorium called either Valle Grande (Clark, 1929), Great Valley (Fenneman, 1931; Hackel, 1966), Central Valley (Jahns, 1954), Great Central Valley (Piper et al., 1939; Davis et al., 1957), or California Trough (Piper et al., 1939). The Central Valley Physiographic Province is located between the Sierra Nevada Physiographic Province on the east and the Coast Ranges Physiographic Province on the west.

### Precontact and Historic Era Archeological Background

Indigenous occupation of the Central Valley can be broadly broken into three phases: the Paleoindian Period, the Archaic Period, and the Emergent Period. These divisions are largely based on changing patterns in the material record and apparent shifts in subsistence-settlement patterns evident in the archaeological record of the region.

#### *Paleoindian Period (11,550–8550 cal BC)*

Occupation of the Central Valley and Sierra Foothills is likely to have occurred at least 9,000 years ago, but only a handful of Paleoindian Period lithic bifacial points have been recorded and the primary examples of the Paleoindian pattern, to which such fluted and stemmed points are generally assigned, have been recorded east of the Sierra Nevada. The typical assemblage includes large stemmed projectile points, high proportions of formal lithic tools, bifacial lithic reduction strategies, and relatively small proportions of groundstone tools. Fluted points and other Paleoindian Period sites are particularly rare in the Central Valley due to the dearth of Late Holocene-age deposits in the region because of periodic episodes of erosion and deposition during the Holocene that have removed or deeply buried large segments of the Late Pleistocene landscape that would contain Paleoindian sites, although fluted points have been found in isolated contexts in the Sacramento and San Joaquin Valleys. It is likely that Paleoindian Period occupation of the Central Valley would have been focused near highly productive watercourses, as Paleoindian sites are often found at the margins of lakebeds or other aquatic resources.

#### *Archaic Period (8550 cal BC–cal AD 1100)*

The Archaic Period in the Central Valley can be subdivided into three phases: the Lower Archaic (8550–5550 cal BC), the Middle Archaic (5550–550 cal BC), and the Upper Archaic (550 cal BC–cal AD 1100). As with the Paleoindian Period, Lower Archaic deposits in the Central Valley tend to be isolated finds lacking stratigraphic context. Stemmed projectile points, flaked stone crescents, and other distinctive flaked stone artifact types are associated with this period, several of which have been found in the vicinity of Tulare Lake (Fenenga 1992).

The onset of the Middle Archaic in Central California marked a substantial change in the climate, with warmer, dryer conditions resulting in the shrinking and eventual drying out of Tulare Lake, a phenomenon common among other Pleistocene Lakes throughout the Western United States during this time. This also coincided with the formation of new wetland habitats as rising sea levels pushed inland, forming the Sacramento and San Joaquin Deltas. These

climatic processes resulted in substantially more stable landforms as fans and floodplains stabilized within the delta, making buried Middle Archaic deposits much more common than those from the Early Archaic. Middle Archaic sites are typified by the distinct adaptive pattern of logistically organized subsistence practices and residential stability along river corridors (Rosenthal et al. 2007). The prevalence of groundstone tools, including early examples of mortars and pestles, suggests an increased reliance on vegetal resources, likely the result of greater residential stability driving resource intensification (e.g., Basgall 1987). Fishing was also an important component of subsistence, as new fishing technologies (including gorge hooks, composite bone hooks, and spears) along with abundant ichthyofaunal remains have been identified at Middle Archaic sites in Contra Costa, Sacramento, and San Joaquin Counties (Heizer 1949; Rosenthal et al. 2007; Schulz 1981). Regional variations of the Middle Archaic pattern include the Windmill Pattern, first identified on old levee ridges at the confluence of the Mokelumne and Cosumnes Rivers.

The transition to the Upper Archaic Period coincides with the onset of late Holocene environmental conditions, during which time the climate was markedly cooler, wetter, and more stable. The archaeological record from the Upper Archaic is better understood and represented, and is marked by an increase in cultural diversity, with numerous regional distinctions in burial posture, artifact styles, and other elements of material culture (Bennyhoff and Fredrickson 1994; Rosenthal et al. 2007). The Upper Archaic record is marked by the development and proliferation of numerous bone tools and implements, as well as widespread production and trade of manufactured goods, including *Olivella* shell beads, *Haliotis* ornaments, and obsidian bifacial roughouts and ceremonial blades (Bennyhoff and Fredrickson 1994; Moratto 1984). Subsistence economies during the Upper Archaic focused on seasonally structured resources that could be harvested and processed in bulk, including acorns, salmon, shellfish, deer, and rabbits. The proliferation of mortars and pestles and archaeobotanical remains indicate that the first widespread reliance on acorns occurred during this period (Wohlgemuth 1996, 2004). Large mounded village sites also first occurred in the delta region during this period (Bennyhoff and Fredrickson 1994; Boey 1995; Rosenthal et al. 2007).

On the whole, the Archaic Period in the Central Valley is characterized by increasing residential stability, cultural diversity, and subsistence intensification through time.

#### *Emergent Period (cal AD 1100–Historic Contact)*

The archaeological record for the Emergent Period is the most substantial and well-documented of any period in the Central Valley, and the assemblages and adaptations represented therein are the most diverse. The Emergent Period also marks the onset of cultural traditions consistent with those documented at European contact and the disappearance of several previous archaeological traditions. Large villages developed in areas of the Sacramento Valley, and the number of mound villages and smaller hamlets increased across the region. Subsistence economies during the Emergent Period were increasingly reliant on fishing and plant gathering, with increased subsistence intensification evident in the increased reliance on small seeds and a more diverse assortment of mammals and birds (Broughton 1994; Rosenthal et al. 2007; Wohlgemuth 2004). Perhaps the most notable technological change during the Emergent Period is the introduction of the bow and arrow, which replaced atlatl technology as the favored hunting implement sometime between AD 1100 and AD 1300 (Bennyhoff and Fredrickson 1994). The material record during the Emergent Period is also marked by the

introduction of new *Olivella* bead and *Haliotis* ornament types, and eventually the introduction of Clamshell Disk beads (Groza 2002; Moratto 1984; Rosenthal et al. 2007). The Emergent Period in general is marked by an increase in population size and the number of residential sites and villages throughout the region, with increasing regional variability and resource intensification.

### *Ethnohistoric Background*

The following section has been drawn from archival, ethnographic, and archaeological literature. It represents a baseline summary drawn from common sources. Further, regional Native American tribes are living descendants of these indigenous communities. Representatives of these tribes may provide additional information pertaining to contemporary, precontact and ethnohistoric practices, histories, cultural values, and/or indigenous lifeways.

At the time of European contact, Central California indigenous populations derived their linguistic roots from a common Penutian stock. The degree of internal variation among Penutian's three decedent language groups (Yokutian, Maiduan, and Wintuan) is similar to Indo-European, suggesting a time depth of approximately 6,500 years (Golla 2007), attesting to the long-term occupation of the region by people speaking languages that are variants of Penutian stock. The Policy Area specifically encompasses the boundary of the tribal territories of groups speaking two of these languages: Nisenan and Plains Miwok (Barrett 1908; Barrett and Gifford 1933; Bennyhoff 1977; Kroeber 1925, Wilson and Towne 1978, Golla 2007). Additionally, the area immediately west of the Policy Area, across the Yolo Bypass was the tribal territory of Patwin speaking groups. The geographic distribution tribal territories and population density of the region suggests that the Policy Area would have been an important area for interaction and exchange between the different tribal groups in the region. Specific details about the groups occupying the Policy Area are discussed in detail below.

**Nisenan.** The major portion of the Policy Area lies in the tribal territory attributed to the Nisenan, an area that encompasses the drainages of the Yuba, Bear, and American Rivers, along with the lower portion of the Feather River. Nisenan is one of four closely related Maiduan languages, along with Konkow, Chico Maidu, and Mountain Maidu. Distinct dialects of Nisenan include Valley, Northern Hill, Central Hill, and Southern Hill Nisenan. Groups within Nisenan tribal territory referred to themselves as Nisenan, meaning "people," in contrast to the surrounding tribes, in spite of close linguistic and cultural similarities. For this reason, they are usually named by this term rather than the more technical "Southern Maidu." The Maiduan language structure suggests that all four Maiduan languages were descended from the same proto-Maiduan speaking population to the north which subsequently branched into distinct languages and dialects as populations spread southward, with the Nisenan encroaching into area previously occupied by Miwok tribal groups sometime in the past few centuries (Golla 2007). This later population movement is further substantiated by the high frequency of Miwok loan words found within Nisenan vocabulary, a trait that is not shared with the other three Maiduan languages. The frequency of loan words is indicative not only of the timing of the arrival of the Nisenan language to the area, but also of frequent interaction between Nisenan and Miwok speaking groups.

The Valley Nisenan subsistence-settlement pattern was oriented to major river drainages, with ancillary villages located on tributary streams and sloughs. Valley plains and flat grasslands between watercourses were used for collecting vegetable foods and hunting and generally lacked substantial settlements. Villages varied from as few as three houses to as many as 40 or 50, with major villages often supporting a population exceeding five hundred people (Wilson and Towne 1978:389). Traditional village features included bedrock milling stations, acorn granaries, conical house structures, and sweat and ceremonial houses. The indigenous subsistence strategy was centered on fishing, hunting, and collecting vegetative resources. Groups were logistically mobile, with larger central habitation areas surrounded by satellite sites used during hunting excursions and for pre-processing of collected plant resources, such as acorns. Common food items included acorns, small seeds, pine nuts, fish, deer, rabbits, birds, bear, rodents, other mammals of small and moderate size, and various insects. Common tools included the bow and arrow, traps, harpoons, hooks, nets, portable and stationary grinding implements, and pestles and handstones.

Despite commonality in language and customs among Nisenan groups, the local main village was of more importance to the people than the tribal designation, and groups identified themselves by the name of the central village. Each village had a headman or captain that served as an advisor to the village, however the headman had little direct authority and each family or household had a leader who assisted the headman (Wilson and Towne 1978). Chieftanship and political power, were traced patrilineally, with positions often passed down hereditarily, although headmen were occasionally chosen by the village (Wilson and Towne 1978). Villages, and often households, often acted autonomously regardless of affiliation with neighboring groups.

The Nisenan practiced "Kuksu Cult" religion, a widespread pattern among California indigenous tribes. Ceremonies congregated in the semi-subterranean dance house located at the central village and "cry sites" where the annual mourning ceremony for the dead took place. Later, the religious revival of the ghost dance also affected this area.

In 1833, a great epidemic swept through the Sacramento Valley. This epidemic has been attributed to malaria (Cook 1955:308), and is estimated to have killed seventy-five percent of the native population. The stark population decline and subsequent intrusion of Euro-American miners and settlers caused a major disruption to native lifeways.

**Plains Miwok.** The southern portion of the Policy Area is within the tribal territory of the Plains Miwok, an area that encompasses the lower reaches of the Mokelumne, Cosumnes, and Sacramento Rivers, including the area of south Sacramento County surrounding the Policy Area.

The language spoken by the Plains Miwok is one of the five classified languages of the Miwok family, a branch of the Yokutian stock, with several distinct regional dialects. The language falls into two distinct branches: Western Miwok, which is subdivided into Coast and Lake Miwok, and Eastern Miwok, which includes Bay, Plains, and Sierra Miwok. Lexostatistical calculations suggest that the two branches of the Miwok language began to diverge at approximately 500 BC (Golla 2011). Furthermore, the distinctions between Plains Miwok and the adjoining Sierra Miwok vocabulary suggest that the Plains Miwok was a distinct linguistic entity for the last 2,000 years (Levy 1970). This result led researchers such as Richard Levy (1978:398) to

conclude that Plains Miwok speaking groups inhabited the Sacramento Delta for a considerable period of time.

The basic social unit of the Plains Miwok was the patrilineal extended family with preferred patrilocal residence (Bennyhoff 1977). These units were grouped into larger moieties (Bennyhoff 1977; Levy 1978). The largest political unit was the tribelet, which could be comprised of as many as 300-500 individuals. Tribelets, as defined by Kroeber (1925), were characterized by a sense of cohesion, local autonomy, and use and ownership of a certain territory. Plains Miwok tribelet areas could be represented by a single village or a primary village with up to six smaller and subsidiary settlements. Each settlement generally comprised approximately 21 individuals according to data collected by Gifford (Cook 1955:35). The tribelet took its name from the tribelet center, which represented the natal village of the hereditary headman or "chief" of the unit, and which was the site of the principal assembly house used for ceremonial dances (Bennyhoff 1977). Ethnographic and mission records have identified 28 independent Plains Miwok tribelets, eight of which occupied territories along the Cosumnes River (Bennyhoff 1977; Levy 1978). Although tribelets were autonomous, they would join together to occasionally form larger cooperative groups.

Four main types of structures were known among the Eastern Miwok, depending on the environmental setting. In the mountains, the primary structure was a conical structure of bark slabs. At lower elevations, the structures were thatched, semi-subterranean earth-covered dwellings and two types of assembly houses used for ceremonial purposes (Levy 1978:408-409).

The diet of the Plains Miwok emphasized the collection of floral resources such as acorns, buckeye, pine nuts, seeds from the native grasses and various fresh greens. Faunal resources such as tule elk, pronghorn antelope, deer, jackrabbits, cottontails, beaver, gray squirrels, woodrats, quail and waterfowl were hunted. Fishing, particularly salmon and sturgeon, contributed significantly to the Plains Miwok diet (Levy 1978:402-403). The primary method of collecting fish was by nets, but the use of bone hooks, harpoons and obsidian-tipped spears is also known ethnographically (Levy 1978:404). The study of piscine (fish) remains from both CA-SAC-65 (Schulz, Abels and Ritter 1979) and CA-SAC-145 (Schulz nd; Schulz and Simons 1973) indicates that small villages away from the major rivers appear to concentrate on the collection of fish species (particularly the Sacramento perch) that inhabited slow-moving waters. The Eastern Miwok manufactured both twined and coiled baskets. The baskets were used for the collection and storage of seeds, basketry cradles and gaming (Levy 1978:406). Tule mats were primarily used by the Plains Miwok as a floor covering. Other uses of tule included the manufacture of the tule balsa, a watercraft in which native people navigated and exploited adjacent delta and major river systems.

Bennyhoff (1977:11) characterized the Plains Miwok as intensive hunter-gatherers, with an emphasis upon gathering. The seasonal availability of floral resources defined the limits of the group's economic pursuits. Hunting and fishing subsistence pursuits apparently accommodated the given distribution of resources. The Plains Miwok territory covered six seasonally productive biotic communities and as such native people could apparently afford to pick and choose the resources they ranked highest from each of these zones. The subsequent storage of floral resources (such as acorns in granaries) allowed for a more stable use of the resource base (Bennyhoff 1977:10). The acorn was apparently the subsistence base needed to

provide an unusually productive environment as earlier non-acorn using peoples who resided in the same geographic setting apparently suffered some seasonal deprivation (Schulz 1981). Such an emphasis upon the gathering of acorns is consistent with the resource intensification and population increase evident during the Emergent Period in California.

#### *Precontact and Historic Era Archaeology Sensitivity Areas*

Previous surveys since 1930 have recorded approximately 80 archaeological sites within the Policy Area. The types of archaeological resources discovered include village sites, smaller occupation or special use sites, and lithic scatters. Native American use of the Policy Area focused on higher spots along the rivers, creeks and sloughs that provided water and sources of food. For the purposes of this study, the Policy Area was classified as one of three categories for analysis based on existing research: areas of high sensitivity for archaeological resources; areas of moderate sensitivity; and areas of low sensitivity. These areas are shown on Figure 6-9.

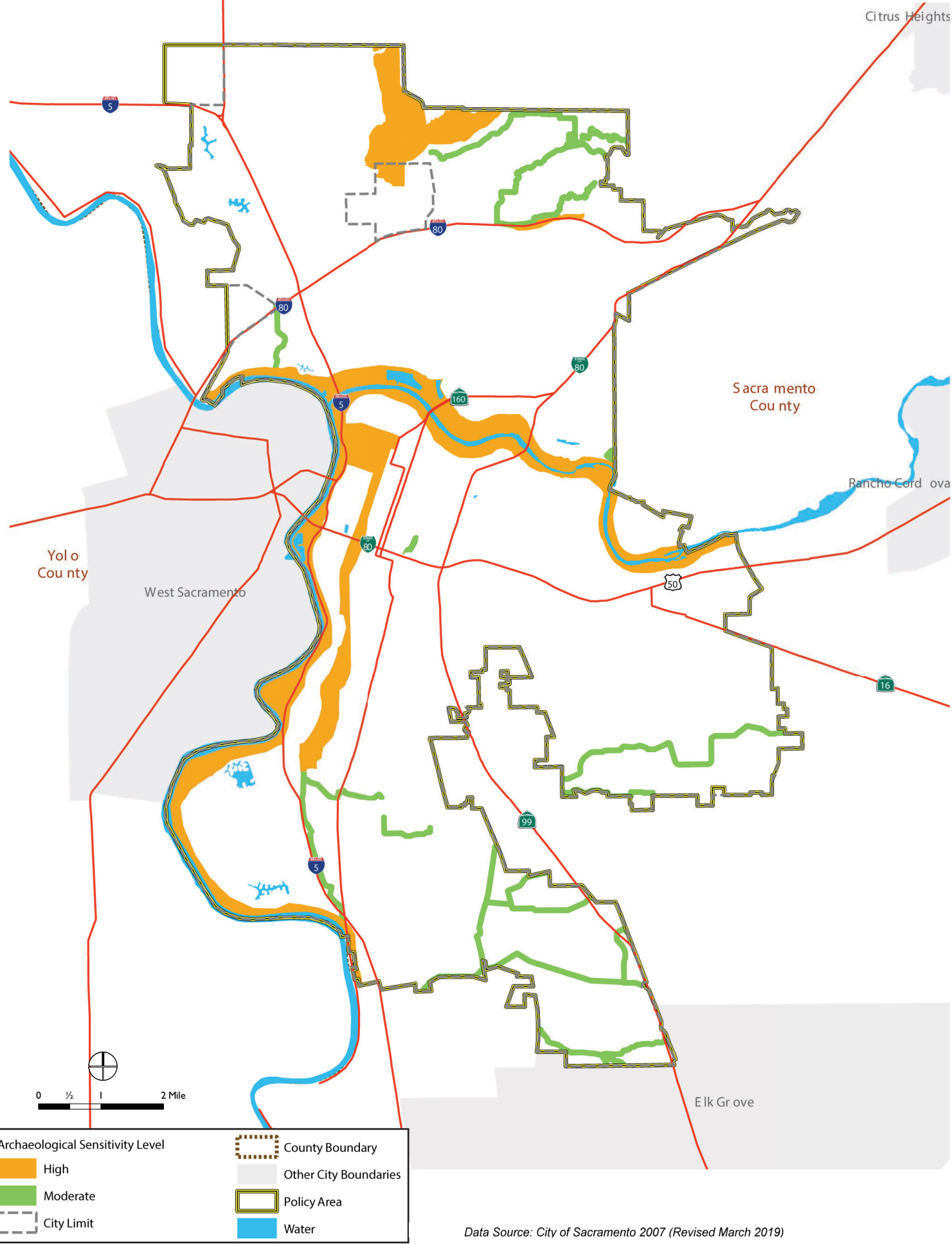
It is important to further note that, while areas may be substantially disturbed, thereby effecting the archaeological data potential of a resource as understood under regulations, these places may be viewed differently by living Native American tribes. Such areas may retain and continue to convey deep tribal cultural significance and importance to tribal communities. Although they may overlap with cultural resources, tribal cultural resources are understood to be, and accordingly treated as, an independent resource category under the California Environmental Quality Act (CEQA). The City will continue to maintain active relationships with traditionally culturally affiliated tribal partners and build upon their shared record of both indigenous cultural resources and tribal cultural resources.

**High Sensitivity.** High sensitivity areas are those known to have recorded precontact period archeological resources present. To protect the precise locations of known resources, these zones have been generalized. The types of precontact sites recorded in the Policy Area include large village mounds, small villages, and campsites. The sites contain midden (cultural deposit), Native American inhumations, artifacts [chipped stone (projectile points, scrapers) ground stone (bowl mortars, pestles, metates, manos, charmstones, beads, pipes), bone artifacts (awls, ornaments, needles, hairpins, whistles, pendants), antler artifacts (flakers), baked clay, and shell artifacts (ornaments and beads)], and other materials from occupation including shell, animal bone, and charcoal. Some of the sites were occupied very late in time, with the name of the village documented by Euro-Americans and relationships with the indigenous inhabitants discussed in Sutter's diaries in the 1840s. Some of these sites were recorded as early as the 1930s, and the locations remain on the base maps of archeological sites. Other sites were recorded in the 1950s and 1960s by archaeologists working on research projects. With the advent of the CEQA in the early 1970s, additional sites were identified during project specific surveys. Recent archaeological digs, such as at the City Hall site and the Federal Courthouse and elsewhere have helped further our understanding of the settlement pattern for the earliest inhabitants of the area. In addition, our understanding of the precontact period lifeways, and detail regarding the dates of occupancy and use has also gotten better. Many of the sites had been impacted even prior to their recordation by development, farming and historic period impacts. Since their identification, some of the sites have been completely destroyed or substantially affected by land-leveling, development, and other urban activities.



**Moderate Sensitivity.** Creeks and other watercourses, and early high spots near waterways that seem likely to have been used for indigenous occupation are areas of moderate sensitivity. Even sites where waterways may have existed in the past, but have now been paved over could be considered an archaeological resource due to the presence of “significant historic activities”. However, the chance of discovering artifacts on such sites is substantially lower. Many years ago, some of these waterways may have been surveyed for cultural resources, with negative results. Sites could still exist along these waterways, but may be obscured by siltation or later historic activities. While it is highly unlikely that a village would be found in a moderate sensitivity area small villages, campsites, or special use sites, occupied seasonally for the exploitation of certain food resources, are more likely to be found along the waterways.

Figure 6-9  
**Archeological Sensitivity**



Data Source: City of Sacramento 2007 (Revised March 2019)

**Low Sensitivity.** The remainder of the Policy Area may be considered of low sensitivity. It should be emphasized that low sensitivity indicates that it is unlikely that sites occur in these areas, but it does not rule out the possibility that a site could exist and be obscured through historic use and development or through natural processes, such as siltation. Again, it is unlikely that a village would be found, but it is more likely a small resource such as a campsite or special use site could exist.

A problem inherent with the development of a sensitivity map is that the North Central Information Center (NCIC) maps do not necessarily reflect what has happened to a site. Sites may be entirely destroyed or the subject of data recovery, but their location remains on the maps at the NCIC. These zones are shown as high sensitivity areas rather than researching the current condition of each site. Archeological surveys would still be required for all areas, except where major development has already occurred, and there are no visible original ground surfaces.

**Historic Period Archeological Sites.** There remains the issue of historic period archeological sites. The urbanized portions of the Policy Area are highly sensitive, and any new construction needs to consider the possibility for the presence of subsurface materials. Several recent projects in Sacramento have been the subject of extensive excavations of historic period sites, including the Embassy Suites project, the Federal Courthouse project, and the Plaza Lofts (Philadelphia House) project. These sites have provided additional insight on the history of the development of the city, providing detail on the early residents and their lifeways. Each site excavated provides information on the occupants of the specific site, and the history of the use and occupation of that lot or city block. One example of an excavated block is the Federal Courthouse site, with excavations conducted in 1994. This block was the last surviving portion of Sacramento's mid-nineteenth century Chinese district. The excavations yielded caches of domestic and commercial refuse associated with Chinese District Association boardinghouses that housed Chinese workers in the mid-1850s. The resulting analyses of the artifacts and historical research associated with the study provided information on the everyday lives of working-class Chinese pioneers.

On any project within the urban city, archival research must be undertaken to determine the use of the site through time, and test excavations or construction monitoring should occur. Outside of the urbanized areas, historic archeological materials may be present at any location formerly used or occupied over the past 150 years since the founding of the city. These areas may or may not coincide with locations of indigenous sites. Historic maps are the key to discovering potential locations, while research and field surveys should be required for any soil disturbing activities, as appropriate.

### **Brief Overview of Sacramento's Built Environment**

The history of Sacramento has been shaped by its location near two rivers. The rivers provided transportation, irrigation, and food supply for early settlers. Periodic flooding helped shape the development of Sacramento to this day by providing plant and animal habitats and helped to identify boundaries for the region. The creeks in the late 1800s were filled or diverted in the late nineteenth century. Historically, during Sutter's Era, however, Burn's Slough passed Sutter Fort (located in the Central City) on the north side, flowing southwest. Another small creek or

slough may have passed on the south side of the fort, according to Sutter Fort's historian and archivist, Stephen Beck, which would have crossed the Policy Area. Recent excavations undertaken in Sacramento provide credible evidence that the Sacramento area was occupied at a very early time. Several villages have been identified near the confluence of the Sacramento and American rivers.

Exploration into the Sacramento Valley began in the early 1800s via colonization and the establishment of missionaries. One of these explorers, a Spaniard name Gabriel Moraga is responsible for naming the valley region "Sacramento," which means "the Holy Sacrament". Latin influence in the region continued in the early 1800s, as Mexico gained independence from Spain and began sending explorers to Sacramento in 1822. While the area was technically under Mexican rule by 1824, the area was still inhabited by numerous Native American citizens.

While the Mexican Government occupied the region in the 1820s, the formal founder of the City of Sacramento is John Sutter. John Sutter arrived at the confluence of the Sacramento and American Rivers in 1839, settling in what was at the time Nisenan territory. The knoll on which Sutter placed his fort was documented to be an indigenous habitation mound site. Beginning in 1824, under Mexican rule, land in California was divided into large parcels or Mexican land grants, referred to as ranchos. By 1846, eight land grants were claimed in Sacramento County, including New Helvetia, the first settlement in the Sacramento area, which was granted to John Sutter in 1839.

In 1848, Sutter hired William Warner to conduct a survey, which imposed a grid pattern on the land east of the embarcadero with east-west streets designated by numbers and north-south streets by letters of the alphabet. This original grid, which survives today, extended east from the Sacramento River (Front Street) to just beyond the Fort and south from Sutter's Slough (at approximately 6<sup>th</sup> and I streets) to where Broadway is today. As the "gateway" to the gold fields, mining and the business of supplying miners served as a basis for the city's early economy. By 1849, approximately 42,000 gold seekers reached California in search of gold helping Sacramento reach a population of approximately 12,000. At that time, the center commerce was at the port along the American River. However, the areas of importance gradually moved inland towards gold country. The city's location along the river ports and later the railroad played a prominent role in making Sacramento the principal mining, commercial, agricultural processing, and transportation center for the Central Valley and drew people to the area. Despite numerous floods and a major fire in 1852 that eliminated 90 percent of the city, Sacramento always recovered and rebuilt itself better than before. In 1854, Sacramento became the state capital. The Capitol building remained at a temporary location until 1874.

During the mid-1800s, the city faced severe flooding issues, with the majority of flooding coming from the American River. During heavy rains, the portion of the American River north of I Street would flood. To solve this problem, the City dug a new mouth for the American River and elevated city streets approximately four to fifteen feet between I Street and L Street, from Front Street to 12<sup>th</sup> Street. This vast undertaking was completed in 1873 and has shaped the current downtown grid.

The city is also known as the birthplace of the California railroad system. The State's first railroad, Theodore Judah's Sacramento Valley Railroad, served as a link between Folsom gold

fields and the city. With the Sacramento Valley Railroad serving as a springboard, Judah convinced the city's four major merchants to back an effort to establish a rail line linking California with the rest of the nation. These four merchants Leland Stanford, Collis Huntington, Mark Hopkins, and Charles Crocker, who came to be known as the Big Four, established the Central Pacific Railroad in 1861. Construction of the rail line began in 1862 and was ultimately completed in 1869. The transcontinental line helped establish Sacramento and the state as a primary distributor of agricultural goods to the rest of the country. Sacramento also became known as the largest railroad manufacturer and repair center west of the Mississippi. Construction of the transcontinental railroad ultimately increased the local population and the diversity of the region with new residents from the East Coast, as well as Chinese immigrants who worked on the railroads.

However, in 1895, Sacramento still remained sparsely populated with the area dominated by agricultural uses. Battery operated streetcars were introduced in 1891, which helped with short range transportation. In an era before the automobile, development often followed streetcar lines. With the extension of the streetcar line, the neighborhood became quite fashionable, and a number of palatial houses were located along Capitol Avenue by 1915. Many of these are now within the boundaries of the city's Capitol Mansions Historic District. As the character of the neighborhood had shifted to urban, the city began to see its first suburbs. The city's first recognized suburb, Oak Park, was originally a farm that was sold in 1885 and subdivided in 1887. Establishment of a streetcar line connecting the community to the city center helped establish the suburban growth trend of the 1900s. By 1911, the City annexed present day East Sacramento, Oak Park, Curtis Park, and Land Park, which tripled the city's size and added 15,000 people to its population. In 1924 North Sacramento, formerly known as Rancho Del Paso, was incorporated as a city.

A number of associational and religious buildings were constructed between 1900 and 1930 including Sacramento City College (1916), City Hall (1911), the City Library (1918), the Masonic Temple (1920), the Public Market (1923), the Elks Club building (1926), and Memorial Auditorium (1927). During the same period, the City established many parks, hospitals, and commercial industries. The 1930s and 1940s saw the development of the Tower Bridge (1935) and the establishment of a strong military presence in the region. Mather Air Force Base (1918) and the Sacramento Air Depot (1935, renamed McClellan in 1939) provided a huge job base during the war, which triggered growth throughout the region. This rapid growth created a housing crisis which resulted in increased development and suburban settlement from the 1940s through the 1970s. Sacramento expanded at an unprecedented rate as newly developed areas to the north and south were annexed into the city.

Increased suburban settlement was made easier due to the establishment of the automobile as the primary form of transportation. Use of automobiles drastically impacted the development of the City of Sacramento via the establishment of a network of freeways and reduced the importance of the transcontinental railroad. Establishment of the Sacramento Redevelopment Agency in the 1950s and its attempts at urban renewal projects such as the K Street mall also resulted in the destruction of many historic structures, including almost all of Sacramento's West End neighborhood, and a precipitous decrease in the residential population of downtown Sacramento.

The designs of many of the postwar residential neighborhoods, downtown developments, and commercial buildings that emerged from this period was influenced by Mid-Century Modernism, the prominent design aesthetic of the time. The style was marked by its use of experimental forms and innovative materials, and it reshaped the cityscape of Sacramento.

### *Themed Historic Context Statements*

Appendix B includes four historic context statements that address the following historic and developmental themes in Sacramento:

- Agriculture
- State Government
- Railroads
- World War II, Transportation, and Redevelopment

### **City of Sacramento: Designated Historic Resources**

The City of Sacramento has identified over 800 individually landmarked historic and cultural resources, which are documented in the Sacramento Register of Historic and Cultural Resources (Sacramento Register). In addition, the 2018 surveys conducted as part of the Historic District Plans project propose to classify more than 2,000 properties as contributing resources to City-designated historic districts. The status of those properties will be added as an update to the Sacramento Register after the project is completed in late 2019.

As of January 2019, approximately 70 objects, structure, buildings, and sites in the city of Sacramento have been listed in the National Register; 96 have been listed on the California Register; 44 have been listed as California Landmarks; and six have been listed as California Points of Historical Interest. For descriptions of these registers and designations, refer to the Regulatory Framework section that follows.

### *National Register of Historic Properties*

The city contains eleven historic districts which are listed on the National Register of Historic Places. Of those National Register districts, eight are also Sacramento historic districts. Those districts that are listed on both the National Register and Sacramento Register appear in underlined text below.

### *National Register Historic Districts*

**Alkali Flat Central.** The Alkali Flat Central Historic District is concentrated on F, 10th, and 11th streets Reflecting the neighborhood's initial development as an enclave for many of Sacramento's most prominent residents in the mid-nineteenth century, the district contains a number of houses that were built for notable individuals, including governors, business owners, wealthy merchants, and other members of the local elite. The largest component of the

Alkali Flat Central Historic District consists of nineteenth-century Queen Anne and Stick/Eastlake houses, but the district also contains houses built in popular styles from the early twentieth century, including the Colonial Revival and Craftsman styles.

**Alkali Flat North.** The Alkali Flat North Historic District contains a small concentration of houses, centered on D Street between 11th and 12th streets, which are unified aesthetically by their physical development as working-class cottages during the city’s building boom after the fires and floods of the 1850s and 1860s. The most prominent historic building in the district is the two-story brick Maria Hastings house, a rare example of a once-common building type in Sacramento.

**Alkali Flat West.** This small district focuses on residential buildings along the westernmost portion of the Alkali neighborhood, centered on G Street, extending north to D Street between 7th Street and 9th Street. The district contains a range of buildings types and styles that are representative of the phases of residential development that characterized the Alkali Flat neighborhood from the mid-eighteenth to early twentieth century, including rows of Queen Anne/Eastlake cottages and several larger turn-of-the-twentieth-century apartment buildings.

**Boulevard Park.** This National Register-listed district follows the boundaries of a residential subdivision, laid out by real estate firm Wright and Kimbrough, that extended from the B Street levee to the north, H Street to the south, 20th Street to the east, midway between 22nd and 23rd streets to the west. The district is typified by Classic Box houses and smaller Craftsman and Colonial Revival bungalows built during the subdivision’s peak period of development between 1905 and 1915. With its wide, landscaped boulevards, tree-lined streets, and inclusion of “alley parks,” the district is a significant example of early twentieth-century suburban neighborhood design influenced by the “City Beautiful” movement.

**Capitol Extension District.** This district includes the Library and Courts Building, Office Building No. I (the Jesse Unruh Building), and the fountain plaza located directly west of the Capitol Building. The district creates a symmetrical monumental group that harmoniously fits into the original scheme of Capitol Park. The buildings were completed in 1928. It is part of the locally-listed Capitol Historic District.

**McKinley Park.** This National Register-listed district consists of the 33-acre McKinley Park in East Sacramento. Originally created in 1872 as East Park, it was intended as a destination park by the Sacramento Street Railway Company. The park exhibited the naturalistic design that was typical of urban parks in the second half of the nineteenth century, with a landscape consisting of mature tree masses, open meadow areas, and a lake. The park also includes a rose garden; community center with an auditorium, branch of the Sacramento Public library, meeting rooms, pool, and pool house; children’s playground; tennis courts; baseball diamond; and a garden and art center.

**New Helvetia.** This district is located within the Alder Grove housing complex between Broadway, Muir Way, Kit Carson Street, and Kemble Street. The district’s 62 buildings were designed by a coalition of prominent Sacramento architects and show the influence of Georgian and Tudor revival design, as well as the Modern Movement. In addition to the district’s architectural importance, the district is significant as a representation of an important local attempt to improve the housing conditions of African Americans and for its association with the

career of Nathaniel Colley, the first African American attorney in Sacramento, who had a significant role in the effort to implement fair housing practices.

**Old Sacramento National Historic Landmark District.** This district, which is roughly bounded by the Sacramento River, I Street, Interstate 5, and the Capitol Mall, is significant for its association with California’s early gold rush days, the first intercontinental railroad, and the Pony Express. Sacramento was founded on the Embarcadero, Front Street in the district, and developed from there into the State Capital. This area contains some of Sacramento’s earliest buildings, structures and sites.

**Sacramento City Cemetery.** This district contains the oldest surviving cemetery in Sacramento, located south of Broadway between Riverside Boulevard, Muir Way, and a number of burial plots that form the cemetery’s historic southern boundary. The cemetery contains the gravesites of many important Sacramentans for whom no other property survives from their productive lives and is representative of the rapid settlement of Sacramento after the onset of the Gold Rush. It is also significant as an example of Victorian era “rational” cemetery planning and includes an important collection of funerary architecture, statuary, and landscape design from the period.

**Sacramento Junior College Annex and Extensions.** The district consists of six PWA buildings on an 11-acre section of the Sacramento City College campus that were designed by Sacramento architect Harry J. Devine, Sr. under Public Works Administration grants. The buildings form a cohesive group that share similar materials, design elements, and a stylistic mixture of the PWA Moderne style and other revival architectural styles.

**Southside Park.** This National Register-listed district consists of the 15-acre Southside Park, located on six city blocks bounded by T, W, 6th, and 8th streets. It is also part of the larger locally-listed South Side Historic District. Southside Park was originally constructed in 1907 on the site of a former slough and is an example of Progressive Era urban planning. In the second half of the twentieth century, it became a central gathering place for Sacramento’s Latino community, gaining additional significance as the end point for the United Farm Workers’ march in 1966 and for its incorporation of artwork by the Royal Chicano Air Force.

*California State Landmarks*

The city also contains California Landmarks, California Points of Historical Interest, and resources which are listed on the California Register of Historical Resources. The city currently contains 44 California State Landmarks. These landmarks are listed in Table 6-5.

**Table 6-5: California State Landmarks**

<i>No.</i>	<i>Resource</i>	<i>Address</i>
1	No. 356 Pioneer Telegraph Station	1015-2nd St, Old Sacramento, Sacramento
2	No. 525 Sutter’s Fort	Sutter’s Fort State Historic Park, 27th & L streets
3	No. 526 California’s First Passenger Railroad	SW corner of Broadway & 10th streets
4	No. 566 Sacramento City Cemetery	SW corner of Broadway and 10th streets, Sacramento



**Table 6-5: California State Landmarks**

<i>No.</i>	<i>Resource</i>	<i>Address</i>
5	No. 591 Sutter’s Landing	NE corner of 28th & C Streets, Stanford Park
6	No. 592 New Helvetia Cemetery	NE corner of Alhambra Blvd & J Street
7	No. 593 Sutterville	Sutterville Rd, vicinity of Land Park Drive
8	No. 594 Site of China Slough	Southern Pacific Depot, NE corner of 4th & I Streets
9	No. 595 Eagle Theater	Old Sacramento State Historic Park, 925 Front Street
10	No. 596 Site of Home of Newton Booth	1015-17 Front Street
11	No. 597 What Cheer House	SE corner of Front & K streets
12	No. 598 Site of State and Railroad (First)	Old Sacramento State Historic Park, NW corner of Front & K streets
13	No. 599 E.B. Crocker Art Gallery	216 O Street
14	No. 601 Western Hotel	Parking lot, 200 feet NE of intersection of 2nd & K streets
15	No. 602 Ebner’s Hotel	116 1/2 K Street, Old Sacramento
16	No. 603 Lady Adams Building	117-19 K Street, Old Sacramento
17	No. 604 Vernon Brennan House	112 J Street, Old Sacramento
18	No. 605 Site of Sacramento Union	121 J Street, Old Sacramento
19	No. 606 B.F. Hastings Building	1000 2nd Street, plaque located on wall at 2nd St, between J & I Streets, Old Sacramento
20	No. 607 Adams and Company Building	1014 2nd Street, Old Sacramento
21	No. 608 Site of Orleans Hotel	1018 2nd Street, Old Sacramento
22	No. 609 D.O. Mills Bank Building	100 feet from SE corner of intersection of 2nd & J streets, Old Sacramento
23	No. 610 Overton Building	Parking lot, 300 feet NE of intersection of 2nd & J streets, Old Sacramento
24	No. 611 Original Sacramento Bee Building	Under N-bound off ramp of I-5, W side of 3rd Street between J & K streets
25	No. 612 Site of Pioneer Mutual Volunteer Firehouse	200 feet NE of intersection of 3rd & J streets
26	No. 613 Site of Congregational Church	915-6th Street
27	No. 614 Stanford-Lathrop House	Leland Stanford Mansion State Historic Park, 800 N Street
28	No. 633-2 Old Folsom Powerhouse – Sacramento Station ‘A’	NE corner of 6th & H streets
29	No. 654 Site of the first Jewish Synagogue owned by a Congregation on the Pacific Coast	In sidewalk, 7th St between Capitol Avenue & L Street
30	No. 654-1 Chevra Kaddisha (Home of Peace Cemetery)	3230 J Street
31	No. 666 Camp Union, Sutterville	No. 666 Camp Union, Sutterville
32	No. 697 Five Mile House – Overland Pony Express Route in California	On campus of California State University, 6000 J Street., left on State University Drive East to Guy

**Table 6-5: California State Landmarks**

<i>No.</i>	<i>Resource</i>	<i>Address</i>
		West Bridge over-crossing & plaza. Plaque located in plaza.
33	No. 745 The Coloma Road – Sutter’s Fort	NE corner of 28th & L Streets
34	No. 780 First Transcontinental Railroad	Old Sacramento State Historic Park, Sacramento, California State Railroad Museum, rear lounge area
35	No. 780-8 First Transcontinental Railroad – Western Base of the Sierra Nevada	Haggin Oaks Municipal Golf Course, north side of clubhouse, 3645 Fulton Ave
36	No. 812 Old Sacramento	Old Sacramento State Historic Park, plaque located on wall at 2nd St between J & I streets
37	No. 823 Governor’s Mansion	SW corner of 16th & H streets
38	No. 869 Site of First & Second State Capitols at Sacramento	NW corner of 7th & I streets
39	No. 872 California’s Capitol Complex	East of intersection of 10th Street and Capitol Mall
40	No. 900 Nisipowinan Village Site	Address restricted per Section 6254.10 of the California State Government Code
41	No. 934 Temporary Detention Camps for Japanese Americans – Sacramento Assembly Center	Walerga Park, NW corner of Palm Ave & College Oak Drive
42	No. 967 California Almond Growers Exchange Processing Facility	1809 C Street
43	No. 991 State Indian Museum	2618 K Street
44	No. 1013 Site of the First African American Episcopal Church Established on the Pacific Coast	715 Seventh Street

*Source: Office of Historic Preservation, 2019.*

### *California Points of Historical Interest*

The City of Sacramento currently contains six California Points of Historical Interest. These properties are listed in Table 6-6.

**Table 6-6: California Points of Historical Interest**

<i>No.</i>	<i>Resource</i>	<i>Date Listed</i>
1	Curran Farmhouse	12/17/1985
2	Eastern Star	08/08/1991
3	George Hack House	08/05/1994
4	River Mansion	11/03/1969
5	St. Elizabeth’s Church	03/02/1983
6	Whitter Ranch (Originally Saylor Ranch)	05/08/1991

Source: Office of Historic Preservation, 2013.

*California Register of Historical Resources*

The City currently contains 111 properties that are listed on the California Register of Historical Resources. Of those, 59 are also listed on the National Register as contributors to National Register historic districts. These properties are listed in Table 6-7.

**Table 6-7 California Register of Historical Resources**

<i>No.</i>	<i>Resource</i>	<i>Address</i>	<i>National Register</i>
1	Calpak Plant No. 11/Del Monte Plant No. 11	1721 C Street	X
2	Anton Wagner Duplex	701 E Street	X
3	Hubbard-Upson House	1010 F Street	X
4	J. Neely Johnson House	1029 F Street	X
5	Van Voorhies House	925 G Street	X
6	Cranston-Geary Residence and Garage	2101 G Street	X
7	Julius Wetzlar House/Latriada Apartments	1021 H Street	X
8	Charles Lair House	1301 H Street	X
9	Gallatin Mansion/California Governor’s Mansion	1503 H Street	X
10	Winters House	2324 & 2326 H Street	X
11	John T. Greene House	3200 H Street	X
12	Southern Pacific Railroad Company’s Sacramento Depot and American Railway Express Building/Railway Express Agency Building	401 & 431 I Street	X
13	U.S. Post Office/Courthouse and Federal Building	801 I Street	X
14	Sacramento City Library	828 I Street	X
15	Travelers’ Hotel	428 J Street	X
16	National Gold Bank of D.O. Mills & Company/Security Pacific	631 J Street	
17	Capitol National Bank/Crocker National Bank	700 J Street	
18	Coolot Company Building/Comstock Building	812 J Street	X
19	Ruhstaller Building	900 J Street	X
20	Sacramento Masonic Temple	1131 J Street	X
21	Public Market/Sheraton Grand Hotel	1230 J Street	
22	Sacramento Memorial Auditorium	1515 J Street	X
23	Ochsner Building/Sun Building	717 K Street	
24	S.H. Kress & Company/Dress Building	818 K Street	
25	Hale Brothers & Company/River City Bank	825 & 831 K Street	X

**Table 6-7 California Register of Historical Resources**

<i>No.</i>	<i>Resource</i>	<i>Address</i>	<i>National Register</i>
26	Montgomery Ward Company/Department of Rehabilitation	830 K Street	
27	Mohr & Yoerk Building/Ransohoff's	1031 K Street	X
28	Eastern Star Hall	2719 K Street	X
29	Hotel Senator	1121 L Street	X
30	Sutter's Fort	2701 L Street	X
31	Capital Park	L Street to N Street, between 10th & 15th	X
32	Stanford-Lathrop House/Stanford Mansion	800 N Street	X
33	Business & Professional Building/Consumer Affairs Building	1020 N Street	
34	Public Works Office Building	1120 N Street	
35	Motor Vehicle Building/Department of Food and Agriculture	1220 N Street	
36	Westminster Presbyterian Church	1300 N Street	X
37	E.B.Crocker Art Gallery	216 O Street	X
38	August A. Heilbron House	704 O Street	X
39	No Name	1720 Q Street	
40	W.P. Fuller Building	1015 R Street	
41	United States Rubber & Tire Company	1026 R Street	
42	Sacramento Warehouse Company/State Warehouse	1026 R Street	
43	Piggly-Wiggly Company/High-line Electric Company	1119 R Street	
44	No Name	1213 R Street	
45	SMUD Headquarters Building	6301 S Street	X
46	Mary Haley Galarneau House	922-24 T Street	X
47	Goethe House/Julia Morgan House	3731 T Street	X
48	No Name	3460 2nd Avenue	
49	Lewis Building/Woodruff Building	3440-3050 3rd Avenue	
50	Thompson-Diggs Company	1800 3rd Street	
51	Fire Station No. 6/Oak Park Fire Station	3414 4th Avenue	X
52	Dunlap's Dining Room	4322 4th Avenue	X
53	Sacramento Hall of Justice/Sacramento City Police Department	813 6th Street	X
54	Pioneer Hall	1009 7th Street	
55	Merchants National Bank of Sacramento	1015 7th Street	X

**Table 6-7 California Register of Historical Resources**

<i>No.</i>	<i>Resource</i>	<i>Address</i>	<i>National Register</i>
56	Mesick House	517 8th Street	X
57	Kuchler Row/Wheeler Houses	608-614 10th Street	X
58	California State Capitol	10th Street, between L and N Streets	X
59	California's Capitol Complex	East of intersection of 10th Street & Capitol Mall	X
60	Blue Anchor Building	1400 10th Street	X
61	Pumping Station #2	915 11th Avenue	
62	Sacramento BPOE Temple No. 26/Sacramento Elks Lodge	921 11th Street	X
63	Hotel Regis	1106 11th Street	X
64	Rochdale Building	1801 11th Street	
65	Fred Mason-Shirt Store & Factory/Farley's Grocery	528/530 12th Street	
66	Firestone Tire Warehouse	1811 12th Street	
67	Firehouse No. 3/Engine Company No. 3 Firehouse	1215 19th Street	X
68	No Name	1809 19th Street	
69	Edward P. Howe, Jr. House	2215 21st Street	X
70	Sacramento City College Municipal Water Tower	3581 23rd Street	
71	Sacramento Bank Building/Citizen's Bank/Christian Fellowship	3418 Broadway	X
72	Diepenbrock House	2315 Capitol Avenue	
73	Old Tavern/Sacramento Brewery/ Sutter Hospital Personnel	2801 Capitol Avenue	X
74	California State Library/ Library and Courts Building	914 Capitol Mall	
75	Office Building One	915 Capitol Mall	
76	Perkins Ranch/Perkins Residence	8280 Folsom Blvd	
77	C.K. McClatchy Senior High School	3066 Freeport Blvd	X
78	Sacramento Junior College Annex and Extensions/ Sacramento City College	3835 Freeport Blvd	X
79	Delta King River Boat	1000 Front Street	
80	Sacramento River Dox Complex	1601 Garden Highway	
81	Arthur Sweet House	2215 Grove Avenue	
82	PG&E Station "B"/ Riverfront Station	451 Jibboom Street	X
83	Theodore Judah School	3919 McKinley Blvd	X

**Table 6-7 California Register of Historical Resources**

<i>No.</i>	<i>Resource</i>	<i>Address</i>	<i>National Register</i>
84	J.C. Carly House/ Delinch Residence	2761 Montgomery Way	X
85	Brighton Substation	2901 Power Inn Road	
86	Hudson-Cipa-Wolf Ranch	Sorento Road	
87	Libby McNeil/ Libby Fruit & Vegetable Company	1724 Stockton Blvd	X
88	Colonial Theatre	3522 Stockton Blvd	
89	A.W. Clifton House/ Compton Mansion	4400 Stockton Blvd	
90	I Street Bridge	Sacramento River & I Street	X
91	J Street Wreck	Foot of J Street in the Sacramento River	X
92	Joe Mound	Restricted	X
93	Jibboom Street Bridge	Jibboom Street	
94	R Street Railroad Track	SW Corner of 3rd & R Streets	
95	Nisipowian Village Site	Restricted: River District Area	X
96	Tower Bridge	Sacramento River & Capitol Avenue	X
97	Lawrence/CADA Warehouse	1108 R Street	X
98	15th Street Maydestone Apartments	1001 15th Street	X
99	California Reclamation District 1000	1633 Garden Highway	
100	Capitol Towers	1500 7th Street	
101	Mid-century Modern Landmark	4301 Freeport Boulevard	
102	Mid-century Modern Landmark	720 9 <sup>th</sup> Street	
103	Mid-century Modern Landmark	3330 McKinley Boulevard	
104	Mid-century Modern Landmark	2801 Franklin Boulevard	
105	Fallon-Kimberlin House	2640 Montgomery Way	
106	Barr-Wixson House	2672 Montgomery Way	
107	No Name	730 I Street	
108	No Name	1081 38th Street	
109	No Name	1109 38th Street	
110	No Name	1308 38th Street	

**Table 6-7 California Register of Historical Resources**

<i>No.</i>	<i>Resource</i>	<i>Address</i>	<i>National Register</i>
111	No Name	1315 38th Street	

*Source: Sacramento Register of Historic and Cultural Resources, 2019*

**Sacramento Register**

The City has designated 31 Local Historic Districts (see Figure 6-10) within the Policy Area. Below is a list and brief description of each of the designated districts. Those districts that are also listed in the National Register of Historic Places are italicized.

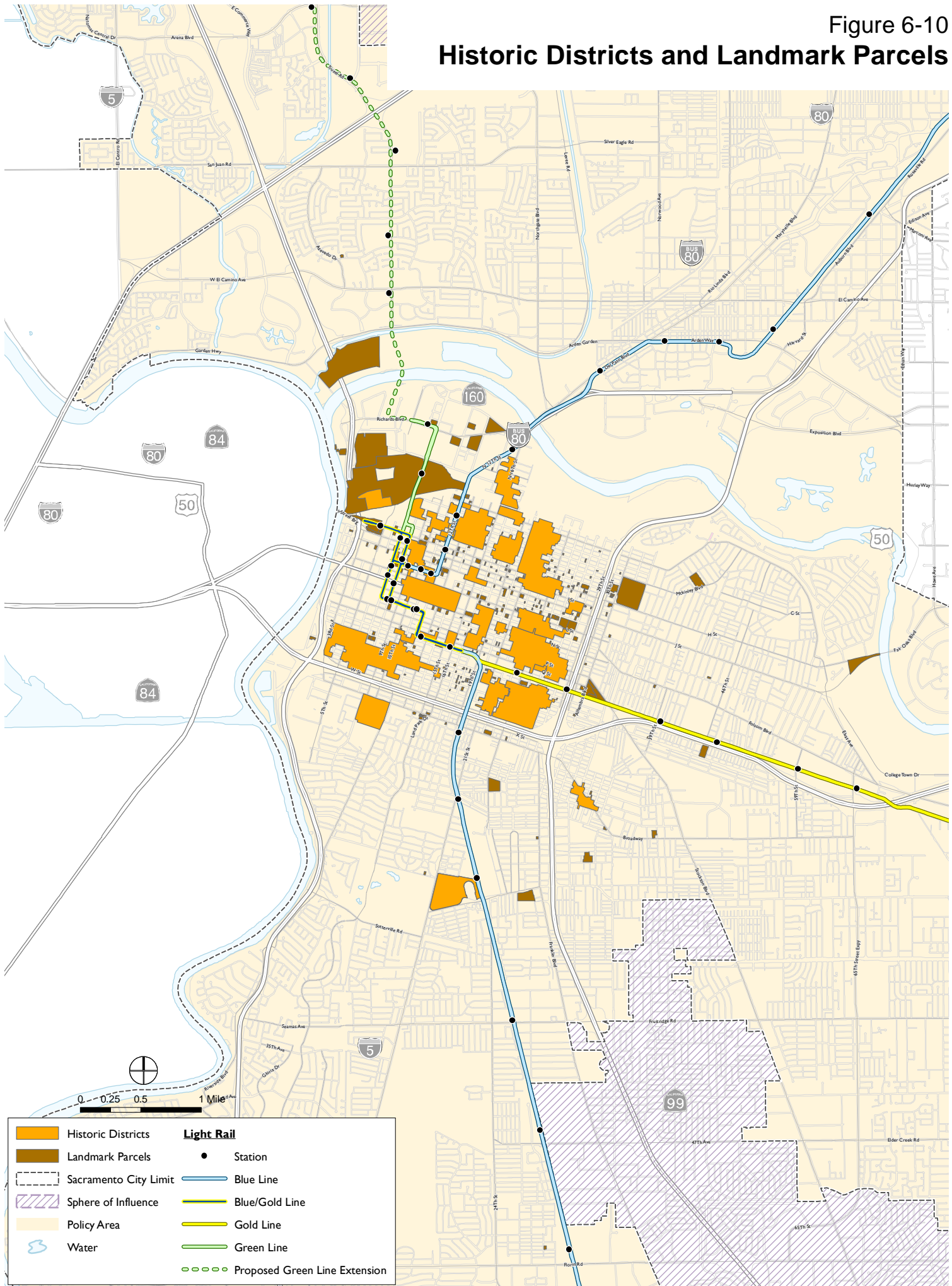
*Sacramento Register Historic Districts*

**1200-1300 Q Street.** This district is a distinctive grouping of modest, high-basement houses that were constructed along Q Street between 12th and 14th streets in the late nineteenth and early twentieth centuries. The majority of the houses in the district were built in the Queen Anne style and exhibit a similar scale, use of materials, texture, height, and setback, which is are complemented by mature trees lining the streets.

**12th Street Commercial.** The 12th Street Commercial Historic District is a two-and-a-half block area along 12th Street that extends roughly from E to G streets. The district contains a few surviving commercial buildings and one single-family house that recall 12th Street’s role as an important transportation route and commercial corridor within the larger residential neighborhood of Alkali Flat from the nineteenth to mid-twentieth centuries. A large number of the district’s historic resources have been demolished since its designation, thus limiting its viability as a district. The 12th Street Commercial Historic District has, therefore, been recommended for de-listing from the Sacramento Register in the preliminary findings of the Historic District Plans project.

**20th and N Street.** The 20th and N Streets Historic District consists of modest-scale Victorian-era buildings situated around the intersection of 20th and N streets. The buildings in the district were predominately built in the Queen Anne or Classic Box styles and share a similar massing, setback, Delta-style high basements, and gabled or hipped roofs. The Classic Box house was a particularly common building type that was constructed along streetcar lines at the turn of the century, reflecting the relationship between the area’s development and the expansion of streetcar routes in Sacramento.

Figure 6-10  
**Historic Districts and Landmark Parcels**



Source: City of Sacramento, 2019; Dyett and Bhatia, 2019



**Alkali Flat Central.** The Alkali Flat Central Historic District is concentrated on F, 10th, and 11th Streets and contains a number of houses that were built for notable individuals, including governors, business owners, wealthy merchants, and other members of the local elite. The largest component of the Alkali Flat Central Historic District consists of nineteenth-century Queen Anne and Stick/Eastlake houses, but the district also contains houses built in popular styles from the early twentieth century, including the Colonial Revival and Craftsman styles.

**Alkali Flat North.** The Alkali Flat North Historic District contains a small concentration of houses, centered on D Street between 11th and 12th streets, which are unified aesthetically by their physical development as working-class cottages during the city’s building boom after the fires and floods of the 1850s and 1860s. The most prominent historic building in the district is the two-story brick Maria Hastings house, a rare example of a once-common building type in Sacramento.

**Alkali Flat West.** This small district focuses on residential buildings along the westernmost portion of the Alkali neighborhood, centered on G Street, extending north to D Street between 7th Street and 9th Street. The district contains a range of building types and styles that are representative of the phases of residential development that characterized the Alkali Flat neighborhood from the mid-eighteenth to early twentieth century, including rows of Queen Anne/Eastlake cottages and several larger turn-of-the-twentieth-century apartment buildings.

**Alkali Flat South.** The Alkali Flat South Historic District consists of a row of small Italianate and Queen Anne houses that were built in a similar size, scale, and overall form. The buildings also share an aesthetic consistency in their display of visual features, such as fenestration and smaller design details, which together helps to create a visually cohesive whole. Two later Craftsman style, Classic Box houses continue the row to the east, reflecting the evolution of styles in the neighborhood.

**Boulevard Park.** This district extends north to south from the levee to I Street, with 20th Street serving as the western boundary and the eastern boundary extending from 23rd Street to 25th Street. The district is typified by Classic Box houses and Craftsman and Colonial Revival bungalows built between 1905 and 1915, as part of a new residential neighborhood subdivided by the real estate firm Wright and Kimbrough. With its wide, landscaped boulevards, tree-lined streets, and inclusion of “alley parks,” the district is a significant example of early twentieth-century suburban neighborhood design influenced by the “City Beautiful” movement. The district also includes a concentration of Victorian-era houses along H Street that developed along an early streetcar line.

**Bungalow Row.** Bungalow Row consists of approximately one block of modestly-sized Craftsman bungalows roughly bounded by Q Street, 25th Street, Powerhouse Alley, and 26th Street. The buildings were primarily built between 1900 and 1915 and were built with a similar scale, height, size, design, and materials.

**C Street Commercial.** This district is comprised of a collection of early to mid-twentieth-century commercial buildings that are situated along C Street between 12th and 13th streets. Collectively, the buildings are representative of C Street’s development as a transportation-oriented commercial and light industrial corridor from the early to mid-twentieth century.

**C Street Industrial.** This district consists of a collection of industrial buildings that were constructed for the California Almond Growers Exchange (now Blue Diamond Growers) and California Packing Company along C Street and the railroad tracks on the B Street levee from the early to mid-twentieth century. The buildings are primarily Vernacular or Streamline Modern in style with some classical ornamentation.

**Capitol Avenue.** This district extends roughly from L Street to Q Street between 17th and 19th streets and contains a well-preserved collection of houses that were constructed in a wide variety of architectural styles in the late nineteenth and early twentieth century, interspersed with apartment buildings from the same period. A concentration of small commercial buildings clustered along Capitol Avenue at the north end of the district provide additional variety to the district.

**Capitol.** This district is anchored by the California State Capitol Building, which was constructed between 1860 and 1874 in the Classical Revival style. The district also contains Capitol Park, and a significant collection of buildings that are representative of state government-related development in Sacramento from the nineteenth to mid-twentieth centuries. Included in this collection is the National Register-listed *Capitol Extension District*, which includes the Neoclassical style Library and Courts Building and State Office Building No. I (the Jesse Unruh Building), as well as the fountain plaza located directly west of the Capitol Building.

**Capitol Mansions.** The Capitol Mansions Historic District is characterized primarily by large, stately houses that were built as part of a prestigious neighborhood for Sacramento's wealthy residents at the turn of the century. The majority of the houses were built between 1895 and 1910 as single-family residences in the multi-gabled Queen Anne, Craftsman, and Colonial Revival styles; many have since been converted into multi-family residences, offices, or businesses. The district also contains two landmarked churches.

**Cathedral Square.** This district comprises a portion the Sacramento's historic central business district situated around the intersection of K and 11th streets. The district is anchored by the Cathedral of the Blessed Sacrament, which was completed in 1889. The surrounding properties are characterized by late nineteenth- and early twentieth-century commercial and civic buildings that reflect the area's identity as a fashionable shopping and entertainment center from the nineteenth to mid-twentieth centuries.

**Central Shops.** The Central Shops historic district, located north of the Southern Pacific railroad tracks at 401 I Street, served as the principal shops of the Pacific Lines of the Southern Pacific system between 1868 and 1990. These shops oversaw subsidiary shops from Portland, Oregon; Ogden, Utah; San Francisco, California; and Los Angeles, California. The shop buildings include representative examples of mid-19th to late Victorian industrial architecture.

**Cesar Chavez Memorial Plaza Park/CBD.** This district contains the core of Sacramento's historical downtown civic and commercial center. It features one of the city's original one-block public squares, hollow sidewalks that resulted from the street raising efforts of the nineteenth century, and many prominent commercial and civic buildings that date from the late nineteenth- to mid-twentieth-century. These include City Hall, the Sacramento City Library,

Federal Courthouse and Post Office, and several large department stores built by major national brands.

**Fremont Park.** This district is comprised of a concentrated group of late nineteenth- and early twentieth-century houses that are arranged on the half block south of Q Street, directly across from Fremont Park, one of Sacramento's original one-block public plazas. The buildings display a range of architectural styles, including the Queen Anne, Italianate, and Craftsman styles and share similar massing, raised entrances, prominent front-facing gabled roofs, and setbacks with grassy front lawns.

**Marshall Park.** The Marshall Park Historic District preserves a cohesive grouping of houses that were constructed around Marshall Park as part of the development of the Marshall School neighborhood as a streetcar suburb. The buildings exhibit a similar age, scale, and use of materials and display the range of architectural styles characteristic of the neighborhood's peak period of development from the late nineteenth to early twentieth century.

**Memorial Auditorium.** This district is anchored by Memorial Auditorium (15th Street and J Street) and extends down J Street to 17th Street. The surrounding buildings are mixed use commercial and residential that have been restored or rehabilitated. The surrounding buildings complement the scale and building material of the auditorium. The district has been broken up by parking lots and non-contributing buildings since its original designation, thus limiting its viability as a district. The Memorial Auditorium Historic District has, therefore, been recommended for de-listing from the Sacramento Register in the preliminary findings of the Historic District Plans project.

**Merchant Street.** This district contains a portion of Sacramento's downtown core, much of which served as an early twentieth-century banking center, and consists primarily of late nineteenth-century and early twentieth-century commercial buildings, situated along 7<sup>th</sup> Street between J and K streets and St. Rose of Lima Plaza. It also contains remnants of hollow sidewalks that date to the street raising efforts of the nineteenth century and Pioneer Hall, the oldest continuously owned building in Sacramento.

**Newton Booth.** The Newton Booth Historic District is roughly bounded by 23rd Street to the west, S Street to the north, 28th Street to the east, and W Street and U.S. Route 50 to the south. The district consists of a predominately residential neighborhood with houses in a range of architectural styles, dating from the late nineteenth century to the period just after World War II. The former Newton Booth Assembly School is a key focal point of the neighborhood.

**North 16th Street.** This district contains a concentration of industrial and commercial warehouses located on North 16th Street between the railroad right of way to the south and Sproule Avenue to the north. Constructed along railroad spurs and major vehicular transportation routes, the typically brick buildings include decorative features such as cornices, parapets and blind arches.

**Oak Park.** The Oak Park Historic District is situated on the blocks immediately surrounding Broadway between 23rd and 36th streets. The district represents the historic commercial core of Oak Park, Sacramento's first streetcar suburb, which was subdivided in 1887 and developed into a uniquely self-sustaining community outside the city's original street grid. The district

also contains a few historic houses along its perimeter. The majority of the district's buildings were constructed after the neighborhood was annexed into the city in 1911 and are representative of the neighborhood's most important businesses and institutions.

**Poverty Ridge.** The Poverty Ridge District extends from S Street on the north to W Street on the south, bounded on the west 20th Street and 21st Street, and by 23rd Street on the east. The district contains a collection of houses in a variety of architectural styles that were part of one of Sacramento's wealthiest and most prestigious neighborhoods in the late nineteenth and early twentieth centuries. The district's largest and most elaborate houses were built on a slight rise in the city's topography along 21st and 22nd streets between 1870 and 1915, while smaller houses and multi-family apartments were later constructed along the district's southern and eastern borders in the 1920s and 1930s.

**R Street.** The R Street Historic District features a collection of warehousing, distribution, and light industrial buildings that are associated with R Street's development as a busy industrial, shipping, and transportation corridor from the nineteenth to twentieth century. Buildings were constructed along two parallel railroad lines and are representative of the railroad's role in spurring growth and development in Sacramento. The district also reflects the evolution of traditional distribution and shipping centers to truck-based shipping after World War II.

**Sacramento City College.** This district consists of five buildings on the College Campus that were designed by famed Sacramento architect Harry J. Devine in the 1920s. Devine designed Library and Classrooms building, the Gymnasium, the Fine Arts Building, the Engineering Technology Building, and the Aeronautical Addition. The buildings were constructed with PWA Moderne style components and share building material, size, scale, and design elements with each other. Later alterations to the campus have changed the district's setting, but have had a minimal effect on the historic integrity of the site.

**South Side.** The South Side Historic District is the largest historic district in the Policy Area, extending from 3rd Street to 16th Street, bounded by S Street and W Street to the north and south, respectively. The district preserves a vibrant, multi-cultural and mixed-use neighborhood that is anchored by South Side Park. West of the park are simple high basement cottages, many of which were constructed between 1895 and 1905, with Queen Anne structures being the most dominant. East of the park, the district maintains a similar character, but also contains larger Queen Anne and Revival style houses that gradually transition to small, bungalow style houses further to the east. Small commercial buildings are interspersed throughout the district, often at street corners.

**Washington.** This district preserves a portion of the Washington neighborhood, one of Sacramento's oldest residential neighborhoods that developed along the city's first streetcar lines between the 1870s to the 1930s. The district contains a variety of architectural styles, including Italianate, Eastlake, Queen Anne, Colonial Revival, Craftsman, Prairie, and vernacular styles. The area, like Alkali Flat to the west, has been impacted by increased commercial development, which borders the district along 12th, 16th, and G streets. Industrial development on C Street borders the district to the north.

**Washington School.** This district preserves a portion of the Washington neighborhood, one of Sacramento's oldest residential neighborhoods that developed along the city's first streetcar

lines between the 1870s to the 1930s. Buildings in the district were built in a variety of architectural styles, ranging from Victorian-era Italianate and Queen Anne style houses to 1930s Minimal Traditional cottages. Washington School at E and 18th streets is a focal point of the district; although its original, historic building has been replaced by a more recent building. The railroad tracks between 19th and 20th streets, which were constructed in 1907, form a physical barrier that continues to define the neighborhood's eastern boundary.

**Winn Park.** The Winn Park District is located just south of the Capitol Mansions Historic District, extending from south of Capitol Avenue to south of Q Street. The district is bounded by 21st and 22nd Streets to the west and 25th, 28th and 29th Streets to the east. The district consists of a public park and a primarily residential neighborhood, largely composed of tree-lined streets filled with single-family houses and apartment buildings that display a wide variety of architectural styles consistent with their construction from the late nineteenth century to 1940s.

#### *Sacramento Register Properties*

The Sacramento Register was last updated in August 2015. It will be updated again to include hundreds of contributing resources to the Sacramento Historic Districts when the Historic Districts Plan project is finalized in 2019. Properties listed on the register are organized by address in the following categories: “Numbered” streets; “Lettered” streets; “Name” streets; and Bridges, Memorials, Statues, Monuments, Parks and Sites.

The majority of Sacramento's Landmarks are located within the Central City. The map in Figure 6-10 highlights the location of these landmarks in the Central City.

### **Recent and Upcoming Historic Preservation Program Efforts**

#### *Mid-Century Modern Historic Resources Survey and Historic Context Statement Project*

The Mid-Century Modern Historic Resources Survey and Historic Context Statement Project was completed in September 2017. The project resulted in the identification and documentation of approximately 1,800 Mid-Century Modern properties in the City of Sacramento. It also produced a new historic context statement that describes the broad history and key characteristics of Mid-Century Modern design in Sacramento and highlights the work of architects and builders who left important bodies of Mid-Century Modern design work. The project will serve as a tool for educating the public about these unique resources and will support Community Development Department efforts to determine potential historic/cultural resources.

As a result of the project, Gunther's Ice Cream, the Iva Gard Shepard Garden and Art Building, Sacramento County Courthouse, and Senator Savings and Loan building, all of which were intensively evaluated as part of the historic resources survey, were listed in the Sacramento Register as individual landmarks in 2018.

The project also described significant areas where Mid-Century Modern design resources in Sacramento are concentrated, thereby providing a starting point for identifying areas of the

City that may merit further survey and evaluation for both potential new City-designated individual landmarks and historic districts. These areas include major Mid-Century Modern developments in downtown Sacramento—such as the Capitol Mall/Downtown Redevelopment area, Capitol Towers, and Chinatown Mall—as well as the Mid-Century Modern residential neighborhoods of Campus Commons, Gardenland, Golf Course Terrace, Glen Elder, Greenhaven, Hollywood Park, Richardson Village, River Park, South Land Park, Swanston Estates, and Tallac Village.

### *Historic District Plans Project*

In June 2018, the City commenced the Historic District Plans project, which will provide the City with Historic District Plans, as required under City Code 17.604.300, and address the need for an update to the Sacramento Register. The document will contain a brief historic context, description of period of significance, list of character-defining features, and design standards for 29 of the City's existing historic districts. The resulting document will provide a tool to guide the design of alterations and future development within historic districts and, thereby, bring greater clarity about the kind of development that is compatible with each historic district.

Field surveys conducted for the project in the summer of 2018 resulted in the identification of more than 2,000 contributing resources to the City's historic districts. The Sacramento Register will be updated to identify the contributing status of those properties, along with any proposed revisions to district boundaries after the project's completion in late 2019.

Surveys and research for the project also informed recommendations for future survey efforts to identify potential, new historic properties in previously overlooked areas of the Central City.

### *Historic Places Grant Program*

This City program provides money to property owners on a match basis to restore, rehabilitate and maintain their historic properties. A one-time budget reallocation of \$200,000 funded a grant making cycle during the 2018-2019 fiscal year. Grants have been awarded for 12 properties during the current fiscal year.

### *Mills Act*

In 2018, the City of Sacramento amended the Mills Act Section of the City Code to clarify and streamline the process for applying for and obtaining a Mills Act Contract. The program is intended to further the City's goals for historic preservation by offering property owners a property tax reduction in exchange for agreeing to preserve and maintain their historic building.

### *Certified Local Government Program*

The City of Sacramento is a Certified Local Government (CLG), a partnership program between the State Office of Historic Preservation, National Park Service, and local governments. The CLG program was established in 1980 with the dual goals of encouraging the direct participation of

local governments in the activities of identifying, evaluating, registering and preserving historic properties within their jurisdiction, as well as promoting the integration of preservation interests into local planning and decision-making processes. Its CLG status enables to City of Sacramento to compete for matching grant monies to support implementation of the City's preservation programs (e.g., historic resources surveys).

## REGULATORY BACKGROUND

### Federal

#### *National Historic Preservation Act (NHPA)*

The NHPA of 1966, 80 Stat. 915, 16 U.S.C. 470 et seq., as amended, authorizes the Secretary of the Interior to expand and maintain a National Register of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering and culture. The National Register is an authoritative guide to be used by Federal, State, and local governments, private groups and citizens to identify the Nation's cultural resources and to indicate what properties should be considered for protection from destruction or impairment.

A "historic property" is any prehistoric (a.k.a., indigenous) or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places maintained by the Secretary of the Interior. Historic properties include artifacts, records, and remains that are related to and located within such properties. The term includes properties of traditional religious and cultural importance to an Indian tribe or Native Hawaiian organization and that meet the National Register criteria (36 Code of Federal Regulations (CFR) Part 800 Protection of Historic Properties, Section 800.16 Definitions l 1).

Overseen by the National Park Service, under the Department of the Interior, the National Register was authorized under the National Historic Preservation Act as amended. Its listings encompass all National Historic Landmarks as well as historic areas administered by NPS.

National Register guidelines for evaluation of significance were developed to be flexible and to recognize accomplishments of all who have made significant contributions to the nation's history and heritage. Its criteria were designed to guide State and local governments, Federal agencies, and others in evaluating potential entries in the National Register. For a property to be listed or determined eligible for listing, it must be demonstrated as possessing integrity and meeting at least one of the following criteria. It must be demonstrated that:

- "The quality of significance in American history, architecture, archaeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:
- Associated with events that have made a significant contribution to the broad patterns of our history; or
- Associated with the lives of persons significant in our past; or

- Embodies the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- Has yielded, or may be likely to yield, information important in prehistory or history."

Integrity is defined in National Register guidance, *How to Apply the National Register Criteria*, as "the ability of a property to convey its significance. To be listed in the National Register...a property must not only be shown to be significant under the National Register criteria, but it also must have integrity" (NPS 1990). The seven aspects of integrity are location, design, setting, materials, workmanship, feeling, and association.

The National Register guidance asserts that properties be at least 50 years old to be considered for eligibility. Properties completed less than 50 years before evaluation must be "exceptionally important" (Criteria Consideration G) to be considered eligible for listing.

**Section 106 of the NHPA.** Section 106 of the NHPA of 1966, as amended, states that:

*The head of any Federal agency having direct or indirect jurisdiction over a proposed Federal or Federally assisted undertaking in any State and the head of any Federal department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any license, as the case may be, take into account the effect of the undertaking on any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register.*

The statute also states that the head of the responsible Federal agency shall provide the Advisory Council on Historic Preservation (ACHP) the opportunity to comment on those undertakings. Regulations issued by the ACHP, the Code of Federal Regulations at 36 CFR Part 800, "Protecting Historic Properties," guide the Section 106 process.

Under Section 106, Title 36 Code of Federal Regulations (CFR) Part 800 defines adverse effects on historic properties as follows:

*Criteria of adverse effect: An adverse effect is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling or association. Consideration shall be given to all qualifying characteristics of a historic property, including those that may have been identified subsequent to the original evaluation of the property's eligibility for the National Register. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance or be cumulative.*

According to 36 CFR Section 800.5(a) (2), examples of adverse effects on historic properties include, but are not limited to:



- Physical destruction of or damage to all or part of the property;
- Alteration of a property, including restoration, rehabilitation, repair, maintenance, stabilization, hazardous material remediation and provision of handicapped access, that is not consistent with the Secretary's Standards for the Treatment of Historic Properties (36 CFR part 68) and applicable guidelines;
- Removal of the property from its historic location;
- Change of the character of the property's use or of physical features within the property's setting that contribute to its historic significance;
- Introduction of visual, atmospheric or audible elements that diminish the integrity of the property's significant historic features;
- Neglect of a property which causes its deterioration, except where such neglect and deterioration are recognized qualities of a property of religious and cultural significance to an Indian tribe or Native Hawaiian organization; and
- Transfer, lease, or sale of property out of Federal ownership or control without adequate and legally enforceable restrictions or conditions to ensure long-term preservation of the property's historic significance (36 CFR Part 800.5 (a) (2)).

*Department of Transportation Section 4(f)*

Section 4(f) is national policy established as a part of the U.S Department of Transportation Act of 1966 that stipulates that the Federal Highway Administration will not approve any program or project that requires the "use" of any publicly owned public park, recreation area, wildlife refuge or historic sites unless;

- There is "no feasible and prudent alternative to the project,"
- The project includes "all possible planning to minimize harm to the project.
- Section 4(f) applies to all transportation agencies within the U.S Department of Transportation, which include;
- Federal Highway Administration – Funds Highway and bridge projects
- Federal Transit Administration
- Coast Guard – Owns and protects many historic lighthouses and has regulatory authority affecting bridges.

Section 4(f) does not apply to private institutions and individuals, even if the said areas are open to the public. However, if a governmental body has a proprietary interest in the land for instance fee ownership, drainage easements or wetland easement, it can be considered "publicly owned" and thus Section 4 (f) applies.

*The Secretary of the Interior's Standard for the Treatment of Historic Properties*

The (U.S.) Secretary of the Interior has established standards for the treatment of historic properties. The 1995 Secretary of the Interior's Standard for the Treatment of Historic Properties document outlines specific standards and guidelines for the preservation, rehabilitation, restoration, and reconstruction of historic properties. Preservation standards provide guidelines by which to sustain the integrity of a historic resource. Rehabilitation standards guide the compatible reuse of a historic resource and retain its character-defining features. Restoration standards guide the process of restoration of a historic resource to a particular period of time. Reconstruction standards and guidelines apply to new developments that replicate a non-surviving site, landscape, building, structure or object in its historic location.

**The Secretary of the Interior's Standards for Rehabilitation.** The Secretary of the Interior's Standards for Rehabilitation (the Standards) are the benchmark by which Federal agencies and many local government bodies evaluate rehabilitative work on historic properties. The Standards are a useful analytic tool for understanding and describing the potential impacts of substantial changes to historic resources. Compliance with the Standards does not determine whether a project would cause a substantial adverse change in the significance of an historic resource. Rather, projects that comply with the Standards benefit from a regulatory presumption that they would have a less-than-significant adverse impact on an historic resource. Projects that do not comply with the Standards may or may not cause a substantial adverse change in the significance of an historic resource.

The Standards acknowledge that some changes are typically necessary to ensure the continued use of a historic property. Regarding alterations and additions for the new use of a historic property, the guidelines for Rehabilitation state:

*Some exterior and interior alterations to a historic building are generally needed to assure its continued use, but it is most important that such alterations do not radically change, obscure, or destroy character-defining spaces, materials, features, or finishes. Alterations may include providing additional parking space on an existing historic building site; cutting new entrances or windows on secondary elevations; inserting an additional floor; installing an entirely new mechanical system; or creating an atrium or light well. Alteration may also include the selective removal of buildings or other features of the environment or building site that are intrusive and therefore detract from the overall historic character. The construction of an exterior addition to a historic building may seem to be essential for the new use, but it is emphasized in the Rehabilitation guidelines that such new additions should be avoided, if possible, and considered only after it is determined that those needs cannot be met by altering secondary, i.e., non-character-defining interior spaces. If, after a thorough evaluation of interior solutions, an exterior addition is still judged to be the only viable alternative, it should be designed and constructed to be clearly differentiated from the historic building and so that the character-defining features are not radically changed, obscured, damaged, or destroyed.*

The 10 Rehabilitation Standards are listed below:

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

*Federal Historic Preservation Tax Incentives Program*

The National Park Service and the Internal Revenue Service, in partnership with the State Office of Historic Preservation, operates the Historic Preservation Tax Incentives program. The 20 percent income tax credit is available for the “rehabilitation of historic, income-producing buildings that are determined by the Secretary of the Interior, through the National Park

Service, to be “certified historic structures.” A 10 percent tax credit is available for “the rehabilitation of buildings placed in service before 1936.” Rehabilitation must comply with the Secretary of the Interior’s Standards for Rehabilitation.

### **State**

#### *California Register of Historical Resources*

The California Register of Historical Resources (California Register) is an inventory of significant architectural, archaeological, and historical resources in the State of California. Resources can be listed in the California Register through a number of methods. State Historical Landmarks and National Register-listed properties are automatically listed in the California Register. Properties can also be nominated to the California Register by local governments, private organizations, or citizens. The evaluative criteria used by the California Register for determining eligibility are closely based on those developed by the National Park Service for the National Register of Historic Places.

In order for a property to be eligible for listing in the California Register, it must be found significant under one or more of the following criteria.

- Criterion 1 (Events): Resources that are associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States.
- Criterion 2 (Persons): Resources that are associated with the lives of persons important to local, California, or national history.
- Criterion 3 (Architecture): Resources that embody the distinctive characteristics of a type, period, region, or method of construction, or represent the work of a master, or possess high artistic values.
- Criterion 4 (Information Potential): Resources or sites that have yielded or have the potential to yield information important to the prehistory or history of the local area, California, or the nation.

Resources eligible for the National Register are automatically listed in the California Register of Historical Resources (OHP, 2001).

#### *California State Landmarks*

Designated California Historical Landmarks are numbered sequentially as they are listed by the State Historical Resources Commission. California Historical Landmarks numbered 770 and above are automatically listed in the California Register. According to PRC Section 5031(a), to be eligible for California Historical Landmark designation, a property must be of statewide historical importance and must demonstrate its statewide significance by meeting one of the following three requirements:

1. The property is the first, last, only, or most significant historical property of its type in the region. The regions are Southern California, Central California, and Northern California. If a property has lost its historic appearance (integrity), it may still be listed as a site.
2. The property is associated with an individual or group having a profound influence on the history of California. The primary emphasis should be the place or places of achievement of an individual. Birthplace, death place, or place of interment shall not be a consideration unless something of historical importance is connected with the person's birth or death. If a property has lost its historic appearance (integrity), it may still be listed as a site.
3. The property is a prototype of, or an outstanding example of, a period, style, architectural movement, or construction, or...it is one of the more notable works, or the best surviving work in a region of a pioneer architect, designer, or master builder.
4. An architectural landmark must have excellent physical integrity, including integrity of location. An architectural landmark generally will be considered on its original site, particularly if its significance is basically derived from its design relationship to its site.

Note: Only preeminent examples will be listed for architectural importance. Good representative examples of a style, period, or method of construction are more appropriately nominated to other registration programs.

#### *California Points of Historical Interest*

California Points of Historical Interest include "sites, buildings, features, or events that are of local (city or county) significance and have anthropological, cultural, military, political, architectural, economic, scientific or technical, religious, experimental, or other value" (Office of Historic Preservation 2008). Points of Historical Interest designated after December 1997 and recommended by the State Historical Resources Commission are also listed in the California Register. To be designated, a property must be demonstrated to meet at least one of the following criteria: the first, last, only, or most significant of its type within the local geographic region (city or county).

1. Associated with an individual or group having a profound influence on the history of the local area.
2. A prototype of, or an outstanding example of, a period, style, architectural movement or construction or is one of the more notable works or the best-surviving work in the local region of a pioneer architect, designer, or master builder.

#### *California Historical Building Code*

The purpose of the California Historical Building Code (CHBC) is to provide alternative regulations for the preservation, restoration, rehabilitation, relocation or reconstruction of

buildings or structures designated as qualified historical buildings or properties by a local, State or Federal jurisdiction (as defined in Section 8-218 of Division 13, Part 2.7 of Health and Safety Code). The CHBC defines a “qualified historic structure” as:

*Any building, site, structure, object, district or collection of structures, and their associated sites, deemed of importance to the history, architecture or culture of an area by an appropriate local, State or Federal governmental jurisdiction. This includes designated buildings or properties on, or determined eligible for, official national, State or local historical registers or official inventories, such as the National Register of Historic Places, California Register of Historical Resources, State Historical Landmarks, State Points of Historical Interest, and officially adopted city or county registers, inventories, or surveys of historical or architecturally significant sites, places or landmarks.*

The CHBC’s standards and regulations are intended to:

*Facilitate the rehabilitation or change of occupancy so as to preserve their original or restored elements and features, to encourage energy conservation and a cost effective approach to preservation, and to provide for reasonable safety from fire, seismic forces or other hazards for occupants and users of such buildings, structures and properties and to provide reasonable availability and usability by the physically disabled.*

#### *California Environmental Quality Act (CEQA)*

CEQA is State legislation (PRC Section 21000 et seq.), which provides for the development and maintenance of a high quality environment for the present-day and future through the identification of significant environmental effects. CEQA applies to “projects” proposed to be undertaken or requiring approval from State or local government agencies. “Projects” are defined as “...activities which have the potential to have a physical impact on the environment and may include the enactment of zoning ordinances, the issuance of conditional use permits and the approval of tentative subdivision maps.” Historic and cultural resources are considered to be part of the environment. CEQA equates a “substantial adverse change” in the significance of a historical resource with a significant effect on the environment (PRC Section 21084.1).

Historical resources are defined in PRC Section 21084.1 as:

*“a resource listed in, or determined eligible for listing in, the California Register of Historical Resources. Historical resources included in a local register of historical resources..., or deemed significant pursuant to criteria set forth in subdivision (g) of Section 5024.1, [is] ... presumed to be historically or culturally significant for purposes of this section, unless the preponderance of the evidence demonstrates that the resource is not historically or culturally significant.”*

**Substantial Adverse Change.** Thresholds of substantial adverse change are defined in PRC Section 5020.1 as demolition, destruction, relocation, or “alteration activities that would impair the significance of the historic resource.” Material impairment occurs when a project results in demolition, or materially alters in an adverse manner, the physical characteristics

that convey a property's historic significance, or is the reason for that property's inclusion in an official register of historic resources (CEQA Guidelines Section 15064.5(b)(2.)).

The CEQA Guidelines define a significant impact as one that would cause "a substantial adverse change" defined as "physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired" (emphasis added CEQA Guidelines Section 15064.5(4)(b)(1)).

The significance of an historical resource is materially impaired when a project:

- Demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register of Historical Resources; or
- Demolishes or materially alters in an adverse manner those physical characteristics that account for its inclusion in a local register of historical resources pursuant to Section 5020.1(k) of the Public Resources Code or its identification in an historical resources survey meeting the requirements of Section 5024.1(g) of the Public Resources Code, unless the public agency reviewing the effects of the project establishes by a preponderance of the evidence that the resource is not historically or culturally significant; or
- Demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its eligibility for inclusion in the California Register of Historical Resources as determined by a lead agency for purposes of CEQA (CEQA Guidelines Section 15064.5).

The concept of substantial adverse change includes both direct effects (or impacts) to historical resources and indirect effects to the immediate surroundings of the resource. Examples of direct impacts include:

- physical destruction of, or damage to, all or part of an historical resource
- demolition of a building that contributes to the significance of an historic district, damaging the cohesiveness and overall character of the district alteration of historical resources, including restoration, rehabilitation, repair, maintenance, stabilization, hazardous material remediation, and provision of accessibility features that are not consistent with concepts in the Standards for Rehabilitation, applicable related guidelines or technical advisories.

Examples of indirect impacts to the immediate surroundings of a historical resource include:

- alteration of the character of physical features within the setting of the historical resource that contribute to its historic significance
- introduction of visual, atmospheric or audible elements that diminish the integrity of the character defining features of the historical resource

Alteration of an historical resource that is not found in compliance with The Secretary of Interior's Standards for Rehabilitation may also be considered an impact under CEQA.

CEQA and the California Public Records Act restrict the amount of information regarding cultural resources that can be disclosed in an EIR in order to avoid the possibility that such resources could be subject to vandalism or other damage (*Clower Valley Foundation v. City of Rocklin* (2011) 197 Cal.App.4th 200, 219). The CEQA Guidelines prohibit an EIR from including “information about the location of archaeological sites and sacred lands, or any other information that is subject to the disclosure restrictions of Section 6254 of the Government Code [(part of the California Public Records Act)].” (State CEQA Guidelines, Section 15120, subd. (d)). In turn, California Government Code Section 2654 of the California Public Records Act lists as exempt from public disclosure any records “of Native American graves, cemeteries, and sacred places and records of Native American places, features, and objects described in Sections 5097.9 and 5097.933 of the [California] Public Resources Code maintained by, or in the possession of, the Native American Heritage Commission, another state agency, or a local agency.” (Cal. Gov. Code, Section 6254, subd. (r)).

Public Resources Code Sections 5097.9 and 5097.993 list the Native American places, features, and objects, the records of which are not to be publicly disclosed under the California Public Records Act: “any Native American sanctified cemetery, places of worship, religious or ceremonial site, or sacred shrine located on public property (Section 5097.9) and any “Native American historic, cultural, or sacred site, that is listed or may be eligible for listing in the California Register of Historic Resources..., including any historic or prehistoric ruins, any burial ground, any archaeological or historic site, any inscriptions made by Native Americans at such a site, any archaeological or historic Native American rock art, or any archaeological or historic feature of a Native American historic, cultural, or sacred site ...” (Section 5097.993, subd. (a)(1)).

The Public Resources Act also generally prohibits disclosure of archaeological records. Government Code Section 6254.10 provides: “Nothing in [the California Public Records Act] requires disclosure of records that relate to archaeological site information and reports maintained by, or in the possession of ... a local agency, including the records that the agency obtains through a consultation process between a California Native American tribe and a state or local agency.”

CEQA Guidelines, Section 15064.5(e), require that excavation activities be stopped whenever human remains are uncovered and that the county coroner be called in to assess the remains. If the county coroner determines that the remains are those of Native Americans, the Native American Heritage Commission must be contacted within 24 hours. At that time, the lead agency must consult with the appropriate Native Americans, if any, as identified in a timely manner by the Native American Heritage Commission. Section 15064.5 of the CEQA Guidelines directs the lead agency (or applicant), under certain circumstances, to develop an agreement with the Native Americans for the treatment and disposition of the remains.

#### Senate Bill 297

SB 297 addresses the disposition of Native American burials in archaeological sites and protects such remains from disturbance, vandalism, or inadvertent destruction; establishes



procedures to be implemented if Native American skeletal remains are discovered during construction; and establishes the Native American Heritage Commission to resolve disputes regarding the disposition of such remains (SB 297). It has been incorporated into Section 15064.5(e) of the CEQA Guidelines.

Senate Bill 451

SB 451 created a historic rehabilitation tax credit to incentivize historic preservation and reuse of historic buildings. This incentive could be combined with federal rehabilitation tax credits to encourage the retention, rehabilitation and adaptive reuse of historic properties.

Assembly Bill 52

AB 52 requires notification of and consultation, if requested, with Native American tribes traditionally and culturally affiliated with the geographic area in which a project requiring CEQA review is proposed if those tribes have requested to be informed of such proposed projects. The intention of such consultation is to avoid adverse impacts to tribal cultural resources. This law is in addition to existing legislature protecting archaeological resources associated with California Native American tribes. AB 52 applies to all projects initiating environmental review on or after July 1, 2015.

California Health and Safety Code

Section 7050.5(b) of the California Health and Safety Code specifies protocols to address any human remains that may be discovered. The code states:

*In the event of discovery or recognition of any human remains in any location other than a dedicated cemetery, there shall be no further excavation or disturbance of the site or any nearby area reasonably suspected to overlie adjacent remains until the coroner of the county in which the human remains are discovered has determined, in accordance with Chapter 10 (commencing with section 27460) of Part 3 of Division 2 of Title 3 of the Government Code, that the remains are not subject to the provisions of section 27492 of the Government Code or any other related provisions of law concerning investigation of the circumstances, manner and cause of death, and the recommendations concerning treatment and disposition of the human remains have been made to the person responsible for the excavation, or to his or her authorized representative, in the manner provided in section 5097.98 of the Public Resources Code.*

Public Resources Code Section 5097.5

Section 5097.5 of the California Public Code Section protects historic or prehistoric ruins, burial grounds, archaeological or vertebrate paleontological sites, or any other archaeological, paleontological, or historical feature that is situated on land owned by, or in the jurisdiction of, the State of California, or any city, county, district, authority, or public corporation, or any agency thereof.

The City is a Certified Local Government (CLG). The CLG program was established in 1980 with the dual goals of encouraging the direct participation of local governments in the activities of identifying, evaluating, registering and preserving historic properties within their jurisdiction, as well as promoting the integration of preservation interests into local planning and decision-making processes. The CLG is a partnership among local governments, the California Office of Historic Preservation, and the National Park Service, which is responsible for administering the National Historic Preservation Program. As a CLG, the City maintains an active program to designate historic resources and enables the city to compete for matching grant monies to support implementation of the city's activities to identify, preserve, evaluate and register historic properties

### *Sacramento City Code*

The Sacramento City Council adopted Ordinance No. 2006-063 to add a historic preservation chapter to the Sacramento City Code on October 24, 2006. The chapter was amended and updated during 2013 (Ordinance No. 2013-0007). Those changes are now codified as part of Chapter 17.604. The stated historic preservation purposes of the City Code Chapter 17.604 are:

1. To establish a City preservation program, commission and staff, to implement the Preservation Element of the City's General Plan;
2. To provide mechanisms, through surveys, nominations and other available means, to identify significant historic, prehistoric and cultural resources, structures, districts, sites, landscapes and properties within the city;
3. To provide mechanisms and procedures to protect and encourage the preservation of the city's historic and cultural resources; and
4. To provide standards, criteria and processes, consistent with State and Federal preservation standards and criteria, for the identification, protection and assistance in the preservation, maintenance and use of historic and cultural resources.

**Sacramento Register.** The local Sacramento Register of Historic and Cultural Resources (Sacramento Register) was established through the Historic Preservation Chapter of the City Code. The Sacramento Register records:

- Adopted landmarks
- Adopted historic districts
- Special planning districts, survey areas, and individual resources
- Pending Sacramento Register nominations

To be eligible for the Sacramento Register, a resource must meet one or more of the following criteria:

1. It is associated with events that have made a significant contribution to the broad patterns of the history of the city, the region, the state or the nation;
2. It is associated with the lives of persons significant in the city's past;
3. It embodies the distinctive characteristics of a type, period, or method of construction.
4. It represents the work of an important creative individual or master.
5. It possesses high artistic values; or.
6. It has yielded, or may be likely to yield, information important in the prehistory or history of the city, the region, the state or the nation.

Additionally, resources must retain integrity of location, design, setting, materials, workmanship and association. The integrity of a resource shall be judged with reference to the particular criterion or criteria specified above.

The Sacramento Register includes special considerations for resources that may otherwise be determined ineligible for the Register. These factors include:

- A structure removed from its original location is eligible if it is significant primarily for its architectural value or it is the most important surviving structure associated with a historic person or event.
- A birthplace or grave is eligible if it is that of a historical figure of outstanding importance and there is no other appropriate site or structure directly associated with his or her productive life.
- A reconstructed building is eligible if the reconstruction is historically accurate, if the structure is presented in a dignified manner as part of a restoration master plan; and if no other, original structure survives that has the same association.
- Properties that are primarily commemorative in intent are eligible if design, age, tradition or symbolic value invest such properties with their own historical significance.
- Properties achieving significance within the past fifty (50) years are eligible if such properties are of exceptional importance.

The Historic Preservation Chapter also identifies requirements that shall be met to list a historic district on the Sacramento Register. The City Council must hold hearing(s) to ensure that these requirements are satisfied. The requirements are as follows:

- The area is a geographically definable area;
- The area possesses either:
  - a) A significant concentration or continuity of buildings unified by:
    - i. past events; or

- ii. aesthetically by plan or physical development;
- b) The area is associated with an event, person, or period significant or important to city history;

The designation of the geographic area as a historic district is reasonable, appropriate and necessary to protect, promote and further the goals and purposes of this chapter and is not inconsistent with other goals and policies of the City.

Additionally, these factors shall be considered:

- A historic district should have integrity of design, setting, materials, workmanship and association,
- The collective historic value of the buildings and structures in a historic district taken together may be greater than the historic value of each individual building or structure.

## 6.5 Mineral Resources

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### INTRODUCTION

This section describes the existing conditions of the mineral resources within and adjacent to the Policy Area. Information is based upon data provided by the City, data maintained by Sacramento County, and publications by the Department of Conservation, California Geological Survey (CGS, formerly Division of Mines and Geology) and Division of Oil, Gas, and Geothermal Resources (DOGGR).

### EXISTING CONDITIONS

Existing mineral extraction activities in and around Sacramento include fine (sand) and coarse (gravel) construction aggregates, as well as clay. Other mineral resources include gold. Construction aggregates come from two different sources: hardbed rock sources and river channel (alluvial) sources. Generally, sand, gravel, and clay are used as fill and for construction of highways and roads, streets, urban and suburban developments, canals, aqueducts, and pond linings.

The city of Sacramento had one permitted mining operation in the southeastern portion of the Policy Area; however, active mining has ceased at this location, which was owned and operated by Granite Land Company. The site has been redeveloped with an office/business park and a City park with recreation amenities. There are 327 million tons of permitted aggregate resources in Sacramento County, with a 50-year demand of 724 million tons (California Geological Survey 2018).

One abandoned gas field is located within the boundaries of the Policy Area. A portion of the Florin Gas Field is within the city limits, but there is no active drilling, and all of the wells have been plugged and abandoned. There are no oil production areas within the Policy Area.

## Mineral Resources

Historic mineral production in the region has included construction aggregate, kaolin clay, common clay, pumice, and gold. Construction aggregate consists of sand, gravel, and crushed stone. The placer gold deposits that occur in alluvial gravels in Sacramento County originated from hydrothermally emplaced gold-bearing lode quartz veins that formed during the Jurassic era in various Paleozoic and Mesozoic metamorphic and granitic rock types within the Sierran Foothills Belt (Curtis et al, 1958). Over the 150 million years since the gold was formed, the rising Sierra Nevada in combination with weathering processes eroded these lode gold-bearing rocks, and streams transported the placer gold downstream to where it was redeposited within alluvial gravels. These gold-bearing alluvial sediments gradually accumulated in the valley (Department of Conservation 1999). Mineral resources currently extracted in Sacramento County consist of primarily construction sand and gravel, as well as synthetic graphite (USGS 2017).

According to CGS and Sacramento County records, the Sacramento Flood Control Agency has a borrow pit (fill material) in the northern part of the Policy Area, and Teichert Aggregates has sand and gravel sites within the Policy Area.

According to the USGS online Mineral Resources Database, the following site ID's and names are located within the Policy Area: 10077173 (Sacramento City Gravel Pit); 10286086 (Sacramento City Gravel Pit); 10077166 (Sacramento City Sand Pit); 10236887 (Sacramento City Sand Pit); 10077174 (Teichert Aggregates); and 10285591 (Teichert Aggregates) (USGS 2018).

### *Mineral Resource Zones*

The Surface Mining and Reclamation Act (SMARA) directs the State Geologist to classify (identify and map) the non-fuel mineral resources of the State to show where economically significant mineral deposits occur and where they are likely to occur based upon the best available scientific data. Areas known as Mineral Resource Zones (MRZs) are classified on the basis of geologic factors, without regard to existing land use and land ownership. The areas are categorized into four general classifications (MRZ-1 through MRZ-4). Of the four, the MRZ-2 classification is recognized in land use planning because the likelihood for occurrence of significant mineral deposits is high, and the classification may be a factor in the discovery and development of mineral deposits that would tend to be economically beneficial to society. Areas where mineral resources have been exhausted are classified and MRZ-5.

Details of the MRZ designations are as follows:

- MRZ-1: Areas where available geologic information indicates there is little or no likelihood for presence of significant mineral resources.
- MRZ-2a: Areas underlain by mineral deposits where geologic data indicate that significant measured or indicated resources are present. Areas classified MRZ-2a contain discovered mineral deposits as determined by such evidence as drilling records, sample analysis, surface exposure, and mine information. Land included in the

MRZ-2a category is of prime importance because it contains known economic mineral deposits.

- MRZ-2b: Areas underlain by mineral deposits where geologic information indicates that significant inferred resources are present. Areas classified MRZ-2b contain discovered mineral deposits that are either inferred reserves as determined by limited sample analysis, exposure, and past mining history, or are deposits that presently are sub-economic. Further exploration and/or changes in technology or economics could result in upgrading areas classified MRZ-2b to MRZ-2a.
- MRZ-3a: Areas containing known mineral occurrences of undetermined mineral resource significance. Further exploration within these areas could result in the reclassification of specific localities as MRZ-2a or MRZ 2b.
- MRZ-3b: Areas containing inferred mineral occurrences of undetermined mineral resource significance. Land classified MRZ-3b represents areas in geologic settings that appear to be favorable environments for the occurrence of specific mineral deposits. Further exploration could result in the reclassification of all or part of these areas as MRZ-3a or specific localities as MRZ-2a or MRZ-2b.
- MRZ-4: Areas of no known mineral occurrences where geologic information does not rule out the presence or absence of significant mineral resources.
- MRZ-5: Areas mined out of Portland cement concrete-grade aggregate material.

Areas classified MRZ-2 have been mapped by the CGS in the area between SR 99 and SR 16, in the southeastern portion of the Policy Area. The MRZ-2 area begins just east of Sacramento Executive Airport as a relatively narrow band extending northwest toward the American River.

In the vicinity of Power Inn Road, the MRZ-2 area broadens substantially towards Bradshaw Road and beyond. In general, the area classified as MRZ-2 west of the Union Pacific Railroad is urbanized, so access to any deposits would be limited. Portions of the MRZ-2 area east of the railroad are less urbanized, and most of the former and current mining operations are located in that area. The majority of the central and southeastern portions of the Policy Area are MRZ-3. The western and northern portions of the Policy Area are primarily MRZ-1. MRZ-5 is located in the MRZ-2 area south of SR 16, where there have been historical mining operations. There is no MRZ-4 in the Policy Area.

## **Oil and Gas Resources**

### *Florin Gas Field*

Florin Gas Field is located within the city of Sacramento and unincorporated Sacramento County, centered at approximately the corner of Power Inn Road and 53rd Avenue. Natural gas was extracted from the Florin Gas Field by Proctor and Gamble, Vendada National, TXO Production Corporation, and Union Oil Company. Production stopped in 1987 when the reserve was exhausted, however the site was proposed in April 2007 for a storage location. It was proposed to use the site by injecting natural gas into the Florin Gas Field, approximately

3,800 feet below ground surface, then, through the installation of withdrawal wells, would be withdrawn as needed. (CPUC 2019). Several land uses are located above the field, including residential, industrial, and commercial (including the former Army Depot), and parks (Danny Nunn Park) (CPUC 2009).

*Sacramento Airport Gas Field*

The Sacramento Airport Gas field covers an area of about 11 square miles centered under the Sacramento International Airport northwest of the Policy Area. Well data maintained by the California DOGGR indicate that while there are several wells in the Sacramento Airport Gas field, which generally extends from just north of Interstate 5 to the Sutter/Placer county line on north and east of the airport to the Sacramento River on the west, these wells are plugged and abandoned or are used for gas storage.

**REGULATORY CONTEXT**

**Federal**

There are no Federal regulations applicable to mineral resources. Activities related to mining and mine reclamation are regulated by the State, as discussed below.

**State**

*Surface Mining and Reclamation Act*

As previously discussed, mining activities are regulated by SMARA (Public Resources Code Section 2710 et seq.). The purpose of this act is to create and maintain an effective and comprehensive surface mining and reclamation policy with regulation of surface mining operations so as to assure that: (1) adverse environmental effects are prevented or minimized and that mined lands are reclaimed to a usable condition that is readily adaptable for alternative land uses; (2) the production and conservation of minerals are encouraged, while giving consideration to values relating to recreation, wildlife, range and forage, and aesthetic enjoyment; and (3) residual hazards to the public health and safety are eliminated. These goals are achieved through land use planning by allowing a jurisdiction to balance the economic benefits of resource reclamation with the need to provide other land uses.

Section 2761 (a) and (b) and 2790 of the SMARA provides for a mineral lands inventory process termed classification-designation. The CGS and the State Mining and Geology Board (SMGB) are the State agencies responsible for administering this process. The primary objective of the process is to provide local agencies with information on the location, need, and importance of minerals within their respective jurisdictions. It is also the intent of this process, through the adoption of general plan mineral resource management policies, that this information be considered in future local land-use planning decisions (Public Resources Code Section 2762).

Public Resources Code Section 2762 directs that if a use is proposed that might threaten the potential recovery of minerals from an area that has been classified MRZ-2, the County (or City)

must specify its reasons for permitting use, provide public notice of those reasons, and forward a copy of its statement of reasons to the State Geologist and SMGB.

#### *California Code of Regulations*

Mining operations and mine reclamation activities must be performed in accordance with laws and regulations adopted by the SMGB, which are contained in Section 3500 et seq. of Title 14 of the California Code of Regulations. The Office of Mine Reclamation in the State Department of Conservation oversees reclamation requirements.

#### *Division of Oil, Gas, and Geothermal Resources*

The California State Department of Conservation includes the DOGGR. The DOGGR is responsible for monitoring the drilling, operation, maintenance, and abandonment of oil, gas, and geothermal wells with the intention of environmental protection, public health and safety, and general environmental conservation methods. The DOGGR is also responsible for collecting groundwater, oil, gas, and geothermal resource data for maintaining a record of all drilled and abandoned well locations.

### **Local**

#### *Sacramento City Code*

**Chapter 17.194 (Surface Mining and Reclamation).** This chapter provides effective and comprehensive surface mining and reclamation policies and regulations to properly carry out the requirements of SMARA, and other applicable regulations to ensure that: adverse environmental and other effects of surface mining operations will be prevented or minimized and that the reclamation of mined lands will provide for the beneficial, sustainable, long-term productive use of the mined and reclaimed lands; and the production and conservation of minerals will be encouraged, while eliminating hazards to public health and safety and avoiding or minimizing adverse effects on the environment.

## **6.6 Air Quality**

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### **INTRODUCTION**

This section describes the existing air quality conditions within the Policy Area, the regulatory agencies responsible for managing and improving air quality, and the laws and plans that have been adopted to improve air quality. Information for this section is based on data from the Sacramento Metropolitan Air Quality Management District (Sac Metro Air District) and the California Air Resources Board (ARB).



## EXISTING CONDITIONS

### Regional and Local Climate

The Policy Area is located within the Sacramento Valley Air Basin (SVAB), which is a valley bounded by the North Coast Mountain Ranges to the west and the Northern Sierra Nevada Mountains to the east. The terrain in the valley is flat and approximately 25 feet above sea level.

Hot, dry summers and mild, rainy winters characterize the Mediterranean climate of the Sacramento Valley. Throughout the year, daily temperatures may range by 30 degrees Fahrenheit with summer highs often exceeding 100 degrees and winter lows occasionally below freezing. Average annual rainfall is about 20 inches and snowfall is very rare. Summertime temperatures are normally moderated by the presence of the “Delta breeze” that arrives through the Carquinez Strait in the evening hours.

The mountains surrounding the SVAB create a barrier to airflow, which can trap air pollutants in the valley. The highest frequency of air stagnation occurs in the autumn and early winter when large high-pressure cells lie over the valley. The lack of surface wind during these periods and the reduced vertical flow caused by less surface heating reduces the influx of outside air and allows air pollutants to become concentrated in a stable volume of air. The surface concentrations of pollutants are highest when these conditions are combined with temperature inversions that trap cooler air and pollutants near the ground.

The warmer months in the SVAB (May through October) are characterized by stagnant morning air or light winds, and the Delta breeze that arrives in the evening out of the southwest. Usually, the evening breeze transports a portion of airborne pollutants to the north and out of the Sacramento Valley. During about half of the day from July to September, however, interaction between airflow from the Delta and nighttime downslope airflow from the mountains creates an eddy. This phenomenon called the “Schultz Eddy” causes the wind pattern to circle back south, exacerbating the pollution levels in the area and increasing the likelihood of violating Federal or State standards.

### Sources of Air Pollution

Air pollution within the SVAB are generated by stationary, area, and mobile sources. Stationary sources occur at specific identified locations, are usually associated with manufacturing and industry, and are usually subject to a permit to operate from the local air district. Examples of major stationary sources include electrical generation facilities, chemical manufacturing plants, gasoline bulk terminal plants, and can coating operations. Minor stationary sources include smaller-scale equipment such as diesel fueled-emergency back-up generators and natural gas boilers.

Area sources are emissions-generating activities that are distributed over an area and do not require permits from an air agency to operate. Examples of area sources include natural gas combustion for residential or commercial space and water heating, landscaping equipment such as lawn mowers, and consumer products such as barbeque lighter fluid and hairspray.

Mobile sources refer to the tailpipe and evaporative emissions from motor vehicles, both on-road and off-road, and particles from brake and tire wear. On-road mobile sources are those that are legally operated on roadways and highways, such as cars, trucks, and motorcycles. Off-road sources include construction vehicles and equipment, off-highway recreational vehicles, trains, boats, and aircraft. Mobile sources account for the majority of the air pollutant emissions within the SVAB.

### **Ambient Air Quality Standards**

Both the Federal and State governments have established ambient air quality standards for outdoor ambient concentrations of various pollutants in order to protect public health and welfare with a margin of safety. Applicable ambient air quality standards are identified in Table 6-8.

**Table 6-8: Summary of Ambient Air Quality Standards**

<i>Pollutant</i>	<i>Averaging Time</i>	<i>California Standards</i>	<i>Attainment Status</i>	<i>National Standards</i>	<i>Attainment Status</i>
Ozone	1-hour	0.09 ppm (180 µg/m <sup>3</sup> )	Nonattainment	–	–
	8-hour	0.070 ppm (137 µg/m <sup>3</sup> )	Nonattainment	0.070 ppm (137 µg/m <sup>3</sup> )	Nonattainment (Extreme)
Respirable Particulate Matter (PM <sub>10</sub> )	Annual Arithmetic Mean	20 µg/m <sup>3</sup>	Nonattainment	–	–
	24-hour	50 µg/m <sup>3</sup>	Nonattainment	150 µg/m <sup>3</sup>	Attainment
Fine Particulate Matter (PM <sub>2.5</sub> )	Annual Arithmetic Mean	12 µg/m <sup>3</sup>	Attainment	12 µg/m <sup>3</sup>	Attainment
	24-hour	–	–	35 µg/m <sup>3</sup>	Nonattainment (Moderate)
Carbon Monoxide (CO)	1-hour	20 ppm (23 mg/m <sup>3</sup> )	Attainment	35 ppm (40 mg/m <sup>3</sup> )	Attainment
	8-hour	9 ppm (10 mg/m <sup>3</sup> )	Attainment	9 ppm (10 mg/m <sup>3</sup> )	Attainment
Nitrogen Dioxide (NO <sub>2</sub> )	Annual Arithmetic Mean	0.030 ppm (57 µg/m <sup>3</sup> )	Attainment	0.053 ppm (100 µg/m <sup>3</sup> )	Unclassifiable/Attainment
	1-hour	0.18 ppm (339 µg/m <sup>3</sup> )	Attainment	100 ppb (188 µg/m <sup>3</sup> )	Unclassifiable/Attainment
Sulfur Dioxide (SO <sub>2</sub> )	Annual Arithmetic Mean	–	–	0.030 ppm (for certain areas)	–
	24-hour	0.04 ppm (105 µg/m <sup>3</sup> )	Attainment	0.14 ppm (for certain areas)	–
	3-hour	–	–	0.5 ppm (1300 µg/m <sup>3</sup> ) <sup>1</sup>	–
	1-hour	0.25 ppm (655 µg/m <sup>3</sup> )	Attainment	75 ppb (196 µg/m <sup>3</sup> )	Unclassifiable/Attainment
Lead (Pb)	30-day Average	1.5 µg/m <sup>3</sup>	Attainment	–	–
	Calendar Quarter	–	–	1.5 µg/m <sup>3</sup> (for certain areas)	–
	Rolling 3-Month Avg	–	–	0.15 µg/m <sup>3</sup>	Attainment
Sulfates	24-hour	25 µg/m <sup>3</sup>	Attainment	No National Standards	–
Hydrogen Sulfide	1-hour	0.03 ppm (42 µg/m <sup>3</sup> )	Unclassifiable	National Standards	–

**Table 6-8: Summary of Ambient Air Quality Standards**

<i>Pollutant</i>	<i>Averaging Time</i>	<i>California Standards</i>	<i>Attainment Status</i>	<i>National Standards</i>	<i>Attainment Status</i>
Vinyl Chloride	24-hour	0.01 ppm (26 µg/m <sup>3</sup> )	Unclassifiable		–
Visibility-Reducing Particle Matter	8-hour	Extinction coefficient of 0.23 per kilometer — visibility of 10 mi or more	Unclassifiable		–

Notes: µg/m<sup>3</sup> = micrograms per cubic meter; ppb = parts per billion; ppm = parts per million

1 Secondary Standard

Source: ARB 2016a, Sac Metro Air District 2017.

The air pollutants for which both Federal and State standards exist include ozone, nitrogen dioxide (NO<sub>2</sub>), carbon monoxide (CO), particulate matter with particles of 10 microns (respirable particulate matter or PM<sub>10</sub>) and 2.5 microns (fine particulate matter or PM<sub>2.5</sub>) or smaller in diameter, sulfur dioxide (SO<sub>2</sub>), and lead (Pb). Each of these pollutants is briefly described below.

- Ozone is a colorless and highly irritating gas that is formed when reactive organic gases (ROG) and nitrogen oxides (NO<sub>x</sub>), both by-products of internal combustion engine exhaust and other processes, undergo photochemical reactions in the presence of sunlight. Ozone concentrations are generally highest during the summer months when direct sunlight, light wind, and warm temperature conditions are favorable to the formation of this pollutant. Breathing ozone inflames and damages the airways and can cause pain when taking deep breaths. Ozone makes the lungs more susceptible to infection, aggravates lung diseases such as asthma, emphysema, and chronic bronchitis, and can cause chronic obstructive pulmonary disease (COPD). Ozone can also damage deep portions of the lungs, even after symptoms such as coughing or a sore throat disappear.
- NO<sub>2</sub> is a brownish, highly reactive gas that is present in all urban environments. The major human-made sources of NO<sub>2</sub> are combustion devices, such as those in motor vehicles. Other sources include boilers, gas turbines, and internal combustion engines. Breathing air with a high concentration of NO<sub>2</sub> can irritate airways and lead to coughing, wheezing or difficulty breathing, development or aggravation of asthma and increased susceptibility to respiratory infections.
- CO is a colorless, odorless gas produced by the incomplete combustion of fossil fuels. CO concentrations tend to be the highest during the winter morning, with little to no wind, when surface-based inversions trap the pollutant at ground levels. The highest ambient CO concentrations are generally found near congested transportation corridors and intersections, but the SVAB has not experienced a violation of ambient

air quality standards for CO for more than 20 years (ARB 2013a). Breathing carbon monoxide can cause weakness, dizziness, nausea or vomiting, shortness of breath, confusion, blurred vision, and loss of consciousness.

- Respirable Particulate Matter (PM<sub>10</sub>) and Fine Particulate Matter (PM<sub>2.5</sub>) consist of extremely small, suspended particles 10 microns and 2.5 microns or smaller in diameter. Some sources of suspended particulate matter such as pollen and windblown dust occur naturally. However, in populated areas, most fine suspended particulate matter is caused by road dust, diesel soot, residential wood combustion, abrasion of tires and brakes, and construction activities. The size of particles is directly linked to potential for causing health problems. Particles less than 10 microns pose the greatest problems, because they can get deep into the lungs, and even into the bloodstream, affecting both the lungs and heart. Particle pollution exposure is linked to irritation of the airways, coughing or difficulty breathing, aggravated asthma, decreased lung function, nonfatal heart attacks, and premature death.
- SO<sub>2</sub> is a colorless, extremely irritating gas or liquid. It enters the atmosphere as a pollutant mainly as a result of the burning of high sulfur-content fuel oils and coal, and from chemical processes occurring at chemical plants and refineries. SO<sub>2</sub> irritates the nose, throat, and airways to cause coughing, wheezing, shortness of breath, or a tight feeling around the chest.
- Lead in the atmosphere was primarily associated with combustion of leaded gasoline, which is no longer permitted for on-road motor vehicles. Lead is no longer a pollutant of concern in the SVAB.

### Regional Air Quality

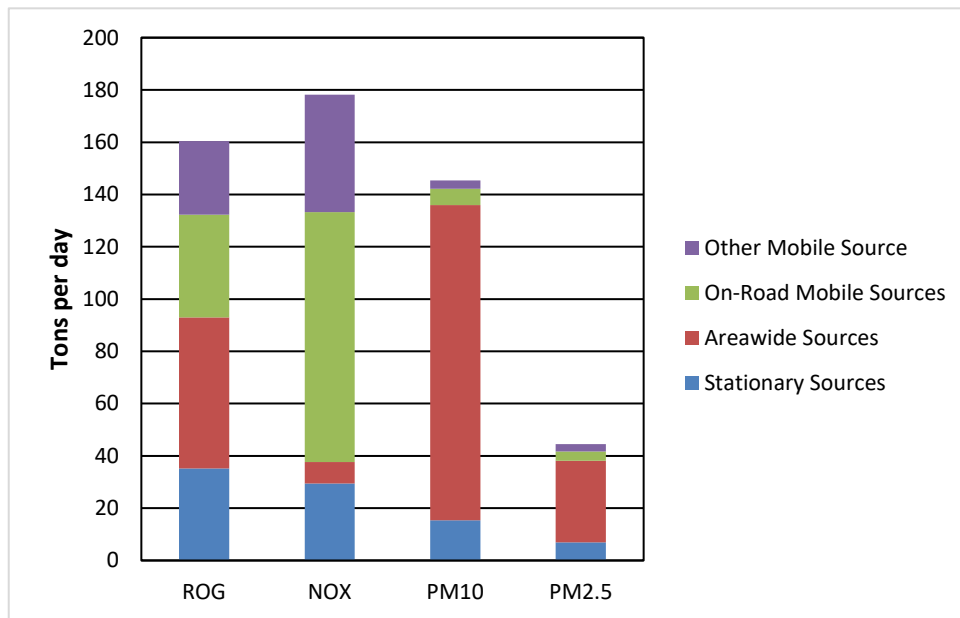
Regional air quality is assessed by comparing the air quality data that is collected by air monitoring stations to the Federal and State health-based air quality standards. Areas in the SVAB that have air pollution concentrations above the standards are designated as nonattainment areas. For the Federal standards, some areas in the SVAB, including Sacramento County, are designated as nonattainment for the 8-hour ozone and 24-hour PM<sub>2.5</sub> standards. Regarding State standards, some areas in the SVAB are in nonattainment for ozone, PM<sub>10</sub> and/or PM<sub>2.5</sub> standards. All areas in the SVAB are in attainment for all other pollutants with air quality standards.

The SVAB is still not in attainment for certain standards, but regional air quality has improved over time. Despite substantial region-wide population growth, pollutant levels have decreased dramatically since the 1980s. The current emissions inventory for Sacramento County is summarized below in Figure 6-11. Mobile sources contribute the majority of ozone precursor emissions in Sacramento County, while area sources, such as residential wood burning, compose the majority of PM emissions. Furthermore, wildfires can occur in undeveloped areas and spread to urban areas where the landscape and structures are not designed and maintained to be ignition resistant. Large wildfires, resulting from high temperatures accompanied by dry conditions, would further worsen air quality. However, if higher temperatures are accompanied by wetter, rather than drier conditions, the rains would tend

to temporarily clear the air of particulate pollution and reduce the incidence of large wildfires, thus ameliorating the pollution associated with wildfires.

With climate change and increasing temperatures over the next few decades, air quality will be challenged. Extreme heat in the Sacramento region is projected to worsen in the next few decades. By midcentury, Sacramento County is predicted to face more than 30 days over 100°F and 13 days over 105°F each summer, compared to a historical baseline of just six days over 100°F and one day over 105°F (Union of Concerned Scientists 2019). This will drive and accelerate ozone formation.

**Figure 6-11: Sacramento County 2016 Emissions Inventory**



Source: ARB 2016b.

### Local Air Quality

The ARB and local air districts collect ambient air quality data through a network of air monitoring stations throughout the state. There are eight monitoring stations in the County of Sacramento, but not all of the stations monitor for all pollutants with health standards. Table 6-9 identifies the national and State ambient air quality standards for air pollutants for which Sacramento County is in nonattainment and lists the highest ambient pollutant concentrations that have been measured within the city through the period of 2016 to 2018. As shown, the Sacramento area has a recent history of Federal and State exceedances for the ozone and particulate matter standards. No other ambient air quality standards have been exceeded in Sacramento during the last three years.

**Table 6-9: Summary of Ambient Air Quality Monitoring Data in Policy Area**

Pollutant	Air Quality Standards	Year		
		2016	2017	2018
<b>Ozone</b>				
Maximum 1-hour concentration (State)	0.09 ppm	0.108	0.107	0.097
# of days exceeding State 1-hour standard.	n/a	5	1	3
Maximum 8-hour concentration. (State / national)	0.070 ppm	0.083	0.078	0.085
# of days exceeding State 8-hour standard.	n/a	11	5	7
# of days exceeding national 8-hour standard.	n/a	8	3	1
<b>Respirable Particulate Matter (PM10)</b>				
Maximum 24-hour concentration (State / national)	50 / 150 $\mu\text{g}/\text{m}^3$	51.4	150.3	309.5
# of days exceeding State standard	n/a	1	21	22
# of days exceeding national standard	n/a	0	0	6
<b>Fine Particulate Matter (PM2.5)</b>				
Maximum 24-hour concentration measured (State)	35 $\mu\text{g}/\text{m}^3$	39.8	46.0	263.3
# of days exceeding national standard	n/a	0	2	3

Notes:  $\mu\text{g}/\text{m}^3$  = micrograms per cubic meter of air; ppm = parts by volume per million of air.

Source: ARB, <https://www.arb.ca.gov/adam/select8/sc8start.php> as of 08/29/2019.

Measurements are from monitors within the boundary of the City of Sacramento. These monitors include Sacramento T Street, Bercut Drive, Goldenland Court, and Sacramento Health Department. Goldenland Court was shut down in June 2017 and Health Department was shut down in 2016.

The equipment used for particulate matter measurement is different between federal and state standards. As a result, the maximum concentrations are not the same.

Note: In 2018, many wildfires impacted the air quality data in the Sacramento region. As such, the region recorded unusually high readings that exceeded the standards.

## **Toxic Air Contaminant Emissions**

Toxic air contaminants (TACs) are airborne substances that, even in small quantities, are capable of causing chronic (i.e., of long duration) and acute (i.e., severe, but of short duration) adverse effects on human health. They include both organic and inorganic chemical substances that may be emitted from a variety of common sources including gasoline stations, motor vehicles, dry cleaners, industrial operations, painting operations, and research and teaching facilities. TACs are different than the criteria air pollutants discussed previously in that ambient air quality standards have not been established for them. TACs are usually present in minute quantities in the ambient air; however, their high toxicity or health risk may pose a threat to public health even at low concentrations.

According to the California Almanac of Emissions and Air Quality (ARB 2009), the majority of the estimated health risks from TACs can be attributed to relatively few compounds, the most important being diesel PM. Diesel PM differs from other TACs in that it is not a single substance, but rather a complex mixture of hundreds of substances. Although diesel PM is emitted by diesel-fueled internal combustion engines, the composition of the emissions varies depending on engine type, operating conditions, fuel composition, lubricating oil, and whether an emissions control system is being used. Based on receptor modeling techniques, ARB estimated diesel PM health risk to be 360 excess cancer cases per million people in the SVAB in the year 2000. Since 1990, the health risk associated with diesel PM has been reduced by 52%. Overall, levels of most TACs, except para-dichlorobenzene and formaldehyde, have decreased since 1990 (ARB 2009).

## **Sensitive Receptors**

As discussed previously, the Federal and State ambient air quality standards have been set at levels to protect the most sensitive persons from illness or discomfort with a margin of safety. Air pollution regulatory agencies typically define “sensitive receptors” as places where these sensitive persons may be located: residences, schools, playgrounds, child care centers, athletic facilities, hospitals, long-term health care facilities, rehabilitation centers, convalescent centers, and retirement homes. Each of these types of facilities, and the land uses that support them, is present in the Policy Area.

## **Land Use Planning and Air Quality**

Land use patterns and density of development affect the amount of air pollutants that are generated by communities. Segregated land uses and lower-density development dispersed throughout a community increase the number and length of motor vehicle trips and associated air pollutant emissions, because it is more difficult to use less-polluting modes such as walking, bicycling, and public transit between homes, jobs, and shopping. Higher density communities that mix residential uses with commercial, business, and employment uses can shift motor vehicle travel to active transportation modes (walking, bicycling, and transit) and also reduce the distances of any necessary vehicle trips. These higher density, mixed-use types of development also typically utilize less energy, heating, cooling, landscaping, and other functions that generate pollution.



However, increasing density can also result in the siting of residents closer to urban sources of air pollutant emissions, such as high-volume roadways and rail lines. Evidence exists associating short-term and long-term health effects with locating “sensitive receptors” (residences and places where children, the elderly and others who are more susceptible to the effects of air pollution may be) near major roadways or rail lines. The health effects of exposure to roadway and railway pollution include an increased exposure to carcinogens such as diesel particulate matter, organic gases, and fine particulate matter. In addition to carcinogens, roadway pollution may include fine particulates with metallic constituents, which are strongly associated with acute respiratory diseases and cardiovascular disease.

ARB’s Air Quality and Land Use Handbook: A Community Health Perspective (ARB 2005) provides guidance concerning land use compatibility with TAC emission sources. While not a law or adopted policy, the handbook offers advisory recommendations for the siting of sensitive receptors near uses associated with TACs, such as freeways and high-traffic roads, commercial distribution centers, rail yards, ports, refineries, dry cleaners, gasoline stations, and industrial facilities, to help keep children and other sensitive populations at a distance from pollution sources. However, while the Handbook recommends a minimum distance of 500 feet between high-volume roadways and sensitive receptors, in reality, many California communities exist near high-volume roadways, and the benefits of infill development on health, climate, equity, and the economy are widely recognized. In 2017 ARB released a technical advisory, Strategies to Reduce Air Pollution Exposure Near High-Volume Roadways, that offers scientifically based strategies to reduce exposure to traffic emissions in near-roadway development.

More specific guidance on assessing and disclosing potential health risk and PM<sub>2.5</sub> concentrations from major roadways and railways can be found in the Sac Metro Air District’s Mobile Sources Air Toxics Protocol (MSAT Protocol). The MSAT Protocol includes a tool for quantifying and mapping health risk in locations within Sacramento County and guidance on exposure reduction measures.

Another important consideration in land use for air quality is the green environment, including trees. Increased tree canopy in the region can improve air quality and reduce exposure to pollutants. Urban trees can absorb gaseous pollutants such as ozone and nitrogen dioxide, intercept particulate matter, increase oxygen levels through photosynthesis, and provide shade, resulting in lower local air temperatures and reducing ozone formation. Especially as climate change intensifies heat waves, the greater the population density, the greater the benefit of tree canopy per square mile. Sacramento’s tree canopy coverage in 2018 was 19.1 percent. City efforts in planting and maintaining street trees and parking lot shade trees, especially in under-canopied areas of the city, have great potential to improve air quality and population health.

## **Odors**

Odors are generally regarded as an annoyance rather than a health hazard. However, manifestations of a person’s reaction to foul odors can range from psychological (e.g., irritation, anger, or anxiety) to physiological (e.g., circulatory and respiratory effects, nausea, vomiting, and headache). Quality and intensity are two properties present in any odor. The quality of an

odor indicates the nature of the smell experience. Intensity refers to the strength of the odor, which is a function of concentration.

The ability to detect odors varies considerably among the population and overall is quite subjective. Some individuals have the ability to smell very minute quantities of specific substances; others may not have the same sensitivity but may have sensitivities to odors of other substances. In addition, people may have different reactions to the same odor; an odor that is offensive to one person may be perfectly acceptable to another (e.g., fast food restaurant). An unfamiliar odor is more easily detected and is more likely to cause complaints than a familiar one. This is because of the phenomenon known as odor fatigue, in which a person can become desensitized to almost any odor and recognition only occurs with an alteration in the intensity. Wildfire smoke would further worsen air quality resulting in an increase in harmful air pollutants in addition to producing a persistent odor. Wildfire smoke is a complex mixture of gases, such as CO, carbon dioxide (CO<sub>2</sub>), NO<sub>x</sub>, and other organic chemicals. Smoke also consists of particulate matter. Particulate matter is the principle pollutant of concern in wildfire smoke because of the short-term exposures usually experienced by the public. A warming climate, longer fire seasons, and increases in drought conditions all increase the potential for wildfire risk (ARB and CDPH 2019).

## **REGULATORY CONTEXT**

Air quality within the Policy Area is regulated through the efforts of various Federal, State, regional, and local government agencies. These agencies work jointly, as well as individually, to improve air quality through legislation, planning, policy-making, education, and a variety of other efforts. The agencies responsible for improving the air quality within the SVAB are discussed below.

### **Federal**

#### *U.S. Environmental Protection Agency*

The U.S. Environmental Protection Agency (U.S. EPA) is the Federal agency responsible for setting and enforcing the Federal ambient air quality standards for atmospheric pollutants. The U.S. EPA regulates emission sources that are under the exclusive authority of the Federal government, such as aircraft, ships, and certain locomotives.

As part of its enforcement responsibilities, U.S. EPA requires each state with areas that do not meet Federal ambient air quality standards to prepare and submit a State Implementation Plan (SIP) that describes a strategy for the means to attain these standards. The SIP must identify how these areas will attain a standard by a specific date referred to as the attainment date and include specific control measures to reduce air pollution, using a combination of performance standards and market-based programs.

## State

### *California Air Resources Board (ARB)*

The ARB, a part of the California Environmental Protection Agency, is responsible for the coordination and administration of both Federal and State air pollution control programs within California. In this capacity, the ARB conducts research, sets State ambient air quality standards, compiles emission inventories, develops suggested control measures, and provides oversight of local programs. The ARB establishes emissions standards for motor vehicles sold in California, consumer products (such as hairspray, aerosol paints, and barbecue lighter fluid), and various types of off-road mobile equipment. It also sets fuel specifications to further reduce vehicular emissions. The ARB also has primary responsibility for the development of California's SIP, for which it works closely with the Federal government and the local air districts.

## Regional

### *Sacramento Area Council of Governments (SACOG)*

SACOG is an association of local governments in the six-county Sacramento region. Its members in addition to the City and County of Sacramento include the counties of El Dorado, Placer, Sutter, Yolo, and Yuba, and 22 cities within these counties.

SACOG provides transportation planning and funding for the region, and serves as a forum for the study and resolution of regional issues. In addition to preparing the region's long-range transportation plan, SACOG develops a Regional Housing Needs Allocation and Regional Housing Needs Plan which are used to determine the total number of housing units that each city and county must plan for within SACOG's six-county region. SACOG also assists in planning for transit, bicycle networks, clean air and airport land uses.

SACOG must also ensure that its transportation plans do not conflict with any federal air quality plans. This is known as making a "finding of conformity". SACOG's long-range transportation plans must ensure that transportation activities do not impede the ability of an area to attain air quality standards. Transportation emissions from projects in SACOG's Metropolitan Transportation Plans cannot exceed the motor vehicle emission budget (MVEB) set in its most recent air quality plan for a specific pollutant. The MVEB represents the on-road highway emissions portion of the total emissions contained in Sac Metro Air District's SIP. If SACOG's plan does not meet the conformity criteria, a "conformity lapse" could occur during which Federal funding for transportation projects is restricted.

### SACOG Regional Transportation Plan/Sustainable Communities Strategy

In February 2016, SACOG, the designated Metropolitan Planning Organization for the Sacramento region, adopted the *2016 Metropolitan Transportation Plan/Sustainable Communities Strategy* (2016 MTP/SCS) (SACOG 2016). The 2016 MTP/SCS guides land use and transportation decisions within the region over the next 20 years. SACOG is currently working on the 2020 MTP/SCS, which will be adopted by February 2020. This effort recognizes the

linkage between growth and air quality, and also addresses greenhouse gas emissions, discussed further in Section 6.7 Greenhouse Gas and Climate Change.

### *Sacramento Metropolitan Air Quality Management District*

The Sac Metro Air District is the primary agency responsible for monitoring the local air quality and developing and implementing the air quality plans to meet Federal and State ambient air quality standards in Sacramento County. The Sac Metro Air District enforces air quality regulations, educates the public about air quality, and implements programs to influence land use development in Sacramento County and to provide incentives to use clean mobility technologies. To assist local jurisdictions, the Sac Metro Air District has developed a set of guidelines (most recently revised in 2018) for use by lead agencies when preparing environmental documents. The guidelines contain thresholds of significance for criteria pollutants and TACs and make recommendations for conducting air quality analyses. Once the Sac Metro Air District guidelines have been consulted and the air quality impacts of a project have been assessed, the lead agency's analysis undergoes a review by the Sac Metro Air District. The Sac Metro Air District submits comments and suggestions to the lead agency for incorporation into the environmental document.

### Ozone

The Sacramento Federal Ozone Nonattainment Area includes all of Sacramento and Yolo counties, and portions of Placer, El Dorado, Solano and Sutter counties. To meet the federal ozone standard, the Sac Metro Air District works with adjacent local air districts in the Sacramento region to develop regional plans to attain and maintain the federal 8-hour ozone standard. These regional plans, or attainment plans, demonstrate how the region will meet applicable Federal Clean Air Act requirements and attain the Federal ozone standard.

- The most recent ozone plan approved by the EPA is the Sacramento Regional 8-Hour Ozone Attainment and Reasonable Further Progress Plan (2013 SIP Revisions), which demonstrated how the region would attain the 1997 8-hour ozone standard. For the 1997 8-hour ozone standard, the Sacramento region was classified as a "Severe-15" nonattainment area with an attainment deadline of June 15, 2019. The region anticipates meeting the 1997 8-hour ozone standard.
- For the 2008 8-hour ozone standard, the Sacramento region was classified as a "Severe-15" nonattainment area with an attainment deadline of July 20, 2025. To demonstrate how the region will attain the 2008 8-hour ozone standard, in 2017 the Sac Metro Air District in collaboration with adjacent air districts developed the Sacramento Regional 2008 NAAQS 8-hour Ozone Attainment and Reasonable Further Progress Plan. This plan was submitted but has not yet been approved by the U.S. EPA.

For the state standard, the Sac Metro Air District developed the 2015 Triennial Progress Report, which assessed the county's progress towards attaining the state air quality standards. One component of this report is an updated emission inventory and projected future inventories of ROG and NO<sub>x</sub> emissions in Sacramento (Sac Metro Air District, 2015).

Particulate Matter

The PM<sub>2.5</sub> planning region includes all of Sacramento County, the eastern portion of Yolo County, the western portions of El Dorado and Placer counties, and the northeast portion of Solano County. EPA has found that the Sacramento region attained the 2006 24-hour PM<sub>2.5</sub> National Ambient Air Quality Standards (NAAQS) by the attainment date of December 31, 2015 ([82 FR 21711](#)). This finding was based on complete, quality-assured and certified PM<sub>2.5</sub> monitoring data for 2013 – 2015. The Sac Metro Air District will need to complete a PM<sub>2.5</sub> Maintenance Plan and Re-designation Request based on the clean data finding made by the EPA.

Toxic Air Contaminants

As stated above, ARB’s 2005 Land Use Handbook (ARB 2005) recommends that sensitive land uses be set back from major roadways in order to minimize their exposure to diesel PM. The ARB’s 2017 Technical Advisory offers strategies for exposure reduction when siting sensitive uses near high-volume roadways, given the multiple benefits of infill development and the fact that much land available for new housing is located near freeways. To provide more detailed assistance when siting land uses near major roadways and railways, the Sac Metro Air District developed its Mobile Sources Air Toxics Protocol (MSAT Protocol) for Sacramento County in 2018. The MSAT Protocol provides guidance to local land use jurisdictions in assessing the potential increased cancer risk of siting projects with sensitive receptors near high-volume roadways and railways and determining whether exposure reduction measures should be incorporated into projects.

Odors

Although offensive odors rarely cause any physical harm, they can be very unpleasant, leading to considerable stress among the public and often generating citizen complaints to local governments and Sac Metro Air District. Sac Metro Air District’s Rule 402 (Nuisance) regulates odorous emissions.

**Local**

*City of Sacramento*

**City of Sacramento Climate Action Plan.** The City’s Climate Action Plan (CAP) was adopted in February 2012 pursuant to General Plan Policy ER 6.1.7. The City’s CAP, discussed further in Section 6.7 Greenhouse Gas and Climate Change, presents a set of strategies that will achieve community-wide GHG emission reduction targets and adapt to climate change. Many of these strategies will have environmental co-benefits including improving air quality. As part of the 2040 General Plan Update and Climate Action Plan a standalone community-wide CAP will be prepared that meets the CEQA requirements for a qualified CAP.

## 6.7 Greenhouse Gas and Climate Change

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### INTRODUCTION

This chapter provides a summary of applicable regulations; a discussion of existing climate conditions, climate change science, and greenhouse gas (GHG) emissions sources in California and in the city; and a description of potential effects of climate change on the city; and the potential for the city to adapt to climate change effects. GHG emissions have the potential to adversely affect the environment because they contribute to global climate change. In turn, global climate change has the potential to result in rising sea levels, which can inundate low-lying areas; to affect rain and snow fall, leading to changes in water supply and increase frequency and severity of flood events; increase the frequency and severity of extreme heat events, threatening air quality and public health; and to affect habitat, leading to adverse effects on biological and other resources. The 2040 General Plan will address plans for climate adaptation within both the General Plan and within a special section in the Climate Action Plan (CAP).

### EXISTING CONDITIONS

Climate is the accumulation of daily and seasonal weather events over a long period of time, whereas weather is defined as the condition of the atmosphere at any particular time and place. The climate of the Policy Area is characterized as Mediterranean, which is strongly influenced by the Pacific Ocean and characterized by hot, dry summers and mild, rainy winters. Throughout the year, daily temperatures may range 20 degrees Fahrenheit (°F) with summer highs often exceeding 100°F and winter lows near freezing. Average annual rainfall is about 20 inches and snowfall is very rare.

Certain gases in the earth's atmosphere, classified as GHGs, play a critical role in determining the earth's surface temperature. Solar radiation enters the earth's atmosphere from space. A portion of the radiation is absorbed by the earth's surface, and a smaller portion of this radiation is reflected back toward space. This absorbed radiation is then emitted from the earth as low-frequency infrared radiation. Most solar radiation passes through GHGs; however, infrared radiation is absorbed by these gases. As a result, radiation that otherwise would have escaped back into space is instead "trapped," resulting in a warming of the atmosphere. This phenomenon, known as the greenhouse effect, is responsible for maintaining a habitable climate on Earth. Without the greenhouse effect, Earth would not be able to support life as we know it.

Prominent GHGs contributing to the greenhouse effect are carbon dioxide (CO<sub>2</sub>), methane (CH<sub>4</sub>), and nitrous oxide (N<sub>2</sub>O), among others. Human-caused emissions of these GHGs in excess of natural ambient concentrations are responsible for intensifying the greenhouse effect and have led to a trend of increased warming of the earth's climate, known as global climate change or global warming. The scientific record of the Earth's climate shows that the climate system varies naturally over a wide range of time scales and that in general, climate changes prior to the Industrial Revolution in the 1700s can be explained by natural causes, such as changes in solar energy, volcanic eruptions, and natural changes in GHG concentrations. Recent climate changes, in particular the warming observed over the past century, however, cannot

be explained by natural causes alone. Rather, it is extremely likely that human activities have been the dominant cause of that warming since the mid-20th century and is the most significant driver of observed climate change (International Panel on Climate Change (IPCC) 2013). Human influence on the climate system is evident from the increasing GHG concentrations in the atmosphere, positive radiative forcing, observed warming, and improved understanding of the climate system (IPCC 2013). The atmospheric concentrations of GHGs have increased to levels unprecedented in the last 800,000 years, primarily from fossil fuel emissions and secondarily from emissions associated with land use changes (IPCC 2013). Continued emissions of GHGs will cause further warming and changes in all components of the climate system

Climate change is a global problem. GHGs are global pollutants, unlike criteria air pollutants and toxic air contaminants, which are pollutants of regional and local concern. Whereas pollutants with localized air quality effects have relatively short atmospheric lifetimes (about 1 day), GHGs have long atmospheric lifetimes (1 year to several thousand years). GHGs persist in the atmosphere for long enough time periods to be dispersed around the globe. Although the exact lifetime of any particular GHG molecule is dependent on multiple variables and cannot be pinpointed, it is understood that more CO<sub>2</sub> is emitted into the atmosphere than is sequestered by ocean uptake, vegetation, and other forms of sequestration. Of the total annual human-caused CO<sub>2</sub> emissions, approximately 54 percent is sequestered through ocean uptake, uptake by northern hemisphere forest regrowth, and other terrestrial sinks within a year, whereas the remaining 46 percent of human-caused CO<sub>2</sub> emissions remains stored in the atmosphere (Seinfeld and Pandis 1998).

**State**

Increased emissions of GHGs that contribute to global climate change are attributable in large part to human activities over the last 150 years associated with the transportation, industrial/manufacturing, utility, residential, commercial and agricultural sectors (ARB 2018). In California, the transportation sector is the largest emitter of GHGs, followed by industrial uses (ARB 2018). California produced 429 million gross metric tons of carbon dioxide equivalent (CO<sub>2</sub>e) in 2016 (ARB 2018).

In California, combustion of fossil fuel in the transportation sector was the single largest source of GHG emissions in 2017, accounting for 40 percent of total GHG emissions followed by the industrial sector (21 percent) and the electric power sector (including both in-state and out-of-state sources) (15 percent) (ARB 2019). California GHG emissions inventories and projections are summarized in Table 6-10.

**Table 6-10: California Greenhouse Gas Emissions Inventory and Projections**

<i>Emissions Sector</i>	<i>MMT CO<sub>2</sub>e/yr</i>					
	<i>1990</i>	<i>2000</i>	<i>2005</i>	<i>2008</i>	<i>2017</i>	<i>2020</i>
Electrical Generation <sup>1</sup>	110.6	104.8	107.9	120.1	62.4	103.8

**Table 6-10: California Greenhouse Gas Emissions Inventory and Projections**

Emissions Sector	MMT CO <sub>2</sub> e/yr					
	1990	2000	2005	2008	2017	2020
Residential/Commercial	44.1	43.2	42.3	43.5	41.1	49.5
Transportation	150.7	181.0	188.7	177.6	169.9	185.3
Industrial	103.0	97.4	95.9	90.5	89.4	93.7
High GWP	. <sup>2</sup>	6.3	9.3	11.7	20.0	31.5
Agriculture	23.4	31.6	34.3	35.8	32.4	36.2
Waste Management	. <sup>2</sup>	7.4	7.8	8.1	8.9	9.4
Gross Total Emissions <sup>3</sup>	433	471.7	486.1	487.3	424.1	509.4

Notes: GWP = global warming potential; MMT CO<sub>2</sub>e/yr = million metric tons carbon dioxide equivalent per year.

1 Includes in-state-generated and imported electricity production.

2 Contained within Industrial Sector emissions.

3 Totals may not sum exactly due to rounding.

4 2020 Business-as-Usual GHG emissions are projected using the average statewide GHG emissions for 2009-2011 as the base year.

Source: ARB 2007:6, 2014a, 2019..

## Regional and Local

### Sacramento County

The County of Sacramento most recently completed a regional GHG emissions inventory in 2016 for sectors within the unincorporated county. In 2011, the County adopted a Climate Action Plan (CAP) Strategy and Framework Document (Phase 1 CAP), and in 2012 the County adopted a County Government Operations CAP document (Phase 2A CAP). As part of the current effort to update the CAP (Phase 2B), GHG reductions for both community sources in the unincorporated area and the County’s internal operations were quantified and the GHG inventory 2005 inventory was updated for baseline year 2015. The results of the regional inventory are summarized below in Table 6-11.

**Table 6-11: Unincorporated Sacramento County Greenhouse Gas Emissions Inventory**

Emissions Sector	2005 (MT CO <sub>2</sub> e/yr)	2015 (MT CO <sub>2</sub> e/yr)	Percent Change from 2005
Residential Energy	1,033,142	1,193,311	+16%



**Table 6-11: Unincorporated Sacramento County Greenhouse Gas Emissions Inventory**

<i>Emissions Sector</i>	<i>2005 (MT CO<sub>2</sub>e/yr)</i>	<i>2015 (MT CO<sub>2</sub>e/yr)</i>	<i>Percent Change from 2005</i>
Commercial and Industrial Energy	772,129	890,603	+15%
On-road Vehicles	2,066,970	1,671,596	-19%
Off-road Vehicles	236,466	196,769	-17%
Solid Waste	201,350	352,909	+75%
Wastewater	70,662	27,253	-61%
Water Related	5,885	15,222	+159%
Agriculture	197,132	254,899	+29%
High GWP GHGs	203,528	251,085	+23%
Total Unincorporated Sacramento County Emissions	4,787,264	4,853,647	+1.4%

Notes: GHG = greenhouse gas; GWP = global warming potential; MT CO<sub>2</sub>e/yr = metric tons carbon dioxide equivalent per year.

Source: Sacramento County 2016.

*City of Sacramento*

The City of Sacramento adopted a community-wide CAP in February 2012 and a municipal CAP for internal operations in 2016. As of late 2019, the City has also started the process of updating the community-wide CAP. As a part of the current update, the City is updating the existing GHG inventory. The results of the GHG emissions inventory and future year projections by emission sector are summarized in Table 6-12. Similar to the State and County emissions profiles, transportation is the largest GHG emissions sector in the city. Transportation comprised 56 percent of the city’s GHG emissions in 2016. The relative contribution of each emissions sector is summarized in Figure 6-12.

**Table 6-12: City of Sacramento Greenhouse Gas Emissions Inventory and Projections**

<i>Emissions Sector</i>	<i>(MT CO<sub>2</sub>e/yr)</i>						
	<i>2005</i>	<i>2016</i>	<i>2020</i>	<i>2025</i>	<i>2030</i>	<i>2045</i>	<i>2050</i>
Residential Energy	748,792	635,907	620,697	607,435	580,254	461,212	464,840
Commercial and Industrial Energy <sup>1</sup>	979,777	645,018	673,695	670,956	627,655	320,860	302,036

**Table 6-12: City of Sacramento Greenhouse Gas Emissions Inventory and Projections**

<i>Emissions Sector</i>	<i>(MT CO<sub>2</sub>e/yr)</i>						
	<i>2005</i>	<i>2016</i>	<i>2020</i>	<i>2025</i>	<i>2030</i>	<i>2045</i>	<i>2050</i>
Industrial-Specific Natural Gas <sup>1</sup>	28,656	18,216	21,031	23,694	26,357	31,144	32,126
On-road Transportation	2,013,962	1,972,496	1,894,083	1,740,149	1,631,225	1,647,605	1,699,744

**Table 6-12: City of Sacramento Greenhouse Gas Emissions Inventory and Projections**

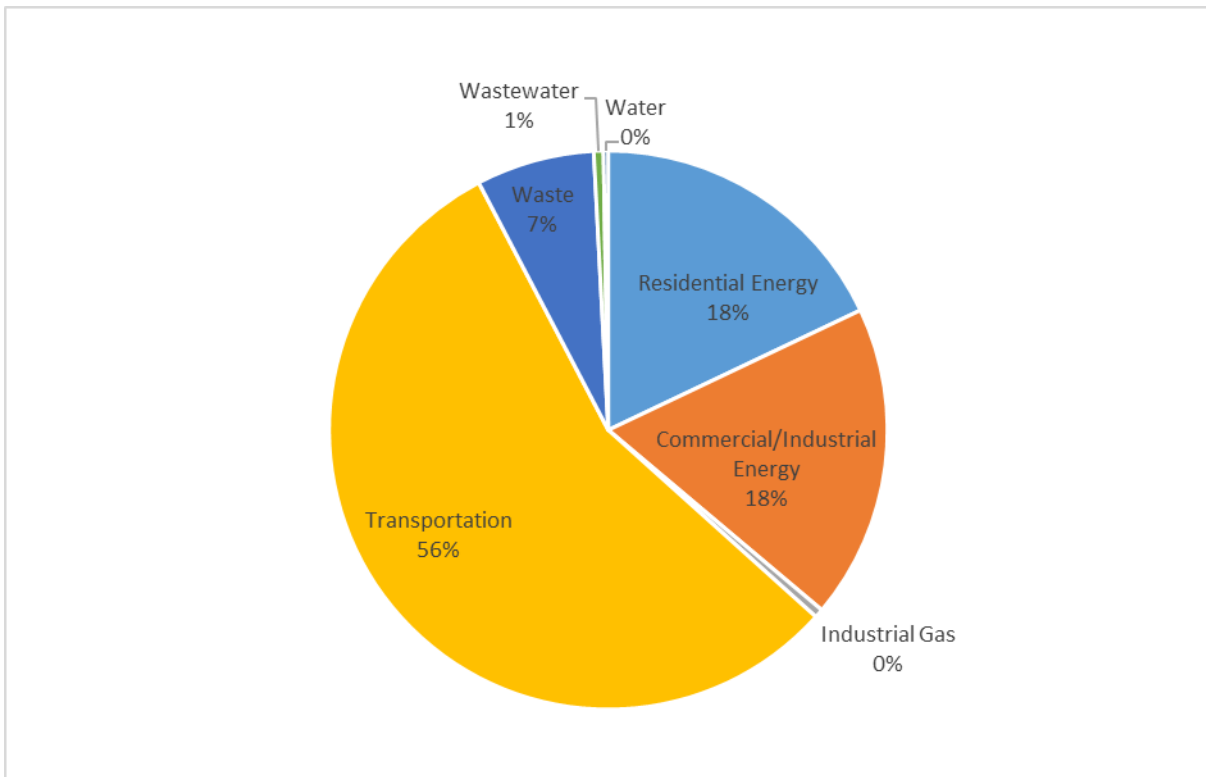
Emissions Sector	(MT CO <sub>2</sub> e/yr)						
	2005	2016	2020	2025	2030	2045	2050
Solid Waste	241,862	242,747	266,315	295,775	325,234	387,651	402,877
Wastewater Treatment	57,380	19,867	21,796	24,207	26,618	31,726	32,972
Water Supply	12,810	9,586	8,239	7,648	6,407	477	0
Total City of Sacramento Emissions	4,083,239	3,543,837 (-13%)	3,505,855 (-14%)	3,369,863 (-17%)	3,223,750 (-21%)	2,880,676 (-29%)	2,934,595 (-28%)

Notes: GHG = greenhouse gas; MT CO<sub>2</sub>e/yr = metric tons carbon dioxide equivalent per year.

1 Major industrial natural gas energy data has been removed due to California Public Utilities Commission privacy requirements.

Source: Rincon Consultants 2019.

**Figure 6-12 City of Sacramento 2016 Greenhouse Gas Emissions Sectors**



Source: Rincon Consultants 2019.

The projected annual GHG emissions in 2020, 2030 and 2050 are consistent with planned growth in population and employment assumed in the 2030 General Plan. These projections

include legally mandated legislation such as but not limited to Senate Bill (SB) 100, Advanced Clean Cars, and Title 24 updates. The projections do not include any future GHG reduction measures not yet instituted by the City.

