2 COMMUNITY DEVELOPMENT

The Community Development chapter describes existing development trends, regulatory frameworks, and economic conditions within the City of Sacramento General Plan Update Policy Area. This chapter includes the following sections: 1) land use conditions, including the geographic distribution of existing development and proposed land use; 2) relevant adopted policy document summaries; 3) existing urban form and community design; and 4) population, demographics, and economic conditions.

2.1 Land Use

Introduction

The Land Use section summarizes existing development trends and proposed land use within the General Plan Policy Area. The section describes existing planning boundaries (i.e., City Limits, Sphere of Influence, and Policy Area), historic annexations, and existing land use patterns. The section goes on to describe the distribution of land use designations in 10 community plan boundaries and 3 special study areas. The section concludes with a summary of Sacramento's zoning districts within the City Limits and a description of prime and important farmlands within and adjacent to the General Plan Policy Area.

Existing Conditions

Planning Boundaries

The City of Sacramento has three political boundaries: the City Limits, the Sphere of Influence (SOI), and the Policy Area. Figure 2-1 shows the City Limits, SOI, and Policy Area as of January 2012. The 2030 General Plan also defines 10 Community Plan Boundaries, 3 Special Study Area Boundaries, and nearly 70 Opportunity Areas. These planning boundaries are described as follows:

City Limits

Sacramento's City Limits includes all incorporated land within the legal jurisdiction of the City. This boundary encompasses approximately 99 square miles.

Policy Area

The approximately 102 square-mile Policy Area encompasses the City Limits and additional areas for which the General Plan will designate land use. These additional areas include the Panhandle Area, which is currently pending annexation, and the Camino Norte Area.

Sphere of Influence (SOI)

The SOI is a boundary line adopted by the Sacramento Local Agency Formation Commission (LAFCO) that describes the City's ultimate service area. The SOI is intended to coordinate and shape logical and orderly development. The current (2013) SOI is approximately 125 square miles, 23 square miles of which is outside the Policy Area.

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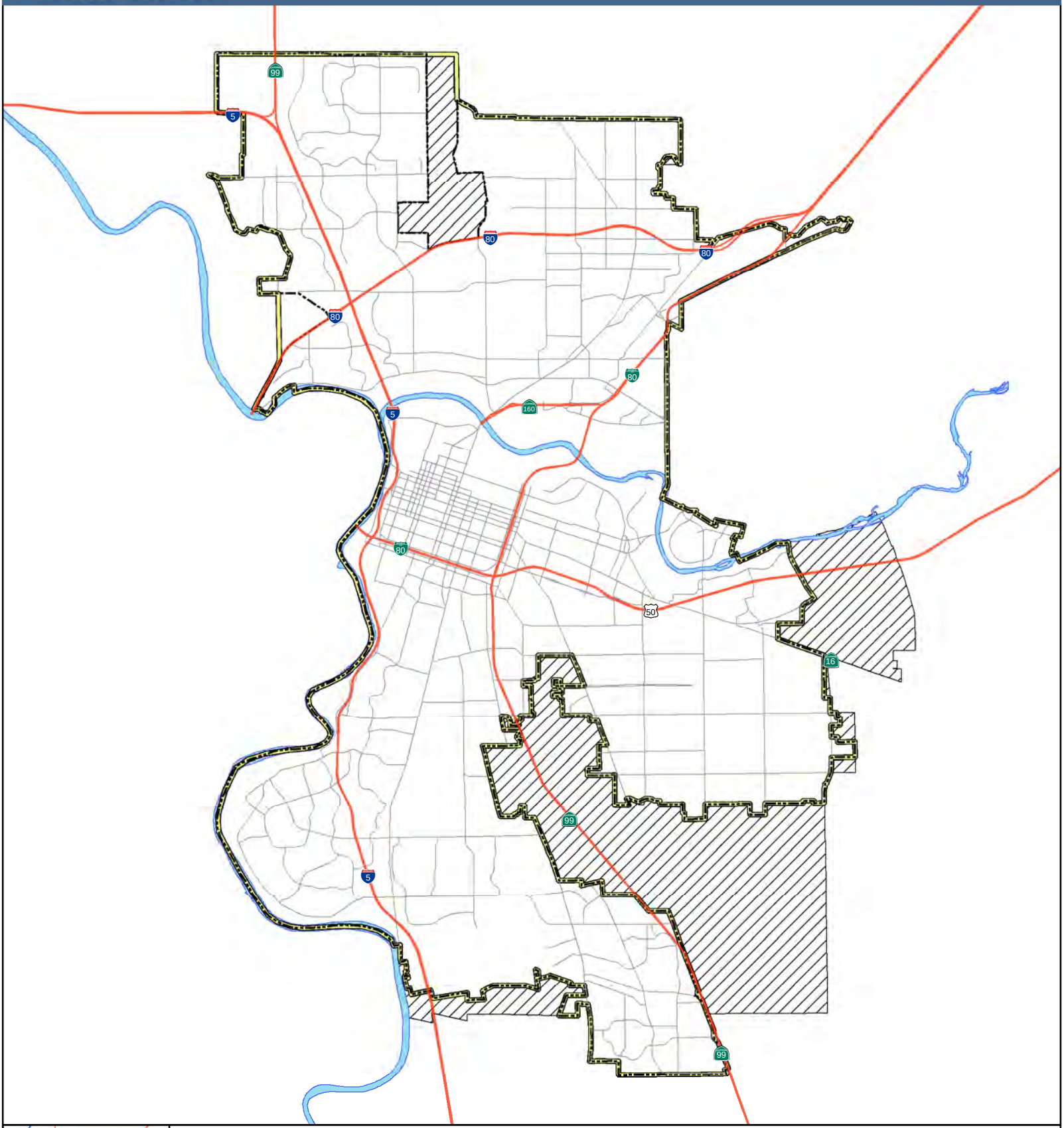
SACRAMENTO
2035 GENERAL PLAN

Figure 2-1
Planning Boundaries



Legend

- Major Roads
- Highways
- Waterways
- Policy Area
- City Limits
- Sphere of Influence (outside City Limits)

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Data Source: City of Sacramento, 2012;

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Community Plan Boundaries

The City of Sacramento 2030 General Plan defines ten community plan boundaries that correspond to Community Plans contained in Part 3 of the 2030 General Plan. All land within the Policy Area is assigned to a community plan area, but several of the community plan areas extend beyond the Policy Area (i.e., North Natomas, Arden-Arcade, East Sacramento, Fruitridge/Broadway, and South Area). Development within these areas is governed by the 2030 Sacramento General Plan and the 2030 Sacramento County General Plan. Figure 2-2 shows the community plan boundaries as of January 2012.

Special Study Areas

Beyond the boundaries of the Policy Area, the 2030 General Plan defined three Special Study Areas that are adjacent to existing City Limits and are of interest to the City of Sacramento. Planning for the future of these unincorporated areas necessitates coordination by the City and County. In some cases, part or all of these areas may eventually be annexed by the City. Special Study Areas include Natomas Joint Vision Study Area, Arden Arcade Study Area, East Study Area, Fruitridge Florin Study Area, and the Town of Freeport Study Area. Figure 2-3 shows the Special Study Areas as of January 2012.

Opportunity Areas

The 2030 General Plan defines nearly 70 opportunity areas, or subareas of each community plan area, that have been identified for potential future infill, reuse, or redevelopment. Figure 2-4 shows the opportunity areas within the Policy Area. Each opportunity area is categorized into one of the five following types:

- **Neighborhoods**. Areas of the city that are primarily residential and contain a diversity of housing types, but 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.

Following adoption of the 2030 General Plan, the City used the opportunity areas to join is existing Shovel Ready Sites program (established in 2004/05) to the 2030 General Plan opportunity areas. The result was a two tier priority investment system that the City would use in the future to align programming guide criteria and CIP funding for new infrastructure projects (Resolution 2009-629). Using the opportunity areas and Shovel Ready Sites Program as a starting point, the City redefined

several areas of the city as potential Tier 1 or Tier 2 Priority Investment Areas. The City defined Tier 1 Areas as places the City would allocate funding to key planning efforts and infrastructure investments to prepare these areas for development as the economy recovers. Chapter 8 of this background Report provides an overview of the Tier 1 and Tier 2 Priority Investment Areas and a detailed description of each Tier 1 Priority Investment Area.

Annexation History

In 1849, the newly incorporated City of Sacramento encompassed approximately 5 square miles. Since then, the City has annexed an additional 94 square miles, resulting in its current (2013) size of approximately 99 square miles. Table 2-1 provides a summary of the acreage and population annexed during various periods.

Table 2-1 Sacramento's Annexation History

Years	*Acres*	*Square Miles*	*Population*
1849-1911	3,200	5.00	n/a
1911-1949	8,320	13.00	19,490
1950-1959	16,640	26.00	29,874
1960-1969	32,640	51.00	47,513
1970-1979	320	0.50	0
1980-1989	1,280	2.00	241
1990-1999	640	1.00	173
2000-2010	609	0.95	0
2010-2012	0	0.00	0
Total	**63,649**	***99.45***	***97,291***

Notes:
1. Population within areas annexed at the time of their annexation.
2. Numbers may not add to total due to rounding.
Source: City of Sacramento 2013.

The following sections summarize the major highlights of the City's annexation history from the City's founding through 2012.

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. In 1911, the City experienced the largest single annexation when it incorporated ten square miles of land that included the eastern and southern Sacramento areas.

1950 – 1959

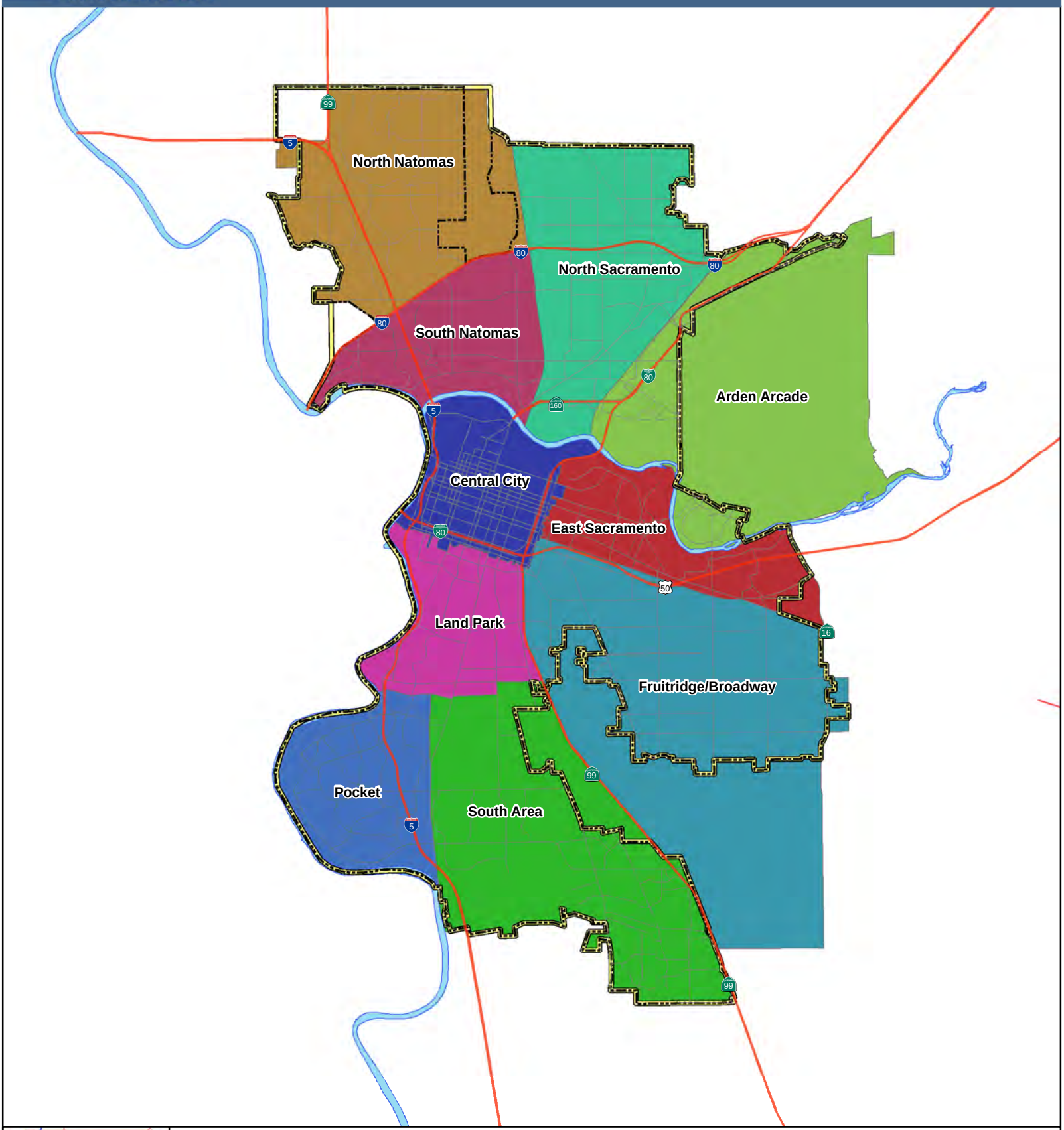
During the 1950s the City annexed 26 square miles, which included a population of roughly 29,870 people. The largest annexations during this period included the Riverside Area (7.7 square miles), Elder Creek (3.9 square miles) and Meadowview (3.0 square miles).

1960 – 1969

During the 1960s the City annexed more land than in any other decade to date; approximately 51 square miles. This included most notably four Natomas annexations (totaling 14 square miles), Gardenland/Robla/Del Paso Heights annexation (7.5 square miles), and the City of North Sacramento annexation (5.7 square miles).

SACRAMENTO 2035 GENERAL PLAN

Figure 2-2
Community Plan Areas



Legend

- Major Roads
- Highways
- Waterways
- Policy Area
- City Limits

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Data Source: City of Sacramento, 2012;

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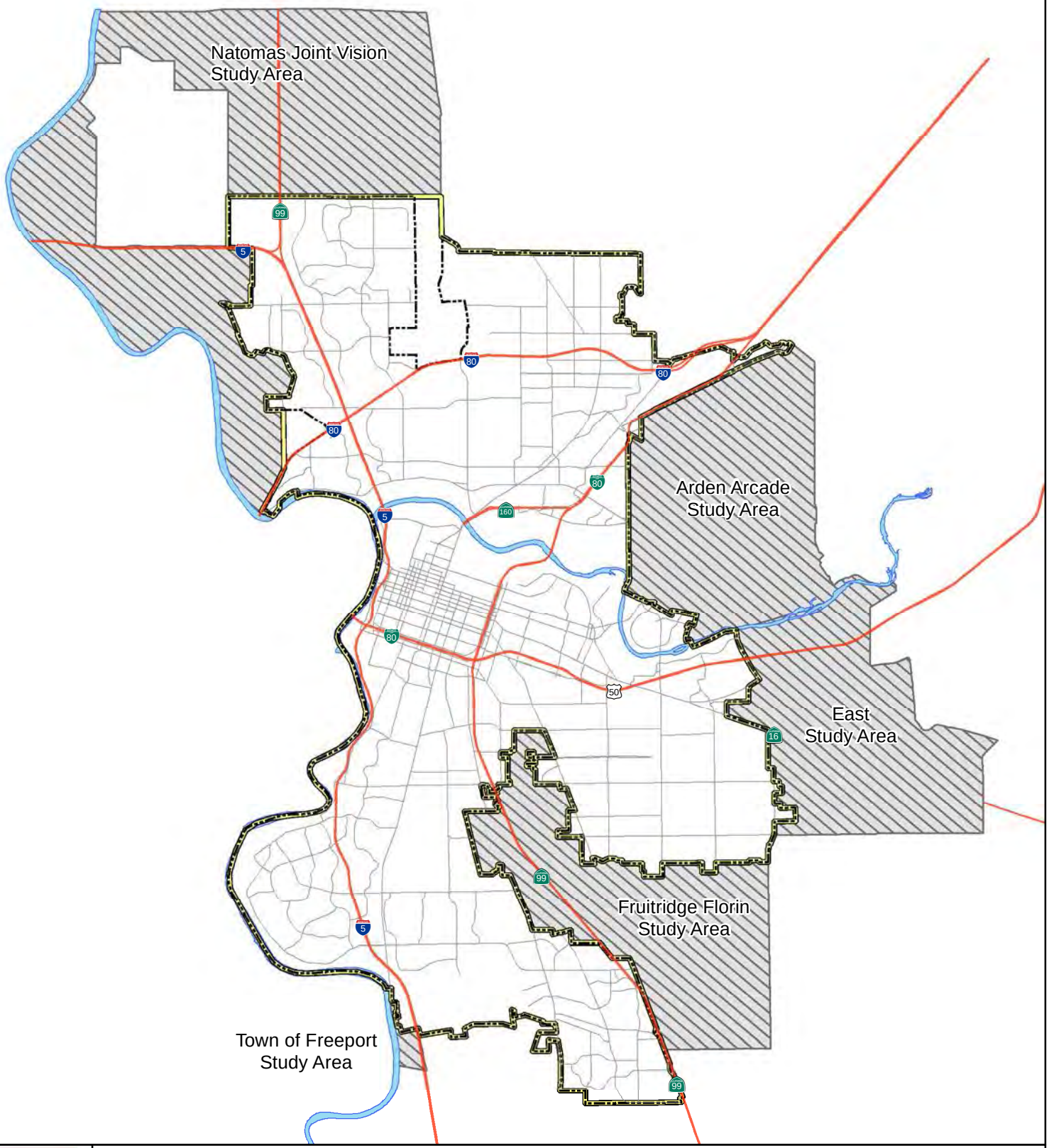
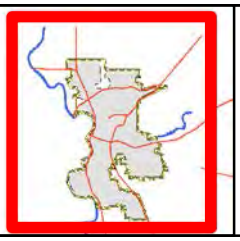
SACRAMENTO 2035 GENERAL PLAN

Figure 2-3
Special Study Areas





Legend

Major Roads
Highways
Waterways
Policy Area
City Limits
Special Study Areas

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Data Source: City of Sacramento, 2012;

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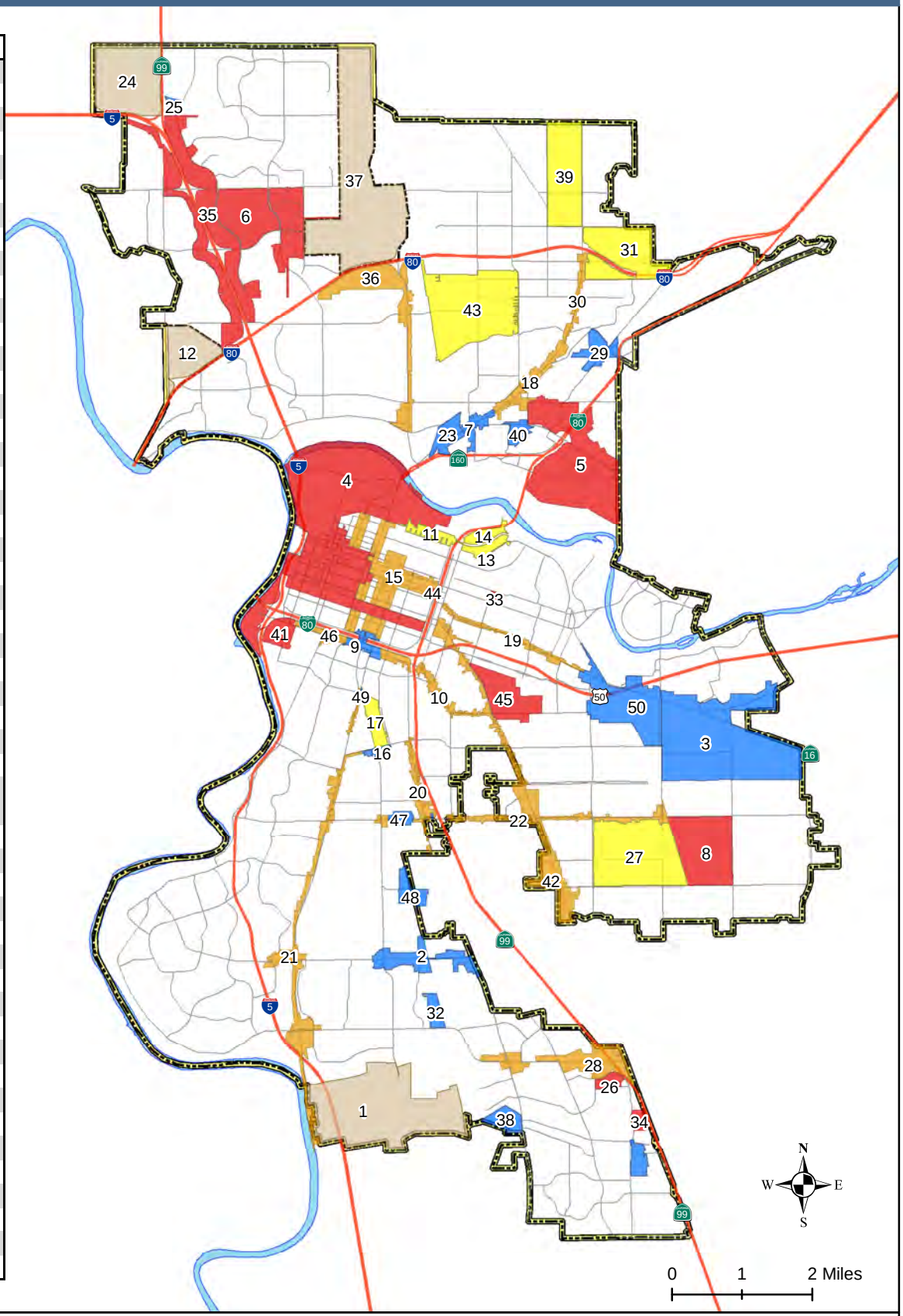
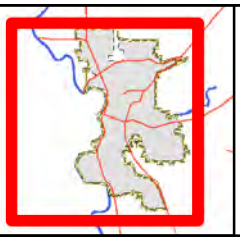
SACRAMENTO 2035 GENERAL PLAN

Figure 2-4
Opporunity Areas

	Opportunity Area
1	Delta Shores
2	Florin
3	Granite Park
4	CBD
5	Arden Fair
6	Arco Arena
7	Arden/Del Paso
8	Army Depot
9	Broadway
10	Broadway East
11	C Street
12	Camino Norte
13	Cannery
14	Centrage Village
15	Central City Corridors
16	City College
17	Curtis Park West
18	Del Paso
19	Folsom West
20	Franklin
21	Freeport
22	Fruitridge
23	Globe LRT
24	Greenbriar
25	HWY 99
26	Kaiser Med Center
27	Lemon Hill
28	Mack
29	Marconi
30	Marysville
31	McClellan Heights/Parker Homes
32	Meadowview
33	Mercy Med Center
34	Methodist Med Center
35	North Natomas EC
36	Northgate
37	Panhandle
38	Proposed South
39	Robla
40	Royal Oaks
41	Setzer Site
42	Stockton
43	Strawberry Manor
44	Sutter General
45	UCD Med Center
46	Broadway
47	Fruitridge
48	47th
49	4th Ave
50	65th North





Legend

Major Roads
Highways
Waterways
Policy Area
City Limits
Opportunity Areas
Neighborhoods
Centers
Transit Center
Corridors
New Growth Areas

Data Source: City of Sacramento, 2012;

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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 (116 acres).

1980 – 1989

During the 1980s the City annexed a total of two square miles and 241 people into the city. The largest annexations of this decade were the Willowcreek Reorganization #1 (487 acres) and the Valley Jag AKT Reorganization (189 acres).

1990 – 1999

In the 1990s the City annexed approximately one square mile. The two largest annexations were the Consumnes River College Area (415 acres) and the Willowcreek Reorganization (65 acres).

2000 – 2010

The 21st century has seen some annexation activity. In 2004, the City completed the 14 acre Airgas annexation. The City also completed one detachment, the McClellan detachment, where the City gave up 18 acres of annexed property to the County after base conversion because an existing building straddled the City boundary. In January of 2008, the City completed the Greenbriar annexation adding 577 acres to the north western edge of the City Limits.

2010-2012

The City has not completed any annexations between 2010 and 2012.

Existing Land Use

Figure 2-5 shows existing land use for the Sacramento General Plan Policy Area as of December, 2012 and Figure 2-6 shows existing vacant land within the city. Summaries of the existing land uses in this area were derived from four sources: the Sacramento County Assessor, City of Sacramento's GIS database and data, SACOG, and land use surveys conducted by City staff. Vacant land was identified by City staff using information obtained from the Sacramento County Assessor, 2011 Aerial Photos, Google Earth, and field surveys.

Policy Area and City Limits

Tables 2-2 and 2-3 summarize existing land use within the City Limits, Community Plan Areas, and the Policy Area. Residential uses (i.e., single family and multifamily) account for 23,047 acres (35 percent) of the Policy Area. Approximately 4,337 acres (19 percent) of residential uses are multifamily, while the other 18,710 acres (81 percent) are single family. Employment generating uses (i.e., office, industrial, and commercial) account for 8,466 acres or about 13 percent of the Policy Area. Of the 8,466 acres of employment uses, 1,857 acres (22 percent) are office, 4,615 acres (55 percent) are industrial, and 1,994 acres (24 percent) are commercial. Together, parks and recreation and agriculture/open space uses account for 6,481 acres (10 percent) of the Policy Area. Educational uses make up 2,241 acres (3 percent) of the Policy Area, while public/quasi public uses account for 2,437 acres (4 percent) of the Policy Area. Together, parking and utilities/right-of-way uses account for 3,220 acres (5 percent) of the Policy Area. Vacant lands amount to 7,328 acres (11 percent) of the Policy Area.

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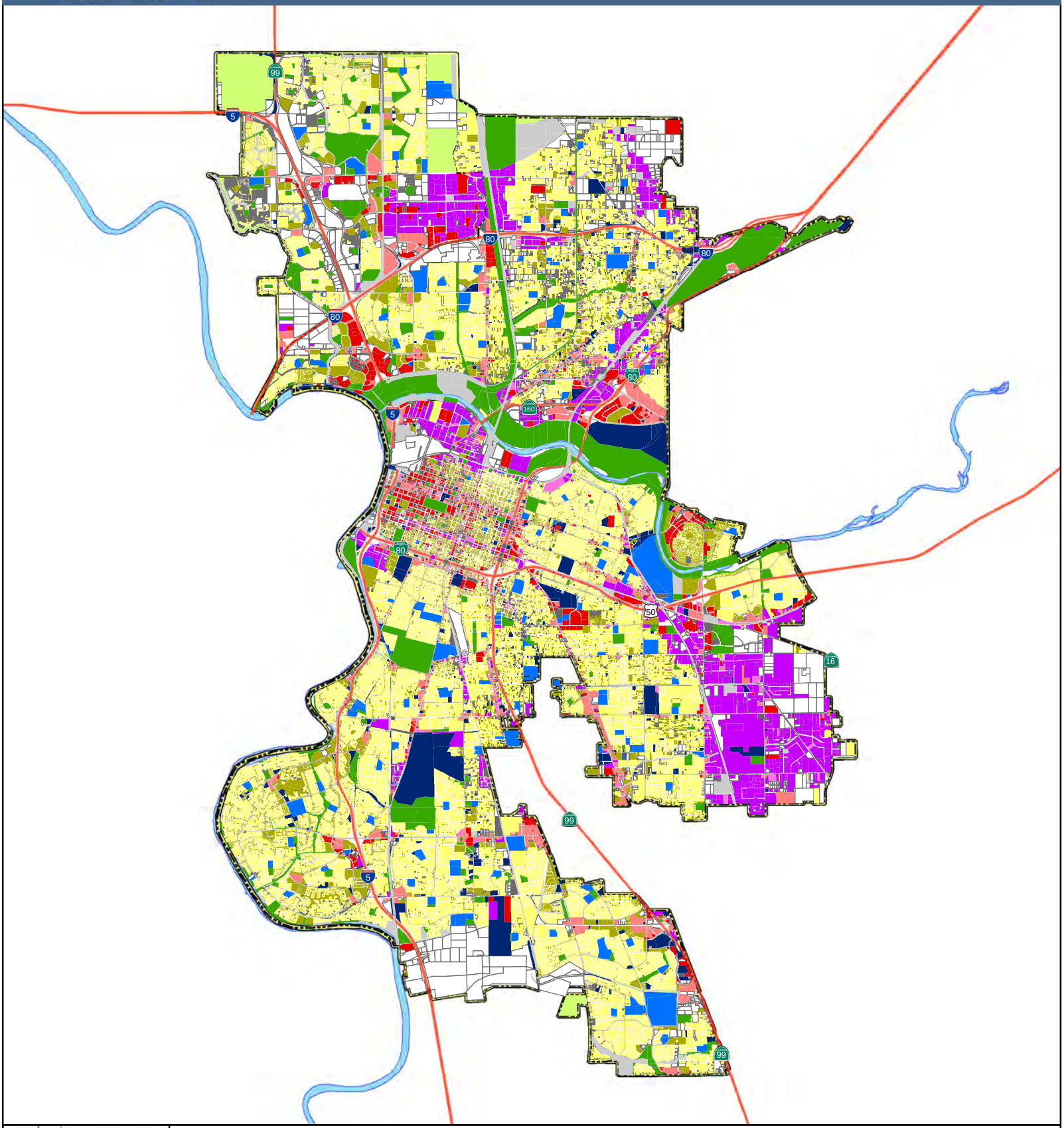
SACRAMENTO 2035 GENERAL PLAN

Figure 2-5
Existing Land Use



Legend

- Waterbodies
- Highways
- Waterways
- City Limits
- Policy Area
- Single Family Residential
- Multifamily Residential
- Commercial
- Office
- Mixed Use
- Industrial
- Public/Quasi Public
- Educational
- Parks and Recreation
- Utilities/Right of Way
- Parking
- Ag/OS
- Vacant

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Data Source: City of Sacramento, 2012;

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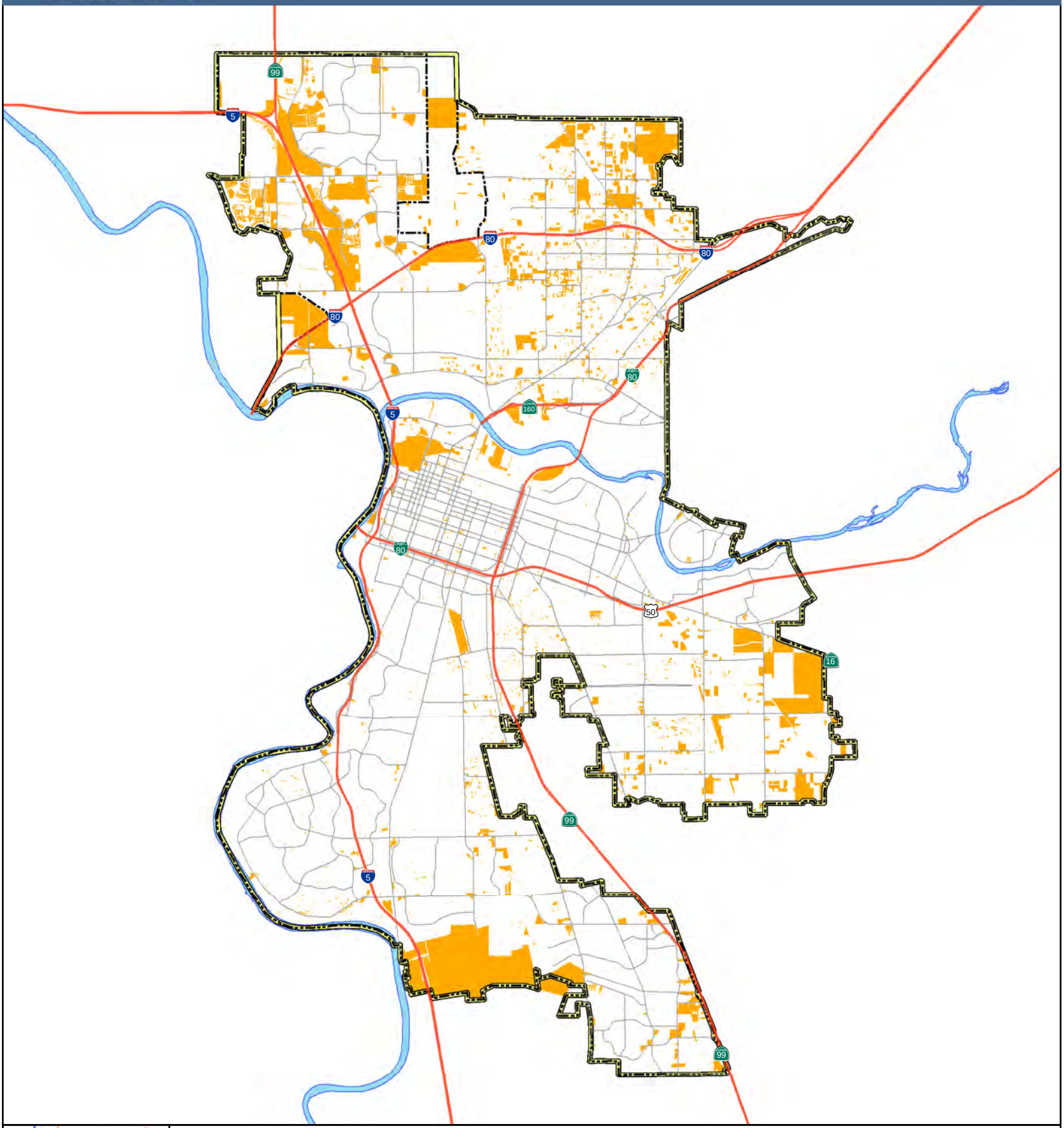
SACRAMENTO 2035 GENERAL PLAN

Figure 2-6
Vacant Land



Legend

- Major Roads
- Highways
- Waterways
- Policy Area
- City Limits
- Vacant Land

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Data Source: City of Sacramento, 2012;

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Table 2-2 Established Boundaries: Existing Land Use				
Existing Land Use	*City Limits Acres*	*Percent of City Limits*	*Policy Area*	*Percent of Policy Area*
Single Family Residential	18,710	29%	18,710	29%
Multifamily Residential	4,337	7%	4,337	7%
Commercial	1,963	3%	1,994	3%
Office	1,721	3%	1,857	3%
Mixed Use	292	<1%	292	<1%
Industrial	4.035	6%	4,615	7%
Public/Quasi Public	2,436	4%	2,437	4%
Educational	2,165	3%	2,241	3%
Parks and Recreation	5,383	8%	5,393	8%
Utilities/Right-of-Way	2,750	4%	2,818	4%
Parking	396	1%	402	1%
Agriculture/Open Space	747	1%	1,088	2%
Vacant	6,852	11%	7,328	11%
Subtotal	**51,785**	**81%**	***53,511***	***82%***
Other Land[1]	11,992	19%	12,056	18%
Total Area[2]	***63,777***	***100%***	**65,567**	**100%**

Notes:
1. Other land includes non-parcel areas and waterways.
2. Numbers may not add to total due to rounding.
Source: Sacramento GIS Database, December, 2012.

Community Plan Areas

Table 2-3 summarizes the existing land use acreages within the ten community plan areas for the land within the Policy Area boundary.

2030 General Plan Land Use Designations

Table 2-4 summarizes the distribution of land use designations included the 2030 Sacramento General Plan Land Use and Urban Form Diagram. These designations are shown in Figure 2-7. Only about 232 acres (<1 percent) of designated land are Rural Residential. Residential neighborhoods (i.e., Suburban Neighborhood Low/Medium/High, Traditional Neighborhood Low/Medium/High, and Urban Neighborhood Low/Medium/High) account for 33,425 acres, or 51 percent of total designated land. Of the three neighborhood types, Suburban is the most common. Suburban neighborhoods account for 22,528 acres, which makes up over two thirds (67 percent) of all Neighborhood designations. Traditional Neighborhoods make up 10,636 acres (32 percent of neighborhoods) and Urban Neighborhoods account for 261 acres (1 percent of neighborhoods).

Center designations (i.e., Suburban Center, Traditional Center, Regional Commercial, Urban Center Low, Urban Center High, and Central Business District) account for 4,658 acres, or 7 percent of designated land. Urban Center Low and Urban Center High account for 1,334 and 1,099 acres, respectively. Together, they make up 52 percent of center designations. Corridor designations (i.e., Suburban Corridor, Urban Corridor Low Density, Urban Corridor High Density) account for 3,111 acres, or 5 percent of designated land.

Table 2-3 Community Plan Area Existing Land Use

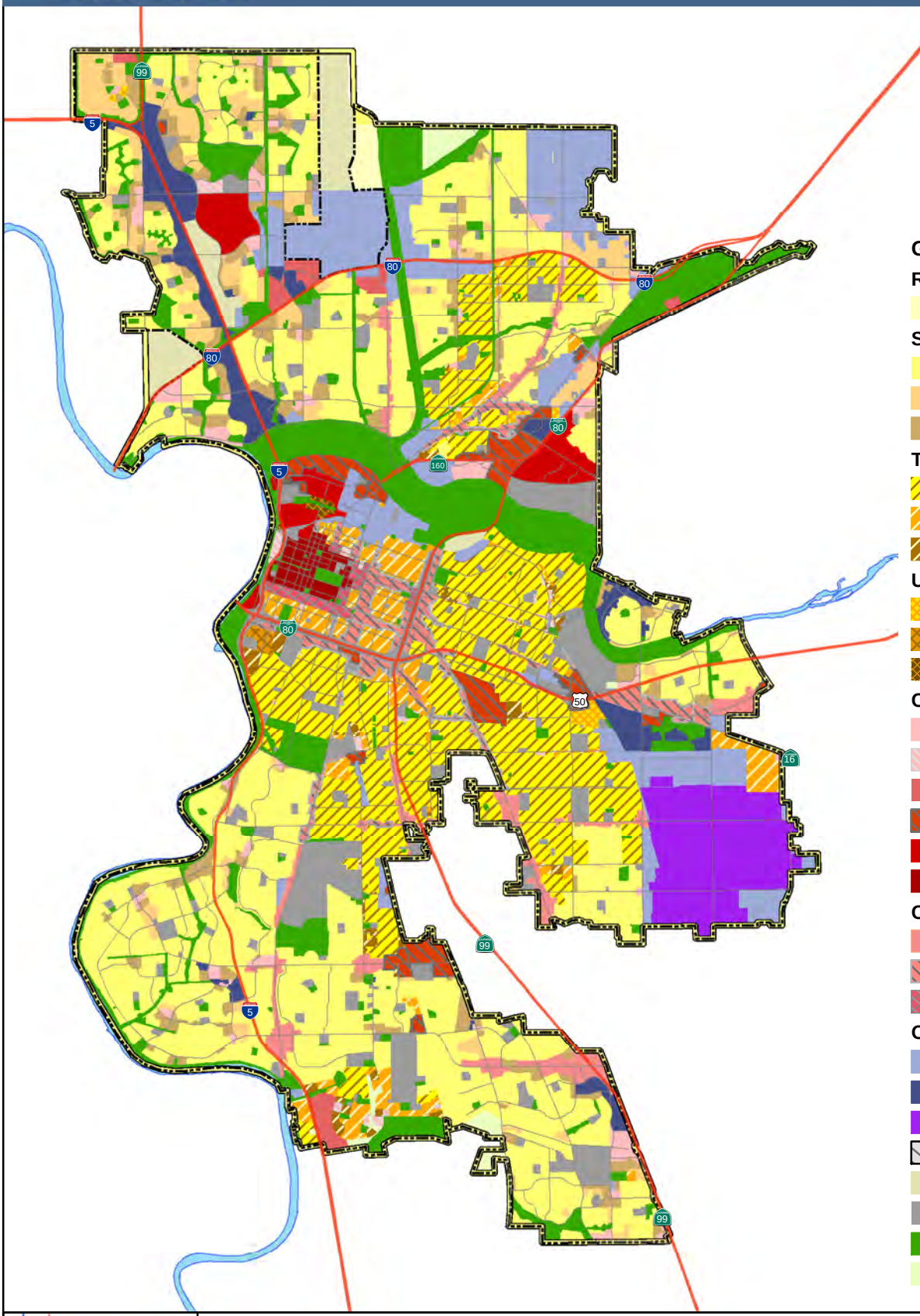
Existing Land Use	*Arden Arcade*	*Central City*	*East Sacramento*	*Fruitridge/ Broadway*	*Land Park*	*North Natomas*	*North Sacramento*	*Pocket*	*South Area*	*South Natomas*	*Total Area*
Agriculture/Open Space	0	0	0	0	8	974	21	5	80	0	1,088
Commercial	218	216	136	288	100	320	175	76	332	134	1,994
Educational	26	26	342	268	197	240	243	126	591	183	2,241
Industrial	170	421	169	2,235	108	682	643	8	153	26	4,615
Mixed Use	9	74	53	77	17	1	33	0	22	3	292
Multifamily Residential	259	391	274	457	275	446	451	769	496	517	4,337
Office	225	382	126	239	45	247	133	47	147	268	1,857
Parking	9	126	27	59	25	19	42	8	57	29	402
Parks and Recreation	1,155	322	276	239	335	791	823	252	466	733	5,393
Public/Quasi Public	381	109	124	317	103	60	228	83	963	70	2,437
Single Family Residential	361	240	1,616	2,631	1,727	2,021	2,583	2,248	3,907	1,377	18,710
Utilities/Right-of-Way	47	246	135	286	143	606	561	166	317	312	2,818
Vacant	47	381	63	1,208	112	2,027	1,336	34	1,647	444	7,328
Subtotal	**2,907**	**2,934**	**3,341**	**8,304**	**3,195**	**8,434**	**7,272**	**3,822**	**9,178**	**4,096**	**53,483**
Other Land[2]	*690*	*1,455*	*908*	*1,477*	*959*	*1,408*	*1,410*	1,207	*1,648*	*916*	12,078
Total Area[4]	**3,597**	**4,389**	**4,249**	**9,781**	**4,154**	**9,842**	**8,682**	**5,029**	**10,826**	**5,012**	**65,567**

Notes:
1. Other land includes non-parcel areas and waterways.
2. Numbers may not add to total due to rounding.
3. Numbers only reflect existing land use of Community Plan Areas within the Policy Area.

Source: City of Sacramento GIS Database, December, 2012.

SACRAMENTO
2035 GENERAL PLAN

Figure 2-7
2030 General Plan Designations



General Plan Designations

Rural
- Rural Neighborhood

Suburban
- Suburban Neighborhood Low
- Suburban Neighborhood Medium
- Suburban Neighborhood High

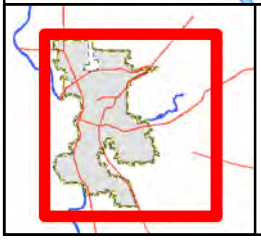
Traditional
- Traditional Neighborhood Low
- Traditional Neighborhood Medium
- Traditional Neighborhood High

Urban
- Urban Neighborhood Low
- Urban Neighborhood Medium
- Urban Neighborhood High

Centers
- Suburban Center
- Traditional Center
- Regional Commercial
- Urban Center Low
- Urban Center High
- Central Business District

Corridors
- Suburban Corridor
- Urban Corridor Low
- Urban Corridor High

Other Districts
- Employment Center Low Rise
- Employment Center Mid Rise
- Industrial
- Special Study Areas
- Planned Development
- Public
- Parks
- Open Space



Legend

- Major Roads
- Highways
- Waterways
- Policy Area
- City Limits

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Data Source: City of Sacramento, 2012

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Other districts (i.e., Employment Center Low Rise, Employment Center Mid Rise, Industrial, Planned Development, Public/Quasi-Public, Parks and Recreation, and Open Space) account for 23,656 acres, or 36 percent of designated land. Together, Parks and Recreation and Open Space account for 8,554 acres, or 13 percent of designated land. Industrial uses make up 2,365 acres, or 4 percent of designated land, while Public/Quasi-Public account for 4,716 acres, or 7 percent of designated land. In all, the Policy Area covers about 65,567 acres, 62,082 acres of which are designated for development. The remaining 3,127 acres of non-designated lands consist of waterways, streets, and other non-developable land types.

Table 2-4 2030 Sacramento General Plan Land Use Designations

Designation	*Acres*	*Percent*	*Vacant Acres*	*Percent Vacant*
Rural Residential	232	<1%	23	10%
Suburban Neighborhood Low Density	18,036	28%	746	4%
Suburban Neighborhood Medium Density	2,388	4%	399	17%
Suburban Neighborhood High Density	2,104	3%	306	15%
Traditional Neighborhood Low Density	8,391	13%	446	5%
Traditional Neighborhood Medium Density	1,886	3%	602	32%
Traditional Neighborhood High Density	359	1%	130	36%
Urban Neighborhood Low Density	148	<1%	20	14%
Urban Neighborhood Medium Density	62	<1%	2	3%
Urban Neighborhood High Density	51	<1%	47	92%
Suburban Center	1,001	2%	238	24%
Traditional Center	323	<1%	79	24%
Regional Commercial	482	1%	223	46%
Urban Center Low	1,334	2%	84	6%
Urban Center High	1,099	2%	322	29%
Central Business District	419	1%	3	1%
Suburban Corridor	1,461	2%	118	8%
Urban Corridor Low	1,421	2%	52	4%
Urban Corridor High	229	<1%	4	2%
Employment Center Low Rise	4,908	7%	999	20%
Employment Center Mid Rise	1,890	3%	561	30%
Industrial	2,365	4%	366	15%
Planned Development	1,223	2%	540	44%
Public/Quasi-Public	4,716	7%	130	3%
Parks and Recreation	8,120	12%	636	8%
Open Space	434	1%	160	37%
Subtotal	**65,082**	**100%**	**7,239**	**11%**
Other (Non Designated) [1]	*485*	*<1%*	*0*	0%
Total	**65,567**	**100%**	**7,239**	**11%**

Notes:
1. Other land includes non-parcel areas, rights-of-ways, and waterways.
Source: City of Sacramento GIS Database, December, 2012.

Vacant designated land amounts to 7,239 acres, or 11 percent, of the total designated land within the Policy Area. There are 2,698 vacant acres within residential neighborhoods (8 percent). Low density neighborhoods (i.e., Suburban Neighborhood Low, Traditional Neighborhood Low, and Urban Neighborhood Low) have a relatively low percentage of vacant acres (4 percent) compared to the other neighborhood designations (22 percent). About 92 percent of Urban Neighborhood High Density land is vacant. There are 949 vacant acres within center designations (20 percent). About 46 percent of lands designated as Regional Commercial are vacant. There are 174 vacant acres within corridors (5 percent). There are 3,392 vacant acres within other districts (14 percent). The Employment Center Low Rise designation contains 999 acres of vacant land (20 percent), the most acres of any designation.