The City's 2016 CAP for Internal Operations provides an update to the 2005 GHG baseline inventory and provides GHG inventory projections for 2020, which includes reductions from City Action Strategies and external forces. In 2005, the City's GHG emissions totaled 78,584 MT CO<sub>2</sub>e. As indicated in the 2016 CAP for Internal Operations, the City's GHG emissions were 59,755 MT CO<sub>2</sub>e in 2013 and was projected to be 46,733 MT CO<sub>2</sub>e in 2020. Thus, the City has the potential to realize a 41 percent reduction in GHG emissions by 2020, exceeding the 22 percent reduction target.

### Climate Change Adaptation

Climate change impacts, both direct and indirect, are expected to occur despite the City's efforts to mitigate GHG emissions. According to Cal-Adapt, a climate change scenario planning tool developed by California Energy Commission, average temperatures in the Sacramento region are projected to rise between five and nine degrees by 2100, based on low and high emissions scenarios, respectively (Cal-Adapt 2019). Cal-Adapt uses a method to downscale global climate model data to local and regional resolution under two emissions scenarios; the A-2 scenario represents a business-as-usual future emissions scenario, and the B-1 scenario represents a lower GHG emissions future. As discussed in the regulatory section below, SB 379 (October 2015) requires all cities and counties to include climate adaptation and resiliency strategies in the Safety Elements of their General Plans upon the next revision beginning January 1, 2017. The vulnerability assessment would identify the risks climate change poses to the geographic area and would develop adaptation and resilience goals, policies, and objectives.

The increase in average temperature is expected to have the following primary effects in the Sacramento region:

- **Sea level rise.** Rising sea levels are expected due to temperature increases that cause ocean water to expand, Arctic and glacial ice to melt, and increased amounts of snowpack runoff to enter the sea. California's ocean surface temperature patterns have been warmer than normal for the past decade, a condition known as Pacific Decadal Oscillation. California sea level appears to have risen by about seven inches over the 20th century and is predicted to rise up to 114 inches by the end of the 21st century. Sacramento's location (70 miles inland coast) limits the most significant effects from sea level rise. However, rising sea levels may lead to levee failures in the Delta causing infrastructure damage, flooding, and saltwater intrusion into groundwater aquifers that may affect Sacramento region groundwater sources. It is also possible that sea level rise could reduce the effectiveness of Delta and nearby Delta levees, or increase flood levels in tidally affected reaches of the Sacramento River, if storm flow and tide conditions coincide. An influx of saltwater would degrade California's inland estuaries, wetlands, and groundwater aquifers. Saltwater intrusion could threaten the quality and reliability of California's biggest fresh water supply that is pumped from the southern edge of the Sacramento/San Joaquin River Delta (City of Sacramento 2012).

- **Changes to precipitation patterns.** California’s climate oscillates between extremely dry and extremely wet periods, driven by the presence or absence of a few large winter storms or atmospheric rivers. In the last decade, Northern California experienced among the worst droughts (2012-2016) in more than 1,000 years followed by the wettest winter on record (2016-2017). Annual rain and snowfall patterns vary widely from year to year, especially in Northern California. Dry years are likely to become even drier, while wet years will become even wetter in the next several decades. Future wet seasons will have more precipitation as rain than snow, primarily due to higher temperatures. This will shift the timing of streamflow into the Sacramento Valley from spring to winter. In particular, higher extreme rainfall will bring more surface runoff and less groundwater recharge and may require surface water reservoirs to operate at a lower capacity to ensure flood mitigation. In the Sacramento Valley, annual precipitation is expected to remain about the same on *average*, or to increase slightly this century. The Northern Sierras – a primary water source for the Sacramento Valley – are expected to have almost no annual snowpack by the end of this century while the Southern Sierras are expected to have declines of approximately 40% in total snow water by the end of the century. Coincidentally, there will be less snowpack water storage to supply runoff water in the warmer months. New extremes will challenge water storage and flood control systems which were designed for the historical climate patterns.
- **Increased frequency of extreme events such as heat waves, drought, and storm events.** The Sacramento Valley will likely see average daily maximum temperatures increase by 10 °F by end-of-century. Midtown Sacramento will likely see the average number of extreme heat days (temperatures more than 103.9 °F) grow from 4 days per year to up to 40 days per year by end-of-century, along with a significant increase in year-to-year variability. Changes to air and land temperatures will have an impact on the timing, amount, type, and location of precipitation and runoff in the Sacramento and American Rivers watersheds. This will impact the quantity of water supplies, the management of those quantities, the quality of the source water, and the demand for treated drinking water. DWR has identified anticipated changes to the source water conditions in the watershed that will likely impact the quality of the source waters, including more intense storm events, longer drought periods, reduced snowpack at lower elevations, and earlier spring runoff. Global climate change affects precipitation by increasing the atmosphere’s capacity to “hold” water vapor, so winter storms will generally carry more rain and extreme weather is expected to become more common throughout California. More extreme storm events are expected to increase water runoff to streams and rivers during the winter months, heightening flood risks. The increased intensity of extreme storms makes the return of conditions that would trigger an extreme 1862-type “Great Flood” event more likely, even probable in the next 40 years (UC Davis 2018).

These changes to the climate and landscape of California are expected to affect the following resource areas in the Policy Area:

- **Reduced water supply and water quality:** Modeling for the Central Valley Project indicates that there are likely to be significant shortages of water in drought years in North of the Delta operations (City of Sacramento 2012).
- **Increased frequency of poor air quality days:** Higher temperatures and increased ultraviolet radiation from climate change are expected to facilitate the chemical formation of more secondary air pollutants from ground-level sources. Conversely decreased precipitation is expected to reduce the amount of particulates cleansed from the air. Incidents of wildfires in nearby foothills and mountain regions are expected to increase and further contribute to the air quality problems (City of Sacramento 2012).
- **Increased energy demand:** Increasing average temperatures and more prolonged, intense heat waves are expected to increase demand for energy (i.e., to operate air conditioners). While winter temperatures will be higher on average, the reduced use of energy for heating is not expected to compensate for the increased energy demand for cooling. Overall energy demand could increase 12 percent by 2020 and electricity demand by residential dwellings could increase by up to 26 percent by 2050. Supply of electricity may also be affected due to loss of hydroelectric power production from decreased snowpack/earlier snow melt, changes to precipitation patterns, and lower reservoir levels (Rincon 2019).
- **Impacts to biological resources:** Habitats that currently support local wildlife are expected to change, forcing plants and animals to either adapt to the new environment or move to more hospitable areas. Some species will be able to adapt to changing habitats by shifting their range or altitudes in order to adjust to rising temperatures. Others, however, might not be able to adapt fast enough to keep pace with the rate of climate change. For some species, climate change may allow them to increase the range of habitat where they can live; however, where plants and animals need to move to survive they may find wildlife corridors blocked or competition from other species (City of Sacramento 2012).
- **Increased risk of flood events:** Warmer ocean surface temperatures have caused warmer and wetter conditions in the Sierra Nevada, increasing flood risk. When the Sacramento or American Rivers are already at peak capacity, additional flows from changes in precipitation (warmer temperatures result in rain instead of snow) or increased snowpack runoff or storm intensity could cause flooding. During the last 50 years peak flow patterns have increased in the Sacramento River, making floods more likely in the future, especially if there is an increase in intense storms (City of Sacramento 2012).

## REGULATORY CONTEXT

This section summarizes the current and relevant Federal, State, and local regulatory programs, plans, and policies that apply to GHG emissions and land use planning.

## **Federal**

### *Supreme Court Ruling*

The U.S. Environmental Protection Agency (U.S. EPA) is the Federal agency responsible for implementing the Federal Clean Air Act (CAA). The Supreme Court of the United States ruled on April 2, 2007 that CO<sub>2</sub> is an air pollutant as defined under the CAA, and that U.S. EPA has the authority to regulate emissions of GHGs.

### *Mandatory Greenhouse Gas Reporting Rule*

On September 22, 2009, U.S. EPA issued a final rule for mandatory reporting of GHGs from large GHG emissions sources in the United States. In general, this national reporting requirement will provide U.S. EPA with accurate and timely GHG emissions data from facilities that emit 25,000 metric tons (MT) or more of CO<sub>2</sub> per year. This publicly available data will allow the reporters to track their own emissions, compare them to similar facilities, and aid in identifying cost-effective opportunities to reduce emissions in the future. Reporting is at the facility level, except that certain suppliers of fossil fuels and industrial GHGs along with vehicle and engine manufacturers will report at the corporate level. An estimated 85 percent of the total U.S. GHG emissions, from approximately 10,000 facilities, are subject to this final rule.

### *Greenhouse Gas Permitting Requirements on Large Industrial Facilities*

On May 13, 2010, U.S. EPA issued the Prevention of Significant Deterioration and Title V Greenhouse Gas Tailor Rule (US EPA 2013). This final rule sets thresholds for GHG emissions that define when permits under the New Source Review Prevention of Significant Deterioration (PSD) and Title V Operating Permit programs are required for new and existing industrial facilities.

### *Endangerment and Cause or Contribute Findings*

On December 7, 2009, U.S. EPA adopted its Proposed Endangerment and Cause or Contribute Findings for Greenhouse Gases under the CAA (Endangerment Finding). The Administrator (of US EPA) found that atmospheric concentrations of GHGs endanger the public health and welfare within the meaning of Section 202(a) of the CAA. The evidence supporting this finding consists of human activity resulting in “high atmospheric levels” of GHG emissions, which are very likely responsible for increases in average temperatures and other climatic changes. Furthermore, the observed and projected results of climate change (e.g., higher likelihood of heat waves, wild fires, droughts, sea level rise, higher-intensity storms) are a threat to the public health and welfare. Therefore, GHGs were found to endanger the public health and welfare of current and future generations. The Administrator also found that GHG emissions from new motor vehicles and motor vehicle engines are contributing to air pollution, which is endangering public health and welfare. US EPA’s final findings respond to the 2007 U.S. Supreme Court decision that GHGs fit within the CAA definition of air pollutants.

### *National Program to Cut Greenhouse Gas Emissions and Improve Fuel Economy for Cars and Trucks*

On August 28, 2012, U.S. EPA and the Department of Transportation's National Highway Traffic Safety Administration (NHTSA) issued joint Final Rules for Corporate Average Fuel Economy (CAFE) standards for vehicle model years 2017–2021 (NHTSA 2012). These first-ever national GHG emissions standards will increase fuel economy to the equivalent of 54.5 miles per gallon for cars and light-duty trucks by model year 2025. U.S. EPA approved these standards under the CAA, and NHTSA approved them under the Energy Policy and Conservation Act. On January 12, 2017, the U.S. EPA finalized its decision to maintain the current GHG emissions standards for model years 2022–2025 cars and light trucks (US EPA 2017).

In addition to the regulations applicable to cars and light-duty trucks described above, in 2011, the EPA and NHTSA announced fuel economy and GHG standards for medium- and heavy-duty trucks for model years 2014–2018. The standards for CO<sub>2</sub> emissions and fuel consumption are tailored to three main vehicle categories: combination tractors, heavy-duty pickup trucks and vans, and vocational vehicles. According to the EPA, this regulatory program will reduce GHG emissions and fuel consumption for the affected vehicles by 6percent to 23percent over the 2010 baselines.

In August 2016, the U.S. EPA and NHTSA announced the adoption of phase two of the program related to the fuel economy and GHG standards for medium- and heavy-duty trucks. The phase two program will apply to vehicles with model years 2018 through 2027 for certain trailers, and model years 2021 through 2027 for semi-trucks, large pickup trucks, vans, and all types and sizes of buses and work trucks. The final standards are expected to lower CO<sub>2</sub> emissions by approximately 1.1 billion MT and reduce oil consumption by up to 2 billion barrels over the lifetime of the vehicles sold under the program (US EPA and NHTSA 2016).

In August 2018, U.S. EPA and NHTSA proposed to amend certain fuel economy and GHG standards for passenger cars and light trucks and establish new standards for model years 2021 through 2026. Compared to maintaining the post-2020 standards now in place, the 2018 proposal would increase U.S. fuel consumption by about half a million barrels per day (2–3 percent of total daily consumption, according to the Energy Information Administration) and would impact the global climate by 3/1000th of one degree Celsius by 2100 (EPA and NHTSA 2018). California and other states have stated their intent to challenge federal actions that would delay or eliminate GHG reduction measures and have committed to cooperating with other countries to implement global climate change initiatives. Thus, the timing and consequences of the 2018 federal proposal are speculative at this time.

### **State**

The California Air Resources Board (ARB) is the agency responsible for coordination and oversight of State and local air pollution control programs in California and for implementing the California Clean Air Act (CCAA), which was adopted in 1988. ARB is responsible for developing regulations on how the state would address reduction of GHG in response to climate change concerns. In addition, ARB is responsible for preparing, adopting, and updating California's greenhouse gas inventory under Assembly Bill (AB) 1803 (2006). The Global



Warming Solutions Act of 2006 (AB 32), also tasks ARB with determining the statewide 1990 GHG emission level and approving a statewide greenhouse gas emissions limit, equal to the 1990 level, achieved by 2020.

### *State Climate Change Targets*

#### Executive Order S-3-05

Executive Order (EO) S-3-05, which was signed by Governor Schwarzenegger in 2005, proclaims that California is vulnerable to the impacts of climate change. It declares that increased temperatures could reduce the Sierra Nevada snowpack, further exacerbate California's air quality problems, and potentially cause a rise in sea level. To combat those concerns, the Executive Order established total GHG emission targets. Specifically, emissions are to be reduced to the 2000 level by 2010, the 1990 level by 2020, and to 80 percent below the 1990 level by 2050. This EO is binding only on State agencies, and has no force of law for local governments; however, the signing of S-3-05 sent a clear signal to the California Legislature about the framework and content for legislation to reduce GHG emissions.

#### Assembly Bill 32, The California Global Warming Solutions Action of 2006

In September 2006, Governor Arnold Schwarzenegger signed AB 32, the California Global Warming Solutions Act of 2006. AB 32 establishes regulatory, reporting, and market mechanisms to achieve quantifiable reductions in GHG emissions and a cap on statewide GHG emissions. AB 32 requires that statewide GHG emissions be reduced to 1990 levels by 2020. This reduction will be accomplished through an enforceable statewide cap on GHG emissions that will be phased in starting in 2012. To effectively implement the cap, AB 32 directs the ARB to develop and implement regulations to reduce statewide GHG emissions from stationary sources.

#### Assembly Bill 32 Climate Change Scoping Plan

In December 2008, ARB adopted its Climate Change Scoping Plan, which contains the main strategies California will implement to achieve reduction of approximately 118 million metric tons (MMT) CO<sub>2</sub>e, or approximately 22 percent from the state's projected 2020 emission level of 545 MMT of CO<sub>2</sub>e under a business-as-usual scenario (this is a reduction of 47 MMT CO<sub>2</sub>e, or almost 10 percent, from 2008 emissions). ARB's original 2020 projection was 596 MMT CO<sub>2</sub>e, but this revised 2020 projection takes into account the economic downturn that occurred in 2008 (ARB 2011a). The Scoping Plan reapproved by ARB in August 2011 includes the Final Supplement to the Scoping Plan Functional Equivalent Document, which further examined various alternatives to Scoping Plan measures. The Scoping Plan also includes ARB-recommended GHG reductions for each emissions sector of the state's GHG inventory. ARB estimates the largest reductions in GHG emissions to be achieved by implementing the following measures and standards (ARB 2011a):

- Improved emissions standards for light-duty vehicles (26.1 MMT CO<sub>2</sub>e),
- The Low-Carbon Fuel Standard (15.0 MMT CO<sub>2</sub>e),

- Energy efficiency measures in buildings and appliances (11.9 MMT CO<sub>2</sub>e), and
- A renewable portfolio and electricity standards for electricity production (23.4 MMT CO<sub>2</sub>e).

In 2011, ARB adopted the cap-and-trade regulation. The cap-and-trade program covers major sources of GHG emissions in the state such as refineries, power plants, industrial facilities, and transportation fuels. The cap-and-trade program includes an enforceable emissions cap that will decline over time. The State distributes allowances, which are tradable permits, equal to the emissions allowed under the cap. Sources under the cap are required to surrender allowances and offsets equal to their emissions at the end of each compliance period. With regard to land use planning, the Scoping Plan expects that reductions of approximately 3.0 MMT CO<sub>2</sub>e will be achieved through implementation of SB 375, which is discussed further below (ARB 2011).

In 2014, ARB adopted the First Update to the Climate Change Scoping Plan: Building on the Framework (First Update). The stated purpose of the First Update is to “highlight California’s success to date in reducing its GHG emissions and lay the foundation for establishing a broad framework for continued emission reductions beyond 2020, on the path to 80 percent below 1990 levels by 2050” (ARB 2014b). The First Update found that California is on track to meet the 2020 emissions reduction mandate established by AB 32, and noted that California could reduce emissions further by 2030 to levels squarely in line with those needed to stay on track to reduce emissions to 80 percent below 1990 levels by 2050 if the state realizes the expected benefits of existing policy goals.

In conjunction with the First Update, ARB identified “six key focus areas comprising major components of the state’s economy to evaluate and describe the larger transformative actions that will be needed to meet the state’s more expansive emission reduction needs by 2050” (ARB 2014b). Those six areas are energy, transportation (vehicles/equipment, sustainable communities, housing, fuels, and infrastructure), agriculture, water, waste management, natural and working lands. The First Update identifies key recommended actions for each sector that will facilitate achievement of EO S-3-05’s 2050 reduction goal.

ARB’s research efforts presented in the First Update indicate that it has a “strong sense of the mix of technologies needed to reduce emissions through 2050” (ARB 2014b). Those technologies include energy demand reduction through efficiency and activity changes; large-scale electrification of on-road vehicles, buildings, and industrial machinery; decarbonizing electricity and fuel supplies; and the rapid market penetration of efficient and clean energy technologies.

As part of the First Update, ARB recalculated the state’s 1990 emissions level using more recent GWPs identified by the IPCC. Using the recalculated 1990 emissions level (431 MMT CO<sub>2</sub>e) and the revised 2020 emissions level projection identified in the 2011 Final Supplement (ARB 2011a), ARB determined that achieving the 1990 emissions level by 2020 would require a reduction in GHG emissions of approximately 15 percent (instead of 28.5 percent or 16 percent) from the business-as-usual conditions (ARB 2014b).

On January 20, 2017, ARB released its 2017 Climate Change Scoping Plan Update (Second Update) for public review and comment (ARB 2017). This update presents ARB's strategy for achieving the state's 2030 GHG target as established in SB 32, including continuing the cap-and-trade Program through 2030, and includes a new approach to reduce GHGs from refineries by 20 percent. The Second Update incorporates approaches to cutting short-lived climate pollutants under the Short-Lived Climate Pollutant Reduction Strategy (a planning document that was adopted by ARB in March 2017), acknowledges the need for reducing emissions in agriculture, and highlights the work underway to ensure that California's natural and working lands increasingly sequester carbon. During development of the Second Update, ARB held a number of public workshops in the natural and working lands, agriculture, energy, and transportation sectors to inform development of the 2030 Scoping Plan Update (ARB 2016). When discussing project-level GHG emissions reduction actions and thresholds, the Second Update states, "achieving no net increase in GHG emissions is the correct overall objective, but it may not be appropriate or feasible for every development project. An inability to mitigate a project's GHG emissions to zero does not necessarily imply a substantial contribution to the cumulatively significant environmental impact of climate change under CEQA" (ARB 2017). The 2030 Scoping Plan builds identifies new, technologically feasible, and cost-effective strategies that will serve as the framework to achieve the 2030 GHG target and define the state's climate change priorities to 2030 and beyond. The strategies' "known commitments" include implementing renewable energy and energy efficiency (including the mandates of SB 350), increased stringency of the Low Carbon Fuel Standard, measures identified in the Mobile Source and Freight Strategies, measures identified in the proposed Short-Lived Climate Pollutant Reduction Strategy, and increased stringency of SB 375 targets.

For local governments, the 2030 Scoping Plan replaced the initial Scoping Plan's 15% reduction goal with a recommendation to aim for a community-wide goal of no more than 6 MT CO<sub>2</sub>e per capita by 2030 and no more than 2 MT CO<sub>2</sub>e per capita by 2050, which are consistent with the state's long-term goals. The Second Update was approved by ARB's Governing Board on December 14, 2017.

#### Executive Order B-30-15

In April 2015, Governor Jerry Brown signed Executive Order (EO) B-30-15, which identified an interim GHG reduction target in support of targets previously identified under S-3-05 and AB 32. EO B-30-15 set an interim target goal of reducing statewide GHG emissions to 40 percent below 1990 levels by 2030 to keep California on its trajectory toward meeting or exceeding the long-term goal of reducing statewide GHG emissions to 80 percent below 1990 levels by 2050 as set forth in S-3-05. To facilitate achievement of this goal, EO B-30-15 calls for an update to CARB's Scoping Plan to express the 2030 target in terms of MMT CO<sub>2</sub>e. The EO also calls for state agencies to continue to develop and implement GHG emission reduction programs in support of the reduction targets. Sector-specific agencies in transportation, energy, water, and forestry were required to prepare GHG reduction plans by September 2015, followed by a report on action taken in relation to these plans in June 2016. EO B-30-15 does not require local agencies to take any action to meet the new interim GHG reduction target.

### Senate Bill 32 and Assembly Bill 197

SB 32 and AB 197 (enacted in 2016) are companion bills that set a new statewide GHG reduction targets, increased legislative oversight of ARB's climate change-based activities, and expand dissemination of GHG and other air quality-related emissions data to enhance transparency and accountability. More specifically, SB 32 codified the 2030 emissions reduction goal of EO B-30-15 by requiring ARB to ensure that statewide GHG emissions are reduced to 40 percent below 1990 levels by 2030. AB 197 established the Joint Legislative Committee on Climate Change Policies, consisting of at least three members of the Senate and three members of the Assembly, in order to provide ongoing oversight over implementation of the state's climate policies. AB 197 also added two members of the Legislature to ARB as nonvoting members; requires CARB to make available and update (at least annually via its website) emissions data for GHGs, criteria air pollutants, and TACs from reporting facilities; and, requires ARB to identify specific information for GHG emissions reduction measures when updating the scoping plan.

### Executive Order B-55-18

In September 2018, Governor Jerry Brown signed EO B-55-18, which establishes a statewide policy for the state to achieve carbon neutrality no later than 2045 and achieve and maintain net negative emissions thereafter. The goal is an addition to the existing statewide targets of reducing the state's GHG emissions. CARB will work with relevant state agencies to ensure that future Scoping Plans identify and recommend measures to achieve the carbon neutrality goal.

### *Building Energy*

#### California Building Codes, Title 24

Title 24 of the California Code of Regulations regulates how each new home and business is built or altered in California. It includes requirements for the structural, plumbing, electrical, and mechanical systems of buildings, and for fire and life safety, energy conservation, green design, and accessibility in and about buildings. Title 24 includes statewide codes and standards that must be enforced by local agencies through the construction application process.

The California Green Building Standards Code, or CALGreen, became a mandatory code beginning January 1, 2011. The code takes a holistic approach to green building by including minimum requirements in the areas of planning and design, energy efficiency, water efficiency and conservation, material conservation and resource efficiency, and environmental quality. The CALGreen code has minimum mandatory standards and two additional tiers of voluntary measures intended to achieve greater levels of efficiency that result in lower levels of GHG emissions. Local governments must enforce the minimum standards and can choose to adopt either Tier 1 or Tier 2 standards to achieve greater positive environmental impacts. The California Building Standards Commission approved amendments to the voluntary measures of the CALGreen standards in December 2018. The 2019 CALGreen standards will become effective January 1, 2020. As with the 2019 Title 24 standards, the 2019 CALGreen standards focus on building energy efficiency.

The 2019 Title 24 standards were approved and adopted by the California Building Standards Commission in December 2018. The 2019 standards will become effective January 1, 2020. The standards would require that all low-rise residential buildings shall have a photovoltaic system meeting the minimum qualification requirements such that annual electrical output equal to or greater than the dwelling's annual electrical usage. Notably, net energy metering rules limit residential rooftop solar generation to produce no more electricity than the home is expected to consume on an annual basis. Single-family homes built with the 2019 standards will use about 7% less energy due to energy efficiency measures versus those built under the 2016 standards, while new nonresidential buildings will use about 30% less energy.

The CPUC, CEC, and ARB previously established a goal of achieving zero net energy (ZNE) for new construction in California. The key policy timelines include (1) all new residential construction in California will be ZNE by 2020, and (2) all new commercial construction in California will be ZNE by 2030 (CPUC 2013). As most recently defined by the CEC in its 2015 Integrated Energy Policy Report, a ZNE code building is "one where the value of the energy produced by on-site renewable energy resources is equal to the value of the energy consumed annually by the building" using the CEC's Time Dependent Valuation metric (CEC 2015).

The 2019 Title 24 standards take a significant step towards the state's ZNE goal. However, as explained by the CEC, California's energy landscape has changed since the ZNE target was set. Electricity produced for the grid now comes substantially from renewables, and 60% renewable electricity generation is required by 2030. Further, new net energy metering rules also limit the amount of residential rooftop solar generation to no more electricity production than the home is annually expected to consume.

The 2019 Title 24 standards therefore focus on building energy efficiency and ensuring solar electricity generated on site is used on site. The 2019 standards require that new homes include solar photovoltaic to meet the home's expected annual electric needs, and also encourage demand responsive technologies including battery storage, heat pump water heaters, and improving the building's thermal envelope through high performance attics, walls and windows. These smarter homes perform better and affect the grid less, which reduces the building's GHG emissions (CEC 2018).

### *Renewable Energy and Energy Procurement*

#### SB 1078 Renewable Electricity Standard

SB 1078 (Chapter 516, Statutes of 2002) requires retail sellers of electricity, including investor-owned utilities and community choice aggregators, to provide at least 20 percent of their supply from renewable sources by 2017. SB 107 (Chapter 464, Statutes of 2006) changed the target date to 2010. In November 2008, Governor Schwarzenegger signed EO S-14-08, which expands the State's Renewable Electricity Standard to 33 percent renewable power by 2020.

#### Senate Bill X1 2

SB X1 2 (2011) expanded the RPS by establishing that 20 percent of the total electricity sold to retail customers in California per year by December 31, 2013, and 33 percent by December 31,

2020, and in subsequent years be secured from qualifying renewable energy sources. Under the bill, a renewable electrical generation facility is one that uses biomass, solar thermal, photovoltaic, wind, geothermal, fuel cells using renewable fuels, small hydroelectric generation of 30 megawatts or less, digester gas, municipal solid waste conversion, landfill gas, ocean wave, ocean thermal, or tidal current, and that meets other specified requirements with respect to its location. In addition to the retail sellers previously covered by the RPS, SB X1 2 added local, publicly owned electric utilities to the RPS.

### Senate Bill 350

SB 350 (2015) further expanded the RPS by establishing that 50 percent of the total electricity sold to retail customers in California per year by December 31, 2030, be secured from qualifying renewable energy sources. In addition, SB 350 includes the goal to double the energy efficiency savings in electricity and natural gas final end uses (such as heating, cooling, lighting, or class of energy uses on which an energy-efficiency program is focused) of retail customers through energy conservation and efficiency. The bill also requires the California Public Utilities Commission (CPUC), in consultation with the California Energy Commission (CEC), to establish efficiency targets for electrical and gas corporations consistent with this goal.

### Senate Bill 100

SB 100 (2018) increased the standards set forth in SB 350 establishing that 44 percent of the total electricity sold to retail customers in California per year by December 31, 2024, 52 percent by December 31, 2027, and 60 percent by December 31, 2030 be secured from qualifying renewable energy sources. SB 100 states that it is the policy of the State that eligible renewable energy resources and zero-carbon resources supply 100 percent of the retail sales of electricity to California. This bill requires that the achievement of 100percent zero-carbon electricity resources do not increase the carbon emissions elsewhere in the western grid and that the achievement not be achieved through resource shuffling.

### *Mobile Sources*

#### Executive Order S-1-07, Low-Carbon Fuel Standard

Executive Order S-1-07, which was signed by Governor Schwarzenegger in 2007, proclaims that the transportation sector is the main source of GHG emissions in California, at over 40 percent of statewide emissions. It establishes a goal that the carbon intensity of transportation fuels sold in California should be reduced by a minimum of 10 percent by 2020. This order also directed ARB to determine if this Low Carbon Fuel Standard could be adopted as a discrete early action measure after meeting the mandates in AB 32. ARB adopted the Low Carbon Fuel Standard on April 23, 2009.

### Senate Bill 375

SB 375, signed in September 2008, aligns regional transportation planning efforts, regional GHG emission reduction targets, and land use and housing allocation. SB 375 requires

Metropolitan Planning Organizations (MPOs) to adopt a Sustainable Communities Strategy (SCS) or Alternative Planning Strategy (APS), which will prescribe land use allocation in that MPO's Regional Transportation Plan (RTP). The Sacramento Area Council of Governments (SACOG) is responsible for developing and SCS that includes the City of Sacramento and the Study Area. ARB, in consultation with MPOs, provided each affected region with reduction targets for GHGs emitted by passenger cars and light trucks in the region for the years 2020 and 2035. SACOG's GHG reduction targets are 7 percent below 2005 per-capita GHG emissions levels by 2020 and 19 percent by 2035 (ARB 2018). SACOG adopted its most recent RTP/SCS in 2016 and demonstrated that it would meet its SB 375 targets.

#### Advanced Clean Cars Program

In January 2012, ARB approved a new emissions-control program for model years 2017 through 2025 of passenger vehicles and light-duty trucks that addresses emissions from passenger vehicles and light-duty trucks. In addition to establishing more stringent emission standards for both GHGs and criteria air pollutants (and precursors), the program increases requirements of manufacturers to produce more Zero Emission Vehicles, including battery electric vehicles, hydrogen fuel cell vehicles, and plug-in hybrid electric vehicles. The program also includes a Clean Fuels Outlet regulation that helps make sure that fuels such as electricity and hydrogen are available to meet the fueling needs of the new advanced technology vehicles as they come to market. More specifically, it requires major refiners/importers of gasoline to develop hydrogen fueling stations to meet demand for hydrogen fuel (ARB 2011b).

#### *Other State Actions*

##### Senate Bill 97

As directed by SB 97, the California Natural Resources Agency adopted Amendments to the CEQA Guidelines for GHG emissions on December 30, 2009. On February 16, 2010, the Office of Administrative Law approved the Amendments, and filed them with the Secretary of State for inclusion in the California Code of Regulations. The Amendments became effective on March 18, 2010.

CEQA allows lead agencies to analyze and mitigate the significant effects of GHG emissions at a programmatic level, such as in a general plan, or as part of a separate plan to reduce GHG emissions (e.g., a climate action plan) to reduce GHG emissions (CEQA Guidelines Section 15183.5).

##### California Climate Adaptation Strategy

In 2009, California adopted a statewide Climate Adaptation Strategy (CAS) that summarizes climate change impacts and recommends adaptation strategies across seven sectors: public health; biodiversity and habitat; oceans and coastal resources; water; agriculture; forestry; and transportation and energy. The 2009 CAS was the first of its kind in the usage of downscaled climate models to more accurately assess statewide climate impacts as a basis for providing guidance for establishing actions that prepare, prevent, and respond to the effects of climate

change (CNRA 2009). The CNRA, in coordination with the California Emergency Management Agency, prepared the California Adaptation Planning Guide in 2012, which includes planning guidance and support for communities vulnerable to climate change (CNRA 2012). The California Adaptation Planning Guide is currently being updated. In January 2018, the CNRA released the Safeguarding California Plan: 2018 Update, which communicates current and needed actions that state government should take to build climate change resiliency (CNRA 2018).

### Senate Bill 379

Adopted on October 8, 2015, SB 379 requires all cities and counties to include climate adaptation and resiliency strategies in the Safety Elements of their General Plans upon the next revision beginning January 1, 2017. The bill requires the climate adaptation update to include a set of goals, policies, and objectives for their communities based on the vulnerability assessment, as well as implementation measures, including the conservation and implementation of natural infrastructure that may be used in adaptation projects. If a city or county has not adopted a local hazard mitigation plan, then the safety element of the general plan must be updated to address climate adaptation and resiliency strategies by January 1, 2022.

## **Regional**

### *Sacramento Area Council of Governments*

As discussed above under SB 375, SACOG will complete an update to the MTP/SCS in November 2020, which will guide land use and transportation decisions over the next 20 years. The SCS demonstrates a plan to achieve ARB-issued mobile-source per-capita GHG reduction targets of 7 percent below 2005 levels by 2020 and 19 percent by 2035 for automobiles and light-duty trucks (SACOG 2019).

### *Sacramento Metropolitan Air Quality Management District (Sac Metro District)*

The Sac Metro Air District adopted its CEQA Air Quality Handbook in 2009, most recently updated in 2019, that includes guidance for evaluation of GHG emissions attributable to projects. Projects that will be developed in the city pursuant to the General Plan Update may be subject to these guidelines. The Sac Metro Air District encourages local governments to adopt a qualified GHG reduction plan that is consistent with AB 32 goals, such as the City's CAP. If a project is consistent with an adopted qualified GHG reduction plan, it can be presumed that the project will not have significant GHG emission impacts. This approach is consistent with the State CEQA Guidelines, Section 15183.5. The Sac Metro Air District is proposing an update to the CEQA GHG thresholds of significance, to assist lead agencies in determining significance for proposed projects through 2030 and beyond. In December 2019, the Sac Metro Air District hosted a workshop to present a new proposal for GHG thresholds.

As described above in the Federal regulatory setting, facilities with the potential to emit GHGs above a certain level would be required to comply with enforceable limits on GHG emissions



in order to obtain an applicable Federal Operating Permit and meet New Source Review PSD requirements under the Clean Air Act.

## Local

### *City of Sacramento*

In February 2010, the City of Sacramento CAP for Internal Operations (Phase 1) was completed, and in February 2012, the Sacramento Community-wide CAP (Phase 2) was adopted. The City's Phase 2 addressed GHG reductions from community-wide sources as well as the need for adaptation and community resilience to the effects of climate change. In 2015, the CAP was incorporated into the 2035 General Plan and in 2016, adopted the update to the CAP for Internal Operations.

The community-wide CAP identified strategies to guide the development and implementation of locally-focused GHG reduction measures and quantified the associated emissions reductions. The CAP also identified actions and policies the City has already implemented as part of its existing general plan that result in GHG efficiency or GHG emission reductions. In addition, it included adaptation measures to improve the City's ability to address the potential impacts that climate change may have on the city and its residents. The CAP identified a GHG reduction target of 15 percent below base year (2005) GHG emissions by year 2020. This target can also be expressed as a 28 percent reduction below projected 2020 "business as usual" GHG emission levels, which takes into account emission reductions in both existing and new development assumed in the. In addition, the CAP establishes 2030 and 2050 goals of 49 percent and 83 percent below 2005 levels, respectively.

The 2016 CAP for Internal Operations which builds off the 2010 CAP for Internal Operations and reviewed the City's progress toward meeting the 2020 goal of reducing GHG emissions from internal operations by 22 percent below 2005 levels as well as analyzing additional actions necessary to meet the City's long-term goal of reducing GHG emissions by 83 percent below 2005 levels by 2050. Notably, due to early progress from 2005 to 2013, the City has already achieved a 22 percent reduction with a potential to realize 41 percent reduction by 2020.

In order to evaluate a proposed project's consistency with the CAP, the City developed the CAP Consistency Checklist. The purpose of the CAP Consistency Checklist was to provide a streamlined review process for proposed new development projects that are subject to discretionary review and trigger environmental review pursuant to the CEQA. Projects that demonstrate consistency with the CAP and the City's General Plan are considered less than significant in terms of the contribution of GHG emissions. Projects that do not demonstrate consistency maybe required, at the City's discretion, to prepare a more comprehensive project-specific analysis of GHG emissions consistent with CEQA requirements. As part of the 2040 General Plan Update the City is updating the 2012 CAP that will be a standalone community-wide CAP that meets the CEQA requirements for a qualified CAP.

## 6.8 Scenic Resources

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### INTRODUCTION

This section describes the existing scenic character of the Policy Area. Scenic resources include a variety of natural and built elements that serve as visual landmarks defining the important scenic qualities of the community. This section is based on field surveys and reviews of the City of Sacramento's Design Review Guidelines, as well as state and federal scenic resources legislation.

### Overview of Scenic Resources

Scenic resources are an important component of the quality of life of any geographic area. As users experience a place, their primary sensory interaction with that place is visual in nature. A wide variety of shapes, colors, and textures form the important scenic qualities of the city of Sacramento, including structures, roadways and waterways, and vegetation.

Most communities identify scenic resources as an important asset, although what is considered "scenic" may vary according to environmental setting. Scenic resources can include natural open spaces, topographic formations, and landscapes (such as oak woodlands, lakes, rivers, and streams). These are resources that can be maintained and enhanced to promote a positive image over time. Scenic resources can also include urban open spaces and the built environment, including historical areas. "Viewsheds" constitute the range of vision in which scenic resources may be observed. They are defined by physical features that frame the boundaries or context to one or more scenic resources. "Aesthetic value" refers to the perception of the natural beauty of an area, as well as the elements that create or enhance its visual quality. While aesthetic value is subjective, it is typically included as a criterion for evaluating those elements that contribute to the quality that distinguishes an area.

A sensitive receptor is an individual that is especially sensitive to changes in aesthetic qualities (including changes in lighting, shadows, or surrounding visual character). Uses that accommodate sensitive receptors in the Policy Area include residential, recreational, and park uses. In general, users of public areas such as parks and trails are considered sensitive receptors to visual resources. There are over 200 parks, and over 90 miles of walking/jogging trails, and bicycle trails located throughout the Policy Area.

#### *Light and Glare*

Light levels are measured in foot candles (1 lumen of light per square foot). Table 6-13 lists typical ambient illumination levels for exterior and interior lighting. Street light can be as much as 80 times as bright as ambient moonlight. Light that falls beyond the intended area is referred to as light trespass. Types of light trespass include spill light and glare. Nighttime lighting is necessary to provide and maintain safe, secure, and attractive environments; however, these lights have the potential to produce spill light and glare, waste energy, and if designed incorrectly, could be considered unattractive. Spill light can adversely affect light sensitive

uses, such as residential neighborhoods at nighttime, and dissipates with increased distance from the source.

**Table 6-13: Typical Illumination Levels in Foot-Candles**

<i>Light Source</i>	<i>Foot-Candles</i>
Starlight	0.0001
Moonlight (Full Moon)	0.01
Direct Sunlight	10,000
Overcast Daylight	100
Office Lighting	500

*Source: City of Sacramento 2015.*

Glare results when a light source directly in the field of vision is brighter than the eye can comfortably accept. Squinting or turning away from a light source is an indication of glare. The presence of a bright light in an otherwise dark setting may be distracting or annoying, referred to as discomfort glare, or it may diminish the ability to see other objects in the darkened environment, referred to as disability glare.

The city of Sacramento is primarily built-out, and a significant amount of artificial light and glare from urban uses already exists. The downtown area has a higher concentration of artificial light and reflective surfaces that produce glare than the outlying residential areas.

**EXISTING CONDITIONS**

The Policy Area is a valley floor characterized by flat terrain in a predominately built-out environment. Long-range views are generally expansive, when not impeded by existing mature trees and buildings. Views onto and across the city to the east include views of the foothills and mountains. The Sierra Nevada mountain range can be seen directly behind the city skyline driving east across the Sacramento-Yolo Causeway on Interstate 80 (I-80) when the sky is clear. The confluence of two major rivers, the Sacramento and American rivers, also contributes strongly to the scenic qualities of the City.

**Natural Elements**

Known as the City of Trees, Sacramento is distinguished by an abundance of trees in almost every area. From the elevated freeways that bisect the downtown area to vistas from the eastern foothills, long distance views onto the Policy Area are filled with trees and developed areas.

Sacramento is located at the confluence of the Sacramento and American rivers, both of which are some of the primary natural scenic resources of the Policy Area. The Sacramento River is situated in a north/south direction, and serves as the western boundary for much of the city. The American River flows eastward through the Policy Area and meets the Sacramento River near the city’s western boundary. The American River Parkway, an open space greenbelt, extends 29 miles from the confluence of the Sacramento River to Folsom Dam. The two rivers

provide recreational opportunities, create a permanent physical break in the pattern of urban development, and provide visual contrast to the Policy Area.

The American River is designated as a recreational river under the Wild and Scenic Rivers Act from the confluence with the Sacramento River to Nimbus Dam, located just east of the city. This prohibits Federal construction, assistance, or licensing of water projects “adversely affecting the characteristics qualifying the river for the national system.” This designation recognizes the importance of recreational opportunities and preservation of the river’s natural qualities (City of Sacramento 2015).

### *Open Space*

Open space provides visual relief from urbanized areas, including views for residents, motorists, and pedestrians. Since a majority of the city is currently developed or planned for development, open space within the Policy Area is provided in the form of conserved lands, parks, agricultural land, and vacant lands. See Section 5.3 “Parks and Recreation” for a detailed discussion of parkland and open space located within the city.

### **Built Elements**

Built elements, such as culturally important or historic buildings, may possess important scenic qualities.

### *Buildings and Structures*

The city of Sacramento’s downtown is distinguished by high-rise towers in excess of 40 stories. The downtown skyline is visible from miles around the city, including from eastbound I-80 on the Sacramento-Yolo Causeway, from westbound I-80 above the city of Roseville, from northbound I-5 between Elk Grove and Sacramento, from westbound Highway 50, and from southbound I-5 and SR 99 north of the downtown area. Distinctive features of the skyline include the Wells Fargo Center, the California Environmental Protection Agency building, the U.S. Federal Courthouse, the recently completed Sawyer Tower building, and, by night, the vertical blue light of the Esquire Plaza building. The towers of a central district provide important scenic cues regarding the quality of the downtown character of the city. Besides the towers, other noteworthy buildings in downtown Sacramento also include the California State Capitol and Sutter’s Fort located in downtown and midtown Sacramento, respectively.

Historic resources make up an important component of the built environment and are located mostly within the Central City. These resources are described in more detail in Section 6.4 Cultural Resources.

**State Capitol.** The State Capitol is a key scenic landmark within the city, because of its cultural and governmental importance. Construction on the State Capitol began in 1860, just 12 years after the discovery of gold at Sutter’s Mill on a four-square block site that had been occupied by several private homes. Construction was completed in 1874. The first major alteration took place from 1906 through 1908. A fourth floor was added to the building by gutting the

chambers, taking the roof off the building, installing new steel trusses, and redesigning the senate and assembly chambers. The building remained much that way until the 1930s, when a mezzanine floor was added. The East Wing of the Capitol Building was added around 1952.

Extending west from the Capitol Building is the Capitol Mall, a wide and open boulevard between the Sacramento River and the Capitol. The Capitol Mall offers a unique view of the State Capitol building by providing an uninterrupted view from the Tower Bridge. Capitol Mall is listed as one of the “Protected Views and Vistas” listed in the Sacramento Urban Design Plan. The view is characterized by the mostly tree-lined roadway, which includes two lanes each of west- and east-bound traffic, divided in the middle with a broad, turf-covered median strip.

**Sutter’s Fort.** Another well-known scenic landmark and historic resource within Sacramento is the Sutter’s Fort State Historic Park, which is bound by K, L, 26th, and 28th streets. Sutter’s Fort, also on the National Historic Register, consists of the original central two-story adobe building, as well as reproductions of the surrounding structures such as stores, a print shop, and a blacksmith shop.

Many other historic resources exist within the city. These resources are described in more detail in Section 6.4 Cultural Resources of this document.

### *Landmarks*

The term landmark here is used to refer to something that is easily recognizable (e.g., monument, building, other structure). Through their scale and/or distinctive design, landmarks become reference points within the city that provide structure and orientation, and contribute to the design character of the surrounding area. Within the Policy Area, such landmarks include the State Capitol and Sutter’s Fort (described above), as well as the Tower Bridge, Sacramento Memorial Auditorium, the Elks Building, the Sacramento Valley Station (AMTRAK Depot), Cesar Chavez Plaza Park, Sleep Train Arena, Golden 1 Center, the water tower west of I-5 near the Town of Freeport, Cal-Expo, and the Sacramento Convention Center.

### *Historic Districts*

Historic districts include those in the downtown such as the Old Sacramento Historic District and Merchants Row Historic District, and residential historic districts such as the Boulevard Park Historic District and the Industrial R Street Historic District. These elements add texture and character to the Policy Area (City of Sacramento 2018).

### *Parks*

The American River Parkway is a nationally renowned urban river park. Managed by the County of Sacramento, the parkway includes several regional parks and a broad riparian forest and reinforces the scenic quality of the city and its tree-dominant landscape. Parks in or adjacent to the Parkway include Discovery Park, the Woodlake area, Cal Expo area, Paradise Beach, and the Howe Avenue area (City of Sacramento 2015). It provides a protected natural landscape within the heart of the urban community. The parkway also provides important

visual access for city residents who come into the river corridor along its bicycle trails or within its parklands.

In addition to buildings and structures, parks can also serve as landmarks within the city. Capitol Mall plays a critical role in organizing the entry experience to the downtown and the State Capitol. Similarly, formal parks such as Cesar Chavez Plaza Park, Capitol Park, Land Park, Curtis Park, and McKinley Park are all distinctive landmarks that contribute to the identity and formal structure of the neighborhoods in which they are located.

### **Views and Vistas**

The Policy Area includes large portions of developed areas, ranging from single-family residential homes to high-rise office buildings in the downtown area. The areas where homes dominate the viewshed are generally areas with more green space, less artificial light (and, therefore, darker nighttime views), and less glare due to the limited amount of reflective materials.

#### *Views of Central City*

The average elevation in the Central City is approximately 25 feet above sea level. The flatness of the landscape creates a striking visual contrast with the urban silhouette of downtown high-rises. This is particularly true of the view of the downtown skyline as one approaches from the west and north (City of Sacramento 2018).

Views of the Central City offer a mix of building types and sizes, interspersed with parks, trees, and municipal uses. Building designs range from historic architecture to modern structures. The Central City/Midtown area includes distinctive housing styles from several different architectural eras, including the Victorian Delta Style (1880s through 1890s), Queen Anne Style (1880s through 1890s), Craftsman Bungalow Style (1900 through 1920s), and Mediterranean/Spanish Eclectic Style (1920s through 1930s). Views of the Central City include the State Capitol Building, Old Sacramento, Tower Bridge, the Sacramento River, the Downtown Railyards, and I-5. The Central City contains many skyscrapers, the exteriors of which are dominated by glass and can produce glare. The downtown area is also significantly brighter than the outlying residential areas due to the amount of artificial light associated with building, roadways, and parking areas.

#### *Views of South Sacramento*

Views of the South Sacramento area are characterized by single-family neighborhoods and low-scale shopping areas. The areas where homes dominate the viewshed are generally areas with more green space, less artificial light, and less glare due to the limited amount of reflective materials. The commercial uses in South Sacramento tend to be concentrated in community shopping centers and along commercial strips such as Florin Road, Franklin Boulevard, Mack Road, Freeport Boulevard, Fruitridge Road, and Stockton Boulevard, including the new Delta Shores commercial center. The few office uses in South Sacramento are located primarily in the vicinity of Florin Road, Power Inn Road, and around the Methodist Hospital and Kaiser

Permanente Hospital off of SR 99. The commercial uses are primarily located in strip malls, which are primarily single-story structures dominated by signage with surface parking lots adjacent to the front of the buildings.

Executive Airport is visible along Freeport Boulevard. Small planes, metal airplane hangars, and surface parking lots are visible from the roadway. The main entrance is landscaped with trees, planters and low shrubs, beyond which a surface parking lot and the various buildings are visible. The majority of the buildings, including the hangars, are warehouse-like buildings with metal siding. The airstrips are paved and there is artificial lighting throughout the night providing sky glow over the airport. Other key views in the southern Sacramento are of Laguna Creek and the Sacramento Regional Community Service District bufferlands.

### *Views of North Sacramento*

The northern portion of Sacramento includes the Natomas area and North Sacramento. The North Natomas area contains some of the largest portions of undeveloped agricultural land in the area, but has also been developed with residential neighborhoods interspersed with retail centers. Development in the Natomas area has largely occurred in the last 20 years and, as such, is somewhat uniform in character. The residential subdivisions consist primarily of modern one and two-story homes that maximize lot coverage and minimize landscaping. Six to 10-foot high concrete walls or wood fences are visible from the main roadways, and many areas are gated. Within the residential neighborhoods, most main roadways are six to eight lanes wide with street lights.

The retail centers generally consist of large concrete buildings located either adjacent to the street frontage or set back with large, sparsely landscaped surface parking areas. These retail centers also generally have a significant amount of artificial lighting both in the parking lots and on the storefronts and signs. Many of the storefronts consist primarily of glass that can be a source of glare.

### *Views of East Sacramento*

The eastern portion of the Policy Area is characterized by residential and commercial uses. Many of the neighborhoods in this area were established decades ago and, as such, are dominated by mature trees that provide a wide tree canopy over streets lined with single and two-story homes ranging from small bungalows to more modern structures. Small commercial areas are interspersed primarily along J Street, Folsom Boulevard, and H Street. This area also includes open space, parks, and waterways, including the Cal Expo Parkway.

## **Scenic Highways**

California's Scenic Highway Program was created in 1963. The scenic highway designation serves to protect and enhance California's natural scenic beauty and to protect the social and economic values provided by the State's scenic resources. Adjacent to the Policy Area, State Route (SR) 160 is designated as a Scenic Highway from the Contra Costa County line to the southern city limit of Sacramento, for a length of 35 miles. Formerly known as River Road, the

highway meanders through the historic Delta agricultural area and small towns along the Sacramento River. SR 160 becomes Freeport Boulevard as it enters the city limits.

### **Gateways to Downtown**

Historical gateways into the city of Sacramento have been largely obscured by the vast network of freeways that now dominate the landscape. The most symbolic entry into the city is from the west across the Tower Bridge. From this approach, the formal elegance of the Capitol Mall parkway and the Capitol building are visible. This is in contrast to the more often used, utilitarian off-ramps from I-5 at J Street for downtown, at Q Street for the Capitol, and at Richards Boulevard for the River District, and from the Highway 50 off-ramps at 5th and 16th streets. The sole northern gateway along SR 160/12th Street is more intentional in its layout as an entry than the freeway off-ramps and has the benefit of the American River as a gateway element. The entry experience is compromised, however, by the industrial area and the railroad underpass near the northern boundary of the city.

## **REGULATORY CONTEXT**

### **Federal**

#### *Wild and Scenic Rivers Act*

The Wild and Scenic Rivers Act (16 USC 1271-1287) established a method for providing Federal protection for certain free-flowing rivers, preserving them and their immediate environments for the use and enjoyment of present and future generations. Eligible rivers can be designated as Wild River Areas, Scenic River Areas, or Recreational River Areas. As stated above, the American River from the Nimbus Dam to the confluence of the Sacramento River is designated as a Recreational River Area. Recreational River Areas are “[t]hose rivers or sections of rivers that are readily accessible by road or railroad, that may have some development along their shorelines, and that may have undergone some impoundment or diversion in the past.”

The Wild and Scenic Rivers Act, under Section 10, includes management direction for designated rivers, stating that “...primary emphasis shall be given to protecting its aesthetic, scenic, historic, archaeologic, and scientific features.”

### **State**

#### *California Scenic Highway Program*

In 1963, the State legislature established the California Scenic Highway Program through Senate Bill 1467. This Senate Bill added Section 260 et seq. to the Streets and Highway Code. In these statutes, the State proclaims its intent to: “...establish the State’s responsibility for the protection and enhancement of California’s natural scenic beauty” (Caltrans 2008).

A Scenic Corridor is defined as the area of land generally adjacent to, and visible from, the highway. It is usually limited by topography and/or jurisdictional boundaries. Local



jurisdictions, with support of their citizens, must adopt programs to protect the scenic qualities of qualifying corridors, and zoning and land use along the highway must meet the State's minimum requirements for scenic highway corridor protection. Actions required by Section 261 of the code include:

- Regulation of land use and density of development,
- Detailed land and site planning,
- Control of outdoor advertising,
- Careful attention to, and control of, earthmoving and landscaping, and
- Regulation of the design and appearance of structures and equipment (i.e., placement of utility structures, microwave receptors, etc.).

*Capitol View Protection Act: Government Code Section 8162.5 through 8162.9*

These Government Code Sections apply to the State Capitol and Capitol Park and are intended to guide future development in a way that would preserve and enhance the visual prominence of the State Capitol and the character and scale of Capitol Park. The Code Sections establish height limits and setback requirements in the blocks surrounding the Capitol and Capitol Park. Section 17.96.100 of the City of Sacramento Zoning Code (discussed below) reflects the text of the Capitol View Protection Act.

## **Local**

### *Design Review*

The Design Director and design review staff are responsible for reviewing and taking action on design review applications. Per Sacramento City Code Chapter 17.812, development applications are reviewed to ensure that:

- The desirability of adjacent and surrounding properties is enhanced;
- The benefits of occupancy of adjacent and surrounding properties are improved;
- Appropriate development of adjacent and surrounding properties is encouraged; and
- The maintenance and improvement of surrounding properties is encouraged, resulting in the enhancement of the health, safety, aesthetics, and general welfare of the inhabitants of the area and the inhabitants of the city at large.

Site Plan and Design Review is a Planning entitlement required for residential and commercial existing building additions, remodels, and new construction. Small and simple projects with minimal aesthetic impact may be exempt. These include recommendations related to: building height, maintaining gateways, urban forest management, maintaining distinctive neighborhoods and districts, designing a well-defined public realm. Specific Design Review Areas include:

- Central Core
- Railyards
- River District
- Central City Neighborhood (includes Alhambra and R Street Corridors)
- Broadway and Stockton Boulevard
- Curtis Park Village
- Del Paso Heights
- Del Paso Nuevo
- Florin Road Corridor
- Marysville
- North Sacramento
- Oak Park
- Swanston (City of Sacramento 2020)

Additionally, there are design standards for historic districts and properties with landmarks. If the work involves the exterior of a building, construction on the site, or involves significant, publicly-accessible interiors such as lobbies or auditoriums, then a Planning Entitlement Application for Preservation Site Plan and Design Review will likely be required from the City Planning Division. There are also City-wide design guidelines for single-unit and duplex dwellings, multi-unit dwellings, commercial properties, and industrial/business park properties (City of Sacramento 2020).

### *Capitol View Protection Ordinance*

Section 17.96.100 of the Sacramento City Code was established in February 1992 to recognize the State Capitol building and the surrounding grounds of Capitol Park as a unique cultural and open space resource. The ordinance establishes building height limits, setback requirements and parking alternatives within a portion of the Central Business District surrounding Capitol Park. These regulations are designed to provide visual protection to and from the Capitol building and Capitol Park.

## 6.9 Findings

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### **AGRICULTURAL RESOURCES**

- According to the 2016 FMMP maps, there are approximately 4,860 acres of farmland in the Policy Area.

- Remaining agricultural land is concentrated in the northern and southern reaches of the Policy Area.
- There are twenty parcels under Williamson Act contracts in the Policy Area. Two of these parcels are active, 13 are under cancellation, and five have a non-renewal status.

## **BIOLOGICAL RESOURCES**

- Though the majority of the Policy Area is currently in residential, commercial, and other urban development, valuable plant and wildlife habitat still exists. These natural habitats are located primarily in the northern, southern and eastern portions of the Policy Area, and within the city along river and stream corridors and in a number of undeveloped parcels.
- Undeveloped grasslands in the Policy Area have a high probability of supporting vernal pools or other seasonal wetlands and the listed plant and wildlife species associated with them. These grasslands are most common in undeveloped areas that lie largely outside of current urban limits in North Sacramento and Natomas, East Sacramento, and South Sacramento. However, undeveloped lots within otherwise developed areas are capable of supporting these resources as well.
- Approval from the City of Sacramento, pursuant to the City's Tree Ordinance, must be obtained prior to the removal of any trees, particularly City trees or private protected trees in the Policy Area.
- Wetlands subject to USACE' jurisdiction within the Policy Area are primarily associated with the Sacramento and American rivers, and their tributaries and/or their floodplains. In addition, vernal pools, seasonal wetlands and isolated ponds are present in undeveloped portions of the Policy Area.
- Development within the boundaries of the Natomas Basin Habitat Conservation Plan area must comply with the provisions described in the NBHCP and pay a mitigation fee sufficient to cover the costs of acquiring, restoring and managing one-half acre of habitat for every acre of land developed. For developments 50+ acres in size, there is a reduced NBHCP mitigation fee in conjunction with the requirement that the mitigation ratio be met by dedication requirement. Habitat lands are managed by the Natomas Basin Conservancy.

## **WATER RESOURCES AND QUALITY**

- An increase in the urbanized areas in and adjacent to the Policy Area has increased the potential for pollutant discharges to surface water and groundwater.
- The water quality of the Sacramento and American rivers supports beneficial uses; however, their tributaries often have degraded water quality during heavy stormwater runoff events.

- The City of Sacramento has adopted and implemented ordinances, plans, and policies, in compliance with Federal and State law, to address pollutants in urban water runoff into creeks, tributaries, and rivers.
- The increase in population in the Policy Area has increased the amount of water resources used for drinking water, industrial use, and recreation. Increased groundwater use in the northeastern portion of the Policy Area has created a cone of depression, and an overall decrease in groundwater levels in the past 30 years, with recent years seeing recharge and a lessened cone of depression.

### **CULTURAL RESOURCES**

- The majority of the existing historic resources and landmarks in the City of Sacramento are located within the Central City grid; however, it is anticipated that additional resources related to the history of Mid-Century Modern design in Sacramento, many of which are outside the Central City, will be added to local, state, and national registers in the coming years. There are currently 32 designated historic districts in the city and approximately 104 resources listed as California Points of Historical Interest, California Landmarks, and California Register Historical Resources. Fifty-nine individual properties in the city are listed on the National Register of Historic Places.
- The City's current Preservation Element anticipates future historic/cultural resources survey and inventory efforts on a citywide basis in order to update the Sacramento Register and inform future planning and development decisions. In alignment with these goals, a number of survey and inventory efforts have been conducted since the completion of the City's previous General Plan. A review of recently completed historic preservation efforts for this 2040 General Plan update identified a number of areas, particularly outside the Central City, that are not currently recognized as historic districts but appear eligible for listing or may become so in the next 20 years. These areas include:
  - Mid-Century Modern developments and residential neighborhoods described in Sacramento's Mid-Century Modern context statement (See the earlier "Mid-Century Modern Historic Resources Survey and Historic Context Statement Project" section).
  - Previously overlooked historic areas of the Central City identified by the Historic District Plans project (See the earlier "Historic District Plans" section).
  - Areas that were annexed into the City of Sacramento in 1911, the first expansion of the city's limits since its incorporation in 1850. Neighborhoods that date to this period and appear to contain one or more potential historic districts include Curtis Park, Land Park, East Sacramento, and residential areas of Oak Park.
  - Historic areas of North Sacramento, some of which are featured in existing design guideline documents. North Sacramento was first subdivided in 1910 and was established as a separate city in 1924, creating a distinct urban and residential development outside of the Central City that was contemporaneous with many of the

existing historic districts on the Sacramento Register. Areas of North Sacramento that appear to warrant future study to identify new historic districts for listing on the Sacramento Register include the Del Paso Boulevard Commercial area, as well as the residential neighborhoods of Swanston and Woodlake.

- Areas that have been identified as potential National Register-eligible districts in recent cultural resource reports or studies but have not been formally nominated or evaluated for listing on the National Register, such as the Capitol Mall State Buildings, California State Government Building Complex, R Street Corridor, and Raised Streets and Hollow Sidewalks.
- Review of proposed development projects within or in close proximity of areas designated as highly sensitive or moderately sensitive resources areas would require additional on-site review, testing, and assessment by qualified archaeologists as a part of the environmental review of the proposed project. A large portion of the city has not been surveyed for archaeological resources and was not included in the analysis of potential resources.

## **MINERAL RESOURCES**

- The State Mining and Geology Board has defined an area within Policy Area as MRZ-2, which indicates the likelihood for occurrence of significant mineral deposits is high. In general, the area classified MRZ-2 west of the Union Pacific Railroad is urbanized, so access to any deposits would be limited. Portions of the MRZ-2 area east of the railroad are less urbanized, and most of the former and current mining operations are located in that area.
- Gas fields underlie the Policy Area, but there is no active drilling/production.

## **AIR QUALITY**

- Air quality in the city of Sacramento has steadily improved over the last two decades. However, the City and County of Sacramento still do not attain certain State and Federal air quality standards. Future population growth will make attaining these standards challenging; climate change, which will increase heat and subsequent ozone formation, will add to this challenge.
- State and regional efforts, as well as policies adopted by the City of Sacramento, can promote land use and transportation patterns that improve air quality, with a goal of creating more compact, mixed-use, and well-connected development that generates fewer vehicle trips.
- Mobile sources comprise the majority of ozone precursors in the Policy Area, while area sources comprise the majority of PM emissions.
- Diesel PM, emitted by diesel engines, is considered by ARB to be the primary TAC of concern in the Policy Area. High-volume roadways are a source of TACs (primarily,

diesel PM) and local jurisdictions should consider exposure reduction measures when siting residences and other sensitive land uses near freeways and rail lines.

- Increased tree canopy in the region can improve air quality. In 2018, Sacramento's tree canopy coverage was 19.1 percent.

## **GREENHOUSE GAS AND CLIMATE CHANGE**

- The major source of GHG emissions in the city is transportation, followed by energy consumption in buildings. These sources constitute the majority of GHG emissions from community-wide activities.
- As shown in Table 6-12, forecasts are made for the milestone years including: 2020, 2030, 2045, and 2050. Community-wide GHG emissions are anticipated to decrease by about 14 percent by 2020, by about 21 percent by 2030, by about 29 percent by 2045, and about 28 percent by 2050 associated with growth anticipated under the 2040 General Plan. Thus, the City is on the path to achieve emission levels consistent with state-aligned targets through 2030. However, additional reduction measures would be required to reduce GHG emissions further and achieve the state-aligned targets beyond 2030.
- State regulations related to Advanced Clean Cars, Renewable Portfolio Standards, California Green Building Code Standards, and the Sustainable Communities Strategy are largely responsible for the expected reduction in GHG emissions; remaining reductions must be met through local and regional GHG reduction measures.
- The City's population, resources, and economy are vulnerable to climate change impacts, particularly flooding, extreme heat, air quality, and water supply. The CAP includes some strategies to address climate change adaptation, but a more comprehensive climate change vulnerability assessment should be conducted and used to inform additional strategies through this update process.

## **SCENIC RESOURCES**

- The Policy Area is characteristic of an urban environment. It contains important scenic quality features, such as the prevalence of trees, the Sacramento and American rivers, American River Parkway, the State Capitol, Capitol Park, and numerous cultural landmark structures.

# 7 Public Health and Safety

The Public Health and Safety chapter addresses human hazards and safety issues within the Policy Area. This chapter discusses geologic and seismic hazards, flood hazards, fire hazards, noise, hazardous materials, and emergency response programs and capabilities. The overall responsibility for City of Sacramento Public Health and Safety responsibility resides in the City Manager's Office. The City Manager serves as the Director of Emergency Services during declared disasters, while state and local operations are led by the Assistant City Manager of Public Safety, who oversees the Office of Emergency Management, Fire Department, Police Department, and Homeless Services.

## 7.1 Geologic and Seismic Hazards

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### INTRODUCTION

This section describes the existing conditions of the geologic resources, paleontological resources, and seismic hazards within and adjacent to the Policy Area. This section also describes soils within the Policy Area, and potential hazards associated with certain soil characteristics. Information is based upon the City of Sacramento Emergency Operations Plan, information published by the Department of Conservation, California Geology Survey (CGS), and information from the Natural Resources Conservation Service (NRCS).

### EXISTING CONDITIONS

#### Topography and Geology

The Policy Area is located in the Great Valley geomorphic province of California. The Great Valley is a flat, alluvial plain approximately 50 miles wide and 400 miles long in the central portion of California. It is comprised of the Sacramento Valley drained by the Sacramento River in the north and the San Joaquin Valley drained by the San Joaquin River in the south. It is surrounded by the Sierra Nevada to the east, the Tehachapi Mountains to the south, the Coastal Range to the west, and the Cascade Range to the north.

The geology of the Great Valley is typified by thick sequences of alluvial sediments derived primarily from erosion of the Sierra Nevada Range to the east and, to a lesser extent, erosion of the Klamath Mountains and Cascade Range to the north. These sediments were transported downstream and subsequently laid down as a river channel, floodplain deposits, and alluvial fans. The topography of the Policy Area is relatively flat. There is a gradual slope rising from elevations

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as low as sea level in the southwestern portion of the Policy Area up to approximately 75 feet above sea level in the northeastern portion.

### **Seismic Hazards**

Although all of California is typically regarded as seismically active, the Policy Area does not commonly experience strong ground shaking resulting from earthquakes along known or previously unknown active faults. There are, however, isolated areas within the city that have soils and other conditions which could result in structural damage induced by seismic activity. Seismic hazards that may affect portions of the Policy Area during, or in the aftermath of, a major seismic event may include minor ground shaking and liquefaction. Flooding resulting from seismic-induced dam failure may also be a concern in the Policy Area; the risk of dam failure is evaluated in Section 7.2 Flood Hazards.

### **Faults**

Faults are considered active when they have caused soil and strata displacement in the last 11,000 years. Potentially active faults are faults that have experienced movement in the last 11,000 to 750,000 years, and conditionally active faults are faults that have not had any fault activity in over 750,000 years. Ground rupture tends to occur along lines of previous faulting and can be recognized with a detailed investigation.

There are no known faults within the Policy Area or the greater Sacramento region. However, significant earthquakes have occurred on previously undetected faults. Known faults located nearest to the Policy Area are Foothills fault system to the east, the Midland Fault to the west, and the Dunnigan Hills Fault to the northwest.

The Foothills fault system is located on the western edge of the Sierra Nevada Range over 20 miles from the Policy Area and consists of a complex of north-south trending faults. The active Bear Mountain fault zone is at the western edge of the system (California Division of Mines and Geology 1978). The anticipated maximum magnitude of an earthquake originating from this fault zone is 6.5 moment magnitude (Mw). The Sacramento region has experienced ground shaking originating from faults in the Foothills fault system in the past. The Midland fault zone is considered to be a deep pre-Pleistocene subsurface feature extending nearly 50 miles along the west side of the Sacramento Valley, from the Delta to Lake Berryessa. This fault has been only approximately located from natural gas exploration work. Subsurface data indicate that there has been no appreciable movement on the Midland fault in the last 24 to 36 million years, and no evidence of surface expression has yet been found (Harwood and Helley 1987). The Dunnigan Hills Fault is located approximately 20 miles northwest of the City of Sacramento. The active fault is not within an Alquist-Priolo Earthquake Fault Zone.

Other faults in the region include the Great Valley fault (segments 3 and 4), located over 25 miles from the Policy Area and capable of producing a 6.5 – 6.8 Mw earthquake. The Concord-Green Valley fault and Hunting Creek-Berryessa fault are both located approximately 40 miles from the Policy Area and are capable of producing 6.9 Mw earthquakes. The Greenville fault is located approximately 50 miles from the Policy Area and is capable of producing a 6.8 Mw earthquake. The



West Napa fault is also located approximately 50 miles from the Policy Area and could produce a 6.5 Mw earthquake.

Faults located further than 50 miles from the city that are considered to be “active” as defined by the Alquist-Priolo Earthquake Fault Zoning Act include the San Andreas, Calaveras, Concord, and Hayward faults. All have experienced seismic activity within the last 11,000 years and are considered capable of producing significant earthquake events. The Hayward, San Andreas and Calaveras faults are considered to pose the greatest earthquake threat to the Policy Area.

### Ground Shaking

Generally defined, an earthquake is an abrupt release of accumulated energy in the form of seismic waves created when movement occurs along a fault plane. The severity of an earthquake generally is expressed in two ways—magnitude and intensity. Magnitude quantitatively measures the strength of an earthquake and the amount of energy released by it. Magnitude is measured on several different scales. Although the most commonly known scale measures Richter Magnitude, the most commonly used scale measures Moment Magnitude, which is related to the physical size of fault rupture and the movement or displacement across the fault, and as such is more uniform measure of the strength of an earthquake.

Unlike magnitude, intensity qualitatively measures the effects a given earthquake has on people, structures, loose objects, and the ground at a specific location. Earthquake intensity in a given locality is typically measured using the Modified Mercalli Intensity (MMI) scale with values of this scale ranging from I to XII. Table 7-1 (Modified Mercalli Intensity Scale) identifies the level of intensity according to the MMI scale and describes that intensity with respect to how it would be received or sensed by its receptors. While an earthquake has only one magnitude, it can have many intensity levels, which typically decrease with distance from the epicenter.

The peak horizontal ground acceleration values depicted on the CGS probabilistic seismic hazards assessment map represent estimates of the ground-shaking intensity likely to occur in a given area as a result of earthquake events on nearby faults, and can be used to assess the relative seismic ground-shaking hazard for a given region. According to the map, Sacramento and the surrounding area have an estimated 10 to 20 percent peak ground acceleration (California Department of Conservation and USGS 1996). The probabilistic peak horizontal ground acceleration value, and thus the seismic ground-shaking hazard for the Policy Area, is relatively low, ranking among the lowest in the State.

The maximum earthquake intensity expected from this amount of ground shaking would be between VII and VIII on the MMI. The most susceptible structures to these types of hazards are unreinforced masonry buildings or buildings constructed on unreinforced brick foundations. Due to the low probability of ground shaking affecting the Policy Area, the possibility of seismic-induced ground failure is remote.

**Table 7-1: Modified Mercalli Intensity Scale**

<i>Modified Mercalli Intensity</i>	<i>Description/ Level of Damage</i>
I	Detected by only sensitive instruments, or favorable conditions
II	Felt by a few people at rest, especially upper floors of buildings
III	Felt noticeably indoors, but not always recognized as a quake; vibration like a passing truck
IV	Felt indoors by many and outdoors by few during the day.
V	Felt by most people. Some breakage of windows, dishes, and plaster, unstable objects overturned or moved.
VI	Felt by all; falling plaster and chimneys; damage slight
VII	Damage to buildings varies; depends on quality of construction
VIII	Walls, monuments, chimneys fall; panel walls thrown out of frames
IX	Buildings shift off foundations; foundations crack; ground cracks; underground pipes break
X	Most masonry and frame structures destroyed; ground cracks; landslides
XI	Ground fissures; pipes break; landslides; rails bent; new structures remain standing
XII	Damage total; waves seen on ground surface; objects thrown into the air

*Source: United States Geologic Service, Earthquake Hazards Program: The Modified Mercalli Intensity Scale, 2019.*

Some common seismic hazards such as fault rupture, tsunamis and seiches, and seismic-induced landslides are not considered to be major threats to any areas within the Policy Area due to its location far from known faults and large bodies of water and the region’s flat topography. The Sacramento area is not near any areas of volcanic activity, so there are no mudflow hazards.

**Liquefaction.** Liquefaction occurs when surface soils, generally alluvial soils, become saturated with water and become mobile during ground shaking caused by a seismic event. When these soils move, the foundations of structures move as well, which can cause structural damage. Liquefaction generally occurs below the water table, but can move upward through soils after it has developed. Liquefaction susceptibility decreases with the depth of the water table and the age, cementation, and compactness of the sediments. Soils subject to liquefaction are found within the Policy Area, primarily within the Central City, Pocket, and North and South Natomas Community Plan areas. Geotechnical studies prepared as part of a development project approval process are necessary to identify site-specific conditions.

**Landslides.** Landslides are often associated with earthquakes, though there are other factors that influence the occurrence of landslides. In addition to an earthquake, heavy rain or the improper grading of a construction site may trigger a landslide. However, the potential for landslides in the City is minor due to the flat topography of the area. Sacramento has a landslide rating of “nil,” which indicates a low amount of landslides in the overall area.

**Tsunamis and Seiches.** A tsunami is a large sea wave caused by an earthquake or volcanic eruption. Because Sacramento is located approximately 75 miles inland from the Pacific Ocean, there is no threat of tsunami damage to the City.

Seiches are waves induced by seismic activity on inland bodies of water. Reservoirs, lakes, ponds, swimming pools, and other enclosed bodies of water are subject to potentially damaging seiches. This hazard is dependent upon specific earthquake parameters (e.g., frequency of the seismic waves, distance and direction from the epicenter), as well as site-specific design of the enclosed bodies of water, and is thus difficult to predict. Areas of the City that may be vulnerable to this hazard are primarily improvements next to the American and Sacramento rivers.

**Dam Failure Inundation.** Dams that are under State jurisdiction are required to have inundation maps that show the potential flood limits in the remote, yet disastrous possibility a dam is catastrophically breached. This hazard is discussed in Section 7.2 Flood Hazards.

## Soils

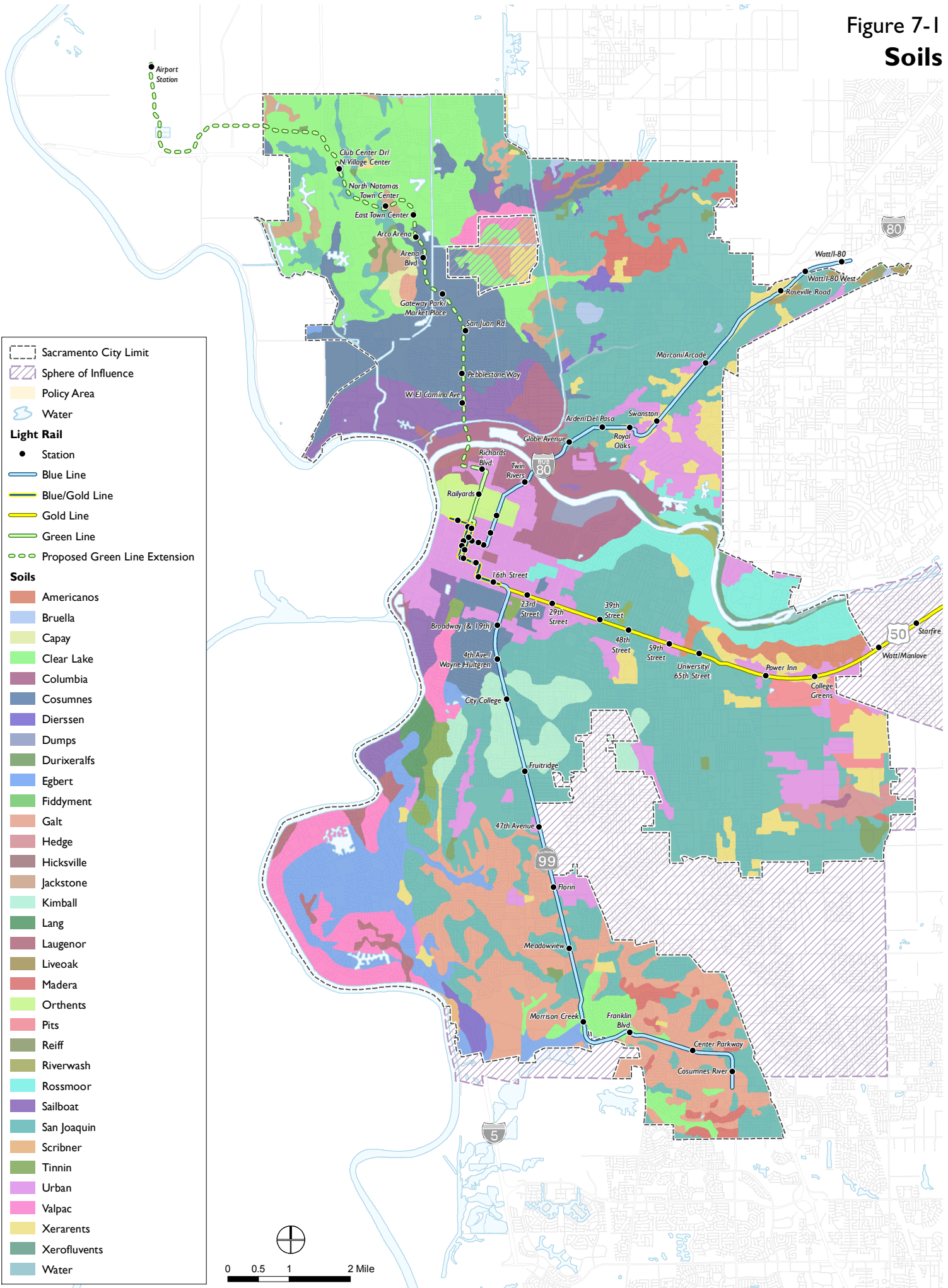
The NRCS has mapped over 30 individual soil units in the Policy Area (Figure 7-1). The predominant soil units in the Policy Area are San Joaquin, Clear Lake, Galt, Cosumnes, and Sailboat soils, which account for over 60 percent of the total land area. The remaining soil units each account for only a few percent or less of the total. The San Joaquin soils are generally present in the eastern and southeastern part of the city. The Clear Lake and Cosumnes soils occur in the northern part of the city. Galt soils are in the southwestern part of the city, in an area generally bound by Interstate 5 (I-5) and State Route 99 (SR 99). The Sailboat soils occur along the American and Sacramento rivers.

Soil descriptions for the principal soil units in the Policy Area are provided below. These descriptions were developed by the NRCS and are for soils in their native, undisturbed state. Since much of the Policy Area has been developed with urban uses, actual soil characteristics may vary considerably from the mapped locations and description.

**San Joaquin Series.** The San Joaquin series consists of soils that formed in alluvium derived from mixed but dominantly granitic rock sources. Generally, these soils are found on undulating low terraces at slopes of zero to nine percent. These soils are typically well and moderately-well drained, with medium to very high runoff, and very slow permeability. Some areas with these soils are subject to rare or occasional flooding.

**Clear Lake.** The Clear Lake series consists of very deep, poorly drained soils that formed in fine textured alluvium derived from sandstone and shale or other mixed rock sources. Clear Lake soils have clay textures and are generally located in basins and in swales of level drainage ways, with slopes of zero to two percent. These soils are generally poorly drained with slow to very slow permeability, and negligible to high runoff. Typically, these soils have a water table at depths of 4 to 10 feet in the late summer, while during wet winter months the water table can be very near the surface in some areas. Some areas are artificially drained.

Figure 7-1  
Soils



**Galt.** The Galt series consists of moderately deep and moderately well drained soils that were formed in fine textured alluvium from mixed, but dominantly granitic, rock sources. Galt soils are generally located on low terraces, basins, and basin rims and have slopes of zero to five percent. Some areas are rarely or occasionally flooded for brief to long periods in December through April.

**Cosumnes.** The Cosumnes series consists of very deep somewhat poorly drained soils formed in alluvium from mixed sources. Cosumnes soils are located on low flood plains and have slopes of zero to two percent. These soils have slow permeability and very slow to slow runoff potential. Flooding commonly occurs in unprotected areas, and rare flooding occurs in protected areas during prolonged periods of rainfall in the winter and early spring. Most areas are drained due to ground water overdraft. In some areas along major rivers, a water table occurs from December through April at depths of 36 to 60 inches, due to seepage.

**Sailboat.** The Sailboat series consists of very deep, somewhat poorly drained soils that contain a buried soil and formed in alluvium from mixed sources. Sailboat soils are generally located on natural levees of large rivers and sloughs, and on low flood plains of rivers and streams with slopes of zero to two percent. These soils have moderately slow permeability and slow runoff potential. Occasional flooding occurs in unprotected areas and rare flooding occurs in protected areas during prolonged periods of rainfall in the winter and early spring. Some areas are drained due to groundwater overdraft. In areas along major rivers, a water table occurs from December through April at depths of 36 to 60 inches due to seepage.

#### Soil Hazards

**Soil Erosion.** Erosion refers to the removal of soil from exposed bedrock surfaces by water or wind. Erosion occurs naturally in most systems, but is often accelerated by human activities that disturb soil and vegetation. The rate at which erosion occurs is largely a function of climate, soil cover, slope conditions, and inherent soil properties such as texture and structure. For example, the effects of erosion are intensified with an increase in slope (as water moves faster, it gains momentum to carry more debris), the narrowing of runoff channels (which increases the velocity of water), and by the removal of groundcover, which leaves the soil exposed. Although the Policy Area is relatively flat, erosion potential is generally identified on a case-by-case basis, depending on the above-mentioned factors.

**Shrink/Swell Potential (Expansive Soils).** Shrink/swell potential refers to soils that expand when wet and shrink when dry. This hazard occurs primarily in soils with high clay content and can cause structural damage to foundations and roads that do not have proper structural engineering and are generally less suitable or desirable for development than non-expansive soils. Many of the soil units present within the Policy Area, exhibit high shrink-swell potential. Areas within the Policy Area that may be particularly susceptible to high shrink/swell potential include the Natomas and Valley Hi areas. Site-specific geotechnical studies are necessary to identify where such hazards could occur.

**Subsidence.** Subsidence is the settling or sinking of land, usually occurring over broad areas and, therefore, not normally perceptible at the ground surface. Subsidence can be induced by natural processes or by specific human activities. Subsidence is a normal occurrence in many areas of California; such as in Santa Clara and San Joaquin Valleys however, localized subsidence also

occurs. Sacramento County is affected by five types of subsidence. They are compaction of unconsolidated soils by earthquake shaking, compaction by heavy structures, the erosion of peat soils, peat oxidation, and fluid withdrawal. The pumping of water for residential, commercial and agricultural uses from subsurface water tables causes the greatest amount of subsidence in Sacramento County (Sacramento County 2017). This phenomenon particularly occurs in those areas underlain by alluvium soils. Subsidence produces cracks in pavements and buildings and may dislocate wells, pipelines, and water drains. Sacramento has experienced land subsidence in the past. One notable example is the construction of Interstate 5 in downtown Sacramento where the withdrawal of water from the alluvial soils caused the area adjacent to the freeway to subside. Similar instances have occurred like on November 29, 2018 where water from a leaking pipe caused the highway to partially collapse (CBS Local 2018).

### **Paleontological Background**

Paleontological resources include fossil remains, as well as fossil localities and rock or soil formations that have produced fossil material. Fossils are the remains or traces of prehistoric animals and plants. Fossils are important scientific and educational resources because of their use in: (1) documenting the presence and evolutionary history of particular groups of now extinct organisms, (2) reconstructing the environments in which these organisms lived, and (3) determining the relative ages of the strata in which they occur and of the geologic events that resulted in the deposition of the sediments that formed these strata and in their subsequent deformation. The Quaternary sediments of the Great Valley are gravels laid down by large river systems. These deposits contain well-preserved vertebrate and plant fossils similar to the flora and fauna we see today.

## **REGULATORY CONTEXT**

Seismic and geologic hazards are primarily regulated at the state level. In California, seismic hazards are regulated by the Alquist-Priolo Earthquake Fault Zone Act and Seismic Hazards Mapping Act.

### **Federal**

#### **Uniform Building Code**

The Uniform Building Code (UBC) provides minimum requirements for grading, building siting, development, and seismic design. The UBC is often adopted by local jurisdictions, along with more stringent standards for development specific to that region.

#### **Federal Antiquities Act**

The Antiquities Act of 1906, as amended, sets forth penalties for damage and destructions of antiquities and stipulates the requirements for permitted excavation.

### **Paleontological Resources Protection Act**

The Paleontological Resources Protection Act (PRPA) of 2009 requires the Secretaries of the Interior and Agriculture to manage and protect paleontological resources on federal land. The Federal Highway Act of 1935 (20 United State Code [USC] 78) addresses paleontological resources. Section 305 of the Act (20 USC 78, 78a) gives authority to use federal funds to salvage archaeological and paleontological sites that are impacted by highway projects. There are several other laws and regulations that also address paleontological resources either directly or indirectly, such as the Antiquities Act of 1906 (16 USC 431-433), Archeological and Paleontological Salvage (23 USC 305), and the National Environmental Policy Act of 1969 (42 USC 138; 49 USC 1653).

## **State**

### **Alquist-Priolo Earthquake Fault Zoning Act**

The Alquist-Priolo Special Studies Act was signed into law in 1972 (in 1994 it was renamed the Alquist-Priolo Earthquake Fault Zoning Act). The primary purpose of the act is to mitigate the hazard of fault rupture by prohibiting the location of structures for human occupancy across the trace of an active fault. The act requires the State Geologist to delineate “Earthquake Fault Zones” along faults that are “sufficiently active” and “well defined.” The act dictates that cities and counties withhold development permits for sites within an Earthquake Fault Zone until geologic investigations demonstrate that the sites are not threatened by surface displacements from future faulting. No portion of the Policy Area is within an Earthquake Fault Zone.

### **Seismic Hazards Map Act**

Under the Seismic Hazards Mapping Act, seismic hazard zones are to be identified and mapped to assist local governments in land use planning. The intent of this publication is to protect the public from the effects of strong ground shaking, liquefaction, landslides, ground failure, or other hazards caused by earthquakes. In addition, CGS’s Special Publications 117, “Guidelines for Evaluating and Mitigating Seismic Hazards in California,” provides guidance for the evaluation and mitigation of earthquake-related hazards for projects within designated zones of required investigations. The Sacramento region has not been subject to any seismic hazards mapping by CGS.

### **California Building Code (CBC)**

The 2016 Triennial Edition (Effective January 1, 2017) of the California Code of Regulations (CCR), Title 24, Part 2, the California Building Code (CBC), provides minimum standards for building design. The most recent edition of Title 24 was published on July 1, 2019, with an effective date of January 1, 2020. Chapter 16 of the CBC deals with Structural Design Requirements, including (but not limited to) regulations governing seismically-resistant construction and construction to protect people and property from hazards associated with excavation cave-ins and falling debris or construction materials. Chapter 18 deals with site demolition, excavations, foundations, retaining walls, and grading, including (but not limited to) requirements for seismically-resistant design, foundation investigations, stable cut and fill slopes, and drainage and erosion control. Construction

activities are subject to occupational safety standards for excavation, shoring, and trenching as specified in California Division of Occupation Safety and Health regulations (CCR, Title 8). The City implements the CBC through the building permit process (Sacramento City Code, Title 15, Buildings and Construction).

The CBC also defines different building regions in the State and ranks them according to their seismic hazard potential. Seismic Zone 1 has the least seismic potential and Zone 4 has the highest seismic potential. The City is in Seismic Zone 3; accordingly, any future development would be required to comply with all design standards applicable to Seismic Zone 3.

Part 11 of the 2016 Title 24 Building Standards Code is the California Green Building Standards Code, also known as the CALGreen Code. This is the first statewide green building standards code in the nation. The latest update to the CALGreen Code became effective on January 1, 2020. CALGreen provides a set of mandatory provisions for all new construction and includes two voluntary “Tiers” that may be adopted via local amendment. Residential provisions include energy efficiency standards, pre- and post-construction storm water drainage retention measures, indoor water use reduction, irrigation control, diversion of construction waste, fireplace restrictions, among many other specific measures. Non-residential requirements include several similar measures as the residential but also include bicycle parking requirements, clean-air vehicle parking requirements, light pollution reduction measures, cool roof, among other specific measures (USGBC 2017).

### **Local**

#### **Sacramento County Local Mitigation Plan**

The Sacramento County Local Hazard Mitigation Plan aims to reduce or eliminate long term risk to people or property from natural disasters, including flood and seismic events. The plan covers areas located outside of the city boundary but within the Policy Area. The plan notes that Sacramento is located in Seismic Hazard Zone 3. One of the most notable potential hazards associated with a major seismic event is the potential for damage to flood levees (Sacramento County 2017).

#### **City of Sacramento Emergency Operations Plan**

The Emergency Operations Plan is managed and updated by the City of Sacramento’s Office of Emergency Management (OEM) and addresses the City’s planned response to all hazards, including but not limited to: natural disasters, including flood events, seismic events, technological incidents, and nuclear defense operations. It provides operational concepts related to various emergency situations, identifies components of the local emergency management organization, and describes the City’s overall responsibilities for protecting life and property during an emergency. The plan also identifies possible sources of outside support (through mutual aid and specific statutory authorities) from other jurisdictions, and the private sector.



## Sacramento City Code

**Chapter 15.20 (Uniform Building Code).** This chapter of the Municipal Code adopts the California Building Code (CBC), 2016 Edition, and amends particular sections where appropriate to suit the specific conditions within the City of Sacramento. This chapter mandates compliance with the CBC and all of its amendments adopted by the code. All new construction and modifications to existing structures within the city are subject to the requirements of the code.

**Chapter 15.88 (Grading and Erosion and Sediment Control).** The city's grading ordinance is enacted for the purpose of regulating grading on property within the city to safeguard life, limb, health, property and the public welfare; to avoid pollution of watercourses with nutrients, sediments, or other materials generated or caused by surface water runoff from construction sites; to comply with the City's National Pollution Discharge Elimination System Permit issued by the California Regional Water Quality Control Board; and to ensure that the graded site within the city limits complies with all applicable city ordinances and regulations. The grading ordinance is intended to control all aspects of grading operations within the city.

**Department of Utilities.** The City of Sacramento Department of Utilities maintains policies and guidelines regarding grading, erosion control, stormwater drainage design, inspection, and permitting. It is responsible for issuing several types of permits, including grading and construction permits.

## 7.2 Flood Hazards

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### INTRODUCTION

Over the course of Sacramento's history, floods have been the most frequent and considerable natural hazard affecting the City's environment and economy (Sacramento County 2008). This section describes the existing flood hazards within the Policy Area, as well as the flood protection measures provided by federal, state, and local programs. The information for this section comes from a variety of documents, including the Sacramento County Local Hazard Mitigation Plan (Sacramento County 2017), the Sacramento and San Joaquin River Basins Comprehensive Study Interim Report (Reclamation Board and Corps 2002), the Sacramento and San Joaquin Rivers Basin Study Report (Bureau of Reclamation 2016) and the subsequent Central Valley Flood Protection Plan (DWR 2012).

### EXISTING CONDITIONS

The City of Sacramento is located at the confluence of the Sacramento and the American rivers in the southern portion of the Sacramento River Basin. The Sacramento River Basin encompasses about 27,000 square miles and is bounded by the Sierra Nevada to the east, the Coast Ranges to the west, the Cascade Range and Trinity Mountains to the north, and the Delta to the southeast. The Sacramento River forms the western boundary of the Policy Area from Interstate 80 (I-80) to south of the Pocket Area (see Figure 6-7). The American River transects the Policy Area, flowing west to join the Sacramento River roughly along the northern boundary of the Central Business District.

The American River watershed is situated on the western slope of the Sierra Nevada. Elevations in the watershed range from over 10,000 feet above mean sea level in the high Sierra to 23 feet above mean sea level at the confluence of the American and Sacramento rivers.

The Policy Area contains many natural and man-made drainage features, which ultimately drain into the Sacramento River. Six small tributaries of the Sacramento River pass through, and provide drainage for, the City of Sacramento. These tributaries include Dry Creek, Magpie Creek, and Arcade Creek in the northern portion of the City, and Morrison Creek, Florin Creek, Elder Creek, Unionhouse Creek, and Laguna Creek in the southern portion of the City. These creeks, in addition to local surface water drainages such as Chicken Ranch and Strong Ranch sloughs form the major natural drainages within the Policy Area. Man-made drainage canals, such as the Natomas East Main Drain Canal and the East, West, and Main Drainage Canals provide drainage for a large portion of the urbanized areas within the Policy Area that are not served by the Combined Sewer System or the City's sumps.

High water levels along the Sacramento and American rivers are a common occurrence in the winter and early spring months due to increased flow from storm runoff and snowmelt. An extensive system of dams, levees, overflow weirs, drainage pumping plants, and flood control bypass channels strategically located on the Sacramento and American rivers has been established to protect the area from flooding. These facilities control floodwaters by regulating the amount of water passing through a particular reach of either river. The amount of water flowing through the levee system can be controlled from outside of the Policy Area by Folsom Dam on the American River and the reserve overflow area of the Yolo Bypass on the Sacramento River.

Folsom Dam is located on the American River approximately 15 miles east of the Policy Area. The dam is owned and operated by the U.S. Bureau of Reclamation. Folsom Lake and its afterbay, Lake Natoma, release water to the lower American River and to the Folsom South Canal. The operation of Folsom Dam directly affects most of the water utilities on the American River system.

Water flows into the Yolo Bypass via the Fremont Weir northwest of the Policy Area and the Sacramento Weir west of the Policy Area. The Sacramento River bypass system was federally authorized in 1917 and includes a system of flood relief structures and weirs that release Sacramento River flows into the bypass system west of the Policy Area when flows exceed downstream channel capacity (DWR 2011). Downstream of the American River confluence, the Sacramento River has a design capacity of 110,000 cubic feet per second (cfs). The American River, however, enters the Sacramento River with a design capacity of 180,000 cfs. During periods of high flow, the 2-mile portion of the Sacramento River between the Sacramento Bypass and the American River confluence can support reverse river flow so that a portion of the American River input flows upstream and through the Sacramento Weir. The Sacramento Weir diverts floodwaters west down the mile-long Sacramento Bypass into the Yolo Bypass. The Sacramento Weir was most recently opened in 1998 and 2005 (DWR 2005). It is a key structure protecting the City of Sacramento during high flows on the Sacramento River, diverting flows through the Sacramento Bypass into the Yolo Bypass for safe passage to the Delta. Additional Information on these resources is provided in Section 6.3 Water Resources.

## **100-year Flood Hazard Zone**

Flood hazard areas identified on the Flood Insurance Rate Map (FIRM) are identified as a Special Flood Hazard Area (SFHA). SFHA are defined by FEMA as the area that will be inundated by the flood event having a 1-percent chance of being equaled or exceeded in any given year. The 1-percent annual chance flood is also referred to as the base flood or 100-year flood. (FEMA 2013 [FEMA 2013. Flood Zones Definition. Available at: <http://www.fema.gov/floodplain-management/flood-zones>. Accessed January 27, 2019]). Figure 7-2 shows the FIRM flood hazard zones within the Policy Area and identifies the 100-year flood hazard zone areas. The specific FIRM zones are discussed in detail below under “Regulatory Context” within the discussion of the Federal National Flood Insurance Act of 1968.

## **200-year Floodplain**

In general, the area adjacent to a stream, river, or other water channel is called the floodplain. The floodplain is the area that is inundated during a flood event and is often physically discernible as a broad, flat area created by historical floods. Within the City of Sacramento, the 200-year floodplain (0.5% annual chance of inundation) covers 56,543 acres, which is the majority of the Policy Area. SB 1278 (2012) and AB 1965 (2012) directed DWR to release floodplain maps for urban areas by July 2, 2013, to provide information on the water surface elevation of flooding in the event of failure of State Plan of Flood Control (SPFC) facilities during a 200-year event. The 200-year floodplain is shown on Figure 7-3. The map on Figure 7-3 reflects DWR’s latest available data (at the time of this writing), which utilizes data from the US Army Corps of Engineers to depict the 200-year floodplain.

## **Zone X and Shaded Zone X**

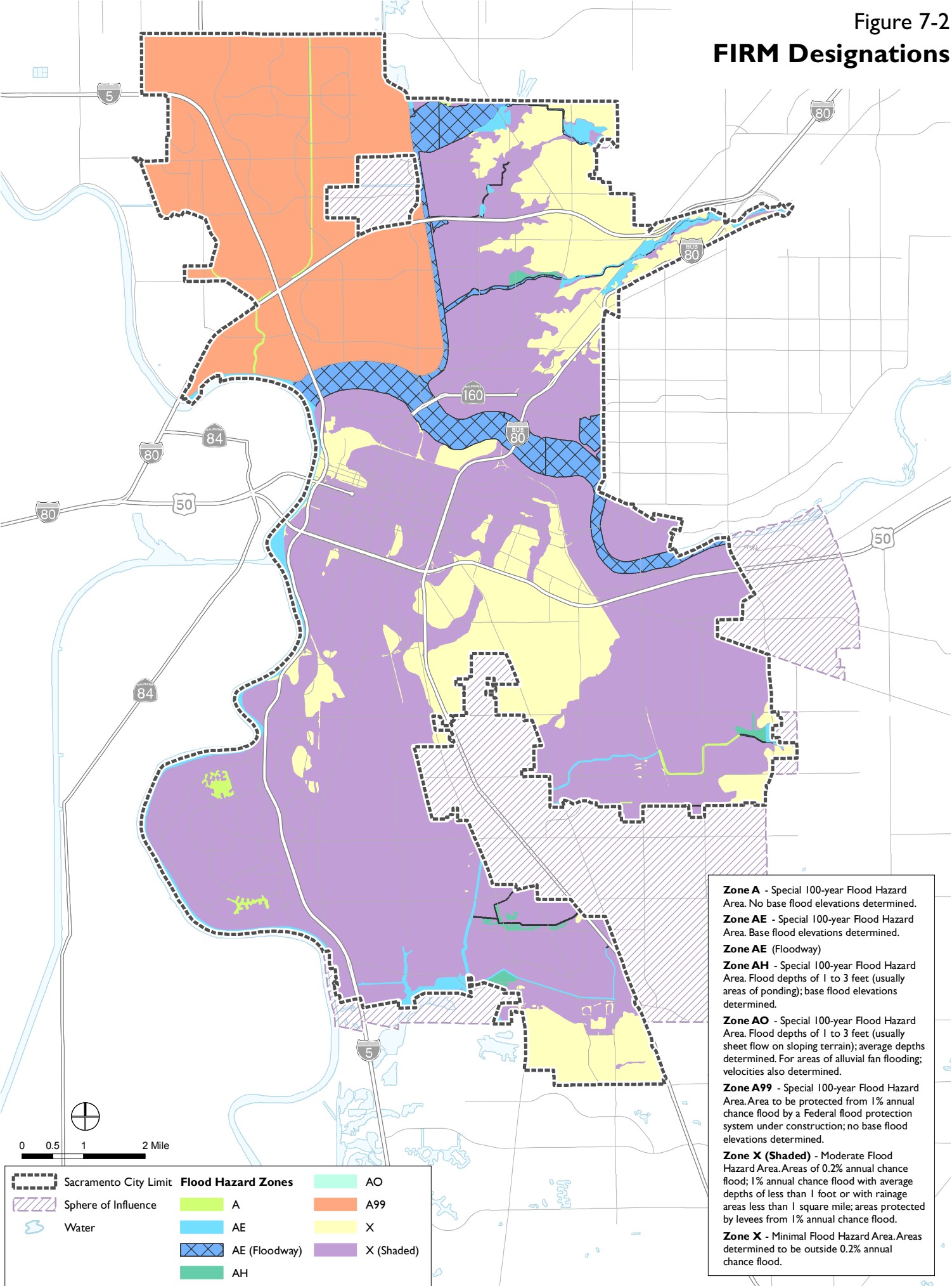
Areas within Zone X and shaded Zone X (See Figure 7-2) are considered by FEMA to be areas of minimal hazard (500-year flood zone) or moderate hazard (100-500-year flood zone), respectively. However, buildings in these zones could be flooded by severe, concentrated rainfall coupled with inadequate local drainage systems. Local stormwater drainage systems are not normally considered in a community’s flood insurance study. The failure of a local drainage system can create areas of high flood risk within these zones. Flood insurance is available in participating communities, but is not required by regulation in these zones.

## **Types of Floods**

Over the course of the City’s history, floods have been the most frequent and considerable natural hazard affecting the City’s environment and economy. There are three different types of flood events in the Sacramento area: flash, riverine, and urban storm water. These floods are often the result of severe weather and excessive rainfall, either in the city or in areas upstream of the city (i.e., Sacramento River watershed in the northern portion of the valley).

The term flash flood describes localized floods of high volume and short duration, generally less than four hours. This type of flood usually results from a heavy rainfall on a relatively small drainage area. Precipitation of this sort usually occurs in the spring and summer. Dam failures also often result in flash flooding.

Figure 7-2  
**FIRM Designations**



**Zone A** - Special 100-year Flood Hazard Area. No base flood elevations determined.

**Zone AE** - Special 100-year Flood Hazard Area. Base flood elevations determined.

**Zone AE (Floodway)**

**Zone AH** - Special 100-year Flood Hazard Area. Flood depths of 1 to 3 feet (usually areas of ponding); base flood elevations determined.

**Zone AO** - Special 100-year Flood Hazard Area. Flood depths of 1 to 3 feet (usually sheet flow on sloping terrain); average depths determined. For areas of alluvial fan flooding; velocities also determined.

**Zone A99** - Special 100-year Flood Hazard Area. Area to be protected from 1% annual chance flood by a Federal flood protection system under construction; no base flood elevations determined.

**Zone X (Shaded)** - Moderate Flood Hazard Area. Areas of 0.2% annual chance flood; 1% annual chance flood with average depths of less than 1 foot or with rainage areas less than 1 square mile; areas protected by levees from 1% annual chance flood.

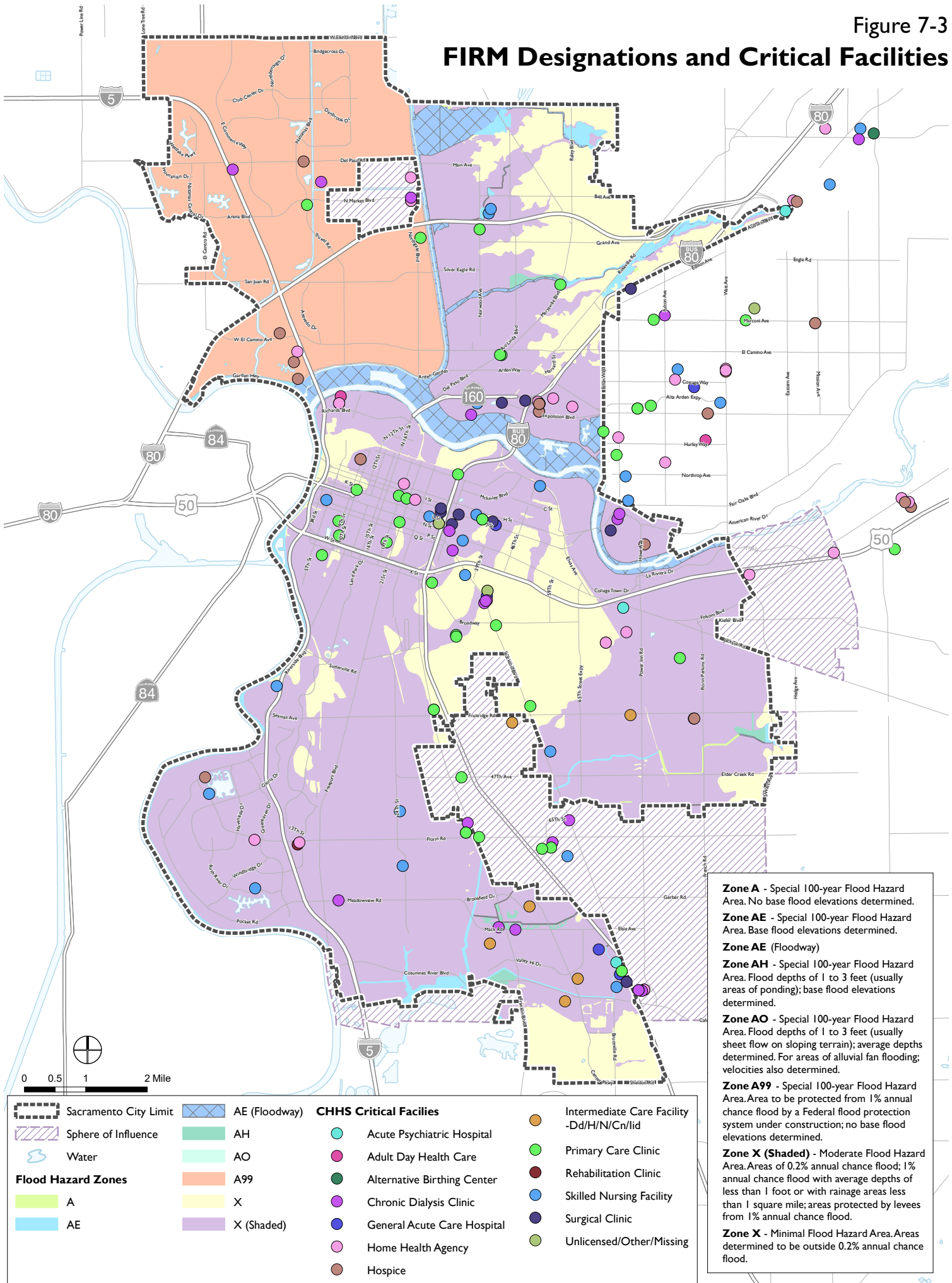
**Zone X** - Minimal Flood Hazard Area. Areas determined to be outside 0.2% annual chance flood.

Sacramento City Limit	<b>Flood Hazard Zones</b>	AO
Sphere of Influence	A	A99
Water	AE	X
	AE (Floodway)	X (Shaded)
	AH	

Source: City of Sacramento Community Development Department, 2018; FEMA (NFHL) 2019

Figure 7-3

# FIRM Designations and Critical Facilities



The most common type of flood event is riverine flooding, which occurs when a watercourse exceeds its bank-full capacity. Riverine flooding is a result of prolonged rainfall that is combined with saturated soils from previous rain events or snowmelt, and is characterized by high peak flows of moderate duration and by a large volume of runoff. Riverine flooding occurs in river systems with tributaries that drain large geographic areas, often including many watersheds and sub-watersheds. The duration of riverine floods varies from a few hours to many days. Factors that directly affect the amount of flood runoff include precipitation amount, intensity and distribution of rainfall, soil moisture content, channel capacity, seasonal variation in vegetation, snow depth, and water-resistance of the surface due to urbanization. In Sacramento County, riverine flooding typically occurs between November and April.

Urbanization may increase peak flow runoff, as well as the total volume of storm water runoff from a site. The increase is dependent upon the type of soil and its topography compared to the proposed land uses. The Natural Resources Conservation Service, a division of the U.S. Department of Agriculture, has surveyed the soil types in the city and county. Much of the county is characterized by soils with low permeability and high runoff rates. For specific information regarding soil types in the Policy Area, please refer to Section 7.1 Geological and Seismic Hazards.

Urban storm water flooding occurs when storm drains are not properly sized or experience temporary blockage. This flooding is typically localized. Refer to Section 4.1 Sewer/Storm Drainage for a discussion of storm drains in the Policy Area.

### **History of Flood Protection**

In the late 1800s, the last two miles of the American River were straightened so that it would connect with the Sacramento River approximately 1 mile north of the original location to create faster flows to flush mining debris in the Sacramento River. Later, a series of significant floods resulted in officials raising the level of the City by about 10 feet. Massive floods between 1902 and 1909 prompted Congressional approval of financing for a comprehensive flood control plan in 1917. With the passage of the Flood Control Act in 1944, the United States Army Corps of Engineers (USACE) began to build Folsom Dam. When the Folsom Dam was completed in 1956, it was intended to provide flood control for Sacramento up to a 500-year level storm. However, after the dam became operational, a series of record storms and flood flows resulted in downgrading the dam to flood control effectiveness only up to a 60-year storm. The Sacramento Area Flood Control Agency (SAFCA) was formed to address the Sacramento area's vulnerability to catastrophic flooding. This vulnerability was exposed during the record flood of 1986 when Folsom Dam exceeded its normal flood control storage capacity and several area levees nearly collapsed under the strain of the storm. In response, the City of Sacramento, Sacramento County, Sutter County, the American River Flood Control District, and Reclamation District 1000 created SAFCA through a Joint Exercise of Powers Agreement to provide the Sacramento region with increased flood protection along the American and Sacramento rivers. In 1994, operations at Folsom Dam were adjusted and coordinated so that upstream reservoirs could assist in flood control measures, increasing the dam's effectiveness.

In February 1996, the City prepared the Comprehensive Flood Management Plan to better protect citizens and property from major flood events. The Comprehensive Flood Management Plan was

conceived as an implementation tool for the City Council to use in planning future modifications to policies and ordinances to enhance the level of flood protection in the City. Also in 1996, Congress approved funding of American River levee improvements. In 1999, Congress approved significant flood control projects, including the enlargement of the outlets in Folsom Dam, and raising the lowest levees on the American River, and Morrison Creek and its tributaries in southern areas of the city.

### **Natomas Basin and Natomas Levee Improvement Program**

As of June 16, 2015, the City obtained new Flood Insurance Rate Maps (FIRMs) for the Natomas Basin remapped by FEMA with an A99 flood zone designation. The area, which was previously understood to offer between 100-year and 500-year protection (Shaded X Zone) was reclassified as within the 100-year flood hazard zone (AE Zone) after the Corps decertified the levee system protecting the basin. The remap required mandatory flood insurance for property owners and meant all new construction or substantial improvements to structures had to meet a 33-foot base flood elevation requirement. Prior to the Corps decertification, SAFCA implemented the Natomas Levee Improvement Program (NLIP) to upgrade the levee system protecting the Natomas Basin (City of Sacramento 2015). Construction on the NLIP began in 2007.

The principal objective of the NLIP is providing 200-year flood protection to the Natomas Basin. As of June 16, 2015, SAFCA's work under the NLIP had been completed. A report documenting compliance with FEMA Zone A99 (areas subject to inundation by the 1-percent-annual-chance flood event, but which will ultimately be protected upon completion of an under-construction federal flood protection system) was submitted to FEMA in November of 2012, and has since been authorized. Almost all of the Natomas Basin is presently mapped as A99.

The Army Corps of Engineers is currently improving the levees surrounding the Natomas Basin. The work is expected to be completed by 2025. At the same time, a project is underway to certify the interior levees of the Natomas Basin to prevent any internal areas from being mapped as flood zones.

### **Folsom Dam Joint Federal Project**

Folsom Dam's auxiliary spillway, also known as the Joint Federal Project or JFP, is a component of Reclamation's Central Valley Project. The cooperating agencies, Reclamation, U.S. Army Corps of Engineers, Sacramento Area Flood Control Agency, California Department of Water Resources and the Central Valley Flood Protection Board formed an unprecedented partnership to provide enhanced flood protection for the Sacramento area. The auxiliary spillway was constructed adjacent to Folsom's main concrete dam. Substantially completed in October 2017, it includes a 1,100-foot-long approach channel beginning in Folsom Reservoir, a concrete control structure with six bulkhead and six radial gates, a 3,100-foot-long auxiliary spillway chute, and a stilling basin that acts as an energy dissipation structure as water discharges and enters the American River. The project was designed to improve the ability to manage large flood events by allowing more water to be safely released earlier in a storm event, thereby leaving more storage capacity in the reservoir to hold back the peak inflow when it arrives. With a peak inflow of 450,000 cfs in a 200-year design storm, releases can be held to 160,000 cfs or less, which can be safely conveyed with the improved

American River levees. The new auxiliary spillway also allows passage of the probable maximum flood without damaging the dam (Reclamation 2019).

### American River Common Features Project

This project was designed to strengthen the levees along the American River so they can safely pass a flow of 160,000 cfs. The project has installed roughly 24 miles of slurry wall up to depths of 80 feet, raised levees to provide adequate freeboard, addressed slope stability issues, and corrected some erosion problems. The work has been completed in 2016 (ARCF 2016).

The Common Features General Reevaluation Report was completed in 2016. This report investigated the flood protection system along the American River, Natomas, the east side of the Sacramento River, and the levees in North Sacramento. The report identified proposed measures for improvements to waterways. The Sacramento River, from the levee at the American River to the North Beach Lake Levee, was proposed to have various improvements such as installation of cutoff walls, construction of bank protection and levee height increases, and geotextile reinforcements on soil embankments (ARCF 2016).

### Sacramento Bank Protection Project

This program addresses long term erosion protection along the Sacramento River and its tributaries. Within the Sacramento area, bank protection measures typically consist of large angular rock placed to protect the bank topped with a layer of soil/rock material to allow vegetation re-grow back on the bank. In addition, dead trees may be added to the mixture for additional habitat value. Construction under this program is ongoing, occurring at several identified hazard areas each year (SAFCA 2019).

### South Sacramento Streams Group Project

This project addressed flooding from Morrison, Florin, Elder, and Unionhouse creeks. Flood walls have been constructed on Morrison Creek from Beach Lakes to Franklin Boulevard and on Unionhouse, Elder, and Florin creeks from the confluence with Morrison to Franklin Boulevard. In 2012, the City and SAFCA widened Unionhouse Creek east of Franklin in order to pass the 100-year flood (SSS 2013). The widening of Florin Creek and construction of a detention basin was completed in 2014, and a small area near the confluence with Elder Creek remains mapped in a special flood hazard area. These improvements removed a large portion of the AH flood hazard zone and relieved the majority of residents from the flood insurance requirements. In 2016, the Florin Creek Park was expanded to include the previously vacant lot along Orange Avenue for the construction of two storm water basins, designed to capture flows from Florin Creek during extreme storm events, specifically for storms that have a 1% chance of occurring during any given year (100-year flood).



## Flood Risk from Dam Failure

Dams and reservoirs have been built throughout California for water supply, flood control, hydroelectric power and recreational facilities. The storage capacities of these reservoirs range from a few thousand acre-feet to five million acre-feet. There are numerous dams that may impact the people and resources of the city of Sacramento if they were to fail. These dams include Shasta on the Sacramento River, and Folsom and Nimbus on the American River.

When dams are constructed for flood control, they are usually engineered to contain a flood with a computed risk of occurrence. They are constructed of earth, rock, concrete, or mine tailings. Two factors that influence the potential severity of a full or partial dam failure include the amount of water impounded, and the density, type, and value of development and infrastructure located downstream. If a flood occurs that exceeds the dam's designed flood capacity, that structure will either release water through its spillway or be overtopped. Overtopping is the primary cause of earthen dam failure. Dam failures can create flash floods that are catastrophic to life and property. Other causes of dam failure include any one, or a combination of, the following causes:

- Prolonged periods of rainfall and flooding;
- Earthquake;
- Inadequate spillway capacity, resulting in excess overtopping flows;
- Internal erosion caused by embankment or foundation leakage or piping;
- Improper design;
- Improper maintenance;
- Negligent operation; and
- Failure of upstream dams on the same waterway.

For planning purposes, the State Office of Emergency Services, with information from the U.S. Bureau of Reclamation and the California Department of Water Resources (DWR), has the responsibility to provide local governments with critical hazard response information, including flooding from dam inundation. The Office of Emergency Services has mapped the dam inundation zones in the City. The occurrence of dam inundation is based on extremely remote conditions.

The dam inundation map for Folsom Dam, the largest along the American River, shows that a majority of the Policy Area would be inundated with water beyond the capacity of the current flood control levees along the river if the dam failed. The floodwaters of the Folsom Dam system would affect the cities of Folsom and Sacramento and the surrounding unincorporated areas. The failure of the earthen dikes to the north of Folsom Dam would impact the relatively low areas of Sacramento County leading to Roseville. The water would then flow into the Natomas area of the City of Sacramento and then, depending on if the levees held, this water could fill the old Lake Natomas bed and possibly flood the North Highlands and Rio Linda areas. It would then flow into the American River basin, eventually arriving in downtown Sacramento.

The Sacramento Municipal Utility District inundation map indicates that a failure of the Rancho Seco Dam would flow to the Laguna Creek Basin and stop approximately at Stockton Boulevard. Failure of Shasta Dam would affect populations south along the Sacramento River basin to about Knights Landing, where it would lose momentum. Since 1950, there have been no dam failures in Sacramento County (Sacramento County 2017).

Figure 4.65 in Section 4.3.4 of the Sacramento County Local Hazard Mitigation Plan (Sacramento County 2017) shows the inundation areas in the City of Sacramento and the County. The County's Local Hazard Mitigation Plan can be viewed online at the following URL: <http://www.waterresources.saccounty.net/stormready/Pages/Local-Hazard-Mitigation-Report.aspx>

### **Flood Risk from Levee Failure**

Urban levees in the Sacramento River Basin have been evaluated by DWR based on the Corps' Design and Construction of Levees Engineering Manual 1110-2-1913 and the DWR Interim Levee Design Criteria for Urban and Urbanizing Areas in the Sacramento-San Joaquin Valley, Version 4 (DWR 2017). This hazard classification process mapped the relative levee conditions in the Sacramento River Basin. Within the Policy Area, most levees along the American River, and along the Sacramento River between the American River confluence and the Pocket Area, are lower concern. In the northern portion of the Policy Area, the levees along the Sacramento River and the Natomas East Main Drainage Canal are of higher concern. There are also smaller sections of higher concern along the northern bank of the American River from the Natomas East Main Drainage Canal to the Sacramento River confluence, and the western bank of the Sacramento River through the Pocket Area.

In partnership with the County of Sacramento, the City of Sacramento has prepared a series of detailed maps of inundation patterns following hypothetical levee breaks. These maps include flood depths, rescue areas, evacuation areas, and potential evacuation routes. Places expected to fill with between 1 and 26 feet of water within 10 days are identified as evacuation areas. Where flood waters may reach a depth of at least 1 foot within 2 hours of a levee failure, people are more likely to be stranded and require rescue; these areas are mapped as rescue areas. The location of the rescue areas depends on the modeled levee breaches.

### **Potential Future Flood Hazards from Climate Change**

The scientific community is continuously increasing its understanding of the effects of global climate change, including the potential for an increase in flood hazards from altered meteorology and sea level rise. State, regional, and local governments in California have also been developing their awareness of the potential statewide and region-specific risks. It is important, especially for areas protected from flooding by levees, to consider the potential for climate change to adversely affect flood risks. California's Fourth Climate Change Assessment, completed in 2018, comprises a wide-ranging body of technical reports, including climate change scenarios to identify regional vulnerabilities and localized adaptation strategies in California. In the Sacramento Valley, annual precipitation is expected to remain about the same or to increase slightly this century. However, the increased intensity of extreme storms makes the return of conditions that would trigger an

extreme flood event more likely in the next 40 years. Dry years are expected to become even drier and wet years are expected to become even wetter in the next several decades. Weather conditions are expected to shift more rapidly. New extremes will challenge water storage and flood control systems, which were originally designed for the historical climate patterns. Future wet seasons will have more precipitation as rain than snow, primarily due to higher temperatures. In particular, higher extreme rainfall will bring more surface runoff and less groundwater recharge, requiring surface water reservoirs to operate at a lower capacity to ensure flood mitigation (Houlton and Lund 2018).

Global temperature increases have driven both ice melt on land and thermal expansion of ocean water, contributing to the rise of sea levels. Sea level rise at the end of the century in the San Francisco Bay area is likely to be 2.5 feet (50th percentile) to 4 feet (95th percentile). Areas around the Sacramento-San Joaquin Delta will have more flood potential, as higher sea level will also push salty ocean waters into the fresher waters of the Sacramento-San Joaquin Delta. Sea-level rise could exacerbate flood risk in low-lying, levee-protected areas close to the Delta (Houlton and Lund 2018).

Predictions of more extreme future flooding are echoed by the 2017 Central Valley Flood Protection Plan (CVFPP) Update. The 2017 CVFPP Update is consistent with the best available science produced as part of California’s Fourth Climate Change Assessment. However, the CVFPP also explains that the development flood hydrology modeling that factors in climate change is a complicated exercise that must account for many uncertainties, and more work is needed to refine inland climate change, sea-level rise projections, and the ways they will interact. The 2017 CVFPP Update used the latest projections that include some scientific uncertainty about the timing and severity of climate change impacts. DWR plans to update the climate change analysis as additional information is developed in future updates to the CVFPP for continued evolution toward a more resilient and sustainable flood management system (DWR 2017).

### **Flooding Information Required in the General Plan**

California Government Code Section 65302 requires General Plans to include a series of flood-related exhibits, including the 200-year flood plain (as illustrated in Figure 7-3) and the FIRM maps with hazard area zones (as provided in Figure 7-2). There must also be discussion on existing and planned development in flood hazard zones. Additional required information is described briefly below with web links to the maps.

**California Water Code Section 9610(d) Maps.** As directed by California Water Code Section 9610(d), DWR has developed and released floodplain maps for existing urban and adjacent urbanizing areas in the event of the failure of the SPFC facilities during flooding that has a 1-in-200 chance of occurring in any given year. The maps developed pursuant to California Water Code Section 9610(d) do not affect FEMA’s National Flood Insurance Program (NFIP) implementation or the target level of flood protection for USACE’s federal studies. (DWR 2013) Figure 7-3 reflects DWR’s most current data regarding the 200-year flood plain.

**Designated Floodway Maps.** The Designated Floodway refers to the channel of the stream and that portion of the adjoining floodplain reasonably required providing for the passage of a design flood;

it is also the floodway between existing levees as adopted by the Central Valley Flood Protection Board (Board) or the Legislature. The Board, under Section 8609 of the Water Code, has the authority to designate floodways in the Central Valley. California Code of Regulations, Title 23, Waters, provide further details of the Board's regulatory authority. Specifically, Title 23, Article 5, Section 107 regulates uses in Designated Floodways. California Department of Water Resources (DWR) includes designated floodway maps on their internet Best Available Maps (BAM) site. The site is an interactive site that maps can be downloaded from here: <http://gis.bam.water.ca.gov/bam/>

**Floodplain Awareness Maps.** The intent of the DWR's Awareness Floodplain Mapping project is to identify all pertinent flood hazard areas by 2015 for areas that are not mapped under FEMA's National Flood Insurance Program (NFIP) and to provide the community and residents an additional tool in understanding potential flood hazards currently not mapped as a regulated floodplain. The awareness maps identify the 100-year flood hazard areas using approximate assessment procedures. These floodplains are shown simply as flood prone areas without specific depths and other flood hazard data. Currently, flood maps for areas within the City of Sacramento are available at the following website: <https://www.cityofsacramento.org/Utilities/Drainage/Flood-Ready/Maps.aspx>

Additional flood mapping data can be obtained with the BAM site link above.

**Levee Flood Protection Zone Maps.** The Levee Flood Protection Zone (LFPZ) maps were developed by DWR as required by Water Code Section 9130 to increase awareness of flood risks associated with State-Federal levees. The maps should not be confused with FEMA's FIRMs used for the National Flood Insurance Program. They are not showing the same type of flood hazard and they were prepared for different purposes. LFPZ maps estimate the maximum area that may be flooded, if a State-Federal levee fails, with flows at maximum capacity that may reasonably be conveyed. These maps specifically focus on flood risks associated with State-Federal levees. Lands within the Levee Flood Protection Zone may also be subject to flooding due to other factors including, but not limited to, levee failure at flows less than design capacity, overtopping of a levee, drainage problems, or other types of flooding from sources on the land side of the levee. Lands not mapped within a LFPZ may also be subject to flood risk. The LFPZ for the Sacramento River Basin is available at DWR's website: <http://gis.lfpz.water.ca.gov/lfpz/>

**Sacramento Flood Maps.** The City and County of Sacramento have prepared detailed maps showing hypothetical levee breaks, inundation levels and the time it would take for waters to rise in affected neighborhoods, and rescue and evacuation zones. These maps are available at the following URL: <https://www.cityofsacramento.org/Utilities/Drainage/Flood-Ready/Maps>

The breaks on these maps are hypothetical and do not indicate a weakness in the levees at that particular location. The colorful maps come in pairs. One map shows where the water would flow over time and how deep it would get given the hypothetical flooding scenario. Each sample levee break location represents a hypothetical failure along that general stretch of levee. They do not depict known weak points or other issues that suggest a break would occur there versus anywhere else. The corresponding map shows the evacuation areas and evacuation routes and rescue areas.

**Dam Inundation Map.** Inundation Maps were developed by DWR pursuant to Water Code Section 6161. These maps show flooding that could potentially result from failure of a dam or its

appurtenant structures. The Division of Safety of Dams approves inundation maps, while the California Office of Emergency Services (Cal OES) approves related emergency action plans. Approved Inundation Maps are available at DWR's website:

<https://fmds.water.ca.gov/maps/damim/>

As mentioned above, the inundation areas in the City of Sacramento and the County are shown in Figure 4.65 in Section 4.3.4 of the Sacramento County Local Hazard Mitigation Plan (Sacramento County 2011), which can be viewed online at:

<http://www.waterresources.saccounty.net/Pages/Reports-DMA.aspx>

**Historic Flooding.** The Sacramento County Local Hazard Mitigation Plan includes Figure F.11 that illustrates the history of the City of Sacramento floodplains from prior to 1986 to 2007 and beyond. The Figure includes the history of the flood hazard mapping process for the City, as well as the construction of various flood protection facilities. Figure F.11 is on page F.41 of Annex F of the Local Hazard Mitigation Plan, which is available online at the following URL:

<http://www.waterresources.saccounty.net/Pages/Reports-DMA.aspx>

For a broader discussion of flooding history within the statewide context, Attachment C of DWR's *California's Flood Future* provides a history of flood management in California. (DWR 2013) Attachment C is available at the following URL:

[http://www.water.ca.gov/sfmp/resources/Attachment\\_C\\_History.pdf](http://www.water.ca.gov/sfmp/resources/Attachment_C_History.pdf)

## REGULATORY CONTEXT

### Federal

U.S. Army Corps of Engineers.

USACE has nationwide responsibility for flood management. In California, flood management is performed through a combination of projects operated by USACE, Reclamation, the State, local maintaining agencies, and private proponents, all under official USACE flood management plans. Laws and regulations related to USACE functions are described below.

### Flood Control Acts

The following Flood Control Acts have been enacted which affect the Sacramento region.

- The Flood Control Act of 1917 was enacted in response to costly floods in the lower Mississippi Valley, the Northeast, and the Ohio and Sacramento valleys between 1907 and 1913. It authorized the formation of the State/federal Sacramento River Flood Control Project which includes most of the levees, weirs, control structures, bypass channels, and river channels that make up the SPFC in accordance with initial plans contained in the 1910 California Debris Commission report as modified in 1913 and subsequently modified and extended by the Acts of 1928, 1937, and 1941.

- The Flood Control Act of 1936 was enacted as part of the federal New Deal legislation to stimulate the national economy during the Great Depression. This act declared flooding to be a menace to the national welfare and directed the federal government (USACE and the U.S. Department of Agriculture) to improve, or participate in improving, navigable waters or their tributaries if the benefits would exceed costs, and if the lives and social security of people would be adversely affected. The legislation also enabled the federal government to enter into compacts with states or other local agencies for flood management projects.
- The Flood Control Act of 1944 was passed (and amended in 1950) to formally assign the duties of flood management and navigation to USACE, and for federal authorization of projects on the Sacramento and San Joaquin rivers and tributaries. The act authorized construction of Folsom Lake in the Sacramento River Flood Control System.
- The Flood Control Act of 1960 authorized the Sacramento River Bank Protection Project to preserve the integrity of the Sacramento River Flood Control Project levee system.

### Operations and Maintenance Controls, Flood Control Projects

The maintenance and operation of federal project levees is discussed in Title 33, Section 208.10, of the Code of Federal Regulations (33 CFR 208.10), Local Flood Protection Works; Maintenance and Operation of Structure and Facilities. This regulation outlines federal regulatory requirements for the maintenance and operation of structures and facilities that compose the State/federal flood protection system. It, along with Section 14 of the Rivers and Harbors Appropriation Act (Title 33, Section 408 of the U.S. Code), is the basis for requiring permission from USACE before any major change in maintenance and operations at federal project levees and other facilities such as pumping plants can occur. It also specifies the responsibilities of the maintaining superintendent, necessary inspections, operations and maintenance reporting requirements, maintenance requirements, and high-water/flood operations for local maintenance of federal structures and flood facilities.

### Water Resources Development Acts

Several Water Resources Development Acts have been enacted, which affected funding and environmental goals for USACE flood management projects.

- The Water Resources Development Act (WRDA) of 1986 was the first major “omnibus” projects authorization bill for USACE in 16 years and authorized more than 270 USACE projects for study or construction. It also contained environmental provisions addressing issues such as mitigation, enhancement and modification of USACE projects to improve the environment and authorized more than \$500 million in fish and wildlife mitigation/enhancement features. The WRDA of 1986 directed the Secretary of the Army to issue new guidelines for crediting against the nonfederal share of project costs for flood work carried out by local interests. Prior cost-share provisions for a cash contribution of 5 percent of the cost of the project and the requirement for local provision of lands, easements, rights-of-way, relocations and disposals (LEERD) remained unchanged. The

WRDA of 1986 set a 25 percent minimum to 50 percent maximum contribution with LEERD and the cash contribution credited toward this percentage cost share.

- The WRDA of 1990 added environmental protection as a primary mission for USACE. The WRDA of 1990 amended the WRDA of 1986 to treat as construction the costs of planning and engineering for projects for which nonfederal interests contributed 50 percent or more of the cost of the feasibility study.
- The WRDA of 1996 amended cost sharing requirements. Nonfederal sponsors are required to contribute a minimum of 35 percent to a maximum of 50 percent.
- The WRDA of 1999 amended the Flood Control Act of 1936 to authorize funds contributed by states and other political subdivisions for environmental restoration work, in addition to flood management.

#### Federal Emergency Management Agency (FEMA)

FEMA is responsible for maintaining minimum federal standards for floodplain management within the United States and territories of the United States. As discussed below, FEMA plays a major role in managing and regulating floodplains, which are defined as lowland and relatively flat areas adjoining inland and coastal waters that are subject to a 1-percent or greater chance of flooding in any given year (100-year floodplain).

#### National Flood Insurance Act of 1968

The National Flood Insurance Program (NFIP) offers flood insurance to homeowners, renters, and business owners in participating communities. These communities agree to adopt and enforce ordinances that meet or exceed requirements established by FEMA to reduce the risk of flooding. FEMA administers the National Flood Insurance Program and delineates areas subject to flood hazard on FIRMs for each participating community. The FIRMs show Special Flood Hazard Areas (areas subject to inundation by a flood that has a 1 percent chance or greater of being equaled or exceeded in any given year). The FIRM zones within the policy area are identified on the FIRM map shown in Figure 7-2 and are defined by FEMA as follows.

- Zone A: Areas subject to inundation by the 1-percent-annual-chance flood event generally determined using approximate methodologies. Because detailed hydraulic analyses have not been performed, no Base Flood Elevations (BFEs) or flood depths are shown. Mandatory flood insurance purchase requirements and floodplain management standards apply.
- Zone A99: Areas subject to inundation by the 1-percent-annual-chance flood event, but which will ultimately be protected upon completion of an under-construction Federal flood protection system. These are areas of special flood hazard where enough progress has been made on the construction of a protection system, such as dikes, dams, and levees, to consider it complete for insurance rating purposes. Zone A99 may only be used when the flood protection system has reached specified statutory progress toward completion. No

Base Flood Elevations (BFEs) or depths are shown. Mandatory flood insurance purchase requirements and floodplain management standards apply.

- Zones AE: Areas subject to inundation by the 1-percent-annual-chance flood event determined by detailed methods. Base Flood Elevations (BFEs) are shown. Mandatory flood insurance purchase requirements and floodplain management standards apply.
- Zone AH: Areas subject to inundation by 1-percent-annual-chance shallow flooding (usually areas of ponding) where average depths are between one and three feet. Base Flood Elevations (BFEs) derived from detailed hydraulic analyses are shown in this zone. Mandatory flood insurance purchase requirements and floodplain management standards apply.
- Zone AR: Areas that result from the decertification of a previously accredited flood protection system that is determined to be in the process of being restored to provide base flood protection. Mandatory flood insurance purchase requirements and floodplain management standards apply.

The areas of minimal flood hazard, which are the areas outside the SFHA and higher than the elevation of the 0.2-percent-annual-chance flood, are labeled Zone C or Zone X (unshaded). The 100-year flood is the national minimum standard to which communities regulate their floodplains through the National Flood Insurance Program.

### Flood Insurance Reform Act of 2012 (Biggert-Waters Act)

In 2012, Congress passed this act which calls on FEMA to make a number of changes to the way the NFIP is run. The legislation requires the NFIP to raise flood insurance rates to reflect true risk, make the program more financially stable, and change how FIRM updates impact policyholders. The changes will mean premium rate increases for policyholders over time.

### **State**

#### California Department of Water Resources (DWR)

DWR was created after severe flooding occurred across Northern California in December 1955. DWR established the Division of Flood Management in November 1977, although flood forecasting and flood operations were integral functions of DWR and its predecessor agencies (e.g., Department of Public Works) for about a century. Today, the functions of statewide flood forecasting, flood operations, and other key flood emergency response activities are the primary missions of the Division's Hydrology and Flood Operations Office. As mandated by the California Water Code, DWR has responsibility for the supervision of dams and reservoirs, which is delegated to the Division of Safety of Dams.

DWR's Division of Flood Management, through its Central Valley Flood Planning Office, and the FloodSAFE Program Management Office are carrying out the work of the agency's FloodSAFE California Program, which partners with local, regional, State, Tribal, and federal officials in



creating sustainable, integrated flood management and emergency response systems throughout California. Flood control legislation of 2007 and 2008 directed DWR to prepare a flood control system status report for the SPFC and CVFPP.

#### Central Valley Flood Protection Board (CVFPB)

The CVFPB was authorized by Sections 8520–9110 of the California Water Code and established in 1911. Section 8590 of the Water Code describes the Board’s powers:

To carry out the primary State interest described in Section 8532 of the California Water Code, the Board may do any of the following:

- a) Acquire either within or outside the boundaries of the drainage district, by purchase, condemnation or by other lawful means in the name of the drainage district, all lands, rights-of-way, easements, property or material necessary or requisite for the purpose of bypasses, weirs, cuts, canals, sumps, levees, overflow channels and basins, reservoirs and other flood control works, and other necessary purposes, including drainage purposes.
- b) Construct, clear, and maintain bypasses, levees, canals, sumps, overflow channels and basins, reservoirs and other flood control works.
- c) Construct, maintain, and operate ditches, canals, pumping plants, and other drainage works.
- d) Make contracts in the name of the drainage district to indemnify or compensate any owner of land or other property for any injury or damage caused by the exercise of the powers conferred by this division, or arising out of the use, taking, or damage of any property for any of the purposes of this division.
- e) Collaborate with State and federal agencies, if appropriate, regarding multi-objective flood management strategies that incorporate agricultural conservation, ecosystem protection and restoration, or recreational components.

#### California Central Valley Flood Protection Act of 2008

In 2007, the California Legislature passed a package of several related flood bills, which included a requirement to prepare a Central Valley Flood Protection Plan (CVFPP). Additional requirements for the CVFPP were added in the California Central Valley Flood Protection Act of 2008 (Senate Bill 5), which also defined objectives, codified in California Water Code Section 9616, for reducing the risk of flooding in the Central Valley. The 2007 and 2008 legislation requires DWR to prepare, and update every five years, the CVFPP. The plan is intended to describe both structural and

nonstructural means for improving the performance of the levees, weirs, bypasses, reservoirs, and other State Plan of Flood Control facilities.

The Central Valley Flood Protection Act requires that urban and urbanizing areas within the planning area make certain findings related to the provision of a minimum 200-year level of flood protection before making certain land use decisions. The legislation also requires each city and county within the Sacramento-San Joaquin Valley to amend its general plan to include data, analysis, goals, and policies for protection of lives and property, and related feasible implementation measures. With implementation of the Sacramento River Basin major capital improvements under consideration in the 2017 CVFPP, including urban levee improvements on the northern bank of the American River and along NEMDC, the Policy Area would be able to meet the required findings for an urban level of flood protection (DWR 2017b).

The *Urban Levee Design Criteria (ULDC)* was developed in response to requirements from the Central Valley Flood Protection to strengthen the link between flood management and land use relating to 200-year level of flood protection. The ULDC provides among other things criteria and guidance for designing, evaluating, operating, and maintaining levees including “right-of-way” criteria to allow adequate room for maintenance, inspection, and patrolling to meet requirements of California Government Code sections 65865.5, 65962, and 66474.5. The Act relies on the due diligence of cities and counties to incorporate flood risk considerations into floodplain management and planning. The ULDC is available to read online at the following URL: <https://cawaterlibrary.net/document/urban-levee-design-criteria/>

### Water Code Sections 9602 and 9621

The 200-year floodplain is defined by this Water Code Section 9602 as the minimum urban level of flood protection in the Sacramento-San Joaquin Valley. Water Code Section 9621 requires counties to collaborate with cities to develop flood emergency plans.

### Government Code Sections 65302 and 65860

Under these statutes, cities and counties are required to amend the land use, conservation, and safety elements of their general plans to address flood risks. The code requires annual review of the land use element for areas identified by FEMA or DWR floodplain mapping. The code also stipulates that the safety element must establish a set of comprehensive goals, policies, objectives, and feasible implementation measures to protect communities from the unreasonable risks of flooding. Zoning ordinances must then be amended for consistency with the modified general plans.

### Government Code Sections 65865, 65962, and 66474

These statutes pertain to areas within a flood hazard area and serve to limit their development, except where certain findings can be made related to provision of a 200-year level of flood protection in urban and urbanizing areas or a 100-year level of flood protection in non-urbanized areas.

### **Local Flood Protection Act of 2008**

This act allows, but does not require, a local agency to prepare a local plan for flood protection. If developed, these local plans should be consistent with the CVFPP.

### **State of California Building Code (CBC)**

The State of California Building Code (CBC) contains requirements for constructing structures in flood hazard areas. Flood hazard areas are established as areas of special flood hazard as identified by the Federal Emergency Management Agency's Flood Insurance Study as adopted by the local authority having jurisdiction where the project is located, as amended or revised with the accompanying Flood Insurance Rate Map (FIRM). The CBC contains standards for the construction of new buildings, structures, and portions of buildings and structures, including substantial improvements and restoration of substantial damage to buildings and structures. These structures are to be designed and constructed to resist the effects of flood hazards and flood loads (CBC Section 1612A).

### **Senate Bill 379**

Adopted on October 8, 2015, SB 379 requires all cities and counties to include climate adaptation and resiliency strategies in the Safety Elements of their General Plans upon the next revision beginning January 1, 2017. The bill requires the climate adaptation update to include a set of goals, policies, and objectives for their communities based on the vulnerability assessment, as well as implementation measures, including the conservation and implementation of natural infrastructure that may be used in adaptation projects. If a city or county has not adopted a local hazard mitigation plan, then the safety element of the general plan must be updated to address climate adaptation and resiliency strategies by January 1, 2022.

### **California Building Resilience against Climate Effects (CalBRACE)**

The CalBRACE project provides resources and technical assistance for state and local public health departments to enhance climate resilience and climate adaptation capacity. The CalBRACE project focuses on preparing for three major climate impacts: increasing temperature, wildfire, and sea level rise (including flooding). With knowledge of short and long-range climate projections, information on community vulnerability, and environmental health data, state and local agencies are better able to incorporate climate change into public health planning and response activities (CDPH 2020).

## **Local**

### **Sacramento Area Flood Control Agency Act of 1990**

Sacramento Area Flood Control Agency (SAFCA) was formed as a Joint Exercise of Powers Agreement to address the Sacramento area's vulnerability to catastrophic flooding. SAFCA's mission is to provide the region with at least a 100-year level of flood protection as quickly as possible while seeking a 200-year or greater level of protection over time. Under the Sacramento

Area Flood Control Agency Act of 1990, the California Legislature has given SAFCA broad authority to finance flood control projects and has directed the Agency to carry out its flood control responsibilities in ways that provide optimum protection to the natural environment.

### City of Sacramento Office of Emergency Management

The City of Sacramento Office of Emergency Management (OEM) coordinates the City's overall preparedness and response for all hazards impacting the City. OEM is responsible for alerting and notifying appropriate agencies when disaster strikes; coordinating all agencies that respond; ensuring resources are available and mobilized in times of disaster; developing plans and procedures in response to and recovery from disasters; and developing and providing preparedness materials for the public.

### American River Flood Control District

The American River Flood Control District (ARFCD), formed in 1927 by the State Legislature, maintains 40 miles of levees along the American River and portions of Steelhead, Arcade, Dry Creek, and Magpie Creek.

### Reclamation District 1000

Reclamation District 1000 (RD1000) is a State-Legislature-created special district that has been providing flood protection and public safety to the Natomas Basin since 1911. RD 1000 is responsible for maintaining over 40 miles of levees surrounding the perimeter of the Natomas Basin to keep floodwaters from the Sacramento River, American River, Natomas East Main Drain Canal, Pleasant Grove Creek Canal, and Natomas Cross Canal out of the basin. RD 1000 also operates and maintains hundreds of miles of canals and seven pump stations to collect and safely discharge rain that falls within the Natomas basin back into the river.

### Maintenance Area 9

Maintenance Area 9 (MA9) is operated by the State of California, Department of Water Resources. MA9 maintains the levees on the east side of the Sacramento River downstream of Sutterville Road to Snodgrass Slough in the County.

### City of Sacramento Department of Utilities

The City of Sacramento Department of Utilities maintains the levees on the Sacramento River from the confluence with the American River downstream to Sutterville Road. The City also maintains the levees/floodwalls within the South Sacramento Streams Group (Morrison Creek).

## 7.3 Fire Hazards

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### INTRODUCTION

This section provides a general description of the urban and wildland fire hazards that exist within the Policy Area, based upon information provided within the City's 2018 Emergency Operations Plan (City of Sacramento 2018), and the 2016 Sacramento Countywide Local Hazard Mitigation Plan Update (Sacramento County 2016). Resources available to respond to fires are presented in Section 5.2 Fire Protection; City and County response measures to wildland fires and other emergencies are detailed in Section 7.6 Emergency Response.

### EXISTING CONDITIONS

Fire season in the Policy Area extends from early spring to late fall. Hazards arise from a combination of hot weather, an accumulation of vegetation, and low moisture content of the air. If coupled with high winds and years of drought, these conditions can compound the potential impact of a fire.

Major fires are typically classified as either urban fire or wildland fire. A third classification, the urban wildfire, is beginning to be recognized as the population of the Policy Area becomes less concentrated in urban areas and disperses into the more heavily-vegetated wildland/urban interface.

There are three major factors that sustain wildfires and allow for predictions of an area's potential to burn: fuel; topography; and weather. Fuel is the material that feeds a fire and is a key factor in wildfire behavior. Fuel is classified by type and by volume. Fuel sources are diverse and include everything from dead tree needles and leaves, twigs, and branches to dead standing trees, live trees, brush, and cured grasses. Man-made structures and other associated combustibles are also considered fuel sources. The type of prevalent fuel directly influences the behavior of wildfire. Light fuels, such as grasses, burn quickly and serve as a catalyst for fire spread. An area's terrain and land slopes, or topography, also affect its susceptibility to wildfire spread. Fire intensities and rates of spread increase as slope increases due to the tendency of heat from a fire to rise via convection.

Weather components such as temperature, relative humidity, wind, and lightening also affect the potential for wildfire. High temperatures and low relative humidity dry out the fuels that feed the wildfire, creating a situation where fuel can more readily ignite and burn more intensely. Therefore, the threat of wildfire increases during periods of drought. Wind is the most influential weather factor. The greater a wind, the faster a fire will spread, and the more intense it will be. Although significant winds can occur in the Policy Area, the winds most frequently occur during the winter storm season, not during the summer fire season.

Grass fires are an annual threat in the unincorporated areas of Sacramento County, especially within recreational areas such as the American River Parkway (Sacramento County 2016). The State of California has designated the eastern edge of Sacramento County, over 10 miles east of the Policy Area, as a moderate fire hazard zone. There are no state fire hazard areas in the Policy Area (City of Sacramento 2015).

### **Urban Fire Hazard**

Although structural fires can occur in any developed area, there are two areas that are particularly susceptible to fire hazard: older commercial buildings in Downtown Sacramento; and older dwelling units in lower socio-economic neighborhoods. Older building standards and fire codes used in the construction of these structures, use of non-fire-resistive construction materials, and lack of internal sprinklers or other fire safety systems may make these structures more susceptible to fires.

### **Wildland Fire Hazard**

Sacramento is a developed city that has relatively few remaining wildland areas. Areas of the city that have been identified as fairly susceptible to an urban wildfire are generally along the American River Parkway from Watt Avenue to the Sacramento River and along the Garden Highway in the Natomas area. The American River Parkway near Cal Expo is the only wildfire hazard area within the city that is recognized in the Multi-Hazard Mitigation Plan (Sacramento County 2016).

The American River Parkway is a stretch of dense trees and brush on both sides of the American River. The property is owned by the State of California, maintained by the Sacramento County Parks Department, and protected from fire by the Sacramento City Fire Department. The area consists of natural habitat with no fire break areas. Fire equipment access is difficult and limited to the paved stretches of the bicycle path. Some of the potential fire areas are not accessible to vehicular traffic.

If a wildland fire were to occur along the American or Sacramento rivers it could spread into nearby neighborhoods resulting in catastrophic fires, similar to what occurred recently in the cities of Santa Rosa, Paradise, Redding, and Ventura. The presence of fuel (e.g., trees, landscaping) in these areas immediately adjacent to buildings could help contribute to the spread of an out-of-control wildfire.

To meet the challenge of wildland fires in undeveloped portions of the Policy Area, Metro Fire maintains and operates an air operations program. Included as part of Metro Fire's scope, is the operation of one firefighting/rescue helicopter located at Station 114 (McClellan Air Field).

## **REGULATORY CONTEXT**

### **Federal**

#### **International Fire Code**

The International Fire Code (IFC), created by the International Code Council, is the primary means for authorizing and enforcing procedures and mechanisms to minimize fire threat to public health and safety. Topics addressed in the code include fire department access, fire hydrants, automatic sprinkler systems, fire alarm systems, fire and explosion hazards safety, hazardous materials storage and use, provisions intended to protect and assist fire responders, industrial processes, and many other general and specialized fire-safety requirements for new and existing buildings and premises. The IFC uses a hazard classification system to determine what measures are required to protect

against structural fires. These measures may include construction standards, separations from property lines, and specialized equipment.

## State

### California Fire Code (Title 24, Part 9, California Code of Regulations)

The California Fire Code is Part 9 of the California Code of Regulations, Title 24, also referred to as the California Building Standards Code. The California Fire Code prescribes regulations consistent with nationally-recognized good practices for safeguarding life and property from the hazards of fire explosion and dangerous conditions arising from the storage, handling, and use of hazardous materials and devices, and from conditions hazardous to life or property in the use or occupancy of buildings or premises and provisions to assist emergency response personnel. The most recent edition of Title 24 was published on July 1, 2019, with an effective date of January 1, 2020.

## Local

### County of Sacramento Municipal Code

**Chapter 17.04 (California Fire Code).** This chapter adopts the California Fire Code, Title 24, California Code of Regulations, Part 9, which prescribes regulations governing conditions hazardous to life and property from fire or explosion. The provisions thereof are applicable within the limits of Sacramento County, except for any inconsistent regulations and ordinances adopted pursuant to applicable law by a fire protection district or a community service district having a fire department within the County that are controlling within that district's jurisdictional areas.

**Chapter 17.12 Weed Control.** This chapter declares that the uncontrolled growth and/or accumulation of grass, weeds or other materials or obstructions on sidewalks, streets, and on lands or lots is dangerous or injurious to neighboring property and the health or welfare of residents. In addition, this is a public nuisance in that it creates a condition that reduces the value of private property, promotes blight and deterioration, invites plundering, creates fire hazards, constitutes an attractive nuisance creating a hazard to the health and safety of minors, creates a harbor for rodents and insects and is injurious to health, safety and general welfare. This chapter provides regulations associated with enforcement and inspection of such hazards, such as required firebreaks.

**City of Sacramento City Code.** The Sacramento City Code contains various titles, chapters, and sections that are associated with fire hazards in that they prescribe regulations to protect the life and safety of residents and property through appropriate building construction standards, weed abatement procedures, and other techniques. Those listed below are directly applicable to fire hazards within the Policy Area.

**Chapter 15.36 California Fire Code Adopted.** This chapter, also known as the "fire prevention code" of the city, generally adopts the California Fire Code with deletions, amendments, and additions, as appropriate.

**Section 8.100.630 Fire Hazard.** Listed under Chapter 8.100 (Housing Code), which provides minimum requirements for the protection of life, limb, health, property, safety, and welfare of the general public and the owners and occupants of residential buildings, this section defines fire hazards. Specifically, “any building or portion thereof, device, apparatus, equipment, combustible waste, or vegetation which, in the opinion of the city fire marshal or his or her deputy, is in such a condition as to cause a fire or explosion or provide a ready fuel to augment the spread and intensity of fire or explosion arising from any cause, shall be deemed to be a fire hazard.”

## 7.4 Aviation Hazards

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### INTRODUCTION

This section provides a brief description of airports operating in and near the plan area. Information has been derived from several sources, including the airport master plans. Aviation facilities are further discussed in Section 3.5.

### EXISTING DOCUMENTS

#### Aviation System

Executive Airport, located in South Sacramento, is the only airport in the Policy Area. Three additional airports have safety zones that include parts of the Policy Area: Rio Linda Airport; McClellan Airfield; and Sacramento International Airport. Other nearby airports include Mather Field, located east of the Policy Area, and Franklin Field, located south of the Policy Area. A brief summary of physical and operational conditions the airports that maintain safety zones in the Policy Area is provided below. Figure 3-9 identifies airport locations.

#### Executive Airport

Executive Airport is located on Freeport Boulevard in South Sacramento. The airport is owned by the City of Sacramento and operated by the Sacramento County Airport System, which has overall responsibility for the operation of the airport on a daily basis. Executive Airport is the area’s principal facility for accommodating general aviation. Executive Airport supports aircraft ranging from single engine aircraft to helicopters, larger business and corporate turbine (jet) powered aircraft, and commercial passenger charter flights. The airport does not have scheduled commercial passenger service activity. It has three intersecting runways; the largest runway is 5,503 feet long and 150 feet wide. The airport does not currently have an aircraft rescue and firefighting facility; however, the City of Sacramento Fire Department is located off Freeport Boulevard, immediately northwest of the airport. This information has not changed since the 2015 Technical Background Report (TBR) was prepared for the City’s 2035 General Plan (City of Sacramento 2015).



### Rio Linda Airport

Rio Linda Airport is privately owned and is not part of the Sacramento County Airport System. It is located one mile south of Rio Linda and immediately north of the Policy Area. It has one runway that is approximately 2,625 feet long and 42 feet wide. A total of 139 aircraft are based at the airport, with most being single-engine planes (AirNav 2019a). Rio Linda Airport serves local general aviation and transient general aviation purposes.

### McClellan Airfield

McClellan Airfield, formerly McClellan Air Force Base, is also located outside of the city but is adjacent to the northeast corner of the Policy Area. McClellan Airfield, although managed by the County Airport System, is under the County's Department of Economic Development and Intergovernmental Affairs. McClellan Airfield is owned by Sacramento County and has one runway that is 10,599 feet long and 150 feet wide, and four helipads that are each 57 feet long and 57 feet wide. The airfield has about 130 aircraft with 33 single-engine, 57 multi-engine, and 12 jet-engine airplanes, 24 helicopters, and four military aircraft. McClellan Airfield serves air taxi purposes, military, transient general aviation, and limited local general aviation purposes (AirNav 2019b).

### Sacramento International Airport

Sacramento International Airport provides commercial air service for the region. Sacramento International Airport is located outside the Policy Area, 10 miles northwest of downtown Sacramento. The airport is owned by Sacramento County and has two runways. The longest runway is 8,605 feet long and 150 feet wide. Sacramento International Airport serves millions of passengers each year, and passenger air traffic is anticipated to increase by 3.0 percent per year in the future. Sacramento International serves commercial, local general aviation, air taxi, and limited military purposes. The Sacramento County Department of Airports is preparing an update of its 2007 Sacramento International Airport Master Plan, which establishes a program for the improvement of existing facilities and the development of facilities at the Airport over the next 20 years. A comprehensive undertaking, the process identifies the type and extent of facilities that are required to meet projections of aviation demand and evaluates a full range of alternatives for improving facilities consistent with forecast requirements. All functions at the Airport are considered, including the airfield, terminal and related passenger services, cargo, general aviation, airport support, and access (Sacramento County 2017).

### Mather Airport

Mather Airport primarily accommodates the region's all-cargo carriers. It is located 12 miles east of downtown Sacramento and has two runways. The longest runway is 11,301 feet long and 150 feet wide. Approximately 63 aircraft are based at the airport, including 45 single-engine, five multi-engine, and six jet-engine airplanes, and seven helicopters. Mather Airport serves local general aviation, air taxi, transient general aviation, commercial, and military purposes. There is a 24-hour first response aircraft rescue and firefighting facility onsite (Sacramento County 2013).

### Franklin Field

Franklin Field is a rural airport used primarily for pilot flight training and aviation-related agricultural applications. It is located approximately 20 miles south of downtown Sacramento, and outside of the Policy Area. Franklin Field is currently a public use airport owned and operated by Sacramento County. The airport has two intersecting runways, each approximately 3,000 feet long and 60 feet wide. The facility is considered an uncontrolled airport since it does not have an air traffic control tower or personnel. There are approximately 36,000 operations each year at Franklin Field, including flight training. The airport was acquired by the County of Sacramento in 1947 from the federal government under the Surplus Property Act of 1944 and was the former site of bomber training during World War II. The Elk Grove Fire Department is located approximately eight miles northeast of the Airport and provides fire and emergency response services to the site (City of Sacramento 2015).

### Aircraft Crash Hazards

Sacramento International Airport poses the greatest risk for aircraft crash hazards within the Policy Area due to its 24-hour operation and large number of flights and passengers. Parts of the Policy Area fall within the airport's designated flight paths, but only at high altitudes. Therefore, the risk of an aircraft crash incident in the region causing a hazard to large populations is reduced.

The City of Sacramento Fire Department has mutual aid agreements with other agencies that could provide assistance in the event of an aircraft accident. Sacramento International Airport, Mather Airport, and McClellan Airfield all have airport crash vehicles that could assist in the event of an accident in the Policy Area. The City's Emergency Operations Plan contains strategies to help plan for disaster events, including a major transportation incident, such as an aircraft crash, within the city.

## REGULATORY CONTEXT

### Federal

#### Federal Aviation Administration Regulations

The Federal Aviation Administration (FAA) is the federal agency tasked with regulating civil aviation to promote safety, provide an air traffic control system for both military and civil aircraft, and respond to aircraft crash incidents. FAA regulations are mandated to ensure aircraft are suitable for flight to reduce the risk of crash hazards and that airports are sited and operated in a manner to pose the least possible risk to the public.

#### Federal Aviation Regulation Part 77

Federal Aviation Regulation (FAR) Part 77 establishes standards for determining obstructions in navigable airspace and requires that the Federal Aviation Administration Administrator receive notice of proposed construction or alteration at an airport. The standards established in FAR Part 77 apply to alteration of any permanent or temporary existing structure by a change in its height

(including appurtenances), or lateral dimensions, including equipment or materials used for construction. Subsections 77.23, Standards for Determining Obstructions, and 77.25, Civil Airport Imaginary Surfaces, are applicable to the proposed project.

## **State**

### **State Aeronautics Act**

The California Department of Transportation (Caltrans) Division of Aeronautics performs many functions to promote aviation safety in California. The division relies upon the State Aeronautics Act, Public Utilities Code (PUC) sections 21001 et seq., to provide policies that promote safety in aeronautics. Functions of the division include the issuance of permits, regulations for airport inspection and design, planning to ensure consistency with federal regulations, and providing grants to airports to improve safety.

FAA regulations are administered at the state level by the Caltrans Division of Aeronautics. The California Department of Transportation's mission in aviation is to foster and promote the development of a safe, efficient, dependable, and environmentally compatible air transportation system. The Division issues permits for and annually inspects hospital heliports and public-use airports; makes recommendations regarding proposed school sites within two miles of an airport runway; and authorizes helicopter landing sites at/near schools. Aviation system planning provides for the integration of aviation into transportation system planning on a regional, statewide, and national basis. The Division of Aeronautics administers noise regulation and land use planning laws that foster compatible land use around airports and encourages environmental mitigation measures to lessen noise, air pollution, and other impacts caused by aviation. The Division of Aeronautics also provides grants and loans for safety, maintenance and capital improvement projects at airports.

## **Local**

### **Airport Land Use Compatibility Plans**

Public safety and the reduction of aviation hazards are concerns in the airport planning process. The Sacramento Area Council of Governments (SACOG) serves as the Airport Land Use Commission for Sacramento County. The Airport Land Use Commission has two primary functions: (1) the protection of public health, safety, and welfare through the adoption of land use standards that minimize the public's exposure to safety hazards and excessive noise from nearby airports; and (2) to prevent the intrusion of incompatible land uses around airports to preserve the utility of the County's airports in the future. Comprehensive Land Use Plans (CLUPs) provide safety guidelines, including building restrictions and noise compatibility for areas near airports. SACOG provides CLUPs for the following airports in the vicinity of the City: Franklin Field, Mather Airport, McClellan Air Force Base, Rio Linda Airport, Sacramento Executive Airport, Sacramento International Airport and Sunset Sky Ranch. (SACOG 2018)

## 7.5 Noise

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### INTRODUCTION

This section provides relevant acoustical background and the environmental noise conditions within the Policy Area by examining sources of noise attributed to freeways and highways, aircraft, railways, light rail and stationary sources. Data used in the preparation of this section are based upon field measurements, and modeling of existing noise levels from traffic data in the Policy Area.

### Fundamentals of Sound, Noise, and Vibration

#### Sound Properties

Sound can be described in terms of amplitude (loudness) and frequency (pitch). The standard unit of sound amplitude measurement is the decibel (dB). The decibel scale is a logarithmic scale that describes the intensity of the pressure vibrations that make up a sound. The pitch of the sound is correlated to the frequency of the sound's pressure vibration. Because humans are not equally sensitive to a given sound level at all frequencies, a special scale has been devised to relate noise to human sensitivity. The A-weighted decibel scale (dBA) does this by placing more importance on frequencies that are more noticeable to the human ear.

Sound is a mechanical form of radiant energy, transmitted by a pressure wave through a solid, liquid, or gaseous medium. Noise is typically defined as unwanted sound. A typical noise environment consists of a base of steady "background" noise that is made up of many distant and indistinguishable noise sources. Superimposed on this background noise is the sound from individual local sources. These can vary from an occasional aircraft or train passing by to virtually continuous noise from, for example, traffic on a major highway. Table 7-2 lists representative noise levels for typical sources of environmental noise.

#### Effects of Noise on Humans

Excessive and chronic exposure to elevated noise levels can result in auditory and non-auditory impacts to humans. Auditory effects of noise on people are those related to temporary or permanent hearing loss caused by loud noises. Non-auditory effects of exposure to elevated noise levels are those related to behavioral and physiological effects. The non-auditory behavioral effects of noise on humans are associated primarily with the subjective effects of annoyance, nuisance, and dissatisfaction, which lead to interference with activities such as communications, sleep, and learning. The non-auditory physiological health effects of noise on humans have been the subject of considerable research attempting to discover correlations between exposure to elevated noise levels and health problems, such as hypertension and cardiovascular disease. The mass of research infers that noise-related health issues are predominantly the result of behavioral stressors and not a direct noise-induced response. The extent to which noise contributes to non-auditory health effects remains a subject of considerable research, with no definitive conclusions.

**Table 7-2: Representative Environmental Noise Levels**

<i>Common Outdoor Activities</i>	<i>Noise Level (dBA)</i>	<i>Common Indoor Activities</i>
NA	110	Rock Band
Jet fly-over at 100 feet	100	NA
Gas lawnmower at 3 feet	90	NA
Diesel truck going 50 mph at 50 feet	80	Food blender at 3 feet, garbage disposal at 3 feet
Noisy urban area during daytime, gas lawnmower at 100 feet	70	Vacuum cleaner at 10 feet, normal speech at 3 feet
Commercial area, heavy traffic at 300 feet	60	Dishwasher, clothes dryer
Quiet urban area during daytime	50	Large business office, dishwasher in next room
Quiet urban area during nighttime	40	Theater, large conference room (background)
Quiet suburban area during nighttime	30	Library, bedroom at night, concert Hall (background)
Quiet rural area during nighttime	20	Broadcast/recording studio
Lowest threshold of human hearing	0	Lowest threshold of human hearing

Source: California Department of Transportation, 2009.

The degree to which noise results in annoyance and interference is highly subjective and may be influenced by several non-acoustic factors. The number and effect of these non-acoustic factors vary depending on individual characteristics of the noise environment such as sensitivity, level of activity, location, time of day, and length of exposure. One key aspect in the prediction of human response to new noise environments is the individual level of adaptation to an existing noise environment. The greater the change in the noise levels that are attributed to a new noise source, relative to the environment an individual has become accustomed to, the less tolerable the new noise source will be perceived.

With respect to how humans perceive and react to changes in noise levels, a 1 dB increase is imperceptible, a 3 dB increase is barely perceptible, a 6 dB increase is clearly noticeable, and a 10 dB increase is subjectively perceived as approximately twice as loud (Egan 2007). These subjective reactions to changes in noise levels was developed on the basis of test subjects' reactions to changes in the levels of steady-state pure tones or broad-band noise and to changes in levels of a given noise source. It is probably most applicable to noise levels in the range of 50 to 70 dB, as this is the usual range of voice and interior noise levels. For these reasons, a noise level increase of 3 dB or more is typically considered substantial in terms of the degradation of the existing noise environment.

### Vibration

Vibration is the periodic oscillation of a medium or object with respect to a given reference point. Sources of vibration include natural phenomena (e.g., earthquakes, volcanic eruptions, sea waves, landslides) and those introduced by human activity (e.g., explosions, machinery, traffic, trains, construction equipment). Vibration sources may be continuous, (e.g., operating factory machinery) or transient in nature (e.g., explosions). Vibration levels can be depicted in terms of amplitude and frequency (relative to displacement), velocity, or acceleration.

Vibration amplitudes are commonly expressed in PPV or root-mean-square (RMS) vibration velocity. PPV and RMS vibration velocity are normally described in inches per second (in/sec).

Although PPV is appropriate for evaluating the potential for building damage, it is not always suitable for evaluating human response. It takes some time for the human body to respond to vibration signals. In a sense, the human body responds to average vibration amplitude. The RMS of a signal is the average of the squared amplitude of the signal, typically calculated over a 1-second period. As with airborne sound, the RMS velocity is often expressed in decibel notation as vibration decibels (VdB), which serves to compress the range of numbers required to describe vibration (FTA 2006). This is based on a reference value of 1 micro ( $\mu$ ) in/sec.

The typical background vibration-velocity level in residential areas is approximately 50 VdB. Groundborne vibration is normally perceptible to humans at approximately 65 VdB. For most people, a vibration-velocity level of 75 VdB is the approximate dividing line between barely perceptible and distinctly perceptible levels (FTA 2006).

Typical outdoor sources of perceptible ground vibration are construction equipment, steel-wheeled trains, and traffic on rough roads. If a roadway is smooth, the ground vibration is rarely perceptible. The range of interest is from approximately 50 VdB, which is the typical background vibration-velocity level, to 100 VdB, which is the general threshold where minor damage can occur in fragile buildings. Construction activities can generate ground vibrations, which can pose a risk to nearby structures. Constant or transient vibrations can weaken structures, crack facades, and disturb occupants.

Construction vibrations can be transient, random, or continuous. Transient construction vibrations are generated by events such as blasting, impact pile driving, and wrecking balls. Continuous vibrations result from activities such as vibratory pile drivers, large pumps, and compressors. Random vibration can result from jackhammers, pavement breakers, and heavy construction equipment. Table 7-3 describes the general human response to different levels of ground vibration-velocity levels.

## EXISTING CONDITIONS

### Sensitive Receptors

Sensitive noise receptors typically include residences, schools, child care centers, hospitals, long-term health care facilities, convalescent centers, and retirement homes. Each of these land use types currently occur within the Policy Area.

**Table 7-3: Human Response to Ground Noise and Vibration**

<i>Vibration-Velocity Level</i>	<i>Human Reaction</i>
65 VdB	Approximate threshold of perception.
75 VdB	Approximate dividing line between barely perceptible and distinctly perceptible. Many people find that transportation-related vibration at this level is unacceptable.
85 VdB	Vibration acceptable only if there are an infrequent number of events per day.

Notes: VdB = vibration decibels referenced to 1 μ inch/second and based on the RMS velocity amplitude

Source: FTA 2006.

**Sources of Noise**

Land uses within the Policy Area include a range of residential, commercial, institutional, industrial, recreational, and open space areas. Although there are many noise sources within the Policy Area, the primary noise source is vehicular traffic. Significant noise also occurs from airplane traffic, railroads, and various stationary sources as described below.

**Freeways and Highways in the Policy Area**

Motor vehicle noise commonly causes sustained noise levels in the vicinity of busy roadways or freeways. Several major freeways traverse the Policy Area. These include Interstate 5, Interstate 80, U.S. Highway 50, State Route 99, and State Route 160. The Policy Area also has many local roads that experience very high traffic volumes and contribute traffic noise. Most noise receptors, such as residences, built near these high-traffic corridors have some level of noise attenuation such as a sound wall or barrier. These receptors also have built-in interior noise attenuation that is the result of the building construction and insulation.

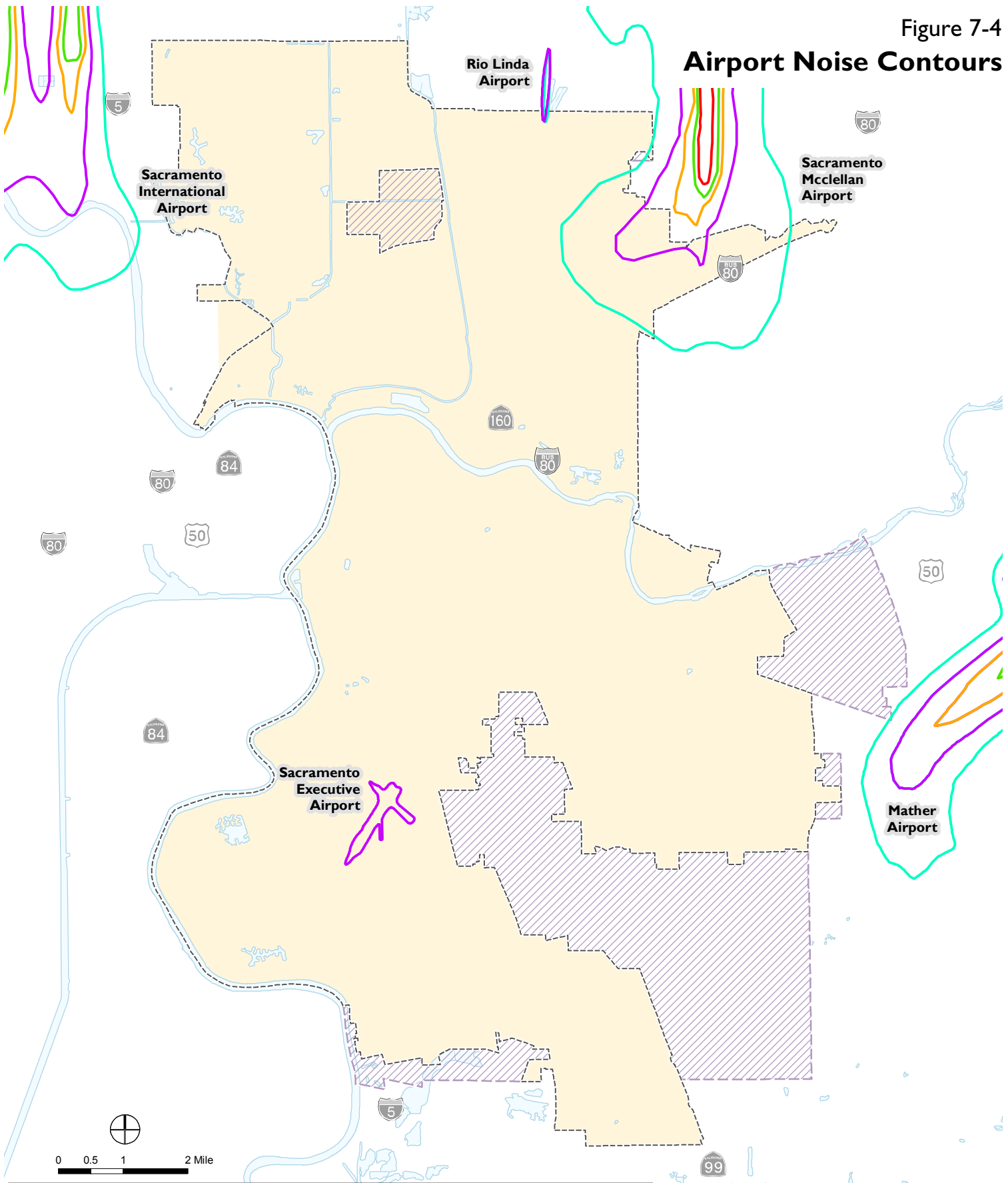
Noise levels affecting proposed new residences are reviewed on a project-by-project basis during the environmental review process. Residential projects that are proposed near major noise sources within the Policy Area are evaluated to determine whether they will be exposed to noise levels that will exceed applicable noise standards.

**Aircraft Noise**

The Policy Area is served by four airports, the Sacramento International Airport, Executive Airport, McClellan Airfield, and Mather Airport. The County owns and operates the airports as part of the Sacramento County Airport System. Of these airports, Sacramento International provides almost all commercial passenger flights. McClellan Airfield, formerly McClellan Air Force Base, features a 10,600 foot lighted runway approved for day/night use, includes a full-service fixed-base operator, and is shared by the U.S. Coast Guard. Mather Airport is used primarily for air shipping purposes, but also includes fixed-base operators and CalFIRE aircraft. Executive Airport is a public-use airport that serves mostly smaller, private planes. Noise contours for Sacramento area airports are shown in Figure 7-4.

Figure 7-4

# Airport Noise Contours



Sacramento City Limit		Light Rail		Community Noise Equivalent Level	
	Sacramento City Limit		Station		0
	Sphere of Influence		Blue Line		60
	Policy Area		Blue/Gold Line		65
	Water		Gold Line		70
			Green Line		75
			Proposed Green Line Extension		80

Source: City of Sacramento Community Development Department, 2018; County of Sacramento, 2020



## Railway Noise

Rail lines cross through the Policy Area in a number of locations. Union Pacific trains traverse three routes. Due to security concerns the Federal Rail Authority does not disclose the number of freight trains that pass through the city on a daily basis.

- Generally north/south past California State University at Sacramento.
- Generally north/south through downtown Sacramento.
- Generally east/west through West Sacramento to the Union Pacific depot.

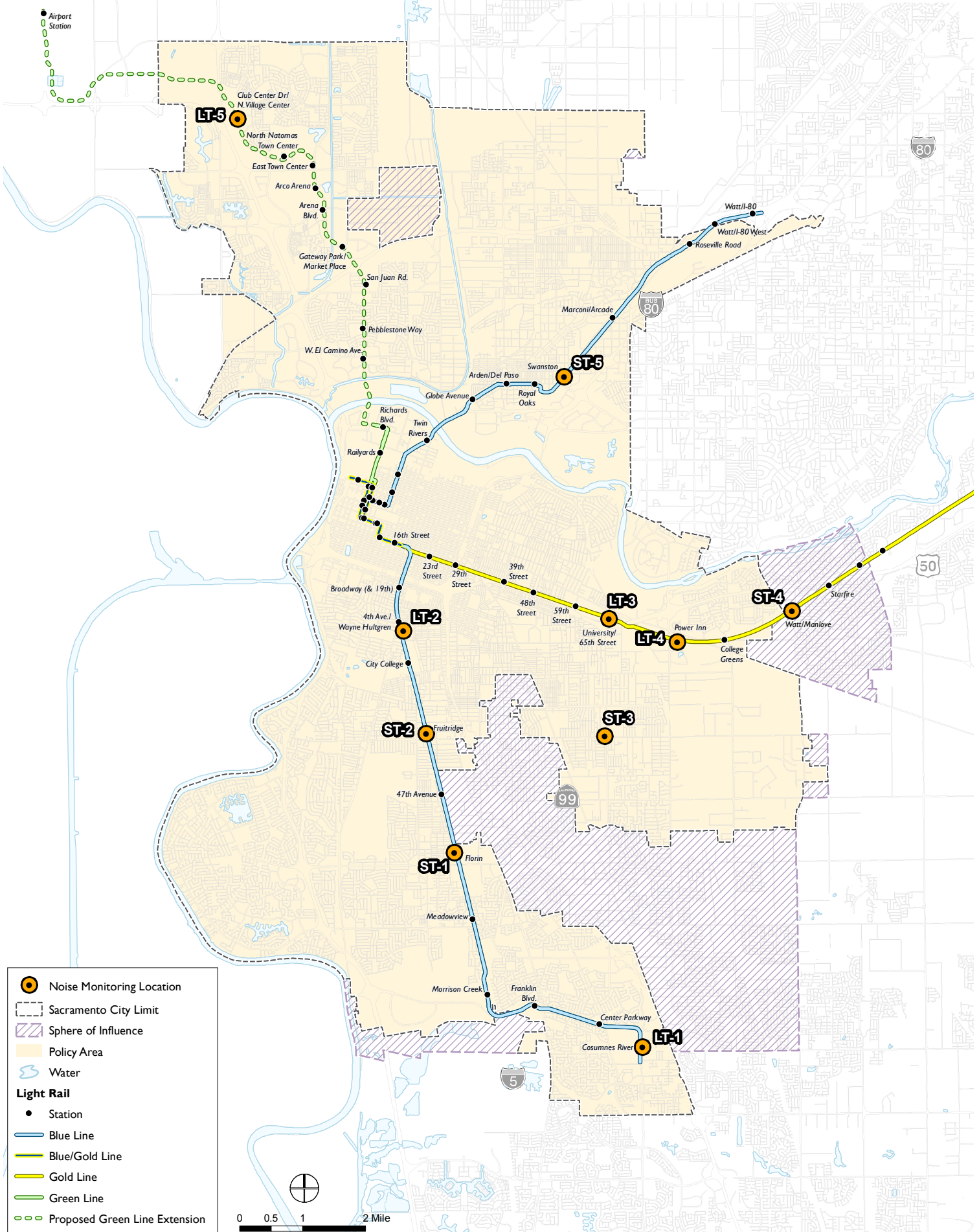
Aside from freight trains, Amtrak passenger trains also arrive and depart from the Amtrak station located at 3rd and I streets in downtown Sacramento. The Capitol Corridor service operated by Amtrak is an intercity passenger train system connecting Placer, Sacramento, and Yolo counties to stations in the San Francisco Bay Area. It operates 30 trains daily on weekdays and 22 on weekends carrying about 142,000 riders per month on average between Auburn and San Jose. It is the fourth busiest Amtrak-operated route in the nation. Amtrak's San Joaquin Route provides intercity rail service between the Bay Area and Sacramento and Bakersfield, with bus connections to Los Angeles, Redding, Yosemite National Park and Las Vegas, Nevada. The Sacramento-to-Bakersfield segment has two daily round trips. Four daily round trips between Oakland/San Francisco and Bakersfield are also accessible by Sacramento and Elk Grove riders through Amtrak connecting buses. Additionally, the Coast Starlight and California Zephyr trains go through the region stopping in Davis, Sacramento, Roseville and Colfax on their way from Seattle to Los Angeles and from Chicago to San Francisco, respectively (SACOG 2015). In addition to the noise generated by the trains themselves, noise is generated where trains intersect roadways by the warning bells used to alert motorists of a train's arrival. Railroad noise contour distances for the areas described above are provided in Appendix C.

## Light Rail

Light rail transit, which is a major component of the City's transit system, also runs through the City of Sacramento along three routes: the Blue Line, the Green Line, and the Gold Line. The Blue Line runs from the Interstate 80/Watt Avenue interchange to the Meadowview area. The Green Line runs from Richards Boulevard through downtown to R Street. The Gold Line runs from Folsom to the Sacramento Valley Station in downtown Sacramento. Light rail service operates daily, beginning on weekdays at 4:00 AM, with service at 15-minute intervals throughout the day and every 30 minutes in the evening. On weekdays, trains operate until 1:00 AM on the Blue Line, until 12:00 AM on the Gold Line between Sacramento Valley Station and Sunrise Station, and until 7:00 PM from Sunrise Station to the terminus at Historic Folsom. Noise generated from light rail is characterized by the noise modeling conducted, shown in Table 7-4 and in Figure 7-5.

Figure 7-5

# Noise Monitoring Locations



### Stationary Sources

A wide variety of stationary noise sources are present in the Policy Area. The Policy Area contains many different land uses, all of which can produce noise. Residential areas are subject to noise through the use of heating and cooling equipment, and through landscape maintenance activities such as leaf-blowing and gasoline-powered lawnmowers. Commercial uses can also generate noise through the operation of rooftop heating and cooling equipment, truck deliveries, and other operational activities. Daily activity of certain industrial uses can generate noise as well, especially those that use heavy equipment as part of normal operations such as shipping and loading, concrete crushing, and recycling. Outdoor sporting event facilities that can attract large numbers of spectator, such as high school or college football fields, can also produce noise. The amount of noise produced depends on the size of the facility and the turnout for a specific event.

Noise monitoring results indicate that sources that would seem intuitively to generate high noise levels may not generate much noticeable noise at all. Large manufacturing facilities or utility plants often have noise producing equipment enclosed in the interior of buildings, or are located on large sites where the equipment is set far back from potential receptors. In either case, noise from actual processes ongoing at the facility may be very low or not noticeable at all beyond the facility's property line.

### **Existing Noise Levels**

#### **Monitored Daytime Noise Levels**

To document existing ambient daytime noise levels, ten different locations were selected to determine representative noise levels for certain sources in various portions of the Policy Area. Noise measurements were performed using Larson Davis Laboratories (LDL) Model 831 precision integrating sound level meters (SLMs). Field calibrations were performed on the SLM with an acoustic calibrator before and after the measurements. Equipment meets all pertinent specifications of ANSI S1.4-1983 (R2006) for Type 1 SLMs. Noise measurements were performed in accordance with American National Standards Institute (ANSI) and American Standards for Testing and Measurement (ASTM) guidelines.

Long-term and short-term measured noise levels for each location are identified in Tables 7-4 and 7-5 and shown in Figure 7-5. During the long-term monitoring, the primary background noise source affecting the monitoring locations was vehicular traffic on the local roadway network. Additional noise sources experienced during the long-term noise monitoring period included light-rail transit operations, aircraft over-flights and general community noise. Ambient noise level exposure at the monitoring locations were dependent on the relative exposure to nearby transportation noise sources.

Long-term noise monitoring data collected during the noise monitoring program serves to establish a baseline for ambient noise levels in the Policy Area and to provide insight into existing noise levels for future development in the areas surrounding the monitoring locations.

Roadway Noise Levels

Existing 24-hour noise levels have been calculated for various freeways, highways, and road segments throughout the Policy Area. Noise levels were modeled for the roadways with the highest traffic volumes within the Policy Area.

**Table 7-4: Summary of Long-Term Noise Monitoring Locations**

Site No.	Description	Date	Ldn	Noise Level Exposure, dBA							
				Average (Maximum)							
				Daytime (7AM – 10PM)				Nighttime (10PM – 7 AM)			
				<i>L<sub>eq</sub></i>	<i>L<sub>max</sub></i>	<i>L50</i>	<i>L90</i>	<i>L<sub>eq</sub></i>	<i>L<sub>max</sub></i>	<i>L50</i>	<i>L90</i>
1	Cosumnes River College	7/16/19 - 7/17/19	68.0	64.3 (68.2)	83.3 (95.3)	60.7 (63.4)	53.2 (54.2)	61.0 (64.8)	78.6 (92.3)	53.4 (62.5)	45.6 (52.8)
2	Sacramento City College-Crocker Village	7/16/19 - 7/17/19	56.4	50.6 (58.8)	66.0 (79.1)	43.4 (48.3)	41.8 (47.3)	49.9 (54.8)	62.9 (78.8)	44.2 (48.5)	42.1 (45.9)
3	University & 65th	7/16/19 - 7/17/19	69.9	64.7 (67.7)	75.0 (90.5)	63.5 (67.5)	61.1 (66.0)	63.2 (67.2)	70.2 (75.1)	61.7 (67.1)	58.8 (65.3)
4	Power Inn Station	7/17/19 - 7/18/19	57.0	52.1 (54.5)	66.7 (77.5)	49.9 (53.8)	47.4 (52.0)	50.3 (54.2)	62.1 (70.4)	47.5 (53.4)	44.8 (51.4)
5	Greenline Extension	7/17/19 - 7/18/19	62.7	58.5 (60.4)	71.4 (78.3)	56.0 (58.2)	52.1 (54.7)	55.7 (59.8)	68.2 (74.3)	52.7 (58.4)	50.3 (55.9)

Notes:

1. Descriptions of noise measurement locations and descriptions are provided in Appendix D.
2. Measurements were conducted on July 16, 17, and 18, 2019.
3. All readings were taken on days with clear atmospheric conditions and little to no wind.

Source: Dudek, 2019.

Traffic noise modeling was consistent with FHWA and Caltrans Traffic Noise Model (FHWA 2006 and Caltrans 2009) and used traffic volume data developed for the transportation analysis (F&P 2013). The modeling is based on the reference noise emission levels for automobiles, medium trucks, and heavy trucks, with consideration given to vehicle volume, speed, roadway configuration, distance to the receiver, and ground attenuation factors. Truck usage and vehicle speeds on study area roadways were provided by the project-specific traffic report (F&P 2013). The modeling conducted does not account for any natural or human-made shielding (e.g., the presence of vegetation, berms, walls, or buildings) and, consequently, represents worst-case noise levels.

The calculated noise levels at 50 feet are presented in Appendix E along with the distances to various noise level contours. Freeways and major surface streets were the greatest sources of traffic noise.

**Table 7-5: Short-Term Noise Monitoring Locations**

Site No.	Description	Time	Average Noise Level, dBA							
			$L_{eq}$	$L_{max}$	$L1.67$	$L8$	$L25$	$L50$	$L90$	$L99$
1	Florin Station	12:20 PM	64.0	81.9	75.4	66.5	53.7	48.2	43.3	38.9
2	Fruitridge Station	1:28 PM	46.7	58.9	54.5	49.8	46.0	44.3	43.0	42.3
3	Fruitridge & 65th Expy	2:08 PM	67.5	84.6	75.2	71.9	67.0	61.1	54.7	50.6
4	Watt & Manlove Station	3:00 PM	57.0	70.7	63.8	60.3	57.6	55.3	50.9	48.6
5	Swanson Station	3:54 PM	57.8	76.0	68.8	58.9	52.2	49.4	47.3	45.9

Notes:

1. Descriptions of noise measurement locations and descriptions are provided in Appendix D.
2. Measurements were conducted on July 25, 2019.
3. All readings were taken on days with clear atmospheric conditions and little to no wind.

Source: Dudek, 2019.

## REGULATORY SETTING

### Federal

#### The Federal Noise Control Act of 1972

The basic motivating legislation for noise control in the U.S. was provided by the Federal Noise Control Act (1972), which addressed the issue of noise as a threat to human health and welfare, particularly in urban areas. In response to the Noise Control Act, the Environmental Protection Agency (EPA) published Information on Levels of Environmental Noise Requisite to Protect Public Health and Welfare with an Adequate Margin of Safety (EPA 1974). In summary, EPA findings were that sleep, speech, and other types of essential activity interference could be avoided in residential areas if the Ldn did not exceed 55 dBA outdoors and 45 dBA indoors. The EPA’s intent was not that these findings necessarily be considered as mandatory standards, criteria, or regulatory goals, but as advisory exposure levels below which there is no reason to suspect that the general population would be at risk from any of the identified health or welfare effects of noise. The EPA Levels report also identified 5 dBA as an adequate margin of safety before an increase in noise level would produce a significant increase in the severity of community reaction (i.e., increased complaint frequency, annoyance percentages, etc.) provided that the existing baseline noise exposure did not exceed 55 dBA Ldn.

U.S. Department of Transportation

To address the human response to ground vibration, the Federal Transit Administration (FTA) of the U.S. Department of Transportation (DOT) has set forth guidelines for maximum-acceptable vibration criteria for different types of land uses. These guidelines are presented in Table 7-6:

**Table 7-6: Ground-Borne Vibration (GBV) Impact Criteria for General Assessment**

Land Use Category	GBV Impact Levels (VdB re 1 micro-inch/second)		
	Frequent Events <sup>1</sup>	Occasional Events <sup>2</sup>	Infrequent Events <sup>3</sup>
Category 1: Buildings where vibration would interfere with interior operations.	654	654	654
Category 2: Residences and buildings where people normally sleep.	72	75	80
Category 3: Institutional land uses with primarily daytime uses.	75	78	83

Notes:

1. "Frequent Events" is defined as more than 70 vibration events of the same source per day.
2. "Occasional Events" is defined as between 30 and 70 vibration events of the same source per day.
3. "Infrequent Events" is defined as fewer than 30 vibration events of the same source per day.
4. This criterion limit is based on levels that are acceptable for most moderately sensitive equipment such as optical microscopes. Vibration-sensitive manufacturing or research will require detailed evaluation to define the acceptable vibration levels.

Source: Federal Transit Administration, *Transit Noise Impact and Vibration Assessment*, May 2006.

**State**

The State of California General Plan Guidelines 2013 (Guidelines) promotes use of Ldn or CNEL for evaluating noise compatibility of various land uses with the expected degree of noise exposure. The designation of a level of noise exposure as "normally acceptable" for a given land use category implies that the expected interior noise would be acceptable to the occupants without the need for any special structural acoustic treatment. The Guidelines identify the suitability of various types of building construction relative the range of customary outdoor noise exposures. The Guidelines provide each local community some leeway in setting local noise standards that allow for the variability in individual perceptions of noise in that community. Findings presented in EPA Levels have had an obvious influence on the content of the State Guidelines, most importantly in the latter's choice of noise exposure metrics and in the upper limits for the "normally acceptable" exposure of noise-sensitive uses (i.e., no higher than 60 dBA Ldn or CNEL for low-density residential, which is just at the upper limit of the 5 dBA "margin of safety" defined by the EPA for noise-sensitive land use categories).

Caltrans

In 2004, the California Department of Transportation (Caltrans) published the Transportation-and Construction-Induced Vibration Manual, which provides general guidance on vibration issues associated with construction and operation of projects in relation to human perception and structural damage.

Table 7-7 presents recommended levels of vibration that could result in damage to structures exposed to continuous vibration.

**Table 7-7: Caltrans Recommended Vibration Levels**

<i>PPV (in/ec)</i>	<i>Effect on Buildings</i>
0.4-0.6	Architectural damage and possible minor structural damage
0.2	Risk of architectural damage to normal dwelling houses
0.1	Virtually no risk of architectural damage to normal buildings
0.08	Recommended upper limit of vibration to which ruins and ancient monuments should be subjected
0.006-0.019	Vibration unlikely to cause damage of any type

Source: Caltrans 2004.

**Local**

City of Sacramento Municipal Code

Chapter 8.68 of the City of Sacramento City Code contains applicable noise regulations within the city limits, as listed below:

Section 8.68.060 – Exterior Noise Standards:

- a) The noise standards that apply to all agricultural and residential properties are:
  - 1. From seven a.m. to ten p.m. the exterior noise standard shall be fifty-five (55) dBA.
  - 2. From ten p.m. to seven a.m. the exterior noise standard shall be fifty (50) dBA.
- b) It is unlawful for any person at any location to create any noise which causes the noise levels when measured on agricultural or residential property to exceed for the duration of time set forth following, the specified exterior noise standards in any one hour by (shown in Table 7-8):
- c) Each of the noise limits specified in subsection B of this section shall be reduced by five dBA for impulsive or simple tone noises, or for noises consisting of speech or music.

**Table 7-8: City of Sacramento Specified Exterior Noise Standards**

<i>Cumulative Duration of the Intrusive Sound</i>	<i>Allowance Decibels</i>
Cumulative period of 30 minutes per hour	0
Cumulative period of 15 minutes per hour	+5
Cumulative period of 5 minutes per hour	+10
Cumulative period of 1 minute per hour	+15
Level not to be exceeded for any time per hour	+20

Source: Sacramento City Code, 2012.

- d) If the ambient noise level exceeds that permitted by any of the first four noise categories specified in subsection B of this section, the allowable noise limit shall be increased in five dBA increments in each category to encompass the ambient noise level. If the ambient noise level exceeds the fifth noise level category, the maximum ambient noise level shall be the noise limit for that category.

Section 8.68.070 - Interior Noise Standards:

- a) In any apartment, condominium, townhouse, duplex or multiple dwelling unit it is unlawful for any person to create any noise from inside his or her unit that causes the noise level when measured in a neighboring unit during the periods ten p.m. to seven a.m. to exceed:
  1. Forty-five (45) dBA for a cumulative period of more than five minutes in any hour;
  2. Fifty (50) dBA for a cumulative period of more than one minute in any hour;
  3. Fifty-five (55) dBA for any period of time.
- b) If the ambient noise level exceeds that permitted by any of the noise level categories specified in subsection A of this section, the allowable noise limit shall be increased in five dBA increments in each category to encompass the ambient noise level.



## 7.6 Hazardous Materials

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### INTRODUCTION

This section is based on information derived from the City of Sacramento 2018 Emergency Operations Plan, County of Sacramento 2017 Local Hazard Mitigation Plan, applicable Airport Land Use Compatibility Plans, and information from federal, state, and local agency databases. For further information on response to a hazardous materials release, see Section 7.6 Emergency Response. For more information on air quality see Chapter 6, Environmental Resources, Section 6.6, Air Quality.

### EXISTING CONDITIONS

#### Hazardous Materials Use

Hazardous materials are routinely used, stored, and transported in the Policy Area by businesses (including industrial and commercial/retail businesses), public and private institutions (such as educational facilities and hospitals), and households. The Sacramento County Environmental Management Department (SCEMD) maintains a database of all businesses in the City of Sacramento using hazardous materials in excess of the threshold quantities (55 gallons for a liquid, 200 cubic feet for a compressed gas, and 500 pounds for a solid) (SCEMD 2019). The “Master List of Facilities within Sacramento County with Potentially Hazardous Materials” is downloadable from the County’s website: <http://www.emd.saccounty.net/EC/CUPA/Pages/EMDForms-CUPA-Forms.aspx> and is available to the public (Sacramento County 2018). Businesses in the Policy Area that use and store hazardous materials in quantities subject to federal and state regulations that require community notification are required to prepare and submit a Hazardous Materials Management Plan (or “Business Plan”) and/or Risk Management Plans (RMPs), as appropriate, to the SCEMD.

#### Hazardous Waste Generation

The Environmental Compliance Division of the Sacramento County Environmental Department has published Guidelines for Generators of Hazardous Waste (Sacramento County EMD 2013), which summarizes the various requirements for generating, storing, handling, transporting, and disposing of hazardous wastes. In addition to major hazardous waste generators, it should also be noted that hazardous materials (household hazardous materials) such as cleaning products, paints, solvents, motor oil, and gasoline, are used in small quantities by households and businesses every day. The City of Sacramento operates programs to collect and properly dispose of household hazardous waste including curbside pickup for residences.

#### Treatment, Storage, and Disposal Facilities

Safety-Kleen Systems, Inc. operates the Sacramento Accumulation Center in the southeastern portion of the Policy Area (6000 88th Street) that handles a variety of hazardous wastes. The facility is permitted by the California Department of Toxic Substances Control (DTSC) to store and

transfer hazardous wastes from outside generators, such as automotive repair and maintenance shops, to the Safety-Kleen Reedley Recycling Center for recycling, or to a permitted facility for disposal or treatment (DTSC 2006).

### **Sites with Known Contamination**

The Policy Area contains sites that were historically contaminated but have been remediated and sites that are known, or believed to be, contaminated that are currently being characterized or cleaned-up. Contamination has resulted from lack of awareness, accidental occurrences, intentional actions, and historical business practices that pre-date current regulatory standards,

Federal and state agencies responsible for hazardous materials management, along with the County of Sacramento, maintain databases of such sites. Below is a brief description of five of the databases that provide information about hazardous materials sites within the Policy Area. Appendix F contains information from these databases.

#### **Comprehensive Environmental Response, Compensation and Liability Information System**

The Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA), is a regulatory or statute law developed to protect the water, air, and land resources from the risks created by past chemical disposal practices. Under CERCLA, the US EPA maintains the Comprehensive Environmental Response, Compensation, and Liability Information System (CERCLIS). CERCLIS contains information on hazardous waste sites, potential hazardous waste sites, and remedial activities, including sites that are on the National Priorities List (NPL) or being considered for the NPL (“Superfund”).

The CERCLIS database lists 13 sites in the Policy Area. Only one of these sites, the Sacramento Army Depot (8350 Fruitridge Road), is on the NPL. Contaminants on this site include metals, polychlorinated biphenyls, petroleum hydrocarbons, and volatile organic compounds. Remediation activities at the Sacramento Army Depot are ongoing, but the threats of human exposure and groundwater contaminant migration are believed under control (US EPA 2018).

#### **California Department of Toxic Substances Control Envirostor Database**

The California Department of Toxic Substances Control (DTSC) maintains the Envirostor electronic database, which contains information on properties in California where hazardous substances have been, or have potential to be, released. This database is one of a number of lists that comprise the “Cortese List” (a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5). EnviroStor provides a brief history of cleanup activities, contaminants of concern, and scheduled future cleanup activities.

A review of the EnviroStor database in January 2019, identified approximately 327 sites in the Policy Area, 24 of which are currently listed as active and 55 of which are listed as inactive and in need of evaluation. The remaining sites have been referred to another agency, require no further action, or have been fully remediated. The majority of the active sites are located in the Central Business

District. Figure 7-6 identifies the various EPA-regulated sites throughout the Policy Area. See Section 8.6 Public Health and Safety for more information on the Central Business District Tier 1 Priority Area.

### **Regional Water Quality Control Board Spills, Leaks, Investigations and Cleanup**

The Spills, Leaks, Investigation and Cleanup (SLIC) Program was established by the State Water Resources Control Board so that Regional Water Quality Boards (RWQCBs) could oversee cleanup of illegal discharges, contaminated properties, and other unregulated releases adversely impacting the state's waters but not covered by another program. As of January 2019, there were 16 sites in the Policy Area that are currently being investigated, monitored, and/or remediated under the oversight of the RWQCB. The sites are industrial facilities including warehouse distribution centers, food processing and packaging plants, truck terminals, and commercial and vacant sites. Some of the sites are also included on lists developed by DTSC and Sacramento County.

### **Leaking Underground Storage Tanks**

Extensive federal and state legislation addresses leaking underground storage tanks (LUSTs), including replacement and cleanup. The State of California requires that older tanks be replaced with new double-walled tanks with flexible connections and monitoring systems. The State Water Resources Control Board has been designated the lead regulatory agency in the development of LUST regulations and policy. The RWQCB, in cooperation with the California Office of Emergency Services (Cal OES, maintains an inventory of LUSTs in a statewide database.

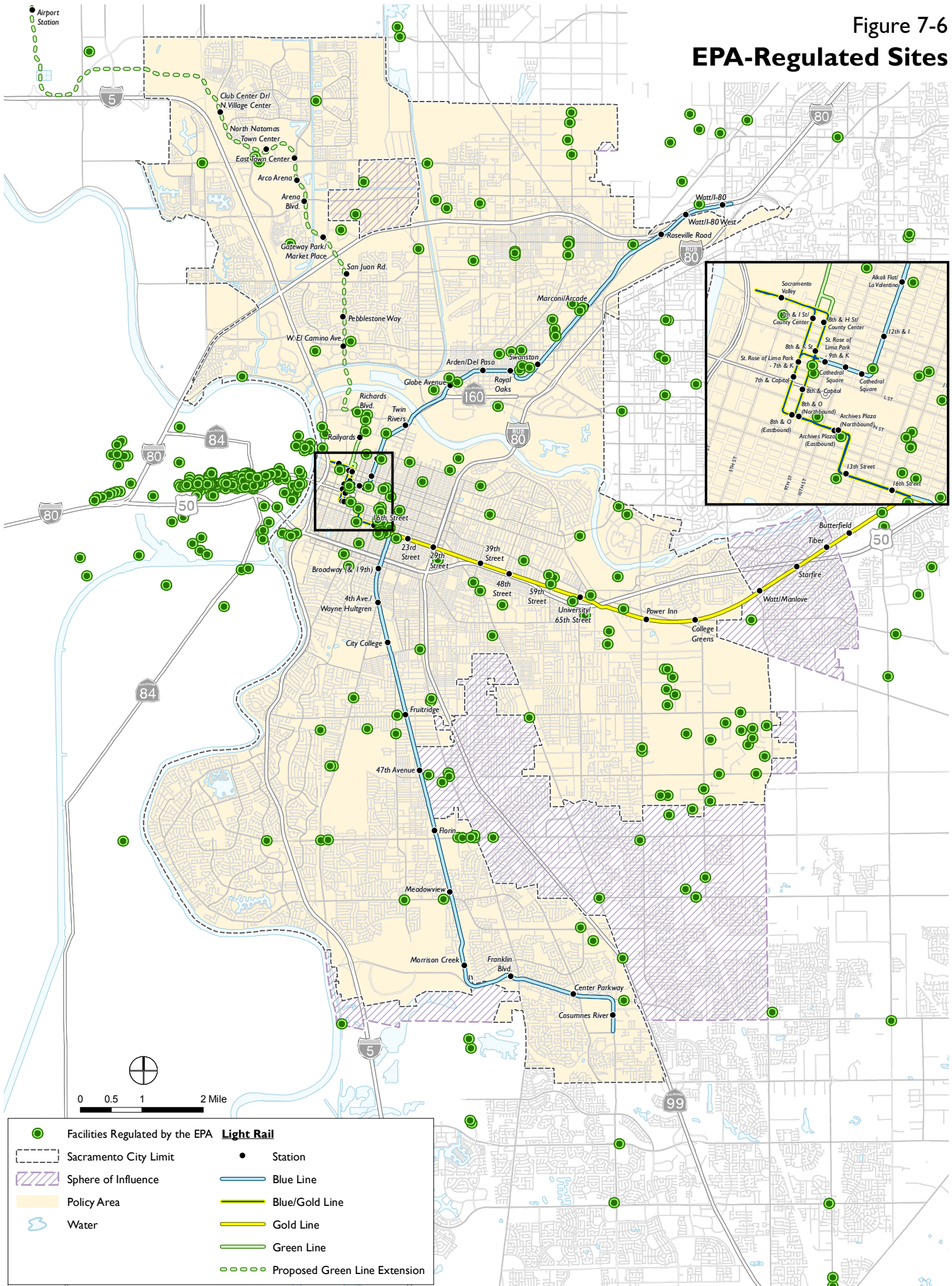
There are hundreds of LUST sites located throughout the city and the Policy Area that are under active evaluation and/or remediation under the oversight of the RWQCB and SCEMD. Most of the sites are gasoline stations, but some are industrial or commercial facilities with underground fuel tanks that have leaked hydrocarbons. Some of the sites listed by the RWQCB are also included on the RWQCB Spills, Leaks, Investigation and Cleanup Program list, and most are also on Sacramento County's Toxic Sites list (see below).

### **County of Sacramento Toxic Sites**

Sacramento County maintains county-wide master lists of facilities with potentially hazardous materials and sites where unauthorized releases of potentially hazardous materials have occurred. The November 2018 lists include over 10,500 facilities that use hazardous materials and more than 1,500 unauthorized releases.

In general, contaminated commercial uses are primarily auto-related, including gas stations, repair shops, car washes, service stations, and car sales lots. Industrial uses generally consist of building materials, distribution and warehouses, food processing and packing facilities, fabrication, processing, and construction facilities.

Figure 7-6  
EPA-Regulated Sites



Source: City of Sacramento Community Development Department, 2018; US EPA 2020

## Emergency Response

As a developed urban area, the City of Sacramento faces the potential for hazardous material emergencies. When a hazardous material emergency occurs, multiple resources are available, with the city's Fire Department leading the response activities. The Policy Area also contains major transportation arteries, such as State Route 99 and U.S. Highway 50; Interstates 5, 80, and Capital City Freeway (Business 80), State Routes 16 and 160, and railroads; each transporting hundreds of thousands of tons of hazardous materials through and into the City each year. It is highly exposed to the effects of a major catastrophic hazardous material emergency due to the proximity of the transportation routes to densely populated areas. Additionally, the City must be concerned with the Port of Sacramento, even though it is located in Yolo County. Considerations must also be made for the numerous agriculturally-related business located within the response/mutual aid area.

The Special Operations Division of the City of Sacramento Fire Department operates a Hazardous Materials Program in partnership with the Sacramento Metropolitan Fire District and Sacramento County. In addition to responding to incidents within the city limits, the program provides 24-hour response for the County of Sacramento and the cities of West Sacramento, Elk Grove, Citrus Heights, Rancho Cordova, Folsom, and Galt, and Isleton. The program also responds to mutual aid requests from OES.

Three Type 1 Hazardous Materials Response (HazMat) Teams and two decontamination (Decon) teams are staffed by specially-trained firefighters that serve are also part of first-responding fire companies. The teams, each staffed with four specialists, are located in the following stations:

- Sacramento City Fire (HM-7)
- Sacramento City fire (HM-30)
- Sac Metro Fire (HM-109)

Further details regarding emergency response in the Policy Area are discussed in Section 7.6 Emergency Response.

## REGULATORY CONTEXT

An overview of key laws and regulations related to hazardous materials that have been established by federal, state, and local entities is provided below.

### Federal

#### Code of Federal Regulations

The US EPA laws governing the use, storage, and disposal of hazardous substances at the proposed project include the following:

- Resources Conservation and Recovery Act (RCRA): hazardous waste management;

- Hazardous and Solid Waste Amendments Act :hazardous waste management;
- CERCLA: cleanup of contamination;
- Superfund Amendments and Reauthorization Act: cleanup of contamination;
- Emergency Planning and Community Right-to-Know: business inventories and emergency response planning;
- Toxic Substances Control Act: tracking and screening industrial chemicals; and
- Federal Insecticide, Fungicide, and Rodenticide Act: pesticide distribution, sale, and use.

Specific requirements for implementation of these statutes are codified in Title 40 of the CFR.

The EPA has authorized the DTSC to enforce hazardous waste laws and regulations in California. Under RCRA, DTSC has the authority to implement permitting, inspection, compliance, and corrective action programs to ensure that people who manage hazardous waste follow state and federal requirements. Requirements place “cradle-to-grave” responsibility for hazardous waste disposal on the shoulders of hazardous waste generators. Generators must ensure that their wastes are disposed of properly, and legal requirements dictate the disposal requirements for many waste streams (e.g., banning many types of hazardous wastes from landfills).

Title 29, Part 1910 of the CFR describes the Hazard Communication Standard, which requires that workers be informed of the hazards associated with the materials they handle. Training in chemical work practices must include methods in the safe handling of hazardous substances, use of emergency response equipment, and an explanation of the building emergency response plan and procedures. Material safety data sheets must be available in the workplace, and containers must be appropriately labeled.

The United States Department of Transportation (US DOT) has developed regulations in Titles 10 and 49 of the CFR pertaining to the transport of hazardous substances and hazardous wastes by all modes of transportation. The U.S. Postal Service has developed additional regulations for the transport of hazardous substances by mail. The US DOT regulations specify packaging requirements for different types of materials. The US EPA has also promulgated regulations for the transport of hazardous wastes. These more stringent requirements include tracking shipments with manifests to ensure that wastes are delivered to their intended destinations.

### **State**

The primary state agencies with jurisdiction over hazardous materials management are the DTSC and the RWQCB. Other state agencies involved in hazardous materials management are the Department of Industrial Relations (State OSHA implementation), OES (California Accidental Release Prevention implementation), Department of Fish and Wildlife (formerly Department of Fish and Game), Air Resources Board, California Department of Transportation (Caltrans), State Office of Environmental Health Hazard Assessment (Proposition 65 implementation) and California Integrated Waste Management Board. The enforcement agencies for hazardous materials transportation regulations are the California Highway Patrol (CHP) and Caltrans.

Hazardous materials and waste transporters are responsible for complying with all applicable packaging, labeling, and shipping regulations.

Hazardous chemical and biohazardous materials management laws in California include, but are not limited to, the following statutes (and regulations promulgated thereunder): the Hazardous Materials Management Act; Hazardous Waste Control Act; Safe Drinking Water and Toxic Enforcement Act of 1986; Hazardous Substances Act; Hazardous Waste Management Planning and Facility Siting (Tanner Act); Hazardous Materials Storage and Emergency Response; and the California Medical Waste Management Act.

Within the California Environmental Protection Agency (Cal EPA), DTSC has primary regulatory responsibility for hazardous waste management and cleanup. DTSC also regulates hazardous waste under the authority of the RCRA and the California Health and Safety Code, as and implements the Hazardous Waste Control Law of 1972. Cal EPA is also responsible for implementing the Unified Hazardous Waste and Hazardous Materials Management Regulatory Program.

### California Code of Regulations

State regulations applicable to hazardous materials are contained in the CCR. Title 22 and 26 of the CCR pertain to hazardous materials and the management of hazardous materials. Title 8 contains Construction Safety Orders pertaining to hazardous materials, including, but not limited to, lead. In addition to Construction Safety Order 1532.1 from Title 8 of the CCR, lead-based paint exposure guidelines are provided by the Housing and Urban Development Department. In California, lead-based paint abatement must be performed and monitored by contractors with appropriate certification from the California Department of Health Services. Along with the DTSC, the RWQCB is responsible for implementing regulations pertaining to management of soil and groundwater investigation and cleanup. RWQCB regulations are contained in Title 27 of the CCR.

The California Accidental Release Prevention Program (CalARP; CCR Title 19, Division 2, Chapter 4.5) covers certain businesses that store or handle more than a specified volume of regulated substances at their facilities. The CalARP program regulations became effective on January 1, 1997, and include the provisions of the federal Accidental Release Prevention program (Title 40, CFR Part 68), with certain additions specific to the state pursuant to Article 2, Chapter 6.95, of the Health and Safety Code. The list of regulated substances is found in Article 8, Section 2770.5 of the CalARP program regulations. Businesses that use a regulated substance above the noted threshold quantity must implement an accidental release prevention program, and some may be required to complete a RMP. A RMP is a detailed engineering analysis of the potential accident factors present at a business and the mitigation measures that can be implemented to reduce this accident potential. The purpose of a RMP is to decrease the risk of an off-site release of a regulated substance that might harm the surrounding environment and community. A RMP includes the following components: safety information, hazard review, operating procedures, training, maintenance, compliance audits, and incident investigation. The RMP must consider the proximity to sensitive populations located in schools, residential areas, general acute care hospitals, long-term health care facilities, and child day-care facilities, as well as external events such as seismic activity.

### Hazardous Waste Control Law

California law provides the general framework for regulation of hazardous wastes by the Hazardous Waste Control Law (HWCL) passed in 1972. The HWCL provides for state regulation of existing hazardous waste facilities, which include “any structure, other appurtenances, and improvements on the land, used for treatment, transfer, storage, resource recovery, disposal, or recycling of hazardous wastes,” and requires permits for, and inspections of, facilities involved in generation and/or treatment, storage and disposal of hazardous wastes. DTSC is the state’s lead agency in implementing the HWCL.

### Unified Hazardous Waste and Hazardous Materials Management Regulatory Program

In January 1996, Cal EPA adopted regulations implementing a Unified Hazardous Waste and Hazardous Materials Management Regulatory Program (Unified Program). The six program elements of the Unified Program are: hazardous waste generators and hazardous waste on-site treatment, underground storage tanks, above-ground storage tanks, hazardous material release response plans and inventories, risk management and prevention program, and California Fire Code hazardous materials management plans and inventories. The program is implemented at the local level by a local agency – the Certified Unified Program Agency (CUPA). The CUPA is responsible for consolidating the administration of the six program elements within its jurisdiction. SCEMD is the CUPA for Sacramento County.

### California’s Hazardous Materials Release Response Plans and Inventory Law

State and federal laws require detailed planning to ensure that hazardous materials are properly handled, used, stored, and disposed of, and, in the event that such materials are accidentally released, to prevent or to mitigate injury to health or the environment. California’s Hazardous Materials Release Response Plans and Inventory Law, sometimes called the “Business Plan Act,” aims to minimize the potential for accidents involving hazardous materials and to facilitate an appropriate response to possible hazardous materials emergencies. The law requires businesses that use hazardous materials to provide inventories of those materials to designated emergency response agencies, to illustrate on a diagram where the materials are stored on site, to prepare an emergency response plan, and to train employees to use the materials safely.

### Worker and Workplace Hazardous Materials Safety

The California Division of Occupational Safety and Health (Cal/OSHA) is responsible for developing and enforcing workplace safety standards and assuring worker safety in the handling and use of hazardous materials. Among other requirements, Cal/OSHA obligates many businesses to prepare Injury and Illness Prevention Plans and Chemical Hygiene Plans. The Hazard Communication Standard requires that workers be informed of the hazards associated with the materials they handle. For example, manufacturers are to appropriately label containers, material safety data sheets are to be available in the workplace, and employers are to properly train workers.



## Hazardous Materials Transportation

CHP and Caltrans are the enforcement agencies for hazardous materials transportation regulations. Transporters of hazardous materials and waste are responsible for complying with all applicable packaging, labeling, and shipping regulations. The OES also provides emergency response services involving hazardous materials incidents.

## California Education Code

The California Education Code (Section 17210 et seq.) outlines the requirements of siting school facilities near or on known or suspected hazardous materials sites, or near facilities that emit hazardous air emissions, handle hazardous or acutely hazardous materials, substances, or waste. The code requires that, prior to commencing the acquisition of property for a new school site, an environmental site investigation be completed to determine any health and safety risks associated with a site. All proposed school sites that will receive state funding for acquisition and/or construction must go through a comprehensive investigation and cleanup process under DTSC oversight. DTSC is required to be involved in the environmental review process to ensure that selected properties are free of contamination, or if the property is contaminated, that it is cleaned up to a level that is protective of students and faculty who will occupy the new school. All proposed school sites must be suitable for residential land use, which is DTSC's most protective standard for children.

## Local

### Sacramento County Environmental Management Department (SCEMD)

The SCEMD is responsible for promoting a safe and healthy environment in the county and enforcing hazardous waste laws and regulations at a local level. As the local CUPA, the SCEMD monitors the proper use, storage and clean-up of hazardous materials, monitoring wells, removal of leaky underground storage tanks, and permits for the collection, transport, use or disposal of refuse.

Hazardous waste laws and regulations are enforced locally by SCEMD. SCEMD's Hazardous Materials Business Plan, which is administered throughout Sacramento County and its incorporated cities, is an element of the County's CUPA program. Businesses are required to complete a Hazardous Materials Business Plan for safe storage and use of chemicals above reportable quantities (55 gallons for liquids, 500 pounds for solids and 200 cubic feet for compressed gases).

Other local regulations or regulating agency that are relevant to hazardous materials in the Policy Area include the City Department of Utilities, which monitors all groundwater discharges to ensure they are free of contamination through enforcement of the Department of Utilities Engineering Services Policy No. 0001 (adopted as Resolution No. 92-439 by the Sacramento City Council), and the Sacramento Metropolitan Air Quality Management District Rule 902 that protects the public from exposure to asbestos in the event of a release.

## Area Plan for Emergency Response to Hazardous Materials Incidents in Sacramento County (Area Plan)

The SCEMD developed the Area Plan for Emergency Response to Hazardous Materials Incidents in Sacramento County (Sacramento County 2016). The Area Plan provides information for agencies involved in hazardous materials response within Sacramento County, including, but not limited to, the Sacramento County Sheriff's Department, Sacramento City Fire Department, State OES, Sacramento County Health Department, Public Works, and the CHP, if needed to respond to a hazardous materials incident.

## 7.7 Emergency Response

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### INTRODUCTION

This section provides information on emergency response services in the Policy Area. Within the Policy Area, emergency response is guided by the City's 2018 Emergency Operations Plan and the 2016 Sacramento County Local Hazard Mitigation Plan. These plans identify potential hazards and detail response actions. See the Regulatory Context discussion for a detailed description of the laws and regulations that shape the response to emergency situations in the Policy Area. For more information on potential hazards in the Policy Area, refer to Section 7.1 Geologic and Seismic Hazards, Section 7.2 Flood Hazards, Section 7.3 Fire Hazards, Section 7.4 Aviation Hazards, and Section 7.5 Hazardous Materials.

### EXISTING CONDITIONS

The City's Office of Emergency Management (OEM) provides comprehensive emergency management services for the City of Sacramento, including coordination of City-wide preparedness, planning, response, recovery, and mitigation activities. It is the mission of OEM to prepare City government and the community for potential natural, human-caused, and technological emergencies. The City of Sacramento's 2018 Emergency Operations Plan identifies the following situations as hazards with potential to occur in the Policy Area: severe weather; flooding and levee or dam failure; major earthquake; hazardous material incident; major transportation accident; multi-casualty incident; urban-wildland interface fires; disease outbreak; landslide/subsidence, power outages; weather-related hazards; and homeland security hazards (nuclear attack, civil disturbance, and terrorism) (City of Sacramento 2018).

Most of Sacramento County's disaster declarations are a result of extreme weather conditions, including heavy rain/thunderstorms, tornadoes, and fog. Between 1950 and 2011, there were 16 federal emergency declarations and 23 state emergency declarations in the county. Thirteen of the federal declarations and seventeen of the state declarations were associated with flood events. Of the three remaining federal declarations, one was related to drought and two to economic/agricultural losses due to severe weather and freezes. Together, these disasters resulted in over \$700 million in damages (City of Sacramento 2015).

## Emergency Response

### Police and Fire Response

The Sacramento Police Department (SPD) does not have an adopted response time standard. Incoming calls are categorized from Priority 1 to 6, with urgency descending with priority level. Priority 1 calls are considered life threatening situations and result in an immediate response to the scene. In 2018, the median response time for Priority 2 calls was 9 minutes and 53 seconds; response to Priority 6 calls was 1 hour and 7 minutes (City of Sacramento SPD 2019).

The first responding company from the Sacramento Fire Department (SFD), which is responsible for fire suppression and paramedic services, has a response time goal of arrival within 4 minutes 90 percent of the time. Medic units from the SFD have target response time of 8 minutes 90 percent of the time.

### Response Routes

The City Department of Transportation works with SFD to ensure that emergency response routes provide the fastest possible route throughout the Policy Area. Records of emergency response routes located throughout the city are maintained by the SFD. Development activities that could potentially interfere with emergency response routes are required to notify the City to minimize impacts that could occur due to interference with the route.

## Evacuation

In the Policy Area, threats that could warrant an evacuation response are: flooding; earthquake; fire; chemical, biological, radiological, or explosive hazardous materials release; dam failure; levee failure; civil disturbance; terrorism; and utility outage. In the event of an evacuation, an estimated 20 percent of the evacuating population will need some level of care and shelter until they can return to their homes or alternative sheltering. The Sacramento County has prepared a list of available shelters and determined that there are sufficient in-county resources to meet the needs of an evacuation (Sacramento County 2008).

### Evacuation Routes

The City's Emergency Operations Plan identifies specific evacuation routes for 21 different "evacuation areas" within the city. The Emergency Operations Plan also identifies access control points for each of these areas, as well as emergency shelters (City of Sacramento 2018).

## Mutual Aid

To facilitate the coordination and flow of mutual aid, the State has been divided into six OES Mutual Aid Regions (and three administrative regions). The City of Sacramento is in Mutual Aid Region IV. The City maintains an Automatic Aid agreement with Sacramento County and the City of West Sacramento. Under the automatic aid agreement, all emergency calls are routed through a

central dispatch center and the nearest resource responds to the call. Statewide, California's mutual aid system is designed to ensure that adequate resources, facilities, and other support are provided to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation. Local jurisdictions have the discretion to give and receive aid when needed, while state government is obligated to provide available resources to assist local jurisdictions in emergencies.

### **Emergency Care Facilities**

There are six hospitals within the Policy Area that serve the region:

- Kaiser Permanente South Sacramento Medical Center (6600 Bruceville Road);
- Mercy General Hospital (4001 J Street);
- Methodist Hospital of Sacramento (7500 Hospital Drive);
- Shriners Hospital for Children – Northern California (2425 Stockton Boulevard);
- Sutter Medical Center, Sacramento (2825 Capitol Avenue); and
- UC Davis Medical Center (2315 Stockton Boulevard).

All of these facilities are designed and equipped to handle multiple, simultaneous patients during everyday activities and emergency situations.

### **Trauma Services**

The Kaiser Permanente South Sacramento Medical Center and UC Davis Medical Center are certified trauma centers serving the Policy Area. These facilities provide an enhanced level of life-saving care to victims of traumatic injuries. These facilities are staffed 24 hours per day with physicians, nurses, and other health care professionals who have special training in treating critical injuries to the head, spine and vital organs. Kaiser Permanente's hospital is a Level II Trauma Center. The UC Davis Medical Center is a Level I trauma center and a Level I pediatric trauma center.

### **Public Alert and Warning**

Public alert and warning systems are necessary to increase public awareness of an impending threat and provide clear instructions. In the Policy Area, existing systems include the Emergency Alert System, fire and law enforcement vehicle loudspeakers, Reverse 9-1-1, Sacramento 2-1-1, and agency websites. The Emergency Alert System is designed to provide emergency information via radio and television. The City of Sacramento's Reverse 9-1-1 system can send pre-recorded messages to individual households and businesses with phone numbers listed in the 9-1-1 database. The Community Services Planning Council, a non-profit organization, operates 2-1-1 in Sacramento County. Individuals can call into the system to request information on an emergency situation (Sacramento County 2008).

## REGULATORY CONTEXT

### Federal

#### Federal Emergency Management Agency

As part of the U.S. Department of Homeland Security, the Federal Emergency Management Agency's mission is to lead the effort to prepare the nation for all hazards and effectively manage federal response and recovery efforts following any incident. The Federal Emergency Management Agency also initiates proactive mitigation activities, trains first responders, and manages the National Flood Insurance Program and the U.S. Fire Administration.

#### Disaster Mitigation Act of 2000

This legislation reinforces the importance of pre-disaster infrastructure mitigation planning to reduce disaster losses nationwide, and is aimed primarily at the control and streamlining of the administration of federal disaster relief and programs to promote mitigation activities. Some of the major provisions of the Disaster Mitigation Act of 2000 include:

- Funding for pre-disaster mitigation activities,
- Developing experimental multi-hazard maps to better understand risk,
- Establishing state and local government infrastructure mitigation planning requirements,
- Defining how states can assume more responsibility in managing the Hazard Mitigation Grant Program, and
- Adjusting ways in which management costs for projects are funded.

The mitigation planning provisions outlined in Section 322 of the act establish performance-based standards for mitigation plans and require states to have a public assistance program to develop county government plans. The consequence for counties of failure to develop an infrastructure mitigation plan is the chance of a reduced federal share of damage assistance.

### State

#### California Code of Regulations, Title 19

The California Code of Regulations establishes regulations related to emergency response and preparedness under the OES. The OES serves as the lead state agency for emergency management and coordinates the state response to major emergencies in support of local government. State OES may activate the Regional Emergency Operations Center and/or the State Operations Center at OES Headquarters in Sacramento to coordinate and support operations in affected areas. It is responsible for collecting, verifying, and evaluating information about the emergency, facilitating communication with local government, and providing affected jurisdictions with additional resources when necessary. The OES also maintains oversight of the State's mutual aid system. The

State OES director assists the Governor in coordinating the activities of state government departments and agencies, and supporting emergency operations conducted by local governments.

If the situation warrants, a “local emergency” is proclaimed, the local Emergency Operating Center (EOC) is activated, and State OES will be advised. If appropriate, the State OES Director recommends to the Governor that a “state of emergency” be proclaimed in affected areas and, as required, in areas from which mutual aid might be needed. During this time, state agencies will be expected to immediately respond to requests for assistance from affected areas. If the Governor requests and receives a Presidential declaration of an “emergency” or a “major disaster” under Public Law 93-288 (Federal Disaster Relief Act of 1974), he will appoint a State Coordinating Officer (SCO). A Federal Coordinating Officer and the SCO will coordinate state and federal efforts to support local operations.

**Emergency Operations Center.** An EOC provides a central location of authority and information, and allows for face-to-face coordination among personnel who must make policy-level emergency decisions. The following functions are performed in the City of Sacramento’s EOC, or alternate EOC as necessary:

- Receiving and disseminating warning.
- Managing emergency operations.
- Developing emergency response and recovery policies.
- Collecting intelligence from, and disseminating information to, the various EOC representatives, and assuring coordination between the Field Operations Center locations, building managers and departmental safety representatives throughout the City system. Coordination with Sacramento County, the Governor’s Office of Emergency Services, the Federal Emergency Management Agency, and other appropriate outside agencies.
- Preparing intelligence/information summaries, situation reports, operation progress reports, and other reports as required; preparing the incident action plan.
- Maintaining general and specific maps, information display boards and other data pertaining to emergency operations.
- Continuing analysis and evaluation of all data pertaining to emergency operations.
- Controlling and coordinating, within established policy, the operations and logistical support of resources committed to City departments.

The Director of Emergency Services is responsible for the state of readiness of the primary and alternate EOC locations. Readiness includes adequate communications, staff and team training, EOC support such as logistics, displays, and proper documentation procedures. Generally, the EOC will be activated under any of the following conditions:

- An earthquake causing widespread damage;
- A Hazardous Material Incident affecting a portion of the City of Sacramento;

- A major flood affecting the City of Sacramento and surrounding areas; or
- An emergency situation that has occurred or might occur that is of such a magnitude it will require a large commitment of City of Sacramento or Mutual Aid resources over an extended period of time to control or mitigate.

The EOC can be activated and staffed to the extent deemed necessary to deal with the existing or impending emergency. The following individuals or their appointed alternate representative are authorized to activate the City of Sacramento Emergency Operations Center: 1) Director of Emergency Services - City Manager; 2) Assistant Director of Emergency Services – Director of Emergency Management; or 3) Fire Chief. Upon authorization to activate the EOC, City staff assigned to the Emergency Operations Center will be notified to report as needed.

## **Types of Emergencies**

### **Peacetime Emergencies**

The City's response to natural disasters or technological incidents is dictated by the type and magnitude of the emergency. Generally, response to a major peacetime emergency situation will progress from local to regional, state, and federal involvement. For planning purposes, State OES has established three levels of emergency response to peacetime emergencies. Responses are based on the severity of the situation and the availability of local resources. These levels do not directly correlate with the four classifications of nuclear power emergencies.

- Level I: A minor to moderate incident in which local resources are adequate and available. A “local emergency” may or may not be proclaimed. The City's EOC will not be activated.
- Level II: A moderate to severe emergency in which local resources are not adequate and mutual aid may be required on a regional or statewide basis. A “local emergency” will be proclaimed and a “state of emergency” might be proclaimed. The City's EOC may be activated on a partial or full activation basis.
- Level III: A major disaster in which resources in or near the impacted area are overwhelmed and extensive state and/or federal resources are required. A “local emergency” and a “state of emergency” will be proclaimed and a Presidential Declaration of an “emergency” or “major disaster” will be requested. The City's EOC will be activated.

### **Wartime Emergencies**

The impact of wartime emergencies may range from minor inconveniences such as food and petroleum shortages to a worst case scenario involving an attack on the United States utilizing nuclear weapons. Protective measures to be employed in the event of a threatened or actual attack on the United States include:

- In-place protection using designated fallout shelters.

- Construction of fallout shelters, given adequate lead time.
- Upgrading of homes and other buildings to a radiation Protection Factor of at least 40, given adequate lead time.
- Spontaneous evacuation by an informed citizenry. Crisis relocation is not considered a viable option within the context of this plan.

### Standardized Emergency Management System

The Standardized Emergency Management System (SEMS) is required by Government Code Section 8607 (a) for managing response to multi-agency and multi-jurisdiction emergencies in California. It provides the mechanism by which local governments request assistance. SEMS consists of five organizational levels that are activated as necessary: field response, local government, operational area, OES Mutual Aid Regions, State OES. The SEMS has been adopted by the City of Sacramento for managing response to multi-agency and multi-jurisdiction emergencies, and to facilitate communications and coordination between all levels of the system and among all responding agencies.

The City of Sacramento subscribes to and uses the Incident Command System. Unified Command will be established whenever possible, however, generally:

SPD will provide Incident Commanders for:

- Crime scenes.
- Civil disturbances.
- Evacuation operations.
- Search and rescue operations.
- Transportation accidents (city streets only).
- Traffic control operations.

SFD will provide Incident Commanders for:

- Fire suppression operations.
- Hazardous material incidents.
- Urban search and rescue operations.
- Heavy rescue operations.
- Radiological incidents.



## Local

### Sacramento County Local Hazard Mitigation Plan

The Sacramento County Local Hazard Mitigation Plan applies to Sacramento County and the following communities: Citrus Heights; Elk Grove; Folsom; Galt; Isleton; Ranch Cordova; and Sacramento (Sacramento County 2016). In addition, the plan also covers 17 special districts and organizations within Sacramento County that meet the Disaster Mitigation Act definition of “local government” and participated in the planning process.

The Sacramento County Local Hazard Mitigation Plan aims to reduce or eliminate long term risk to people and property from natural disasters. The plan identifies goals, objectives, and measure for hazard mitigation and risk reduction to make communities less vulnerable, more disaster resistant, and sustainable. Information in the plan can also be used to help guide and coordinate mitigation activities and local policy for future land use decisions.

The plan is based on a hazard identification and risk assessment of all the potential natural hazards that could impact Sacramento County. The plan also includes a review of the County’s current capabilities with regard to reducing hazard impacts, and recommends additional action items for the County and its jurisdictions to reduce their vulnerability to potential disasters. It sets goals to promote awareness of hazards and vulnerability, and maximize use of available funding.

### City of Sacramento Emergency Operations Plan

The City of Sacramento Emergency Operations Plan addresses planned response to extraordinary emergency situations associated with natural disasters, technological (human caused) emergencies, and war emergency operations in, or affecting, the City of Sacramento (City of Sacramento 2018). The Emergency Operations Plan establishes:

- An Emergency Management Organization required to mitigate any significant emergency or disaster affecting the City of Sacramento;
- The policies, responsibilities, and procedures required to protect the health and safety of the populous, public and private property, and the environment from the effects of natural and human-caused (technological) emergencies and disasters;
- The operational concepts and procedures associated with field response to emergencies, Emergency Operations Center (EOC) activities, and the recovery process; and
- The organizational framework for implementation of the Standardized Emergency Management System (SEMS) within the City of Sacramento.

The City of Sacramento Emergency Operations Plan is the principal guide for the city and special district agencies in responding to and mitigating emergencies and disasters affecting the city’s geographic boundaries. The Plan is intended to facilitate multi-agency and multi-jurisdictional coordination, particularly between Local Government, Operational Area (county boundary), and State Response Levels, and appropriate Federal agencies, in emergency operations.

Agencies, private enterprises, and volunteer organizations having roles and responsibilities established by the Emergency Operations Plan are encouraged to develop standard operating procedures (SOPs) and emergency response checklists based on the provisions of the plan, which should be used in conjunction with applicable local contingency plans, the Operational Area Emergency Operation Plan, and State Emergency Plan. The plan is designed to guide users through the four phases of emergency management: preparedness, response, recovery, and mitigation (City of Sacramento 2018).

### Sacramento Police Department

The SPD's Homeland Security Division, managed by one captain and one lieutenant, is responsible for conducting regional threat and vulnerability assessments, developing regional and agency terrorism response plans, coordinating and conducting regional interdisciplinary terrorism response training, designing and coordinating training exercises, and organizing volunteers to assist with disaster situations (City of Sacramento 2015). The Division also coordinates with the Central California Intelligence Center, the City of Sacramento Office of Emergency Services, and the Terrorism Liaison Officer Program.

## 7.8 Findings

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### **GEOLOGIC AND SEISMIC HAZARDS**

- Within the City of Sacramento and the Sacramento region, there are no known faults. The greatest earthquake threat to the city comes from earthquakes along Northern California's major faults, which are the San Andreas, Calaveras, and Hayward faults. Ground shaking on any of these faults could cause shaking within the city to an intensity of 5 to 6 Mw.
- The city's seismic ground-shaking hazard is low, ranking among the lowest in the state. The city is in Seismic Zone 3; accordingly, any future development, rehabilitation, reuse, or possible change of use of a structure would be required to comply with all design standards applicable to Seismic Zone 3.
- Areas susceptible to liquefaction hazards include the Central City, Pocket, and North and South Natomas. However, because soil types can vary considerably and depth to groundwater is an important factor in liquefaction potential, site-specific geotechnical studies should be used to determine whether a specific location may be subject to liquefaction hazard.
- Because the city is generally flat, slope stability, landslide, and erosion hazards do not present substantial hazards to people and property. Site-specific effects of erosion are generally limited to construction, when stormwater runoff can carry sediment into local waterways or fugitive dust emissions.
- A general review of soil characteristics indicate most of the Policy Area is underlain by soils that exhibit low expansion (shrink/swell) properties. Areas in the Natomas and Valley Hi

neighborhoods are the primary locations where expansive soils are present. Site-specific geotechnical investigations should be used to delineate expansive soils at a site.

- Land subsidence has been identified as a potential hazard in the Policy Area, primarily related to groundwater withdrawal.

### **FLOOD HAZARDS**

- Major surface water resources in the Policy Area include the Sacramento River, the American River, and other natural and man-made drainage features. Flood control facilities along the rivers in Sacramento include a comprehensive system of dams, levees, overflow weirs, drainage pumping plants, and flood control bypass channels.
- Over the course of the City's past, floods have been the most frequent and considerable natural hazard that has affected the city. Three different types of floods that include flash, riverine, and urban storm water often occur as a result of severe weather and excessive rainfall, either in the city or in areas upstream of the city.
- An increase in the urbanization within the Policy Area will increase the number of structures and people exposed to the risks of flooding from floods that are greater than the 100-year flood event.
- The OES has mapped the dam inundation zones in the city. The dam inundation map for Folsom Dam, the largest along the American River, shows that a majority of the Policy Area would be inundated with water beyond the capacity of the current flood control levees along the river. The occurrence of dam inundation is based on extremely remote conditions.
- Climate change has the potential to have an effect on the frequency, magnitude and duration of flood events that could increase the number of structures and people exposed to the risks of flooding. (Fire Hazards)
- The City has identified areas characterized by older buildings constructed prior to requirements for fire-resistant construction materials, internal sprinklers, and other precautions. These areas pose an increased urban fire hazard.
- The areas along the American River Parkway from Watt Avenue to the Sacramento River (especially in the vicinity of Bushy Lake) and along the Garden Highway in the Natomas area are susceptible to wildlife fires.

### **AVIATION HAZARDS**

- The Airport Land Use Commission establishes and implements standards that minimize the public's exposure to airport safety hazards and prevent the intrusion of incompatible land uses around airports.

## **NOISE**

- Over the entire Policy Area, the largest source of noise is generated by vehicle traffic on freeways and surface streets. This will continue to be the noise source that affects most people in the Sacramento area. Other sources of noise exist as well and can be grouped into three categories:
  1. Non-road transportation noise: This includes noise sources such as heavy rail, light rail, and noise generated by airport operations.
  2. Stationary point-source noise: Mostly heavy-commercial or industrial operations that generate noise as part of normal operations. Noise can be an issue especially where heavy equipment is consistently used in outdoor areas.
  3. Places where trucks congregate: This includes truck stops, repair facilities, and distribution hubs.
- Sources that would seem intuitively to generate high noise levels, such as large manufacturing facilities or utility plants, may not generate much noticeable noise at all, due to noise-generating equipment stored inside many industrial uses and distance of equipment to the property line (and therefore distance to nearby sensitive receptors).

## **HAZARDOUS MATERIALS**

- Hazardous materials use and waste generators in the Policy Area include industries, businesses, public and private institutions, and households. Federal, state, and local agency databases maintain comprehensive lists of facilities using large quantities of hazardous materials, as well as facilities generating hazardous waste. Some of these facilities use certain classes of hazardous materials that require accidental release scenario modeling and RMPs to protect surrounding land uses.
- The City of Sacramento Fire Department has a hazardous materials incident response team and works in cooperation with other regional and state agencies in the event of major emergencies.
- There is one hazardous materials treatment, storage, and disposal facility in the Policy Area, and there are three general geographic areas where TSD facilities could be located (Sacramento International Airport area, Fruitridge/Florin area, and Airport/Meadowview – South Sacramento area). Additional comprehensive evaluation would be necessary to select specific site(s).
- Several sites in the Policy Area are under agency oversight for soil or groundwater contamination. One site is included on the federal Superfund list (Sacramento Army Depot). Most of the soil and groundwater contamination in the Policy Area is related to leaking underground fuel storage tanks, which are either being investigated or remediated under the oversight of SCEMD or RWQCB staff. Some contamination has also occurred from historic uses related to transportation (e.g., railyards) and materials processing.

## EMERGENCY RESPONSE

- The City has an Emergency Operations Plan that addresses the City's planned response to extraordinary emergency situations associated with natural disasters, technological incidents, and nuclear defense operations. The County of Sacramento has a Local-Hazard Mitigation Plan, which is a multi-jurisdictional plan that aims to reduce or eliminate long-term risk to people or property from natural disasters and their effects.
- The City has adopted the Standardized Emergency Management System for managing response to multi-agency and multi-jurisdiction emergencies and to facilitate communications and coordination between all levels of the system and among all responding agencies. Additionally, Sacramento is part of the State's mutual aid system and can give or receive support in an emergency situation.

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## **APPENDIX A:**

### **Roadway Levels of Service**

ID	Name	Segment		Functional Classification	Existing (2019)		
		From	To		Lanes	Volume	LOS
1	El Centro Rd	Hankview Rd	Radio Rd	Arterial - Moderate Access Control	4	11,323	A
2	El Centro Rd/W El Camino Rd	Radio Rd	I-80	Arterial - Moderate Access Control	2	13,346	C
3	W Elkhorn Blvd	E Commerce Way	Natomas Blvd	Arterial - Moderate Access Control	2	16,654	E
4	Del Paso Rd	Power Line Rd	I-5	Arterial - Moderate Access Control	4	22,683	B
5	Del Paso Rd	I-5	Natomas Blvd	Arterial - High Access Control	6	43,098	C
6	Del Paso Rd	Natomas Blvd	Gateway Park Blvd	Arterial - High Access Control	6	19,110	A
7	San Juan Rd	El Centro Rd	Duckhorn Dr	Major Collector	2	6,529	A
8	Del Paso Rd	Gateway Park Blvd	Northgate Blvd	Arterial - Moderate Access Control	4	20,728	A
9	Northgate Blvd	Main Ave	North Market Blvd	Arterial - Moderate Access Control	4	26,556	C
10	Northgate Blvd	North Market Blvd	I-80	Arterial - High Access Control	6	44,860	C
11	Natomas Blvd	W Elkhorn Blvd	Del Paso Rd	Arterial - Moderate Access Control	4	27,718	C
12	Truxel Rd	Arena Blvd	I-80	Arterial - High Access Control	8	58,072	E
13	Truxel Rd	Del Paso Rd	Arena Blvd	Arterial - High Access Control	8	23,934	A
14	North Market Blvd	Truxel Rd	Northgate Blvd	Arterial - Moderate Access Control	4	13,251	A
15	Arena Blvd	I-5	Truxel Rd	Arterial - High Access Control	6	20,670	A
16	Arena Blvd	El Centro Rd	I-5	Arterial - High Access Control	6	26,798	A
17	E Commerce Way	W Elkhorn Blvd	N Park Dr	Arterial - Moderate Access Control	2	7,967	A
18	E Commerce Way	N Park Dr	Del Paso Rd	Arterial - High Access Control	4	20,412	B
19	E Commerce Way	Del Paso Rd	Arena Blvd	Arterial - High Access Control	6	16,077	A
20	Del Paso Blvd	Globe Ave	El Camino Ave	Arterial - High Access Control	4	9,443	A
21	Del Paso Blvd	El Camino Ave	Marysville Blvd	Arterial - High Access Control	4	11,841	A
22	Del Paso Blvd	Marysville Blvd	Arcade Blvd	Major Collector	4	4,948	A
23	Rio Linda Blvd	Main Ave	Bell Rd	Major Collector	2	8,189	A
24	Rio Linda Blvd	Grand Ave	Arcade Blvd	Major Collector	4	11,605	A
25	Rio Linda Blvd	Arcade Blvd	Lampasas Ave	Major Collector	4	14,445	A
26	Marysville Blvd	Rio Linda Blvd	Bell Ave	Major Collector	2	7,057	A
27	Marysville Blvd	I-80	Arcade Blvd	Arterial - Low Access Control	4	26,277	D
28	Marysville Blvd	Arcade Blvd	Del Paso Blvd	Arterial - Low Access Control	4	10,436	A
29	Norwood Ave	Main Ave	I-80	Arterial - High Access Control	4	31,376	C
30	Norwood Ave	Silver Eagle Rd	El Camino Ave	Arterial - Moderate Access Control	2	9,872	A
31	El Camino Ave	Grove Ave	Del Paso Blvd	Arterial - Moderate Access Control	2	13,508	C
32	El Camino Ave	Del Paso Blvd	I-80 Business	Arterial - Moderate Access Control	4	32,946	E
33	Arden Way	Del Paso Blvd	Royal Oaks Dr	Arterial - Moderate Access Control	4	23,574	B
34	Arden Way	Royal Oaks Dr	I-80 Business	Arterial - Moderate Access Control	4	36,503	F
35	Grand Ave	Norwood Ave	Rio Linda Blvd	Minor Collector	2	7,218	D
36	Silver Eagle Rd	Northgate Blvd	Norwood Ave	Arterial - Moderate Access Control	2	13,760	C
37	Main Ave	Northgate Blvd	Norwood Ave	Arterial - Low Access Control	4	16,244	A
38	Main Ave	Norwood Ave	Rio Linda Blvd	Major Collector	2	9,054	B
39	Main Ave	Marysville Blvd	Raley Blvd	Major Collector	2	1,334	A
40	W Elkhorn Blvd	Natomas Blvd	Rio Linda Blvd	Arterial - Moderate Access Control	2	17,935	A
42	Arcade Blvd	Marysville Blvd	Roseville Rd	Major Collector	2	18,241	F
43	Raley Blvd	Ascot Ave	Bell Ave	Arterial - Moderate Access Control	2	20,156	F
44	Bell Ave	Norwood Ave	Winters St	Arterial - Moderate Access Control	2	13,660	C
45	Roseville Rd	Arcade Blvd	Watt Ave	Arterial - Moderate Access Control	2	17,645	E
46	Winters St	Bell Ave	I-80	Arterial - Low Access Control	4	15,021	A
47	Royal Oaks Dr	Arden Way	SR-160	Major Collector	2	6,406	A
48	Dry Creek Rd	Marysville Blvd	Grand Ave	Major Collector	2	3,335	A
49	Arden Garden Connector	Northgate Blvd	Del Paso Blvd	Arterial - High Access Control	4	24,657	B
50	San Juan Rd	Truxel Rd	Northgate Blvd	Arterial - Low Access Control	4	18,885	B
51	W El Camino Ave	I-80	I-5	Arterial - Moderate Access Control	4	20,833	A
52	W El Camino Ave	I-5	Truxel Rd	Arterial - High Access Control	4	25,760	B
53	W El Camino Ave	Truxel Rd	Northgate Blvd	Arterial - Moderate Access Control	4	18,730	A
54	W El Camino Ave	Northgate Blvd	Grove Ave	Arterial - Moderate Access Control	2	14,327	C
55	Garden Hwy	I-80	Orchard Ln	Arterial - Moderate Access Control	2	1,805	A
56	Garden Hwy	Gateway Oaks Dr	I-5	Arterial - High Access Control	4	16,199	A
57	Northgate Blvd	I-80	San Juan Rd	Arterial - High Access Control	4	32,742	D
58	Northgate Blvd	Silver Eagle Rd	Arden Garden Connector	Arterial - High Access Control	4	21,246	A
60	Truxel Rd	W El Camino Ave	Garden Hwy	Arterial - High Access Control	4	16,374	A
61	Truxel Rd	San Juan Rd	W El Camino Ave	Arterial - High Access Control	4	25,272	B
62	Truxel Rd	I-80	San Juan Rd	Arterial - High Access Control	6	41,435	B
63	I St	5th St	12th St	Arterial - One Way Low Access Control	3	22,315	F
64	I St	21st St	29th St	Major Collector	2	5,190	A
65	L St	5th St	15th St	Arterial - One Way Low Access Control	3	11,148	C
66	L St	15th St	29th St	Arterial - One Way Low Access Control	2	5,091	A
67	P St	16th St	29th St	Arterial - One Way Low Access Control	2	8,019	A
68	J St	3rd St	7th St	Arterial - One Way Low Access Control	3	22,413	F
69	J St	21st St	29th St	Arterial - One Way Low Access Control	2	13,311	D
70	Q St	3rd St	10th St	Arterial - One Way Low Access Control	3	15,630	F
71	7th St	P St	J St	Arterial - One Way Low Access Control	3	5,328	A
72	12th St	D St	I St	Arterial - One Way Low Access Control	3	8,053	A
73	N St	10th St	16th St	Arterial - One Way Low Access Control	3	7,786	A
74	15th St	X St	Broadway	Arterial - One Way Low Access Control	3	9,653	B
75	15th St	J St	P St	Arterial - One Way Low Access Control	3	10,570	C
76	16th St	P St	W St	Arterial - One Way Low Access Control	3	15,551	F



Segment				Functional Classification	Existing (2019)		
ID	Name	From	To		Lanes	Volume	LOS
77	29th St	J St	P St	Arterial - One Way Low Access Control	3	11,761	C
78	30th St	P St	J St	Arterial - One Way Low Access Control	3	9,331	B
79	Alhambra Blvd	Stockton Blvd	Broadway	Arterial - Low Access Control	2	13,762	E
80	Broadway	3rd St	5th St	Arterial - Low Access Control	2	10,285	B
81	Broadway	Riverside Blvd	Franklin Blvd	Arterial - Low Access Control	4	20,420	B
82	Richards Blvd	Bercut Dr	N 7th St	Arterial - High Access Control	4	26,432	B
83	Exposition Blvd	SR-160	I-80 Business	Arterial - High Access Control	4	22,903	A
84	Exposition Blvd	I-80 Business	Arden Way	Arterial - High Access Control	6	35,049	A
85	Arden Way	I-80 Business	Exposition Blvd	Arterial - High Access Control	8	54,546	E
86	El Camino Ave	I-80 Business	Howe Ave	Arterial - Moderate Access Control	4	38,432	F
87	Marconi Ave	I-80 Business	Bell St	Arterial - Moderate Access Control	4	25,704	C
88	Auburn Blvd	Howe Ave	Watt Ave	Major Collector	2	8,722	B
89	Auburn Blvd	Watt Ave	SR-244	Major Collector	4	21,160	C
90	Auburn Blvd	El Camino Ave	Arcade Blvd	Major Collector	2	8,986	B
91	American River Dr	Howe Ave	Watt Ave	Major Collector	2	11,057	C
92	Heritage Ln	Arden Way	Exposition Blvd	Major Collector	4	8,178	A
93	Howe Ave	US-50	Fair Oaks Blvd	Arterial - High Access Control	4	55,633	F
101	Howe Ave	Fair Oaks Blvd	Hurley Way	Arterial - High Access Control	6	51,674	D
102	Howe Ave	Hurley Way	El Camino Ave	Arterial - High Access Control	6	29,860	A
103	Howe Ave	El Camino Ave	Auburn Blvd	Arterial - Moderate Access Control	2	16,596	E
105	Alta Arden Ex	Howe Ave	Fulton Ave	Arterial - High Access Control	4	16,244	A
106	Fair Oaks Blvd	Howe Ave	Munroe St	Arterial - High Access Control	6	29,904	A
107	Fair Oaks Blvd	Munroe St	Watt Ave	Arterial - Moderate Access Control	4	28,901	D
108	Fair Oaks Blvd	Watt Ave	Eastern Ave	Arterial - High Access Control	4	42,434	F
110	Watt Ave	Fair Oaks Blvd	US-50	Arterial - High Access Control	6	84,384	F
112	Elvas Ave/56th St	52nd St	H St	Major Collector	2	8,239	A
113	Elvas Ave	J St	Folsom Blvd	Major Collector	3	18,988	F
114	H St	Alhambra Blvd	45th St	Major Collector	2	13,876	E
115	H St	45th St	Carlson Dr	Major Collector	2	17,635	F
116	J St	Alhambra Blvd	56th St	Arterial - Moderate Access Control	2	15,781	D
117	Folsom Blvd	47th St	65th St	Arterial - Moderate Access Control	4	18,426	A
118	Folsom Blvd	Howe Ave	Jackson Hwy	Arterial - Moderate Access Control	4	38,544	F
119	Power Inn Rd	US 50	14th Ave	Arterial - High Access Control	6	62,511	F
120	Stockton Blvd	Alhambra Blvd	US-50	Arterial - Moderate Access Control	4	14,504	A
121	Jackson Hwy	Folsom Blvd	S Watt Ave	Arterial - Moderate Access Control	2	14,807	D
122	Hornet Dr	US-50 WB Ramps	Folsom Blvd	Major Collector	4	19,139	B
123	La Rivera Dr	Watt Ave	Folsom Blvd	Major Collector	2	18,052	F
124	Carlson Dr	Moddison Ave	H St	Minor Collector	2	10,602	F
125	College Town Dr	Hornet Dr	La Rivera Dr	Arterial - Low Access Control	4	19,172	B
126	39th St	Folsom Blvd	J St	Minor Collector	2	4,451	A
127	59th St	Folsom Blvd	Broadway	Arterial - Moderate Access Control	2	10,580	A
128	C St	33rd St	McKinley Blvd	Major Collector	2	5,865	A
129	Sutterville Rd	Riverside Blvd	Freeport Blvd	Arterial - Moderate Access Control	2	15,111	D
130	Sutterville Rd	24th St	Franklin Blvd	Arterial - Moderate Access Control	4	26,241	C
131	Seamas Ave	I-5	S Land Park Dr	Arterial - Moderate Access Control	4	15,872	A
132	Fruitridge Rd	S Land Park Dr	Freeport Blvd	Arterial - Moderate Access Control	4	17,294	A
133	Fruitridge Rd	Freeport Blvd	Franklin Blvd	Arterial - Moderate Access Control	4	27,704	C
134	Fruitridge Rd	Franklin Blvd	SR-99	Arterial - Moderate Access Control	4	26,800	C
135	Franklin Blvd	Broadway	5th Ave	Arterial - Moderate Access Control	2	7,171	A
136	Franklin Blvd	Sutterville Rd	Fruitridge Rd	Arterial - Moderate Access Control	4	20,994	A
137	Freeport Blvd	Sutterville Rd (S)	Fruitridge Rd	Arterial - Moderate Access Control	4	24,087	B
138	Riverside Blvd	Broadway	2nd Ave	Major Collector	3	12,519	D
139	Riverside Blvd	Sutterville Rd	Seamas Ave	Arterial - Moderate Access Control	2	6,932	A
140	Land Park Dr	Broadway	Vallejo Way	Major Collector	2	13,011	E
141	S Land Park Dr	Sutterville Rd	Seamas Ave	Major Collector	2	5,067	A
142	24th St	Sutterville Rd	Fruitridge Rd	Major Collector	4	9,357	A
143	Stockton Blvd	US-50	Broadway	Arterial - Moderate Access Control	4	26,523	C
144	Stockton Blvd	Broadway	Fruitridge Rd	Arterial - Moderate Access Control	4	19,570	A
145	Broadway	Alhambra Blvd	Stockton Blvd	Arterial - Moderate Access Control	4	15,768	A
146	Broadway	Stockton Blvd	65th St	Arterial - Moderate Access Control	2	16,311	E
147	65th St	Elvas Ave	14th Ave	Arterial - Moderate Access Control	4	30,693	D
148	Power Inn Rd	14th Ave	Fruitridge Rd	Arterial - Moderate Access Control	4	37,908	F
149	12th Ave	Martin Luther King Jr Blvd	SR-99	Major Collector	2	19,016	F
150	14th Ave	65th St	Power Inn Rd	Arterial - Low Access Control	2	12,848	D
151	Florin Perkins Rd	Folsom Blvd	Fruitridge Rd	Arterial - Moderate Access Control	4	11,297	A
152	Fruitridge Rd	SR-99	44th St	Arterial - High Access Control	4	31,033	C
153	Fruitridge Rd	44th St	Stockton Blvd	Arterial - Moderate Access Control	4	30,409	D
154	Fruitridge Rd	Stockton Blvd	65th St	Arterial - Moderate Access Control	4	20,061	A
155	Fruitridge Rd	65th St	Florin Perkins Rd	Arterial - Moderate Access Control	4	18,052	A
156	Fruitridge Rd	Florin Perkins Rd	S Watt Ave	Arterial - Moderate Access Control	2	14,102	C
157	Martin Luther King Jr Blvd	Broadway	Fruitridge Rd	Major Collector	2	9,458	B
158	T St	Stockton Blvd	59th St	Major Collector	2	3,039	A
159	33rd St	4th Ave	12th Ave	Minor Collector	2	4,770	A
160	Raley Blvd	Bell Ave	I-80	Arterial - Moderate Access Control	4	33,804	E

ID	Name	Segment		Functional Classification	Existing (2019)		
		From	To		Lanes	Volume	LOS
161	S Watt Ave	US-50	Kiefer Blvd	Arterial - High Access Control	6	53,280	D
162	Florin Rd	Riverside Blvd	Havenside Dr	Arterial - High Access Control	4	9,950	A
163	Florin Rd	Havenside Dr	I-5	Arterial - High Access Control	4	38,574	E
164	Riverside Blvd/Pocket Rd	Florin Rd	Greenhaven dr	Major Collector	4	10,076	A
165	Pocket Rd	Greenhaven dr	Freeport Blvd	Arterial - High Access Control	4	28,830	C
166	43rd Ave	Gloria Dr	13th St	Major Collector	2	6,460	A
167	S Land Park Dr	Windbridge Dr	Florin Rd	Major Collector	2	4,257	A
168	Gloria Dr	Florin Rd	43rd Ave	Minor Collector	2	4,229	A
169	Greenhaven Dr	Gloria Dr	Florin Rd	Major Collector	2	5,565	A
170	Freeport Blvd	Pocket Rd	South City Limits	Arterial - Moderate Access Control	2	11,727	B
171	Freeport Blvd	Florin Rd	Pocket Rd	Arterial - High Access Control	4	17,356	A
172	24th St	Fruitridge Rd	Florin Rd	Major Collector	4	16,026	A
173	24th St	Florin Rd	Meadowview Rd	Major Collector	4	15,144	A
174	Meadowview Rd	Freeport Blvd	Brookfield Dr	Arterial - Moderate Access Control	4	31,108	D
175	Florin Rd	Freeport Blvd	Franklin Blvd	Arterial - Moderate Access Control	4	36,030	F
176	43rd Ave/Blair Ave	13th St	Freeport Blvd	Arterial - Low Access Control	2	7,647	A
177	47th Ave	24th St	Franklin Blvd	Arterial - Moderate Access Control	4	23,856	B
178	Franklin Blvd	Fruitridge Rd	47th Ave	Arterial - Moderate Access Control	4	16,703	A
180	Stockton Blvd	Florin Rd	Mack Rd	Arterial - Moderate Access Control	4	30,333	D
181	65th St	14th Ave	Fruitridge Rd	Arterial - High Access Control	4	23,525	A
182	65th Ex	Elder Creek Rd	Stockton Blvd	Arterial - High Access Control	4	21,719	A
183	Power Inn Rd	Fruitridge Rd	Florin Rd	Arterial - Moderate Access Control	4	29,621	D
184	S Watt Ave	Kiefer Blvd	Jackson Hwy	Arterial - Moderate Access Control	4	40,501	F
185	Florin Rd	Franklin Blvd	SR-99	Arterial - High Access Control	6	44,392	C
186	Florin Rd	SR-99	65th St	Arterial - High Access Control	6	57,361	E
187	Florin Rd	65th St	Stockton Blvd	Arterial - High Access Control	6	36,269	B
188	Florin Rd	Stockton Blvd	Power Inn Rd	Arterial - High Access Control	4	29,785	C
189	Florin Rd	Power Inn Rd	Florin Perkins Rd	Arterial - Moderate Access Control	4	23,756	B
190	Elder Creek Rd	Stockton Blvd	Florin Perkins Rd	Arterial - Moderate Access Control	4	27,088	C
191	Elder Creek Rd	South Watt Avenue	Hedge Ave	Arterial - Moderate Access Control	2	7,203	A
192	Florin Perkins Rd	Fruitridge Rd	Elder Creek Rd	Arterial - Moderate Access Control	4	20,583	A
193	Florin Perkins Rd	Elder Creek Rd	Florin Rd	Arterial - Moderate Access Control	4	21,658	B
194	Mack Rd	Meadowview Rd	Franklin Blvd	Arterial - High Access Control	4	22,280	A
195	Mack Rd	Franklin Blvd	Center Pkwy	Arterial - High Access Control	4	25,886	B
196	Mack Rd	Center Pkwy	Stockton Blvd	Arterial - High Access Control	4	38,136	E
197	Center Pkwy	Tangerine Ave	Mack Rd	Arterial - Moderate Access Control	2	7,035	A
198	Center Pkwy	Mack Rd	Bruceville Rd	Arterial - Moderate Access Control	4	6,590	A
199	Valley Hi Dr	Franklin Blvd	Center Pkwy	Major Collector	2	8,894	B
200	Valley Hi Dr	Center Pkwy	Mack Rd	Arterial - Moderate Access Control	4	20,939	A
201	Bruceville Rd	Valley Hi Dr	Consumnes River Blvd	Arterial - Moderate Access Control	4	19,630	A
202	Bruceville Rd	Consumnes River Blvd	Calvine Rd	Arterial - High Access Control	6	37,068	B
203	Franklin Blvd	Village Wood Dr	Big Horn Blvd	Arterial - High Access Control	4	24,123	B
204	Franklin Blvd	Mack Rd	Turnbridge Dr	Arterial - High Access Control	4	25,572	B
205	Franklin Blvd	47th Ave	Turnbridge Dr	Arterial - Moderate Access Control	4	24,672	B
206	Stockton Blvd	Fruitridge Rd	Florin Rd	Arterial - Moderate Access Control	4	29,651	D
207	65th Ex	Stockton Blvd	Florin Rd	Arterial - Moderate Access Control	4	19,924	A
208	Power Inn Rd	Florin Rd	Elsie Ave	Arterial - Moderate Access Control	4	29,391	D
210	47th Ave	Franklin Blvd	SR-99	Arterial - High Access Control	6	29,691	A
211	47th Ave	SR-99	Stockton Blvd	Arterial - Moderate Access Control	4	35,641	E
212	Franklin Blvd	Mack Rd	Village Wood Dr	Arterial - High Access Control	4	27,950	B
254	Elkhorn Blvd	SR-99	E Commerce Way	Arterial - Moderate Access Control	2	20,794	F
257	Freeport Blvd	Sutterville Rd (N)	Sutterville Rd (S)	Arterial - Moderate Access Control	4	27,747	C
258	Folsom Blvd	US-50	Howe Ave	Arterial - Moderate Access Control	4	20,303	A
260	Cosumnes River Blvd	Franklin Blvd	Center Pkwy	Arterial - High Access Control	2	22,868	F
261	Freeport Blvd	21st St	Sutterville Rd (N)	Arterial - Moderate Access Control	4	14,825	A
262	Freeport Blvd	Broadway	21st St	Major Collector	2	6,728	A
263	Land Park Dr	Vallejo Way	13th Ave (S)	Major Collector	2	10,552	C
264	Land Park Dr	13th Ave (S)	Sutterville Rd	Major Collector	2	7,848	A
265	Riverside Blvd	7th Ave	Sutterville Rd	Major Collector	2	10,198	C
266	Riverside Blvd	2nd Ave	7th Ave	Major Collector	2	10,675	C
267	24th St	Donner Way	Sutterville Rd	Major Collector	2	541	A
268	Sutterville Rd	Freeport Blvd	Sutterville Bypass	Arterial - Moderate Access Control	4	27,246	C
269	5th St	Broadway	Vallejo Way	Minor Collector	2	6,764	C
270	Broadway	5th St	Riverside Blvd	Arterial - Moderate Access Control	2	11,981	B
271	Elder Creek Rd	Florin Perkins Rd	S Watt Ave	Arterial - Moderate Access Control	2	13,118	C
272	Richards Blvd	N 7th St	N 12th St	Arterial - Moderate Access Control	4	23,324	B
273	12th St	Richards Blvd	D St	Arterial - One Way Moderate Access Control	4	19,549	A
274	16th St	Richards Blvd	I St	Arterial - One Way Moderate Access Control	4	24,175	B
275	N 7th St	B St	F St	Arterial - Low Access Control	2	10,095	B
276	Florin Rd	I-5	Freeport Blvd	Arterial - Moderate Access Control	4	31,565	D
277	Cosumnes River Blvd	Center Pkwy	SR-99	Arterial - High Access Control	6	54,422	E
278	Garden Hwy	Orchard Ln	Gateway Oaks Dr	Arterial - High Access Control	2	4,464	A
279	J St	7th St	10th St	Arterial - One Way Low Access Control	3	15,710	F
280	J St	10th St	16th St	Arterial - One Way Low Access Control	3	18,070	F

ID	Name	Segment		Functional Classification	Existing (2019)		
		From	To		Lanes	Volume	LOS
281	P St	16th St	9th St	Arterial - One Way Low Access Control	2	7,378	A
282	P St	9th St	2nd St	Arterial - One Way Low Access Control	3	12,493	D
283	Franklin Blvd	5th Ave	Sutterville Rd	Arterial - Low Access Control	2	9,388	B
284	J St/Fair Oaks Blvd	H St	Howe Ave	Arterial - Moderate Access Control	4	41,226	F
285	Folsom Blvd	Jackson Hwy	S Watt Ave	Arterial - Moderate Access Control	4	18,387	A
286	Riverside Blvd/43rd Ave	Florin Rd	Gloria Dr	Arterial - Moderate Access Control	4	21,980	B
287	Freeport Blvd	Fruitridge Rd	Florin Rd	Arterial - High Access Control	4	20,607	A
288	Garden Hwy	I-5	Truxel Rd	Arterial - High Access Control	2	20,787	F
289	Garden Hwy	Truxel Rd	Northgate Blvd	Arterial - High Access Control	2	23,149	F
290	Norwood Ave	I-80	Silver Eagle Rd	Arterial - Moderate Access Control	4	28,290	C

Note: Due to the level of detail contained in the General Plan level of service analysis, the number of lanes may differ from the above values for portions of select roadway segments.

Field verification may be required to determine existing number of roadway lanes.

Source: Fehr & Peers, 2019

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## **APPENDIX B:**

### **Cultural Resources**

## 6.3 CULTURAL RESOURCES: APPENDIX

### ■ HISTORIC CONTEXTS – SUMMARY

In support of the 2035 Sacramento General Plan Update, context statements were prepared for the following four topics, which represent important themes in the history of Sacramento:

- Agricultural Industry;
- State Government;
- Railroads; and,
- World War II, Transportation, and Redevelopment.

The themed historic context statements present an overview of Sacramento’s history with a specific emphasis on patterns that contributed to the City’s physical development. The purpose of the statements is to support the identification and evaluation of historic properties within the city.

It is important to note that topics and events described within the themed context statements may be described or covered in more than one theme because the themes are very closely interrelated. The context statements, therefore, include references to other themes that may cover a topic in greater depth.

While it was possible to cover quite a bit of Sacramento’s history and development through these themed contexts, they in no way represent an exhaustive evaluation of the context. Subcontexts within each will also require additional research and evaluation. Nor do these contexts represent the entire history of the City and its development; rather, these context statements serve as an umbrella document under which more subcontexts and other detailed project-level research and review may occur. Additionally, the four contexts are somewhat focused on the central core of the city. Additional research is required to better contextualize the development of Sacramento outside the central city.

### Sources

The majority of the research in these contexts is based on secondary sources.

Local repositories used for primary source research include the Center for Sacramento History for sources informing all aspects of this context and the California State Library for records related to redevelopment of the Capitol area. Some of the maps, images, and documents from the Center for Sacramento History—especially those pertaining to agriculture and transportation—are available online at <http://sacramentohistory.org/>.

The themed context statements also include a number of current and historic images of Sacramento. Many of the historic images were gathered from secondary sources, which are cited in the image caption. The inclusion of these historic images is intended to be consistent with the “fair use” policies of the U.S. Copyright Office, which states that reproductions used for “criticism, comment, news reporting, teaching (including multiple copies for classroom use), scholarship, or research, is not an infringement of copyright.”<sup>1</sup> It is also worth noting that unless specific measures have been taken to renew image copyrights, all published works made prior

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<sup>1</sup> United States Copyright Office, “Reproduction of Copyrighted Works by Educators and Librarians,” rev. (Washington, DC: U.S. Copyright Office – Library of Congress, 2009).

to 1923 are now in the public domain.<sup>2</sup> This report has been prepared expressly as a scholarly research document, and the inclusion of these images is needed for illustrating historic events and development patterns for which few, if any, alternative images are available.

### Significance and Registration Requirements

Historic context statements require the identification of attributes, historical associations, and levels of integrity that are necessary to list members of property types in the National Register of Historic Places, the California Register of Historical Resources, or the Sacramento Register of Historic & Cultural Resources. In all Registers – local, state and national, particularly in the local and national registers – generally the 50-year “base line” or threshold age of the property must be met to consider its significance. Properties less than 50 years old exhibiting exceptional significance may be considered for their eligibility. The National Register can list properties that are significant at the local, state/region, or national level. National Historic Landmarks are properties with the highest significance to the nation. They must be of “exceptional value in representing or illustrating an important theme in the history of the nation.”<sup>3</sup>

### Significance

There are four criteria under which a structure, site, building, district, or object can be determined eligible for listing in the **National Register**. These four criteria are:

**Criterion A (Event):** Properties associated with events that have made a significant contribution to the broad patterns of our history;

**Criterion B (Person):** Properties associated with lives of persons significant in our past;

**Criterion C (Design/Construction):** Properties that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant distinguishable entity whose components lack individual distinction; and

**Criterion D (Information Potential):** Properties that have yielded, or may be likely to yield, information important in prehistory or history.

Similarly, there are four criteria under which a structure, site, building, district, or object can be determined eligible for listing in the **California Register**. These four criteria are:

**Criterion 1 (Events):** Resources that are associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States.

**Criterion 2 (Persons):** Resources that are associated with the lives of persons important to local, California, or national history.

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<sup>2</sup> Peter B. Hirtle, “Copyright Term and the Public Domain in the United States as of January 1,” *Cornell Copyright Information Center* (2011), accessed 1 September 2011, <http://copyright.cornell.edu/resources/docs/copyrightterm.pdf>.

<sup>3</sup> National Park Service, *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation* (1997), 10.

**Criterion 3 (Architecture):** Resources that embody the distinctive characteristics of a type, period, region, or method of construction, or represent the work of a master, or possess high artistic values.

**Criterion 4 (Information Potential):** Resources or sites that have yielded or have the potential to yield information important to the prehistory or history of the local area, California, or the nation.

Lastly, there are six criteria under which a structure, site, building, district or object can be determined eligible for listing in the **Sacramento Register**. These criteria are:

- i. **(Events)** It is associated with events that have made a significant contribution to the broad patterns of the history of the city, the region, the state or the nation;
- ii. **(Persons)** It is associated with the lives of persons significant in the city's past;
- iii. **(Architecture)** It embodies the distinctive characteristics of a type, period or method of construction;
- iv. **(typically Architecture)** It represents the work of an important creative individual or master;
- v. **(typically Architecture)** It possesses high artistic value; or,
- vi. **(Information Potential)** It has yielded, or may be likely to yield, information important in the prehistory or history of the city, the region, the state or the nation.

## Integrity

Once a resource has been identified as being potentially eligible for listing in any of these Registers, its historic integrity must be evaluated. The National Register recognizes seven aspects or qualities that, in various combinations, define integrity. These aspects are: location, design, setting, materials, workmanship, feeling and association. In order to be eligible for listing, these aspects must closely relate to the resource's significance and generally must be intact. These aspects are defined as follows:

- Location is the place where the historic property was constructed.
- Design is the combination of elements that create the form, plans, space, structure and style of the property.
- Setting addresses the physical environment of the historic property inclusive of the landscape and spatial relationships of the building(s).
- Materials refer to the physical elements that were combined or deposited during a particular period of time and in a particular pattern of configuration to form the historic property.
- Workmanship is the physical evidence of the crafts of a particular culture or people during any given period in history.
- Feeling is the property's expression of the aesthetic or historic sense of a particular period of time.
- Association is the direct link between an important historic event or person and a historic property.



The process of determining integrity is similar for the Sacramento, California and the National Registers, although there is a critical distinction between the California and National registers, and that is the degree of integrity that a property can retain and still be considered eligible for listing. According to the California Office of Historic Preservation:

*It is possible that historical resources may not retain sufficient integrity to meet the criteria for listing in the National Register, but they may still be eligible for listing in the California Register. A resource that has lost its historic character or appearance may still have sufficient integrity for the California Register if it maintains the potential to yield significant or historical information or specific data.*

For the Sacramento Register, integrity is to be judged with reference to the particular criterion or criteria for which the property is eligible, and the property would need to retain integrity of location, design, setting, materials, workmanship and association.

### ■ **AGRICULTURAL CONTEXT STATEMENT**

The Sacramento Valley has long been identified by the wealth of its natural resources and as a major agricultural production region in the United States. The California Department of Transportation's "Historical Context and Archaeological Research Design for Agricultural Properties in California" describes the region geographically and agriculturally:

The Sacramento Valley is part of the Great Central Valley, which is approximately 500 miles long and forty miles wide, and lies betwixt the Coast Ranges and the Sierra Nevada. The Central Valley "is generally regarded as the richest agricultural valley in the world."<sup>4</sup> The principal counties in the Sacramento Valley include Glenn, portions of Butte, Colusa, Yolo, Solano, Yuba, Sutter, and Sacramento... Cooler winters, higher rainfall, and less productive soils characterize the Sacramento Valley in comparison to the San Joaquin Valley, which lies immediately to the south beginning in San Joaquin County.

The Sacramento Valley, historically, served as the center of wheat production in the state...California ranked second in the nation in wheat production by 1889. However, barley and alfalfa, much of it grown in the Sacramento Valley, surpassed wheat by 1900.<sup>5</sup> ...Reclamation activities along the Sacramento River resulted in the construction of huge levees to create rich, productive cropland. Wheat, corn, alfalfa, dry beans, sunflowers, safflower, rice, almonds, peaches, pears, prunes, and walnuts are important crops grown in the valley. Rice, a major export crop, first grew in the Sacramento Valley in 1906, and local varieties were soon developed.<sup>6</sup>

Sacramento served as the commercial hub for this fertile valley. While produce was cultivated primarily in the territories surrounding the City of Sacramento, Sacramento itself developed into an important center of trade, government, and industry, and it was in the city that produce was prepared, packaged, and shipped to locations near and far.

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<sup>4</sup> Warren E. Johnston, "Cross Sections of a Diverse Agriculture: Profiles of California's Agricultural Production Regions and Principal Commodities," in *California Agriculture Issues and Challenges*, edited by Jerry Siebert (Berkeley: Division of Agriculture and Natural Resources, University of California, Giannini Foundation, 1997), 72.

<sup>5</sup> Warren P. Tufts, "The Rich Pattern of California Crops," in *California Agriculture*, ed. Claude B. Hutchinson (Berkeley: University of California, 1946), 114.

<sup>6</sup> Tufts, "The Rich Pattern of California Crops," 117; California Department of Transportation, "A Historical Context and Archaeological Research Design for Agricultural Properties in California," 27-8.

Themes related to the history of agriculture in Sacramento include the changing land uses and agricultural production methods which reflected the demand for Sacramento Valley produce from the nation and beyond; the establishment of numerous manufacturing operations which stimulated the economy and increased the city's population; and the influx of laborers who came to Sacramento to work on the region's farms and in the city's many manufacturing plants, and established ethnic communities.

### Early Agricultural Activities

In 1839, Swiss immigrant John Sutter arrived in the coastal port of Monterey where he approached the Mexican Governor of California, Juan Bautista Alvarado, about starting a settlement in the Sacramento River Valley. The idea appealed to Alvarado, who felt that settling the area could help quell the ongoing problem with horse rustling by the Native Americans.<sup>7</sup>

If Sutter became a Mexican citizen, Alvarado agreed to allow him to be eligible to receive a grant of land. Using both European and Native American laborers, Sutter soon built an adobe house, while also commencing work on the construction of a fort located about a mile from the American River. In 1840, Sutter became a Mexican citizen and received a grant for 48,827 acres of land—more than 75 square miles. It stretched from an area about four miles south of Sutter's Fort (establishing the general route that Sutterville Road follows today) and north to what is today Sutter Buttes.<sup>8</sup> Sutter called his settlement "New Helvetia" (or New Switzerland) in honor of his homeland.

Initially, Sutter experienced a tense relationship with the local Native Americans, but in time he learned to use a combination of trade goods, diplomacy, and force to exert tight control over the Native population. With their labor, New Helvetia grew to include vast herds of cattle and horses by the mid-1840s. Sutter also recognized the potential of the region for agriculture, and used water from the American River to irrigate fields of wheat tended by Native ranch hands.<sup>9</sup> In this sense, Sutter pioneered techniques as both a rancher and farmer that would eventually see the Central Valley become one of the most productive agricultural areas in the world. As the settlement prospered, it also became a way station for American immigrants arriving overland through the Sierra Nevada. Though the number of new arrivals was initially modest, they grew exponentially.

Discovery of gold at Sutter's Mill in 1848 created a demand for goods the area had not seen before. The Sacramento Valley Railroad, completed in 1856, connected Sacramento to Folsom. Goods were transported to Folsom and then packed up to the mines of the Sierra Nevada.<sup>10</sup> (See **Railroad Context**). The marriage of the Sacramento's transportation access, agricultural richness, and available consumers led to a growing canning industry in Sacramento. The transportation logistics, and, to a lesser extent, the economic effects of the Nevada gold and silver rushes, are described in an early 20<sup>th</sup>-century history of the canning industry:

...the great discoveries in Nevada, the opening of the mines, and the development of the Com-stock [sic] lode in Virginia City, Nevada, resulted in active demand for all California

<sup>7</sup> Albert L. Hurtado, *John Sutter: A Life on the North American Frontier* (Norman: University of Oklahoma Press, 2006), 55.

<sup>8</sup> Mark Eifler, *Gold Rush Capitalists: Greed and Growth in Sacramento* (Albuquerque: University of New Mexico Press, 2002) 151.

<sup>9</sup> Hurtado, *John Sutter*, 157.

<sup>10</sup> Kenneth N. Owens, "River City: Sacramento's Gold Rush Birth and Transfiguration," in *River City and Valley Life: An Environmental History of the Sacramento Region*, ed. Christopher J. Castaneda and Lee M.A. Simpson (Pittsburgh, PA: University of Pittsburgh Press, 2013), 47

canned foods packed [canned goods]. In those days, before railroad communications were opened, the goods had to be taken by boat from San Francisco via the Sacramento River to Sacramento, and from there carried by railroad as far as Folsom, then by pack mules and teams, across the Geiger Pass to Nevada points, including the Comstock... Nevada produced nothing, and could not supply any of its wants from the East, as the railroad was not yet open, so these sections were entirely dependent upon San Francisco for their food supplies.<sup>11</sup>

The goods were offloaded from river boats at the embarcadero on the Sacramento River to nearby rail lines transportation, generally along Front Street which ran parallel to the river (See Figure 1).

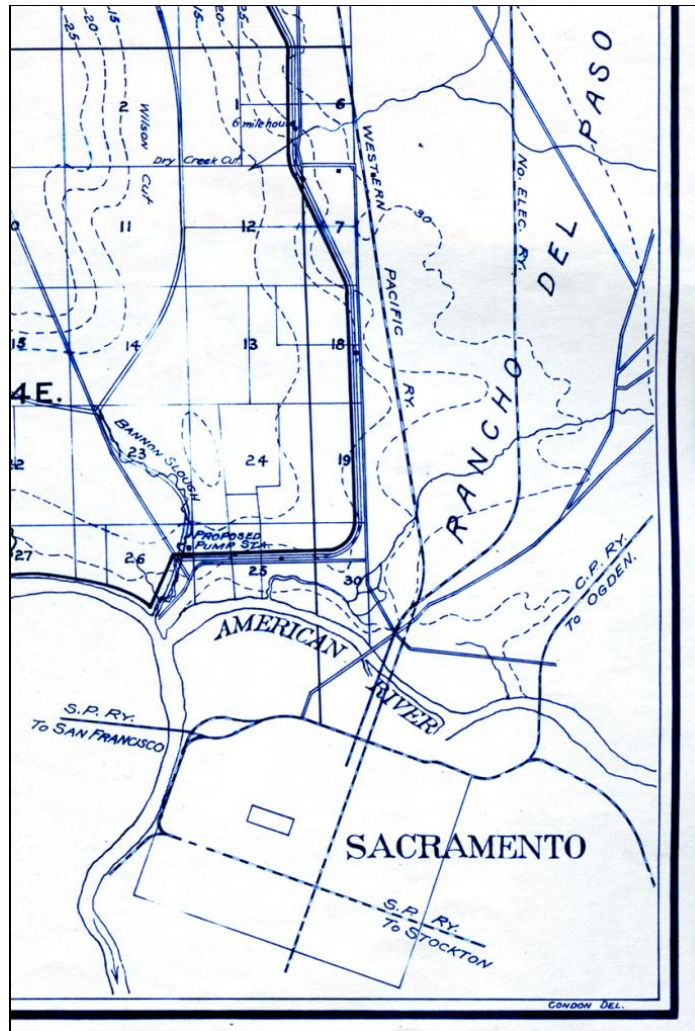


Figure 1. Selection from Map of American Basin to Accompany Report on Its Reclamation, 1907 [Center for Sacramento History, Natomas Company Collection, 1981-037-4825]. Although this map dates to 1907, the relation of the rail lines, the Sacramento and American Rivers, and the town is essentially the same as when the system was completed in 1869.

The Flood of 1861-1862 was essentially two floods. The first struck in December of 1861, and flooding continued into 1862. A large region, including California, Oregon, and Nevada, were

<sup>11</sup> Isidor Jacobs, "The Rise and Progress of the Canning Industry in California," in Arthur I. Judge, ed., *A History of the Canning Industry by Its Most Prominent Men* (Baltimore, MD: The Canning Trade, 1914), 31.

affected by the floods. The impact on California's economy was most dire. The state suffered the destruction of nearly a quarter of its real estate – the primary source of state income, drowning hundreds of thousands of cattle, sheep, and lambs. This disaster and its toll on livestock ultimately helped shift the state's economy from mining and ranching to farming.<sup>12</sup>

Both as a flood control measure and to reclaim agricultural land, between 1860 and 1880, thousands of predominantly Chinese laborers constructed levees in the delta, rendering the swampland suitable for agriculture. Charters were granted to railroad companies, granting them waterfront land with the understanding that the benefitting railroad companies would construct new levees or improve those already in existence.<sup>13</sup> Following the construction of the levees, many Chinese remained in the area, working in canneries or as sharecroppers while some were able to purchase their own small plots of land. By 1970, Chinese made up 45 percent of all Sacramento County farm labor. Between 1879 and 1882, however, severe anti-Chinese laws resulted in discrimination and violence against Chinese immigrants. During a national economic depression in the 1890s, Chinese began to be “shipped out” en masse, most notably from the Sacramento and San Joaquin River valleys despite having been a critical and inexpensive labor force in the construction of railroads, agricultural levees, and as farm hands.<sup>14</sup>

The first Transcontinental Railroad was completed in 1869, when Union Pacific and Central Pacific lines met at Promontory Point, outside of Salt Lake City, Utah. The line's first western terminus was in Sacramento at Front Street and K Street, where the eastward construction had begun in 1862. Sacramento had been increasing in prominence, influence, and population, and became a major hub for transportation in California and the West Coast. During the 1870s, California's agriculture industry shifted from primarily grain cultivation to the production of fruit and hops.<sup>15</sup> The demand for Sacramento County's produce from distant regions increased with its accessibility to refrigerated railroad cars, which were invented in the 1860s and were being used in Sacramento by 1886 (see **Railroads Context**).

Hydraulic mining in the Sierra Nevada introduced an assortment of problems to the larger Sacramento Valley region, including floods caused partly by building deposits of mining debris, which was filling streams and riverbeds, impeding river navigation and the delivery of water downstream. In 1884, hydraulic mining was prohibited, and it was determined that such operations “must give way to the paramount public interest in navigation and commerce and to the burgeoning commercial and agricultural development in the Sacramento Valley.”<sup>16</sup> The creation of public irrigation districts in California was authorized by the Wright Act of 1887. This profoundly affected the Sacramento Valley, and irrigation developments continued into the twentieth century.

In the coming decades, Sacramento County earned a reputation as one of the most fertile regions in the United States. The State Agricultural Society described Sacramento's strategic position as the commercial hub for its fertile hinterlands:

<sup>12</sup> John D. Newbold, “The Great California Flood of 1861-1862,” *San Joaquin Historian* 5, no. 4 (Winter 1991), 2-3.

<sup>13</sup> Richard Orsi, “Railroads and the Urban Environment: Sacramento's Story,” in *River City and Valley Life: An Environmental History of the Sacramento Region*, ed. Christopher J. Castaneda and Lee M.A. Simpson (Pittsburgh, PA: University of Pittsburg Press, 2013), 81-6.

<sup>14</sup> “Sacramento Delta Blues: Chinese Workers and the Building of the California Levees, 1860-1880,” *Revolutionary Worker Online*, 1997, accessed 16 February 2011, <http://www.revcom.us/a/firstvol/890-899/894/chines.htm>.

<sup>15</sup> James Gerber and Lei Guang, *Agriculture and Rural Connections to the Pacific, 1500-1900* (Burlington, VT: Ashgate Publishing Co., 2006), 250.

<sup>16</sup> Ellen Hanak, *Managing California's Water: From Conflict to Reconciliation* (San Francisco: Public Policy Institute of California, 2011), 27.

Sacramento City, by reason of natural advantages, geographical relations to various producing sections, and admirable transportation facilities, deservedly bears the reputation of being the largest fruit and vegetable shipping point in the State. It is the recognized outlet for the products of Northern California. Within the borders of Sacramento County every character and variety of agricultural, horticultural, and viticultural products thrive, and in abundance; their excellence commands universal and unlimited demand from many portions of the civilized world.<sup>17</sup>

In 1901, the City of Sacramento was publicized as “the center and metropolis of the richest portion of the State, the heart of a vast railroad system, the point from which steamers pass to the north and to the south, and with unlimited water and electrical power at her very doors, [presenting] advantages in manufactures equaled by no other city on the coast.”<sup>18</sup> Some of the biggest manufacturing plants in Sacramento packed, canned, and bottled food and drink made from farm products imported from fertile lands along the Sacramento River, and then shipped elsewhere by rail or river. Including the manufactures of packing crates and cans, the preparation and exportation of non-perishables was one of Sacramento’s most lucrative businesses leading up to the Second World War.

## **Uses of the Land**

### Subcontexts/Themes Not Included in This Evaluation

- Broad Patterns of Development  
Incredibly important to Sacramento’s history is the city’s transition from farm land into developed land. The history of this pattern of development, along with related property types, features, and characteristics, needs further research, evaluation, and documentation.

According to a map published in 1894, the primary uses of the soil in Sacramento County were the cultivation of grains (including wheat and barley) and grazing land, with approximately 140,000 acres devoted to each. Nearly 200,000 acres were reserved for farming fruits, nuts, vegetables, legumes, and hay. 80,000 acres along the Sacramento River found to the north and south of the city remained unreclaimed swampland (see Figures 2 and 3). The rest of the land along the river, between the city of Sacramento and Sherman Island—located at the confluence of the Sacramento and San Joaquin Rivers—housed orchards. Important commercial crops grown around the turn of the twentieth century included oranges, lemons, pomegranates, olives, persimmons, various figs, almonds, walnuts, peanuts, corn, various beans, potatoes, licorice, sugar beets, wheat, barley, oats, peas, tomatoes, asparagus, cauliflower, radishes, celery, and lettuce. The County’s bountiful crops were fed by an “unlimited and inexhaustible” supply of water.<sup>19</sup>

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<sup>17</sup> Winfield Davis, “Sacramento County,” in *Transactions of the California State Agricultural Society during the Year 1901*(Sacramento: Office of State Printing, 1903), 326.

<sup>18</sup> Davis, “Sacramento County,” 334.

<sup>19</sup> Davis, “Sacramento County,” 322-325.

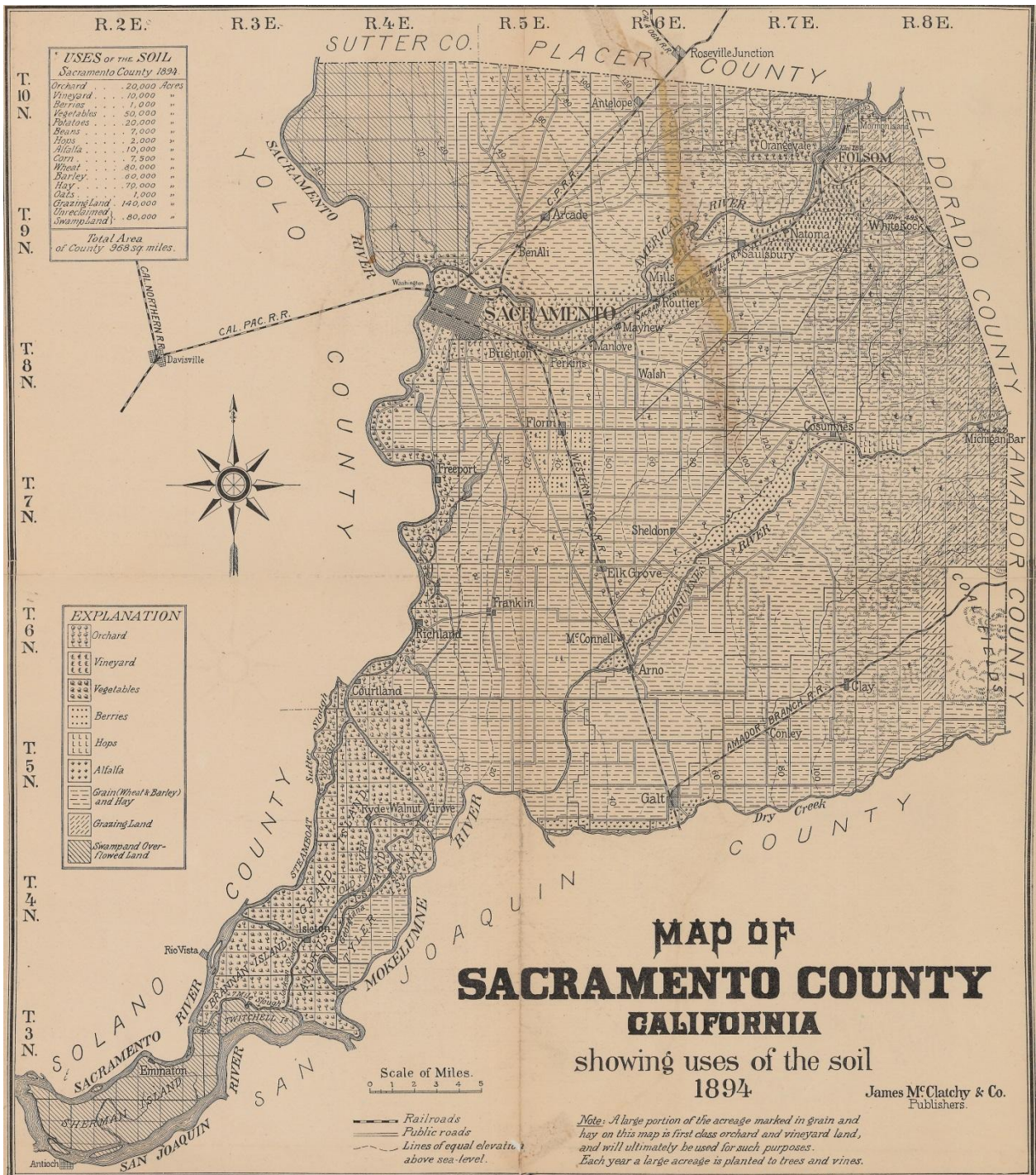


Figure 2. Selection and key from Map of Sacramento County California Showing Uses of the Soil, 1894 (James McClatchy and Company, 1894). [Center for Sacramento History, Ed Beach Collection, 1985/152/284].

Land Use	Acres
Grazing	140,000
Unreclaimed/Swampland	80,000
Wheat	80,000
Corn	75,000
Hay	70,000
Barley	60,000
Vegetables	50,000
Potatoes	20,000
Orchard	20,000
Vineyard	10,000
Alfalfa	10,000
Beans	7,000
Hops	5,000
Oats	1,000
Berries	1,000

Figure 3. Source: Map of Sacramento County California Showing Uses of the Soil, 1894.

These uses of land are reflected in the prevailing transportation modes used, and in the variety and concentrations of agriculture- and horticulture-related industries located in the City of Sacramento around the turn of the twentieth century. The 1895 Sanborn-Perris Map Company fire insurance map shows eight nurseries and conservatories, several of which were clustered on or around 3<sup>rd</sup> and 11<sup>th</sup> Streets. Other chief businesses, including flour mills, dairies, and stock yards, were primarily located either along the riverfront, along the rail lines, or what were then the outskirts of the city. The Pioneer Mills Sperry Flour Company was located on First Street wharf at the Sacramento River, the Sacramento Flour Mills was located on Front Street between Capitol Avenue and L, and the Phoenix Milling Company Flour Mill stood at J and 13<sup>th</sup> Streets. Two dairies were located at T and 22<sup>nd</sup> Streets near the R Street rail corridor, and the Milk Depot stood at D and 16<sup>th</sup> Streets. Finally, a large Southern Pacific stock yard was located at C and 15<sup>th</sup> Streets, and the large Mohr and Yoerk Stockyard and slaughterhouse stood 2 miles southeast of the post of the post office, which in 1895 was located at 7<sup>th</sup> and K Streets.

The 1894 soil use map also illustrates “the frontage of the Sacramento River [as] an almost continuous line of orchards.”<sup>20</sup> This river orchard belt was extremely productive. Orchard owners shipped their produce on the levee adjacent to their orchard. A *Sacramento Bee* publication about Sacramento’s fruit producers described the process of moving produce from the farm to the city:

A shed stands close to the water’s edge in each of the orchards. Here the fruit is packed and shipped on steamboats which ply daily between Sacramento and San Francisco during the entire season. The advantage of such an arrangement, not only in the saving of expense but also in avoiding the jolting of the fruit in wagons on roads, is obvious to even the least reflecting persons.<sup>21</sup>

The Pocket/Greenhaven

Along the orchard belt was a district known today as the Pocket or Greenhaven Areas of Sacramento, located near the current southwestern city limits and so named because of its

<sup>20</sup> Davis, “Sacramento County,” 322-5, 332.

<sup>21</sup> *Where California Fruits Grow: Resources of Sacramento County, A Souvenir of the Bee* 2<sup>nd</sup> ed. (Sacramento: H.S. Crocker Co., 1895), 43.

location in a large bend—or pocket—of the Sacramento River. The area was settled in the 1850s by Portuguese farmers; sizable Portuguese and Japanese populations developed there. Initially, settlers constructed shoestring levees to protect their property. A history of California’s riparian systems describes the early shoestring levees of the Sacramento Delta as “hand-built from blocks of sod from island interiors... low earthen mounds, resembling natural alluvial levees, and afforded little protection from flooding.”<sup>22</sup> By about 1895, a formal reclamation system had been adopted for the area and some settlers were employed building levees along the Sacramento River. Produce was loaded onto steamboats, typically from the Freeport Ferry located about four miles south along the levee, and many farmers delivered their fruits, vegetables, nuts, eggs, and dairy products to merchants in the city.<sup>23</sup>

In addition to numerous farms and ranches, several dairies, alfalfa fields, and a brickyard of the Sacramento Brick Company (situated on Riverside Road, now Riverside Boulevard) were also located in the Pocket. Homesteads typically included two-story residences with staircases and main entries on the upper level so that the occupants could escape periodic, devastating floods.<sup>24</sup> The area’s agricultural character practically disappeared when the Pocket was annexed by the City of Sacramento in 1959 and developed into a suburban riverfront community (see **Post-World War II, Transportation, and Redevelopment Context**).<sup>25</sup> Although the land has been mostly subdivided and developed, several historic buildings once associated with the agricultural identity of the Pocket remain, including enclaves of residential buildings located on Park Riviera Way and Pocket Road.<sup>26</sup>

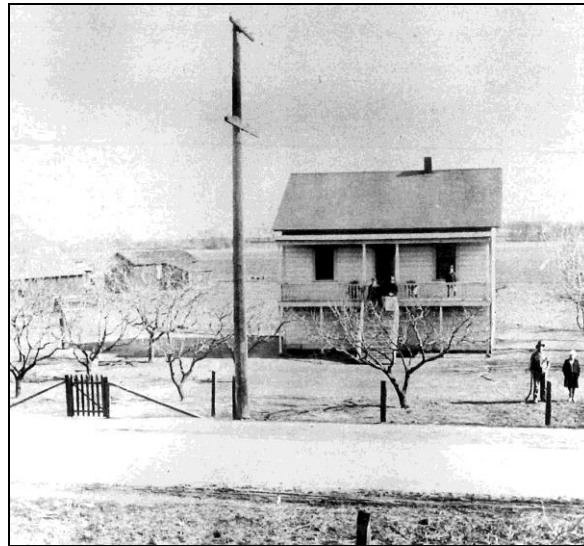


Figure 4. A typical homestead, this one belonging to the Machado family, ca. 1915. Outbuildings can be seen in the left background. Source: *Images of America: Sacramento Greenhaven/Pocket Area*, 54. Courtesy of the Portuguese Historical and Cultural Society.

<sup>22</sup> Nona B. Dennis et al., “Riparian Surrogates in the Sacramento/San Joaquin Delta and Their Habitat Values,” in *California Riparian Systems: Ecology, Conservation, and Productive Management*, ed. Richard E. Warner and Kathleen M. Hendrix (Berkeley: University of California Press, 1984), 570.

<sup>23</sup> *Where California Fruits Grow*, 29, 43.

<sup>24</sup> Carol Ann Gregory, *Images of America: Sacramento’s Greenhaven/Pocket Area* (San Francisco: Arcadia Publishing, 2005), 37, 51.

<sup>25</sup> Gregory, *Sacramento’s Greenhaven/Pocket Area*, 7-8.

<sup>26</sup> Gregory, *Sacramento’s Greenhaven/Pocket Area*, 51-66, 99-127.



## Reclamation Efforts

Between 1850 and 1893, Sacramento experienced ten major floods. Debris from hydraulic mining in the Sierra Nevada resulted in rising riverbeds and more severe flooding. Floods in 1907 and 1909 helped build momentum behind a public works project to stop the flooding. A report by U.S. Army Corps of Engineers Captain Thomas H. Jackson titled “Reports on the Control of Floods in the River Systems of the Sacramento Valley and the Adjacent San Joaquin Valley, California,” (also known as the Jackson Report) recommended a series of bypasses, levees, and weirs to channel water from North of Colusa to two hundred miles South to Collinsville. This report became the basis for reclamation efforts in the early 20<sup>th</sup> century. In 1911 the state passed the Flood Control Act, which adopted the Jackson Report and granted the State Reclamation Board the authority to build levees on the Sacramento River and its tributaries.<sup>27</sup>

The Natoma Water and Mining Company, developed in 1851 by Amos P. Catlin and A.T. Arrowsmith, led reclamation efforts which resulted in the agricultural development of what is now the Natomas area. The company’s mastery of the water and mining business made “the Natoma Water and Mining Company...one of the most profitable investments in California.”<sup>28</sup> Through reclamation efforts, the area was transformed from swampland (See Figure 2) into fertile and productive agricultural land. Reclamation District 1000 was established in 1911. It encompassed over 32,000 acres in Sacramento County and over 21,000 acres in Sutter County. The district was bounded by the Sacramento River to the west, the Cross Canal to the north, Pleasant Grove Creek and Natomas East Main Drainage Canal to the east, and the American and Sacramento Rivers to the south. Natomas Consolidated of California (formerly The Natoma Water and Mining Company) owned 85% of the land that became Reclamation District 1000. The company performed the work of reclamation between 1912 and 1917—repairing, strengthening, and raising levees. This system stands largely intact, and still holds back the floodwaters of the Sacramento River.<sup>29</sup> The levees were designed to keep water out of the district in canals designed to collect water until it could be pumped out. Pumping plants pumped the water into the Sacramento River. Once the work of reclamation was complete, an irrigation system was established within the district. With this system of levees and irrigated waterworks in place, Reclamations Districts 1000 and 1001 within the Natomas Consolidated land were primed for agricultural development. The company subdivided its 43,532 acres into 40-acre tracts with irrigation, drainage, and roads for each. The area was successfully marketed as a rich area for farmers. Crops included beans, sugar beets, rice, pumpkins, potatoes, melons, and alfalfa—which was used to support a growing dairy industry in the area. The agricultural nature of Natomas would be eroded by suburban development in the mid-twentieth century (see **Post-World War II, Transportation, and Redevelopment Context**).<sup>30</sup>

## **Farm and Agricultural Industry Workers**

### Subcontexts/Themes Not Included in This Evaluation

- Sacramento’s Farmsteads

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<sup>27</sup> Karen Wilson, *A Century of Protecting Natomas: The History of Reclamation District 1000, 1911-2011* (Virginia Beach, VA: Donning Company Publishers, 2011), 9-14.

<sup>28</sup> Todd Holmes, “Rivers of Gold, Valley of Conquest: The Business of Levees and Dams in the Capital City,” in *River City and Valley Life: An Environmental History of the Sacramento Region*, Christopher J. Castaneda and Lee M.A. Simpson eds. (Pittsburgh, PA: University of Pittsburgh Press, 2013), 124.

<sup>29</sup> Wilson, *History of Reclamation District 1000*, 7.

<sup>30</sup> Wilson, *History of Reclamation District 1000*, 15-21, 60-65; *Natomas News* Vol. 1. nos. 3-4 (Sacramento: Natomas Consolidated of California, 1911).

The sub-context of Sacramento’s farm owners who lived on their land has not been thoroughly evaluated in this context statement. The history of Sacramento’s small farm owners, as well as related property types, features, and characteristics, needs further research, evaluation, and documentation.

- Agricultural Industry Worker Housing  
The housing of agricultural workers, including those who went out to the fields each day and those who worked in canneries and factories in the city, have not been thoroughly evaluated in this context statement, beyond the Labor Market area discussed below. Further research, evaluation, and documentation is required.

### Itinerant and Immigrant Labor in Sacramento

The discovery of gold by James Marshall at Sutter’s Mill on the South Fork of the American river in Sacramento’s nearby foothills triggered mass migration to the Sacramento region. News of gold attracted immigrants from Hawaii, Mexico, Chile, Peru, Australia, China, France, Germany and other diverse countries. These groups, in addition to Native Americans and people from across the United States, comprised the workforce of the California Gold Rush.<sup>31</sup> These migrants not only worked in the gold fields, they also worked and lived in Gold Rush towns like Sacramento. Sacramento, strategically located at the confluence of the American and Sacramento Rivers and served by the railroad, served as a regional hub for transportation and shipping. Goods and people were transported from San Francisco to the gold fields of the Sierra Nevada via the Sacramento River (**see Railroad Context**).<sup>32</sup> Merchants, service workers, and businesspeople stationed themselves in Sacramento to capitalize on the large population of miners dependent on the town’s services. Not all who came to the Sacramento area during the Gold Rush stayed. Those that did usually worked in industries supported by mining.<sup>33</sup> By the 1860s, grain and lumber mills and canneries were established in Sacramento. Immigrant laborers were used throughout agriculture and its related industries in the Sacramento Valley—picking and transporting crops to market, canning and packing, shipping, and the railroad.<sup>34</sup>

Laborers, generally travelling to work on foot, settled near the canneries, factories, and rail yards that provided them with jobs. Tenements, hotels, and other lodging lined streets near the waterfront and rail lines where these industries were located (See Figure 5).

<sup>31</sup> Sucheng Chan, “A People of Exceptional Character: Ethnic Diversity, Nativism, and Racism in the California Gold Rush,” in *Rooted in Barbarous Soil: People, Culture, and Community in Gold Rush California* edited by Kevin Starr and Richard J. Orsi (Berkeley: University of California Press, 2000), 52-6.

<sup>32</sup> Robert Phelps, “‘All Hands Have Gone Downtown’: Urban Places in Gold Rush California,” in *Rooted in Barbarous Soil: People, Culture, and Community in Gold Rush California* edited by Kevin Starr and Richard J. Orsi (Berkeley: University of California Press, 2000), 122-23.

<sup>33</sup> Ken Owns, “Begun by Gold: Sacramento and the Gold Rush Legacy after 150 Years,” in *Riches for All: The California Gold Rush and the World* ed. Ken Owens (Lincoln: University of Nebraska Press, 2002), 334-35.

<sup>34</sup> Cheryl Anne Stapp, *Sacramento Chronicles: A Golden Past* (Charleston, SC: History Press, 2013), 22.

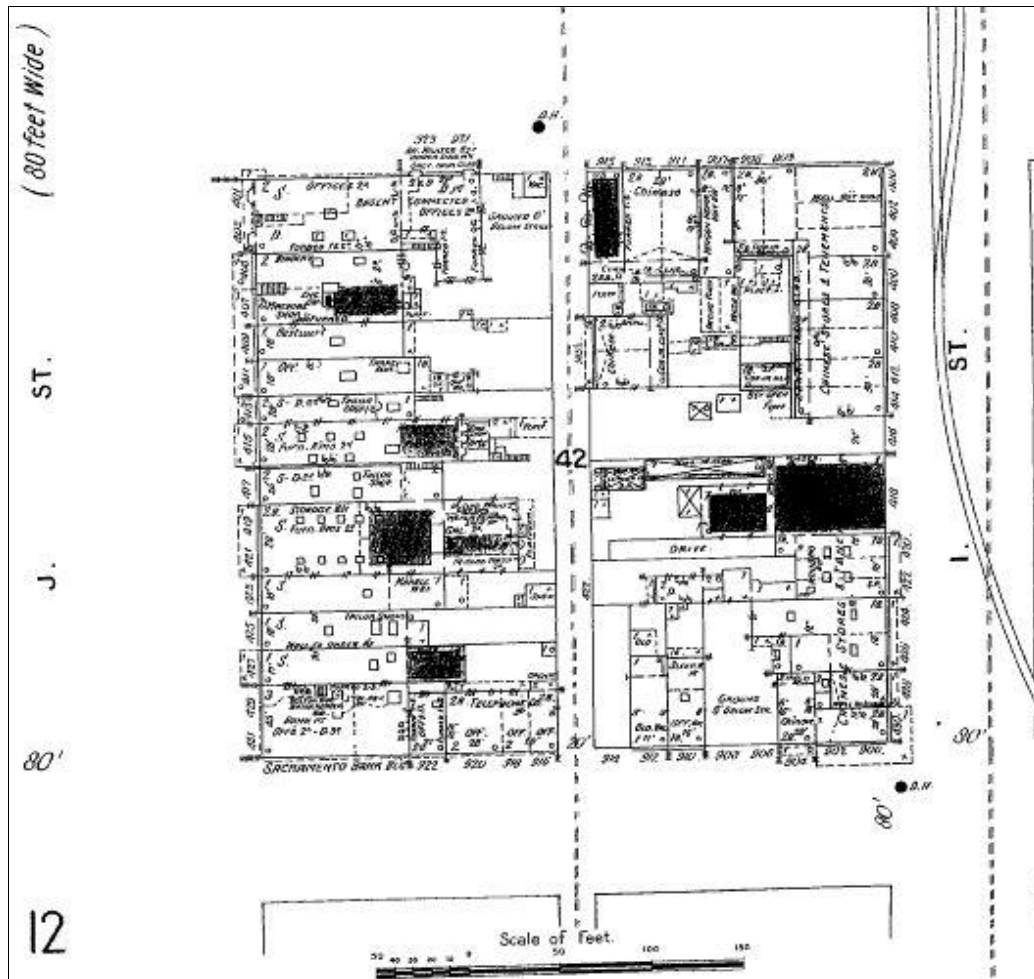


Figure 5. Insurance Maps: Sacramento, California (Sanborn-Perris Map Co., 1895). This selection from an 1895 Sanborn map shows the block between J and I Streets, and 3rd and 2nd Streets. Along 3rd and I Streets are a series of lodgings and tenements, primarily for the Chinese. The people living there most likely worked at the nearby rail yards, canning facilities, and in other auxiliary industries. The Southern Pacific rail yard, two nurseries, multiple grocers, and a fruit packing facility all resided within two blocks of these tenements.