Existing Zoning

Table 2-5 summarizes existing zoning by base zoning district as amended through 2012 in the incorporated City of Sacramento, including vacant land. Figure 2-8 shows existing zoning within the city. The City Zoning Code, updated as of 2012, includes 16 residential zones. Residentially-zoned land (RE, R-1, R-1A, R-1B, R-2, R-2A, R-2B, R-3, R-3A, R-4, R-4A, R-5, RCMU, RMU, RO, and RMX) accounts for 32,147 acres, or 61 percent of all zoned lands. R-1 is the largest base zone in the city with 22,581 acres. This represents 70 percent of residentially zoned land and 43 percent of all zoned land.

Commercial/office zones (C-1, C-2, C-3, C-4, EC, HC, OB, ORMU, and SC) account for 6,140 acres, or 12 percent of zoned land. General Commercial (C-2) accounts for 2,895 acres and 47 percent of all commercial/office zones. Industrial zones (M-1, M-1S, M-2, M-2S, MIP, MRD, and MRD-20) account for 6,389 acres, or 12 percent of zoned land. Heavy industrial lands (M-2 and M-2S) make up 47 percent (3,019 acres) of industrial zones. Other zones (A, A-OS, F, ARP-F, H, SPX, and TC) account for 7,927 acres, or 15 percent of zoned lands. About 52,602 acres of the 63,777 acres of land within the City Limits has specific zoning. There are about 11,175 acres of right-of-ways, waterways, and other non developed, or un-zoned lands.

On April 9, 2013 the Sacramento City Council added two new office business zones (i.e., Office Business Mid-Rise Mixed-Use Zone (OB-2), Office Business High-Rise Mixed-Use Zone (OB-3)) to allow increased height and density in urban neighborhoods, centers, and corridors. The revised Zoning Code will not go into effect until September 30, 2013. No parcel in the City will be designated as an office business zone until an applicant makes a formal request from the City Council to rezone.

There are 2,846 vacant acres within residentially zoned land (9 percent). The Single Family Alternative (R-1A) zone is 26 percent vacant and has the most vacant acres (1,139) of all the residential zones. All 70 acres of the Residential/Commercial Mixed Use zone are vacant. There are 1,423 vacant acres within commercial/office zones (23 percent). The Employment Center (EC) zone is 57 percent vacant and has the most vacant acres (777) of all the commercial/office zones. There are 1,593 vacant acres within industrial zones (25 percent). The Heavy Industrial (M-2S) zone has the most acres of vacant land (549), but the Manufacturing, Research, and Development (MRD-20) zone has the highest percentage of vacant land (88 percent). There are 924 acres of vacant land in other zones (11 percent).

Table 2-5 Base Zoning

Zone	Category	Acres	Percent	Vacant Acres	Percent Vacant
Rural Estates	RE	5	<1%	1	22%
Rural Estates	RE-1/0.5	1	<1%	0	0%
Rural Estates	RE-1/1	112	<1%	12	11%
Rural Estates	RE-1/2	11	<1%	0	0%
Standard Single Family	R-1	22,581	43%	884	4%
Single Family Alternative	R-1A	4,439	8%	1139	26%
Single Family or Two Family	R-1B	186	<1%	2	1%
Two Family	R-2	194	<1%	4	2%
Multifamily	R-2A	707	1%	100	14%
Multifamily	R-2B	1,058	2%	184	17%
Multifamily	R-3	1,352	3%	221	16%
Multifamily	R-3A	380	1%	18	5%
Multifamily	R-4	282	1%	51	18%
Multifamily	R-4A	11	<1%	10	90%
Multifamily	R-5	135	<1%	5	4%
Residential/Commercial Mixed Use	RCMU	70	<1%	70	100%
Residential Mixed Use	RMU	53	<1%	52	98%
Residential-Office	RO	62	<1%	6	10%
Residential Mixed Use	RMX	508	1%	87	17%
Limited Commercial	C-1	211	<1%	47	22%
General Commercial	C-2	2,895	6%	447	15%
Central Business District-Special Planning District	C-3	197	<1%	3	2%
Heavy Commercial	C-4	267	1%	29	11%
Employment Center	EC-30	52	<1%	0	0%
Employment Center	EC-40	162	<1%	52	32%
Employment Center	EC-50	377	1%	285	75%
Employment Center	EC-65	131	<1%	54	42%
Employment Center	EC-80	55	<1%	49	89%
Highway Commercial	HC	78	<1%	45	59%
Office Building	OB	947	2%	139	15%
Office Business Mid-Rise Mixed-Use Zone	OB-2	0	0%	0	0%
Office Business High-Rise Mixed-Use Zone	OB-3	0	0%	0	0%
Office/Residential Use	ORMU	21	<1%	21	100%
Shopping Center	SC	747	1%	252	34%
Light Industrial	M-1	1,522	3%	469	31%
Light Industrial	M-1S	1,734	3%	381	22%
Heavy Industrial	M-2	812	2%	147	18%
Heavy Industrial	M-2S	2,207	4%	549	25%
Manufacturing-Industrial Park	MIP	58	<1%	0	0%
Manufacturing, Research, and Development	MRD	2	<1%	0	0%
Manufacturing, Research, and Development	MRD-20	54	<1%	47	88%

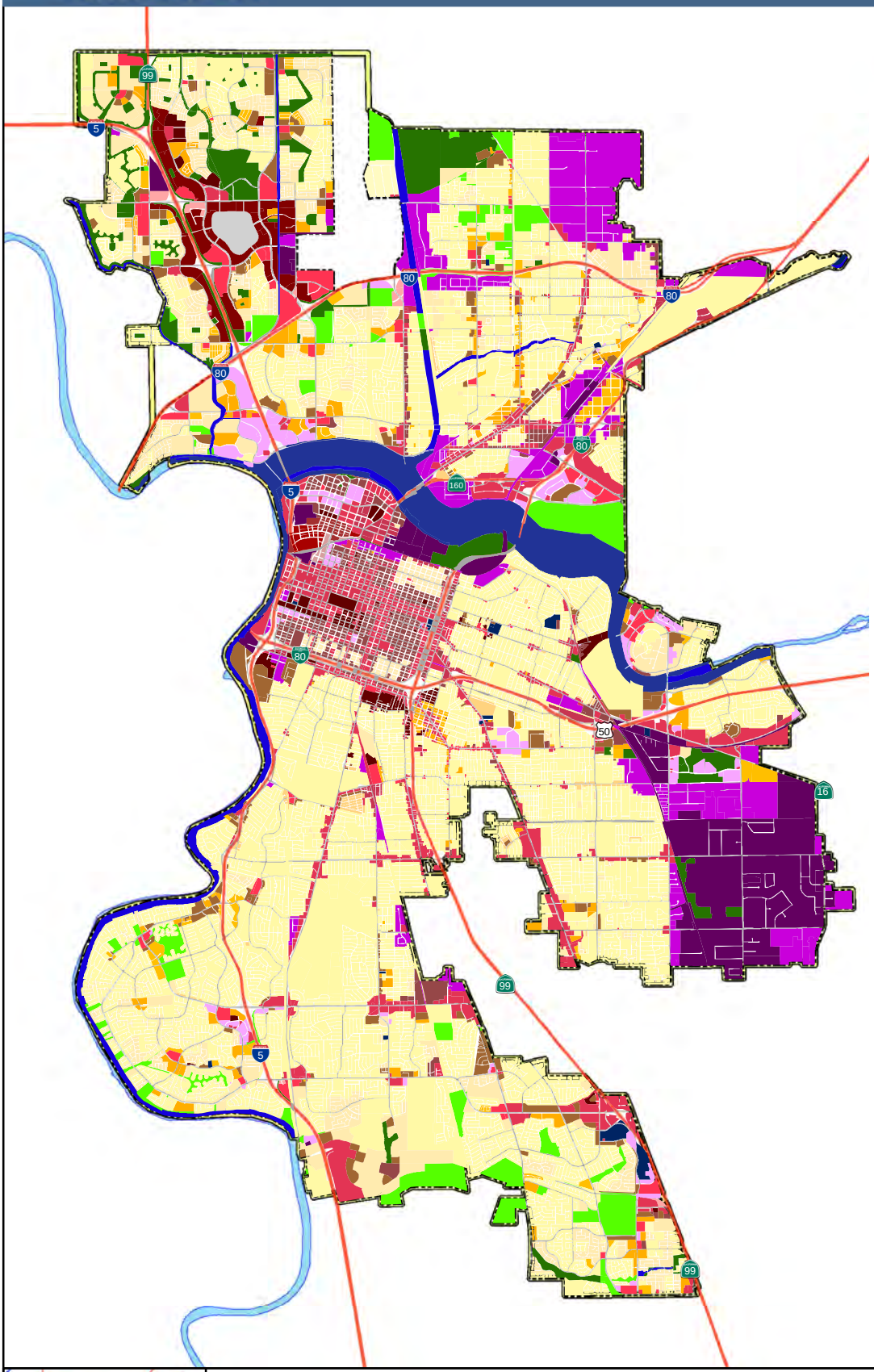
Agriculture	A	2,072	4%	453	22%
Agriculture-Open Space	A-OS	2,189	4%	330	15%
Flood	F	1,063	2%	9	1%
American River Parkway	ARP-F	2,142	4%	0	0%
Hospital	H	153	<1%	5	3%
Sports Complex	SPX	184	<1%	101	55%
Transportation Corridor	TC	124	<1%	26	21%
Total Zoned Land		**52,602**	**100%**	**6,788**	**13%**
Other Lands[1]		*11,175*	*18%*	64	<1%
City Limits[2]		**63,777**	**100%**	**6852**	**100%**

Notes:
1. Other land includes non-parcel areas, rights-of-ways, and waterways.
2. Numbers may not add to total due to rounding.

Source: City of Sacramento GIS Database, December 2012.

SACRAMENTO 2035 GENERAL PLAN

Figure 2-8 Zoning



Residential Zones

- RE - Rural Estates
- R-1 - Standard Single Family
- R-1A - Single Family Alternative
- R-1B - Single or Two Family
- R-2 - Two-Family
- R-2A - Multi-Family (up to 17 units/acre)
- R-2B - Multi-Family (21)
- R-3 - Multi-Family (29)
- R-3A - Multi-Family (36)
- R-4 - Multi-Family (58)
- R-4A - Multi-Family (110)
- R-5 - Multi-Family (174)
- RCMU - Residential/Commercial Mixed Use
- RMU - Residential Mixed Use
- RO - Residential-Office
- RMX - Residential Mixed Use

Commercial and Office Zones

- C-1 - Limited Commercial
- C-2 - General Commercial
- C-3 - Central Business District
- C-4 - Heavy Commercial
- EC - Employment Center
- HC - Highway Commercial
- OB - Office Building
- ORMU - Office/Residential Mixed Use
- SC - Shopping Center

Industrial and Manufacturing Zones

- M-1 - Industrial
- M-2 - Heavy Industrial
- MIP - Manufacturing - Industrial Park
- MRD - Manufacturing, R & D

Other Zones

- A - Agricultural
- A-OS - Agriculture-Open Space
- F - Flood
- ARP-F - American River Parkway
- H- Hospital
- SPX - Sports Complex
- TC - Transportation Corridor

Legend

- Major Roads
- Highways
- Waterways
- Policy Area
- City Limits

N W E S

0 1 2 Miles

Data Source: City of Sacramento, 2012

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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 2-6.

Table 2-6 Overlay Zoning

Overlay Zone	*Category*	*Acres*
Ascot Avenue	AOL	28
Building Conservation	BC	4
Executive Airport-Approach Zone 1	EA-1	151
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
Floodway Fringe	F	10
Floodway Fringe	FF	33
Labor Intensive	LI	163
Midtown Commercial	MC	18
Neighborhood Corridor	NC	57
American River Parkway	PC	1,177
Solid Waste Restricted	SWR	1,182
Toxic	T	1
Transit	TO	168
Urban Neighborhood	UN	21
Experimental Housing	XH	0
With Conditions	(WC)	8
Review	R	3,481
Review With Conditions	R-(WC)	30
Planned Unit Development[1]	PUD	10,609
Special Planning Districts	SPD	2,808
Overlay Zones Total[2]		21,763

Notes:
1. See Table 2-1.22 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 GIS Database, 2012.

Special Planning District (SPD) Overlay. Special Planning Districts 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 2-7 shows the acreage of each Special Planning District.

Table 2-7 Special Planning Districts (SPD)	
Overlay Zone	*Acres*
Alhambra Corridor	371
Alhambra Corridor/R Street Corridor	14
Army Depot	492
Broadway/Stockton	278
Central Business District	170
Del Paso Boulevard	79
Del Paso Nuevo	118
Del Paso/Arden Way	30
McClellan Heights/Parker Homes	313
Northgate Boulevard	83
R Street Corridor	188
River District	567
Sacramento Railyards	177
SPDs TOTAL[1]	**2,880**

Notes:
1. Numbers may not add to total due to rounding.
Source: City of Sacramento GIS Database, December, 2012.

Farmland

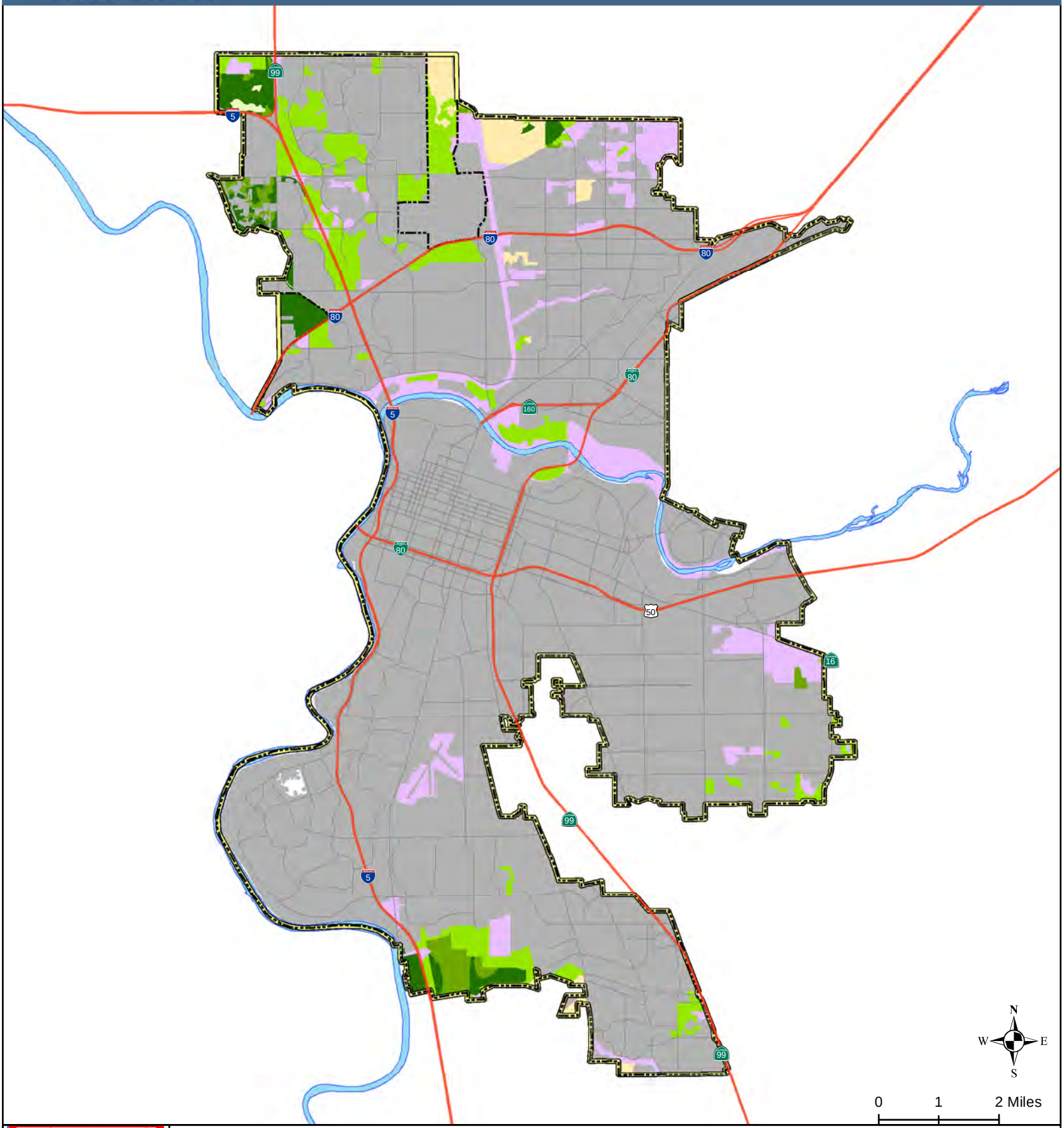
Table 2-8 describes important farmland in the Policy Area and City Limits as defined by the California Department of Conservation. Eight farmland types can be found in the Policy Area as defined in the following section and shown in Figure 2-9. As Table 2-8 shows, 53,745 acres (83 percent) of the City of Sacramento's Policy Area has been developed (urban and built up). For prime farmland, the Policy Area includes about 1,175 acres (2 percent) and the City Limits includes 935 acres (1 percent) (see Figure 2-9).

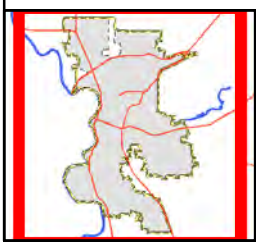
Table 2-8. Important Farmland[1]				
Land Type	*City*	*Percent*	*Policy*	*Percent*
Prime	935	1%	1,175	2%
State importance	575	1%	577	1%
Unique	66	0%	67	0%
Local importance	3,234	5%	3,575	6%
Grazing	675	1%	929	1%
Urban and built up	52,771	84%	53,745	83%
Other	4,278	7%	4,301	7%
Total[2]	62,535	100%	64,369	100%

Notes:
1. This information is only for the Policy Area, it does not include important farmland in Sutter or Yolo Counties.
2. Numbers may not add to total due to rounding.
Source: California Department of Conservation, Division of Land Resource Protection, February, 2013

SACRAMENTO 2035 GENERAL PLAN

Figure 2-9
Important Farmland





Legend

- Major Roads
- Highways
- Waterways
- Policy Area
- City Limits
- Prime Farmland
- Farmland of Statewide Importance
- Farmland of Local Importance
- Unique Farmland
- Grazing Land
- Other Land
- Urban and Built-Up Land

Data Source: City of Sacramento, 2012; Department of Conservation 2013

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Williamson Act Contract Lands

The California Land Conservation Act of 1965, commonly referred to as the Williamson Act, authorizes 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. These contracts severely limit the amount of development that can take place on the parcels. In return, landowners receive property tax assessments that are much lower than normal because they are based upon farming and open space uses as opposed to full market value. The State estimates the Williamson Act saves agricultural landowners from 20 to 75 percent in their annual property taxes. There are three parcels in the Planning Area that are subject to the Williamson Act totaling 185 acres (see Figure 2-10).

Conserved Lands

Conserved lands are owned by the Natomas Basin Conservancy, and are located solely in the North Natomas area, as shown in Figure 2-11. None of these parcels are within the Policy Area.

Findings

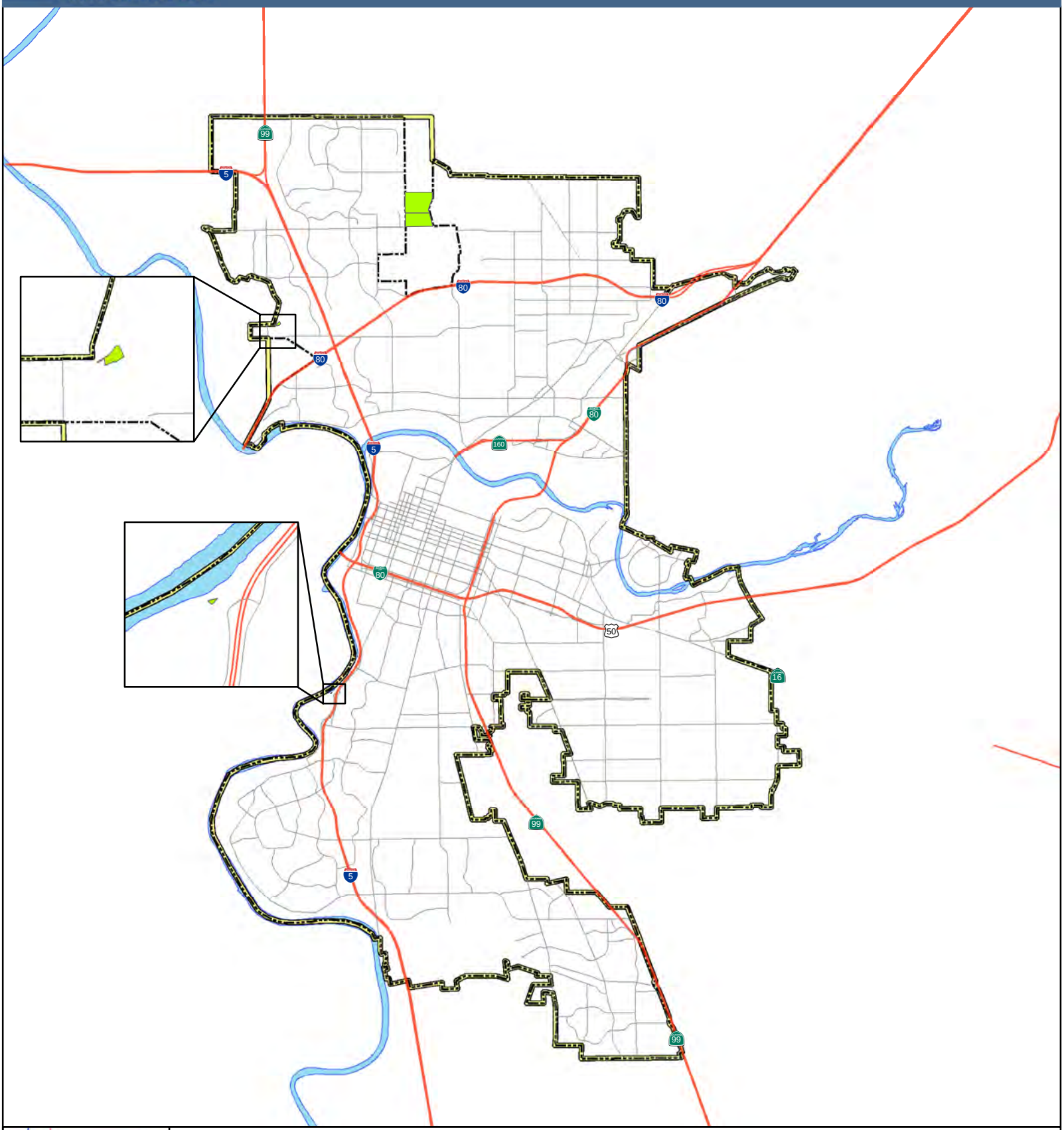
- The Policy Area is 102 square miles and includes land in the City of Sacramento and Sacramento County. The Sphere of Influence is approximately 125 square miles, 23 square miles of which is outside the Policy Area.
- The City of Sacramento 2030 General Plan defines ten community plan boundaries that correspond to Community Plans contained in Part 3 of the 2030 General Plan. All land within the Policy Area is assigned to a community plan area, but several of the community plan areas extend beyond the Policy Area (i.e., North Natomas, Arden-Arcade, East Sacramento, Fruitridge/Broadway, and South Area).
- The 2030 General Plan defines nearly 70 opportunity areas, or subareas of each community plan area, that have been identified for potential future infill, reuse, or redevelopment.
- The City has grown by over 94 square miles since it incorporated in 1849.
- The City annexed over half (32,693 acres) of its current size of 63,777 acres between 1960 and 1969, the largest of any decade.
- Residential uses (i.e., single family and multifamily) account for 23,047 acres (23 percent of the Policy Area). Approximately 4,337 acres (19 percent) of residential uses are multifamily, while the other 18,710 acres (81 percent) are single family.
- Employment uses (i.e., office, industrial, and commercial) account for 8,466 acres or about 13 percent of the Policy Area. Of the 8,466 acres of employment uses, 1,857 acres (22 percent) are office, 4,615 acres (55 percent) are industrial, and 1,994 acres (24 percent) are commercial.
- Vacant lands amount to 7,328 acres (11 percent) of the Policy Area.
- Residential neighborhood designations (i.e., Suburban Neighborhood Low/Medium/High, Traditional Neighborhood Low/Medium/High, and Urban Neighborhood Low/Medium/High) account for 33,425 acres, or 51 percent of total designated land.
- Center designations (i.e., Suburban Center, Traditional Center, Regional Commercial, Urban Center Low, Urban Center High, and Central Business District) account for 4,658 acres, or 7 percent of designated land. Urban Center Low and Urban Center

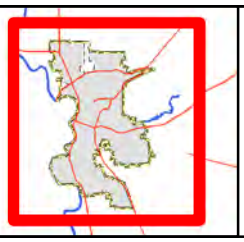
High account for 1,334 and 1,099 acres, respectively. Together, they make up 52 percent of center designations.

- Other districts (i.e., Employment Center Low Rise, Employment Center Mid Rise, Industrial, Planned Development, Public/Quasi-Public, Parks and Recreation, and Open Space) account for 23,656 acres, or 36 percent of designated land.
- There are 2,698 vacant acres within residential neighborhood designations (8 percent). Low density neighborhoods (i.e., Suburban Neighborhood Low, Traditional Neighborhood Low, and Urban Neighborhood Low) have a relatively low percentage of vacant acres (4 percent) compared to the other neighborhood designations (22 percent).
- Residentially-zoned land (RE, R-1, R-1A, R-1B, R-2, R-2A, R-2B, R-3, R-3A, R-4, R-4A, R-5, RCMU, RMU, RO, and RMX) accounts for 32,147 acres, or 61 percent of all zoned lands. R-1 is the largest base zone in the city with 22,581 acres. This represents 70 percent of residentially zoned land and 43 percent of all zoned land.
- Commercial/office zones (C-1, C-2, C-3, C-4, EC, HC, OB, ORMU, and SC) account for 6,172 acres, or 12 percent of zoned land. General Commercial (C-2) accounts for 2,895 acres and 47 percent of all commercial/office zones.
- Industrial zones (M-1, M-1S, M-2, M-2S, MIP, MRD, and MRD-20) account for 6,389 acres, or 12 percent of zoned land. Heavy industrial lands (M-2 and M-2S) make up 47 percent (3,019 acres) of industrial zones.
- There are 1,423 vacant acres within commercial/office zones (23 percent). The Employment Center (EC) zone is 57 percent vacant and has the most vacant acres (777) of all the commercial/office zones.
- The Policy Area contains about 3,575 (6 percent) of Farmland of Local Importance, 1,175 acres (2 percent) of Prime Farmland, and 575 acres (1 percent) of Farmland of Statewide Importance.
- There are three parcels (185 acres) in the Planning Area that are subject to the Williamson Act.

SACRAMENTO 2035 GENERAL PLAN

Figure 2-10
Williamson Act Parcels





Legend

- Major Roads
- Highways
- City Limits
- Policy Area
- Waterways
- Williamson Act Parcels

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Data Source: City of Sacramento, 2012;

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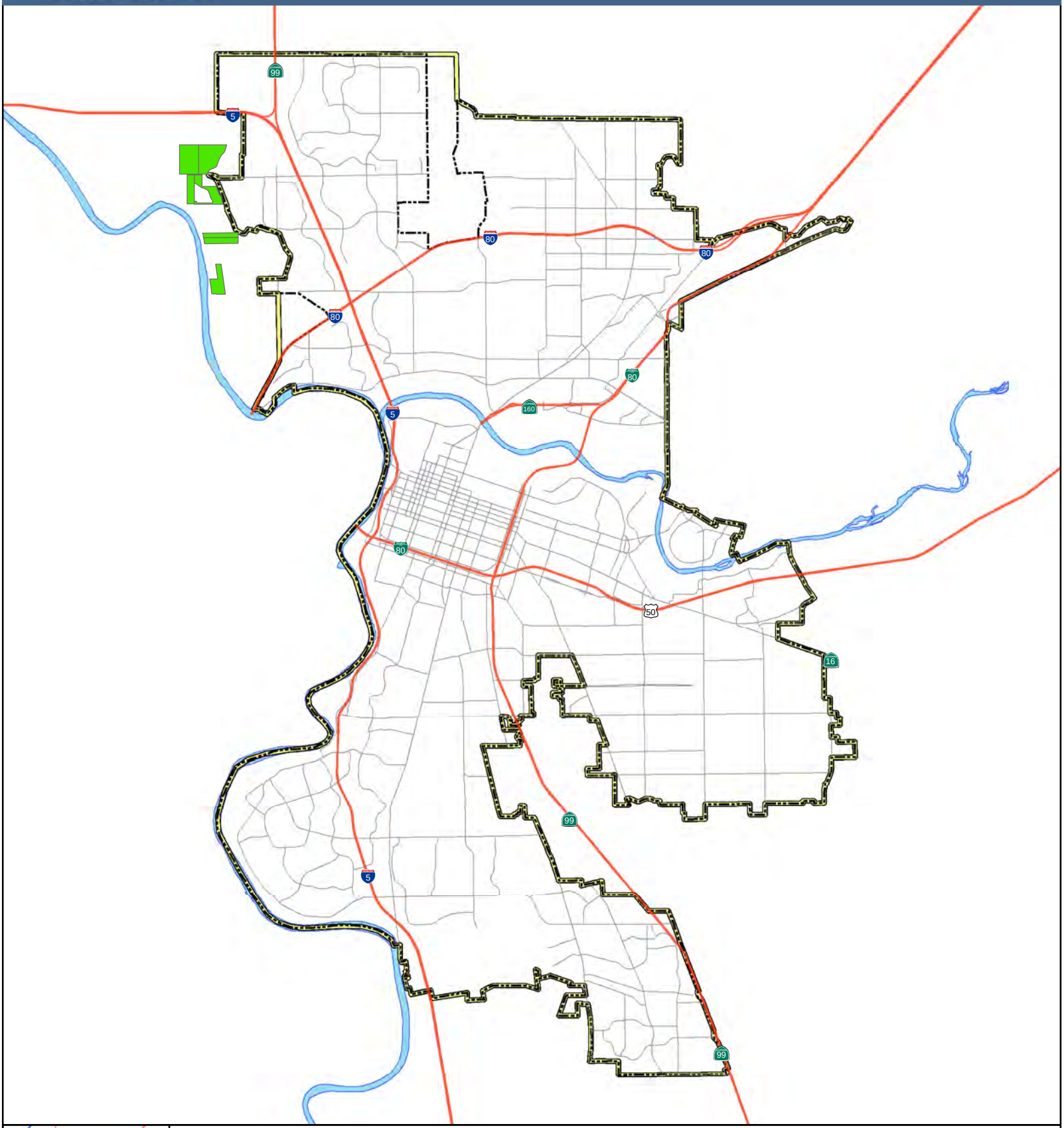
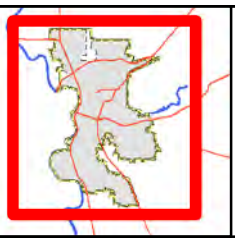
SACRAMENTO 2035 GENERAL PLAN

Figure 2-11
Conserved Lands





Legend

- Major Roads
- Highways
- Waterways
- Policy Area
- City Limits
- Natomas Basin Conservancy Lands

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Data Source: City of Sacramento, 2012

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2.2 Policy Context

Introduction

The Policy Context section summarizes existing policy documents that the City of Sacramento and neighboring jurisdictions have either drafted, accepted/endorsed, or adopted. The section summarizes the City of Sacramento's 2030 General Plan and describes the City of Sacramento's specific plans. The section then describes City plans and policies that address area-specific and citywide planning issues.

The section also summarizes planning and policy documents adopted by surrounding jurisdictions. While these documents do not regulate land within the existing City Limits, they do govern land use in adjacent areas that are critical to the City of Sacramento's future development. The section then summarizes multi-jurisdictional plans adopted jointly by the City of Sacramento and surrounding jurisdictions. Lastly, this section describes planning programs and policies of the Sacramento Area Council of Governments (SACOG). Although SACOG does not have any regulatory authority within the City Limits, the City of Sacramento does work with member cities and counties through SACOG to address regional transportation and land use issues.

Regulatory Setting

City of Sacramento General Plan

The City of Sacramento's 2030 General Plan is the overarching planning document for land use and development decisions within the City Limits.

2030 General Plan (2009)

In 2009 the City of Sacramento adopted the 2030 General Plan to set a new direction for the future of the city. The 2030 General Plan was the first comprehensive revision of the City's General Plan in over 20 years. It is the result of more than four years of work by the 25-member citizens General Plan Advisory Committee, City staff, consultants, Planning Commission, City Council, business owners, developers, decision-makers, and thousands of residents.

The Sacramento 2030 General Plan is organized into the following four parts:

- **Part 1, Introduction to the 2030 General Plan,** presents the Vision and Guiding Principles; describes overarching General Plan themes, including the City's response to climate change; provides General Plan organization; presents a profile of Sacramento, including the city's history; explains the purpose of a General Plan and the legal requirements; reviews how to use the General Plan; and lastly, recounts how the General Plan was prepared.
- **Part 2, Citywide Goals and Policies** are the heart of the General Plan. The goals and policies flow directly from the Vision & Guiding Principles and address a broad range of topical elements required by State law and those that address unique local concerns. Each element contains clear and consistent hierarchy of goals and policies that complement and reinforce one another, avoiding contradictions and conflicting directions. The policies provide predictability and flexibility.

- **Part 3, Community Plan Areas and Special Study Areas,** provides policy direction for 10 community plan areas that cover the entire city and 5 special study areas adjacent to the city. Part 3 recognizes that the city is made up of many distinct areas with different needs and characteristics. Each Community Plan area includes geographically specific goals and policies that recognize the unique qualities of the city, and provides more specific guidance.
- **Part 4, General Plan Administration and Implementation** begins with a summary of the most important programs for implementing the 2030 General Plan. This is followed by an outline of the process for reviewing and updating the 2030 General Plan. The section also outlines the types of actions or tools the City will use to implement the Plan's policies. Part 4 concludes with tables that list specific implementation programs.

2030 General Plan Vision and Guiding Principles

The 2030 General Plan Vision provides the City's key values and aspirations for Sacramento's future. The overarching Vision of the General plan is to make Sacramento the *most livable city in America*. The guiding vision of the 2030 General Plan is that:

- As California's capital, Sacramento will continue to play its traditional role in the region as the primary center of government, employment, and culture.
- Downtown Sacramento will be vibrant with arts, culture, entertainment, and a 24-hour population.
- The city's economy will continue to strengthen, diversify, and play a larger role in the global economy.
- Building on the skills of our workforce, Sacramento's economy will provide a broad range of jobs in all industry sectors, including those related to small and local businesses.
- Every neighborhood will be a desirable place to live because of its walkable streets, extensive tree canopy, range of housing choices, mixed use neighborhood centers, great schools, parks and recreation facilities, and easy access to Downtown and jobs.
- Sacramento will be linked to the rest of the region by an extensive, efficient, and safe network of roadways, bridges, mass transit, bikeways, pedestrian trails, and sidewalks. It will be linked to the rest of California and the world by an international airport, conventional and high-speed passenger rail, interstate highways, and high-speed communication systems.
- Sacramento will continue to celebrate its cultural and ethnic diversity and ensure the equitable treatment of all neighborhoods and groups.
- Sacramento will protect its historic and cultural resources and its natural environment and will increase access to its riverfront and open spaces for the enjoyment of its growing population.
- Sacramento will promote the health and well-being of the community and will plan for the long-term safety of its citizens.

- Finally, to help address the causes of climate change and the urban heat island effect, Sacramento will be a model of sustainable development in its planning, its use of urban heat island reduction measures, and its conservation of energy, water, and other natural resources.

In conjunction with the Vision Statement, the City Council adopted Guiding Principles for land use, urban design, housing, mobility, economic development, public safety, environmental resources, parks and recreation, and services and facilities. The principles establish policy benchmarks for the rest of the General Plan.

2030 General Plan Themes

The 2030 General Plan defines a roadmap to achieving Sacramento's vision. Underlying the vision and connecting it to the roadmap is a set of six themes that thread throughout the General Plan:

- Making Great Places: A great city must have wonderful places to live, work, congregate, and experience social, recreational, educational, and cultural enrichment. Sacramento is distinguished by its location at the confluence of the American and Sacramento Rivers, diverse residential neighborhoods, extensive tree canopy, role as the center of California's governance, and place in California's settlement history. These assets, and others that are emerging as the city grows and matures, contribute to the quality of life for residents while providing the opportunity for shaping development, conserving resources, and structuring the economy.
- Growing Smarter: The 2030 General Plan favors developing inward over expanding outward into "greenfields" on the edge of the city. The city's growth pattern will be more compact, include the "infill" and reuse of underutilized properties, intensify development near transit and mixed-use activity centers, and locate jobs closer to housing, which will lead to increased walking and reduced automobile use. Gasoline consumption, air pollution, greenhouse gas emissions, and personal commute times will be reduced, which will facilitate and increase the time working parents have to spend with their children and families. Strategic improvements to infrastructure will facilitate infill and support new mixed-use and residential neighborhoods.
- Maintaining a Vibrant Economy: The ability of the City to provide services that meet the diverse needs of existing and future populations is dependent on a vigorous and healthy economy. The 2030 General Plan contains strategies to accommodate a diversity of businesses, employment, housing, and entertainment opportunities for Sacramento's residents, while focusing on the retention of existing and attraction of new businesses offering high-paying jobs. Strategies include: achieving a high level of education and training for Sacramento's residents; maintaining and expanding recreational, arts, and cultural amenities; creating safe neighborhoods and employment centers; and establishing necessary infrastructure.
- Creating a Healthy City: The 2030 General Plan endorses land use patterns and densities that foster pedestrian and bicycle use and recreation through expanded parklands, sports and athletic programming, and open spaces. The General Plan supports incentives for the use of organic foods through public or commercial markets and in public facilities, as well as supporting controls on the use of toxic materials. Land use and development strategies, public awareness, and policing programs are promoted to protect residents from the risks of crime. Strategies are also defined for emergency preparedness, response, and recovery in the event of a natural disaster or terrorist act.

- Living Lightly-Reducing Our Carbon Footprint: The General Plan takes several steps to reduce carbon emissions that contribute to climate change. Mixed-use development that encourages walking and biking, use of public transit, "green building" practices, use of solar energy systems, architectural design to reduce heat gain, recycled construction materials, and water conservation measures, are some of the strategies included in the 2030 General Plan.
- Developing a Sustainable Future: Planning and developing a truly sustainable future depends on a healthy environment, strong economy, and the social well-being of Sacramento residents. Factors that contribute to achieving this goal are as follows.
  - Environment: conserving air, water, land, soils, minerals, natural habitat, energy, and protecting aesthetic resources.
  - Economy: creating good jobs, income, and financial resources.
  - Equity and Social Well-Being: providing good education, income, health, safety, arts, and cultural attainment for all.
- Without a successful economy, financial resources will not be available to manage growth and protect resources. Without a healthy and well-educated population, resource sustainability will not be valued and advances in technology to protect resources will be hindered (SacGP 2009a).

2030 General Plan Policy Direction

Part 2 of the 2030 General Plan organizes policy direction into 10 clearly defined topical elements and Part 3 provides policy direction for 10 geographically specific Community Plans and 3 Special Study Areas:

- The Land Use and Urban Design 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 that can sustain a vibrant economy, a healthy environment, and a vital social life.
- The Historic and Cultural Resources Element addresses the importance of Sacramento's historic and cultural resources, which create a distinct sense of place for residents and visitors, as well as tell the story that uniquely differentiates Sacramento from all other cities. These resources reflect the earliest days of prehistoric and historic settlement along the Sacramento and American Rivers, the city's role as a catalyst for the Gold Rush and as a key center of the western expansion of the United States, and establishment of the city as California's state capital.

- The Economic Development Element looks at the importance of increasing individual wealth, creating employment opportunities, developing facilities, as well as providing services and community amenities. The Economic Development policies provide for the retention and expansion of existing businesses and attraction of new businesses to increase job opportunities for Sacramento's residents. The policies also address the development of an educated and skilled workforce through development of the skills of existing residents and the attraction of new residents.
- The 2008-2013 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 which will guide City investments and land use decisions to address future growth and existing need. Organized under six key housing challenges, this new strategy demonstrate the City's commitment to meeting the housing needs of all of its residents.
- The Mobility Element emphasizes the importance of developing a first class, efficient, multimodal transportation network that minimizes impacts to the environment and neighborhoods. The Mobility Element contains policies that will create a well-connected transportation network, support bicycling for both short- and long-distance trips, improve transit, conserve energy resources, reduce greenhouse gas emissions and air pollution, and do so while continuing to accommodate auto mobility.
- The Utilities 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."
- The Education, Recreation, and Culture 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. Access to education, good jobs, active recreational opportunities, and participation in the arts enhances the city's livability for residents.
- The Public Health and Safety 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 city's vision as the most livable city in the nation. Protection from the risks of natural and man-made hazards, crime, and disease are essential in establishing a sense of well-being for residents and important considerations in attracting new businesses to the city that will provide quality jobs.
- The Environmental Resources 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. Preservation of these environmental resources and maintenance of their quality is not only beneficial to current residents but is crucial to the sustainability of future generations.
- The Environmental Constraints Element recognizes the importance of protection of life and property from the risks of natural and man-made hazards. A safe environment enhances residents' quality of life, contributes to a city's livability, and is important for attracting and retaining businesses that help to sustain a thriving economy.

The 2030 General Plan includes policy direction for ten community plan areas. The ten community plan areas include: 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 the elements described.

Beyond the Policy Area of the 2030 General Plan, the City has defined five unincorporated Special Study Areas (Arden Arcade, East Area, Fruitridge Florin, Natomas Joint Vision Area, and Town of Freeport) that are of special interest to the City, because the planning of the areas necessitates a coordinated effort by the City and County.

Land Use and Circulation Diagrams

The 2030 General Plan includes a series of diagrams that show how and where the city will grow and change in the future**.** Together these diagrams provide for strategic growth and change that preserves existing viable neighborhoods and targets new development to infill areas that are vacant or underutilized, as well as to "greenfield" areas. Changes proposed to established areas focus on enhancing the quality of life through improved connectivity with other parts of the city, greater access to amenities, enhanced safety, and greater housing, employment, and transportation choices. Diagrams that direct development and transportation improvements include:

- The Opportunity Areas Diagram shows subareas of the City that have been identified for future infill, reuse, or redevelopment. These areas contain vacant or underutilized lands that provide opportunities for future growth. These sub-areas are defined as neighborhoods, centers, transit centers, corridors, and new growth areas.
- The Areas of Change Diagram identifies the relative amount of change that is expected to occur through 2030 in different parts of the city. The Diagram addresses areas that are expected to retain their current form and character, areas that are expected to experience both minor and significant growth through infill, reuse, and redevelopment, and areas that are expected to experience dramatic change through major new development projects
- The Land Use and Urban Form Diagram along with a set of designations that give direction for both land use and urban form are key aspects of the Land Use and Urban Design Element. The diagram lays out the locations and types of uses for each part of the city and provides guidance on the form new development should take to promote sustainable growth and change through orderly and well-planned development based on the needs of existing and future residents and businesses. It ensures the effective and equitable provision of public services through efficient use of land and infrastructure.
- The Circulation Diagram shows key transportation networks that are essential for the everyday lifestyles of Sacramento residents. The diagram emphasizes the importance of transportation by accessing transit corridors including existing and future rail and bus lines, roadway networks that categorize streets according to function and type, as well as a city-wide bikeway network.

Administration and Implementation

The 2030 General Plan clearly identifies eight types of actions and tools the City will use to carry out the policies, including: regulation and development review; City master plans, studies, and programs; financing and budgeting; planning studies and reports; City services and operations; inter-governmental coordination; joint partnerships with the private sector; and public information. Each policy and implementation program within the General Plan refers to the type of tools or actions the City will use.

The 2030 General Plan also calls for an indicators program, called the ***Livability Index***, to monitor the city's success in becoming the most livable city in America. Regular monitoring of the Livability Index will track key livability factors relating to the economy, health of residents, and quality of life. Since adoption of the 2030 General Plan in 2009, the City has annually produced an Annual General Plan Report (2009, 2010, 2011) and presented it to the City Council. Each Report highlights City departments' accomplishments, report on current challenges, identify trends, gauge the public's level of satisfaction and engagement with the City, and measure the success of the General Plan in guiding the city to its vision of being the most livable city in America.

Housing Element (2008)

Adopted by the City of Sacramento on November 18, 2008, the Housing Element sets forth the City's policies and strategies for addressing the housing needs for all households in Sacramento for five year period (2008-2013). The City of Sacramento's adopted housing policies play an important role in supporting, maintaining, and, where necessary, revitalizing the city's neighborhoods. In each neighborhood, the range, style, and mix of housing types contributes to the neighborhoods balance and stability.

Since the Element is concerned with all household types, it includes policies for housing supply, housing quality, housing affordability, step-up housing, infill housing, senior housing and housing for persons with special needs.

Housing Element Goals

In order to address issues raised in the housing inventory analysis and provide guidelines for future housing development, the Housing Element outlines 11 major goals:

- Develop and rehabilitate housing and neighborhoods to be environmentally sustainable;
- Provide a variety of quality housing types to encourage neighborhood stability;
- Promote racial, economic, and demographic integration in new and existing neighborhoods;
- Provide adequate housing sites and opportunities for all households;
- Assist in creating housing to meet current and future needs;
- Remove constraints to the development housing;
- Provide a variety of housing options for extremely low-income (ELI) households;
- Provide housing choices appropriate for "special needs" populations, including homeless, youth, female-headed households, persons with disabilities, and seniors;
- Preserve, maintain and rehabilitate existing housing to ensure neighborhood livability and promote housing affordability;

- Promote, preserve and create accessible residential development; and
- Provide ownership opportunities and preserve housing for Sacramento's modest income workers.