Immigrants who did stay in Sacramento often remained engaged with their ethnic communities. Sacramento had a strong contingent of Irish settlers, many from the eastern United States. The center of Irish life in Sacramento in the 19<sup>th</sup> century was St. Rose of Lima Church at 7<sup>th</sup> and K Streets. Germans participated in a social club called the Turn Verein, which gathered in different locations referred to as Turner Hall throughout Sacramento. Sacramento’s Turn Verein found a permanent home in 1925 at 3349 J Street in 1925—the building continues to be used for its original purpose. Sacramento’s early African-American population tended to settle near the African Methodist Episcopal Church. Chinese immigrants, pushed out of the mines by a foreign miners tax, provided services for Sacramento’s growing urban core. They settled along I Street, establishing restaurants, gambling houses, and other businesses—especially laundries.<sup>35</sup>

Beginning around 1910, California saw a large influx of Mexican immigrants due to the Mexican Revolution. Worsening economic conditions in Mexico and a United States’ labor shortage caused by World War I contributed to continuing immigration.<sup>36</sup> Mexican immigrants arrived in

<sup>35</sup> Steven M. Avella, *Sacramento: Indomitable City* (San Francisco: Arcadia Publishing, 2003), 43-5.

<sup>36</sup> Guadalupe Salinas and Isaias D. Torres, “The Undocumented Mexican Alien: A Legal, Social, and Economic Analysis,” in *Latino Employment, Labor Organizations, and Immigration*, ed. Antoinette Sedillo Lopez (Routledge,

Sacramento County to find work in the booming railroad and agriculture industries. Because of the proximity to the Southern Pacific rail yard and several major canneries, sizeable Mexican populations developed in the West End and Alkali Flat neighborhoods, and by the early 1940s, there were approximately 2,000 Latinos residing in Sacramento.<sup>37</sup> At the onset of the Second World War, Congress recognized the shortage of American laborers and arranged for a sponsorship program of Mexican laborers with the Mexican government. It was known as the Bracero (Spanish for “strong arm”) Program. Two separate labor programs were initiated: a railroad program that operated from 1942 until 1945 and an agriculture program that was extended many times by supplemental legislation until 1964, though the agreements covered laborers until 1967.<sup>38</sup> The total number of immigrant laborers steadily increased through the 1940s, when nearly half of all Sacramento cannery workers were from Mexico.<sup>39</sup> By the end of the Bracero Program in 1964, millions of Mexicans had immigrated to the United States. The 1966 United Farm Workers march from Delano to Sacramento is one of the most significant events of the 20<sup>th</sup> century labor movement and thousands of Sacramentans took part. The march is significant to California’s and Sacramento’s immigrant labor history and will reach the 50-year threshold in 2016.

### The Labor Market Area

The Sacramento riverfront was established as the property of the Central Pacific Railroad (later owned by the Southern Pacific Railroad) following the groundbreaking for the rail yard, shops, and depots in 1863, and the area of the city on the west end of K Street and along the embarcadero became populated by migrant workers hoping to find agricultural and factory labor, or employment at the nearby rail yards and shops (See **Transportation Context**).<sup>40</sup> In the decades that followed, the residential and commercial area roughly bounded by the Sacramento River, 10<sup>th</sup> Street, Front to 6<sup>th</sup> Street, and from I Street and R Street to the M/N Alley, attracted thousands of itinerant laborers who followed seasonal jobs at farms located outside Sacramento as well as on the railroads and in the city’s proliferating factories. This neighborhood, known as Sacramento’s West End or Labor Market Area, was also home to numerous employment agencies that facilitated temporary hiring, homeless shelters, and other social services.<sup>41</sup> The Labor Market was populated predominantly by single male workers, infirm men, and retirees who sought cheap accommodations in residential hotels or boarding houses. Of the numerous buildings that lined the streets, most were on- and two-story frame dwellings and tenements. The Labor Market Area and much of its surrounding larger West End neighborhood was associated with poverty and crime. Various ethnic groups were concentrated there, including Chinese, Japanese, and Mexican communities—most of whom were prohibited from living or owning property elsewhere in the city.<sup>42</sup> Many Sacramentans considered much of the West End “blighted,” and beginning in the 1940s, various redevelopment projects focused on the West End (see **Post-World War II, Transportation and Redevelopment Context**). Today, the remaining buildings that supported the Labor Market are contained within what is now called Old Sacramento—which is bounded by the Sacramento River, I Street, Interstate 5, and Capitol Mall.

1995), 169-70.

<sup>37</sup> City of Sacramento, *Alkali Flat/Mansion Flats Strategic Neighborhood Action Plan* (2005), 7, accessed 4 January 2013, [http://www.cityofsacramento.org/dsd/planning/long-range/snaps/documents/Final\\_SNAP\\_08\\_30\\_05.pdf](http://www.cityofsacramento.org/dsd/planning/long-range/snaps/documents/Final_SNAP_08_30_05.pdf).

<sup>38</sup> Armando Navarro, *Mexicano Political Experience in Occupied Aztlan: Struggles and Change* (Walnut Creek, CA: Alta Mira Press, 2005), 375.

<sup>39</sup> Avella, *Sacramento: Indomitable City*, 108.

<sup>40</sup> William Burg, *Sacramento’s K Street: Where Our City Was Born* (Charleston, SC: The History Press, 2012), 125.

<sup>41</sup> William Burg, “The Big Tomato,” *Midtown Monthly*, 11 March 2011, accessed 20 December 2010, <http://www.midtownmonthly.net/life/the-big-tomato/>.

<sup>42</sup> Burg, *Sacramento’s K Street*, 126-27, 129.

## **California State Agricultural Society and the California State Fair**

Soon after the Gold Rush, the California Agricultural Society was created by the state legislature, and the organization was permitted to host an annual gathering to exhibit livestock, manufacturing, and agriculture-related industry.<sup>43</sup> In the years immediately following the inaugural California State Fair held in San Francisco in 1854, the annual fair and agricultural exposition of the California State Agricultural Society was held in Sacramento, San Jose, Stockton, and Marysville. It returned to Sacramento in 1861, when it became the fair's permanent location.<sup>44</sup>

The state agricultural Society purchased a large plot of land bounded by B, H, 20<sup>th</sup>, and 23<sup>rd</sup> Streets for its fairgrounds and constructed the Union Park Racetrack. County exhibits were located at the more centrally-located grand Pavilion at 6<sup>th</sup> and M Streets. A new exhibition hall was constructed nine blocks to the west in Capitol Park, and this Agricultural Pavilion was in use from 1884 to 1905.<sup>45</sup> The Racetrack, which hosted livestock events including horse races and later bicycle and automobile races, was considered the fastest and best track in the State, one that is a great favorite with horsemen ambitious to make a record for their stud.<sup>46</sup> It operated from 1861 until 1904, after which time the land was sold to the Park Realty Company, subdivided, and developed into the Boulevard Park neighborhood.<sup>47</sup>

In 1909, new consolidated state fairgrounds opened near the southeast corner of the city at Stockton Boulevard and 2<sup>nd</sup> Avenue, and the grounds were expanded in 1937 to include a livestock arena and racetrack grandstand. There was also a Hall of Flowers, a Counties Building, Halls of Industry and Agriculture, numerous livestock barns, and a carnival.<sup>48</sup> The new fairgrounds were planned in accordance with the tenets of the City Beautiful Movement, and many of the exhibit buildings were beautifully designed and ornamented.<sup>49</sup> The last state fair to be held at the Stockton Boulevard fairgrounds was in 1967, and the site was eventually redeveloped into the Sacramento Medical Center (now known as the UC Davis Medical Center). Two state fair buildings survive near the northeast corner of Stockton and Broadway: Governors Hall (vacant in 2010) and the Exhibition Hall (now known as the Institute for Regenerative Cures).<sup>50</sup> The Cal Expo site on the north side of the American River opened in 1968, and the fair has been held at this location since. Prior to the construction of Cal Expo, the site was part of an undeveloped tract of 1,000 acres. Cal Expo currently occupies 356 acres, and the 159<sup>th</sup> California State Fair was celebrated there in 2013.

## **Agricultural Industries in the City of Sacramento**

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<sup>43</sup> California State Archives Staff, "Inventory of the California State Exposition and Fair Records" (Sacramento: California Secretary of State, 2005), 3, accessed 21 December 2012, <http://cdn.calisphere.org/data/13030/9g/tf4489n69g/files/tf4489n69g.pdf>.

<sup>44</sup> Thor Severson, *Sacramento, an Illustrated History, 1839-1874: from Sutter's Fort to Capital City* (California Historical Society, 1977), 131.

<sup>45</sup> Severson, *Sacramento, an Illustrated History*, 134.

<sup>46</sup> Davis, "Sacramento County," 332.

<sup>47</sup> William Burg, "Midtown State Fair," *Midtown Monthly*, 1 July 2010, accessed 8 January 2013, <http://www.midtownmonthly.net/life/midtown-state-fair/>.

<sup>48</sup> Marty Relles, "Walking to the Old California State Fair," *Valley Community Newspapers*, 19 May 2011, accessed 8 January 2013, <http://www.valcomnews.com/?p=4108>.

<sup>49</sup> Burg, William. "Midtown State Fair."

<sup>50</sup> University of California, Davis, "UC Davis Sacramento Campus 2010 Long Range Development Plan," 2010.

Some of the largest agricultural manufacturing operations in the entire nation were located in Sacramento. In the 1920s, Sacramento had the largest and second largest canneries in the United States—Cal-Pack#11 and Libby McNeill & Libby.<sup>51</sup> The canneries and packing industries played key roles in the city's existence as a powerful industrial center and attractive labor market, profiled below. In addition to these, numerous other agriculture-related businesses and plants operated within the city, and the collective agricultural industries, often associated along rail lines, were a powerful force that shaped the development of Sacramento and the surrounding region.

### Breweries

With an influx of German immigrants, a predominantly working-class male population, the rich soils of the Sacramento Delta, and access to wide-spread distribution, breweries became highly successful in Sacramento. Two New Hampshire-born brothers began experimenting with growing hops in the region beginning in 1857; previously brewers were dependent on hops shipped from the east coast. The cultivation of hops in California was made possible by the rapid expansion of local production of barley and hops:

Barley production rose from just under 10,000 bushels in 1850 to over 17.5 million bushels by 1890. Kilns were used to make malt from the barley, but that mostly took place at breweries and not farms. During the late 1850s most of the hops production in the United States was in New York, but by the late nineteenth century California's Central Valley and the Northern California Coast had become important hops-growing regions... The first hops in California were planted in 1856, and by 1880 California had become a leader in the production of hops. By the early 1900s, however, hops growing in the state fell victim to the economics of competition from the Pacific Northwest... Steady demand drove the market through the late nineteenth and early twentieth century. Large-scale hops production in California largely ended during the 1960s.<sup>52</sup>

As hop and barley cultivation proved suitable for western alluvial soil, beer production became common throughout the Sacramento Valley. One obstacle brewers faced was the need for cold climates to produce cold-fermented lagers. Before artificial refrigeration was viable, producers would brew what came to be known as California common, or steam beer, but by the 1870s, as ice refrigeration became affordable, lagers appeared on the Sacramento market. In 1890, Herman Grau opened the Buffalo Brewing Company, which would become the largest brewery west of the Mississippi. Under prohibition, many breweries went out of business or began producing sodas, "soft beers," and ice at the onset of Prohibition in 1920. Those that survived began producing beers again following the ratification of the 21st Amendment.

### Flour Mills

As described above, the cultivation of grains—notably wheat—was the focus of many early farmers in the Sacramento Valley. In 1849, Sacramento already had two flour mills. Within five years, the city had six flour mills producing almost 585 barrels a day for residents and miners alike.<sup>53</sup> By the late nineteenth century, fruits and vegetables had surpassed wheat in demand and profitability. Nevertheless, flour and feed remained dietary staples for people and livestock, and Sacramento's early mills are an integral part of the city's industrial heritage. In 1913, a historian reflected on a predictable of financial hardship for Sacramento's mills:

<sup>51</sup> Burg, "The Big Tomato."

<sup>52</sup> California Department of Transportation, "A Historical Context and Archaeological Research Design for Agricultural Properties in California," 79.

<sup>53</sup> Stapp, *Sacramento Chronicles*, 22.

The prospect for the milling industry is not very bright. Land is becoming too valuable for wheat culture and is diverted to fruit, dairying, beans, hops, etc. The export flour trade is therefore a thing of the past. The mills can look only for such an increase of their business as is consequential to the increase of population, which fortunately gives great promise.<sup>54</sup>



Figure 6. Globe Flour Mills Company. Source: Page & Turnbull, 2013.

### Globe Flour Mills

This first milling operation on this site began in 1881. In 1914, the Phoenix Milling Company constructed a new, five-story mill building on C Street. It was designed by architect P.J. Herold and was of poured concrete construction, an early modern use of concrete in Sacramento. The mill complex was purchased in 1919 by the Globe Flour Mills Company, “one of the key companies that made Sacramento a center of agricultural shipping and contributed to the city’s ‘astounding’ industrial payroll.”<sup>55</sup> The complex was purchased by Pillsbury in 1940, and it was enlarged and modernized in 1941 and 1942. Feed was manufactured there from 1941 to 1960, and the mills continued to produce flour until operations ceased in 1968<sup>56</sup>. Key portions of the Globe Mills complex were recently rehabilitated as an award-winning adaptive reuse project and now functions as a loft-style apartment complex.

<sup>54</sup> William L. Willis, *History of Sacramento County California with Biographical Sketches of the Leading Men and Women of the County Who Have Been Identified with Its Growth and Development from the Early Days to Present* (Los Angeles: Historic Record Company, 1913), 398.

<sup>55</sup> “Lofts at Globe Mills,” accessed 8 January 2013, <http://www.loftsatglobemills.com/index2.html>.

<sup>56</sup> Redevelopment Agency of the City of Sacramento, “Globe Mills Adaptive Reuse Project,” Draft Environmental Impact Report/Environmental Assessment, 10 September 2004.

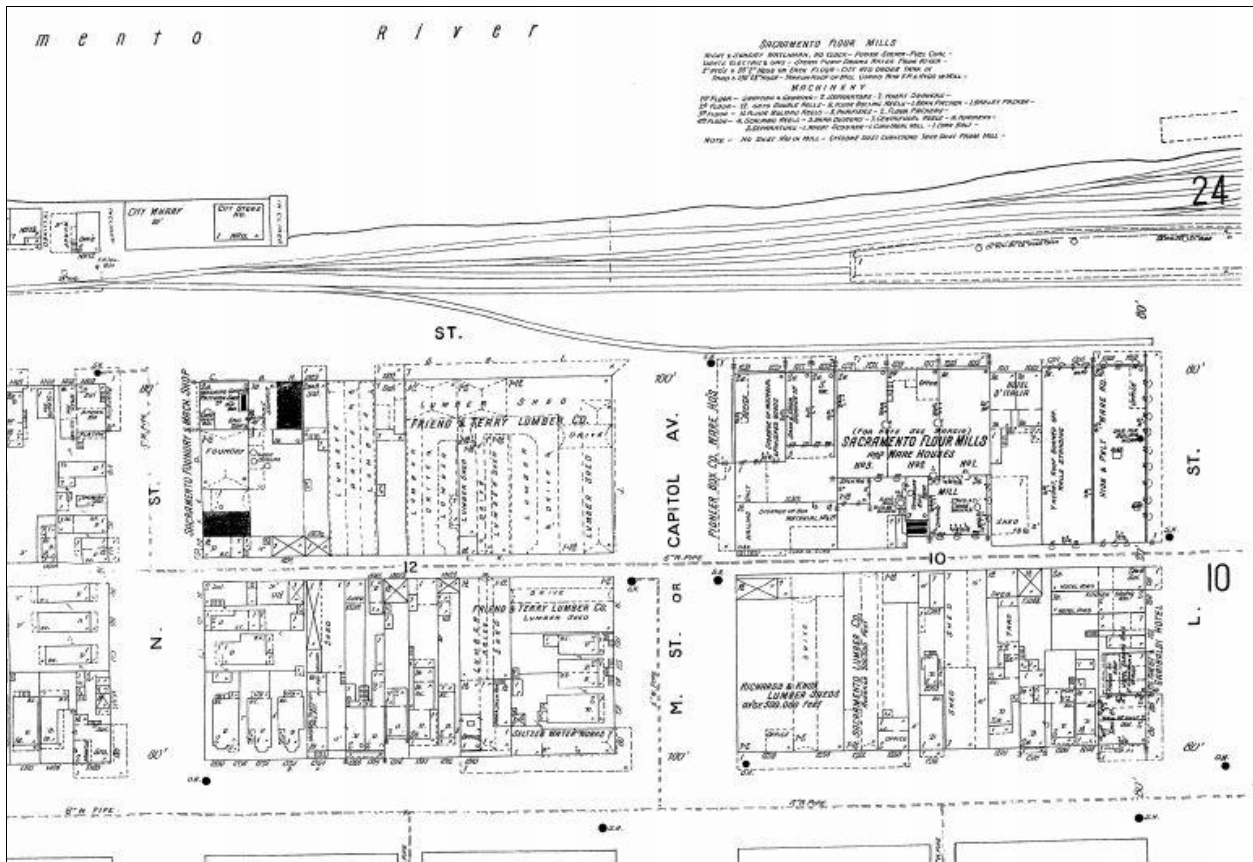


Figure 7. Insurance Maps: Sacramento, California (Sanborn-Perris Map Co., 1895). This map shows Pioneer Box Company's warehouses at Capitol Avenue and Front Street and demonstrates its proximity to lumber facilities such as Friend and Terry Lumber Shed, Richards & Knox Lumber Shed, and Sacramento Lumber Co. This pattern is common for lumber yards and box factories throughout the 1895 Sacramento Sanborn Map. The placement of the Sacramento Flour Mills near both rail and water transportations lines was typical of agricultural industrial enterprises in Sacramento at the time.

**Canning**

Following the Gold Rush, from the 1850s through the 1870s, the canning process was still undergoing refinements. The process was clumsy and expensive:

...canners labored under incessant difficulties. First, mistakes in processes, then high freight, crude machinery and methods. The cans were all made from hand. Tin frequently cost the packers as high as \$20.00 per box, and solder and other material in the same proportion...[Y]et during these early pioneer days California canned fruits, jams and jellies of the finest possible quality were packed, and in heavy syrups.<sup>57</sup>

The region's first salmon cannery, Haggood, Hume & Co., was established in 1864 on the west bank of the Sacramento River in West Sacramento.<sup>58</sup> Salmon fishing became an increasingly profitable business, and approximately 20 salmon canneries were constructed along both banks of the Sacramento River during the 1870s and 1880s.<sup>59</sup> According to an account from 1914, Sacramento's salmon canning industry was somewhat short-lived due to overfishing:

<sup>57</sup> Jacobs, "The Rise and Progress of the Canning Industry in California," 32.  
<sup>58</sup> W.I Crawford, "The Development of the Salmon Canning Industry," in Arthur I. Judge, ed. *A History of the Canning Industry* (Baltimore, MD: The Canning Trade, 1914), 46.  
<sup>59</sup> National Park Service (NPS), "First Pacific Coast Salmon Cannery Site: Broderick, Yolo County, California,"



At one time salmon was so plentiful in the Sacramento [River], that all canneries were swamped by the supply during years when there was a heavy run...A great deal of this salmon was also canned in those years in San Francisco, but after the rivers were fished out, the packing of salmon ceased [by the late 1880s].<sup>60</sup>

Overfishing did not mean the end to Sacramento's canning industry as a whole, however. Fruit from the surrounding valley became the primary canned goods produced in Sacramento. The Capitol Packing Company was established in Sacramento in 1882. It had operations at Front and K Streets—near the waterfront and the western terminus of the Transcontinental Railroad, and 11<sup>th</sup> and B Streets—near the Southern Pacific Rail line. The company packed and shipped more than 2,000 tons of fruit in 1887.<sup>61</sup> In the late 1880s, the fruit shipping industry was seen as a young, but growing:

The fruit shipping industry is yet in its infancy, but may now be considered as in a healthy condition, and bound to grow to gigantic proportions. As new railroads center here [in Sacramento] and fresh competition is added in the carrying trade, better facilities are afforded, quicker time, and lower rates, the business will be found practically to have no limit.<sup>62</sup>

According to an 1888 history, almost ninety percent of green fruit, besides oranges, that left the state was shipped from Sacramento. The 1887 growing season saw almost 3,000 rail car loads full of fruits and vegetables shipped east from Sacramento. A substantial amount of this fruit was grown in Sacramento County, in addition to what was grown in El Dorado, Placer, Yolo, Solano, and other counties. Winter fruits grown in the area included oranges, lemons, pomegranates, olives, and persimmons. In the spring, strawberries, raspberries, blackberries and cherries were in season. Apricots, plums, peaches, pears, and nectarines were harvested in the early summer months. Fall fruits included apples, pears, grapes, quinces, prunes, and peaches.<sup>63</sup>

Several important canneries and their histories are discussed below.

*Libby, McNeill, & Libby*

In 1912, the Chicago-based meat canning company Libby, McNeill & Libby opened what would become the largest fruit and vegetable cannery on the West Coast at the intersection of 31<sup>st</sup> Street, R Street, and Stockton Boulevard (extant).<sup>64</sup> By 1918, nine large brick buildings designed by architects A.C. Rhoades and Washington Miller were constructed at the nine-acre complex.<sup>65</sup> The cannery was described as having excellent rail connections, having two spur tracks connected with the Southern Pacific railroad and the Northern Electric railway.<sup>66</sup> Fresh produce from nearby farms was typically delivered to the cannery on trucks and wagons, and

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Withdrawal of National Historic Landmark Designation (2004), [http://www.cr.nps.gov/nhl/DOE\\_dedesignations/Salmon%20Cannery.htm](http://www.cr.nps.gov/nhl/DOE_dedesignations/Salmon%20Cannery.htm).

<sup>60</sup> Jacobs, "The Rise and Progress of the Canning Industry in California," 38.

<sup>61</sup> *Sacramento: The Commercial Metropolis of Northern and Central California* (Sacramento: A.J. Johnson & Co., 1888), 71.

<sup>62</sup> *Sacramento: The Commercial Metropolis of Northern and Central California*, 32.

<sup>63</sup> *Sacramento: The Commercial Metropolis of Northern and Central California*, 27- 31.

<sup>64</sup> William Burg, "The Big Tomato."

<sup>65</sup> NPS, "Libby McNeil and Libby Fruit and Vegetable Cannery," National Register of Historic Places Nomination Form, 1982.

<sup>66</sup> C.W. Geiger, "Libby, McNeill & Libby's Sacramento Cannery," *Canning Age*, (January 1921), 12.

crates of canned goods were loaded into freight cars and shipped via railroad.<sup>67</sup> Libby, McNeill & Libby ceased the complex's canning operations in 1980. Today, the complex is a business park known as "The Cannery."



Figure 8. Former Libby, McNeill & Libby cannery. Source: Page & Trumbull, 2013.

### *California Almond Growers' Exchange and Calpak Plant No. 11*

In 1914, the California Almond Growers' Exchange, a corporation formed in 1910 from nine smaller growers' associations, erected its first almond hulling and shelling plant in Sacramento at 18<sup>th</sup> and C Streets (non-extant). Between 1922 and 1929, the 1914 plant expanded considerable to include new facilities for the manufacture and canning of blanched, salted, roasted, and sliced almond varieties. In 1938, the growers' exchange's new corporate office were constructed adjacent to the factory. A massive storage complex was constructed on the north side of the railroad tracks in 1957, and additional distribution and storage facilities were build in 1971.

During the first major expansion of the plant in the 1920s, the California Packing Company—a newly formed business unrelated to the almond growers' exchange—constructed a cannery for its Del Monte brand of produce immediately to the west of the exchange's factory. The cannery, a large brick plant that occupies two square blocks, was known as Calpak Plant No. 11. Approximately 2,500 workers were employed there during the company's busiest periods (Burg, 2011). Four Del Monte canneries were built in Sacramento, but only Plant No. 11 remains. The others were located at Front and P Streets, 3<sup>rd</sup> and X Streets, and 19<sup>th</sup> and R Streets.

<sup>67</sup> Burg, "The Big Tomato."



Figure 9. Calpak Plant No. 11, now the Blue Diamond Growers plant. Source: Page & Trumbull, 2013.

In 1982, the California Almond Growers' Exchange purchased Plant No. 11 from the California Packing Company, thereby expanding its manufacturing facilities, storage, and offices, and introduced a shop and visitors center. The growers' exchange has been known as the Blue Diamond Growers since 1987, and continues to operate out of the facilities mentioned above.<sup>68</sup>

#### *American Can Company*

Opened in 1926, the American Can Company plant on C Street between 33<sup>rd</sup> and 40<sup>th</sup> Streets was a major regional manufacturer of tin cans. Employing approximately 900 workers at peak canning season, the plant supplied cans to several of Sacramento's largest canneries, including Calpak Plant No. 11 and Libby, McNeill & Libby. The sprawling complex was designed in a Streamline Moderne style and was served on its north side by the Southern Pacific Railroad. The irregularly-shaped factory building has several distinct wings that feature a variety of roof forms including flat, saw-tooth, and gabled with a stepped parapet. Today, the plant is part of the 380,000-sq. ft. Cannery Business Park and appears much as it did in a historic photograph from 1945 (see below).<sup>69</sup>

<sup>68</sup> Blue Diamond Growers, "Historic Timeline," accessed 4 January 2012, <http://www.bluediamond.com/index.cfm?navid=394>.

<sup>69</sup> Michael Shaw, "AKT Buys East Sac Business Park," *Sacramento Business Journal*, 12 November 2006, accessed 4 January 2012, <http://www.bizjournals.com/sacramento/stories/2006/11/13/story7.html?page=all>.



Figure 10. American Can Company Complex. Source: Page & Trumbull, 2013.

### *Bercut-Richards Packing Company*

The Bercut-Richards Packing Company was established in 1931 by joint owners Tom Richards and brothers Henry and Peter Bercut. The cannery, originally constructed in 1928-29 by the short-lived California Cooperative Producers Company was located on North 7<sup>th</sup> Street near the American River. It was constructed of brick and had a sawtooth roof. The Bercut-Richards Packing Company, which packed 300,000 cans in its first year, was a major producer of canned tomato products and specialized in a variety of other fruits and vegetables. The plant expanded several times during the 1930s to include brick and hollow clay tile warehouses for cold storage, office buildings, and a cafeteria for employees.. From 1942 to 1945, part of the complex functioned as the Sacramento Army Signal Depot as well as a camp for German prisoners of war. The cannery continued to operate until the early 1980s, and the machinery was finally sold in 1998.<sup>70</sup> All of the complex, with the exception of the scale house, was demolished in 2009-2010 and the property is currently being redeveloped as part of the Township 9 mixed-use development.<sup>71</sup>

### *Campbell's Soup Company*

The Campbell's Soup Company plant, located on Franklin Boulevard between 38<sup>th</sup> and 47<sup>th</sup> avenues, is the company's oldest remaining factory. Constructed in 1947 as a sprawling concrete industrial complex, it was the last large-scale canning operation to open in the city, producing large quantities of soups, sauces, and beverages (many of which were tomato-based) and contributing to Sacramento's identity as "The Big Tomato," which was a general term used for the local canning industry. A decision was made to close the Sacramento plant and transfer production to other Campbell's Soup Company plants in North Carolina, Ohio, and Texas. Operations of the plant were downsized in phases beginning in September 2012, and the plant ceased production in July 2013.<sup>72</sup>

<sup>70</sup> City of Sacramento, "Township 9 Draft Environmental Impact Report," Sacramento, CA, 2009, 6.4-4 – 6.4-7.

<sup>71</sup> Burg, "The Big Tomato."

<sup>72</sup> "Campbell Soup Shutting Down Sacramento Plant; 700 Jobs Being Cut," *CBS Sacramento*, 27 September 2012, accessed 1 April 2014, <http://sacramento.cbslocal.com/2012/09/27/campbell-soup-is-shutting-down-sacramento-plant/>.



Figure 11. Campbell's Soup Company cannery. Source: Page & Trumbull, 2013.

### Dairy Operations

In 1860, the Central Valley boasted 101,000 dairy cows; 163,000 by 1910.<sup>73</sup> While small dairies were found throughout the region, the dairy industry developed rapidly at the beginning of the 20<sup>th</sup> century as technology and transportation developed to support larger scale dairy industrial complexes. North Sacramento and, with the completion of work under Reclamation District 1000, land in North Natomas was increasingly devoted to dairy cows.

Crystal Cream & Butter was founded by George Knox in 1901, in the back of a small grocery store located at 728 K Street. The small operation produced only butter and cream, sourced from dairy farms in what is now North Sacramento. Crystal was purchased by Danish immigrant Carl Hansen in 1921. Crystal had two trucks and 10 employees. Within only a few years of purchasing Crystal, Hansen expanded its operations to include bottled milk, and relocated to larger facilities on D Street. The company continued to diversify its product range, first offering ice cream in 1930, pioneered new processing technologies, such as milk cartons in 1939, and grew into one of the largest independent dairies in California. Roads, then rail and traction lines, came in from the north, bringing milk to the company site for further processing. The company relocated within Sacramento again in 1996.

### Box factories in Sacramento

The transportation of canned goods required the manufacture of boxes, and the lumber necessary to that process. Sacramento's lumber yards were established in close proximity to the Sacramento River and the Southern Pacific Railroad Line that ran along B Street, cutting to run along the Sacramento River from H Street until approximately W Street, with a connecting line along the R Street rail corridor.

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<sup>73</sup> California Department of Transportation, "A Historical Context and Archaeological Research Design for Agricultural Properties in California," 88.

Box factories and warehouses were built near lumber yards for easy access to lumber. Proximity to the lumber yards also meant access to river and rail transportation. An 1895 Sanborn Fire Insurance Map shows Pioneer Box Company's warehouses directly across the street from Friend and Terry Lumber Shed, and next door to Richards & Knox Lumber Shed and Sacramento Lumber Co. (See Figure 7). This pattern is common for lumber yards and box factories throughout the 1895 Sacramento Sanborn Map.

*From the Northwest Land Park, Cultural Resources Inventory and Evaluation Report:*

Capital Box Factory was the first and longest-lived of Sacramento's six box manufacturing firms. The company built its original facility at 2nd and Q Streets in 1859. By 1920 a second box factory had opened when California Pine Box Distributors, a statewide cooperative, established its Sacramento affiliate. The Sacramento plant remained in business at least as late as 1928, but appears to have gone out of business by 1951, when the Sacramento Union published a profile of local box manufacturers that did not mention the cooperative.

Established by box manufacturing entrepreneur Curt Setzer and a group of co-investors in 1923, Sacramento Box and Lumber Company was, by all appearances, the largest and most successful of Sacramento's box manufacturing operations. The company built its factory at 65th and R Streets, then just outside the city limits. A 1926 fire completely destroyed the company's structures and equipment, as well as most of its lumber. Sacramento Box and Lumber Company rebuilt and subsequently expanded its operations to include a logging camp at Kyburz and, later, satellite offices in New York, Chicago, Detroit, and Los Angeles. Woodleaf Timber Company purchased Sacramento Box and Lumber Company in July 1958 and shuttered the Sacramento facility six weeks later.

...Following the 1926 fire at Sacramento Box and Lumber Company, Setzer divested himself of his interest in the company and began plans for his own box factory. In 1927, Setzer Box Factory opened at its 3<sup>rd</sup> and Y Streets location. Owned entirely by Setzer, who claimed to have made his start in the box manufacturing industry as an eleven-year-old boy, the Setzer facility was the first of several industrial operations constructed on the newly subdivided Wright and Kimbrough tract. A 1927 *Sacramento Bee* article indicates that Setzer Box Factory was just one of several development projects that appeared near the city's southern limits in the late 1920s. Setzer announced in March 1927 that he expected to open with around 50 employees on his payroll, but, according to the *Sacramento Bee*, the factory employed nearly 100 as of September of that year.

The Great Depression did little to check the growth of the Setzer operation. In 1934, Setzer expanded his facility to include a sawmill as well a lumber pond measuring the equivalent of nearly one city block. According to Carey & Company's 2006 evaluation of the Setzer Forest Products properties, this expansion allowed [the company] circumvent the ill effects of government price controls on processed timber.

In the following years Setzer continued to expand and diversify his plant's output. In the 1930s the factory began acquired license and purchased the machinery necessary to compress the waste materials from its box manufacturing into Presto Logs. By the time a 1951 Sacramento Union article on the company was published, Setzer's outfit, now named Setzer Forest Products, continued to produce boxes, but also supplied wood to Detroit auto makers, Wisconsin door manufactures, and producers of "high quality wood manufactured products" in Maine. According to Carey & Company, however, in the

postwar years, cheaper cardboard boxes gained favor over wood ones, leading Setzer Forest Products to discontinue producing crates. Starting in the 1960s, the company's output was limited mostly to fabricating wood moldings for houses.<sup>74</sup>

Setzer Forest Products remains active on its Northwest Land Park site. While there has been a historical survey that suggests the potential for an historic district involving the Setzer structures, a subsequent survey suggests that there have been alterations and additions over the decades to several of the structures, such that there are no buildings that would be eligible for listing in the California Register of Historical Resources, and an EIR has been certified for a project that would remove the Setzer-related structures.

### Marketing and the Fresh Fruit Industry in California

Since the 1860s, fruit growers throughout California attempted to develop strategies for cooperative marketing efforts. Established in 1901 and headquartered in Sacramento, the California Fresh Fruit Exchange was “a statewide cooperative to market California fresh fruit throughout the world and to help solve technical and financial problems facing growers in the packing and shipping of fruit.”<sup>75</sup> The name of the organization was changed a few years later to the California Fruit Exchange, the second organization in history to use that name.<sup>76</sup> New offices of the California Fruit exchange, “the world’s largest deciduous fruit marketing cooperative,” were built in one of downtown Sacramento’s earliest skyscrapers in 1914.<sup>77</sup> The extant California Fruit Building (also known as the Desmond Building), which is located at 1000-1006 4<sup>th</sup> Street, was “built by local interests to house several fruit-shipping companies.” In 1932, the offices relocated to the Blue Anchor Building (built in 1931) at 1400 10<sup>th</sup> Street, in close proximity to the State Capitol. The Blue Anchor Building remained the headquarters of the California Fruit Exchange until 1966, when the building was purchased and has since been occupied by the State of California.<sup>78</sup>

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<sup>74</sup> Northwest Land Park LLC 2010.

<sup>75</sup> NPS, “Libby McNeil and Libby Fruit and Vegetable Cannery.”

<sup>76</sup> Erich Kraemer and H.E. Erdmann, *History of Cooperation in the Marketing of California Fresh Deciduous Fruits, Bulletin 557*(Berkeley: University of California, 1933).

<sup>77</sup> William Burg, “Sacramento’s First Skyscraper,” *Midtown Monthly*, 22 April 2009, accessed 10 December 2012, <http://www.midtownmonthly.net/life/sacramento%E2%80%99s-first-skyscraper/>.

<sup>78</sup> NPS, “Libby McNeil and Libby Fruit and Vegetable Cannery.”



Figure 12. California Fruit Building. Source: Page & Trumbull, 2013.



Figure 13. California Fruit Exchange building. Source: Page & Trumbull, 2013.

Can Production Facilities



Although important to Sacramento industrial agricultural development, factories that produced cans for canning have not been evaluated in this context.

### **Sacramento Farmers Markets**

From the *Northwest Land Park, Cultural Resources Inventory and Evaluation Report*:

Depression era Sacramento was home to a number of farmers markets. At least two of these markets preceded [the] Sacramento Farmers Market that occupied the Northwest Land Park project site: Tong Sung Farmers Market and Third and I Streets and Levi Zentner Market at 16<sup>th</sup> and B Streets. According to a 1999 article for Pocket News, the 16<sup>th</sup> Street market was notable for its owner's insistence on establishing the prices at which the merchants renting his stalls could sell their goods. In addition, there were three markets founded during or prior to 1938.

In 1932 several farmers and distributors who had previously operated stalls at Levi Zentner Market bristled at the price controls in place at that market and decided to establish their own venue on a 6.85 acre lot in the Wright and Kimbrough industrial tract. A corporate venture organized by Sigeichi Masuhara, Elder Cecchetti, and Caesar Viglioni, Sacramento Farmers Market generated funding for the business by selling shares to ethnic Japanese, Italian, and Chinese dealers. The new business used the money generated by their initial offering to pay for the new construction of the facility's first two structures, and the market officially opened in 1933. In its first years of business, the market was successful enough to expand its facilities.

The farmers and produce distributors operating out of Sacramento Farmers Market were a mix of shareholders and non-shareholding tenants. In addition to fruits and vegetables, these dealers offered fish, poultry, and eggs to the grocery stores and individual shoppers who patronized the market. Some of the farming families and produce distributors who operated stalls at Sacramento Farmers Market remain active in the local produce distribution business.

During the 1940s and 1950s the Sacramento Farmers Market underwent major changes. Under the directive of Executive Order 9066, the ethnic Japanese majority of Sacramento Farmers Market shareholders spent the duration of World War Two in federal internment camps. While many returned to Sacramento farmers Market after the war, the farmers' market ceased selling directly to consumers and operated primarily as a wholesale distributor serving grocery stores. However, by the late 1990 it had lost its share of the market in produce restaurants, specialty restaurants, and stores located in towns and cities outside Sacramento. The market continues to rent space to distributors, including Chick's Produce, a company operate by the Cecchetti family.<sup>79</sup>

### Subcontexts/Themes Not Included in This Evaluation

- Frozen Food and Ice Industry

The subcontext of the frozen food and ice industry has not been evaluated thoroughly for this context, though it is explored briefly in the **Railroad** context. Refrigerated boxcars for rail were developed at the same time as the canning industry. Wholesale grocers Hall, Luhrs & Company, located on K Street from approximately 1880-1928, pioneered the invention of a refrigerated railroad car that was capable of transporting fresh produce across the nation using ice quarried from the Sierra Nevada. The development of

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<sup>79</sup> Northwest Land Park LLC 2010.

mechanical refrigeration, and the frozen food industry, caused a change in demand from canned goods. At the same time, Sacramento was also a center for the preparation and distribution of frozen foods, ice production, and icing/manufacture of mechanical and ice-cooled refrigerator cars.

### Decline of Canning and Packing Industry in Sacramento

Before 1930, Sacramento and its environs were home to 20 major canning or packing plants in addition to the facilities that produced the cans and packing crates.<sup>80</sup> Sacramento's canneries enjoyed large business booms during the two World Wars. After World War Two, no longer providing food to the troops abroad, the economic feasibility of many factories waned as the 20<sup>th</sup> century wore on. In the early 1980s three of Sacramento's largest canneries were forced to close. These were Libby, McNeil & Libby; Del Monte (Calpak Plant No. 11); and Bercut-Richards.<sup>81</sup> Today, the Blue Diamond Growers facilities on C Street are the only agro-industrial buildings to continue their historic functions.

### Historic Themes and Associated Property Types

The following section summarizes important themes in the history of agriculture in Sacramento and identifies property types that reflect these themes. Significance and integrity discussions follow each property type so that additional resources relating to the history of agriculture and food production may be evaluated in the field. The significance discussion describes the criteria for which a resource may be historically significant and the integrity narrative provides guidance to determine whether the resource retains sufficient integrity to convey its historic significance.

The primary historic themes and events which characterize the history of agriculture in Sacramento include:

- Changing land uses and agricultural production and transport methods (see **Railroad Context Statement**) reflected the demand for Sacramento Valley produce from the nation and beyond;
- Sacramento's prominence in agriculture and related industries made it the permanent home of the California State Fair;
- Sacramento became home to many important agriculture-related manufacturing and shipping operations, and the agriculture industry was a major force in the city's economic and population growth; and
- Influx of laborers who worked on farms and in packing plants in the area and operated manufacturing plants in Sacramento established ethnic communities

#### *Identification*

For the purposes of determining eligibility for historic designation, two categories of resource types have been developed, based on the previous discussion of property types. Each category includes certain specific types of resources as listed below:

#### 1. Industrial:

This category includes all buildings, structures and transportation features associated with a variety of agricultural manufacturing, canning, packing, and shipping operations within the City of Sacramento. Some industrial resources are

<sup>80</sup> Mark Glover, "Canning Industry Wanes in California," *The Sacramento Bee*, 28 September 2012, accessed 21 December 2012, <http://www.fresnobee.com/2012/09/28/3010338/canning-industry-wanes-in-california.html>.

<sup>81</sup> Avella, *Sacramento: Indomitable City*, 47-8.

individual buildings, whereas others may be identified as complexes of buildings, structures, machinery and related site and transportation features.

2. Institutional & Commercial:

This category includes a variety of buildings associated with agriculture-related organizations or businesses. It includes office buildings and produce distribution markets, which are not necessarily associated with an industrial property, as well as properties associated with the California State Fair.

Property types that were not evaluated as part of this context:

- Cultural Landscapes:  
Farms and Ranches, including historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes that are surviving representations of agricultural production in the City of Sacramento require further research, evaluation, and documentation
  
- Residential:  
Neighborhoods where agricultural laborers or cannery workers settled are important to the urban development of Sacramento, and require further research, evaluation, and documentation.

### **Industrial Complexes**

As described above, Sacramento was home to several major manufacturing plants relating to the agriculture industry. These include, but are not limited to, canneries and mills. Two of the largest manufacturing facilities are located in Sacramento are listed in the National Register of Historic Places, the California Register of Historical Resources and the Sacramento Register of Historic & Cultural Resources: the Libby, McNeill & Libby Cannery located at 1724 Stockton Boulevard (built in 1912) and Calpak Plant No. 11 located at 1721 C Street (built in 1925, now part of the Blue Diamond complex). Additional large-scale manufacturing plants related to canning and milling include the California Almond Growers' Exchange Almond Processing Facility at 1809 C Street (built ca. 1920s-1970s, now part of the Blue Diamond complex), the former American Can Company tin can plant at 3301 C Street (built in 1926, now the Cannery Business Park), and the Globe Flour Mills at 1127-1131 C Street (built ca. 1914-1942). Other agriculture-related manufacturing plants include dairies, such as the Glenn Dairy Company Building at 3030 Q Street/1700 Alhambra Boulevard (built in 1924). Some characteristics of manufacturing facilities include multiple brick or concrete structures, including silos and loading docks, which form large industrial complexes, timber frame construction, shed, gable and sawtooth roofs, roof monitors, and proximity to a railroad, or sometimes to multiple rail lines. Note that earlier brick industrial buildings were generally finished with the exposed brick, or painted brick, instead of being plastered as would have been more typical for retail or commercial buildings. Also, structures were often aligned with rail lines or sidings.

#### *Significance*

Industrial buildings may be found eligible under National Register Criteria A and C, California Register Criteria 1 and 3, and Sacramento Register criteria i, ii, or iii. The history of Sacramento

is closely tied to the agriculture industry, and many of the industrial properties were constructed along the railroad corridors that developed around the city center. Properties eligible for listing in the National Register under Criterion A or the California Register under Criterion 1 or Sacramento Register under Criterion i (event) should be 50 years old or older, and will have close association with the agriculture industry or be associated with an important historical event or pattern relating to the history of agriculture in Sacramento, California, or the nation.

For properties to be listed under National Register Criterion B, California Register Criterion 2, or Sacramento Register Criterion ii (Persons), industrial properties should be 50 years old or older and demonstrate a significant association with the lives of persons significant in the past.

For properties to be listed under National Register Criterion C, California Register Criterion 3, or Sacramento Register Criterion iii (Design/Construction), industrial properties should be 50 years old or older and demonstrate distinctive characteristics of a “type, period, region, or method of construction.”

### *Integrity*

Of the seven aspects of integrity listed above, industrial properties should retain, in order of importance: integrity of design, association, feeling, location, setting, materials and workmanship; please note for local evaluations, however, that the Sacramento Register does not include integrity of “feeling.” Because the historic character of an industrial building or complex depends more on how it conveys the organization of work that occurs within, it is important that enough of the original design, including massing, structural systems, and spatial organization, remain intact in order to convey how the property was used. Integrity of association and feeling are ranked next in importance because the building or complex must retain enough overall integrity to express the significance of the industry. Location and setting are important because they illustrate how the industry was sited in regard to transportation and roads, adjoining properties, and similar industries. Materials and workmanship are often not as significant as they might be in other historic properties because industrial buildings are typically utilitarian structures that gain their significance more from function than from appearance. Furthermore, alterations to an industrial plant occur quite frequently, especially if the business expands or incorporates newer technology. Alterations to an industrial plant (rather than demolishing it) attest to the flexibility of the original design.

### **Institutional Buildings**

In addition to its numerous industrial complexes, Sacramento was also the headquarters for various professional associations and businesses with strong agricultural associations. Institutional properties include office buildings and California State Fair buildings.

The extant California Fruit Building (built in 1914, also known as the Desmond Building) and the Blue Anchor Building (built in 1931, listed in the National, California and Sacramento Registers) once housed the headquarters of the California Fruit Exchange, “the world’s largest deciduous fruit marketing cooperative (NPS 1982a).” Both of these buildings were constructed in Sacramento’s downtown and are associated with the city’s commercial history. The California Fruit Building is a ten-story reinforced concrete structure designed in the Italian Renaissance Revival style, with tripartite vertical organization and a projecting cornice. The Blue Anchor Building is a two-story reinforced concrete structure designed in a Spanish Eclectic style, with a red tile roof and an L-shaped plan. Both buildings feature elaborate detailing.

Sacramento has hosted the California State Fair since 1861. While all of the nineteenth-century fair buildings and structures have long since been demolished, buildings survive at two different

twentieth-century fairground locations. The Governor's Hall and the Exhibition Hall were constructed near the northeast corner of Stockton Boulevard and Broadway as part of the fairgrounds that were in operation from 1909 to 1967 (UC Davis 2010). The following year, the fair was relocated north of the American River to the Cal Expo site. Because Cal Expo is nearing the 50-year threshold for historic significance, the historic significance of the grounds should be evaluated.

### *Significance*

Institutional or commercial buildings may be found eligible under National Register Criteria A, B, and C; California Register Criteria 1, 2, and 3; and Sacramento Register Criteria i, ii, iii, or iv. As the places that personify an organization, cooperative or business and house its personnel, institutional properties are typically large, iconic standalone buildings. Properties eligible for listing in the National Register under Criterion A, California Register Criterion 1, or Sacramento Register criterion i (Event) should be 50 years old or older and will have a close association with a particular agriculture-related organization or be associated with an important historical event or pattern relating to the development of the agriculture industry in Sacramento.

For properties to be listed under National Register Criterion B, California Register Criterion 2, or Sacramento Register criterion ii (Person), institutional or commercial buildings should be 50 years old or older and should be closely associated with a significant person or persons associated with the agriculture industry.

For properties to be listed under National Register Criterion C, California Register Criterion 3, or Sacramento Register criterion iii (Design/Construction), institutional or commercial buildings should be 50 years old or older and should "represent the work of a master or possess high artistic values," or may also demonstrate distinctive characteristics of a "type, period, region, or method of construction."

### *Integrity*

In regard to institutional and commercial properties, the seven aspects of integrity in order of importance should be: design, materials, workmanship, association, feeling, location, and setting; please note for local evaluations, however, that the Sacramento Register does not include integrity of "feeling." Institutional buildings typically express the values of the company or individual who built them, and therefore it is important for the building to retain the bulk of its physical characteristics, especially its original design and materials. Institutional and commercial buildings are often more elaborate than either residential or industrial properties and often embody unique examples of workmanship, which should be retained. Association and feeling with the property's original builder/owner and era of construction are also important. Location and setting are also important aspects, providing the context for the resource.

### **Cultural Landscapes: Farms and Ranches**

The Cultural Landscape sub-context has not been developed and still requires significant research, evaluation, and documentation.

Although a 2010 map of "Sacramento County Important Farmland" shows nearly all of the land within Sacramento's city limits as "urban and built-up land," it is possible that working orchards, farms, fields, or other agricultural operations remain in the city. After further study, a property may be best understood as a cultural landscape, defined by the National Park Service as "a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or

aesthetic values.” There are four types of cultural landscapes: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes.

Farming was a common occupation for many early Sacramentans, and family-run farming, dairy and ranching operations were common. As a result of the extensive development of the City and County of Sacramento over the course of the twentieth century, however, few of these early residential properties remain, especially those with their associated out buildings such as barns and tank houses.

The Edwin Witter Ranch is listed in the National Register and is located at 3480 Witter Way near the intersection of Interstates 5 and 80. The five contributing buildings on the property include the original farmhouse (built in 1918), the barn (built ca. 1918-1930s), the Craftsman-style foreman’s cottage (built in 1920), and the Witter Family Residence (built in 1934). On the opposite side of the city in the Pocket Area is located the Dutra Family Ranch Home (built ca. 1900), now located on the corporate property of the Parker Development Company at 8110 Pocket Road. The historic residence—the only surviving building from the ranch—was restored in 1986.<sup>82</sup> Several other historic residential properties are located in the Pocket Area. In Natomas, the Azevedo Family, an early Portuguese dairy farmer in Sacramento, established a ranch in Reclamation District 1000 in Natomas in 1917. Although moved from its original location, the house and tank house remains today.

The National Park Service defines a cultural landscape as a “geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values.” Furthermore, according to the National Park Service, there are four general types of cultural landscapes, which are not mutually exclusive: historic sites, designed historic landscapes, historic vernacular landscapes, and ethnographic landscapes.

Guidance for evaluating cultural landscapes can be found in the following National Park Service publications:

- National Register Bulletin 18: How to Evaluate and Nominate Designed Historic Landscapes
- National Park Service Preservation Brief 36: Protecting Cultural Landscapes – Planning, Treatment, and Management of Historic Landscapes
- Guidelines for the Treatment of Cultural Landscapes
- Preservation Brief 32: Making Historic Properties Accessible

## **Residential Buildings**

The Residential property sub-context has not been developed and still requires significant research, evaluation, and documentation.

Additional agriculture-related residential properties may be identified in certain neighborhoods that were known to be populated by cannery and farm workers, including the Labor Market area. Several extant buildings in what is now called Old Sacramento were residential buildings during the period when the neighborhood was part of the Labor Market. Many residents of the Southside neighborhood, which includes many extant residential buildings, were migrant workers.

### *Significance*

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<sup>82</sup> Gregory, *Sacramento’s Greenhaven/Pocket Area*.

Residential buildings may be found eligible under National Register Criteria A, B, and C; and California Register Criteria 1, 2, and 3; and Sacramento Register Criteria I, ii, iii, or iv. The history of Sacramento is closely tied to the agriculture industry and to the countless people who operated the fields, farms, and factories. Residential agricultural properties are important for their associations with the agricultural industries because they served as residences for laborers involved in the cultivation and production of agricultural goods and service. Properties eligible for listing in the National Register under Criterion A or the California Register under Criterion 1 (event) should be 50 years or older, and will have a close association with the agriculture industry or be associated with an important historical event or pattern relating to the history of agriculture in Sacramento.

For properties to be listed under National Register Criterion B, California Register Criterion 2, or Sacramento Register criterion ii (Person), residential properties should ideally be 50 years old or older, and be closely associated with a significant person or persons associated with the history of agriculture in Sacramento

For properties to be listed under National Register Criterion C or California Register Criterion 3 or Sacramento Register Criteria iii (Design/Construction), residential buildings should be at least 50 years old and should “represent the work of a master or possess high artistic values,” or may also demonstrate distinctive characteristics of a “type, period, region, or method of construction.”

### *Integrity*

In regard to residential properties, the seven aspects of integrity in order of importance should be: integrity of association, setting, design, workmanship, materials, and feelings; please note, the Sacramento Register does not include integrity of “feeling.” Residential buildings may express regional or local settlement patterns ethnic origins, building technologies, usage, and stylistic preference of builders and residents. Therefore, it is important that the property retains the ability to convey its context, origins, and associations with the people who inhabited it as well as its agricultural-related setting or location. The aspects of workmanship, design, and materials are also important aspects of integrity, conveying importance of building technology, craft, and artistic inclinations of builders and owners. Location and feelings are also important aspects, providing the context for the resource.

## ■ **STATE GOVERNMENT CONTEXT STATEMENT**

*“Sacramento has survived the vagaries of governing one of the largest bureaucracies in the world and its ever-increasing need for office space.”<sup>83</sup>*

The success of the City of Sacramento can be linked in many ways to its symbiotic relationship with the California State Government. With the incorporation of the city in 1850, which was shortly followed by California statehood, government offices were soon established in Sacramento. Sacramento became the State Capital in 1854. At the outset, many buildings in Sacramento held city, county, and state government offices, especially because there was often an overlap in city, county, and state services. In 1857, the city and county governments merged, pairing their services. The county’s board of supervisors was given authority that previously resided in the city council and was considered the body politic for the area. In 1863, after the

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<sup>83</sup> Center for Sacramento History, *Images of America: Old Sacramento and Downtown* (San Francisco: Arcadia Publishing, 2006), 7.

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devastating floods of the winter of 1861-1862, the two governments separated permanently.<sup>84</sup>

State government buildings followed developmental trends in the city. Often, early businesses and services were initially located on ships docked at the Sacramento River Embarcadero. They were later housed in structures in immediate proximity to the river, and were subsequently relocated to more permanent, purpose-built structures. So necessary was flood protection to the development of Sacramento as a permanent city that historical articles attribute the successful election of Sacramento's first mayor, Hardin Bigelow, to his levee building efforts. Local and state governments organized in the 1850s almost immediately focused their efforts on flooding, a regular occurrence that needed to be addressed in order for the city to establish more permanent footings and to secure its position as the State Capitol. Themes associated with the history of state government in Sacramento include the migration of uses from temporary to permanent buildings, building infrastructure and maintaining services to support Sacramento as the State Capital, and the development of the Capitol Area and revitalization efforts.

## Foundations

Sacramento was initially founded by John Sutter as New Helvetia, a fort about two and a half miles east of the Sacramento River. The discovery of gold in nearby Coloma in 1848 caused the population in Sacramento to explode. With the influx of traffic along the Sacramento River, new businesses and residential establishments developed along the embarcadero, including boarding houses, dry goods stores, and groceries.

Sutter went into debt and his rancho was ultimately subdivided. The lots were auctioned so that his family could regain financial solvency. In 1848, John Sutter's son, John August Sutter, Jr. commissioned a street grid survey by William H. Warner of the United States Army Corps of Topographical Engineers and Lieutenant William Tecumseh Sherman (see Figure 1). That year the city was platted. Each street measured 80 feet wide, with the exception of Front Street, which was located above the levee, and M Street (Capitol Mall), which measured 100 feet wide. Individual blocks measured 340 feet by 320 feet, and alleys were 20 feet wide. Sutter sold lots near the fort for \$250 and those on the embarcadero for \$500, and Peter Burnett was hired on December 30, 1848 to manage the sales.<sup>85</sup> Although the debts of John Sutter and the unscrupulous business practices of entrepreneur Sam Brannan eventually caused the sale of the Sutter land to pay off Sutter Sr.'s debt, the gridiron plan established on the former Sutter holdings laid the foundation for the development of the city.

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<sup>84</sup> Steven M. Avella, *Sacramento: Indomitable City*, (San Francisco: Arcadia Publishing, 2003), 75.

<sup>85</sup> Nathan Hallam, "The Historical Evaluation of Sacramento's Central City Street Grid," (master's thesis, California State University Sacramento, 2008), 32-3.





Figure 14. This map shows the original plat of the city. The confluence of the American and Sacramento Rivers has not yet been moved north. Sutter Lake is also present.

Map of Sacramento City, & West Sacramento, 1850 Reprint of 1848 Sacramento plat map, William H. Warner.[Center for Sacramento History, Eleanor McClatchy Collection, 1982/004/068].

The new infrastructure of roads and lots created a basic physical plan of development for the city; however, governmental services were needed in order for the city to prosper. The majority of activities in Sacramento occurred on the embarcadero, where goods, supplies, and

passengers arrived via ship, and many of the first governmental services were located on the ships that brought them to Sacramento. The first post office in Sacramento was established in 1849 and was located on the *Whilton*, a ship docked at the Embarcadero on Front Street.<sup>86</sup> Likewise, the first local prison was comprised of cells within a ship. These services relocated to more permanent frame and brick buildings along I, J, and K streets near the waterfront. In the fall of 1848, George Zins constructed the first brick house in Sacramento on land he obtained from Sutter. The property was bounded by M, N, Front, and 2<sup>nd</sup> Streets. Zins manufactured bricks in Sacramento, stamped with his initials, which were used in the first brick buildings in the City.<sup>87</sup>

Sacramento began to rise as a center for government, law, and order shortly after the Gold Rush began in the nearby foothills of the Sierra Nevada. This emergence of law and order was not unique to Sacramento. Many western towns were founded with the underlying ideal that men could move to the wilderness and successfully impose order on it and profit from it. Isolated from centralized government, some community members in western settlements sought to impose control and stabilize the area on their own. One such organization was the Society of California Pioneers. Members believed they were part of history—that conquering the untamed land and settling it was their responsibility. Article 1 of the society’s constitution reads,

its object shall be to cultivate the social virtues of its members, to collect and preserve information connected with the early settlement and conquest of the country, and to perpetuate the memory of those whose sagacity, enterprise, and love of independence induced them to settle in the wilderness and become the germ of our new state.<sup>88</sup>

This desire to impose order on the frontier helped contribute to the Sacramento’s establishment as a city and the building of government institutions there. Court buildings were built in Sacramento within a few years of the onset of the Gold Rush. Disputes from outlying areas were often brought to Sacramento to deal with issues of the law. In 1850, the first California Legislature established county courts in each county. The courts resided over misdemeanors and also performed duties that would later be the responsibility of the Board of Supervisors such as supervising claims against the county and managing roads. This system was abolished in 1860 in favor of a Board of Supervisors for legislative and supervisory purposes and a superior court with both civil and criminal jurisdiction.<sup>89</sup> The need to establish a legal center quickly was essential to western settlement. In Sacramento, local courts were used by leading merchants and landholders, who would often later become elected officials, to defend their sometimes dubious claims to land. Land ownership was concentrated and prices were high—leading to issues with squatters. Speculators used the courts to quash growing challenges to the legality of their land grants.<sup>90</sup>

The City of Sacramento was incorporated on February 27, 1850. It preceded California statehood, which occurred on September 9, 1850, and was one of the original twenty-seven charter communities in California. In his role as the first mayor of Sacramento, Hardin Bigelow

<sup>86</sup> Center for Sacramento History, *Old Sacramento and Downtown*, 40.

<sup>87</sup> William L. Willis, *History of Sacramento County California with Biographical Sketches of the Leading Men and Women of the County Who Have Been Identified with Its Growth and Development from the Early Days to Present*, (Los Angeles: Historic Record Company, 1913), 56

<sup>88</sup> Society of California Pioneers, “Constitution and By-laws of the Society of California Pioneers, rev. (San Francisco: C. Bartlett, 1853), Library of Congress Internet Archive, accessed 1 April 2014, <http://www.archive.org/details/constitutionbyla01soci>, Article I.

<sup>89</sup> Willis, *History of Sacramento County California*, 212.

<sup>90</sup> Mark A. Eifler, “Taming the Wilderness within: Order and Opportunity in Gold Rush Sacramento, 1849-1850,” *California History* 79, no. 4 (Winter 2000/2001), accessed 1 April 2014, <http://www.jstor.org/stable/25463705>, 99-200.

encouraged citizens to raise the level of the levees along the rivers to protect the City from the frequent floods that plagued the region. The project was funded through a special \$250,000 tax assessment.<sup>91</sup> Mayor Bigelow also promoted the establishment of fire companies, a county hospital, a city prison, and a garbage removal system.<sup>92</sup> The businessmen of Sacramento, concerned with the success of the city as well as their personal industries, were synonymous with the local government at this time.

### **Battling the Elements**

Sacramento's position as a successful center of commerce, even as it continued to attract more prospectors and residents, remained tenuous. Numerous fires and the cyclical flooding of the Sacramento and American rivers wreaked havoc on the new city. After another devastating flood in 1850, the city government undertook its first major project—building a rudimentary levee on the American River.<sup>93</sup> On February 5, 1850, citizens met at the City Hotel in Sacramento and established the first volunteer fire company, Mutual Hook and Ladder Company No. 1. The volunteer fire fighters fought a large fire on Front Street in April of that year, using a rig provided by Lewis and Bailey merchants.<sup>94</sup> Despite the establishment of several new firefighting companies and the installation of water cisterns on J and K Streets, fires continued to plague the city. On November 4, 1852, when Sacramento had a population of about 12,000, the city was nearly destroyed by fire.

Meanwhile, great floods in 1852 and 1853 prompted Sacramentans to strengthen the levees and raise the grade of the business district roughly five feet to improve drainage. The first floors of older buildings were converted to basements. Dirt was hauled in, and contractors built up, or “lifted,” I, J, and K Streets from the levee to the public square at 10<sup>th</sup> Street. Taxes on property owners paid for the undertaking. The establishment of firefighting companies and improved flood control measures created prosperity in the city for the remainder of the decade and made Sacramento an attractive option as the new location of the State Capitol.<sup>95</sup>

### **Permanent Measures**

To ensure that Sacramento would remain an economically viable city after the Gold Rush, the city competed with San Jose, Monterey, Vallejo, and Benicia to become the State Capitol in 1854. Sacramento ultimately won the bid because it had recently improved its levees, become a major transportation hub along the Sacramento River, and constructed a wealth of accommodations and facilities for legislators. In addition, the city offered multiple city blocks of land, a new brick courthouse, a fireproof archive for state documents, and a new state printing facility. In exchange for support from San Francisco, Sacramento also agreed to endorse that city's senatorial candidate, David Morse.<sup>96</sup> Early historian William L. Willis characterized what Sacramento had to offer the state government in the mid-19<sup>th</sup> century:

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<sup>91</sup> Heather Lavezzo Downey, “Raised Streets & Hollow Sidewalks Historic Context Statement,” (City of Sacramento and Sacramento Old City Association), 8 December 2010.

<sup>92</sup> Willis, *History of Sacramento County California*, 42.

<sup>93</sup> Kenneth N. Owens, “River City: Sacramento's Gold Rush Birth and Transfiguration,” in *River City and Valley Life: An Environmental History of the Sacramento Region*, Christopher J. Castaneda and Lee M.A. Simpson, ed. (Pittsburgh: University of Pittsburgh Press, 2013), 56.

<sup>94</sup> Thor Severson, *Sacramento, An Illustrated History: 1839-1874, From Sutter's Fort to Capital City*, San Francisco: California Historical Society, 1973).

<sup>95</sup> Barbara Lagomarsino, “Early Attempts to Save the Site of Sacramento by Raising its Business District,” (master's thesis, Sacramento State College, 1969), 15, 28.

<sup>96</sup> Hallam, “The Historical Evaluation of Sacramento's Central City Street Grid,” 46.

[The first state legislature] met there [in Benicia] again January 2, 1854, when Governor Bigler submitted to it a communication from the mayor and council of Sacramento, tendering to the state the free use of the [county] courthouse, with its safe, vaults, etc., together with a deed for the block of land between I and J, Ninth and Tenth streets. On the 9th of February, Senator A. P. Catlin introduced a bill in the senate providing for the fixing of the permanent seat of government at Sacramento, and accepting the block of land, which was passed. The legislature then adjourned to this city, where the citizens received the members and state officers with an enthusiastic demonstration. The legislature met in the new courthouse March 1, 1854.<sup>97</sup>



Figure 15. This stereocard image of the floods in January 1862 shows J Street looking east from the levee.

<sup>97</sup> Willis, *History of Sacramento County, California*, 360.

[Center for Sacramento History, Don Rivett Collection, 1984/032/001].

Sacramento officially became the seat of California's state government in 1854 amid a series of setbacks. Devastating fires in 1852 and 1854 destroyed many of Sacramento's businesses in the newly established downtown, including the county courthouse, which also served as the first State Capitol Building:

The first courthouse erected in Sacramento, at Seventh and I streets, was begun in June, 1850, and completed December 24, 1851. The sessions of the legislature of 1852 and 1854 were held in it. It was destroyed in the great fire of July 13, 1854, which consumed a large part of the business portion of the city. Immediately after the fire, a contract was entered into for the erection of the one on the same site which was recently demolished to make room for the new one at present being erected. The cost in toto [sic] was \$240,000, although the original contract was for \$100,000. The cornerstone was laid September 27, 1854, with Masonic ceremonies, and the building, which was of brick, was completed January 1, 1855, and was used by the state as a capitol from 1855 until the present capitol was built.<sup>98</sup>

The state government began to share offices with the city and county in the Sacramento County Courthouse building. In 1856, the California State Legislature voted to build a new State Capitol building for \$300,000; however, it was some time before plans for the new capitol took shape. In 1858, the California State Legislature approved a bill to consolidate the Sacramento City and County governments to correct governmental inefficiencies and pay off debt incurred from the flood and fire emergency work.<sup>99</sup> The local governments remained merged for five years.<sup>100</sup>

In 1860, the legislature accepted plans for a building to be constructed on the city blocks bound by 10<sup>th</sup>, 11<sup>th</sup>, L, and N Streets.<sup>101</sup> However, during the floods of 1861-1862, the levee on the northeastern part of Sacramento failed to hold the river. This prompted the legislature to discuss abandoning Sacramento as the Capital City. A movement to raise the city's streets began as early as 1862 and in 1863, a newly commissioned Board of Trustees began the public-private project. The trustees hired contractors to fill the streets, but taxed private property owners to finance the effort. Private property owners were financially responsible for the costs of raising their own buildings (see Figure 4). They were also responsible for building the sidewalk in front of their buildings to meet the new street grade. Supporters of this solution believed it would result in higher property values, better public health, and help to assure Sacramento was the permanent state capital. The fear of losing the capital seat of the state was quite real in light of the State Legislature's flight to San Francisco during the floods of 1861-1862. The city's endeavor to raise the streets demonstrated the seriousness of its citizens' desire to remain the State Capitol. From 1862-1869, private property owners collaborated with contractors to bring in landfill to raise I, J, and K Streets about nine feet in grade on average from Front Street to about 12<sup>th</sup> Street. (see Figure 5).<sup>102</sup>

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<sup>98</sup> Willis, *History of Sacramento County*, 59.

<sup>99</sup> Heather Lavezzo Downey, "Raised Streets & Hollow Sidewalks Historic Context Statement," 11.

<sup>100</sup> Center for Sacramento History, *Old Sacramento and Downtown*, 40.

<sup>101</sup> Center for Sacramento History, *Old Sacramento and Downtown*, 36..

<sup>102</sup> Owens, "River City," 56; Downey 76-9, 87.



*Figure 16. To avoid floodwaters, many buildings in Sacramento were raised in the 1860s and '70s. Pictured is the Sacramento County Courthouse being raised with jacks.  
[Center for Sacramento History, California State Library Collection, 1968/110/238].*

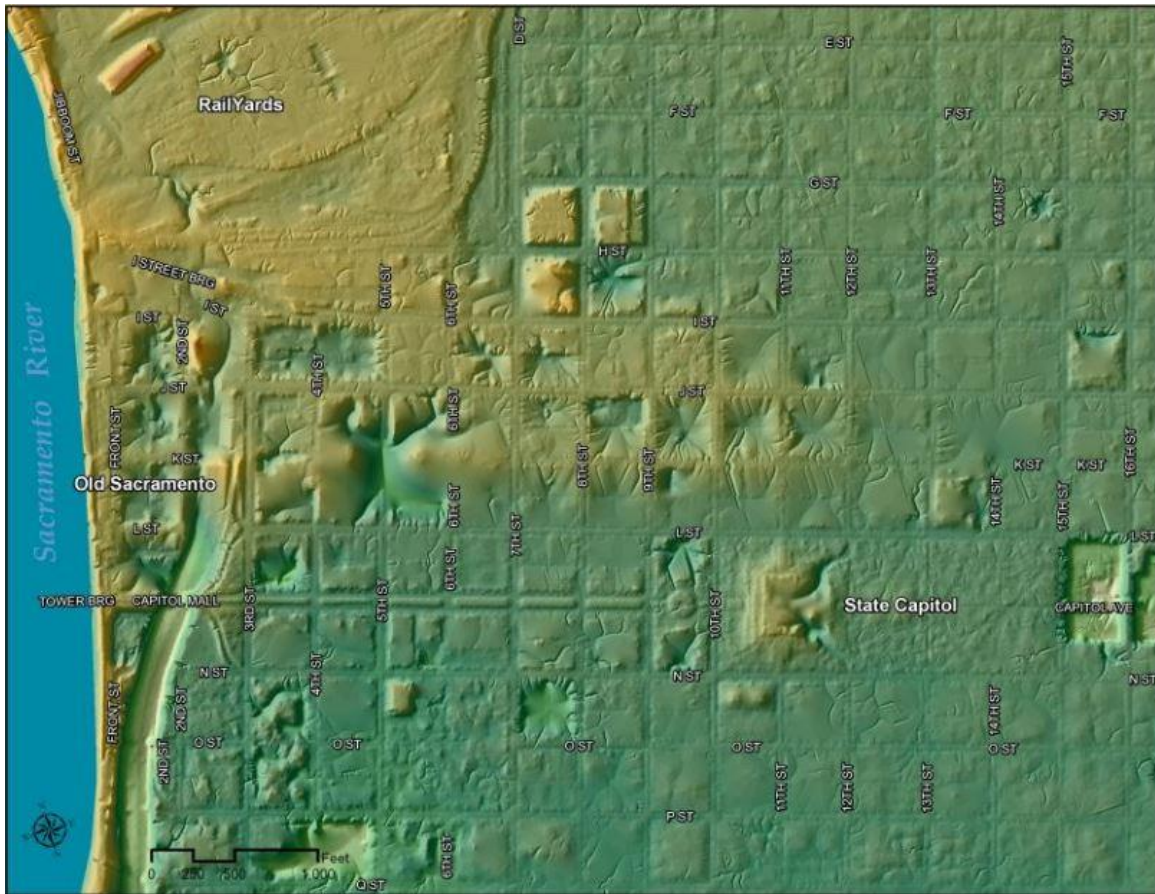


Figure 17. Bare Earth Map, Sacramento, City of Sacramento, 2003.

This map demonstrates those parts of downtown, including raised streets, which were filled during the street-raising project in the 19th-century, permanently modifying the landscape.

In 1866 Mark Twain, then a journalist for the *Virginia City Territorial Enterprise*, remarked on the effort:

...the energy and the enterprise the Sacramentans have shown in making this expensive grade improvement and raising their houses up to its level is in every way creditable to them, and is a sufficient refutation of the slander so often leveled at them that they are discouraged by the floods, lack confidence in their ability to make their town a success, and are without energy. A lazy and hopeless population would hardly enter upon such costly experiments as these when there is so much high ground in the State which they could fly to if they chose.<sup>103</sup>

Between 1864 and 1868, the U.S. Army Corps of Engineers rerouted the American River at its confluence with the Sacramento River to a point further up the river, and dredged it of mining debris. By straightening a curve in the American River and joining the American and Sacramento rivers approximately one mile above their natural juncture, the Corps increased the flow of the river and decreased its likelihood of flooding. Dirt from the re-routing of the American River was used as fill for the City's raised streets. By the time the city had completed its project of raising the streets downtown in 1878, Governor William Irwin had created the Office of the State Engineer to investigate irrigation, drainage, and navigation of the state's rivers.

<sup>103</sup> Mark Twain, "Letter from Sacramento," *Territorial Enterprise*, 25 February 1866, accessed 10 December 2012, <http://www.twainquotes.com/18660200gt.html>.

Flood control efforts were necessary to secure Sacramento's status as the State Capital; however, these measures slowed the plans for the new Capitol Building. Mark Twain observed the pace of the project:

They have already got one capitol here, and will have another when they get it done. They will have fine dedicatory ceremonies when they get it done, but you will have time to prepare for that—you needn't rush down here right away by express. You can come as slow freight and arrive in time to get a good seat.<sup>104</sup>

In 1854 Sacramento was named California's capital city. The State Supreme Court took space in the B.F. Hastings building (extant) at 2<sup>nd</sup> and J Streets. The building was constructed in 1853 and originally primarily housed shops and offices. With the exception of two years at a different location, the State Supreme Court met at the B.F. Hastings building until its new chambers in the State Capitol Building were opened for use in 1869, although the building was not completed until 1874.<sup>105</sup> Architects Reuben Clark and M.F. Butler modeled the California State Capitol to feature neoclassical architectural features common to the United States Capitol Building in Washington, D.C. and other state capitols. The building was designed to house the executive, legislative, and judicial branches of government. In 1864, Gordon P. Cummings became supervising architect after Clark fell ill and was hospitalized due to stress from the "continued and close attention to the building of the State Capitol in Sacramento."<sup>106</sup> Under his leadership, plans to clad the building with cast iron and stucco were changed to granite. The first story of the building was clad with granite quarried in Folsom, which was brought to Sacramento via the Sacramento Valley Railroad. The upper stories were clad with granite from Penryn, which was transported via the new Central Pacific Railroad.<sup>107</sup>

The health and safety of Sacramento further improved when, in 1872, a State Legislative Act was passed to create a paid full-time fire department in Sacramento. Flood control efforts continued throughout the remainder of the nineteenth century. In 1880, State Engineer William Hammond Hall created the first integrated, comprehensive flood control plan for the Sacramento Valley, which consisted of a system of levees, weirs, and bypass channels to protect urban centers. The flood control plan was largely prompted by a flood of the Sacramento Valley in 1878, but did not gain federal financial authorization until 1917 when Congress authorized the Sacramento Flood Control System.<sup>108</sup>

### **Expansion of State Government Buildings and the Capitol Complex**

In 1872, the Capitol area increased in size from four blocks—bounded by L, N, 10<sup>th</sup>, and 12<sup>th</sup> Streets—to occupy ten blocks. The next major changes to the Capitol area were influenced by the City Beautiful movement—an effort to modernize and improve the health and beauty of cities. The movement, which originated in Chicago in the 1890s, was expressed in Sacramento through both civic and private buildings constructed from that time into the 1920s. Nearly thirty new buildings were constructed downtown during this period, many in Beaux-Arts and Neoclassical Revival styles typical of the time. Examples of these buildings include City Hall,

<sup>104</sup> Twain, "Letter from Sacramento."

<sup>105</sup> Center for Sacramento History, *Old Sacramento and Downtown*, 36.

<sup>106</sup> California State Capitol Museum, *California State Capitol History* part II, "Construction: Concept to Reality," accessed 1 April 2014, <http://capitolmuseum.ca.gov/virtualtour.aspx?Content1=1482&content2=1474&content3=350>.

<sup>107</sup> California State Capitol Museum, "Capitol History," (2009), accessed 27 December 2012, <http://capitolmuseum.ca.gov/architecture.aspx>.

<sup>108</sup> Jeff Crawford and Jessica Herrick, "Intelligent Engineering: William Hammond Hall and the State Engineering Department," *Sacramento History Journal* 4, no. 1-4, 2006.



designed by Sacramento architect Rudolph Herold (1911); the City Justice Building designed by Shea and Lofquist (1916); the National Gold Bank of D.O. Mills and Company, designed by Willis Polk (1912); and the Southern Pacific Railroad Depot Building, designed by Bliss & Faville (1925).<sup>109</sup>



*Figure 18. Postcard of the Capitol and Capitol Extension Buildings. Date sometime between the completion of the Capitol Extension in 1928 and construction of the East Annex to the Capitol in 1949.*

*Source: Page & Turnbull's collection.*

As California's state government matured, the Capitol building became crowded. In 1911 the city deeded two blocks bounded by L, N, 9<sup>th</sup> and 10<sup>th</sup> Streets to the State. Two new buildings were approved, but World War I slowed progress. In the 1920s, Sacramento legislators became concerned that Sacramento would lose its concentration of state government offices and that departments would be scattered to different cities, particularly San Francisco. In response, the State Legislature approved \$3 million in bonds to construct two new buildings: a State Office building and the State Supreme Court and State Library Building. Designed by the San Francisco Bay Area architectural firm Weeks & Day in the Greek Revival style, construction of the two new buildings west of the State Capitol was completed in 1928. When the State Supreme Court and State Library offices vacated the two-story apse located on the east end of the State Capitol Building in 1928, the State Controller's Office moved into their former spaces. In 1929, Harland Bartholomew and Associates, the nationally-renowned urban planning firm from St. Louis, prepared a comprehensive plan for Sacramento, which proposed the construction of monumental public buildings on M Street (Capitol Mall).<sup>110</sup>

The onset of the Great Depression slowed, but did not cease, construction, thanks to both city

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<sup>109</sup> Sacramento Heritage, Inc., "Sacramento's City Hall Area Walking Tour," 2011, accessed December 2013, [http://www.sacramentoheritage.org/files/Downtown\\_Tour\\_City\\_Hall\\_Area\\_Writeup\\_booklet.pdf](http://www.sacramentoheritage.org/files/Downtown_Tour_City_Hall_Area_Writeup_booklet.pdf).

<sup>110</sup> Capitol Buildings and Planning Commission, the California State Capitol Plan - Preliminary (December 1960), 2.

planning efforts and federal funding, which Sacramento was successful in obtaining, largely due to the military installations located within the city (see **Post-World War II, Redevelopment, and Transportation Context**). The Sacramento City Council pledged \$25,000 in 1929 towards the construction of a new post office. In 1931, the Sacramento architecture firm of Starks & Flanders designed a new Federal Building and Post Office at 801 I Street. During the mid-1930s, two more office buildings were added across N Street from the Capitol: the Public Works Building and the Department of Motor Vehicles (DMV) building, designed by George B. MacDougal. In 1935, there was a movement to extend Capitol Park to 2<sup>nd</sup> Street between L and N streets using federal Public Works Administration (PWA) funds. Other federal money began filtering into Sacramento in the late 1930s as the country prepared to enter World War II, and in 1940 the State Planning Board and the Division of Architecture recommended construction of state buildings around Capitol park instead of to the west along Capitol Avenue.<sup>111</sup>

In the late 1940s, the California State Government began to increase its staff in order to respond to the post-World War II growth. The state took steps to prepare for a full-time government, developing mosquito abatement programs and installing air conditioning in its buildings.<sup>112</sup> In 1947, the City Planning Commission recommended the creation of a Capitol Mall along which to develop state government buildings (see **Post-World War II, Redevelopment, and Transportation Context**). The Capitol Building was enlarged in the meantime.<sup>113</sup> In 1949, the apse of the Capitol was removed and the East Annex was constructed to hold offices for the governor, lieutenant governor, legislators, and other state officials. The new five-story annex cost \$7.25 million and took two years to complete.<sup>114</sup> All the while, a discussion of a Capitol Mall project continued. In 1949, Southern California architects Richard Neutra and Robert Alexander studied the West End neighborhood (roughly the area west of the Capitol Building to the Sacramento River between I and R streets) to create one of the first urban redevelopment plans for the city. Although this plan was never realized, it received national recognition for its unique concepts to recover subterranean spaces abandoned when the City's streets and sidewalks were raised as underground parking, and intensify commercial development around large courtyard spaces.<sup>115</sup> In response, the City of Sacramento created a Civic Improvement District around Capitol Park and the mall and extended the district's west boundary from 7<sup>th</sup> Street to the Sacramento River.<sup>116</sup>

Until the 1950s, all state buildings and major additions were constructed immediately around the Capitol and Capitol Park; however, the government continued to grow and development was no longer restricted to the vicinity around the Capitol. In 1953, a new Education Building on Capitol Mall was completed, construction of the Personnel Board and Employment buildings began, and the new Federal Office Building on Capitol Mall, designed by Sacramento architect Harry Devine, was nearing completion. The city's redevelopment agency also planned to construct apartment buildings south of the mall and commercial development to the north (see **Post-World War II, Redevelopment, and Transportation Context**).

During this time, the various government agencies employed 40 percent of non-farm workers in Sacramento—the greatest concentration of government employees in the state. Elsewhere in California, the percentage of non-farm workers employed by the government was closer to

<sup>111</sup> "The California State Capitol Plan," adopted by the Capitol Building and Planning Commission under Edmund G. Brown, Sacramento, 1960.

<sup>112</sup> Avella, *Sacramento: Indomitable City*, 117.

<sup>113</sup> "The California State Capitol Plan," 1960.

<sup>114</sup> Center for Sacramento History, *Old Sacramento and Downtown*, 40.

<sup>115</sup> Thomas S. Hines, *Richard Neutra and the Search for Modern Architecture: a Biography and History* (Berkeley: University of California Press, 1982), 230.

<sup>116</sup> "The California State Capitol Plan," 1960.

seventeen percent. In the 1960s, Governor Edmund C. Brown reorganized the executive branch to create centralized departments. Jesse Unruh, Speaker of the California State Assembly, helped expand and modernize the state legislature. With the approval of Proposition A1 in 1966, a full-time California State Legislature was at last created, bringing a greater number of workers—and residents—to Sacramento.<sup>117</sup>

### Redevelopment and the California Capitol Plan

The expansion of California State Government coincided largely with redevelopment efforts in Sacramento (see **Post-World War II, Transportation and Redevelopment Context**). In fact, the majority of redevelopment efforts were spurred by the presence of the State Government and a desire to present the city as a clean, beautiful, and well-planned State Capital. Efforts in Sacramento were part of a national movement of postwar urban renewal to clean up cities—especially downtown areas.<sup>118</sup> The West End neighborhood, located between Tower Bridge on the Sacramento River and the Capitol, was one of the first areas slated for redevelopment. As presented in *Architectural Forum* in 1959, “Visualize first, one of the strongest and most stable cities in the nation that is also the Capital of the State of California. Visualize too, almost 200 acres of land extending from the existing Central Business District and the State Capital buildings to the Sacramento River to be wiped clean of almost all building and made available for new construction.”<sup>119</sup>

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<sup>117</sup> Avella, *Sacramento: Indomitable City*, 117.

<sup>118</sup> Lizabeth Cohen, “Buying into Downtown Revival: The Centrality of Retail to Postwar Urban Renewal in American Cities,” *Academy of Political and Social Science*, 611 *The Politics of Consumptions/The Consumption of Politics* (May 2007), 84-5.

<sup>119</sup> *Architectural Forum*, 1959.



Figure 19. Construction of the Employment Development Department (EDD) Building on September 26, 1954. The building is an example of modifications made to Sacramento's original street grid to accommodate new, larger developments. [Center for Sacramento History, Ralph Shaw Collection, 1972/212/1578].

By 1960, the state occupied twenty-three publically owned buildings (including annexes), and nineteen leased buildings (including offices, special purpose buildings, and warehouses). The state owned 69.8 acres in central Sacramento that included Capitol Park, garages, parking lots, warehouses, and the Governor's Mansion;<sup>120</sup> note, this acreage may also include some property which later became part of the State Parks & Recreation system. Grouping the departments of State Government made it easier for staff to gather for meetings and exchange information. However, as traffic increased in the city and offices became dispersed, the legislature desired a master plan for the Capitol and state government buildings. In July 1960, the State Legislature created the Capitol Building and Planning Commission, which created the first California State Capitol Plan later that year. The California State Capitol Plan was a physical plan that specified the location and design of buildings, forms, parks, plazas, pedestrian ways, drives, streets, and parking facilities. It focused on the area bound by L Street on the north, Q Street on the south, 7<sup>th</sup> Street on the west, and 17<sup>th</sup> Street on the east. To provide greater design flexibility and to accommodate larger programs, the plan promoted the creation of seven superblocks, or pedestrian islands, by closing streets within the plan area to vehicular traffic. Purchase of land within the plan area was encouraged before implementation began and property values increased. The California State Capitol Plan promoted the removal of the State Office Building

<sup>120</sup> "The California State Capital Plan," 1960.

and Library and Courts buildings in the Capitol Extension area.<sup>121</sup> The California State Capitol Plan envisioned L Street from 7<sup>th</sup> to 17<sup>th</sup> Streets as a growing commercial district akin to San Francisco's Union Square.<sup>122</sup> Nearby, west of 7<sup>th</sup> Street between N and P Streets, the Capitol Towers project was completed in 1964.<sup>123</sup> Capitol Towers assembled four blocks to create a 'super block,' closing public streets and alleys between the four blocks and demolishing everything on the parcels. Noted San Francisco architectural firm Wurstrer Bernardi & Evans, and landscape architect Lawrence Halprin were hired to create a residential complex of both towers and lower scale multi-family units in a park-like setting. Though some of the original designs were not realized and some modifications have occurred, the complex is relatively intact.<sup>124</sup> In the 1970s, the deterioration of the Capitol building and the state government's need for more space prompted discussion of demolishing the Capitol. Two towers were proposed on the same site as the existing Capitol. In 1974, this plan was struck down in favor of restoring the 1861 Capitol building.<sup>125</sup> A major project to seismically strengthen the State Capitol was initiated in 1976. Renovation work undertaken to structurally reinforce the entire building—including the dome—cost \$68 million and continued until 1982.<sup>126</sup>

In 1977, a second California State Capitol Plan was drafted to update the 1960 Capitol Plan. As the second Capitol Plan explained, the State had purchased lands south of L Street and demolished extant buildings to construct high-rise office buildings within park-like campus settings. The state legislature approved funding for the 1960 Capitol Plan, purchased ninety percent of the land and demolished many of the buildings, reducing the residential population downtown from 4,000 to about 1,000. Two office buildings, the Central Heating and Cooling Plant and the State Resources Building, were constructed in the 1960s. Additional cleared sites were used for surface parking lots. However, the election of Governor Ronald Reagan in 1967 and the change in administration caused the 1960 Capitol Plan building program to be curtailed. Rather than build new state government buildings that consolidated governmental departments, the new administration encouraged the State to lease space from the private sector to meet state office needs. In the early 1970s, Reagan's administration also centralized in Sacramento many state offices which had been regionally based throughout the state, relocating state employees to Sacramento—by 1976, the state was leasing 1,190,000 net square feet of office space at fifty-five office locations in Sacramento, including properties, such as the Julia Morgan-designed Public Market building, which often suffered unfortunate interior remodeling to accommodate the new offices. The 1977 Capitol Area Plan called for the consolidation of these offices in state-owned buildings and revisions to the 1960 Capitol Plan.<sup>127</sup>

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<sup>121</sup> "The California State Capital Plan," 1960.

<sup>122</sup> "The California State Capital Plan," 1960, 20.

<sup>123</sup> Ken Lastufka, "Redevelopment of Sacramento's west End, 1950-1970: A Historical Overview with an Analysis of the Impact of Relocation," (master's thesis, California State University Sacramento, 1985).

<sup>124</sup> David Gebhard, Robert Winter, and Eric Sandweiss, *The Guide to Architecture in San Francisco and Northern California* (Layton, UT: Gibbs-Smith, 1985), 413.

<sup>125</sup> California State Capitol Museum, *California State Capitol History* part III, "Growth: Rebuild or Restore?" accessed 1 April 2014, <http://capitolmuseum.ca.gov/virtualtour.aspx?Content1=1482&content2=1466&content3=388>.

<sup>126</sup> Center for Sacramento History, *Old Sacramento and Downtown*, 40.

<sup>127</sup> "The California State Capital Plan," 1977, adopted by the Capitol Building and Planning Commission under Edmund G. Brown, Jr. Sacramento.



Figure 20. The map above designates exiting open space, housing, office, and parking areas located immediately around the Capitol Building and Park.

Source: *Capitol Area Plan* (1977), 7.

Under the 1977 Capitol Plan, the Department of General Services (DGS) was appointed as the advisory committee of the Capital Area Plan. The new plan sought to clarify the relationship of the state to the local city government, coordinate planning efforts, and ensure that the Capitol Area received public services. The state recognized that, as a “major landholder and employer in Sacramento, it had an obligation to ensure that developmental actions be of the highest quality.”<sup>128</sup>

Since 1977, DGS and the Capitol Area Development Authority, a joint powers authority between the state of California and the City of Sacramento, have administered the Capitol Area Plan to guide smart growth development of the Capitol Area.<sup>129</sup> The Capitol Area Development Authority (CADA) was founded in 1978 to “implement the residential and neighborhood commercial objectives of the State Capitol Plan. This plan, adopted in 1977 and updated in 1997, was the forerunner of the smart growth movement.”<sup>130</sup> The organization operates a

<sup>128</sup> “The California State Capital Plan,” 1977

<sup>129</sup> “Capitol Area Plan Progress Report,” (January. 2012), accessed 11 December 2012, <http://www.documents.dgs.ca.gov/Legi/Publications/2012LegislativeReports/CapAreaProgress2012.pdf>.

<sup>130</sup> Capitol Area Development Authority, “The CADA Story,” (June 2011), accessed 11 December 2012, <http://www.cadanet.org/wp-content/uploads/2011/06/onlineVersion.pdf>.

business model that closely parallels a private real estate management and development company. CADA responds to government mandates, including rebuilding the areas demolished by the 1960 State Capitol Office campus plan and rebuilding a key section of the R Street Corridor, a former industrial neighborhood. Operational expenses of CADA are paid for by the management of its properties and development opportunities. Some of CADA's goals are to attract workers back to the city center by creating mixed uses in the Capitol Area that include residential units and services for residents. At least twenty-five percent of the residential units it creates or manages are affordable to low- and very low-income households. CADA financed construction of the State Office of Buildings and Grounds at 13<sup>th</sup> and O Streets as well as the adaptive reuse of the Capital Athletic Club at 8<sup>th</sup> and O Streets.<sup>131</sup>

### **State Government Today**

The California State Government remains Sacramento's largest employer today. Following the economic recession of the late 2000s, the decline of the dollar, and the drain on resources as a result of the Iraq War, California's budget deficit has slowed the growth of the number of state jobs, which in turn inhibits expansion of state government facilities and programs in the region. As of December 2007, the California State Government owned and occupied nearly 10,000,000 square feet within Sacramento's downtown, in addition to more than 3,000,000 square feet that was under construction at that time.<sup>132</sup>

The current focus on sustainable practices will likely shape development in the State Capital, and the global movement toward sustainability has profoundly affected California and Sacramento public policy. Long-range planning programs include the State Green Building Initiative, the Sacramento Area of Council Governments regional Blueprint Project, and the City of Sacramento's General Plan, Climate Action Plan, and Sustainability Master Plan, which will maximize the use of existing infrastructure and explore sustainable development policies.

### **Historic Themes and Associated Property Types**

The following section summarizes important themes in the history of state government in Sacramento and identifies property types that reflect these themes. Significance and integrity discussions follow each property type so that additional resources relating to the history of state government may be evaluated in the field. The significance discussion describes the criteria for which a resource may be historically significant and the integrity narrative provides guidance to determine whether the resource retains sufficient integrity to convey its historic significance.

The primary historic themes and events which characterize the history of state government in Sacramento include:

- State governmental buildings followed developmental trends in the city: businesses and services migrated from the Sacramento River Embarcadero to structures in immediate proximity to the river and were subsequently relocated to more permanent, purpose-built structures.
- Building infrastructure (e.g. flood control plan) and maintaining services (e.g. fire department) were crucial for Sacramento to remain the State Capital.
- Development of a Capitol Area – concentrating state office buildings around the State Capitol building, Capitol Park and, later, Capitol Mall, and providing new residential communities – driven by urban planning concepts including the City Beautiful movement,

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<sup>131</sup> Capitol Area Development Authority, "The CADA Story."

<sup>132</sup> City of Sacramento, *Sacramento Railyards Specific Plan*, (EIP Associates: Sacramento, CA: 2007), 15.

mid-century redevelopment, and more recent sustainable development efforts.

### Identification

For the purposes of determining eligibility for historic designation, two categories of resource types have been developed based on the previous discussion of property types. Each category includes certain specific types of resources as listed below:

1. Institutional: This category includes all resources associated with the California State Capitol Building and Capitol Park, early twentieth-century civic buildings designed to complement the Capitol, 1930s office and departmental buildings, and development site planning for office and departmental buildings or complexes constructed as part of the 1960 Capitol Plan.
2. Government-Sponsored Development & Related Projects: This category includes the City's flood control/street-raising efforts undertaken to ensure the State Capitol remained in Sacramento, and the development of Capitol Mall and related new construction of major office buildings along Capitol Mall, as well as various projects facilitated by CADA.

### **Institutional Buildings**

Properties associated with the California State Government in Sacramento are primarily institutional buildings that are concentrated in the Capitol Area and downtown. One such example is the B.F. Hastings building in Old Sacramento. Throughout its history, the building housed the state Supreme Court, offices for telegraph companies, merchants, and Wells Fargo & Company. Today, the building is administered by the California Department of Parks and Recreation and houses the Wells Fargo History Museum.<sup>133</sup> As was the tradition in many American cities over the course of the nineteenth and twentieth centuries, civic buildings (whether representing city, state, or federal governments) were commonly designed on a grand scale in Classical Revival, specifically Neoclassical, and Beaux Arts styles. The Classical Revival architectural movement, most popular in the United States between 1790 and 1860, was based on the use of Roman and Greek forms.<sup>134</sup> Classical Revival styles were typically used for public buildings. Neoclassical buildings were characterized by front gable roofs with pediments supported by columns, domed roofs, and symmetrical facades. The Beaux Arts Style, most common between 1880 and 1930, gained prominence at the 1893 World's Fair in Chicago and became synonymous with the "City Beautiful" movement which promoted modernization and the improved sanitation through the beautification of cities. The Beaux Arts style was a grandiose interpretation of Classical Revival architectural forms and was characterized by flat or low-pitched roofs, full-height, paired columns, and typically included garlands, quoins, or other decorative detailing. Both the Classical Revival and Beaux Arts styles were used to convey civic and corporate wealth and power.

State government buildings in Sacramento reflect this trend to use Neoclassical and Beaux Arts architectural styles for public buildings. Most notably, the California State Capitol Building (completed in 1874) is demonstrative of the Neoclassical Style. Other classically-inspired institutional buildings that are part of the Capitol Area complex include the Library and Courts Building located at 914 Capitol Mall and the Jesse Unruh Building (originally known as Office Building No. 1) located at 915 Capitol Mall, both of which were designed by the architectural firm

<sup>133</sup> "B.F. Hastings Building," California State Railroad Museum (2011), accessed 1 April 2014, <http://www.csrnf.org/visitor-information/other-california-state-park-sattractions-in-old-sacramento/bf-hastings-building>.

<sup>134</sup> Cyril M. Harris, *Illustrated Dictionary of Historic Architecture* (New York: Dover Publications, 1977).



Weeks & Day, were completed in 1928. Other institutional properties associated with the California State Government may include office and departmental buildings constructed in the Art Deco/Moderne style, such as the Public Works Building and the Department of Motor Vehicles (DMV) buildings designed by George B. MacDougal along the south side of Capitol Park in the 1930s. Institutional properties associated with the state government also include buildings constructed along Capitol Mall as part of the 1960 Capitol Plan. Other significant office buildings developed along Capitol Mall after its 1960s creation include the Harry Devine-designed, International Style, Federal Courthouse and larger structures built for office and financial firm headquarters.

### *Significance*

Institutional buildings may be found eligible under National Register Criteria A, B, and C; California Register Criteria 1, 2, and 3; and Sacramento Register Criteria i, ii, iii, iv and v. As the places that personify the authority of the state government and house its officials and personnel, institutional properties are typically large and iconic and are often grouped geographically. Properties eligible for listing in the National Register under Criterion A, California Register Criterion 1, or Sacramento Register criteria i (Event) should be at least 50-years-old or older and will have a close association with the California State Government as an institution or be associated with an important historical event or pattern relating to the development of the state government in Sacramento or California.

For properties to be listed under National Register Criterion B, California Register Criterion 2, or Sacramento Register Criterion ii (Person), institutional buildings should be at least 50-years-old and should be closely associated with a significant person or persons associated with the California State Government.

For properties to be listed under National Register Criterion C, California Register Criterion 3, or Sacramento Register Criterion iii (Design/Construction), institutional buildings should be at least 50 years old, and should “represent the work of a master or possess high artistic values” and may also demonstrate distinctive characteristics of a “type, period, region, or period of construction.”

### *Integrity*

Of the seven aspects of integrity, institutional properties should retain, in order of importance: design, materials, workmanship, association, location, setting, and feeling; please note for local evaluations, the Sacramento Register does not address integrity of “feeling.” Institutional buildings typically express the values of the governmental administration or key individuals that built them and therefore it is most important for the property to retain the bulk of its physical characteristics, especially its original design and materials. Institutional buildings are typically more elaborate than other types of state government-related properties and often embody unique examples of workmanship, which should be retained. Association with the property’s original builder/owner and a sense of the era of construction are also important to convey the significance of a resource. Location and setting are also important aspects, providing the physical and functional contexts for the resource.

### **Government-Sponsored Development Projects**

Capitol Mall, which was first planned in the 1940s and developed as part of the 1960 Capitol Plan, is representative often-popular mid-20<sup>th</sup> century planning and design principles. It is characterized by wide boulevards, lighting, promenades, plazas, and multi-story towers developed on large consolidated parcels within a landscaped setting, and often wholesale

removal of older buildings on the blocks along with the original grid streets. Properties in the area developed or constructed 50 or more years ago may be eligible for listing in the Sacramento, California, and National Registers. Therefore, the historic significance of the area should be evaluated.

Resources associated with the early 1970s Capitol Area Plan revisions, guided by then State Architect Sim van der Ryn and planner Peter Calthorpe were considered exceptionally significant and should be evaluated once the resources attain the fifty-years of age threshold. Numerous California State Government-sponsored building and development projects were realized after the establishment of the Capitol Area Development Authority (CADA) in 1978. Though many of these projects entailed new residential and commercial construction, several entailed the rehabilitation of historic buildings. These include the adaptive reuse of the Capital Athletic Club located at 8<sup>th</sup> and O Streets; the relocation of four Victorian-era residences to an infill site at 14<sup>th</sup> and Q Streets; the rehabilitation of single-family residence at 17<sup>th</sup> and O Streets; and the rehabilitation of the historic Enos Grocery Store at 1500 Q Street.<sup>135</sup>

### *Significance*

Government-sponsored development projects may be found eligible under National Register Criteria A, B, and C; California Register Criteria 1, 2, and 3; and Sacramento Register criteria i, ii, iii, or iv. The built legacy of the California State Government is not limited to its institutional buildings. Rather, the state government has sponsored, developed, and implemented many development, land assembly, streetscape and construction projects throughout Sacramento, many of which were realized since the 1940s. Properties eligible for listing in the National Register under Criterion A, California Register Criterion 1, or Sacramento Register under Criterion i (Event) should be at least 50 years of age and will have a close association with the California State Government as an institution or be associated with an important historical event or development pattern relating to the development of the state government or state governmental planning and land assembly projects.

For properties to be listed under National Register Criterion B, California Register Criterion 2, or Sacramento Register criterion ii (Person), government-sponsored building projects should be at least 50 years of age and should be closely associated with a significant person or persons associated with the California State Government or state planning and development efforts.

For properties to be listed under National Register Criterion C, California Register Criterion 3, or Sacramento Register criterion iii (design/construction), government-sponsored building projects should be at least 50 years of age and should “represent the work of a master or possess high artistic values” and may also demonstrate distinctive characteristics of a “type, period, or method of construction”

### *Integrity*

In regard to government-sponsored building projects, the seven aspects of integrity in order of importance should be: design, workmanship, materials, association, location, setting, and feeling; please note for local evaluations, the Sacramento Register does not address integrity of “feeling.” Because the historic character of government-sponsored development projects is often the result of a combination of aesthetic treatment and planning principles, it is important

<sup>135</sup> California Area Development Authority, “The CADA Story, ”

that enough of the original design, including massing, spatial relationships, and style, remain intact in order to convey how the property or properties were used. Materials and workmanship might be considered as slightly less important because government-sponsored building projects may be subject to budgetary constraints, and the focus may be more on functionality and visual cohesion than on craftsmanship. Integrity of association and feeling are ranked next in importance because the building or complex must retain enough overall integrity to express its significance within the framework of the state government context. Since government-sponsored development projects may have been constructed as part of a complex, as infill, or the consolidation of land and streets, it is crucial that these resources relate to both immediate and broader contexts, and integrity of location and setting should be retained for this reason.

## ■ RAILROAD CONTEXT STATEMENT

*“As we pass the watermark of 150 years of statehood here in California, keep in mind the men and women who saw not gold, but iron rails stretching into the distance...Manifest Destiny and an irrepressible American spirit provided the dream; California was the place; and the Iron Horse made it a reality.”<sup>136</sup>*

Beginning in the mid-nineteenth century, first with water transportation and then with overland rail transportation, Sacramento developed into a major transportation hub in California and the entire West Coast, especially after becoming the western terminus of the first transcontinental railroad in 1869.<sup>137</sup> Through opportunistic and politically-savvy business efforts, especially of the men who came to be called “The Big Four,” both freight and passenger railroad industries thrived, providing employment to generations of Sacramentans; at its peak, the Southern Pacific’s Central Shops north of downtown employed nearly one-third of Sacramento.<sup>138</sup> The railroads garnered national attention for California, the region and the city, inviting outsiders to experience the west and the Capital City. Through the competing interests of various railroads, several railroad depots, industrial yards, and infrastructure such as rail corridors, railroad levees and bridges were constructed. Thus, the advent of the railroad was highly influential in shaping Sacramento’s built environment. Some of the important themes which characterize the history of railroads in Sacramento include the railroad depots and shops complexes, development of business, industrial and warehouse areas within the city as a result of railroad construction, the expansion of railroad service to enhance Sacramento’s role relative to California agricultural and industrial facilities, electrification of the railways, and the reuse of railroad tracks, rail corridors and infrastructure, including the railroad levees and bridges.

### **Early Modes of Transportation**

In the pioneer days of California, travelers reached Sacramento and its environs through a variety of modes of transportation via land and river. The Sacramento River became a thriving conduit used by numerous vessels for trading, dredging, and the transportation of passengers and goods. The first steam boat to navigate the river from San Francisco, the *Sitka*, arrived in Sacramento in 1847. Approximately 250,000 tons of goods were shipped on the river to

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<sup>136</sup> “Rails to the Pacific.” California State Railroad Museum (2011), accessed 4 January 2013, <http://www.csrnf.org/explore-and-learn/railroad-history/the-transcontinental-railroad/rails-to-the-pacific>.

<sup>137</sup> Kyle K. Wyatt, “Significant Dates: Transcontinental Completions,” *Central Pacific Railroad Photographic History Museum. California State Railroad Museum*, accessed 23 December 2013, [http://cpr.org/Museum/Transcon\\_Dates.html](http://cpr.org/Museum/Transcon_Dates.html).

<sup>138</sup> National Park Service, Southern Pacific, Sacramento Shops (Central Pacific Railroad Company, Sacramento Shops). HAER CA-303, 2001.

Sacramento at the height of the Gold Rush in 1851, and this number increased to 415,000 tons in 1853.

Land transportation was the other principal means of transport to Sacramento. In 1849, the area's first coach and wagon line moved passengers and freight between the city and Mormon Island, a mining boom town, the remnants of which are now located under Folsom Lake. The number and extent of stage and freight lines expanded rapidly, and by 1861 the California Stage Company offered service to Sacramento from as far away as Portland, Oregon.<sup>139</sup>

However, none of these early modes of transportation would become more inextricably associated with the development of Sacramento than the railroad.

### The Men Who Built the Railroads

Caucasian, Irish immigrants primarily made up the railroad workforce in the 1850s, during the construction of the Sacramento Valley Railroad. When these men abandoned the railroad to pursue mining, or threatened to strike and demanded higher pay, Chinese laborers, also exclusively men, were hired to replace them.<sup>140</sup> The Central Pacific, which strove to become the first transcontinental railroad, began hiring laborers in 1865. Chinese workers made up nearly 90% of their workforce; Irish immigrants made up the remaining 10%. Although the numbers are approximate because many Chinese laborers were unrecorded, the workforce has been estimated to be around 10,000 laborers during the construction of the transcontinental line. Conditions were extremely treacherous: workers used 19<sup>th</sup> century technology to remove large granite rock faces in the Sierra Nevada and used explosives to create tunnels. Leland Stanford declared that without Chinese laborers "it would be impossible to complete the western portion of this great national enterprise, within the time required by Acts of Congress."<sup>141</sup>

After the Transcontinental Railroad was completed, many of the Chinese laborers moved on to other jobs working on rail lines; others returned to China. Some settled in California and sent for their families to join them. Although state laws prohibited the Chinese from owning property, Chinese railroad workers settling in Sacramento established a Chinatown along the I Street banks of Sutter Lake, known as "China Slough." Sacramento's Chinatown, which was located between 2<sup>nd</sup> and 6<sup>th</sup> Streets on I Street, included markets, a store, a bar, a boarding house, and gambling houses. When Chinese railroad workers settled in Sacramento, they continued to congregate along the I Street banks. By 1909, however, the city and Southern Pacific Railroad expelled Chinese families from China Slough. After the population was relocated, this portion of I Street sat for over ten years as an open sandlot, serving as a streetcar loop and automobile parking lot.<sup>142</sup>

<sup>139</sup> Thor Severson, *Sacramento, An Illustrated History: 1839-1874, From Sutter's Fort to Capital City* (San Francisco: California Historical Society, 1973), 166-70.

<sup>140</sup> Dawn Emord and David Bushong, "The Workers of the Central Pacific," *The Transcontinental Railroad: Different Faces Behind "The Work of the Age*, accessed 10 December 2012, <http://bushong.net/dawn/about/college/ids100/workers.shtml>.

<sup>141</sup> Leland Stanford, "Central Pacific Railroad Statement Made to the President of the United States, and Secretary of the Interior, on the Progress of the Work. 10 October 1865, accessed December 2013, <http://cpr.org/Museum/Chinese.html>.

<sup>142</sup> George Kraus, "Chinese Laborers and the Construction of the Central Pacific," *Utah Historical Quarterly* 37, no. 1 (Winter 1969), 57, accessed 1 April 2012, [http://utah.pfs.com/awweb/guest.jsp?smd=1&cl=all\\_lib&lb\\_document\\_id=34650](http://utah.pfs.com/awweb/guest.jsp?smd=1&cl=all_lib&lb_document_id=34650).

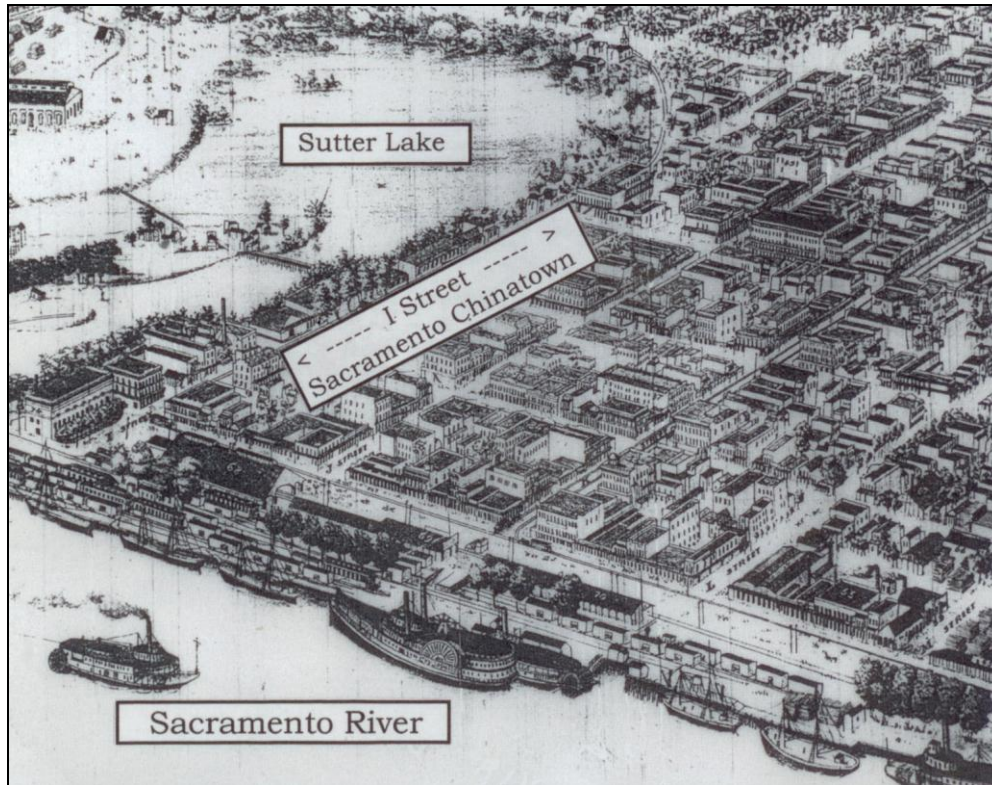


Figure 21 The buildings on the north side of I Street, adjacent to Sutter Lake were demolished when “China Slough” was filled to make way for the Southern Pacific Railyard. The buildings on the south side of I Street were demolished during redevelopment of the West End in the 1950s.

Source: Lawrence Tom, Brian Tom and the Chinese American Museum of Northern California. 2010. *Images of America, Sacramento's Chinatown. 1873 Illustration of Chinatown.* p. 18.

Beginning around 1910, Mexican immigrants arrived in Sacramento County to find work in the booming railroad and agriculture industries. Because of the proximity to the Southern Pacific railyard and several major canneries, sizeable Mexican populations developed in the West End and Alkali Flat neighborhoods, and by the early 1940s, there were approximately 2,000 Latinos residing in Sacramento.<sup>143</sup> At the onset of the Second World War, Congress recognized the shortage of American laborers and arranged for a sponsorship program of Mexican laborers with the Mexican government. It was known as the Bracero (Spanish for “strong arm”) Program. Two separate labor programs were initiated: a railroad program that operated from 1942 until 1945 and an agriculture program that was extended many times by supplemental legislation until 1964, though the agreements covered laborers until 1967.<sup>144</sup> The total number of immigrant laborers steadily increased through the 1940s, when nearly half of all Sacramento cannery workers were from Mexico.<sup>145</sup> By the end of the Bracero Program in 1964, millions of Mexicans had immigrated to the United States.

<sup>143</sup> City of Sacramento, *Alkali Flat/Mansion Flats Strategic Neighborhood Action Plan* (accepted by City Council 23 August 2005), accessed 4 January 2013, [http://www.cityofsacramento.org/dsd/planning/long-range/snaps/documents/Final\\_SNAP\\_08\\_30\\_05.pdf](http://www.cityofsacramento.org/dsd/planning/long-range/snaps/documents/Final_SNAP_08_30_05.pdf), 7.

<sup>144</sup> Armando Navarro, *Mexicano Political Experience in Occupied Aztlan: Struggles and Change* (Walnut Creek, CA: Alta Mira Press, 2005), 375.

<sup>145</sup> Steven M. Avella, *Sacramento: Indomitable City* (San Francisco: Arcadia Publishing, 2005), 108.

## The Railroads: Developed through Competition

Railroad companies began to form in Sacramento and San Francisco which competed for right-of-ways and financial support. In Sacramento, the Sacramento Railroad and Sacramento Valley Railroad companies vied to establish rail lines through the new city. Formed in 1853 and headed by prominent Sacramentans Peter H. Burnett and James Ben Ali Haggin, the Sacramento Railroad was promoted as a locally-run railroad company with Sacramento's best interests at stake. Although board members of the rival Sacramento Valley Railroad lived in Sacramento and included Henry E. Robinson and William H. Watson, its financial backers were more strongly associated with projects in San Francisco.<sup>146</sup> Sacramento Valley Railroad board member Charles Lincoln Wilson, who owned several steamship companies, toll roads, and bridges in San Francisco, led this railroad's investors.

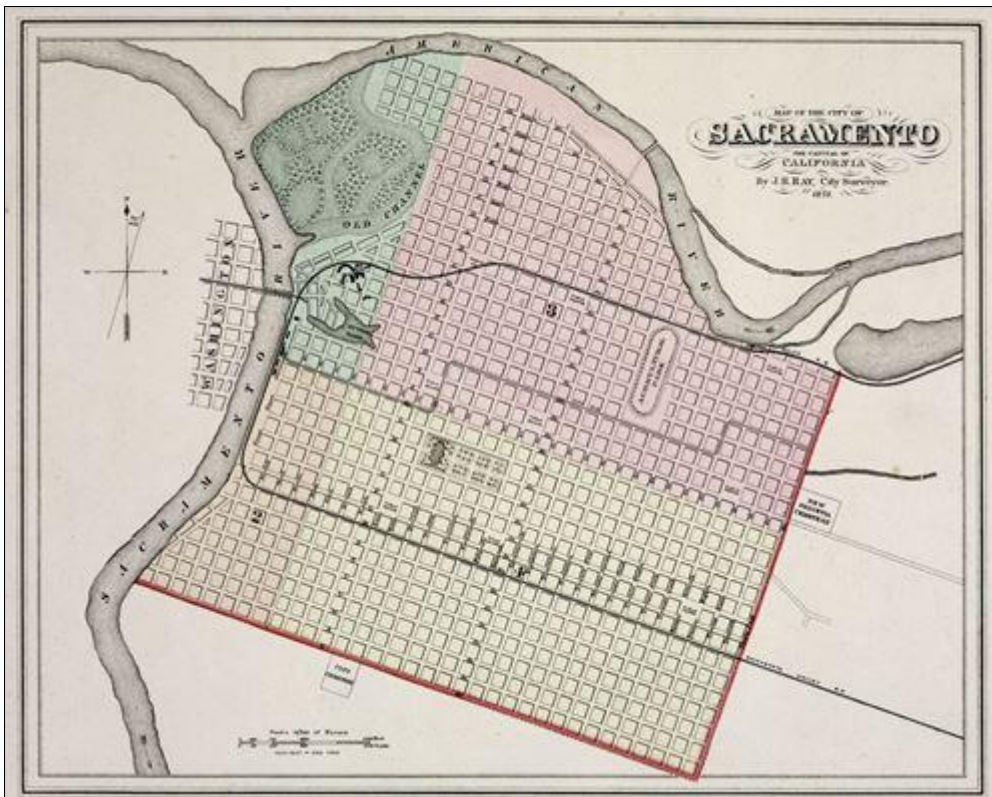


Figure 22. This map depicts the city limits as of 1873, in addition to Sacramento's early rail lines. The Sacramento Valley Railroad enters the city at R Street. The Central Pacific Railroad, part of the Transcontinental Railroad (later operated by Southern Pacific) enters the city between its northern boundary and the American River. A City Railroad travels the distance of the city. The map also shows the old and new channels of the American River that resulted from changing the confluence of the Sacramento and American Rivers.

Map of the City of Sacramento. The Capitol of California. 1873, J.R. Ray, City Surveyor. [Center for Sacramento History, Eleanor McClatchy Collection, 1982/004/0417].

The Sacramento City Council granted to the Sacramento Railroad the route along A Street at the city's northern boundary, which led to the city center. R Street was granted as the Sacramento Valley Railroad's right-of-way. Both lines were essentially equidistant from the city's center at that time, J and K Streets. Wilson brought engineer Theodore Judah to California to

<sup>146</sup> Wendell Huffman, The Placerville Branch of the Southern Pacific: A History of the Sacramento Valley and the Placerville & Sacramento Valley Railroads. Unpublished draft. (1998).

survey the Sacramento Valley Railroad route, while Wilson raised money for the project and negotiated with the firm of Robinson, Seymour, and Company to construct the road bed and lay track. California's first steam railroad and the first "common carrier" railroad, the Sacramento Valley Railroad, opened in 1856 to great fanfare. The twenty-two mile route ran between Sacramento and Folsom.

Sacramento's rapidly developing overland transportation system contributed greatly to its bid to become the State's Capital city in the mid-1850s. Its position at the juncture of the Sacramento River and the new railroad was economically advantageous and its business district offered amenities for State legislators who would relocate to the area. The city earmarked multiple city blocks for the construction of a new Capitol building and had recently completed a new brick courthouse and state printing facility. In light of the fires that had ravaged the city in recent years, Sacramento also offered to construct a fire-proof warehouse in which to archive state documents.<sup>147</sup>

To supplement the city's early levee-building efforts, the City Council required railroad companies to construct and maintain levees on the right-of-ways granted through Sacramento; however, this program was met with varying success.<sup>148</sup> The city granted railroad right-of-ways in areas where the city was most vulnerable to flooding from the American and Sacramento Rivers. Thus, when the Sacramento and the Sacramento Valley Railroads—the first railroad companies in Sacramento—were granted routes, these routes were well outside the northern and southern boundaries of Sacramento's business district. In accordance with this ordinance, the Sacramento Valley Railroad constructed a levee on R Street prior to the establishment of its tracks. However, the Sacramento Railroad proposed for the northern boundary of the city was never constructed. In 1861, December storms caused the American River to breach the city's levee at the northern boundary of Sacramento and the R Street levee trapped the floodwater within the downtown area. The railroad company was forced to remove a portion of the levee to allow the floodwater to escape.<sup>149</sup>

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<sup>147</sup> Nathan Hallam, "The Historical Evaluation of Sacramento's Central City Street Grid," Thesis submitted in partial satisfaction of the requirements for the degree of Master of Arts in Public History at the University of California at Sacramento (2008).

<sup>148</sup> Huffman, The Placerville Branch of the Southern Pacific.

<sup>149</sup> "1862 Sacramento Flood view From the Levee at R Street," 1862, Center for Sacramento History, Eugene Hepting Collection.

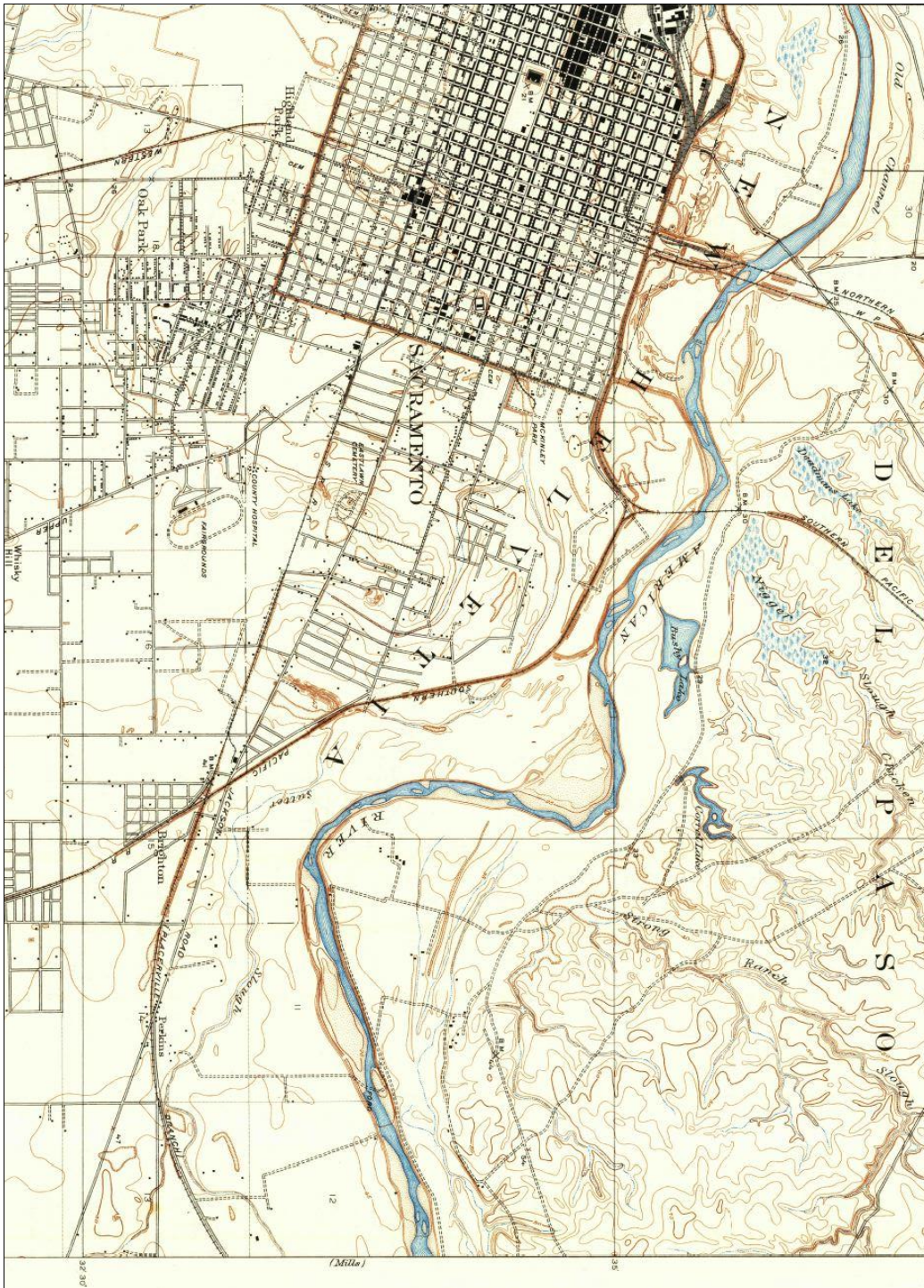


Figure 23. Map depicting the railroad lines through Sacramento. The original Central Pacific Transcontinental line (labeled Southern Pacific because they began leasing the line from the Central Pacific in the 1880s) approaches the from the northeast, crossing the American River.

Source: USGS Historical Topographical Map Collection. Brighton, CA, 1911-1947.

The following section provides an overview the railroad companies that competed within the City of Sacramento.

### Sacramento Valley Railroad



The Sacramento Valley Railroad (often abbreviated as SVRR) opened for business in 1856 and was arguably, the first steam railroad and first common carrier railroad west of the Mississippi River. An open-sided freight depot with a ticket counter was constructed near Front and L Streets, and the track ran south along the river, and then eastward along R Street for 22 miles to the terminus in Folsom (formerly known as Granite City).<sup>150</sup> The route was surveyed by engineer Theodore Judah, who had been lured to California from the East Coast by the prospect of, one day, completing the first transcontinental railroad

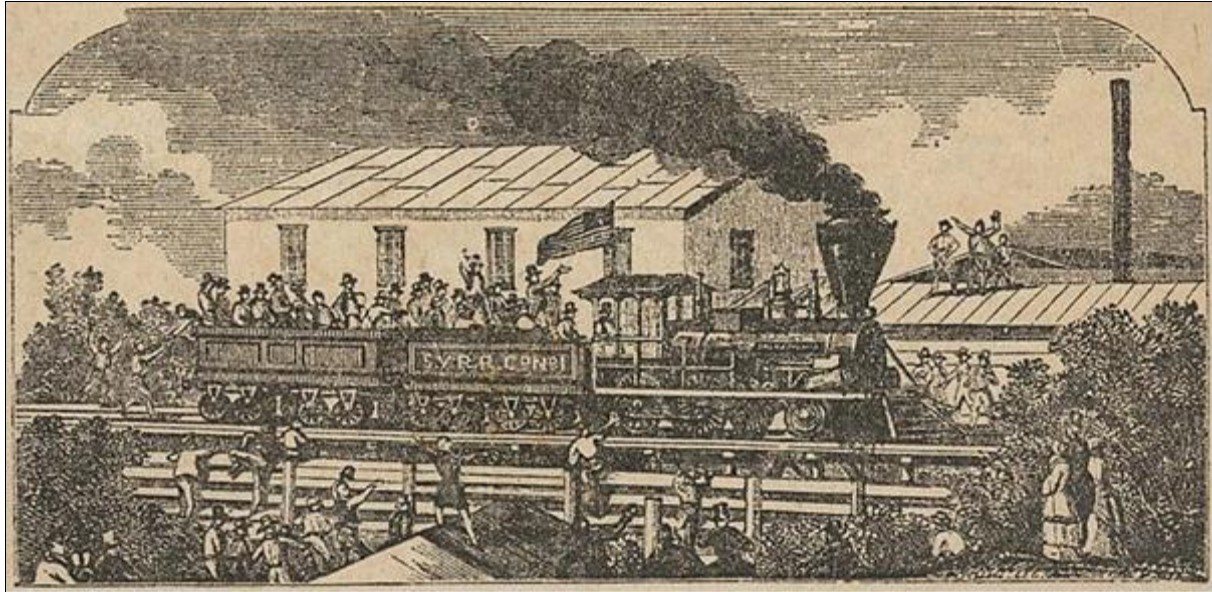


Figure 24. This illustration appeared in the January 1, 1856 issue of the *Pictorial Union* and depicts the initial run of the Sacramento Valley Railroad on August 17, 1855. The SVRR was the first railroad west of the Mississippi River, running between downtown Sacramento and Folsom.

[Center for Sacramento History, David W. Joslyn Collection, 1855/08/17].

### Central Pacific Railroad

Following the completion of the Sacramento Valley Railroad, Judah traveled to Washington, D.C. in an attempt to gain support from legislators for a transcontinental railroad. The immediacy of the Civil War caused Congress to be less responsive than Judah anticipated. Meanwhile, he published detailed studies of potential routes over the Sierra Nevada for what he named the Central Pacific Railroad, though during this time he was removed from his position as chief engineer of the Sacramento Valley Railroad because of conflicting interests. He eventually found investors in Sacramento to finance the endeavor. These included four businessmen who came to be known collectively as the “Big Four”: Collis P. Huntington, Mark Hopkins, Charles Crocker, and Leland Stanford. The Central Pacific Railroad (often abbreviated as CPRR or CP) was incorporated in 1861, and under the Pacific Railroad Act of 1862, signed by former railroad attorney and then President of the United States, Abraham Lincoln, the company was ordered to construct the western portion of the transcontinental railroad.<sup>151</sup>

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<sup>150</sup> “The Railroad Stations of Sacramento,” *California State Railroad Museum* (2011), accessed 10 December 2012, <http://www.csrnf.org/visitor-information/other-california-state-park-sattractions-in-old-sacramento/central-pacific-railroad-passenger-station/the-railroad-stations-of-sacramento>.

<sup>151</sup> Library of Congress, “Pacific Railway Act,” *Primary Documents in American History*, 30 July 2010, accessed 23 December 2013, <http://www.loc.gov/rr/program/bib/ourdocs/PacificRail.html>.

The groundbreaking ceremony for the Central Pacific Railroad occurred on January 8, 1863, at the foot of K Street near the waterfront. This momentous event, which was made possible by Theodore Judah and the Big Four, is interpreted in a mural painted around 1929 by John A. MacQuarrie located in the waiting room of the Southern Pacific's extant passenger depot on I Street. The Central Pacific's (later Southern Pacific) railroad shops were initially built on 20 acres of landfill in Sutter Slough (also known as Lake Sutter or China Slough), which was roughly bounded by G Street to the north, 3<sup>rd</sup> Street to the east, I Street to the south, and Front Street to the west. Construction of freight and passenger depots on the waterfront between I and K Streets followed, and the first passenger train ran in April 1864.<sup>152</sup> Over the coming years, the operations were enlarged to include a new passenger depot, fences, a refreshment stand, a telegraph office, and a baggage room.<sup>153</sup>

During the 1860s, the Central Pacific purchased competing railroad companies, including the Sacramento Valley Railroad in 1865 and the original Western Pacific Railroad (the first of two companies to use that name) in 1867, which were incorporated into the Central Pacific's expanding rail network in Northern California. The Central Pacific line ran out of Sacramento to the northeast and joined with the Union Pacific Railroad at Promontory, Utah, in May 1869 to complete the First Transcontinental Railroad.<sup>154</sup> In 1876, the Central Pacific purchased the California Pacific Railroad (often abbreviated as Cal-P), which ran trains between Sacramento and Vallejo and a ferryboat service between Vallejo and San Francisco.<sup>155</sup>

In 1870, the Central Pacific completed construction of the world's first permanent hospital reserved for the care of railroad employees. The Central Pacific Railroad Hospital was located at the southwest corner of 13<sup>th</sup> and D Streets and occupied one quarter of the block. The four-story building could accommodate 125 patients.<sup>156</sup>

### Southern Pacific Railroad

While the Central Pacific was being constructed, its owners, the Big Four, purchased another railroad, the Southern Pacific Railroad (often abbreviated as SPRR, SP, or Espee) in 1868. The Southern Pacific was established in 1865 as a transcontinental railroad to connect Texas and California. By 1870, the operations of the Southern Pacific and Central Pacific railroads were combined.

<sup>152</sup> Severson, *Sacramento, An Illustrated History*, 176.

<sup>153</sup> "The Railroad Stations of Sacramento," *California State Railroad Museum*.

<sup>154</sup> Severson, *Sacramento, An Illustrated History*, 179-80.

<sup>155</sup> Roy J. Jones, "The Old Central Pacific Hospital," Central Pacific Railroad Photographic History Museum, accessed 10 December 2012, [http://cpr.org/Museum/CPRR\\_Hospital.html](http://cpr.org/Museum/CPRR_Hospital.html).

<sup>156</sup> Jones, "The Old Central Pacific Hospital."

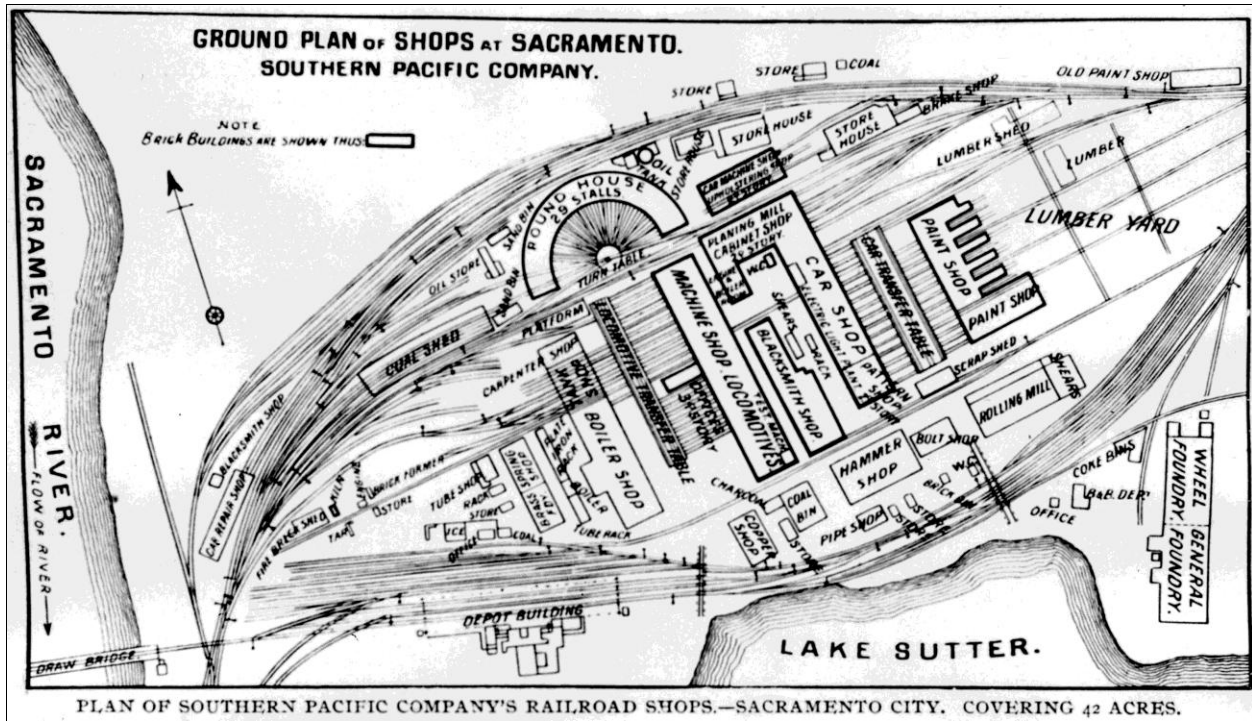


Figure 25. 1895 map of the shops of the Southern Pacific Railroad. The former depot is to the west of Lake Sutter. [Center for Sacramento History, City of Sacramento Collection1 1985/026/0001].



Figure 26. Photograph of the Southern Pacific Railroad shops circa 1940s.  
[Center for Sacramento History, Jeff Redman Collection, 1997/028/0041].

To support the newly combined company, a rail yard shops area was constructed in which to maintain tools and machines, and to design and manufacture locomotives and other rail cars.<sup>157</sup> The Central and Southern Pacific Company filled in a portion of what remained of Sutter Slough and increased the size of its expansive railyard and shops to nearly 50 acres.<sup>158</sup>

Beginning in 1867, the first permanent railyard buildings were constructed in the Central Shops, which formed the nucleus of the railroad operations. These buildings included the Roundhouse, Car Shop and Planing Mill, Machine Shop, Blacksmith Shop, and Paint Shop. Their location on the bank of Sutter Lake entailed substantial and deeply dug foundations. The Central Shops expanded to the south in a strip along the north side of the tracks. Other than the Roundhouse, which was demolished in the 1950s, the early Central Shops buildings still stand.<sup>159</sup>

<sup>157</sup> Gordon Chappell, "The Sacramento Locomotive Works of the Central Pacific and Southern Pacific Railroads, 1864-1999," *Cultural Resources Management* 22, no. 10 (1999), accessed 18 December 2012, <http://crm.cr.nps.gov/archive/22-10/22-10-20.pdf>.

<sup>158</sup> Dougherty, "Southern Pacific, Sacramento Shops (Central Pacific Railroad Company, Sacramento Shops)," (2001) HAER Report, CA-303.

<sup>159</sup> City of Sacramento. Sacramento Railyards Specific Plan Draft Environmental Impact Report, August 2007.

As Sacramento became an important transportation hub, and there was a need for a proper depot to accommodate the large numbers of people arriving in the city. A Gothic Revival-style depot known locally as Arcade Station was constructed there in 1879 (see Figure 7); however, this building was replaced by the present Southern Pacific Passenger Depot, opened in 1926.<sup>160</sup>

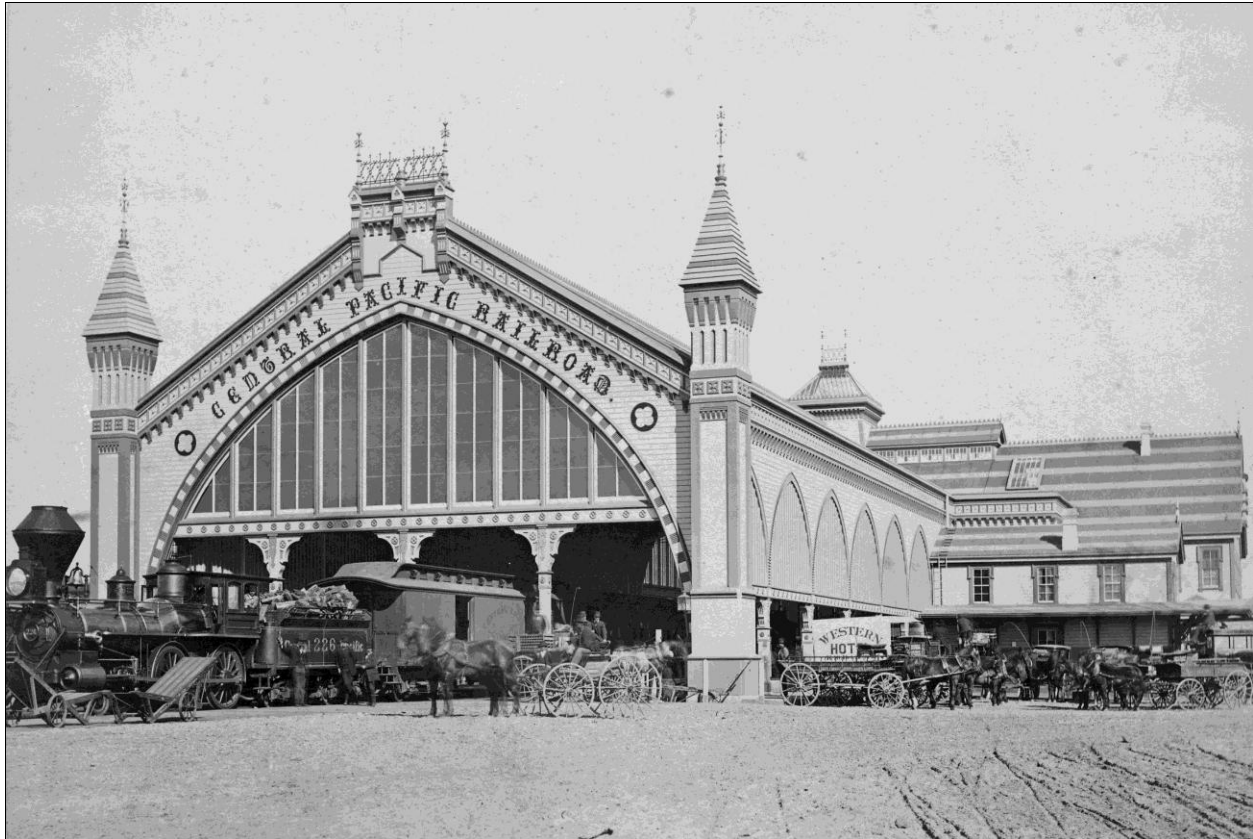


Figure 27. The Central Pacific Depot, located on G Street between 2<sup>nd</sup> and 3<sup>rd</sup> Streets, was replaced by the Southern Pacific Depot in 1926.

[Center for Sacramento History, A.R. Phillips Jr. Collection, 1976/033/0001].

By 1910, the powerful and pervasive Southern Pacific Railroad employed one third of the jobs available in Sacramento.<sup>161</sup> Workers were usually hired locally, and the railroad frequently employed families.<sup>162</sup> The railroad shop workers lived throughout the entire city, including the soon to be annexed suburbs like Oak Park, as well as in the Alkali Flat neighborhood immediately east of the Shops complex and also in Labor Market Area between Front and 6<sup>th</sup> Streets and between I Street and the M/N Alley, which was home to farm and factory laborers, transients and homeless, as well as railroad employees.

Several bridges for horse-drawn vehicles had been constructed over the Sacramento River since the 1850s (including two wooden bridges and an earlier railroad bridge constructed by the Central Pacific), but in 1911, the Southern Pacific constructed a new steel railroad bridge over the Sacramento River at I Street to replace the former wooden truss that carried highway and

<sup>160</sup> William Burg, *Sacramento's K Street* (Charleston, SC: The History Press, 2012), 54.

<sup>161</sup> "Timeline," Sacramento History Online, accessed 10 December 2012, [http://www.sacramentohistory.org/resources\\_timeline.html](http://www.sacramentohistory.org/resources_timeline.html).

<sup>162</sup> Dougherty, "Southern Pacific Sacramento Shops," HAER Report.

railroad traffic.<sup>163</sup> The so-called I Street Bridge (extant) is a double-decker swing bridge constructed entirely of steel. Since the first train crossing on April 12, 1912, the upper deck of the bridge has been open to automobile traffic and the lower deck has always been used by trains.<sup>164</sup>



Figure 28. The I Street (foreground) and Tower (background) Bridges pictured in December 1955. [Center for Sacramento History, Frank Christy Collection, 1998/722/0272].

<sup>163</sup> National Park Service, "I Street Bridge," National Register of Historic Places Nomination Form, prepared by John W. Snyder. (February 1981).

<sup>164</sup> Bill Lindelof, "Sacramento's I Street Bridge Celebrates 100 Years," *Sacramento Bee*, 4 May 2012, accessed 10 December 2012, <http://www.sacbee.com/2012/05/04/4461242/sacramentos-i-street-bridge-celebrates.html>.



Figure 29. Southern Pacific Depot at 401 I Street circa 1925.  
[Center for Sacramento History, Jeff Redman Collection, 1997/028/046].

As early as 1910, the Southern Pacific planned to replace the outmoded Arcade Station with a new fashionable passenger depot intended to be “one of the finest stations on the [West] Coast.”<sup>165</sup> The timing of this decision likely relates to the arrival in Sacramento of the competing Western Pacific Railroad and the construction of its elegant passenger depot in 1909 (extant and described below). Although the final grading and filling of Sutter Slough were completed by 1919, architectural plans for the Southern Pacific’s new depot were not prepared until 1924, due to a series of delays including the onset of the First World War. The (extant) depot was designed in a Mediterranean Revival style by the architectural firm of Bliss & Faville and was constructed by general contractors Davidson & Nichol森, both firms from San Francisco (see Figure 9). The building’s design was published in several national magazines and its completion was celebrated locally with much fanfare. In 1926, the year the depot was completed at 401 I Street, sixty-four (64) passenger trains carrying an average of 4,500 passengers and twenty-two (22) freight trains stopped at the new depot each day.<sup>166</sup> Traffic through the new depot was only matched during the movement of troops during World War II.

<sup>165</sup> *The Architect and Engineer of California* 23, no. 2 (December 1910), 100.

<sup>166</sup> National Park Service, “Southern Pacific Railroad Company’s Sacramento Depot,” National Register of Historic Places Nomination Form (1975), accessed 13 December 2012, <http://pdfhost.focus.nps.gov/docs/NRHP/Text/75000457.pdf>.

## Western Pacific Railroad

The Western Pacific Railroad (often abbreviated as WPRR or WP)—the second company in history to use that name—was established in 1903 as a new transcontinental line and arrived in Sacramento in 1907, effectively disrupting the Southern Pacific’s monopoly over rail transportation to and from the state capital. Beginning in 1906, the Western Pacific Railroad approached numerous property owners to purchase an 80’-wide right-of-way between 19<sup>th</sup> and 20<sup>th</sup> Streets. The citizens of Sacramento voted to approve the railroad’s proposal for a landscaped parkway flanking the tracks, with overhead pedestrian crossings at major intersections;<sup>167</sup> neither the landscaped parkway nor the overhead crossings were ever built. The new rail line’s construction resulted in the demolition or relocation of many stately (and vernacular) residences as the new transcontinental railroad line was constructed in a north-south route through the city, generally between 19<sup>th</sup> and 20<sup>th</sup> Streets, just east of the downtown.<sup>168</sup>

The Western Pacific passenger depot (extant) was constructed in 1909 between J and K streets, east of 19<sup>th</sup> Street. Freight service began that year, and passenger service began in 1910. The depot was designed in the Mission Revival style by Willis J. Polk, the San Francisco representative of D.H. Burnham & Co. of Chicago who was becoming a prominent architect in his own right (See Figure 10).



Figure 30. Former Western Pacific passenger depot.

Source: Page & Trumbull.

The Western Pacific Shops (also known as the Jeffery Shops after Edward Turner Jeffery, the company’s president from 1913 to 1917) were constructed on Sutterville Road in the south side of the city. The shops became the railroad’s principal maintenance facilities for its machines and

<sup>167</sup> Burg, *Sacramento’s K Street*, 62-3.

<sup>168</sup> The Railroad Stations of Sacramento,” *California State Railroad Museum*.



tools and were a major employer in Sacramento. The shops closed in the 1980s and were later demolished.<sup>169</sup>

### **Industry: Refrigeration, Plants, and Canneries**

The Sacramento Valley has always been considered an agriculturally wealthy region, with a climate and geography that make farming a lucrative profession. Sacramento was a major nexus for the transportation of both people and goods; a large amount of goods transported were agricultural products.

During the latter half of the nineteenth century, numerous advancements were made in the railroad and agriculture industries. Modern technology in the 1860s introduced the prototypes of refrigerated railroad cars, and the first express train shipment of Sacramento Valley-grown fruit was delivered to the East Coast in 1886.<sup>170</sup> Refrigeration on the railways improved such that by the mid-1890s, approximately 75 percent of all fruit that was transported from California to the East Coast originated in the Sacramento Valley.<sup>171</sup>

The Pacific Fruit Express Company (or PFE) was established in 1906 as a joint venture by the Southern Pacific and Union Pacific railroads to transport perishable goods eastward from California, and later from the Pacific Northwest and the Southwest as well. The PFE initially operated a fleet of 6,600 refrigerated railroad cars known as “reefers,” and this number increased to 40,000 by 1928.<sup>172</sup> The Western Pacific had a contract with the PFE from 1923 until 1967 and provided its own refrigerator service.<sup>173</sup> The transportation of goods from Sacramento began in nearby Roseville, where the world’s largest ice plant (or icing station) was located. The reefers were “pre-iced” and sent to a loading point—often along Sacramento’s embarcadero—before returning to Roseville to be repacked with ice and shipped out.<sup>174</sup> In 1920, Cartensen’s Crystal Ice, Sacramento’s primary ice supplier, constructed a warehouse on the R Street rail corridor at 18<sup>th</sup> Street.

By the early twentieth century, Sacramento was well-established as a bustling center of business in California, especially on Front Street. According to Sacramento historian William Burg, “[By 1910, a] wall of warehouses and wharves lined the Sacramento River from I Street to R Street. Front Street was a maze of railroad tracks, transferring goods from Sacramento’s granaries, canneries, breweries, lumber mills and other industries to riverboats and barges. The riverfront was Sacramento’s working heart, from the Southern Pacific Shops on the north end of the city to the Friend & Terry lumber mill on Front and V Street.”<sup>175</sup>

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<sup>169</sup> Avella, *Sacramento: Indomitable City*, 147.

<sup>170</sup> “Railroads and Agriculture,” *California State Railroad Museum*, accessed 10 December 2012, <http://www.csrnf.org/explore-and-learn/railroad-history/california-calls-you/railroads-and-agriculture>.

<sup>171</sup> “Timeline,” *Sacramento History Online*.

<sup>172</sup> Richard J. Orsi, *Sunset Limited: The Southern Pacific Railroad and the Development of the American West 1850-1930* (Berkeley: University of California Press, 2005).

<sup>173</sup> “Western Pacific, The Last Transcontinental Link,” *Western Pacific Online*, accessed 10 December 2012, <http://www.wplives.com>.

<sup>174</sup> Interstate Commerce Commission, *Decisions of the Interstate Commerce Commission of the United States* vol. 32 (Washington, D.C.: 1915), 18-9.

<sup>175</sup> William Burg, “Sacramento: 1910,” *Midtown Monthly*, 1 April 2010, accessed 10 December 2012, <http://www.midtownmonthly.net/life/sacramento-1910>.



Figure 31. The California Almond Growers Exchange facility, shown here circa 1929, like most of Sacramento's canneries and packing plants, had excellent rail access.

[Center for Sacramento History, California Almond Growers Exchange Collection, 1981/006/005].

As the agriculture industry continued to thrive during the first decades of the twentieth century, the railroads constructed spur lines to service many of the new canneries, packing plants, and factories that were being constructed in and around Sacramento. In 1912, Libby, McNeill & Libby opened the largest fruit and vegetable cannery on the West Coast at a nine-acre complex located at the intersection of 31<sup>st</sup> Street (now Alhambra Boulevard,) R Street, and Stockton Boulevard (extant) (see Figure 12).<sup>176</sup> The cannery was described as having "excellent rail connections, having two spur tracks connected with the Southern Pacific railroad and the Northern Electric railway. Track No. 1 extends the entire length of the main building, the tracks being at such a level that the car floor is even with the 16-foot concrete platform that extends between the main building and the tracks. Green fruit is received over this track and unloaded directly from cars to the receiving room."<sup>177</sup> The California Almond Grower's Exchange, first plant, constructed in 1914 at 18<sup>th</sup> and C Streets, also enjoyed excellent rail access (see Figure 11). California Packing Company (Calpak) Plant No. 11 (extant) was constructed in 1925 at the intersection of 17<sup>th</sup> and C streets. Of the four canneries that were owned by the California

<sup>176</sup> Burg, "The Big Tomato," *Midtown Monthly* (11 March 2011), accessed 10 December 2012, <http://www.midtownmonthly.net/life/the-big-tomato/>.

<sup>177</sup> C.W. Geiger, "Libby, McNeill & Libby's Sacramento Cannery," *Canning Age* (January 1921), 12.

Packing Company and constructed in Sacramento, all were served by two railroads, and Calpak Plant No. 11 is the sole remaining facility.



Figure 32. This image, circa 1920, shows the Libby, McNeil & Libby cannery, which was located at 31<sup>st</sup> Street (Alhambra), R Street, and Stockton Boulevard along the R Street rail corridor.  
[Center for Sacramento History, David L. Joslyn Collection, 1970/001/0075].

The PFE was dissolved in April 1978. The Southern Pacific's refrigerator car line continued to be known as the PFE, and the Union Pacific adopted the name Union Pacific Fruit Express.<sup>178</sup>

### Electric Interurban Railroads

In chronicling the history of railroads in Sacramento, it is important to differentiate between types of railway transport. As two rail scholars suggest, "the term interurban may be applied to railroads that shared most or all of the four following characteristics: electrical power, primary emphasis on passenger service, equipment that was heavier and faster than city streetcars, and operation on streets in cities but at the sides of highways or on private rights-of-way in rural areas."<sup>179</sup> Another scholar made the following observations in 1961 about interurban rail service:

The interurbans seemed to fill a travel void for much of America. Aside from what slow, infrequent, and grimy local passenger service might be available from the steam railroads, rural America was pretty well restricted to whatever lay within horse and buggy range. The interurbans were bright and clean, stopped almost

<sup>178</sup> Maury Klein, *Union Pacific: The Reconfiguration: America's Greatest Railroad from 1969 to Present* (New York: Oxford University Press, 2011), 93.

<sup>179</sup> George W. Hilton and John F. Due, *The Electric Interurban Railways in America* (Palo Alto, CA: Stanford University Press, 1964), 9.

everywhere, and ran far more frequently than the steam trains, for one car made a train. Once in town the cars usually operated through the streets and went right downtown. They were almost always cheaper than steam trains, too. Small-townners and farm folk alike swarmed aboard the new electric cars to spend a day in the city, shopping or just seeing the sights. Equally important, the fast package and light freight service opened up new markets for farmers and made big city merchandise quickly available to the local shopkeeper. The commercial traveler, or “drummer,” took the interurbans with enthusiasm for they carried him to the heart of the business district, often right to his hotel door, and the frequent schedules made it possible to cover more cities and towns in a day than he could on the steam trains.<sup>180</sup>

In the early twentieth century, Sacramento was host to four electric interurban railroads, including the Northern Electric Railway, the Oakland and Antioch Railway, the Central California Traction Company, and the Sacramento Northern Railway.

### The Northern Electric Railway

The Northern Electric Railway which connected the state capital to Chico to the north, offered transport beginning in 1907. Passengers arrived in downtown Sacramento at a depot located at 8<sup>th</sup> and J streets (demolished); freight trains were routed around the downtown area. The Northern Electric Railway also operated a streetcar service within the city and to neighboring suburbs. A bridge for Northern Electric’s Woodland Branch electric trains spanning the Sacramento River at M Street (now Capitol Mall) was constructed in 1911 in anticipation of the completion of a line to the Bay Area, but the line was never completed.<sup>181</sup> In 1920, the company was restructured and renamed the Sacramento Northern Railroad (often abbreviated as SNRR).

### The Oakland and Antioch Railway

The Oakland and Antioch Railway (often abbreviated as O&A and later renamed the Oakland, Antioch, and Eastern Railway or OA&E) leased the M Street Bridge from the Northern Electric Railway (the two companies shared the bridge) and brought its passengers from Oakland to a depot located at 2<sup>nd</sup> and I streets (demolished). In 1920, the OA&E was renamed the San Francisco-Sacramento Railroad (often abbreviated as SF-S).

### The Central California Traction Company

The Central California Traction Company (often abbreviated as CCT), was established in 1910 as an electric railroad providing freight and interurban passenger service along a 48-mile line stretching from Stockton to Sacramento. One author states that the company “opened up a vast region to agriculture and contributed to the development of south Sacramento County. The freight service carried merchandise, livestock and produce, primarily grapes and strawberries.” In Sacramento, the downtown depot (demolished) was located less than one block from the Northern Electric Railway depot.<sup>182</sup> The Central California Traction Company ended its passenger service in 1933.<sup>183</sup>

<sup>180</sup> William D. Middleton, *The Interurban Era* (Milwaukee, WI: Kalmbach Publishing, 1961), accessed 10 December 2012, [http://libsysdigi.library.illinois.edu/oca/Books2009-06/interurbanera00midd/interurbanera00midd\\_djvu.txt](http://libsysdigi.library.illinois.edu/oca/Books2009-06/interurbanera00midd/interurbanera00midd_djvu.txt), 12.

<sup>181</sup> William Burg, *Sacramento’s K Street*, 60.

<sup>182</sup> William Burg, *Sacramento’s K Street*, 60,-1, 145.

<sup>183</sup> “The Railroad Stations of Sacramento,” *California State Railroad Museum*.

In 1925, the three competing local interurban railway companies joined forces to construct a new passenger station at 11<sup>th</sup> and I streets called Union Station (demolished). The building was featured in *Electric Railway Journal* with the following description, “Architecturally the station is a departure from established precedent in California. It is an adaptation of the Corinthian style, with the front divided into five sections by full length columns...Materials used are brick and cast stone, finished with colored cement. The foundations are of concrete. The primary supporting frame members are of steel, while the joists and studding are of Oregon pine.” The station served 7,000 people per day.<sup>184</sup>

### The Sacramento Northern Railway

The Sacramento Northern Railroad and the San Francisco-Sacramento Railroad were merged to become a subsidiary company to the Western Pacific around 1929, and was thereafter known as the Sacramento Northern Railway (often abbreviated as SN). Between December 1933 and December 1935, the Sacramento Northern Railway, in conjunction with the State of California and Sacramento and Yolo Counties, designed and constructed Tower Bridge, which replaced the old M Street Bridge (see Figure 8). Tower Bridge (extant) was California’s first vertical lift bridge and could accommodate increased traffic across the river for pedestrians, automobiles, and trains in the case of an evacuation. At the dedication ceremony, Governor Frank Merriam described the Streamline Moderne-style bridge as being, “unexcelled in its architectural and engineering beauty and constituting an impressive western gateway to the Capitol City.”<sup>185</sup>

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<sup>184</sup> “Union Station Built in Sacramento,” *Electric Railways Journal* 67 no. 23 (5 June 1926), 969.

<sup>185</sup> “Tower Bridge, 99 W Sacramento,” *Waymarking*, [http://www.waymarking.com/waymarks/WM3MP6\\_Tower\\_Bridge\\_99\\_W\\_Sacramento\\_California](http://www.waymarking.com/waymarks/WM3MP6_Tower_Bridge_99_W_Sacramento_California); “Tower Bridge,” National Register of Historic Places Nomination Form (1982), accessed 1 April 2014, <http://pdfhost.focus.nps.gov/docs/NRHP/Text/82004845.pdf>.

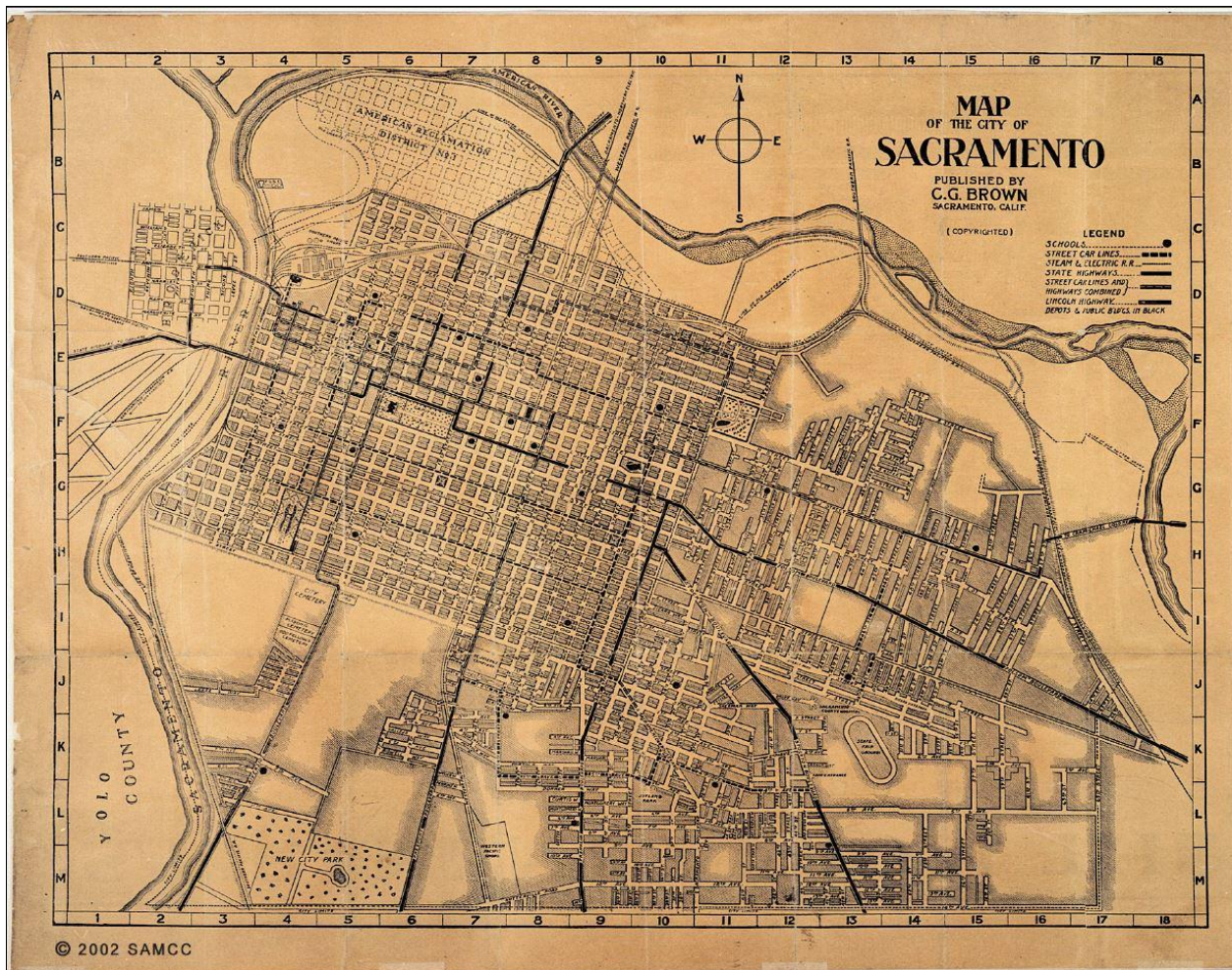


Figure 33. This map show street car lines, steam and electric rail roads, state highways, street car lines and state highways combined, and the Lincoln Highway, schools, and depots/public buildings. schools are represented by black circles and depot buildings in black. Street car lines are represented by heavy dashed lines; steam and electric rail lines are represented by a thin solid line. A higher resolution map can be viewed online at the following address: [http://sacramentohistory.org/admin/photo/778\\_1563.pdf](http://sacramentohistory.org/admin/photo/778_1563.pdf).

Map of the City of Sacramento, C.G. Brown, 1923. [Center for Sacramento History, City of Sacramento Collection, 1979/X05/005].



Figure 34. Tower Bridge (extant) with a Sacramento Northern Railway interurban electric passenger train, ca. 1935-1940. Source: *Images of Rail: Sacramento Southern Railroad*, 39 (courtesy of the BAERA Archives Collection/Western Railway Museum).

The Sacramento Northern Railway ceased interurban passenger service to Sacramento in 1940, though freight service continued until 1962.<sup>186</sup> The Tower Bridge stopped carrying trains in 1962. The Sacramento Northern Railway's freight service operated elsewhere until 1982, when its parent, Western Pacific, was incorporated by the Union Pacific. Union Station served various commercial functions, including housing a grocery store called the "Food Depot," in the early 1950s. The building was demolished in 1972.<sup>187</sup> Tower Bridge remains in use by automobiles, pedestrians, and, now, bicyclists. The remaining railroad tracks on the bridge were initially covered over, but were eventually removed in approximately 2005.

### Decline of the Railroad Era

In the first decades of the twentieth century, Americans increasingly relied on a new form of transportation—the automobile. By 1929, one-third of Sacramentans owned a car. After WWI many people relocated from Sacramento's downtown to residential suburbs, several of which were located along street car lines, most operated by Pacific Gas & Electric, including portions of Oak Park, East Sacramento, Curtis Park and Land Park. As suburban conveniences such as local shopping centers and drive-in movie theaters were introduced, development focused on the ease and independence of the automobile—rather than trains or streetcars—to get from place to place. Nationally, the railroads recorded an 84% drop in non-commuter ridership between 1945 and 1964.<sup>188</sup> With the expansion of regional highways came the rising population of automobiles. Similarly, railroads were no longer the only or most efficient way to ship goods. Truck shipments via the new highways became more convenient and expeditious.

<sup>186</sup> Kevin W. Hecteman, *Images of Rail: Sacramento Southern Railroad* (San Francisco: Arcadia Publishing, 2009), 39.

<sup>187</sup> Garth G. Groff, "Sacramento's Union Traction Depot," *Sacramento Northern On-Line*, 13 August 2011, accessed 18 December 2012, <http://www.wplives.org/sn/union.html>.

<sup>188</sup> Center for Sacramento History, *Images of America: Old Sacramento and Downtown* (San Francisco: Arcadia Publishing, 2006).

As passenger trains across the country were discontinued, including the Western Pacific Railroad's "California Zephyr" line (which ran through Sacramento) in 1970, the federal government was pressured to develop a policy to save America's railroads. On May 1, 1971, the majority of remaining rail passenger service in the United States was transferred to Amtrak—a federally subsidized carrier—including the Union Pacific Railroad's passenger rail service.<sup>189</sup> The Union Pacific acquired the Western Pacific Railroad and all of its subsidiaries in 1982 as well as the Southern Pacific Railroad in 1996. It continues to host Amtrak train service on many of its branch lines, including Amtrak interstate trains serving Sacramento on its main lines, the California Zephyr and Coast Starlight, and the regional San Joaquin. Union Pacific lines also host the AmTrak/Caltrans' "Capitol Corridor" service connecting San Jose and Auburn via Sacramento.<sup>190</sup>

The Sacramento Regional Transit District opened its light rail service in 1987, connecting the eastern parts of the city to the downtown, with extensions in the 1990s and 2000s. Today portions of the light rail system operate along the historic railroad corridors, including segments of R Street and down Quill Alley between Q and R streets; one line terminates at the Sacramento Valley Station, the former Southern Pacific Railroad Sacramento Depot.

### Historic Themes and Associated Property Types

The primary historic themes and events which characterize the history of railroads in Sacramento include:

- Growth spurred by competing railroad companies
- Development of industrial areas within the city as a result of railroad construction
- Expansion of railroad service to agricultural and industrial facilities
- Electrification of the railways, for both freight and passenger/commuter services
- Reuse of former railroad corridors

### Identification

For the purposes of determining eligibility for historic designation, three categories of resource types have been developed based on the previous discussion of property types. Each category includes certain specific types of resources as listed below:

1. *Stations:* This category includes depot buildings and associated passenger amenities. The few extant examples of station properties are associated with the Southern Pacific and Western Pacific Railroads.
2. *Industrial Buildings:* This category includes all buildings and structures associated with manufacturing and maintenance of the railroads in Sacramento. Potentially the most significant are those constructed for the Central/Southern Pacific Railroads, which appear to be the only extant heavy rail examples.
3. *Rights-of-Way:* This category includes railroad and streetcar corridors and bridges and other associated features, including levees, catenary and telegraph poles/lines/streetlights, and signal towers.

<sup>189</sup> Union Pacific, "Passenger Service Transfers to Amtrak," Union Pacific 150 Timeline, accessed 1 April 2014, <http://up150.com/timeline/amtrak>.

<sup>190</sup> Union Pacific, "Chronological History," accessed 10 December 2012, <http://www.up.com/aboutup/history/chronology/index.htm>.



## Property Types

### Stations

Railroad stations are stopping places that facilitate the transfer of passengers and/or freight. Typical features of stations are a platform, a railroad track, and a depot building. Some stations provided additional services for passengers, such as a post office, and these may have been located in separate buildings.

### Depot Buildings

For many travelers to Sacramento, the train depot was the portal through which the city was accessed. As the first building one would experience upon arrival, passenger depots were typically designed to be architecturally striking and to convey a message of permanence, elegance, and civic pride. A number of passenger depots belonging to the various railroad companies survive in Sacramento. The only building that remains part of a functioning railroad station is the Sacramento Valley Station, also known as the Amtrak depot (originally Southern Pacific) located at 401 I Street (completed in 1926). The former Western Pacific passenger depot located at 1910 J Street (built in 1909) has served as an Old Spaghetti Factory restaurant for more than 40 years. Buildings that represent the oldest passenger and freight depots belonging to the Central Pacific are located on Front Street in the Old Sacramento Historic District, though these are reconstructions built in 1976. The depots for the electric interurban trains have been demolished.

### Passenger Amenities

Because of the high volume of traffic passing through the train stations, the areas around depot buildings offered various services available to passengers. For example, the American Railway Express Building at 431 I Street—which also housed the railway terminal post office—was constructed as an annex to the former Southern Pacific depot.

### *Significance*

Stations may be found eligible under National Register Criteria A and C, California Register Criteria 1 and 3, and Sacramento Register Criteria i and ii. As major stopping points for trains in the State Capital and the first building one would experience upon arrival, passenger depots were typically designed to be architecturally striking and to convey a message of permanence, elegance, and civic pride. Properties eligible for listing in the National Register under Criterion A or the California Register under Criterion 1 (event) should be at least 50 years of age and will have a close association with a particular railroad company or be associated with an important historical event or pattern relating to the history of the railroads in Sacramento, California, or the nation.

For properties to be listed under National Register Criterion C, California Register Criterion 3, or Sacramento Register Criterion iii (Design/Construction), station properties should be at least 50 years of age, and should “represent the work of a master or possess high artistic values” and may also demonstrate distinctive characteristics of a “type, period, region, or method of construction.”

### *Integrity*

Of the National Register's seven aspects of integrity listed above, stations should retain (in order of importance): integrity of design, materials, workmanship, feeling, association, location, and setting; please note for local evaluations, the Sacramento Register does not address integrity of "feeling." Stations represent the interests and identities of multiple users, including the railroad company, the architect and builder, travelers, residents, and civic powers. Therefore, it is important that the building retain the ability to convey its building technology, craft, and the artistic inclinations of architects and clients. The aspects of association are also important aspects of integrity, conveying the building's origins and associations with the people who used it. Location and setting are also important aspects, providing the physical and functional contexts for the resource.

### **Industrial Buildings**

Early in its history, Sacramento became a major hub for transportation in California and the entire West Coast. The city was home to the primary maintenance facilities for two transcontinental railroad companies, the Central Pacific-Southern Pacific and the Western Pacific. These companies owned and operated sprawling industrial compounds that were two of the largest employers in Sacramento County. Many locomotives, rail cars, and other equipment for a company's entire rail network were assembled, repaired, and maintained at these complexes, which housed tools, supplies, and heavy machinery.

#### Railyards, Car barns and Shops:

The former Central Pacific-Southern Pacific railyard and shop buildings had a continuous history of construction and operation beginning in 1867. Operations ceased in 1999. Although many of the buildings and structures that comprised the vast complex have been demolished, several of the largest and oldest of the core structures in the complex are extant. Other than the former PG&E streetcar barn/shops on "N" Street, between 28<sup>th</sup> and 29<sup>th</sup> Streets, now used by Regional Transit, these appear to be the only surviving railroad company industrial buildings in Sacramento.

### *Significance*

Industrial buildings may be found eligible under National Register Criteria A and C, California Register Criteria 1 and 3, and Sacramento Register Criteria i and iii. The history of Sacramento is closely tied to the presence of competing railroad companies. The early railroad's rights-of-way circumvented the city center, and the railroads' shop complexes were constructed in proximity to these peripheral railroad corridors. Properties eligible for listing in the National Register under Criterion A, the California Register under Criterion 1, or the Sacramento Register under Criterion i (Event) should and will have a close association with the railroad industry or be associated with an important historical event or pattern relating to the history of the railroads in Sacramento, California, or the nation.

For properties to be listed under National Register Criterion C, California Register Criterion 3, or Sacramento Register Criterion iii (Design/Construction), industrial properties should and demonstrate distinctive characteristics of a "type, period, region, or method of construction."

### *Integrity*

In regard to industrial properties, the seven aspects of integrity in order of importance should be:

design, association, feeling, location, setting, materials and workmanship; please note for local evaluations, the Sacramento Register does not address integrity of “feeling.” Because the historic character of an industrial building or complex depends more on how it conveys the organization of work that occurs within, it is important that enough of the original design, including massing, structural systems, and spatial organization, remain intact in order to convey how the property was used. Integrity of association and feeling are ranked next in importance because the building or complex must retain enough overall integrity to express the significance of the industry. Location and setting are important because they illustrate how the industry was sited in regard to transportation and roads, adjoining properties, and similar industries. Materials and workmanship are less important because industrial buildings are typically utilitarian structures that gain their significance more from function than from appearance. Furthermore, alterations to an industrial plant occur quite frequently, especially if the business expands or incorporates newer technology. Alterations to an industrial plant (rather than demolishing it) attest to the flexibility of the original design.

### **Rights-of-Way**

Rights-of-way are the most widespread of all railroad-related property types in Sacramento. They consist primarily of the linear tracks, often on raised levees, that make up a railroad’s network, without which the railroad could not function. The early railroads circumvented Sacramento’s downtown- and central city, and contributed to the creation of, then, peripheral industrial areas, and the later electric interurban railroads brought traffic through the city center. Several historic rights-of-way continue to function as railroad properties, whereas others retain their tracks but no longer serve the railroad. Still other rights-of-way have been adapted to new uses, including pedestrian bridges, and are the few remnants of the electric interurban railroads.

### **Tracks/Railroad Corridors**

Numerous businesses positioned themselves along a railroad track to take advantage of the convenient shipping line. For this reason, industries were concentrated in proximity to the early railroad rights-of-way, and several principal railroad corridors were established in Sacramento. Examples include the tracks along R Street, east from Front Street (historically hosted the Sacramento Valley Railroad and the Central Pacific-Southern Pacific); along the alley (historically named Whitney Avenue, now named Quill Alley) between Q and R Streets, from 8<sup>th</sup> to 19<sup>th</sup> Streets (historically hosted the Western Pacific); along Front Street (historically hosted the Sacramento Valley Railroad and the Central Pacific-Southern Pacific); between 19<sup>th</sup> and 20<sup>th</sup> streets (historically hosted the Western Pacific); within the N. 16<sup>th</sup> Street industrial area (historically hosted the Southern Pacific), and along B Street (historically hosted by the Southern Pacific). Of these, the Front Street, B Street, and 19<sup>th</sup>/20<sup>th</sup> Streets corridors continue to be used for train traffic. The California State Railroad Museum operates a heritage train, the Sacramento Southern Railroad (historically a branch line of the Southern Pacific), along Front Street. Union Pacific and Amtrak services run along B Street and the 19<sup>th</sup>/20<sup>th</sup> streets corridor. Sacramento’s light rail runs on segments of R Street and the alley between Q and R streets.

Sacramento’s electric interurban lines had their own freight corridors. Sacramento Northern operated a belt line that entered Sacramento between 18<sup>th</sup> & 19<sup>th</sup> Streets, east on C Street, south on Alhambra, west on X Street, and north on Front Street. The same company also operated a streetcar and industrial branch line on Bassetlaw Avenue in north Sacramento, now Arden Way, to the Swanston meatpacking plant in the vicinity of the current Swanston light rail station. Central California Traction entered Sacramento via 21<sup>st</sup> Avenue, Stockton Boulevard,

2<sup>nd</sup> Avenue, Broadway, and joined Sacramento Northern's belt line at Alhambra and X, Streets with car facilities at Alhambra and X Street.<sup>191</sup>

### Subcontexts/Themes not Included in This Evaluation

- Reuse of former railroad corridors  
The reuse of former railroad corridors in Sacramento is not thoroughly evaluated in this context. The history of their reuse, especially for modern mass transit projects like the Sacramento Regional Transit Light Rail system, requires further research, evaluation, and documentation.

### Bridges

A number of bridges span the Sacramento and American rivers, several of which were originally constructed to carry railroad traffic. Today, three of these bridges continue to be used by the railroad. These are the I Street Bridge over the Sacramento River (built in 1911) and two Warren through-truss bridges over the American River (one formerly belonging to Southern Pacific, built in 1910 and one formerly belonging to the Western Pacific, date unknown).<sup>192</sup> The Sacramento Northern Railroad constructed two railroad bridges from which the tracks have been removed. The Tower Bridge over the Sacramento River was built in 1935. During the 1960s, the Sacramento Northern was de-electrified. In 1963, the railroad tracks, median, and railroad switching and locking mechanisms were removed. This was possible because Sacramento Northern obtained trackage rights to use the Southern Pacific Railroad's tracks over the I Street Bridge.<sup>193</sup> The second Sacramento Northern bridge with its tracks removed is the Pratt through-truss bridge that crosses the American River at approximately 7<sup>th</sup> Street (date unknown). This bridge was converted to a pedestrian and bicycle bridge as part of the Sacramento Northern Bike Trail.<sup>194</sup> Sacramento Northern's service to Sacramento ended in 1982.

The curbed highway bridge at R Street was constructed for Southern Pacific Railroad in 1970. Although it has not yet reached the 50-year threshold for historical significance, it should be regarded as a potential historic resource for the purposes of future evaluation.

### Other Associated Features

Additional associated features may include railroad spur lines, which led from central tracks directly to businesses located along the lines; signaling devices, particularly where railroads crossed streets in urban areas; catenary poles, often with light fixtures, noting in particular the extant poles and lights along Alhambra Boulevard; telegraph poles, which were typically constructed along railroad right-of-ways; and cobblestones, siding fragments, or other materials which reflect the original composition of the rail and street infrastructure. These features should be identified through survey.

<sup>191</sup> William Burg, *Images of Rail: Sacramento's Streetcars* (Charleston, SC: Arcadia, 2006), 75-98.

<sup>192</sup> "American River Union Pacific RR East," Historic Bridges of the United States, accessed 4 January 2013, <http://bridgehunter.com/ca/sacramento/bh46034/>; "American River Union Pacific RR West," Historic Bridges of the United States, accessed 4 January 2013, <http://bridgehunter.com/ca/sacramento/bh46033/>.

<sup>193</sup> "Tower Bridge," National Register of Historic Places Nomination Form.

<sup>194</sup> "Sacramento Northern Bike Trail," Historic Bridges of the United States, accessed 4 January 2013, <http://bridgehunter.com/ca/sacramento/bh45387/>.



Figure 35. Railroad spurs located north of the former Crystal Ice Plant on R Street.  
Source: Page & Trumbull, 2013.

#### Subcontexts/Themes Not Included in This Evaluation

- Related Streetcar Residential Subdivisions and Parks  
Sacramento's streetcar suburbs are not thoroughly evaluated in this context. The history of Sacramento's suburban growth being spurred by the establishment of streetcar lines requires further research, evaluation, and documentation.

In the late 19<sup>th</sup> century and early in the 20<sup>th</sup> century, Sacramento began filling out the central city grid with the Boulevard Park subdivision, and expanding beyond the original grid into several "streetcar suburbs," including areas of the McKinley Park and East Sacramento, Oak Park, Curtis Park and Land Park neighborhoods which were developed largely in response to the street car lines' installation, which began at the end of the 19<sup>th</sup> and into the early part of the 20<sup>th</sup> centuries, with Pacific Gas & Electric (PG&E) the major installer. The electrified streetcar system's installation of these new lines also included the installation of a new feature for residential areas, what were often referred to, in the brochures selling lots in the subdivisions, as "electroliers" or street lights with underground electric wiring. Similarly, these streetcar lines often led to parks with recreation opportunities outside the work-a-day city environment, including lines to East Park/McKinley Park and Oak Park/Joyland. The streetcar suburbs were annexed into the city beginning in 1911 and the streetcars were gone in Sacramento by the late 1940s.

#### *Significance*

Rights-of-way may be found eligible under National Register Criteria A and C, California Register Criteria 1 and 3, and Sacramento Register Criteria i and iii. People and goods were channeled in the Capital City via railroad rights-of-way, many on levees defined neighborhood boundaries, and it was along these routes that industries and businesses typically developed. Properties eligible for listing in the National Register under Criterion A or California Register Criterion 1 (Event) should be 50 years or older and will have a close association with the

railroad industry or be associated with an important historical event or pattern relating to the history of the railroads in Sacramento, California, or the nation.

For properties to be listed under National Register Criterion C, California Register Criterion 3, or Sacramento Register Criterion iii (Design/Construction), rights-of-way should demonstrate distinctive characteristics of a “type, period, region, or method of construction” and may “represent the work of a master or possess high artistic values.” These are likely limited to the railroad bridges, several of which involve significant engineering elements or were designed to accommodate a particular set of conditions in their specific locations, and which were designed with aesthetic considerations.

### *Integrity*

In regard to rights-of-way, the seven aspects of integrity in order of importance should be: location, setting, association, workmanship, design, materials, and feeling; please note for local evaluations, the Sacramento Register does not address integrity of “feeling.” While the physical properties of rights-of-way may be wide-ranging, they are best identified by a sense of place as well as a type or era of construction. Railroad rights-of-way were critical elements in establishing industrial and commercial areas, so integrity of association and setting should be retained. The rights-of-way were expertly engineered, and often embody unique examples of workmanship, design, and materials. Association with the property’s original builder/owner and function are also important, as is the aspect of location, which provides the physical and functional contexts for the resource. Landforms for rights of way should also be considered; in some areas the levees used for railroad right of way are still extant, such as on R Street west of 6<sup>th</sup>.

## ■ **WORLD WAR II, TRANSPORTATION, AND REDEVELOPMENT CONTEXT STATEMENT**

*“If you look at the history of Sacramento you can really look at two key periods of history that actually created the city and actually boosted its population. The first being the gold rush, when gold was discovered in 1848. The City literally burst on the scene overnight. And the second time was World War II.” –Marcia Eymann, Center for Sacramento History<sup>195</sup>*

The advent of World War II was pivotal in Sacramento’s development from a small city with an economy primarily founded on agricultural and railroad industries to one comprised of state and federal government offices, military bases, and transportation. The Great Depression hit the City and County of Sacramento hard, and although federal support through Public Works Administration programs in the 1930s helped the region, federal funding was not enough for the city to regain the stability it experienced during its earlier agricultural and railroad heyday.

The bombing of Pearl Harbor on December 7, 1941, prompted an immediate response in the Sacramento region: Mather Field, a dormant World War I-era pilot training base, was reactivated and the McClellan Supply Depot, which was funded by federal monies and opened in the mid-1930s, expanded to support the war effort. Additionally, the Sacramento Signal Depot (later known as the Sacramento Army Depot) began operations in January 1942. The Sacramento Signal Depot ), was located at the Bercut-Richards facility at 7<sup>th</sup> and B Streets during World War II before a permanent facility was constructed at 8350 Fruitridge Road in

<sup>195</sup> Quoted in James Morrison, “How World War II Changed the Face of Sacramento,” Capital Public Radio (27 May 2011), accessed 1 April 2014, <http://archive2.cpradio.org/articles/2011/05/27/how-world-war-ii-changed-the-face-of-sacramento>.

1945.<sup>196</sup> The military build-up prompted new development patterns in the region, as residential suburbs with shopping centers and schools were created in the vicinity of the air force bases east of the city. New temporary residents began to settle in Sacramento, hailing from Oklahoma and other states afflicted by the Dust Bowl in the 1930s and guest laborers brought from Mexico to the region under the Bracero Act. There was also a migration of African American workers, primarily from the South, moving into areas previously occupied by Japanese Americans relocated to internment camps. Many of the people drawn to Sacramento by new jobs would remain, further diversifying the city with their cultures and customs.

Sacramento's population boom may have withstood many of the economic problems that had plagued the city during the Great Depression; however, it stressed the infrastructure of the expanding region. This tension manifested itself as traffic congestion as state workers drove from the suburbs to their offices downtown, prompting the city to evaluate regional circulation patterns and join the national interest in building freeways and interstate highways that would connect Sacramento to the State and the nation and improve transportation of goods and services. The economic shift from the industries of agriculture and railroads to state government and freeways also led the city to obtain federal redevelopment money to address "slum" neighborhoods that bordered the Sacramento River in the city's West End. The West End was home to a low-income population of primarily male laborers who sought seasonal agricultural, factory, and railroad jobs as well as minority families who were restricted by housing covenants from residing elsewhere in the city. With federal redevelopment money, Sacramento began to reshape the entrance to the city from Tower Bridge to the Capitol and to encourage the development of a new downtown to support the expanding state government. New freeways were designed in the 1960s and 1970s to alleviate the congestion that began to deter suburban residents from venturing downtown. The Capitol Area Development Authority (discussed more thoroughly in the **State Government** context) was founded to encourage the preservation and development of mixed-use and residential projects around the Capitol. Together, the implementation of these plans altered the physical form of Sacramento.

Themes associated with the history of World War II, redevelopment, and transportation in Sacramento include the shift from an economy focused on agriculture and rail-related industry to one founded on government, military bases and related industries, and automobile- and truck-oriented residential developments and transportation modes; the influx of people from outside California who were drawn to Sacramento by available jobs; the exodus of people and businesses, both voluntary and involuntary in the case of West End residents and businesses, from the city center to newly developed suburban communities and annexed districts; the numerous new construction projects funded by federal monies and federal redevelopment, including many which demolished many blocks of the then-existing parts of the city; and the construction of major freeway systems, which also demolished many blocks of then-existing parts of the city, along with the increasing popularity and availability of automobiles and the efficiencies of shipping via trucks influenced how and where people lived, worked, traveled, and shopped.

The terms "redevelopment" and "urban renewal" are often used interchangeably. In this context statement, the term "redevelopment" refers to the revision of replacement of an existing land use and population distribution pattern through the publicly-funded acquisition of a predominantly built-up area—often through government use of eminent domain—and the clearance and rebuilding of this area according to a publicly-approved comprehensive plan.

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<sup>196</sup> Ron Starbuck, "Sacramento Army Depot History," California State Military Museum, accessed 2014, <http://www.militarymuseum.org/SacramentoArmyDepot.html>.

## Impacts of the Great Depression

In the 1930s, Sacramento was a diverse, but relatively small city with a population of 106,000 people, which included people of Chinese, Japanese, African-American, Italian, Filipino, Portuguese, and Mexican descent. The city's biggest employers were the local canneries, and two transcontinental railroad companies, the Southern Pacific and the Western Pacific.<sup>197</sup> Sacramento's resources became strained during the Great Depression, as the city and county struggled to provide services for residents impacted by the nationwide economic downturn. The problem was exacerbated by the migration of people from Oklahoma and other Midwestern and Southwestern states who arrived in Sacramento via automobile or by "riding the rails" in search of employment and economic relief. California's reputation for its rich agricultural industry and the possibility of employment at Mather Field and the new McClellan Air Force Base established in 1936 attracted many of those who came to the Sacramento Valley region. The city's Recreation Department in cooperation with the Salvation Army administered food and drink at a shelter located at I and Front streets; however, when funds from the City Community Chest ran out, Sacramentans were forced to apply for aid at the county office.<sup>198</sup> Hoovervilles, tent or shanty communities of poverty-stricken residents and transients, developed along the Sacramento River, particularly in the River District region of the city (see Figure 1).<sup>199</sup> The severe economic conditions of the Great Depression also heightened tensions among cultural groups. Many Mexicans were loaded onto railroad cars and deported to Mexico to decrease the welfare rolls.<sup>200</sup>



Figure 36. A Hooverville in Sacramento, circa 1940.

<sup>197</sup> *The War: Sacramento, California*, PBS, WETA (September 2007) accessed 4 December 2012, [http://www.pbs.org/thewar/the\\_witnesses\\_towns\\_sacramento.htm](http://www.pbs.org/thewar/the_witnesses_towns_sacramento.htm).

<sup>198</sup> Steven M. Avella, *Sacramento: Indomitable City* (San Francisco: Arcadia Publishing, 2003), 11.

<sup>199</sup> City of Sacramento, *River District Architectural and Historical Property Survey Update*, Prepared by Historic Environment Consultants (July 2009), 5.

<sup>200</sup> William Burg, *Sacramento's K Street* (Charleston, SC: History Press, 2012).



[Center for Sacramento History, Eugene Hepting Collection, 1985/024/0422].

In 1933, the City of Sacramento requested federal aid to respond to the great demand for services in the area. In response, Sacramento was awarded Reconstruction Finance Corporation monies to revitalize businesses, and federal money allocated to state agencies through the State Employment Relief Administration (SERA) was used to help clothe and feed transients living in Sacramento. In 1934, Arthur S. Dudley, the head of the Sacramento Chamber of Commerce from 1920 until 1950, created the National Air Defense Frontier Association to lobby chambers of commerce throughout the nation to create new Air Corps supply and logistical centers.<sup>201</sup> On September 8, 1936, Dudley succeeded in opening the Sacramento Air Depot, later known as the McClellan Air Force Base, northeast of the city on Watt Avenue, north of the present-day Interstate 80. The military installations built during this period helped establish California as the number one recipient of Department of Defense dollars on the state level.

Federal money was also channeled into the city through Civil Works Administration and Public Works Administration infrastructure and building projects, including construction of Tower Bridge (1935), the C.K. McClatchy High School on Freeport Boulevard (1937), and the Auditorium at City College (1937), which contains a Ralph Stackpole mural, and which saw a modernization project completed in 2012.<sup>202</sup> Social worker Harry Hopkins oversaw Works Progress Administration (WPA) projects that brought \$4 million into Sacramento County, such as several landscape features at William Land Park.<sup>203</sup> On the eve of World War II, hundreds of refugees from the Dust Bowl were still camped on the edge of town and worked the hop fields, orchards, and vineyards in the surrounding Sacramento Valley. Many in the city were dependent on charity, relief efforts, and federal work programs.<sup>204</sup>

### **Sacramento's West End**

The West End also served as the point of entry for immigrants to the Sacramento area. The residents of Sacramento's West End included seasonal laborers, working class families, and minority families who were often restricted from residing in other neighborhoods. A portion of this area includes the Sacramento Labor Market, referred to this way because the neighborhood was home to a large number of agricultural, factory and railyard workers. The Labor Market, a subset of the West End, was roughly bounded by Front Street and 6<sup>th</sup> Streets and between I Street and the M/N Alley.<sup>205</sup> The area was known for its boarding houses, single-occupancy residential hotels, cheap restaurants, and employment offices. The nature of the neighborhood became even less desirable with the onset of the Great Depression in 1929 as the number of transients increased. About 5,000 migrant workers lived within the 24-block West End area, lodging near the employment agencies that connected workers with farmers throughout the Sacramento and San Joaquin valleys. Studies prepared in the 1940s found that fifteen percent of all of California's agricultural hiring was conducted in the Labor Market.<sup>206</sup>

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<sup>201</sup> "NAMA Selects Western Rep in Expansion." *The Billboard* (1 April 1950).

<sup>202</sup> "Out with the Old, In with the New: City College Prepares to Open renovated Auditorium by Year's End," *Sac City Express* (29 September 2011), accessed 1 April 2014, [http://www.scc.losrios.edu/Campus\\_News/Modernization\\_of\\_the\\_Auditorium.htm](http://www.scc.losrios.edu/Campus_News/Modernization_of_the_Auditorium.htm).

<sup>203</sup> Avella, *Sacramento: Indomitable City*, 11.

<sup>204</sup> *The War: Sacramento, California*, PBS

<sup>205</sup> Ken Lastufka, "Redevelopment of Sacramento's west End, 1950-1970: A Historical Overview with an Analysis of the Impact of Relocation," Thesis submitted in partial satisfaction of the requirements for the degree of Master of Arts in Special Major (Urban Studies) at California State University, Sacramento (1985).

<sup>206</sup> Burg, *Sacramento's K Street*, 126.



Figure 37. Sacramento West End and Old Sacramento – looking east down M Street (Capitol Avenue) toward the State Capitol. Sacramento’s West End is visible in the foreground. [Center for Sacramento History, Frank Christy Collection, 1998/72/1421].

### Pre-War Transportation

Railroads have been integral to Sacramento’s development almost since the city was founded. The rail corridors—which include the tracks, right of way, and land on either side—were significant contributors to the city’s growth not only because they provided transportation, but also because they contributed to the Sacramento’s commercial makeup. The city’s primary rail corridors ran along A Street and R Street (see **Railroad Context**).

The first residential subdivisions in Sacramento—in Boulevard Park, Oak Park, East Sacramento, Curtis Park, and Land Park—were located along street car lines. The City Street Railway, Sacramento’s first streetcar line, ran from the Central Pacific depot on Front Street to the California State Fairgrounds, initially located at H and 20<sup>th</sup> Streets. After the fairgrounds were relocated to Broadway and Stockton Boulevard, the line was extended to East Park in 1871, (later named McKinley Park) where gardens, a small zoo, and bandstand with dance area were located. This line primarily served middle class residents living in the Alkali Flat, Mansion Flat, New Era Park, and—after relocation of the fairgrounds, Boulevard Park—neighborhoods. Subsequent streetcar lines were similarly developed to provide transportation to income-producing destinations. Edwin Alsip and Leonidas Lee Lewis founded the Central Street Railway, which ran from Second and H Street to Thirty-fifth Street and Fifth Avenue in Oak

Park.<sup>207</sup> Located at the end of the streetcar line was Oak Park which originally opened in 1889. When Sacramento Electric Gas & Railway purchased and consolidated the streetcar system, the park was reopened as Joyland. The park would eventually contain a roller coaster, skating rink, pool, zoo and multiple concession stands.<sup>208</sup> Today, this site is known as McClatchy Park. The original Oak Park terminus was a park called Oak Park. Joyland was built later, after Sacramento Electric, Gas & Railway purchased and consolidated the streetcar system.

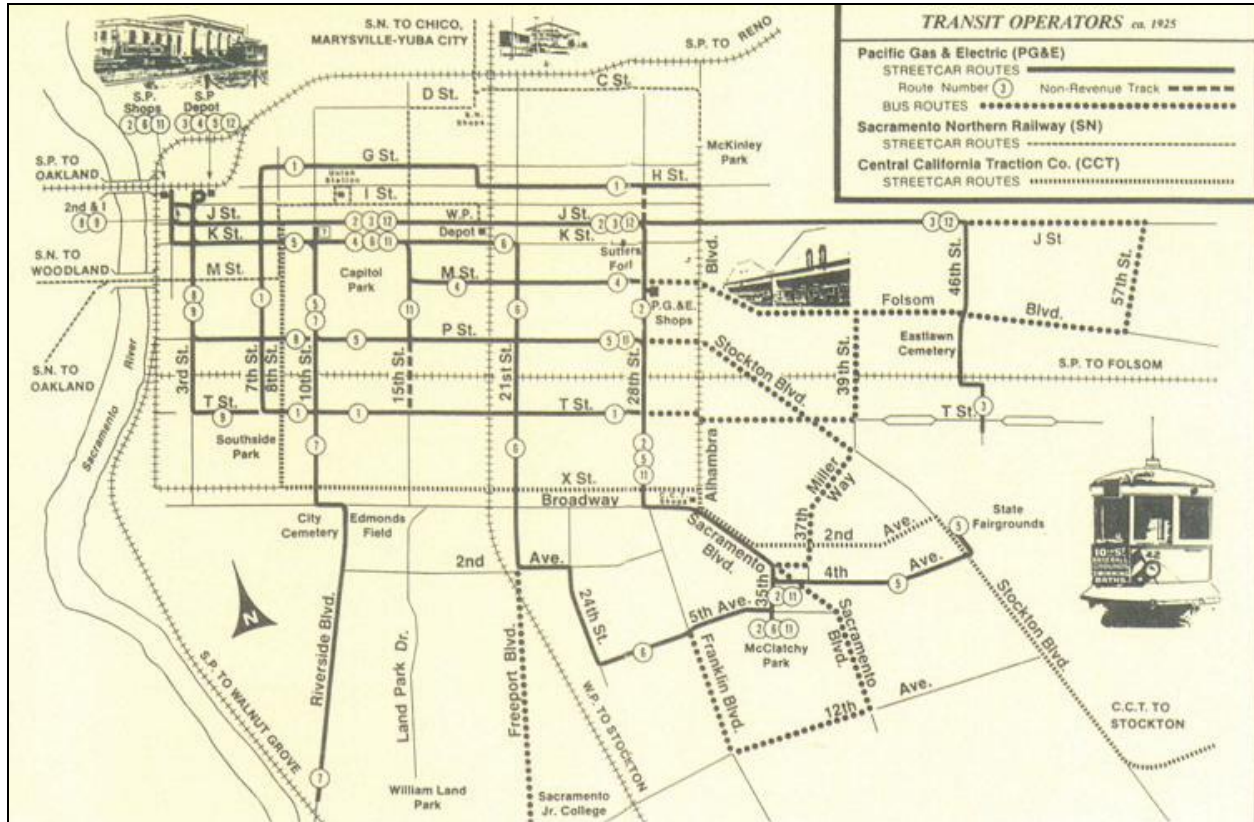


Figure 38. Sacramento Streetcar System Plan (1925) in "Sacramento Streetcar System Plan," City of Sacramento (2012), 32.

By the 1930s, however, Sacramento had experienced a shift from public transportation to private automobiles. The first automobile and bicycle shop in Sacramento was owned by Joseph Schnerr at 10<sup>th</sup> and J Streets in 1903, and by 1929 one-third of Sacramentans owned a car. This shift in transportation patterns and methods also reflected a new attitude about the Sacramento River, which before the advent of the railroad, and then before the increasingly affordable automobile, was the most important transportation corridor in the state.<sup>209</sup> The onset of World War II would further encourage the use of automobiles over public transportation, and trucking over river and rail shipping, as highways developed and businesses, no longer dependent on railroads, and residents, no longer dependent on streetcars, began to relocate to less expensive areas outside of downtown.

### World War II as Catalyst

<sup>207</sup> William Burg, "Sacramento's Streetcar Suburbs," *Old City Guardian* (22 August 2007), <http://sacramentohistory.blogspot.com/2007/08/sacramentos-streetcar-suburbs>.

<sup>208</sup> Lee Simpson, *Sacramento's Oak Park* (San Francisco: Arcadia Publishing, 2004), 67.

<sup>209</sup> Center for Sacramento History, *Images of America: Old Sacramento and Downtown* (San Francisco: Arcadia, 2006).

In the late 1930s, federal money began flowing into Sacramento as The United States' entry into World War II seemed unavoidable.<sup>210</sup> With the Japanese bombing of Pearl Harbor on December 7, 1941, the United States entered the war. The City of Sacramento immediately improved the security of its public buildings and began to diligently watch the delta levees for signs of sabotage. Mayor Thomas Monk organized civil defense procedures and implemented the city's first blackout on December 8 at 7:23 in the evening.<sup>211</sup>

From California Department of Transportation Post-War Tract Housing Context:

The nation's entry into the war in 1941 in both the Asian and European theaters required a tremendous number of ships, planes, tanks, and other weapons as well as ammunition and a wide variety of other equipment. War production served as an engine of industrial growth across the country, but even more dramatically in California than elsewhere. Prior to World War II, the Western United States accounted for less than ten percent of the nation's manufacturing.<sup>5</sup> Although California was the largest manufacturing state in the West, its main products were agricultural. Government spending on military equipment, base construction and other infrastructure, totaling \$35 billion from 1941 through 1945, transformed California into an industrial power...

The rapid growth of industrial output and employment opportunities during World War II led to an internal migration of eight to ten million workers nationwide, as residents of small towns and rural areas moved to urban centers (27)...

The wartime military buildup changed California in dramatic and lasting ways. While any of the state's military facilities were decommissioned after the war and have since disappeared, others have remained through the Cold War years to the present...While the presence of the U.S. military has remained an important part of California's political culture and economy, even more important was the industrialization spurred by the demands of World War II. The war transformed California from a primarily agricultural state to an industrial power. Although much of the state's industry converted to the production of consumer goods in the postwar period, industries closely linked to the military remained a pillar of the California economy<sup>212</sup>

In Sacramento County, 130,824 residents registered for the draft and 14,000 signed up to be Civil Defense volunteers. The McClellan and Mather Field military bases grew exponentially, providing thousands of jobs to Sacramentans during the war. By 1943, McClellan alone employed 22,000 workers. The military bases would remain active following the end of the war in 1945, as World War II was eventually supplanted by the Cold War. The North Highlands and Rancho Cordova suburbs developed around the McClellan and Mather Field bases, respectively, in response to their increased employment opportunities. Residential development also occurred in the Del Paso neighborhood, the location of the Liberty Iron Works that produced Jenny planes for the war. Suburban development began with the onset of World War II and would continue with the return of Sacramentans serving in the war. The city projected this population growth to the year 2000 and envisioned that Sacramento would have 400,000 to 800,000 residents as well as an expanded city boundary containing thousands of annexed acres. The Chamber of Commerce predicted a city skyline in which "a half dozen more office buildings from fourteen to twenty stories" would dwarf the stately Elks Temple, the Cathedral of

<sup>210</sup> Morrison, "How World War II Changed the Face of Sacramento," Capital Public Radio.

<sup>211</sup> *The War: Sacramento California*, PBS.

<sup>212</sup> California Department of Transportation (CalTrans), "Tract Housing in California, 1945-1973: A Context for National Register Evaluation," (Sacramento: California Department of Transportation, 2011), 9-13.

the Blessed Sacrament, the State Capitol Building, and the California Western Life Insurance Company Building, which were collectively known as the “Big Four.”<sup>213</sup>

### McClellan Air Force Base

The area surrounding McClellan Air Force Base was first named Rancho Del Paso. John Sutter, whose claim to the land was dubious, deeded the land to Eliab Grimes, Hiram Grimes, and John Sinclair. Prior to the 1840s the land was used primarily for grazing animals. In 1849 the deed was sold to Samuel Norris, who held Rancho del Paso from 1849 to 1862. Two attorneys, James Ben Ali Haggin and Lloyd Tevis, became the owners in 1860 when Morris lost the ranch due to debt from litigation challenging his deed. In 1873 John Mackey was hired as rancho superintendent. His skill in horse training, coupled with Haggin’s wealth and enthusiasm, and the rancho’s environment combined to make Rancho del Paso famous for its racehorses. In 1910 Haggins and Tevis sold the rancho to the Sacramento Valley Colonization company.

By 1930 San Diego’s Rockwell Field, an Aviation General Supply and Repair Depot, was quickly becoming obsolete. In 1935, a bill calling for six new military bases was passed.. While originally lobbying efforts focused on reopening Mather Field, the decision was made to open an entirely new repair base. Mather was located on the far side of the Southern Pacific Railroad tracks, meaning aircraft could not be transported to or from the river without building a large underpass under the railroad. The McClellan site, which opened in 1939, was more strategically located—next to the main line of the railroad and close to the Sacramento River. In 1943 the Sacramento Air Depot employed nearly 22,000 military and civilian personnel.

The base continued to be used throughout the Cold War. The majority of North Sacramento, the location of McClellan, was annexed by the city in the 1960s (see Figure 7). The Base Realignment and Closure (BRAC) Commission announced McClellan’s closure in 1995.<sup>214</sup> The Parker Homes area, a housing development originally constructed as military housing during World War II, was built southwest of the base. The area was bisected when Interstate 80 was constructed. It was annexed to the city with the rest of North Sacramento in the 1960s.<sup>215</sup>

### Mather Air Force Base

The Liberty Iron Works, formerly the Globe Iron Works, located on Del Paso Boulevard in North Sacramento was awarded a contract by the United States Government to construct Curtiss JN-4 “Jenny” aircrafts for World War I. These small planes were the first mass-produced aircraft in the world, and many were built in Sacramento.<sup>216</sup> In 1918, the Federal War Department agreed to locate the new Mather Field in or near Sacramento as a training ground. City leaders welcomed the new base. Its construction and needs pumped money into the local economy.<sup>217</sup>

Established after the U.S. entry into World War I, Mather Air Force Base is located on land once known as Rancho San Juan to the east of Rancho del Paso, in the modern-day city of Rancho

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<sup>213</sup> Avella, *Sacramento: Indomitable City*, 114.

<sup>214</sup> Maurice A Miller et al, *McClellan Air Force Base 1936-1982, A Pictorial History* (McClellan Air Force Base, CA: Air Logistics Center Office of History, 1982), 1- 57.

<sup>215</sup> Sacramento Housing and Redevelopment Agency, “Mather/McClellan Merged Project Area Implementation Plan,” 19, accessed 1 April 2014, [http://www.shra.org/Portals/0/pdf/Redevelopment\\_CommunityRevitalization/Plans/101.Mather-McClellan%20Merged%20Implementation%20Plan.pdf](http://www.shra.org/Portals/0/pdf/Redevelopment_CommunityRevitalization/Plans/101.Mather-McClellan%20Merged%20Implementation%20Plan.pdf).

<sup>216</sup> KVIE. “The Role of World War I Airplanes in Sacramento’s History,” (7 June 2010), accessed 31 December 2012, [http://on.aol.com/video/the-role-of-world-war-i-airplanes-in-sacramentos-history-300995504?icid=video\\_related\\_0](http://on.aol.com/video/the-role-of-world-war-i-airplanes-in-sacramentos-history-300995504?icid=video_related_0).

<sup>217</sup> Avella, *Sacramento: Indomitable City*, 85.

Cordova. In 1920, the Sacramento Chamber of Commerce began lobbying to keep Mather open. Despite the effort, the Army closed the base in 1932. However a relatively short time later in 1941, the Army Air Corps reopened the base as a flight training school, enlarging it by several thousand acres. The base was closed in 1993 as a result of decommissioning under the 1988 BRAC Commission.<sup>218</sup>



Figure 39. Aerial photo of Mather Air Force Base in 1942.  
[Center for Sacramento History, Silver Wings Museums-Mather AFB Collection, 1994/032].

### After-effects of the War

A nation-wide impact of the war effort was a post-war temporary shortage in building materials needed for the returning soldiers and their soon-to-be growing families and businesses. Some building systems developed for the war effort, such as Quonset huts, and other structures fabricated from experimental materials, began to be used in general construction projects due to the lack of traditional building materials. The “modern movement” aesthetic embraced these experimental, non-traditional materials and methods of construction. Several Quonset hut structures can be found throughout Sacramento and the Eichler residences in the South Land Park are evoked the design aesthetic that grew from use of new, non-traditional materials and

<sup>218</sup> Miller et al, *McClellan Air Force Base*. 1-17.

designs, among other influences. Also, many returning soldiers and sailors, who shipped out to World War II's Pacific Theater from California, were enamored with the state and came to California with their new "baby boom" families, instigating much of the subdivision development of the Post War era.

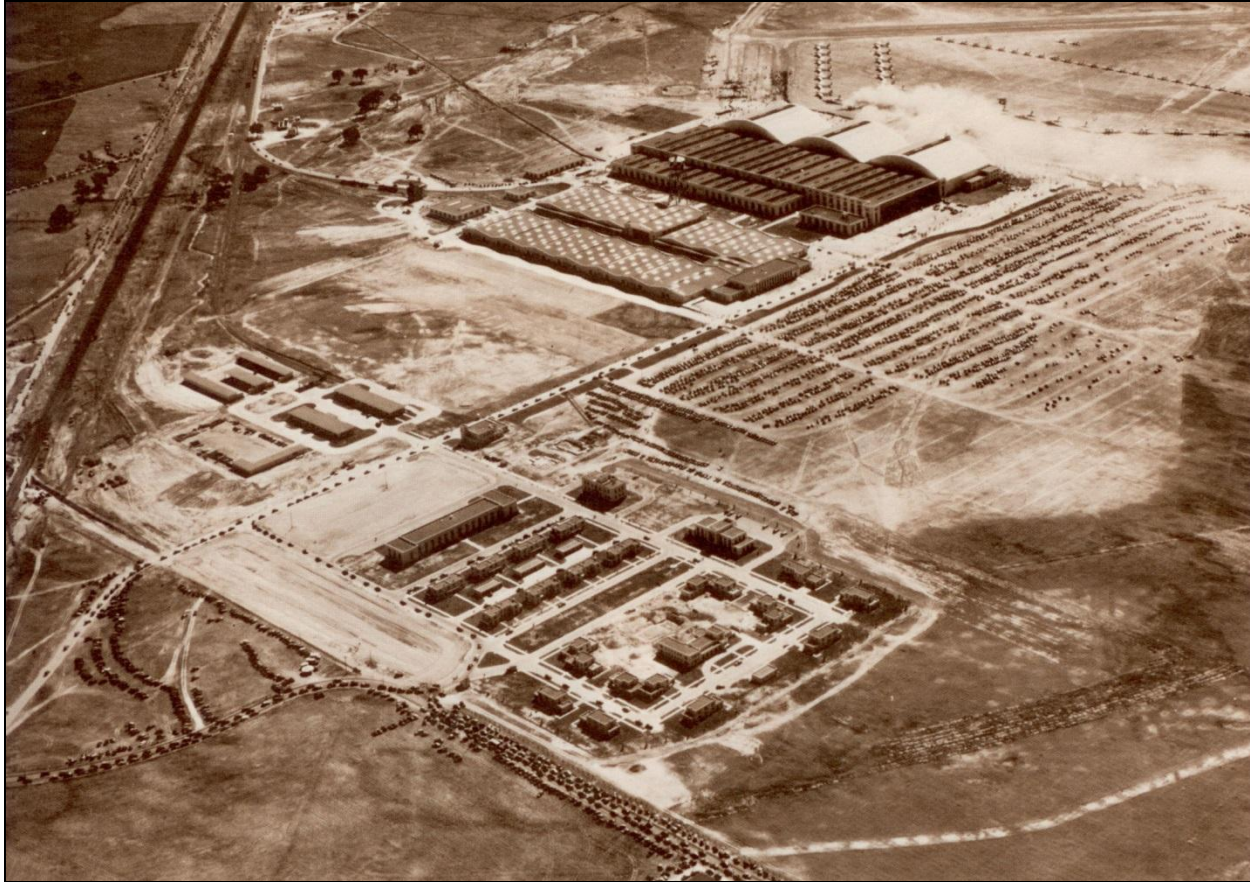


Figure 40. Dedication Day at McClellan Air Force Base, 28 April 1939 in *McClellan Air Force Base 1939-1982: A Pictorial History* (Office of History, Sacramento Air Logistics Center, 1982), 35.

### **Cultural Shifts: Internment, the Bracero Program, and African-American Migration**

The economy may have improved greatly with the expansion of the military bases, but not all cultural groups benefited from the production and manufacturing boom in Sacramento. The internment of Japanese families living in the western United States and the establishment of the Bracero Program in the 1940s greatly changed the region's cultural landscape.

On February 19, 1942, President Franklin D. Roosevelt issued Executive Order 9066, which gave the military broad powers to ban any citizen from a 50- to 60-mile-wide coastal area stretching from Washington State to California and extending inland into southern Arizona. The order also authorized the establishment of assembly centers to be governed by the military in California, Arizona, Washington State, and Oregon.<sup>219</sup> Beginning in May of 1942, the Japanese residing in Sacramento, including American citizens, were given a one-week notice to abandon

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<sup>219</sup> "Executive Order 9066: The President Authorizes Japanese Relocation." American Social History Project. Accessed 5 December 2012, <http://historymatters.gmu.edu/d/5154/>.

their homes, farms, and businesses and were sent to inland internment camps. They were allowed to bring only what they could carry.<sup>220</sup>

By May 13, 1942, 3,800 Japanese in Sacramento County, including Robert Mastui, who would later become a member of the US House of Representatives representing Sacramento, were bussed from Sacramento Memorial Auditorium to an assembly point northeast of Sacramento called Walerga Alien Induction Center. From this center, families were transferred to Tule Lake, located near the California-Oregon border. Over the course of the war, more than 7,000 Japanese from Sacramento would be sent to internment camps; only 59 percent would return. When families did return, many found that their former homes and businesses had been occupied by other people and they encountered restrictive housing covenants. Others followed agricultural pursuits in Elk Grove, Florin, and the Pocket areas of Sacramento.<sup>221</sup>

In 1942, the United States Government developed the Bracero Program to bring Mexican “guest laborers” to fill the vacancies left by Americans who had enlisted in the war and, especially in California, to replace the Japanese agricultural workers who had been sent to internment camps. Workers were concentrated in California, Texas, and the Chicago area. The program guaranteed payment of at least the prevailing area wage received by American workers; employment for three-fourths of the contract period; adequate, sanitary, and free housing; decent meals at reasonable prices; occupational insurance at the employer’s expense; and free return transportation to Mexico at the end of the contract. In reality, however, many of these rules were violated. The Mexican migrant farm workers often suffered deplorable living conditions, were not paid equal wages, or were not paid at all.<sup>222</sup> In Sacramento, Mexican workers were concentrated in the Alkali Flat neighborhood near the Southern Pacific rail yard and shops, the West End, and along Franklin Boulevard. Through the 1940s, Mexicans made up between 40 and 45 percent of the labor force in Sacramento canneries. As a result of the influx of Mexican workers, 12<sup>th</sup> Street in the Alkali Flat area became a center of Mexican businesses.<sup>223</sup>



Figure 41. Bracero Program. Pictured above is a photo believed to have been taken during the 1940s that shows members of the Bracero program using short-handled hoes in a California field. Courtesy of the University of the Pacific.

<sup>220</sup> *The War: Sacramento California*, PBS.

<sup>221</sup> Avella, *Sacramento: Indomitable City*, 108.

<sup>222</sup> Bracero History Archive, Center for History and New Media (2012), accessed 7 December 2012, <http://braceroarchive.org/>.

<sup>223</sup> Avella, *Sacramento: Indomitable City*, 110.



With the build-up of military bases, families of all ethnicities began migrating to the area. Like many Sacramentans, African-Americans had also suffered during the Great Depression. While some of Sacramento's earliest settlers were African-American, Sacramento was a racially-charged city—McClellan was a segregated base and blacks were banned from public service in many facilities—and by 1940 the African-American population had reached 1,500. Many African-American families rented homes and businesses that had been previously lived in by Japanese families.

They [the Japanese] were the main source of a lot of the retail businesses and stuff. And they had to leave all of that. They left big two-story homes and they would arrange for blacks to rent those—blacks that were migrating in that had good jobs. They must have had some kind of an agent or something, and they would rent to us freely.<sup>224</sup>

Many Japanese residences and businesses were located in Sacramento's West End neighborhood, and in 1940 the heart of Japantown was on 4<sup>th</sup> Street between L and O Streets.<sup>225</sup>

African-Americans, both free and enslaved, were part of Sacramento since the days of the Gold Rush. African American miners, laborers, and businessmen (and some women), then numbering only in the hundreds, worked hard to establish an economic foothold in Gold Rush Sacramento. In 1850, a black church was founded—St. Andrews American Methodist Episcopal, located on 7<sup>th</sup> between G and H Streets. From 1850-1880, Sacramento's African-American community established the social, political, and religious foundations for a small but growing population. The outbreak of World War II had lasting effects on African-Americans in the Sacramento area. Business opportunities were plentiful, due to the evacuation of Japanese Americans. The war also caused a huge surge in the number of blacks moving to California from the southern states. Most were attracted by the rapid increase of defense-related employment during the war. Many settled in California after the war in order to live in a less restricting society. The post-war period saw a buildup of professional infrastructure in the African American community that was able to engage in Civil Rights issues to effectively challenge social barriers to their advancement.<sup>226</sup>

### **The Automobile and a Shift to Suburbs**

Near the end of World War II, the National Federal Aid Highway Act of 1944 called for the creation of a national system of interstate highways "so located, as to connect by routes, direct as practical, the principal metropolitan areas, cities, and industrial centers, to serve the National Defense, and to connect at suitable points routes of continental importance in the Dominion of Canada and the Republic of Mexico."<sup>227</sup>

From California Department of Transportation Post-War Tract Housing Context:

Automobile purchases were another large part of the increase in consumer spending during the postwar years. Annual domestic production of automobiles rose from two

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<sup>224</sup> *The War: Sacramento, California*, PBS.

<sup>225</sup> "Northern California, Sacramento." *Japantown Atlas* (15 March 2008), accessed 8 January 2013, <http://japantownatlas.com/map-sacramento.html>.

<sup>226</sup> Clarence Caesar, "An Historical Overview of Sacramento Black Community 1850-1980," (master's thesis, California State University Sacramento, 1985), v-viii, 39.

<sup>227</sup> Federal Highway Administration, "Interstate System," accessed 3 January 2013, <http://www.fhwa.dot.gov/programadmin/interstate.cfm>.

million in 1946 to eight million by 1955, while motor vehicle registrations more than doubled, from about 26 million in 1945 to 54 million in 1956. This growth in auto ownership coincided with a decline in the use of busses, streetcars, and trains. Transit ridership within metropolitan areas in the U.S. peaked in 1947 and began a long, steady decline thereafter.<sup>228</sup> The geographical spread and low population densities of the postwar suburbs, along with the increasing dispersion of employment and shopping centers, made transit impractical for most people living outside the older and denser urban areas. Los Angeles led the nation's major cities in both rates of auto ownership and abandonment of public transportation. By the end of the 1950s, 95 percent of all trips in Los Angeles were by private automobile.<sup>229</sup>

As in the rest of the United States, much of the postwar housing boom in California predated the construction of the interstate freeway network. In general, freeway construction was neither a cause nor a means of metropolitan expansion in the late 1940s and 1950s. President Eisenhower signed the Federal Aid Highway Act into law in 1956, and many of California's most important freeways remained under construction more than a decade later. Where freeways were planned before or shortly after the war, development was drawn to those corridors, even when the actual construction of the freeway was years away. In many other areas, builders anticipated that existing roads and highways would be sufficient or would be improved and expanded to accommodate future growth. Only a few of the earliest freeways, such as the Arroyo Seco Parkway in Los Angeles and the North Sacramento freeway were open by the end of the 1940s. The substantial extension of metropolitan freeways in the late 1960s and 1970s brought about a second phase of suburban growth, more extensive than the initial postwar boom.<sup>230</sup>

At least initially, the new freeways allowed commuters to live farther from their places of work without a significant increase in commuting time. The benefit of more distant but less expensive land (and therefore more affordable housing) began to compete with the benefit of proximity to employment centers, leading to the explosive physical expansion of metropolitan areas. The migration of jobs from cities to suburbs followed close behind the growth in suburban population. More than three quarters of all new manufacturing and retail jobs created between 1950 and 1970 were located in suburban areas.<sup>231</sup>

By 1973, suburban employment exceeded city employment.<sup>232</sup> This later phase of postwar growth saw the beginning of "edge cities," with mid-rise and even high-rise office buildings and shopping malls forming new employment and retail centers adjacent to freeway interchanges, well beyond not only the older central cities and streetcar suburbs, but much of the earlier phase of postwar suburban growth as well....<sup>233</sup>

<sup>228</sup> Francis Bello, "The City and the Car," in *The Exploding Metropolis*, William H. Whyte, Jr., ed. (Doubleday & Company, 1958), 58.

<sup>229</sup> Bello, "The City and the Car," 58.

<sup>230</sup> Larry Ford, *Cities and Buildings: Skyscrapers, Skid Rows, and Suburbs* (Baltimore: Johns Hopkins University Press, 1994), 171-72.

<sup>231</sup> Lawrence B. De Graaf, "African American Suburbanization in California, 1960 through 1990," in *Seeking El Dorado: African Americans in California*, De Graaf, Kevin Mulroy, and Quintard Taylor ed. (Seattle: University of Washington Press, 2001), 406.

<sup>232</sup> Peter O. Muller, "The Outer City: The Geographical Consequences of the Urbanization of the Suburbs," in *The Suburb Reader*, Becky M. Nicolaides and Andrew Wiese, ed. (Routledge, 2006), 363.

<sup>233</sup> Joel Garreau coined the term 'edge cities' to describe the exurban office and retail clusters that have developed around freeway interchanges. See *Edge City: Life on the New Frontier* (Anchor Books, 1991).

The postwar metropolitan region is often imagined as a central city dominated by a downtown business district and surrounded by bedroom suburbs. However, this image was accurate only briefly, and then only as a snapshot of a constantly evolving metropolis. By the mid-1970s, most American metropolitan areas had become complex and multi-centered entities, with housing, retail, and employment widely dispersed across an area far greater than that of prewar metropolitan areas.<sup>234</sup>

By the late 1940s, with 2.2 cars for every person in the city, Sacramento had one of the highest per capita automobile registration ratios in the world.<sup>235</sup> As traffic congestion increased and commuting across town became difficult, Sacramento's Traffic Division Police Chief, Daniel J. Bennett, encouraged the city council to adopt one-way streets, increase off-street parking, and eliminate on-street parking on the busiest streets. As the ownership of automobiles rose, the need for public transportation decreased and the need for public parking garages increased. In 1947, the city's streetcar system was removed.

As transportation patterns and preferences shifted to a greater reliance on highways and trucking, many canning and other industrial operations and jobs were relocated from Sacramento's waterfront areas to places outside of the Central City, where the land was less expensive and it was possible to build larger processing complexes more cheaply. In 1947, the Campbell's Soup Company opened a plant south of the city on Franklin Boulevard, and was rail-served when it was constructed. The facility is still adjacent to a functioning freight line. Most canning facilities received produce via local drayage, received cans and shipped finished product via rail. The plant, closed in 2013, was the company's oldest facility in the United States, and the Campbell's Soup Company had been one of the top purchasers of tomatoes in the Central Valley.<sup>236</sup> The Hollywood Park, Sutterville Heights, and Freeport Village neighborhoods developed in the vicinity of the plant to house employees. Residents began to move out of downtown Sacramento core to neighborhoods closer to their places of work

In 1954, the Eisenhower administration revised redevelopment laws to de-emphasize the relationship to public housing and extend funding to infrastructure projects. Redevelopment projects generally involve demolition of "blighted" areas and construction of new buildings/infrastructure. In Sacramento's West End, the new construction primarily took the form of government buildings, parking lots, and highways.

## **Annexation**

While redevelopment projects were underway in the West End, the City of Sacramento under Mayor Barley Cavanaugh, Jr., annexed 27 neighboring districts between 1946 and 1955, increasing the size of the city by nearly ten square miles. It was during this period that the River Park, Colonial Heights, Fruitridge, South Land Park, and Coloma Heights neighborhoods were annexed. Although Sutterville Heights, Arden Arcade, and North Sacramento initially resisted annexation because residents feared higher taxes, these communities became a part of the city in 1947, 1959, and 1964, respectively.<sup>237</sup> The City of Sacramento Annexation History map demonstrates Sacramento's growth during this period (see Figure 7).

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<sup>234</sup> CalTrans, *Tract Housing in California*, 17 -8.

<sup>235</sup> Burg, *Sacramento's K Street*, 117.

<sup>236</sup> Bill Lindelof, "Sacramento's I Street Bridge Celebrates 100 Years," *Sacramento Bee* (4 May 2012), accessed 10 December 2010, <http://www.sacbee.com/2012/05/04/4461242/sacramentos-i-street-bridge-celebrates.html>.

<sup>237</sup> Avella, *Sacramento: Indomitable City*, 116.

The shift from public transportation to private automobiles was in many ways beginning to shape the location of services and patterns of development in the Sacramento area. The development of new residential suburbs generally included related services and businesses, often in the form of strip malls and commercial corridors along major arterials. Unlike the businesses downtown, the new suburban strip malls had surface parking lots for automobiles. Traffic congestion and limited parking deterred residents from coming downtown after work and on the weekends, and the proximity and convenience of the new strip malls to their homes made them particularly popular. In 1946, real estate developer Jeré Strizek opened the Town & Country Village on Fulton and Marconi Avenues. Following this model, Joseph Blumenfeld and James J. Cordano opened Country Club Center in 1951 on El Camino Avenue. Developed by Philip Heraty and William Gannon, the Swanston Estates Shopping Center (later known as the Arden Fair Mall) opened in 1957. Located directly off of the North Sacramento Freeway (Business 80), the 30-acre site lured many of the large department stores away from the downtown, including Hale's, Kress, and Sears, Roebuck & Co.<sup>238</sup> In 1958, 342 stores remained on K Street, Sacramento's former retail corridor; by 1965, only 290 stores remained.<sup>239</sup>

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<sup>238</sup> Lance Armstrong, "Arden Fair Mall has Grown, Evolved with the Times," *Valley Community Newspaper* (14 January 2010), accessed 3 January 2013, <http://www.valcomnews.com/?p=216>.

<sup>239</sup> Burg, *Sacramento's K Street*, 117, 134.

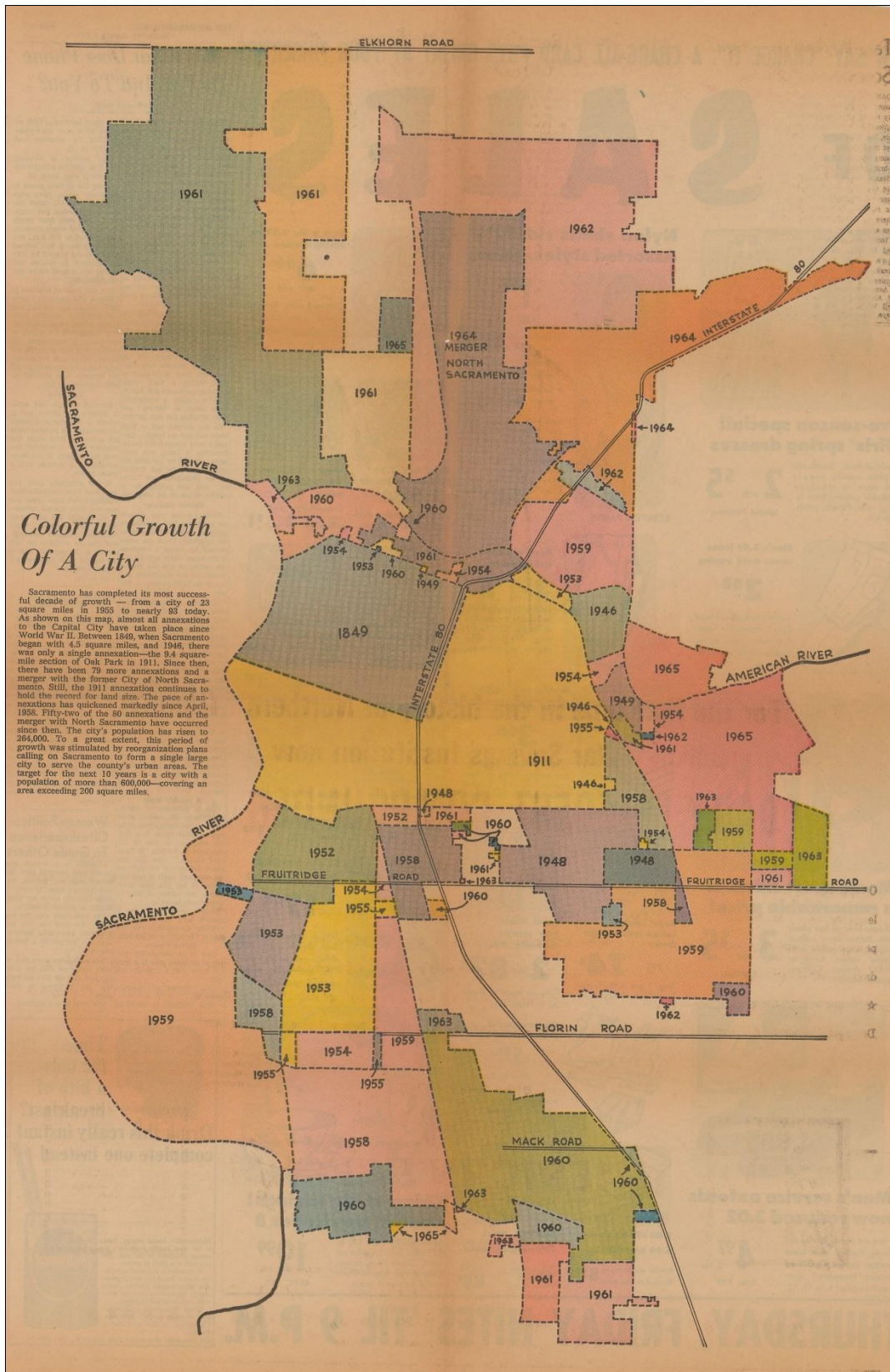


Figure 42. Map of annexations in Sacramento from the Sacramento Bee from 1966. [Center for Sacramento History, Lorraine W. Stephens Collection, 2004/064].

Several prominent Modernist architects and builders are associated with residential

communities in Sacramento and its vicinity, including Joseph Eichler, Carter Sparks, and the Streng Brothers. In 1955, Eichler and developer Moss & Moss opened the first units in their Eichler Homes development in South Land Park Hills. Eichler, who previously built homes in the Palo Alto area, selected Sacramento as the location for this planned residential community because of the stability of its economy, “its high retail sales, the increasing population of civil servants and military personnel, and the reputation of the south Sacramento suburbs as a desirable residential area.”<sup>240</sup> Approximately sixty homes were built between 1955 and 1956, all of which were Jones & Emmons-designed three- or four-bedroom models.

Architect Carter Sparks and the Streng Brothers formed a successful collaboration that stretched from 1959 and 1989. One article, focused on Streng Brothers homes in the greater Sacramento area, states that “Bill and Jim Streng built close to 4,000 homes, all but 1,000 modern in style, in 40-some subdivisions and on individual lots. They worked almost entirely with a single architect, Carter Sparks, a dedicated modernist who also built dozens of custom homes for individual clients.”<sup>241</sup> A Streng Brother brochure from 1976 shows that the company had by then constructed homes in dozens of locations across Sacramento, Davis, Woodland, Winters, Carmichael, and the Folsom Lake area.<sup>242</sup>

## Post-War Housing

From California Department of Transportation Post-War Tract Housing Context, Chapter 7

### *Patterns of Growth and Tract Location*

The subdivision or tract was the building block of postwar suburban expansion. The cost of running utilities to new areas was steep enough to make gradual linear expansion impractical. Instead, entire subdivisions were constructed to defray the cost of providing utilities.

Postwar housing tracts, designed for auto use and not dependent on the expansion of existing public transit networks, were often located well beyond the built-up areas of cities. In contrast to streetcar suburbs, growing incrementally around the perimeters of their cities, these new tracts were often set (at least initially) amid agricultural land. However, the locations of these new housing developments were not as haphazard or arbitrary as some observers believed. Rather than random sprawl on any available parcel, proximity to employment centers strongly influenced developers’ choices in locating new housing.

### *Tract Size*

Postwar housing tracts in California range in size from infill subdivisions of fewer than 20 houses to new communities with thousands of housing units... The smallest tracts may not exhibit the typical curvilinear street pattern of the period, due to the constraints imposed by the size and shape of the parcel. These small tracts can be found as infill or redevelopment within older urban neighborhoods and streetcar suburbs as well as in areas that were largely undeveloped until the postwar period.

<sup>240</sup> “Eichler Home Units Are Opened To Public,” *Sacramento Union* (15 May 1955), 21 in *Eichlerific: Eichler Homes in Sacramento*, “1955 Newspaper Article: Eichler Homes Opening in Sacramento” (30 April 2010), <http://eichlerific.blogspot.com/2010/04/1955-newspaper-article-eichler-homes.html>.

<sup>241</sup> Dave Weinstein, “Greater Sacramento Strengths: Valley of the Atriums,” *Eichler Network*, accessed 12 September 2012, <http://www.eichlernetwork.com/article/greater-sacramento-strengths-valley-atriums>.

<sup>242</sup> “Carter Sparks + Streng Bros. Homes = ‘Solution for Contemporary Living in the Sacramento Valley,’” *Eichlerific: Eichler Homes in Sacramento* (26 July 2010), accessed 12 September 2012, <http://eichlerific.blogspot.com/2010/07/carter-sparks-streng-bros-homes.html>.

### *Tract Housing in California, 1945-1973*

Postwar population growth, and therefore the size of the market for new housing, varied among the state's major metropolitan areas and smaller cities. This had an effect on the relative sizes of housing tracts found in different urban and suburban regions...

Prior land uses also strongly influenced the sizes of housing tracts developed in the postwar period. In areas where small farms were common, the new subdivisions are also typically small, reflecting the difficulty for developers of assembling two or more contiguous farms into larger tracts...

Alternatively, where builders were able to acquire large farms or ranches, the scale of postwar development is correspondingly large. In these instances, builders took advantage of opportunities to construct not just housing tracts, but entire new communities. At the largest end of the spectrum, a few vast landholdings that had remained intact since California's rancho period were transformed into master-planned developments with multiple tracts as well as business and commercial centers. Examples include Irvine in southern Orange County, Rancho Bernardo in San Diego County, and El Dorado Hills near Sacramento.

### *Tract Design*

The typical postwar subdivision is immediately distinguishable by its street layout from older city neighborhoods and from many of the streetcar suburbs of the early 20<sup>th</sup> century. In contrast to the rectilinear urban grid, the street pattern of the postwar subdivision typically includes sweeping curves, loop streets, and cul-de-sacs...Curving streets limited sight distance and therefore cause motorists to drive more slowly than on long, straight streets. Cul-de-sacs and loops streets were used to discourage through traffic...

Long blocks are also common in the postwar subdivision, reducing the number of intersections and therefore the number of potential traffic conflicts and accidents... By constructing longer blocks with fewer cross-streets, developers were able to reduce their infrastructure costs by limiting the amount of paving and curbing required, and retain a larger portion of the tract for house lots.



Figure 43. Comparisons of postwar and prewar street layouts: At left is a portion of the North Highlands tract near Sacramento, built in the early 1950s. It exhibits the characteristic street layout of the period, including curved streets, long blocks, and a limited number of through streets. More than two-thirds of the intersections shown are three-way intersections. At the same scale at right is a portion of central Sacramento, platted in the 19<sup>th</sup> century. This older area has shorter blocks and about 100 more intersections, nearly all of which a four-way intersections. Blocks are narrower in North Highlands because there are no alleys. Source: USGS “Rio Linda,” “Citrus Heights,” and “Sacramento East” quads, 1967.

...The streetscape of a suburban tract includes not only the street itself, but also the curb, planting strip, street trees, sidewalks, and front yards. Many developers preferred rolled curbs (also called mountable curbs) because they were cheaper to install and eliminated the need for curb cuts at each driveway. Rolled curbing is most frequently seen in tracts constructed from the end of World War II through the 1950s, and is less common in later tracts. The sidewalk would sometimes be placed next to the curb, particularly when rolled curbs were used, rather than having a planting strip between the curb and sidewalk... Developers sometimes planted street trees, either in the planting strips or the front yards. While the rear yard was private space for the family, the front yard, although privately owned, was visually part of the public realm.

### *Cluster Planning*

A new method of subdivision or tract design, cluster planning, appeared toward the end of the 1950s and became increasingly popular in planning circles during the 1960s.

Variouly referred to as “cluster zoning,” “planned unit development,” or “open space communities,” cluster planning involved setting aside some portion of a tract as parkland or undeveloped green space, with the housing more densely grouped on the remaining land...



### Cluster Planning in Sacramento: Greenhaven

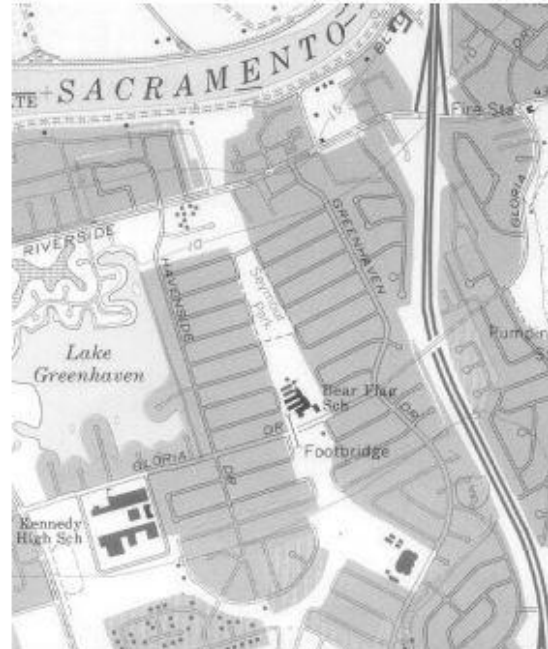
Sacramento's Greenhaven development won a National Association of Home Builders award for community planning in 1963, as a model of cluster planning.<sup>9</sup> The initial *Greenhaven 70* plan was drawn up by David Whittet for the development partnership of Kermit L. Lincoln and Harold E. Parker, and construction began in 1961. About 1,300 houses were built in the initial phase. Rather than building the houses themselves, the developers sold lots (primarily to builders rather than homeowners) in an attempt to foster greater architectural variety.<sup>10</sup>

The street layout consists primarily of a series of loop streets separated by a linear park or greenway. The greenway is owned and maintained by the City of Sacramento as public parkland. The end of each loop street provides access to the greenway, and the few streets that

cross the greenway have overcrossings and undercrossings for pedestrians. The greenway was eventually extended in a north-south direction for approximately 1¾ miles, with shorter east-west extensions, and provided access to three schools. Most of the children in Greenhaven can therefore walk to school along the greenway without encountering vehicle traffic.



*Pedestrian undercrossing along the greenway*



*Greenhaven tract, showing the linear greenway (unshaded area) between loop streets. [USGS "Sacramento West" quad, 1980]*

Figure 44. CalTrans, *Tract Housing in California*, 50.

#### *Community Building*

While many merchant builders focused on constructing subdivisions of houses only, some of the larger builders planned for the inclusion of schools, shopping centers, and civic buildings such as libraries and fire stations in their larger developments. Merchant builders who engaged in development at this scale were also called “community builders,” in recognition of their role in creating not just housing tracts but new communities...

#### *Multi-Family Housing*

...The single-family detached house was the predominant housing type throughout the United States from the end of World War II through the 1950s, comprising more than 80 percent of all new housing construction.<sup>13</sup> The proportion of multi-family housing

(apartments and condominiums) grew steadily in the 1960s, however, surpassing 40 percent of all new housing units constructed each year from 1968 through 1973... In California, the proportion of multi-family housing began to increase in the late 1950s and grew to become a majority of the new housing units built from 1962-64 and again from 1969-73. Apartment and condominium construction subsided abruptly with the recession of 1974 and never again achieved the pace of construction seen in the 1969-73 period...

While some of the multi-family housing constructed during the boom period consisted of urban high-rises, including urban renewal projects, much of it took the form of low-rise, garden apartment complexes in suburban areas. These typically consisted of multiple two-story buildings with separate, common parking shelters. Some of the larger apartment and condominium complexes had layouts based on cluster planning principles, with considerable areas of open space...Townhouses, consisting of attached two-story units, also became increasingly common throughout the 1960s and into the 1970s. These developments changed the face of the suburbs.<sup>243</sup>

### Sacramento Housing and Redevelopment Agency and its Programs

In reaction to the Great Depression, the Federal Government created the Federal Housing Authority (FHA) through the National Housing Act to address the problems of inadequate and neglected housing conditions. The FHA had the power to lend money to private and public entities in order to finance the clearing of slums and the construction of public housing and to buy, condemn, sell, or lease properties during the development stages of new projects. In 1941, the FHA published *A Handbook for Urban Redevelopment for Cities in the United States*, a manual followed in 1949 by *Urban Redevelopment and Housing: A Plan for Post-War*. These publications culminated in the passage of the 1949 Housing Act, which included a chapter on slum clearance.<sup>244</sup>

The Sacramento Housing and Redevelopment Agency outlined the “conventional renewal process” in a 1978 publication. The redevelopment process has seven steps:

- Planning: The first step involved selecting project areas within a designated development area and preparing a plan that indicates the manner in which the area should be developed to conform to the city’s master plan.
- Financing: The federal government advanced the majority of the cost of planning a project, but loans had to be paid back and the Agency had to demonstrate its ability to contribute 1/3 of the net project costs.
- Acquisition: The goal in this stage of the process was to acquire land in an efficient and equitable manner.
- Relocation and Community Services: The adequate rehousing of families, individuals, and businesses displaced from a project area was a chief responsibility of the Agency.
- Demolition: Once buildings were vacant, demolition contracts were awarded.
- Site Improvement: Improvements such as the installation of utilities, sewer systems, storm drainage systems, curbs and gutters began after demolition.
- Disposition: Once the land was clear and assembled for new construction, it was sold to private

<sup>243</sup> 43.-55

<sup>244</sup> Lastufka, “Redevelopment of Sacramento’s West End, 1950-1970.”

developers.<sup>245</sup>

The following section provides an overview of Sacramento Housing and Redevelopment Agency project areas from the 1950s through the 1970s and the neighborhoods affected by them.

### Redevelopment Area No. One

From Sacramento Housing and Redevelopment Agency, “Housing and Development Programs”:

A 65-block portion of the Central Business District of Sacramento, once prime commercial land, was a classic example, as late as 1958, of an area victimized by the City’s unbridled growth. The area, bounded by the Sacramento River on the west and the State Capitol Building on the east, was abandoned to the forces of neglect and changed land use. It contained one of the worst skid rows west of Chicago. Run-down hotels, dance halls, pawn shops and bars made up much of the area. One twelve-block area in particular had 167 bars and wine shops. Flights, stabbings, murders, prostitution and fires were daily occurrences.

Commercerwise, the strong relationship between river traffic, railroads, industry and business no longer existed. Yet, the old pre-fabricated houses shipped by boat from the East Coast in the 1850’s remained. They were dilapidated, and seriously impaired the important western approach to California’s capital city.

Since the late 1920’s, the commercial center of this colorful and historically rich city—largely a product of the gold rush days—had moved eastward away from the deteriorating core. While the public financial burden of servicing the area was growing, tax revenue was decreasing each year.

Containing eight percent of the total city area and 7.5 percent of the population, the area had 26 percent of the fires, 36 percent of the juvenile delinquency, 42 percent of the adult crime and 76 percent of the tuberculosis cases.

### The Beginning of Change

On February 3, 1950, the City Council designated the first 60-block Redevelopment Area No. One (enlarged to 62 blocks in 1951, 65 ¼ blocks in 1958, and to 75 ¼ blocks in 1961). In September, 1950, the city council activated the Redevelopment Agency pursuant to the provisions of the California Community Redevelopment Law of 1945, and appointed five resident electors on December 14, 1950, to serve as Agency Members.

Given the Responsibility of revitalizing the area by the City Council, the Redevelopment Agency began its first acquisition of property in September, 1956. Relocation of residents and businesses into standard structures, demolition of buildings, and resale of the land to developers, all in accordance with state law and the adopted Redevelopment Plan, followed.<sup>246</sup>

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<sup>245</sup> Sacramento Housing and Redevelopment Agency (SHRA), *Housing and Redevelopment Programs* (Sacramento, CA. 1978), 15-6.

<sup>246</sup> SHRA, *Housing and Redevelopment Programs*, 14-5.



Figure 45. This map depicts the boundaries for the Labor Market Area, Redevelopment Area No. 1, Capitol Mall Project Area No. 21, Capitol Mall Extension Project Area No. 3, and Capitol Mall Riverfront Project No. 4. Sacramento's West End neighborhood, the area west of the Capitol extending to the waterfront, was enveloped by redevelopment efforts.

Source: Ken Lastufka, "Redevelopment of Sacramento's West End, 1950-1970: A Historical Overview with an Analysis of the Impact of Relocation," (master's thesis, California State University Sacramento, 1985), 7.

### The West End

The West End, the area west of the Capitol to the waterfront that was also home to the Labor Market Area, was within the 60-block Redevelopment Area No. One (see Figure 10); as such it was among the first neighborhoods to be slated for redevelopment in Sacramento. Once filled with prosperous businesses during the railroad boom, the area fell into an economic decline by the 1920s that only continued during the Depression years. Seasonal laborers, many of whom worked for the city's canneries and railroads, represented the majority of West End residents. The neighborhood had one of the largest concentrations of agricultural workers west of Chicago. In the late 1940s, the area remained home to seasonal workers and non-white residents who were unable to find housing in neighborhoods with restrictive covenants. The neighborhood contained employment offices, cheap hotels, and bars. It was also home to several ethnic enclaves, including Sacramento's Chinatown and Japantown.<sup>247</sup>

In 1950, the Sacramento City Council designated the 60-block area comprising the West End as blighted. Documents drafted in 1954 illustrate the city's plan to remove much of the area's residential and business properties and replace them with state offices and wide boulevards. The plan would replace the low-income, and largely minority population of the West End and the small businesses it once contained with tall buildings and government employees.<sup>248</sup>

By the mid-20<sup>th</sup> century, redevelopment activity displaced Japanese, African-American, and Chinese ethnic enclaves that historically existed in the West End. Many of these residents were forced out of low rent dwellings and placed in rentals with higher rents in different parts of the county. Most former West End residents were displaced to Oak Park, Del Paso Heights, and the Elder Creek area.<sup>249</sup>



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<sup>247</sup> Center for Sacramento History, *Old Sacramento and Downtown*, 12.

<sup>248</sup> Lastufka, "Redevelopment of Sacramento's West End, 1950-1970," 7.

<sup>249</sup> Caesar, 163-64.

Figure 46. This wide-angle photograph taken December 4, 1968 shows the area bounded by 5<sup>th</sup>, 6<sup>th</sup>, J, and L Streets being prepared for construction of the underground parking garage of the Downtown Plaza.  
 [Center for Sacramento History, Sacramento Bee Collection, 1983/001/SBPM12,683].



Figure 47. The new Downtown Plaza emerges on L Street, the heart of a new redeveloped business district.  
 [Center for Sacramento History, James E. Henley Collection, 1997/046/0224].

### Capitol Mall Project No. 2-A

From Sacramento Housing and Redevelopment Agency, “Housing and Development Programs”:

A 15-block portion of Redevelopment Area No. One was designated as the first project in February of 1954 and was called the Capitol Mall Project (Project 2-A). The final redevelopment plan for this area was prepared by the Redevelopment Agency and approved by the City Council in September 1955, after public hearings.

The redevelopment plan provides that the portion of the area fronting on K and L Streets, west of 5<sup>th</sup> Street, be developed for general commercial use as an extension of the Central Business District. Adequate off-street parking was included. The importance of safety and convenience for pedestrians was recognized by the planned elimination of vehicular traffic on K Street between 3<sup>rd</sup> and 7<sup>th</sup> Streets, and by creation of a landscaped shoppers’ mall (Downtown Plaza).

The plan to provide a pleasing entry to the City and a suitable approach to the State Capitol Building was fulfilled. Capitol Mall, formerly Capitol Avenue, has been widened with a median grass strip and trees along each side. State office buildings and a City parking structure stand on Capitol Mall east of the Capitol Mall Project boundary line. In the project itself, the Capitol Mall is bordered west to 3<sup>rd</sup> Street by buildings of appropriate dignity, including: Federal Building, I.B.M. Building, Wells Fargo and Crocker National Bank Buildings, the McKeon office building complex consisting of the Insurance Exchange Building and the State Chamber of Commerce Building, the Plaza Towers Office Buildings, and the Sacramento Union Development.<sup>250</sup>

Sacramento lawmakers explored plans to convert the segment of K Street between 2<sup>nd</sup> and 12<sup>th</sup> streets to a pedestrian mall in order to compete with the new suburban strip malls.<sup>251</sup>

### Capitol mall Extension Project No. 3

On October 9, 1959, the Agency submitted to the Department of Housing and Urban Development the first part of its application to proceed with an additional 10-1/4 block area –the Capitol Mall Extension Project (Project No. 3). This project, which borders the Capitol Mall Project on three sides, was planned for development of retail and office building facilities. The redevelopment plan for the project was adopted by the Redevelopment Agency on April 11, 1960 and by the City Council on June 16, 1960. The Agency started the project during March of 1961...

#### *Commercial Area*

The area bounded by the 3<sup>rd</sup>-7<sup>th</sup>-J and L Streets was reconstructed with retail-commercial establishments and office buildings. The development of the area was designed to accomplish complete separation of pedestrian and vehicular traffic by the construction of Downtown Plaza on K Street, the construction of a two-block underground parking garage between 5<sup>th</sup>-6<sup>th</sup>-J and L Streets, and by converting the interior streets to pedestrian malls.

#### *Downtown Plaza Mall*

Construction of the \$450,000 first phase of the pedestrian mall between 4<sup>th</sup> and 5<sup>th</sup> on K Street began in November 1967 and was completed in August 1968. The second phase, from 5<sup>th</sup> to 7<sup>th</sup> Streets, began in the spring of 1971. The \$1 million cost of the three-block mall was shared by the Redevelopment Agency and the federal government.

Victor Gruen Associates, the internationally famous architectural-planning firm, was the designer of the mall. The architects have described the mall as a “plaza –a place for people to congregate, a place for functions, exhibits and concerts, as well as for rest in an atmosphere of beauty...”<sup>252</sup>

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<sup>250</sup> SHRA, *Housing and Redevelopment Programs*, 17.

<sup>251</sup> Burg, *Sacramento's K Street*, 134-35.

<sup>252</sup> SHRA, *Housing and Redevelopment Programs*, 19.



Figure 48. This aerial photo, taken in 1964, shows redevelopment projects taking shape in the West End. [Center for Sacramento History, Frank Christy Collection, 1998/722/1417].

#### Capitol Mall Riverfront Project No. 4

From Sacramento Housing and Redevelopment Agency, “Housing and Development Programs”:

The general boundaries of Project No. 4 are: the Sacramento City Limits on the west; redevelopment Projects Nos. 2-A and 3 on the east; S Street on the south; and the Southern Pacific Railroad depot and freight yards on the north...

The land uses of the project include: General commercial, Residential-Cultural, Special Commercial, Residential, Historic-Commercial, Heavy Commercial, and Public

The Major elements of the project are the Old Sacramento Historic Area, Chinatown development, an Arts and Cultural Center, a Heavy Commercial Corridor, and a residential district near Capitol Towers (Project No. 2-A).<sup>253</sup>

#### *Chinatown*

<sup>253</sup> SHRA, *Housing and Redevelopment Programs*, 21.



A new “Chinatown” has been constructed on the two block bounded by 3<sup>rd</sup>, 5<sup>th</sup>, I, and J Streets. The Development is centered around the Confucius Temple located at 4<sup>th</sup> and I Streets. Nine parcels were involved, ranging in square footage from 2,400 to 84,000— with development costs from \$120,000 to \$4 Million. All buildings have oriental architecture and many used materials imported from Hong Kong and Taiwan.

Chinatown provides 187 units of low-moderate elderly apartments, 72 low-moderate family apartments, commercial stores, offices and restaurants, and is serving as a base for the many Chinese family associations.

In 1865 all streets in the Chinatown area and neighboring vicinity were elevated to protect buildings against flooding; thus the natural terrain of the ground level is eight feet lower than the sidewalks or street level. At this lower level, a landscaped pedestrian mall was constructed. The mall features a multipurpose plaza for the shoppers and residents of Chinatown. Baronian and Danielson, landscape architects from San Francisco, were the designers of the mall.

All parcels in the Chinatown development are separated by the mall and landscaped courts. Chinese shops, restaurants and offices are on the lower level, additional commercial enterprises on the street level, and family association headquarters at the upper level of some structures.<sup>254</sup>

#### *Old Sacramento*

The historic area, comprising approximately 28 acres along the banks of the Sacramento River, is adjacent to the downtown central business district. Boundaries are the Sacramento River on the West, Capitol Mall on the south, I-5 freeway on the east, and the I Street Bridge on the north.

As the historic area was a blighted area, housing one of the worst skid row areas in the West, its revitalization is a great enhancement to the Sacramento community. Prior to the redevelopment the total area had a worth of approximately \$2 Million. Upon completion \$60 Million will have been spent on its restoration, adding significant tax dollars to the community. More importantly, Old Sacramento is one of the largest historic preservation projects in the United States with its preservation documenting important events such as the start of the Pony Express, the Central Pacific Railroad and the California Goldrush. Adding to the new businesses, restaurant and shops, the area is attracting tourists and visitors as a leisure time activity as well as a bustling business center.<sup>255</sup>

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<sup>254</sup> SHRA, *Housing and Redevelopment Programs*, 22.

<sup>255</sup> SHRA, *Housing and Redevelopment Programs*, 23.



Figure 49. Looking west from J Street, this photo from 1967 captures the progress of Interstate 5's construction. What would become Old Sacramento is visible in the background.

[Center for Sacramento History, Frank Christy Collection, 1998/722/0832].

Located within arguably the most blighted section of the West End, the area now known as “Old Sacramento” became a federal redevelopment project overseen by the Sacramento Redevelopment Agency in the 1950s. Today a National Historic Landmark Historic District, Old Sacramento is located on the Sacramento River, where the city began. Old Sacramento is historically significant for its development during the Gold Rush, as a terminus of the Pony Express, and as the location of the western terminus of the first transcontinental railroad.<sup>256</sup>

<sup>256</sup> SHRA, *Housing and Redevelopment Programs*, 23.

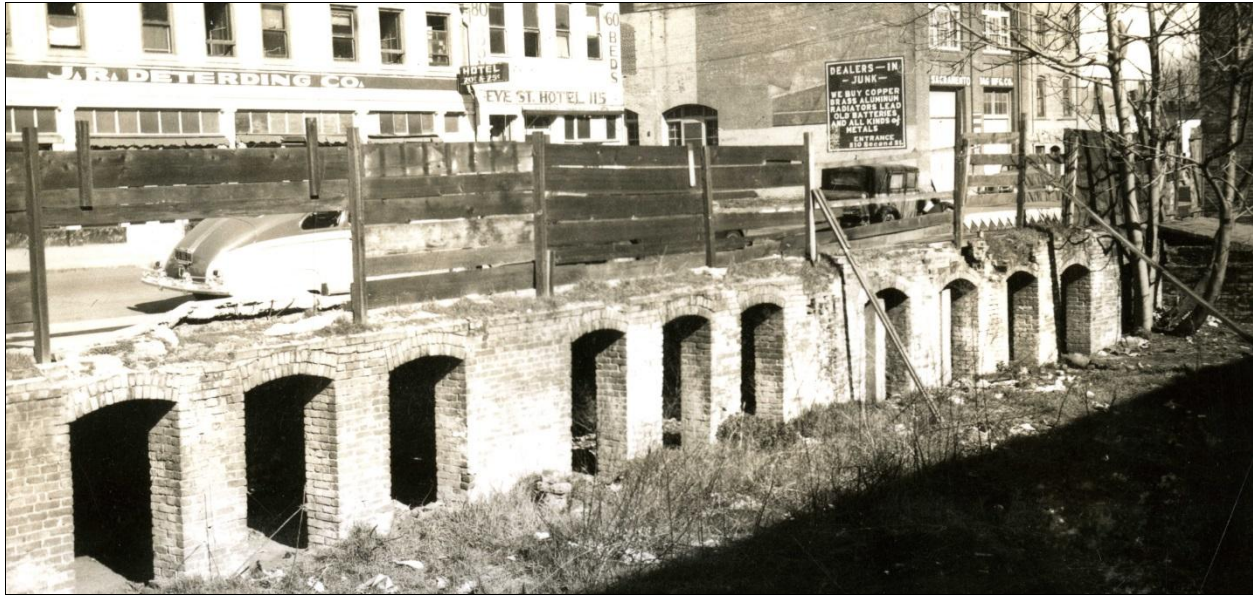


Figure 50. Redevelopment efforts exposed some of Sacramento's underground sidewalks. [Center for Sacramento History, Ted Leonard Collection, 2001/055 ff232-235].

During redevelopment, Old Sacramento's raised streets and hollow sidewalks were exposed. These areas were created from the 1850 through the 1870s during an effort to raise Sacramento's business district to protect it from floodwaters. The remains act as physical reminders of the city's efforts to prosper in a precarious location and become a suitable home for state government (see **State Government Context**).

As plans were laid for the new Interstate 5 project through Sacramento, many Sacramentans, notably Eleanor McClatchy, president of the McClatchy newspapers, lobbied to preserve the Sacramento River Embarcadero and some of its oldest buildings. McClatchy lobbied for routing on the west side of the Sacramento River; the selected route destroyed the Sacramento Bee building that was McClatchy's highest priority for preservation. Ultimately, the new freeway was located further east of the river banks than the original plan. In the mid-1950s, Newton Cope rehabilitated one of the first buildings in Old Sacramento—the Sacramento Engine Company No. 3 on 2<sup>nd</sup> Street, which is currently used as a restaurant.<sup>257</sup>

The Old Sacramento Historic District was listed as a National Historic Landmark historic district in 1965.<sup>258</sup> Prior to the 1977 creation of the Secretary of the Interior's Standards for the Treatment of Historic Properties, Sacramento's City Historian, James Henley, historic rehabilitation architect Bob McCabe, and others, drafted detailed design guidelines for the district, including many façade restoration and reconstruction plans based upon historical photographs and documents. The district is comprised of restored *and* reconstructed buildings, with most on their original sites.<sup>259</sup>

<sup>257</sup> Center for Sacramento History, *Old Sacramento and Downtown*.

<sup>258</sup> Office of Historic Preservation, "Old Sacramento State Historic Park." (2013), accessed December 2013, [http://www.parks.ca.gov/?page\\_id=497](http://www.parks.ca.gov/?page_id=497).

<sup>259</sup> SHRA, *Housing and Redevelopment Programs*, 23.

### Del Paso Heights Community Development Program – Project No. 5

From Sacramento Housing and Redevelopment Agency, “Housing and Development Programs”:

The Del Paso Heights Neighborhood Development Program (NDP) was approved by the Department of Housing and Urban Development on April 1, 1970 and funds were made available to the Agency in July of that year.

The project area is comprised of 1,000 acres and contains about 8,000 persons, mostly in single-family homes. Fifty percent of the population is White, fifty percent Black, with a few Mexican-Americans. One-third of the buildings have been classified as standard, one-third as rehabilitation feasible, and one-third as substandard; and these buildings are scattered rather evenly throughout the area.

The first year eight-block target area, bounded by Dry Creek Road, May Street, Grand Avenue and South Street, was an area where 98 percent of the population of 300 was Black. The activities for the first year included construction of 18 units of rental housing, the rehabilitation of 25 homes, the demolition of 35 substandard homes, construction of 50 new single-family homes on existing vacant land and Agency-acquired lots, improvements to existing park and new park extension, and the construction of new streets, sidewalks, storm drains and street lights throughout the entire area. The cost of these activities was \$1,063,427.

The second target area was a twelve-block area adjacent to the first year project, extending to Rio Linda Boulevard on the west. The activities for the second year included construction of a new branch library, clearance of land for 40 units of multi-family housing and 40 units of elderly housing which was completed in March, 1976, rehabilitation of eight homes, demolition of eight substandard homes, construction of thirteen single-family homes on existing vacant land and Agency-acquired lots, and construction of new streets, sidewalks, storm drains and street lights on Grand Avenue and Rio Lina Boulevard. The cost of the second year activities was \$1,125,000.

The third, fourth, and fifth year activities were carried out in the second target area due to a cutback in funds. Third year activities included construction of a Neighborhood Health Center, acquisition of land for a proposed shopping center, demolition of six substandard homes, construction of a cross-over street, rehabilitation of eight homes and construction of one new single-family home. Fifth year activities included demolition of six substandard homes, construction of five new single-family dwellings, reconstruction of South Avenue with sidewalks, curbs, and gutters and street lights. The cost of third year activities was \$800,000; fourth year activities cost \$524,000, and extended fourth year activities approximately \$594,000.<sup>260</sup>

### Alkali Flat Community Development Program – Project No. 6

From Sacramento Housing and Redevelopment Agency, “Housing and Development Programs”:

The application for a Neighborhood Development Program in Alkali Flat was approved June 27, 1972 by the Department of Housing and Urban Development. The first year

<sup>260</sup> SHRA, *Housing and Redevelopment Programs*, 27.

NDP in Alkali Flat was from June 16, 1971 to June 15, 1973.

The Project area consists of 25 blocks of residential, commercial, and industrial property. New zoning regulations were adopted on February 10, 1972 by the City Council so that improved long-range planning can be accomplished for the entire 25-block NDP area. Certain blocks were designated for residential use and others for office, commercial, and park use.

The entire project area contains approximately 1,500 persons, primarily in rental dwellings. The racial distribution is approximately 50 percent White, 35 percent Mexican-American, and 15 percent Black and Oriental. Forty percent of the population is over 55 years of age.

In Alkali Flat \$825,000 was used to carry out NDP activities for the first year in a two-block target area bounded by 8<sup>th</sup>-10<sup>th</sup>-D and E Streets. One Hundred Forty-Three new apartments, known as Washington Square, for low and moderate income families were built to replace the 62 substandard dwelling units and blighted warehouses formerly in the area.

The second year activity concentrated on completing site improvements for the first target area, including new streets, curbs and gutters...The plan is to develop low-income and conventional housing units and accomplish historical preservation where possible.<sup>261</sup>

#### Oak Park Community Development Program – Project No. 7

From Sacramento Housing and Redevelopment Agency, “Housing and Development Programs”:

The Oak Park Neighborhood Development Program was approved by the Department of Housing and Urban Development effect June 16, 1972.

The Oak Park Project Area is comprised of approximately 1,300 acres and has a population of approximately 14,000 people. The racial breakdown for the area is approximately 48.6 percent Black, 47.8 percent White, and 3.6 percent other...

The first year target (1973-74) was comprised of a three-block area located in the northern section of Oak Park. The boundaries were 37<sup>th</sup> Street, Third Avenue, Santa Cruz Way and the property alignment between First and Second Avenues.<sup>262</sup>

First year activities are consisted of major and minor rehabilitation of approximately 26 single-family residences with the use of HUD grants and loans. The boundaries of the second year target area (1974-74) were 14<sup>th</sup> Avenue to the north, 16<sup>th</sup> Avenue to the south, South Sacramento Freeway to the west, and 34<sup>th</sup> Street to the east. The second year activities included cooperating with a Street Assessment District’s efforts to provide new streets, sidewalks, curbs.<sup>263</sup>

#### Subcontexts/Themes Not Included in This Evaluation

- Conventional Housing/Housing Projects

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<sup>261</sup> SHRA, *Housing and Redevelopment Programs*, 28.

<sup>262</sup> SHRA, *Housing and Redevelopment Programs*, 30-1.

<sup>263</sup> SHRA, *Housing and Redevelopment Programs*, 31.

The subcontext of public housing projects for this context. The history of Sacramento’s housing projects requires further research, evaluation, and documentation.

As of 1978, the SHRA owned and operated over 1,000 units of low-rent housing in three projects in the City and County of Sacramento.

*New Helvetia* – 360 units

*River Oaks* – 400 units

*Dos Rios* – 268 units (includes 50 units scattered throughout the Del Paso Heights area)<sup>264</sup>

## Transportation Systems

Sacramento continued to grow, both in population and through the annexation of land. The former Boeing Airways municipal airport constructed in 1931 off of Freeport Boulevard south of downtown was no longer capable of serving the city’s needs. In 1958, a new Sacramento Metropolitan Field (SMF) airport was designed for a site located in North Natomas, twelve miles northwest of the Capital City on Interstate 5. Construction began in 1964 and the new airport opened in 1967.<sup>265</sup>

By 1960, 75 percent of the state government employees arrived at work by automobile and in 1961, 630,000 people entered or left Sacramento’s downtown each day. The daily commute of workers in and out of the city created a transportation conundrum—although it caused congestion, suburban residents were living far enough away from downtown Sacramento that public transportation was not a viable option for many.<sup>266</sup>

The Elvas Freeway, which later became State Route 51, Business 80 (Business Loop 80) and the Capital City Freeway, was constructed between 1950 and 1955. It was the second freeway built north of the Sacramento’s central grid streets, as part of the incremental development of the city and region’s freeway system. The Elvas Freeway was implemented in part to lessen traffic at the cities three crossings of the American River—the Jiboom Street Bridge, the 16<sup>th</sup> Street Bridge, and the H Street Bridge. The freeway was widened from four to six lanes in 1965.<sup>267</sup>

In the late 1960s, Interstates 5 and 80 were completed, ameliorating traffic congestion, but unlike their German freeway counterparts, the US freeways, including Sacramento’s, were constructed in and through the existing city centers. Interstate 80 was designed to run through Sacramento along 29<sup>th</sup> and 30<sup>th</sup> Streets, where it would connect with Interstate Highway 50, which traversed W and X Streets. Huge swaths of land formerly containing residential neighborhoods and businesses were cleared in order to build the interstates around Sacramento. The new roads alleviated traffic congestion in and out of the city and also rerouted vehicular traffic that had once traversed Sacramento’s downtown to the periphery. With the completion of the freeway system, which encircled Sacramento’s Central City, Tower Bridge no longer remained the main entrance to the city. Reduced traffic in the city center began to negatively impact shops, restaurants, and other businesses downtown.

<sup>264</sup> SHRA, *Housing and Redevelopment Programs*, 4.

<sup>265</sup> Avella, *Sacramento: Indomitable City*, 124.

<sup>266</sup> The California State Capitol Plan (Preliminary), December 1960, 4-8.

<sup>267</sup> A.M. Nash, “New Elvas Freeway,” *California Highway and Public Works* (November-December 1954), 14, 16.

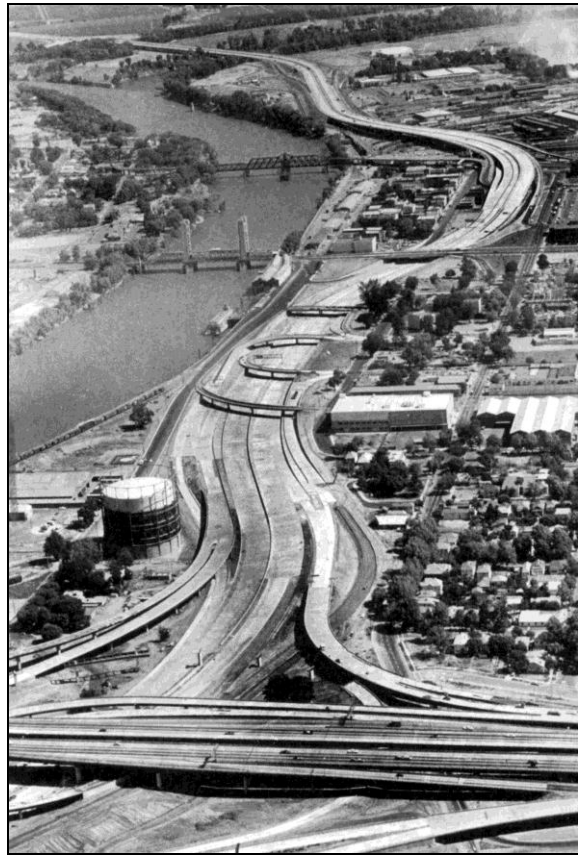
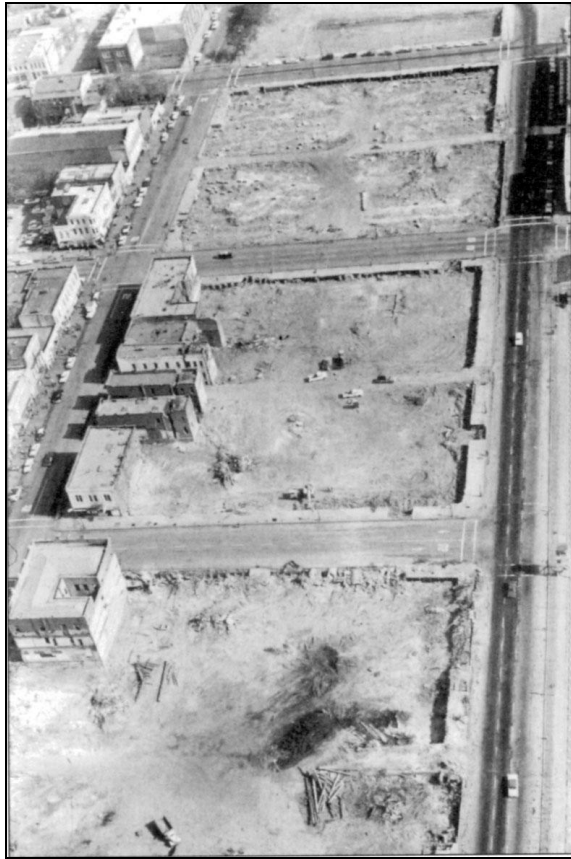


Figure 51. (Left) The area around Third Street was cleared for the construction of Interstate 5 in 1960. [Center for Sacramento History, Sacramento Bee Collection, 1983/001/SBPM Sacramento City Redevelopment].

Figure 52. (Right) Aerial of the nearly completed Interstate 5, 3 August 1970. [Center for Sacramento History, Sacramento Bee Collection, 1983/001/SBPM Freeway 2<sup>nd</sup>-3<sup>rd</sup> Street].

Transportation accessibility concerns also impacted business development in Sacramento’s downtown. To compete with the new Arden Fair Mall, Skidmore, Owings & Merrill Architects were hired to develop the West End Commercial Complex in the area bounded by 5<sup>th</sup>, 6<sup>th</sup>, J, and L Streets, and the necessary street closures to create the complex were realized through federal funding. In order to secure Macy’s as one of the mall’s flagship stores, the company stipulated that nearby freeway access was required. The desire expressed by Macy’s and other downtown businesses for easy freeway access factored into the preferred locations of new businesses and illustrated how dependent the region had become on the new freeway system. On 4 December 1968, construction began on the West End Commercial Complex and its underground parking garage. Between 1969 and 1972, the K Street Pedestrian Mall was designed by Eckbo, Dean, Austin & Williams, or EDAW, a major Bay Area landscape architecture and urban planning firm, with construction by A. Teichert & Son Construction, and was built directly east of the West End Commercial Complex project. It utilized a blend of landscape, public sculpture, and water features.<sup>268</sup> The Capitol Plaza Hotel complex located west of the mall was completed in 1979.

<sup>268</sup> Burg, *Sacramento’s K Street*, 32-9.



Figure 53. The beginning of redevelopment for the K Street Mall in 1969.  
[Center for Sacramento History, Frank Christy Collection, 1998/722/1301].

Although some new commercial development downtown resulted from the construction of the freeway system in Sacramento, many neighborhoods were fractured by the construction of the new roads. “Taken together, the entire freeway system had the unfortunate effect of cutting off the original city from the outlying neighborhoods. It also cut the city off from the Sacramento River, which along with the railroad was a major part of the economy.”<sup>269</sup>

### **Historic Themes and Property Types**

The following section summarizes important themes relating to the history of World War II, and mid-20<sup>th</sup> century redevelopment, and transportation in Sacramento and identifies property types that reflect these themes. Significance and integrity discussions follow each property type so that additional resources relating to the history of World War II, redevelopment, suburbanization, and transportation may be evaluated in the field. The significance discussion describes the criteria for which a resource may be historically significant and the integrity narrative provides guidance to determine whether the resource retains sufficient integrity to convey its historic significance.

<sup>269</sup> Center for Sacramento History, *Old Sacramento and Downtown*, 70.



The primary historic themes and events which characterize the history of World War II, redevelopment, and transportation in Sacramento include:

- The shift from an economy focused on agriculture and railroad industries to one founded on state and federal government offices, military bases, and highway/freeway-based transportation;
- The influx of people from outside California who were drawn to Sacramento by available jobs;
- The exodus of people and businesses from the city center to newly developed suburban communities and annexed districts;
- Large-scale clearance and new construction projects funded by federal monies, including federal redevelopment programs; and
- The increasing popularity and availability of automobiles, the “car culture,” influenced how and where people lived, worked, traveled, and shopped, and shaped buildings, sites, and the city’s design.

### Identification

For the purposes of determining eligibility for historic designation, four categories of resource types based on the previous discussion of property types have been developed. Each category includes certain specific types of resources as listed below:

1. Residential: This category includes a variety of single- and multi-family residential building types, and possibly their landscapes and subdivision configurations, that may be identified with World War II-era and post-war development and settlement patterns, that also may be identified with a post-War “Modern” design style. Resources may be found both in neighborhoods developed in support of new military facilities established in Sacramento during the twentieth century, as well as in the new outlying post WWII subdivisions, some of which were annexed into the city.
2. Commercial: This category relates to the competition between downtown businesses and suburban commercial developers to attract customers. Sacramento’s downtown, and the central city “J” and “K” Street corridors, were historically the region’s major commercial center, but popular shopping centers, and developments along major commercial corridors, were constructed outside the Central City to serve residents of new suburban developments. Design styles may also relate to both a post-War “Modern” aesthetic, and the “car culture” aesthetic, including “Googie Architecture.”
3. Infrastructure: This category relates to the forces that shaped broad development patterns and includes roads, highways/freeways, bridges and other ancillary structures.
4. Downtown Redevelopment Projects: This category includes various large-scale land-assembly, building and planning projects constructed downtown, and, in the case of much of “Old Sacramento,” preservation.

### **Residential Properties**

The years leading up to and immediately following World War II represent a shift in residential development in Sacramento. When the Southern Pacific shops and canneries located along the river

were the largest centers of employment, workers typically resided close by. As the location of employment centers—new military bases and industrial complexes—shifted from Sacramento’s Central City to areas outside of the City, residential development followed. Initially, residential suburbs developed around these new employment centers: the North Highlands and Rancho Cordova areas around McClellan and the Del Paso area near the Liberty Iron Works—then part of the city of North Sacramento. The Hollywood Park, Sutterville Heights, and Freeport Village neighborhoods developed in the late 1940s in the vicinity of Campbell’s Soup’s new complex. This trend of residential development occurring outside of the Central City continued the 1950s through the 1980s. Mid-century designers and builders, Joseph Eichler, Carter Sparks, the Streng Brothers, Blomberg, and Lewis & Bristow, among others, constructed homes and planned neighborhoods in the South Land Park area, at River City Commons in Natomas, and greater Sacramento vicinities. Design of the new suburban developments contrasted with the historic gridiron street pattern of the city and featured more organic planning features, including cul-de-sacs and curvilinear streets. Single-family residences were typically one-story, utilized strong horizontal elements, which stressed the relationship of the structure to the land, indoor/outdoor living, use of new materials and construction techniques, and were designed in “ranch house,” “Usonian” block, or “modern,” architectural styles. Many included carports and incorporated building, site, and landscape design features which blurred the distinction between indoor and outdoor spaces. These post-World War II Era neighborhoods warrant further study to evaluate significance within the careers of prominent designers or builders, as potential historic districts, or as significant examples of the development of “Ranch” or post-war “Modern” design types in Sacramento.

## Residential Buildings

### *Significance*

Residential buildings may be found eligible under National Register Criteria A, B, and C; California Register Criteria 1, 2, and 3; and Sacramento Register Criteria i, ii, and iii. World War II-era and post-war residential development in Sacramento is closely tied to suburbanization. Residential properties may be significant for their associations with a noted architect, landscape architect, builder, or with mid-century “Modern” design principles. Properties eligible for listing in the National Register under Criterion A, the California Register under Criterion 1, or the Sacramento Register Criterion i (event) should be at least 50 years old, and have a close association with an important historical event or a developmental pattern relating to the history of World War II, post-war suburbanization, redevelopment, and/or freeway-related transportation in Sacramento.

For properties to be listed under National Register Criterion B, California Register Criterion 2, or Sacramento Criterion ii (Person), residential properties should ideally be at least 50 years of age and should be closely associated with a significant person or persons associated with the history of World War II, post-war suburbanization, redevelopment, and/or freeway-related transportation in Sacramento.

For properties to be listed under National Register Criterion C, California Register Criterion 3, or Sacramento Criterion iii (Design/Construction), residential properties should be at least 50 years of age and should “represent the work of a master or possess high artistic values” and may also demonstrate distinctive characteristics of a “type, period, region, or method of construction.”

### *Integrity*

In regard to residential properties, the seven aspects of integrity in order of importance should be: design, materials, association, setting, location, workmanship, and feeling; please note for local evaluations, that the Sacramento Register does not address integrity of “feeling.” World War II-era and post-war residential buildings may express regional suburban settlement patterns, experimental materials, new or non-traditional building technologies, blurring or blending of indoor/outdoor spaces, and stylistic preferences of the architects, landscape architects, builders and residents. Therefore, the aspects of design, materials, and workmanship are most important, conveying importance of building technology, craft, and artistic inclinations of designers, builders, and owners. Location and setting are important aspects, providing the physical and functional contexts for the resource, and recognizing many of the suburban single-family homes’ lots, street layouts, and landscape plans were part of the overall attraction. The aspects of feeling and association are also important, and the building should retain the ability to convey the historic sense of the neighborhood and association with a larger development (if applicable). Exemplary workmanship was not necessarily as highly valued, or needed, in the post-war era because experimentation with new materials and manufacturing techniques was more important than hand craftsmanship.

### **Commercial Properties**

Commercial buildings in the war and post-war eras were generally, though not all, dedicated to a single use, such as office, retail, restaurant/entertainment; or, to other income-producing uses not related to the production, distribution, or repair of goods. Within Sacramento’s Central City, commercial property types historically developed along J and K streets, which served as Sacramento’s original commercial corridors. Post World War II “Modern” commercial buildings were constructed both in Sacramento’s Downtown and Midtown areas. Architects of note include, Rickey & Brooks; Starks, Jozens & Nacht; Harry Devine; Dreyfuss & Blackford; Herbert Goodpaster; and Dean Unger, among others.

Following World War II, developers began to build shopping centers, strip malls, and commercial buildings along the major commercial corridors within the new residential subdivisions developed. The commercial buildings were generally of a post-war “Modern” or a “car culture” aesthetic, often referred to as “Googie Architecture.” The “modern” building types in Sacramento often included inset first-floor bases and floor to ceiling glazing and doorways with upper story grille or solar fin screens over the walls of glazing. In Sacramento, several post-war gas stations clearly reflect the “Googie Architecture” design aesthetic. The new commercial areas and shopping centers were popular because they were convenient by car, contained many stores in one location, and often had large expanses of parking lots right out front. The Town and Country Village, developed by Jere Strizek in 1946 and the Arden Fair Mall, designed in 1957 as an outdoor mall, rivaled the shopping establishments located downtown. Portions of K Street were converted to a pedestrian mall in the 1960s and the West End Commercial Complex, or Downtown Plaza, was constructed to lure costumers back downtown. These post-War projects warrant further study to evaluate significance within the careers of prominent designers or builders, as potential historic districts, or as significant examples of the development of post-war “Modern” design types” in Sacramento.

#### *Significance*

Commercial buildings may be found eligible under National Register Criteria A, B, and C; California Register Criteria 1, 2, and 3; and Sacramento Register Criteria i, ii, and iii. Like its residential counterpart, World War II-era and post-war commercial development in Sacramento

is often reflects the competition between traditional downtowns and neighborhood development, and suburbanization and the exodus of downtown businesses to suburban shopping centers and strip malls. Commercial properties may be significant as part of a larger development of a neighborhood or for their associations with society's reliance on the automobile (sometimes referred to as "car culture"). Properties eligible for listing in the National Register under Criterion A, the California Register under Criterion 1, or the Sacramento Register under Criterion i (Event) should have been constructed at least 50 years ago and have a close association with an important historical event or a developmental pattern relating to the history of World War II, downtown/suburban business competition, redevelopment, and/or post-war "Modern" and/or "car culture" design aesthetics, and highway-related transportation in Sacramento.

For properties to be listed under National Register Criterion B, California Register Criterion 2, or the Sacramento Register under Criterion ii (Person), commercial properties should be at least 50 years of age and should be closely associated with a significant person or persons associated with the history of World War II, downtown/suburban business competition, redevelopment, post-war "Modern" and/or "car culture" designs, and highway-related transportation in Sacramento.

For properties to be listed under National Register Criterion C, California Register Criterion 3, or the Sacramento Register under Criterion iii (Design/Construction), commercial properties should have been constructed at least 50 years of age and should "represent the work of a master or possess high artistic values" and may also demonstrate distinctive characteristics of a "type, period, region, or method of construction," particularly, the WWII and post-war design types, primarily post-war "Modern" designs and "car culture" or "Googie Architecture"

### *Integrity*

In regard to commercial properties, the seven aspects of integrity in order of importance should be: design, materials, workmanship, association, feeling, setting, and location; please note for local evaluations, the Sacramento Register does not address integrity of "feeling." A commercial property typically expresses the values of the company or individual that built it and therefore it is important for the building to retain the bulk of its physical characteristics, especially its original design and materials. Location and setting are also important aspects, providing the context for the resource. Association with the building's original builder/owner and era of construction are also important. Exemplary workmanship was not necessarily as highly valued, or needed, in the post-war era where experimentation with new materials and manufacturing techniques was the priority over hand craftsmanship.

### **Downtown Redevelopment Projects**

The shift in development from the city center to the surrounding regions resulted in the isolation of some of Sacramento's oldest communities, notably the area now called Old Sacramento and the Pocket areas located along the Sacramento River south of downtown, which became physically separated from the rest of the city by the construction of Interstate 5. Notable redevelopment projects in Sacramento's downtown include the Capitol Mall; the K Street Pedestrian Mall; Downtown Plaza, a six-block shopping mall that includes a Macy's department store built in 1963; the creation of the Old Sacramento Historic District, including the portion of the historic district that would become the Old Sacramento State Historic Park and its associated properties (e.g. the California State Railroad Museum); and the overall clearance

and redevelopment of the larger West End neighborhood beginning in the 1950s. Some of these projects may be representative of mid-century planning and design principles. Properties in the area may be at least 50 years old, and therefore eligible for listing in the Sacramento, California and National registers. Other properties are nearing the 50-year threshold for historic significance. Therefore, the historic significance of the area should be evaluated.

The redevelopment of the Capitol Area is an important phase of Sacramento's history, and related property types are discussed in the State Government chapter.

### *Significance*

Redevelopment projects may be found eligible under National Register Criteria A, B, and C; California Register Criteria 1, 2, and 3; and Sacramento Register Criteria i, ii, and iii. Much of the built legacy of downtown Sacramento dates to the latter half of the twentieth century and entailed the demolition of often important buildings and entire neighborhoods in an effort to redevelop the city center. Properties eligible for listing in the National Register under Criterion A, California Register Criterion 1, or Sacramento Register Criteria i (Event) should be 50 years of age or older and will be associated with an important historical event or pattern relating to the history of World War II, redevelopment, and/or freeway-related transportation in Sacramento.

For properties to be listed under National Register Criterion B, California Register Criterion 2, or Sacramento Criterion ii (Person), redevelopment projects should be 50 years of age or older, and should be closely associated with a significant person or persons associated with the history of World War II, redevelopment, and/or freeway-related transportation in Sacramento.

For properties to be listed under National Register Criterion C, California Register Criterion 3, or Sacramento Criterion iii (Design/Construction), redevelopment projects should be at least 50 years of age and should "represent the work of a master or possess high artistic values" and may also demonstrate distinctive characteristics of a "type, period, region, or method of construction."

### *Integrity*

In regard to redevelopment projects, the seven aspects of integrity in order of importance should be: design, location, setting, association, workmanship, materials, and feeling; please note for local evaluations, the Sacramento Register does not address integrity of "feeling." Because the character of mid-century redevelopment projects is often the result of a combination of aesthetic treatments, in both architecture and landscape architecture, as well as city planning principles, it is important that enough of the original building and site design, including massing, spatial relationships, and style, remain intact in order to convey how the property or properties were used and their aesthetic intent. Since redevelopment projects may have been constructed as part of a complex or as infill, it is crucial that these resources relate to both immediate and broader physical contexts, and integrity of location and setting should be retained for this reason. Since some redevelopment projects may be large-scale and may have been altered over time, integrity of materials and workmanship may be somewhat less important. Integrity of association and feeling are ranked next in importance because the project must retain enough overall integrity to express its significance within the era it was constructed. Exemplary workmanship was not necessarily as highly valued, or needed, in the post-war era where experimentation with new materials and manufacturing techniques was the priority over hand craftsmanship.