Housing Element Policies and Implementation Programs

The Housing Element includes policies and implementation programs for each of the goals. These include plans to streamline the review of infill and transit oriented development that incorporates mixed uses, develop 2,000 infill units by 2013, provide additional permanent and transitional residential facilities for homeless, target infrastructure development, develop residential units in North Natomas employment centers, and provide additional local, State, and federal funds for new development and building rehabilitation. Implementation of the Housing Element's policies and goals will ensure that the City will meet the regional housing needs through the year 2013.

The Element aims to ensure the production of a broad range of housing types for all income levels and support improved economic vitality within the Downtown Redevelopment Area. The City will produce 250 new affordable units in the Downtown.

The Element indicates that the City will adopt a proactive rental inspection program to ensure adequate rental housing maintenance. In an effort to have the most significant impact in blighted areas, the City shall focus its rehabilitation funding and programs to rental properties in need of substantial rehabilitation in redevelopment and other target areas. The City aims to provide safe and secure rental housing in existing neighborhoods through the rehabilitation and preservation of 1,000 affordable multifamily units (SacGP 2009b).

City of Sacramento Specific Plans

Sacramento Railyards Specific Plan (2007)

The Railyards Specific Plan was adopted in 1994 and amended in 1996. The 2007 Sacramento Railyards Specific Plan (SRSP) has slightly different Plan Area boundaries and supersedes the 1994 plan. Encompassing approximately 244 acres north and west of downtown Sacramento, the Sacramento Railyards Specific Plan proposes infill redevelopment of the former railyard into a mixed-use district. The SRSP contains the following components:

- The distribution, location, and extent of all land uses, including open space;
- The proposed distribution, location, extent and intensity of major components of public infrastructure, such as transportation and drainage systems, and other essential facilities needed to support the land uses;
- Standards and criteria that specify how development of the Railyards area will proceed;
- A statement of consistency between the Specific Plan and the goals and policies contained in the General Plan;
- A program of implementation measures such as regulations, programs and public works projects and financing measures necessary to complete the essential facilities to allow for the development of the Plan area.

The Plan includes five land use designations: Residential Mixed-Use (RMU), Office/Residential Mixed-Use (ORMU), Residential Mixed-Use (RMU), Transportation Use (TU), and Open Space (OS). Additional land would be set aside for the development of circulation, the rail corridor, intermodal transportation, parks, schools, and public utilities. The RMU District policies call for the

development of a high density urban residential neighborhood with a range of building types, sizes, and heights. Additional policies would encourage the design of a pedestrian environment, provide open space facilities, energy efficient design, and a neighborhood character that embraces historic elements where possible. The Railyards Specific Plan provides the opportunity to address the growth needs of the City and the region while avoiding suburban sprawl. The intent of the plan is to make downtown Sacramento a more desirable place to live, work, play, shop, and travel (SRSP 2007).

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 Plan includes the following principles describing the desired result for the River District:

- The River District's unique character and design will provide a sense of place;
- The River District will be comprised of distinct neighborhoods with unique personalities;
- The River District's desirable location will support its diverse and robust economy;
- The River District will maximize connectivity—north/south and east/west;
- The River District will support all transportation modes;
- The River District will be a Model for Sustainable Development;
- The River District Specific Plan will support strategies to improve safety and social conditions; and
- The scenic environment and livability of the River District will be enhanced through the development of public parks, open space, trails and outstanding community facilities and amenities.

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 Plan relies on citwide zoning designations in the Sacramento City Code. Through zoning regulations and proposed densities, The River District Specific Plan assumes a total of approximately 8,144 residential units, 3,956,000 square feet of office, 854,000 square feet of industrial, 55.5 acres of parks and open space, and 3,044 hotel rooms at 2035 buildout (RDSP 2013).

Sacramento Docks Area Specific Plan (2009)

The Sacramento Docks Area Specific Plan creates planning and design standards for the redevelopment of approximately 29-acres of land along the Sacramento riverfront, just south of Tower Bridge, in an area known as the Docks Area. This specific plan represents the final stage in a planning process that includes the Sacramento Riverfront Master Plan (2003) and the Docks Area Concept Plan (2005). Building upon the principles and concepts set forth in these previous efforts, this Specific Plan provides a comprehensive vision for the Docks Area along with goals, policies and development standards to guide future public and private actions necessary to achieve that vision.

The Specific Plan also serves as the mechanism for insuring that future development and infrastructure will be feasible, coordinated and efficient (DASP 2008).

City of Sacramento 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. However, existing redevelopment plan areas are still in effect while the City and County Successor Agencies wind down the activities of their former redevelopment agencies. SHRA is providing project delivery services for existing projects in some of the redevelopment plan areas until the projects are completed (SHRA 2013a). 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

City of Sacramento Strategic Action Plans (SNAPs)

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 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 (2013), there are four SNAPs that have been adopted. They are described below.

Gardenland-Northgate SNAP (2003)

Adopted by City Council August 23, 2003, The Gardenland-Northgate SNAP was the first Strategic Action Plan to be put into effect. 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 (GN SNAP 2003).

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.

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 (AFMF SNAP 2005).

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 ranked from most important to least important 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.

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 (Ben Ali SNAP 2009).

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 ranked from most important to least important 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.

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 (Hagginwood SNAP 2009).

Other City of Sacramento Area-Specific Plans

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 (UTVP 2002).

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."

Zoning Code Amendments

As a component of the Commercial Core Revitalization Strategy, the Zoning Code was amended to encourage commercial reuse. Most of the City's commercially zoned property is located along neighborhood commercial corridors. By amending the Zoning Code to affect commercial development in the C-1 and C-2 zones citywide, neighborhood commercial corridors can immediately benefit from regulations and incentives that will provide tools to revitalize these corridors. The amendments include special permit requirements for certain uses including auto sales (new and used), storage, repair and rental; tire shops; RV sales (Commercial); RV Storage; equipment rental and service stations. Also included in the amendments are incentives for mixed use and residential development, reduced parking standards, flexible setback requirements, fencing provisions, and additional flexible development standards.

Commercial Corridor Design Principles

Another component of the Commercial Core Revitalization Strategy is a set of design principles. The principles provide guidelines for business owners and commercial developers to use while designing projects and by the City when placing conditions on commercial projects. Any non-residential project requiring discretionary entitlement(s) in the C-1 and C-2 zones, including expansions and major modifications must comply with the Commercial Corridor Design Principles.

Commercial Corridor Users Guide

The last component of the Commercial Core Revitalization Strategy is the Commercial Corridor Users Guide. This guide is an informational tool that the City provides to developers, designers and members of the community that provides basic "how to" and process information for development within the City's commercial corridors. It is a supplement to the Commercial Corridor Design Principles document and will outline the challenges and design recommendations for projects developing within the City's commercial corridors (CCRS 2003).

North Natomas Development Guidelines (2003)

The North Natomas Development Guidelines was adopted by the City Council in 1994 and then amended in 2003. The Guidelines provides standards for development in the North Natomas Community Plan area, bounded by Elkhorn Boulevard on the north, Interstate 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 (NNDG 2003).

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 (CSU Sacramento), south of Interstate 50 and east of 65th Street and consists of approximately 140 acres of land. The entire Plan area is located within one-half mile of light rail transit. Due to the site'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 (S65thSAP 2004).

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 (NLLRSP 2007).

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 located in the northeastern part of the City of Sacramento, west of and adjacent to McClellan Park. This Plan also 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. The document serves as a guide to future development for 20 years after its adoption (MHPHLUIP 2007).

Swantson Station Transit Village Specific Plan (2011)

The Swantson Station Transit Village Plan includes land use plans, traffic/infrastructure studies, environmental analysis, urban design plans, and financing/implementation strategies to implement transit-oriented development around the Swantson 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 to guide land use and development decisions around the station over the next 20 years (SSTVSP 2007).

Other Citywide Planning and Policy Documents

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 are:

- Grid or modified grid designs found in Midtown and Old Land Park;
- Interesting building designs with variety, detail, and quality materials (Craftsman and Victorian style homes);
- Interior living areas and large front windows;
- Detached or offset garages;
- Narrow driveways with different treatments (grass strips, brick, concrete, etc.);
- Usable front porches; and
- Well-landscaped front yards with mature trees (CWRON 1993).

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 aims to achieve four specific goals:

- Create regional growth and development patterns;
- Coordinate land use, infrastructure, public services, and transportation;
- Reinforce the community identity and sense of place; and
- Protect and enhance open space and recreational opportunities.

In order to achieve these goals, the City identified policies that would encourage the following development strategies:

- Promote mixed uses and a variety of housing and job opportunities;
- Promote infill development, transit oriented development, orderly growth, and regional financing, development, and open space preservation partnerships;
- Maintain transitional areas between Sacramento and its neighbors, as well as between urban and agricultural uses within the City; and
- Promote 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 City's Smart Growth Implementation Strategy to address the 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 (SGIS 2001).

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. Infill development reduces urban sprawl and encourages 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.

Current 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 has made a concerted effort to identify target areas to focus its development and provide financial incentives. Among other things, the Infill Strategy also calls for the creation of new City positions (Citywide Infill Coordinator, Departmental Infill Development Cabinet) that would implement policy.

Some of the high 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 (Infill Strategy 2002).

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. The Master Plan provides specific improvements for the study area totaling approximately $19 million.

The proposed improvements include providing a landscaped median, lighting, vertical curb, and planter strips separating sidewalks from the street. Other improvements include providing enhanced crosswalks, benches, bus shelters, and street monuments. In addition, the Master Plan proposes 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 (SPD).

The Natomas Community Association and Gardenland Northgate Neighborhood Association have both voted in support of these improvements (NBSMP 2006).

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. City Council initiated this study in 2005 and then documented the research and analysis in the CCPMP. The specific objectives for the Central City Parking Master Plan 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 (CCPMP 2006).

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. The first is 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. The second is 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 (PMP 2006).

Economic Development Strategy (2007)

The Economic Development Strategy, adopted by the City Council in 2007, establishes citywide economic development priorities. This strategic framework analyzes the existing City 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 identifies key development opportunity areas and provides implementation plans that will 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.

The following corridors were determined to be key areas:

- 12th Street- Union Pacific Railroad to I Street.
- 16thStreet- W Street to B Street.
- 65th Street- Elvas to Broadway.
- Broadway-Miller Park to Alhambra Boulevard.
- Broadway- Alhambra Boulevard to Stockton Boulevard.
- Del Paso Boulevard- Acoma Boulevard to Marysville Boulevard.
- Florin Road- 24th Street to Franklin (within City Limits).
- Folsom Boulevard- Alhambra Boulevard to Union Pacific Railroad Overcrossing.
- Folsom Boulevard- Union Pacific Railroad Overcrossing to Watt Avenue.
- Franklin Boulevard- Sutterville Road to Fruitridge Road (within City Limits).
- Fruitridge Road- Franklin Boulevard to Power Inn Road.
- Mack Road- Center Parkway to State Route 99.
- Marysville Boulevard- Roanoke Avenue to Arcade Creek.
- Midtown- J Street to L Street/ 16th Street to 29th Street.
- Northgate Boulevard- Garden Highway to I-80.
- R Street- 3rd to 17th Streets.
- Richards Boulevard- 12th Street to Jibboom.
- Stockton Boulevard- 14th Street to Riza Avenue.

Each of the 18 commercial corridors contains a variety of economic development opportunities. While the corridors areas have been targeted for long range redevelopment due to their site potential, the City determined that a more finite list of sites with potential for short-term development (within five years) needed to be developed. Using criteria that takes into account project size, readiness, planning entitlement status, public financial participation, leveraging private investment, public revenue generation, job creation opportunity, consistency with adopted plans/policies, support for adopted public policy, and required/available public infrastructure, the City compiled the following list of key development opportunities:

Large Employment Opportunities:

- Florin Perkins Industrial Area.
- Granite Regional Office Park.
- Depot Business Park (Army Depot).
- Delta Shores.

City/SHRA Owned Assets:

- Lot A.
- Haggin Oaks Golf Course.
- Metro Place.

Strategic Retail Assets:

- Downtown Plaza.
- North Natomas Town Center.
- Arden Fair Mall.
- Sacramento Autoplex.
- Consumes River and State Route 99.

Arts and Culture:

- B Street Theatre.
- Sacramento Theater Company Facility- 14th and H Streets.
- Lot X- Crocker Museum Master Plan Area.
- Del Paso Boulevard.

Waterfront Development:

- Jibboom Street/Former PG & E Facility.
- Old Sacramento Waterfront Restaurants.
- Miller Park/Marina.
- Docks Area.

Transit Oriented Development:

- Marconi Station.
- 59th Street/ 65th Street Stations.
- Florin Road.
- Meadowview Road.
- Broadway Light Rail Station.
- Swanston Station.

Housing and Mixed Use:

- R Street.
- Capitol Towers.
- Lodi Mission Partners.
- Union Pacific Railyards (EDS 2007).

Parks and Recreation Master Plan (2009)

The City of Sacramento Parks and Recreation Master Plan (PRMP) was adopted by the City Council in 2004 and then updated in 2009. After this technical update, the PRMP is the guiding policy document for City park services and facility needs.

The goals of the Master Plan are to:

- Demonstrate the need for and benefits provided by the Department;
- Chart the growth, direction, priorities and agenda for the Department;

- Establish policies to guide decision-making by City staff and officials;
- Demonstrate the Department's alignment with and contributions to achieving the City's Mission, Vision and Goals;
- Describe how the public can be involved with the Department;
- Strengthen the Department's ability to qualify for certain grant funding; and
- Establish appropriate expectations for service delivery.

The Master Plan also 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.

The Plan's policies deal with the following 17 issues:

- Access and Safety;
- Community Engagement and Outreach;
- Customer Service;
- Economic Viability;
- Facility Use and Management;
- Financing Resource Development and Fiscal Management;
- Maintenance;
- Management;
- Marketing;
- Natural Resources;
- Open Space, Water Corridors, and Parkways;
- Partnerships;
- Planning, Design, and Development;
- Recreation and Human Services;
- Regional System;
- Special Events;
- Trails, Bikeways, and Bridges; and
- Tree Services (PRMP 2009).

Downtown Infrastructure Study (2011)

The Downtown Infrastructure Study was published in 2011 by the Economic Development Department. The Downtown Infrastructure Study will assist the City's Economic Development Department in attracting development to the downtown area. The Study is 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 identifies potential opportunities to provide integrated infrastructure at least cost, through phasing options or the application of sustainable design principals and value engineering design considerations (DIS 2011).

Sacramento Climate Action Plan (2012)

The Sacramento Climate Action Plan sets a course of action for Sacramento to achieve a 15 percent reduction below its 2005 greenhouse gas emissions level by the year 2020. This is consistent with State expectations for Sacramento set forth by AB 32 and Executive Order S-3-05. Beyond the 2020 target, the Plan is also consistent with longer-term goals for 2030 and 2050. In order to achieve its objectives, the Plan identifies the following:

- Main sources of GHG emissions and the expected regional impacts from climate change;
- Baseline GHG emissions and the potential growth of these emissions over time;
- GHG emission targets and goals to reduce the community's contribution to global warming;
- Strategies, measures, and actions to comply with statewide GHG reduction targets and goals and to adapt to climate change impacts; and
- Areas in which to strategically direct funding and investment opportunities, while positioning the City to compete for grant funding.

The Sacramento Climate Action Plan is divided into three parts: Greenhouse Gas Emissions Inventories, Forecasts, and Targets; Expected Climate Change Impacts; and Greenhouse Gas Reduction and Adaption Policies and Measures. The chapter entitled Greenhouse Gas Reduction and Adaption Policies and Measures identifies seven major strategies for implementing the goals of the Plan. Each strategy below includes measures and supporting actions that help to implement the objectives of the strategy:

- Sustainable Land Use
- Mobility and Connectivity
- Energy Efficiency and Renewable Energy
- Waste Reduction and Recycling
- Water Conservation and Wastewater Reduction
- Climate Change Adaption
- Community Involvement and Empowerment

The 2035 General Plan update will be integrating the stand-alone Climate Action Plan into the General Plan. This consolidation will offer a more efficient streamlining process for new development by eliminating the need to check for consistency across the two planning documents (SacCAP 2012).

Other Jurisdictions Plans

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, coordination with surrounding jurisdictions can 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 Capitol Area Plan is the master plan that guides the State and the Capitol Area Development Authority (CADA) regarding State offices, housing, transportation, parking, and related aspects to foster the creation of a vibrant and mixed urban community in the Capitol Area.

The Plan calls for developing a 24-hour community composed of office, commercial, and residential uses. The Plan proposes construction of new State-owned office buildings north of L Street to support the Central Business District (CBD) as well as within the Capitol Area. The Plan also proposes the addition of over 1,000 new housing units in the Capitol area. Development of offices, commercial, and residential projects on State-owned land are exempt from local ordinances and will be in accordance with the Capitol Area Plan and any agreements entered into by the State and City. Private projects on non-State owned land within the Capitol area will be in accordance with City of Sacramento's General Plan.

The Plan contains the following nine goals:

- Land Use: to establish patterns of land use in the Capitol Area which are responsive to the goals of the Capitol Area Plan, provide for flexibility in meeting future State needs, and protect the State's long-term interest without inhibiting the development process.
- State Offices: to provide offices and related services to meet present and future space requirements for the State of California near the State Capitol and in the context of metropolitan Sacramento in the most cost effective manner.
- Housing: to foster housing within the Capitol Area meeting a wide range of income levels and restoring the area to a population consistent with its urban surroundings.
- Transportation and Parking: to develop strategies, patterns, and systems of movement into and within the Capitol Area that will provide adequate mobility for people, that will provide adequate parking, and that will enhance the area's environment.
- Open Space and Public Amenities: to develop within the Capitol Area a network of attractive and convenient open spaces and access routes in order to improve the environment for workers, residents, and visitors, and to encourage a favorable response to alternatives for moving within and using the resources of the Capitol Area.
- Development of the Community: to stimulate the development of a community within the Capitol Area which is attractive and comfortable to work in, live in, and visit, is integrated into the fabric of the rest of the City of Sacramento, and is physically and economically viable over the long term.
- Energy Conservation: to assure that the evolution and the development of the Capitol Area accomplishes an increase in the intelligent and efficient use of energy resources within the scope of State operations in metropolitan Sacramento.
- State's Relation to the Local Government: to assure the integration of planning and development efforts in the Capitol Area with the activities of all affected local governmental agencies.

- Administration and Implementation: to assure the effective implementation of the Plan by providing effective development mechanisms, maintaining communications and coordination with all agencies and constituencies, and updating the Plan as needed (CAP 1997).

City of West Sacramento General Plan (2000)

The incorporated City of West Sacramento abuts the City of Sacramento's General Plan Policy Area. West Sacramento's General Plan governs land uses in these areas. The Plan consists of nine sections that describe City policies related to land use, housing, transportation and circulation, public facilities and services, recreational and cultural resources, natural resources, health and safety, urban structure and design, and child care. 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 designate adequate land in a range of residential densities to meet the housing needs of all income groups expected to reside in West Sacramento.
- To designate adequate land and provide support for the development of commercial uses providing goods and services to West Sacramento residents and West Sacramento's market area.
- To designate adequate land and provide support for the development of office uses serving both West Sacramento and the region.
- To designate adequate land and provide support for light, heavy, and water-related industrial uses that create jobs and enhance the economy of West Sacramento.
- To designate adequate land for development of public and quasi-public uses to support existing and new residential, commercial, and industrial land uses (WSGP 2000).

City of West Sacramento: 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 that will help of City of West Sacramento achieve these goals (WCAAP 1992).

City of West Sacramento: Washington Specific Plan (1996)

The Washington Specific Plan covers a planning area of approximately 194 acres of urban land near the northeast corner of West Sacramento. The Plan Area is bounded by State Route 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 Plan is intended to focus efforts by local residents, landowners, developers, and public officials to stimulate a transformation of the Washington area.

The main goals of the Plan are:

- To coordinate efforts between the Cities of West Sacramento and Sacramento.
- To capitalize on the Sacramento River and to make the adjacent areas a regional focal point.
- To integrate economic, residential and social development in the Washington area with the Triangle, Riverfront, and downtown Sacramento areas (WSP 1996).

City of West Sacramento: Bridge District Specific Plan (2009)

The Triangle Specific Plan was prepared to help create an area in the city of West Sacramento that could serve as the civic core of the community. The site is important because of its central location to the communities which form West Sacramento, and is adjacent to downtown Sacramento. The Triangle Specific Plan was originally adopted in 1993. The 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. While the basic land use plan and street layout remains the same for each neighborhood, one neighborhood would be eliminated and other parcels and planned commercial and residential development would be moved from some of the neighborhoods to the Core neighborhood.

The goals of the Plan are:

- To develop a place of civic significance for West Sacramento;
- To attract business to West Sacramento;
- To create a plan that stimulates 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 (WSBDSP 2009).

City of West Sacramento: 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. In an environment without redevelopment, the Community Investment Action Plan outlines potential options for the City to continue pursuing its economic development goals. The conclusions are listed below:

- Due to ongoing State budget deficits and the historic practice of pursuing local funds to address those problems, the City should be active but cautious in dealing with any legislative effort to reconstitute a statewide redevelopment program.
- Regardless of actions by the State Legislature, a new model is needed for the City to continue investments in infrastructure and economic development.
- An extensive set of financial tools, programs, and strategic partnerships will be needed to maintain current investment activities and replace the role of the former Redevelopment Agency in achieving City goals.
- The former Redevelopment Agency's assets should be utilized by the City to achieve their original intended purposes.

- Revenue that flows back to the City should be reserved for economic development and strategic infrastructure investments, as these funds will be needed for continued success in these areas and the community is supportive of these efforts.
- The City's success in utilizing redevelopment is a proven strength, and the City's leadership, experience, vision, and "can do" culture will enable it to adopt a new model to continue as a partner in economic development, with or without redevelopment (WSCIAP 2012).

City of Elk Grove General Plan (2003)

The Sacramento 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 ten 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, and safety.

Major land use goals of the Plan include:

- Maintain a high quality of life for all residents.
- Maintain a diversified economic base.
- Protect the natural environment.
- Preserve and enhancement of Elk Grove's unique historic and natural features.
- Preserve of the rural character of Elk Grove (EGGP 2003).

City of Rancho Cordova General Plan (2006)

The City of Sacramento's General Plan Policy Area does not include any lands within the jurisdiction of the City of Rancho Cordova. After incorporating in 2003, the Rancho Cordova General Plan paves the way for future development with the following vision statement goals:

- Have a place in the region as a vibrant destination;
- Control its destiny, including the establishment of meaningful boundaries;
- Become a catalyst for change and an example to other cities nationwide of excellence and innovation in government;
- Avoid the pitfalls of other cities, standing on the shoulders of past planning and city building efforts, and gathering together the best ideas and programs from around the nation and around the world;
- Intentionally seek change in both land use and the scope of the City's operations to effect profound improvement in the City; and
- Have measurable fiscal success and be able to provide the services and functions that make Rancho Cordova a desirable place to live, work, and play.

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

County of Sacramento: Sacramento International Airport Master Plan (2007)

The Sacramento International Airport Master Plan establishes policies and programs for the improvement of existing airport facilities and the development of new facilities over the next 20 years. The Plan covers the entire 2,940-acre Airport and approximately 5,400 acres of surrounding agricultural buffer land. 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 Plan provides the following visions (goals):

- To preserve the long-term vision for the Airport, the Sacramento County Airport System uses foresight in acquiring land necessary for expansion and for buffering the Airport from adjoining uses. Concurrently, each jurisdiction with land use control over areas in the vicinity of the Airport plans for the development, or preservation, of compatible land uses. Planning for the compatible development of adjoining lands maximizes opportunities to preserve open space habitat and recreational space.
- Air travelers and employees have alternative modes of travel to Sacramento International Airport from directions north, south, east and west. The quality and convenience of transportation services to the Airport ensures that passengers enjoy a seamless trip to the gate from their point of origin. Ultimately, the Airport will be a terminus for light rail service from downtown Sacramento, with improved service by bus, shuttle and other alternative modes.
- Sacramento International Airport offers a pleasing experience to the user and employees. Its facilities are intuitively laid out, enabling "hassle-free" use by the air traveler, and accommodating the special needs of the elderly, disabled and families traveling with children. The Airport's facilities are sufficient to maintain levels of convenience and efficiency while at the same time maintain the Airport's current level of convenience. The Airport is easy to get into and out of, and has reasonably priced and adequate covered parking.
- Sacramento International Airport has frequent, non-stop service to domestic and international destinations. From Sacramento, air travelers can get anywhere. The Airport meets the increasing travel needs generated by the region's growing conference and convention activity and accommodates future growth in charter and group activity as well. Sacramento International Airport easily and conveniently accommodates increasing tourism travel, including travel destined for the Lake Tahoe area, the foothill wineries, and other attractions in the region.
- Sacramento International Airport has the capacity to serve projected growth, not only 20 years out, but beyond, and its runways, taxiways, and terminal aprons are sized and configured to handle the larger size of aircraft that are expected to operate at the Airport. This Airport is the region's premier passenger service airport. Cargo facilities are provided to service nearby shippers. General aviation needs are considered, but primary facilities are promoted elsewhere in the system to reserve the capacity of the Airport for scheduled passenger service.
- Sacramento International Airport is beginning to emerge as an international airport, complete with the facilities necessary to process international passenger arrivals and to accommodate aircraft that fly international stage lengths. The Airport links the Sacramento region to the world — a link that is essential for the Sacramento economy

to grow and be a player in the global economy. Mexico, Canada, Hong Kong, Tokyo, Shanghai and Europe are prominent destinations that can be served by the Airport's facilities.

- Sacramento International Airport must continue to provide a safe and secure operating environment for passengers and their baggage. Airport facilities are planned and designed to move passengers quickly. The airfield's facilities are equipped with navaids and lighting systems necessary for operating in all weather conditions. Airport improvements are planned in a way that is compatible and integrated with the airspace needs of other civilian and military airports in the area.
- As a primary entry point, Sacramento International Airport is an extremely important part of the region's image to residents and visitors alike. Its facilities provide a good first impression, with ample use of public art creating a pleasing, sophisticated environment. Architectural integrity (style, materials) extends throughout the entire Airport. The arrangement of the Airport's facilities maintains, as best as possible, a sense of open space, with the continued use of trees for aesthetic purposes and as a "cool down" measure.
- The Sacramento County Airport System continues its proactive approach for planning future facilities that meet specified needs, while at the same time minimize impacts on the environment. As best as possible, airfield improvements are planned that accommodate aviation demand and minimize noise impacts on adjoining communities. The Sacramento County Airport System and the system's users continue their efforts to reduce carbon dioxide, greenhouse gasses, and ozone through thoughtful facility development that minimizes vehicular movements and congestion.
- In planning and designing facility improvements, the Sacramento County Airport System is adaptable to the changing needs of its customers, tenants, and federal requirements. It uses the best practices from the industry to service the air traveling public and the community safely, efficiently, and with good value.
- Sacramento International Airport is critical for attracting and maintaining businesses to Northern California's Sacramento Valley, and is a vital part of the infrastructure that supports economic growth. The Sacramento County Airport System takes a lead role in support of economic development efforts.
- The Airport's operation is financially self-sustaining. The Airport's development is conducted in a financially feasible manner, balancing the need for new facilities with the maintenance of reasonable user charges (SIAMP 2007).

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. 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. The Plan provides the following guiding principles:

- The success of Yolo County depends upon the success of agriculture.
- The benefits of open space and natural areas are essential to our quality of life.
- Each community is distinctive, but all share the same values and a common vision for the future.
- Safe and healthy communities allow residents to fulfill their individual potential.
- The safest and most efficient way to move goods and people is through a variety of transportation alternatives.
- Technology, information and communications advance our communities.
- A strong economy is key to the long-term sustainability of our farms, towns, cities and governments.
- Aggressive efforts are needed to secure an abundant and clean water supply.
- Fundamental changes are needed to secure the health, safety, and prosperity of our communities against the potentially adverse effects of climate change (YCGP 2009).

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 this updated 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 (SCGP 2011).

Multi-Jurisdictional Plans

Natomas Basin Habitat Conservation Plan (2002)

The Natomas Basin Habitat Conservation Plan (NBHCP), adopted in 2002 by the City of Sacramento, Sacramento County, 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 Plan 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 is currently (2005) used for agriculture.

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. Based on a growth scenarios outlined by existing general plans for each jurisdiction, the total acreage potentially to be developed in the Natomas Basin are between 13,533 and 20,033 acres, depending primarily on the extent of urbanization in Sutter County (NBHCP 2002).

Natomas Joint Vision Memorandum of Understanding (2002)

The Natomas Joint Vision Memorandum of Understanding (MOU) was adopted in 2002 by the City of Sacramento and Sacramento County. The intent of the Natomas Joint Vision MOU is to provide basis for collaboration between the City and the County regarding the future growth and development of the unincorporated area of Natomas north and west of the City Limits. The MOU establishes a protocol for the treatment of open space that would rely on existing open space programs requiring adequate buffer areas for development beyond that analyzed in the Natomas Basin Habitat Conservation Plan. The MOU also ensures that existing farmlands and their access to adequate water supply not be restricted by surrounding development. The MOU includes an agreement that both the City and the County will revise their existing general plans prior to any changes in existing land use. However, the City is expected to be the lead agent for future growth and urban development in the Natomas Joint Vision area, while the County will be responsible for open-space-related projects. Future growth is to be consistent with regional smart growth policies and would encourage infill development, mixed use development and pedestrian-oriented communities. The Natomas Joint Vision also is designed to reduce competition for tax revenue between the City and the County, by establishing a revenue-sharing agreement.

Sacramento Riverfront Master Plan (2003)

The purpose of the Sacramento Riverfront Master Plan is to combine and update the West Sacramento Riverfront Master Plan and the Sacramento Riverfront Master Plan (1994). The Sacramento Riverfront Master Plan was accepted in July 2003 as a partnership between the City of West Sacramento and the City of Sacramento. The Sacramento Riverfront is composed of many subdistricts and neighborhoods, and the Master Plan integrates these individual development areas into a more cohesive riverfront district. The Plan is based on four guiding principles: creating riverfront neighborhoods and districts, establishing a web of connectivity, enhancing the green backbone of the community, and creating places for celebration.

The Master Plan consists of the following elements:

- Open Space Network;
- Cultural Destinations and Districts;
- Pedestrian and Bicycle Connections;
- Ecological Systems;
- River Activities;
- Transportation Networks;
- Redevelopment and Land Use; and
- Infrastructure.

The Master Plan policies support people-oriented land uses, mixed use development, integrated land uses, flexible land uses (multi-use or public/private financing opportunities, 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 (SRMP 2003).

Transit for Livable Communities (2003)

The Transit for Livable Communities report was drafted by the Regional Transit Authority (RT) 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 stations include:

- 4th Avenue / Wayne Hultgren
- 47th Avenue
- 65th Street
- Arden / Del Paso
- Broadway
- Butterfield
- City College
- Cordova Town Center
- Florin
- Fruitridge
- Globe
- Hazel
- Horn
- Marconi

- Mather Field / Mills
- Meadowview
- Royal Oaks
- Sunrise
- Swanston
- Watt / Manlove
- Zinfandel (TLC 2003a)

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 (TLC 2003b).

Sacramento River Corridor Planning Forum (2002 - 2005)

The Sacramento River Corridor Planning Forum was established in 2002 to identify goals and policies for floodplain management, flood conveyance, erosion control, levee stability, and levee management. The Sacramento River Corridor Planning Forum Goals and Guidelines were prepared in 2003 as a first step in the preparation of a Floodway Management Plan for the Sacramento River. This document was prepared as a result of a MOU between the California Reclamation Board, the Sacramento Area Flood Control Agency, Sutter County, the City of West Sacramento, and the City of Sacramento. The Forum has three working groups that address flood control and public safety, policy and permitting, and land use scenarios.

The Forum has no formal decision-making authority, but instead provides guidelines for consideration by the signatories of the MOU. The Forum Guidelines are directly linked to the major elements of the Sacramento Riverfront Master Plan. The Forum aims to enhance the Sacramento River's status as an urban amenity, economic asset, open space corridor, and a restored riparian ecosystem while improving the functionality of the flood control system. The following River Corridor Floodway Guidelines have been recommended:

- Improve the stability of eroding or unstable stream banks and levee slopes.
- Maintain the ability to inspect levees and floodwalls.
- Maintain or improve flood conveyance capacity and reliability.
- Reduce navigation and flood related safety risks to the public, and to river and floodway management personnel
- Limit the damage vulnerability of new structures, riparian vegetation, and other improvements (e.g., trails, overlooks, etc.) along the river corridor caused by major floods and more common high stage river flows.

American River Parkway Plan (2008)

The American River Parkway Plan was adopted in 1985, and updated in 2008, by the County of Sacramento, 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 naturalistic 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 Parkway Plan is a policy and action document. It is written to ensure preservation of the naturalistic environment while providing limited development to facilitate human enjoyment of the Parkway.

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 (ARPP 2008).

Transit Action Plan (2009)

The TransitAction Plan is Sacramento Regional Transit's (RT) long-term plan, setting out a transit vision for the next 25 years. The Plan provides a comprehensive assessment of alternatives and presents an integrated package of transit investments and increased service frequencies designed to make transit a real transportation choice for everybody in the Sacramento region. RT's last Transit Master Plan was produced in 1993. Since then the Sacramento region has seen significant population growth with an expanding low-density land use form. With population and employment locations becoming even more dispersed, it has become even more difficult for RT to provide an affordable and effective transit service. The TransitAction Plan was developed in response to the Blueprint Proffered Scenario produced by SACOG.

The TransitAction Plan was developed through a comprehensive review of existing plans, comparative assessments of other cities, and discussions with key RT staff. It includes three scenarios to provide: content for the public outreach and to solicit public feedback on what the future transit network should look like; and detail for the technical team to prepare ridership forecasts and cost estimates of each scenario. The details of each scenario are summarized below:

- Scenario A - Base Case: assumes the Blueprint Smart Growth measures are not implemented and transit provision is very much a status quo offer with overall service levels constrained by existing funding sources;
- Scenario B - Blueprint and Metropolitan Transportation Plan (MTP 2035): assumes that the Blueprint land use plan is delivered, and that the transit network is as proposed in SACOG's MTP2035; and
- Scenario C – An Integrated Transit Solution: Assumes that the Preferred Blueprint Scenario land use is delivered, and extends the transit offer beyond the MTP 2035 providing a fully integrated package linking the Blueprint with a comprehensive set of transit, transportation demand management (TDM) and transit-oriented development (TOD) policies and projects.

The Plan includes a comprehensive examination of existing and future transit facilities as well as chapters describing funding and implementation strategies for all actions (TAP 2009).

Sacramento Area Council of Governments

Overview of SACOG

The Sacramento Area Council of Governments (SACOG) is an association of local governments in the six-county Sacramento Region. Its members include the counties of El Dorado, Placer, Sacramento, Sutter, Yolo and Yuba as well as all 22 cities located within these counties. The agency 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 determines housing needs for area jurisdictions and assists in planning for transit, bicycle networks, air quality, and airport land uses within the region.

Policy Initiatives

Blueprint Project (2002-2005)

In 2002, SACOG initiated the Sacramento Blueprint Project as a response to worsening congestion and increasingly worse air pollution. Blueprint was the attempt to address these challenges through a fundamental change in land use patterns, transportation funding levels, and transportation investment priorities. The Blueprint planning process was based on two basic strategies: 1) develop the best scientific, objective information available about the cause and effect relationships between land use patterns, travel behavior, and external effects such as air quality; and 2) actively engage a broad base of residents and stakeholders with this information and seek their opinions on how they wanted their neighborhoods, communities, and region to grow. As its core goal, the Blueprint Project aimed to support local governments with high quality data and modeling tools so that decisions regarding future growth and its effects on quality-of-life issues such as traffic congestion and air pollution could be made with the best information available. In addition to developing detailed land-use and travel data, an extensive community outreach effort was conducted to develop and assess guiding principles for the region's long-term growth. The following growth principles, developed by Blueprint, are the building blocks of the subsequently adopted Rural-Urban Connections Strategy and Metropolitan Transportation Plan/Sustainable Communities Strategy:

- Transportation Choices: Developments should be designed to encourage people to sometimes walk, ride bicycles, ride the bus, ride light rail, take the train or carpool. Use of Blueprint growth concepts for land use and right-of-way design will encourage use of these modes of travel and the remaining auto trips will be, on average, shorter.
- Mixed-Use Developments: Buildings homes and shops, entertainment, office and even light industrial uses near each other can create active, vital neighborhoods. This mixture of uses can be either in a vertical arrangement (mixed in one building) or horizontal (with a combination of uses in close proximity). These types of projects function as local activity centers, contributing to a sense of community, where people tend to walk or bike to destinations and interact more with each other. Separated land uses, on the other hand, lead to the need to travel more by auto because of the distance between uses. Mixed land uses can occur at many scales. Examples include: a housing project located near an employment center, a small shopping center located within a residential neighborhood, and a building with ground floor retail and apartments or condominiums on the upper floor(s).
- Compact Development: Creating environments that are more compactly built and use space in an efficient but aesthetic manner can encourage more walking, biking, and public transit use, and shorten auto trips.
- Housing Choice and Diversity: Providing a variety of places where people can live (e.g., apartments, condominiums, townhouses, and single-family detached homes on varying lot sizes) creates opportunities for the variety of people who need them: families, singles, seniors, and people with special needs. This issue is of special concern for the people with very low-, low-, and moderate-income, often our teachers, other public employees and professionals, as well as retail employees, service workers and other people for whom finding housing close to work is challenging. By providing a diversity of housing options, more people have a choice.
- Use of Existing Assets: In urbanized areas, development on infill or vacant lands, intensification of the use of underutilized parcels (for example, more development on the site of a low-density retail strip shopping center), or redevelopment can make better use of existing public infrastructure. This can also include rehabilitation and reuse of historic buildings, denser clustering of buildings in suburban office parks, and joint use of existing public facilities such as schools and parking garages.
- Quality Design: The design details of any land use development - such as the relationship to the street, setbacks, placement of garages, sidewalks, landscaping, the aesthetics of building design, and the design of the public right-of-way (the sidewalks, connected streets and paths, bike lanes, the width of streets) - are all factors that can influence the attractiveness of living in a compact development and facilitate the ease of walking and biking to work or neighborhood services. Good site and architectural design is an important factor in creating a sense of community and a sense of place.

- Natural Resources Conservation: This principle encourages the incorporation of public use open space (such as parks, town squares, trails, and greenbelts) within development projects, over and above state requirements; along with wildlife and plant habitat preservation, agricultural preservation and promotion of environment-friendly practices such as energy efficient design, water conservation and stormwater management, and shade trees to reduce the ground temperatures in the summer. In addition to conserving resources and protecting species, this principle improves overall quality of life by providing places for everyone to enjoy the outdoors with family outings and by creating a sense of open space (Blueprint 2004a).

Base Case Scenario for the Sacramento Region

The starting point for Blueprint was a "Base Case Scenario," a projection of how the six-county Sacramento region would grow if recent development trends continued for the next 50 years. The region that includes Sacramento, Placer, El Dorado, Yuba, Sutter and Yolo counties will remain an attractive place to live and will grow dramatically. One of the most startling figures to arise from the study is that there will be an estimated 1.7 million more people in the Sacramento Region in 2050 than there were in 2000. As the region grows to more than 3.6 million residents, the number of homes will more than double from 713,000 to over 1.5 million.

Is there enough land set aside to support new homes, jobs and development forecast for 2050? According to the Base Case Study, the answer is "no." In order to tackle that and other issues, the Preferred Blueprint Scenario was developed.

Preferred Blueprint Scenario for the City of Sacramento (2004)

On April 30, 2004, SACOG held a regional forum know as the *Tall Order*, where four revised land use scenarios were presented to 1,400 elected officials, business leaders and members of the public. This forum provided SACOG feedback of the public's views towards regional growth issues. The result of this forum was a consensus decision on a preferred land use scenario. After the Tall Order forum, SACOG revised the preferred land use scenario and drafted a Discussion Draft version of the Preferred Blueprint Scenario.

A Preferred Blueprint Scenario, based largely on Scenario C, was approved by the SACOG Board in December 2004. The scenario promoted compact mixed use development, a variety of densities, and limited sprawl. The Preferred Scenario is consistent with the Smart Growth Strategy Implementation Plan and provides policy guidance that informed the 2030 General Plan. However, the transportation development options presented in the Preferred Scenario did not, at the time, represent the Metropolitan Transportation Plan projects or policy (Blueprint 2004b).

Rural-Urban Connections Strategy

Soon after adoption of the 2008 MTP (which later became the 2035 MTP/SCS), SACOG launched the Rural-Urban Connections Strategy (RUCS). RUCS is designed to help implement the Blueprint through finding methods to help 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 Rural-Urban Strategy 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 (RUCS 2013)

2035 Metropolitan Transportation Plan/Sustainable Community Strategy (2012)

Using the Blueprint as its foundation, SACOG adopted a Metropolitan Transportation Plan (MTP) in 2008 that for the first time proactively linked land use, air quality, and transportation needs. The 2008 MTP put more money towards offering residents more transportation choices and reducing the number of vehicle trips than any previous plan. This balance provides for high-occupancy vehicle lanes (i.e., carpool/express bus) on freeways, bridges that shorten distances for motorists and bicyclists, and complete streets that safely accommodate vehicles, transit, bicyclists, and pedestrians.

California passed the Sustainable Communities and Climate Protection Act (SB 375) six months after the 2008 MTP was adopted. This law focuses on aligning transportation, housing, and other land uses to, among other things, achieve greenhouse gas (GHG) emissions reduction targets established by the California Air Resources Board (ARB). SB 375 requires each region of the state to develop an SCS as part of the MTP, which identifies policies and strategies to reduce per capita GHG emissions from passenger vehicles. The SCS is intended to encourage an integrated approach to land use and transportation planning that not only reduces vehicle travel, but accommodates an adequate supply of housing, reduces impacts on valuable habitat and productive farmland, increases resource use efficiency, and promotes a prosperous regional economy.

Starting in 2009, the SACOG Board of Directors considered recommendations from policy and advisory committees, local agencies, focus groups, residents and SACOG staff, and deliberated on the plan during all stages of development. Close coordination between SACOG staff and local agency staff, including planning and public works departments as well as local transit agencies, was key to the development of the MTP/SCS land use forecast and transportation projects and investments list. SACOG developed the MTP/SCS with a broad public involvement process, including focus groups, working groups, and community workshops within each of the six counties in the region, from the summer of 2010 through the end of the planning process.

As part of the planning process, SACOG created three scenarios that varied in land use pattern and transportation investments while using the same overall growth projections and transportation budget. By measuring the performance differences and engaging participants in a discussion of trade-offs between the three scenarios, a preferred scenario was created, which comprises the land use forecast and transportation projects and investments in this MTP/SCS.

A foundation of the MTP/SCS transportation and land use forecast assumptions is the regional growth forecast. In consultation with local planning departments, SACOG prepares an estimated 2035 growth pattern for the region, which was built by examining a wide range of factors in two areas: market forces and policy/regulatory influences. The forecasted growth pattern is based on adopted local government general plans, community plans, specific plans, and other local policies and regulations. Other variables are considered to help refine the sum of the local plans in order to create the most likely future development pattern. However, SACOG's MTP/SCS growth forecast is not just the sum of its 28 member local governments' adopted general plans at any given point in time. The MTP/SCS and local general plans are two related, but different, kinds of planning documents. General plans are by nature aspirational, have widely ranging timeframes and are not comprehensively updated very frequently. The MTP/SCS must be a fiscally and time-constrained plan, with a forecasted growth pattern that is consistent with—not exceeding—the amount of forecasted population, employment, and housing growth for the region by 2035. The transportation investments in the MTP/SCS must be similarly constrained.

Including growth within the MTP/SCS is not a guarantee that it will happen. Likewise, growth in areas outside the MTP/SCS may occur by 2035. The MTP/SCS does not regulate local land use authority or preclude a local jurisdiction from planning and approving growth that is different in terms of total units or geographic extent. Voluntary land use decisions by cities and counties will be critical to the success of this MTP/SCS. Over time, the region has increasingly committed to integrating regional transportation plans and local land use plans so that they reinforce each other in order to minimize regulatory constraints and maximize the opportunities for a steady flow of transportation funds to the region. A survey of local planning efforts in 2012 shows that since 2005, the 28 cities and counties of the SACOG region have been working voluntarily to incorporate the Blueprint principles into their local plans and policies. These efforts are reflected in the MTP/SCS land use forecast.

The MTP/SCS uses the growth and land use forecasts to inform $35.2 billion of improvements to the regional transportation system. These improvements are evaluated by the degree to which they enhance the performance of the region's transportation system and improve mobility and access for residents of the region over time. The MTP/SCS evaluates these improvements in terms of the land use-transportation connection, vehicle miles traveled, roadway congestion and delay, and transit/non-motorized travel.

The MTP/SCS adopts six guiding principles:

- Smart Land Use: Design a transportation system to support good growth patterns, including increased housing and transportation options, focusing more growth inward and improving the economic viability of rural areas.
- Environmental Quality and Sustainability: Minimize direct and indirect transportation impacts on the environment for cleaner air and natural resource protection.

- Financial Stewardship: Manage resources for a transportation system that delivers cost-effective results and is feasible to construct and maintain.
- Economic Vitality: Efficiently connect people to jobs and get goods to market.
- Access and Mobility: Improve opportunities for businesses and citizens to easily access goods, jobs, services and housing.
- Equity and Choice: Provide real, viable travel choices for all people throughout our diverse region.

The MTP/SCS supports these principles through specific policies and strategies that are largely informed by Blueprint and RUCS, but also include strategies ensuring consistency of the MTP/SCS with SB 375. These policies open a path for qualifying residential/mixed-use projects to use the CEQA streamlining benefits provided under SB 375 (MTPSCS 2012).

Findings

- The City of 2030 Sacramento General Plan is the overarching policy document for all land use decisions within the City Limits.
- The 2030 General Plan defines ten Community Plan areas, all of which have adopted Community Plans.
- Adopted by the City of Sacramento on November 18, 2008, the Housing Element sets forth city policies and strategies for addressing the housing needs for all households in Sacramento for five year period (2008-2013)
- The City of Sacramento adopted the River District Specific Plan and the Sacramento Railyards Specific Plan in 2011 and 2007, respectively. Together, the plans establish planning and design standards for the redevelopment of approximately 1,017 acres of land between the confluence of the American and Sacramento Rivers and the northern edge of downtown Sacramento.
- The City of Sacramento has adopted four Strategic Neighborhood Action Plans (SNAPs) as of 2013. The Ben Ali, Hagginwood, Alkali Flat/Mansion Flats, and Gardenland/Northgate SNAPs identify neighborhood visions, issues, and action strategies for neighborhood enhancement.
- The Sacramento Climate Action Plan, adopted in 2012, sets a course of action for Sacramento to achieve a 15 percent reduction below its 2005 greenhouse gas emissions level by the year 2020
- Other jurisdictions have adopted policies and plans that directly and indirectly affect the City of Sacramento's land use decisions. These jurisdictions include the State of California, Sacramento County, Yolo County, Sutter County, City of West Sacramento, City of Elk Grove, City of Rancho Cordova, and Sacramento Area Council of Governments (SACOG).
- The Preferred Blueprint Scenario, approved by the SACOG Board in December 2004, promotes compact mixed-use development with a mix of densities and provides policy guidance for the General Plan Update. Most member jurisdictions, including the City of Sacramento, have endorsed the Preferred Blueprint Scenario and have incorporated its principles into their local land use policies.

- The Rural-Urban Connections Strategy, created by SACOG in 2008, is designed to help implement the Blueprint through finding methods to help 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.
- The Metropolitan Transportation Plan/Sustainable Communities Strategy, approved by the SACOG Board in 2012, uses growth and land use forecasts to inform $35.2 billion of improvements to the regional transportation system.

2.3 Community Design

Introduction

The physical form of Sacramento and its design character speak directly to how people experience the City and to their perceptions about the quality of life. Urban form and design character play a critical role in the creation of distinctive places and in establishing a unique identity for the community. While community design and urban form certainly relate to aesthetic character and quality, they also have significant implications for factors such as community vitality, stability and function. For instance, community form can have very real implications, both beneficial and detrimental, for fundamental issues such as provision of public services, public safety, traffic congestion, and transit use. It is worth noting that Sacramento's existing form and character are the products of over a century and a half of growth.

The physical form and character of today's Sacramento is a reflection several factors, some that are unique to the locale and some that reflect broader national trends. As would be expected, local factors, whether the physical landscape or cultural history, tend to be the discriminating features that contribute most to establishing a distinct physical identity for Sacramento, while national factors, such as retail trends and industry standards, tend to generate urban forms and qualities that result in developments that are indistinguishable from those in any other community. Assuming the community's desire is to maintain Sacramento as both a distinct and distinctive place to live and work, the ideal will be to build on and enhance those local features.

Existing Conditions

Framework Elements

Factors that contribute to Sacramento's design character occur at different scales. If asked, most Sacramentans are likely to associate the City's design character with elements such as specific buildings, streets, parks or districts. While these are the human scale features that give texture and identity to the community, there are also other much larger, macro-scale elements or features that create the framework that shapes the City's form. These "framework" elements include both natural and manmade features.

Natural Elements

Rivers

At the macro scale, Sacramento's landscape has played a significant role in shaping the City's urban form. Sacramento is located at the confluence of the American and Sacramento Rivers, in the broad and flat plain of the Sacramento Valley. These two rivers are significant physical features which help define the community. The Sacramento River provides a very well-defined, and permanent, demarcation of the City's western edge, with the City of West Sacramento occupying the opposite bank. In much the same fashion, the American River served as the City's northern boundary for of Sacramento's first century. However, with the City's northern annexations in the 1960s and 1970s, the American River now forms a line that bisects the City at roughly its north-south midpoint (see Figure 2-12). Today, the rivers create physical breaks in the pattern of development, with the natural vegetation and riparian open space providing visual contrast and relief to urban development (see Figure 2-13).

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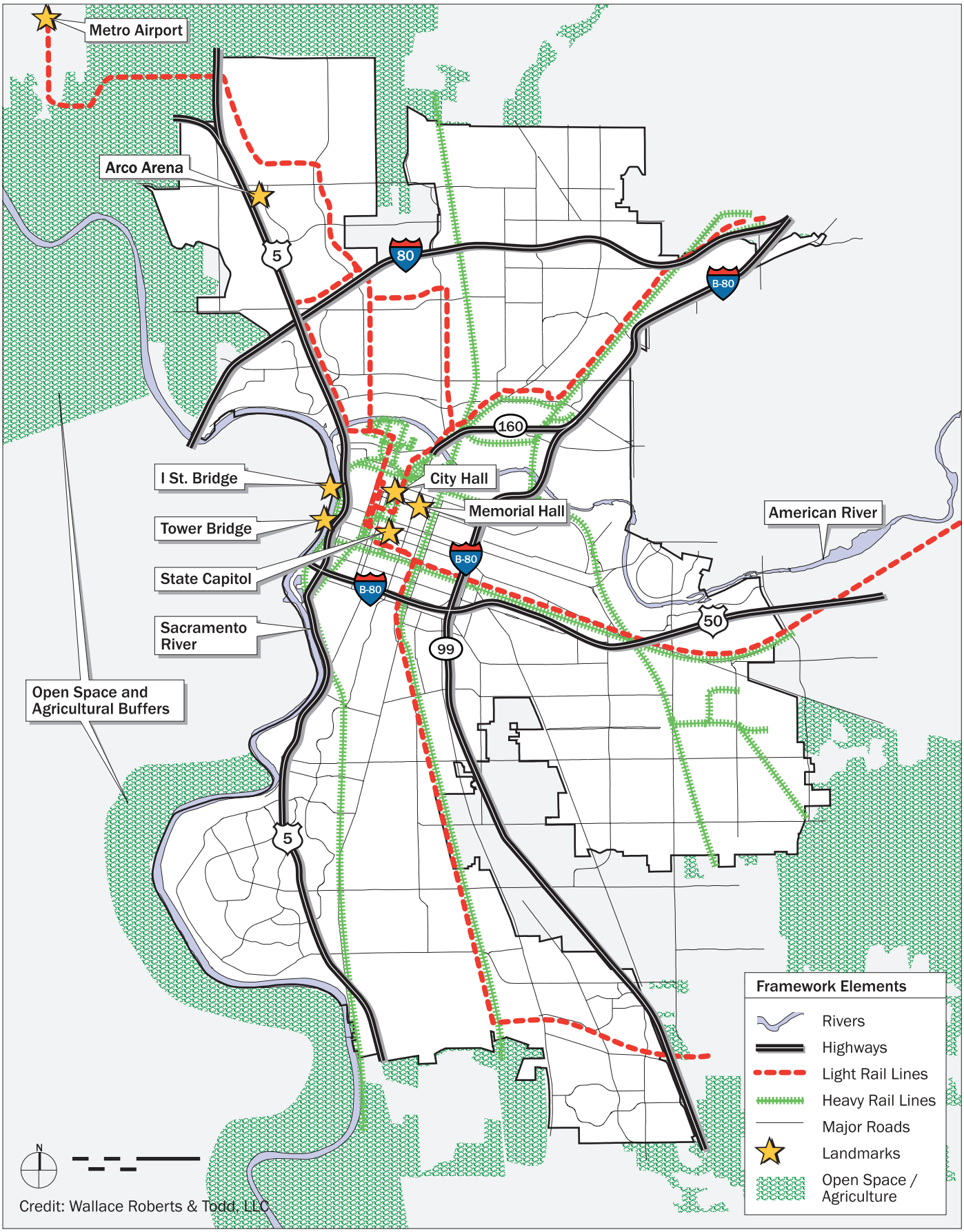

City of Sacramento

FIGURE 2-12

FRAMEWORK ELEMENTS

General Plan Technical Background Report

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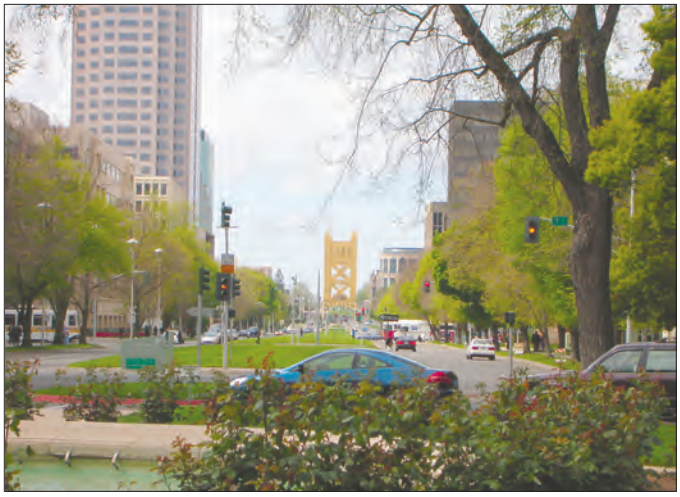
Freeway Overpass

Light Rail Transit

Downtown Skyline

Sacramento River

American River



Capitol Mall and Tower Bridge

City of Sacramento

FIGURE 2-13

COMMUNITY IMAGES #1

General Plan Technical Background Report

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While the riparian corridors serve as important visual and recreational elements within the urban pattern, they also serve as barriers, in part because of the river itself, but also because of the levees that have been built to contain flood waters. The width of the river corridors and the volume of water they carry make bridging them very difficult.

The difficulty of creating convenient physical connections that link neighborhoods on either side of the rivers has implications for both transportation and community identity. Circulation becomes much less direct and less convenient and translates into higher volumes of traffic on the few bridges that do connect both sides of the river. Lack of accessibility means that neighborhoods on either side of the river have little sense of shared community. The sense of discontinuity is heightened even more by the levees which form vertical walls that block off visual access to both the river and neighborhoods beyond.

Rivers, however, can also provide opportunities for the neighborhoods adjacent to them. Old Sacramento, for example, has many waterfront restaurants, shops, and pedestrian walkways. Greenbelts in the Pocket Area and Laguna Area also take advantage of their proximity to the river and creeks. Parks and greenbelts throughout the Policy Area provide access to the rivers and definition to the neighboring communities.

Topography

Sacramento has very little topographic variation with an average elevation of 25 feet above sea level. Being located on a broad river plain has several implications for urban form and community design. First, being flat, the valley provides no logical physical boundaries for the City except its rivers. As a result, Sacramento has had a tendency to sprawl, with the developed area of the City more than quadrupling since 1950s. Second, 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 Sacramento as one approaches from the northwest, with the downtown skyline becoming visible miles before one enters the City Limits (Figure 2-13). Third, the historic flooding of the Sacramento Valley has created incredibly rich farmland and riparian habitat around the City. This combination of agriculture and habitat creates a rich cultural context that continues to inform a perception of Sacramento that to some extent belies its stature as a major urban center. Fourth, the openness of the landscape setting also allows for distant views to the east of the foothills and snow-capped Sierra Nevadas, which are significant not only for their scenic quality but also their symbolic relationship to Sacramento's birth as a result of the Gold Rush.

Manmade Elements

Freeways

Human intervention also plays an important role in shaping Sacramento's urban form at the macro scale. By far the most significant of these interventions is the system of freeways that pass through the community. The City is subdivided by four major freeway corridors, two north-south corridors and two east-west corridors. Interstate 5 and State Route 99/Business Route 80 extend north-south across the length of the City, framing the Central City area to the west and east respectively. U.S. 50/Business Route 80 and Interstate 80 slice through Sacramento in an east-west direction, with U.S. 50/Business Route 80 skirting the southern edge of the Central City and I-80 bisecting the Natomas and North Sacramento areas. A fifth corridor, State Route 160, slices through the southern tip of North Sacramento between Business Route 80 and the American River.

All of these corridors are multi-lane, limited access roadways that carry high volumes of traffic. In some areas, such as through the downtown, these roadways are elevated, and in others they are barricaded with sound walls, berms and vegetation. In addition to the obvious physical and visual barriers that these corridors create, the traffic noise and air emissions generated from these corridors makes them generally undesirable elements, to which adjacent uses generally turn their backs. The combined effect of these freeway corridors is quite destructive of the physical pattern and social integration of the City. They cut the community into at least 10 subareas that have limited physical or visual access between them. Even when elevated to allow for access between neighborhoods, the looming overhead structures and the deserted sub-structure rights-of-way, create "dead zones" in the social vitality and psychological barriers that divide rather than unify the community (Figure 2-13).

Railroads

While their structural elements are not as dramatic, or obstructive, as the freeway system, rail lines also contribute to the City's urban form at the macro scale. The City has two types of rail systems, light rail and heavy rail, and each has different implications for urban form and community character. The primary function of the heavy gauge rail system is to serve transportation of freight cargo and some regional transit via Amtrak. Due to the nature of their cargo function, the size and length of the trains, and their speed and noise these rail lines, like the freeways, tend to not be good neighbors for sensitive uses and restrict access between neighborhoods. Given their cargo function the heavy rail lines tend to be located adjacent to industrial and warehouse type uses whose design character is utilitarian and scaled for train and truck traffic and large-scale storage and manufacturing operations. When not being directly served by the railroad, adjacent uses typically turn their backs to the heavy rail corridors.

Light rail systems, on the other hand, are for public transit and are intended to attract people and to serve populated destinations (Figure 2-13). The rails and trains are designed to be more integral to the urban fabric, as in the downtown where light rail lines are located in the center of active urban streets. Thus, unlike the heavy rail lines that create edges and barriers within the community, light rail lines can function as magnets or focal features around which development and people can congregate. Since the City's three light rail lines are aligned along existing and former heavy rail corridors, the transition from edge condition to focal feature is only partial at this point in time. The high density, mixed use development in the downtown is indicative of light rail's potential to influence urban form and character, while the outer lying stations still tend to be stand alone elements that are not fully integrated with nor have significantly influenced the surrounding development patterns.

Other Manmade Elements

Other elements that affect the urban form and character of the community at the macro scale include features such as high tension power transmission lines and drainage/irrigation canals. While neither of these has as dramatic an influence on urban form and community character as the freeways or railroads both tend to create physical barriers or breaks in the urban fabric that decrease accessibility between neighborhoods and a shared sense of place or identity. As tall, vertical elements in a predominantly horizontal landscape, the power transmission lines also have a significant visual impact that lends an industrial character to the surrounding landscape.

Tower Bridge

State Capitol

City Hall and Cesar Chavez Park

Tower Theater

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Landmarks

In addition to the linear infrastructure systems, there are also discrete manmade elements within the landscape that serve as landmarks that inform City character. Often these landmarks are buildings, but they can also include other types of structures. 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 to the surrounding area. Certainly the Capitol building and Tower Bridge are two key landmarks in Sacramento, and their juxtaposition at either end of Capitol Mall serves to enhance their significance and memorability. Together, Tower Bridge, Capitol Mall and the Capitol Building create a dramatic gateway entrance to the Central City that establishes a unique sense of place that has a graciousness of proportion and civic formality that is appropriate for the State Capitol.

Several other historic buildings in the Central City serve as memorable landmarks, including City Hall, Memorial Auditorium, the Elks Building, and the historic train station in the rail yards. Buildings such as the Tower Theater, with its Art Deco tower, give character and distinction to the Broadway commercial corridor (Figure 2-14). Contemporary buildings also serve as landmarks, with the Arco Arena in North Natomas being the most obvious example. In addition to Tower Bridge, the I Street Bridge and Water In-take structure on the Sacramento River are two other distinctive infrastructure landmarks.

In addition to buildings and structures, parks can also serve as landmarks within the City. As alluded to above, Capitol Mall plays a critical role in organizing the entry experience to the downtown and the State Capitol. Similarly, formal parks such as Capitol Park, Curtis Park, and McKinley Park all are distinctive landmarks that contribute to the identity and formal structure of the neighborhoods in which they are located.

Evolution of City Form

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 2-15).

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.-15). All of the lettered streets extended down to the waterfront without interruption.

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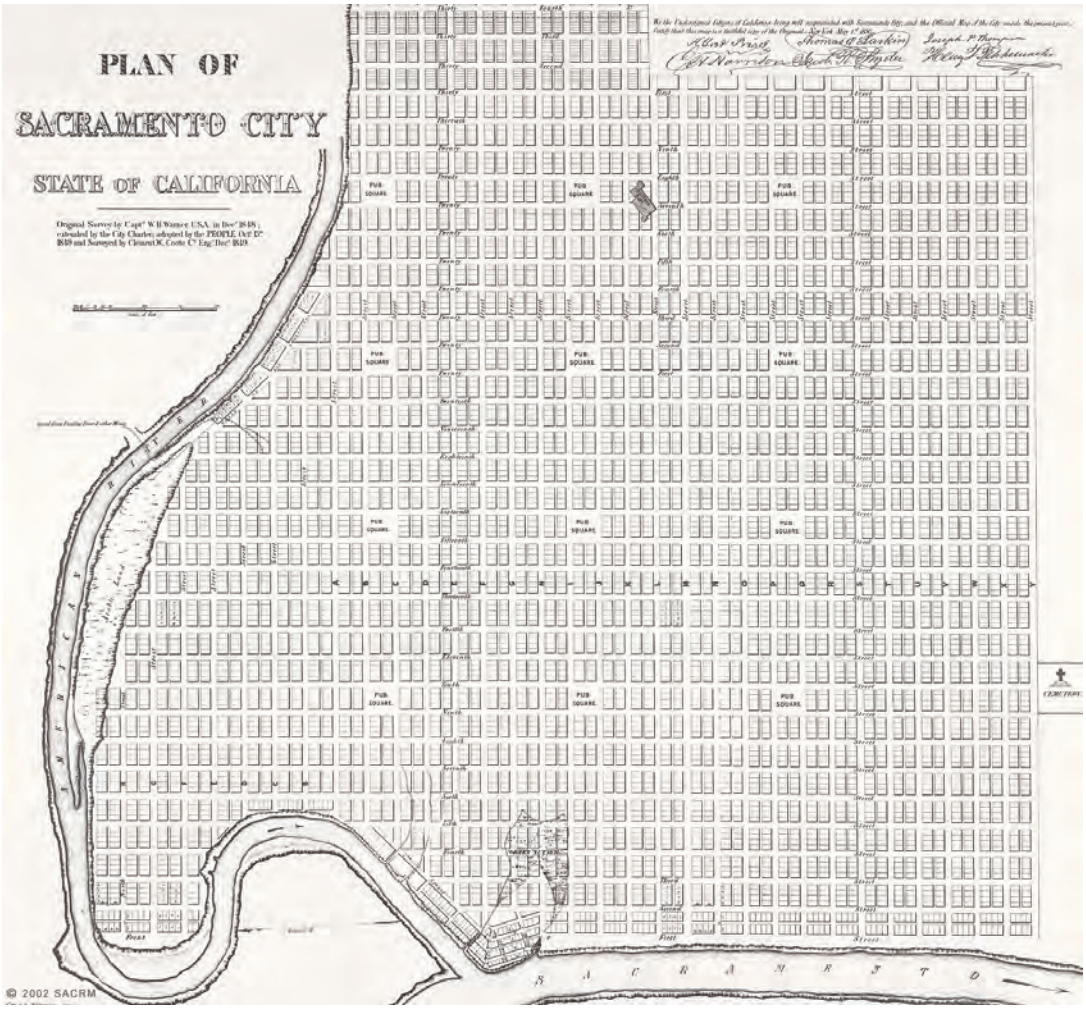

Original Town Platt, 1849

Aerial Perspective of Sacramento Riverfront, 1857

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Besides the waterfront, the City's earliest businesses 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 most obvious difference is the failure of the area north of C Street to build out as platted due to flooding problems. Also, 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.

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 2-16 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.

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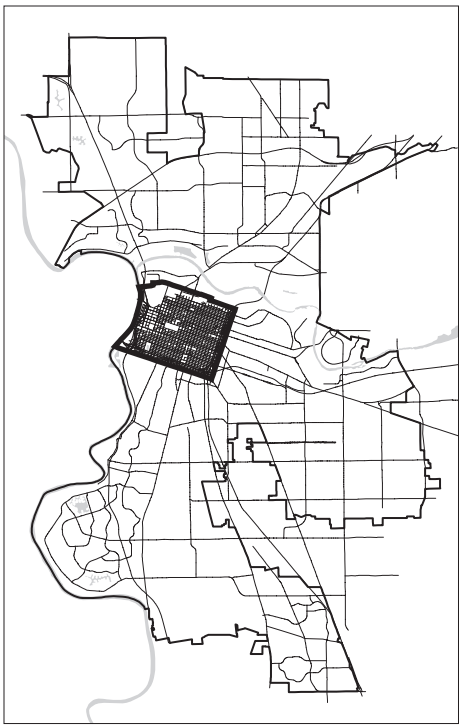
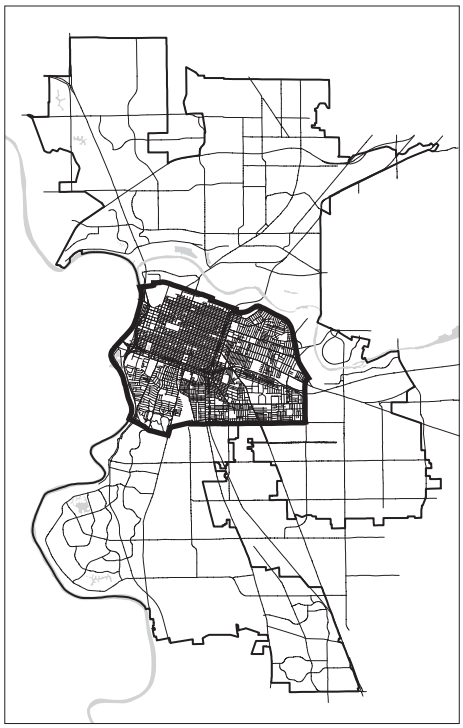
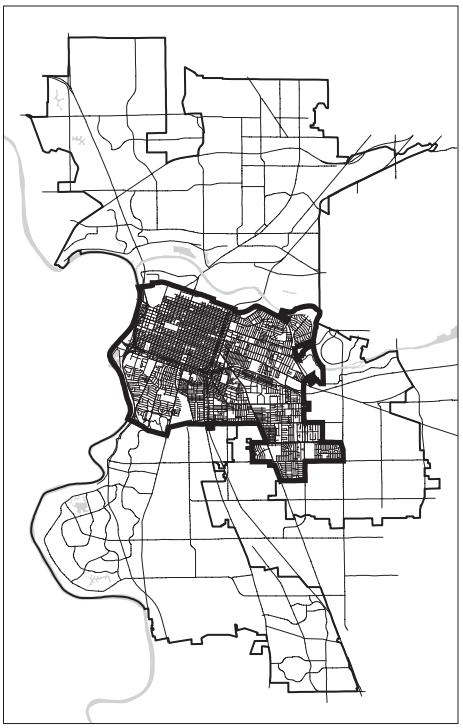


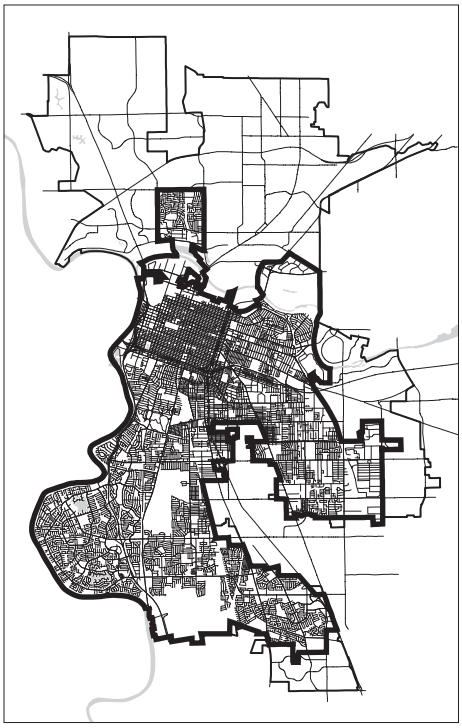
1849



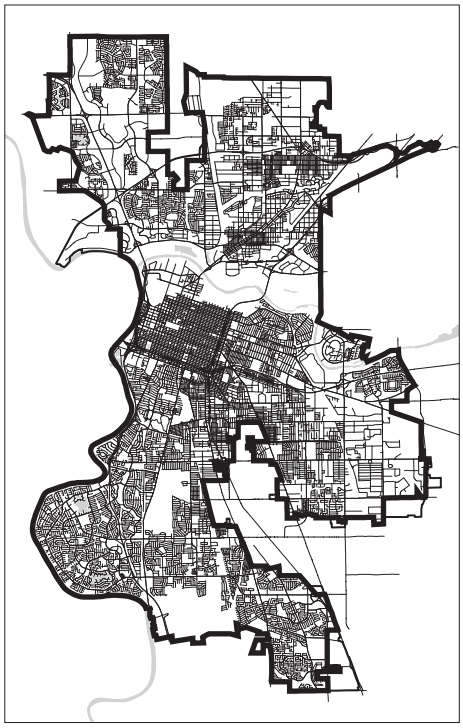
1911



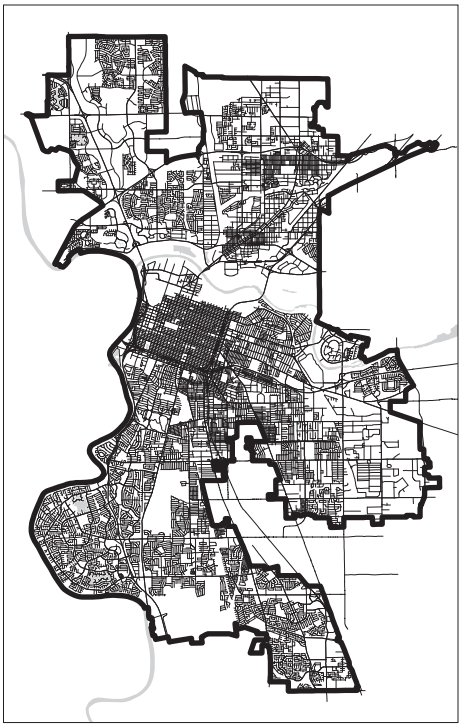
1950



1960



1970



2005

Credit: Wallace Roberts & Todd, LLC

City of Sacramento

FIGURE 2-16

EVOLUTION OF CITY FORM

General Plan Technical Background Report

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As shown in Figure 2-16, 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 built shacks and 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.

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, creating a barely penetrable barrier between the two and threatening the very existence of Old Sacramento. Only vocal protests and a historic designation finally saved Old Sacramento from demolition.

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 abandoned 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, the first large shopping mall, Country Club Shopping Center opened and was soon followed by others such as Southgate and Florin Center.

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 over 400,000 in 2000. This growth has been accommodated within existing City boundaries on land annexed in the preceding decades. Even with this growth, there remain substantial areas of land in North Natomas, North Sacramento, South Sacramento, and the Airport Meadowview planning areas that remain undeveloped or lightly developed. In addition to these outlying areas, there are also significant redevelopment areas in the City core, such as the Railyards, Richards Boulevard, and Docks areas, that are targeted for new higher density development. However, future development is likely to also occur outside existing City boundaries. The future will be less about establishing new forms and patterns as the City expands outward, but about working within the infrastructure framework and development patterns that are already established.

Whereas water, rail and automobile transportation historically have played a significant role in shaping Sacramento's form and character, 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 and station areas such as 65th Street and Swanston are targeted for higher density mixed use development to support transit ridership and enhance social and economic vitality.

In summary, Sacramento's urban form and character remain a work in progress. While the development patterns of the past are a physical legacy with which the City must live, it is not a static condition. The physical form of the City will be resistant to change, but the City is dynamic and will continue to grow and change in response to economic, social, and political forces.

Community Building Blocks

As one moves down in scale from the macro or Citywide scale to a more location-specific scale, three basic community building blocks can be used to describe Sacramento's urban character: neighborhoods, districts, and corridors. These components are useful for both analysis of existing patterns and character and for prescribing future policy direction.

Neighborhoods

Neighborhoods are the fundamental building blocks of the City. More than the City as a whole, neighborhoods are the areas with which people can most identify. Neighborhoods can vary in their land use composition, but generally consist of predominantly residential uses supplemented by public facilities such as parks and schools and in some instances by local-serving retail services.

Neighborhoods are defined by a number of factors. Externally, neighborhoods can be defined by natural features, such as the American or Sacramento rivers, or by manmade features such as freeways, arterial roadways, rail lines, and canals. Most often however, they are defined by inherent qualities such as their historic identity, physical character, or some other unifying feature. In some cases, particularly in newer development areas, neighborhoods can be defined by little more than a developer's marketing concept.

Ideally, neighborhoods are not just visually or physically defined, but also serve as functional social units within the community where people know their neighbors and can safely live, work, play, shop, and go to school. Each of the City's neighborhoods has elements or characteristics that are unique and sources of community pride, but many also have characteristics that may be problematic. From a community design perspective the goal is to build upon and enhance these neighborhood assets and resolve their problems.

Districts

Whereas the focus of neighborhoods is their residential component, the defining element of a district tends to be a dominant single use or focal point, such as the State Capitol and State government center, the UC Davis Medical Center, Sacramento State University, and Cal Expo. Districts can also be defined more generally by a common pattern of use such as the City's industrial districts. Districts that have a primary tenant or function may have a distinctive physical layout or design character, but more commonly districts are defined by the functional characteristics associated with their primary use. As a result, district urban form and character can vary greatly, generating forms as diverse as Cal Expo, the Florin/Fruitridge industrial area, and the State government center.

Corridors

Corridors are connectors of districts and neighborhoods, and include boulevards, arterial streets, and light rail lines. The defining elements of a corridor are twofold: its function as a connector of destinations within the community and its function as a transportation route. Sacramento has a number of key corridors that fit this description, including: Freeport, Franklin, Stockton, Folsom, Del Paso, and Northgate boulevards, and the South, Northwest and Folsom light rail lines. Each of these is a primary route that links the downtown to the outlying portions of the City or interconnects districts.

The combination of connector and transportation route combines to make corridors a magnet for certain uses, but also generate significant community design issues. As regional connectors, corridors are particularly attractive to commercial uses that desire the high visibility, high volumes of passby traffic, and convenient access. This strong orientation to automobile traffic creates design challenges to simultaneously maintain a safe and attractive environment for pedestrians. Corridors can also result in narrow parcels that are shallow in depth and abut residential neighborhoods, which make it unsuitable for contemporary retail uses and can often create land use incompatibilities related to noise and traffic. Also, as long linear elements within the City, corridors are areas of transition and are difficult to design so that there is differentiation from one segment to the next or that one has a sense of place.

Urban Form Analysis

Methodology

In order to establish a basis for discussing community design during the General Plan Update process, a Citywide urban form analysis has been conducted to assess the development patterns and urban forms that currently comprise the City. Rather than providing a detailed description that addresses the specifics of each neighborhood or district in the City, the analysis employs prototypical forms and patterns to provide a broad characterization of the City's development patterns and design character.

The analysis evaluates sixteen different areas of the City including a cross-section of residential and non-residential development types as well as a range of areas representing different eras from the City's history. The analysis areas were initially selected based on location of distinctive development patterns identified from aerial photographs. These areas were then reviewed with City Planning staff and supplemented as necessary to ensure a broad and inclusive cross-section of neighborhoods and districts.

Within each of the selected analysis areas a 100-acre "window" was identified that typified the area's development pattern. This 100-acre area was then used as a basis for a graphic analysis of each area that depicted street layouts, building form and coverage, as well as block and parcel size.

Evaluation Criteria

The initial graphic analysis employs six criteria to characterize each area:

- Block size.
- Block dimensions (length/width ratio).
- Parcel size.
- Intersections.
- Through streets.
- Neighborhood access points.

It is worth noting that each of these criteria can be assessed through an examination of the street system. This highlights the critical role that circulation plays in the establishment of urban form and character. In essence, the street system forms the skeleton or framework onto which the urban fabric is established. Throughout the history of Sacramento, the design of the street system has had significant implications for urban form, function, and character.

As discussed in the preceding Evolution of City Form section, the advent of the automobile as the primary mode of transportation greatly altered the pattern of development in Sacramento. Two related trends, directly associated with the rise of the automobile, can be seen in the transition from the design of the historic 19th Century neighborhood to that of the 20th Century neighborhood: a decrease in connectivity between neighborhoods and a decrease in pedestrian orientation.

In response to the automobile's ability to travel long distances quickly, streets and neighborhoods began to be designed to accommodate and adapt to this characteristic. As the automobile grew in popularity and prominence, neighborhood streets began to be designed to be wider and blocks longer in response to the car. This can be seen in the difference between the small, square blocks in historic Midtown neighborhoods and the more elongated blocks in early 20th Century neighborhoods such as River Park and Land Park.

However, as the number and speed of automobiles increased, the highly interconnected grid system of streets in these older neighborhoods began to be seen as incompatible with residential uses. Thus, in the suburban boom following World War II, subdivision design began incorporating features to restrict traffic flow within residential neighborhoods. Cul-de-sacs became a prominent feature of the post-World War II neighborhood, as did looped roads and curvilinear streets that work to slow traffic. Frequently, adjacent subdivisions were built without any interconnecting streets in order to reduce traffic flow from neighborhood to neighborhood. Of course a side affect of the proliferation of dead-end, looped and curvilinear streets, was a reduction in the number of direct travel routes and a resultant increase in travel distances. This in turn has the dual impact of discouraging walking and increasing vehicular fuel consumption.

A by-product of restricting internal neighborhood traffic flow is the need for larger collector and arterial streets as more cars are forced onto fewer through roadways. This, in turn, increases the potential for congestion since there are fewer alternative connections when traffic gets bad. Designed to carry high traffic volumes at relatively high speeds, these collectors and arterial streets are difficult to cross and provide unattractive environments for pedestrians and bicyclists, further discouraging alternative modes of travel.

The following provides a brief description of the criteria used to analyze Sacramento's existing urban form:

- **Block Size.** The average size or area of a neighborhood block is an indicator of scale within the urban environment. Typically, smaller blocks have a more human scale that supports greater pedestrian activity. In Sacramento, block sizes range from about 2.5 acres in the Midtown area to 27 acres in rural transition areas such as Robla. In the loop and cul-de-sac style neighborhoods, the average block size can be difficult to determine and somewhat misleading as short cul-de-sacs can offset larger undivided corridors.
- **Block Dimensions.** Closely related to block size, the proportions of a block also affect neighborhood character and pedestrian activity. Longer blocks tend to encourage higher traffic speeds and discourage pedestrian activity, making it more difficult to move efficiently through a neighborhood. The length/width ratio of a block also plays an important role in building types and the location of parking with deeper blocks providing greater flexibility. While the square blocks of downtown Sacramento have a 1:1 length to width ratio, neighborhoods such as River Park have an average length to width ratio of 7:1 (i.e., seven times longer than wide).
- **Parcel Size.** Like block size and dimensions, parcel size is an indicator of scale within any particular neighborhood or district. Smaller parcels typically result in a finer grained development pattern that is more human scaled and thus more pedestrian oriented. Conversely areas with large monolithic parcels typically are more automobile oriented. In Sacramento's residential neighborhoods the average parcel sizes range from 0.15 acres in the pre-World War II neighborhoods, to 0.60 acres in the semi-rural Robla area. In retail areas, the range includes average parcel sizes of 0.15 acres along J Street up to 3.7 acres at the Arden Fair Shopping Center.
- **Intersections.** The number of intersections can be a good indication of a neighborhood's internal level of accessibility. Typically a higher number of intersections translates into more travel route options within a neighborhood and greater dispersion of traffic volumes. Conversely, fewer intersections can indicate greater dependence on a few high volume collector streets to accommodate through traffic. The street systems in Midtown and East Sacramento have the highest numbers of intersections due both to their grid layout and the use of alleys as supplementary access ways. While loop and cul-de-sac neighborhoods like Greenhaven have the fewest for a fully developed area (i.e., not including rural areas).
- **Through Streets.** Through streets (i.e., non-dead end streets) provide accessibility by traversing the length or width of a neighborhood. The number of through streets within a neighborhood can indicate the relative ease and directness with which one can travel within or through a neighborhood. The grid, and modified grid, systems of streets that characterize neighborhoods such as Midtown, River Park, and Land Park all

have a high number of through streets, while later loop and cul-de-sac neighborhoods such as Greenhaven may have only half as many. At times, however, the number of non-dead end streets in a neighborhood can be somewhat deceiving. In South Natomas, for example, the number of cul-de-sacs has been limited but the prominence of looped streets means the true number of through roads is much less than suggested by the analysis.

- **Neighborhood Access Points.** The number of access points, or streets that connect a neighborhood with adjoining areas and the City as a whole, is another indicator of a neighborhood's level of accessibility. As with intersections and through streets the older grid-based neighborhoods in downtown and surrounding areas have the greatest number of access points, while newer developments such as those in North Natomas may have only a handful. While access to some neighborhoods is physically constrained, such as Pocket and Greenhaven by I-5, other neighborhoods such as those in North Natomas have been designed so that only a couple key collectors provide access in and out of these neighborhoods.

Following the graphic analysis each area was visited, photographed, and evaluated according to a second, more detailed set of criteria. These criteria address two broad areas relating to community design: the streetscape character and the development character. While closely related, and certainly experienced as one, streetscape character addresses primarily the public realm and development character addresses primarily the private realm.

The evaluation of streetscape character focused on the relationship between the vehicular and pedestrian zones, with an emphasis on factors that would affect the quality of the pedestrian experience. The factors evaluated, included:

- **Width of Street.** The width of the street influences the pedestrian's perception of the streetscape. The wider the street is the less the pedestrian is able to visually take in both sides of the corridor and the greater the sense that vehicular traffic is the priority use (i.e., pedestrians are of lesser importance).
- **Number of Travel Lanes.** The more vehicular travel lanes there are, the greater the difficulty for pedestrians to cross from one side to the other, and the greater the potential for conflict pedestrian/vehicular conflict.
- **Number of Curb Cuts.** The more curb cuts and driveways there are along the street, the greater the intrusion of automobiles into the pedestrian zone and the potential for conflict between pedestrians and vehicles.
- **Width of Sidewalks.** The width and location of sidewalks influences the pedestrian's sense of safety from the adjacent roadway and the relative importance of pedestrian activity to the street.
- **Number of Street Trees.** The number and placement of street trees speaks to the level of concern for the comfort of pedestrians and the desire for an attractive streetscape.
- **Type of Parking.** The presence of on-street parking creates a buffer between pedestrians and moving traffic, and increases pedestrian activity by allowing people to park in front their destinations.

The factors that were evaluated relating to development character, included:

- **Front Yard Setbacks.** The location of buildings in relation to the public right-of-way has a great deal to do with the vitality of the pedestrian environment. Buildings that are set close to the sidewalk create spatial definition for the public realm and contribute to the pedestrian activity by having front doors on the street.
- **Side Building Setbacks.** The amount of space between buildings affects the continuity of the streetscape façade. Typically, the greater the linear continuity of the building façade is (i.e., without major breaks for parking lots, etc.), the better the definition of the public realm and the better the streetscape character.
- **Building Heights.** As with front yard and side yard setbacks, the height of buildings plays a very important role in giving definition to and visually activating the public realm of the streetscape.
- **Building Orientation.** Where buildings have their front doors plays a critical role in the vitality of the public streetscape. Buildings whose front doors open onto the public sidewalk contribute much more than those that front onto parking lots.
- **Percent of Frontage.** Related to side yard setbacks, the amount of street frontage that is occupied by building façade is an important factor in defining and activating the pedestrian realm.
- **Location of On-site Parking.** The location of off-street (i.e., on-site) parking plays a critical role in the pedestrian vitality of public streetscape. Locating parking between sidewalks and buildings significantly compromises value of the pedestrian zone and creates numerous conflicts between pedestrians and vehicles.

Urban Form Analysis Areas

The sixteen areas selected for analysis included three broad categories of neighborhood or district type based on their predominant land use: residential, retail, and employment. Each was selected because it represented a different built form and/or a variation on a built form representing a certain time period.

The residential development types and specific analysis areas include:

- Traditional Town Grid (circa 1900) – Midtown Neighborhood.
- Modified Town Grid (pre-World War II) – East Sacramento Neighborhood.
- Early Auto-Oriented Subdivision (circa 1950) – River Park Neighborhood.
- Planned Unit Development (circa 1960) – Greenhaven Neighborhood.
- Later Auto-Oriented Subdivision (circa 1980) – South Natomas Neighborhood.
- Master Planned Neighborhood (circa 2000) – Natomas Park Neighborhood.
- Rural Transition – Robla Neighborhood.

The retail development types and specific analysis areas include:

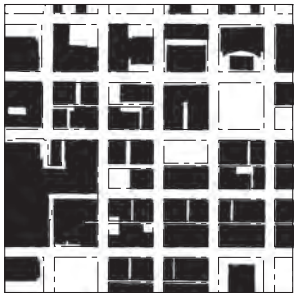
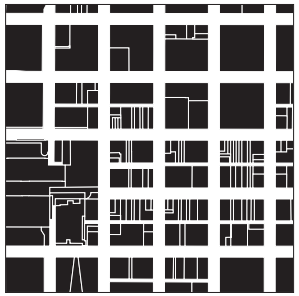
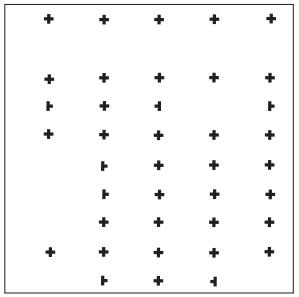
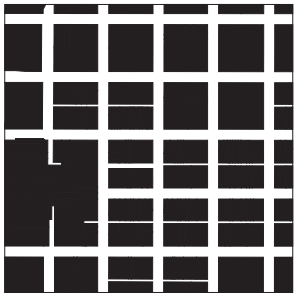
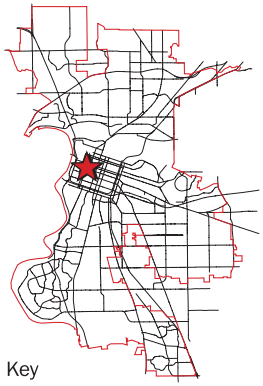
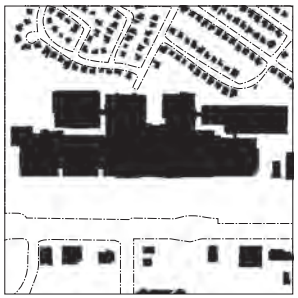
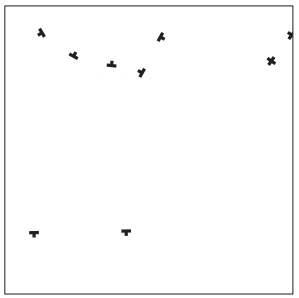
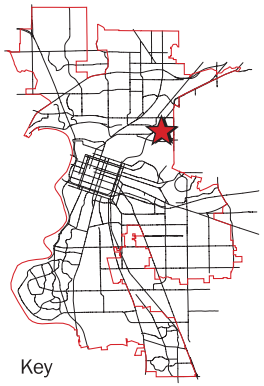
- Central Business District – Downtown.
- Town Center – Natomas Town Center.
- Regional Retail Center – Arden Fair.

- Community/Neighborhood Retail Center – Florin Road @ 24th Street.
- Traditional (Pedestrian-oriented) Commercial Corridor – J Street.
- Strip (Auto-oriented) Commercial Corridor – Franklin Boulevard.

The employment development types and specific analysis areas include:

- Campus Office Park – Gateway/Natomas Corporate Center.
- Light Industrial/Office Park – Pell/Main Industrial Park.
- Traditional Industrial/Manufacturing – Florin Fruitridge Industrial Park.

Figures 2-17 through 2-24 show the graphic analysis of the sixteen selected areas. Figures 2-25 through 2-40 summarize key characteristics and provide photographs of each of the sixteen Urban Form Analysis Areas.