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## **APPENDIX C:**

# **Comprehensive Environmental Response, Compensation and Liability Information System**

**Comprehensive Environmental Response, Compensation and Liability Information System**

SITE / FACILITY NAME	SITE / FACILITY TYPE	CLEANUP STATUS	ADDRESS DESCRIPTION	CITY
AIRGAS, INC	Not NPL <sup>1</sup>	RO <sup>2</sup>	3011 ACADEMY WAY	Sacramento
AUTO WRECKING YD PROP	Not NPL	NF <sup>3</sup>	AUBURN BLVD N OF EL CAMINO	Sacramento
ENVIROTECH CORP. WEMCO DIVISION	Not NPL	RO	721 NORTH B STREET	Sacramento
JIBBOOM JUNKYARD	Deleted NPL	[Blank Code]	240 - 260 JIBBOOM ST	Sacramento
LA QUINTA INN	Not NPL	RO	208 JIBBOOM STREET	Sacramento
LEVINE METALS	Not NPL	NF	1225 NORTH B STREET	Sacramento
NATOMAS AIRPORT	Not NPL	OS <sup>4</sup>	3801 AIRPORT RD	Sacramento
SACRAMENTO ARMY DEPOT	Final NPL	[Blank Code]	8350 FRUITRIDGE RD	Sacramento
SACRAMENTO TRAILER FIRE	Not NPL	RO	8542 ELDER CREEK ROAD	Sacramento
SACRAMENTO TRAIN TRESTLE FIRE	Not NPL	RO	EXPOSITON BLVD & TRIBUTE ROAD	Sacramento
SIERRA BATTERY SALES	Not NPL	OS	930 DEL PASO BLVD.	Sacramento
SOUTHGATE NORGE CLEANERS	Not NPL	OS	7131 GOVERNORS CIRCLE	Sacramento
UNION PACIFIC	Not NPL	OS	2207 7TH. AVENUE	Sacramento

**Source:** EPA, Comprehensive Environmental Response, Compensation and Liability Information System, accessed 2019.

**Notes:**

<sup>1</sup> NPL= National Priority List

<sup>2</sup> RO= Removal Only

<sup>3</sup> NF= No Further Action

<sup>4</sup> OS= Other, State Lead Cleanup

**California Department of Toxic Substances Control Envirostor Database**

<b>SITE / FACILITY NAME</b>	<b>ENVIROSTOR ID</b>	<b>SITE / FACILITY TYPE</b>	<b>CLEANUP STATUS</b>	<b>ADDRESS DESCRIPTION</b>	<b>CITY</b>	<b>ZIP</b>
1031 ARDEN WAY	60001008	VOLUNTARY CLEANUP	REFER: RWQCB	1031 ARDEN WAY	SACRAMENTO	95815
1500 Q STREET SITE	34150009	HISTORICAL	REFER: OTHER AGENCY	1500 Q STREET	SACRAMENTO	95814
16TH STREET PLATING	34340050	STATE RESPONSE	CERTIFIED	1826 16TH STREET	SACRAMENTO	95814
2401 FLORIN ROAD PROPERTY	34750041	SCHOOL INVESTIGATION	NO FURTHER ACTION	2401 FLORIN ROAD	SACRAMENTO	95822
24TH STREET CHARTER SCHOOL	60000023	SCHOOL INVESTIGATION	INACTIVE - NEEDS EVALUATION	7220-7222 & 7361 24TH STREET	SACRAMENTO	95822
723 S STREET	34990003	EVALUATION	REFER: OTHER AGENCY	723 S STREET	SACRAMENTO	95814
7UP BOTTLING FACILITY	60000509	VOLUNTARY CLEANUP	CERTIFIED O&M - LAND USE RESTRICTIONS ONLY - LAND USE RESTRICTIONS	2670 LAND AVE	SACRAMENTO	95815
A & M AUTO WRECKERS	34590004	HISTORICAL	REFER: OTHER AGENCY	716 BELL AVE.	SACRAMENTO	95838
A SCHOOL TEST PROJECT	60000675	SCHOOL CLEANUP	ACTIVE	1001 I STREET	SACRAMENTO	95814
A-1 PAINTERS, DECORATORS & PAPER HANGERS	34170036	EVALUATION	REFER: OTHER AGENCY	2816 S STREET	SACRAMENTO	95816
A-1 PLATING CO. (INACTIVE #3)	34340093	EVALUATION	INACTIVE - NEEDS EVALUATION	1721 16TH ST.	SACRAMENTO	95814
A-1 PLATING COMPANY	34340002	STATE RESPONSE	CERTIFIED O&M - LAND USE RESTRICTIONS ONLY - LAND USE RESTRICTIONS	2170 ACOMA ST	SACRAMENTO	95815
A-B-C CLEANERS	34720001	HISTORICAL	REFER: OTHER AGENCY	1120 7TH STREET	SACRAMENTO	95814

SITE / FACILITY NAME	ENVIROSTOR ID	SITE / FACILITY TYPE	CLEANUP STATUS	ADDRESS DESCRIPTION	CITY	ZIP
ALL SIGNS	34370068	HISTORICAL	REFER: OTHER AGENCY	6505 FOLSOM BOULEVARD	SACRAMENTO	95819
ALTA PLATING AND CHEMICAL CORP.	34340007	EVALUATION	REFER: RWQCB	1733 S STREET	SACRAMENTO	95814
AMERICAN PLATING WORKS	34340121	EVALUATION	INACTIVE - NEEDS EVALUATION	2822 S STREET	SACRAMENTO	95816
AMERICAN POLY-THERM COMPANY, INC.	34300001	EVALUATION	NO FURTHER ACTION	1636 KATHLEEN AVENUE	SACRAMENTO	95815
APOLLO CLEANERS	34720005	HISTORICAL	REFER: OTHER AGENCY	1326 FULTON AVENUE	SACRAMENTO	95825
ARDEN PLAZA CLEANERS	34720007	HISTORICAL	REFER: OTHER AGENCY	4373 ARDEN WAY	SACRAMENTO	95825
ARNOLD PALMER CLEANING CENTER	34720008	EVALUATION	REFER: RCRA	4338 ARDEN WAY	SACRAMENTO	95825
ARON'S BUILDING & WRECKING	57490008	HISTORICAL	INACTIVE - NEEDS EVALUATION	4245 & 4305 WEST CAPITOL AVE.	WEST SACRAMENTO	95691
ARROW CURTAIN AND DRAPERY CLEANERS	34270017	HISTORICAL	REFER: OTHER AGENCY	3301 FOLSOM BOULEVARD	SACRAMENTO	95816
ART CLEANERS & DYERS (INACTIVE #309)	34720056	HISTORICAL	REFER: OTHER AGENCY	4821 J ST	SACRAMENTO	95819
ART'S BODY & PAINT SHOP	34750003	HISTORICAL	REFER: OTHER AGENCY	7049 FLORIN-PERKINS RD	SACRAMENTO	95828
AUTO WRECKING YARD PROPERTY	34170035	EVALUATION	INACTIVE - NEEDS EVALUATION	1421 AUBURN BOULEVARD	SACRAMENTO	95815
AMERICAN PLATING WORKS	71003742	TIERED PERMIT	NO ACTION REQUIRED	2822 S STREET REAR	SACRAMENTO	95816
ANDREW CORP.	71003424	TIERED PERMIT	INACTIVE - NEEDS EVALUATION	8430 ROVANA CIRCLE	SACRAMENTO	95828

SITE / FACILITY NAME	ENVIROSTOR ID	SITE / FACILITY TYPE	CLEANUP STATUS	ADDRESS DESCRIPTION	CITY	ZIP
B O R INDUSTRIES, INC	57420006	EVALUATION	INACTIVE - NEEDS EVALUATION	2505 RICE AVENUE	WEST SACRAMENTO	95691
BIGGERS INDUSTRIAL GERLINGER	34340018	HISTORICAL	NO FURTHER ACTION	551 SEQUOIA PACIFIC BOULEVARD	SACRAMENTO	95814
BJ'S CLEANERS #1	34270001	HISTORICAL	REFER: OTHER AGENCY	8959 FOLSOM BOULEVARD	SACRAMENTO	95826
BJ'S CLEANERS #2	34270028	HISTORICAL	REFER: OTHER AGENCY	3635 SOUTH PORT DRIVE	SACRAMENTO	95826
BOB GRAVENKAMP AUTO WRECKER	34500020	HISTORICAL	REFER: OTHER AGENCY	3316 47TH AVE	SACRAMENTO	95823
BOB'S CLEANERS	34270030	HISTORICAL	REFER: OTHER AGENCY	2675 BROADWAY	SACRAMENTO	95818
BOULEVARD FRENCH LAUNDRY & CLEANERS	34720010	HISTORICAL	REFER: OTHER AGENCY	3315 FOLSOM BLVD.	SACRAMENTO	95816
BRIDGEWAY ISLAND ELEMENTARY	57010004	SCHOOL INVESTIGATION	NO FURTHER ACTION	GOLDEN GATE DR/HALF MOON BAY CIRCLE/MARSH ALL RD	WEST SACRAMENTO	95691
BUILDING 1407-MCCLELLAN AIR FORCE BASE	34830002	SCHOOL INVESTIGATION	NO ACTION REQUIRED	BUILDING 1407/MCCLELLAN AFB	SACRAMENTO	95652-1075
BRIDGEWAY ISLAND ELEMENTARY SCHOOL	60000788	SCHOOL INVESTIGATION	NO ACTION REQUIRED	3255 HALF MOON BAY CIRCLE	WEST SACRAMENTO	95691
BRIDGEWAY LAKES NORTH - PHASE I B	60000426	VOLUNTARY CLEANUP	CERTIFIED	3695 MARSHALL ROAD	WEST SACRAMENTO	95691
CADA WAREHOUSE REDEVELOPMENT PROJECT	34390001	VOLUNTARY CLEANUP	CERTIFIED	1108 R STREET	SACRAMENTO	95814
CAE VANGUARD, INC.	71003566	TIERED PERMIT	INACTIVE - NEEDS EVALUATION	4391 PELL DRIVE #E	SACRAMENTO	95838

SITE / FACILITY NAME	ENVIROSTOR ID	SITE / FACILITY TYPE	CLEANUP STATUS	ADDRESS DESCRIPTION	CITY	ZIP
CALIFORNIA ANALYTICAL LABS.	34730092	HISTORICAL	NO FURTHER ACTION	401 N 16TH ST.	SACRAMENTO	95814
CALIFORNIA STATE UNIVERSITY SACRAMENTO	CAT080031115	HAZ WASTE - State Only	CLOSED	6000 J ST	SACRAMENTO	9.58E+08
CALTRANS HEADQUARTERS	CAD981685563	HAZ WASTE	NON-OPERATING	1120 N ST	SACRAMENTO	9.58E+08
CALTRANS, I-5 Q STREET OFF-RAMP	34240037	STATE RESPONSE	CERTIFIED O&M - LAND USE RESTRICTIONS ONLY - LAND USE RESTRICTIONS	I-5 Q STREET OFF-RAMP	SACRAMENTO	95814
CAMPBELL SOUP COMPANY	34200003	EVALUATION	REFER: OTHER AGENCY	6200 FRANKLIN BOULEVARD	SACRAMENTO	95824
CAMPBELL SOUP SUPPLY CO	CAD009198367	HAZ WASTE - RCRA	CLOSED	43RD AVE & FRANKLIN BLVD	SACRAMENTO	9.58E+08
CAMPBELL SOUP SUPPLY CO	80001618	CORRECTIVE ACTION	NO FURTHER ACTION	43RD AVE & FRANKLIN BLVD	SACRAMENTO	9.58E+08
CAPITOL CITY TRUCK & BUS REPAIR	57750003	HISTORICAL	INACTIVE - NEEDS EVALUATION	4235 WEST CAPITOL AVENUE	WEST SACRAMENTO	95691
CAPITOL PLATING CORPORATION	57340006	STATE RESPONSE	INACTIVE - ACTION REQUIRED	319 3RD STREET	WEST SACRAMENTO	95605
CENTRAL VALLEY CHEMICALS	34280020	HISTORICAL	REFER: OTHER AGENCY	1908 DAVID STREET	SACRAMENTO	95826
CHRIS CLEANERS (INACTIVE #323)	34720063	HISTORICAL	REFER: OTHER AGENCY	3213 MARYSVILLE BLVD.	SACRAMENTO	95815
CHROMALLOY/ GENERAL RADIATOR	34370020	STATE RESPONSE	CERTIFIED O&M - LAND USE RESTRICTIONS ONLY - LAND	7609 WILBUR WAY	SACRAMENTO	95828

SITE / FACILITY NAME	ENVIROSTOR ID	SITE / FACILITY TYPE	CLEANUP STATUS	ADDRESS DESCRIPTION	CITY	ZIP
			USE RESTRICTIONS			
CLARK TRUCKING	57420005	EVALUATION	REFER: RWQCB	2000 SOUTH RIVER ROAD	WEST SACRAMENTO	95691
CREEKSIDE LEARNING CENTER	34070017	SCHOOL INVESTIGATION	NO FURTHER ACTION	KOKOMO AND NORTH PARK DRIVE	SACRAMENTO	95834
CROWN CLEANERS, #1	34720017	EVALUATION	REFER: OTHER AGENCY	5541 H STREET	SACRAMENTO	95819
CRYSTAL CLEANERS	34720144	HISTORICAL	REFER: OTHER AGENCY	2933 WALNUT AVENUE	SACRAMENTO	95826
CTR. FOR AIDS RESEARCH, ED. AND SVCS.	34800002	CALMORTGAGE	NO ACTION REQUIRED	1500 - 21ST STREET	SACRAMENTO	95814
CURLEY'S C AND L CLEANERS	34720019	HISTORICAL	REFER: OTHER AGENCY	7206 FRUITRIDGE ROAD	SACRAMENTO	95826
CURLEY'S ELITE CLEANERS	34270067	HISTORICAL	REFER: OTHER AGENCY	7101 FRANKLIN BOULEVARD	SACRAMENTO	95823
CURLEYS CLEANERS	34720145	HISTORICAL	REFER: OTHER AGENCY	7424 SUNSET AVE	SACRAMENTO	95822
DOWNTOWN RAILYARD VENTURE, LLC	60002230	VOLUNTARY CLEANUP	ACTIVE - LAND USE RESTRICTIONS	PORTIONS OF THE FORMER SPTCO LOCOMOTIVE WORKS (AKA SACRAMENTO RAILYARDS). PORTIONS OF LAGOON, NORTHERN SHOPS, CENTRAL CORRIDOR, CAR SHOP NINE AND SACRAMENTO STATION STUDY AREAS (APN: 002-0010-049, -052, -056, AND -058).	SACRAMENTO	95814

SITE / FACILITY NAME	ENVIROSTOR ID	SITE / FACILITY TYPE	CLEANUP STATUS	ADDRESS DESCRIPTION	CITY	ZIP
DUFFY'S CLEANERS AND TAILORS	34720021	HISTORICAL	REFER: OTHER AGENCY	4643 FREEPORT BLVD	SACRAMENTO	95818
DEL PASO HEIGHTS ES ORG - PORTABLE REPLACEMENT BUILDING	60001467	SCHOOL INVESTIGATION	INACTIVE - NEEDS EVALUATION	590 MOREY AVENUE	SACRAMENTO	95838
EDWARD KEMBLE ELEMENTARY SCHOOL	34820004	SCHOOL INVESTIGATION	NO ACTION REQUIRED	7495 19TH STREET	SACRAMENTO	95822
ELECTRO-COATINGS INC	57350002	HISTORICAL	REFER: OTHER AGENCY	2904 DULUTH STREET	WEST SACRAMENTO	95691
ESS LABORATORY	34360007	STATE RESPONSE	CERTIFIED	9613 OATES DR	SACRAMENTO	95827
ELKHORN VILLAGE ELEMENTARY SCHOOL	60000828	SCHOOL INVESTIGATION	NO ACTION REQUIRED	750 CUMMINS WAY	WEST SACRAMENTO	95605
EQUILON ENTERPRISES, LLC	71002125	TIERED PERMIT	INACTIVE - NEEDS EVALUATION	1509 S. RIVER ROAD	WEST SACRAMENTO	95691
FABRICARE ONE HOUR MARTINIZING #1	57720001	HISTORICAL	REFER: OTHER AGENCY	2797 DELMONTE BLVD	WEST SACRAMENTO	95691
FABRICARE ONE HOUR MARTINIZING #2	57720005	HISTORICAL	REFER: OTHER AGENCY	827 JEFFERSON BOULEVARD	WEST SACRAMENTO	95691
FASHION CLEANERS	34720025	EVALUATION	REFER: OTHER AGENCY	2458 AVALON DRIVE	SACRAMENTO	95825
FEDERAL COURTHOUSE - SACRAMENTO	34750040	VOLUNTARY CLEANUP	CERTIFIED O&M - LAND USE RESTRICTIONS ONLY - LAND USE RESTRICTIONS	5TH AND I STREETS	SACRAMENTO	95814
FINKEY'S DETROIT & G.M. DIESEL ENGINES	57750001	HISTORICAL	REFER: RWQCB	3050 WEST CAPITAL AVE.	WEST SACRAMENTO	95691



SITE / FACILITY NAME	ENVIROSTOR ID	SITE / FACILITY TYPE	CLEANUP STATUS	ADDRESS DESCRIPTION	CITY	ZIP
FLORIN CLEANERS	34720029	EVALUATION	REFER: OTHER AGENCY	6612 FLORIN ROAD	SACRAMENTO	95828
FONTS PROPERTY	34650001	STATE RESPONSE	CERTIFIED	1822 16TH STREET	SACRAMENTO	95814
FORMER CITY LANDFILL	34490024	EVALUATION	REFER: OTHER AGENCY	NORTH OF WEST 28TH AND NORTH B STREETS	SACRAMENTO	95816
FORMER SUTTER MEMORIAL HOSPITAL	60002555	VOLUNTARY CLEANUP	NO FURTHER ACTION	5105 F STREET	SACRAMENTO	95819
FRANKLIN FIELD COUNTY AIRPORT	34450009	EVALUATION	REFER: RWQCB	BRUCEVILLE RD.	SACRAMENTO	95823
FLORIN VINEYARD GAP QUAD 1 ELEMENTARY SCHOOL	60002361	SCHOOL INVESTIGATION	NO FURTHER ACTION	7450 ELK GROVE-FLORIN ROAD	SACRAMENTO	95829
FORMER GENUINE PARTS STORE	60001460	VOLUNTARY CLEANUP	CERTIFIED	4914 AUBURN BLVD.	SACRAMENTO	95841
FUTURE K-8 SITE AT TRUXEL AND ARENA	60002414	SCHOOL INVESTIGATION	INACTIVE - WITHDRAWN	3949 TRUXEL ROAD	SACRAMENTO	95834
FUTURE SACRED HEART SCHOOL	60000964	VOLUNTARY CLEANUP	NO FURTHER ACTION	39TH STREET AND H STREET	SACRAMENTO	95816
GERBER DUMP-SACRAMENTO CO - SWDS	34490014	EVALUATION	REFER: RWQCB	GERBER & EXCELSIOR RDS.	SACRAMENTO	95823
GOLDEN WEST HOMES (GPM)	34360067	STATE RESPONSE	CERTIFIED	9998 OLD PLACERVILLE ROAD	SACRAMENTO	95827
GATEWAY COMMUNITY CHARTERS PROPOSED NEW CHARTER SCHOOL	60001750	SCHOOL INVESTIGATION	NO ACTION REQUIRED	4525 MAY STREET	SACRAMENTO	95838
H & H CLEANERS	34720154	HISTORICAL	REFER: OTHER AGENCY	2504 WATT AVE	SACRAMENTO	95821

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H AND H CLEANERS	57720007	HISTORICAL	REFER: OTHER AGENCY	1231 MERKLEY AVENUE	WEST SACRAMENTO	95691
HARRIS AVENUE PCB SITE	34330035	STATE RESPONSE	CERTIFIED	627 HARRIS AVE	SACRAMENTO	95838
HOLLAND CLEANERS	34720156	HISTORICAL	REFER: OTHER AGENCY	7115 SOUTH LAND PARK DRIVE	SACRAMENTO	95831
HS/MS 10/ALT 7	70000151	SCHOOL INVESTIGATION	INACTIVE - NEEDS EVALUATION	FLORIN ROAD/BRADSHAW ROAD	SACRAMENTO	95202
J & J ONE HOUR CLEANERS	34270094	HISTORICAL	REFER: OTHER AGENCY	1385 FLORIN ROAD	SACRAMENTO	95822
JAR BUILDING - GERLINGER MOTOR PARTS	57370001	HISTORICAL	REFER: RWQCB	3020 & 3040 DULUTH STREET	WEST SACRAMENTO	95691
JENSEN FLYING SERVICES	34450022	STATE RESPONSE	CERTIFIED	2080 BLAIR AVENUE	SACRAMENTO	95819
JIBBOOM BUILDING	34490056	VOLUNTARY CLEANUP	CERTIFIED / OPERATION & MAINTENANCE - LAND USE RESTRICTIONS	240 JIBBOOM STREET	SACRAMENTO	95814
JIBBOOM JUNKYARD	34490023	FEDERAL SUPERFUND - DELISTED	CERTIFIED	240-260 JIBBOOM STREET	SACRAMENTO	95814
JOHN BIGLER ELEMENTARY SITE	34000006	SCHOOL INVESTIGATION	NO ACTION REQUIRED	2200 JOHN STILL DRIVE	SACRAMENTO	95832
JOHN TAYLOR FERTILIZER (INACTIVE #327)	34280146	HISTORICAL	NO FURTHER ACTION	2700 ACADEMY WAY	SACRAMENTO	95815
JOHNSON CONTROL	34490054	STATE RESPONSE	CERTIFIED	AREA WEST OF FRANKLIN ON SIMMS	SACRAMENTO	95823
KAROLTON ENVELOPE CO./AMERICAN PAD & PAP	80001414	CORRECTIVE ACTION	NO ACTION REQUIRED	2660 PORT ST	WEST SACRAMENTO	9.57E+08
KAROLTON ENVELOPE CO./AMERICAN PAD & PAP	CAD053409082	HAZ WASTE	PROTECTIVE FILER	2660 PORT ST	WEST SACRAMENTO	9.57E+08

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KELBRO CORPORATION	34240027	EVALUATION	REFER: OTHER AGENCY	3560 RAMONA AVENUE	SACRAMENTO	95826
KEN'S BUFF AND PLATING	70000051	STATE RESPONSE	ACTIVE	1816 21ST STREET	SACRAMENTO	95814
L STREET SITE - #1830	34290013	HISTORICAL	REFER: RWQCB	1830 L STREET	SACRAMENTO	95816
LABRIC/C & S BATTERY AND LEAD	60002773	EVALUATION	ACTIVE	860 RISKE LANE	WEST SACRAMENTO	95691
LAND PARK CLEANERS	34720039	HISTORICAL	REFER: OTHER AGENCY	5862 SOUTH LAND PARK DRIVE	SACRAMENTO	95822
LEIBEL'S CLEANERS AND TAILORS	34720040	HISTORICAL	REFER: OTHER AGENCY	10853 FOLSOM BOULEVARD	SACRAMENTO	95827
LOWRYS ONE-HOUR CLEANING - ARDEN FAIR	34720006	HISTORICAL	REFER: OTHER AGENCY	1633 ARDEN WAY	SACRAMENTO	95815
LUCKY DRAYAGE	57420003	HISTORICAL	REFER: RWQCB	1520 SOUTH RIVER ROAD	WEST SACRAMENTO	95691
LIBERTY ELEMENTARY SCHOOL SITE (YOUNG J. PAIK FAMILY TRUST)	60001314	SCHOOL INVESTIGATION	NO FURTHER ACTION	NORTH OF DAVIS ROAD AND EAST OF ANTIOCH AVENUE	WEST SACRAMENTO	95691
LIBERTY K-8 SCHOOL	60002738	SCHOOL INVESTIGATION	ACTIVE	EAST OF VILAGE PARKWAY & SOUTH OF TAMARACK ROAD	WEST SACRAMENTO	95691
LOT X	60002790	VOLUNTARY CLEANUP	ACTIVE	BOUNDED BY CAPITOL MALL, 3RD ST., N ST., AND I-5. (APNS 006-0135-028, -029, AND -030)	SACRAMENTO	95814
LUTHER BURBANK HIGH SCHOOL SPORTS COMPLEX	60001286	SCHOOL INVESTIGATION	NO ACTION REQUIRED	3500 FLORIN ROAD	SACRAMENTO	95823

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MARCONI WATT CLEANERS	34720041	HISTORICAL	REFER: OTHER AGENCY	3510 MARCONI AVENUE	SACRAMENTO	95821
MASTER CLEANERS INC	34720162	HISTORICAL	REFER: OTHER AGENCY	1506 SILICA AVENUE	SACRAMENTO	95815
MC SUPPLY FORWARDING ANNEX (J09CA7048)	80000743	MILITARY EVALUATION	INACTIVE - NEEDS EVALUATION		SACRAMENTO	
MCCLATCHY WAY PROPERTY	34880003	SCHOOL INVESTIGATION	NO ACTION REQUIRED	401 MCCLATCHY WAY	SACRAMENTO	95818
MCCLELLAN AFB OTR MK	80000011	MILITARY EVALUATION	NO FURTHER ACTION		SACRAMENTO	
MCCLELLAN AFB TEMPORARY HOUSING	80001160	MILITARY EVALUATION	NO FURTHER ACTION		SACRAMENTO	
MCCLELLAN AIR FORCE BASE - BUILDING 7	34970010	FEDERAL SUPERFUND - LISTED	NO FURTHER ACTION	5200 WATT AVENUE	SACRAMENTO	95660
MCCURRY COMPANIES	34590018	HISTORICAL	NO FURTHER ACTION	1231 K ST	SACRAMENTO	95814
MENCARINI & JARWIN INC, CHROME CRAFT	34340035	HISTORICAL	REFER: RWQCB	1819 23RD ST	SACRAMENTO	95816
MERCURY CLEANERS	34720044	HISTORICAL	REFER: OTHER AGENCY	1419 16TH STREET	SACRAMENTO	95814
MERRY X-RAY CHEMICAL CORPORATION	CAL000100189	HAZ WASTE - Standardized	CLOSED	1045 W NATIONAL DR	SACRAMENTO	9.58E+08
METALLOY STEEL FOUNDRY	34340038	VOLUNTARY CLEANUP	NO FURTHER ACTION	8588 THYS COURT	SACRAMENTO	95828
MIDDLE/HIGH SCHOOL SITE	34020005	SCHOOL INVESTIGATION	NO ACTION REQUIRED	ELKHORN BOULEVARD/EAST LEVEE ROAD	SACRAMENTO	95835
MODEL CLEANERS	34720045	HISTORICAL	REFER: OTHER AGENCY	2780 FRUITRIDGE RD	SACRAMENTO	95820
MR. CLEAN CLEANERS	34720046	HISTORICAL	REFER: OTHER AGENCY	7080 24TH ST	SACRAMENTO	95822

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MAPLE TREE	60002617	CALMORTGAGE	NO ACTION REQUIRED	7599 MAPLE TREE WAY	SACRAMENTO	95831
MATHER AIR FORCE BASE	34970003	FEDERAL SUPERFUND - LISTED	ACTIVE - LAND USE RESTRICTIONS	5,485 ACRES; 12 MI EA OF SACRAMENTO, CA	SACRAMENTO	95655
MATHER STORAGE ANX (J09CA0081)	80000054	MILITARY EVALUATION	NO FURTHER ACTION		SACRAMENTO	
MCCLELLAN AIR FORCE BASE	34970002	FEDERAL SUPERFUND - LISTED	ACTIVE - LAND USE RESTRICTIONS	APPROX 5200 WATT AVE	SACRAMENTO	95652
MCCLELLAN PARK MOA	80001195	FEDERAL SUPERFUND - LISTED	ACTIVE - LAND USE RESTRICTIONS	CORNER OF BELL AVE AND PARKER STREET	SACRAMENTO	95652
MCCLELLAN SRC AUX (J09CA0161)	80000108	MILITARY EVALUATION	NO FURTHER ACTION		SACRAMENTO	
MERCY HOUSING CALIFORNIA	70000126	VOLUNTARY CLEANUP	CERTIFIED	3421 EAST COUNTRY CLUB LANE	SACRAMENTO	95691
MIXED USE TOWER AND CITY PARKING	60002233	VOLUNTARY CLEANUP	ACTIVE	SE CORNER OF 5TH AND J STREETS	SACRAMENTO	95814
NATOMAS AIRPORT	34450010	VOLUNTARY CLEANUP	REFER: EPA	3801 AIRPORT ROAD	SACRAMENTO	95834
NATOMAS MIDDLE SCHOOL	34010009	SCHOOL INVESTIGATION	NO FURTHER ACTION	3710 DEL PASO BOULEVARD	SACRAMENTO	95834
NEW K-12 CHARTER SCHOOL	34880002	SCHOOL INVESTIGATION	NO ACTION REQUIRED	BELL AVENUE	SACRAMENTO	95838
NIROP SACRAMENTO (J09CA1062)	80000659	MILITARY EVALUATION	NO FURTHER ACTION		SACRAMENTO	
NORGE CLEANING VILLAGE (SOUTHGATE)	34720048	EVALUATION	REFER: RWQCB	7131 GOVERNORS CIRCLE	SACRAMENTO	95823
NORGE VILLAGE CLEANERS	34720047	HISTORICAL	REFER: OTHER AGENCY	2707 EL CAMINO AVENUE	SACRAMENTO	95821
NORTH HIGHLANDS	34480006	STATE RESPONSE	NO FURTHER ACTION	8 ACRES;6 MI NORTHEAST	SACRAMENTO	95660

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AIR NATIONAL GUARD				OF SACRAMENTO, CA		
NORTHBOROUGH ELEMENTARY SCHOOL	34010020	SCHOOL INVESTIGATION	NO ACTION REQUIRED	BANFIELD DRIVE/MINDE N WAY	SACRAMENTO	95834
NORTHBOROUGH II ELEMENTARY SCHOOL	34010024	SCHOOL INVESTIGATION	NO FURTHER ACTION	MAYBROOK DRIVE/MABRY DRIVE	SACRAMENTO	95835
NORTHPOINTE MIDDLE SCHOOL	34010008	SCHOOL INVESTIGATION	NO FURTHER ACTION	CLUB CENTER DRIVE/DANBROOK ROAD	SACRAMENTO	95835
NORWOOD JUNIOR HIGH	34970009	SCHOOL INVESTIGATION	NO ACTION REQUIRED	NORWOOD AVENUE/MAIN AVENUE	SACRAMENTO	95838
NATOMAS CROSSING	34010018	SCHOOL INVESTIGATION	NO FURTHER ACTION	ENDEAVOR WAY/AIRPORT ROAD	SACRAMENTO	95834
NORTH 12TH STREET SOCIAL SERVICES SITE	60001172	EVALUATION	INACTIVE - ACTION REQUIRED	1221 N A ST., 1223 N A ST., 111 N 12TH ST. AND A ST.	SACRAMENTO	95811
NORTH B STREET PROPERTIES	60002696	VOLUNTARY CLEANUP	ACTIVE	458 / 464 / 468 NORTH B STREET	SACRAMENTO	95811
ONE HOUR MARTINIZING	34720049	HISTORICAL	REFER: OTHER AGENCY	1000 ALHAMBRA BOULEVARD	SACRAMENTO	95816
ORCHARD SUPPLY COMPANY	34280048	STATE RESPONSE	CERTIFIED O&M - LAND USE RESTRICTIONS ONLY - LAND USE RESTRICTIONS	1731 17TH STREET	SACRAMENTO	95814
OLD BRYTE LANDFILL	60001146	VOLUNTARY CLEANUP	ACTIVE	50035 COUNTY ROAD 126	WEST SACRAMENTO	95691
ORCHARD SUPPLY COMPANY/WORLD OF GOOD TASTE	70000025	VOLUNTARY CLEANUP	NO FURTHER ACTION	THE BUILDING AT THE ORCHARD SUPPLY COMPANY	SACRAMENTO	95814

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				SITE, 1731 17TH STREET		
PACIFIC COAST CHEMICAL COMPANY	34510057	HISTORICAL	REFER: OTHER AGENCY	8120 37TH AVENUE	SACRAMENTO	95824
PAL-PEN CHEMICAL CORPORATION	34280051	HISTORICAL	REFER: OTHER AGENCY	2010 TRIMBLE WAY	SACRAMENTO	95825
PALM IRON AND BRIDGE WORKS	34340040	HISTORICAL	INACTIVE - NEEDS EVALUATION	8845 ELDER CREEK ROAD	SACRAMENTO	95828
PALM IRON WORKS	34340119	STATE RESPONSE	CERTIFIED	1515 S STREET	SACRAMENTO	95814
PAYLESS CLEANERS (2)	57720002	HISTORICAL	REFER: OTHER AGENCY	1351 MERKLEY AVENUE	WEST SACRAMENTO	95691
PETROCHECK	34950001	HISTORICAL	REFER: OTHER AGENCY	2076 ACOMA STREET	SACRAMENTO	95815
PETROLEUM TANK LINES	57420001	EVALUATION	REFER: RWQCB	2600 RICE AVENUE	WEST SACRAMENTO	95691
PG&E - SACRAMENTO SITE	34490048	STATE RESPONSE	ACTIVE - LAND USE RESTRICTIONS	2000 FRONT STREET	SACRAMENTO	95818
PG&E MANUFACTURED GAS PLANT SV-SA-SAC-3	34490050	EVALUATION	INACTIVE - NEEDS EVALUATION	SOUTH OF WESTERN END OF BROADWAY	SACRAMENTO	95801
PHOEBE HEARST ELEMENTARY SCHOOL	60000037	SCHOOL INVESTIGATION	REFER: LOCAL AGENCY	1410 60TH STREET	SACRAMENTO	95819
PINE MOUNTAIN CORPORATION	34240035	EVALUATION	REFER: OTHER AGENCY	6001 POWER INN ROAD	SACRAMENTO	95824
PITTSBURG DES MOINES STEEL	34340117	STATE RESPONSE	REFER: OTHER AGENCY	9605 BUTTERFIELD	SACRAMENTO	95827
PRECISION PLATING AND GRINDING	34330009	HISTORICAL	REFER: OTHER AGENCY	3030 POWER INN ROAD	SACRAMENTO	95826
PRESTIGE CLEANERS AND LAUNDRY	34720070	HISTORICAL	REFER: OTHER AGENCY	4765 J ST	SACRAMENTO	95819
PROCTER & GAMBLE	CAD009189457	HAZ WASTE	PROTECTIVE FILER	8201 FRUITRIDGE RD	SACRAMENTO	9.58E+08

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MANUFACTURING CO						
PROCTER & GAMBLE MFG. CO.	34280055	EVALUATION	REFER: OTHER AGENCY	POWER INN & FRUITRIDGE ROADS	SACRAMENTO	95813
PELL DRIVE	60001003	VOLUNTARY CLEANUP	INACTIVE - NEEDS EVALUATION	4220 PELL DRIVE	SACRAMENTO	95838
PRICE CLUB #108	71003268	TIERED PERMIT	INACTIVE - NEEDS EVALUATION	6930 65TH STREET	SACRAMENTO	95823
PROGRESSIVE CIRCUIT PRODUCTS	71003118	TIERED PERMIT	INACTIVE - NEEDS EVALUATION	4361 PELL DRIVE	SACRAMENTO	95838
PROPOSED RAILYARDS HOSPITAL	60002580	VOLUNTARY CLEANUP	ACTIVE	LOTS 2, 3, 5, AND 6 AT THE NW PORTION OF THE RAILYARDS	SACRAMENTO	95814
PROPOSED SOJOURNER TRUTH HIGH SCHOOL	60000495	SCHOOL INVESTIGATION	NO FURTHER ACTION	7360 GLORIA DRIVE	SACRAMENTO	95831
PROPOSED TERRACE PARK ELEMENTARY SCHOOL	60000655	SCHOOL INVESTIGATION	NO FURTHER ACTION	GREG THATCH CIRCLE AND TRES PIEZAS WAY	SACRAMENTO	95835
PROPOSED VINEYARD POINTE ELEMENTARY SCHOOL	60001844	SCHOOL INVESTIGATION	NO ACTION REQUIRED	NW CORNER OF HANFIELD DR. & DIAMOND RANCH RD.	SACRAMENTO	95829
QUALEX, INC. - SACRAMENTO	71003352	TIERED PERMIT	INACTIVE - NEEDS EVALUATION	125 MAIN AVENUE	SACRAMENTO	95838
RAMOS ENVIRONMENTAL SERVICE	57290001	EVALUATION	REFER: OTHER AGENCY	1515 SOUTH RIVER RD.	WEST SACRAMENTO	95691
RAMOS ENVIRONMENTAL SERVICES	CAD044003556	INSPECTION	OUT OF COMPLIANCE	1515 S RIVER RD	WEST SACRAMENTO	95691
RAMOS ENVIRONMENTAL SERVICES	CAD044003556	HAZ WASTE - Standardized	OPERATING PERMIT	1515 S RIVER RD	WEST SACRAMENTO	9.57E+08



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RED FEATHER CLEANERS (INACTIVE #238)	34720060	HISTORICAL	REFER: OTHER AGENCY	2500 J ST.	SACRAMENTO	95816
REFINERIES SERVICES	CAL000051079	HAZ WASTE - Standardized	CLOSED	8280 14TH AVE	SACRAMENTO	9.58E+08
REGENCY PARK SCHOOL	34000007	SCHOOL INVESTIGATION	NO FURTHER ACTION	5901 BRIDGECROSS DRIVE	SACRAMENTO	95835
RICE GROWERS ASSOCIATION	57200005	HISTORICAL	NO FURTHER ACTION	901 SOUTH RIVER ROAD	WEST SACRAMENTO	95691
RICHFIELD OIL CO (INACTIVE #250)	34510072	HISTORICAL	REFER: OTHER AGENCY	RIVERSIDE BLVD. & SUTTERVILLE RD	SACRAMENTO	95818
RIVER CITY HIGH SCHOOL	57820002	SCHOOL INVESTIGATION	NO ACTION REQUIRED	1100 CLARENDON STREET	WEST SACRAMENTO	95691
RIVER TERRACE CLEANERS	34720126	HISTORICAL	REFER: OTHER AGENCY	2735 RIVERSIDE BLVD	SACRAMENTO	95818
RIVERPOINT BUSINESS PARK	57990002	EVALUATION	REFER: RWQCB	BETWN I-80, REED AVE, HARBOR BLVD.	WEST SACRAMENTO	95691
ROSEMONT HIGH SCHOOL	34010010	SCHOOL INVESTIGATION	NO FURTHER ACTION	KIEFER BOULEVARD/B RADSHAW AVENUE	SACRAMENTO	95827
ROUTIER ROAD SITE	60000120	SCHOOL INVESTIGATION	INACTIVE - WITHDRAWN	NE CORNER OF ROUTIER ROAD/SYSTEM S PARKWAY	SACRAMENTO	95815
RUSS TRANSMISSION	34750038	HISTORICAL	NO FURTHER ACTION	890 57TH STREET	SACRAMENTO	95819
RYTINA'S CLEANERS AND LAUNDRY	34720071	HISTORICAL	REFER: OTHER AGENCY	2525 YORKTOWN AVENUE	SACRAMENTO	95821
ROYAL OAKS LIGHT RAIL STATION	70000139	EVALUATION	INACTIVE - NEEDS EVALUATION	975 CALVADOS AVENUE	SACRAMENTO	95815
RETREAT AT SACRAMENTO, LLC	60002795	VOLUNTARY CLEANUP	ACTIVE	2601 REDDING AVENUE	SACRAMENTO	95820

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SAC ENGR AREA-WEIR AREA (J09CA0798)	80000391	STATE RESPONSE	NO FURTHER ACTION	STATE OLD RIVER/NORTH HARBOR ROAD	WEST SACRAMENTO	95605
SACRAMENTO ARMY DEPOT	80001235	CORRECTIVE ACTION	REFER: SMBRP	8350 FRUITRIDGE RD	SACRAMENTO	9.58E+08
SACRAMENTO ARMY DEPOT	CA0210020780	HAZ WASTE - RCRA	CLOSED	8350 FRUITRIDGE RD	SACRAMENTO	9.58E+08
SACRAMENTO ARMY DEPOT (SUBSITE)	34970006	STATE RESPONSE	CERTIFIED	8350 FRUITRIDGE ROAD	SACRAMENTO	95824
SACRAMENTO ARMY DEPOT - AREA I	34970007	STATE RESPONSE	CERTIFIED	8350 FRUITRIDGE ROAD	SACRAMENTO	95813
SACRAMENTO ARMY DEPOT - AREA II	34970008	STATE RESPONSE	CERTIFIED	8350 FRUITRIDGE ROAD	SACRAMENTO	95813
SACRAMENTO CABLE	34480005	STATE RESPONSE	CERTIFIED O&M - LAND USE RESTRICTIONS ONLY - LAND USE RESTRICTIONS	2175 PERKINS WAY	SACRAMENTO	95818
SACRAMENTO COUNTRY DAY SCHOOL	34280150	SCHOOL INVESTIGATION	NO ACTION REQUIRED	WHITE ROCK ROAD	SACRAMENTO	95630
SACRAMENTO COUNTY EXECUTIVE AIRPORT	34550006	STATE RESPONSE	CERTIFIED	6151 FREEPORT BLVD	SACRAMENTO	95822
SACRAMENTO COUNTY LANDFILL	34490025	EVALUATION	REFER: OTHER AGENCY	SLOUGHHOUSE	SACRAMENTO	95683
SACRAMENTO DYE HOUSE	34720169	HISTORICAL	REFER: OTHER AGENCY	401 T STREET	SACRAMENTO	95814
SACRAMENTO ENGINEERING DEPOT	80000700	MILITARY EVALUATION	INACTIVE - NEEDS EVALUATION		SACRAMENTO	
SACRAMENTO FOODS (DIV OF BORDEN FOODS)	34200018	HISTORICAL	REFER: OTHER AGENCY	424 NORTH 7TH STREET	SACRAMENTO	95814

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SACRAMENTO HOUSING & REDEVELOP. AGENCY	34240036	STATE RESPONSE	CERTIFIED O&M - LAND USE RESTRICTIONS ONLY - LAND USE RESTRICTIONS	1920 FRONT STREET	SACRAMENTO	95814
SACRAMENTO MEDICAL FOUNDATION	34800001	CALMORTGAGE	NO ACTION REQUIRED	1525 ALHAMBRA BLVD	SACRAMENTO	95816
SACRAMENTO MUNICIPAL AIRPORT	80001164	MILITARY EVALUATION	INACTIVE - NEEDS EVALUATION		SACRAMENTO	
SACRAMENTO PLATING INC.	34370014	STATE RESPONSE	ACTIVE	2809 S STREET	SACRAMENTO	95816
SACRAMENTO SURPLUS SALES	34420005	HISTORICAL	INACTIVE - NEEDS EVALUATION	4801 HEDGE AVENUE	SACRAMENTO	95826
SAFETY-KLEEN SACRAMENTO	80001233	CORRECTIVE ACTION	NO FURTHER ACTION	6000 88TH ST	SACRAMENTO	9.58E+08
SAFETY-KLEEN SYSTEMS,INC.	CA0000084517	INSPECTION	NO ACTION	6000 88TH ST	SACRAMENTO	95828
SAFETY-KLEEN SYSTEMS,INC.	CA0000084517	HAZ WASTE - RCRA	OPERATING PERMIT	6000 88TH ST	SACRAMENTO	9.58E+08
SCOE NEW COMMUNITY SCHOOL	60002620	SCHOOL INVESTIGATION	ACTIVE	SOUTH OF GERBER RD. & SOUTH OF FERNRIDGE DR.	SACRAMENTO	95828
SEABRONS CLEANERS LNDRY SRV	34720171	HISTORICAL	REFER: OTHER AGENCY	5834 FRANKLIN BLVD	SACRAMENTO	95824
SFPP/LP BRADSHAW TERMINAL	71003521	TIERED PERMIT	INACTIVE - NEEDS EVALUATION	2901 BRADSHAW ROAD	SACRAMENTO	95827
SIERRA BATTERY SALES	34360054	STATE RESPONSE	CERTIFIED O&M - LAND USE RESTRICTIONS ONLY - LAND USE RESTRICTIONS	977 LOCHBRAE ROAD	SACRAMENTO	95815
SIGNETICS CORP	CAT000614016	HAZ WASTE	CLOSED	4130 SO MARKET CT	SACRAMENTO	9.58E+08

SITE / FACILITY NAME	ENVIROSTOR ID	SITE / FACILITY TYPE	CLEANUP STATUS	ADDRESS DESCRIPTION	CITY	ZIP
SIGNETICS CORP	80001792	CORRECTIVE ACTION	NO FURTHER ACTION	4130 SO MARKET CT	SACRAMENTO	9.58E+08
SMALL HIGH SCHOOL AKA GENESIS HIGH SCH	34000017	SCHOOL INVESTIGATION	NO ACTION REQUIRED	5601 - 47TH AVENUE	SACRAMENTO	95824
SMUD NORTH CITY SUBSTATION	34360064	HISTORICAL	INACTIVE - NEEDS EVALUATION	20TH AND NORTH B STREETS	SACRAMENTO	95814
SMUD PCB SUBSTATION SITE #1	34490046	HISTORICAL	INACTIVE - NEEDS EVALUATION	AMADOR AVENUE AND POWER INN ROAD	SACRAMENTO	95826
SMUD PCB SUBSTATION SITE #10	34490035	HISTORICAL	INACTIVE - NEEDS EVALUATION	ELK GROVE-FLORIN ROAD	SACRAMENTO	95829
SMUD PCB SUBSTATION SITE #11	34490036	HISTORICAL	INACTIVE - NEEDS EVALUATION	FREEHAVEN DRIVE AT LAKE PARK DRIVE	SACRAMENTO	95831
SMUD PCB SUBSTATION SITE #12	34490037	HISTORICAL	INACTIVE - NEEDS EVALUATION	GILMAN WAY AT WALERGA ROAD	SACRAMENTO	95842
SMUD PCB SUBSTATION SITE #13	34490038	HISTORICAL	NO FURTHER ACTION	GLORIA DRIVE AT FLORIN ROAD	SACRAMENTO	95822
SMUD PCB SUBSTATION SITE #14	34490039	HISTORICAL	INACTIVE - NEEDS EVALUATION	KALAMAZOO DRIVE AT SAN JUAN AVENUE	SACRAMENTO	95833
SMUD PCB SUBSTATION SITE #15	34490040	HISTORICAL	INACTIVE - NEEDS EVALUATION	MEADOWVIE W ROAD AT WESTERN PACIFIC RR	SACRAMENTO	95814
SMUD PCB SUBSTATION SITE #16	34490041	HISTORICAL	INACTIVE - NEEDS EVALUATION	OMNI DRIVE NEAR HACKBERRY LANE	SACRAMENTO	95841
SMUD PCB SUBSTATION SITE #17	34490042	HISTORICAL	INACTIVE - NEEDS EVALUATION	POWER INN AND 21ST AVE	SACRAMENTO	95826
SMUD PCB SUBSTATION SITE #18	34490043	HISTORICAL	INACTIVE - NEEDS EVALUATION	REQUA WAY AT FAWN WAY	SACRAMENTO	95823
SMUD PCB SUBSTATION SITE #19	34490044	HISTORICAL	INACTIVE - NEEDS EVALUATION	RIO LINDA BOULEVARD AT M STREET	SACRAMENTO	95815

<b>SITE / FACILITY NAME</b>	<b>ENVIROSTOR ID</b>	<b>SITE / FACILITY TYPE</b>	<b>CLEANUP STATUS</b>	<b>ADDRESS DESCRIPTION</b>	<b>CITY</b>	<b>ZIP</b>
SMUD PCB SUBSTATION SITE #2	34490029	HISTORICAL	INACTIVE - NEEDS EVALUATION	ARDEN WAY (POINT WEST)	SACRAMENTO	95815
SMUD PCB SUBSTATION SITE #20	34490045	HISTORICAL	INACTIVE - NEEDS EVALUATION	35TH AVENUE AT SOUTH HILL CENTER	SACRAMENTO	95824
SMUD PCB SUBSTATION SITE #21	34490028	HISTORICAL	INACTIVE - NEEDS EVALUATION	HIGHWAY 99 NEAR WYNDHAM DRIVE	SACRAMENTO	95823
SMUD PCB SUBSTATION SITE #22	34490053	HISTORICAL	INACTIVE - NEEDS EVALUATION	TRUXEL ROAD AND SAN JUAN ROAD	SACRAMENTO	95833
SMUD PCB SUBSTATION SITE #23	34490047	HISTORICAL	INACTIVE - NEEDS EVALUATION	WINDING WAY NEAR NEW YORK AVENUE	SACRAMENTO	95841
SMUD PCB SUBSTATION SITE #3	34490030	HISTORICAL	INACTIVE - NEEDS EVALUATION	AUBURN-VAN MAREN	SACRAMENTO	95821
SMUD PCB SUBSTATION SITE #4	34490031	HISTORICAL	INACTIVE - NEEDS EVALUATION	BATTLEWOOD-THISTLEWOOD	SACRAMENTO	95835
SMUD PCB SUBSTATION SITE #5	34490032	HISTORICAL	INACTIVE - NEEDS EVALUATION	SCRIPPS DRIVE AT UNIVERSITY AVENUE	SACRAMENTO	95825
SMUD PCB SUBSTATION SITE #6	34490033	HISTORICAL	INACTIVE - NEEDS EVALUATION	CITRUS AVENUE AND COLOMA WAY	SACRAMENTO	95823
SMUD PCB SUBSTATION SITE #7	34490051	HISTORICAL	INACTIVE - NEEDS EVALUATION	EL CAMINO AVENUE AT BUTANO DRIVE	SACRAMENTO	95821
SMUD PCB SUBSTATION SITE #8	34490052	HISTORICAL	INACTIVE - NEEDS EVALUATION	WATT AVENUE AT EL CAMINO	SACRAMENTO	95821
SMUD PCB SUBSTATION SITE #9	34490034	HISTORICAL	INACTIVE - NEEDS EVALUATION	CYPRESS STREET AND MANZANITA AVENUE	SACRAMENTO	95838
SMUD STATION E SUBSTATION	60002499	VOLUNTARY CLEANUP	REFER: IWMB	AT THE NORTHERN END OF 20TH STREET	SACRAMENTO	95816

SITE / FACILITY NAME	ENVIROSTOR ID	SITE / FACILITY TYPE	CLEANUP STATUS	ADDRESS DESCRIPTION	CITY	ZIP
SMUD THORNTON AVENUE SITE	60002764	VOLUNTARY CLEANUP	ACTIVE	1610 THORNTON AVENUE	SACRAMENTO	95811
SMUD AT THE RAILYARDS	60002686	VOLUNTARY CLEANUP	ACTIVE	LOT 42 (GOVERNMENT ALLEY AND 6TH, 7TH, G STS) AND INTERSECTION OF 7TH ST AND RAILYARDS BLVD	SACRAMENTO	95814
SMUD, FRONT & T STREETS	34490057	STATE RESPONSE	CERTIFIED O&M - LAND USE RESTRICTIONS ONLY - LAND USE RESTRICTIONS	FRONT & T STREETS	SACRAMENTO	95814
SMUD-CORPORATION YARD	34490015	CORRECTIVE ACTION	ACTIVE	1708 59TH STREET	SACRAMENTO	95817
SMUD/CORP YARD	CAD000625939	HAZ WASTE	PROTECTIVE FILER	1708 - 59TH ST	SACRAMENTO	9.58E+08
SONOMA AVENUE SITE	34990001	STATE RESPONSE	CERTIFIED	1035 SONOMA AVENUE	SACRAMENTO	95815
SORENTO ROAD MIDDLE SCHOOL	60000098	SCHOOL INVESTIGATION	NO ACTION REQUIRED	5701 SORENTO ROAD	SACRAMENTO	95835
SP-PURITY OIL	34510082	VOLUNTARY CLEANUP	CERTIFIED	1324 A STREET	SACRAMENTO	95814
SPURGEON CLEANING & DYEING	34720080	HISTORICAL	REFER: OTHER AGENCY	3200 FOLSOM BLVD	SACRAMENTO	95816
ST. FRANCIS GIRLS HIGH SCHOOL	60000038	SCHOOL INVESTIGATION	REFER: LOCAL AGENCY	6051 M STREET	SACRAMENTO	95819
STATE FAIRGROUNDS	80000611	MILITARY EVALUATION	INACTIVE - NEEDS EVALUATION		SACRAMENTO	
STERLING CLEANERS	34720073	EVALUATION	REFER: RWQCB	2417 BROADWAY	SACRAMENTO	95818
STRAWBERRY MANOR PCB SITE	34330034	STATE RESPONSE	CERTIFIED	188 OLMSTEAD DR	SACRAMENTO	95838

SITE / FACILITY NAME	ENVIROSTOR ID	SITE / FACILITY TYPE	CLEANUP STATUS	ADDRESS DESCRIPTION	CITY	ZIP
SUNSHINE LAUNDRY AND CLEANERS	57720003	EVALUATION	REFER: OTHER AGENCY	820 MERKLEY AVENUE	WEST SACRAMENTO	95691
SUPERB DAY CLEANERS AND SHIRT LAUNDRY	34720078	HISTORICAL	REFER: OTHER AGENCY	2753 35TH STREET	SACRAMENTO	95817
SUTTER MEMORIAL HOSPITAL	CAD981446941	HAZ WASTE - RCRA	CLOSED	52ND & F STS	SACRAMENTO	9.58E+08
SAC AIR DEPOT (J09CA0006)	80000008	MILITARY EVALUATION	NO FURTHER ACTION		SACRAMENTO	
SACRAMENTO ARMY DEPOT	34970004	FEDERAL SUPERFUND - LISTED	CERTIFIED / OPERATION & MAINTENANCE - LAND USE RESTRICTIONS	8350 FRUITRIDGE ROAD	SACRAMENTO	95813
SACRAMENTO CITY USD - DISTRICT BUS YARD & CENTRAL KITCHEN	60002600	SCHOOL INVESTIGATION	ACTIVE	3101 REDDING AVE. & 7050 SAN JOAQUIN ST.	SACRAMENTO	95820
SACRAMENTO DOWNTOWN ARENA	60002031	VOLUNTARY CLEANUP	NO FURTHER ACTION	AREA BOUNDED BY 3RD, 7TH, J AND L STREETS	SACRAMENTO	95814
SACRAMENTO MUNICIPAL AIRPORT (J09CA0923)	80000701	MILITARY EVALUATION	NO FURTHER ACTION		SACRAMENTO	
SACRAMENTO SIGNAL DEPOT (J09CA0924)	80000605	MILITARY EVALUATION	NO FURTHER ACTION	NORTH 7TH STREET	SACRAMENTO	95814
SACRAMENTO STUCCO CO.	60000284	EVALUATION	INACTIVE - ACTION REQUIRED	860 RISKE LANE	WEST SACRAMENTO	95691
SETZER FOREST PRODUCTS, INC.	60000936	VOLUNTARY CLEANUP	NO FURTHER ACTION	2570 3RD STREET AND 2630 5TH STREET	SACRAMENTO	95818
SIMS METAL SITE	70000019	STATE RESPONSE	ACTIVE	130 NORTH 12 STREET; AT INTERSECTION	SACRAMENTO	95814

SITE / FACILITY NAME	ENVIROSTOR ID	SITE / FACILITY TYPE	CLEANUP STATUS	ADDRESS DESCRIPTION	CITY	ZIP
				OF NORTH B STREETS		
SOCCER STADIUM	60002532	VOLUNTARY CLEANUP	ACTIVE	AREA BOUNDED BY 8TH ST, NORTH B ST, 10TH ST, AND RAILYARDS BLVD	SACRAMENTO	95814
SOUTHPORT ELEMENTARY SCHOOL	60000763	SCHOOL INVESTIGATION	NO FURTHER ACTION	2747 LINDEN ROAD	WEST SACRAMENTO	95691
STONEGATE ELEMENTARY SCHOOL	60000233	SCHOOL INVESTIGATION	NO FURTHER ACTION	STONEGATE DRIVE AND LA JOLLA STREET	WEST SACRAMENTO	95691
THERAPEUTIC CENTER	60000115	SCHOOL INVESTIGATION	NO ACTION REQUIRED	4501 MARTIN LUTHER KING JR. BLVD.	SACRAMENTO	95820
TILLET'S CLEANERS (1)	34720117	HISTORICAL	REFER: OTHER AGENCY	9187 KIEFER BOULEVARD	SACRAMENTO	95826
TILLET'S CLEANERS (2)	34720118	HISTORICAL	REFER: OTHER AGENCY	2200 SUTTERVILLE ROAD	SACRAMENTO	95822
TILLETT CLEANERS	34720052	HISTORICAL	REFER: OTHER AGENCY	8173 BELVEDERE AVE.	SACRAMENTO	95826
TOMLIN'S SUNSHINE CLEANERS	57720004	HISTORICAL	REFER: OTHER AGENCY	612 MICHIGAN BLVD	WEST SACRAMENTO	95691
TOWN CENTER EDUCATIONAL COMPLEX	34010017	SCHOOL INVESTIGATION	NO ACTION REQUIRED	DEL PASO ROAD/NATOMAS BOULEVARD	SACRAMENTO	95835
TWO RIVERS ELEMENTARY SCHOOL	34010001	SCHOOL INVESTIGATION	NO FURTHER ACTION	3201 WEST RIVER DRIVE	SACRAMENTO	95833
TEST FOR NEW PROJECT CREATION	60002759	EVALUATION	NO ACTION REQUIRED	1001 I STREET	SACRAMENTO	95814
THE DOCKS AREA SACRAMENTO EOA	60000357	VOLUNTARY CLEANUP	NO FURTHER ACTION	CITY OF SACRAMENTO RIVERFRONT	SACRAMENTO	95204
THE RIVERS PHASE II	60002273	SCHOOL INVESTIGATION	INACTIVE - WITHDRAWN	LIGHTHOUSE AND	WEST SACRAMENTO	95605



SITE / FACILITY NAME	ENVIROSTOR ID	SITE / FACILITY TYPE	CLEANUP STATUS	ADDRESS DESCRIPTION	CITY	ZIP
PROPOSED SCHOOL				FOUNTAIN DRIVES		
THE RIVERS PHASE II PROPOSED SCHOOL	70000067	SCHOOL CLEANUP	ACTIVE	LIGHTHOUSE AND FOUNTAIN DRIVES	WEST SACRAMENTO	95605
TOWER COURT	60000968	VOLUNTARY CLEANUP	ACTIVE	815 WEST CAPITOL AVENUE	WEST SACRAMENTO	95695
U.S. AIR FORCE, MCCLELLAN AIR FORCE BASE	71003600	TIERED PERMIT	REFER: OTHER AGENCY	5200 WATT AVENUE	SACRAMENTO	95652
U.S. COLD STORAGE	34890001	VOLUNTARY CLEANUP	INACTIVE - NEEDS EVALUATION	2338 9TH AVENUE	SACRAMENTO	95818
UNION CARBIDE CORPORATION / LINDE PLANT	34280149	EVALUATION	REFER: OTHER AGENCY	7701 WILBUR WAY	SACRAMENTO	95814
UNION CHEMICAL	57510002	STATE RESPONSE	CERTIFIED	3961 CHANNEL DRIVE	WEST SACRAMENTO	95691
UNION PACIFIC RAILROAD	80001665	CORRECTIVE ACTION	ACTIVE	501 JIBBOOM ST	SACRAMENTO	9.58E+08
UNION PACIFIC RAILROAD	CAD073772030	HAZ WASTE - RCRA	CLOSED	501 JIBBOOM ST	SACRAMENTO	9.58E+08
UNION PACIFIC RAILROAD, CURTIS PARK	34400003	STATE RESPONSE	ACTIVE - LAND USE RESTRICTIONS	3675 WESTERN PACIFIC AVENUE	SACRAMENTO	95818
UNIVERSAL CHEMICAL COMPANY	34280094	EVALUATION	REFER: RWQCB	2175 ACOMA STREET	SACRAMENTO	95815
UP, DOWNTOWN SAC - CAR SHOP NINE	34400009	STATE RESPONSE	CERTIFIED O&M - LAND USE RESTRICTIONS ONLY - LAND USE RESTRICTIONS	401 I STREET	SACRAMENTO	95814
UP, DOWNTOWN SAC - CENTRAL CORRIDOR	34400010	STATE RESPONSE	CERTIFIED O&M - LAND USE RESTRICTIONS	401 I STREET	SACRAMENTO	95814

SITE / FACILITY NAME	ENVIROSTOR ID	SITE / FACILITY TYPE	CLEANUP STATUS	ADDRESS DESCRIPTION	CITY	ZIP
			ONLY - LAND USE RESTRICTIONS			
UP, DOWNTOWN SAC - CENTRAL SHOPS	34400004	STATE RESPONSE	ACTIVE	401 I STREET	SACRAMENTO	95814
UP, DOWNTOWN SAC - INLAND	60001652	VOLUNTARY CLEANUP	NO FURTHER ACTION	401 I STREET	SACRAMENTO	95814
UP, DOWNTOWN SAC - LAGOON	34400008	STATE RESPONSE	ACTIVE - LAND USE RESTRICTIONS	401 I STREET	SACRAMENTO	95814
UP, DOWNTOWN SAC - NORTHERN SHOPS/DRUMS	34400007	STATE RESPONSE	CERTIFIED O&M - LAND USE RESTRICTIONS ONLY - LAND USE RESTRICTIONS	401 I STREET	SACRAMENTO	95814
UP, DOWNTOWN SAC - PONDS AND DITCH	34400005	STATE RESPONSE	CERTIFIED / OPERATION & MAINTENANCE - LAND USE RESTRICTIONS	401 I STREET	SACRAMENTO	95814
UP, DOWNTOWN SAC - REDEVELOPMENT	34400011	VOLUNTARY CLEANUP	INACTIVE - ACTION REQUIRED	401 I STREET	SACRAMENTO	95814
UP, DOWNTOWN SAC - SITE-WIDE	60001957	STATE RESPONSE	ACTIVE	401 I STREET	SACRAMENTO	95814
UP, DOWNTOWN SAC - TRACK RELOCATION	60001447	STATE RESPONSE	NO FURTHER ACTION	401 I STREET	SACRAMENTO	95814
UP, DOWNTOWN SAC - MANUFACTURED GAS PLANT	70000034	STATE RESPONSE	ACTIVE	400 I STREET	SACRAMENTO	95814
UP, DOWNTOWN	60001378	STATE RESPONSE	NO FURTHER ACTION	401 I STREET	SACRAMENTO	95814

SITE / FACILITY NAME	ENVIROSTOR ID	SITE / FACILITY TYPE	CLEANUP STATUS	ADDRESS DESCRIPTION	CITY	ZIP
SAC - SHOPS ABATEMENT						
UP, SAC - BATTERY SHOP YARD	34360065	STATE RESPONSE	CERTIFIED O&M - LAND USE RESTRICTIONS ONLY - LAND USE RESTRICTIONS	401 I STREET	SACRAMENTO	95814
UP, SAC - SACRAMENTO STATION	34400006	STATE RESPONSE	CERTIFIED O&M - LAND USE RESTRICTIONS ONLY - LAND USE RESTRICTIONS	401 I STREET	SACRAMENTO	95814
UP, SAC - SAND PILES	34320031	STATE RESPONSE	CERTIFIED	401 I STREET	SACRAMENTO	95814
UNION PACIFIC BANNON STREET PARCEL	70000028	VOLUNTARY CLEANUP	INACTIVE - ACTION REQUIRED	NORTH B STREET AND SEVENTH STREET	SACRAMENTO	95814
UNION PACIFIC RAILROAD UNDERGROUND VAULT PROGRAM	60002440	VOLUNTARY CLEANUP	INACTIVE - NEEDS EVALUATION	28 SUSPECTED LOCATIONS THROUGHOUT THE STATE OF CALIFORNIA	SACRAMENTO	95826
VAN WATERS AND ROGERS, INC	57510003	EVALUATION	REFER: RWQCB	850 SOUTH RIVER ROAD	WEST SACRAMENTO	95691
VILLAGE CLEANERS	34720122	HISTORICAL	REFER: OTHER AGENCY	2644 EL PASEO	SACRAMENTO	95821
VOLUNTEERS OF AMERICA - ADMIN. OFFICES	34830001	CALMORTGAGE	NO ACTION REQUIRED	201 - 29TH STREET	SACRAMENTO	95816
VOLUNTEERS OF AMERICA - ADMIN. SVCS.	34820005	CALMORTGAGE	NO ACTION REQUIRED	201 - 29TH STREET	SACRAMENTO	95816
VALLEY GRAPHICS ARTS & ENGRAVERS	71002997	TIERED PERMIT	INACTIVE - NEEDS EVALUATION	1711 18TH STREET	SACRAMENTO	95814

SITE / FACILITY NAME	ENVIROSTOR ID	SITE / FACILITY TYPE	CLEANUP STATUS	ADDRESS DESCRIPTION	CITY	ZIP
WEST ISLAND	7990015	VOLUNTARY CLEANUP	CERTIFIED	IN THE SAN JOAQUIN RIVER	SACRAMENTO CNTY	95641
WEST SACRAMENTO SCHOOL	57880002	SCHOOL INVESTIGATION	NO FURTHER ACTION	JEFFERSON BOULEVARD/LINDEN ROAD	WEST SACRAMENTO	95691
WESTCO TECHNOLOGIES	57290002	EVALUATION	REFER: RWQCB	801 SOUTH RIVER RD.	WEST SACRAMENTO	95691
WESTLAKE ELEMENTARY SCHOOL	34010019	SCHOOL INVESTIGATION	INACTIVE - WITHDRAWN	DEL PASO ROAD/WYNDVIEW WAY	SACRAMENTO	95834
WITTER RANCH ELEMENTARY SCHOOL	34010013	SCHOOL INVESTIGATION	NO ACTION REQUIRED	STEMMLER DRIVE/POPPY HILL WAY	SACRAMENTO	95834
WOODWARD CLEANERS AND DRYER	34720124	HISTORICAL	REFER: OTHER AGENCY	2201 J STREET	SACRAMENTO	95816
WEST LAKESIDE MIDDLE SCHOOL/HIGH SCHOOL EXPANSION SITE	60000698	SCHOOL INVESTIGATION	NO ACTION REQUIRED	SNELLING LANE/WESTLAKE PARKWAY	SACRAMENTO	95835
WEST LAKESIDE MIDDLE SCHOOL/HIGH SCHOOL SITE	34650004	SCHOOL INVESTIGATION	NO FURTHER ACTION	WESTLAKE PARKWAY/SNELLING LANE	SACRAMENTO	95835
X-CEL CLEANERS	34720125	HISTORICAL	REFER: OTHER AGENCY	3110 ARDEN WAY	SACRAMENTO	95825
YOUR CLEANERS (INACTIVE #242)	34720062	HISTORICAL	REFER: OTHER AGENCY	1924 16TH ST.	SACRAMENTO	95814

Source: California Department of Toxic Substances Control Envirostor Database, accessed 2019.

## **APPENDIX D:**

# **General Plan Noise Measurement Locations**

## Appendix D

### Sacramento General Plan Noise Measurement Locations

#### Descriptions and Conditions

**LT-1. Cosumnes River College.** Located on Bruceville Road, between West Stockton Boulevard and Imagination Parkway. The measurement location was located approximately 105 feet west of the Bruceville Road centerline and 245 feet north of Imagination Parkway, in an undeveloped lot that is anticipated to support commercial or transit-orientated development. The Cosumnes River College light-rail and bus transit stop is located to the west of the measurement location. The centerline of the light-rail operations were located approximately 210 feet west of the measurement location. The primary influence on the existing ambient noise environment was vehicular traffic on Bruceville Road and Highway 99. Additional sources of noise that were distinguishable in the ambient noise environment included maintenance operations and kids playing at the nearby Shasta Community Park and minor construction activity (on-site vehicle movement) at the water storage project located at the end of Imagination Way.

The noise monitoring was performed for a period exceeding 24-hours in duration, to aid in documenting the diurnal noise patterns throughout the period. Sound levels cataloged during the monitoring period ranged from average hourly noise levels from 52.9 to 68.2 Leq dBA with an average day/night noise level of 68.0 dBA Ldn. Weather during the monitoring period was favorable with temperatures averaging 75° F, a relative humidity of approximately 56% and average wind speeds of 3 to 7 MPH with clear sky.

**LT-2. Sacramento City College / Crocker Village.** Located on a partially developed lot in the northwest portion of Crocker Village, adjacent to the currently closed 5th Ave/21st Street extension. The measurement location was located approximately 115 feet east of the adjacent railway centerline and approximately 500-feet southeast of the 4th Ave/Wayne Hultgren station. The primary influence on the existing ambient noise environment was light rail transit and heavy rail activity. Additional noise sources that were distinguishable in the ambient noise environment included aircraft overflights and general community noise.

The noise monitoring was performed for a period exceeding 24-hours in duration, to aid in documenting the diurnal noise patterns throughout the period. Sound levels cataloged during the monitoring period ranged from an average hourly noise level from 42.3 to 58.8 dBA Leq with an average day/night noise level of 56.4 dBA Ldn. Weather during the monitoring period was favorable with temperatures averaging 75° F, a relative humidity of approximately 56% and average wind speeds of 3 to 7 MPH with clear sky.

**LT-3. University & 65th.** Located on the undeveloped parcel adjacent to the University and 65th Street light rail station in the Hampton Inn and Suites. The measurement location was located approximately 70 feet southwest of the light rail track centerline and 330 feet east of the 65th Street centerline. The primary influence on the existing ambient noise environment was vehicular traffic on Highway 50, the 65th Street off-ramp and 65th Street and light rail transit operations at the station. Additional noise sources distinguishable in the ambient noise environment emergency sirens and aircraft overflights.

The noise monitoring was performed for a period exceeding 24-hours in duration, to aid in documenting the diurnal noise patterns throughout the period. Sound levels cataloged during the monitoring period ranged from average hourly noise levels from 58.5 to 67.7 dBA Leq with an average day/night noise level of 69.9 dBA Ldn. Weather during the monitoring period was favorable with temperatures averaging 75° F, a relative humidity of approximately 56% and average wind speeds of 3 to 7 MPH with clear sky.

- LT-4. Power Inn Station.** Located between the Power Inn and light Rail transit station and Granite Regional Park. The measurement location was located approximately 90 feet east of Power Inn Station, 105 feet south of the station's spur line and 145 feet south of the main track centerline, adjacent to an undeveloped commercial lot that may support transit orientated-development. The primary influence to the ambient environment at the monitoring location was light rail transit and heavy rail traffic. Secondary noise sources influencing the monitoring location included aircraft operations at Mather Field and occasional loud vehicles on Power Inn Road; with corona noise from nearby high-voltage lines and activity at Granite Regional Park contributing to a lesser degree.

The noise monitoring was performed for a period exceeding 24-hours in duration, to aid in documenting the diurnal noise patterns throughout the period. The noise monitoring was performed for a period exceeding 24-hours in duration, to aid in documenting the diurnal noise patterns throughout the period. Sound levels cataloged during the monitoring period ranged from average hourly noise levels from 52.9 to 68.2 Leq dBA with an average day/night noise level of 68.0 dBA Ldn. Weather during the monitoring period was favorable with temperatures averaging 76° F, a relative humidity of approximately 52% and calm wind of approximately 3 to 6 MPH with clear sky. The noise monitoring was performed for a period exceeding 24-hours in duration, to aid in documenting the diurnal noise patterns throughout the period.

- LT-5. Greenline Extension / Natomas Middle School.** Located on an undeveloped parcel in the Natomas area of Sacramento, adjacent to the proposed "Greenline" light rail extension and Natomas Middle School. The measurement location was located approximately 125 feet east of East Commerce Way centerline, 15 feet north of the norther boundary of Natomas Middle School and 1,320 feet east of the I-5 centerline. The primary noise source influencing the existing ambient noise environment during the monitoring period was traffic noise from I-5 and E. Commerce Way. Aircraft overflights associated with operations of Sacramento International Airport influenced the ambient noise environment to a lesser extent.

The noise monitoring was performed for a period exceeding 24-hours in duration, to aid in documenting the diurnal noise patterns throughout the period. The noise monitoring was performed for a period exceeding 24-hours in duration, to aid in documenting the diurnal noise patterns throughout the period. Sound levels cataloged during the monitoring period ranged from average hourly noise levels from 50.3 to 60.4 Leq dBA with an average day/night noise level of 62.7 dBA Ldn. Weather during the monitoring period was favorable with temperatures averaging 76° F, a relative humidity of approximately 52% and calm wind of approximately 3 to 6 MPH with clear sky. The noise monitoring was performed for a period exceeding 24-hours in duration, to aid in documenting the diurnal noise patterns throughout the period.

- ST-1. Florin Station.** The monitoring location was in the northeastern portion of Florin Station, adjacent to an undeveloped parcel to the north of the station that would have the potential to

support transit-orientated development. The monitoring location was approximately 150 feet west of the railroad track centerline. Monitoring was performed for a period of 15 minutes. The loudest noise source during the monitoring period was a freight train pass-by, which had a maximum noise level of 81.9 dBA Lmax. Other sources contributing to the average noise level of 64 dB Leq included bus-transit traffic at the station, distant aircraft, landscape maintenance and traffic. Weather during the monitoring period was favorable with a temperature of 90° F, clear skies and 0 to 1 MPH winds.

**ST-2. 9 – Fruitridge Station.** The monitoring location was in the residential neighborhood, just west of the Fruitridge Station. The monitoring location was approximately 92 feet west of the railroad track centerline. Monitoring was performed for a period of 15 minutes. The loudest noise source during the monitoring period was a light rail transit pass-by, which had a maximum noise level of 58.9 dBA Lmax. Other sources contributing to the average noise level of 46.7 dB Leq included dog barking, aircraft overflights and distant traffic. Weather during the monitoring period was favorable with a temperature of 96° F, clear skies and 0 to 3 MPH winds.

**ST-3. 1 – Fruitridge & 65th.** The monitoring location was in the southern portion of an undeveloped parcel at the intersection of Fruitridge and 65th Street Expressway, which would have the potential to support transit-orientated development. The monitoring location was approximately 50 feet north of the Fruitridge Road centerline and 175 feet west of the 65th Street Expressway centerline. Monitoring was performed for a period of 15 minutes. The dominant noise source was vehicular traffic on Fruitridge Road, average noise levels were 67.5 dBA Leq with the loudest noise source being an “import tuner” style car, which had a maximum noise level of 84.6 dBA Lmax. Weather during the monitoring period was favorable with a temperature of 98° F, clear skies and 0 to 4 MPH winds.

**ST-4. 11 – Watt & Manlove Station.** The monitoring location was in the northern portion of the Watt and Manlove Station. The monitoring location was approximately 105 feet south of the railroad track centerline and 210 feet south of Folsom Boulevard. Monitoring was performed for a period of 15 minutes. The dominant noise source was vehicular traffic on Folsom Boulevard, average noise levels were 57 dBA Leq with the loudest noise source being an motorcycle, which had a maximum noise level of 70.7 dBA Lmax. Weather during the monitoring period was favorable with a temperature of 98° F, clear skies and 0 to 6 MPH winds.

**ST-5. 6 – Swanston Station.** The monitoring location was adjacent to the waiting area of Swanston Station. The monitoring location was approximately 42 feet west of the light rail track centerline and 175 feet west of the heavy rail centerline. Monitoring was performed for a period of 15 minutes. The loudest noise source during the monitoring period was a light rail transit vehicle, which had a maximum noise level of 76.0 dBA Lmax. Other sources contributing to the average noise level of 57.8 dB Leq included bus-transit traffic at the station, distant aircraft and traffic. Weather during the monitoring period was favorable with a temperature of 98° F, clear skies and 0 to 3 MPH winds.



## **APPENDIX E:**

# **Traffic Noise Model Calculations**

# Appendix E-1

## Traffic Noise Model Calculations

Project: 11499 - City of Sacramento GP 2040 TBR

Noise Level Descriptor: Ldn  
 Site Conditions: Soft  
 Traffic Input: ADT  
 Traffic K-Factor: 10

### Segment Description and Location

Number Name From To

#### Existing Conditions

1	El Centro Rd	Hankview Rd	Radio Rd
2	El Centro Rd/W El Camino Rd	Radio Rd	I-80
3	W Elkhorn Blvd	E Commerce Way	Natomas Blvd
4	Del Paso Rd	Power Line Rd	I-5
5	Del Paso Rd	I-5	Natomas Blvd
6	Del Paso Rd	Natomas Blvd	Gateway Park Blvd
7	San Juan Rd	El Centro Rd	Duckhorn Dr
8	Del Paso Rd	Gateway Park Blvd	Northgate Blvd
9	Northgate Blvd	Main Ave	North Market Blvd
10	Northgate Blvd	North Market Blvd	I-80
11	Natomas Blvd	W Elkhorn Blvd	Del Paso Rd
12	Truxel Rd	Arena Blvd	I-80
13	Truxel Rd	Del Paso Rd	Arena Blvd
14	North Market Blvd	Truxel Rd	Northgate Blvd
15	Arena Blvd	I-5	Truxel Rd
16	Arena Blvd	El Centro Rd	I-5
17	E Commerce Way	W Elkhorn Blvd	N Park Dr
18	E Commerce Way	N Park Dr	Del Paso Rd
19	E Commerce Way	Del Paso Rd	Arena Blvd
20	Del Paso Blvd	Globe Ave	El Camino Ave
21	Del Paso Blvd	El Camino Ave	Marysville Blvd
22	Del Paso Blvd	Marysville Blvd	Arcade Blvd
23	Rio Linda Blvd	Main Ave	Bell Rd
24	Rio Linda Blvd	Grand Ave	Arcade Blvd
25	Rio Linda Blvd	Arcade Blvd	Lampasas Ave

### Input

ADT	Speed (mph)	Distance to Directional Centerline, (feet) <sub>4</sub>			Traffic Distribution Characteristics					Ldn, (dBA) <sub>5,6,7</sub>	Output			
		Near	Far	Far	% Auto	% Med	% Hvy	% Day	% Eve		% Night	70 dBA	65 dBA	60 dBA
11,323	50	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	65.9	53	114	247	531
13,346	50	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	66.6	59	128	275	593
16,654	55	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	68.8	83	179	386	831
22,683	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	67.6	69	148	319	687
43,098	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	68.9	84	182	391	843
19,110	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	65.4	49	106	227	490
6,529	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	62.1	30	65	139	300
20,728	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	65.7	52	111	240	517
26,556	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	66.8	61	131	283	610
44,860	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	69.1	87	186	402	865
27,718	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	67.0	63	135	291	628
58,072	50	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	73.0	158	340	734	1580
23,934	50	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	69.1	88	189	406	875
13,251	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	65.2	48	103	223	480
20,670	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	67.2	65	139	300	646
26,798	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	68.3	77	165	356	768
7,967	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	63.0	34	74	159	342
20,412	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	67.1	64	138	297	641
16,077	50	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	67.4	67	145	312	671
9,443	35	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	60.7	24	52	112	240
11,841	35	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	61.7	28	60	130	279
4,948	35	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	57.9	16	34	72	156
8,189	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	63.1	35	75	162	348
11,605	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	63.2	35	76	163	351
14,445	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	64.1	41	88	189	407

\*All modeling assumes average pavement, level roadways (less than 1.5% grade), constant traffic flow and does not account for shielding of any type or finite roadway adjustments. All levels are reported as A-weighted noise levels.

# Appendix E-2

## Traffic Noise Model Calculations

Project: 11499 - City of Sacramento GP 2040 TBR

Noise Level Descriptor: Ldn  
 Site Conditions: Soft  
 Traffic Input: ADT  
 Traffic K-Factor: 10

### Segment Description and Location

Number Name From To

#### Existing Conditions

Number	Name	From	To	Input										Output						
				ADT	Speed (mph)	Distance to Directional Centerline, (feet) <sub>4</sub>	Near	Far	% Auto	% Med	% Hvy	% Day	% Eve	% Night	Ldn, (dBA) <sub>1,5,6,7</sub>	Distance to Contour, (feet) <sub>3</sub>	70 dBA	65 dBA	55 dBA	
1	Marysville Blvd	Rio Linda Blvd	Bell Ave	7,057	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	62.5	32	68	146	316
2	Marysville Blvd	I-80	Arcade Blvd	26,277	35	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	65.2	48	102	221	475
3	Marysville Blvd	Arcade Blvd	Del Paso Blvd	10,436	35	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	61.1	26	55	119	257
4	Norwood Ave	Main Ave	I-80	31,376	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	67.5	68	147	316	682
5	Norwood Ave	Silver Eagle Rd	El Camino Ave	9,872	35	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	60.9	25	53	115	248
6	El Camino Ave	Grove Ave	Del Paso Blvd	13,508	30	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	60.6	24	51	110	236
7	El Camino Ave	Del Paso Blvd	I-80 Business	32,946	35	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	66.1	55	119	257	553
8	Arden Way	Del Paso Blvd	Royal Oaks Dr	23,574	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	66.3	56	121	262	563
9	Arden Way	Royal Oaks Dr	I-80 Business	36,503	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	69.6	94	203	438	944
10	Grand Ave	Norwood Ave	Rio Linda Blvd	7,218	35	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	59.5	20	43	93	201
11	Silver Eagle Rd	Northgate Blvd	Norwood Ave	13,760	25	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	59.0	19	40	86	186
12	Main Ave	Northgate Blvd	Norwood Ave	16,244	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	64.6	44	95	204	440
13	Main Ave	Norwood Ave	Rio Linda Blvd	9,054	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	62.1	30	64	138	298
14	Main Ave	Marysville Blvd	Raley Blvd	1,334	30	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	50.5	5	11	23	50
15	W Elkhorn Blvd	Natomas Blvd	Rio Linda Blvd	17,935	55	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	69.1	87	188	405	873
16	Arcade Blvd	Marysville Blvd	Roseville Rd	18,241	35	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	63.6	37	80	173	373
17	Raley Blvd	Ascot Ave	Bell Ave	20,156	50	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	68.4	78	168	362	780
18	Bell Ave	Norwood Ave	Winters St	13,660	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	63.9	39	84	182	392
19	Roseville Rd	Arcade Blvd	Watt Ave	17,645	50	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	67.8	71	154	332	714
20	Winters St	Bell Ave	I-80	15,021	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	64.3	42	90	194	417
21	Royal Oaks Dr	Arden Way	SR-160	6,406	30	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	57.4	14	31	67	144
22	Dry Creek Rd	Marysville Blvd	Grand Ave	3,335	35	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	56.2	12	26	56	120
23	Arden Garden Connector	Northgate Blvd	Del Paso Blvd	24,657	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	66.5	58	125	269	581
24	San Juan Rd	Truxel Rd	Northgate Blvd	18,885	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	66.8	61	131	282	608
25	W El Camino Ave	I-80	I-5	20,833	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	67.2	65	140	301	649

\*All modeling assumes average pavement, level roadways (less than 1.5% grade), constant traffic flow and does not account for shielding of any type or finite roadway adjustments. All levels are reported as A-weighted noise levels.

# Appendix E-3

## Traffic Noise Model Calculations

Project: 11499 - City of Sacramento GP 2040 TBR

Noise Level Descriptor: Ldn  
 Site Conditions: Soft  
 Traffic Input: ADT  
 Traffic K-Factor: 10

### Segment Description and Location

Number Name From To

#### Existing Conditions

Number	Name	From	To	Input										Output					
				ADT	Speed (mph)	Near	Far	% Auto	% Med	% Hvy	% Day	% Eve	% Night	Ldn, (dBA) <sub>5,6,7</sub>	Distance to Contour, (feet) <sub>3</sub>	70 dBA	65 dBA	60 dBA	55 dBA
1	W El Camino Ave	I-5	Truxel Rd	25,760	45	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	68.1	75	161	347	748
2	W El Camino Ave	Truxel Rd	Northgate Blvd	18,730	35	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	63.7	38	82	176	379	
3	W El Camino Ave	Northgate Blvd	Grove Ave	14,327	30	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	60.9	25	53	114	246	
4	Garden Hwy	I-80	Orchard Ln	1,805	45	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	56.6	13	27	59	127	
5	Garden Hwy	Gateway Oaks Dr	I-5	16,199	45	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	66.1	55	118	255	549	
6	Northgate Blvd	I-80	San Juan Rd	32,742	40	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	67.7	70	151	326	701	
7	Northgate Blvd	Silver Eagle Rd	Arden Garden Connector	21,246	40	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	65.8	53	113	244	526	
8	Truxel Rd	W El Camino Ave	Garden Hwy	16,374	40	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	64.7	44	95	205	442	
9	Truxel Rd	San Juan Rd	W El Camino Ave	25,272	40	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	66.6	59	127	274	590	
10	Truxel Rd	I-80	San Juan Rd	41,435	45	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	70.2	103	221	477	1027	
11	I St	5th St	12th St	22,315	25	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	61.1	26	55	119	257	
12	I St	21st St	29th St	5,190	25	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	54.8	10	21	45	97	
13	L St	5th St	15th St	11,148	25	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	58.1	16	35	75	162	
14	L St	15th St	29th St	5,091	30	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	56.4	12	27	57	123	
15	P St	16th St	29th St	8,019	30	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	58.3	17	36	77	167	
16	J St	3rd St	7th St	22,413	30	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	62.8	33	71	154	331	
17	J St	21st St	29th St	13,311	30	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	60.5	23	50	109	234	
18	Q St	3rd St	10th St	15,630	25	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	59.6	20	44	94	202	
19	7th St	P St	J St	5,328	25	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	54.9	10	21	46	99	
20	12th St	D St	I St	8,053	25	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	56.7	13	28	60	130	
21	N St	10th St	16th St	7,786	25	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	56.6	13	27	59	127	
22	15th St	X St	Broadway	9,653	30	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	59.1	19	41	88	189	
23	15th St	J St	P St	10,570	30	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	59.5	20	43	93	201	
24	16th St	P St	W St	15,551	25	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	59.6	20	43	94	202	
25	29th St	J St	P St	11,761	30	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	60.0	22	46	100	215	

\*All modeling assumes average pavement, level roadways (less than 1.5% grade), constant traffic flow and does not account for shielding of any type or finite roadway adjustments. All levels are reported as A-weighted noise levels.

# Appendix E-4

## Traffic Noise Model Calculations

Project: 11499 - City of Sacramento GP 2040 TBR

Noise Level Descriptor: Ldn  
 Site Conditions: Soft  
 Traffic Input: ADT  
 Traffic K-Factor: 10

### Segment Description and Location

Number Name From To

#### Existing Conditions

Number	Name	From	To	Input										Output						
				ADT	Speed (mph)	Distance to Directional Centerline, (feet) <sub>4</sub>	Near	Far	% Auto	% Med	% Hvy	% Day	% Eve	% Night	Ldn, (dBA) <sub>5,6,7</sub>	70 dBA	65 dBA	60 dBA	55 dBA	
1	30th St	P St	J St	9,331	30	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	59.0	18	40	86	185
2	Alhambra Blvd	Stockton Blvd	Broadway	13,762	30	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	60.7	24	52	111	239
3	Broadway	3rd St	5th St	10,285	25	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	57.8	15	33	71	153
4	Broadway	Riverside Blvd	Franklin Blvd	20,420	25	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	60.8	24	52	112	242
5	Richards Blvd	Bercut Dr	N 7th St	26,432	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	66.8	61	131	282	608
6	Exposition Blvd	SR-160	I-80 Business	22,903	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	66.1	55	119	257	553
7	Exposition Blvd	I-80 Business	Arden Way	35,049	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	69.4	92	198	426	918
8	Arden Way	I-80 Business	Exposition Blvd	54,546	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	71.4	123	266	573	1233
9	El Camino Ave	I-80 Business	Howe Ave	38,432	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	68.4	78	168	362	781
10	Marconi Ave	I-80 Business	Bell St	25,704	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	66.6	60	129	277	597
11	Auburn Blvd	Howe Ave	Watt Ave	8,722	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	61.9	29	63	135	290
12	Auburn Blvd	Watt Ave	SR-244	21,160	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	65.8	52	113	243	524
13	Auburn Blvd	El Camino Ave	Arcade Blvd	8,986	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	62.1	30	64	137	296
14	American River Dr	Howe Ave	Watt Ave	11,057	35	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	61.4	27	58	124	267
15	Heritage Ln	Arden Way	Exposition Blvd	8,178	35	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	60.1	22	47	101	218
16	Howe Ave	US-50	Fair Oaks Blvd	55,633	50	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	72.8	154	331	713	1536
17	Howe Ave	Fair Oaks Blvd	Hurley Way	51,674	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	69.7	95	205	441	951
18	Howe Ave	Hurley Way	El Camino Ave	29,860	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	67.3	66	142	306	660
19	Howe Ave	El Camino Ave	Auburn Blvd	16,596	35	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	63.2	35	75	162	350
20	Alta Arden Ex	Howe Ave	Fulton Ave	16,244	50	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	67.4	68	146	314	676
21	Fair Oaks Blvd	Howe Ave	Munroe St	29,904	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	67.3	66	142	306	660
22	Fair Oaks Blvd	Munroe St	Watt Ave	28,901	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	67.1	65	139	300	645
23	Fair Oaks Blvd	Watt Ave	Eastern Ave	42,434	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	68.8	83	180	387	834
24	Watt Ave	Fair Oaks Blvd	US-50	84,384	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	71.8	132	284	612	1319
25	Elvas Ave/56th St	52nd St	H St	8,239	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	61.7	28	60	130	280

\*All modeling assumes average pavement, level roadways (less than 1.5% grade), constant traffic flow and does not account for shielding of any type or finite roadway adjustments. All levels are reported as A-weighted noise levels.

# Appendix E-5

## Traffic Noise Model Calculations

Project: 11499 - City of Sacramento GP 2040 TBR

Noise Level Descriptor: Ldn  
 Site Conditions: Soft  
 Traffic Input: ADT  
 Traffic K-Factor: 10

### Segment Description and Location

Number Name From To

#### Existing Conditions

Number	Name	From	To
1	Elvas Ave	J St	Folsom Blvd
2	H St	Alhambra Blvd	45th St
3	H St	45th St	Carlson Dr
4	J St	Alhambra Blvd	56th St
5	Folsom Blvd	47th St	65th St
6	Folsom Blvd	Howe Ave	Jackson Hwy
7	Power Inn Rd	US 50	14th Ave
8	Stockton Blvd	Alhambra Blvd	US-50
9	Jackson Hwy	Folsom Blvd	S Watt Ave
10	Hornet Dr	US-50 WB Ramps	Folsom Blvd
11	La Rivera Dr	Watt Ave	Folsom Blvd
12	Carlson Dr	Moddison Ave	H St
13	College Town Dr	Hornet Dr	La Rivera Dr
14	39th St	Folsom Blvd	J St
15	59th St	Folsom Blvd	Broadway
16	C St	33rd St	McKinley Blvd
17	Sutterville Rd	Riverside Blvd	Freepport Blvd
18	Sutterville Rd	24th St	Franklin Blvd
19	Seamas Ave	I-5	S Land Park Dr
20	Fruitridge Rd	S Land Park Dr	Freepport Blvd
21	Fruitridge Rd	Freepport Blvd	Franklin Blvd
22	Franklin Blvd	Franklin Blvd	SR-99
23	Franklin Blvd	Broadway	5th Ave
24	Franklin Blvd	Sutterville Rd	Fruitridge Rd
25	Freepport Blvd	Sutterville Rd (S)	Fruitridge Rd

Input													Output		
ADT	Speed (mph)	Distance to Directional Centerline, (feet) <sub>4</sub>			Traffic Distribution Characteristics						Ldn, (dBA) <sub>5,6,7</sub>	Distance to Contour, (feet) <sub>3</sub>			
		Near	Far	Far	% Auto	% Med	% Hvy	% Day	% Eve	% Night		70 dBA	65 dBA	60 dBA	55 dBA
18,988	45	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	66.8	61	132	283	610
13,876	30	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	60.7	24	52	112	240
17,635	30	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	61.8	28	61	131	282
15,781	30	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	61.3	26	56	122	262
18,426	35	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	63.6	38	81	174	375
38,544	35	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	66.8	61	132	285	614
62,511	45	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	72.0	135	291	627	1351
14,504	30	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	60.9	25	53	115	248
14,807	50	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	67.0	64	137	295	635
19,139	40	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	65.4	49	106	228	490
18,052	35	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	63.5	37	80	172	370
10,602	30	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	59.5	20	43	93	201
19,172	35	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	63.8	39	83	179	385
4,451	25	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	54.1	9	19	41	88
10,580	25	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	57.9	16	34	72	156
5,865	35	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	58.6	17	38	81	175
15,111	35	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	62.8	33	71	153	329
26,241	35	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	65.1	47	102	220	475
15,872	40	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	64.5	43	93	201	433
17,294	40	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	64.9	46	99	213	458
27,704	40	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	67.0	63	135	291	628
26,800	40	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	66.8	61	132	285	614
7,171	30	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	57.8	15	33	72	155
20,994	35	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	64.2	41	88	190	409
24,087	35	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	64.8	45	97	208	449

\*All modeling assumes average pavement, level roadways (less than 1.5% grade), constant traffic flow and does not account for shielding of any type or finite roadway adjustments. All levels are reported as A-weighted noise levels.

# Appendix E-6

## Traffic Noise Model Calculations

Project: 11499 - City of Sacramento GP 2040 TBR

Noise Level Descriptor: Ldn  
 Site Conditions: Soft  
 Traffic Input: ADT  
 Traffic K-Factor: 10

### Input

Distance to Directional Centerline, (feet)<sub>4</sub>

Traffic Distribution Characteristics

% Auto % Med % Hvy % Day % Eve % Night

Speed (mph)

ADT

Near

Far

To

Segment Description and Location

From

Name

Number

Ldn, (dBA)<sub>5,6,7</sub>

Distance to Contour, (feet)<sub>3</sub>

70 dBA 65 dBA 60 dBA 55 dBA

Output

### Existing Conditions

Number	Name	From	To	Speed (mph)	ADT	Near	Far	% Auto	% Med	% Hvy	% Day	% Eve	% Night	Ldn, (dBA) <sub>5,6,7</sub>	Distance to Contour, (feet) <sub>3</sub>	70 dBA	65 dBA	60 dBA	55 dBA
1	Riverside Blvd	Broadway	2nd Ave	35	12,519	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	61.9	29	62	135	290	
2	Riverside Blvd	Sutterville Rd	Seamas Ave	35	6,932	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	59.4	20	42	91	196	
3	Land Park Dr	Broadway	Vallejo Way	30	13,011	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	60.4	23	50	107	230	
4	S Land Park Dr	Sutterville Rd	Seamas Ave	30	5,067	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	56.3	12	26	57	123	
5	24th St	Sutterville Rd	Fruitridge Rd	40	9,357	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	62.3	30	66	141	304	
6	Stockton Blvd	US-50	Broadway	30	26,523	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	63.5	37	80	172	370	
7	Stockton Blvd	Broadway	Fruitridge Rd	35	19,570	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	63.9	39	84	181	391	
8	Broadway	Alhambra Blvd	Stockton Blvd	35	15,768	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	62.9	34	73	157	338	
9	Broadway	Stockton Blvd	65th St	30	16,311	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	61.4	27	58	124	268	
10	65th St	Elvas Ave	14th Ave	40	30,693	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	67.4	67	145	312	672	
11	Power Inn Rd	14th Ave	Fruitridge Rd	45	37,908	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	69.8	97	208	449	968	
12	12th Ave	Martin Luther King Jr Blvd	SR-99	25	19,016	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	60.4	23	50	107	231	
13	14th Ave	65th St	Power Inn Rd	40	12,848	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	63.6	38	81	175	376	
14	Florin Perkins Rd	Folsom Blvd	Fruitridge Rd	45	11,297	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	64.5	43	93	200	432	
15	Fruitridge Rd	SR-99	44th St	40	31,033	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	67.5	68	146	314	677	
16	Fruitridge Rd	44th St	Stockton Blvd	40	30,409	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	67.4	67	144	310	668	
17	Fruitridge Rd	Stockton Blvd	65th St	40	20,061	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	65.6	51	109	235	506	
18	Fruitridge Rd	65th St	Florin Perkins Rd	45	18,052	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	66.6	59	127	274	590	
19	Fruitridge Rd	Florin Perkins Rd	S Watt Ave	50	14,102	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	66.8	62	133	286	615	
20	Martin Luther King Jr Blvd	Broadway	Fruitridge Rd	30	9,458	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	59.1	19	40	86	186	
21	T St	Stockton Blvd	59th St	30	3,039	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	54.1	9	19	41	87	
22	33rd St	4th Ave	12th Ave	4,770	25	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	54.4	9	20	43	92	
23	Raley Blvd	Bell Ave	I-80	33,804	45	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	69.3	90	193	416	897	
24	S Watt Ave	US-50	Kiefer Blvd	53,280	45	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	71.3	121	262	564	1214	
25	Florin Rd	Riverside Blvd	Havenside Dr	9,950	40	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	62.5	32	68	147	317	

\*All modeling assumes average pavement, level roadways (less than 1.5% grade), constant traffic flow and does not account for shielding of any type or finite roadway adjustments. All levels are reported as A-weighted noise levels.

# Appendix E-7

## Traffic Noise Model Calculations

Project: 11499 - City of Sacramento GP 2040 TBR

Noise Level Descriptor: Ldn  
 Site Conditions: Soft  
 Traffic Input: ADT  
 Traffic K-Factor: 10



Number	Segment Description and Location		Input										Output							
	Name	From	To	ADT	Speed (mph)	Distance to Directional Centerline, (feet) <sub>4</sub>	Near	Far	% Auto	% Med	% Hvy	% Day	% Eve	% Night	Ldn, (dBA) <sub>5,6,7</sub>	Distance to Contour, (feet) <sub>3</sub>	70 dBA	65 dBA	60 dBA	55 dBA
<b>Existing Conditions</b>																				
1	Florin Rd	Havenside Dr	I-5	38,574	45	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	69.9	98	211	454	979	
2	Riverside Blvd/Pocket Rd	Florin Rd	Greenhaven dr	10,076	40	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	62.6	32	69	148	320	
3	Pocket Rd	Greenhaven dr	Freeport Blvd	28,830	40	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	67.1	64	139	299	644	
4	43rd Ave	Gloria Dr	13th St	6,460	40	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	60.6	24	51	110	238	
5	S Land Park Dr	Windbridge Dr	Florin Rd	4,257	30	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	55.6	11	24	51	109	
6	Gloria Dr	Florin Rd	43rd Ave	4,229	30	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	55.6	11	23	51	109	
7	Greenhaven Dr	Gloria Dr	Florin Rd	5,565	35	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	58.4	17	36	78	169	
8	Freeport Blvd	Pocket Rd	South City Limits	11,727	50	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	66.0	54	117	252	544	
9	Freeport Blvd	Florin Rd	Pocket Rd	17,356	50	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	67.7	71	152	328	706	
10	24th St	Fruitridge Rd	Florin Rd	16,026	40	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	64.6	44	94	202	436	
11	24th St	Florin Rd	Meadowview Rd	15,144	40	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	64.3	42	90	195	420	
12	Meadowview Rd	Freeport Blvd	Brookfield Dr	31,108	40	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	67.5	68	146	315	678	
13	Florin Rd	Freeport Blvd	Franklin Blvd	36,030	40	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	68.1	75	161	347	748	
14	43rd Ave/Blair Ave	13th St	Freeport Blvd	7,647	35	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	59.8	21	45	97	209	
15	47th Ave	24th St	Franklin Blvd	23,856	25	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	61.4	27	58	124	268	
16	Franklin Blvd	Fruitridge Rd	47th Ave	16,703	40	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	64.8	45	96	208	448	
17	Stockton Blvd	Florin Rd	Mack Rd	30,333	40	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	67.4	67	144	309	667	
18	65th St	14th Ave	Fruitridge Rd	23,525	45	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	67.7	70	152	327	704	
19	65th Ex	Elder Creek Rd	Stockton Blvd	21,719	45	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	67.4	67	144	310	668	
20	Power Inn Rd	Fruitridge Rd	Florin Rd	29,621	45	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	68.7	82	177	381	821	
21	S Watt Ave	Kiefer Blvd	Jackson Hwy	40,501	45	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	70.1	101	218	469	1011	
22	Florin Rd	Franklin Blvd	SR-99	44,392	40	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	69.0	86	185	399	859	
23	Florin Rd	SR-99	65th St	57,361	40	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	70.1	102	220	473	1019	
24	Florin Rd	65th St	Stockton Blvd	36,269	40	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	68.1	75	162	349	751	
25	Florin Rd	Stockton Blvd	Power Inn Rd	29,785	40	100	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	67.3	66	142	306	659	

\*All modeling assumes average pavement, level roadways (less than 1.5% grade), constant traffic flow and does not account for shielding of any type or finite roadway adjustments. All levels are reported as A-weighted noise levels.



# Appendix E-8

## Traffic Noise Model Calculations

Project: 11499 - City of Sacramento GP 2040 TBR

Noise Level Descriptor: Ldn  
 Site Conditions: Soft  
 Traffic Input: ADT  
 Traffic K-Factor: 10



Number	Segment Description and Location		Input											Output						
			Speed (mph)	Distance to Directional Centerline, (feet) <sub>4</sub>			Traffic Distribution Characteristics						Ldn, (dBA) <sub>5,6,7</sub>	Distance to Contour, (feet) <sub>3</sub>						
				ADT	Near	Far	% Auto	% Med	% Hvy	% Day	% Eve	% Night		70 dBA	65 dBA	55 dBA				
<b>Existing Conditions</b>																				
1	Florin Rd	Power Inn Rd	Florin Perkins Rd	23,756	35	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	64.7	44	96	206	444
2	Elder Creek Rd	Stockton Blvd	Florin Perkins Rd	27,088	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	68.3	77	167	359	774
3	Elder Creek Rd	South Watt Avenue	Hedge Ave	7,203	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	62.6	32	69	148	320
4	Florin Perkins Rd	Fruitridge Rd	Elder Creek Rd	20,583	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	67.1	64	139	299	644
5	Florin Perkins Rd	Elder Creek Rd	Florin Rd	21,658	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	67.4	67	144	309	666
6	Mack Rd	Meadowview Rd	Franklin Blvd	22,280	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	67.5	68	146	315	679
7	Mack Rd	Franklin Blvd	Center Pkwy	25,886	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	68.1	75	162	348	750
8	Mack Rd	Center Pkwy	Stockton Blvd	38,136	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	69.8	97	209	451	972
9	Center Pkwy	Tangerine Ave	Mack Rd	7,035	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	61.0	25	54	117	252
10	Center Pkwy	Mack Rd	Bruceville Rd	6,590	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	60.7	24	52	112	241
11	Valley Hi Dr	Franklin Blvd	Center Pkwy	8,894	35	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	60.5	23	50	107	231
12	Valley Hi Dr	Center Pkwy	Mack Rd	20,939	35	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	64.2	41	88	190	409
13	Bruceville Rd	Valley Hi Dr	Consummes River Blvd	19,630	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	65.5	50	107	231	499
14	Bruceville Rd	Consummes River Blvd	Calvine Rd	37,068	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	69.7	95	205	443	953
15	Franklin Blvd	Village Wood Dr	Big Horn Blvd	24,123	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	67.8	72	154	332	716
16	Franklin Blvd	Mack Rd	Turnbridge Dr	25,572	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	68.1	74	160	346	744
17	Franklin Blvd	47th Ave	Turnbridge Dr	24,672	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	66.5	58	125	270	581
18	Stockton Blvd	Fruitridge Rd	Florin Rd	29,651	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	67.3	66	141	305	657
19	65th Ex	Stockton Blvd	Florin Rd	19,924	35	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	64.0	40	85	183	395
20	Power Inn Rd	Florin Rd	Elsie Ave	29,391	45	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	68.7	82	176	379	817
21	47th Ave	Franklin Blvd	SR-99	29,691	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	67.3	66	142	305	657
22	47th Ave	SR-99	Stockton Blvd	35,641	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	68.1	74	160	345	742
23	Franklin Blvd	Mack Rd	Village Wood Dr	27,950	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	67.0	63	136	293	631
24	Elkhorn Blvd	SR-99	E Commerce Way	20,794	55	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	69.8	96	208	447	963
25	Freepport Blvd	Sutterville Rd (N)	Sutterville Rd (S)	27,747	40	100	100	100	97.0%	2.0%	1.0%	80.0%	20.0%	20.0%	20.0%	67.0	63	135	292	628

\*All modeling assumes average pavement, level roadways (less than 1.5% grade), constant traffic flow and does not account for shielding of any type or finite roadway adjustments. All levels are reported as A-weighted noise levels.

## Appendix E-9

### Traffic Noise Model Calculations

Project: 11499 - City of Sacramento GP 2040 TBR

Noise Level Descriptor: Ldn  
 Site Conditions: Soft  
 Traffic Input: ADT  
 Traffic K-Factor: 10

#### Segment Description and Location

From To

Distance to Directional Centerline, (feet)<sub>4</sub>

Speed (mph)

ADT

% Auto % Med % Hvy % Day % Eve % Night

Traffic Distribution Characteristics

Ldn, (dBA)<sub>5,6,7</sub> 70 dBA 65 dBA 60 dBA 55 dBA

Distance to Contour, (feet)<sub>3</sub>

Output

#### Existing Conditions

Number	Name	From	To	Speed (mph)	ADT	Near	Far	% Auto	% Med	% Hvy	% Day	% Eve	% Night	Ldn, (dBA) <sub>5,6,7</sub>	70 dBA	65 dBA	60 dBA	55 dBA	Distance to Contour, (feet) <sub>3</sub>
1	Folsom Blvd	US-50	Howe Ave	45	20,303	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	67.1	64	138	296	638	
2	Cosummes River Blvd	Franklin Blvd	Center Pkwy	50	22,868	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	68.9	85	183	394	849	
3	Freepoint Blvd	21st St	Sutterville Rd (N)	30	14,825	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	61.0	25	54	117	251	
4	Freepoint Blvd	Broadway	21st St	35	6,728	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	59.2	19	41	89	192	
5	Land Park Dr	Vallejo Way	13th Ave (S)	30	10,552	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	59.5	20	43	93	200	
6	Land Park Dr	13th Ave (S)	Sutterville Rd	30	7,848	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	58.2	16	35	76	164	
7	Riverside Blvd	7th Ave	Sutterville Rd	35	10,198	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	61.0	25	54	117	253	
8	Riverside Blvd	2nd Ave	7th Ave	35	10,675	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	61.2	26	56	121	261	
9	24th St	Donner Way	Sutterville Rd	30	541	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	46.6	3	6	13	28	
10	Sutterville Rd	Freepoint Blvd	Sutterville Bypass	35	27,246	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	65.3	49	105	226	487	
11	5th St	Broadway	Vallejo Way	30	6,764	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	57.6	15	32	69	149	
12	Broadway	5th St	Riverside Blvd	30	11,981	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	60.1	22	47	101	218	
13	Elder Creek Rd	Florin Perkins Rd	S Watt Ave	45	13,118	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	65.2	48	103	221	477	
14	Richards Blvd	N 7th St	N 12th St	35	23,324	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	64.6	44	95	204	439	
15	12th St	Richards Blvd	D St	35	19,549	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	63.9	39	84	181	390	
16	16th St	Richards Blvd	I St	35	24,175	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	64.8	45	97	209	450	
17	N 7th St	B St	F St	25	10,095	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	57.7	15	33	70	151	
18	Florin Rd	I-5	Freepoint Blvd	40	31,565	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	67.5	68	147	318	685	
19	Cosummes River Blvd	Center Pkwy	SR-99	50	54,422	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	72.7	151	326	702	1513	
20	Garden Hwy	Orchard Ln	Gateway Oaks Dr	35	4,464	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	57.5	15	31	68	146	
21	J St	7th St	10th St	30	15,710	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	61.3	26	56	121	261	
22	J St	10th St	16th St	30	18,070	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	61.9	29	62	133	287	
23	P St	16th St	9th St	30	7,378	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	58.0	16	34	73	158	
24	P St	9th St	2nd St	30	12,493	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	60.3	22	48	104	224	
25	Franklin Blvd	5th Ave	Sutterville Rd	30	9,388	100	100	97.0%	2.0%	1.0%	80.0%	80.0%	20.0%	59.0	19	40	86	185	

\*All modeling assumes average pavement, level roadway, (less than 1.5% grade), constant traffic flow and does not account for shielding of any type or finite roadway adjustments. All levels are reported as A-weighted noise levels.

# Appendix E-10

## Traffic Noise Model Calculations

Project: 11499 - City of Sacramento GP 2040 TBR

Noise Level Descriptor: Ldn  
 Site Conditions: Soft  
 Traffic Input: ADT  
 Traffic K-Factor: 10

Input		Output														
ADT	Speed (mph)	Distance to Directional Centerline, (feet) <sub>4</sub>		Traffic Distribution Characteristics						Ldn, (dBA) <sub>5,6,7</sub>		Distance to Contour, (feet) <sub>3</sub>				
		Near	Far	% Auto	% Med	% Hvy	% Day	% Eve	% Night	65 dBA	70 dBA	60 dBA	55 dBA			
41,226	40	100	100	97.0%	2.0%	1.0%	80.0%					68.7	82	176	380	818
18,387	45	100	100	97.0%	2.0%	1.0%	80.0%					66.6	60	129	277	597
21,980	40	100	100	97.0%	2.0%	1.0%	80.0%					66.0	54	116	250	538
20,607	50	100	100	97.0%	2.0%	1.0%	80.0%					68.5	79	171	368	792
20,787	45	100	100	97.0%	2.0%	1.0%	80.0%					67.2	65	140	301	648
23,149	50	100	100	97.0%	2.0%	1.0%	80.0%					69.0	86	184	397	856
28,290	35	100	100	97.0%	2.0%	1.0%	80.0%					65.5	50	108	232	499

Number	Name	From	To
1	J St/Fair Oaks Blvd	H St	Howe Ave
2	Folsom Blvd	Jackson Hwy	S Watt Ave
3	Riverside Blvd/43rd Ave	Florin Rd	Gloria Dr
4	Freeport Blvd	Fruitridge Rd	Florin Rd
5	Garden Hwy	I-5	Truxel Rd
6	Garden Hwy	Truxel Rd	Northgate Blvd
7	Norwood Ave	I-80	Silver Eagle Rd

\*All modeling assumes average pavement, level roadways (less than 1.5% grade), constant traffic flow and does not account for shielding of any type or finite roadway adjustments. All levels are reported as A-weighted noise levels.

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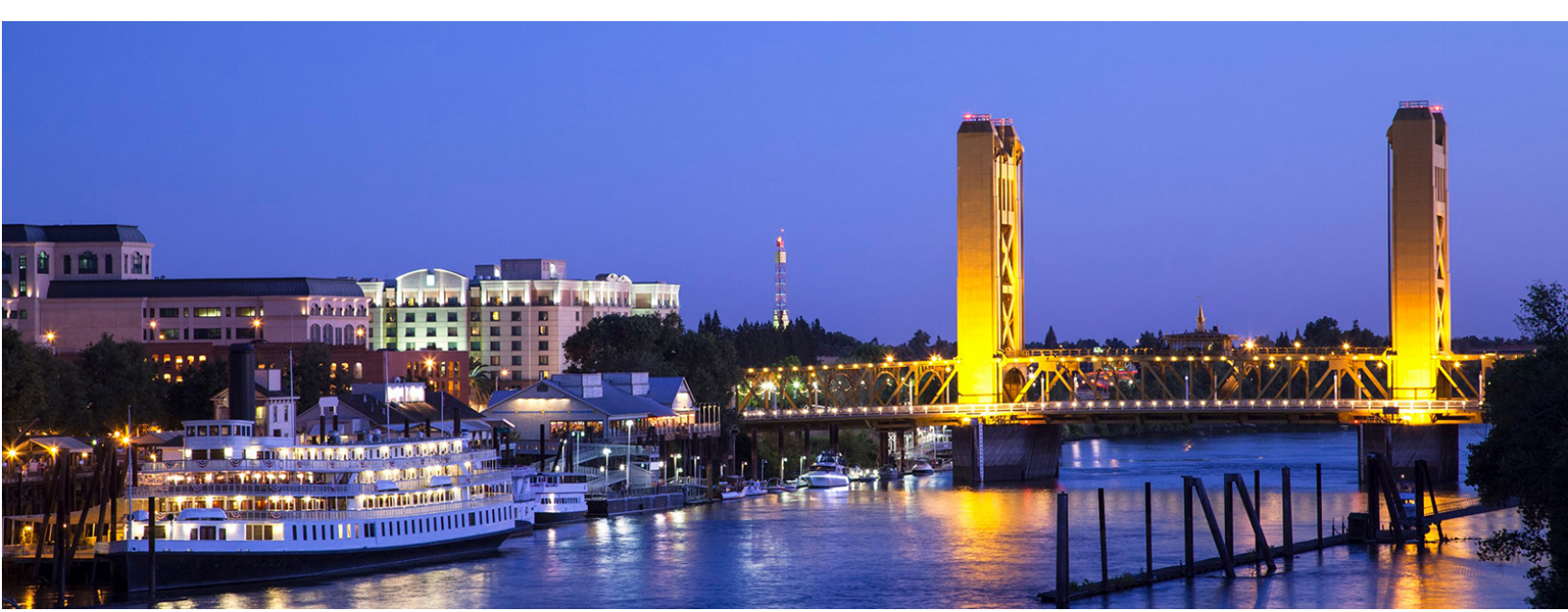
## **APPENDIX F:**

# **Market Demand Analysis**

bae urban economics

Sacramento General Plan Update  
Existing Conditions Technical Memorandum: Market Demand Study

July 23, 2019



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# EXECUTIVE SUMMARY

This report provides background information regarding existing and anticipated future demographic and economic trends and market conditions for use as part of the City of Sacramento General Plan Update. This includes evaluation of recent changes in demographic characteristics and household composition, as well as recent labor market changes, industry growth trends, and other related topics that pertain to economic development. The study also evaluates existing real estate market conditions for residential (considering demand for different housing types), office, commercial, and industrial land uses, and projects anticipated citywide demand for each land use type through the year 2040.

## Population and Household Characteristics

### *Population and Household Growth*

Population growth in the City of Sacramento generally kept pace with statewide population growth since 2010, but was somewhat slower compared to the rest of the Sacramento-Roseville-Arden Arcade Metropolitan Statistical Area (MSA). Population and household growth were significantly outpaced by employment growth within the City, reinforcing the City's position as a major employment center within the broader region.

The parts of Sacramento that grew most rapidly generally correspond with those parts of the City that have larger quantities of undeveloped land. These generally include the North Natomas and North Sacramento Community Plan Areas, as well as the South Area Community Plan Area. The exception to this trend was the Central City. While the Central City Community Plan Area is one of the most intensively developed parts of the City, it experienced some of the fastest population growth since 2010. Much of this can be attributed to actions being taken by the City of Sacramento to encourage new residential development, as well as progress that has been made toward development of the Railyards and the River District.

### *Household Characteristics*

Households living in Sacramento are somewhat less likely to be families compared to the broader region. They are also notably more likely to live in rented accommodations, versus owning their own homes. This is somewhat indicative of the City's larger youth and young adult populations, which make up a larger share of the population compared to the region. Sacramento residents also generally have lower incomes and levels of educational attainment.

### *Racial and Ethnic Identity*

Residents of Sacramento are also significantly more likely to identify with one or more racial and/or ethnic minority groups. The share of the total population in the City that identifies with one or more minority groups is more than 20 percentage point higher than for the region as a whole, at 69 percent. However, the relative concentration of racial and ethnic minority

residents differs throughout the City. For example, the four Community Plan Areas with the highest concentrations of minority residents include the South Area, Fruitridge/Broadway, North Sacramento, South Natomas.

## **Economic and Labor Force Trends**

### ***Employment Trends***

Employment in Sacramento is overwhelmingly concentrated in the Central City. While there are other important employment centers within the City, such as in the Fruitridge/Broadway and Arden Arcade areas, employment in the Central City accounts for roughly one-third of the total citywide jobs. As the seat of both State and local governments, the Government sector accounts for nearly 40 percent of citywide employment. Other important employment sectors include Healthcare and Social Assistance, Administrative and Waste Services, and Retail Trade, among others. Jobs growth in Sacramento outpaced regional employment growth since 2010, expanding the City's employment base at a rate of 2.7 percent per year. This is compared to a regional employment growth rate of 2.0 percent per year, indicating that the City is solidifying its position as the region's premier employment center.

The unemployment rate in Sacramento improved significantly between 2010 and 2017. Depending on the data source, the unemployment rate in 2010 reached a high of 13.3 to 16.1 percent. As of 2017, the unemployment rate had dropped by around eight percentage points to between 4.7 and 8.2 percent. Most economists generally consider full employment to occur when the unemployment rate hits around 6.0 percent. Thus, the data indicate that the City of Sacramento is either at or is nearing full employment, which has important implications for workforce availability and economic development.

### ***Commuting Patterns***

As the region's premier employment Center, the City has a significant cross-commute. According to the 2013-2017 American Community Survey (ACS), roughly 61 percent of the workforce commutes in from outside of the City, while 43 percent of employed Sacramento residents commute outside of the City for work. This is roughly similar to the pattern observed in the 2006-2010 ACS. Data from the Longitudinal Employer-Household Dynamics (LEHD) dataset indicates that the main points of origin for workers commuting into Sacramento include Elk Grove, Arden-Arcade, Roseville, and West Sacramento.

### ***Retail and Taxable Sales***

The retail sector in the United States is undergoing a significant transformation. This transformation is being driven by technological innovations that are altering how consumers shop for and purchase a wide variety of goods, from home goods to motor vehicles. This rapid expansion is having a noticeable impact on the retail real estate sector, including the decline of indoor shopping malls, as well as major contractions among many national and regional retail chains. While the exact future of eCommerce is unclear, due to the rapid pace of

technological change, there is a general consensus that eCommerce is likely to continue expanding its market share in the coming years.

According to the California State Board of Equalization (SBOE), Sacramento captured \$6.4 billion in taxable sales in 2016, which was equal to around 17 percent of the regional total. Recognizing that the City accounts for approximately 21 percent of the region's population, as well as a disproportionate share of the region's employment, this indicates that the City is not capturing its fair share of regional taxable sales. While this data precedes completion of the Downtown Commons and Delta Shores, which are expected to improve the City's taxable sales capture, these are unlikely to be enough to substantively change the balance of trade.

While the City currently suffers from a significant leakage of retail sales dollars (i.e., residents are going outside of the community to purchase goods and services, versus spending their money locally), the rapid expansion of online retailing outlets will make it difficult for the City to capture existing leakage through new retail real estate development. Existing market conditions indicate that while the region's destination retail centers continue to capture an increasing share of regional taxable sales, retail shopping centers big and small are beginning to reposition to emphasize "experiential" retail offerings, such as restaurants, entertainment, and boutique locally branded niche retail.

## **Real Estate Market Conditions**

### ***Residential Market Conditions***

Like most communities throughout the nation, most of the housing stock in the City is comprised of single-family housing units, both attached and detached. Multifamily housing accounts for approximately one-third of the City's existing housing stock, which is roughly on par with the statewide average, but is more than eight percentage points higher than the MSA. The largest concentration of multifamily housing is located in the Central City, though the Arden Arcade, South Natomas, North Natomas, and Pocket Community Plan Areas also feature significant concentrations of multifamily housing units.

Housing built using traditional wood-framing is generally considered to be at risk for deteriorating condition after approximately 30 years from the date of construction. Approximately 58 percent of the housing stock in the City of Sacramento was built prior to 1980. While this is close to the statewide average, the City features a much older housing stock compared to the remainder of the MSA, where only 47 percent of the regional housing stock was built before 1980.

The City of Sacramento features significantly fewer vacant units, on average, compared to the MSA and the State as a whole. The current residential vacancy rate in Sacramento is 5.3 percent, compared to around 8.0 percent for the MSA and the State. While Sacramento has a

strong tourism sector, there were fewer than 1,500 residential units that were vacant for seasonal, recreational, or occasional use, which typically includes short-term rentals.

#### **For-Sale Housing Prices**

Between May and October of 2018, there were nearly 4,500 home sales in the City of Sacramento. The majority of these were detached single-family homes, with around 375 condominium and 105 duplex sales. The median sale price for all units was \$325,000, with duplex and condominium units selling for a little less than single-family units. Homes priced at this level are generally affordable to households in the moderate-income category and above. The data also highlight several high value (i.e., more than one million dollars) condominium sales. These likely reflect sales of units at the Residences at the Sawyer, which have led the way for additional high-end condominium development in the Central City.

#### ***Rental Housing Prices***

As in many communities throughout California, demand for multifamily rental housing in Sacramento has largely outpaced supply, resulting in rapid increases in rental housing costs for many Sacramento residents. Between 2016 and 2017 Sacramento led the nation for rent growth,<sup>1</sup> with CoStar reporting annual rent increases averaging between eight and ten percent. As of winter, 2019, Yardi Matrix reports decelerating but steady rent growth resulting from a modest increase in vacancy in 2018, combined with limited supply gains and continued strong demand resulting from Sacramento's position as a comparatively affordable alternative to the San Francisco Bay Area.<sup>2</sup>

According to CoStar, there are approximately 63,928 market rate multifamily rental units in 2,253 complexes within the City of Sacramento. As of the third quarter of 2018, the average rental rate was \$1,228 per month. With an average unit size of 804 square feet, this equaled a rental rate of \$1.53 per square foot per month. One- and two-bedroom units comprise most of the existing rental stock.

While the rate of rent growth in Sacramento has begun to moderate in recent years, Yardi Matrix reports that local rent increases continue to outpace the national average by at least one percentage point. While Sacramento has experienced a robust increase in demand for rental housing in the Central City, which is expected to continue, brokers indicate that areas outside of the urban core are experiencing the most rapid increase in average rental rates.

#### ***Gentrification Pressure***

A high-level evaluation of changes in housing costs by Community Plan Area do not suggest a close relationship between increasing rental rates and the racial/ethnic composition of the

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<sup>1</sup> Yardi Matrix. (2019). Moderating is Key In Sacramento: Multifamily Report Winter 2019. Available at: <https://www.multihousingnews.com/post/sacramentos-rent-growth-still-strong-not-dazzling/>

<sup>2</sup> *Ibid.*

community, though additional analysis may be necessary to draw any definitive conclusions. Additional analysis of changes in for-sale home prices by Community Plan Area indicate that for-sale prices are increasing most rapidly in some of the community plan areas with the highest concentrations of minority residents. For example, for-sale home prices have more than doubled in the four Community Plan Areas that have minority concentrations that make up more than 70 percent of the population, while the median sale prices in other less racially and ethnically diverse areas have less than doubled.

### ***Housing Affordability***

Additional data on housing affordability, published by the U.S. Department of Housing and Urban Development, indicate that more than 40 percent of Sacramento households pay more than 30 percent of their income to housing, and more than 20 percent pay more than 50 percent of their monthly income for housing. Renter households and lower income households are both generally more likely to overpay for housing.

### ***Retail Market Conditions***

Although significant population growth and relocation of households from the San Francisco Bay Area into the Sacramento market are driving strong increases in retail sales, as discussed in this report, the rapid expansion of online retailing is resulting in changing consumer behaviors,<sup>3</sup> and a slackening of demand for some types of traditional brick and mortar retail. These trends are disproportionately impacting the region's community and neighborhood shopping centers, while brokers report that demand remains strong among the region's major destination and power centers, such as Delta Shores and the Fountains at Roseville.<sup>4</sup>

With lackluster demand for most community retail space, much of the recent leasing activity has been focused on bargain grocery, fitness centers and health clubs, and bars and restaurants. Except for restaurants, these uses are typically lower rent, but all of these types are more resilient to e-commerce. This shift in focus signals a change in management approach for many retail investors and property managers, including both small neighborhood and regional power centers, which emphasize experiential retail and food sales.

The Sacramento submarket that best exemplifies this turn towards experiential retail and food service is the Central City. According to Colliers International, the Central City now has 68 bars and 139 restaurants.<sup>5</sup> In addition, around 50 new retail business have opened, or are planning to open, since completion of the Golden 1 Center and the Downtown Commons (DoCo) in 2016, including the recently opened food hall known as The Bank. Brokers indicate

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<sup>3</sup> Same-day home delivery is changing the way that many resident's shop. Rather than stopping at a neighborhood shopping center on their way home from work, they can order products online and have them waiting for them.

<sup>4</sup> The International Council of Shopping Centers (ICSC) defines Power Regional centers as a specialized-purpose shopping center with dominant anchors including discount department stores, off-price stores, wholesale clubs, and with only a few small tenants.

<sup>5</sup> Colliers International. (Q3 2018). *Research & Forecast Report: Sacramento Retail*. Available at:

that the key to successful retail in this environment is food service and local boutique branding. The Ice Blocks is another good example of this approach, with multiple locally branded restaurants, as well as Device Brewing Company, plus an assortment of locally and regionally based retailers (i.e., identifiable northern California based brands like Bonobos).

### ***Office Market Conditions***

The City of Sacramento is one of the region's premier office markets, accounting for approximately 56 percent of the total regional inventory. While traditionally driven by demand from State government, the Sacramento office market is experiencing increasing demand from firms working in healthcare, technology, and education. While Class A office space remains the most in-demand market segment, a lack of available inventory is increasingly pushing prospective tenants into the Class B market. While still close to ten percent, office vacancy in Sacramento has reached a ten-year low. Although a case can be made for more speculative office development, builders remain hesitant due to rising construction and downtown land costs. Nonetheless, the market is seeing considerable build-to-suit activity.<sup>6</sup>

The bulk of the build-to-suit activity is occurring in the medical services and medical tech segment. For example, Sacramento's largest new office project is the new Centene campus in North Natomas, which broke ground in 2018 and will include 1.25 million square feet of new office space accommodating up to 5,000 workers (approximately 1,500 net new jobs).<sup>7</sup> Sacramento can also expect significant new medical office demand following construction of the Kaiser Permanente medical center in the Railyards. The first phase of that development is expected to include a more than 300,000 square foot hospital, plus approximately 60,000 square feet of medical office. The second phase could double the amount of medical office space. With three major health systems, plus multiple major insurers and a major research university (i.e., the University of California, Davis), Sacramento may also be well positioned to capture demand from bio-pharmaceutical and medical device manufacturers and R&D establishments. Demand from this market segment is likely to be dispersed throughout the City and the region, including in the Central City and North Natomas, as well as Rancho Cordova, Rocklin, Roseville, Elk Grove, Citrus Heights, and Orangevale, among other locations.

Sacramento is also experiencing considerable expansion of the Government office sector. The State of California is largely driving new construction of office space within the Central City and the River District. As of this writing, the State is about to break ground on the new 21-story 875,000 square foot Natural Resource Building and redevelopment of the existing California

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<sup>6</sup> Build-to-suit real estate transactions involve construction of a building for sale or lease that is built to a buyer's or tenants desired specifications. This is in contrast to speculative development, which is built to a generic standard that is specified by the developer so-as to appeal to a broad segment of the market, or which is built as a "shell space," meaning that further tenant improvements will be completed following signing of a use agreement.

<sup>7</sup> Rodd, Scott. (November 17, 2018). Sacramento Strikes Deal with Health Insurer That May Bring Up to 5,000 Jobs. *The Sacramento Business Journal*. Available at: <https://www.bizjournals.com/sacramento/news/2017/11/17/sacramento-strikes-deal-with-health-insurer-that.html>



Department of Food and Agriculture Annex Building at 1215 O Street, which will include another 360,000 square feet of space. The State has also approved \$460 million to fund development of a new Sacramento County Courthouse at 6<sup>th</sup> and G Streets, behind the existing Federal Courthouse, which is expected to be complete in 2023. In the River District, the State is planning demolition of the Office of State Publishing Building at 7<sup>th</sup> and Richards to make room for a new one million square foot campus, which is anticipated for delivery in 2022.

### ***Industrial Market Conditions***

Industrial real estate brokers indicate that the region is experiencing robust demand for industrial and warehouse space that is evenly distributed throughout the regional submarkets. Six of the region's largest submarkets are located within the City of Sacramento, including the Central City, McClellan, Natomas, Northeast Sacramento, Power Inn Road, and South Sacramento. The City has more than 66.1 million square feet of industrial space, which represents 46 percent of the regional market. The largest submarket in the region is the Power Inn Road area, which features more than 24.4 million square feet of industrial space, followed by West Sacramento, Woodland, McClellan, Sunrise/Rancho Cordova, and Natomas, among other key markets. Central Sacramento, including both Downtown, the Railyards, and the River District, features approximately 7.1 million square feet of industrial space.

The industrial real estate market in Sacramento is in transition. Historical industrial areas, like the Union Pacific Railyards, the River District, and the western portion of the Broadway corridor are transitioning away from industrial uses to accommodate more residential, office, retail, and recreational uses. The largest such project is obviously the Railyards redevelopment, which will convert the former railroad yard to accommodate up to 10,000 new housing units, more than 500,000 square feet of retail, up to 3.9 million square feet of office space, a 1.2 million square foot medical center, 1,100 hotel rooms, more than 30 acres of open space and a possible major league soccer stadium. Similarly, the western Broadway corridor has already begun transitioning to accommodate new housing, like the Mill at Broadway, which redeveloped a former lumber mill facility to accommodate medium density workforce housing. The River District is likewise positioned to redevelop from a predominantly industrial district to a mix of residential, State and private office, and retail uses.

### ***The Cannabis Industry***

At the same time that industrial uses are relocating out of the City's historic industrial districts, the City is experiencing significant new industrial demand in places like Power Inn Road and near the McClellan Business and Industrial Park. One of the primary drivers of demand, particularly in the Power Inn Road area is expansion of the legal cannabis industry.<sup>8</sup> Following

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<sup>8</sup> Rodd, Scott. (January 3, 2019). *Power Play: How the Power Inn Alliance Influenced the City's Approach to Cannabis*. Available at: <https://www.bizjournals.com/sacramento/news/2019/01/03/power-play-how-the-power->

legalization of recreational marijuana in 2016, the industry has expanded rapidly, occupying large volumes of space and driving up lease rates in the surrounding area. The area has become a destination for a mix of cannabis cultivators, distributors, manufacturers, and dispensaries, effectively creating a small cannabis-related industry cluster. However, the rapid expansion has also caused safety/security concerns and prompted the Power Inn Alliance to lobby the City to better regulate the industry and encourage a wider distribution of cannabis related facilities throughout the City, citing impacts on industrial vacancy and rents and the competitive effects on traditional industrial users in need of space. The cannabis industry is showing significant activity elsewhere in Sacramento as well, notably in the Southeast Sacramento area, with the \$50 million We Grow California cannabis campus.<sup>9</sup>

### ***Planned and Proposed Development***

The sustained recovery from the Great Recession and demonstrated depth of demand for a variety of land use types throughout the city has renewed optimism regarding local market fundamentals and led to a significant pipeline of development projects seeking entitlements or actively pursuing construction.

### ***Residential Planned and Proposed Projects***

Entitlement data provided by the City of Sacramento show that there were approximately 19,765 housing units in the development pipeline as of late 2018. Only around four percent of Sacramento's total proposed units had applied for or received building permits, indicating that developers with interests in Sacramento are positioned to deliver a relatively large number of new units in the coming years compared to the number of units currently being delivered. Roughly half of the proposed residential units were single-family structures, most of which are in large-scale master planned communities in Natomas. Another 46 percent of proposed residential units were in standalone or mixed-use multifamily projects consisting of mostly apartment units. Smaller infill and residential mixed-use projects tend to be located in the Central City, while larger standalone multifamily residential projects tend to be located in less built-out areas such as Natomas and the South Area. The area around the CSUS campus, near the intersection of Folsom Boulevard and 65<sup>th</sup> Avenue is also attracting new multifamily development, mostly in student-oriented housing projects. Around six percent of the proposed residential units were in condominium projects, mostly consisting of medium-density workforce housing units in upper Land Park, North Natomas, and the South Area. Below market rate units accounted for only two percent of Sacramento's proposed residential pipeline. In addition to the residential projects in the City's entitlement pipeline, there is capacity within previously entitled PUDs and Specific Plan areas for development of an additional 19,800 units during the General Plan time horizon. Roughly two-thirds of these units are loosely

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inn-alliance-influenced.html?ana=e\_mc\_prem&s=newsletter&ed=2019-01-04&u=jkGEganSl4SroNszQZtNbDMiSLI&t=1546624504&j=85851181

<sup>9</sup> Rodd, Scott. (October 17, 2019). Construction could begin within weeks on \$50M cannabis campus in southeast Sacramento. *Sacramento Business Journal*. Available at: <https://www.bizjournals.com/sacramento/news/2018/10/17/construction-could-begin-within-weeks-on-50m.html>

defined as “mixed-use residential”, indicating they will be part of a larger master planned community that includes other commercial elements, while the remaining one-third will be single-family structures.

#### *Non-Residential Planned and Proposed*

As of late 2018 there were approximately 200 projects in the City’s development pipeline that incorporated non-residential development, including approximately 7.5 million square feet of non-residential floor area, plus at least 1,646 hotel rooms. Most of the non-residential development was concentrated in office, industrial, and residential mixed-use projects. Most of the planned and proposed floor area already received, or was in the process of obtaining, Planning Department approvals, while projects accounting for only 6.5 percent of the planned and proposed floor area were actively seeking, or had obtained, building permits. Office uses accounted for around 27 percent of total planned non-residential development floor area, most of which was planned for development in Natomas. Industrial uses accounted for another 27 percent of the total planned non-residential development pipeline, with the Power Inn Road Area and North Sacramento capturing nearly 70 percent of new industrial development. Commercial self-storage facilities accounted for approximately 40 percent of planned industrial development, and cannabis-related uses accounted for another 14 percent. Approximately ten percent of floor area in the city’s non-residential development pipeline consisted of retail uses. Most of this was concentrated in standalone retail locations or commercial centers, predominately in power or specialty shopping centers, with some additional development in new or remodeled neighborhood-serving retail centers. Retail floor area in residential mixed-use projects accounted for 1.3 percent of the city’s planned non-residential development, while another 17.5 percent of floor area was in residential mixed-use projects which had not yet defined how the commercial space would be used, but which likely includes some mix of office and/or retail. In addition to the development projects described above, 12.6 percent of floor area in the non-residential development pipeline did not easily fit into established non-residential categories. This included uses such as places of worship, adult and child day care facilities, automotive uses, entertainment uses, City sponsored projects, and medical facilities.

## **Anticipated Growth and Market Opportunities**

#### *Population and Household Growth*

According to Sacramento Area Council of Governments (SACOG), the City of Sacramento could add new residents at a rate of approximately 1.1 percent per year. If realized, the City would add somewhere on the order of 140,000 new residents between 2016 and 2040. This is roughly consistent with the total growth that could be expected if the City roughly maintains its current share of the total regional population, as estimated by BAE using data published by the California Department of Finance. The projections provided by SACOG assume a gradual decrease in the average household size in the City of Sacramento. As a result, SACOG anticipates that the City could add almost 70,000 new households between 2016 and 2040.

### ***Residential Land Use Demand***

According to SACOG, the City of Sacramento is likely to experience demand sufficient to absorb approximately 73,520 new housing units between 2016 and 2040. Housing demand growth is expected to occur at a rate of 1.3 percent per year, which is slightly higher than the projected population growth rate discussed above. Adjusting from a 2016 base year to a 2018 base year, based on the average annual growth rate implied by the data set, the City can expect demand sufficient to absorb 68,253 new housing units between 2018 and 2040.

### ***Employment Growth***

The draft projections provided by SACOG indicate that the City of Sacramento is likely to add approximately 56,210 new jobs between 2016 and 2040. This would equal an annual rate of approximately 0.7 percent per year. SACOG projects jobs growth in the City will occur more slowly compared to the region as a whole, which is expected to add approximately 252,840 new jobs over this period at a rate of roughly 0.9 percent per year. This indicates the City will likely account for a declining share of regional employment growth. This is contrary to recent historical trends. Adjusting from 2016 to a 2018 base year, the City could expect to add approximately 51,995 new jobs between 2018 and 2040. The largest employment gains are expected in Office using industry sectors - such as Information, Finance and Insurance, and Real Estate Rental and Leasing, among others - followed by Government, Retail, and Services.

### ***Supportable Non-Residential Development***

To calculate the anticipated future land use needs for general planning purposes, BAE analyzed two alternative land use demand scenarios. The first scenario is based on the published SACOG employment projections discussed above. One assumption seemingly implicit in that dataset is that the City of Sacramento is likely to decline in its share of regional employment. Recognizing that this is contrary to recent historical trends, BAE also developed an alternative scenario that assumes that the City of Sacramento will maintain its existing share of regional employment, accounting for differential growth by land use type.

**Table ES-1: Supportable Non-Residential Development 2018-2040**

<b>City of Sacramento</b>					
<b>Land Use Type</b>	<b>New Jobs 2018-2040 (a)</b>		<b>Employment Density (b)</b>	<b>Supportable Development (Millions of Sq. Ft.)</b>	
	<b>SACOG</b>	<b>Existing Share (c)</b>		<b>SACOG</b>	<b>Existing Share</b>
Education	4,167	3,542	700	3.21	2.73
Food	3,594	4,092	600	2.37	2.70
Government	7,548	6,461	500	4.15	3.55
Office	14,084	23,721	200	3.10	5.22
Retail	5,355	6,452	450	2.65	3.19
Services	4,573	7,819	500	2.52	4.30
Medical	12,319	16,319	350	4.74	6.28
Industrial	355	8,153	1,000	0.39	8.97
<b>Total, All (d)</b>	<b>51,995</b>	<b>76,559</b>		<b>23.13</b>	<b>36.95</b>

<b>Sacramento MSA</b>			
<b>Land Use Type</b>	<b>New Jobs 2018-2040 (a)</b>	<b>Employment Density (b)</b>	<b>Supportable Development (Millions of Sq. Ft.)</b>
Education	14,590	700	11.23
Food	15,966	600	10.54
Government	13,947	500	7.67
Office	66,881	200	14.71
Retail	25,257	450	12.50
Services	30,136	500	16.58
Medical	36,542	350	14.07
Industrial	30,690	1,000	33.76
<b>Total, All (a)(b)</b>	<b>234,010</b>		<b>121.06</b>

**Notes:**

- (a) Employment by type in 2018 was estimated based on the 2016 estimate included in the SACOG projections data and the annual average growth rate for the period from 2016 to 2040 by job type.
- (b) Based on draft data provided by SACOG in January 2019 during the 2020 MTP/SCS update, which may not be fully reflective of the final land use assumptions for the 2020 MTP/SCS.
- (c) Based on the regional SACOG jobs projections, combined with the distribution of jobs by industry provided in the Caltrans long-term projections, assuming that Sacramento maintains its current share of regional employment by industry.
- (d) Based on industry standard average employment densities.
- (e) Includes a 10 percent vacancy adjustment.

Sources: SACOG; BAE, 2018.

**Retail and Related Uses**

As reported in Table ES-1, the City of Sacramento may experience demand sufficient to support between 7.5 and 10.2 million square feet of new commercial development through 2040. This includes nearly 2.7 to 3.2 million square feet of retail, 2.4 to 2.7 million square feet of food service, and 2.5 to 4.3 million square feet of service space. There are a number of factors that may dampen demand for retail and related uses, including the ongoing rise of eCommerce. According to Forrester Research, eCommerce outlets may reasonably achieve 17 percent market share in the retail sector through 2022. Conservatively assuming that eCommerce achieves an average market share of 20 percent over the course of the planning period, the City of Sacramento would still need to accommodate 2.3 to 2.7 million square feet of new retail space through 2040, as well as 2.0 to 2.3 million square feet of food service and 2.2 to 3.7 million square feet of service space.

### *Office Uses*

The City of Sacramento may expect demand sufficient to support between 3.1 and 5.2 million square feet of new office development through 2040. The current inventory of planned and proposed development in Sacramento includes approximately 2.2 million square feet of new office space. While this would equal 42 to 70 percent of the projected future demand, builders are currently hesitant to develop speculative office space and most of the planned inventory is build-to-suit. The Sacramento market absorbed an average of around 216,000 square feet of new retail space each year from 2010 to 2018. If demand materializes as currently projected, the market would need to absorb between 140,838 and 237,211 square feet per year, which is consistent with recent historical trends.

### *Industrial Uses*

SACOG currently projects that the City will experience a net increase in industrial employment of only 355 jobs through 2040. However, if the City were to maintain its existing share of regional industrial employment, the City could gain more than 8,150 new jobs. While the specific reasons behind SACOG's low industrial employment figures is unclear, there are a number of possible contributing factors. Other cities throughout the region are adding large volumes of new inventory in places better suited for regional logistics, such as parts of Woodland, West Sacramento, Lincoln, Roseville, and Rocklin. Meanwhile, some of Sacramento's existing industrial districts are transitioning away from industrial uses towards residential, office, and commercial uses. Prime examples of this include the River District and the Rail Yards. One exception to this trend is the cannabis industry, which is expanding rapidly, particularly in the Power Inn Road industrial area.

Based on an employment density factor that is generally representative of current industry standards, new employment in the industrial sector would be sufficient to support up to 9.0 million square feet of new industrial development, assuming that the City is able to maintain its existing share of regional industrial sector. Between 2010 and 2018, industrial users absorbed around 622,310 square feet per year. For the sake of argument, if this pace were to be sustained through 2040, which is unlikely due to normal economic cycles, the City could see up to 13.7 million square feet of new industrial development.

### *All Other Uses*

The three land use categories reported in Table ES-1 which are not discussed above include Education, Medical, and Education. These sectors generally represent institutional employment associated with State and Federal government agencies, as well as public and private educational institutions, and major medical facilities, like hospitals. In total, these sectors are projected to gain between 24,034 and 26,322 new jobs through 2040, with around 50 to 60 percent being in the Medical sector specifically. If this employment materializes as currently projected, the resulting demand may be sufficient to absorb between 2.7 and 3.2 million square feet of new educational facilities, 3.6 and 4.2 million square feet of new government facilities, and 4.7 to 6.3 million square feet of new medical facilities.

# INTRODUCTION

For the purposes of informing the city of Sacramento General Plan Update process, this Market Demand Study reviews existing conditions and recent demographic and economic trends within the City of Sacramento and its environs. This includes evaluation of recent changes in demographic characteristics and household composition, as well as recent labor market changes, industry growth trends, and other related topics that pertain to economic development. The study also evaluates existing real estate market conditions for residential (considering demand for different housing types), office, commercial, and industrial land uses and projects anticipated citywide demand for each land use type through the year 2040. In addition, this study highlights other market-based needs identified through the course of this research, that the City may use to inform future community and economic development goals and policies, as well as opportunities for the City to encourage and facilitate economic development and revitalization in disadvantaged parts of the broader Sacramento community.

## Geographic Definitions

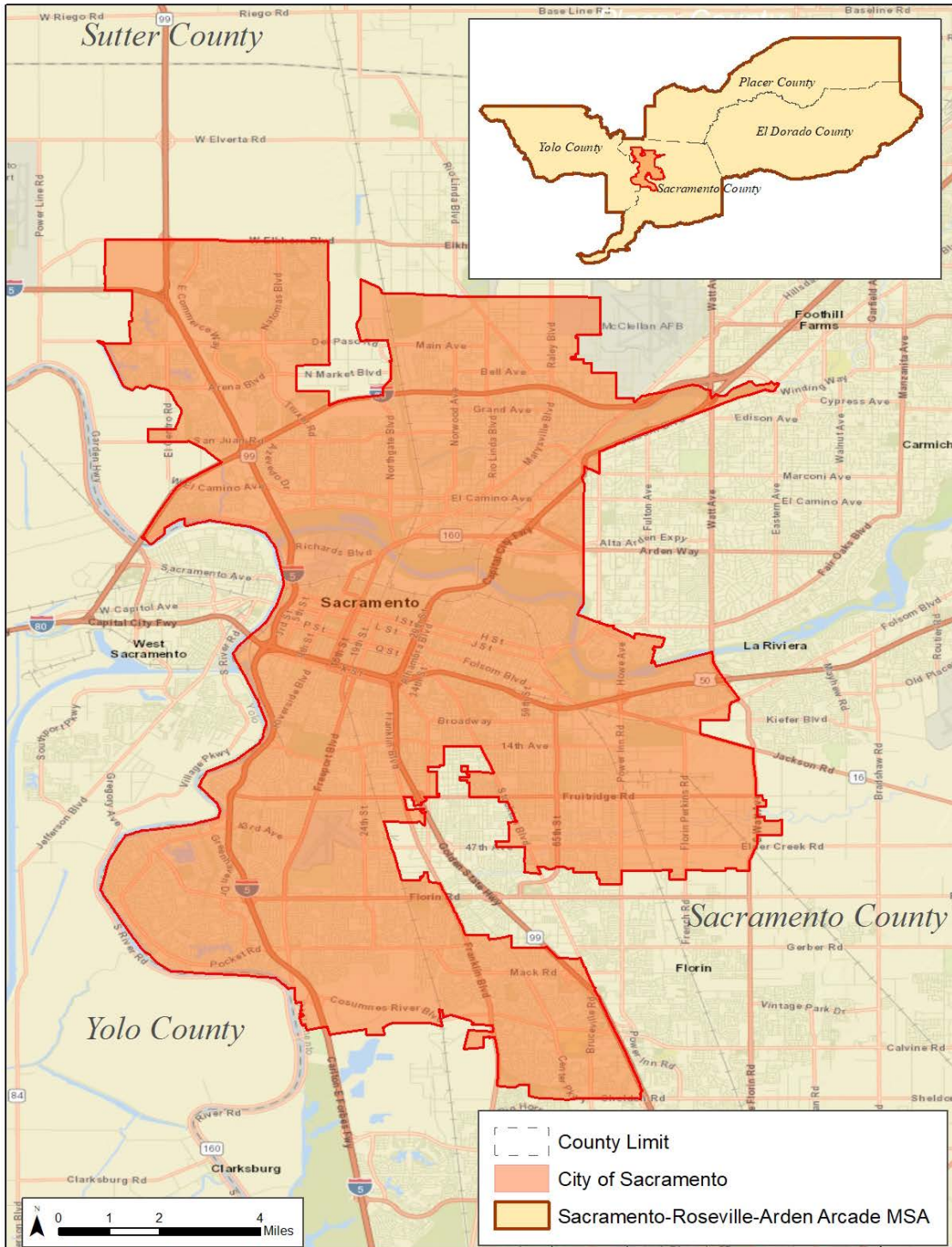
This analysis reviews existing conditions and trends in the City of Sacramento, the Sacramento-Roseville-Arden Arcade Metropolitan Statistical Area (MSA),<sup>10</sup> and the State of California, as illustrated in Figure 1. This report also provides supplemental analysis for the ten Community Plan Areas within the City of Sacramento, as well as the Sacramento Planning Area.<sup>11</sup> Detailed information regarding the Community Plan Areas and the Sacramento Planning Area is provided in Appendix A.

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<sup>10</sup> The Sacramento-Roseville-Arden Arcade MSA includes the counties of Sacramento, Placer, Yolo, and El Dorado.

<sup>11</sup> The Sacramento Planning Area includes the area within the incorporated City limits, as well as additional areas located in unincorporated Sacramento County, but which are located within the City's Sphere of Influence (SOI).

**Figure 1: Study Area Definitions, City of Sacramento and the Sacramento-Roseville-Arden Arcade Metropolitan Statistical Area (MSA)**



Sources: U.S. Census Bureau, Topologically Integrated Geographic Encoding and Referencing (TIGER), 2017; Esri Business Analyst, 2018; BAE, 2018.



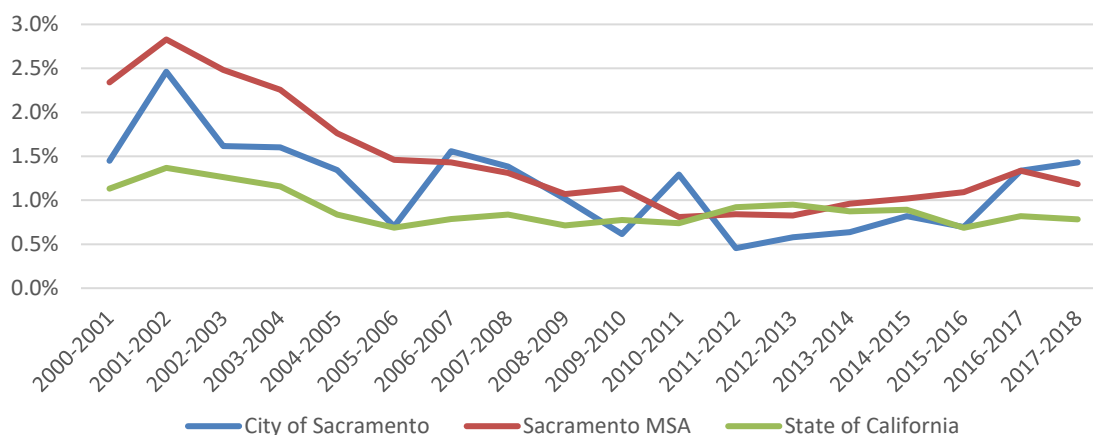
# POPULATION AND HOUSEHOLD CHARACTERISTICS

The following section summarizes population and household characteristics and demographic trends in the City of Sacramento, the Sacramento-Roseville-Arden Arcade Metropolitan Statistical Area (MSA), and the state of California. The analysis uses data from U.S. Census Bureau, including the 2010 Decennial Census and the 2010 1-Year American Community Survey (ACS).<sup>12</sup> The study also relies on data from the 2011-2015 Comprehensive Housing Affordability Strategy (CHAS), which is a special tabulation of the 2011-2015 ACS 5-Year estimates published by the U.S. Department of Housing and Urban Development (HUD). More current population and household estimates are from ESRI, a private data vendor.

## Population and Household Trends

Figure 2 illustrates changes in the pace of population growth in the City of Sacramento, the Sacramento MSA, and California as a whole. The data illustrate how population growth throughout the region and the state slowed following the early 2000s. At its peak between 2001 and 2002, the state population grew by 1.4 percent, while the MSA grew by 2.8 percent, and the city grew by 2.5 percent. While population growth slowed over the course of the following decade, the Sacramento MSA, and the City of Sacramento more specifically, continue to represent important centers for population growth in California, continually surpassing the statewide growth rate by a significant margin.

**Figure 2: Year-Over-Year Population Growth, 2000 to 2018**



Sources: California Department of Finance, 2018; BAE, 2019.

<sup>12</sup> Please note that 1-Year ACS data are used here for general descriptive purposes only and do not directly inform the land use demand projections discussed later in this report. Detailed estimates based on 1-Year ACS data should be interpreted with appropriate caution due to known issues regarding margins of error for estimates based on survey samples.

Corresponding with the historical trends discussed above, Table 1 reports that between 2010 and 2018 the City of Sacramento added roughly 34,180 new residents. This represents growth of 7.3 percent, or an average of 0.89 percent per year. The Sacramento MSA, meanwhile, grew by 8.7 percent, or 1.04 percent per year, while the state as a whole grew by 6.9 percent, or 0.83 percent per year. Population growth in all three geographies outpaced household growth, signaling a modest increase in average household sizes.

**Table 1: Population and Households, 2010-2018**

<b>Population</b>	<b>2010</b>	<b>2018</b>	<b>% Change 2010-2018</b>	<b>Average Annual Change</b>
City of Sacramento	466,488	500,667	7.3%	0.89%
Sacramento MSA (a)	2,149,127	2,335,072	8.7%	1.04%
State of California	37,253,956	39,806,791	6.9%	0.83%

<b>Group Quarters Population</b>	<b>2010</b>	<b>2018</b>	<b>% Change 2010-2018</b>	<b>Average Annual Change</b>
City of Sacramento	8,314	7,870	-5.3%	-0.68%
Sacramento MSA (a)	35,946	37,117	3.3%	0.40%
State of California	819,816	813,593	-0.8%	-0.10%

<b>Households</b>	<b>2010</b>	<b>2018</b>	<b>% Change 2010-2018</b>	<b>Average Annual Change</b>
City of Sacramento	174,624	184,977	5.9%	0.72%
Sacramento MSA (a)	787,667	844,933	7.3%	0.88%
State of California	12,577,498	13,336,104	6.0%	0.73%

<b>Average Household Size</b>	<b>2010</b>	<b>2018</b>
City of Sacramento	2.62	2.66
Sacramento MSA (a)	2.68	2.72
State of California	2.90	2.92

Note:

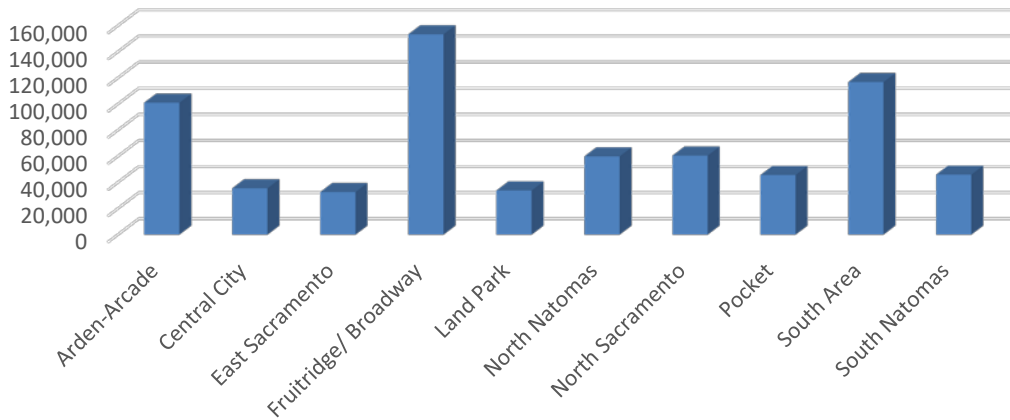
(a) The Sacramento MSA refers to the Sacramento--Roseville--Arden Arcade, CA Metropolitan Statistical Area, which includes Sacramento, Placer, Yolo, and El Dorado Counties.

Sources: Esri Business Analyst, 2018; BAE, 2018.

### ***Community Plan Area Growth***

Appendix B presents population and household counts for each of the city's ten Community Plan Areas, as well as for the Sacramento Planning Area. There are approximately 685,700 people living in the city's Planning Area, which includes the incorporated City plus areas within the Sphere of Influence. This is 185,027 more persons than in the City of Sacramento alone. Since 2010, the Sacramento Planning Area added approximately 45,130 new residents. This indicates that the city and the Planning Area grew at roughly the same rate during this period.

**Figure 3: Total Population by Community Plan Area, 2018**



Sources: ESRI Business Analyst, 2018; BAE, 2018.

Community Plan Areas with the largest populations include Fruitridge/Broadway, the South Area, and Arden Arcade, which each have more than 100,000 residents and account for between 15 and 22 percent of the total Planning Area population, respectively. Some of the fastest growing areas include the Central City, North Natomas, North Sacramento, and the South Area. Each of these Community Plan Areas added new residents at a rate of one percent or more per year between 2010 and 2018. Communities with the slowest growth include East Sacramento and the Pocket, which each grew at half a percent per year or less.

One distinguishing factor between the faster versus slower growing Community Plan Areas is the relative availability of land to accommodate new development. For example, North Natomas and the South Area feature relatively large amounts of undeveloped land, while East Sacramento and the Pocket are essentially fully built out. The exception is the Central City, which represents one of the most intensively developed portions of the city, but which featured the second highest population growth rate in the city, behind North Natomas. This is generally attributable to a surge in urban housing demand and a strong rental housing market, as well as efforts by the City to encourage more housing development in the Central City. BAE anticipates that the Central City will remain one of the faster growing parts of the city for the near future, in addition to North Natomas, recognizing the policy focus on new housing development institutionalized in the recently-adopted Central City Specific Plan, and the considerable planning and investment activity within the Sacramento Railyards and River District areas.

### Household Composition

While families represent the dominant household type in all three study areas, the City of Sacramento has an above average concentration of non-family households relative to the other comparison geographies. As shown in Table 2, approximately 59.3 percent of all households in Sacramento are families, compared to 66.9 percent in the MSA and 68.7

percent statewide. While the MSA and the state as a whole added both family and non-family households at roughly the same rate, the City of Sacramento added non-family households at a somewhat faster rate than family households. This translated into an increase in the share of non-family households in Sacramento between 2010 and 2018, while the share in the MSA and the state remained roughly the same. The implication is that increased proportions of non-family households can signal demand for a diverse range of housing types to cater to people with housing needs associated with different life stages and different household compositions. This can include smaller housing units for individuals living alone, flexible living spaces for groups of un-related persons sharing housing, and both rental and homeownership opportunities.

**Table 2: Household Type, 2010-2018**

	2010		2018		% Change 2010-2018
	Number	Percent	Number	Percent	
<b>City of Sacramento</b>					
Family Households	103,730	59.4%	109,623	59.3%	5.7%
Non-Family Households	70,894	40.6%	75,354	40.7%	6.3%
<b>Total, All Households</b>	<b>174,624</b>	<b>100%</b>	<b>184,977</b>	<b>100%</b>	<b>5.9%</b>
<b>Sacramento MSA</b>					
Family Households	526,337	66.8%	564,901	66.9%	7.3%
Non-Family Households	261,330	33.2%	280,032	33.1%	7.2%
<b>Total, All Households</b>	<b>787,667</b>	<b>100%</b>	<b>844,933</b>	<b>100%</b>	<b>7.3%</b>
<b>State of California</b>					
Family Households	8,642,473	68.7%	9,166,028	68.7%	6.1%
Non-Family Households	3,935,025	31.3%	4,170,076	31.3%	6.0%
<b>Total, All Households</b>	<b>12,577,498</b>	<b>100%</b>	<b>13,336,104</b>	<b>100%</b>	<b>6.0%</b>

Sources: Esri Business Analyst, 2018; U.S. Census Bureau, 2010 Decennial Census; BAE, 2018.

## Household Tenure

Households in the Sacramento MSA are somewhat more likely to own their own homes, compared to their statewide counterparts. For example, in 2018, approximately 60 percent of households in the MSA owned their own homes, compared to roughly 55 percent statewide. However, households that live in the City of Sacramento, by comparison, are more likely to rent their accommodations, with a home ownership rate of only 48 percent.

All three study areas have seen a decreasing rate of home ownership over the past eight years. For example, the rate of home ownership in the MSA decreased by roughly 0.6 percentage points between 2010 and 2018, while the home ownership rates for the City of Sacramento and the state of California decreased by 1.4 and 1.2 percentage points over the same period, respectively. While this trend corresponds with an increased interest in, and demand for, higher density rental housing, other important causal factors include a long-term systemic underproduction of new for-sale housing units compared to household growth, and the resulting increase in home prices and decrease in affordability within the for-sale housing

market. The increasing barriers to entry within the for-sale housing market are also one of the main driving forces behind sustained strong demand for rental housing within the region. For more information on housing market conditions, please refer to *Real Estate Market Conditions* section below.

**Table 3: Household Tenure, 2010-2018**

<b>City of Sacramento</b>	<b>2010</b>		<b>2018</b>	
	Number	Percent	Number	Percent
Owner-Occupied	86,271	49.4%	88,866	48.0%
Renter-Occupied	88,353	50.6%	96,111	52.0%
<b>Total, All Households</b>	<b>174,624</b>	<b>100%</b>	<b>184,977</b>	<b>100%</b>

<b>Sacramento MSA</b>	<b>2010</b>		<b>2018</b>	
	Number	Percent	Number	Percent
Owner-Occupied	478,512	60.8%	508,324	60.2%
Renter-Occupied	309,155	39.2%	336,609	39.8%
<b>Total, All Households</b>	<b>787,667</b>	<b>100%</b>	<b>844,933</b>	<b>100%</b>

<b>State of California</b>	<b>2010</b>		<b>2018</b>	
	Number	Percent	Number	Percent
Owner-Occupied	7,035,371	55.9%	7,294,468	54.7%
Renter-Occupied	5,542,127	44.1%	6,041,636	45.3%
<b>Total, All Households</b>	<b>12,577,498</b>	<b>100%</b>	<b>13,336,104</b>	<b>100%</b>

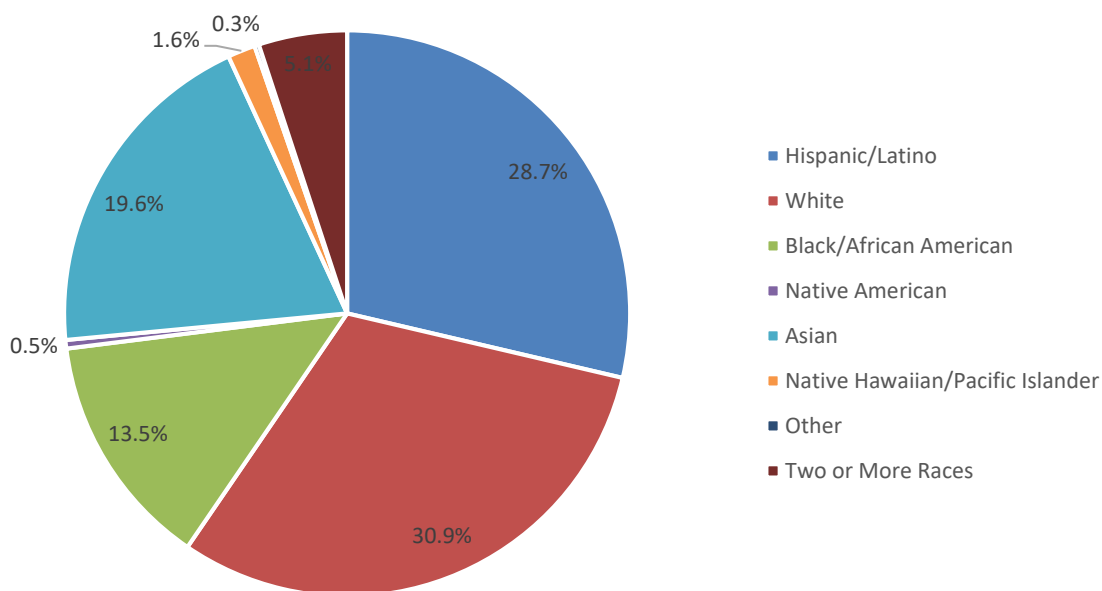
Sources: Esri Business Analyst, 2018; BAE, 2018.

## Race and Ethnicity

The City of Sacramento is somewhat more racially and ethnically diverse than the state as a whole. As reported in Table 4, approximately 69 percent of the City of Sacramento population affiliates with one or more racial and ethnic minority groups, compared to 63 percent statewide. The MSA more broadly is much less diverse than the city and the state, with a minority population that is roughly 15 percentage points below the statewide average.

In Sacramento, White non-Hispanic residents account for roughly 31 percent of the population, compared to 37 percent statewide and 52 percent in the MSA as a whole. Compared to both the MSA and the state as a whole, the City of Sacramento has above average concentrations of African American and Asian residents. While the city has a lower share of residents who are Hispanic or Latino compared to the state as a whole, the city has a much higher share of Hispanic and Latino residents compared to the MSA as a whole.

**Figure 4: Population by Race and Ethnicity, 2018**



Sources: ESRI Business Analyst, 2018; BAE, 2018.

Similar to the state as a whole, the data indicate that the City of Sacramento is becoming more diverse over time. For example, between 2010 and 2018, the minority population grew by 11.7 percent. More specifically, the White non-Hispanic population contracted by approximately four percent, while the Asian population grew by nearly 24 percent, the Native Hawaiian and Pacific Islander population grew by 17 percent, and the Hispanic/Latino population grew by nearly 15 percent.

Similar to the way the City of Sacramento differs from the remainder of the MSA in terms of its racial and ethnic makeup, the city's various neighborhoods also differ widely in terms of the racial and ethnic characteristics of residents. As shown in Figure 5, the South Area is generally the most diverse of the city's ten Community Plan Areas, with a population that is 88 percent non-White. Other areas with average to above average concentrations of minority residents include Fruitridge/Broadway, North Sacramento, and North and South Natomas. Areas with the lowest minority concentrations generally include East Sacramento, the Central City, Arden Arcade, Land Park, and the Pocket. While the exact concentrations vary from area to area, the minority populations within each of the Community Plan Areas are generally concentrated among people who identify as Hispanic/Latino, Asian, or African American, which is consistent with the citywide averages discussed above.

**Table 4: Race and Ethnicity, 2010-2018**

City of Sacramento	2010		2018		% Change 2010-2018
	Number	Percent	Number	Percent	
<b>Hispanic/Latino (a)</b>	<b>125,276</b>	<b>26.9%</b>	<b>143,505</b>	<b>28.7%</b>	<b>14.6%</b>
<b>Not Hispanic/Latino</b>	<b>341,212</b>	<b>73.1%</b>	<b>357,161</b>	<b>71.3%</b>	<b>4.7%</b>
White	161,062	34.5%	154,602	30.9%	-4.0%
Black/African American	64,967	13.9%	67,439	13.5%	3.8%
Native American	2,586	0.6%	2,443	0.5%	-5.5%
Asian	83,841	18.0%	98,211	19.6%	17.1%
Native Hawaiian/Pacific Islander	6,392	1.4%	7,903	1.6%	23.6%
Other	1,253	0.3%	1,267	0.3%	1.1%
Two or More Races	21,111	4.5%	25,296	5.1%	19.8%
<b>Total (b)</b>	<b>466,488</b>	<b>100%</b>	<b>500,667</b>	<b>100%</b>	<b>7.3%</b>
<b>% Minority</b>	<b>65.5%</b>		<b>69.1%</b>		<b>11.7%</b>

Sacramento MSA	2010		2018		% Change 2010-2018
	Number	Percent	Number	Percent	
<b>Hispanic/Latino (a)</b>	<b>433,734</b>	<b>20.2%</b>	<b>512,183</b>	<b>21.9%</b>	<b>18.1%</b>
<b>Not Hispanic/Latino</b>	<b>1,715,393</b>	<b>79.8%</b>	<b>1,822,889</b>	<b>78.1%</b>	<b>6.3%</b>
White	1,197,389	55.7%	1,211,476	51.9%	1.2%
Black/African American	150,424	7.0%	161,351	6.9%	7.3%
Native American	12,606	0.6%	12,341	0.5%	-2.1%
Asian	250,690	11.7%	307,652	13.2%	22.7%
Native Hawaiian/Pacific Islander	14,874	0.7%	18,445	0.8%	24.0%
Other	4,782	0.2%	4,888	0.2%	2.2%
Two or More Races	84,628	3.9%	106,736	4.6%	26.1%
<b>Total (b)</b>	<b>2,149,127</b>	<b>100%</b>	<b>2,335,072</b>	<b>100%</b>	<b>8.7%</b>
<b>% Minority</b>	<b>44.3%</b>		<b>48.1%</b>		<b>15.3%</b>

State of California	2010		2018		% Change 2010-2018
	Number	Percent	Number	Percent	
<b>Hispanic/Latino (a)</b>	<b>14,013,719</b>	<b>37.6%</b>	<b>15,757,962</b>	<b>39.6%</b>	<b>12.4%</b>
<b>Not Hispanic/Latino</b>	<b>23,240,237</b>	<b>62.4%</b>	<b>24,048,829</b>	<b>60.4%</b>	<b>3.5%</b>
White	14,956,253	40.1%	14,577,903	36.6%	-2.5%
Black/African American	2,163,804	5.8%	2,195,675	5.5%	1.5%
Native American	162,250	0.4%	159,811	0.4%	-1.5%
Asian	4,775,070	12.8%	5,713,702	14.4%	19.7%
Native Hawaiian/Pacific Islander	128,577	0.3%	141,009	0.4%	9.7%
Other	85,587	0.2%	84,542	0.2%	-1.2%
Two or More Races	968,696	2.6%	1,176,187	3.0%	21.4%
<b>Total (b)</b>	<b>37,253,956</b>	<b>100%</b>	<b>39,806,791</b>	<b>100%</b>	<b>6.9%</b>
<b>% Minority</b>	<b>59.9%</b>		<b>63.4%</b>		<b>11.6%</b>

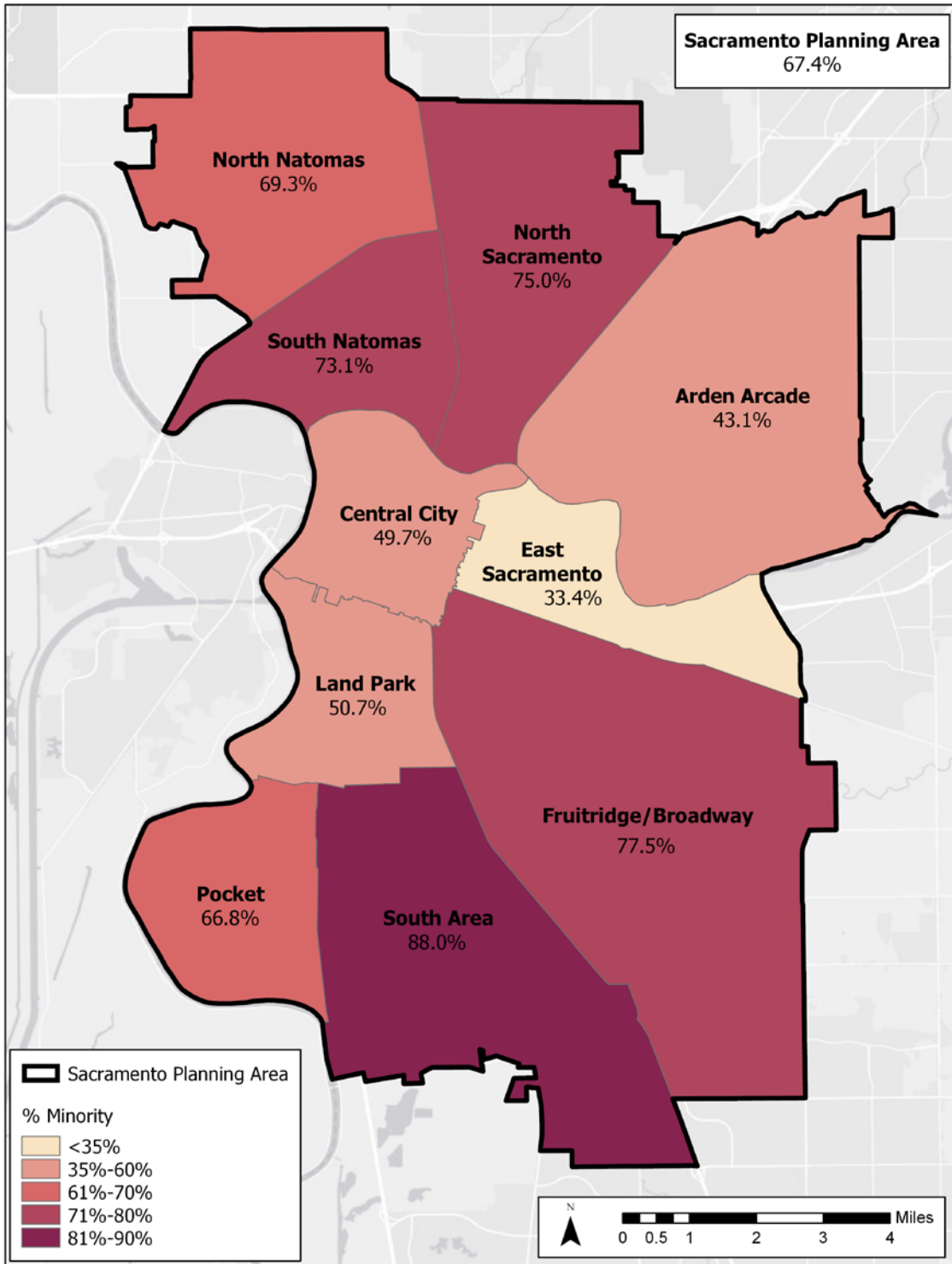
Notes:

(a) Includes all races for those of Hispanic/Latino background.

(b) May not sum to total due to rounding.