	Aerial Photograph	Built Form	Blocks and Parcels	Intersections	Through Streets
Central Business District **Example: Downtown**					
 Key	100 Acre Analysis Area		Average Block Size: 2.5 ac	No. of Intersections: 39	No. of Through Streets: 14
Regional Retail Center **Example: Arden Fair**					
 Key	100 Acre Analysis Area		Average Block Size: 17.5 ac	No. of Intersections: 9	No. of Through Streets: 3

Credit: Wallace Roberts & Todd, LLC

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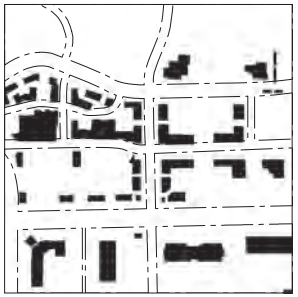
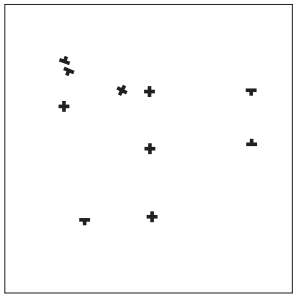
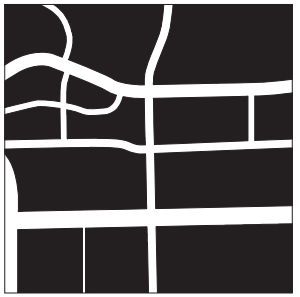
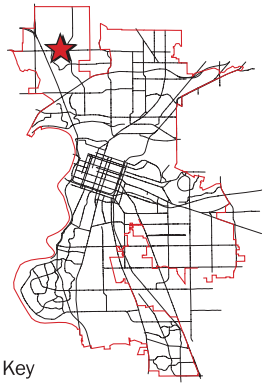
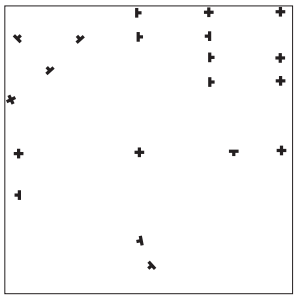
	Aerial Photograph	Built Form	Blocks and Parcels	Intersections	Through Streets
Town Center **Example:** **Natomas Town Center**					
 Key	100 Acre Analysis Area		Average Block Size: 5.5 ac	No. of Intersections: 10	No. of Through Streets: 8
Community/Neighborhood Retail Center **Example:** **Florin Road & 24th Street**					
 Key	100 Acre Analysis Area		Average Block Size: 9.0 ac	No. of Intersections: 20	No. of Through Streets: 8

Credit: Wallace Roberts & Todd, LLC

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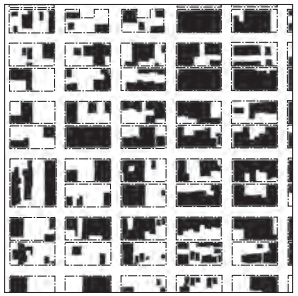
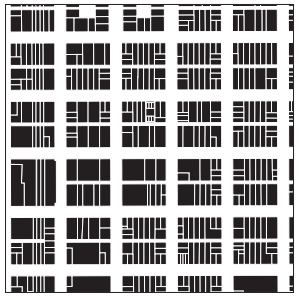
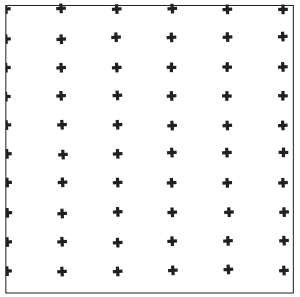
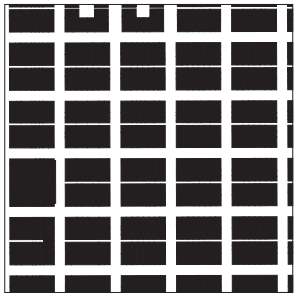
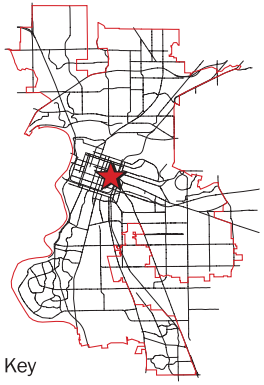
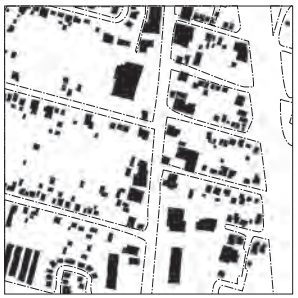
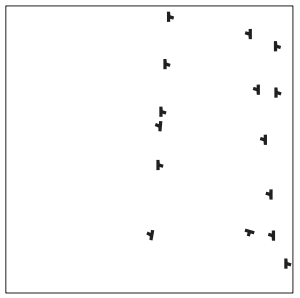
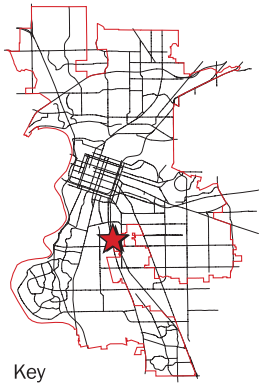
	Aerial Photograph	Built Form	Blocks and Parcels	Intersections	Through Streets
Traditional (Pedestrian Oriented) Commercial Corridor **Example: J Street**					
 Key	100 Acre Analysis Area		Average Block Size: 2.5 ac	No. of Intersections: 60	No. of Through Streets: 16
Strip (Auto-Oriented) Commercial Corridor **Example: Franklin Avenue**					
 Key	100 Acre Analysis Area		Average Block Size: 3.0 ac	No. of Intersections: 15	No. of Through Streets: 8

Credit: Wallace Roberts & Todd, LLC

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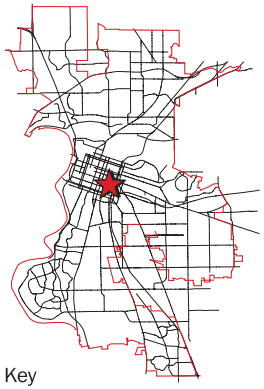
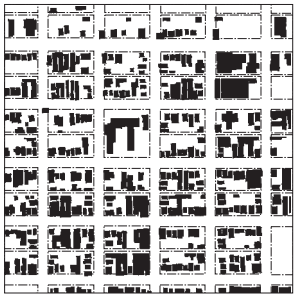
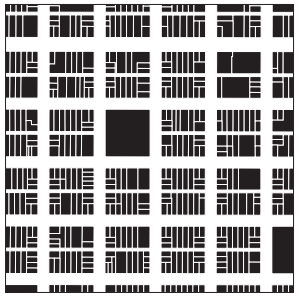
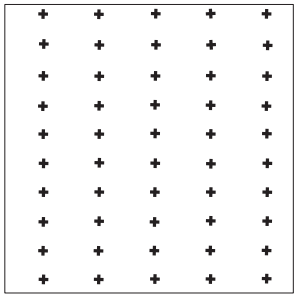
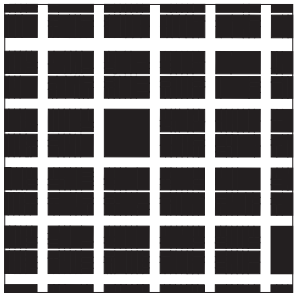
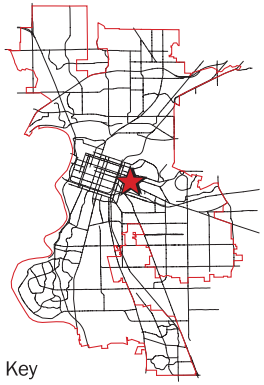
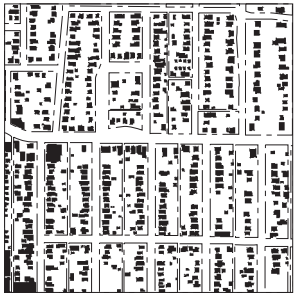
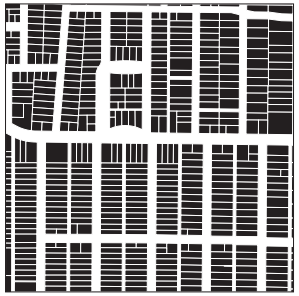
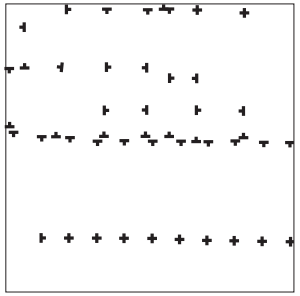
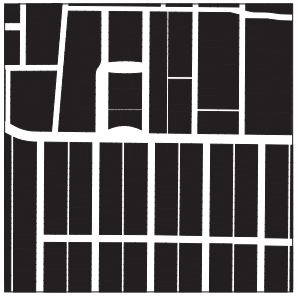
	Aerial Photograph	Built Form	Blocks and Parcels	Intersections	Through Streets
Traditional Town Grid (circa 1900) **Example: Mid-Town**  Key					
	100 Acre Analysis Area		Average Block Size: 2.5 ac	No. of Intersections: 50	No. of Through Streets: 15
Modified Town Grid (pre-WWII) **Example: East Sacramento**  Key					
	100 Acre Analysis Area		Average Block Size: 5.0 ac	No. of Intersections: 46	No. of Through Streets: 20

Credit: Wallace Roberts & Todd, LLC

City of Sacramento

FIGURE 2-20

URBAN FORM ANALYSIS

General Plan Technical Background Report

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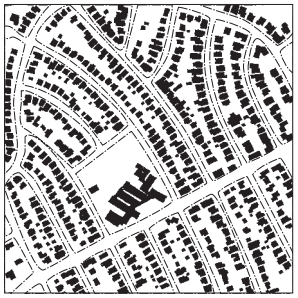
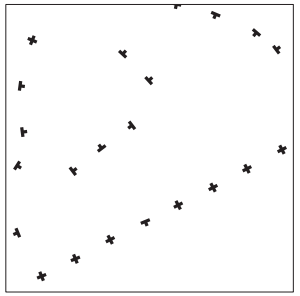
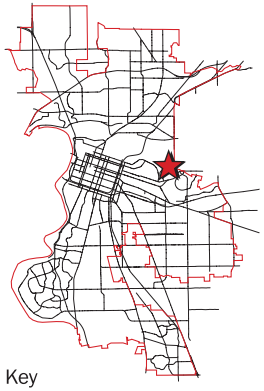
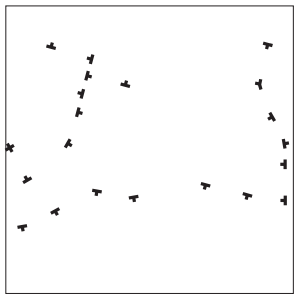
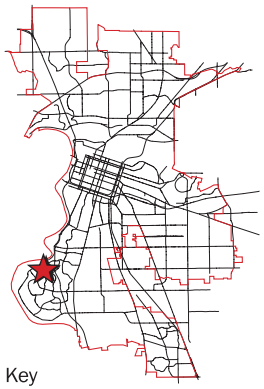
	Aerial Photograph	Built Form	Blocks and Parcels	Intersections	Through Streets
Early Auto-Oriented Subdivision (circa 1950) **Example: River Park**					
 Key	100 Acre Analysis Area		Average Block Size: 7.0 ac	No. of Intersections: 22	No. of Through Streets: 16
Planned Unit Development (circa 1960) **Example: Greenhaven**					
 Key	100 Acre Analysis Area		Average Block Size: 3.0 ac	No. of Intersections: 21	No. of Through Streets: 9

Credit: Wallace Roberts & Todd, LLC

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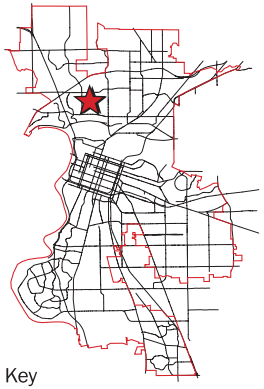
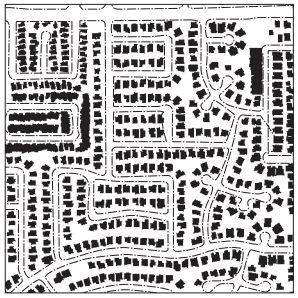
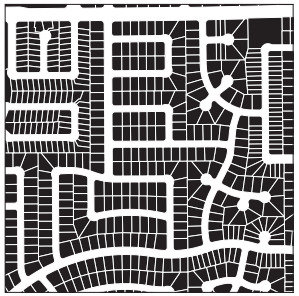
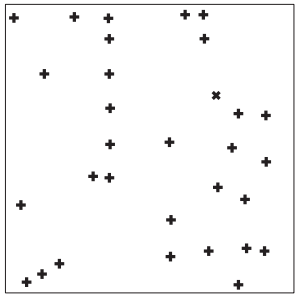
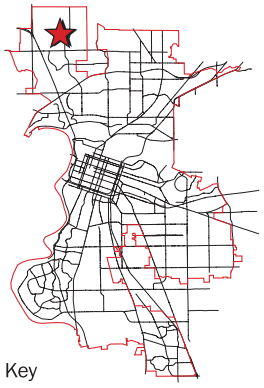
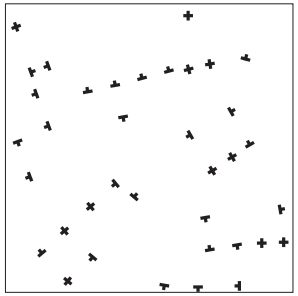
	Aerial Photograph	Built Form	Blocks and Parcels	Intersections	Through Streets
Later Auto-Oriented Subdivision (circa 1980) **Example: South Natomas**  Key					
	100 Acre Analysis Area		Average Block Size: 6.0 ac	No. of Intersections: 31	No. of Through Streets: 13
Master Planned Neighborhood (circa 2000) **Example: Natomas Park**  Key					
	100 Acre Analysis Area		Average Block Size: 37.0 ac	No. of Intersections: 8	No. of Through Streets: 6

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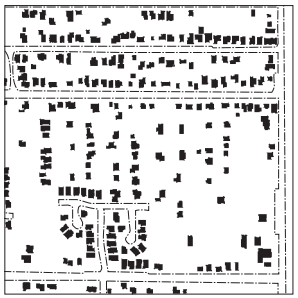
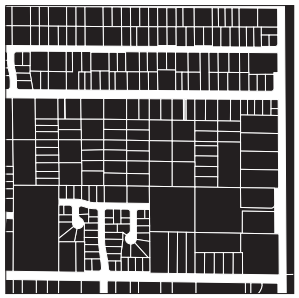
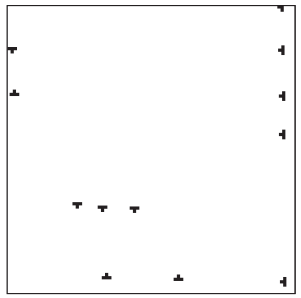
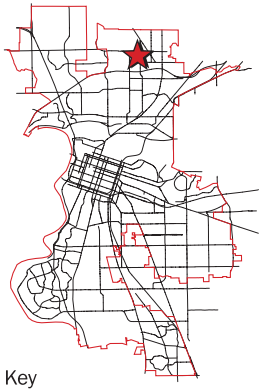
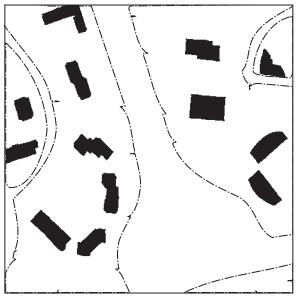
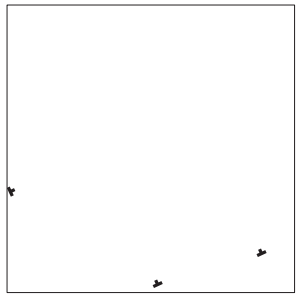
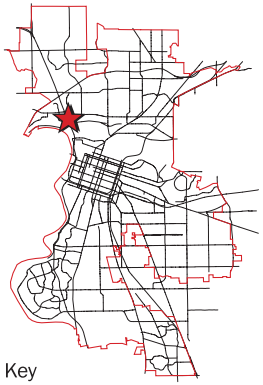
	Aerial Photograph	Built Form	Blocks and Parcels	Intersections	Through Streets
Rural Transition **Example: Robla**					
 Key	100 Acre Analysis Area		Average Block Size: 27.0 ac	No. of Intersections: 12	No. of Through Streets: 9
Campus Office Park **Example: Gateway/Natomas Corporate Center**					
 Key	100 Acre Analysis Area		Average Block Size: 31.0 ac	No. of Intersections: 3	No. of Through Streets: 3

Credit: Wallace Roberts & Todd, LLC

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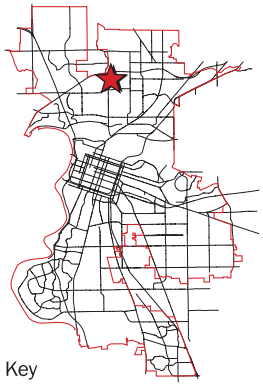
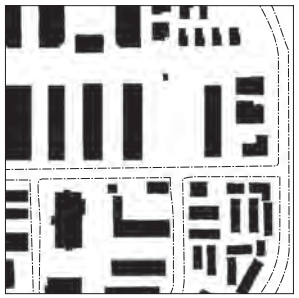
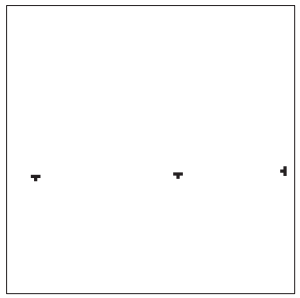
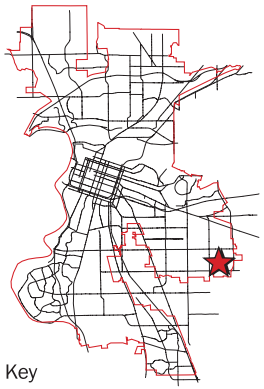
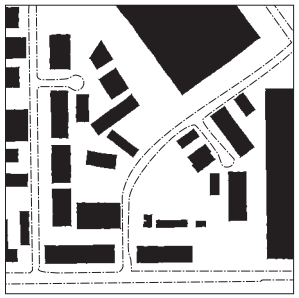
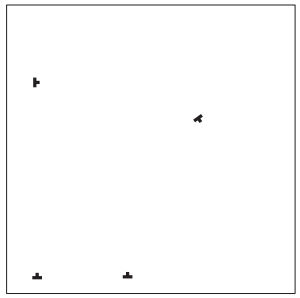
	Aerial Photograph	Built Form	Blocks and Parcels	Intersections	Through Streets
Light Industrial/ Office Park **Example: Pell/Main Industrial Park**  Key	 100 Acre Analysis Area		 Average Block Size: 30.0 ac	 No. of Intersections: 3	 No. of Through Streets: 3
Traditional Industrial/ Manufacturing **Example: Florin- Fruitridge Industrial Park**  Key	 100 Acre Analysis Area		 Average Block Size: 18.0 ac	 No. of Intersections: 4	 No. of Through Streets: 3

Credit: Wallace Roberts & Todd, LLC

City of Sacramento

FIGURE 2-24

URBAN FORM ANALYSIS

General Plan Technical Background Report

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Traditional Town Grid (circa 1900) – Midtown Neighborhood

Block Character
- Small, walkable block size at 2.5 acres
- Square blocks with mid-block alley in east-west direction
- Few interruptions in the traditional grid pattern. Convenient access from all directions

Street Character
- Typical street width 50 feet (curb to curb)
- One travel lane in each direction with small corner turning radii
- Number of curb cuts per block is low with an average of three
- Garages accessed from mid-block alleys alleviate need for driveways on each property
- On-street parking includes a combination of diagonal and parallel
- Six-foot wide sidewalks with street trees planted in planting strip between sidewalk and street
- 16 to 20 street trees per block on average
- Mature deciduous trees create a high-level canopy providing shade in summer and allowing sun in winter

Building and Site Character
- Buildings are situated close to the street and to each other, with 6-10 foot front setbacks on average and side setbacks of 5 to 10 feet
- Buildings range in height from one to two stories (15 to 25 feet) with 2 story buildings predominant
- Strong orientation to streets, with many stoops coming down to the sidewalk
- High percentage of parcel frontage occupied by buildings (85-90 percent) providing strong “street wall” definition
- Mixture of housing types and densities
- On-site parking for each property located to the side or rear, accessible from the mid-block alley

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Modified Town Grid (pre-World War II) - East Sacramento Neighborhood

Block Character

- Average block is rectangular is shape, approximately equal in area to two combined traditional town grid blocks at 5 acres, with a length to width ratio of 2:1
- Longer blocks allow for parcels to be rotated to face (rather than side onto) east-west streets
- Alleys generally run north-south, with some east-west mid-block pedestrian passages
- More irregularity in the grid than in the Midtown area, but good accessibility from all directions

Street Character

- Residential character with a typical street width 35 feet curb to curb with one lane of travel in each direction
- Parallel parking located on street
- Mid block alleys allow for rear garages without driveways, although some properties have established front driveways. Average number of curb cuts increase dramatically to 16 from 3 in the Midtown
- Three-foot wide sidewalks with street trees planted in six-foot wide planting strip between sidewalk and street
- Mature deciduous trees create a high-level canopy providing shade in summer and sun in winter, with 30 street trees per block on average

Building and Site Character

- Buildings setback further from the street than in the traditional town grid, averaging 20-30 feet. Side setbacks are also greater, averaging 10-15 feet
- Buildings range in height from 15 to 25 feet, with the majority of the older residences being single-story, while later additions and newer construction often having two-stories
- Housing type predominately single family detached
- All buildings are oriented to the street, with a high percentage of parcel frontage occupied by buildings (75-80 percent)

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Early Auto-Oriented Subdivision (circa 1950) – River Park Neighborhood

Block Character

- The average block size is the largest of all urban residential neighborhoods sampled at 7 acres, with a 6.5:1 length to width ratio
- Through streets average 16 per 100 acres
- Blocks follow a deformed grid with long gently curving roadways
- Neighborhood accessible via a single street, which serves as the main spine for the community off of which all other streets intersect. The neighborhood service commercial and local schools are located along this corridor
- Wider average parcels and a higher number of parcels per block. Parcels remain similar in size to the traditional and modified grids samples at 0.16 acres each

Street Character

- Residential streets average 36 feet in width (curb to curb), collectors average 40 feet (curb to curb), although streets feel wider due to the lack of street trees and on-street parked vehicles
- Slight curve in residential streets give the sense that they are much longer by moving intersections from view
- Parallel parking allowed on both sides of street, although very few parked cars during survey
- Regularly spaced curb cuts for driveways, with an average of 36 per block due to the long blocks
- 4-foot wide sidewalks are located adjacent to street (i.e., no planting strip) with a rolled curb that provides minimal protection from cars
- No street tree planting within the public right-of-way; Trees are located on private property

Building and Site Character

- Housing type exclusively single family
- Predominantly single story structures (15 to 20 feet)
- Garage doors prominent, typically situated closer to street than front door
- Front setbacks typically 20 feet, side setbacks 10 feet
- All buildings are oriented to the street, with percentage of parcel frontage occupied by buildings about 75 percent

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Planned Unit Development (circa 1960) – Greenhaven Neighborhood

Block Character

- Laid out as a series of small loop roads off a main collector street, with each loop facing onto a central public greenway that provides pedestrian access to local schools and parks
- Looped blocks result in a limited number of through streets and neighborhood access points
- Second largest average parcel size (0.22 acres) and width of all residential samples (40 feet)

Street Character

- Streets average 36 feet in width (curb to curb)
- Parallel parking allowed on both sides of street
- High average number of curb cuts per block (22) with every parcel having a driveway
- 4-foot wide sidewalks are located adjacent to street (i.e., no planting strip) with a rolled curb that provides minimal protection from cars
- No street tree planting within the public right-of-way; Trees are located on private property

Building and Site Character

- Housing type predominately single family with some duplexes/multi-family
- Predominantly single-story structures (15 to 20 feet)
- Garage doors prominent, typically situated closer to street than front door
- Front setbacks typically 20-25 feet, with small side yard setbacks
- All buildings are oriented to the street, with high percentage (75-85 percent) of parcel frontage occupied by buildings, but also a higher percentage occupied by wide multi-car garages
- Predominantly low-profile, ranch style housing characteristic to the time period

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Later Auto-Oriented Subdivision (circa 1980) – South Natomas Neighborhood

Block Character
- Large average block size (6 acres)
- Curvilinear and hierarchical street pattern reduces the number of through streets and neighborhood access points
- Large number of cul-de-sacs

Street Character
- Narrowest average street width of sample neighborhoods at 28 feet curb to curb
- 3-foot wide sidewalks are located adjacent to street (i.e., no planting strip) with a rolled curb that provides minimal protection from cars
- No street tree planting within the public right-of-way; Trees are located on private property
- Parallel parking allowed on both sides of street
- Substantial parking occurring on double-wide driveways
- Averages one curb cuts for every parcel

Building and Site Character
- Housing type predominately single family with some duplexes/multi-family
- Mixture of one- and two-story structures, but predominantly two-story (15 to 25 feet)
- Garage doors prominent, typically situated closer to street than front door
- Front setbacks typically 25-30 feet, with 10 foot side yard setbacks
- All buildings are oriented to the street, with high percentage (75-85 percent) of parcel frontage occupied by buildings, but also a higher percentage occupied by wide multi-car garages

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Master Planned Neighborhood (circa 2000) – Natomas Park Neighborhood

Block Character
- Small average block size (1.75 acres)
- Curvilinear and hierarchical street pattern reduces the number of through streets and neighborhood access points
- Large number of cul-de-sacs
- Neighborhood parks interspersed throughout development

Street Character
- Average residential street width 30 feet curb to curb
- On-street parking permitted on both sides of street
- Each parcel has a driveway with curb cut
- 4-foot wide sidewalks are located adjacent to street (i.e., no planting strip) with a rolled curb that provides minimal protection from cars
- No street tree planting within the public right-of-way; Trees are located on private property
- Walled, collector street width 38 feet curb to curb with bike lanes on either side
- 4-foot wide sidewalks separated from collector street with planting strip
- Formal street tree planting present with an average of 34 trees per block

Building and Site Character
- Small average building setback (20 feet) just enough to park car in driveway and not intrude on sidewalk
- Small side yard setbacks (5 to 10 feet)
- Housing type predominately single family with some duplexes/multi-family
- Single family residences predominately two-story (25 -35 feet)
- Buildings oriented to the street
- Garages visually dominate the street frontage, with garage doors set closest to the street and main entries recessed

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Rural Transition – Robla Neighborhood

Block Character
- Neighborhood character has evolved from rural setting rather than being designed as a suburban tract
- Blocks follow rural standards, and are large and long; average block size is 27 acres with a 7:1 length to width ratio
- Far fewer number of intersections, through streets and neighborhood access points
- Largest average parcel size (0.6 acres) and width (82 feet) of all sample areas

Street Character
- Smallest average street width at 20 feet (pavement width or curb to curb)
- Urban improvements such as curb, gutter and sidewalks present in newer development only
- Average number cof urb cuts lper block (10) ow due to large parcel width Higher in newer development
- No formal street tree planting
- On-street parking permitted on gravel shoulder

Building and Site Character
- Single family residences only
- Wide range of housing size: older neighborhoods single story (15-20 feet), newer development averages 2 stories (25-30 feet)
- Low lot coverage in older areas and much greater lot coverage in more recently developed areas
- All buildings oriented to street. Several vacant or old field parcels
- Low percentage (50%) of street frontage occupied by buildings
- On-site parking located in driveways and garages

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Central Business District – Downtown

Block Character

- Small, square blocks with average block size of 2.5 acres
- Few interruptions of main streets in the traditional grid pattern. Convenient access from all directions
- Some blocks have mid-block alleys in east-west direction, although others have been lost due to consolidation of parcels for large projects (shopping mall, parks, large buildings, etc.)

Street Character

- Street width typical at 50 feet (curb to curb). Smaller streets found (30 feet) with wider sidewalks
- Two travel lanes in each direction with small turning radii where two-way traffic occurs. Many one-way streets with three through lanes and one or two turning lanes
- Number of curb cuts per block low. Parking located either in structures or surface parking lots. Individual on-site parking rare
- On-street parking is a combination of diagonal and parallel
- Street tree planting varies, with average number of street trees approximately 10 per block, typically large tree species selected
- Sidewalks are typically 12 to 15 feet wide

Building and Site Character

- Buildings situated close to or at the public right-of-way, and to each other, with zero lot lines in most cases
- Building heights vary greatly, from 2 to 20 stories or more
- Percentage of building along street frontage approaching 100%
- Largest mix of building types and land uses of any sample area
- On-site parking, if any, is located in structure or off the mid-block alley
- Strong definition of the street by the built environment

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Town Center – Natomas Town Center

Block Character
- Large blocks with few internal streets
- Large consolidated parcels with shared internal surface parking lots
- Low number of through streets, intersections, and neighborhood access points

Street Character
- Hierarchical street network. Main arterial road and collectors are very wide at an average 300 feet curb to curb. Local collectors measure at 60 feet
- Travel lanes: Arterials and collectors – 6 lanes with 2 turning lanes in each direction; Local streets – 2 lanes with one turning lane
- No parking permitted along arterials and collectors providing access to Town Center
- Sidewalks are 5 feet wide on average and located adjacent to the roadway. Bike lanes present, but not highly inviting due to traffic speed and volumes
- Few curb cuts with an average of 2 per block. Typically found only at entry drives into larger parcels
- Large landscape setback from arterials with turf and small trees planted. No consistent street tree planting throughout.
- Where present, trees average 10 per block within the right-of-way
- Wide planted median

Building and Site Character
- Retail commercial buildings suburban in character: low density and auto-oriented
- Large retail developments break up complex into a number of satellite buildings with parking in between. All buildings connected by a pedestrian network
- Most buildings along the streets have a deep setback from the arterial/collector access roads
- Buildings along street frontages present a façade to the street but actually front (i.e., have their access) internally toward the parking areas
- The percentage of street frontage occupied by buildings is generally low (50-60%)
- Single-use retail commercial building types, with medium to large floor plates
- Majority of buildings are one-story structures but include decorative towers, cupolas and other architectural features to increase visual presence (20 to 45 feet)

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Regional Retail Center – Arden Fair

Block Character
- Large monolithic block consisting of consolidated parcels
- Typical shopping center format with buildings surrounded by acres of surface parking
- Average block size is 17 acres; average parcel size is 3.7 acres; average parcel width is 283 feet
- No public roadways for internal circulation, just drive lanes located within parking lots. All traffic into center feeds off of main arterial roadway

Street Character
- Large arterial street, averaging 120 feet curb to curb with 8 travel lanes and four turning lanes, provides access to the center
- Few curb cuts, 8 per block on average
- Sidewalks narrow, averaging 4 feet, and located adjacent to the roadway (i.e., no planting strip)
- Wide planted center median, and informal street tree planting along main arterial

Building and Site Character
- Large format retail commercial development
- One- and two-story development averaging 25-45 feet in height
- Large building setbacks from the public right-of-way
- All buildings oriented to surface parking lots

City of Sacramento

FIGURE 2-34: RETAIL

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Community/Neighborhood Retail Center – Florin Road @ 24th Street

Block Character
- Large average block size (9 acres)
- Occupies the four quadrants of an intersection of two major arterial roadways
- Low number of through streets and neighborhood access points (8 and 16 respectively)
- Access provided from arterial roadways, with little or no connection to adjoining neighborhoods
- Highly automobile oriented

Street Character
- Wide arterial streets (100 feet curb to curb) with no on-street parking. Two lanes of travel in each direction with turning lanes
- Narrow sidewalks (4 feet) immediately adjacent to roadway (i.e., no planting strip)
- Center median with no planting
- No on-street parking permitted
- No formal street tree planting of the public right-of-way
- Large consolidated retail commercial parcels result in a relatively small number of curb cuts (7 per block)

Building and Site Character
- Building setbacks vary, but buildings tend to be pushed toward the rear of the lot to accommodate as much parking as possible between the street and building frontage
- All parking accommodated in surface lots
- Buildings are oriented toward surface parking lots
- Buildings are generally one story in height (Average 15 to 20 feet)

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Traditional (Pedestrian-Oriented) Commercial Corridor – J Street

Block Character
- Small, walkable square blocks with average block size of 2.5 acres
- The traditional grid pattern provides regular intersection intervals with convenient access from all directions
- Most blocks have mid-block alleys in east-west direction, paralleling J Street

Street Character
- Street width typical at 50 feet curb to curb
- One-way street, with three travel lanes
- On-street parallel parking on both sides of street
- Number of curb cuts per block is low with an average of less than one per block due to on-street parking and garages in the mid-block alleys
- Ample sidewalks with an average width of 15 feet. Outdoor seating for restaurants and eateries located on sidewalks in many locations
- Average of 10 street trees per block. Mostly mature trees with a high arching canopy that provides shade in summer and unifies the two sides of the street

Building and Site Character
- Buildings situated close to the street and to each other, with zero lot line setbacks the norm
- Buildings are generally two and three story structures (25 to 35 feet)
- Percentage of parcel frontage taken up by buildings approaching 100%
- Mix of building types and land uses. Many buildings appear to be adaptive reuse of former warehouses and shops now housing offices and retail
- Where available, on-site parking located behind buildings, accessible from the mid-block alley
- Strong definition of the street by the built environment

City of Sacramento

FIGURE 2-36: RETAIL

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Strip (Auto-Oriented) Commercial Corridor – Franklin Boulevard

Block Character
- Focus of retail area is along main collector street with concentrations of development at intersections
- Low number of through streets, intersections, and neighborhood access points
- Mixture of block lengths on either side of main collector due to adjoining street patterns
- Highly variable parcel sizes and configurations, including many deep parcels

Street Character
- Wide arterial/collector street; 100-foot average width (curb to curb), with four travel lanes, turning lanes, and intermittent center median
- Average of 7 curb cuts per block, but irregularly spaced based on size of parcels
- Rolled curb in places with paved shoulder in others
- Where present, 4 to 5-foot wide sidewalks located adjacent to street and travel lanes
- No on-street parking permitted along arterial/collector street
- No street tree planting within public right-of-way
- Significant visual clutter from signs and overhead utilities

Building and Site Character
- Building setbacks are variable but on average are 60 feet from roadway
- Parking is generally located between building frontages and street in surface lots
- All buildings face onto parking lots
- Buildings occupy a relatively low percentage of street frontage and provide poor definition of public realm due to location of buildings and parking.
- Generally low building profile with most buildings being one in height (15 to 20 feet)

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Campus Office Park – Gateway/Natomas Corporate Center

Block Character
- Large campus-style blocks, 31.0 acres on average
- Small average number through streets (3), intersections (3) and neighborhood access points (5).
- Large average parcel size (4.7 acres) with wide frontage (320 feet)

Street Character
- 45-foot average street width (curb to curb). Streets appear wider due to prohibition of on-street parking
- Two travel lanes on average
- No on-street parking permitted
- Relatively few curb cuts for such large blocks (15 on average).
- All driveways access large surface parking lots
- 5-foot average sidewalk width with sidewalks located adjacent to roadway
- No formal street tree planting, but individual parcels have lushly landscaped street frontages with mature vegetation

Building and Site Character
- Buildings are predominantly large office format; generally 3- to 4-stories (45 to 60 feet)
- Buildings generally located in center of parcel, well set back from streets and neighboring uses
- Buildings provide little or no definition of the streetscape
- Building orientation varies, but primarily towards parking
- Surface parking lots typically surround buildings

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Light Industrial/Office Park – Pell Main Industrial Park

Block Character

- Large, long blocks (avg. 30 acres) with deep parcels
- Large average parcel size (3.6 acres) with wide frontages (260 feet)
- Few through streets (3), intersections (3) and neighborhood access points (4)

Street Character

- Wide streets designed to accommodate truck traffic (60-foot average measured curb to curb)
- Main collector street has four travel lanes with center turn lane; local streets have two lanes
- Main collector and some local streets have 4-foot wide sidewalks located adjacent to roadway. Some local streets have no sidewalks
- Main collector street has no on-street parking; local streets permit parallel on-street parking
- Relatively few curb cuts for such large blocks (average 13/block). All driveways access medium to large surface parking lots
- No formal street tree planting in public right-of-way. However, collector street has lushly landscaped berms between roadway and private properties and local street frontages have landscaped front setback between buildings and street

Building and Site Character

- Large floorplate industrial buildings designed for manufacturing and warehouse type uses; predominantly concrete tilt-up construction
- Buildings generally have narrow street frontages but are quite deep
- Buildings are oriented towards parking lots
- Buildings are generally tall, single-story structures with flat roofs (average height 20 to 30 feet)
- On-site parking generally located in long side yard perpendicular to buildings; along the collector street a double parking bay is located between the street and the buildings

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Traditional Industrial/Manufacturing – Florin Fruitridge Industrial Park

Block Character

- Large, long blocks (avg. 18 acres), with few through streets (3), intersections (3) and neighborhood access points (4)
- Parcel size is varied, with large (2.4 acres) average parcel size and wide frontage (245 feet)

Street Character

- Wide, two-lane streets designed to accommodate truck traffic (60-foot average measured curb to curb)
- Few curb cuts for such large blocks: 12 on average. All driveways access medium to large surface parking lots
- 4-foot wide sidewalks located adjacent to roadway
- Parallel, on-street parking permitted, but most parking accommodated on site

Building and Site Character

- Buildings include several huge industrial manufacturing buildings along with numerous smaller, but still large, industrial warehouses. Heights range from 20 to 60 feet.
- No consistent building setbacks
- Building orientation is generally to parking lots
- Formal street tree planting: average of 90 per block (too young to create a sense of street definition)
- No consistent treatment of front setbacks; some areas landscaped, others are not

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Comparative Evaluation of Urban Form Analysis Areas

The sixteen urban form analysis areas represent a transition from the traditional orthogonal (i.e., grid) street pattern that efficiently and effectively accommodates multiple uses, to the now conventional late 20th Century subdivision design that segregates uses and divorces development from the public streetscape. Table 2-9 provides a comparative evaluation that summarizes the key form and design characteristics of the sixteen areas.

The short, interconnected blocks of Sacramento's downtown and pre-World War II neighborhoods pre-date the prominence of the automobile yet still provide tremendous flexibility and choice in terms of land use and circulation. They are also widely admired by Sacramentans, and are among the most memorable by visitors to the City. While the maturity and historic patina of these neighborhoods contributes to their general appeal, there are a number of design characteristics that distinguish these neighborhoods, whether residential or not, from the many neighborhoods built in the latter part of the 20th Century. These design characteristics include:

- A balance in the accommodation made for various modes of circulation that does not favor the automobile over pedestrians, bicyclists, and transit users (i.e., accommodates vehicles without compromising the attractiveness or safety of the pedestrian and bicycle environment);
- A human scale to the components of the neighborhood, including blocks, buildings, signs, and streetscape features, that support a safe and attractive pedestrian environment;
- A treatment of parking that reduces its visual and physical prominence within the landscape, whether it be surface parking lots or garage doors;
- A consistent "street wall" that provides definition and scale to the public realm with buildings set close to the public right-of-way and to each other;
- Buildings that are oriented toward and accessed from the public streetscape;
- Buildings whose scale is in proportion to the width of the street;
- Sidewalks that are separated from vehicle travel lanes by street trees, planting strips, light standards, and on-street parking;
- Regular planting of street trees within the public right-of-way that provide scale, shade, and visual amenity to the streetscape;
- Wide sidewalks that can conveniently accommodate pedestrian traffic and amenities;
- An integration of civic spaces and facilities, such as parks and schools, whose location and form are consistent with the neighborhood pattern and enhance neighborhood identity.

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Table 2-9. Comparative Evaluation of Urban Form Analysis Areas

Urban Form Prototype	*Sample Area*	*Block Character*								*Street Character*						*Building & Site Character*						
		Block Size (Avg. area in acres)	*Block Dimensions (length/width ratio)*	*Intersections (number)*	*Through Streets (number)*	*Neighborhood Access Points (number)*	*Street Area (% of total)*	*Parcel Size (Average Area)*	*Parcel Width (Average)*	*Width of Street (Typical)*	*Number of Travel Lanes*	*Number of Curb Cuts (Avg. per block)*	*Presence and Width of Sidewalks*	*Number of Street Trees (Avg. per block)**	*Type of Parking*	*Front Building Setbacks (Typ. per block)*	*Side Building Setbacks (Typ. per block)*	*Floor Area Ratio*	*Building Heights (Typ. per block)*	*Building Orientation (Typ. per block)*	*Percent of Frontage (Typ. per block)*	*Location of On-site Parking*
Residential																						
Traditional Town Grid (e.g., circa 1900)	Midtown	2.5	1:1	50	15	29		0.15	42	50	2	3	6	18	P/D	6	3		15-25	F	80-90	R
Modified Town Grid (e.g., pre- WWII – 1920s to 1940s)	East Sacramento	5.0	2:1	46	20	21		0.15	52	35	2	16	3	30	P	20-30	10-15		25-40	F	75-85	R/F/S
Early Auto-Oriented Subdivision (Post-WWII – 1950s – 1960s)	River Park	7.0	6.5:1	22	16	14		0.16	63	35	2	36	3	_	P	20	10		15-25	F	75-85	F/S
Planned Unit Development - Single Developer (e.g., 1960s – 1970s)	Greenhaven	3.0	2.5:1	21	9	6		0.22	74	30	2	22	5	_	P/OS	20-30	10		15-25	F	75-85	F/S
Later Auto-Oriented Subdivision (e.g., 1970s to Present)	South Natomas	6.0	2.25:1	31	13	7		0.16	55	20	2	10	3	_	P/OS	25-30	10		15-25	F	75	F/S
Master Planned Neighborhood – Multiple Developers	North Natomas	1.75	2:1	37	8	6		0.13	52	30	2	15	5	34	P/OS	20	5		25-45	F	80-90	G
Rural Transition	Robla	27.0	7:1	12	9	5		0.6	82	20	2	10*	n/a	_	P/OS	25	n/a		15-20	F	50	F/S
Commercial																						
Central Business District	CBD	2.5	1:1	39	14	22		0.2	67	50	3	0	12	10	P/D/OS	0	0		VAR	F	100	R/G
Town Center	North Natomas Town Center									300/60	6/2	2	5	24	OS	45	VAR		VAR	P	50	I
Regional Retail Center	Arden Fair	17.5	2:1	9	3	4		3.7	283	120	8	8	3	_	OS	VAR	VAR		25-60	I	VAR	F/S/R
Community/Neighborhood Retail Center	Florin Road and 24th Street	9.0	1.5:1	20	8	16		1.7	17	100	4	7	4	_	OS	50-80			15-35	P	85	F/S/R
Traditional (Pedestrian-oriented) Commercial Corridor	J Street	2.5	1:1	60	16	31		0.15	42	50	3	<1	15	10	P/D/OS	_	_		25-45	F	85	R/S
Strip (Auto-oriented) Commercial Corridor	Franklin Avenue	3.0	2:1	15	8	9		0.77	115	100	4	15	5	_	OS	80/100	80/100		20	F	50-75	F/S
Employment																						
Campus Office Park	South Natomas	31.0	2:1	3	3	5		4.7	320	45	2	15	5	_	OS	VAR	VAR		30-45	P	<50	F
Light Industrial/Office Park	Pell/Main	30.0	1.5:1	3	3	4		3.6	260	60	4	13	3	35	OS	80	VAR		30-45	P	65-75	F/S/R
Traditional Industrial/Manufacturing	Fruitridge Industrial Park	18.0	2.25:1	4	3	4		2.4	245	40	2	12	12	90	P/OS	VAR	VAR		30-45	P	VAR	F/S/R

Source: Wallace Roberts & Todd, LLC.

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Urban Form Prototypes

The analysis of the sixteen urban form analysis areas suggests that while there are significant variations among the City's neighborhoods, there are probably substantially fewer distinct urban form prototypes that are needed to describe Sacramento's urban form.

In the residential category, there appear to be four distinct prototypes:

- Traditional Town Grid;
- Modified Town Grid;
- Automobile-Oriented Subdivision; and
- Rural Transition.

While there are certainly differences (and exceptions) among the 50 years of suburban subdivision development that comprise the Automobile-Oriented Subdivision category, the unifying characteristic is the pre-eminent concern for the automobile as expressed through characteristics such as the lack of interconnectivity; the limited attention given to the pedestrian environment; and the prominence of parking. The Rural Transition category is identified as a prototype only because it describes an existing condition. Unlike the other prototypes, it does not describe an intentional model for design or built form.

In the commercial category, there also appear to be four distinct prototypes:

- Central Business District;
- Automobile-Oriented Shopping Centers;
- Strip Commercial; and
- Traditional Pedestrian-Oriented Commercial.

From a design and urban form perspective, the principal distinction between the three retail categories analyzed in the urban form analysis (i.e., Regional Retail Center, the Community Retail Center, and the Town Center, as conceived for Natomas Town Center) appears to be size and target clientele. All three are highly automobile-oriented with minimal concession to the pedestrian or bicyclist. They are structured around and oriented to surface parking with poor orientation to the public right-of-way, and are served by high volume, high speed arterial roadways. Thus, the three have been consolidated into the single Automobile-Oriented Shopping Center prototype.

In the employment category, there appear to be two distinct prototypes:

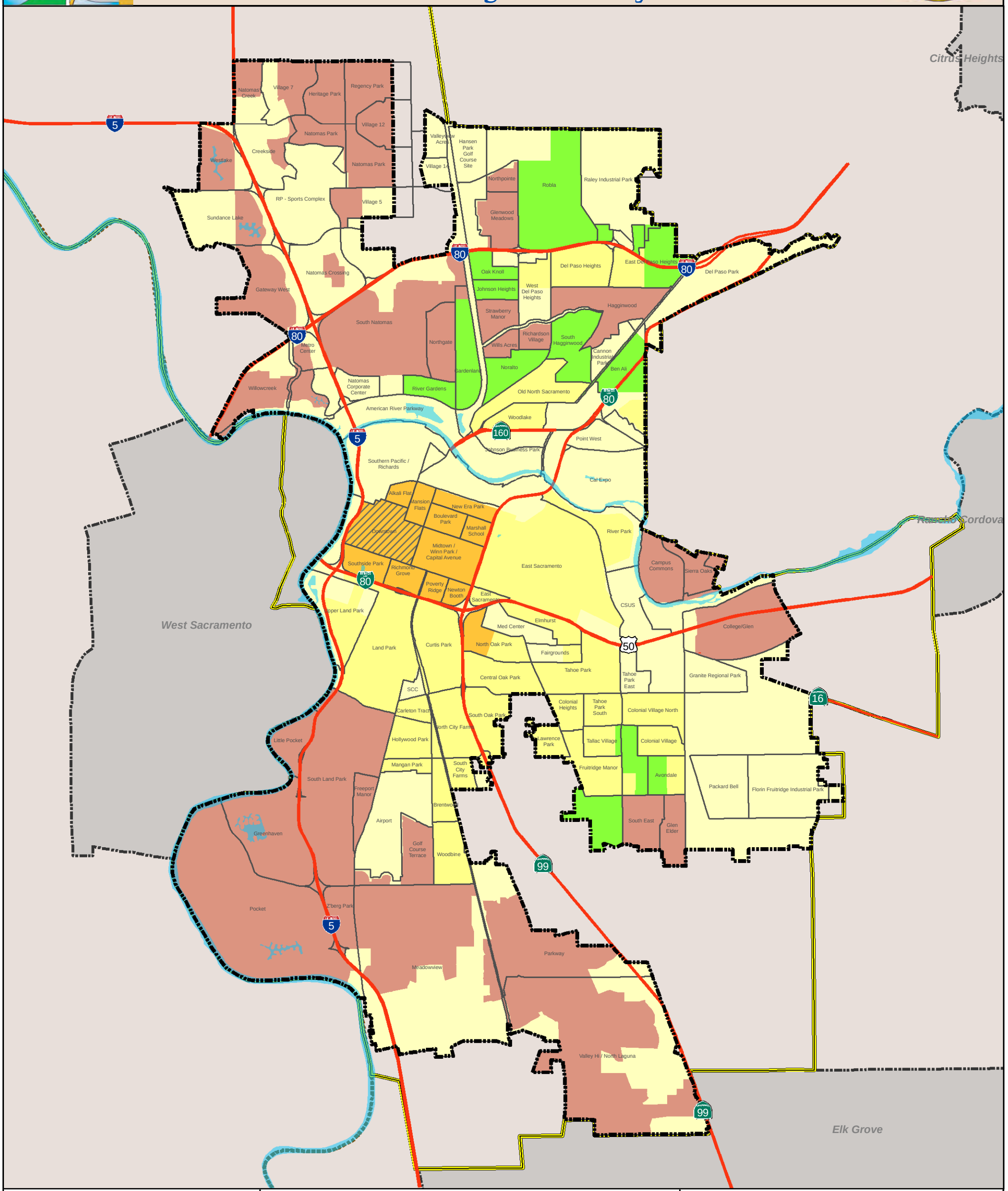
- Office Park and
- Industrial.