Sources: Esri Business Analyst, 2018; BAE, 2018.

**Figure 5: Percent Minority, Sacramento Planning Area and Community Plan Areas, 2018**



Sources: Esri Business Analyst, 2018; BAE, 2018.

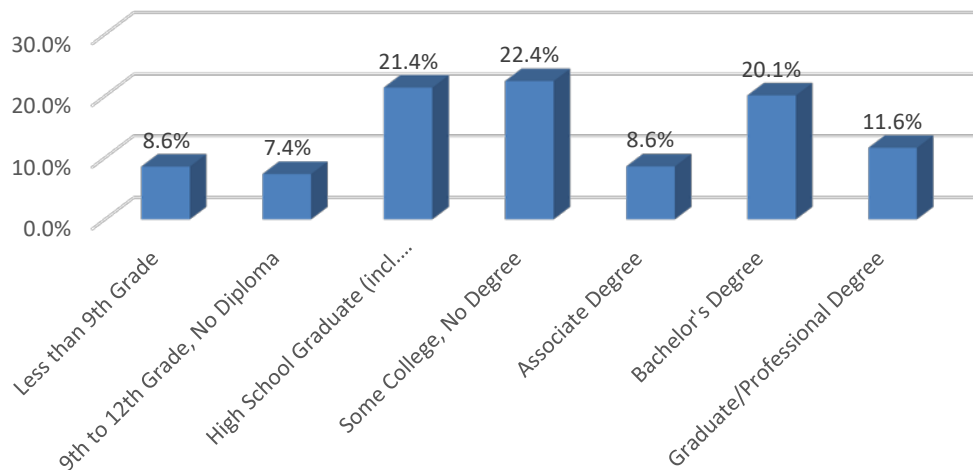


## Educational Attainment

As reported in Table 5, Sacramento residents have somewhat lower levels of educational attainment, on average, compared to their counterparts throughout the MSA, but higher levels of educational attainment compared to the state as a whole. For example, approximately 84 percent of Sacramento residents age 25 years or older possess a high school diploma or higher as of 2018, compared to 89 percent for the MSA as a whole, and 82 percent statewide. The city also has a lower share of residents with college degrees (i.e., an Associates degree or higher), compared to both the state and the MSA. This generally implies that the city has an above average concentration of residents who have received a high school degree, but not gone on to pursue post-secondary education, compared to the state as a whole.

Although the City of Sacramento continues to strengthen its position as the major employment center within the region, worsening regional traffic patterns and commute times, discussed in more detail later in this analysis, could provide an incentive for employers to locate closer to the places where their workers live. Under this type of scenario, the below average educational attainment of Sacramento residents could function to hinder business recruitment efforts in comparison to other competing jurisdictions throughout the region. However, another analysis conducted by BAE in support of the Sacramento Central City Specific Plan found that the Central City is attracting more highly educated residents at a higher rate than other parts the MSA. This demonstrates that the City remains attractive to some higher income and better educated households in cases where the built environment and related residential amenities are competitive with offerings available elsewhere in the region.

**Figure 6: Population Age 25 and Over by Educational Attainment, 2018**



Sources: Esri Business Analyst, 2018; BAE, 2018.

**Table 5: Educational Attainment, 2010-2018**

<b>City of Sacramento</b>	<b>2010</b>		<b>2018</b>	
	Number	Percent	Number	Percent
Less than 9th Grade	26,218	8.8%	28,261	8.6%
9th to 12th Grade, No Diploma	28,303	9.5%	24,293	7.4%
High School Graduate (incl. Equivalency)	61,671	20.7%	70,545	21.4%
Some College, No Degree	74,482	25.0%	74,020	22.4%
Associate Degree	23,238	7.8%	28,362	8.6%
Bachelor's Degree	53,925	18.1%	66,356	20.1%
Graduate/Professional Degree	30,091	10.1%	38,337	11.6%
<b>Total, 25+ Years of Age</b>	<b>297,929</b>	<b>100%</b>	<b>330,174</b>	<b>100%</b>
<b>Population 25+ High School Graduate (incl. Equivalency) or Higher (%)</b>	<b>81.7%</b>		<b>84.1%</b>	
<b>Population 25+ with Associates Degree or Higher (%)</b>	<b>36.0%</b>		<b>40.3%</b>	
<b>Sacramento MSA</b>	<b>2010</b>		<b>2018</b>	
	Number	Percent	Number	Percent
Less than 9th Grade	82,142	5.9%	85,963	5.5%
9th to 12th Grade, No Diploma	97,457	7.0%	88,852	5.7%
High School Graduate (incl. Equivalency)	299,331	21.5%	333,478	21.2%
Some College, No Degree	374,511	26.9%	385,728	24.6%
Associate Degree	129,478	9.3%	151,828	9.7%
Bachelor's Degree	270,094	19.4%	335,906	21.4%
Graduate/Professional Degree	139,224	10.0%	187,865	12.0%
<b>Total, 25+ Years of Age</b>	<b>1,392,236</b>	<b>100%</b>	<b>1,569,620</b>	<b>100%</b>
<b>Population 25+ High School Graduate (incl. Equivalency) or Higher (%)</b>	<b>87.1%</b>		<b>88.9%</b>	
<b>Population 25+ with Associates Degree or Higher (%)</b>	<b>38.7%</b>		<b>43.0%</b>	
<b>State of California</b>	<b>2010</b>		<b>2018</b>	
	Number	Percent	Number	Percent
Less than 9th Grade	2,523,776	10.5%	2,557,052	9.8%
9th to 12th Grade, No Diploma	2,115,165	8.8%	2,067,041	7.9%
High School Graduate (incl. Equivalency)	4,999,481	20.8%	4,804,568	18.5%
Some College, No Degree	5,335,984	22.2%	5,627,462	21.6%
Associate Degree	1,826,733	7.6%	2,056,384	7.9%
Bachelor's Degree	4,590,869	19.1%	5,552,919	21.4%
Graduate/Professional Degree	2,643,956	11.0%	3,342,632	12.9%
<b>Total, 25+ Years of Age</b>	<b>24,035,965</b>	<b>100%</b>	<b>26,008,058</b>	<b>100%</b>
<b>Population 25+ High School Graduate (incl. Equivalency) or Higher (%)</b>	<b>80.7%</b>		<b>82.2%</b>	
<b>Population 25+ with Associates Degree or Higher (%)</b>	<b>37.7%</b>		<b>42.1%</b>	

Sources: Esri Business Analyst, 2018; U.S. Census Bureau, 2010 Decennial Census, American Community Survey, 2010 1-year sampling data, S1501; BAE, 2018.

## Household Income Distribution

On the whole, Sacramento's households have somewhat lower incomes compared to those living elsewhere in the MSA and the state as a whole. For example, the 2018 median household income for the City of Sacramento was \$54,771 per year, which was \$12,517 lower than the median income for the MSA and \$14,280 lower than the median income for the state as a whole.

As shown in Table 6, the City of Sacramento generally has a lower proportion of resident households with incomes of \$100,000 or more per year, compared to both the MSA and the state as a whole. The city has roughly the same share of households between \$50,000 and \$99,999,<sup>13</sup> but a significantly higher share of households at less than \$50,000 per year. More specifically, around 45 percent of all households living in the city have incomes of less than \$50,000 per year, compared to 37 percent in both the MSA and the state as a whole.

The data indicate that income growth in the City of Sacramento has not kept pace with income growth elsewhere in the MSA and the state as a whole. For example, the median income in the city increased in nominal dollars by approximately 17 percent between 2010 and 2018. This equals an additional \$8,040 per year, per household. However, the table illustrates that inflation-adjusted median income actually decreased by around six percent, which equals a real decrease in household purchasing power of \$3,421 per year. For the MSA and state as a whole, the median income increased in nominal dollars by 20 percent during this period, which equals around \$11,055. After adjusting for inflation, the median income in both areas decreased by around four percent, or roughly \$2,800 per household, per year.

Figure 7 shows the median household income for each of the ten Community Plan Areas, and the Sacramento Planning Area. As shown in the figure, the median household income in the Planning Area is roughly similar to the citywide median. There are four Community Plan Areas that have median household incomes that are below the citywide value. These include the Central City, Fruitridge/Broadway, North Sacramento, and the South Area. At only \$38,822, the Central City has the lowest median household income,<sup>14</sup> followed by North Sacramento at \$39,892. Except for the Central City, these low-income communities are also some of the most racially and ethnically diverse. Community Plan Areas with median household incomes that are above the citywide value include East Sacramento, Land Park, North Natomas, and the Pocket. At \$82,890, North Natomas has the highest annual median household income, followed by East Sacramento at \$74,408 per household per year.

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<sup>13</sup> For four-person households, those with gross earnings of \$64,100 per year or less are considered Low-Income, while households with gross earnings of \$96,100 to \$64,101 per year are considered Moderate-Income. For more details regarding the income limits for different income levels, please refer to Table 21.

<sup>14</sup> Background research conducted for the Sacramento Central City Specific Plan indicates that the low median income of the Central City may be a function of the area's relatively youthful population. Compared to the citywide average, the Central City has a significantly higher proportion of young adults between the age of 18 and 35 who are less likely than older residents to have accumulated wealth and formed households with multiple earners.

**Table 6: Household Income, 2011-2018**

<b>City of Sacramento</b>	<b>2010</b>		<b>2018</b>	
	Number	Percent	Number	Percent
Less than \$15,000	26,395	15.1%	24,004	13.0%
\$15,000-\$24,999	20,801	11.9%	18,835	10.2%
\$25,000-\$34,999	18,179	10.4%	17,603	9.5%
\$35,000-\$49,999	27,094	15.5%	23,584	12.7%
\$50,000-\$74,999	30,590	17.5%	32,569	17.6%
\$75,000-\$99,999	20,626	11.8%	22,118	12.0%
\$100,000-\$149,999	20,626	11.8%	25,974	14.0%
\$150,000-\$199,999	5,419	3.1%	10,484	5.7%
\$200,000 or more	4,894	2.8%	9,806	5.3%
<b>Total, All Households (a)</b>	<b>174,624</b>	<b>100%</b>	<b>184,977</b>	<b>100%</b>
<b>Median HH Income</b>	<b>\$46,731</b>		<b>\$54,771</b>	
<i>Inflation Adjusted (b)</i>	\$58,192		\$54,771	
<b>Per Capita Income</b>	<b>\$24,142</b>		<b>\$28,836</b>	
<i>Inflation Adjusted (b)</i>	\$30,063		\$28,836	

<b>Sacramento MSA</b>	<b>2010</b>		<b>2018</b>	
	Number	Percent	Number	Percent
Less than \$15,000	87,519	11.1%	78,971	9.3%
\$15,000-\$24,999	78,057	9.9%	69,055	8.2%
\$25,000-\$34,999	78,057	9.9%	67,316	8.0%
\$35,000-\$49,999	107,230	13.6%	98,232	11.6%
\$50,000-\$74,999	146,653	18.6%	142,852	16.9%
\$75,000-\$99,999	103,288	13.1%	110,469	13.1%
\$100,000-\$149,999	112,749	14.3%	141,867	16.8%
\$150,000-\$199,999	43,365	5.5%	67,226	8.0%
\$200,000 or more	30,750	3.9%	68,945	8.2%
<b>Total, All Households (a)</b>	<b>787,667</b>	<b>100%</b>	<b>844,933</b>	<b>100%</b>
<b>Median HH Income</b>	<b>\$56,233</b>		<b>\$67,288</b>	
<i>Inflation Adjusted (b)</i>	\$70,025		\$67,288	
<b>Per Capita Income</b>	<b>\$26,992</b>		<b>\$34,107</b>	
<i>Inflation Adjusted (b)</i>	\$33,612		\$34,107	

<b>State of California</b>	<b>2010</b>		<b>2018</b>	
	Number	Percent	Number	Percent
Less than \$15,000	1,432,402	11.4%	1,280,615	9.6%
\$15,000-\$24,999	1,281,623	10.2%	1,102,410	8.3%
\$25,000-\$34,999	1,168,539	9.3%	1,036,596	7.8%
\$35,000-\$49,999	1,633,441	13.0%	1,486,913	11.1%
\$50,000-\$74,999	2,198,863	17.5%	2,149,782	16.1%
\$75,000-\$99,999	1,545,487	12.3%	1,630,222	12.2%
\$100,000-\$149,999	1,796,785	14.3%	2,142,299	16.1%
\$150,000-\$199,999	766,461	6.1%	1,084,396	8.1%
\$200,000 or more	753,896	6.0%	1,422,664	10.7%
<b>Total, All Households (a)</b>	<b>12,577,498</b>	<b>100%</b>	<b>13,336,104</b>	<b>100%</b>
<b>Median HH Income</b>	<b>\$57,708</b>		<b>\$69,051</b>	
<i>Inflation Adjusted (b)</i>	\$71,861		\$69,051	
<b>Per Capita Income</b>	<b>\$27,353</b>		<b>\$34,254</b>	
<i>Inflation Adjusted (b)</i>	\$34,062		\$34,254	

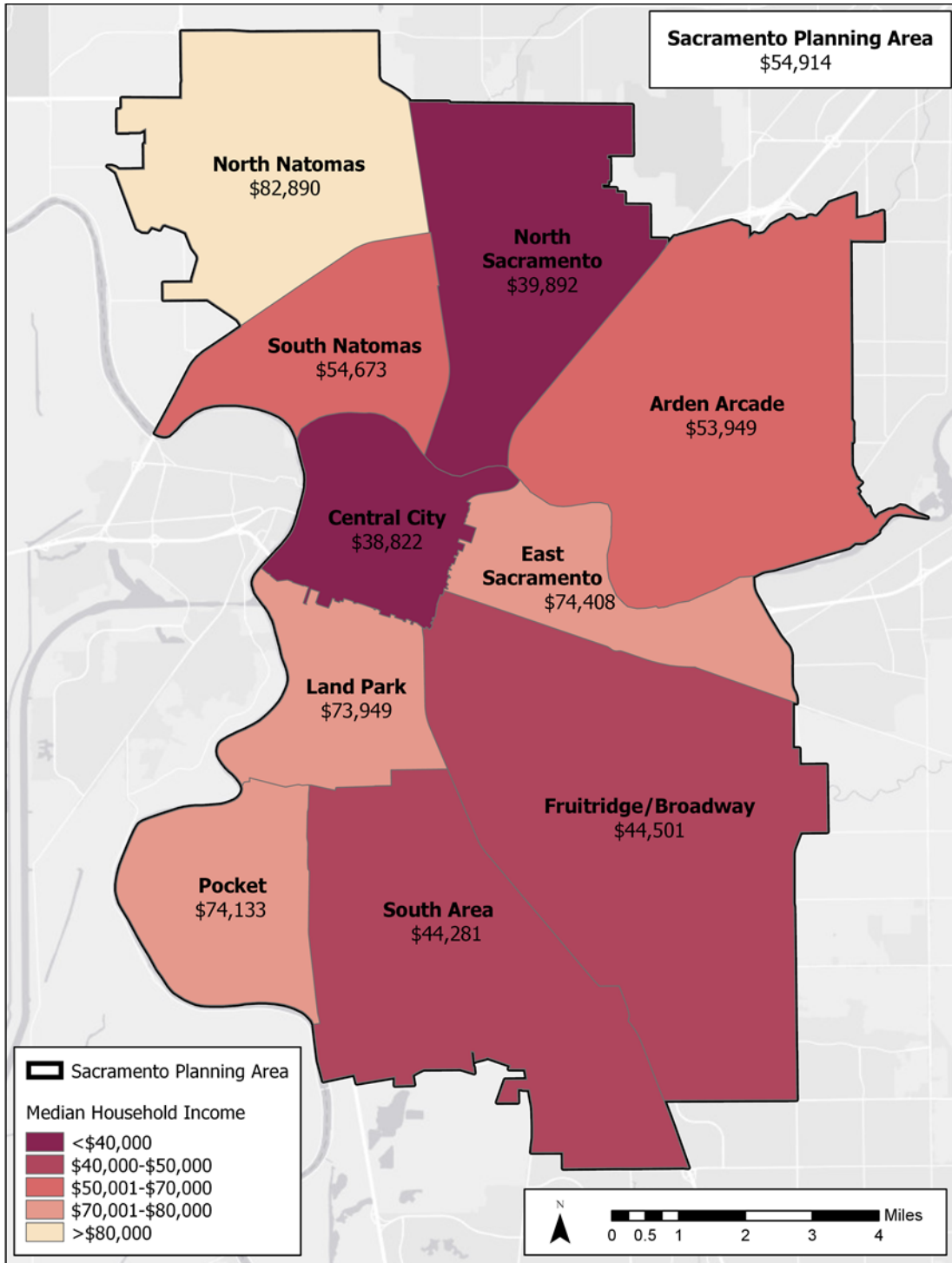
**Notes:**

(a) Based on the normalized distribution of households by income category reported in the 2010 1-Year ACS and the total households estimates provided by Esri and the 2010 Decennial Census.

(b) Inflation adjusted using CPI-All Urban Consumers and All Items, not seasonally adjusted, in San Francisco for the first halves with an adjustment factor of 1.25.

Sources: Bureau of Labor Statistics, Consumer Price Index, All Urban Consumers database, 2018; Esri Business Analyst, 2018; U.S. Census Bureau, American Community Survey, 2010 1-Year sampling data, S1901, B19301; BAE, 2018.

**Figure 7: Median Household Income, Sacramento Planning Area and Community Plan Areas, 2018**



Sources: Esri Business Analyst, 2018; BAE, 2018.

## Households by Size-Adjusted Income Category and Tenure

Table 7 reports data collected from the 2011-2015 Comprehensive Housing Affordability Strategy (CHAS) data set, which is a special tabulation of the 2011-2015 ACS 5-Year Estimates prepared by the U.S. Census Bureau for the Department of Housing and Urban Development (HUD). Note that the data should be interpreted with caution, as the data are based on 5-Year ACS estimates covering the 2011-2015 time period, while other data presented in this report reflect 2018 estimates published by Esri. Also, the data are based on multi-year surveys. As such, individual estimates may not sum to exactly match the totals due to rounding.

The CHAS data set uses HUD-defined income categories to classify households by income level, after adjusting for household size. Note that these income categories also form the basis for the income limits published annually by the State Department of Housing and Community Development (HCD), which are reported in Table 21, and are used to establish rental rates and home sale price limits for various affordable housing programs implemented at the local level. The categories are based on the HUD Adjusted Median Family Income (HAMFI), which is calculated using 2011-2015 5-Year median family income estimates,<sup>15</sup> supplemented with 2015 1-Year estimates. The HUD income categories are calculated as a percentage of the HAMFI.

The extremely low-income category includes households with income less than, or equal to, 30 percent of the HAMFI, while the very low-income category includes households with incomes greater than 30 percent, and up to 50 percent, of the HAMFI. The low-income category includes household with incomes greater than 50 percent, and up to 80 percent of the HAMFI, while the moderate-income category includes households with incomes greater than 80 percent, and up to 120 percent of the HAMFI. The above moderate-income category subsequently includes the remaining households with incomes greater than 120 percent of the HAMFI. Both the HAMFI and the associated income limits are adjusted to household size, so that a larger household with a given income could be placed in a lower income category than a smaller household with the same dollar amount of income.

Data presented in Table 7 reinforce data presented in Table 6, showing that Sacramento has a slightly larger proportion of lower income households, and a smaller proportion of above moderate-income households, compared to the MSA and the state. Approximately 50 percent of households in the City of Sacramento have incomes at or below 80 percent of HAMFI, compared to their statewide counterparts at 46 percent. While Sacramento tracks the statewide trend for moderate-income households, with 18 percent of households having incomes greater than 80 percent but less than 120 percent of HAMFI, Sacramento falls four

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<sup>15</sup> Excludes one-person households and multi-person households comprised of unrelated individuals, based on the Census definition of a family, which includes a householder with one more other person living in the same households who are related to the householder by birth, marriage, or adoption.

percentage points behind the state in terms of the proportion of above moderate-income households, with 33 percent of Sacramento households having incomes above 120 percent of HAMFI.

**Table 7: Households by Size Adjusted Income Category and Tenure, 2011-2015 (a)**

<b>Renter Households</b>				
<b>HAMFI Level</b>	<b>City of Sacramento</b>		<b>State of California</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Extremely Low -Income (≤30% HAMFI)	27,175	28.9%	1,480,830	25.5%
Very Low -Income (30%-50% HAMFI)	16,470	17.5%	1,041,130	17.9%
Low -Income (50%-80% HAMFI)	17,105	18.2%	1,118,740	19.3%
Moderate-Income (80%-120% HAMFI)	15,610	16.6%	964,455	16.6%
Above Moderate-Income (>120% HAMFI)	17,695	18.8%	1,203,465	20.7%
<b>Total, Renter Households (b)</b>	<b>94,055</b>	<b>100%</b>	<b>5,808,625</b>	<b>100%</b>

<b>Owner Households</b>				
<b>HAMFI Level</b>	<b>City of Sacramento</b>		<b>State of California</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Extremely Low -Income (≤30% HAMFI)	6,935	8.2%	531,435	7.7%
Very Low -Income (30%-50% HAMFI)	8,090	9.6%	625,410	9.1%
Low -Income (50%-80% HAMFI)	12,625	15.0%	989,925	14.3%
Moderate-Income (80%-120% HAMFI)	16,255	19.3%	1,290,605	18.7%
Above Moderate-Income (>120% HAMFI)	40,220	47.8%	3,471,805	50.2%
<b>Total, Owner Households (b)</b>	<b>84,130</b>	<b>100%</b>	<b>6,909,175</b>	<b>100%</b>

<b>Total Households</b>				
<b>HAMFI Level</b>	<b>City of Sacramento</b>		<b>State of California</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Extremely Low -Income (≤30% HAMFI)	34,110	19%	2,012,265	16%
Very Low -Income (30%-50% HAMFI)	24,560	14%	1,666,540	13%
Low -Income (50%-80% HAMFI)	29,730	17%	2,108,665	17%
Moderate-Income (80%-120% HAMFI)	31,865	18%	2,255,060	18%
Above Moderate-Income (>120% HAMFI)	57,915	33%	4,675,270	37%
<b>Total, All Households (b)</b>	<b>178,185</b>	<b>100%</b>	<b>12,717,800</b>	<b>100%</b>

Notes:

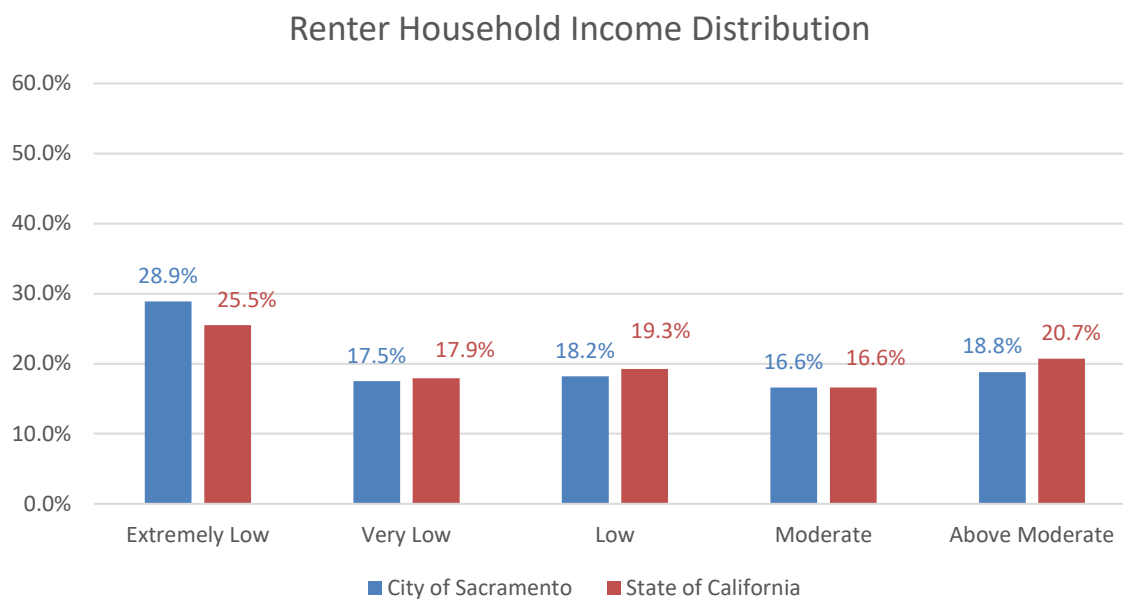
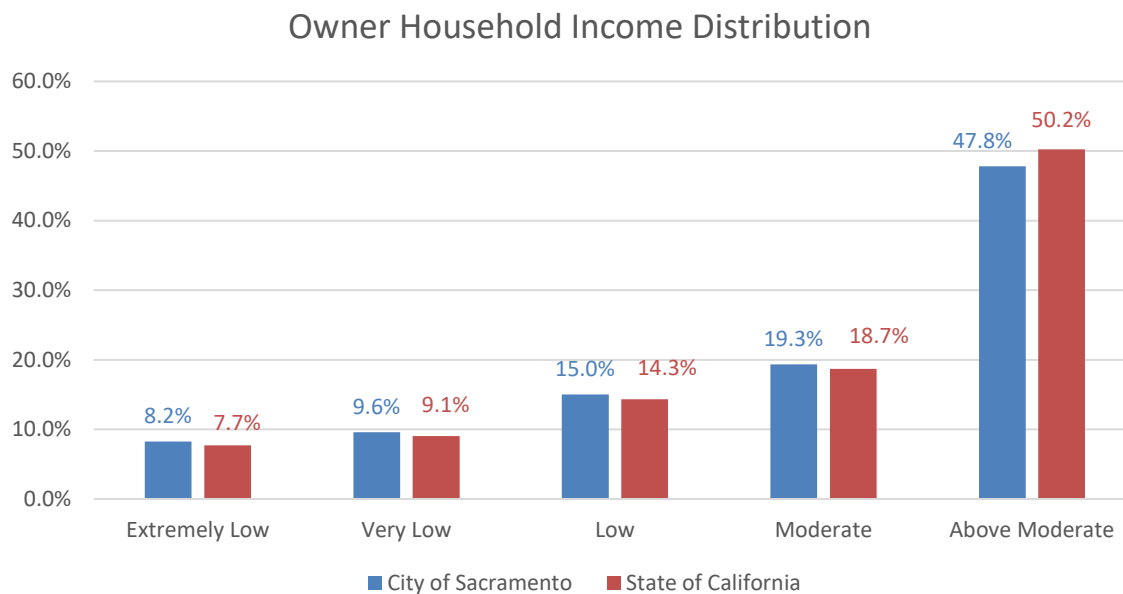
- (a) CHAS data reflect HUD-defined household income limits. HAMFI stands for HUD Area Median Family Income.
- (b) Totals may not match sums of component figures due to independent rounding.

Sources: U.S. Department of Housing and Urban Development, Comprehensive Housing Affordability Strategy (CHAS), 2011-2015; BAE, 2018.

When broken down by household tenure, Sacramento still has slightly larger proportions of lower-income households compared to the state. For example, roughly 65 percent of Sacramento’s renter households have incomes at or below 80 percent of HAMFI, compared to 63 percent statewide. While Sacramento’s renter household income distribution generally tracks within one-percentage point of the statewide averages, Table 7 shows that Sacramento has a somewhat larger proportion of extremely low-income renter households and a slightly smaller proportion of above moderate-income renter households compared to the state. Meanwhile, nearly 33 percent of Sacramento’s owner households have incomes at or below 80 percent of HAMFI, compared to nearly 31 percent statewide. This is likely reflective of Sacramento’s relatively affordable housing stock compared to the state as a whole. The income distribution for owner households in Sacramento generally falls within one percentage

point of the statewide averages, though Sacramento has a somewhat smaller proportion of above moderate-income owner households, compared to the state as a whole.

**Figure 8: Households by Size Adjusted Income Category and Tenure, 2011-2015**



Sources: U.S. Department of Housing and Urban Development, Comprehensive Housing Affordability Strategy (CHAS), 2011-2015; BAE, 2018.



# ECONOMIC CONDITIONS

The following section summarizes economic conditions and trends in the City of Sacramento, the Sacramento MSA, and the State of California. The purpose of this analysis is to identify challenges and opportunities for economic development. The analysis primarily relies on data published by the U.S. Bureau of Labor Statistics (BLS), California Employment Development Department (EDD), the California State Board of Equalization (BOE), and the California Department of Finance (DOF), as well as Esri Business Analyst.

## Employment by Industry

Table 8 reports data from a special tabulation of the Quarterly Census of Employment and Wages (QCEW). According to that data, the City of Sacramento had 302,110 jobs in 2017, which is the most recent year for which data are available. The table also reports that in 2010, the City of Sacramento had roughly 250,570 jobs. Based on these figures, the City of Sacramento's employment base grew by nearly 21 percent, adding around 7,360 jobs per year, on average. This also equates to an average annual growth rate of 2.7 percent per year, which is approximately 1.8 percentage points higher than the city's population growth rate from 2010 to 2018. Compared to the Sacramento MSA, the city captured approximately 42 percent of regional employment growth, compared to only around 18 percent of regional population growth. This indicates that the city has continued to strengthen its position as the dominant employment center for the broader Sacramento region, which has important implications for non-residential land use and housing affordability.

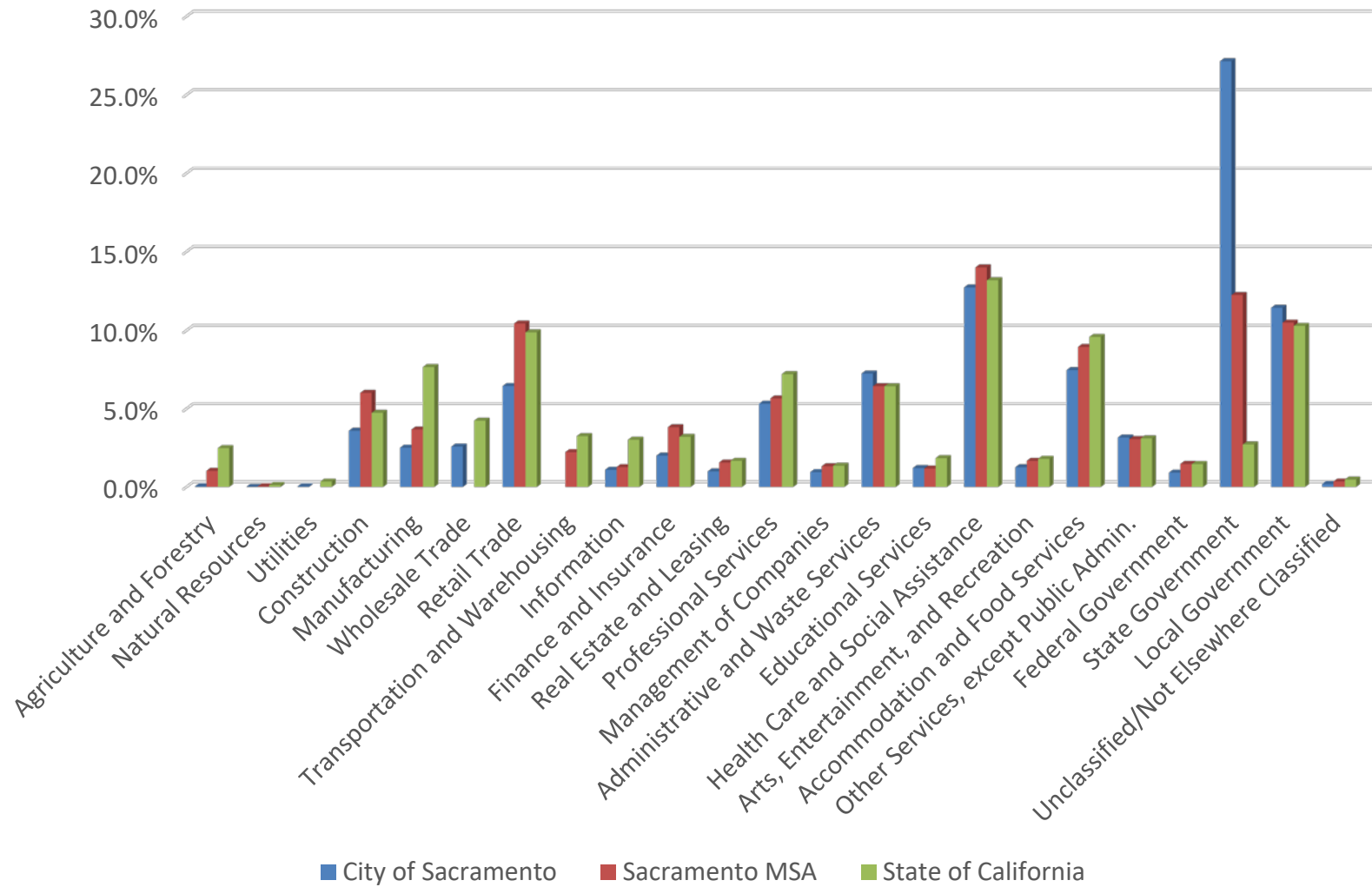
As expected for the seat of both State and county government, the City of Sacramento jobs base is largely concentrated in the Government sector, compared to the broader MSA. For example, approximately 39 percent of the city's employment base worked in the Government sector, compared to 24 percent for the Sacramento MSA as a whole. The city, conversely, had slightly below average concentrations of employment in Retail Trade and Construction, compared to the broader region. Differences in employment concentrations within all other sectors were generally plus or minus two percentage points of the MSA average.

The largest absolute employment gains in the City of Sacramento between 2010 and 2017 were in Health Care and Social Assistance, Administration and Waste Services, Accommodation and Food Services, and Local Government, while the city also saw notable gains in Construction, Retail Trade, Wholesale Trade, and Professional and Technical Services. Only two sectors registered net declines in employment over this period. These included State Government, which lost 4,056 jobs<sup>16</sup>, and Educational Services, which lost 318 jobs.

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<sup>16</sup> Note that some shifts in state government employment may be attributable to adjustments in how the EDD identifies the work locations of certain State employees, rather than due to actual changes in the numbers of persons working in a given location. The data should thus be interpreted with caution.

**Figure 9: Distribution of Jobs by Industry, 2017**



Sources: Quarterly Census of Employment and Wages (QCEW), US Bureau of Labor Statistics, 2010, 2017; BAE, 2018.

**Table 8: Employment by Industry, 2010-2017 (Page 1 of 2) (a)**

City of Sacramento	2010		2017		Absolute Change	Annual Average Change
	Number	Percent	Number	Percent		
Agriculture, Forestry, Fishing and Hunting	135	0.1%	116	0.0%	-19	-2.1%
Mining, Quarrying, and Oil and Gas Extraction	(b)	(b)	10	0.0%	n.a.	n.a.
Utilities	32	0.0%	98	0.0%	66	17.3%
Construction	7,096	2.8%	10,848	3.6%	3,752	6.3%
Manufacturing	6,403	2.6%	7,571	2.5%	1,168	2.4%
Wholesale Trade	5,027	2.0%	7,788	2.6%	2,761	6.5%
Retail Trade	15,790	6.3%	19,470	6.4%	3,680	3.0%
Transportation and Warehousing	4,017	1.6%	5,164	(b)	1,147	3.7%
Information	3,634	1.5%	3,305	1.1%	-329	-1.3%
Finance and Insurance	5,058	2.0%	6,038	2.0%	980	2.6%
Real Estate and Rental and Leasing	2,443	1.0%	2,996	1.0%	553	3.0%
Professional and Technical Services	13,539	5.4%	16,058	5.3%	2,519	2.5%
Management of Companies and Enterprises	2,093	0.8%	2,852	0.9%	759	4.5%
Administrative and Waste Services	11,920	4.8%	21,881	7.2%	9,961	9.1%
Educational Services	3,952	1.6%	3,634	1.2%	-318	-1.2%
Health Care and Social Assistance	24,989	10.0%	38,504	12.7%	13,515	6.4%
Arts, Entertainment, and Recreation	3,026	1.2%	3,793	1.3%	767	3.3%
Accommodation and Food Services	15,230	6.1%	22,558	7.5%	7,328	5.8%
Other Services, except Public Administration	9,222	3.7%	9,541	3.2%	319	0.5%
Federal Government	1,696	0.7%	2,759	0.9%	1,063	7.2%
State Government	86,043	34.3%	81,987	27.1%	-4,056	-0.7%
Local Government	29,086	11.6%	34,577	11.4%	5,491	2.5%
Unclassified/Not Elsewhere Classified	(b)	(b)	566	0.2%	n.a.	n.a.
<b>Total (c)</b>	<b>250,571</b>	<b>100%</b>	<b>302,111</b>	<b>100%</b>	<b>51,540</b>	<b>2.7%</b>

Sacramento MSA	2010		2017		Absolute Change	Annual Average Change
	Number	Percent	Number	Percent		
Agriculture, Forestry, Fishing and Hunting	8,151	1.0%	9,947	1.0%	1,796	2.9%
Mining, Quarrying, and Oil and Gas Extraction	379	0.0%	362	0.0%	-17	-0.7%
Utilities	(b)	n.a.	(b)	n.a.	n.a.	n.a.
Construction	38,359	4.5%	58,081	6.0%	19,722	6.1%
Manufacturing	32,545	3.9%	35,453	3.7%	2,908	1.2%
Wholesale Trade	(b)	n.a.	(b)	n.a.	n.a.	n.a.
Retail Trade	87,590	10.4%	100,881	10.4%	13,291	2.0%
Transportation and Warehousing	19,116	2.3%	21,458	2.2%	2,342	1.7%
Information	15,147	1.8%	12,217	1.3%	-2,930	-3.0%
Finance and Insurance	36,374	4.3%	36,859	3.8%	485	0.2%
Real Estate and Rental and Leasing	12,189	1.4%	15,042	1.6%	2,853	3.1%
Professional and Technical Services	51,772	6.1%	54,631	5.7%	2,859	0.8%
Management of Companies and Enterprises	11,650	1.4%	12,753	1.3%	1,103	1.3%
Administrative and Waste Services	40,801	4.8%	62,231	6.4%	21,430	6.2%
Educational Services	11,504	1.4%	11,356	1.2%	-148	-0.2%
Health Care and Social Assistance	87,206	10.3%	135,588	14.0%	48,382	6.5%
Arts, Entertainment, and Recreation	13,188	1.6%	16,096	1.7%	2,908	2.9%
Accommodation and Food Services	66,781	7.9%	86,460	8.9%	19,679	3.8%
Other Services, except Public Administration	40,801	4.8%	29,524	3.1%	-11,277	-4.5%
Federal Government	14,683	1.7%	14,163	1.5%	-520	-0.5%
State Government	(b)	n.a.	118,530	12.3%	n.a.	n.a.
Local Government	(b)	n.a.	101,466	10.5%	n.a.	n.a.
Unclassified/Not Elsewhere Classified	1,535	0.2%	3,328	0.3%	1,793	11.7%
<b>Total (c)</b>	<b>843,713</b>	<b>100%</b>	<b>966,635</b>	<b>100%</b>	<b>122,922</b>	<b>2.0%</b>

**Notes:**

(a) Universe consists of all wage and salary employment by place of work. Does not include self-employed persons not on payroll. Industry classification is not self-reported by individual workers.

(b) Data are confidential under BLS or State agency disclosure standards if there are fewer than three businesses in a category or if one employer makes up 80 percent or more of employment in a category.

(c) Totals may not sum from parts due to independent rounding and data confidentiality.

Sources: Quarterly Census of Employment and Wages (QCEW), 2018; US Bureau of Labor Statistics, 2010, 2017; BAE, 2018.

**Table 8: Employment by Industry, 2010-2017 (Page 2 of 2) (a)**

State of California	2010		2017		Absolute Change	Annual Average Change
	Number	Percent	Number	Percent		
Agriculture, Forestry, Fishing and Hunting	382,857	2.7%	421,749	2.5%	38,892	10.2%
Mining, Quarrying, and Oil and Gas Extraction	24,445	0.2%	19,711	0.1%	-4,734	-19.4%
Utilities	56,897	0.4%	58,013	0.3%	1,116	2.0%
Construction	556,110	3.9%	805,942	4.7%	249,832	44.9%
Manufacturing	1,234,647	8.6%	1,303,550	7.7%	68,903	5.6%
Wholesale Trade	642,187	4.5%	720,304	4.2%	78,117	12.2%
Retail Trade	1,506,924	10.5%	1,680,913	9.9%	173,989	11.5%
Transportation and Warehousing	393,470	2.7%	551,752	3.2%	158,282	40.2%
Information	423,397	2.9%	513,029	3.0%	89,632	21.2%
Finance and Insurance	510,909	3.5%	544,087	3.2%	33,178	6.5%
Real Estate and Rental and Leasing	247,593	1.7%	283,407	1.7%	35,814	14.5%
Professional and Technical Services	1,016,956	7.1%	1,226,410	7.2%	209,454	20.6%
Management of Companies and Enterprises	192,186	1.3%	230,319	1.4%	38,133	19.8%
Administrative and Waste Services	851,858	5.9%	1,094,715	6.4%	242,857	28.5%
Educational Services	271,920	1.9%	312,777	1.8%	40,857	15.0%
Health Care and Social Assistance	1,468,569	10.2%	2,248,130	13.2%	779,561	53.1%
Arts, Entertainment, and Recreation	243,727	1.7%	305,110	1.8%	61,383	25.2%
Accommodation and Food Services	1,250,482	8.7%	1,630,870	9.6%	380,388	30.4%
Other Services, except Public Administration	718,490	5.0%	527,915	3.1%	-190,575	-26.5%
Federal Government	268,544	1.9%	248,348	1.5%	-20,196	-7.5%
State Government	442,715	3.1%	461,700	2.7%	18,985	4.3%
Local Government	1,658,588	11.5%	1,751,002	10.3%	92,414	5.6%
Unclassified/Not Elsewhere Classified	50,991	0.4%	79,949	0.5%	28,958	56.8%
<b>Total (c)</b>	<b>14,414,461</b>	<b>100%</b>	<b>17,019,702</b>	<b>100%</b>	<b>2,605,241</b>	<b>18.1%</b>

**Notes:**

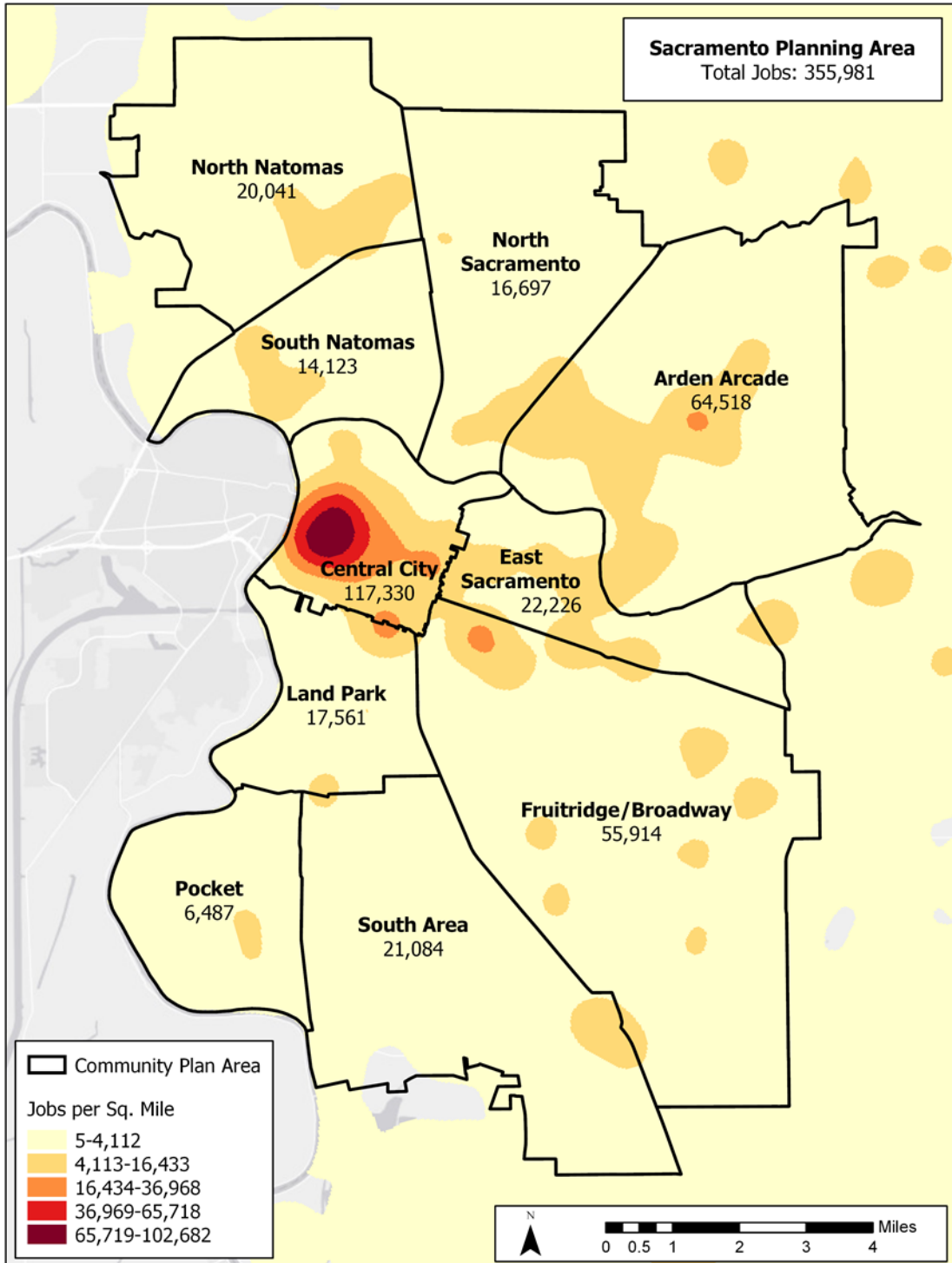
(a) Universe consists of all wage and salary employment by place of work. Does not include self-employed persons not on payroll. Industry classification is not self-reported by individual workers.

(b) Data are confidential under BLS or State agency disclosure standards if there are fewer than three businesses in a category or if one employer makes up 80 percent or more of employment in a category.

(c) Totals may not sum from parts due to independent rounding and data confidentiality.

Sources: Quarterly Census of Employment and Wages (QCEW), 2018; US Bureau of Labor Statistics, 2010, 2017; BAE, 2018.

**Figure 10: Employment Density, Sacramento Planning Area and Community Plan Areas, 2015**



Sources: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD), 2015. BAE, 2018

### ***Community Plan Area Jobs Trends***

BAE used data from the U.S. Census Bureau's Longitudinal Employer-Household Dynamics (LEHD) program to identify employment trends within the city's ten Community Plan Areas in 2015, the most recent date for which data are available. As reported in detail in Appendix B, the Central City was the largest employment center in Sacramento, with approximately 117,330 jobs. This represented nearly one-third of the total employment base within the Sacramento Planning Area in 2015, according to the LEHD data set. The two other dominant employment centers within the Sacramento Planning Area included Arden Arcade and the Fruitridge/Broadway areas,<sup>17</sup> which accounted for 18 percent and 16 percent of the total Planning Area employment base, respectively. Figure 10 on the prior page, illustrates employment densities in the greater Sacramento area, as reported in the LEHD data set.

As is expected in the area surrounding the State Capital, the Central City employment base was dominated by State Government jobs, which accounted for 60 percent of the total for that Community Plan Area. Land Park and South Natomas also featured relatively high concentrations of Government jobs, while the remaining Community Plan Areas were largely dominated by Service sector employment.<sup>18</sup> In addition to being dominated by Service sector jobs, the Fruitridge/Broadway and North Sacramento Community Plan Areas also featured relatively large shares of Goods Producing jobs.<sup>19</sup>

### **Major Employers**

Reinforcing the findings identified above regarding the city's importance as a regional employment Center, the EDD reports that three-quarters of Sacramento County's principal employers are located within the City of Sacramento. According to the EDD, 19 of the 25 largest employers in Sacramento County are located in the City of Sacramento. Five of the largest businesses are in the Healthcare industry, including four hospitals (Kaiser Permanente South, Mercy General Hospital, and Sutter Medical Center Sacramento) and one health plan provider. At least 12 of the largest employers are State or local government agencies or affiliated organizations, such as the California Air Resources Board, California Department of Corrections, California Employment Development Department, California Environmental Protection Agency, and the UC Davis Medical Center, among others. Other important local employers include the Sacramento Municipal Utility District (SMUD) and the Sacramento Bee.

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<sup>17</sup> Major employment concentrations in the Fruitridge/Broadway Community Plan Area are mostly focused on the Power Inn Road industrial district.

<sup>18</sup> Service sector jobs include Trade, Transportation, and Utilities; Information; Financial Activities; Professional and Business Services; Education and Health Services; Leisure and Hospitality; and Other Services.

<sup>19</sup> Goods producing jobs include those in the following industries: Natural Resources and Mining; Construction; and Manufacturing

**Table 9: Principle Employers, City and County of Sacramento, 2018**

<b>Employer</b>	<b>Employee Class Range</b>	<b>Location</b>	<b>Industry</b>
Aerojet Rocketdyne Inc	1,000-4,999	Rancho Cordova	Aerospace Industries (mfrs)
Air Resources Board Tstg Off	1,000-4,999	Sacramento	Engineers-Environmental
AMPAC Fine Chemicals LLC	1,000-4,999	Rancho Cordova	Electronic Equipment & Supplies-Mfrs
Apple Distribution Ctr	1,000-4,999	Elk Grove	Distribution Centers (w hls)
California Department-Crrctns	1,000-4,999	Sacramento	Insurance Agents Brokers & Service
California Exposition & Fair	1,000-4,999	Sacramento	Government Offices-State
California Prison Ind Auth	1,000-4,999	Folsom	Government Offices-State
California State Univ-Scrmnt	1,000-4,999	Sacramento	University-College Dept/Facility/Office
Corrections Department	1,000-4,999	Sacramento	State Govt-Correctional Institutions
Dept of Transportation In Ca	10,000+	Sacramento	Government Offices-State
Disabled American Veterans	1,000-4,999	Sacramento	Veterans' & Military Organizations
Employment Development Dept	1,000-4,999	Sacramento	Government-Job Training/Voc Rehab Svcs
Environmental Protection Agcy	1,000-4,999	Sacramento	State Government-Environmental Programs
Intel Corp	5,000-9,999	Folsom	Semiconductor Devices (mfrs)
Kaiser Permanente South	1,000-4,999	Sacramento	Hospitals
L A Care Health Plan	1,000-4,999	Sacramento	Health Plans
Mercy General Hospital	1,000-4,999	Sacramento	Hospitals
Mercy San Juan Medical Ctr	1,000-4,999	Carmichael	Hospitals
Sacramento Bee	1,000-4,999	Sacramento	New spapers (publishers/Mfrs)
Sacramento Municipal Utility	1,000-4,999	Sacramento	Electric Contractors
Smud	1,000-4,999	Sacramento	Electric Companies
State Compensation Ins Fund	1,000-4,999	Sacramento	Insurance
Sutter Medical Ctr Sacramento	1,000-4,999	Sacramento	Hospitals
U C Davis Medical Ctr	5,000-9,999	Sacramento	Hospitals
Water Resource Dept	1,000-4,999	Sacramento	Government Offices-State

Sources: California Employment Development Department, 2018; BAE, 2018.

## Occupational Employment

Table 10 reports the number and share of residents in the City of Sacramento and the MSA based on their occupation, as reported by Esri. The data illustrate that occupational employment in the city generally matches the regional and statewide distributions. Notable exceptions include modestly higher concentrations of residents working in Office and Administrative Support, Business and Financial, and Computer and Mathematical occupations.

Between 2010 and 2018, the City of Sacramento added an estimated 19,628 new employed residents.<sup>20</sup> This represents approximately 19 percent of regional growth, which is slightly higher than the city's estimated share of regional population growth, which implies that the city is gaining an above average share of employed residents compared to the region.<sup>21</sup> Just over half of these new employed residents work in somewhat lower wage service sectors, such as Food Preparation and Serving, Personal Care and Service, and Office and Administrative

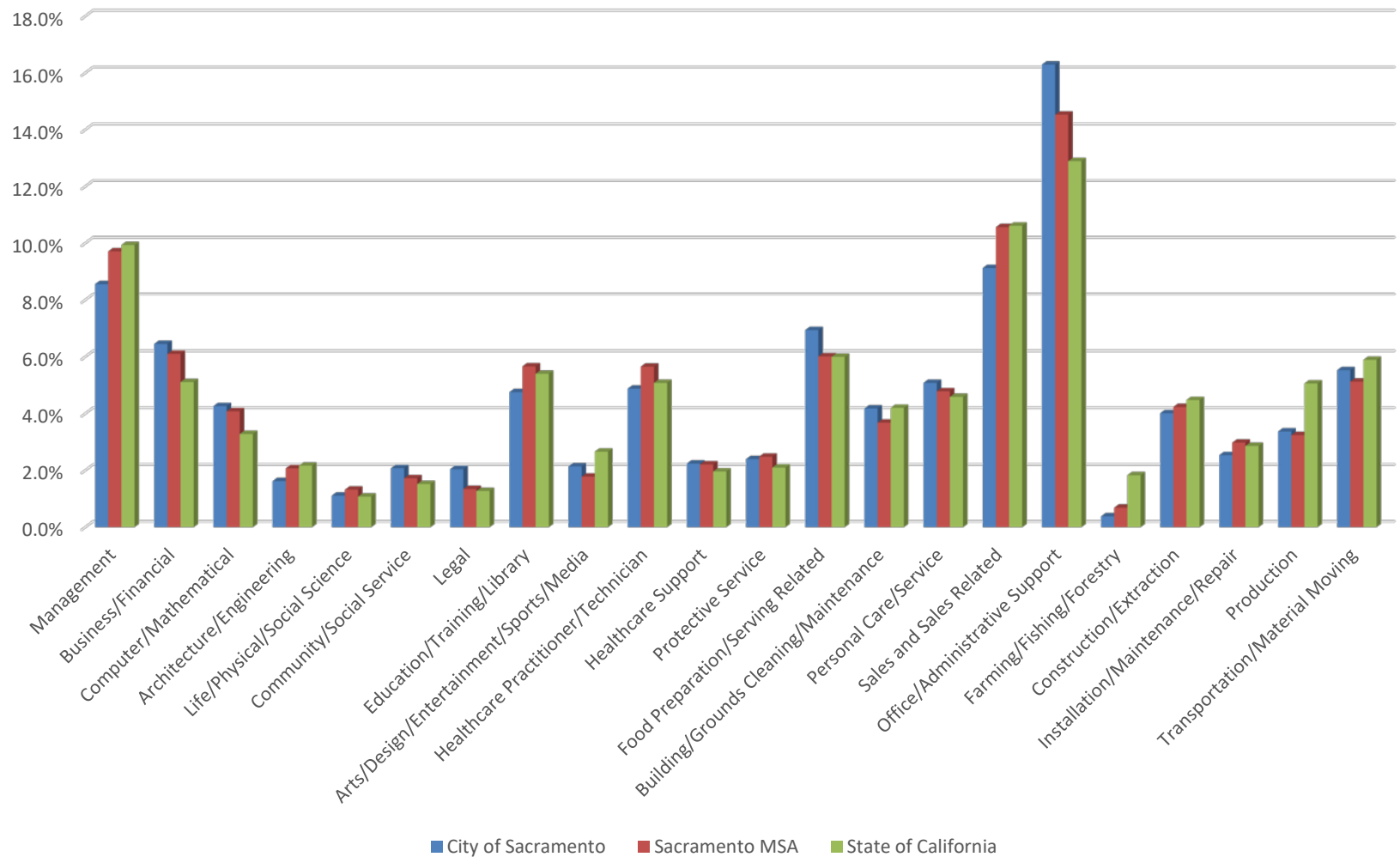
<sup>20</sup> These figures may differ from those reported elsewhere in this report due to the use of different data sources.

<sup>21</sup> Also note that while the two figures do not wholly correspond, the number of new employed residents in Sacramento was less than half the number of new jobs gained during roughly the same period.

Support occupations. Meanwhile, just over 40 percent work in higher wage professional occupations, such as Business and Financial, and Computer and Mathematical occupations.



**Figure 11: Distribution of Employed Residents by Occupation. Population Age 16+, 2018**



Sources: Esri, Business Analyst; BAE, 2018.

**Table 10: Employed Residents by Occupation, Population Age 16+, 2018 (Page 1 of 3)**

<b>City of Sacramento</b>						
<b>Occupation</b>	<b>2010</b>		<b>2018</b>		<b>Absolute Change</b>	<b>Average Annual Change</b>
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>		
Management	19,001	9.3%	19,181	8.6%	180	0.1%
Business/Financial	13,308	6.5%	14,465	6.5%	1,157	1.0%
Computer/Mathematical	7,433	3.6%	9,556	4.3%	2,123	3.2%
Architecture/Engineering	3,640	1.8%	3,639	1.6%	-1	0.0%
Life/Physical/Social Science	2,815	1.4%	2,494	1.1%	-321	-1.5%
Community/Social Service	4,190	2.0%	4,656	2.1%	466	1.3%
Legal	4,247	2.1%	4,581	2.0%	334	1.0%
Education/Training/Library	9,769	4.8%	10,654	4.8%	885	1.1%
Arts/Design/Entertainment/Sports/Media	4,472	2.2%	4,803	2.1%	331	0.9%
Healthcare Practitioner/Technician	8,393	4.1%	10,932	4.9%	2,539	3.4%
Healthcare Support	4,440	2.2%	5,025	2.2%	585	1.6%
Protective Service	3,577	1.7%	5,372	2.4%	1,795	5.2%
Food Preparation/Serving Related	13,040	6.4%	15,555	6.9%	2,515	2.2%
Building/Grounds Cleaning/Maintenance	8,665	4.2%	9,372	4.2%	707	1.0%
Personal Care/Service	9,239	4.5%	11,392	5.1%	2,153	2.7%
Sales and Sales Related	20,776	10.2%	20,453	9.1%	-323	-0.2%
Office/Administrative Support	33,076	16.2%	36,524	16.3%	3,448	1.2%
Farming/Fishing/Forestry	624	0.3%	858	0.4%	234	4.1%
Construction/Extraction	9,669	4.7%	8,995	4.0%	-674	-0.9%
Installation/Maintenance/Repair	5,329	2.6%	5,683	2.5%	354	0.8%
Production	7,493	3.7%	7,557	3.4%	64	0.1%
Transportation/Material Moving	11,318	5.5%	12,395	5.5%	1,077	1.1%
<b>Total, Employed Residents 16+ Years of Age</b>	<b>204,514</b>	<b>100.0%</b>	<b>224,142</b>	<b>100%</b>	<b>19,628</b>	<b>1.2%</b>

Sources: Esri Business Analyst, 2018; BAE, 2018.

**Table 10: Employed Residents by Occupation, Population Age 16+, 2018 (Page 2 of 3)**

<b>Sacramento MSA</b>						
<b>Occupation</b>	<b>2010</b>		<b>2018</b>		<b>Absolute Change</b>	<b>Average Annual Change</b>
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>		
Management	100,866	10.5%	103,271	9.7%	2,405	0.3%
Business/Financial	56,749	5.9%	64,884	6.1%	8,135	1.7%
Computer/Mathematical	32,703	3.4%	43,394	4.1%	10,691	3.6%
Architecture/Engineering	21,438	2.2%	22,042	2.1%	604	0.3%
Life/Physical/Social Science	11,741	1.2%	14,072	1.3%	2,331	2.3%
Community/Social Service	15,964	1.7%	18,331	1.7%	2,367	1.7%
Legal	13,362	1.4%	14,306	1.3%	944	0.9%
Education/Training/Library	52,653	5.5%	60,208	5.7%	7,555	1.7%
Arts/Design/Entertainment/Sports/Media	16,452	1.7%	18,942	1.8%	2,490	1.8%
Healthcare Practitioner/Technician	45,203	4.7%	60,114	5.7%	14,911	3.6%
Healthcare Support	19,380	2.0%	23,511	2.2%	4,131	2.4%
Protective Service	23,294	2.4%	26,393	2.5%	3,099	1.6%
Food Preparation/Serving Related	49,148	5.1%	63,957	6.0%	14,809	3.3%
Building/Grounds Cleaning/Maintenance	34,957	3.7%	39,142	3.7%	4,185	1.4%
Personal Care/Service	39,379	4.1%	50,867	4.8%	11,488	3.3%
Sales and Sales Related	110,738	11.6%	112,357	10.6%	1,619	0.2%
Office/Administrative Support	147,532	15.4%	154,480	14.5%	6,948	0.6%
Farming/Fishing/Forestry	4,582	0.5%	7,345	0.7%	2,763	6.1%
Construction/Extraction	51,468	5.4%	45,018	4.2%	-6,450	-1.7%
Installation/Maintenance/Repair	29,000	3.0%	31,658	3.0%	2,658	1.1%
Production	33,566	3.5%	34,485	3.2%	919	0.3%
Transportation/Material Moving	47,266	4.9%	54,514	5.1%	7,248	1.8%
<b>Total, Employed Residents 16+ Years of Age</b>	<b>957,441</b>	<b>100.0%</b>	<b>1,063,291</b>	<b>100%</b>	<b>105,850</b>	<b>1.3%</b>

Sources: Esri Business Analyst, 2018; BAE, 2018.

**Table 10: Employed Residents by Occupation, Population Age 16+, 2018 (Page 3 of 3)**

<b>State of California</b>						
<b>Occupation</b>	<b>2010</b>		<b>2018</b>		<b>Absolute Change</b>	<b>Average Annual Change</b>
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>		
Management	1,668,877	10.0%	1,855,900	9.9%	187,023	1.3%
Business/Financial	821,110	4.9%	954,560	5.1%	133,450	1.9%
Computer/Mathematical	458,821	2.8%	613,063	3.3%	154,242	3.7%
Architecture/Engineering	371,965	2.2%	404,652	2.2%	32,687	1.1%
Life/Physical/Social Science	166,440	1.0%	201,329	1.1%	34,889	2.4%
Community/Social Service	243,259	1.5%	284,419	1.5%	41,160	2.0%
Legal	208,992	1.3%	238,185	1.3%	29,193	1.6%
Education/Training/Library	918,724	5.5%	1,009,003	5.4%	90,279	1.2%
Arts/Design/Entertainment/Sports/Media	429,312	2.6%	496,842	2.7%	67,530	1.8%
Healthcare Practitioner/Technician	734,609	4.4%	949,157	5.1%	214,548	3.3%
Healthcare Support	307,148	1.8%	366,384	2.0%	59,236	2.2%
Protective Service	356,343	2.1%	392,348	2.1%	36,005	1.2%
Food Preparation/Serving Related	848,107	5.1%	1,120,449	6.0%	272,342	3.5%
Building/Grounds Cleaning/Maintenance	717,838	4.3%	785,132	4.2%	67,294	1.1%
Personal Care/Service	667,884	4.0%	857,001	4.6%	189,117	3.2%
Sales and Sales Related	1,918,398	11.5%	1,983,354	10.6%	64,956	0.4%
Office/Administrative Support	2,303,013	13.8%	2,408,291	12.9%	105,278	0.6%
Farming/Fishing/Forestry	244,252	1.5%	342,107	1.8%	97,855	4.3%
Construction/Extraction	905,810	5.4%	836,217	4.5%	-69,593	-1.0%
Installation/Maintenance/Repair	501,626	3.0%	534,466	2.9%	32,840	0.8%
Production	912,310	5.5%	945,216	5.1%	32,906	0.4%
Transportation/Material Moving	927,628	5.6%	1,100,778	5.9%	173,150	2.2%
<b>Total, Employed Residents 16+ Years of Age</b>	<b>16,632,466</b>	<b>100.0%</b>	<b>18,678,853</b>	<b>100%</b>	<b>2,046,387</b>	<b>1.5%</b>

Sources: Esri Business Analyst, 2018; BAE, 2018.

## Labor Force Characteristics

Table 11 and 12 reports labor force characteristics for the City of Sacramento, the Sacramento MSA, and the state as a whole, as reported by the California Employment Development Department (EDD) and the U.S. Census Bureau. While the EDD's Local Area Unemployment Statistics (LAUS) data represent the official governmental estimates used for most economic analyses, the associated labor force estimates seem to under report labor force growth. For example, the LAUS estimates that between 2010 and 2017 the labor force in the City of Sacramento grew by only around 3,500 people while the population expanded by just under 34,200 people. Based on the national average labor force participation rate, most analysts would assume that the City of Sacramento should have added approximately 21,500 people to the labor force during this period. By comparison, the Census Bureau's ACS based labor force estimates, provided in Table 12, indicate that the City of Sacramento added closer to 22,550 new workers during the same period, which is closer to what most analysts would expect, recognizing that the labor force participation rate in most communities varies only slightly from the broader national average. Though not shown in the table, the Census data also indicate that the people moving into Sacramento have an above average labor force participation rate of around 66 percent, compared the average among existing Sacramento residents of approximately 50 percent.

The data from both the EDD and the Census Bureau clearly indicate that the unemployment rate in the City of Sacramento decreased by around eight percentage points since the 2010. The EDD data indicate that the rate went from a high of 13.3 percent in 2010 to a low of 4.7 percent in 2017. Meanwhile, the Census data indicate that the unemployment rate went from a high of 16.1 percent in 2010 to a low of 8.2 percent in 2017. Most economists generally consider full employment to occur when the unemployment rate hits around 6.0 percent. Thus, the data indicate that the City of Sacramento is either at, or is near to reaching, full employment, which has important implications for workforce availability and economic development.

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**Table 11: Labor Force Characteristics, LAUS 2010-2017**

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<b>Year</b>	<b>Labor Force</b>	<b>Employed Residents</b>	<b>Unemployment</b>	<b>Unemployment Rate</b>
<b>City of Sacramento (a)</b>				
2010	228,200	197,900	30,300	13.3%
2011	226,900	197,900	28,900	12.8%
2012	226,900	201,800	25,100	11.1%
2013	226,200	205,000	21,200	9.4%
2014	225,700	208,200	17,400	7.7%
2015	226,900	212,500	14,400	6.3%
2016	229,500	216,800	12,700	5.5%
2017	231,700	220,700	11,000	4.7%
<b>Sacramento MSA</b>				
2010	1,049,800	920,100	129,700	12.4%
2011	1,045,200	921,600	123,600	11.8%
2012	1,047,900	939,900	108,000	10.3%
2013	1,046,500	955,800	90,700	8.7%
2014	1,047,200	972,600	74,600	7.1%
2015	1,055,900	994,100	61,800	5.9%
2016	1,070,900	1,014,300	56,600	5.3%
2017	1,080,900	1,032,000	48,900	4.5%
<b>State of California</b>				
2010	18,336,300	16,091,900	2,244,300	12.2%
2011	18,415,100	16,258,100	2,157,000	11.7%
2012	18,523,800	16,602,700	1,921,100	10.4%
2013	18,625,000	16,958,400	1,666,600	8.9%
2014	18,758,400	17,351,300	1,407,100	7.5%
2015	18,896,500	17,724,800	1,171,700	6.2%
2016	19,093,700	18,048,800	1,044,800	5.5%
2017	19,312,000	18,393,100	918,900	4.8%

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Note:

(a) City of Sacramento numbers were independently rounded to convert monthly data to annual averages.

Sources: California Employment Development Department, Local Area Unemployment Statistics (LAUS), 2018; BAE, 2018.

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**Table 12: Labor Force Characteristics, ACS 2010 and 2017**

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	2010	2017	Change	
			Absolute	Percent
<b>Resident Labor Force</b>				
City of Sacramento	232,278	254,825	22,547	9.7%
Sacramento MSA	1,061,331	1,139,503	78,172	7.4%
State of California	18,749,576	20,072,353	1,322,778	7.1%
<b>Employed Residents</b>				
City of Sacramento	194,779	233,821	39,043	20.0%
Sacramento MSA	913,551	1,069,209	155,658	17.0%
State of California	16,241,857	18,748,902	2,507,045	15.4%
<b>Unemployment Rate</b>				
City of Sacramento	16.1%	8.2%	-8%	n.a.
Sacramento MSA	13.9%	6.2%	-8%	n.a.
State of California	13.4%	6.6%	-7%	n.a.

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Sources: U.S. Census Bureau, American Community Survey, 2010 and 2017 1-year sampling data, B01003; BAE, 2019.

## Regional Commuting Patterns

According to the 2017 ACS, approximately 61 percent of Sacramento workers commute into the city from homes located elsewhere in the region. This is compared to 43 percent of employed Sacramento residents who commute outside of the city for work. According to the ACS, the rate of in-commuting has decreased from 63 percent in 2010, while the rate of out-commuting stayed relatively stable at 43 percent. As a result, the net in-commute has increased in absolute terms from around 97,300 people in 2010 to 103,700 in 2018.

**Table 13: Worker and Employed Resident Commuting Patterns, City of Sacramento, 2010 and 2017**

	2017 ACS	
	Number	Percent
Work in City	331,393	100%
<i>Live Outside City</i>	201,812	61%
<i>Live Within City</i>	129,581	39%
Live in City	227,711	100%
<i>Work Outside City</i>	98,130	43%
<i>Work Within City</i>	129,581	57%
Net In-Commute	103,682	
	2010 ACS	
	Number	Percent
Work in City	286,270	100%
<i>Live Outside City</i>	179,382	63%
<i>Live Within City</i>	106,888	37%
Live in City	188,974	100%
<i>Work Outside City</i>	82,086	43%
<i>Work Within City</i>	106,888	57%
Net In-Commute	97,296	

Sources: ACS 2010 and 2017, 1-year sampling period, S0804, B08008; BAE 2018.

The LEHD program, also administered by the U.S. Census Bureau, provides additional information on commute patterns, with greater detail regarding worker origin and destination. Please note that the overall commute rates reported in Table 14 may differ from those reported in Table 13. Based on this information, it appears that the primary points of origin for workers commuting in to jobs in the City of Sacramento include the City of Elk Grove and the Arden-Arcade Census Designated Place (CDP) in unincorporated Sacramento County, as well as the cities of Roseville and West Sacramento, among others. Conversely, the most prominent destinations for workers commuting from homes in Sacramento to jobs elsewhere in the region include the Arden Arcade CDP, and the cities of Rancho Cordova, West Sacramento, Elk Grove, Roseville, and San Francisco.

Data from the Decennial Census and the 2017 ACS indicate that the average commute time for people who work in Sacramento is roughly 9.4 percent higher than for the region as a whole. Although commute times changed at roughly the same rate (around 4.7 percent in total) in both areas between 2010 and 2017, the city's reliance on workers that commute in from outside the region (i.e., 61 percent of the workforce) may put it at risk as employers increasingly consider locations that are closer to their primary sources of labor. Areas likely to benefit from this type of site location behavior include areas like Rocklin/Roseville, Elk Grove, Rancho Cordova, and Folsom, among others that have ample room to accommodate both residential and non-residential growth.



Despite these trends, there are some businesses that will continue to benefit from locating in highly urbanized areas that offer greater amenities to workers, as well as those that rely on proximity to important State and federal government agencies. Therefore, the City may want to consider strategies that strengthen business relationships that tie major employers to Sacramento. The City should also continue its ongoing work of increasing the variety and depth of consumer offerings and amenities in the Central City and other important employment nodes that can act as draws for important segments of the labor force. Lastly, the City should also continue working to increase the amount of housing that is available to, affordable to, and attractive to key segments of the workforce, who might otherwise be tempted to locate in areas outside of Sacramento that might be perceived to offer better or more affordable options.

**Table 14: Regional Commuting Patterns, Origin and Destination, City of Sacramento, 2010 and 2015**

**Employed Sacramento Residents by Place of Work**

Place of Work	2010		Place of Work	2015	
	Number	Percent		Number	Percent
Sacramento city	68,856	44%	Sacramento city	76,626	43%
Arden-Arcade CDP	6,581	4%	Arden-Arcade CDP	7,796	4%
Rancho Cordova city	5,556	4%	Rancho Cordova city	6,736	4%
West Sacramento city	3,977	3%	West Sacramento city	5,587	3%
Elk Grove city	3,319	2%	Elk Grove city	4,885	3%
San Francisco city	3,145	2%	Roseville city	4,039	2%
Roseville city	2,955	2%	San Francisco city	3,940	2%
University of California-Davis CDP	2,849	2%	Carmichael CDP	2,568	1%
North Highlands CDP	2,288	1%	Florin CDP	2,561	1%
Folsom city	2,141	1%	North Highlands CDP	2,285	1%
All Other Locations (a)	54,108	35%	All Other Locations (a)	62,623	35%
<b>Total, All Locations</b>	<b>155,775</b>	<b>100%</b>	<b>Total, All Locations</b>	<b>179,646</b>	<b>100%</b>

**Sacramento Workers by Place of Residence**

Place of Residence	2010		Place of Residence	2015	
	Number	Percent		Number	Percent
Sacramento city	68,856	25%	Sacramento city	76,626	27%
Elk Grove city	18,947	7%	Elk Grove city	21,526	8%
Arden-Arcade CDP	11,089	4%	Arden-Arcade CDP	11,814	4%
Roseville city	6,511	2%	Roseville city	7,811	3%
Carmichael CDP	6,400	2%	West Sacramento city	6,662	2%
Citrus Heights city	6,154	2%	Rancho Cordova city	6,645	2%
West Sacramento city	5,729	2%	Carmichael CDP	6,303	2%
Rancho Cordova city	5,078	2%	Citrus Heights city	6,122	2%
Folsom city	4,954	2%	Florin CDP	5,587	2%
Florin CDP	4,888	2%	Folsom city	5,189	2%
All Other Locations (a)	132,562	49%	All Other Locations (a)	132,436	46%
<b>Total, All Locations</b>	<b>271,168</b>	<b>100%</b>	<b>Total, All Locations</b>	<b>286,721</b>	<b>100%</b>

Note:

(a) Represents locations that account for less than one percent of the population, respectively.

Sources: U.S. Census Bureau Longitudinal Employer-Household Dynamics (LEHD), 2015.; BAE, 2018.

## Retail Sales and Leakage

### *National E-Commerce Trends*

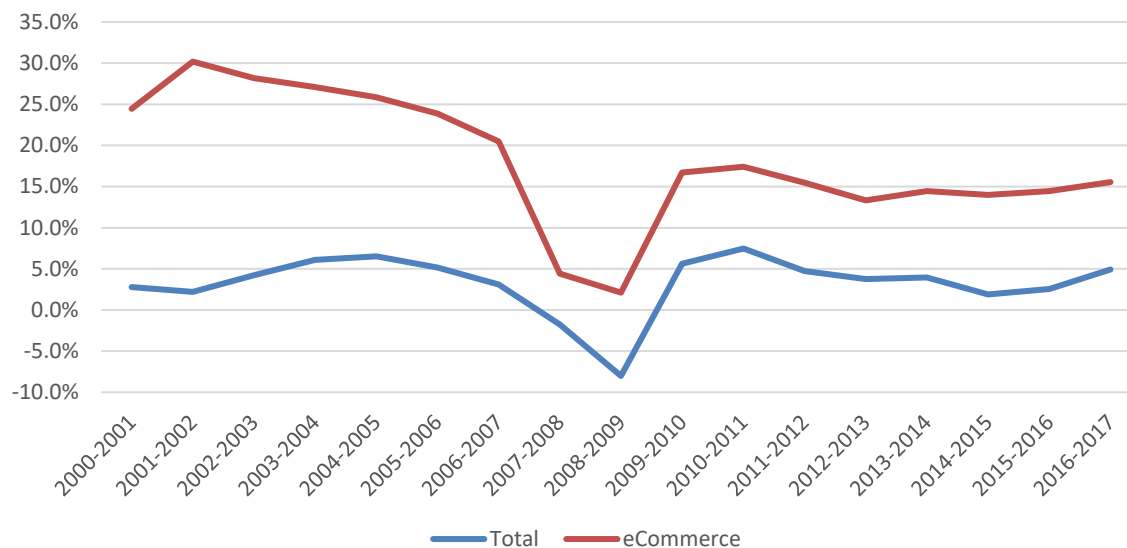
The retail sector in the United States is undergoing a significant transformation. This transformation is being driven by technological innovations that are altering how consumers shop for and purchase a wide variety of goods, from home goods to motor vehicles. With the proliferation of internet-based shopping and shopping from mobile devices,<sup>22</sup> coupled with the expansion of quick delivery services, consumers are increasingly choosing these new forms of retail over more traditional brick-and-mortar retail offerings.

According to data from the Monthly Retail Trade Survey, published by the U.S. Census Bureau, retail sales among e-commerce outlets currently account for around ten percent of total national retail sales. Retail sales among e-commerce outlets generally track with broader retail sales trends, recognizing that growth within the subsector represents a shifting of retail sales from brick-and-mortar outlets to internet-based ones. Nonetheless, the subsector shows remarkable resilience and growing influence. For example, national retail sales declined in real terms between 2007 and 2009, as illustrated in Figure 12, which corresponded with the onset of the Great Recession. While e-commerce sales tracked the broader retail sales trend, the industry subsector recorded year-over-year growth of two to four percent during the same period, illustrating the sectors relative resilience. Since the onset of the economic recovery, beginning around 2010, e-commerce has consistently increased sales by 14 to 16 percent per year. This is notably slower than prior to the recession, when e-commerce sales consistently grew by around 25 percent per year; though it still outpaces overall retail sales growth which has averaged around 4.5 percent per year since 2009.

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<sup>22</sup> Business Insider reports that online retail via mobile devices, or m-commerce,

**Figure 12: Year-Over-Year Change in National Retail Sales, eCommerce and Total, 2000-2017**



Sources: U.S. Census Bureau, Monthly Retail Trade Survey; BAE, 2019.

This rapid expansion of online retailing is having a noticeable impact on the retail real estate sector. The consensus is that consumer spending power is finite and that any increase in market share by online retailers draws sales away from brick-and-mortar establishments, though this appears to impact retailers that sell large volumes of commodity goods, versus those that traffic in discretionary items.<sup>23</sup> This has largely contributed to the decline in the American indoor shopping mall, as well as major contractions among many national and regional retail chains. For example, Bloomberg Business Week reports that 2017 set the record for the amount of retail spaced closed by national retail chains at 105 million square feet.<sup>24</sup> By April of 2018, the total of announced closures was already at 77 million square feet and climbing.<sup>25</sup>

While the exact future of eCommerce is unclear, due to the rapid pace of technological change, there is a general consensus that eCommerce is likely to continue expanding its

<sup>23</sup> Commodity goods are those which consumers buy on a regular basis, are familiar with the available choices, and for which their purchasing decisions are based on price and convenience. These are the types of goods for which online shopping is an ideal tool. As opposed to commodity purchases, discretionary purchases involve items that consumers purchase less frequently, and which are not necessities. So-called because consumers spend their discretionary time and income on them, discretionary purchases may involve specialty items for which expert sales help is needed and/or for which the experience of purchasing the items and the sales and after-sale support experience is important. Online shopping is not as conducive to this type of purchase.

<sup>24</sup> *Retail's Real Estate Glut is Growing*, Bloomberg Business Week, p. 31, April 23, 2018.

<sup>25</sup> *Inbid*.

market share in the coming years. While forecasts often vary by source, one article published by Business Insider reported that Forrester Research projects that online sales will increase to approximately 17 percent of total national retail sales by 2022.<sup>26</sup> This is generally consistent with an anticipated continuation of current trends in annual eCommerce sales growth.

### ***Taxable Sales***

According to the California State Board of Equalization (SBOE), the City of Sacramento captured \$6.4 billion in taxable sales in 2016, the most recent year for which data are available. The Sacramento MSA as a whole, by comparison, saw \$38.2 billion in taxable sales. This indicates that in 2016, the City of Sacramento captured approximately 17 percent of the region's total taxable retail sales. Recognizing that the city accounts for approximately 21 percent of the region's population as well as a disproportionate share of the region's employment, these data indicate that the city is not capturing its fair share of regional taxable sales.

Additional data on per capita sales also support the conclusion that the city's retail sector underperforms compared to the MSA as a whole. For example, Sacramento saw an average of \$13,214 dollars in annual taxable sales, per capita in 2016. This was compared to \$16,832 for the MSA as a whole, which was generally comparable to the statewide average. On a per capita level, the city's retail sector underperformed within all reported retail categories, except for Food Service and Drinking Places, which outperformed the region on a per capita basis. The retail categories that underperformed by the greatest margin in 2016, compared to the regional average, include Motor Vehicle and Parts Dealers,<sup>27</sup> General Merchandise Stores, Building Materials and Garden Equipment, and Gasoline Stations. Categories that, while underperforming, were closest to the regional average include Food and Beverage Stores and Clothing and Clothing Accessories. Overall, these data indicate that while the City of Sacramento is, on average, a destination for the food service and bar industry, the community is generally leaking taxable merchandise sales to other destinations within the region.

Another important influence on both the current and future strategic positioning of the city's retail sector within the broader region is the impact of online retailing on sales at brick and mortar retail establishments. Due to the rapidly evolving nature of the industry, the impacts of online retailing are not well understood in terms of the ways in which it shapes local markets. Nonetheless, there is a general understanding that online outlets direct sales away from brick and mortar stores and divert taxable sales, and the resulting tax revenue, away from local jurisdictions. The communities that generally benefit most from the expansion of online

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<sup>26</sup> [Keves, D. \(August 11, 2017\). E-Commerce will make up 17% of all US retail sales by 2022 – and one company is the main reason. Business Insider. Available at: https://www.businessinsider.com/e-commerce-retail-sales-2022-amazon-2017-8](https://www.businessinsider.com/e-commerce-retail-sales-2022-amazon-2017-8)

<sup>27</sup> Note that the Fulton Auto Mall is located just outside of the existing City limits. The City's older automotive retail corridors have largely transitioned away from auto sales towards other retail and residential uses.

retailing tend to be those that host large distribution facilities, and which negotiated with online retailers so-as to be designated as the point of sale.

Also, as is discussed in greater detail in the *Real Estate Market Conditions* section, the retail real estate sector appears to be undergoing a restructuring, with decreasing average rental rates throughout both the city and the region. This is largely driven by underperformance among many of the smaller neighborhood and community shopping centers, which are increasingly repositioning their tenant mixes to emphasize discount grocery, fitness, and service types uses. Many of these shopping centers are increasingly emphasizing lifestyle offerings, such as restaurants, breweries, health and wellness centers, recreation, etc. Many of the larger regional and destination shopping centers are doing the same thing, while also achieving economies of scale with larger big box anchors. In this way, these shopping centers are working to become more resilient to the effects of online retailing.

**Table 15: Taxable Sales, 2016**

Category	City of Sacramento			Sacramento MSA			Share of	California		
	Number	Percent	Per Cap. (a)	Number	Percent	Per Cap. (a)	County Total	Number	Percent	Per Cap. (a)
Motor Vehicle & Parts Dealers	\$592,960,889	9.2%	\$1,216	\$6,276,969,621	16.4%	\$2,764	9.4%	\$84,225,652,029	13.0%	\$2,150
Furnishings & Appliance Stores	\$312,443,352	4.8%	\$641	\$1,905,701,306	5.0%	\$839	16.4%	\$29,910,070,865	4.6%	\$763
Bldg. Matrl. & Garden Equipment	\$358,733,835	5.6%	\$735	\$2,340,795,894	6.1%	\$1,031	15.3%	\$35,238,332,762	5.4%	\$899
Food & Beverage Stores	\$335,385,564	5.2%	\$688	\$1,624,911,769	4.3%	\$715	20.6%	\$27,678,056,007	4.3%	\$706
Gasoline Stations	\$459,365,518	7.1%	\$942	\$2,752,525,332	7.2%	\$1,212	16.7%	\$43,273,082,077	6.7%	\$1,104
Clothing & Clothing Accessories	\$354,274,881	5.5%	\$726	\$1,661,258,921	4.3%	\$731	21.3%	\$39,698,156,197	6.1%	\$1,013
General Merchandise Stores	\$456,208,343	7.1%	\$935	\$3,127,517,467	8.2%	\$1,377	14.6%	\$48,255,569,497	7.4%	\$1,232
Food Services & Drinking Places	\$1,005,781,023	15.6%	\$2,062	\$3,850,449,451	10.1%	\$1,695	26.1%	\$78,494,623,434	12.1%	\$2,003
Other Retail Group	\$571,602,112	8.9%	\$1,172	\$3,132,548,819	8.2%	\$1,379	18.2%	\$55,940,351,036	8.6%	\$1,428
<b>Subtotal, All Retail and Food</b>	<b>\$4,446,755,517</b>	<b>69.0%</b>	<b>\$9,117</b>	<b>\$26,672,678,580</b>	<b>69.8%</b>	<b>\$11,744</b>	<b>16.7%</b>	<b>\$442,713,893,904</b>	<b>68.2%</b>	<b>\$11,300</b>
<b>All Other Outlets</b>	<b>\$1,998,709,138</b>	<b>31.0%</b>	<b>\$4,098</b>	<b>\$11,554,663,888</b>	<b>30.2%</b>	<b>\$5,088</b>	<b>17.3%</b>	<b>\$206,365,477,101</b>	<b>31.8%</b>	<b>\$5,267</b>
<b>Total, All Outlets</b>	<b>\$6,445,464,655</b>	<b>100%</b>	<b>\$13,214</b>	<b>\$38,227,342,468</b>	<b>100%</b>	<b>\$16,832</b>	<b>16.9%</b>	<b>\$649,079,371,005</b>	<b>100%</b>	<b>\$16,567</b>

Note:

(a) Based on 2016 population estimates published by the Department of Finance.

Sources: California State Board of Equalization, 2018; California Department of Finance, 2018; BAE, 2018.

### ***Retail Leakage Analysis***

To assess the net balance of trade within the City of Sacramento and the Sacramento MSA, this analysis relies on retail sales and consumer expenditure estimates from Esri. As reported in Table 16, City of Sacramento residents spent approximately \$6.3 billion on retail purchases as of 2018. Conversely, the city captures nearly \$5.5 billion in total retail spending, both from residents and visitors. As a result, the City of Sacramento has a negative balance of trade, or leakage,<sup>28</sup> of approximately \$774 million in retail sales as of 2018. The table also illustrates a negative balance of trade even at the regional level. For example, residents of the MSA spend approximately \$34.3 billion on retail purchases, while the region captures approximately \$30.2 billion in retail sales, according to Esri. This equals a negative net balance of trade of \$4.2 billion.

According to Esri, the City of Sacramento has retail leakage in nine retail categories as of 2018. These include Furniture and Home Furnishings; Electronics and Appliances; Clothing and Clothing Accessories; Sporting Goods, Hobbies, Books, and Music; General Merchandise; Miscellaneous Store Retailers; Non-Store Retailers; Motor Vehicle and Parts Dealers; and Gasoline Stations. The total net leakage among these sectors is approximately \$525 million. Almost all of Sacramento's retail leakage is concentrated in retail categories that emphasize comparison shopping, or goods suitable for online retailing. By comparison, Sacramento's retail injections are generally concentrated in non-durable goods and service-oriented retail categories, such as Food and Beverage Stores, Health and Personal Care Stores, and Food Service and Drinking Places, as well as Building Materials, Garden Equipment and Supply Stores, which are more e-commerce resistant. While it is not often realistic for any community to capture 100 percent of its residents' expenditures in every category, retail strategies that emphasize services and experience-driven offerings that appeal to residents and destination shoppers from elsewhere in the region could help to capture additional consumer expenditures and help local retailers compete with online retailers.

Table 16 reports the estimated new development that could be supported through the capture of existing retail leakage. The estimates are based on sales per square foot figures for each retail category identified through a variety of sources, including the Urban Land Institute's *Dollars and Cents of Shopping Centers* publication, HdL ECON Solutions, and eMarketRetail. BAE then applied the average sales per square foot estimates to the estimated retail leakage by retail category. The estimates also include a ten percent vacancy allowance and a 14 percent non-retail allowance. As shown in Table 16, capture of existing retail sales leakage from the City of Sacramento could potentially support absorption of up to 1.8 million square feet of additional retail space. This includes up to approximately 662,000 square feet in the Clothing and Clothing Accessories category, as well as about 489,000 square feet in General Merchandise Stores; 318,000 square feet in Furniture and Home Furnishing Stores; 181,000

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<sup>28</sup> Retail leakage occurs when a community's residents spend more for products and services than local businesses capture, indicating an unmet demand in the trade area that could be supported by additional retail development.

square feet in Miscellaneous Store Retailers; 103,000 square feet in Sporting Goods, Hobby, Book, and Music Stores; and 28,000 square feet in Electronics and Appliance Stores. However, given that brick and mortar retail is shrinking rather than expanding, it may be difficult for the City to capture this leakage.

By comparison, the capture of retail sales that currently leak out to locations beyond the Sacramento MSA could support up to 11.5 million square feet of additional retail space. The majority of this demand is concentrated in Clothing and Clothing Accessories Stores, Miscellaneous Store Retailers, Health and Personal Care Stores, and Furniture and Home Furnishings. All of these sectors are subject to significant competition from online retailers. Thus, the city is unlikely to capture much of this unmet regional demand. In the near term, online retailers will continue increasing their market share in certain retail categories, making it more difficult for local establishments to compete, as discussed in greater detail later on in this report.

Additionally, both the city and the MSA have significant leakage in the Motor Vehicle and Parts Dealer category and the Gasoline Stations category. In the City of Sacramento, existing leakage in the Motor Vehicle and Parts Dealers category could potentially support up to 62 acres of new auto dealership development, or up to a maximum of ten new auto dealerships. Regional leakage in the Motor Vehicle and Parts Dealers category could support up to 87 acres of new development, or up to 15 new dealerships. The city's leakage in the Gasoline Stations category could potentially support up to 23 acres of new development, assuming approximately one acre per establishment. Meanwhile regional leakage in this sector would be sufficient to support up to 121 acres of new development. However, please note that other retail categories may capture some gasoline sales, as some grocers and warehouse stores also sell gasoline. Therefore, these estimates may overstate the potential demand for new gasoline station development.

Long-term projections of demand for retail related to automotive uses (e.g., new and used auto sales, auto parks and accessory stores, auto repair establishments, fuel sales) must also be considered in light of substantial potential changes in the automotive industry due to such factors as the emergence of car sharing/transportation network companies, mobility as a service, vehicle fleet electrification, and so forth. While the exact implications of these types of trends are difficult to identify, this uncertainty indicates that the City of Sacramento should seek to ensure that long-term land use planning and economic development plans are flexible enough to accommodate and adapt to unforeseen shifts within the General Plan planning horizon.



**Table 16: Retail Leakage and Injection, 2018 (Page 1 of 2)**

<b>City of Sacramento</b>					
<b>Retail Category</b>	<b>Consumer Expenditures</b>	<b>Retail Supply</b>	<b>(Leakage)/ Injection</b>	<b>Estimated Sales/SF (a)</b>	<b>Supportable Square Feet (b)</b>
Furniture & Home Furnishings Stores	\$209,909,780	\$111,989,953	(\$97,919,827)	\$382	317,689
Electronics & Appliance Stores	\$207,748,866	\$194,952,716	(\$12,796,150)	\$568	27,919
Bldg. Matrl., Garden Equip, Supply Stores	\$325,486,480	\$391,737,003	\$66,250,523	\$365	n.a.
Food & Beverage Stores	\$928,704,314	\$1,192,817,860	\$264,113,546	\$548	n.a.
Health & Personal Care Stores	\$388,551,142	\$448,429,917	\$59,878,775	\$708	n.a.
Clothing & Clothing Accessories Stores	\$406,864,706	\$279,897,358	(\$126,967,348)	\$238	662,007
Sport. Goods, Hobby, Book, Music Stores	\$179,765,638	\$157,981,728	(\$21,783,910)	\$263	102,903
General Merchandise Stores	\$955,264,767	\$847,754,516	(\$107,510,251)	\$268	498,365
Miscellaneous Store Retailers	\$210,782,192	\$181,367,093	(\$29,415,099)	\$201	181,059
Non-Store Retailers	\$164,216,361	\$35,126,136	(\$129,090,225)	n.a.	n.a.
Food Service & Drinking Places	\$622,488,734	\$744,983,131	\$122,494,397	\$519	n.a.
<b>Subtotal, Non-Automotive</b>	<b>\$4,599,782,980</b>	<b>\$4,587,037,411</b>	<b>(\$12,745,569)</b>		<b>1,789,942</b>

<b>Retail Category</b>	<b>Consumer Expenditures</b>	<b>Retail Supply</b>	<b>(Leakage)/ Injection</b>	<b>Estimated Sales/Acre</b>	<b>Supportable Square Acres</b>
Motor Vehicle and Parts Dealers	\$1,185,755,955	\$527,372,223	(\$658,383,732)	\$10,676,196 (c)	62
Gasoline Stations	\$511,035,356	\$408,001,526	(\$103,033,830)	\$4,553,327 (d)	23
<b>Subtotal, Automotive</b>	<b>\$1,696,791,311</b>	<b>\$935,373,749</b>	<b>(\$761,417,562)</b>		
<b>Net Balance of Trade</b>	<b>\$6,296,574,291</b>	<b>\$5,522,411,160</b>	<b>(\$774,163,131)</b>		
<i>Categories with Leakage</i>	<i>\$2,334,552,310</i>	<i>\$1,809,069,500</i>	<i>(\$525,482,810)</i>		

Notes:

(a) Sales per square foot data are based on figures reported in the *Dollars and Cents of Shopping Centers* published by ULI, as well as data published by HdL ECON Solution and eMarketRetail.

(b) Supportable square footage estimates include a 14 percent non-retail adjustment and a 10 percent vacancy allowance.

(c) Sales per acre for Motor Vehicle and Parts Dealers are based on the average sales per dealership published by the National Automobile Dealers Association (NADA). The figures assume that an average motor vehicle dealership will range in size between 5.3 and 6.4 acres.

(d) The estimated sales per acre for Gasoline Stations is based on statewide gasoline station sales and number of establishments in 2016, as published by the California State Board of Equalization (SBOE), which is then inflation adjusted to 2018 dollars. The estimate assumes an average of one acre per establishment.

Sources: Esri Business Analyst, 2018; NADA, 2018; SBOE, 2018; BLS, 2018; ULI, 2008; HdL ECON Solutions, 2016; eMarketRetail, 2018; BAE, 2019.

**Table 16: Retail Leakage and Injection, 2018 (Page 2 of 2)**

<b>County of Sacramento</b>					
<b>Retail Category</b>	<b>Consumer Expenditures</b>	<b>Retail Supply</b>	<b>(Leakage)/ Injection</b>	<b>Estimated Sales/SF (a)</b>	<b>Supportable Square Feet (b)</b>
Furniture & Home Furnishings Stores	\$695,791,426	\$401,861,579	(\$293,929,847)	\$382	953,619
Electronics & Appliance Stores	\$684,340,677	\$707,644,318	\$23,303,641	\$568	n.a.
Bldg. Matrl., Garden Equip, Supply Stores	\$1,123,696,317	\$1,241,651,124	\$117,954,807	\$365	n.a.
Food & Beverage Stores	\$3,005,477,203	\$3,443,680,255	\$438,203,052	\$548	n.a.
Health & Personal Care Stores	\$1,279,493,354	\$1,009,403,966	(\$270,089,388)	\$708	472,888
Clothing & Clothing Accessories Stores	\$1,328,897,894	\$652,665,801	(\$676,232,093)	\$238	3,525,871
Sport. Goods, Hobby, Book, Music Stores	\$588,767,266	\$488,710,754	(\$100,056,512)	\$263	472,648
General Merchandise Stores	\$3,107,775,825	\$3,478,798,932	\$371,023,107	\$268	n.a.
Miscellaneous Store Retailers	\$693,404,130	\$575,385,406	(\$118,018,724)	\$201	726,443
Non-Store Retailers	\$542,788,522	\$85,591,986	(\$457,196,536)	n.a.	n.a.
Food Service & Drinking Places	\$2,030,807,733	\$1,942,846,576	(\$87,961,157)	\$519	n.a.
<b>Subtotal, Non-Automotive</b>	<b>\$15,081,240,347</b>	<b>\$14,028,240,697</b>	<b>(\$1,052,999,650)</b>		<b>6,151,469</b>

<b>Retail Category</b>	<b>Consumer Expenditures</b>	<b>Retail Supply</b>	<b>(Leakage)/ Injection</b>	<b>Estimated Sales/Acre</b>	<b>Supportable Square Acres</b>
Motor Vehicle and Parts Dealers	\$3,895,031,415	\$2,663,581,428	(\$1,231,449,987)	\$10,676,196 (c)	115
Gasoline Stations	\$1,653,082,936	\$1,299,146,531	(\$353,936,405)	\$4,553,327 (d)	78
<b>Subtotal, Automotive</b>	<b>\$5,548,114,351</b>	<b>\$3,962,727,959</b>	<b>(\$1,585,386,392)</b>		
<b>Net Balance of Trade</b>	<b>\$20,629,354,698</b>	<b>\$17,990,968,656</b>	<b>(\$2,638,386,042)</b>		
<i>Categories with Leakage</i>	<i>\$7,159,950,325</i>	<i>\$5,156,466,068</i>	<i>(\$2,003,484,257)</i>		

Notes:

(a) Sales per square foot data are based on figures reported in the *Dollars and Cents of Shopping Centers* published by ULI, as well as data published by HdL ECON Solution and eMarketRetail.

(b) Supportable square footage estimates include a 14 percent non-retail adjustment and a 10 percent vacancy allowance.

(c) Sales per acre for Motor Vehicle and Parts Dealers are based on the average sales per dealership published by the National Automobile Dealers Association (NADA). The figures assume that an average motor vehicle dealership will range in size between 5.3 and 6.4 acres.

(d) The estimated sales per acre for Gasoline Stations is based on statewide gasoline station sales and number of establishments in 2016, as published by the California State Board of Equalization (SBOE), which is then inflation adjusted to 2018 dollars. The estimate assumes an average of one acre per establishment.

Sources: Esri Business Analyst, 2018; NADA, 2018; SBOE, 2018; BLS, 2018; ULI, 2008; HdL ECON Solutions, 2016; eMarketRetail, 2018; BAE, 2019.

# REAL ESTATE MARKET CONDITIONS

The following section summarizes the current real estate market conditions in the City of Sacramento, the Sacramento MSA, and the state of California. Where appropriate, there is additional commentary regarding conditions within the Sacramento Planning Area and the ten Community Plan Areas. The analysis relies on data published by the U.S. Census Bureau as well as home sales records provided by the Sacramento Association of Realtors, and other real estate market conditions data provided by CoStar, a private data vendor. The analysis also incorporates findings from a review of quarterly and annual reports published by commercial real estate brokerage firms active in the Sacramento market.

## Residential Market

### *Housing Stock Characteristics*

Table 17 reports housing units by type for the City of Sacramento, the MSA, and the state of California. As shown in the table, there were approximately 199,760 housing units in the City of Sacramento in 2017. Like most communities throughout the nation, the majority of the housing stock in the City of Sacramento is comprised of single-family housing units, both attached and detached. Multifamily housing accounts for approximately one-third of the city's existing housing stock, which is roughly on par with the statewide average, but is more than eight percentage points higher than the MSA. This indicates that while the city has accommodated its fair share of multifamily housing on average, compared to the state, the remainder of the Sacramento region is much less dense and more heavily oriented towards single-family housing.

Overall, the distribution of housing by type in the Sacramento Planning Area is similar to the citywide distribution shown in Table 17. The Central City has the largest concentration of multifamily units, which account for around 81 percent of the housing stock. The next largest concentrations of multifamily housing are located in the Arden Arcade, South Natomas, North Natomas, and the Pocket areas, which have concentrations of multifamily units that account for around 31 to 46 percent of the total housing stock in each area.

**Table 17: Units in Structure, 2017**

<b>Type of Residence</b>	<b>City of Sacramento</b>		<b>Sacramento MSA</b>		<b>State of California</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Single Family Detached	119,808	60.0%	614,951	68.2%	8,199,891	57.8%
Single Family Attached	13,137	6.6%	49,571	5.5%	1,010,379	7.1%
Multifamily 2 Units	3,773	1.9%	13,248	1.5%	342,567	2.4%
Multifamily 3-19 Units	41,451	20.8%	132,400	14.7%	2,351,028	16.6%
Multifamily 20-49 Units	5,844	2.9%	22,655	2.5%	703,150	5.0%
Multifamily 50+	12,146	6.1%	41,195	4.6%	1,035,668	7.3%
Mobile Home/Other (a)	3,601	1.8%	27,934	3.1%	534,587	3.8%
<b>Total</b>	<b>199,760</b>	<b>100%</b>	<b>901,954</b>	<b>100%</b>	<b>14,177,270</b>	<b>100%</b>
<b>Single Family Housing Units</b>	<b>132,945</b>		<b>664,522</b>		<b>9,210,270</b>	
<i>% of Single Family</i>	66.6%		73.7%		65.0%	
<b>Multifamily Housing Units</b>	<b>63,214</b>		<b>209,498</b>		<b>4,432,413</b>	
<i>% of Multifamily</i>	31.6%		23.2%		31.3%	

Note:

(a) Includes boats, RVs, vans, or any other non-traditional residences.

Sources: U.S. Census Bureau, American Community Survey, 2017 1-year sampling data, B25024; BAE, 2018.

### ***Housing Stock by Year Built***

Housing built using traditional wood-framing is generally considered to be at risk for deteriorating condition after approximately 30 years from the date of construction. As reported in Table 18, approximately 58 percent of the housing stock in the City of Sacramento was built prior to 1980, while more than 74 percent was built before 1990. While this is close to the statewide average, the city features a much older housing stock compared to the remainder of the MSA, where only 47 percent of the regional housing stock was built before 1980 and 64 percent built before 1990.

While the age of the housing stock can have important implications for housing conditions in the city, it also has important implications for affordability. For example, older homes may, in some cases, be more affordable than newer homes, due to the depreciated nature of the structures and the need for ongoing upkeep and maintenance. However, many older homes also exist in older, more well-established neighborhoods that often have more mature landscaping and a better-defined sense of place. Some older neighborhoods also contain much older homes that offer architectural and historic value. Therefore, while houses of moderate age can offer more affordable housing opportunities, much older homes can often be even less affordable to homebuyers than newly constructed housing units.

**Table 18: Housing Stock by Year Built, 2017**

Year Built	City of Sacramento		Sacramento MSA		State of California	
	Number	Percent	Number	Percent	Number	Percent
1939 or Earlier	22,539	11.3%	39,268	4.4%	1,317,565	9.3%
1940-1949	16,266	8.1%	34,091	3.8%	831,629	5.9%
1950-1959	23,610	11.8%	92,529	10.3%	1,909,367	13.5%
1960-1969	24,209	12.1%	94,835	10.5%	1,884,146	13.3%
1970-1979	29,144	14.6%	165,175	18.3%	2,481,692	17.5%
1980-1989	32,849	16.4%	153,615	17.0%	2,155,091	15.2%
1990-1999	19,958	10.0%	137,373	15.2%	1,522,735	10.7%
2000-2009	28,189	14.1%	155,216	17.2%	1,582,880	11.2%
2010-2013	1,560	0.8%	15,252	1.7%	253,036	1.8%
2014 or Later	1,436	0.7%	14,600	1.6%	239,129	1.7%
<b>Total</b>	<b>199,760</b>	<b>100%</b>	<b>901,954</b>	<b>100%</b>	<b>14,177,270</b>	<b>100%</b>
Pre-1980	115,768	58.0%	425,898	47.2%	8,424,399	59.4%
Pre-1990	148,617	74.4%	579,513	64.3%	10,579,490	74.6%

Sources: U.S. Census Bureau, American Community Survey, 2017 1-year sampling data, B25034; BAE, 2018.

### ***Housing Occupancy and Vacancy***

Table 19 reports residential vacancy trends between 2010 and 2017 for the City of Sacramento, the MSA, and State of California. According to the U.S. Census Bureau, the City of Sacramento had a residential vacancy rate of 5.3 percent in 2017, which was notably lower than the residential vacancy rate of around eight percent in both the MSA and the state. Of the City of Sacramento's vacant units, only around 3,575 units were available for rent or sale in 2017, indicating that the true functional vacancy rate was closer to 1.8 percent. This excludes units that are rented or sold, but not yet occupied, as well as second homes and other types of housing that are not immediately available for occupancy. By comparison, the true functional vacancy rates (i.e., units available for sale or rent) in the Sacramento MSA and state as a whole in 2017 were 1.7 percent and 2.0 percent. This indicates that housing availability is quite constrained not only in Sacramento, but throughout all of California. According to the DOF, the housing vacancy rate in the City of Sacramento increased from 6.2 percent in 2017 to 6.6 percent in 2018. The vacancy rate in Sacramento County as a whole also increased during the period. This, along with other factors, may indicate the beginning of a softening within the housing market, which may have potentially positive implications, including stabilizing costs and increased functional vacancy.

Information on housing vacancy in the Community Plan Areas indicates that housing vacancy in the broader Sacramento Planning Area is somewhat higher than for the city alone. The portions of the City with the highest residential vacancy rates generally include the Central City, North Sacramento, and Arden Arcade. This is followed by Fruitridge/Broadway, the South Area, East Sacramento, the Pocket, and Land Park. The Community Plan Areas with the lowest housing vacancy include both North and South Natomas.

**Table 19: Housing Occupancy and Vacancy Status, 2010-2017 (a)**

City of Sacramento	2010		2017		% Change 2010-2017	Ann. Avg. Change
	Number	Percent	Number	Percent		
<b>Occupied Units</b>	<b>174,624</b>	<b>91.5%</b>	<b>189,193</b>	<b>94.7%</b>	<b>8.3%</b>	<b>1.2%</b>
<b>Vacant Units</b>	<b>16,287</b>	<b>8.5%</b>	<b>10,567</b>	<b>5.3%</b>	<b>-35.1%</b>	<b>-6.0%</b>
For rent	8,035	4.2%	2,424	1.2%	-69.8%	-15.7%
Rented, not occupied	262	0.1%	951	0.5%	263.0%	20.2%
For sale	2,495	1.3%	1,151	0.6%	-53.9%	-10.5%
Sold, not occupied	479	0.3%	412	0.2%	-14.0%	-2.1%
For seasonal, recreation, or occasional use	872	0.5%	1,487	0.7%	70.5%	7.9%
For migrant workers	5	0.0%	0	0.0%	-100.0%	-100.0%
Other vacant	4,139	2.2%	4,142	2.1%	0.1%	0.0%
<b>Total, All Units</b>	<b>190,911</b>	<b>100%</b>	<b>199,760</b>	<b>100%</b>		

Sacramento MSA	2010		2017		% Change 2010-2017	Ann. Avg. Change
	Number	Percent	Number	Percent		
<b>Occupied Units</b>	<b>787,667</b>	<b>90.4%</b>	<b>829,772</b>	<b>92.0%</b>	<b>5.3%</b>	<b>0.7%</b>
<b>Vacant Units</b>	<b>84,126</b>	<b>9.6%</b>	<b>72,182</b>	<b>8.0%</b>	<b>-14.2%</b>	<b>-2.2%</b>
For rent	26,942	3.1%	9,875	1.1%	-63.3%	-13.4%
Rented, not occupied	1,202	0.1%	3,100	0.3%	157.9%	14.5%
For sale	12,010	1.4%	5,567	0.6%	-53.6%	-10.4%
Sold, not occupied	2,241	0.3%	2,607	0.3%	16.3%	2.2%
For seasonal, recreation, or occasional use	27,508	3.2%	36,723	4.1%	33.5%	4.2%
For migrant workers	144	0.0%	0	0.0%	-100.0%	-100.0%
Other vacant	14,079	1.6%	14,310	1.6%	1.6%	0.2%
<b>Total, All Units</b>	<b>871,793</b>	<b>100%</b>	<b>901,954</b>	<b>100%</b>		

State of California	2010		2017		% Change 2010-2017	Ann. Avg. Change
	Number	Percent	Number	Percent		
<b>Occupied Units</b>	<b>12,577,498</b>	<b>91.9%</b>	<b>13,005,097</b>	<b>91.7%</b>	<b>3.4%</b>	<b>0.5%</b>
<b>Vacant Units</b>	<b>1,102,583</b>	<b>8.1%</b>	<b>1,172,173</b>	<b>8.3%</b>	<b>6.3%</b>	<b>0.9%</b>
For rent	374,610	2.7%	214,814	1.5%	-42.7%	-7.6%
Rented, not occupied	20,347	0.1%	61,738	0.4%	203.4%	17.2%
For sale	154,775	1.1%	72,701	0.5%	-53.0%	-10.2%
Sold, not occupied	34,288	0.3%	54,554	0.4%	59.1%	6.9%
For seasonal, recreation, or occasional use	302,815	2.2%	416,596	2.9%	37.6%	4.7%
For migrant workers	2,100	0.0%	4,110	0.0%	95.7%	10.1%
Other vacant	213,648	1.6%	347,660	2.5%	62.7%	7.2%
<b>Total, All Units</b>	<b>13,680,081</b>	<b>100%</b>	<b>14,177,270</b>	<b>100%</b>		

Note:

(a) Definition of occupancy slightly varies between Census and ACS; the Census uses usual place of residence, whereas ACS uses current residence, meaning someone is planning on staying at the unit for more than two months.

Sources: U.S. Census Bureau, 2010 Decennial Census, H5, American Community Survey, 2017 1-year sampling data, B25007, S1101; BAE, 2018.

### ***For-Sale Residential Market Conditions***

Table 20 summarizes home sale characteristics for 4,451 homes sold in the City of Sacramento between May and October of 2018, as reported by the Sacramento Association of Realtors (S.A.R.). There were 4,451 sales during this period, the majority of which were detached single-family units. The median sale price in the City was \$325,000, with a median floor area of 1,402 square feet. This equals a median price of \$231.81 per square foot. At this pricing level, the median-priced home in Sacramento would be affordable to larger (i.e., 4+ persons) moderate-income households and above, as reported in Table 21.

**Table 20: Characteristics of Housing Sales by Type, City of Sacramento, May 2018 to October 2018**

	<b>Property Type</b>			
	<u>Single Family (a)</u>	<u>Duplex (b)</u>	<u>Condominium (c)</u>	<u>All Units</u>
<b>Number of Sales</b>	3,971	105	375	4,451
<b>Lot Area</b>				
Median Lot Area (Sq. Ft.)	6,159	4,042	1,738	6,098
Average Lot Area (Sq. Ft.)	7,372	4,174	2,336	7,073
<b>Living Area</b>				
Median Living Area (Sq. Ft.)	1,444	1,155	1,072	1,402
Average Living Area (Sq. Ft.)	1,564	1,274	1,130	1,520
<b>Sale Price</b>				
Minimum	\$85,000	\$168,000	\$80,000	\$80,000
Maximum	\$2,775,000	\$495,000	\$1,055,000	\$2,775,000
Median	\$335,000	\$265,000	\$222,500	\$325,000
Average	\$379,593	\$283,465	\$248,696	\$366,297
<b>Sale Price Per Sq. Ft.</b>				
Median \$/Sq. Ft. Living Area	\$231.99	\$229.44	\$207.56	\$231.81
Average \$/Sq. Ft. Living Area	\$242.78	\$222.55	\$220.14	\$240.97

**Notes:**

(a) Does not include the sale of 44 single-family properties where multiple dwelling units were present on one-site (e.g., accessory dwelling unit).

(b) Represents the sale of individual units.

(c) Does not include the sale of a condominium at the Residence at the Sawyer, because the \$4.1 million sale price is not representative of the general Sacramento housing market.

Sources: Sacramento Association of Realtors, 2018; BAE, 2018.

**Table 21: Affordable For-Sale Housing Prices, Sacramento County, 2018**

2018 Income Limits (a)	Household Size								
	1-Person	2 -Persons	3-Persons	4-Persons	5-Persons				
Extremely Low	\$16,850	\$19,250	\$21,650	\$25,100	\$29,420				
Very Low Income	\$28,050	\$32,050	\$36,050	\$40,050	\$43,300				
Low Income	\$44,900	\$51,300	\$57,700	\$64,100	\$69,250				
Moderate Income	\$67,250	\$76,900	\$86,500	\$96,100	\$103,800				

	Amount Avail. for Housing	Principal & Interest	Property Insurance	Property Taxes	Mortgage Insurance	Total Monthly Payment	Down-Payment	Affordable Home Price
<b>1-Person Household</b>								
Extremely Low	\$421	\$298	\$17	\$65	\$42	\$421	\$3,257	\$62,029
Very Low Income	\$701	\$496	\$28	\$108	\$69	\$701	\$5,422	\$103,284
Low Income	\$1,123	\$794	\$45	\$172	\$111	\$1,123	\$8,687	\$165,460
Moderate Income	\$1,681	\$1,189	\$68	\$258	\$166	\$1,681	\$13,003	\$247,674

	Amount Avail. for Housing	Principal & Interest	Property Insurance	Property Taxes	Mortgage Insurance	Total Monthly Payment	Down-Payment	Affordable Home Price
<b>2-Person Household</b>								
Extremely Low	\$481	\$340	\$19	\$74	\$48	\$481	\$3,721	\$70,869
Very Low Income	\$801	\$567	\$32	\$123	\$79	\$801	\$6,196	\$118,017
Low Income	\$1,283	\$908	\$52	\$197	\$127	\$1,283	\$9,924	\$189,034
Moderate Income	\$1,923	\$1,360	\$77	\$295	\$190	\$1,923	\$14,875	\$283,330

	Amount Avail. for Housing	Principal & Interest	Property Insurance	Property Taxes	Mortgage Insurance	Total Monthly Payment	Down-Payment	Affordable Home Price
<b>3-Person Household</b>								
Extremely Low	\$541	\$383	\$22	\$83	\$53	\$541	\$4,185	\$79,710
Very Low Income	\$901	\$637	\$36	\$138	\$89	\$901	\$6,969	\$132,751
Low Income	\$1,443	\$1,021	\$58	\$221	\$143	\$1,443	\$11,162	\$212,608
Moderate Income	\$2,163	\$1,530	\$87	\$332	\$214	\$2,163	\$16,731	\$318,691

	Amount Avail. for Housing	Principal & Interest	Property Insurance	Property Taxes	Mortgage Insurance	Total Monthly Payment	Down-Payment	Affordable Home Price
<b>4-Person Household</b>								
Extremely Low	\$628	\$444	\$25	\$96	\$62	\$628	\$4,858	\$92,528
Very Low Income	\$1,001	\$708	\$40	\$154	\$99	\$1,001	\$7,743	\$147,485
Low Income	\$1,603	\$1,134	\$65	\$246	\$159	\$1,603	\$12,400	\$236,182
Moderate Income	\$2,403	\$1,700	\$97	\$369	\$238	\$2,403	\$18,588	\$354,052

	Amount Avail. for Housing	Principal & Interest	Property Insurance	Property Taxes	Mortgage Insurance	Total Monthly Payment	Down-Payment	Affordable Home Price
<b>5-Person Household</b>								
Extremely Low	\$736	\$521	\$30	\$113	\$73	\$736	\$5,693	\$108,440
Very Low Income	\$1,083	\$766	\$44	\$166	\$107	\$1,083	\$8,377	\$159,567
Low Income	\$1,731	\$1,224	\$70	\$266	\$171	\$1,731	\$13,390	\$255,041
Moderate Income	\$2,595	\$1,836	\$105	\$398	\$257	\$2,595	\$20,073	\$382,341

**Ownership Cost Assumptions**

% of Income for Housing Costs	30% of gross annual income
Down payment	3.50% of home value
Annual interest rate	4.50% fixed
Loan term	30 years
Upfront mortgage insurance	1.75% of home value
Annual mortgage insurance	0.85% of mortgage
Annual property tax rate	1.25% of home value
Annual hazard insurance (b)	0.33% of home value

**Notes:**

(a) Income limits are based on the HCD adjusted median family income of \$80,100 (\$2018).

(b) Based on an average of quoted insurance premiums from the Homeowners Premium Survey, published by the California Department of Insurance, for a 16- to 40-year old home valued at \$300,000 with a \$1,000 deductible

Sources: California Department of Housing and Community Development, 2018; California Department of Insurance, Homeowners Premium Survey, 2019; Bankrate.com, 2019; BAE, 2019.



### *Gentrification in the For-Sale Market*

Single-family units are generally more expensive than duplex and condominium units in Sacramento, with a median sale price of \$335,000. These units are typically larger, with a median floor area of 1,444 square feet. Duplex units are the next most expensive, with a median sale price of \$265,000 and a median floor area of 1,155 square feet. Condominium units were the most affordable housing category, with a median sale price of \$222,500 and a median floor area of just over 1,000 square feet. The maximum recorded sale price for a single-family unit was \$2.8 million, while the maximum sale price for a condominium was \$1.05 million, which reflects the same of one of the high-end condominium units at the Residences at the Sawyer. This shows that while condominium units are generally one of the more affordable housing options in Sacramento, the market does offer some higher value options, such as the newly constructed Residences at the Sawyer in the Central City.

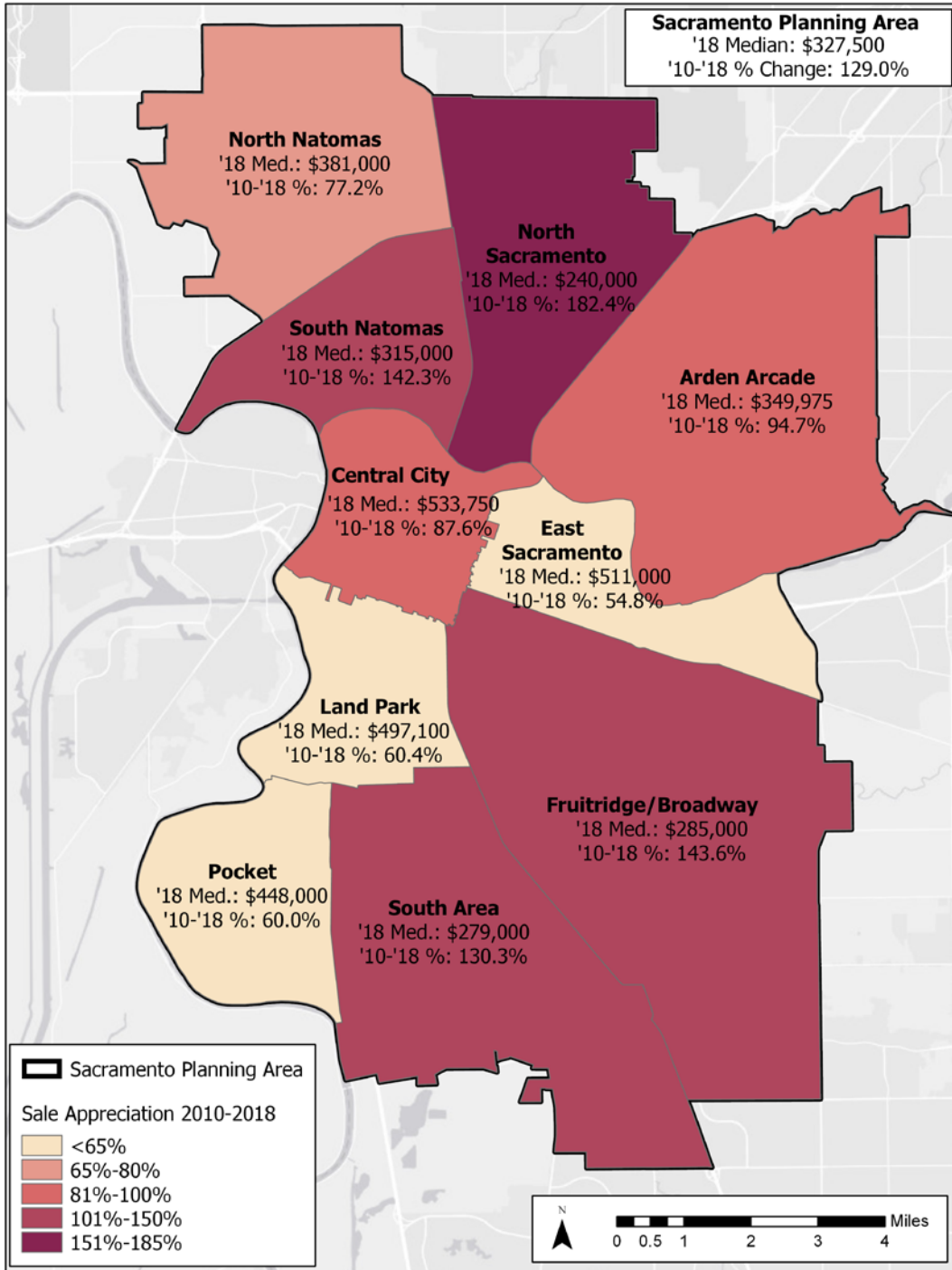
Housing in the City of Sacramento is generally more affordable than elsewhere in the region, with a median home price for single-family units that was well below the median prices in El Dorado, Placer, and Yolo Counties (i.e., the remaining counties that comprise the Sacramento-Roseville-Arden Arcade MSA), as well as the state as a whole. Median sale price data for existing single-family homes provided by the California Association of Realtors (C.A.R) show that median sale prices in Sacramento County ranged from \$360,000 to \$375,000 per unit between May and October 2018, which is higher than the median sale price for new and existing single-family homes in the City of Sacramento reported by the S.A.R. for that period.<sup>29</sup> Comparatively, median sale prices in Yolo County ranged from \$430,000 to \$476,500, while median sale prices in Placer County ranged from \$470,000 to \$510,000, and median sale prices in El Dorado County ranged from \$465,000 to \$552,200 during the same period. The median sale prices for single-family units in El Dorado, Placer, and Yolo Counties fall more in line with the median sale price reported for the state as a whole. According to the C.A.R, median sale prices between May and October 2018 ranged from \$572,000 to \$602,760 statewide. This highlights the critical role that the City of Sacramento plays in providing more affordable housing options within the region.

To assess the relative differences in housing affordability within each of the Community Plan Areas, BAE mapped the S.A.R. home sales data using Geographic Information System (GIS) software, then calculated median home sales figures for each area. Based on this analysis, the housing markets in Sacramento with the highest median home sale prices include the Central City (\$533,750), East Sacramento (\$511,000), Land Park (\$497,100), and the Pocket (\$448,000). The areas with the lowest median sale prices include North Sacramento (\$240,000), the South Area (\$279,000), and Fruitridge/Broadway (\$285,000). The Sacramento Planning Area, by comparison, had a median of \$327,500.

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<sup>29</sup> While the C.A.R. figures exclude new home sales, and are therefore not directly comparable to the S.A.R median listed above, the S.A.R. figures provide a general basis for comparison that reflect conditions within the region.

**Figure 13: Median Residential Sale Price and Appreciation for the Sacramento Planning Area and Community Plan Areas, 2010-2018**



Note:  
 Median sale price figures reflect single-family, duplex units, and condominium units between May and October of 2018, and appreciation figures reflect the percent change in sale price between May and October of 2010 and 2018.

Sources: Sacramento Association of Realtors, 2018; City of Sacramento, 2018; BAE, 2018.

### ***Multifamily Rental Residential Market Conditions***

As in many communities throughout California, demand for multifamily rental housing in Sacramento largely outpaced supply, resulting in rapid increases in rental housing costs for many Sacramento residents. Between 2016 and 2017 Sacramento led the nation for rent growth,<sup>30</sup> with CoStar reporting annual rent increases averaging between eight and ten percent. Despite this, Sacramento's multifamily rental market remains comparatively affordable relative to the broader region and the nearby San Francisco Bay Area.

According to CoStar, there are approximately 63,928 market rate multifamily rental units in 2,253 complexes within the City of Sacramento. As of the third quarter of 2018, the average rental rate was \$1,228 per month. With an average unit size of 804 square feet, this equals a rental rate of \$1.53 per square foot per month. One- and two-bedroom units comprise the majority of the existing rental stock,<sup>31</sup> which have average rents for \$1,112 and \$1,312 per month, respectively. Studio units account for only 1.7 percent of the total inventory and rent for \$997 on average. Units with three or more bedrooms account for only 2.2 percent of the inventory and rent for \$1,762 or more per month. As shown in Table 22, average asking rents in the City of Sacramento are lower across all unit types compared to the MSA as a whole, with average rents consistently around \$100 lower in the city compared to the MSA.

Additional data summarized in Appendix B indicate that average asking rents vary widely between the city's ten Community Plan Areas. The community Plan Area with the highest average monthly asking rent was North Natomas at \$1,692 per month, followed by South Natomas (\$1,463 per month), the Pocket (\$1,412 per month), East Sacramento (\$1,366 per month), and the Central City (\$1,326 per month). The areas with the most affordable asking rents of less than \$1,000 per month include North Sacramento (\$970 per month) and Land Park (\$881 per month).

While Sacramento experienced some of the fastest growth in rental housing costs in the nation in recent years, the data indicate that prices have begun to moderate somewhat as new inventory has begun to come online in recent years.<sup>32</sup> Nonetheless, Yardi Matrix reports that local rent increases continue to outpace the national average by at least one full percentage point. While Sacramento has experienced a robust increase in demand for rental housing in the Central City, which is generally expected to continue, brokers indicate that areas outside of the urban core experienced the most rapid increase in average rental rates.

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<sup>30</sup> Yardi Matrix. (2019). Moderating is Key In Sacramento: Multifamily Report Winter 2019. Available at: <https://www.multihousingnews.com/post/sacramentos-rent-growth-still-strong-not-dazzling/>

<sup>31</sup> CoStar provides unit type and size detail for only 49 percent of the City of Sacramento's inventory. While the generally distribution of units by size generally reflects the overall inventory, the exact proportions may vary.

<sup>32</sup> According to an article published in the *Sacramento Business Journal* on January 10<sup>th</sup>, 2019, newly completed rental housing units now account for more than one percent of the total inventory, with significant additional inventory currently planned for development.

**Table 22: Multifamily Market by Unit Type**

<b>City of Sacramento</b>						
<b>Multifamily Summary</b>	<b>Studio</b>	<b>1 BR</b>	<b>2 BR</b>	<b>3 BR</b>	<b>4+ BR</b>	<b>All Unit Types (a)</b>
<b>Inventory, Q3 2018 (units)</b>	<b>2,197</b>	<b>26,048</b>	<b>27,332</b>	<b>2,460</b>	<b>369</b>	<b>63,928</b>
% of Units	1.7%	20.0%	21.0%	1.9%	0.3%	100%
Occupied Units	2,065	24,872	26,139	2,335	346	61,033
Vacant Units	132	1,176	1,193	125	23	2,895
Vacancy Rate	6.0%	4.5%	4.4%	5.1%	6.2%	4.5%
<b>Avg. Asking Rents per unit per month, Q3 2017 - Q3 2018</b>						
Avg. Asking Rent, Q3 2017	\$931	\$1,057	\$1,255	\$1,673	(b)	\$1,172
Avg. Asking Rent, Q3 2018	\$997	\$1,112	\$1,312	\$1,762	(b)	\$1,228
% Change Q3 2017 - Q3 2018	7.1%	5.2%	4.5%	5.3%	(b)	4.8%
Avg. Unit Size (Sq.ft), Q3 2018	474	670	908	1,228	1,332	804
Avg. \$/Sq.ft Q3 2018	\$2.10	\$1.66	\$1.44	\$1.43	(b)	\$1.53
<b>Sacramento MSA</b>						
	<b>Studio</b>	<b>1 BR</b>	<b>2 BR</b>	<b>3 BR</b>	<b>4+ BR</b>	<b>All Unit Types (a)</b>
<b>Inventory, Q3 2018 (units)</b>	<b>4,003</b>	<b>49,052</b>	<b>59,798</b>	<b>7,294</b>	<b>1,206</b>	<b>130,289</b>
% of Units	3.1%	37.6%	45.9%	5.6%	0.9%	100%
Occupied Units	3,754	46,928	57,173	6,965	1,166	124,524
Vacant Units	249	2,124	2,625	329	40	5,765
Vacancy Rate	6.2%	4.3%	4.4%	4.5%	3.3%	4.4%
<b>Avg. Asking Rents, per unit per month, Q3 2017 - Q3 2018</b>						
Avg. Asking Rent, Q3 2017	\$1,068	\$1,124	\$1,339	\$1,786	\$1,566	\$1,274
Avg. Asking Rent, Q3 2018	\$1,116	\$1,177	\$1,401	\$1,870	\$1,565	\$1,333
% Change Q3 2017 - Q3 2018	4.5%	4.7%	4.6%	4.7%	-0.1%	4.6%
Avg. Unit Size (Sq.ft), Q3 2018	468	674	925	1,243	1,438	835
Avg. \$/Sq.ft Q3 2018	\$2.38	\$1.75	\$1.51	\$1.50	\$1.09	\$1.60

**Notes:**

- (a) Unit totals may not add up to totals due to some units lacking classification by number of bedrooms.  
 (b) Sample size provided by CoStar is not an adequate representation of the City of Sacramento multifamily rental housing market.

Sources: CoStar, 2018; BAE, 2018.

**Student Housing**

The area around the existing California State University Sacramento (CSUS) campus is undergoing a transformation. While the area has historically focused on light industrial and commercial uses, the area is experiencing robust demand for new student-oriented residential and related commercial development, particularly around the intersection of 65<sup>th</sup> Street and Folsom Boulevard.

There are five projects currently planned or under construction in the area, which include approximately 1,125 new student housing units.<sup>33</sup> Reflecting a new approach to student

<sup>33</sup> Van der Meer, Ben. (June 28, 2018). Development Surge Suggests Sac State Area Changing Identity. *Sacramento Business Journal*. Available at:

housing, which is gaining traction in college communities throughout the state, these projects are typically leased on a per-bed or bedroom basis and are generally more expensive, on a per unit basis, than traditional multifamily housing. However, as justification for the increased cost, these projects are typically very high quality and well supplied with a wide variety of resident amenities, such as club rooms, fitness studios, study and meeting space, on-site coffee shops, resort style pool and spa facilities, and other recreational amenities.

One good example of this new approach to student housing is The Retreat at Sacramento, located at 2601 Redding Avenue. The project will include 736 beds in 224 units, spread across 31 two- or three-story buildings. Units will range from one to six bedrooms, and offer amenities including a club house with a fitness center, study and meeting rooms, golf simulator, café, resort style pool with cabanas, and volleyball courts. Units will range from one to six bedrooms. Another project, the Academy on 65<sup>th</sup>, located at 1325 65<sup>th</sup> Street, will include 90 apartments that will house up to 305 students. Each unit will come fully furnished with a flat-screen-TV, stainless steel energy efficient appliances, and quartz counter tops. Amenities will include a fitness center, game room, study lounge, bike storage and outdoor courtyard with a hot tub and grilling stations.<sup>34</sup>

One reason for the rapid increase in popularity for bed-lease style apartment projects is the significant increase in gross rent per unit, compared to traditional apartments that are leased out on a per unit basis. For example, CoStar reports an average asking rent of \$775 per bed-lease in units with four or more bedrooms in the City of Sacramento during the third quarter of 2018. Assuming one bed per bedroom, this equals around \$3,875 in gross monthly rent per unit. By comparison, the average unit with four or more bedrooms rented in Sacramento, which is leased on a per unit basis, currently rents for only \$1,397 per month, as of the third quarter of 2018. This indicates that student housing units generate nearly three-times more revenue than traditional unit-leased multifamily units in the Sacramento market. Additionally, student housing units can be more cost effective to construct, as they require the construction of fewer kitchens and bathrooms for a given number of bedrooms, which are often some of the costlier elements of a new construction project. Bed-lease student housing developments can also be more cost efficient for the developer in cases where local permitting and impact fees are calculated on a per unit basis. Because of this, the City should consider updating the methods used for calculating permitting and impact fees to account for the higher population densities associated with bed-leased student housing projects.

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<https://www.bizjournals.com/sacramento/news/2018/06/28/development-surge-suggests-sac-state-area-changing.html>.

<sup>34</sup> Van der Meer, Ben. (April 9, 2018). Pennsylvania Group Exercises Option to Acquire Student Housing Project on 65<sup>th</sup> Street. *Sacramento Business Journal*. Available at: <https://www.bizjournals.com/sacramento/news/2018/04/09/pennsylvania-group-exercises-option-to-acquire.html>

The City should also anticipate continued growth in demand for student housing in the area surrounding the CSUS campus, as well as along the Folsom Boulevard corridor and, to a lesser extent, in the area surrounding the planned Aggie Square satellite campus of UC Davis. For example, fall enrollment at CSUS has increased by 32 percent, or nearly 7,500 students, between 2010 and fall 2018. Over just the past four years, enrollment has increased by 1,850 students, or around six percent. While the *CSUS 2015 Campus Master Plan* caps full-time enrollment at 25,000 students,<sup>35</sup> only 13 percent of students live on or in proximity to campus, rendering CSUS a predominately commuter-oriented university.<sup>36</sup> The university has the goal of offering more opportunities for students to live on and near campus by strengthening physical connections to the surrounding community. The university is constructing new housing that would accommodate between 1,400 and 1,800 net new beds for undergraduate students. The Plan also calls for the addition of an unknown number of additional apartment-style units to house graduate students, faculty and staff, as well as undergraduate students if needed. Details regarding the number and configuration of the apartment style units are forthcoming, pending a future market study. CSUS's efforts to create a more vibrant and livable campus that is interconnected with the surrounding community is likely to continue the area's ongoing transition from a light industrial area to a student-oriented residential and commercial district. Similarly, developers are looking to the area along Folsom Boulevard from around 59<sup>th</sup> Street to Power Inn Road for opportunities to develop dedicated student housing. One developer also referenced the possibility for market rate multifamily housing along Del Paso Boulevard that may also appeal to a portion of the student population.

The area around the existing UC Davis Medical Center, and the planned Aggie Square development, may present additional opportunities for multifamily housing. However, housing in this area will differ from the student housing under development in the area surrounding CSUS. While the UC Davis Medical Center employs some students, most of these are higher-income medical students and residents who typically prefer more traditional multifamily and single-family housing types, compared to communal bed-leased student housing projects. Similarly, the proposed Aggie Square development will predominantly house research laboratories and office space for companies with ties to UC Davis research. As a result, employees will typically be higher-wage and will most often prefer more traditional housing types, like multifamily apartments and townhomes.

#### *Rental Housing Affordability*

Although relatively affordable by regional and Bay Area standards, many Sacramento residents are struggling with rapidly rising rental housing costs. Table 23 shows the maximum monthly rent by unit size that can be considered affordable to households in each of the HUD-defined

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<sup>35</sup> According to the CSU, there were 23,490 full-time students enrolled at the Sacramento campus as of Fall 2018.

<sup>36</sup> Anderson, Mark. (July 6, 2018). National Builder Submits Plans for Student Housing Near Sac State. *Sacramento Business Journal*. Available at: <https://www.bizjournals.com/sacramento/news/2018/07/06/national-builder-submits-plans-for-student-housing.html>

income categories. These data indicate that only larger low-income and moderate-income households are likely able to afford the average cost rental housing in Sacramento without incurring an excessive housing cost burden (i.e., housing expenses greater than 30 percent of gross income), and that both smaller and lower-income households have far fewer affordable rental housing options.

Yardi Matrix indicates that rental housing demand is growing most rapidly among the *Rent-by-Necessity* demographic.<sup>37</sup> This generally includes households without the income or assets necessary to purchase housing in the for-sale market. With rapid increases in for-sale home prices throughout the city and region that have generally outpaced income growth, along with high debt loads and increasing interest rates, many in Sacramento continue to be locked out of the for-sale housing market. Demand in this segment reportedly grew by 5.3 percent, year-over-year, compared to 3.2 percent in the *Lifestyle* segment.<sup>38</sup> With little hope in the foreseeable future of a widespread decrease in for-sale housing prices or significant increases in area incomes, demand within the *Rent-by-Necessity* asset class is expected to increase. Although rent increases are expected to occur more slowly in the coming year, limited wage growth and increasing competition are likely to contribute to steadily increasing housing cost burdens among renter households in Sacramento and the broader MSA. Increasing costs to construct new housing, due to sharp increases in labor and materials costs, also contribute to housing affordability challenges.

#### *Gentrification in the Rental Housing Market*

Similar to the analysis conducted for the for-sale market, BAE compared changes in the multifamily rental rates by Community Plan Area, focusing on areas with above average concentrations of minority residents as well as lower-income households. Unlike the for-sale market, there does not appear to be a clear and consistent relationship between increasing rental housing costs and the proportion of residents who identify with racial and ethnic minority groups, based on the data considered for this analysis. While two of the Community Plan Areas with relatively large concentrations of minority residents, namely Fruitridge/Broadway and North Sacramento, saw increases in the average rental rate of seven to eight percent, the two other majority minority areas saw increases of only four or five

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<sup>37</sup> Renter-by-Necessity households span a range of household types, including young-professionals; double-income-no-kids household with substantial income but without wealth needed to acquire a home or condominium; students, who may also span a range of incomes, extending from affluent to just getting by; lower-middle-income ("grey-collar") households, composed of office workers, police officers, firemen, technical workers, etc.; blue-collar households which may barely meet rent demands each month and likely pay a disproportionate share of their income towards rent; military households subject to relocation; and subsidized households which pay a percentage of household income in rent, with the balance of rent paid through a governmental agency subsidy. While subsidized households are typically low-income, this moniker may also extend to some middle-income households in high cost markets.

<sup>38</sup> Lifestyle households (*Renters-by-Choice*) have wealth sufficient to own but have chosen to rent. Discretionary households, typically retired couples or single professionals, choose the flexibility associated with renting over the obligations of ownership.

percent, which is roughly comparable with the citywide average. The largest increase (13 percent) was in the East Sacramento Community Plan Area. That area has a minority population that accounts for only around one-third of the resident population.

According to area brokers, the primary driving factor behind rental rate appreciation in Sacramento is investors looking to create value through modest updates to existing multifamily properties. Communities with large concentrations of “naturally affordable” rental units (i.e., non-rent restricted rental units that rent for relatively affordable rates) are more likely to experience gentrification as Sacramento attracts interest from investors looking for value-add projects. Each of the multifamily broker reports consulted for this analysis indicates that investors are showing a preference for Class C<sup>39</sup> properties, where modest updates and renovations can be offset by substantial increases in asking rents. This is of particular concern for the General Plan Update, as existing Class C rental housing represents one of the most important supplies of affordable housing in Sacramento. According to Marcus and Millichap, the Arden Arcade, Midtown, and Carmichael areas represent the most active markets for value-added property transactions, which often involve the sale of properties with 30 units or less. Brokers also note that multifamily investor confidence seems to have increased following the defeat of State Proposition 10, which would have repealed Costa-Hawkins and allowed jurisdictions to more broadly adopt local rent control measures.

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<sup>39</sup> The multifamily residential real estate market often uses an alphabetical classification system to differentiate between properties with different characteristics. Class A multifamily product often include properties that are less than ten years old, or have undergone significant renovations, have high quality exteriors and amenities, and command the highest rents. Class B multifamily product generally include properties built within the last 20 years, with dated exteriors and amenities, with little deferred maintenance. Class C multifamily properties are typically older products over 30 years old with dated exteriors and interiors, and few, if any amenities.



**Table 23: Affordable Rents, Sacramento County, 2018**

<b>Income Category (a)</b>	<b>Income Limits/Household Size</b>				
	<b>1 Person</b>	<b>2 Person</b>	<b>3 Person</b>	<b>4 Person</b>	<b>5 Person</b>
Extremely Low -Income	\$16,850	\$19,250	\$21,650	\$25,100	\$29,420
Very Low -Income	\$28,050	\$32,050	\$36,050	\$40,050	\$43,300
Low -Income	\$44,900	\$51,300	\$57,700	\$64,100	\$69,250
Moderate-Income	\$67,250	\$76,900	\$86,500	\$96,100	\$103,800

<b>Affordable Rents (b)</b>	<b>Unit Size</b>			
	<b>Studio</b>	<b>1-Bedroom</b>	<b>2-Bedroom</b>	<b>3-Bedroom</b>
<b>Extremely Low Income</b>				
1-Person	\$247	\$240		
2-Person		\$300	\$279	
3-Person			\$339	\$318
4-Person				\$405
5-Person				\$513
<b>Very Low Income</b>				
1-Person	\$527	\$520		
2-Person		\$620	\$599	
3-Person			\$699	\$678
4-Person				\$778
5-Person				\$860
<b>Low Income</b>				
1-Person	\$949	\$942		
2-Person		\$1,102	\$1,081	
3-Person			\$1,241	\$1,220
4-Person				\$1,380
5-Person				\$1,508
<b>Moderate Income</b>				
1-Person	\$1,507	\$1,500		
2-Person		\$1,742	\$1,721	
3-Person			\$1,961	\$1,940
4-Person				\$2,180
5-Person				\$2,372

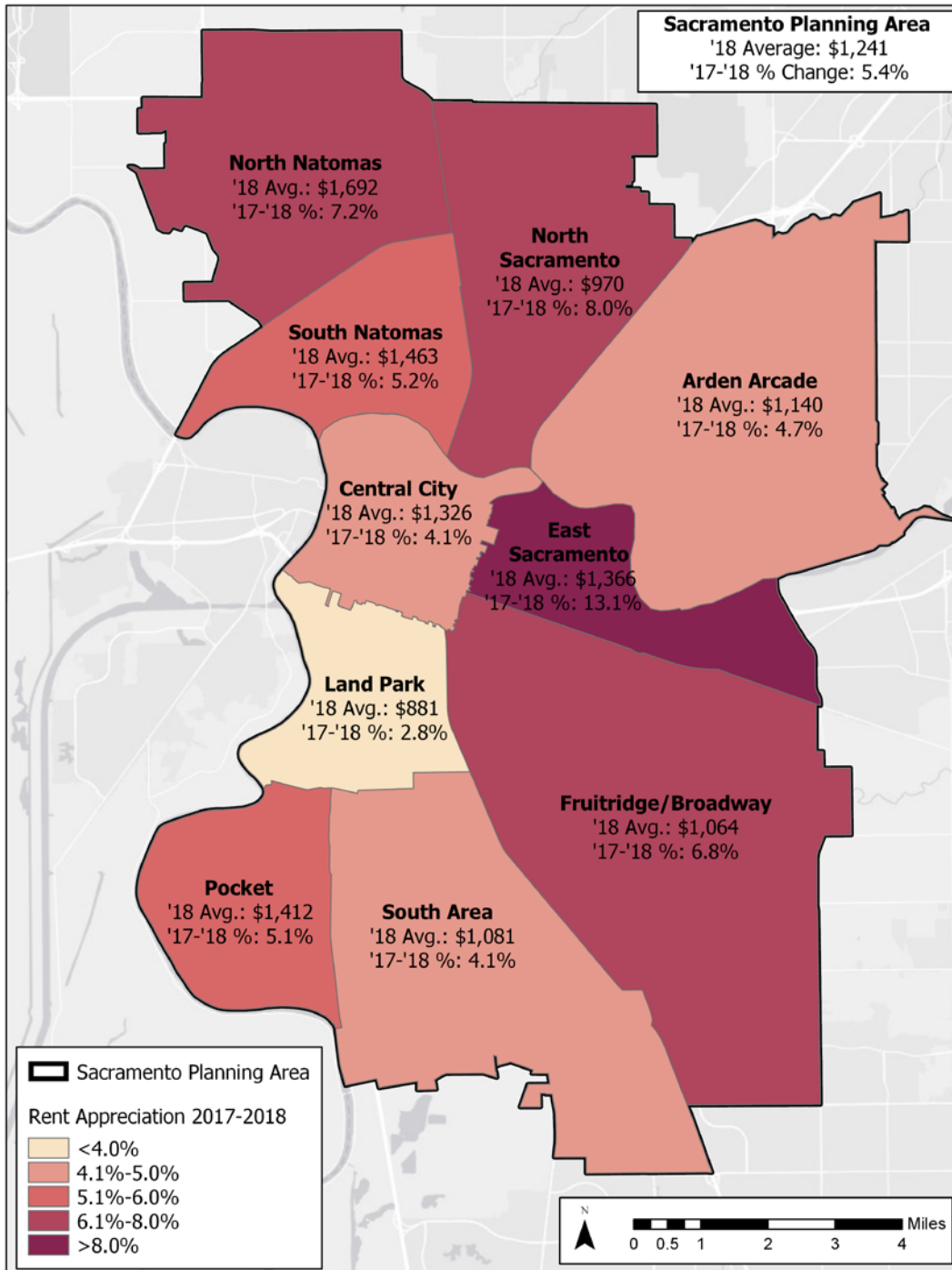
**Notes:**

(a) Income limits are based on the HCD adjusted median family income of \$80,100 (\$2018).

(b) Affordable rents equal to 30 percent of gross monthly income, minus a utility allowance. The utility allowance is derived based on the 2018 figures published by The Sacramento Housing and Redevelopment Agency. Utility allowance estimates assume that all heating, cooking, and water heating would be done using natural gas. Other electricity usage is also included, accounting for lighting, refrigeration, and small appliances, in addition to water, sewer, and trash collection.

Sources: California Department of Housing and Community Development, 2018; Sacramento Housing and Redevelopment Agency, 2018; BAE, 2019.

**Figure 14: Average Multifamily Rents and Appreciation for the Sacramento Planning Area and Community Plan Areas, 2010-2018**



Note: Average rent figures reflect conditions as of the third quarter of 2018 while appreciation figures reflect the percent change in rents between the third quarter of 2017 and the third quarter of 2018.

Sources: CoStar, 2018; BAE, 2018.

### ***Housing Cost Burden***

Table 24 presents information on the number and percent of households that overpay for housing in the City of Sacramento and the state of California by HUD-defined income category, as reported in the 2011-2015 CHAS data set. This data is also illustrated in Figures 15 and 16. As discussed previously, the household income categories are defined in relation to HUD Adjusted Median Family Income, or HAMFI.

HUD estimates monthly housing cost burdens as a share of a household's monthly income. Households are considered to have an excessive housing cost burden when housing costs exceeds 30 percent of the monthly gross income. Households are considered to have a severe housing cost burden when monthly housing costs exceed 50 percent of the monthly gross income. For owner households, housing costs are assumed to include mortgage, principal, interest, property taxes, and insurance (PITI), but do not include utility charges. For renter households, housing costs include monthly rent, plus a utility allowance.

Among all households in Sacramento, 41 percent had housing cost burdens of greater than 30 percent of income, while 21 percent had housing cost burdens in excess of 50 percent of income. Cost burdens among owner households were typically lower than among renter households. For example, in the City of Sacramento, 30 percent of owner households had an excessive or severe cost burden, compared to 51 percent for renter households. Households at lower income levels were also statistically more likely to experience excessive or severe housing cost burdens. For example, more than 78 percent of households in the very low- and extremely low-income categories experienced high housing cost burdens.

### ***Overcrowding by Income Category and Tenure***

Another important metric of housing stress is overcrowding. According to HUD, a household is considered to live in overcrowded conditions when there is more than one person per room. Severely overcrowded is defined as more than 1.5 persons per room. Under this definition, "rooms" include living rooms, dining rooms, kitchens, bedrooms, finished recreation rooms, enclosed porches suitable for year-round use, and lodger's rooms, while excluding bathrooms, porches, balconies, foyers, halls, or half-rooms.

According to this definition, households in Sacramento had a lower prevalence of overcrowding compared to the state, with 5.6 percent of all households in Sacramento experienced overcrowding between 2011 and 2015, compared to 8.2 percent for California as a whole. Lower-income households and renter households were more likely to experience overcrowded conditions due to housing affordability and other economic constraints. For example, the rate of overcrowding among renter households averaged 7.6 percent in Sacramento between 2011 and 2015, compared to 3.4 percent for owner households. Around nine percent of very low- and extremely low-income households were overcrowded, compared to 2.2 percent of moderate- and above moderate-income households. Figure 17 shows the rate of overcrowding among low-income households by Census Tract.

**Table 24: Housing Cost Burden by Income Category and Tenure, 2011-2015 (Page 1 of 2)**

City of Sacramento	Renter-Occupied Units		Owner-Occupied Units		All Occupied Units	
	Number	Percent	Number	Percent	Number	Percent
<b>Household Income &lt;=30% HAMFI (Extremely Low-Income)</b>	<b>27,175</b>	<b>100%</b>	<b>6,935</b>	<b>100%</b>	<b>34,110</b>	<b>100%</b>
With ≤ 30% Housing Cost Burden	3,480	12.8%	1,050	15.1%	4,530	13.3%
With > 30%, but ≤ 50% Housing Cost Burden	2,885	10.6%	820	11.8%	3,705	10.9%
With > 50% Housing Cost Burden	18,705	68.8%	4,305	62.1%	23,010	67.5%
Not Computed (No or Negative Income)	2,100	7.7%	760	11.0%	2,860	8.4%
<b>Household Income &gt;30% to &lt;=50% HAMFI (Very Low-Income)</b>	<b>16,470</b>	<b>100%</b>	<b>8,090</b>	<b>100%</b>	<b>24,560</b>	<b>100%</b>
With ≤ 30% Housing Cost Burden	2,585	15.7%	2,785	34.4%	5,370	21.9%
With > 30%, but ≤ 50% Housing Cost Burden	8,010	48.6%	1,830	22.6%	9,840	40.0%
With > 50% Housing Cost Burden	5,880	35.7%	3,480	43.0%	9,360	38.1%
Not Computed (No or Negative Income)	0	0.0%	0	0.0%	0	0.0%
<b>Household Income &gt;50% to &lt;=80% HAMFI (Low-Income)</b>	<b>17,105</b>	<b>100%</b>	<b>12,625</b>	<b>100%</b>	<b>29,730</b>	<b>100%</b>
With ≤ 30% Housing Cost Burden	8,025	46.9%	7,070	56.0%	15,095	50.8%
With > 30%, but ≤ 50% Housing Cost Burden	8,000	46.8%	3,710	29.4%	11,710	39.4%
With > 50% Housing Cost Burden	1,080	6.3%	1,845	14.6%	2,925	9.8%
Not Computed (No or Negative Income)	0	0.0%	0	0.0%	0	0.0%
<b>Household Income &gt;80% to &lt;=120% HAMFI (Moderate-Income)</b>	<b>15,610</b>	<b>100%</b>	<b>16,255</b>	<b>100%</b>	<b>31,865</b>	<b>100%</b>
With ≤ 30% Housing Cost Burden	13,085	83.8%	10,885	66.9%	23,970	75.2%
With > 30%, but ≤ 50% Housing Cost Burden	2,440	15.6%	4,455	27.4%	6,895	21.6%
With > 50% Housing Cost Burden	85	0.5%	925	5.7%	1,010	3.2%
Not Computed (No or Negative Income)	0	0.0%	0	0.0%	0	0.0%
<b>Household Income &gt;120% HAMFI (Above Moderate-Income)</b>	<b>17,695</b>	<b>100%</b>	<b>40,220</b>	<b>100%</b>	<b>57,915</b>	<b>100%</b>
With ≤ 30% Housing Cost Burden	17,280	97.6%	36,660	91.1%	53,940	93.1%
With > 30%, but ≤ 50% Housing Cost Burden	395	2.2%	3,350	8.3%	3,745	6.5%
With > 50% Housing Cost Burden	25	0.1%	215	0.5%	240	0.4%
Not Computed (No or Negative Income)	0	0.0%	0	0.0%	0	0.0%
<b>Total Households (a)</b>	<b>94,055</b>	<b>100%</b>	<b>84,130</b>	<b>100%</b>	<b>178,185</b>	<b>100%</b>
With ≤ 30% Housing Cost Burden	44,455	47.3%	58,450	69.5%	102,905	57.7%
With > 30%, but ≤ 50% Housing Cost Burden	21,730	23.1%	14,165	16.8%	35,895	20.1%
With > 50% Housing Cost Burden	25,775	27.4%	10,770	12.8%	36,545	20.5%
Not Computed (No or Negative Income)	2,100	2.2%	760	0.9%	2,860	1.6%

Note:

(a) Totals may not match sums of component figures due to independent rounding.