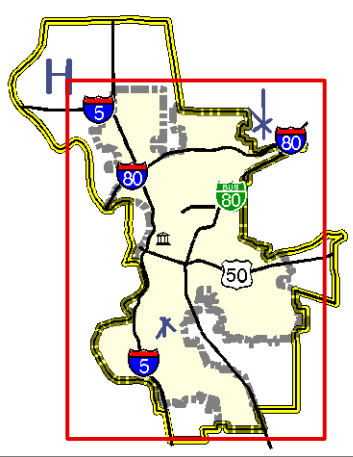
The Central Business District also is clearly a distinct prototype that accommodates substantial office and employment uses, and would be included in this category if not already addressed as a commercial prototype. Given that the urban form is essentially the same whether commercial or office, it has not been included twice. The Industrial prototype includes both light industrial and heavy industrial areas. While there are typically some design distinctions between light industrial parks and heavy manufacturing areas (e.g., level of landscaping, architectural character, etc.), the differences are not always apparent. In terms of built form there are frequently not significant differences.

Citywide Distribution of Urban Form Prototypes

Using these ten urban form prototypes, the City was analyzed to characterize the development patterns that comprise Sacramento. Figure 2-41 illustrates the geographic distribution of the four residential prototypes, and Figure 2-42 shows the distribution of the seven non-residential prototypes. Table 2-10 identifies the prevalent urban form prototype for each of the City's designated neighborhoods, districts, and corridors.

CITY OF SACRAMENTO
GENERAL PLAN
Building a Great City





Legend

- Automobile-Oriented Subdivision
- Modified Town Grid
- Rural Transition
- Traditional Town Grid
- Traditional Town Grid/Central Business District
- Neighborhood
- Policy Area
- City Limit

Figure 2-41

Citywide Distribution of Residential Prototypes

Residential Prototypes
EIP Associates/ WRT Design, 2005

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Miles

Table 2-10. Categorization of Neighborhoods, Districts, and Corridors			
City Designated Neighborhoods, Districts, and Corridors	*Residential Prototypes*	*Commercial Prototypes*	*Employment Prototypes*
Airport	--	--	--
Alhambra Triangle	MTG	--	--
Alkali Flat	TTG	--	--
American River Parkway	--	--	--
Arden Fair	--	ASC	--
Avondale	MTG/RT	--	--
Ben Ali	RT	--	--
Boulevard Park	TTG	--	--
Brentwood	MTG	--	--
Cal Expo	--	--	--
Campus Commons	AOS	--	--
Cannon Industrial Park	--	--	IND
Carleton Tract	MTG	--	--
Central Oak Park	MTG	--	--
College/Glen	AOS	--	--
Colonial Heights	MTG	--	--
Colonial Village	MTG	--	--
Colonial Village North	MTG	--	--
Creekside	AOS	--	--
CSUS	--	--	--
Curtis Park	MTG	--	--
Del Paso Heights	MTG	--	--
Del Paso Park	--	--	--
Dos Rios Triangle	--	--	IND
Downtown	--	CBD	CBD
East Del Paso Heights	MTG/RT	--	--
East Sacramento	MTG	--	--
Elmhurst	MTG	--	--
Erikson Industrial Park	--	--	IND
Fairgrounds	--	--	--
Florin Fruitridge Industrial Park	--	--	IND
Freeport Manor	AOS	--	--
Fruitridge Manor	MTG	--	--
Gardenland	RT	--	--
Gateway Center	--	--	OFF
Gateway West	AOS	--	--
Glen Elder	AOS	--	--
Glenwood Meadows	AOS	--	--
Golf Course Terrace	AOS	--	--
Granite Regional Park	--	--	--
Greenhaven	AOS	--	--
Hagginwood	AOS	--	--
Hansen Park Golf Course Site	--	--	--
Heritage Park	AOS	--	--
Hollywood Park	MTG	--	--
Johnson Business Park	--	ASC	IND
Johnson Heights	RT	--	--
Land Park	MTG	--	--
Lawrence Park	MTG	--	--
Little Pocket	AOS	--	--

Table 2-10. Categorization of Neighborhoods, Districts, and Corridors			
City Designated Neighborhoods, Districts, and Corridors	*Residential Prototypes*	*Commercial Prototypes*	*Employment Prototypes*
Mangan Park	MTG	--	--
Mansion Flats	TTG	--	--
Marshall School	TTG	--	--
Meadowview	AOS	--	--
Med Center	--	--	--
Metro Center	--	--	OFF
Midtown/ Winn Park/ Capital Avenue	TTG	--	--
Natomas Corporate Center	--	--	OFF
Natomas Creek	AOS	--	--
Natomas Crossing	AOS	ASC	--
Natomas Park	AOS	--	--
New Era Park	TTG	--	--
Newton Booth	TTG	--	--
Noralto	RT	--	--
North City Farms	MTG	--	--
North Oak Park	TTG/MTG	--	--
Northgate	AOS	--	--
Northpointe	AOS	--	--
Norwood I-80	--	--	IND
Norwood Tech	--	--	IND
Oak Knoll	RT	--	--
Old North Sacramento	TTG	--	--
Old Sacramento	--	CBD	--
Packard Bell	--	--	IND
Parker Homes	AOS	--	--
Parkway	AOS	--	--
Pell/Main Industrial Park	--	--	IND
Pocket	AOS	--	--
Point West	--	ASC	OFF
Poverty Ridge	TTG	--	--
Raley Industrial Park	--	--	IND
Regency Park	AOS	--	--
Richardson Village	AOS	--	--
Richmond Grove	TTG	--	--
River Gardens	RT	--	--
River Park	MTG	--	--
Robla	RT	--	--
RP - Sports Complex	--	--	--
SCC	--	--	--
Sierra Oaks	AOS	--	--
South City Farms	MTG	--	--
South East	AOS	--	--
South Hagginwood	RT	--	--
South Land Park	AOS	--	--
South Natomas	AOS	--	--
South Oak Park	MTG	--	--
Southern Pacific / Richards	--	--	IND
Southside Park	TTG	--	--
Strawberry Manor	AOS	--	--
Sundance Lake	AOS	--	--

Table 2-10. Categorization of Neighborhoods, Districts, and Corridors			
City Designated Neighborhoods, Districts, and Corridors	*Residential Prototypes*	*Commercial Prototypes*	*Employment Prototypes*
Swanston Estates	MTG	--	--
Tahoe Park	MTG	--	--
Tahoe Park East	MTG	--	OFF/IND
Tahoe Park South	MTG	--	--
Tallac Village	MTG	--	--
Upper Land Park	MTG	--	--
Valley Hi / North Laguna	AOS	--	--
Valleyview Acres	RT	--	--
Village 5	AOS	--	--
Village 7	AOS	--	--
Village 12	AOS	--	--
Village 14	RT	--	--
Village Green	AOS	--	--
West Del Paso Heights	MTG/RT	--	--
Westlake	AOS	--	--
Willowcreek	AOS	--	--
Wills Acres	AOS	--	--
Woodbine	MTG	--	--
Woodlake	MTG	--	--
Youngs Heights	RT	--	--
Z'berg Park	AOS	--	--

Notes:

Residential Prototypes:
Traditional Town Grid = TTG
Modified Town Grid = MTG
Automobile-Oriented Subdivision = AOS
Rural Transition = RT

Non-Residential Prototypes:
Central Business District = CBD
Automobile-Oriented Shopping Centers = ASC
Strip Commercial = ST
Traditional Pedestrian-Oriented Commercial = TPC
Industrial = IND
Office Park = OFF

Source: Wallace Roberts & Todd, LLC.

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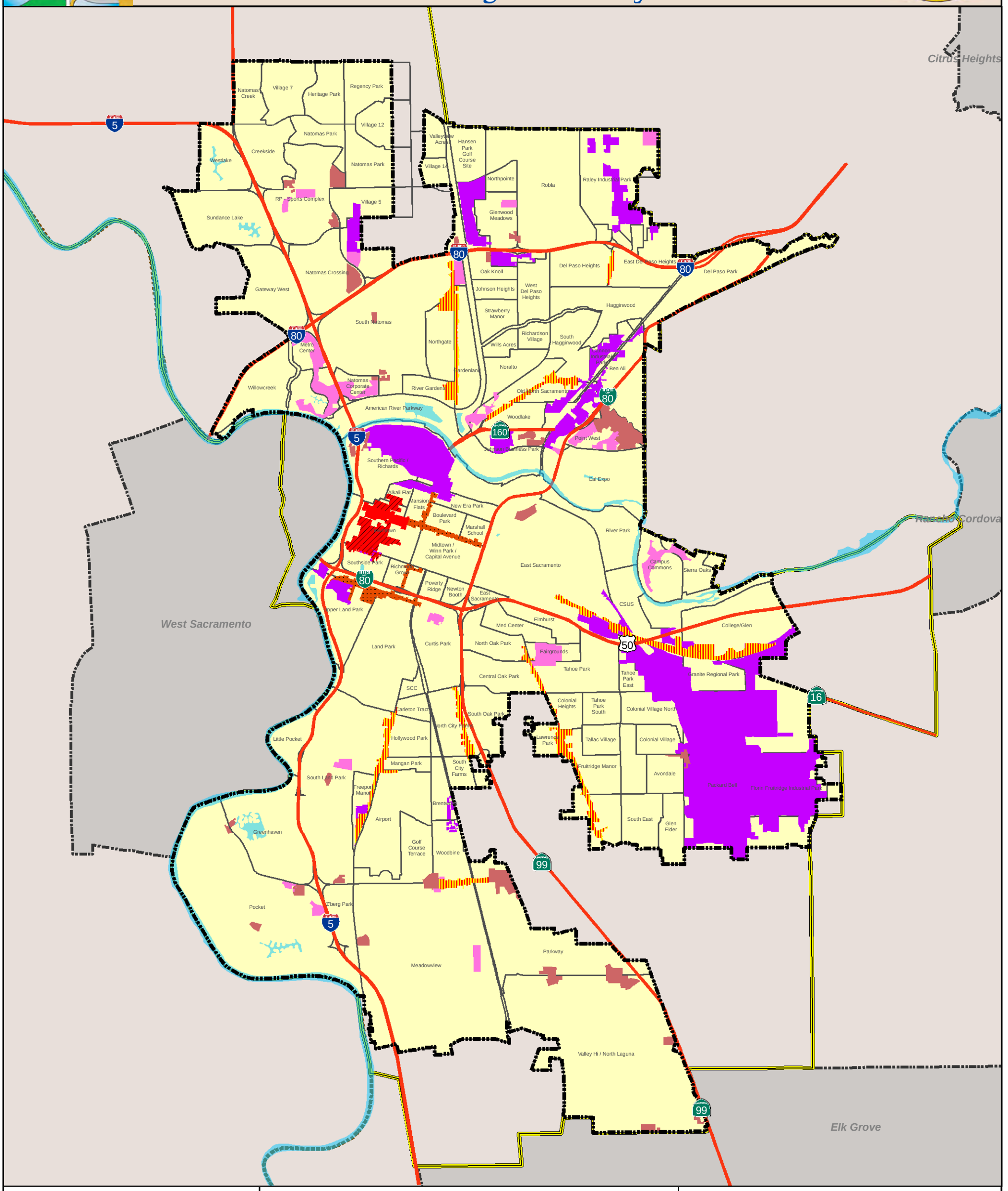

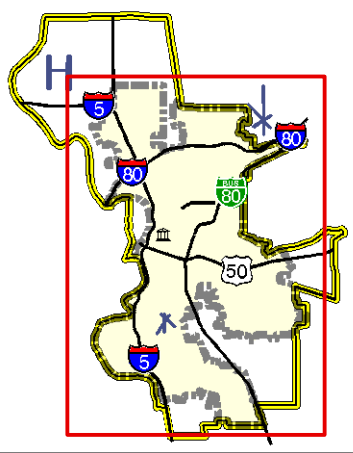

Legend

- Central Business District
- Central Business District Office
- Automobile-Oriented Retail
- Strip Commercial
- Traditional Retail Street
- Industrial
- Office
- Neighborhood
- Policy Area
- City Limits

Figure 2-42

Citywide Distribution of Commercial and Employment Prototypes

Commercial and Employment Prototypes
EIP Associates/ WRT Design, 2005

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Regulatory Context

The Land Use and Urban Design Element of the 2009 General Plan contains policies that create and preserve attractive buildings, streets, and public spaces that facilitate and enrich the life of the community, and create a compatible and complementary mix of residential, employment, commercial, and service uses that can sustain a vibrant economy, a healthy environment, and a vital social life. The Element includes urban form guidelines, allowed uses, and development standards for each land use designation.

Urban form describes key physical form characteristics envisioned for each designation. Urban form guidelines are optional recommendations intended to inform future development by ensuring that all parties (i.e., developers, the City, and the public) share a common understanding of the characteristics that contribute to good design and consider the implications of individual project design on the form and character of the community as a whole. These qualities include characteristics such as the height and bulk of buildings, the location of buildings on their lots, the relationship of buildings to streets, the height of buildings relative to adjacent neighborhoods, and the location and character of parking and pedestrian facilities. The allowed uses and development standards included in the Element are mandatory regulations. Allowed uses describe the type of uses allowed within each designation and development standards describe the allowed density for residential uses and building intensity for nonresidential and mixed uses.

Also, since community design and urban form are a function of decisions relating to many factors, such as land use and economics, many other City documents not directly relating to design also have implications for the City's physical character. The following is a list of such documents, which are described in Chapter 2, Section 2, Policy Context:

- Economic Development Strategy.
- Smart Growth Implementation Strategy.
- Commercial Corridor Revitalization Strategy.
- Richards Boulevard Area Plan.
- River District Specific Plan
- Sacramento Railyards Specific Plan.
- Sacramento Infill Strategy.
- Sacramento Riverfront Master Plan.
- 65th Street/University Transit Village Plan.
- South 65th Street Area Plan.
- Can We Re-create Our Neighborhoods?
- Transit for Livable Communities.

The following discussion provides a brief synopsis of other City planning documents that provide direction on community design.

Citywide Documents

Central City Urban Design Guidelines (May 2009)

The Central City Urban Design Guidelines is a compilation of design guidelines for the districts and neighborhoods that comprise the 4,300-acre Central City Community Plan Area. Together, these guidelines convey the City's expectations for design excellence in the Central City—from the traditional urban neighborhoods surrounding the downtown Central Core, to the redevelopment areas of the former Southern Pacific Railyards and the northern River District.

The Central City Urban Design Guidelines brings together all of the design guidelines applicable to development within the Central City Community Plan area. The objective of the Guidelines is to direct future growth in a manner that builds upon the existing context, the City's market strengths, cultural and social amenities, and historical assets while acknowledging and enhancing the Central City's potential for dynamic and transformative growth and maturation as a leading urban center. The intent is to ensure that all development in the Central City contributes to making downtown Sacramento a unique and special place that includes a residential component integrated into the commercial center. To advance the vision set forth in the 2030 General Plan to be "the most livable City in America," the new Design Guidelines build on its predecessor, the 1987 Sacramento Central Business District Urban Design Plan, to ensure that proposed higher density development also provides the qualities and amenities that will create an attractive, livable downtown with a lively mix of uses, walkable streets, an open and interesting skyline, and a high level of design expression (CCUDG 2009).

The Central City Urban Design Guidelines include the following sections:

- Central City Framework
- Central Core Design Guidelines
- Central City Neighborhood Design Guidelines
- Railyards Design Guidelines
- River District Design Guidelines

Light Rail Transit Land Use Policies and Guidelines (January 2005)

This publication provides excerpts of all general plan, community plan, and regional transit planning documents relevant to light rail transit. Though not providing any new goals or policies, this collection of adopted planning language is intended to inform and improve land use decisions related to light rail transit.

Neighborhood Commercial Corridor Design Principles (October 2003)

The document outlines design principles for identified neighborhood commercial corridors to ensure that new development is "sustainable, functional and attractive." The principles seek to strengthen existing businesses while encouraging new commercial investment through quality design at the corridor, site, and building scales. Developers must follow the design principles, which are flexible to respond to the variety of neighborhood and site conditions, when seeking planning approval of new projects within these areas. The

principles are organized by scale and include a rationale for their inclusion as well as guidelines that suggest ways in which the principles can be realized. Topics addressed include: streetscape and pedestrian edge, site organization, site security, circulation, site resource conservation, etc. A separate "User's Guide" provides examples of how these principles can be implemented.

Single Family Residential Design Principles (January 1998/Adopted September 2000)

The single family residential design principles lay out the City's expectations for single family residences and subdivisions. The principles are supplemented with supporting rationale as well as examples of what would be generally encouraged or discouraged/avoided. The principles cover the following topics: general architectural issues; porches/entries/courts; garages; driveways/entry walks; landscaping/sidewalks; setbacks/lot widths; orientation to parks/public open space; and street view walls/monument entries/access. As with other design principles, these principles are designed to be fair and flexible so as to support consistent application and allow architectural innovation.

Minimum Design Standards for New Construction of Single and Two Family Dwellings (Adopted October 2002)

The single and two family dwelling design standards are intended to ensure a minimum level of design quality for new construction in areas not to subject to detailed area-specific design review: the Expanded North Area and South Area Design Review Districts (in the Expanded North Area the standards also apply to additions and remodels in addition to new construction). The standards address: front yard setbacks, landscaping, fencing, building heights/roof forms and pitch, street façade, front porch/decorative entry element, garages, accessory structures, exterior materials, and doors/windows, and mechanical equipment. Effectively citywide standards, the requirements are presented as a checklist so as to facilitate staff-level review, which is final unless appealed to Design Review/Preservation Board.

Multi-Family Residential Design Principles (August 2000)

The multi-family residential design principles are designed to assist developers and decision makers with multi-family (3 or more units) development proposals. The principles address both site planning and design as well as building design and architecture so that new multi-family development provides healthy environments for both residents and the surrounding community. Some of the topics addressed include: parking/garages/circulation/entry ways, landscaping/open space, lighting, fencing/walls, scale/massing/articulation, and energy conservation. All principles include a rationale as well as potential design approaches. As with other design principles, these principles are designed to be fair and flexible so as to support consistent application and allow architectural innovation.

Major Architectural Styles (Undated)

This report briefly defines the major architectural forms and styles present within the City of Sacramento. The most prevalent architectural forms in Sacramento are the cube and delta types that are often loosely hybridized with formal styles, such as Queen Anne, Craftsman, and Mission Revival. The cube type describes large, easily repeatable structures, such as apartment houses, with square elevations that were economically constructed at the turn of the 20th century. The delta type refers to the raised houses with front porches that were

originally built to accommodate the City's winter flooding and summer heat. Given the City's relatively recent development and its distance from major architectural centers, many buildings are composites or interpretations of styles that were established and more purely represented elsewhere. A glossary of architectural terms is also included.

Design Review Districts

In addition to the Expanded North Area and South Area Design Review Districts, which are covered by the citywide Minimum Design Standards for New Construction of Single- and Two-Family Dwellings, the City of Sacramento has designated thirteen design review districts that regulate the design of new development in order to protect the health, safety, and welfare of Sacramento residents (see Figure 2-43). Specifically, these districts were created to protect an existing aesthetic or promote new forms of development to protect or improve property values, retain or encourage investments, preserve or improve the physical environment, and maintain or increase tax revenues. A building permit for any affected location or development type within a designated design review district may not be issued until the application is approved by Design Review staff or the Design Review and Preservation Board. This requirement applies to new construction, rehabilitation, remodeling, addition, or any activity that could alter the exterior appearance of a building (e.g. re-roofing, cladding, or changes to building systems).

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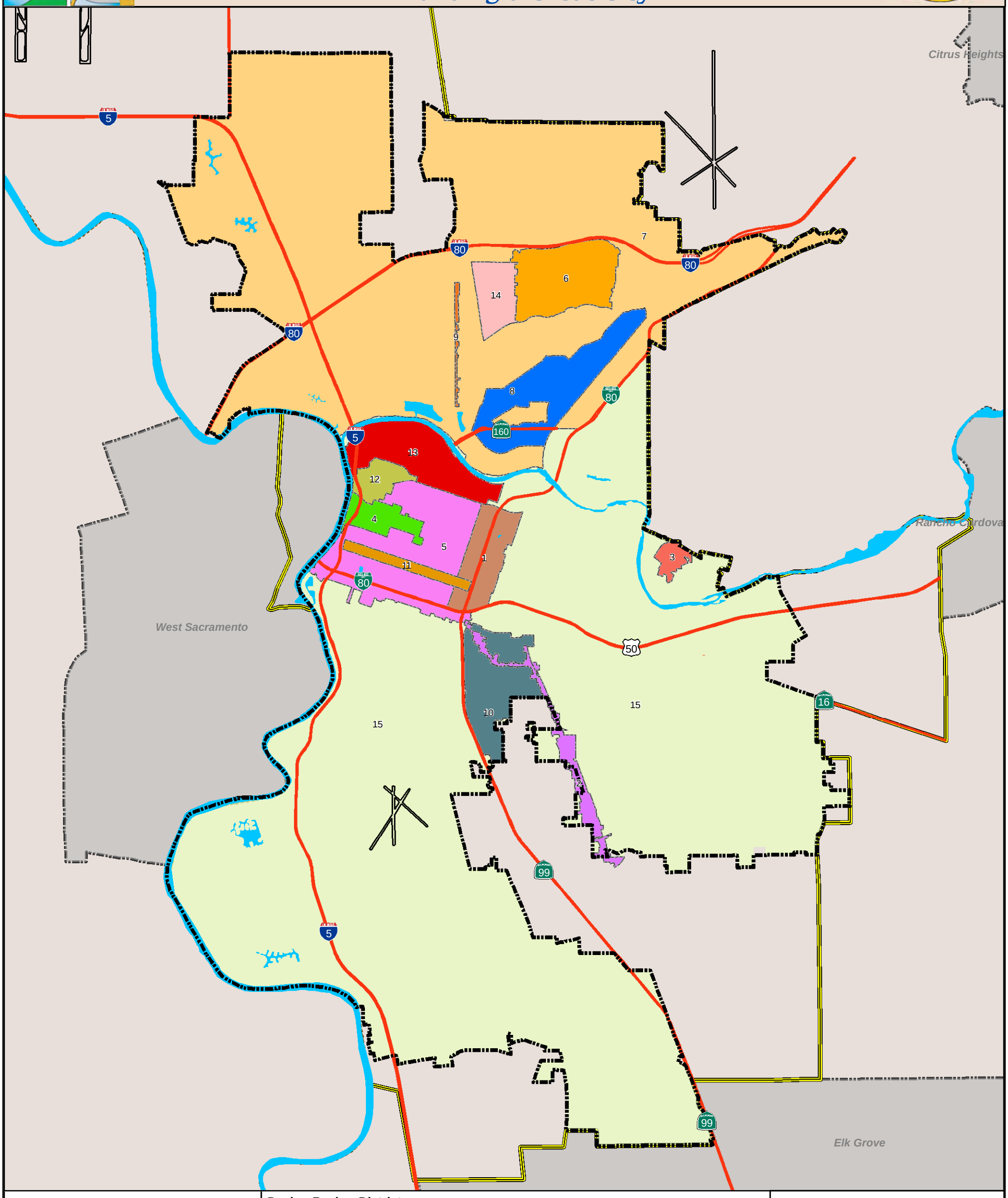

Design Review District

1 Alhambra Corridor SPD	10 Oak Park Design Review District
2 Broadway/Stockton SPD	11 R Street Corridor SPD
3 Campus Commons Design Review District	12 Railyards SPD
4 Central Business District	13 Richards Boulevard SPD
5 Central City Design Review District	14 Strawberry Manor Design Review District
6 Del Paso Heights Design Review District	15 South Area Design Review District
7 Expanded North Area Design Review District	Policy Area
8 North Sacramento Design Review District	City Limit
9 Northgate Boulevard SPD	

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Figure 2-43
Design Review Districts

Design Review Districts
EIP Associates/ WRT Design, 2005

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Sacramento Central City Neighborhood Design Guidelines (September 1999)

These guidelines apply to the 12 neighborhoods and corridors, excluding the Central Business District, that comprise the rectilinear grid defining the Central City. The guidelines provide design guidance to the public and decision makers that will encourage development in these older neighborhoods that is compatible with existing forms, incorporates preferred elements of established styles, and promotes safe and active places. The document includes two major sections: project design guidelines that apply throughout the district and those that are specific to neighborhood sub-districts and corridors. The project design guidelines emphasize methods—from site planning to lighting—for allowing more intense in-fill development that relates to the existing urban fabric and building stock. This section also provides guidance on the renovation and restoration of older buildings not officially listed (i.e. recognized) as historic. The neighborhood sub-district guidelines provide neighborhood-specific direction regarding urban design, streetscape, and building design, including the addresses of precedent buildings. The district overlaps earlier established design review districts—the R Street and Alhambra corridors—the separate guidelines for which are reprinted in the Central City document as supplemental guidelines (these districts are discussed separately below).

North Sacramento Single and Multi-Family Residential Design Guidelines (January 1994)

These design guidelines are intended to guide new residential development within the 1,186-acre North Sacramento Redevelopment Area radiating to the northeast from the Central City along Del Paso Boulevard. Development within the area must be approved by the North Sacramento Project Area Committee (PAC) as well as City departments, and the guidelines are designed to facilitate this review process. Guidelines related to overall composition and design concept, elements, site, and services/utilities are separately described for single family/two family residential and multi-family residential development.

North Sacramento Commercial, Office & Industrial Design Guidelines (January 1994)

These design guidelines are a more detailed commercial counterpart to the previously described residential guidelines that seek to restore the area's former character and sense of place. The guidelines emphasize an environmental harmony that is created through siting, massing, access, screening, landscaping, and ornament. The guidelines are very specific and include, for example, numerous acceptable and unacceptable building materials. Harmonious relationships between built forms are frequently emphasized at a variety of scales, such as from material colors and textures to building placement and interrelationships.

Alhambra Corridor Design Review Guidelines (December 1992)

These guidelines seek to retain a human scale to development within the neighborhoods that surround Business Interstate 80 and Alhambra Boulevard at the eastern end of the Central City. The guidelines are specific to the land uses within the district—residential, mixed use, commercial, and industrial—though a neighborhood preservation transition buffer area is created to protect the quality of single family neighborhoods. In support of creating a more human scale setting, the guidelines seek to normalize the district's alleys into regular

thoroughfares by permitting fronting development, encouraging landscaping, and minimizing unattractive service features. The guidelines encourage development to fit with surrounding styles and forms, though only in the commercial in-fill Alhambra Special Features Area are specific styles, Spanish Colonial Revival and Mission Revival, mandated. Landscaping guidelines, including tree species, are also provided to improve pedestrian scale and comfort.

Design Guidelines: Oak Park (January 1990)

These design guidelines were prepared to complement the Oak Park Redevelopment area that was established for this neighborhood, which is located to the southeast of the Central City and the intersection of Interstate 80 and Highway 99. The area contains numerous turn-of-the-20th-century houses in the California Bungalow, Craftsman, and Victorian styles, and the design guidelines seek to ensure that new development blends into established urban patterns and architectural forms and materials without requiring specific styles. As such, the guidelines encourage highly detailed, street-oriented buildings that emphasize pedestrian over vehicular access on the district's long, narrow lots. The design guidelines also emphasize a sense of ownership and security that are consistent with the associated redevelopment effort.

Design Guidelines: Del Paso Heights (August 1989)

These design guidelines were prepared to complement the Del Paso Heights Redevelopment Project area that was established for this northeast neighborhood bounded by Interstate 80, Marysville Boulevard, Arcade Creek, and Norwood Avenue. The guidelines reflect the area's large concentration of single family homes and its earlier history as a ranch: only single and two family homes are addressed and strong emphasis is provided to vegetation, particularly street trees. The guidelines address site planning, architectural style, facades, garages, roofs, porches, and the streetscape.

Sacramento Central Business District Urban Design Plan: Framework Plan, Architectural Design Guidelines, and Street Guidelines (February 1987)

The Central Business District (CBD) Urban Design Plan is actually three volumes corresponding to the above subtitles. The Framework Plan lays out the area's existing context and then describes plan, development, and design concepts. The plan's goals include establishing the CBD as a true City center, maintaining the individual identities of the largely uniform rectilinear streets, improving connections between activity centers and landmarks, and activating public spaces through land use, design, and programming. The development concepts section details a set of public and private programs that can be used to achieve the urban design goals, such as development incentives, cultural facilities, parking, historic preservation, and building rehabilitation. The urban design concepts section addresses concerns such as urban and architectural forms, vistas, pedestrian connections, private/public interfaces, and the popularly held image of the CBD.

The Architectural Design Guidelines provide more detailed policies for privately owned land within the CBD. The guidelines establish area-specific massing guidelines that give special attention to Plaza Park and the Capitol Mall. These guidelines also inventory key historic and contemporary buildings whose character should influence surrounding development. Building/street interface and access, including parking structures and landscaping, are also addressed. Proposed development in key areas that meets the established guidelines may be approved administratively following a single input session with the Design Review Board.

The Streets Guidelines provide more detailed policies for the CBD's public realm. The guidelines establish overall streetscape goals and policies while identifying improvements for particular streets, such as landscaped bulb-outs at key intersections of J Street. The guidelines emphasize pedestrian comfort through the provision of landscaping, quality paving materials, sufficient lighting, and other amenities. Cost estimates for all proposed improvements are also included.

North Natomas Development Guidelines (November 1994)

These guidelines implement the 1994 North Natomas Community Plan for the City's northwest corner past Interstate 80. All development within the planning area must occur through a Planned Unit Development process which combines greater developer flexibility with discretionary public approval, and these guidelines assist both developers and decision makers in this process. The guidelines describe a hierarchy of development, with the most intense being the mixed use, transit-oriented Town Center which is them stepped down to lower order commercial centers and ultimately residential neighborhoods. The intended character of gateway features, streets, open spaces, and public facilities are also described.

Findings

- The Sacramento and American River corridors provide dramatic visual and open space elements within the City, yet flood control and transportation facilities have reduced the visual and physical connections to these resources.
- For over a century the American River contained the northward expansion of the City. Although the river no longer forms the City's northern boundary, it still represents a physical and psychological barrier between the north and south parts of the City.
- Part of Sacramento's identity is linked to its relationship to the surrounding rural agricultural landscape in which it is set. Other than the two rivers, that landscape presents no significant features that might serve as natural boundaries for the City.
- Development patterns in Sacramento generally can be characterized by ten broad urban form prototypes, including: four residential types (Traditional Town Grid, Modified Town Grid, Automobile-Oriented Subdivision; and Rural Transition), four commercial types (Central Business District, Automobile-Oriented Shopping Centers, Strip Commercial, and Traditional Pedestrian-Oriented Commercial), and two employment types (Office Park and Industrial). By area and distribution, the most prevalent of these prototypes are Auto-Oriented Subdivisions and Modified Town Grid in the residential category, Strip

Commercial and Automobile-Oriented Shopping Centers in the commercial category, and Industrial in the employment category.

- The flat, open landscape in which Sacramento is situated places the downtown skyline in dramatic relief. The City currently does not have building height limits in the downtown. As the City grows it is seeing more proposals for taller and taller buildings.
- Sacramento's older traditional neighborhoods are recognized by most people to be the City's most attractive and distinctive.
- One of the most frequently noted characteristics of Sacramento's older neighborhoods are the magnificent mature trees that form a shady canopy over the City's downtown streets. In spite of the real need for shade with Sacramento's hot summer climate, the regular planting of large canopy street trees has not been replicated in most developments since World War II.
- The older neighborhoods in Sacramento provide excellent examples of highly accessible and interconnected areas that safely and efficiently accommodate a mixture of cars, transit, bicycles and pedestrians. In other areas the combination of auto-oriented subdivision design and physical barriers created by freeways, rail lines, and major arterials serve to fragment the City and divide neighborhoods.

2.4 Economic Development

Introduction

This section summarizes the historical and current economic trends in the city and region and identifies areas with strong near-term market potential to accommodate residential and commercial growth. The Sacramento Region includes El Dorado, Placer, Sacramento, Sutter, Yolo, and Yuba counties.

- Part 1 reviews the Region historical economic identity and growth drivers through 2006,the baseline data for the market analysis in conjunction with the previous General Plan Update
- Part 2 describes the impacts of the economic downturn, beginning in 2007 and continuing through the 3rd Quarter of 2012.
- Part 3 provides an overview of Regional and citywide growth projections through 2020 and 2035, and describes challenges and potential solutions for the City to achieve these growth levels.
- Part 4 reviews current market conditions in each Community Plan Area, and identifies Opportunity Areas that have development potential by 2020, (defined as "near-term"). Please note that within community plan areas, market information is provided to the extent possible—current information was not readily available for all opportunity areas. The most emphasis is placed on Opportunity Areas that have since been reclassified as Tier 1 Priority Investment Areas. (Chapter 8 contains a thorough explanation of Tier 1 Priority Investment Areas.)
- Part 5 summarizes the key findings from Parts 1 through 4 of this section.

Part 1: Historical Market Trends (Through 2006)

The Sacramento region forms an important economic node in Northern California. The region has undergone important changes since the 1950's, when the local economy was based on agriculture and food processing, State government, and military base activity (SRRI 2003). Through the 1970s, the region retained a rural character and was considered a low-cost alternative to the Bay Area. The 1980's marked a major turning point for the region, with diversification through growth in electronics, scientific and health products, tourism, and software. Significant population growth, accompanied by services-sector and construction job growth resulted in Sacramento's economy resembling the statewide economy. During the 1990's and early 2000's, the Region grew at a pace that eclipsed the state, the Bay Area and the San Joaquin Valley (Table 2-11).

Table 2-11 Historical Population and Employment Trends							
				Growth (1990-2000)		Growth (2000-2010)	
Item	1990	2000	2010	Absolute	Avg Ann.	Absolute	Avg Ann.
Population							
California[1]	29,760,000	33,872,000	37,254,000	4,112,000	1.3%	3,382,000	0.9%
Bay Area[1]	6,024,000	6,784,000	6,533,000	760,000	1.2%	-251,000	-0.4%
San Joaquin Valley[1]	2,742,000	3,303,000	3,972,000	561,000	1.9%	669,000	1.6%
Sacramento Region[2]	1,549,000	1,886,000	2,316,000	337,000	2.0%	430,000	1.7%
City of Sacramento	369,365	407,018	466,488	37,653	1.0%	59,470	1.2%
Housing Units							
California	11,182,513	12,214,550	13,670,304	1,032,037	0.9%	1,455,754	1.0%
Sacramento Region	655,340	765,936	932,138	110,596	1.6%	166,202	1.7%
City of Sacramento	153,362	163,957	190,911	10,595	0.7%	26,954	1.3%
Employment							
California[3]	12,500,000	14,488,000	13,937,000	1,988,000	1.5%	-551,000	-0.4%
Bay Area[3]	2,737,000	3,272,000	2,840,000	535,000	1.8%	-432,000	-1.6%
San Joaquin Valley[3]	893,000	1,063,000	1,070,000	170,000	1.8%	7,000	0.1%
Sacramento Region[4]	634,000	818,000	844,000	184,000	2.6%	26,000	0.3%

Source: New Economics & Advisory (2012), Economic & Planning Systems, Inc. (2005)
Note: All figures rounded to the nearest thousand.
[1] Johnson 2002 and California Department Of Finance.
[2] SACOG 2002; and California Department Of Finance.
[3] EDD Historical Industry Trends. Total nonfarm employment.
[4] SRRI 2005.

Region	Counties Included
Bay Area	Alameda, Contra Costa, Marin, San Francisco, San Mateo, Santa Clara, Solano
SJ Valley	Fresno, Kern, Madera, Merced, San Joaquin, Stanislaus, Tulare
Sacramento Region	El Dorado, Placer, Sutter, Sacramento, Yolo, Yuba

The Region's Role

The role of the region can be described by three overriding characteristics:

- **Seat of California Government.** Sacramento has been and will continue to be strongly influenced by the presence of government. Even at the peak of the market, Government accounted for 25 percent of the Region's jobs (Table 2-12).

Table 2-12 Sacramento Region Industry Specializations

Industry[1]	Employment Distribution 2006	Industry Specialization[2] 1990	2000	2003	2006
More Specialized - 1.25 or higher					
Government	25.2%	1.75	1.60	1.51	1.57
State & Local Government	23.8%	1.73	1.68	1.61	1.65
State Government	11.6%	4.05	3.78	3.43	3.72
Construction	7.8%	1.35	1.35	1.48	1.36
Other Sectors					
Financial Activities	7.1%	1.04	1.26	1.22	1.23
Local Government	12.2%	1.07	1.10	1.10	1.08
Leisure & Hospitality	9.4%	0.99	0.99	0.97	0.94
Educational & Health Services	10.2%	1.00	0.95	0.93	0.94
Trade, Transportation & Utilities	16.9%	0.93	0.88	0.87	0.90
Professional & Business Services	12.4%	0.74	0.87	0.80	0.85
Manufacturing	4.7%	0.40	0.49	0.49	0.50

[1] Includes sectors that have 5% or more of the region's total employment.
[2] An index that compares an industry's share of total employment in the region to the industry's share of employment in the state. Numbers above 1.25 indicate more regional specialization than statewide; numbers below 0.75 indicate regional under-specialization compared to statewide.
Source: EDD 2012 and EDD 2005. 2006 data is not seasonally adjusted.

- **Affordability and Diversity.** Sacramento's economic growth has been driven by its relatively inexpensive housing stock, Bay Area proximity, role as the state capital, and traditional agricultural economy.
- **Multi-Nodal Region.** Ongoing development patterns dating back to the 1970s have resulted in the creation of several population and employment nodes throughout the region. While the region's average household income was roughly $46,000 in 2000, higher-income households were concentrated in Folsom, Elk Grove, and Roseville (Table 2-13), as well as other unincorporated areas of counties in the region.

Table 2-13 Distribution of Economic Indicators, 2000				
			Household Income	
Jurisdiction	Population % of Region	Jobs % of Region	Median Income	% of Region
Select Cities				
Folsom	3%	3%	$73,175	160%
Elk Grove	NA	2%	$60,661	133%
Roseville	4%	6%	$57,367	125%
Woodland	3%	3%	$44,449	97%
West Sacramento	2%	3%	$31,718	69%
Sacramento	21%	33%	$37,049	81%
Counties (including cities and unincorporated areas)				
Placer	13%	NA	$57,535	126%
El Dorado	8%	NA	$51,484	113%
Yolo	9%	NA	$43,816	96%
Sacramento	63%	NA	$40,769	89%
Sutter	4%	NA	$38,375	84%
Yuba	3%	NA	$30,460	67%
Region	**100%**	**100%**	**$45,758**	100%
California	**NA**	NA	**$47,493**	104%

Sources: DOF (population as of April 1, 2000), U.S. Census 2000 Summary File SF3 files (income), and CTPP Part 1 & 2 Files (2000). Regional income represents a weighted average of El Dorado, Placer, Sacramento, Sutter, Yolo, and Yuba Counties.

Economic & Commercial Real Estate Growth Patterns

Industry Employment Trends (1990-2006)

Between 1990 and 2006, California exhibited an ongoing predominance of services-producing employment, largely owing to its historical roles as a western financial and trade center, a major tourist destination, and a global center for the entertainment industry (Rhode 2001, p.90). During this period, the state's manufacturing base also continued to decline, evolving into a distribution center (Haveman 2004); this decline was offset by rapid growth in Services sectors-- California grew rapidly in Business and Professional services, Information, Educational and Health Services, Leisure and Hospitality, and Other Services. During this same time frame, the Region experienced these trends:

- **Job growth parallel to, or even exceeding, the State's high-growth industries, contributed to the diversification of the region's employment base**. This growth helped the region to "catch up" to the statewide norm in several sectors. Even so, the region continued to be under-specialized in Professional & Business Services[1].

[1] Specialization assesses the relative concentration of employment within a given industry (for the Region) compared to the concentration of employment for that industry for a larger geographic area (the State). Sectors with concentrations of 1.2 or greater indicate specialization, while sectors with concentrations of 0.8 or less indicate under-specialization.

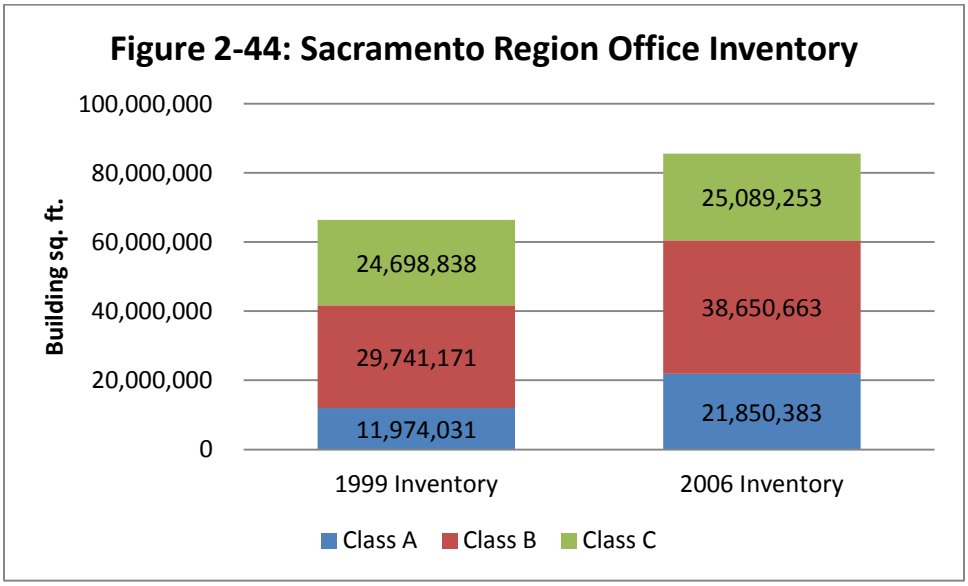
- **Ongoing strong employment ties to Government.** Roughly 25 percent of the region's employment was in Government, predominantly in State and Local Government.
- **Large employers that mirrored the dominance of public-sector employment.** The State, UC Davis, and the County of Sacramento—all public employers—were and continue to be the area's largest employers. Large private-sector firms currently include Kaiser Permanente, Sutter Health, Raley's, and Dignity (Sacramento Business Journal 2012a, p 44-50). While the city's largest public employers are the State and County, the largest private employers (UC Davis Health Systems, Kaiser Permanente, and Sutter Health), reflect a heavy concentration in the healthcare industry.
- **Predominance of small businesses.** Nearly 85 percent of businesses in the region and city have fewer than 20 employees (Sacramento Center for Economic Research 2011a).

Competitive Office and Industrial Markets: 1999-2006

Experienced real estate professionals report that the region has historically been characterized as a commercial market serving four purposes: back office for the Bay Area, business and financial office for the Valley, warehouse distribution for the Valley, and cost-effective manufacturing expanding from the Bay Area. These commercial development trends reveal the Region's multi-nodal nature and increasingly diverse economic base:

- **The steady rise in Class A office space highlights the region's economic maturation and multi-nodal and suburban character.** While the region's office space inventory grew overall by 30 percent between 1999 and 2006, the share of Class A space nearly doubled-- increasing from nearly 12 million to over 22 million square feet (Figures 2-44). This growth was spread throughout the region, with concentrations in Downtown, the Highway 50 Corridor, and Roseville/Rocklin.

Figure 2-44: Sacramento Region Office Inventory



The region's office market consisted of an established Central Business District (CBD) and growing suburban markets. Downtown added the most inventory, though suburban submarkets also played a significant role-- Roseville/Rocklin and the Highway 50 Corridor added substantial space during this period (Table 2-14).

Table 2-14 Sacramento Region Commercial Highlights: 1999-2006

Item	2006 Total Inventory	Change Since 1999	% of Regional Growth	1999-2006 Avg. Vac. Rates
CLASS A OFFICE SPACE				
Sacramento Region	21,850,000	9,876,000	100%	13%
Select Submarkets				
Downtown	8,624,000	3,140,000	32%	7%
Highway 50 Corridor	4,249,000	2,246,000	23%	13%
Roseville/Rocklin	2,540,000	1,961,000	20%	40%
Natomas/Northgate	2,838,000	1,003,000	10%	25%
Folsom	1,871,000	851,000	9%	7%
FLEX SPACE				
Sac Region	19,250,000	3,350,000	100%	13%
Select Submarkets				
Roseville – Rocklin	3,100,000	1,220,000	36%	10%
Northgate – Natomas	2,110,000	720,000	21%	15%
West Sacramento	1,230,000	320,000	10%	9%
Auburn-Lincoln	612,940	161,000	5%	10%
Folsom- El Dorado	396,000	229,000	7%	6%
WAREHOUSE/DISTRIBUTION SPACE				
Sac Region	164,150,000	19,390,000	100%	11%
Select Submarkets				
Roseville-Rocklin	18,850,000	3,590,000	19%	12%
Northgate – Natomas	12,360,000	3,460,000	18%	10%
Power Inn	27,560,000	2,200,000	11%	13%
Sunrise - Highway 50	14,390,000	2,140,000	11%	7%
West Sacramento	16,390,000	2,150,000	11%	10%
Marysville- Yuba City	6,360,000	510,000	3%	4%
Folsom- El Dorado	3,920,000	470,000	2%	5%
Auburn-Lincoln	2,980,000	150,000	1%	1%

Prepared by New Economics & Advisory, 2012.
Source: Colliers 2012 (proprietary data).

- **As the urban center of the region, Downtown served as the center for State government and associated businesses and groups and remains the preeminent location for professional users.** In 2004, the State owned and occupied nearly 10 million square feet of space in Downtown. Within this total, the State leased approximately 60 percent of occupied, privately-owned space Downtown (SIOR 2004).2 In addition, around this time, the State completed

[2] The SIOR report states that the Sacramento CBD contained roughly 8.9 million total square feet of privately-owned office space; 1.4 million square feet of this space was vacant, leaving 7.5 million square feet of occupied space in the private office market.

several new, large office projects, including the East End Complex, (2 million sq. ft.), the CalPERS Building, (560,000 sq. ft.), and the CalEPA Building, (950,000 sq. ft). Rent for Downtown Class A space ($2.70 monthly) became the highest in the region. Aside from the State, professional users include lobbyists, professional services, legal, and accounting firms.

- **California's evolving role as an industrial distribution node increased the importance of air and highway accessibility.** This trend placed the Stockton area in a competitive position with Sacramento for the state as a whole, though Sacramento maintained its position as a distribution node for the northern part of the Valley and for Northern Nevada. Select submarkets with strong highway confluences, such as Natomas/Northgate and West Sacramento, accommodated high amounts of growth and maintained low vacancy rates.
- **The region's industrial base also began to diversify.** According to Colliers data**,** in 2006 the region's industrial inventory of 183 million square feet remained oriented toward warehouse distribution (90 percent). Yet, it also carried a small yet stable supply of flex space (10 percent). To maintain this distribution ratio over time, flex space grew by more than 20 percent compared to only 13 percent for warehouse distribution. New flex space gravitated to Roseville/Rocklin, Northgate/Natomas, and West Sacramento. Roseville/ Rocklin and West Sacramento also exhibited relatively low vacancy rates.