Sources: U.S. Department of Housing and Urban Development, 2011-2015 Comprehensive Housing Affordability Strategy (CHAS) data; BAE, 2018.

**Table 24: Housing Cost Burden by Income Category and Tenure, 2011-2015 (Page 2 of 2)**

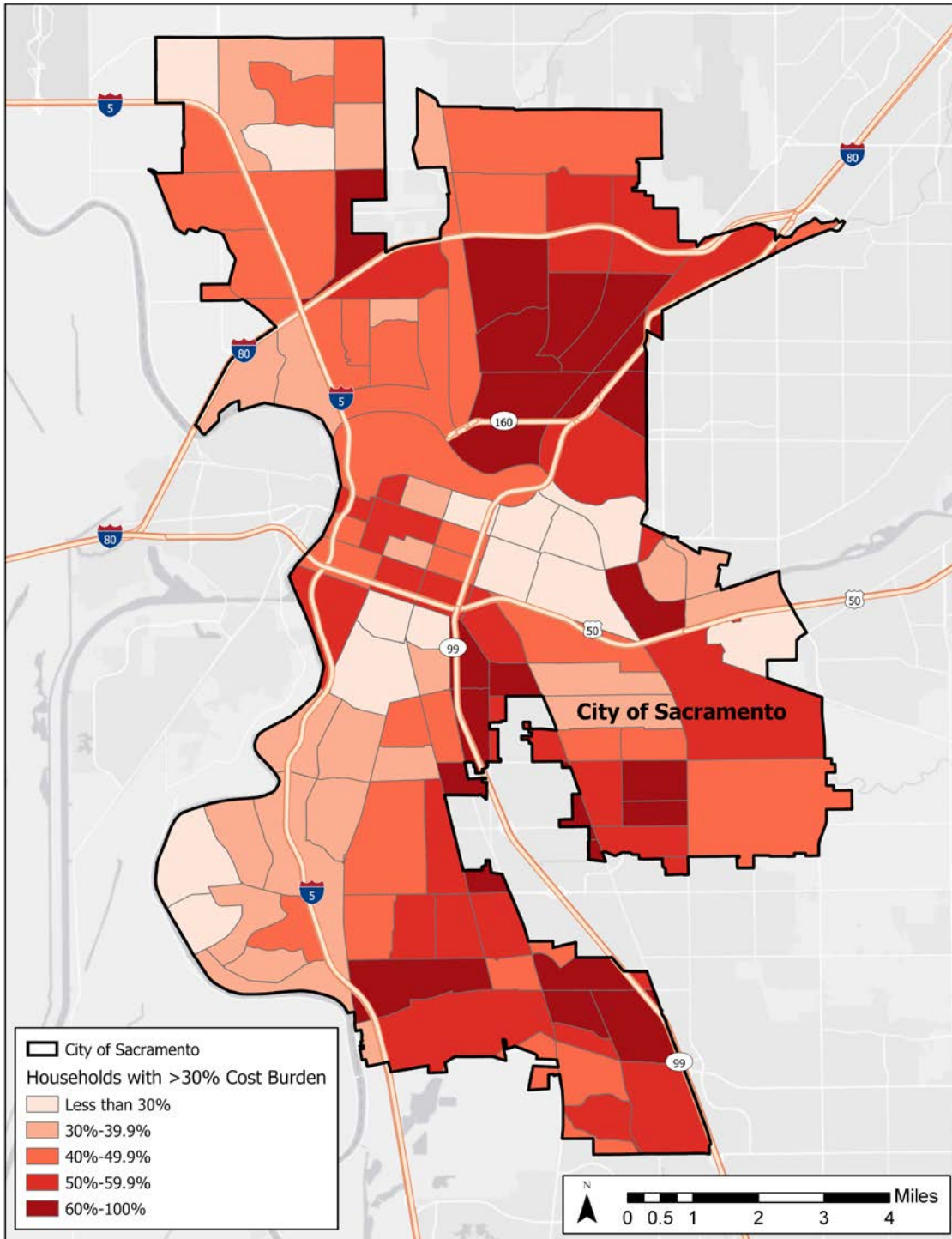
State of California	Renter-Occupied Units		Owner-Occupied Units		All Occupied Units	
	Number	Percent	Number	Percent	Number	Percent
<b>Household Income &lt;=30% HAMFI (Extremely Low-Income)</b>	<b>1,480,830</b>	<b>100%</b>	<b>531,435</b>	<b>100%</b>	<b>2,012,265</b>	<b>100%</b>
With ≤ 30% Housing Cost Burden	157,890	10.7%	85,500	16.1%	243,390	12.1%
With > 30%, but ≤ 50% Housing Cost Burden	169,240	11.4%	67,155	12.6%	236,395	11.7%
With > 50% Housing Cost Burden	1,027,440	69.4%	321,525	60.5%	1,348,965	67.0%
Not Computed (No or Negative Income)	126,260	8.5%	57,250	10.8%	183,510	9.1%
<b>Household Income &gt;30% to &lt;=50% HAMFI (Very Low-Income)</b>	<b>1,041,130</b>	<b>100%</b>	<b>625,410</b>	<b>100%</b>	<b>1,666,540</b>	<b>100%</b>
With ≤ 30% Housing Cost Burden	170,755	16.4%	229,950	36.8%	400,705	24.0%
With > 30%, but ≤ 50% Housing Cost Burden	451,580	43.4%	135,995	21.7%	587,575	35.3%
With > 50% Housing Cost Burden	418,795	40.2%	259,460	41.5%	678,255	40.7%
Not Computed (No or Negative Income)	0	0.0%	0	0.0%	0	0.0%
<b>Household Income &gt;50% to &lt;=80% HAMFI (Low-Income)</b>	<b>1,118,740</b>	<b>100%</b>	<b>989,925</b>	<b>100%</b>	<b>2,108,665</b>	<b>100%</b>
With ≤ 30% Housing Cost Burden	484,170	43.3%	463,890	46.9%	948,060	45.0%
With > 30%, but ≤ 50% Housing Cost Burden	508,750	45.5%	293,735	29.7%	802,485	38.1%
With > 50% Housing Cost Burden	125,820	11.2%	232,300	23.5%	358,120	17.0%
Not Computed (No or Negative Income)	0	0.0%	0	0.0%	0	0.0%
<b>Household Income &gt;80% to &lt;=120% HAMFI (Moderate-Income)</b>	<b>964,455</b>	<b>100%</b>	<b>1,290,605</b>	<b>100%</b>	<b>2,255,060</b>	<b>100%</b>
With ≤ 30% Housing Cost Burden	710,465	73.7%	774,075	60.0%	1,484,540	65.8%
With > 30%, but ≤ 50% Housing Cost Burden	232,765	24.1%	390,645	30.3%	623,410	27.6%
With > 50% Housing Cost Burden	21,235	2.2%	125,885	9.8%	147,120	6.5%
Not Computed (No or Negative Income)	0	0.0%	0	0.0%	0	0.0%
<b>Household Income &gt;120% HAMFI (Above Moderate-Income)</b>	<b>1,203,465</b>	<b>100%</b>	<b>3,471,805</b>	<b>100%</b>	<b>4,675,270</b>	<b>100%</b>
With ≤ 30% Housing Cost Burden	1,141,810	94.9%	2,975,555	85.7%	4,117,365	88.1%
With > 30%, but ≤ 50% Housing Cost Burden	58,855	4.9%	432,775	12.5%	491,630	10.5%
With > 50% Housing Cost Burden	2,790	0.2%	63,470	1.8%	66,260	1.4%
Not Computed (No or Negative Income)	0	0.0%	0	0.0%	0	0.0%
<b>Total Households (a)</b>	<b>5,808,625</b>	<b>100%</b>	<b>6,909,175</b>	<b>100%</b>	<b>12,717,800</b>	<b>100%</b>
With ≤ 30% Housing Cost Burden	2,665,090	45.9%	4,528,970	65.6%	7,194,060	56.6%
With > 30%, but ≤ 50% Housing Cost Burden	1,421,190	24.5%	1,320,305	19.1%	2,741,495	21.6%
With > 50% Housing Cost Burden	1,596,080	27.5%	1,002,640	14.5%	2,598,720	20.4%
Not Computed (No or Negative Income)	126,260	2.2%	57,250	0.8%	183,510	1.4%

Note:

(a) Totals may not match sums of component figures due to independent rounding.

Sources: U.S. Department of Housing and Urban Development, 2011-2015 Comprehensive Housing Affordability Strategy (CHAS) data; BAE, 2018.

**Figure 15: Percent of Households with a Cost Burden Equal to 30 Percent of Income or More**

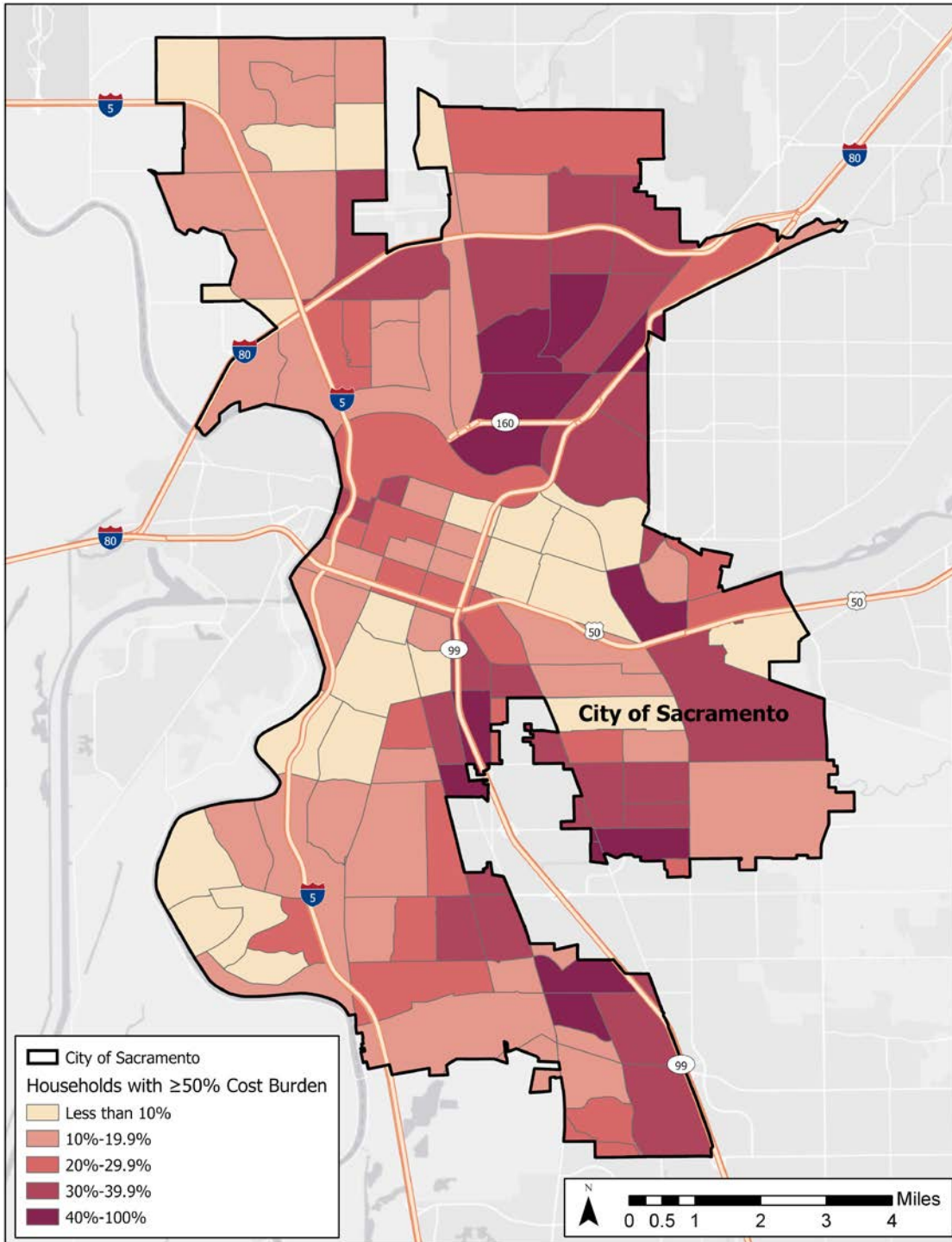


Notes:

- (a) Percentages include households that do not have a computed cost burden.
- (b) Households include both owner- and renter-occupied housing units.

Sources: HUD, CHAS, 2017 five-year data, 2019; U.S. Census Bureau, TIGER, 2018; BAE, 2019.

**Figure 16: Percent of Households With a Cost Burden Equal to 50 Percent of Income or More**



Notes:

- (a) Percentages include households that do not have a computed cost burden.
- (b) Households include both owner- and renter-occupied housing units.

Sources: HUD, CHAS, 2017 five-year data, 2019; U.S. Census Bureau, TIGER, 2018; BAE, 2019.

**Table 25: Overcrowded Households by Income Level and Tenure, 2011-2015 (Page 1 of 2) (a)**

City of Sacramento	Renter-Occupied Units		Owner-Occupied Units		All Occupied Units	
	Number	Percent	Number	Percent	Number	Percent
<b>Household Income &lt;=30% HAMFI (Extremely Low-Income)</b>	<b>27,170</b>	<b>100%</b>	<b>6,935</b>	<b>100%</b>	<b>34,105</b>	<b>100%</b>
Up to 1 Person per Room	24,455	90.0%	6,590	95.0%	31,045	91.0%
1.01 to 1.50 Persons per Room (Overcrow ded)	2,040	7.5%	275	4.0%	2,315	6.8%
More than 1.50 Persons Per Room (Severely Overcrow ded)	675	2.5%	70	1.0%	745	2.2%
<b>Household Income &gt;30% to &lt;=50% HAMFI (Very Low-Income)</b>	<b>16,470</b>	<b>100%</b>	<b>8,095</b>	<b>100%</b>	<b>24,565</b>	<b>100%</b>
Up to 1 Person per Room	14,730	89.4%	7,610	94.0%	22,340	90.9%
1.01 to 1.50 Persons per Room (Overcrow ded)	1,320	8.0%	330	4.1%	1,650	6.7%
More than 1.50 Persons Per Room (Severely Overcrow ded)	420	2.6%	155	1.9%	575	2.3%
<b>Household Income &gt;50% to &lt;=80% HAMFI (Low-Income)</b>	<b>17,105</b>	<b>100%</b>	<b>12,625</b>	<b>100%</b>	<b>29,730</b>	<b>100%</b>
Up to 1 Person per Room	15,850	92.7%	11,695	92.6%	27,545	92.7%
1.01 to 1.50 Persons per Room (Overcrow ded)	965	5.6%	790	6.3%	1,755	5.9%
More than 1.50 Persons Per Room (Severely Overcrow ded)	290	1.7%	140	1.1%	430	1.4%
<b>Household Income &gt;80% to &lt;=100% HAMFI (Moderate-Income)</b>	<b>8,360</b>	<b>100%</b>	<b>8,645</b>	<b>100%</b>	<b>17,005</b>	<b>100%</b>
Up to 1 Person per Room	7,770	92.9%	8,370	96.8%	16,140	94.9%
1.01 to 1.50 Persons per Room (Overcrow ded)	445	5.3%	245	2.8%	690	4.1%
More than 1.50 Persons Per Room (Severely Overcrow ded)	145	1.7%	30	0.3%	175	1.0%
<b>Household Income &gt;100% HAMFI (Above Moderate-Income)</b>	<b>24,945</b>	<b>100%</b>	<b>47,825</b>	<b>100%</b>	<b>72,770</b>	<b>100%</b>
Up to 1 Person per Room	24,125	96.7%	47,025	98.3%	71,150	97.8%
1.01 to 1.50 Persons per Room (Overcrow ded)	570	2.3%	605	1.3%	1,175	1.6%
More than 1.50 Persons Per Room (Severely Overcrow ded)	250	1.0%	195	0.4%	445	0.6%
<b>Total Households (b)</b>	<b>94,055</b>	<b>100%</b>	<b>84,130</b>	<b>100%</b>	<b>178,185</b>	<b>100%</b>
Up to 1 Person per Room	86,930	92.4%	81,290	96.6%	168,220	94.4%
1.01 to 1.50 Persons per Room (Overcrow ded)	5,340	5.7%	2,245	2.7%	7,585	4.3%
More than 1.50 Persons Per Room (Severely Overcrow ded)	1,780	1.9%	590	0.7%	2,370	1.3%

Notes:

(a) CHAS data reflect HUD-defined household income limits. HAMFI stands for HUD Area Median Family Income.

(b) Totals may not match sums of component figures due to independent rounding.

Sources: U.S. Department of Housing and Urban Development, 2011-2015 Comprehensive Housing Affordability Strategy (CHAS) data; BAE, 2018.



**Table 25: Overcrowded Households by Income Level and Tenure, 2011-2015 (Page 2 of 2) (a)**

State of California	Renter-Occupied Units		Owner-Occupied Units		All Occupied Units	
	Number	Percent	Number	Percent	Number	Percent
<b>Household Income &lt;=30% HAMFI (Extremely Low-Income)</b>	<b>1,480,830</b>	<b>100%</b>	<b>531,435</b>	<b>100%</b>	<b>2,012,265</b>	<b>100%</b>
Up to 1 Person per Room	1,238,955	83.7%	510,405	96.0%	1,749,360	86.9%
1.01 to 1.50 Persons per Room (Overcrowded)	139,155	9.4%	15,165	2.9%	154,320	7.7%
More than 1.50 Persons Per Room (Severely Overcrowded)	102,720	6.9%	5,865	1.1%	108,585	5.4%
<b>Household Income &gt;30% to &lt;=50% HAMFI (Very Low-Income)</b>	<b>1,041,130</b>	<b>100%</b>	<b>625,405</b>	<b>100%</b>	<b>1,666,535</b>	<b>100%</b>
Up to 1 Person per Room	840,310	80.7%	585,360	93.6%	1,425,670	85.5%
1.01 to 1.50 Persons per Room (Overcrowded)	124,045	11.9%	29,265	4.7%	153,310	9.2%
More than 1.50 Persons Per Room (Severely Overcrowded)	76,775	7.4%	10,780	1.7%	87,555	5.3%
<b>Household Income &gt;50% to &lt;=80% HAMFI (Low-Income)</b>	<b>1,118,745</b>	<b>100%</b>	<b>989,925</b>	<b>100%</b>	<b>2,108,670</b>	<b>100%</b>
Up to 1 Person per Room	949,210	84.8%	919,115	92.8%	1,868,325	88.6%
1.01 to 1.50 Persons per Room (Overcrowded)	110,510	9.9%	52,600	5.3%	163,110	7.7%
More than 1.50 Persons Per Room (Severely Overcrowded)	59,025	5.3%	18,210	1.8%	77,235	3.7%
<b>Household Income &gt;80% to &lt;=100% HAMFI (Moderate-Income)</b>	<b>548,820</b>	<b>100%</b>	<b>666,010</b>	<b>100%</b>	<b>1,214,830</b>	<b>100%</b>
Up to 1 Person per Room	488,225	89.0%	625,155	93.9%	1,113,380	91.6%
1.01 to 1.50 Persons per Room (Overcrowded)	41,535	7.6%	31,465	4.7%	73,000	6.0%
More than 1.50 Persons Per Room (Severely Overcrowded)	19,060	3.5%	9,390	1.4%	28,450	2.3%
<b>Household Income &gt;100% HAMFI (Above Moderate-Income)</b>	<b>1,619,110</b>	<b>100%</b>	<b>4,096,405</b>	<b>100%</b>	<b>5,715,515</b>	<b>100%</b>
Up to 1 Person per Room	1,527,875	94.4%	3,992,020	97.5%	5,519,895	96.6%
1.01 to 1.50 Persons per Room (Overcrowded)	61,705	3.8%	79,115	1.9%	140,820	2.5%
More than 1.50 Persons Per Room (Severely Overcrowded)	29,530	1.8%	25,270	0.6%	54,800	1.0%
<b>Total Households (b)</b>	<b>5,808,625</b>	<b>100%</b>	<b>6,909,175</b>	<b>100%</b>	<b>12,717,800</b>	<b>100%</b>
Up to 1 Person per Room	5,044,575	86.8%	6,632,055	96.0%	11,676,630	91.8%
1.01 to 1.50 Persons per Room (Overcrowded)	476,950	8.2%	207,610	3.0%	684,560	5.4%
More than 1.50 Persons Per Room (Severely Overcrowded)	287,110	4.9%	69,515	1.0%	356,625	2.8%

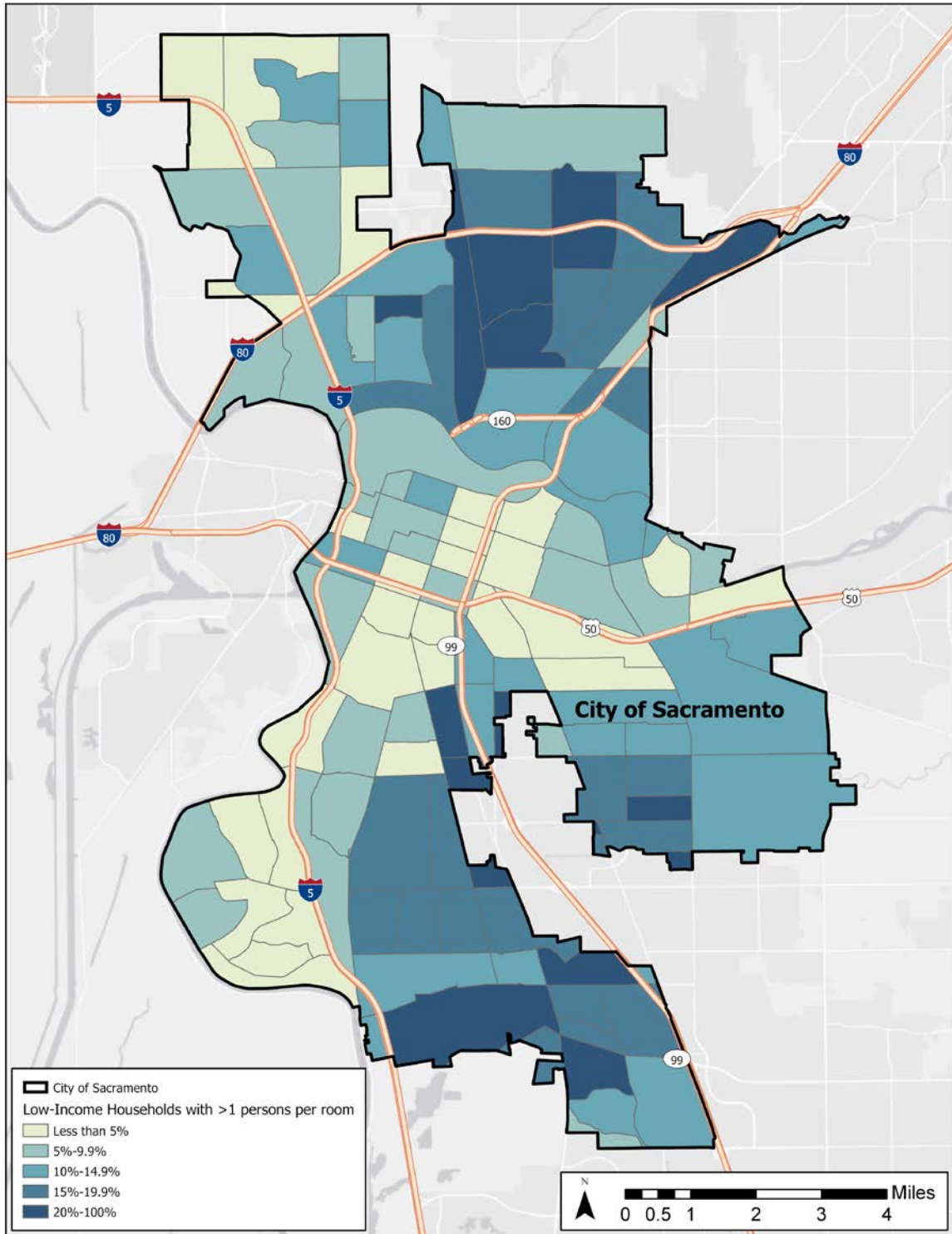
Notes:

(a) CHAS data reflect HUD-defined household income limits. HAMFI stands for HUD Area Median Family Income.

(b) Totals may not match sums of component figures due to independent rounding.

Sources: U.S. Department of Housing and Urban Development, 2011-2015 Comprehensive Housing Affordability Strategy (CHAS) data; BAE, 2018.

**Figure 17: Percent of Low-Income Households with >1 Person Per Room**



Notes:

- (a) Low-income households include those that make 80 percent or less of HAMFI.
- (b) Overcrowded households include those that have more than one person per room.

Source: HUD, CHAS, 2017 five-year data, 2019; U.S. Census Bureau, TIGER, 2018; BAE, 2019.

## Non-Residential Market

The following represents a brief summary of existing conditions in the non-residential real estate market. The analysis is subdivided by general land use type, including retail, office, and industrial space. Due to the rapidly changing development landscape in Sacramento, this analysis is largely limited to high level trends. Nonetheless, to the extent reasonably possible, this analysis does acknowledge some significant developments and/or happenings in the market, as documented in recent news articles and discussed in local broker reports.

### *Retail Market Conditions*

Although significant population growth and relocation of households from the San Francisco Bay Area into the Sacramento market are driving strong increases in retail sales, as discussed earlier in this report, the rapid expansion of online retailing is resulting in changing consumer behaviors,<sup>40</sup> and a slackening of demand for some types of traditional brick and mortar retail. These trends are disproportionately impacting the region's community and neighborhood shopping centers, while brokers report that demand remains strong among the region's major destination and power centers, such as Delta Shores and the Fountains at Roseville.<sup>41</sup>

With lackluster demand for most community retail space, much of the recent leasing activity has been focused on bargain grocery, fitness centers and health clubs, and bars and restaurants. With the exception of restaurants, these uses are typically lower rent but more resilient to e-commerce. This shift in focus generally signals a change in management approach for many retail investors and property managers, including both small scale neighborhood and regional power centers, which emphasize experiential retail and food sales. For example, the existing Bel Air shopping center at the intersection of Florin Road and Freeport Boulevard in South Sacramento is currently undergoing a significant makeover that emphasizes fitness and restaurant uses. Meanwhile, the redevelopment of the Howe 'Bout Arden shopping center by SyWest Development has expanded the center's offerings to include significantly more food and beverage options, in addition to discount retail and redevelopment of the outdated Century Theaters complex.

### *Central City Retail Revolution*

The Sacramento submarket that best exemplifies this turn towards experiential retail and food service is the Central City. According to Colliers International, the Central City now has 68 bars and 139 restaurants.<sup>42</sup> In addition, around 50 new retail business have opened or are planning to open since completion of the Golden 1 Center and the Downtown Commons (DoCo) in 2016, including the recently opened food hall known as The Bank. Brokers indicate

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<sup>40</sup> Same-day home delivery is changing the way many resident's shop. Rather than stopping at a neighborhood shopping center on their way home from work, they can order products online and have them waiting for them.

<sup>41</sup> The International Council of Shopping Centers (ICSC) defines Power Regional centers as a specialized-purpose shopping center with dominant anchors including discount department stores, off-price stores, wholesale clubs, and with only a few small tenants.

<sup>42</sup> Colliers International. (Q3 2018). *Research & Forecast Report: Sacramento Retail*. Available at:

that the key to successful retail in this environment is food service and local boutique branding. The Ice Blocks is another good example of this approach, with multiple locally branded restaurants, as well as Device Brewing Company, plus an assortment of locally and regionally based retailers (i.e., identifiable northern California based brands like Bonobos) and services (e.g., Pure Barre, Bishop's Cuts, Pressed Juicery, etc.) that complement the national brand anchor tenant, West Elm, which is a lifestyle furniture and home goods store.

#### *Other Market Fundamentals*

Retail vacancy throughout the region peaked in 2010, following the onset of the Great Recession and has progressively declined to a regional average of 6.3 percent in 2018, and a local average of 7.4 percent in Sacramento. Brokers indicate that some of this decline in vacancy represents property owners who have taken underperforming retail centers and redeveloped them with alternative uses, such as multifamily housing. While this trend continues to some extent, increasing construction costs and improvements in the retail sector are acting as a disincentive to conversions.

On average, asking rents for retail space have declined significantly since 2010, both regionally and in Sacramento specifically. For example, the average asking rent in Sacramento in 2010 was \$1.49 per square foot, triple net, according to CoStar. The average asking rent in 2018 was \$1.29 per square foot, triple net. While average asking rents for newly developed space in some of the region's destination power centers exceed \$2.00 per square foot,<sup>43</sup> rents among other smaller retail centers, which are less well positioned to resist the effects of e-commerce, have experienced ongoing downward pressure on rents.

Similar to rental rate trends, net absorption in Sacramento has fluctuated considerably from year-to-year since 2010. The first major injection of new inventory occurred in 2017, with the addition of 1.2 million square feet of new retail space. This generally reflected the opening of the Delta Shores shopping center, as well as continued expansion of the Central City retail submarket, including opening of new establishments in and around DoCo. Regional trends, meanwhile, show a more even increase in net absorption year-over-year since 2010, which also peaked in 2017 with a total of nearly 2.3 million square feet of new retail space, though 2018 year-to-date estimates indicate that the region added somewhere on the order of one million square feet of new retail, while the City added close to 400,000 square feet.

Based on the trend discussed above, it seems as though the Sacramento retail sector has found its stride amid the ever-evolving e-commerce landscape, for now. Sacramento should expect continued repositioning of smaller existing retail shopping centers that are in need of updating and refurbishment. To support this activity, the City may consider policies that allow retail centers to reduce the amount of surface parking provided, in exchange for additional

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<sup>43</sup> *Ibid.*

open space and outdoor seating. Some property owners could also use assistance in finding creative ways to re-tenant or subdivide vacant big box or anchor tenant spaces. However, the City should also be cautious of the over concentration of restaurant and bar type uses in some locations, recognizing that alcohol sales generally represent a large share of restaurant revenue.

**Table 26: Retail Market Overview, 2010-2018 YTD**

	<b>City of Sacramento</b>	<b>Sacramento MSA</b>
<b>Summary, 2018 YTD (a)</b>		
Inventory (sf)	38,672,253	107,292,444
Occupied Stock (sf)	35,811,317	100,542,403
Vacant Stock (sf)	2,860,937	6,750,042
Vacancy Rate	7.4%	6.3%
Inventory (% of Sacramento MSA)	36.0%	
<b>Asking Rents (b)</b>		
Avg Asking Rent (psf), 2017	\$1.27	\$1.33
Avg Asking Rent (psf), 2018 YTD (a)	\$1.29	\$1.38
% Change	1.6%	4.1%
<b>Net Absorption</b>		
Net Absorption (sf), 2010 - 2017	1,047,563	7,350,912
Net Absorption (sf), 2018 YTD (a)	397,731	977,529
<b>New Activity (c)</b>		
New Construction (sf), 2010-2017	1,906,968	5,182,921
New Construction (sf), 2018 YTD (a)	332,712	679,087

Notes:

- (a) Reflects conditions as of December 2018.
- (b) Average asking rents reflect NNN leases.
- (c) Reflects new construction based on properties tracked by CoStar.

Sources: CoStar, 2018; BAE, 2018.

***Office Market Conditions***

The City of Sacramento is one of the region’s premier office markets, accounting for approximately 56 percent of the total regional inventory. While traditionally driven by demand from State government, the Sacramento office market is experiencing increasing demand from firms working in healthcare, technology, and education. While Class A office space remains the most in-demand market segment, a lack of available inventory is increasingly pushing prospective tenants into the Class B market. While still close to ten percent, office vacancy in Sacramento has reached a ten-year low. Although a case can be made for more speculative office development, builders remain hesitant due to rising construction and downtown land costs. Nonetheless, the market is seeing considerable build-to-suit activity.

The bulk of the build-to-suit activity within the region is occurring in the medical services and medical tech segment. For example, Sacramento's largest new office project is the new Centene campus in North Natomas, which broke ground in 2018 and will include 1.25 million square feet of new office space accommodating up to 5,000 workers (approximately 1,500 net new jobs).<sup>44</sup> Sacramento can also expect significant new medical office demand following construction of the new 1.2 million square foot Kaiser Permanente medical center in the Railyards. The first phase of that development is expected to include a more than 300,000 square foot hospital, plus approximately 60,000 square feet of medical office. The second phase could double the amount of medical office space. With three major health systems, plus multiple major insurers and a major research university (i.e., the University of California, Davis), Sacramento may also be fairly well positioned to capture demand from biopharmaceutical and medical device manufacturers and R&D establishments. Demand from this market segment is likely to be dispersed throughout the city and the region, including in the Central City and North Natomas, as well as Rancho Cordova, Rocklin, Roseville, Elk Grove, Citrus Heights, and Orangevale, among other locations.

Sacramento is also experiencing considerable expansion of the Government office sector. The state of California is largely driving new construction of office space within the Central City and the River District. Much of this new activity represents replacement of existing State government offices. As of this writing, the State is about to break ground on the new 21-story 875,000 square foot Natural Resource Building and redevelopment of the existing California Department of Food and Agriculture Annex Building at 1215 O Street, which will include another 360,000 square feet of space. The State has also approved \$460 million to fund development of a new Sacramento County Courthouse at 6<sup>th</sup> and G Street, behind the existing Federal Courthouse, which is expected to be complete in 2023. In the River District, the State is planning demolition of the Office of State Publishing Building at 7<sup>th</sup> and Richards to make room for a new one million square foot campus, which is anticipated for delivery in 2022.

#### *Office Market Fundamentals*

Brokers report that office vacancy in Sacramento reached a more than ten-year low at around 9.6 percent in 2018. The Sacramento market has absorbed approximately 1.7 million square feet of office space since 2010, including more than 400,000 square feet within the last year. The relative success of the Heller Pacific project known as the Ice Blocks, including three high quality Class A leases totaling around 67,000 square feet, exemplifies the strength of the Class A market segment. However, a lack of new inventory is driving some tenants into the Class B market.

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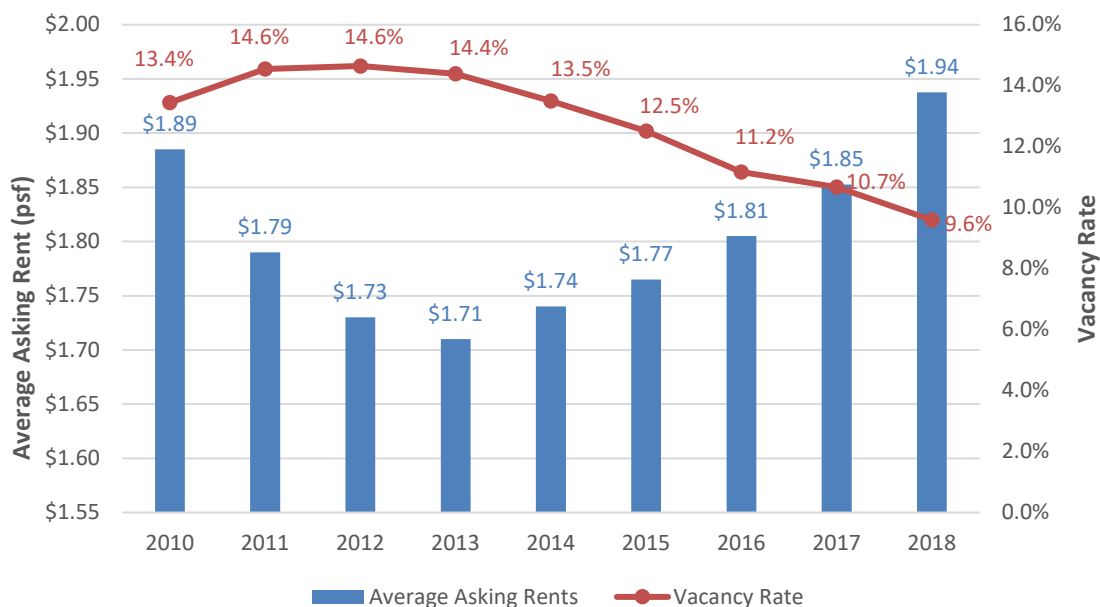
<sup>44</sup> Rodd, Scott. (November 17, 2018). Sacramento Strikes Deal with Health Insurer That May Bring Up to 5,000 Jobs. *The Sacramento Business Journal*. Available at: <https://www.bizjournals.com/sacramento/news/2017/11/17/sacramento-strikes-deal-with-health-insurer-that.html>

Corresponding with a steady decrease in local and regional vacancy, average asking rents in the office market increased steadily from a low of \$1.71 in 2012, to a high of \$1.94 in 2018 in Sacramento. Office rental rates in Sacramento generally track around three to four percentage points above the regional average.

Although brokers indicate that office lease rates are relatively high for this market, comparatively high and progressively increasing construction costs are discouraging the majority of developers from building new speculative space, which might otherwise be welcomed by the market. This may have implications for economic development, as a lack of available inventory can impede rapidly growing businesses that might otherwise create jobs within a jurisdiction, which are not otherwise inclined to wait for a build to suit project to be finished. Nonetheless, the Sacramento market currently features more than 5.6 million square feet of vacant office space which may be leveraged to meet the demands of expanding businesses, though not all of the available inventory may be suitable for immediate occupancy.

In terms of the breakdown of the exiting office inventory by submarket area, the Central City accounts for more than 44 percent of the city’s total inventory, and nearly one-quarter of the region’s total inventory, with a total of 25.6 million square feet of office space. The Arden Arcade Community Plan Area also represents an important submarket with approximately 9.8 million square feet of space, or 17 percent of the city’s inventory, and nine percent of the MSA’s inventory (refer to Appendix B for additional details).

**Figure 18: Office Asking Rents and Vacancy Rates, City of Sacramento, 2010-2018 YTD**



Sources: CoStar, 2018; BAE, 2018.

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**Table 27: Office Market Overview, 2010-2018 YTD**

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	<u>City of Sacramento</u>	<u>Sacramento MSA</u>
<b>Summary, 2018 YTD (a)</b>		
Inventory (sf)	58,842,560	104,069,603
Occupied Stock (sf)	53,197,378	93,871,508
Vacant Stock (sf)	5,645,182	10,198,095
Vacancy Rate	9.6%	9.8%
Inventory (% of Sacramento MSA)	56.5%	
<b>Asking Rents (b)</b>		
Avg Asking Rent (psf), 2017	\$1.85	\$1.78
Avg Asking Rent (psf), 2018 YTD (a)	\$1.94	\$1.86
% Change	4.6%	4.2%
<b>Net Absorption</b>		
Net Absorption (sf), 2010 - 2017	1,311,714	6,195,997
Net Absorption (sf), 2018 YTD (a)	417,073	549,300
<b>New Activity (c)</b>		
New Construction (sf), 2010-2017	525,861	2,186,291
New Construction (sf), 2018 YTD (a)	150,092	246,790

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**Notes:**

(a) Reflects conditions as of December 2018.

(b) Average asking rents reflect a Gross leases structure.

(c) Reflects new construction based on properties tracked by CoStar.

Sources: CoStar, 2018; BAE, 2018.

***Industrial Market Conditions***

Real estate brokers active in the industrial market indicate that the region is experiencing robust demand for industrial and warehouse space that is fairly evenly distributed throughout the various regional submarkets. Six of the region's largest submarkets are located within the City of Sacramento, including the Central City, McClellan, Natomas, Northeast Sacramento, Power Inn Road, and South Sacramento. In total, the city features more than 66.1 million square feet of industrial space, which represents approximately 46 percent of the regional market. The largest submarket in the region is the Power Inn Road area, which features more than 24.4 million square feet of industrial space, followed by West Sacramento, Woodland, McClellan, Sunrise/Rancho Cordova, and Natomas, among other key markets. Central Sacramento, including both Downtown, the Railyards, and the River District, features approximately 7.1 million square feet of industrial space.

Brokers indicate that the majority of the recent expansion of regional industrial inventory is taking place in the West Sacramento, Woodland, and the Lincoln, Roseville, and Rocklin areas. West Sacramento is experiencing strong demand from the logistics sector due availability of port facilities, proximity to three major freeways, relatively inexpensive land, and proximity to



the core Sacramento regional market. Other areas like Roseville/Rocklin are similarly attractive due to easy freeway access and proximity to the rail facilities at the J.R. Davis Yard. Development in the area known as the Metro Air Park, adjacent to the Sacramento International Airport (SMF), is similarly attractive to companies like Amazon.com due to freeway access, air freight facilities, and proximity to a robust consumer base.

### *The Changing Industrial Landscape*

The industrial real estate market within the City of Sacramento is experiencing a period of significant transition. Historical industrial areas, such as the Union Pacific Railyards, the River District, and the western portion of the Broadway corridor are transitioning away from industrial uses to accommodate more residential, office, retail, and recreational uses. The largest such project is obviously the Railyards redevelopment, which will convert the former railroad yard to accommodate up to 10,000 new housing units, more than 500,000 square feet of retail, up to 3.9 million square feet of office space, a 1.2 million square foot medical center, 1,100 hotel rooms, more than 30 acres of open space and a possible major league soccer stadium. Similarly, the western Broadway corridor has already begun transitioning to accommodate new housing, like the Mill at Broadway, which redeveloped a former lumber mill facility to accommodate medium density workforce housing. The River District is likewise positioned to redevelop from a predominantly industrial district to a mix of residential, State and private office, and retail uses.

### *The Cannabis Industry*

At the same time that industrial uses are relocating out of the City's historic industrial districts, the city is experiencing significant new industrial demand in places like Power Inn Road and near the McClellan Business and Industrial Park. Brokers anticipate that a majority of the region's near term new deal flow is likely to be generated through industrial activity in these two locations.<sup>45</sup> One of the primary drivers of demand, particularly in the Power Inn Road area is expansion of the legal cannabis industry.<sup>46</sup> Following passage of the "Control, Regulate and Tax Adult Use of Marijuana Act" (AUMA), or Proposition 64, which legalized recreational marijuana in 2016, the industry expanded rapidly in the area, occupying large volumes of space and rapidly driving up lease rates in the surrounding area. The area has become an attractive destination for a mix of cannabis cultivators, distributors, manufacturers, and delivery dispensaries, effectively creating a small cannabis-related industry cluster. However, the rapid expansion of the industry in the area has also prompted the Power Inn Alliance to

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<sup>45</sup> Chang, John. (Midyear 2017). Industrial Research Market Report. Marcus & Millichap. Available at: <https://www.marcusmillichap.com/research/researchreports/reports/2017/07/12/sacramento-industrial-research-report>

<sup>46</sup> Rodd, Scott. (January 3, 2019). *Power Play: How the Power Inn Alliance Influenced the City's Approach to Cannabis*. Available at: [https://www.bizjournals.com/sacramento/news/2019/01/03/power-play-how-the-power-inn-alliance-influenced.html?ana=e\\_mc\\_prem&s=newsletter&ed=2019-01-04&u=jkGEganSl4SroNszQZtNbDMiSLI&t=1546624504&j=85851181](https://www.bizjournals.com/sacramento/news/2019/01/03/power-play-how-the-power-inn-alliance-influenced.html?ana=e_mc_prem&s=newsletter&ed=2019-01-04&u=jkGEganSl4SroNszQZtNbDMiSLI&t=1546624504&j=85851181)

lobby the City to better regulate the industry and encourage a wider distribution of cannabis related facilities throughout the city, citing impacts on industrial vacancy and rents and the competitive effects on traditional industrial users in need of space. The cannabis industry is showing significant activity elsewhere in Sacramento as well, notably in the Southeast Sacramento area, with the approved \$50 million We Grow California cannabis campus.<sup>47</sup>

#### *Other Market Fundamentals*

Beyond the myriad issues and opportunities identified above, the industrial market in Sacramento and the broader region is quite robust. Surging demand and a relative lack of newly constructed inventory continues to drive down the industrial vacancy rate, which now sits at just 4.3 percent. The majority of the new demand within the region is coming from the trade, transportation, and utilities sector, with additional demand coming from manufacturing businesses, including some high-tech manufacturing. This is in addition to demand from the cannabis industry, which is expanding rapidly within the market and possibly even crowding out other industrial demand that might otherwise be captured in Sacramento. Brokers indicate that much of the industrial demand in the region is spillover from the Bay Area market, which is experiencing a shortage of industrial space as lower value industrial buildings get displaced by higher value housing and office developments. This has driven significant net absorption since 2010, which totaled more than 11 million square feet throughout the MSA, and more than 5.1 million square feet within the City of Sacramento alone.

Strong demand, low vacancy, and robust net absorption figures are driving speculative construction of new industrial space throughout the market. The City of Sacramento has seen net absorption of over 1.5 million square feet each year since 2015, with absorption in 2017 reaching nearly 2.1 million square feet. New industrial completions in Sacramento have generally lagged the broader region, but reached nearly 1.2 million square feet in 2017. Corresponding with this robust increase in demand for industrial space, average asking rents increased significantly since 2016. Until then, rents had remained relatively stable at around \$0.35 per square foot, triple-net. Over the last three years, rents have nearly doubled to more than \$0.60 per square foot in the city, and to around \$0.52 region wide.

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<sup>47</sup> Rodd, Scott. (October 17, 2019). Construction could begin within weeks on \$50M cannabis campus in southeast Sacramento. *Sacramento Business Journal*. Available at: <https://www.bizjournals.com/sacramento/news/2018/10/17/construction-could-begin-within-weeks-on-50m.html>

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**Table 28: Industrial Market Overview, 2010-2018 YTD**

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	<u>City of Sacramento</u>	<u>Sacramento MSA</u>
<b>Summary, 2018 YTD (a)</b>		
Inventory (sf)	66,134,142	155,113,669
Occupied Stock (sf)	63,275,895	148,192,557
Vacant Stock (sf)	2,858,248	6,921,112
Vacancy Rate	4.3%	4.5%
Inventory (% of Sacramento MSA)	42.6%	
<b>Asking Rents (b)</b>		
Avg Asking Rent (psf), 2017	\$0.45	\$0.42
Avg Asking Rent (psf), 2018 YTD (a)	\$0.61	\$0.52
% Change	34.8%	23.4%
<b>Net Absorption</b>		
Net Absorption (sf), 2010 - 2017	5,105,617	11,035,126
Net Absorption (sf), 2018 YTD (a)	(127,129)	3,341,874
<b>New Activity (c)</b>		
New Construction (sf), 2010-2017	1,321,735	4,179,402
New Construction (sf), 2018 YTD (a)	0	861,788

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**Notes:**

(a) Reflects conditions as of December 2018.

(b) Average asking rents reflect NNN leases.

(c) Reflects new construction based on properties tracked by CoStar.

Sources: CoStar, 2018; BAE, 2018.

## Planned and Proposed Projects

While the pace of new real estate development in Sacramento slowed during the Great Recession, the long recovery has renewed optimism regarding local market fundamentals and has demonstrated the depth of demand for a variety of use types throughout the City. Sacramento has a significant pipeline of development projects that are seeking entitlements or are actively pursuing construction. Entitlements in Sacramento are considered “active” for three years following issuance, after which the developer must apply for an extension. Tables Table 29 through Table 32 summarize the current inventory of residential and non-residential real estate development projects with active entitlements.<sup>48</sup> The data were compiled by City staff and represent the City’s best effort to track projects with active Planning and Building permit applications or approvals. BAE organized the data based on land use type and project status.

### *Residential Planned and Proposed Projects*

As of late-2018, there were approximately 19,765 housing units in the development pipeline in the City of Sacramento. Most of these units were in projects that were either seeking or had obtained Planning Department approvals. For example, 68 percent of the planned residential units were in projects that already received Planning Department approvals, while another 28 percent were in projects that had applied for Planning Department permits and were in the review process. Only a small portion of planned and proposed residential units, around four percent, were in projects that either applied for or received building permits. This indicates that developers with interests in Sacramento are positioned to deliver a relatively large number of new units in the coming years compared to the number of units currently being delivered onto the market.

Roughly half of the proposed residential units were single-family structures, with more than three fourths being located in Natomas. These units were typically part of large-scale master planned communities or Planned Unit Developments (PUDs). The largest PUDs (i.e., with more than 1,000 new units) are The Panhandle and Greenbriar developments in North Natomas. The Panhandle master-planned community located north of Del Paso Road and south of Elkhorn Boulevard proposes to add 1,662 new single-family units to the city’s housing stock, while the Greenbriar master planned community, located between Interstate 5, Highway 99 and Metro Air Park, proposes to add 2,172 new homes to the city’s housing stock. Developers for both projects anticipate that initial construction could begin sometime in 2019.<sup>49 50</sup>

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<sup>48</sup> The inventory of planned and proposed development projects is current as of December 2018, per City staff.

<sup>49</sup> Van der Meer, Ben. (June 18, 2018). Panhandle Annexation to Sac Lined Up for September Vote. *Sacramento Business Journal*. Available at: <https://www.bizjournals.com/sacramento/news/2018/06/18/panhandle-annexation-to-sac-lined-up-for-september.html>

<sup>50</sup> Van der Meer, Ben. (May 1, 2018). Greenbriar Project in Sacramento Could See First Work This Year. *Sacramento Business Journal*. Available at: <https://www.bizjournals.com/sacramento/news/2018/05/01/greenbriar-project-in-sacramento-could-see-first.html>

Another 46 percent of Sacramento's residential pipeline was in standalone or mixed-use multifamily projects. Based on the City's classifications, most multifamily consist of apartment units, though some projects may include condominium units. These projects range in size from smaller infill projects with fewer than 100 units (mostly in the Central City), to larger developments with hundreds of units in less built-out areas like North and South Natomas, and the South Area. The area around the CSUS campus, near the intersection of Folsom Boulevard and 65<sup>th</sup> Avenue is also attracting some new multifamily housing development, though most of the new projects in this area specifically targets students.

The largest proposed multifamily project, known as Arden Gateway, is a joint venture between SKK Development, the Grupe Co. and DeBartolo Development and is currently seeking approval for a 734-unit apartment complex. If constructed, it would be Sacramento's second largest apartment complex behind the Woodlands in South Natomas.<sup>51</sup> Other notable multifamily projects include The Press Building and 19J, both of which are currently under construction. The Press Building is a mixed-use multi-family residential project also by SKK Developments and DeBartolo Development Co. which consists of 253 apartments on the former Sacramento Bee parking lot at 1714 21<sup>st</sup> Street.<sup>52</sup> The 19J project by Mohanna Development is Sacramento's first microunit development, consisting of 175 mostly studio rental units that are as small as 400 square feet in size.<sup>53</sup> In August 2018, Mohanna Development submitted plans for another microunit project at on K Street which will be 15 stories and include a hotel and co-living units similar to those targeting students being constructed around CSUS.<sup>54</sup>

City staff indicate that only around six percent of the planned new residential units in the City would be in condominium projects. Most of these units are in medium density workforce housing projects like The Mill at Broadway in upper Land Park, Artesian Square Condominiums in North Natomas, and the Cottages at Laguna in the South Area. The highest density proposed condominium project is the 25-story 242-unit Cathedral Square development in the Central City on the corner of 11<sup>th</sup> and J Streets. As mentioned previously, medium density condominium projects can provide more affordable ownership opportunities; however, they

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<sup>51</sup> Van der Meer, Ben. (December 11, 2018). Apartment Project Site Near Arden Fair Sold. *Sacramento Business Journal*. Available at: <https://www.bizjournals.com/sacramento/news/2018/12/11/apartment-project-site-near-arden-fairsold.html>

<sup>52</sup> Bizjak, Tony and Lillis, Ryan. (April 28, 2018). It's Sacramento's Biggest Apartment Complex in Decades. Will It Solve Downtown Housing Woes?. *The Sacramento Bee*. Available at: <https://www.sacbee.com/news/business/real-estate-news/article208682639.html>

<sup>53</sup> Micro units typically include small studio apartments, usually less than 350 square feet, with fully functioning and assessable kitchen and bathroom facilities which often rent for less than conventional units. Microunits are increasingly seen as one option for providing non-deed restricted affordable workforce housing.

<sup>54</sup> Van der Meer, Ben. (August 21, 2018). Mohanna Files Plans for Hotel and Apartments at 10<sup>th</sup> and K. *Sacramento Business Journal*. Available at: <https://www.bizjournals.com/sacramento/news/2018/08/20/mohannas-file-plans-for-hotel-and-apartments-at.html>

comprise a relatively small portion of the city’s residential pipeline. Other planned condominium projects aim towards the higher end of the market, such as CADA’s Site 21.

It is worth noting that there at least six projects in the residential pipeline that will provide below market rate (BMR) units. The Twin Rivers Redevelopment project, a joint development in the River District by the Sacramento Housing and Redevelopment Agency (SHRA) and development firm McCormack Baron Salazar, is currently underway and will replace 218 existing rent restricted units with 486 mixed-income units, resulting in a net increase of 268 new units.<sup>55</sup> The Lavender Courtyard project, an LGBTQ friendly affordable housing development for seniors,<sup>56</sup> would add 54 units on the southeast corner of 16<sup>th</sup> and F Street in the Central City.<sup>57</sup> In addition, the Capitol Area Development Authority (CADA) Site 21 project will include 22 below market rate units in a multistory condominium project. Although exact unit totals are not available, the 1717 S Street, Del Paso Nuevo, and North Natomas projects will also include at least some below market rate housing units.

**Table 29: Planned and Proposed Residential Units by Project Status, City of Sacramento**

Project Status	Project Type (# of Units) (a)				Total	% of Total
	1 or 2 Family/ 2nd Unit	Multifamily	Condominium (b)	Mixed-Use		
Planning Approvals in In Process	1,442	2,722	300	1,091	5,555	28.1%
Received Planning Approvals	7,764	2,357	842	2,414	13,377	67.7%
Applied for Building Permit	52	53	42	0	147	0.7%
Building Permit Approved	217	33	0	436	686	3.5%
<b>Total</b>	<b>9,475</b>	<b>5,165</b>	<b>1,184</b>	<b>3,941</b>	<b>19,765</b>	<b>100.0%</b>

Notes:

(a) To the extent possible, figures in this table represent the number of net new housing units for projects with active Planning Department entitlements or building permits as of late-2018.

(b) Represents the number of units for which the City specifically identified the unit type as condominium. Figures presented in the Multifamily and Mixed-Use columns may also include condominium units that the City did not explicitly identify as such.

Sources: City of Sacramento, 2019; BAE, 2019.

<sup>55</sup> Bizjak, Tony. (July 23, 2017). Why Sacramento Plans to Demolish and Replace an Entire Neighborhood. *The Sacramento Bee*. Available at: <https://www.sacbee.com/news/business/real-estate-news/article163046558.html>

<sup>56</sup> LGBTQ is an initialism that means lesbian, gay, bisexual, transgender, queer or questioning.

<sup>57</sup> Van der Meer, Ben. (October 6, 2017). Mutual Housing Woodland Project Moved Ahead, Not So Fast for Lavender Courtyard. *Sacramento Business Journal*. Available at: <https://www.bizjournals.com/sacramento/news/2017/10/06/mutual-housing-woodland-project-moves-ahead-not-so.html>

**Table 30: Planned and Proposed Residential Units by Community Plan Area, City of Sacramento**

<b>Community Plan Area</b>	<b>Project Type (# of Units) (a)</b>				<b>Total</b>	<b>% of Total</b>
	1 or 2 Family/ 2nd Unit	Multifamily	Condominium (b)	Mixed-Use		
Arden Arcade	3	779	0	0	782	4.0%
Central City	223	878	242	3,169	4,512	22.8%
East Sacramento	384	343	0	430	1,157	5.9%
Fruitridge/Broadway	310	278	0	236	824	4.2%
Land Park	239	28	581	14	862	4.4%
North Natomas	6,352	1,684	299	0	8,335	42.2%
North Sacramento	626	131	0	0	757	3.8%
Pocket	3	0	0	0	3	0.0%
South Area	275	496	62	92	925	4.7%
South Natomas	1,060	548	0	0	1,608	8.1%
<b>Total</b>	<b>9,475</b>	<b>5,165</b>	<b>1,184</b>	<b>3,941</b>	<b>19,765</b>	<b>100.0%</b>

Notes:

(a) To the extent possible, figures in this table represent the number of net new housing units for projects with active Planning Department entitlements or building permits as of late-2018.

(b) Represents the number of units for which the City specifically identified the unit type as condominium. Figures presented in the Multifamily and Mixed-Use columns may also include condominium units that the City did not explicitly identify as such.

Sources: City of Sacramento, 2019; BAE, 2019.

In addition to the planned development projects discussed above, there is capacity within previously entitled PUDs and Specific Plan areas for development of an additional 19,800 units. Please note that this includes only those PUDs and Specific Plan Areas that City staff expect to build out during the General Plan time horizon. Some of the largest of these include the Railyards Specific Plan, Township 9 PUD, and Delta Shores development. Other PUDs and Specific Plan Areas with remaining capacity include Sutter Park, Northwest Land Park (The Mill at Broadway), Crocker Village, Aspen 1-New Brighton, Del Paso Nuevo Phases 5 and 6, Shasta 10, Sacramento Commons, The Creamery, Calistoga, and Natomas Field. Roughly two-thirds of these units are loosely defined as “mixed-use residential,” indicating they will be part of a larger master planned community that includes other commercial elements, but for which exact unit counts are not available. The remaining one-third will be single-family structures.

***Non-Residential Planned and Proposed***

There were approximately 200 projects that include non-residential development in the City’s planning pipeline as of the end of 2018. This included approximately 7.5 million square feet of non-residential development, plus 1,646 hotel rooms. Nearly 60 percent of the planned non-residential floor area had already been permitted, with another 35 percent still under planning review. At the time, developers were actively seeking or had received building permits for only around 6.5 percent of the planned non-residential floor area. As described in more detail below, most of the new non-residential development planned in the City was concentrated in office, industrial, and residential mixed-use projects.

**Table 31: Non-Residential Planned and Proposed Projects by Project Status, City of Sacramento (a)**

Project Status	Project Type (Sq. Ft.)							Hotel (# of Rooms)(g)	Total Sq. Ft. (Excluding Hotels) (h)
	Retail (b)	Office	Industrial	Mixed-Use Commercial (c)	Res. Mixed-Use Retail (d)	Res. Mixed-Use Commercial (e)	Other (f)		
Planning Approvals in Process	354,039	526,880	687,840	25,000	12,328	957,269	48,912	1,062	2,612,268
Received Planning Approvals	302,940	1,568,740	1,216,086	141,345	85,354	358,217	753,248	185	4,425,930
Applied for Building Permit	108,299	50,020	147,210	0	0	0	69,580	170	375,109
Building Permit Approved	5,723	20,270	14,740	0	1,523	0	75,417	229	117,673
<b>Total</b>	<b>771,001</b>	<b>2,165,910</b>	<b>2,065,876</b>	<b>166,345</b>	<b>99,205</b>	<b>1,315,486</b>	<b>947,157</b>	<b>1,646</b>	<b>7,530,980</b>

Notes:

(a) To the extent possible, figures presented in this table represent gross new floor area and number of hotel rooms for projects that have or are in the process of obtaining active Planning Department entitlements or building permits as of late-2018. The square footage figures report new gross floor area, and do not account for floor area demolished as part of the development process. To the extent possible, parking structures are excluded from the reported square footage figures.

(b) Represents planned or proposed retail floor area in commercial centers or standalone locations.

(c) Represents commercial mixed-use projects for which the City provided data does not explicitly define the commercial use type, but which likely includes some combination of office and/or retail use

(d) Represents retail floor area in residential mixed-use projects where the City provided data explicitly identified the new commercial use as retail.

(e) Represents commercial floor area in residential mixed-use projects where the City provided data does not explicitly define the commercial use type, but which likely includes some combination of office and/or retail. Up to 116,801 square feet of the total Residential Mixed-Use Commercial square feet includes a 205-key hotel, which is also accounted for in the number of hotel rooms column.

(f) Represents new commercial floor area for use types that do not easily fit into the previously summarized categories, including: adult and child day care centers; entertainment venues such as the Powerhouse Science Center and Sacramento the Community Center Theater expansion; medical facilities such as residential care facilities and hospital expansions (though medical office buildings are included in "Office"); gas stations and car washes; churches and other places of worship; and City projects such as new fire stations and public park facilities.

(g) Six hotel projects totaling 301,351 square feet did not detail the number of proposed or approved rooms.

(h) Up to 116,801 square feet may include a 205-key hotel component of a residential mixed-use project already accounted for in the hotel room count.

Sources: City of Sacramento, 2019; BAE, 2019.



**Table 32: Non-Residential Planned and Proposed Projects by Community Plan Area, City of Sacramento (a)**

Community Plan Area	Project Type (Sq. Ft.)							Hotel (# of Rooms) (f)	Total Sq. Ft. (Excluding Hotels) (g)
	Retail	Office	Industrial	Mixed-Use Commercial (b)	Res. Mixed-Use Retail (c)	Res. Mixed-Use Commercial (d)	Other (e)		
Arden Arcade	47,201	265,280	167,460	0	0	0	2,915	0	482,856
Central City	76,887	261,600	190,358	38,100	93,200	1,283,146	242,181	792	2,185,472
East Sacramento	9,412	0	175,014	0	4,005	13,940	138,104	0	340,475
Fruitridge/Broadway	67,732	108,075	787,396	39,900	2,000	6,000	75,252	0	1,086,355
Land Park	224,945	0	8,670	0	0	7,000	29,676	0	270,291
North Natomas	122,307	1,282,860	39,529	88,345	0	0	88,328	776	1,621,369
North Sacramento	20,400	76,636	568,339	0	0	0	93,259	0	758,634
Pocket	35,827	0	0	0	0	0	101,673	0	137,500
South Area	166,290	15,200	129,110	0	0	5,400	166,458	78	482,458
South Natomas	0	156,259	0	0	0	0	9,311	0	165,570
<b>Total</b>	<b>771,001</b>	<b>2,165,910</b>	<b>2,065,876</b>	<b>166,345</b>	<b>99,205</b>	<b>1,315,486</b>	<b>947,157</b>	<b>1,646</b>	<b>7,530,980</b>

Notes:

(a) To the extent possible, figures presented in this table represent gross new floor area and number of hotel rooms for projects that have or are in the process of obtaining active Planning Department entitlements or building permits as of late-2018. The square footage figures report new gross floor area, and do not account for floor area demolished as part of the development process. To the extent possible, parking structures are excluded from the reported square footage figures.

(b) Represents planned or proposed retail floor area in commercial centers or standalone locations.

(c) Represents commercial mixed-use projects for which the City provided data does not explicitly define the commercial use type, but which likely includes some combination of office and/or retail use.

(d) Represents retail floor area in residential mixed-use projects where the City provided data explicitly identified the new commercial use as retail.

(e) Represents commercial floor area in residential mixed-use projects where the City provided data does not explicitly define the commercial use type, but which likely includes some combination of office and/or retail. Up to 116,801 square feet of the total Residential Mixed-Use Commercial square feet includes a 205-key hotel, which is also accounted for in the number of hotel rooms column.

(f) Represents new commercial floor area for use types that do not easily fit into the previously summarized categories, including: adult and child day care centers; entertainment venues such as the Powerhouse Science Center and Sacramento the Community Center Theater expansion; medical facilities such as residential care facilities and hospital expansions (though medical office buildings are included in "Office"); gas stations and car washes; churches and other places of worship; and City projects such as new fire stations and public park facilities.

(g) Six hotel projects totaling 301,351 square feet did not detail the number of proposed or approved rooms.

(h) Up to 116,801 square feet may include a 205-key hotel component of a residential mixed-use project already accounted for in the hotel room count.

Sources: City of Sacramento, 2019; BAE, 2019.

For example, approximately 2.1 million square feet of new non-residential floor area was planned for development in office projects. This accounted for around 29 percent of total planned non-residential development. Most of this new space was planned for development in either North or South Natomas. This included the 1.2 million square foot Centene campus in North Natomas, which represents the more than half of the city's office pipeline. Another 150,543 square feet of new office development was planned in the Natomas Corporate Center east of Interstate 5 and the River Plaza Office Building at 2500 River Plaza Drive.<sup>58</sup> Major office projects not represented in this inventory include those being developed by the State of California, including the new Natural Resources Building and redevelopment of the California Department of Food and Agriculture Annex Building, which together will add an additional 1.2 million square feet of office space to the city's Central City inventory. In the River District, the State Plans to demolish the existing Office of State Publishing and construct a new one million square foot campus that would be ready for occupancy by 2024.<sup>59</sup>

Another two million square feet of non-residential development was planned as part of dedicated industrial developments. This represented around 27 percent of the total planned non-residential development pipeline. These projects were generally distributed throughout the city, with the Power Inn Road area and North Sacramento capturing nearly 70 percent of new industrial floor area. Approximately 40 percent of this planned new industrial space was intended for commercial self-storage storage use. Another 14 percent was planned for cannabis related uses, such as cultivation, manufacturing, and distribution. This cannabis related industrial development was mainly concentrated in North Sacramento, Fruitridge/Broadway, and Arden Arcade Community Plan Areas, with some additional new space planned in Land Park.

In addition to the dedicated office and industrial projects discussed above, there was approximately 771,001 square feet of new retail floor area planned or proposed for development in Sacramento, which accounts for approximately 10 percent of the non-residential development pipeline. These projects were relatively well dispersed throughout the city, with approximately 41 percent of the new retail floor area located in planned power or specialty shopping centers. These included the Railyards in the Central City (51,750 square feet), the Natomas Fountains development in North Natomas (115,960 square feet), and the Delta Shores development in South Sacramento (150,000 square feet). Other notable retail developments include Crocker Village, a new 77,000 square foot neighborhood serving retail center in Land Park, and the redevelopment of a number of other neighborhood serving retail

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<sup>58</sup> Van der Meer, Ben. (2017). South Natomas Sees Another New Office Building Proposal. *Sacramento Business Journal*. Available at: <https://www.bizjournals.com/sacramento/news/2017/02/10/south-natomas-sees-another-new-office-building.html>

<sup>59</sup> Van der Meer, Ben. (December 17, 2018). State Office Complex in River District Could Include 29-Story Building. *Sacramento Business Journal*. Available at: <https://www.bizjournals.com/sacramento/news/2018/12/17/state-office-complex-in-river-district-could.html>

centers, such as the Bel Air center on Florin Road. There was also another 99,205 square feet of retail planned as part of residential mixed-use projects in the Central City, East Sacramento, and Fruitridge/Broadway Community Plan Areas. This accounted for only 1.3 percent of Sacramento's non-residential pipeline. Most residential mixed-use projects incorporate just a few thousand square feet of neighborhood serving retail along with residential uses. A proposed grocery store at 2001 L Street accounts for the largest mixed-use retail project, with 40,578 square feet of retail proposed.<sup>60</sup>

There was another 1.3 million square feet of commercial space planned in residential mixed-use projects which have not yet identified how the commercial space will be used (e.g., office, industrial, retail, etc.). All of these projects have, or were in the process of, obtaining Planning Department approvals. These residential mixed-use projects were generally concentrated in the Central City, which accounted for approximately 97.5 percent of planned or proposed commercial space in residential mixed-use projects. The largest mixed-use commercial project was Tower 301 at 301 Capitol Avenue. The Developer, CIM Group, was proposing a 33-story building with a mix of Class A office space, apartments, and ground floor retail.<sup>61</sup> Other larger mixed-use residential projects include The Metropolitan at the corner of 10<sup>th</sup> and J Streets where developers SKK Developments, the Grupe Co., and Sacca Development envision a mixed-use project with ground floor retail, a 200-room hotel, and 250 apartments. In 2018 the development team requested an entitlement extension and plan to submit new project details in the near future.<sup>62</sup> Mixed-use projects without residential components tend to be concentrated in the North Natomas (88,345 square feet), Fruitridge/Broadway (39,900 square feet), and Central City Community Plan Areas. The Innovate Corporate Center at 2599 Arena Boulevard in North Natomas represents the largest commercial mixed-use project, with 63,345 square feet of hotel, office, and related facilities. Other notable projects included Gateway West in North Natomas, the Tribute Building at 1926 Capitol Avenue in the Central City; and Triangle Workspace Development at 3400 Broadway in the Fruitridge/Broadway Community Plan Area.

In addition to the development projects described above, there was approximately 947,157 square feet of new development that does not easily fit into established non-residential land use categories. This included 34,181 square feet in places of worship; 44,542 square feet of new adult and child daycare facilities; 47,424 square feet of automotive related uses such as gasoline stations, service stations and car washes; 101,000 square feet of entertainment

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<sup>60</sup> Chang, Richard. (September 28, 2016). Whole Foods Opts Out of Midtown Sacramento Lease After Developer Misses 'Milestones'. *The Sacramento Bee*. Available at: <https://www.sacbee.com/news/business/real-estate-news/article104713441.html>

<sup>61</sup> Van der Meer, Ben. (November 14, 2018). Tower 301 Concept Released for 301 Capitol Mall (Renderings). *Sacramento Business Journal*. Available at: <https://www.bizjournals.com/sacramento/news/2018/11/14/tower-301-concept-released-for-301-capitol-mall.html>

<sup>62</sup> Bizjak, Tony and Lillis, Ryan. (July 12, 2018). Is a Planned 40-Story Tower in Downtown Sacramento Finally on Track?. *The Sacramento Bee*. Available at: <https://www.sacbee.com/latest-news/article214774190.html>

uses including the Powerhouse Science Center and Sacramento Community Theater Expansion; 108,688 square feet of City sponsored projects such as new fire stations and recreation facilities; and 611,322 square feet of new medical facilities including residential care facilities and the Kaiser South hospital expansion.

## **Federal Opportunity Zone Program**

Another factor that may influence the pace of new development in Sacramento through the General Plan planning period are investments in newly created Opportunity Zones. The Tax Cuts and Jobs Act of 2017 created a new system of federal tax incentives meant to spur investment in undercapitalized communities known as Opportunity Zones.

Opportunity Zones were established by the federal government in cooperation the state governors through a nomination and designation process. To qualify for nomination, a Census Tract had to meet the following minimum requirements:

- A poverty rate of at least 20 percent; or
- A median family income of no more than 80 percent of the median for the state or metropolitan area.

Up to 25 percent of the Census Tracts that met the above criteria could be nominated, along with an additional five percent of adjacent contiguous Census tracts, so long as the median income of the adjacent Tract was no more than 125 percent of the adjacent Opportunity Zone.

As illustrated in Figure 19, there are 31 Opportunity Zones that are either partially or completely located in the existing Sacramento City Limits. Around half of the Opportunity Zone Census Tracts are located in South Sacramento, mostly along the Hwy 99 corridor, as well as in the Power Inn Road area. There are also six Opportunity Zone Census Tracts located in or near the Central City, including parts of Upper Land Park and South Side Park, as well as the area around the Capitol, DoCo, the Railyards, and the River District. There are also another 10 designated Census Tracts covering the Arden Arcade, Del Paso Boulevard, Gardenland, Del Paso Heights, North Sacramento, and North Natomas areas.

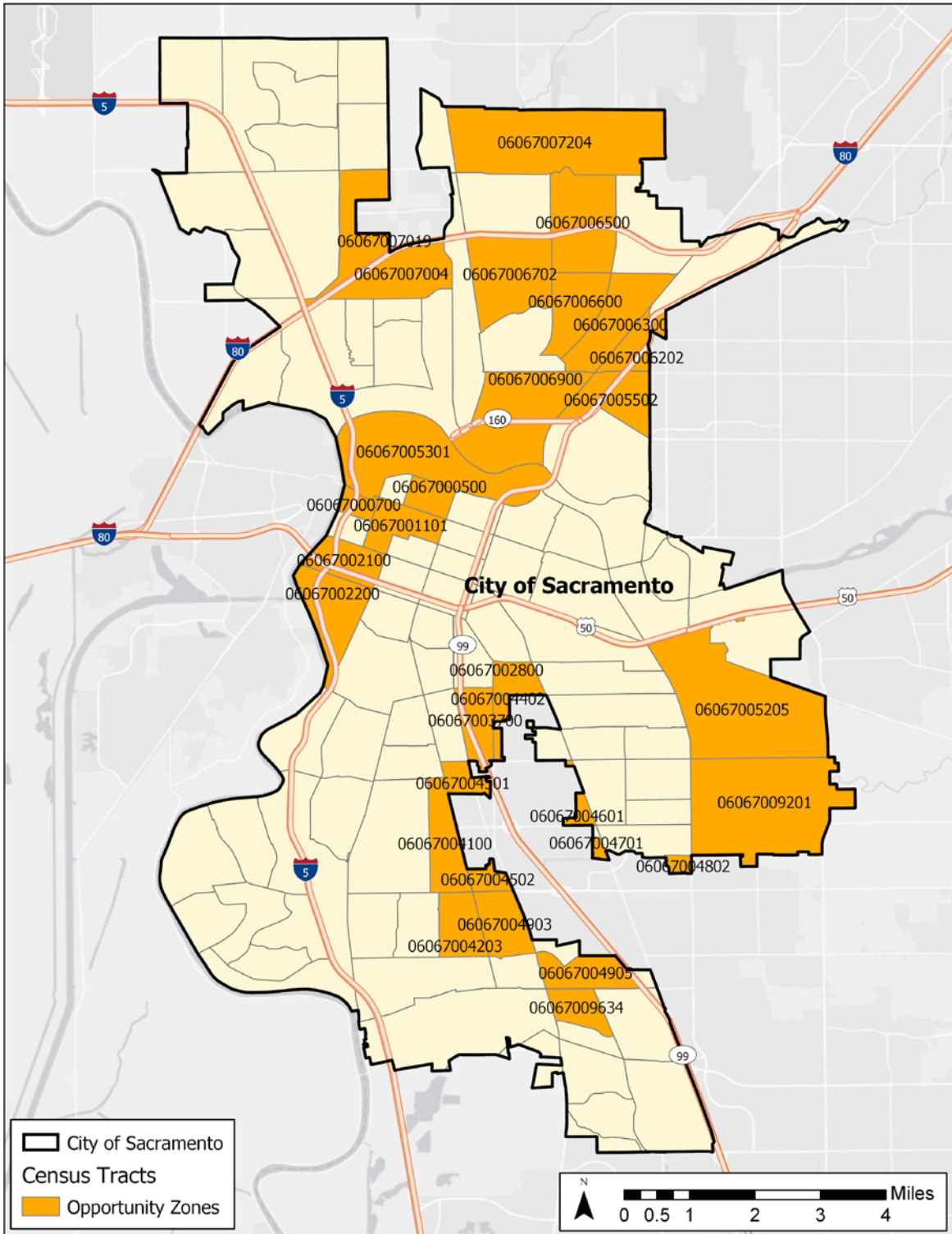
The establishment of Opportunity Zones is intended to spur economic development through the provision of certain tax benefits to investors, which can draw investment into communities that might otherwise experience lower levels of investment. These investments are facilitated through Qualified Opportunity Funds (QOFs), which must invest at least 90 percent of their assets within Opportunity Zones and must double their investment within the 30 months. For example, if a property is purchased by a QOF for \$500,000, the QOF must invest another \$500,000 into that property within 30 months. If the investment is held for longer than five years, investors can defer up to ten percent of the capital gains on the investment. The tax benefits increase to 15 percent after seven years. If the investment is held for at least ten

years, investors are eligible to increase the basis of the QOF investment to the fair market value on the date the QOF investment is sold or exchanged.

The primary objective of the Opportunity Zone program is to encourage investment in qualified assets in areas that normally would likely not receive such investment. However, capturing the promise of Opportunity zones requires local communities to establish and build relationships with QOF and to market local opportunities to investors. Some ways that communities are working to leverage the Opportunity Zone program include:

- 1) Develop an *Investment Prospectus* to showcase assets and investment opportunities in Qualified Opportunity Zones;
- 2) Ensure that investments in infrastructure being made in Opportunity Zones and/or through QOFs are high quality and meet performance/sustainability standards;
- 3) Market opportunities that leverage investments that are being made by key anchor institutions, like government agencies, companies, and universities;
- 4) Align local government investments with competitive assets located or under development in Opportunity Zones;
- 5) Facilitate opportunities for QOF investment in local entrepreneurship and development through access to capital, technical assistance, mentoring, and legal services, etc.;
- 6) Support QOF investments and local community and economic development through alignment of education and workforce development initiatives;
- 7) Facilitate development and preservation of affordable and workforce housing;
- 8) Other approaches that can help to align public interests and resources with the robust investment vehicles created by QOFs.

**Figure 19: Census Tracts Designated as Opportunity Zones**



Sources: City of Sacramento, Opportunity Zones, 2019; U.S. Census Bureau, TIGER, 2018; BAE, 2019.

# ANTICIPATED GROWTH AND MARKET OPPORTUNITIES

The following section discusses long-term growth projections for the City of Sacramento and the Sacramento-Roseville-Arden Arcade MSA through 2040. The data are based on the *Discussion Draft* and *Draft Preferred Scenario* forecasts provided by the Sacramento Area Council of Governments (SACOG) in January of 2019 during the 2020 Metropolitan Transportation Plan (MTP) and Sustainable Communities Strategy (SCS) update.<sup>63</sup> The data reflect a 2016 base year. In cases where this analysis calculates anticipated growth from 2018 onward, the 2018 estimates are based on the average annual growth rates that are implicit to SACOG's 2016 base year projection set. The *Draft Preferred Scenario* projections include only housing units and jobs by industry category. To provide additional insight into anticipated population and household growth, this analysis refers to the *Discussion Draft* projections of population and households for the City of Sacramento, as well as additional county-level population projections data published by the California Department of Finance (DOF). The analysis also relies on the distribution of jobs by land use type from the *Discussion Draft* projections set.

## Demographic and Economic Forecast

### *Population and Household Growth*

SACOG provided BAE with a copy of the internal *Discussion Draft* projections for the City of Sacramento in late 2018, ahead of the release of the projections associated with the *Draft Preferred Scenario*, which were published in January of 2019. According to the *Discussion Draft* figures, the City of Sacramento could be expected to add new residents at a rate of approximately 1.1 percent per year. If realized, this would mean that the city is likely to add somewhere on the order of 140,000 new residents between 2016 and 2040. This is roughly consistent with the total growth that could be expected if the city roughly maintains its current share of the total regional population, as estimated by BAE using the county-level population growth projections published by the DOF.

The *Discussion Draft* projections provided by SACOG assume a gradual decrease in the average household size in the City of Sacramento. As a result, SACOG anticipates that the city could add almost 70,000 new households between 2016 and 2018. If the average household sizes assumed in the SACOG projections are applied to city-level population estimates derived from the count-level DOF projections, the results are similar.

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<sup>63</sup> Although the projections data used for this analysis were the most up-to-date as of this writing, the figures were still preliminary. As such, they may not match the final land use assumptions used for the final 2020 MTP and SCS.

### ***Residential Demand***

The draft projections provided by SACOG for the *Preferred Scenario* include only housing units and jobs. According to these data, which are presented in Table 33 below, the City of Sacramento is likely to experience demand sufficient to absorb approximately 73,520 new housing units between 2016 and 2040. Housing demand growth is expected to occur at an annual rate of 1.3 percent, which is slightly higher than the projected population growth rate discussed above. Adjusting from a 2016 base year to a 2018 base year, based on the average annual growth rate implied within the data set, the city could expect demand sufficient to absorb approximately 68,253 new housing units between 2018 and 2040.

As discussed earlier in this report, there are just under 19,800 housing units currently planned and proposed for development in Sacramento, including around 9,500 single-family homes and more than 10,000 multifamily housing units (including apartments and condominium units). This is equal to approximately 27 percent of the projected demand through 2040. Assuming that future demand mirrors the current distribution of housing between single-family and multifamily structures, the current pipeline of development would be adequate to absorb approximately 19 percent of the projected single-family demand and just over 40 percent of the projected multifamily housing demand. However, recent market trends indicate that demand for multifamily housing may continue to increase as a share of total demand, though the exact trajectory is difficult to forecast. In addition to the units currently planned for near-term development, the City has existing capacity within already approved Planned Unit Developments (PUDs) and Specific Plan Areas (SPAs) for an additional 19,800 units, or another 27 percent of projected long-term demand. Thus, the City will need to make land available to accommodate the remaining 46 percent of projected long-term demand, or around 34,000 units, through the second half of the planning period.

### ***Employment Growth***

Table 33 also reports anticipated jobs growth between 2016 and 2040. Based on these data, the City of Sacramento is likely to add approximately 56,210 new jobs over this period at an annual rate of approximately 0.7 percent per year. SACOG projects jobs growth in the city will occur more slowly compared to the region as a whole, which is expected to add approximately 252,840 new jobs over this period at a rate of roughly 0.9 percent per year. Adjusting from 2016 to a 2018 base year, based on the average annual growth rate implied within the data set, the city could expect to add approximately 51,881 new jobs between 2018 and 2040. This indicates that the city is likely to capture around 21 percent of projected jobs growth in the Sacramento MSA. This means that the city would have a declining share of regional employment growth (i.e., as of 2016, the city accounted for 34 percent of employment in the Sacramento MSA, or 29 percent of the SACOG region, including Sutter and Yuba County).



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**Table 33: Growth Projections, 2016-2040**

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**City of Sacramento**

	<u>2016</u>	<u>2040</u>	<u>Total Change</u>		<u>Average Annual Change</u>
			<u>Number</u>	<u>Percent</u>	
Dwelling Units	194,462	267,981	73,519	37.8%	1.3%
Employment	308,735	364,949	56,214	18.2%	0.7%

**Sacramento MSA**

	<u>2016</u>	<u>2040</u>	<u>Total Change</u>		<u>Average Annual Change</u>
			<u>Number</u>	<u>Percent</u>	
Dwelling Units	858,566	1,104,060	245,494	28.6%	1.1%
Employment	895,836	1,148,677	252,841	28.2%	1.0%

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## Notes:

(a) Projections data are those provided by SACOG in January 2019 during the 2020 MTP/SCS update, which may not be fully reflective of the final land use assumptions for the 2020 MTP/SCS.

Sources: SACOG, 2019; BAE, 2019.

***Job-Growth by Land Use Type***

To forecast jobs by land use category, BAE combined the jobs totals from the *Preferred Scenario* and the distribution by land use type from the *Discussion Draft* projection set, since the necessary detail was not yet available for the Preferred Scenario. These figures are provided in Table 34. According to these data, the City of Sacramento may add up to 56,214 new jobs between 2016 and 2040, at an average rate of around 0.7 percent per year. The largest absolute gains are expected in the Office sector, which is expected to add around 15,225 new jobs, at an annual rate of 1.2 percent. The next largest absolute gains are expected in Medical (13,222 new jobs; 1.6 percent per year), Government (8,165 new jobs; 0.6 percent per year), and Retail (5,788 jobs; 0.7 percent per year).

**Table 34: Job Growth by Land Use Type, 2016-2040 (a)**

City of Sacramento					
Land Use Type	2016	2040	Total Change		Average Annual Change
			Number	Percent	
Education	14,257	18,753	4,490	31.5%	1.1%
Food	20,583	24,476	3,884	18.9%	0.7%
Government	52,622	60,807	8,165	15.5%	0.6%
Office	82,549	97,805	15,225	18.4%	0.7%
Retail	31,266	37,067	5,788	18.5%	0.7%
Services	28,689	33,645	4,945	17.2%	0.7%
Medical	27,941	41,177	13,222	47.3%	1.6%
Industrial	30,656	31,043	377	1.2%	0.1%
Other (b)	20,171	20,177	0	n.a.	n.a.
<b>Total, All (c)</b>	<b>308,735</b>	<b>364,949</b>	<b>56,214</b>	<b>18.2%</b>	<b>0.7%</b>

Notes:

(a) Based on the total jobs projections provided in the Draft Preferred Scenario and the distribution of jobs by industry provided in the Discussion Draft Scenario. Projections data are those provided by SACOG in January 2019 during the 2020 MTP/SCS update, which may not be fully reflective of the final land use assumptions for the 2020 MTP/SCS.

(b) Figures may not sum to totals due to rounding.

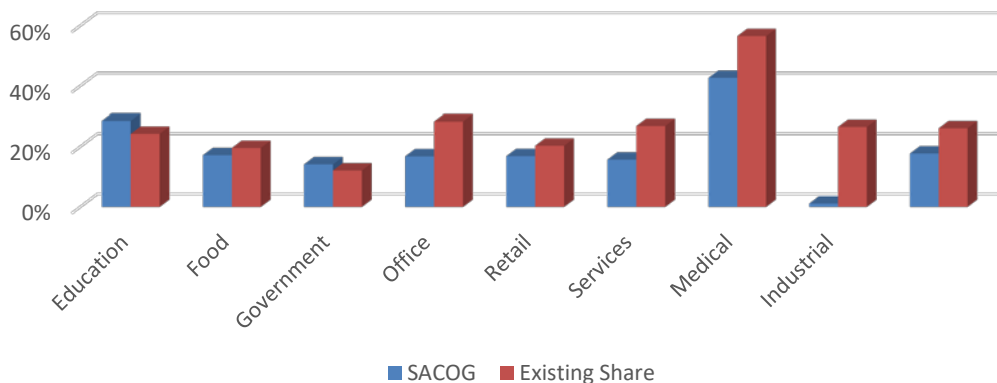
(c) Excludes approximately 20,170 existing home-based jobs.

Sources: SACOG, 2019; BAE, 2019.

**Supportable Non-Residential Development**

To calculate the anticipated future land use needs for general planning purposes, BAE analyzed two alternative land use demand scenarios. The first scenario is based on the published SCACOG employment projections discussed above. One assumption seemingly implicit in that dataset is that the City of Sacramento is likely to decline in its share of regional employment. Recognizing that this is contrary to recent historical trends, BAE also developed an alternative scenario that assumes that the City of Sacramento will maintain its existing share of regional employment, accounting for differential growth by land use type. Information for each scenario is summarized in Table 35.

**Figure 20: Jobs Growth by Land Use Category and Projection Scenario, 2018-2040**



Sources: SACOG; BAE, 2018.

**Table 35: Supportable Non-Residential Development 2018-2040**

**City of Sacramento**

Land Use Type	New Jobs 2018-2040 (a)		Employment Density (b)	Supportable Development (Millions of Sq. Ft.)	
	SACOG	Existing Share (c)		SACOG	Existing Share
Education	4,167	3,542	700	3.21	2.73
Food	3,594	4,092	600	2.37	2.70
Government	7,548	6,461	500	4.15	3.55
Office	14,084	23,721	200	3.10	5.22
Retail	5,355	6,452	450	2.65	3.19
Services	4,573	7,819	500	2.52	4.30
Medical	12,319	16,319	350	4.74	6.28
Industrial	355	8,153	1,000	0.39	8.97
<b>Total, All (d)</b>	<b>51,995</b>	<b>76,559</b>		<b>23.13</b>	<b>36.95</b>

**Sacramento MSA**

Land Use Type	New Jobs 2018-2040 (a)	Employment Density (b)	Supportable Development (Millions of Sq. Ft.)
Education	14,590	700	11.23
Food	15,966	600	10.54
Government	13,947	500	7.67
Office	66,881	200	14.71
Retail	25,257	450	12.50
Services	30,136	500	16.58
Medical	36,542	350	14.07
Industrial	30,690	1,000	33.76
<b>Total, All (a)(b)</b>	<b>234,010</b>		<b>121.06</b>

Notes:

- (a) Employment by type in 2018 was estimated based on the 2016 estimate included in the SACOG projections data and the annual average growth rate for the period from 2016 to 2040 by job type.
- (b) Based on draft data provided by SACOG in January 2019 during the 2020 MTP/SCS update, which may not be fully reflective of the final land use assumptions for the 2020 MTP/SCS.
- (c) Based on the regional SACOG jobs projections, combined with the distribution of jobs by industry provided in the Caltrans long-term projections, assuming that Sacramento maintains its current share of regional employment by industry.
- (d) Based on industry standard average employment densities.
- (e) Includes a 10 percent vacancy adjustment.

Sources: SACOG; BAE, 2018.

### *Retail and Related Uses*

As reported in Table 35, the City of Sacramento is expected to add nearly 5,355 to 6,452 new retail jobs between 2018 and 2040, in addition to 3,594 to 4,092 new food service jobs, and 4,573 to 7,819 new service jobs. Based on employment density factors that are representative of current industry standards, this new employment would be sufficient to support between 7.54 and 10.19 million square feet of new commercial space. This includes nearly 2.65 to 3.19 million square feet of retail, 2.37 to 2.70 million square feet of food service, and 2.52 to 4.30 million square feet of service space. If this demand materializes as projected, the City's existing pipeline of planned and proposed development projects would be sufficient to absorb less than 10 percent.

There are a number of factors that may dampen demand for retail and related uses during the General Plan timeframe. A primary factor is the ongoing rise of eCommerce, as discussed earlier in this report. According to Forrester Research, eCommerce outlets may reasonably achieve 17 percent market share in the retail sector through 2022. Conservatively assuming that eCommerce achieves an average market share of 20 percent over the course of the planning period, the City of Sacramento would still need to accommodate 2.3 to 2.7 million square feet of new retail space through 2040, as well as 2.0 to 2.3 million square feet of food service and 2.2 to 3.7 million square feet of service space.

Even with these caveats, the retail demand projections may overestimate demand for new retail and related development. For example, the Sacramento market absorbed approximately 180,660 square feet of new retail space per year between 2010 and 2018. If this pace of absorption could be sustained on average through 2040, it would be more than sufficient to accommodate projected retail demand, but would be insufficient by around half if demand for food service and related services is included. Likewise, the current pipeline of planned and proposed retail projects also indicates a lack of confidence in the market, with planned projects being equal to less than ten percent of the projected future demand. Rather, many investors are turning to existing shopping centers, which are being renovated with a shifting tenant mix that emphasizes experiential retail, entertainment, and services.

### *Office Uses*

As reported in Table 35, the City of Sacramento is expected to add nearly 14,084 to 23,721 new office jobs between 2018 and 2040. Based on an employment density factor that is representative of current industry standards, this new employment would be sufficient to support between 3.10 and 5.22 million square feet of new office development. Note that the City of Sacramento currently accounts for around 58 percent of the regional office real estate market. The SACOG projections assume that the City will experience a decreasing share of regional office employment; hence the large difference between the SACOG projection scenario and the scenario that assumes that the City will maintain its existing share.

As discussed earlier, the current inventory of planned and proposed development in Sacramento includes approximately 2.2 million square feet of new office space. If built as currently envisioned, this would equal 42 to 70 percent of the projected future demand. Recognizing that builders are currently hesitant to develop speculative office space, the majority of the planned development is build-to-suit and may therefore be considered outside of the future demand projections discussed here. As discussed above, the Sacramento market absorbed an average of around 216,000 square feet of new retail space each year from 2010 to 2018. If demand materializes as currently projected, the market would need to absorb between 140,838 and 237,211 square feet per year, which is consistent with recent historical trends.

#### *Industrial Uses*

As reported in Table 35, SACOG currently projects that the City will experience a net increase in industrial employment of only 355 jobs through 2040. However, if the City were to maintain its existing share of regional industrial employment, the City could gain more than 8,150 new jobs. While the specific reasons behind SACOG's low industrial employment figures is unclear, there are a number of factors that may be at play. While Sacramento hosts around 46 percent of the region's current inventory of industrial space, other cities throughout the region are adding large volumes of new inventory in places that are better suited for regional logistics, such as parts of Woodland, West Sacramento, Lincoln, Roseville, and Rocklin. Expansion of industrial uses in these areas generally corresponds with an adjustment in the regional industrial sector which is experiencing slower growth, and in some cases contraction, in the durable goods manufacturing, with more rapid growth in the transportation and warehousing sector (which is also tied to the expansion of eCommerce). Meanwhile, a number of Sacramento's existing industrial districts, which were largely oriented toward manufacturing, are now beginning to transition away from industrial uses towards more residential, office, and commercial uses. Prime examples of this include the River District and the Rail Yards. One exception to this trend is the cannabis industry, which is expanding rapidly, particularly in the Power Inn Road industrial area.

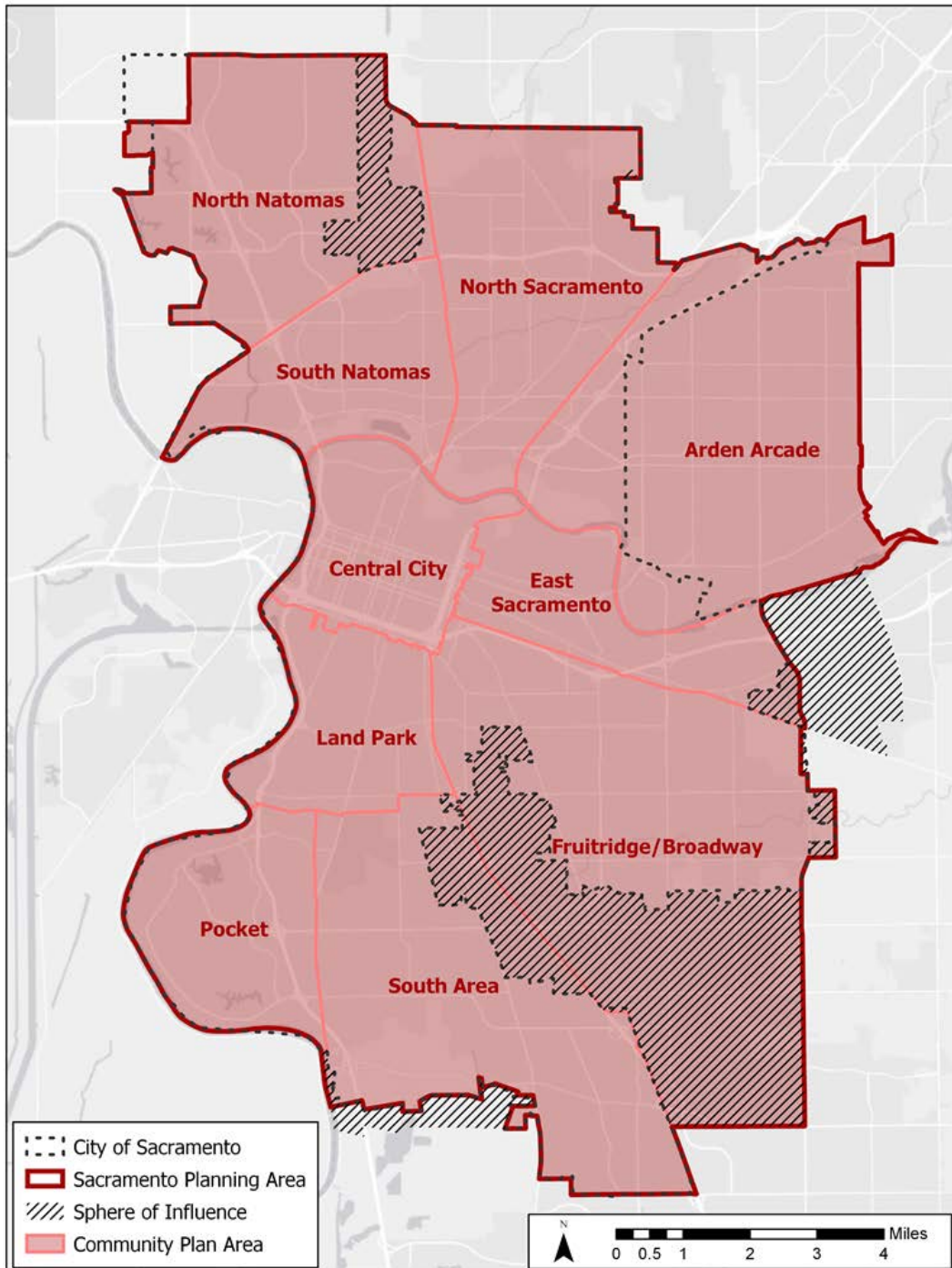
Based on an employment density factor that is generally representative of current industry standards, new employment in the industrial sector would be sufficient to support up to 8.97 million square feet of new industrial development, assuming that the City is able to maintain its existing share of regional industrial sector. With the rapid expansion of warehousing and distribution facilities throughout the region, it is unlikely that the City will maintain its current share of the regional industry. However, with the current assortment of existing industrial businesses, and the rapid expansion of some subsectors like cannabis, it is similarly unlikely that the City will experience demand for only a few hundred thousand square feet of new industrial development. For example, between 2010 and 2018, industrial users in Sacramento absorbed a net of nearly five million square feet of new industrial space. This equals around 622,310 square feet per year. For the sake of argument, if this pace were to

be sustained through 2040, which is unlikely, the City could see up to 13.7 million square feet of new industrial development.

*All Other Uses*

The three land use categories reported in Table 35 which are not discussed above include Education, Medical, and Education. These sectors generally represent institutional employment associated with State and Federal government agencies, as well as public and private educational institutions, and major medical facilities, like hospitals. In total, these sectors are projected to gain between 24,034 and 26,322 new jobs through 2040, with around 50 to 60 percent being in the Medical sector specifically. If this employment materializes as currently projected, the resulting demand may be sufficient to absorb between 2.73 and 3.214 million square feet of new educational facilities, 3.55 and 4.15 million square feet of new government facilities, and 4.74 to 6.28 million square feet of new medical facilities.

# APPENDIX A: SACRAMENTO PLANNING AREA AND COMMUNITY PLAN AREAS



Sources: U.S. Census Bureau, Topologically Integrated Geographic Encoding and Referencing (TIGER), 2017; City of Sacramento, 2017; BAE, 2018.

## APPENDIX B: SACRAMENTO COMMUNITY PLAN AREAS



## Appendix B1: Community Plan Area Summary

	Arden Arcade	Central City	East Sacramento	Fruitridge/ Broadway	Land Park	North Natomas	North Sacramento	Pocket	South Area	South Natomas	Sacramento Planning Area
<b>Demographics</b>											
<b>2018</b>											
Total, Population	101,071	35,547	32,659	153,452	33,831	59,979	60,574	45,706	116,863	46,012	685,694
% Minority	43.1%	49.7%	33.4%	77.5%	50.7%	69.3%	75.0%	66.8%	88.0%	73.1%	67.4%
Total, Households	44,355	22,167	14,921	49,214	14,765	20,936	18,038	19,952	33,718	16,623	254,689
Median Household Income	\$53,949	\$38,822	\$74,408	\$44,501	\$73,949	\$82,890	\$39,892	\$74,133	\$44,281	\$54,673	\$54,914
<b>Jobs by Type</b>											
<b>2015</b>											
Goods Producing	3.0%	3.6%	2.7%	18.1%	3.3%	10.9%	15.7%	1.5%	3.4%	4.2%	6.7%
Services	90.8%	39.3%	84.4%	74.7%	44.7%	86.9%	70.4%	87.3%	93.0%	76.2%	66.9%
Government	6.2%	57.1%	12.9%	7.2%	52.0%	2.2%	13.9%	11.2%	3.6%	19.6%	26.4%
<b>Total, Jobs</b>	<b>64,518</b>	<b>117,330</b>	<b>22,226</b>	<b>55,914</b>	<b>17,561</b>	<b>20,041</b>	<b>16,697</b>	<b>6,487</b>	<b>21,084</b>	<b>14,123</b>	<b>355,981</b>
<b>Types of Residence</b>											
<b>2016</b>											
Single Family	53.5%	18.1%	75.3%	75.8%	83.3%	68.0%	73.7%	69.1%	75.4%	56.4%	65.0%
Multifamily	45.9%	81.7%	24.5%	18.6%	16.7%	31.0%	22.9%	30.8%	21.4%	42.6%	33.0%
Other	0.6%	0.3%	0.3%	5.6%	0.1%	1.0%	3.3%	0.1%	3.2%	1.1%	2.1%
<b>Total, Housing Units</b>	<b>47,370</b>	<b>21,206</b>	<b>15,617</b>	<b>51,383</b>	<b>15,448</b>	<b>21,164</b>	<b>19,212</b>	<b>20,847</b>	<b>34,792</b>	<b>17,582</b>	<b>264,621</b>
% Vacancy	8.9%	11.9%	6.3%	6.8%	6.2%	5.1%	9.2%	6.3%	6.7%	5.6%	7.4%
<b>Residential</b>											
<b>2018</b>											
Median Sale Price (a)	\$349,975	\$533,750	\$511,000	\$285,000	\$497,100	\$381,000	\$240,000	\$448,000	\$279,000	\$315,000	\$327,500
Median Sale Price (per sq. ft.)	\$245	\$388	\$376	\$224	\$361	\$207	\$210	\$251	\$201	\$217	\$225
Avg. Asking Rent (per unit/month) (b)	\$1,140	\$1,326	\$1,366	\$1,064	\$881	\$1,692	\$970	\$1,412	\$1,081	\$1,463	\$1,241
<b>Retail</b>											
<b>Q3 2018</b>											
Inventory (sq. ft.)	9,687,431	4,648,980	1,522,084	6,240,126	1,515,272	2,660,702	1,455,851	894,458	4,455,457	1,072,962	34,153,323
% Vacancy	8.9%	5.1%	1.0%	5.2%	3.5%	7.5%	4.4%	6.7%	9.3%	6.3%	6.7%
Avg. Asking NNN Rent (per sq. ft.)	\$1.37	\$1.70	\$1.28	\$1.12	\$1.63	\$1.50	\$1.03	\$1.04	\$1.30	\$1.33	\$1.37
<b>Office</b>											
Inventory (sq. ft.)	9,779,120	25,661,228	2,877,925	3,436,507	885,242	2,634,992	908,068	530,984	1,054,606	4,023,319	51,791,991
% Vacancy	13.9%	8.0%	10.8%	5.0%	0.7%	10.9%	8.7%	5.5%	12.6%	9.9%	9.3%
Avg. Asking Gross Rent (per sq. ft.)	\$1.76	\$2.50	\$1.90	\$1.85	\$1.49	\$1.84	\$1.79	\$1.70	\$1.77	\$1.95	\$2.15
<b>Industrial</b>											
Inventory (sq. ft.)	2,698,761	6,502,495	673,630	26,195,158	1,391,379	8,219,967	9,184,806	0	4,322,803	337,953	59,526,952
% Vacancy	2.1%	1.9%	0.8%	3.9%	1.8%	2.7%	3.4%	n.a.	21.9%	0.0%	4.6%
Avg. Asking NNN Rent (per sq. ft.)	\$0.90	\$0.52	\$0.92	\$0.79	\$1.17	\$0.53	\$0.63	n.a.	\$1.06	\$0.29	\$0.73

### Notes:

(a) Represents the median sale price and sale price per square foot for single-family, duplex units, and condominium units between May and October 2018.

(b) Represents The average asking rent per unit per month reported by CoStar for the third quarter of 2018.

Sources: CoStar, 2018; Esri Business Analyst, 2018; U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates; Longitudinal Employer-Household Dynamics (LEHD), 2015; Sacramento Association of Realtors, 2018; BAE, 2018.

## Appendix B2: Sacramento Planning Area Profile

<b>Demographics</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
White	36.3%	32.6%	-4.0%
Hispanic/Latino	26.8%	28.7%	14.6%
African American	13.3%	12.9%	3.9%
Asian	17.1%	18.7%	17.0%
All Others	6.5%	7.2%	17.7%
<b>Total, Population</b>	<b>640,561</b>	<b>685,694</b>	<b>7.0%</b>
% Minority	63.7%	67.4%	n.a.
<b>Household Income</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Less than \$15,000	n.a.	13.1%	n.a.
\$15,000-\$24,999	n.a.	10.5%	n.a.
\$25,000-\$34,999	n.a.	9.7%	n.a.
\$35,000-\$49,999	n.a.	12.9%	n.a.
\$50,000-\$74,999	n.a.	17.4%	n.a.
\$75,000-\$99,999	n.a.	11.8%	n.a.
\$100,000-\$149,999	n.a.	13.4%	n.a.
\$150,000-\$199,999	n.a.	5.2%	n.a.
\$200,000 or more	n.a.	5.2%	n.a.
<b>Total, Households</b>	<b>238,970</b>	<b>254,689</b>	<b>6.6%</b>
Median Household Income	n.a.	\$54,914	n.a.
<b>Jobs by Type</b>	<b>2010</b>	<b>2015</b>	<b>% Change</b>
Natural Resources & Mining	0.1%	0.1%	3.2%
Construction	3.1%	3.7%	25.7%
Manufacturing	2.9%	2.9%	3.7%
Trade, Transp., & Utilities	13.8%	15.0%	13.5%
Information	1.9%	1.9%	5.3%
Financial Activities	4.1%	3.6%	-8.0%
Professional & Business Services	12.5%	12.3%	3.7%
Education & Health Services	19.6%	22.5%	20.1%
Leisure & Hospitality	7.3%	8.2%	17.8%
Other Services	5.4%	3.4%	-32.5%
Government	29.3%	26.4%	-5.4%
<b>Total, Jobs</b>	<b>339,242</b>	<b>355,981</b>	<b>4.9%</b>
<b>Types of Residence</b>	<b>2010</b>	<b>2016</b>	<b>% Change</b>
Single Family	n.a.	65.0%	n.a.
Multifamily	n.a.	33.0%	n.a.
Other (a)	n.a.	2.1%	n.a.
<b>Total, Housing Units</b>	<b>261,893</b>	<b>264,621</b>	<b>1.0%</b>
% Vacancy	8.8%	7.4%	n.a.
<b>Residential</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Median Sale Price (b)	\$143,000	\$327,500	129.0%
Median Sale Price (per sq. ft.)	\$100	\$225	125.1%
	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Avg. Asking Rent (per unit/month)	\$1,177	\$1,241	5.4%
<b>Retail</b>	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Inventory (sq. ft.)	33,620,895	34,153,323	1.6%
% Vacancy	7.5%	6.7%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$1.37	\$1.37	-0.6%
<b>Office</b>			
Inventory (sq. ft.)	51,745,239	51,791,991	0.1%
% Vacancy	10.4%	9.3%	n.a.
Avg. Asking Gross Rent (per sq. ft.) (c)	\$2.05	\$2.15	5.1%
<b>Industrial</b>			
Inventory (sq. ft.)	59,306,873	59,526,952	0.4%
% Vacancy	4.8%	4.6%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$0.52	\$0.73	40.9%

### Notes:

- (a) Includes mobile homes, boats, RVs, vans, or other non-traditional residences.
- (b) Represents the median sale price and sale price per square foot for single-family, duplex units, and condominium units between May and October 2018.
- (c) Office rents are displayed as full service gross rents rather than base (NNN) rents.

Sources: CoStar, 2018; Esri Business Analyst, 2018; U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates; Longitudinal Employer-Household Dynamics (LEHD), 2015; Sacramento Association of Realtors, 2018; BAE, 2018.

## Appendix B3: Arden Arcade Profile

<b>Demographics</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
White	61.1%	56.9%	-2.1%
Hispanic/Latino	19.4%	21.7%	17.5%
African American	8.1%	8.2%	6.2%
Asian	6.0%	7.0%	22.0%
All Others	5.4%	6.1%	19.2%
<b>Total, Population</b>	<b>96,300</b>	<b>101,071</b>	<b>5.0%</b>
% Minority	38.9%	43.1%	n.a.
<b>Household Income</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Less than \$15,000	n.a.	13.0%	n.a.
\$15,000-\$24,999	n.a.	10.3%	n.a.
\$25,000-\$34,999	n.a.	10.2%	n.a.
\$35,000-\$49,999	n.a.	13.1%	n.a.
\$50,000-\$74,999	n.a.	15.6%	n.a.
\$75,000-\$99,999	n.a.	11.4%	n.a.
\$100,000-\$149,999	n.a.	13.4%	n.a.
\$150,000-\$199,999	n.a.	5.2%	n.a.
\$200,000 or more	n.a.	7.8%	n.a.
<b>Total, Households</b>	<b>42,693</b>	<b>44,355</b>	<b>3.9%</b>
Median Household Income	n.a.	\$53,949	n.a.
<b>Jobs by Type</b>	<b>2010</b>	<b>2015</b>	<b>% Change</b>
Natural Resources & Mining	0.0%	0.1%	64.0%
Construction	2.0%	2.2%	10.4%
Manufacturing	1.0%	0.7%	-29.8%
Trade, Transp., & Utilities	16.0%	16.9%	6.3%
Information	2.1%	3.4%	62.8%
Financial Activities	10.5%	8.6%	-17.5%
Professional & Business Services	23.4%	22.9%	-1.0%
Education & Health Services	24.2%	25.8%	7.5%
Leisure & Hospitality	10.0%	10.8%	8.6%
Other Services	3.9%	2.4%	-36.3%
Government	6.7%	6.2%	-6.9%
<b>Total, Jobs</b>	<b>63,885</b>	<b>64,518</b>	<b>1.0%</b>
<b>Types of Residence</b>	<b>2010</b>	<b>2016</b>	<b>% Change</b>
Single Family	n.a.	53.5%	n.a.
Multifamily	n.a.	45.9%	n.a.
Other (a)	n.a.	0.6%	n.a.
<b>Total, Housing Units</b>	<b>47,368</b>	<b>47,370</b>	<b>0.0%</b>
% Vacancy	9.9%	8.9%	n.a.
<b>Residential</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Median Sale Price (b)	\$179,750	\$349,975	94.7%
Median Sale Price (per sq. ft.)	\$129	\$245	89.2%
	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Avg. Asking Rent (per unit/month)	\$1,089	\$1,140	4.7%
<b>Retail</b>	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Inventory (sq. ft.)	9,668,267	9,687,431	0.2%
% Vacancy	10.2%	8.9%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$1.42	\$1.37	-3.5%
<b>Office</b>			
Inventory (sq. ft.)	9,798,185	9,779,120	-0.2%
% Vacancy	14.8%	13.9%	n.a.
Avg. Asking Gross Rent (per sq. ft.) (c)	\$1.71	\$1.76	2.9%
<b>Industrial</b>			
Inventory (sq. ft.)	2,698,761	2,698,761	0.0%
% Vacancy	4.4%	2.1%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$0.84	\$0.90	7.1%

### Notes:

- (a) Includes mobile homes, boats, RVs, vans, or other non-traditional residences.  
 (b) Represents the median sale price and sale price per square foot for single-family, duplex units, and condominium units between May and October 2018.  
 (c) Office rents are displayed as full service gross rents rather than base (NNN) rents.

Sources: CoStar, 2018; Esri Business Analyst, 2018; U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates; Longitudinal Employer-Household Dynamics (LEHD), 2015; Sacramento Association of Realtors, 2018; BAE, 2018.

## Appendix B4: Central City Profile

<b>Demographics</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
White	55.0%	50.3%	0.5%
Hispanic/Latino	19.6%	22.1%	23.7%
African American	9.3%	9.5%	12.3%
Asian	10.3%	11.7%	24.0%
All Others	5.8%	6.5%	22.1%
<b>Total, Population</b>	<b>32,367</b>	<b>35,547</b>	<b>9.8%</b>
% Minority	45.0%	49.7%	n.a.
<b>Household Income</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Less than \$15,000	n.a.	19.8%	n.a.
\$15,000-\$24,999	n.a.	12.0%	n.a.
\$25,000-\$34,999	n.a.	9.6%	n.a.
\$35,000-\$49,999	n.a.	11.5%	n.a.
\$50,000-\$74,999	n.a.	13.6%	n.a.
\$75,000-\$99,999	n.a.	6.9%	n.a.
\$100,000-\$149,999	n.a.	11.2%	n.a.
\$150,000-\$199,999	n.a.	2.7%	n.a.
\$200,000 or more	n.a.	2.8%	n.a.
<b>Total, Households</b>	<b>18,101</b>	<b>22,167</b>	<b>22.5%</b>
Median Household Income	n.a.	\$38,822	n.a.
<b>Jobs by Type</b>	<b>2010</b>	<b>2015</b>	<b>% Change</b>
Natural Resources & Mining	0.0%	0.1%	39.6%
Construction	1.0%	1.7%	54.6%
Manufacturing	1.5%	1.9%	14.1%
Trade, Transp., & Utilities	6.6%	6.7%	-4.2%
Information	2.2%	1.6%	-31.9%
Financial Activities	2.5%	2.5%	-3.7%
Professional & Business Services	9.4%	9.8%	-1.5%
Education & Health Services	5.3%	7.1%	25.4%
Leisure & Hospitality	6.7%	7.7%	8.5%
Other Services	4.0%	3.9%	-7.9%
Government	60.7%	57.1%	-11.4%
<b>Total, Jobs</b>	<b>124,452</b>	<b>117,330</b>	<b>-5.7%</b>
<b>Types of Residence</b>	<b>2010</b>	<b>2016</b>	<b>% Change</b>
Single Family	n.a.	18.1%	n.a.
Multifamily	n.a.	81.7%	n.a.
Other (a)	n.a.	0.3%	n.a.
<b>Total, Housing Units</b>	<b>20,752</b>	<b>21,206</b>	<b>2.2%</b>
% Vacancy	12.8%	11.9%	n.a.
<b>Residential</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Median Sale Price (b)	\$284,500	\$533,750	87.6%
Median Sale Price (per sq. ft.)	\$226	\$388	71.6%
	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Avg. Asking Rent (per unit/month)	\$1,274	\$1,326	4.1%
<b>Retail</b>	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Inventory (sq. ft.)	4,639,843	4,648,980	0.2%
% Vacancy	5.7%	5.1%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$1.58	\$1.70	7.6%
<b>Office</b>			
Inventory (sq. ft.)	25,606,653	25,661,228	0.2%
% Vacancy	8.8%	8.0%	n.a.
Avg. Asking Gross Rent (per sq. ft.) (c)	\$2.36	\$2.50	5.9%
<b>Industrial</b>			
Inventory (sq. ft.)	6,502,495	6,502,495	0.0%
% Vacancy	2.6%	1.9%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$0.50	\$0.52	4.0%

### Notes:

- (a) Includes mobile homes, boats, RVs, vans, or other non-traditional residences.
- (b) Represents the median sale price and sale price per square foot for single-family, duplex units, and condominium units between May and October 2018.
- (c) Office rents are displayed as full service gross rents rather than base (NNN) rents.

Sources: CoStar, 2018; Esri Business Analyst, 2018; U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates; Longitudinal Employer-Household Dynamics (LEHD), 2015; Sacramento Association of Realtors, 2018; BAE, 2018.

## Appendix B5: East Sacramento Profile

<b>Demographics</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
White	70.6%	66.6%	-2.6%
Hispanic/Latino	14.9%	17.0%	17.8%
African American	3.9%	4.0%	6.0%
Asian	6.0%	7.0%	21.4%
All Others	4.7%	5.4%	19.6%
<b>Total, Population</b>	<b>31,635</b>	<b>32,659</b>	<b>3.2%</b>
% Minority	29.4%	33.4%	n.a.
<b>Household Income</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Less than \$15,000	n.a.	7.7%	n.a.
\$15,000-\$24,999	n.a.	7.8%	n.a.
\$25,000-\$34,999	n.a.	6.2%	n.a.
\$35,000-\$49,999	n.a.	9.8%	n.a.
\$50,000-\$74,999	n.a.	18.7%	n.a.
\$75,000-\$99,999	n.a.	12.8%	n.a.
\$100,000-\$149,999	n.a.	17.3%	n.a.
\$150,000-\$199,999	n.a.	8.9%	n.a.
\$200,000 or more	n.a.	10.7%	n.a.
<b>Total, Households</b>	<b>14,536</b>	<b>14,921</b>	<b>2.6%</b>
Median Household Income	n.a.	\$74,408	n.a.
<b>Jobs by Type</b>	<b>2010</b>	<b>2015</b>	<b>% Change</b>
Natural Resources & Mining	0.4%	0.4%	26.0%
Construction	2.8%	1.7%	-30.3%
Manufacturing	0.6%	0.6%	7.6%
Trade, Transp., & Utilities	8.9%	9.0%	14.5%
Information	0.9%	0.5%	-41.2%
Financial Activities	2.4%	3.0%	38.9%
Professional & Business Services	16.1%	12.1%	-14.8%
Education & Health Services	43.1%	48.5%	27.1%
Leisure & Hospitality	8.3%	7.9%	8.0%
Other Services	5.1%	3.4%	-24.0%
Government	11.4%	12.9%	28.0%
<b>Total, Jobs</b>	<b>19,653</b>	<b>22,226</b>	<b>13.1%</b>
<b>Types of Residence</b>	<b>2010</b>	<b>2016</b>	<b>% Change</b>
Single Family	n.a.	75.3%	n.a.
Multifamily	n.a.	24.5%	n.a.
Other (a)	n.a.	0.3%	n.a.
<b>Total, Housing Units</b>	<b>15,524</b>	<b>15,617</b>	<b>0.6%</b>
% Vacancy	6.4%	6.3%	n.a.
<b>Residential</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Median Sale Price (b)	\$330,000	\$511,000	54.8%
Median Sale Price (per sq. ft.)	\$257	\$376	46.6%
	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Avg. Asking Rent (per unit/month)	\$1,208	\$1,366	13.1%
<b>Retail</b>	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Inventory (sq. ft.)	1,523,798	1,522,084	-0.1%
% Vacancy	2.0%	1.0%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$1.32	\$1.28	-3.0%
<b>Office</b>			
Inventory (sq. ft.)	2,877,925	2,877,925	0.0%
% Vacancy	12.3%	10.8%	n.a.
Avg. Asking Gross Rent (per sq. ft.) (c)	\$1.81	\$1.90	5.0%
<b>Industrial</b>			
Inventory (sq. ft.)	693,806	673,630	-2.9%
% Vacancy	0.4%	0.8%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$1.17	\$0.92	-21.4%

### Notes:

- (a) Includes mobile homes, boats, RVs, vans, or other non-traditional residences.
- (b) Represents the median sale price and sale price per square foot for single-family, duplex units, and condominium units between May and October 2018.
- (c) Office rents are displayed as full service gross rents rather than base (NNN) rents.

Sources: CoStar, 2018; Esri Business Analyst, 2018; U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates; Longitudinal Employer-Household Dynamics (LEHD), 2015; Sacramento Association of Realtors, 2018; BAE, 2018.

## Appendix B6: Fruitridge/Broadway Profile

<b>Demographics</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
White	25.5%	22.5%	-5.7%
Hispanic/Latino	32.9%	34.8%	13.2%
African American	13.5%	12.8%	2.4%
Asian	22.0%	23.4%	14.0%
All Others	6.1%	6.5%	15.5%
<b>Total, Population</b>	<b>143,116</b>	<b>153,452</b>	<b>7.2%</b>
% Minority	74.5%	77.5%	n.a.
<b>Household Income</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Less than \$15,000	n.a.	15.8%	n.a.
\$15,000-\$24,999	n.a.	13.4%	n.a.
\$25,000-\$34,999	n.a.	10.9%	n.a.
\$35,000-\$49,999	n.a.	14.0%	n.a.
\$50,000-\$74,999	n.a.	19.3%	n.a.
\$75,000-\$99,999	n.a.	11.4%	n.a.
\$100,000-\$149,999	n.a.	10.3%	n.a.
\$150,000-\$199,999	n.a.	2.8%	n.a.
\$200,000 or more	n.a.	2.0%	n.a.
<b>Total, Households</b>	<b>46,306</b>	<b>49,214</b>	<b>6.3%</b>
Median Household Income	n.a.	\$44,501	n.a.
<b>Jobs by Type</b>	<b>2010</b>	<b>2015</b>	<b>% Change</b>
Natural Resources & Mining	0.1%	0.1%	-14.3%
Construction	8.1%	8.6%	18.3%
Manufacturing	8.3%	9.5%	27.0%
Trade, Transp., & Utilities	24.2%	26.3%	20.8%
Information	1.3%	0.9%	-18.7%
Financial Activities	1.2%	1.2%	9.0%
Professional & Business Services	6.7%	6.2%	3.3%
Education & Health Services	30.5%	31.5%	14.8%
Leisure & Hospitality	4.4%	5.4%	35.9%
Other Services	6.8%	3.2%	-47.6%
Government	8.2%	7.2%	-3.0%
<b>Total, Jobs</b>	<b>50,168</b>	<b>55,914</b>	<b>11.5%</b>
<b>Types of Residence</b>	<b>2010</b>	<b>2016</b>	<b>% Change</b>
Single Family	n.a.	75.8%	n.a.
Multifamily	n.a.	18.6%	n.a.
Other (a)	n.a.	5.6%	n.a.
<b>Total, Housing Units</b>	<b>50,810</b>	<b>51,383</b>	<b>1.1%</b>
% Vacancy	8.9%	6.8%	n.a.
<b>Residential</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Median Sale Price (b)	\$117,000	\$285,000	143.6%
Median Sale Price (per sq. ft.)	\$88	\$224	153.6%
	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Avg. Asking Rent (per unit/month)	\$996	\$1,064	6.8%
<b>Retail</b>	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Inventory (sq. ft.)	6,230,279	6,240,126	0.2%
% Vacancy	6.3%	5.2%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$1.20	\$1.12	-6.7%
<b>Office</b>			
Inventory (sq. ft.)	3,425,265	3,436,507	0.3%
% Vacancy	5.4%	5.0%	n.a.
Avg. Asking Gross Rent (per sq. ft.) (c)	\$1.84	\$1.85	0.5%
<b>Industrial</b>			
Inventory (sq. ft.)	25,954,903	26,195,158	0.9%
% Vacancy	3.3%	3.9%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$0.50	\$0.79	58.0%

### Notes:

- (a) Includes mobile homes, boats, RVs, vans, or other non-traditional residences.
- (b) Represents the median sale price and sale price per square foot for single-family, duplex units, and condominium units between May and October 2018.
- (c) Office rents are displayed as full service gross rents rather than base (NNN) rents.

Sources: CoStar, 2018; Esri Business Analyst, 2018; U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates; Longitudinal Employer-Household Dynamics (LEHD), 2015; Sacramento Association of Realtors, 2018; BAE, 2018.

## Appendix B7: Land Park Profile

<b>Demographics</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
White	54.1%	49.3%	-3.8%
Hispanic/Latino	20.1%	22.2%	16.2%
African American	7.5%	7.8%	10.4%
Asian	12.9%	14.6%	19.3%
All Others	5.4%	6.1%	19.8%
<b>Total, Population</b>	<b>32,052</b>	<b>33,831</b>	<b>5.6%</b>
% Minority	45.9%	50.7%	n.a.
<b>Household Income</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Less than \$15,000	n.a.	10.7%	n.a.
\$15,000-\$24,999	n.a.	7.2%	n.a.
\$25,000-\$34,999	n.a.	8.5%	n.a.
\$35,000-\$49,999	n.a.	10.2%	n.a.
\$50,000-\$74,999	n.a.	13.7%	n.a.
\$75,000-\$99,999	n.a.	11.9%	n.a.
\$100,000-\$149,999	n.a.	18.0%	n.a.
\$150,000-\$199,999	n.a.	7.7%	n.a.
\$200,000 or more	n.a.	12.0%	n.a.
<b>Total, Households</b>	<b>14,163</b>	<b>14,765</b>	<b>4.3%</b>
Median Household Income	n.a.	\$73,949	n.a.
<b>Jobs by Type</b>	<b>2010</b>	<b>2015</b>	<b>% Change</b>
Natural Resources & Mining	0.1%	0.1%	8.3%
Construction	2.2%	1.9%	5.5%
Manufacturing	1.4%	1.3%	14.9%
Trade, Transp., & Utilities	7.4%	10.3%	74.3%
Information	1.2%	0.4%	-63.8%
Financial Activities	1.6%	1.2%	-8.5%
Professional & Business Services	5.3%	3.9%	-8.6%
Education & Health Services	21.1%	16.9%	0.7%
Leisure & Hospitality	8.0%	10.1%	57.7%
Other Services	5.4%	2.1%	-52.2%
Government	46.1%	52.0%	42.0%
<b>Total, Jobs</b>	<b>13,963</b>	<b>17,561</b>	<b>25.8%</b>
<b>Types of Residence</b>	<b>2010</b>	<b>2016</b>	<b>% Change</b>
Single Family	n.a.	83.3%	n.a.
Multifamily	n.a.	16.7%	n.a.
Other (a)	n.a.	0.1%	n.a.
<b>Total, Housing Units</b>	<b>15,240</b>	<b>15,448</b>	<b>1.4%</b>
% Vacancy	7.1%	6.2%	n.a.
<b>Residential</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Median Sale Price (b)	\$310,000	\$497,100	60.4%
Median Sale Price (per sq. ft.)	\$216	\$361	67.0%
	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Avg. Asking Rent (per unit/month)	\$857	\$881	2.8%
<b>Retail</b>	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Inventory (sq. ft.)	1,512,758	1,515,272	0.2%
% Vacancy	2.2%	3.5%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$1.37	\$1.63	19.0%
<b>Office</b>			
Inventory (sq. ft.)	885,242	885,242	0.0%
% Vacancy	1.7%	0.7%	n.a.
Avg. Asking Gross Rent (per sq. ft.) (c)	\$1.25	\$1.49	19.2%
<b>Industrial</b>			
Inventory (sq. ft.)	1,391,379	1,391,379	0.0%
% Vacancy	1.0%	1.8%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$0.50	\$1.17	134.0%

### Notes:

- (a) Includes mobile homes, boats, RVs, vans, or other non-traditional residences.  
 (b) Represents the median sale price and sale price per square foot for single-family, duplex units, and condominium units between May and October 2018.  
 (c) Office rents are displayed as full service gross rents rather than base (NNN) rents.

Sources: CoStar, 2018; Esri Business Analyst, 2018; U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates; Longitudinal Employer-Household Dynamics (LEHD), 2015; Sacramento Association of Realtors, 2018; BAE, 2018.

## Appendix B8: North Natomas Profile

<b>Demographics</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
White	35.2%	30.7%	-2.8%
Hispanic/Latino	18.5%	20.0%	20.3%
African American	13.9%	13.6%	9.7%
Asian	25.0%	27.6%	23.1%
All Others	7.4%	8.2%	22.5%
<b>Total, Population</b>	<b>53,766</b>	<b>59,979</b>	<b>11.6%</b>
% Minority	64.8%	69.3%	n.a.
<b>Household Income</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Less than \$15,000	n.a.	6.7%	n.a.
\$15,000-\$24,999	n.a.	6.1%	n.a.
\$25,000-\$34,999	n.a.	5.0%	n.a.
\$35,000-\$49,999	n.a.	8.3%	n.a.
\$50,000-\$74,999	n.a.	17.6%	n.a.
\$75,000-\$99,999	n.a.	16.3%	n.a.
\$100,000-\$149,999	n.a.	21.5%	n.a.
\$150,000-\$199,999	n.a.	10.9%	n.a.
\$200,000 or more	n.a.	7.5%	n.a.
<b>Total, Households</b>	<b>19,359</b>	<b>20,936</b>	<b>8.1%</b>
Median Household Income	n.a.	\$82,890	n.a.
<b>Jobs by Type</b>	<b>2010</b>	<b>2015</b>	<b>% Change</b>
Natural Resources & Mining	0.1%	0.0%	-36.4%
Construction	6.1%	9.3%	95.3%
Manufacturing	5.3%	1.5%	-62.1%
Trade, Transp., & Utilities	33.6%	28.9%	11.1%
Information	3.2%	5.1%	103.8%
Financial Activities	4.4%	3.4%	0.4%
Professional & Business Services	15.0%	14.2%	22.2%
Education & Health Services	11.2%	15.5%	79.0%
Leisure & Hospitality	11.4%	13.5%	51.9%
Other Services	7.9%	6.3%	2.7%
Government	1.9%	2.2%	56.3%
<b>Total, Jobs</b>	<b>15,537</b>	<b>20,041</b>	<b>29.0%</b>
<b>Types of Residence</b>	<b>2010</b>	<b>2016</b>	<b>% Change</b>
Single Family	n.a.	68.0%	n.a.
Multifamily	n.a.	31.0%	n.a.
Other (a)	n.a.	1.0%	n.a.
<b>Total, Housing Units</b>	<b>20,814</b>	<b>21,164</b>	<b>1.7%</b>
% Vacancy	7.0%	5.1%	n.a.
<b>Residential</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Median Sale Price (b)	\$215,000	\$381,000	77.2%
Median Sale Price (per sq. ft.)	\$111	\$207	86.3%
	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Avg. Asking Rent (per unit/month)	\$1,579	\$1,692	7.2%
<b>Retail</b>	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Inventory (sq. ft.)	2,631,406	2,660,702	1.1%
% Vacancy	6.5%	7.5%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$1.71	\$1.50	-12.3%
<b>Office</b>			
Inventory (sq. ft.)	2,634,992	2,634,992	0.0%
% Vacancy	16.1%	10.9%	n.a.
Avg. Asking Gross Rent (per sq. ft.) (c)	\$1.75	\$1.84	5.1%
<b>Industrial</b>			
Inventory (sq. ft.)	8,219,967	8,219,967	0.0%
% Vacancy	3.3%	2.7%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$0.46	\$0.53	15.2%

### Notes:

- (a) Includes mobile homes, boats, RVs, vans, or other non-traditional residences.  
 (b) Represents the median sale price and sale price per square foot for single-family, duplex units, and condominium units between May and October 2018.  
 (c) Office rents are displayed as full service gross rents rather than base (NNN) rents.

Sources: CoStar, 2018; Esri Business Analyst, 2018; U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates; Longitudinal Employer-Household Dynamics (LEHD), 2015; Sacramento Association of Realtors, 2018; BAE, 2018.



## Appendix B9: North Sacramento Profile

<b>Demographics</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
White	28.5%	25.0%	-4.8%
Hispanic/Latino	34.2%	36.2%	14.9%
African American	15.2%	14.5%	3.9%
Asian	15.0%	16.5%	19.1%
All Others	7.1%	7.7%	18.2%
<b>Total, Population</b>	<b>55,855</b>	<b>60,574</b>	<b>8.4%</b>
% Minority	71.5%	75.0%	n.a.
<b>Household Income</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Less than \$15,000	n.a.	18.0%	n.a.
\$15,000-\$24,999	n.a.	14.2%	n.a.
\$25,000-\$34,999	n.a.	11.7%	n.a.
\$35,000-\$49,999	n.a.	15.3%	n.a.
\$50,000-\$74,999	n.a.	17.1%	n.a.
\$75,000-\$99,999	n.a.	10.7%	n.a.
\$100,000-\$149,999	n.a.	8.5%	n.a.
\$150,000-\$199,999	n.a.	2.7%	n.a.
\$200,000 or more	n.a.	1.9%	n.a.
<b>Total, Households</b>	<b>16,874</b>	<b>18,038</b>	<b>6.9%</b>
Median Household Income	n.a.	\$39,892	n.a.
<b>Jobs by Type</b>	<b>2010</b>	<b>2015</b>	<b>% Change</b>
Natural Resources & Mining	0.2%	0.0%	-100.0%
Construction	7.3%	8.3%	28.2%
Manufacturing	5.6%	7.3%	47.7%
Trade, Transp., & Utilities	20.8%	24.2%	30.5%
Information	1.3%	3.5%	206.3%
Financial Activities	1.6%	1.7%	14.4%
Professional & Business Services	10.3%	8.4%	-8.4%
Education & Health Services	17.4%	22.8%	46.3%
Leisure & Hospitality	5.4%	4.6%	-4.8%
Other Services	10.7%	5.2%	-45.7%
Government	19.5%	13.9%	-20.1%
<b>Total, Jobs</b>	<b>14,927</b>	<b>16,697</b>	<b>11.9%</b>
<b>Types of Residence</b>	<b>2010</b>	<b>2016</b>	<b>% Change</b>
Single Family	n.a.	73.7%	n.a.
Multifamily	n.a.	22.9%	n.a.
Other (a)	n.a.	3.3%	n.a.
<b>Total, Housing Units</b>	<b>19,045</b>	<b>19,212</b>	<b>0.9%</b>
% Vacancy	11.4%	9.2%	n.a.
<b>Residential</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Median Sale Price (b)	\$85,000	\$240,000	182.4%
Median Sale Price (per sq. ft.)	\$77	\$210	173.8%
	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Avg. Asking Rent (per unit/month)	\$898	\$970	8.0%
<b>Retail</b>	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Inventory (sq. ft.)	1,440,401	1,455,851	1.1%
% Vacancy	5.0%	4.4%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$0.70	\$1.03	47.1%
<b>Office</b>			
Inventory (sq. ft.)	908,068	908,068	0.0%
% Vacancy	7.8%	8.7%	n.a.
Avg. Asking Gross Rent (per sq. ft.) (c)	\$1.67	\$1.79	7.2%
<b>Industrial</b>			
Inventory (sq. ft.)	9,184,806	9,184,806	0.0%
% Vacancy	4.7%	3.4%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$0.44	\$0.63	43.2%

### Notes:

- (a) Includes mobile homes, boats, RVs, vans, or other non-traditional residences.  
 (b) Represents the median sale price and sale price per square foot for single-family, duplex units, and condominium units between May and October 2018.  
 (c) Office rents are displayed as full service gross rents rather than base (NNN) rents.

Sources: CoStar, 2018; Esri Business Analyst, 2018; U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates; Longitudinal Employer-Household Dynamics (LEHD), 2015; Sacramento Association of Realtors, 2018; BAE, 2018

## Appendix B10: Pocket Profile

<b>Demographics</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
White	37.7%	33.2%	-8.2%
Hispanic/Latino	15.7%	17.0%	13.1%
African American	13.1%	12.9%	2.4%
Asian	27.1%	29.8%	14.9%
All Others	6.4%	7.0%	15.0%
<b>Total, Population</b>	<b>43,833</b>	<b>45,706</b>	<b>4.3%</b>
% Minority	62.3%	66.8%	n.a.
<b>Household Income</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Less than \$15,000	n.a.	6.5%	n.a.
\$15,000-\$24,999	n.a.	5.8%	n.a.
\$25,000-\$34,999	n.a.	7.9%	n.a.
\$35,000-\$49,999	n.a.	11.3%	n.a.
\$50,000-\$74,999	n.a.	18.9%	n.a.
\$75,000-\$99,999	n.a.	13.7%	n.a.
\$100,000-\$149,999	n.a.	17.7%	n.a.
\$150,000-\$199,999	n.a.	9.5%	n.a.
\$200,000 or more	n.a.	8.6%	n.a.
<b>Total, Households</b>	<b>19,260</b>	<b>19,952</b>	<b>3.6%</b>
Median Household Income	n.a.	\$74,133	n.a.
<b>Jobs by Type</b>	<b>2010</b>	<b>2015</b>	<b>% Change</b>
Natural Resources & Mining	0.3%	0.1%	-60.0%
Construction	0.8%	0.8%	47.2%
Manufacturing	1.0%	0.6%	-9.1%
Trade, Transp., & Utilities	19.3%	12.1%	-8.5%
Information	0.9%	0.1%	-86.8%
Financial Activities	8.6%	4.9%	-16.2%
Professional & Business Services	16.6%	27.1%	139.1%
Education & Health Services	32.6%	32.4%	45.0%
Leisure & Hospitality	11.2%	8.9%	16.7%
Other Services	7.7%	1.7%	-67.4%
Government	1.1%	11.2%	1381.6%
<b>Total, Jobs</b>	<b>4,445</b>	<b>6,487</b>	<b>45.9%</b>
<b>Types of Residence</b>	<b>2010</b>	<b>2016</b>	<b>% Change</b>
Single Family	n.a.	69.1%	n.a.
Multifamily	n.a.	30.8%	n.a.
Other (a)	n.a.	0.1%	n.a.
<b>Total, Housing Units</b>	<b>20,598</b>	<b>20,847</b>	<b>1.2%</b>
% Vacancy	6.5%	6.3%	n.a.
<b>Residential</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Median Sale Price (b)	\$280,000	\$448,000	60.0%
Median Sale Price (per sq. ft.)	\$156	\$251	60.2%
	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Avg. Asking Rent (per unit/month)	\$1,344	\$1,412	5.1%
<b>Retail</b>	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Inventory (sq. ft.)	894,458	894,458	0.0%
% Vacancy	9.4%	6.7%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$1.70	\$1.04	-38.8%
<b>Office</b>			
Inventory (sq. ft.)	530,984	530,984	0.0%
% Vacancy	8.2%	5.5%	n.a.
Avg. Asking Gross Rent (per sq. ft.) (c)	\$1.63	\$1.70	4.3%
<b>Industrial (d)</b>			
Inventory (sq. ft.)	0	0	n.a.
% Vacancy	n.a.	n.a.	n.a.
Avg. Asking NNN Rent (per sq. ft.)	n.a.	n.a.	n.a.

### Notes:

- (a) Includes mobile homes, boats, RVs, vans, or other non-traditional residences.
- (b) Office rents are displayed as full service gross rents rather than base (NNN) rents.
- (c) There is not industrial product in this area.
- (d) There is no industrial product in this Community Planning Area.

Sources: CoStar, 2018; Esri Business Analyst, 2018; U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates; Longitudinal Employer-Household Dynamics (LEHD), 2015; Sacramento Association of Realtors, 2018; BAE, 2018

## Appendix B11: South Area Profile

<b>Demographics</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
White	14.1%	12.0%	-8.0%
Hispanic/Latino	32.6%	33.9%	12.4%
African American	21.6%	20.3%	1.6%
Asian	23.2%	24.7%	15.3%
All Others	8.5%	9.2%	16.7%
<b>Total, Population</b>	<b>107,992</b>	<b>116,863</b>	<b>8.2%</b>
% Minority	85.9%	88.0%	n.a.
<b>Household Income</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Less than \$15,000	n.a.	14.8%	n.a.
\$15,000-\$24,999	n.a.	12.4%	n.a.
\$25,000-\$34,999	n.a.	11.8%	n.a.
\$35,000-\$49,999	n.a.	15.9%	n.a.
\$50,000-\$74,999	n.a.	18.2%	n.a.
\$75,000-\$99,999	n.a.	12.2%	n.a.
\$100,000-\$149,999	n.a.	9.9%	n.a.
\$150,000-\$199,999	n.a.	3.3%	n.a.
\$200,000 or more	n.a.	1.5%	n.a.
<b>Total, Households</b>	<b>31,551</b>	<b>33,718</b>	<b>6.9%</b>
Median Household Income	n.a.	\$44,281	n.a.
<b>Jobs by Type</b>	<b>2010</b>	<b>2015</b>	<b>% Change</b>
Natural Resources & Mining	0.0%	0.0%	16.7%
Construction	2.5%	2.2%	-6.0%
Manufacturing	5.4%	1.2%	-76.7%
Trade, Transp., & Utilities	15.8%	18.5%	26.1%
Information	1.4%	0.9%	-28.4%
Financial Activities	1.9%	1.5%	-11.7%
Professional & Business Services	5.6%	4.7%	-9.5%
Education & Health Services	49.3%	58.1%	26.8%
Leisure & Hospitality	4.8%	6.6%	45.7%
Other Services	9.6%	2.7%	-69.8%
Government	3.7%	3.6%	3.5%
<b>Total, Jobs</b>	<b>19,605</b>	<b>21,084</b>	<b>7.5%</b>
<b>Types of Residence</b>	<b>2010</b>	<b>2016</b>	<b>% Change</b>
Single Family	n.a.	75.4%	n.a.
Multifamily	n.a.	21.4%	n.a.
Other (a)	n.a.	3.2%	n.a.
<b>Total, Housing Units</b>	<b>34,477</b>	<b>34,792</b>	<b>0.9%</b>
% Vacancy	8.5%	6.7%	n.a.
<b>Residential</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Median Sale Price (b)	\$121,150	\$279,000	130.3%
Median Sale Price (per sq. ft.)	\$88	\$201	128.0%
	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Avg. Asking Rent (per unit/month)	\$1,038	\$1,081	4.1%
<b>Retail</b>	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Inventory (sq. ft.)	4,006,723	4,455,457	11.2%
% Vacancy	10.5%	9.3%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$1.37	\$1.30	-5.1%
<b>Office</b>			
Inventory (sq. ft.)	1,054,606	1,054,606	0.0%
% Vacancy	16.6%	12.6%	n.a.
Avg. Asking Gross Rent (per sq. ft.) (c)	\$1.67	\$1.77	6.0%
<b>Industrial</b>			
Inventory (sq. ft.)	4,322,803	4,322,803	0.0%
% Vacancy	20.8%	21.9%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$0.67	\$1.06	58.2%

### Notes:

(a) Includes mobile homes, boats, RVs, vans, or other non-traditional residences.

(b) Represents the median sale price and sale price per square foot for single-family, duplex units, and condominium units between May and October 2018.

(c) Office rents are displayed as full service gross rents rather than base (NNN) rents.

Sources: CoStar, 2018; Esri Business Analyst, 2018; U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates; Longitudinal Employer-Household Dynamics (LEHD), 2015; Sacramento Association of Realtors, 2018; BAE, 2018.

## Appendix B12: South Natomas Profile

<b>Demographics</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
White	30.5%	26.9%	-7.1%
Hispanic/Latino	39.2%	41.8%	12.3%
African American	14.4%	13.9%	1.6%
Asian	9.4%	10.4%	16.5%
All Others	6.5%	7.0%	14.9%
<b>Total, Population</b>	<b>43,645</b>	<b>46,012</b>	<b>5.4%</b>
% Minority	69.5%	73.1%	n.a.
<b>Household Income</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Less than \$15,000	n.a.	10.2%	n.a.
\$15,000-\$24,999	n.a.	8.7%	n.a.
\$25,000-\$34,999	n.a.	10.5%	n.a.
\$35,000-\$49,999	n.a.	15.1%	n.a.
\$50,000-\$74,999	n.a.	21.0%	n.a.
\$75,000-\$99,999	n.a.	11.9%	n.a.
\$100,000-\$149,999	n.a.	14.7%	n.a.
\$150,000-\$199,999	n.a.	4.0%	n.a.
\$200,000 or more	n.a.	4.0%	n.a.
<b>Total, Households</b>	<b>16,127</b>	<b>16,623</b>	<b>3.1%</b>
Median Household Income	n.a.	\$54,673	n.a.
<b>Jobs by Type</b>	<b>2010</b>	<b>2015</b>	<b>% Change</b>
Natural Resources & Mining	0.0%	0.0%	400.0%
Construction	3.1%	3.1%	12.5%
Manufacturing	0.7%	1.0%	69.4%
Trade, Transp., & Utilities	10.5%	10.8%	15.6%
Information	3.1%	1.9%	-30.3%
Financial Activities	7.7%	7.1%	3.9%
Professional & Business Services	21.9%	26.7%	36.3%
Education & Health Services	18.7%	17.5%	5.3%
Leisure & Hospitality	8.7%	9.1%	17.5%
Other Services	4.3%	3.0%	-22.1%
Government	21.4%	19.6%	2.9%
<b>Total, Jobs</b>	<b>12,607</b>	<b>14,123</b>	<b>12.0%</b>
<b>Types of Residence</b>	<b>2010</b>	<b>2016</b>	<b>% Change</b>
Single Family	n.a.	56.4%	n.a.
Multifamily	n.a.	42.6%	n.a.
Other (a)	n.a.	1.1%	n.a.
<b>Total, Housing Units</b>	<b>17,265</b>	<b>17,582</b>	<b>1.8%</b>
% Vacancy	6.6%	5.6%	n.a.
<b>Residential</b>	<b>2010</b>	<b>2018</b>	<b>% Change</b>
Median Sale Price (b)	\$130,000	\$315,000	142.3%
Median Sale Price (per sq. ft.)	\$99	\$217	119.3%
	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Avg. Asking Rent (per unit/month)	\$1,391	\$1,463	5.2%
<b>Retail</b>	<b>Q3 2017</b>	<b>Q3 2018</b>	<b>% Change</b>
Inventory (sq. ft.)	1,072,962	1,072,962	0.0%
% Vacancy	6.1%	6.3%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$1.42	\$1.33	-6.3%
<b>Office</b>			
Inventory (sq. ft.)	4,023,319	4,023,319	0.0%
% Vacancy	10.0%	9.9%	n.a.
Avg. Asking Gross Rent (per sq. ft.) (c)	\$1.86	\$1.95	4.8%
<b>Industrial</b>			
Inventory (sq. ft.)	337,953	337,953	0.0%
% Vacancy	15.8%	0.0%	n.a.
Avg. Asking NNN Rent (per sq. ft.)	\$0.29	\$0.29	0.0%

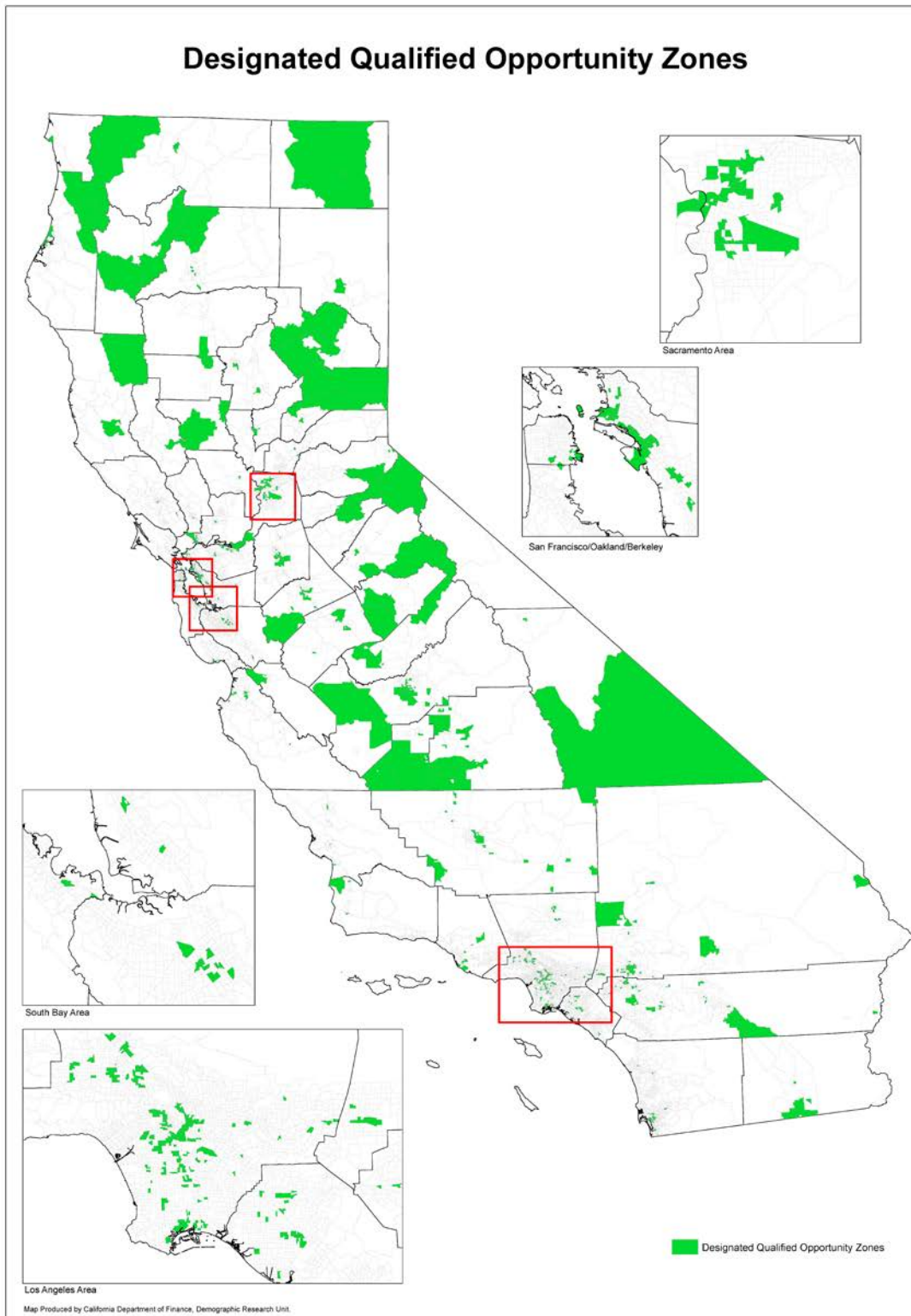
### Notes:

- (a) Includes mobile homes, boats, RVs, vans, or other non-traditional residences.
- (b) Represents the median sale price and sale price per square foot for single-family, duplex units, and condominium units between May and October 2018.
- (c) Office rents are displayed as full service gross rents rather than base (NNN) rents.

Sources: CoStar, 2018; Esri Business Analyst, 2018; U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates; Longitudinal Employer-Household Dynamics (LEHD), 2015; Sacramento Association of Realtors, 2018; BAE, 2018.

# APPENDIX C: DESIGNATED QUALIFIED OPPORTUNITY ZONES

**Appendix C1: Designated Qualified Opportunity Zones**



Sources: California Department of Finance, 2018.

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**Appendix C2: Designated Qualified Opportunity Zone Census Tracts, Sacramento County**

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06067000500	06067005605
06067000700	06067006201
06067001101	06067006202
06067002100	06067006300
06067002200	06067006500
06067002800	06067006600
06067003700	06067006702
06067004100	06067006900
06067004203	06067007004
06067004402	06067007019
06067004501	06067007204
06067004502	06067007301
06067004601	06067007423
06067004701	06067008909
06067004802	06067008910
06067004903	06067008911
06067004905	06067009006
06067005101	06067009201
06067005205	06067009634
06067005301	06067009800
06067005502	
06067005505	
06067005601	