Retail Market Performance: 2003 Snapshot

A snapshot of taxable, per-capita sales in 2003, shown in Table 2-15, highlights the variety of retail development in the region. This table identifies the net amount of per-capita taxable sales compared to the statewide average. So, for example, Placer County generated $92 more in taxable sales per person than the statewide average (resulting in a "surplus"), while El Dorado County generated $272 less in taxable sales per person than the statewide average (resulting in "leakage"). Generally, a surplus indicates that a jurisdiction is drawing in customers who live elsewhere, while leakage indicates that residents are leaving the jurisdiction to buy those goods in another area.

- **Placer County's super-regional retail centers and auto sales dealers made it the highest performing retail sales county in the Region in 2003.** While Placer County achieved a surplus of roughly $6,500, Sacramento County's retail sales level was very close to the statewide average. The County exhibited a slight loss in apparel, eating and drinking, and service stations.

Table 2-15 Retail Leakage Analysis: Sacramento Region (in $2003)							
	Taxable Sales Per Capita[1]						
Type of Business	El Dorado	Placer	Sacramento	Sutter	Yolo	Yuba	Region
Retail Stores							
Apparel stores	($272)	$92	($36)	($223)	($271)	($399)	($76)
General Merchandise stores	($662)	$814	$170	$1,012	($569)	($758)	$136
Specialty stores group	($538)	$727	$187	($1,246)	($474)	($1,246)	$46
Food stores	$232	$329	$77	$264	$152	($47)	$134
Eating and drinking places	($219)	$307	($83)	($314)	($224)	($623)	($78)
Home furnishings and appliances	($268)	$152	$80	($138)	($241)	($330)	$14
Bldg. material & farm implements	($161)	$584	$224	$1,009	$146	$251	$269
Auto dealers & auto supplies	($469)	$2,910	$96	$41	$25	($1,216)	$392
Service stations	($127)	$181	($63)	($208)	$152	($124)	($24)
All other retail stores	($60)	$380	$14	$1,097	$355	$66	$133
Total (rounded)	**($2,500)**	**$6,500**	**$700**	**$1,300**	**($900)**	**($4,400)**	**$1,000**

Source: Department of Finance-Demographic Research Unit; and California State Board of Equalization 2003.
Prepared by Economic & Planning Systems, Inc., 2005
[1] Represents the difference between a city's per capita level of taxable transactions and California's per capita level of taxable transactions.

Housing Trends (Through 2006)

Over the last few decades, Sacramento has been able to solidify its status as a regional hub that is competitive with the Bay Area in terms of providing relatively affordable and accessible housing. Between 1990 and 2006, the region's rapid population and employment base increases highlighted its ability to capture growth within the state; however, rapid cost and price appreciation unsupported by proportionate increases in income and job growth ultimately produced an unsustainable rate of growth.

Regional Residential Trends

- **Between 1990 and 2006, the region experienced average annual growth of about 15,600 units per year; this growth was dominated by single-family development.** Over this period, about 82 percent of development, (12,800 units annually), occurred as single-family homes (Table 2-16).

Table 2-16 Average Permits per Year, Sacramento Region

Time Span	Sacramento Region					Bay Area	
	Single Family[1]		Multifamily[1]				
	Amount	%	Amount	%	Total[1]	Total[1]	Sac as % of Bay Area
1987-2012	10,900	81%	2,600	19%	13,400	18,800	71.3%
Decennial Snapshots							
1986-1995	11,100	80%	2,900	21%	13,900	22,600	61.5%
1996-2005	15,000	82%	3,400	19%	18,300	21,600	84.7%
Other Select Timeframes							
1990-2006	12,800	82%	2,700	17%	15,600	19,300	80.8%
2000-2006	17,100	82%	3,800	18%	20,900	21,800	95.9%
2007-2012	3,400	79%	900	21%	4,300	10,900	39.4%

Source: Construction Industry Research Board (1985-2005), California Homebuilding Foundation (2005-2012). Both of these are proprietary data.
Note: All figures rounded to the nearest 100 permits.
[1] Represents the average annual permits.

- **Between 2000 and 2006 multifamily development began to flourish.** During this time apartment and condominium development occurred on a much larger scale compared to previous decades and the region achieved annual permits ranging from 3,000 to 5,000 units per year. However, it is important to note that despite these high figures, multifamily development continued to represent less than 20% of total new permits in the region.
- **Between 1996 and 2006, the region's permit volume equaled or surpassed that of the entire nine-county San Francisco Bay Area.** Construction activity increased substantially in the late 1990s through 2006. This level of competition, accompanied by home prices and less relative affordability compared with the Bay Area, would ultimately not be sustained past 2006.
- **In the early 2000s, high land prices made higher density development much more attractive to builders *and* homebuyers than single-family large-lot units.** While new homes in the region had traditionally been built at a gross density of five to six units per acre, in the early 2000's a renewed interest in developing higher density product in the region, especially Downtown, surfaced; planned housing projects in the City of Sacramento became increasingly dense. As of 2004, planning information provided by City staff indicated that proposed projects in the city had the highest average density in the region, at approximately 11 units per acre (Economic & Planning Systems, 2005).
- **Home prices rose rapidly through 2006, affecting the ability of local families to buy homes, challenging one of the fundamental assets upon which the region was built.** The loss of affordability as home prices rose rapidly in the early 2000s prevented many families from buying homes (Table 2-17). In 2005, a family in the 4-county region earning the median household income could only afford about 7 percent of homes, compared to nearly 60 percent in 1999 (Sangree 2012). Included among the top 20 metropolitan areas in the nation with a high annual rate of home price appreciation, the Region experienced annual residential price appreciation more than double the national average of 13 percent during that period (Office of Federal Oversight 2005).

Table 2-17 Affordability Index for Select Areas and Years					
Location	*1984*	*1989*	*1994*	*1999*	*2004*
Sacramento	38%	44%	56%	58%	29%
San Francisco Bay Area[1]	14%	15%	33%	27%	15%
Central Valley Area[2]	N.A.	N.A.	54%	54%	29%
California					
Detached Homes	23%	21%	39%	37%	20%
Condominiums	30%	37%	52%	50%	29%

Source: California Association of Realtors 2005
[1] Includes Alameda, East Bay, Berkeley, Contra-Costa, Marin, North Solano, Oakland, San Benito, San Francisco, San Mateo, Santa Clara, and Solano.
[2] Includes Sacramento, Bakersfield, Central Valley, Fresno, Kern River, Lake Isabella, Lodi, & Merced.

City Residential Trends (1990-2006)

- **Between 1990 and 2006, the City issued, on average, roughly 1,900 residential permits per year, exhibiting some similar development patterns as the region.** During this period, Sacramento's share of single-family versus multifamily development mirrored the region's: 74 percent and 26 percent, respectively. However, during the early 2000s, the city provided nearly one-third of the Region's new multifamily stock, suggesting the scale of development that is possible when land prices are high enough to support higher density development. Table 2-18 shows permit trends between 1987 and 2012—please note that this table includes a longer timeframe than 1990-2006 to be able to provide a comparison of 1990-2006 to other periods; a discussion of 2007-2012 trends is found later in this section.

Table 2-18 Average Permits per Year, City of Sacramento

Time Span	City of Sacramento					Sacramento Region			City as a Portion of Region (%)		
	Single Family[1]		Multifamily[1]								
	Amount	%	Amount	%	Total[2]	SF	MF	Total	SF	MF	Total
1987-2012	1,300	65%	700	35%	2,000	10,900	2,600	13,500	12%	27%	15%
Decennial Snapshots											
1991-2000	700	78%	200	22%	900	9,800	2,000	11,800	7%	10%	8%
2001-2010	1,700	68%	800	32%	2,500	12,200	2,800	15,000	14%	29%	17%
Other Select Timeframes											
1985-1990	1,900	58%	1,400	42%	3,300	13,000	5,400	18,400	15%	26%	18%
1990-2006	1,400	74%	500	26%	1,900	12,800	2,700	15,500	11%	19%	12%
2000-2006	2,400	69%	1,100	31%	3,500	17,100	3,800	20,900	14%	29%	17%
2007-2012	500	63%	300	38%	800	3,400	900	4,300	15%	33%	19%

Source: Construction Industry Research Board (1985-2005), California Homebuilding Foundation (2005-2012). This data is proprietary.
Note: All figures rounded to the nearest 100 permits.
[1] Represents the average annual permits.
[2] Citywide permit data is based on 3rd-party data, while permit data by Community Plan Area summarized in Table 2-19 is based on City staff analysis. Total City permits do not match, but cannot be reconciled because single-family versus multifamily totals by Community Plan Area were not available.

- **In the early 2000s, the city's residential market comprised four major segments: multifamily, attached for-sale housing units, entry-level single-family units, and move-up/semi-custom/custom single-family units.**

  Multifamily units typically included any residential building with more than three units, (e.g. garden-style apartment homes to three- or four-story complexes). Attached, for-sale housing units included for-sale condominium and townhome products and attracted buyers who could not afford or did not want a detached single-family home. Moderate-income households, single professionals, and trade-down buyers such as empty nesters and retirees, chose from units ranging from 1,000 to 2,500 square feet and costing between $250,000 and $500,000.Entry-Level Single-Family Units were usually built on lots smaller than 6,500 square feet. Homes typically ranged in size from 1,750 square feet to 2,500 square feet and were priced between the mid-$200,000s and to the mid-$500,000s. Move-Up/Semi-Custom/Custom Single-Family Units were typically built on large lots of at least 6,500 square feet and priced above $500,000. These units also included housing suitable for executives.

  Between 2000 and 2006, nearly three-fourths of new development occurred in North Natomas, while less than ten percent occurred in the Central City. North Natomas can be characterized as greenfield with primarily large-lot single family homes, whereas the Central City is the infill and redevelopment core of Sacramento. This pattern reflects the continuing challenges faced by infill development, as discussed more in Part 3 of this section.

  Table 2-19 shows trends in new units between 2000 and 2011—please note that this table extends past 2006 in order to provide a comparison to other periods; a discussion of trends for 2007-2011 is found later in this section.

Table 2-19 Additional Residential Units by Community Plan Area: 2000-2011

Community Plan	2000-2006			2007-2011			2000-2011		
	Total	% of Total	Ann. Avg	Total	% of Total	Ann. Avg	Total	% of Total	Ann. Avg
Arden-Arcade	10	0%	1	18	0%	4	28	0%	2
Central City	597	2%	85	312	6%	62	909	3%	76
East Sacramento	475	2%	68	181	3%	36	656	2%	55
Fruitridge/Broadway[2]	262	1%	37	249	5%	50	511	2%	43
Land Park	102	0%	15	56	1%	11	158	1%	13
North Natomas	17,326	70%	2,475	2,508	48%	502	19,834	66%	1,653
North Sacramento	1,076	4%	154	339	6%	68	1,415	5%	118
Pocket	813	3%	116	131	2%	26	944	3%	79
South Area[3]	989	4%	141	216	4%	43	1,205	4%	100
South Sacramento	1,865	8%	266	793	15%	397	2,658	9%	295
South Natomas	1,311	5%	187	465	9%	93	1,776	6%	148
Total City of Sacramento[4]	**24,826**	**100%**	**3,547**	**5,268**	**100%**	**1,292**	**30,094**	**100%**	**2,582**

Source: For 2000-2001, City of Sacramento, Planning and Building Department Development Activity Report, First Quarter 2005 (4/15/05). For 2002-2011, City of Sacramento (November 2012).
Note: Table based on the number of residential building permits issued for the construction of new units.
[1] Represents average annual new units between 2000 and 2011.
[2] Fruitridge Broadway Community Plan Area was created as a part of the 2030 General Plan and includes the entire former East Broadway Community Plan Area and a portion of the former South Sacramento Community Plan Area. Figures through 2008 reflect permits only within the former East Broadway Community Plan Area boundaries.
[3] South Area Community Plan Area was created in 2009 as part of the City's last General Plan Update. It includes most of the former South Sacramento Community Plan Area and all of the former Airport-Meadowview Community Plan Area. Units between 2000 and 2008 reflect Airport-Meadowview units only; permits in the former South Sacramento Community Plan Area cannot be added together prior to 2009 because a portion of South Sacramento is now located in Fruitridge Broadway.
[4] Citywide permit data is based on City staff data, while permit data summarized in Table 2-18 is based on 3rd-party data. Total City permits do not match, but cannot be reconciled because single-family versus multifamily totals by Community Plan Area were not available.

- **Changes in the City's demographic profile between 1990 and 2000 included a number of dynamics directly or indirectly affecting demand for housing.** First, a steady citywide rise in immigration and an increasingly diverse ethnic composition (including Hispanic origin and foreign-born residents) influences the type of housing desired by city residents, (e.g. preference for traditional housing product[3]). Second, a decrease in the proportion of young people (18-35) and older people (55 and above) affects long-term demand for urban, high-density living opportunities. Third, less affluence than the Bay Area limits the market for high-priced housing. Fourth, increased commuting from areas outside the City to work in the City *and* residents of the City traveling to other areas for work reflect the continuing nodal distribution of the Region's population and employment.

[3] A 2004 research study found that immigrant and minority home buyers exhibit preferences for a separate living room (as opposed to open kitchen-dining room floor plan), the ability to live in an extended family environment, and/or Feng Shui attributes. The study concludes that these features can be found more easily in homes built before the last real estate boom (Carliner 2004)

- **City home prices changed at rates similar to the region, though prices remained lower than the region as a whole.** Snapshots of annual home prices, shown in Table 2-20, further indicate that city and region home price changes were generally more pronounced than the state as a whole both in the upswing and downswing of the market.

Table 2-20 Median Home Prices for Select Areas: 1996-2012

	City of Sacramento			Yolo Sacramento Region			California	
Year	Avg Price [1]	% of CA	Change	Avg Price [1]	% of CA	Change	Avg Price [1]	Change
1996	$104,000	52%	--	$155,000	78%	--	$199,000	--
2001	$171,000	61%	64%	$249,000	88%	61%	$282,000	42%
2006	$366,000	68%	114%	$435,000	80%	75%	$541,000	92%
2011	$162,000	47%	-56%	$224,000	65%	-49%	$345,000	-36%
2012	$162,000	47%	-48%	$219,000	63%	-44%	$345,000	-35%
Ann. Growth	3.5%	--	--	2.6%	--	--	4.6%	--

Source: RAND California 2013.
[1] Prices are for all homes. All prices are rounded to the nearest thousand dollars and reflect May average.

Part 2: Current Economic and Real Estate Conditions: (2007-2012)

The financial crisis of 2007-2008 marked the end of the last real estate cycle. The crisis was driven by a largely artificial expansion of the housing market, which had experienced a substantial increase in sub-prime mortgage lending, bundling of these mortgages on Wall Street, and widespread investments in these bundles by individual and institutions. The overvalued housing market eventually began to retract, but banks and insurance companies had insufficient capital to cover losses as prices and share values fell (Encyclopaedia Brittanica 2013). This crisis sparked a global recession that technically ended in 2009 for the United Sates but has continued to affect economic growth at the national, state, regional, and local levels.

This following provides a summary of findings for employment, the commercial real estate market, and housing for the period of 2007 through 2012.

- **Since 2007, the financial crisis has negatively impacted employment levels, home prices, and commercial and industrial activities (Table 2-21).** As of 2012, the region showed signs of improvement in unemployment, home values (compared to 2011 lows), and commercial market performance (also compared to 2011 lows), though it is difficult to predict the pace at which improvement will continue to occur.

Table 2-21 Sacramento Region Economic Indicators (2007-2012)					
Item	*2006*	*2008*	*2010*	*2012*	*Last Time Same Amount as 2012*
Unemployment[1]					
Arden-Arcade Roseville MSA	NA [2]	7.00%	12.50%	10.40%	pre-1983
California	NA [2]	7.20%	12.40%	10.50%	pre-1976
Residential Indicators					
Median Home Price[3]	$384,000	$221,000	$194,000	$173,000	2001
New Homes Built[4]	13,700	6,000	2,800	2,000	pre-1985
Commercial Real Estate Market Indicators[5]					
Office Vacancy Rate	12.3%	13.8%	16.8%	17.4%	pre-1999[2]
Office Asking Rent	$2.00	$2.12	$1.86	$1.70	2002
Industrial Vacancy Rate	11.1%	10.3%	13.2%	13.3%	2002/2003
Industrial Asking Rent	$0.52	$0.57	$0.44	$0.39	2003
Retail Vacancy Rate	7.3%	8.9%	14.3%	13.6%	pre-2005[2]
Retail Asking Rent	$2.05	$2.05	$1.65	$1.45	pre-2005[2]

Prepared by New Economics & Advisory, 2012.
[1] From BLS data for large metropolitan areas: http://www.bls.gov/lau/#tables
[2] Data not available before this date.
[3] Existing homes, detached only. Excludes new home sales and all attached product. From California Association of Realtors. Data reflects June of each year.
[4] Permits issued.
[5] From Colliers, Sacramento. Proprietary data.

- **Between 2006 and 2011 the region lost nearly 100,000 jobs, mostly in three sectors (Table 2-22).** According to data from the State's Employment Development Department, most of these jobs were in Construction, Trade, Transportation & Utilities, and Financial Activities (EDD 2012). Please note that with this EDD data multiple jobholders, (i.e., individuals with more than one job), may be counted more than once, while self-employed, unpaid family workers, and private household employees are excluded. As a result, these figures should not be directly compared to the SACOG job estimates or forecasts, which include a variety of other jobholders.
- **Between 2006 and 2011, the Region lost some specialization in Financial Services and Construction, maintained Professional & Business Services, and actually gained in Government.** State and Federal decisions in this Region to impose furloughs over layoffs may largely account for the gain in Government specialization. After 2011, latent economic impacts on public-sector agencies may have reversed this gain.

Table 2-22 Regional Job Losses by Industry: 2006-2011							
	Total Jobs Sacramento Arden Arcade Roseville MSA				*Specialization Rate*[1]		
Industry	*2006*	*2011*	*Net Loss*	*% of Loss*	*2007*	*2011*	*% Diff.*
Total, All Industries	**906,600**	**810,300**	**(96,300)**	**100%**	--	--	--
Major Sources of Losses (by Industry)							
Construction	70,700	36,200	(34,500)	36%	1.36	1.17	-14%
Trade, Transportation & Utilities	153,600	132,700	(20,900)	22%	0.90	0.89	-2%
Financial Activities	61,500	46,600	(14,900)	15%	1.23	1.09	-11%
Professional & Business Services	112,500	101,400	(11,100)	12%	0.85	0.85	0%
Government	228,400	224,600	(3,800)	4%	1.57	1.67	6%
Other Sectors	279,900	268,800	(11,100)	12%	NA	NA	NA

Source: California Labor Market Information Division: Custom-prepared data. Non-seasonal data.
[1] As compared to California as a whole.
Prepared by New Economics & Advisory, 2012

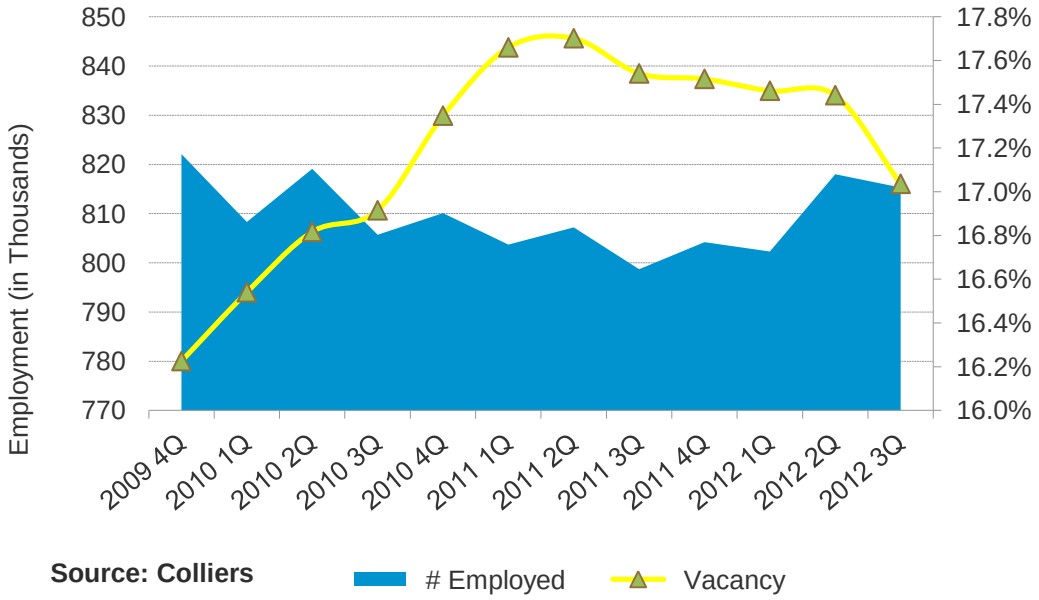
- **The Region's economic performance in 2012 suggests a recovery is in progress. Experts predict modest growth through 2015.** The local brokerage community reports that the office market has made slow but steady progress since early 2011, citing declining (though still high) vacancy rates, steady lease rates similar to 2002 levels, and several quarters of positive net absorption.

  Looking forward, short-term regional employment forecasts are optimistic for new jobs tied to the health care sector and the clean energy sector (Glover 2013). The University of Pacific Forecasting Center predicts that the statewide economy will gradually improve between 2013 and 2015, with the Sacramento Region experiencing more noticeable growth in 2014/2015 (UOP 2013). However, as of 2012 the Region had not yet experienced any identifiable long-term sources of major job growth.

Commercial Market Conditions

- **As of the 3rd quarter of 2012, the region's commercial real estate market was characterized by ongoing high vacancy rates, low lease rates, and low or negative net absorption.** Local brokerage houses reported that tenants continue to negotiate rent concessions during lease renewals, (adjusting down from peak rates), a trend that is masking any recovery in lease rates.
- **The Region's commercial markets remain inextricably linked to employment growth**. As shown in Figure 2-45, employment levels and vacancies are negatively correlated. In 2012, the region continued to endure a mix of major departures (e.g. Campbell's Soup and Comcast) and arrivals (e.g. Sutter back-office consolidation and Dignity Health expansion) of large employers.

Figure 2-45 Metro Employments vs. Office Vacancy



Source: Colliers

As of 2012, the region had an estimated 10.3 million square feet of excess vacant industrial, office, and retail space above the level expected to occur under long-term, historical vacancy rates. As Table 2-23 shows, current vacancy rates for the region range from 13 to 17 percent, compared to long-term rates ranging from 8 to 13 percent.

Table 2-23 Sacramento Region Excess Commercial Vacancy Estimate				
Item	*Office*	*Industrial*	*Retail*	*Total*
Current Vacant Sq. Ft. (3rd Q 2012)				
Inventory	91,744,062	187,004,132	59,126,196	337,874,390
Vacancy Rate	17%	13%	13%	--
Vacant Sq. Ft.	15,629,882	24,783,279	7,901,145	48,314,306
Vacant Sq. Ft. Under LT Vacancy Rates				
LT Vacancy Rate (1999-2012)	13%	11%	8%[1]	--
Estimated Vacant Space	11,827,522	21,049,515	4,730,096	37,607,133
Excess Vacant Space (Rounded)	**3,800,000**	**3,700,000**	**3,200,000**	**10,700,000**
Square Feet per Job[2]	300	800	350	--
Estimated Jobs Potentially Attributed to Excess Vacant Space	**12,700**	**4,600**	**9,100**	**26,400**
Total Job Loss (2006-2011)[3]	--	--	--	96,300
As a % of Total Job Loss	--	--	--	*27%*
Excess Vacant Space (Rounded)	**3,800,000**	**3,700,000**	**3,200,000**	**10,700,000**

Sources: Colliers Sacramento, New Economics & Advisory.
Prepared by New Economics & Advisory, 2012.
[1] Historical data prior to 2006 for the Sac Region was not available. Typical vacancy rates in a normal economy are likely 5-10 percent.
[2] Industry standard assumptions. Retail not consistent with SACOG MTP assumption of 250 sq. ft. per employee.
[3] From Table 2-22.

- **The State appears to be consolidating and downsizing its role in the private office sector, though it will continue to be a large presence Downtown.** 2012 data for State-occupied private-sector space was unavailable, but broker interviews indicated modest leasing activity and a preference to renovate State-owned buildings. Recent private-sector activities include build-to-suit Correctional Health Care facilities in Elk Grove, (relocating workers from Downtown), a lease renewal for the State Controller's office on Capitol Mall, and a Department of General Services lease for 265,000 square feet at McClellan. While the State will seek opportunities to maximize use of its own buildings and more cost-effective options outside Downtown, the need to meet certain locational requirements, (e.g. proximity to transit), will ensure that Downtown remains a prime location for State workers.
- **Local brokerage houses report that Sacramento's industrial market continues to struggle, while other nearby regional industrial markets, such as San Joaquin, are actively recovering.** Similar to the office market, a mix of large move--in's and move--out's in Sacramento are producing unstable conditions. Only very recently has Sacramento's industrial market shown some positive signals, including positive quarterly net absorption, increased leasing and sales activity, (primarily in Woodland), and flat lease rates. Food & beverage storage and distribution has remained strong through the downturn, but the market's most recent major construction project-- the 200,000 sq. ft. Mori Seiki building completed in September of 2012 was the only identifiable new project in the Region. In contrast, the San Joaquin market, primarily focused on warehouse distribution, is experiencing high levels of demand for large-format, high-cube warehouse space.

Residential Market Conditions

- **Since the peak of the market, median homes prices in the region have collapsed—from about $415,000 in late 2005 to $205,000 in 2012-- and are not expected to recover quickly.** The fall in home prices, shown in Table 2-24, has improved the relative affordability of housing, though job losses and changes in bank financing rules have negatively affected people's ability to buy homes.

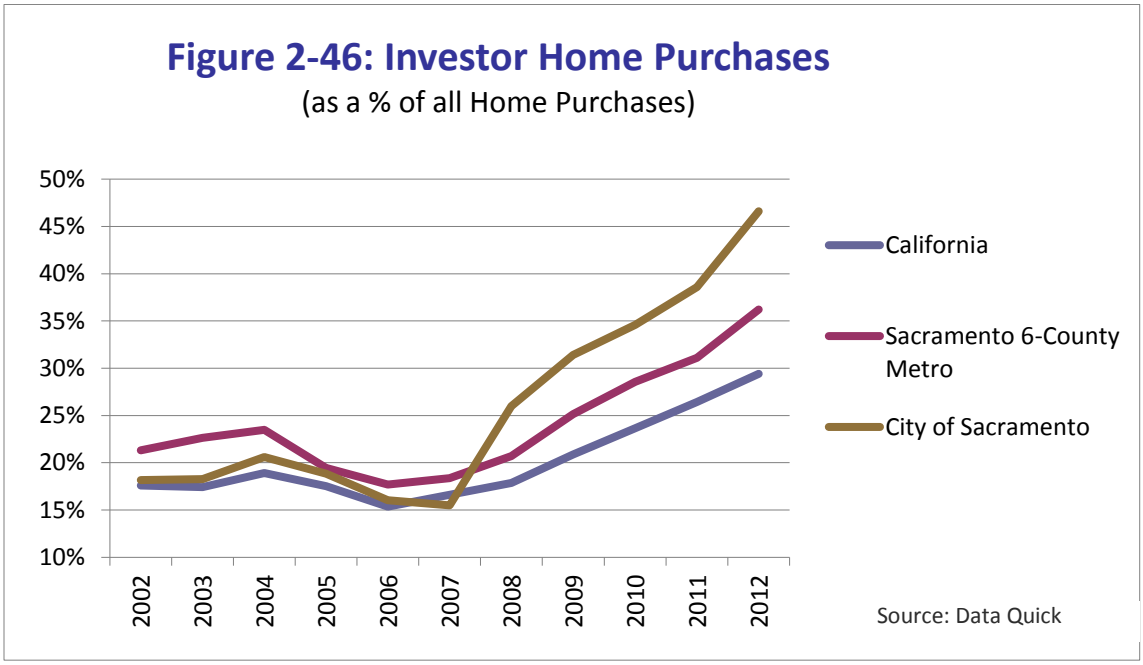
  The scale of foreclosures and short sales in the region has placed additional downward pressure on home prices. The city alone experienced over 20,000 foreclosures between 2007 and 2012 (as shown in Chapter 3 of the General Plan Housing Element). Distressed properties add inventory to the market and typically garner prices that are 20 to 30 percent lower than their non-distressed counterparts nationally (Realty Trac 2012). Recent estimates further suggest that 30 percent of the region's existing homes still have negative equity (National Association of Realtors 2012). This portion of the market could inhibit a more robust recovery of home prices.

Table 2-24 Median Home Prices Compared to Median Income, Sacramento Region

Sacramento Region	1991	2000	2005	2010	2011	2012
Median Home Price	$144,000	$175,000	$413,000	$205,000	$183,000	$205,000
Median Income	$39,700	$52,900	$63,400	$73,100	$75,100	$76,100
Housing Opportunity Index	26.9	46.7	7.4	76.3	79.9	81.0

Source: NAHB 2013.
Prepared by New Economics & Advisory, 2013.

- **Beginning in 2007, new home construction plummeted.** Between 2007 and 2012, the region produced about 4,300 new homes annually, or one-fourth of the supply of new homes produced annually between 1990 and 2006 (Table 2-18). Similarly, the city produced only about 800 units per year during this period, compared to 1,900 annually between 1990 and 2006.
- **2012 brought modest home price increases that are likely driven by multiple factors, including affordability, low interest rates, and investor purchases.** Regional home prices appear to have bottomed out in 2011 at $183,000 per unit. Many real estate professionals believe that recent price increases are being driven by a lack of supply for entry-level buyers; in 2011 the number homes sold for less than $200,000 increased by 20 percent. However, absentee-owner purchase data from DataQuick, as shown in Figure 2-46, suggests that investors make up a major share of these home purchases; these investors often offer stronger terms (e.g. all cash, no appraisal) and are thereby constricting supply for traditional first-time homebuyers.



- **During 2012 renewed interest in finished lots signaled an important rebound in the housing market.** Substantial increases in new home sales, combined with the stable or modestly increasing home prices, motivated developers and builders to reevaluate inventory planning in 2012. According to the Gregory Group, in 2012 the Region had over 5,000 finished lots in active projects, 8,000 partially finished lots, and 40,000 tentative map lots (Nax 2012). While this scale of inventory appears high, speculation has occurred predominantly in submarkets where developers/builders feel that market demand is likely to be highest in 2013-2014. Anecdotally, North Natomas and the Natomas Vision Area have been areas of interest within the city; however, sales activity has focused largely on various other parts of the region, including unincorporated Sacramento County, Elk Grove, Roseville, and El Dorado Hills (Land Advisors 2013).
- **High-density development in Downtown Sacramento has continued to occur at steady albeit modest levels.** Between 2007 and 2012, the City permitted an average of 300 multifamily units per year, twice the rate that occurred during the economic slump in the 1990s[4]. During this period, the Central City absorbed an average of 62 new units yearly (Table 2-19); therefore, at most only 20 percent of multifamily units in the city were built in the Central City. Further, anecdotal evidence suggests that much of the Central City's new multifamily housing has been rental, mostly in subsidized affordable housing projects.

[4] Citywide permit data in Table A-1 is based on 3rd-party data, while permit data by Community Plan Area shown in Table A-2 is based on City staff analysis. The total permits do not match, but cannot be reconciled because single-family versus multifamily totals by Community Plan Area were not available.

Part 3: Citywide Growth Forecasts, Challenges, and Near-Term Trends

This part describes regional and city level growth forecasts, challenges that must be addressed to support projected growth, and near-term commercial and residential development patterns affecting growth.

Growth Forecast: SACOG 2035 MTP

In 2004, the Sacramento Area Council of Governments (SACOG) adopted the Preferred Blueprint Scenario, a long-range vision for the six-county Region that promotes compact, mixed-use development, more transit, and more transportation choices (SACOG 2012a) The Blueprint accounts for an expected smaller in household sizes as a result of lower fertility production rates and the aging of the region's population.

- SACOG's 2035 MTP/SCS, which has incorporated the Blueprint concept, projects that the region will have approximately 1.3 million employees and 1.2 million housing units by 2035 (SACOG 2012b). Sacramento is expected to contain roughly 20 percent of the region's housing and nearly 30 percent of the region's jobs. The SACOG forecasts project the city will have roughly 261,000 housing units and 387,000 employees by 2035 (Table 2-25).

Table 2-25 SACOG Growth Forecast, City of Sacramento: 2012-2035

Item	2012 Estimated Number	2020 Projected Number	2035 Projected Number	2012-2035 Growth			1990-2012 Actual	
				Total Amount	Avg. Ann. Amt.	Avg. Ann. Growth Rate	Avg. Ann. Amt.	Avg. Ann. Growth Rate
Housing (Units)								
Single-Family (SF)	118,687	125,960	129,623	10,936	475	--	1,100	--
Multifamily (MF)	73,665	93,150	131,076	57,411	2,496	--	500	--
Total Housing Units[1]	**192,352**	**219,110**	**260,699**	**68,347**	**2,972**	**1.3%**	**1,600**	**1.0%[1]**
% of Total								
Housing (SF/MF Split)								
SF (%)	62%	57%	50%	16%			69%	
MF (%)	38%	43%	50%	84%			31%	
Total (%)	**100%**	**100%**	**100%**	**100%**			**100%**	
Employees[2]	**299,732**	**323,217**	**386,215**	**86,483**	**3,760**	**1.1%**	**NA**	**NA**

Sources: SACOG (February 2013), California Department of Finance, City of Sacramento, and New Economics & Advisory. 2012 estimated SF and MF units provided by Mintier Harnish based on data collected by City staff in 2012.
[1] In 1990 there were 153,362 housing units in the City. By 2012, there were 37,100 additional units.
[2] For purposes of this table, 2012 employee figures reflect 2008 SACOG estimates while 2035 estimates are consistent with the buildout scenario described by Mintier Harnish in its March 26, 2013 memorandum to City staff describing the buildout analysis.
Prepared by New Economics & Advisory, 2013.

- **To achieve the 2035 projections, new housing development will need to outpace historical growth rates.** The city will need to add approximately 68,000 housing units, or about 3,000 new units per year. This rate is about 30 percent higher than the city's average annual pace of growth between 1990 and 2006 (roughly 1,600 new units per year or a rate of 1.0 percent). In contrast, growth rates typically attenuate over time as areas grow larger, and the region has exhibited these patterns as described previously (Table 2.6-11).
- **The SACOG forecast predicts a significant change in Sacramento's mix of housing units, effectively reversing the city's historical development patterns.** SACOG's projection suggests that by 2035 half of the city's units will be multifamily. To reach this level, 84 percent of new units constructed between 2012 and 2035 will have to be multifamily, upending the city's historical pattern of 35 percent over the last twenty-six years.
- **Sacramento's current stock of approved and planned projects appears to support a trend toward increased multifamily development, though 100% of the approved multifamily units, plus 18,300 additional units, would be needed to achieve the SACOG's multifamily target.** Research into approved and planned projects suggests that building patterns may be changing. As shown in Table 2-26, 74 percent of approved projects and 68 percent of planned units are classified as multifamily. However, multifamily units are located predominantly within specific plans or master plans, such as the Towers, Railyards, Docks, Township 9, and Delta Shores. The future of some of these

projects remains uncertain. Without full absorption of these, plus additional similar projects, it will be difficult for the city to achieve the 2035 forecast.

Discussion of housing trends should, however, be further qualified by how multifamily and single-family housing is defined. These terms are evolving. For example, development occurring at densities of 8-12 units can occur as detached or attached units; this type of product exists in several approved projects, such as Delta Shores and North Natomas. Depending on how these types of units are classified, a substantial amount of development could be reclassified one way or the other.

Table 2-26 Summary of Approved Residential Units, City of Sacramento (2013)

Item	Single Family (SF)	Multi-Family (MF)	Total	Portion of 2035 Target: Single Family (SF)	Portion of 2035 Target: MF Multi-Family (MF)	Portion of 2035 Target: Total
Forecast (Residential Units)	--	--	--	**129,623**	**131,076**	**260,699**
SF/MF Split	--	--	--	50%	50%	100%
Portion of Total	--	--	--	100%	100%	100%
Existing Units (2012)	**118,687**	**73,665**	**192,352**	**90%**	**56%**	**74%**
SF/MF Split	62%	38%	100%	--	--	--
Approved and Planned Projects						
Approved Projects						
Rem. Units, Partially BO or UC	3,724	846	4,570	--	--	--
Projects Not Yet Constructed	879	4,631	5,510	--	--	--
SP/MPs Not Yet Constructed	6,279	26,003	32,282	---	--	--
Total Approved Projects	**10,882**	**31,484**	**42,362**	**8%**	**22%**	**16%**
SF/MF Split	26%	74%	100%	--	--	--
Other Planned Projects	**3,591**	**7,600**	**11,191**	**3%**	**6%**	**4%**
SF/MF Split	32%	68%	100%	--	--	--
Existing + Approved + Planned	**133,160**	**112,745**	**245,905**	**103%**	**86%**	**94%**
SF/MF Split	54%	46%	100%	--	--	--
Additional Units Needed to Reach Projection	--	--	--	**(3,537)**	**18,331**	**14,794**

Sources: City of Sacramento Planning Staff, SACOG.

Economic Growth Strategies

Regional Economic Growth Strategy

The Next Economy Capital Regional Prosperity Plan (Next Economy Plan), led by the Sacramento Metropolitan Chamber of Commerce, Sacramento Area Commerce and Trade Organization, and Valley Vision, is a regional response to the area's current economic challenges. The goal of this plan, published in March 2013, is to develop a regional response to help the local economy excel within the current national and global marketplace dynamic. It aims to help diversify the region's economy, attract new investment, and accelerate job growth by devising a set of common strategies that support innovation and entrepreneurship (Sacramento Chamber Of Commerce 2012a).

The Next Economy Plan identifies six core business clusters that the Region should foster to further diversify the region's economy (Table 2-27). These clusters emphasize jobs associated with exporting goods and services outside of the region to attract outside new wealth (CSER 2012c).

Table 2-27 Summary of Regional and City Cluster Characteristics

Factor	*Final Selected Clusters*						*Other Cluster*
	Ag. & Food	*Advanced Manuf.*	*Information & Comm. Technology*	*Life Sciences & Health Services*	*Clean Energy Technology*	*Education & Knowledge Creation*	*Knowledge-Intensive Bus. & Fin. Services*
Regional Indicators							
2010 Employment	37,442	11,409	30,906	98,646	3,015	16,618	69,893
2010 Output ($M)	3,455	1,740	9,693	8,643	846	1,115	18,277
2010-2020 Projected Empl Growth	1.4%	-3.1%	3.2%	25.1%	-	14.5%	12.1%
2010-2020 Projected Output Growth	24.3%	30.4%	35.9%	28.1%	-	20.8%	36.4%
Innovation Activity	yes	yes	yes	yes	yes	no	yes
Global Emerging Technology	no	no	yes	yes	yes	no	no
City Indicators							
Jobs Supported	6,400	4,800	-	13,700	1,025	10,000	59,000
% of Regional Jobs	17%	42%	-	14%	34%	60%	84%
Space Supported	office, retail, industrial	industrial	-	-	-	office, industrial	office

Sources: CSER 2012a,CSER 2012b.
Prepared by Center for Strategic Economic Research, February 2012.

- Cluster 1: Agriculture & Food. This cluster includes a variety of economic activities, such as food manufacturing, grocery and beverage wholesalers, and food services. Through 2020, this cluster expects modest job growth, stable output growth, and high innovation and specialization.
- Cluster 2: Advanced Manufacturing. This cluster includes a variety of manufacturing activities, such as aerospace parts, motor vehicle trailer, chemicals, hardware, heating and ventilation systems, etc.
- Cluster 3: Clean Energy Technology. This cluster includes companies whose primary business activities focus on clean energy, energy efficiency, clean transportation, and green building (CSER 2011b and 2012c).
- Cluster 4: Education & Knowledge Creation. This cluster includes schools, (K-12 as well as post-secondary institutions), printing and publishers, and other training/educational support. The private-sector portion of this cluster expects to achieve growth of about 15 percent in employment and 21 percent in output.

- Cluster 5: Information & Communications Technology. This cluster includes telecommunications carriers, electrical equipment manufacturers, and computer design services. It is forecasted to experience slow job but significant output growth through 2020.

- Cluster 6: Life Sciences & Health Services. This cluster is dominated by health-care related activities, which account for roughly 94 percent of the cluster's 99,000 jobs and 83 percent of the cluster's total output. The Next Economy project predicts high growth in jobs (25 percent) and output (28 percent) through 2020. Further, the predominance of health-care activity within this cluster is expected to drive high productivity, multiplier effects, and innovation activity.
- Knowledge-Intensive Business and Financial Services. Not included in the final set of clusters included in the Next Economy Plan, this cluster may continue to provide important economic development opportunities in the future. Activities include scientific research services, real estate and engineering services, legal and accounting services, insurance funds, etc. This cluster supports the highest output level among the identified clusters and a significant amount of the region's jobs.

City of Sacramento 2013 Economic Development Strategy

The City of Sacramento adopted its 5-Year 2013 Economic Development Strategy, (City 2013 ED Strategy) in May 2013. The City 2013 ED Strategy, which is consistent with the Next Economy Plan, seeks to pursue opportunities to accelerate the creation of jobs that contribute to a sustainable economic base. The City's strategy comprises a series of goals, objectives, and actions, summarized in Table 2-28, while a separate report evaluates the performance of these clusters within the city (CSER 2011a).

- The Region's and City's success in attracting businesses in clusters identified by the Next Economy Project has the potential to accelerate demand for space in the near and middle term. Part 3 of this section identifies specific opportunities to stimulate growth in areas with strong near-term market potential to accommodate some targeted clusters.

Table 2-28 City 2013 5-Year Economic Development Strategy (May 2013)		
Goal	***Objectives***	***Summary of Actions***
1. Invest in Building Sacramento	Encourage strategic investments and initiatives that lead to economic development, job growth and enhance the quality of life in Sacramento.	Implement planning, infrastructure, funding, and coordination efforts for projects in the urban core, commercial corridors, business districts, and/or other key infill and major development projects.
2. Invest in Local Businesses	A. Establish an economic climate that supports entrepreneurial and innovation start-ups and capitalizes on technology transfer from the college classroom to the commercial marketplace.	Solicit input, develop partnerships, support research and access funding for small and other targeted businesses.
	B. Provide support for the growth and success of small- and medium-sized enterprises.	
3. Invest in the Region's Industries	Grow and retain employment opportunities in the City by executing industry sector and cluster strategies over the next 5 years aimed at Life Sciences and Health Care Niches, Clean Technology and Energy, Post-Secondary Education, and Agriculture Hub and R&D, as well as other linking industries.	Build awareness, support regional efforts, provide direct assistance to targeted firms and industry clusters; partner with universities, businesses, other organizations and utilities to support tourism, industry clusters, culture/arts opportunities with economic benefits.
4. Invest in the Global Economy	Increase Sacramento foreign partnerships, direct investment and export activities, particularly in emerging markets and key industry sectors.	Partner with businesses, chambers, global trade groups, and the federal government to support strategic global partnerships and promote Sacramento firms with export potential.
5. Invest in Partners	Strengthen partnerships with regional partners and community groups in order to increase the City's access to resource that further business retention, outreach and attraction efforts.	Emphasize partnerships with other local and regional organizations to support comprehensive approach to cluster development and economic growth.

Source: City of Sacramento 2013 5-year Economic Development Strategy, May 2013.

Growth Challenges

The region and city face numerous growth challenges going forward. Short-term, needs to facilitate job growth, stabilize the commercial market and support the rebound of home values are inextricably linked to longer-term challenges for the Region to maintain its primary role as the main hub of the Central Valley and provide adequate opportunities for feasible residential growth.

Challenges Facing the Region

- **While Sacramento has been the urban node of the Valley, future statewide growth will spread to other "new" areas.** Over the next 25 years, the Valley will likely comprise several other urban housing and employment nodes, such as Redding, Stockton, Fresno, Merced, and Bakersfield. The region's role will likely emphasize the state capital, financial and business services activities, the benefits associated with the international airport, and existing and other planned universities, as well as life sciences and medicine assets.
- **The region's ability to sustain a recovery of home values and generate demand for new home product will be driven by job growth, income levels, and lending practices. As a result of new economic realities, the pool of buyers will be smaller and prices these buyers afford will be relatively lower than before.** In the early- to mid-2000's, skyrocketing home prices were temporarily supported by relaxed lending practices that gave many buyers access to homes they could not afford to keep in the event of any economic disruption (e.g. reduced income). In contrast, current lending practices will make it much more difficult to buy a home with less than 20 percent down and buyers with substantial levels of other recurring debt/obligations, (e.g. car payments, student loans, etc.) may experience further price limitations. While most households in a position to become a homebuyer will earn substantially more than the median income, new lending practices will affect purchasing power. For the region to sustain long-term growth, it will need to continue to offer an affordable alternative to the Bay Area.
- **As residential growth returns to more substantial levels, it will be difficult in the short-term to achieve densities envisioned by the Blueprint/MTP.** Sales activity in 2011 and 2012 for finished and tentative lots were concentrated in pockets throughout the region, including Sacramento, Folsom, Elk Grove, Rancho Cordova, and Roseville. Interviews with real estate professionals indicated that many existing finished lots are located in projects planned prior to the Blueprint and have densities of 5-6 units per acre. These projects will likely build out before other new, denser product is brought to market.
- **Proximity of employment to housing will become an important factor in determining where consumers will live as well as for employers deciding where to locate their businesses.** A vital principle underlying smart development practices is the relation between transportation and land use. As growth occurs along the edges of the Region, access to public transportation and ease of commute will be key factors for business recruitment and retention efforts.
- **Technology is facilitating changes in work patterns that are expected to place less intensive space demands on the commercial real estate market.** Technological innovations like the laptop, GPS, handheld devices, wireless connectivity to the internet, and the ability to access business files through remote networks have placed greater importance on flexibility in the form of telecommuting, virtual office space, increased numbers of employees "in the field", and flexible schedules and working arrangements. These changes are

resulting in less demand for traditional commercial space relative to the number of employees a firm may have, particularly with office development but also with retail and industrial development. These patterns will likely slow the re-absorption of underutilized space and excess vacant space, discussed later in this section, as well as the demand for new commercial space.

- **New technology is also facilitating entrepreneurship with different space needs.** Traditionally, emerging businesses often initially occupied Class B or C space to gain a professional presence and gain access to meeting and work space. New technologies now allow these businesses to operate from an owner's home, vehicle, or other non-traditional space (i.e. incubators) that provide the same or better amenities in a different format. The city of Sacramento has at least six incubators supporting high-tech/green businesses, service-based businesses, and the arts; the Urban Hive (19th/H), Hacker Lab (17th/I), Capsity (2572 21st Street), SARTA (Power Inn Road), Sacramento State University Center for Entrepreneurship (Sac State), and the Verge Center for the Arts (6th/S). These incubators provide pooled common space and resources, are highly-amenitized, thereby, and offer cost-effective space for entrepreneurs. As a result, the pool of Class B and C occupants may shrink significantly in the future.
- **Recovery of the retail market will be closely correlated with consumer confidence and economic health of the local population (for strip, neighborhood, and community retail) and of the regional population (for specialty and regional retail).** Local brokerage reports note that 2012 brought reduced vacancies, positive net absorption, and stable lease rates but also predict that ongoing uncertainty about the regional economy will likely temper the pace of retail growth.

Additional Challenges Facing the City

In addition to the regional challenges described above, the city faces specific obstacles to achieve the scale and patterns of growth it desires.

- **As firms evaluate whether to locate or expand within the region, the city will compete against other jurisdictions based on local land prices, taxes, proximity to housing, the entitlement and permitting processes, and location of related businesses.** According to research completed in 2010, the city of Sacramento was classified as a "very high" cost area to do businesses compared not only to other jurisdictions across the state but also compared to other cities/counties in the region (Kosmont-Rose Institute 2010). To gain additional market share of new and/or expanding businesses, the City will need to continue to reduce costs and/or improve amenities and its reputation for ease of doing business compared to other cities and counties.
- **Land Sales within North Natomas, (one of the city's high-growth areas), remain speculative in the development community because of uncertainty about the flood moratorium, future flood insurance increases, and the annexation of the adjacent Natomas Joint Vision Area.** Natomas has been the city's growth engine for several years; until building can continue to occur

there, the bulk of demand for new housing in the region will likely be captured by other greenfield areas (e.g. Roseville, Elk Grove), unless the City can provide competitive, alternative locations for high-volume growth to occur.

- **The City has been actively engaged in improving the development climate for the Central City.** Ongoing efforts will be critical to overcoming the perception that development in the Central City remains difficult. The rapid and substantial appreciation of land and home prices in the early 2000s allowed developers to build a variety of higher-density product, including market-rate and for-sale residential, mixed-use projects, Class A office, and other re-use projects. Under current conditions, development costs exceed prices that can be achieved in this market in regards to for-sale product. As such, it may be challenging for infill developers to complete approved projects in their current format. Table 2-29 provides a summary of approved Central City projects that have not yet been built.

Table 2-29 Approved but Not Yet Built Projects: Central City (December, 2012)						
		Residential Units				
Category	*Location*	*Single-family (SF)*	*Multifamily (MF)*	*Total*	*Hotel Rooms*	*Non-Residential Sq. Ft.*
Approved Projects Not Yet Constructed						
Capitol Lofts	10th/R	0	116	116	0	13,000
401 Broadway	4th/Broadway	0	36	36	0	108,000
Aura Condos	NA	0	283	283	0	682,195
The Towers on Capitol Mall	Capitol/4th	0	810	810	0	80,000
800 Block (K Street)	800 K, 801 L	0	200	200	0	22,577
831 L Street	8th/L	0	0	0	0	356,050
Metropolitan (hotel scenario)	NA	0	190	190	190	11,000
Cathedral Square	NA	0	242	242	0	7,290
East End Gateway Site 1 (CADA)	16th/N	0	105	105	0	5,199
East End Gateway Site 4 (CADA)	16th/P	0	45	45	0	7,691
1901 Broadway	19th/Broadway	0	136	136	0	7,280
Tribute Building	20th/Capitol					38,100
SoCap Lofts (remaining phases)	R Street (6-7th)	36	0	36	0	0
2500 R Street	25th/R	34	0	34	0	0
Subtotal		***70***	***2,163***	***2,233***	***190***	***1,338,382***
Approved Specific Plans/Master Plans Not Yet Constructed						
Township 9 (Scenario B)	Richards/7th	0	2,350	2,350	0	986,628
Continental Plaza	NA	0	0	0	0	800,000
Railyards Specific Plan	I-5/ I street	0	10,728	10,728	1,100	3,413,000
Remaining River District Specific Plan (net of T9, Cont. Plaza)	River District	0	5,408	5,408	2,038	1,789,372
Docks Master Plan (Option B)	Riverfront	0	754	754	0	43,300
700 Block Project	South side of K	0	153	153	0	63,780
Subtotal		0	19,393	19,393	3,138	**7,096,080**
TOTAL		**70**	**21,556**	**21,626**	**3,328**	**8,434,462**

Sources: City of Sacramento staff, New Economics & Advisory.

Regardless of market conditions, however, real estate professionals involved in Downtown projects since the early 2000s also indicated ongoing difficulties with onerous and unpredictable project obligations, conflicting requirements among departments, and a lack of coordination with other public agencies. In greenfield areas fee credits and cost-sharing agreements are accepted standard practices. In contrast, real estate professionals active in the Central City report that infill developers are typically required to oversize or solve problems beyond the project's immediate issue and pay full development impact fees, but are not afforded any agreements for reimbursement(s) from future projects. These dynamics add substantial cost and risk to projects and motivate developers to consider investment opportunities elsewhere.

To encourage sustainable development, the City updated its parking zoning requirements (changes became effective in January 2013), and is considering other level-of-service adjustments, overall requirements, and/or fee reductions in other departments.

- **Civic amenities are increasingly important factors in retaining and attracting residents, as well as selecting where to live, within the region.** Young professionals are increasingly deciding first where to live, and second what job they can find. In contrast, many families will continue to choose areas with strong school districts, large homes on single-family lots, and top-tier parks and recreation systems. The City's ability to continue to brand itself as an arts/culture destination, support improvements to local school districts, and improve delivery of urban parks and recreation amenities can help it gain market share for residential growth, particularly for the segments of the population attracted to more urban lifestyles.

  The Civic Amenities Strategic Plan, led by the Sacramento Metropolitan Chamber of Commerce, builds on one of the Next Economy's key economic drivers: investing in cultural institutions and civic amenities. The Draft Strategic Plan, (as of April 2013), contains seven goals in support of providing renowned civic amenities to help the region thrive:

  1. Develop a strong support base for our civic amenities and cultural and recreational institutions from businesses, public agencies, and residents.
  2. Enhance existing civic amenities to increase participation and attendance.
  3. Expand the range of cultural offerings by adding new civic amenities.
  4. Secure funding sources to develop and sustain both existing and new amenities.
  5. Identify and promote development of civic amenities throughout the Region.
  6. Link existing and new civic amenities to education programs to build on the Region's commitment to education.
  7. Develop civic amenities and major events that will substantially boost the numbers of tourists and convention visitors to the Region.

  Because the proposed Civic Amenities core district is located largely with Sacramento's Central City, the City should have a leadership role in this strategy and undertake complementary efforts to improve park and recreation amenities by focusing on improving existing assets, controlling operations and maintenance, and providing opportunities to link existing assets with new Regional amenities described in the Strategy.

- **Initial waves of job growth will be absorbed into existing, underutilized space in the city and region.** Underutilized space, also known as "shadow space," is an important attraction for near-term job growth because it provides

existing companies with an opportunity to reduce their overhead costs on a per-employee basis by back-filling empty cubicles. This phenomenon has recently been observed in Phoenix, where firms that positioned themselves for growth before the peak of the market are re-hiring but there has been no noticeable impact on vacancy rates as of yet (Colliers Phoenix 2012). Furthermore, sub-leasing activity may continue to increase in the short-term as new users test the market.

The amount of underutilized space in the region and city is unknown, though regional occupancy factors can help frame its potential scale. Between 2006 and 2011, the region lost about 93,000 private-sector payroll jobs; during this period, vacant space increased by about 50 percent, yet occupied space *remained stable* (Table 2-30). As a result, employment density within occupied commercial space declined, from 426 to 500 occupied square feet per employee. This dynamic may be explained by a number of trends:

- Developers inundated the market with new commercial product, (nearly 17 million square feet was added while employment was in free fall);
- Some firms maintained their space despite shedding employees; and/or,
- Firms entering into new leases have operated with fewer employees.

Table 2-30 Occupied Sq. Ft. per Employee, Sacramento Region (2006, 2011)				
			Difference	
Item	2006	2011	Amount	%
Sacramento Region				
Private-Sector Jobs	670,600	577,400	-93,200	-14%
Vacant Space	35,000,000	48,000,000	13,000,000	37%
Occupied Commercial Space				
Office	74,800,000	75,600,000	--	--
Industrial	162,600,000	162,500,000	--	--
Retail	48,500,000	50,800,000	--	--
Subtotal Occupied Space	285,900,000	288,900,000	3,000,000	1%
Occupied Employment Density Ratio	426	500	74	17%

Sources: EDD, Colliers

While insufficient data is available to establish a long-term, historical employment density baseline, Table 2-31 illustrates how short-term job growth might be re-absorbed into underutilized space under different long-term employment density ratios. This table indicates that the Region could potentially re-absorb between 31,000 and 65,000 new jobs in underutilized space, or 33-70 percent of the jobs lost between 2006 and 2011.

Table 2-31 Potential Range of Regional Job Growth Into Underutilized Space		
Item	Amount	% of Region's Job Loss (2006-2011)
Regional Assumptions		
Private-Sector Jobs (2011)[1]	577,400	--
Occupied Commercial Space (2011)	288,900,000	--
Occupied Sq. Ft. per Employee (2011)	500	--
Total Private-Sector Jobs Lost (2006-2011)	93,200	100%
Estimated New Jobs Into Underutilized Space (Rounded)		
To reach 450 occupied sq. ft. per employee overall	65,000	70%
To reach 475 occupied sq. ft. per employee overall	31,000	33%

Sources: Colliers, New Economics & Advisory
[1] See Table 2-30.

Assuming that the city's commercial space is similar to the region, 33 to 70 percent of jobs lost between 2006 and 2011 would represent 5,200-10,900 jobs, translating into 1-3 years worth of new job growth (Table 2-32). This assumes, of course, that employment is growing at a long-term rate of nearly 4,700 jobs per year and that additional employment growth will continue to exhibit the same scale of demand for commercial space. In reality, near-term annual private-sector job growth is expected to be more modest; moreover, demographic and work pattern changes are resulting in relatively less demand for commercial space, as discussed in a subsequent finding in this section.

Table 2-32 Illustrative Range of Near-Term City Jobs in Underutilized Space	
Item	*Amount*
City Private Sector Payroll Jobs Lost: 2006-2011 [1]	**15,682**
Example 1: 33% of Jobs Back Into Underutilized Space	
Portion of Jobs Lost: 2006-2011	33%
Number of Jobs Lost: 2006-2011	5,216
Average Annual Job Growth Rate, per SACOG MTP	3,760
Number of Years of Job Growth into Underutilized Space	*1.4*
Example 2: 70% of Jobs Back Into Underutilized Space	
Portion of Jobs Lost: 2006-2011	70%
Number of Jobs Lost: 2006-2011	10,937
Average Annual Job Growth Rate, per SACOG MTP	3,760
Number of Years of Job Growth into Underutilized Space	*2.9*

Sources: California Economic Development Department, SACOG, New Economics & Advisory.
[1] Based on custom data provided by California Economic Development Department. Reflects General Plan Policy Area.

- **Absorption of *excess* vacant space in existing buildings will also occur before the market begins producing substantial levels of new commercial space.** As noted in Part 2, the region currently exhibits vacancy rates that are notably higher than long-term, average rates dating back to 1999. As of 2012, the region may have had *excess* vacant space of about 11 million square feet in leasable commercial space (Table 2-23). This amount represents vacant space above and beyond long-term historical vacancy rates and only includes space in leasable buildings of 5,000 square feet or larger. Data for buildings of less than 5,000 square feet and owner-occupied buildings was not available and is therefore excluded from this calculation (Table 2-33).

Table 2-33 Sacramento Region Excess Commercial Vacancy Estimate				
Item	*Office*	*Industrial*	*Retail*	*Total*
2012 Excess Vacant Space[1]	3,800,000	3,700,000	3,200,000	10,700,000
Square Feet per Job[2]	300	800	350	
Estimated Jobs That Could Be Accommodated by Excess Vacant Space	12,700	4,600	9,100	26,400
Total Job Loss (2006-2011)				93,200
% of Total Job Loss (2006-2011)				28%

Source: Colliers Sacramento, New Economics & Advisory.
Prepared by New Economics & Advisory, 2013.
[1] See Table 2-23 for derivation of Regional excess vacant space.
[2] Retail assumption reflects industry standard and is not consistent with SACOG 2035 MTP assumption of 250 sq. ft. per employee.

Because commercial submarket boundaries can extend beyond the city limits, it is difficult to estimate the amount of excess vacant space within the city or General Plan Policy Area. If, however, the city's commercial market is performing similar to the region, *excess* vacant space could account for about 4,400 jobs, or 1-2 years worth of future job growth, depending on the rate of job growth in the near term (Table 2-34). Once again, this estimate presumes that new employment growth will continue to exhibit the same scale of demand for commercial space. In reality, demographic and work pattern changes are resulting in relatively less demand for commercial space, as discussed in a subsequent finding in this section.

Table 2-34 Illustrative Range of Near-Term City Jobs in Excess Vacant Space

Item	*Amount*
Estimated Private-Sector Job Loss, City of Sacramento (2006-2011)	15,682
% That Might be Accounted for in Excess Vacant Space (Regional %)	28%
Estimated Jobs Potentially Accounted for in Excess Vacant Space	4,442
Lower Range Estimate	
Projected Average Annual Growth (SACOG 2035 MTP)	3,760
Number of Years of Growth Potentially Accommodated by Excess Vacant Space	*1.18*
Higher Range Estimate	
Lower Average Annual Growth (1/2 of SACOG MTP projection)	1,880
Number of Years of Growth Potentially Accommodated by Excess Vacant Space	*2.36*

Prepared by New Economics & Advisory, 2013.

- **It is difficult to assess the amount of underutilized or excess vacant space in certain sub-areas of the City, particularly subareas that are predominantly characterized by smaller commercial spaces with lower rents.** Some sub-markets have commercial markets that are primarily local-serving, occur along corridors with small centers, and/or are anchored by major employers that own and occupy their building space. In these areas, leased commercial spaces tend to be smaller than 5,000 square feet and are therefore not tracked by the mainstream brokerage firms. Nonetheless, these areas have been impacted by the economic downturn. Anecdotal interviews with business improvement districts in these areas suggest that local and/or small businesses are facing difficult conditions and local workers are also vulnerable to the departures of large employers (e.g. Campbell Soup). Such areas include portions of the South Area, Fruitridge/Broadway, North Sacramento, and Land Park community plan areas. In the future, it will be important to consider how these areas, many of which also provide lower-wage jobs, can be integrated into the Next Economy project at the regional and city level. There may be opportunities to integrate existing local nodes associated with auto repair, HVAC manufacturing/repair, and food services into larger-scale targeted cluster growth, such as Agriculture & Food, Life Sciences & Health Services, and Advanced Manufacturing. This dynamic is discussed further in Part 3.

Part 4: Near-Term Development Potential (2012-2020)

The final part of this section highlights findings related to market conditions within each Community Plan Area and identifies those areas with the strongest near-term growth potential. Please note the following:

- 2020 is the outlying year for near-term growth potential.
- Unless otherwise noted, all references to 2012 commercial market conditions (e.g. vacancy rates) reflect third quarter statistics.
- The analysis includes a review of three Tier 1 Priority Areas, as defined by the City. **Chapter 8**of this Background Report describes the history, definition, and status of the City's current Tier 1 Priority Areas.

Section 2.1 contains a map illustrating the boundaries of Sacramento's Community Plan Areas. Following the summary of findings below, there are specific findings for each Community Plan Area, in alphabetical order.

Summary of Growth Projections by Community Plan Area

- **Preliminary city residential growth forecasts between 2012 and 2020 fall well within the holding capacity for each** Community Plan Area **but exceed historical growth patterns for all** Community Plan Areas**, (with the exception of the Pocket and North Natomas).** North Natomas contains significant development capacity and yet its projected annual growth increment reaches only 75 percent of historical annual growth increment, while nearly all other Community Plan Areas are forecasted to grow by 250+ percent more than recent historical growth figures (Table 2-35).
- **About half of the** Community Plan Areas **have an insufficient level of approved projects to meet total 2020 residential and job projections.** As of 2012 five Community Plan Areas lacked sufficient approved (but not yet built) projects to achieve the 2020 residential projections; however, the scale of approved units in the Central City and South Area push the citywide figure beyond the 2020 forecast. Similarly, approved projects do not meet the 2020 jobs projection in four Community Plan Areas, while approved projects in the remaining six Community Plan Areas would create job potential that far exceeds the city's overall projection (Table 2-36).

Table 2-35 Comparison of Projected Growth, Holding Capacity, and Historical Growth Patterns by Community Plan Area											
Item	*Arden Arcade*	*Central City*	*East Sac*	*Fruitridge Broadway*	*Land Park*	*North Natomas*	*North Sac*	*Pocket*	*South Area*	*South Natomas*	*Total*
Projected Residential Growth Through 2020[1]											
Single-family (SF) Units	43	47	11	558	338	3,089	1,157	131	1,386	514	7,274
Multifamily (MF) Units	74	4,068	1,134	3,594	554	5,305	1,087	80	3,052	537	19,485
Total Units	**117**	**4,115**	**1,145**	**4,152**	**892**	**8,394**	**2,244**	**211**	**4,438**	**1,051**	**26,759**
Annual Average	*17*	*588*	*164*	*593*	*127*	*1,199*	*321*	*30*	*634*	*150*	*3,823*
Holding Capacity	**11,00**	**20,000**	**4,000**	**11,000**	**5,000**	**25,000**	**16,000**	**800**	**10,000**	**2,000**	**104,800**
Projected Growth as a Percent of Holding Capacity	*1%*	*21%*	*29%*	*38%*	*18%*	*34%*	*14%*	*26%*	*44%*	*53%*	*26%*
Historical Average New Units per Year (2000-2011)	**2**	**76**	**55**	**43**	**13**	**1,653**	**118**	**79**	**100**	**148**	**2,286**
Projected Annual Growth as a Percent of Historical Annual Growth	*716%*	*776%*	*299%*	*1,393%*	*968%*	*73%*	*272%*	*38%*	*631%*	*101%*	*167%*

Sources: City of Sacramento, SACOG New Economics & Advisory.

[1] Projected by SACOG as part of the 2035 MTP. These figures are preliminary and expected to be revised during the next MTP process.

[2] As identified by City staff, January-February of 2013. Approved projects include partially built-out or under construction projects, individual projects, and approved master plans or specific plans. Planned projects include proposed and other expected entitlement applications.

Table 2-36 Comparison of Projected Growth, and Identified Approved/Planned Projects by Community Plan Area

Item	*Arden Arcade*	*Central City*	*East Sac*	*Fruitridge Broadway*	*Land Park*	*North Natomas*	*North Sac*	*Pocket*	*South Area*	*South Natomas*	*Total*
Projected Res. Growth Through 2020[1]	**117**	**4,115**	**1,145**	**4,152**	**892**	**8,394**	**2,244**	**211**	**4,438**	**1,051**	**26,759**
Approved Project Units[2]											
Single-family (SF) Total	183	105	0	122	129	6,318	0	0	3,953	0	10,810
Multifamily (MF) Total	183	23,886	848	434	1,117	2,657	72	85	2,270	0	31,552
Total	**366**	**23,991**	**848**	**556**	**1,246**	**8,975**	**72**	**85**	**6,223**	**0**	**42,362**
As a % of 2020 Growth Projection	*313%*	*583%*	*74%*	*13%*	*140%*	*107%*	*3%*	*40%*	*140%*	*0%*	*158%*
Projected Job Growth Through 2020[1]	**252**	**6,455**	**4,295**	**3,721**	**530**	**4,539**	**1,175**	**128**	**1,039**	**1,117**	**23,251**
Approved Projects Estimated Jobs[2]	884	37,265	1,958	5,025	1,101	9,691	0	0	6,066	0	61,991
As a % of 2020 Growth Projection	351%	577%	46%	135%	208%	214%	0%	0%	584%	0%	267%

Sources: City of Sacramento, SACOG, New Economics & Advisory.

[1] Projected by SACOG as part of the 2035 MTP. These figures are preliminary and expected to be revised during the next MTP process. Job growth estimates pre-date the Mintier Harnish buildout model (March 2013), which was informed by this section of the Background Report.

[2] As identified by City staff, January-February of 2013. Approved projects include partially built-out or under construction projects, individual projects, and approved master plans or specific plans. Other planned projects are excluded from these figures.

Summary of Near-Term Market Demand within Community Plan Areas

- **Near-term single-family residential development potential is relatively strong within select infill sites throughout the city, as well as greenfield areas in North Natomas and Delta Shores.** Table 2-37 identifies specific projects or areas with strong near-term potential for single-family development. This assessment presumes that the flood moratorium will be lifted in 2014; otherwise, demand will increase for Delta Shores and other areas in the city and region.
- **Near-term multifamily residential development potential is relatively strong within a variety of locations throughout the city.** Table 2-37 identifies specific projects or areas with strong near-term potential for multifamily development.
- **A large portion of near-term office demand will be accommodated in existing inventory, though demand for new development is expected to occur in the Central City, Fruitridge/Broadway, and South Natomas.** Table 2-37 identifies specific projects or areas with strong near-term potential to accommodate office demand within existing and/or new buildings.
- **Near-term retail demand is expected to be modest in most cases.** Given the scale of vacancies within existing centers, most near-term demand will likely be accommodated in existing centers located near new residential development, such as North Natomas. New regional retail is anticipated in Delta Shores, and there may be additional new development opportunities at Mack Road and scattered sites throughout the Central City.
- **Near-term demand for industrial space will likely be accommodated in a combination of existing buildings and new development primarily in two areas: North Natomas and Power Inn.** Both of these areas have existing vacant buildings as well as scattered sites to accommodate additional demand; however, demand for new industrial space will have to compete with other opportunities in West Sacramento, Roseville, and Elk Grove.

Table 2-37. Summary of Near-Term Market Conditions by Community Plan Area

Item	*Arden Arcade*	*Central City*	*East Sac*	*Fruitridge Broadway*	*Land Park*	*North Natomas*	*North Sac*	*Pocket*	*South Area*	*South Natomas*
Residential Development										
Strong Near-Term Mkt Demand: Single-Family[2]	Cal Expo	Scattered Sites	Sutter Memorial, Granite Park	New Brighton	Curtis Park West, NW Land Park	Scattered Sites, Greenbriar			Delta Shores[4]	
Strong Near-Term Mkt Demand: Multifamily[2]	Cal Expo	Township 9, scattered infill sites	65th Street Transit Village	65th Street South		Scattered Sites	Del Paso		Delta Shores[4]	
Office Submarkets										
Scale of Underutilized/Excess Vacant Space[1]	High	Low	Medium	Medium	Low	High	Medium	Low	Low	High
Scale of Inventory Increase Since 2008	Low	High	Medium	Medium	Low	High	Low	Low	Low	High
Strong Near-Term Mkt Demand[2]	Cal Expo[3]	CBD		Sac Ctr for Innovation,	Granite Park, UCD Med Ctr	Existing Buildings			Mack Rd	Scattered Sites
Retail Submarkets										
Scale of Underutilized/Excess Vacant Space[1]	High	Low	Low/Med	Low	Low	Low	Low/Med	Low	High	Low
Scale of Inventory Increase Since 2008	Low	Low	Low	Low	Low	Low	Low	Low	Low	Low
Strong Near-Term Mkt Demand[2]		Scattered Sites				Existing Buildings as Residential Builds Out	Del Paso		Delta Shores, Mack Rd	
Industrial Submarkets										
Scale of Underutilized/Excess Vacant Space[1]	Low	Medium	Medium	Low	Low	High	Medium	Low	Low	High
Scale of Inventory Increase Since 2008	Low	Low	Low	Low	Low	Low	Low	Low	Low	Low
Strong Near-Term Mkt Demand[2]				Sac Ctr for Innovation, scattered sites in Power Inn Area		Existing Buildings and Scattered Sites				

Sources: Colliers, New Economics & Advisory.

[1] Indicative assessment only. Based on review of commercial sub-markets influencing each Community Plan Area. Sub-market data reflects only leasable space larger than 5,000 square feet; does not include owner-occupied space or buildings less than 5,000 sq. ft.

[2] Qualitative assessment based on interviews with real estate professionals, including brokers, developers, builders, other professionals, and local business improvement districts or business associations. Includes demand that could be accommodated by existing buildings and/or new development.

[3] Market demand exists for corporate campus user or specialty user (e.g. hospital). The market for a traditional, multi-user office building is weak in the near-term.

[4] Market demand for residential development within Delta Shores will depend on multiple factors, including the success of the mall, development patterns in Elk Grove, and the status of the moratorium in Natomas.

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Arden Arcade Community Plan Area Findings

- **Office activity in Arden Arcade is currently stagnant.** Three office sub-markets exert influence within the Arden Arcade Community Plan Area: Point West, Campus Commons, and East Sacramento. The Point West office sub-market, characterized primarily by its older Class B/C product and limited Class A space on or near Exposition Boulevard, has relatively high long-term vacancy rates that are even higher at present (Table 2-38). Campus Commons, on the other hand, is a smaller but well-established medical submarket with a much lower long-term vacancy rate; local brokerage experts report that this area's 2012 vacancy rate (20 percent) was artificially high, owing to the bulk asset purchase by Hines from Equity. The Hines buildings are likely to remain vacant only until asking prices reach levels needed to support the purchase price.
- **The retail market is also struggling.** Arden Arcade is located within the larger Arden- Watt – Howe retail submarket, whose 2012 retail vacancy rate (15 percent overall) was among the highest in the region. This rate was heavily influenced by a 19 percent vacancy rate within the Power Regional retail category, which includes the Arden Fair Mall and other community retail centers (e.g. vacant Border's near the Pavilions). Beyond the mall, which is a regional destination expected to remain stable over time, only the most competitively located regional retail centers will be able to compete with other regional retail centers outside the Community Plan Area. Many existing retail centers in this Community Plan Area lack visibility and/or accessibility from regional corridors and may be unable to sustain a long-term regional customer base.

Table 2-38 Commercial Submarket Performance Influencing Arden Arcade

Item	LT Vac. Rate[1]	Current Vac. Rate	Asking Rent[2]	Inventory Total	% of Region	Growth (%) Since 2008	Growth (%) 1999 - 2012
Influencing Office Sub-Markets[3]							
Campus Commons	10.9%	19.7%	$1.72	1,509,811	2%	2%	4%
East Sacramento	7.0%	10.0%	$1.62	1,947,127	2%	8%	8%
Point West	17.0%	27.9%	$1.65	2,941,799	4%	0%	16%
Influencing Retail Sub-Markets[3,4]							
Arden-Watt-Howe	10.0%	15.4%	$1.45	5,879,463	10%	1%	NA
Influencing Industrial Sub-Markets[3]							
Northeast	19.5%	20.0%	$0.44	7,342,092	4%	0%	1%

Notes
[1]Average from 1999-2012 (3rd Quarter)
[2] Direct asking rent per square foot, 3rd Quarter of 2012.
[3] Includes commercial sub-markets within the Sacramento Region whose territory overlaps with this Community Plan Area. Sub-market territory boundaries differ from Community Plan Area boundaries.
[4] No historical data is available from Colliers prior to 2006. Applies conservative industry assumption for a long-term retail vacancy rate. Could vary from 5% to 10%.
Source: Colliers.

- **Near-term job growth will likely first reduce underutilized and excess vacant space in Class B office buildings and competitive retail centers.** Although underutilized and vacant space cannot be accurately estimated at the Community Plan Area level, it is expected that some new office job growth could be accommodated in the Campus Commons and Point West submarket. Both of these submarkets will remain viable as cost-effective alternatives for companies led by executives living in Arden and/or companies serving the Arden Arcade area of the City.
- **Though Arden Arcade has accommodated very limited residential growth in recent years, there are targeted opportunities to accommodate both new housing and jobs.** Since this is an established and largely built-out residential community, the City issued few permits (about 3 per year) between 2000 and 2011. However, there are multiple investment opportunities within the Arden Fair Tier 1 Area, which contains Cal Expo (the state fairgrounds property), the Swanston Station Specific Plan, and the remainder of the Point West Opportunity Area identified in the 2030 General Plan (Table 2-39).
- **Potential re-use opportunities within Cal Expo could provide a near-term opportunity for large-scale, executive-type housing and a corporate campus or other institutional user near the core of the city.** Cal Expo is considering repositioning a portion of its existing property for development with a mixture of residential retail, and office uses featuring roughly 775 residential units, 400,000 square feet of retail and 500,000 square feet of office/commercial space. The ability to undertake this scale of development within close proximity to the city's core on a single site by one master developer, (or even 2-3 developers), presents a unique opportunity for Arden Arcade to accommodate large-scale growth. Previous market research conducted by Cal Expo consultants concluded that small-scale retail and traditional office will be limited in the short-term; however, residential development, a large destination retail center, and a corporate/institutional user would be more successful in the short-term (Plescia 2010). These uses could also catalyze redevelopment of other sites north of Exposition Boulevard in the Point West area.
- **In contrast, the Swanston Station Specific Plan is unlikely to experience significant growth in the near-term.** Surrounding the RT Swanston Station, this plan envisions the development of nearly 370 residential units and 70,000 square feet of local retail and office. Although this area is located on a transit line, there is no single master developer and development sites are scattered throughout the specific plan area. As such, development is expected to occur more organically over time.

Table 2-39. Arden Arcade Approved/Planned Projects							
Item	*Residential Units*			*Estimated Jobs[1]*			*Total*
	SF	*MF*	*Total*	*Retail*	*Office*	*Industrial*	
Approved Projects							
Partially BO/Under Const.[2]				266	0	0	
Approved (Individual Projects)[3]				0	370	0	
Approved (Specific/Master Plans)[4]	183	183	366	85	162	0	
Total Approved Projects	**183**	**183**	**366**	**351**	**532**	**0**	**884**
Planned Projects[5]	**390**	**385**	**775**	**1,600**	**2,000**	**0**	**3,600**
Total Projects	**573**	**568**	**1,141**	**1,951**	**2,532**	**0**	**4,484**

Notes:

1. Jobs are estimated based on SACOG employment densities of 250 sq. ft. per retail employee, 300 sq. ft. per office employee, and 800 sq. ft. per industrial employee. Actual densities may differ owing to changing work patterns; industry assumptions for retail tend to be 300+ square feet per employee, for example.
2. Includes CVS Pharmace project.'
3. Includes Kaiser Expansion project.
4. Reflects Swanston Station Specific Plan (Project Area part only).
5. Includes planned uses for Cal Expo and the remainder of Point West.

Central City Findings

- **The Central City hosts the highest concentration of employees, and government continues to be the primary driver of jobs.** As of 2011, the Central City had more than 126,000 payroll employees, which accounts for nearly half of the city's total jobs and 15 percent of the region's jobs (California EDD 2012 and 2013). Further, about 70 percent of the Central City's jobs are government jobs (public-sector jobs). In addition, although the number of private-sector jobs linked to government cannot be quantified, a significant portion of private-sector jobs are likely associated with lobbying and other government service businesses.
- **The Central City also has a high concentration of multifamily housing; however, these units are predominantly rental.** According to the General Plan Housing Element, over 90 percent of the Central City's housing stock is classified as multifamily, significantly more than any other Community Plan Area (see page H 3-26 of the Housing Element). Even during the economic downturn, the Central City continued to build new projects, including La Valentina and the Lofts at Globe Mills (Table 2-40). These rental housing projects were facilitated by affordable housing tax credits; in contrast, few new home ownership projects have been brought to market since 2007, and even some of these are being rented (Alexan at Midtown and 1600 H Street Lofts).

Table 2-40. Recently Constructed Projects, Central City (2007-2012)

Project Name	Location	Completion Date	Residential Units			Commercial Sq. Ft.	
			SF	MF	Total	Amount	Type
For Sale Projects							
R Street Lofts	1401 R Street	2009	0	12	12	12,245	retail
Bridgeway Tower	500 N Street	2009	0	63	63	0	
iLofts	Old Sac	2007	0	9	9	NA	retail
9 on F	1400 block of F Street	2008	0	9	9	0	
Village at Washington Park	1718 D Street & 400 17th Street	2006/07	0	52	52	0	
Alexan at Midtown	3111 S Street	2009/10	0	278	278	4,486	retail
1600 H Lofts	1600 H Street	2008	0	42	42	45,497	retail
Subtotal			**0**	**465**	**465**	**62,228**	--
For Rent Projects							
The Orleans	1022 2nd Street	2008	0	24	24	8,779	retail
RetroLodge	1111 H Street	2008	0	0	0	NA	office
Maydestone Apartments	1001 15th Street	2012	0	32	32	0	
Lofts at Globe Mills	1131 C Street	2008	0	143	143	0	
7th/H St (SHRA)	625 H Street	2012	0	150	150	8,000	retail
Tapestri Square	2002 T Street	Ongoing	58		58	0	
Marriott Residence Inn	15th/L Street	2007	0	30	30	NA	hotel
L Street Lofts	1818 L Street	2008	0	92	92	NA	retail
La Valentina	C/12th Street	2012	0	81	81	0	
Subtotal			***58***	***552***	***610***	***16,779***	--
Commercial Projects							
630 K Street	630 K Street	2008	0	0	0	48,000	office
Citizen Hotel	9th/J	2008	0	0	0	100,000	hotel
Elks Building	11th/J	2007	0	0	0	87,000	NA
Firestone Building	15th/L	2009	0	0	0	15,000	retail
The Cosmopolitan	1000 K Street	2008	0	0	0	6,712	retail
MARSS	1000 20th Street	2007	0	0	0	50,798	off./ret.
K Street West	1001 K Street	2008	0	0	0	44,000	office
K Street Entertainment	1016 K Street	2011	0	0	0	260,000	ret./ent.
Bank of the West Tower	500 Capitol Mall	2009	0	0	0	759,419	office
US Bank Tower	621 Capitol Mall	2008	0	0	0	672,696	office
Subtotal			***0***	***0***	***0***	***2,043,625***	--
TOTAL RECENT DEVELOPMENT IN THE CBD (2007-2012)			**58**	**1,017**	**1,075**	**2,122,632**	--

Sources: Downtown Sacramento Partnership website, January 2013, City of Sacramento Parks Department, City of Sacramento planning documents and department staff, Internet research.
Prepared by New Economics & Advisory, January 2013.
[1] Downtown Sacramento Partnership Projects Page, January 2013.
[2] City of Sacramento Parks Department, January 2013.
[3] Planning Referral Sheet PR07-01105. Appears to indicate about 6,200 sq. ft. floorplate for 1st & 2nd floor, plus 3,000 sq. ft. for proposed 3rd floor.
[4] City of Sacramento Planning Department, Pipeline Projects List, November 2012.

The Central City is also the core of the region's arts/entertainment and culture, although other cities, as well as commercial districts within Sacramento, are actively vying for a larger portion of this market. The Central City houses a collection of museums, performing arts groups and venues, live music, restaurants and bars, concerts and festivals, and other sightseeing venues, as shown in the Civic Amenities Core District map. The recent Crocker expansion, planned transition of the Discovery Museum on Auburn Boulevard to the Powerhouse Science Center in the River District, and a variety of other proposed arts projects serve as indications of the City's intent to maintain this core identity (Sacramento COC 2012).

However, other cities in the region are establishing their own arts/culture/entertainment nodes. For example, Folsom's 3 Stages at Folsom College is a $50 million facility built in 2010/11 that hosts a variety of performing and visual arts events; it attracts patrons from the eastern part of the region, while the Mondavi Center attracts patrons from the western part of the region.

In addition, Del Paso Boulevard and Broadway Corridor, (which is technically part of the Central City), present two examples of corridors seeking to establish separate identities for arts/entertainment/culture. Given the generally small spaces and relatively high rents in the CBD, it makes sense for emerging arts/entertainment groups and/or businesses to seek other cost-effective locations like these.

- **The Central City's commercial markets have remained strong during the economic downturn.** The Downtown and Midtown office submarkets have managed to retain relatively low vacancy rates, (particularly for Class A and C space), compared to the region as a whole. Brokers report, however, the existence of vacant buildings in prime locations, (such as Capitol Mall), likely owing to the lack of modern technology and/or outdated space configurations. Assuming feasible reconfigurations or updates can be completed, these buildings present potential opportunities to accommodate near-term job growth for professional firms seeking proximity to the Capitol or more creative users seeking a location in the Central City.

  While the Downtown-Midtown-East Sacramento submarket represents only one percent of the region's retail inventory, it has maintained an unusually low vacancy rate: 4 percent in 2012 compared to the regional average of 13 percent (Table 2-41). Interviews with local real estate and business experts indicate that while turnover can be high, a plentiful stream of new users seeks space in this market and is willing to pay asking rates that exceed the regional average.

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Figure 2-46 Civic Amenities Strategic Plan published by the Sacramento Metro Chamber, page 9. http://metrochamber.org/publicpolicy/index.aspx

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Industrial space in the Central City represents a bit less than 5 percent of the region's inventory. The Downtown submarket, which also includes the northern portion of the Land Park Community Plan Area, has maintained very low vacancy rates. However, in the longer term, Downtown's industrial inventory is expected to shrink as infill projects transform some industrial sites into higher-value, mixed-use projects (e.g. Northwest Land Park on the Setzer site). The River District Specific Plan also envisions the loss of over 3.5 million square feet of industrial space by 2035 (City of Sacramento 2010). If the City does not provide suitable alternative locations within the City and along I-5 and I-80 corridors, these industrial users may find space in a number of other nearby sub-markets.

Table 2-41. Commercial Submarket Performance Influencing the Central City

Item	LT Vac. Rate [1]	Current Vac. Rate	Asking Rent [2]	Inventory		Growth (%)	
				Total	% of Region	Since 2008	1999 - 2012
Influencing Office Sub-Markets[3]							
Downtown	9.3%	9.9%	$2.14	18,949,877	21%	3%	29%
Midtown	6.5%	8.0%	$1.82	4,550,433	5%	-1%	8%
Influencing Retail Sub-Markets[3,4]							
Downtown-MT-East Sac	10.0%	4.3%	$1.50	1,054,676	2%	0%	NA
Influencing Industrial Sub-Markets[3]							
Downtown-MT	3.7%	7.2%	$0.56	3,468,810	2%	0%	0%
Richards	10.7%	11.8%	$0.32	5,207,507	3%	0%	2%

Notes
[1] Average from 1999-2012 (3rd Quarter)
[2] Direct asking rent per square foot, 3rd Quarter of 2012.
[3] Includes commercial sub-markets within the Sacramento Region whose territory overlaps with this Community Plan Area. Sub-market territory boundaries differ from Community Plan Area boundaries.
[4] No historical data is available from Colliers prior to 2006. Applies conservative industry assumption for a long-term retail vacancy rate. Could vary from 5% to 10%.
Source: Colliers.

- **The City approved several infill projects before the market turned; some of these projects are no longer feasible in their current format and may need modifications to move forward.** City staff identified 14 approved projects that, if built, would add over 2,200 units in the Central City (Table 2-42). However, many of these projects were conceived when land values and home prices were high enough to allow profitable high-density, for-sale residential development. Developers report that, in the current economic climate, steel-frame, multi-story projects featuring for-sale units cannot be profitably built in the Central City. Recently, as conditions have begun to improve, developers are beginning to contemplate whether a more modest version of their approved projects would be feasible.

Table 2-42 Central City Approved/Planned Projects							
	Residential Units			Estimated Jobs[1]			
Item	SF	MF	Total	Retail	Office	Industrial	Total
Approved Projects							
Partially Built Out/UC [2]	35	89		52	0	0	
Approved (Individual Projects) [3]	70	2,163		725	3,524	125	
Approved (Specific/Master P) [4]	0	21,634		7,848	24,992	0	
Total Approved Projects	**105**	**23,886**	**21,634**	**8,624**	**28,515**	**125**	**37,265**
Planned Projects	**80**	**150**	**230**	**314**	**0**	**0**	**314**
Total Projects	**185**	**24,036**	**24,221**	**8,938**	**28,515**	**125**	**37,578**

Notes:
[1] Jobs are estimated based on SACOG employment densities of 250 sq. ft. per retail employee, 300 sq. ft. per office employee, and 800 sq. ft. per industrial employee. Actual densities may differ owing to changing work patterns; industry assumptions for retail tend to be 300+ square feet per employee, for example.
[2] Includes Tapestri Square, Stitch Space Homes, Craftsman, Stonewall Cottages, and East Gateway Sites 2 & 3.
[3] Includes 14 approved projects in the CBD.
[4] Includes Township 9 (Scenario B), Continental Plaza, the Railyards Specific Plan (Fin. Plan land uses), the remainder of the River District (net of Continental Plaza and Township 9), the Docks Master Plan (Option 2), the 700 Block Project, and the remainder of the R Street Corridor (net of 2500 R Street and Capitol Lofts).

- **The Broadway Corridor, a portion of which extends into the Fruitridge/Broadway Community Plan Area, has undertaken a series of planning and economic studies that identify market opportunities to increase business activity.** Recently released assessments of the Corridor reveal a primarily Caucasian residential community, a concentration of restaurants, and a desire for additional eating/drinking establishments, gathering places, a more mixed business environment, independent businesses, and additional events (ULI 2013). Whereas Del Paso appears to be developing more of an arts-themed identity that serves businesses requiring larger, cost-effective commercial spaces, Broadway will likely appeal to users that need a more densely-populated, 24-hr customer base (e.g. restaurants, independent theater).
- **Near-term development opportunities include Township 9, other infill sites in the River District, and infill sites elsewhere in the CBD. Additional City efforts may be needed to facilitate these near-term opportunities.** Township 9 is a catalytic project for the River District; with approximately 2,300 new homes and nearly 1 million sq. ft. of commercial space, (including predominantly office space but also some limited retail development), this project is expected to break ground in 2013 and will help steer the River District towards its vision as a vibrant and active mixed-use district with multimodal connectivity in all directions and light-rail access to the Airport (EIP 2007, chapters 2 and 3).
- The remainder of the River District is positioned to accommodate a mix of affordable housing (including senior housing), market-rate housing, and local-serving retail in the near-term. To encourage the type of development desired for the River District, a study by EPS recommended a number of potential policy actions (EPS 2012, Chapter 5):
  - Enforcing code requirements;
  - Facilitating reuse of existing structures;
  - Educating key property owners regarding market potential;
  - Updating financing plans and deferring or reducing plan area fees;
  - Facilitating grants/low-interest loans;

- Potentially creating an infrastructure finance district;
- Providing technical advice on brownfield strategies;
- Calibrating zoning, setbacks, and other land use policy inducements; and
- Assisting in assembling larger parcels.

- Finally, interviews also suggested near-term market demand for additional development on J Street (600-800 block), K Street (700 block), and R Street, as well as areas immediately surrounding light-rail stops. Portions of J, K, and R have already been the focus of public and private development activity; these other blocks would provide for contiguous expansion of these efforts occurring in the core of the CBD.
- **Near-term development of the Railyards may compete with opportunities within the remainder of the CBD.** The Railyards Specific Plan, (last adopted in 2007), is a large-scale infill project that will ultimately add up to 12,500 residential units and over 4 million square feet of commercial space to Sacramento's existing CBD. The project's massive scale requires significant City, State, and Federal investment to prepare the site for development (EPS 2007). Interviews with local real estate professionals indicated caution with regard to the Railyards as a public investment focus in the near-term. Given the current scale of underutilized commercial space, excess vacancies, and other small infill sites elsewhere in the CBD, local developers and brokers expressed concern that the addition of several new residential and/or commercial buildings on a vacant site north of the existing core will detract from the ability to develop other vacant sites and backfill underutilized and excess vacant space, particularly in places like K Street, Capitol Mall, R Street, and the Mall.
- **Fostering arts/entertainment, culture, and recreation is critical to the long-term success of the Central City as a viable 24-hour location.** As described in Part 3, the Central City is the core of the Region's arts, entertainment, and cultural offerings. As technology increasingly provides more locational flexibility to all segments of the workforce, the vibrancy of Downtown as a destination becomes a more critical factor in motivating business owners and workers throughout the Region to choose Downtown as their place to work. As described in the Civic Amenities Strategic Plan, the City can support a number of efforts within the Central City:
  - Create a comprehensive master plan approach in the Civic Amenities Core District;
  - Support financing efforts of proponent groups working to locate major cultural attractions, visual and performing arts facilities and museums in the Civic Amenities Core District;
  - Strengthen the Civic Amenity Core District by linking existing or currently planned amenities, designed to take advantage of the Region's historical heritage, its waterfronts, and its existing transportation accessibility, food and lodging activities.

East Sacramento Findings

- **The East Sacramento Community Plan Area intersects with multiple office submarkets exhibiting mixed performance trends.** The East Sacramento submarket is a small but stable submarket characterized by medical-related uses. In contrast, the Highway 50 submarket is large and expansive, and attracts tenants seeking large floor plates at cost-effective rates. Table 2-43 summarizes the market conditions in each of these submarkets.

Table 2-43 Commercial Submarket Performance Influencing East Sac							
				Inventory		Growth (%)	
Item	LT Vac. Rate[1]	Current Vac. Rate	Asking Rent[2]	Total	% of Region	Since 2008	1999 - 2012
Influencing Office Sub-Markets[3]							
East Sac	7.0%	10.0%	$1.62	1,947,127	2%	8%	8%
Highway 50	13.7%	19.4%	$1.58	15,782,149	17%	1%	42%
Influencing Retail Sub-Markets[3,4]							
Downtown-MT-East Sac	10.0%	4.3%	$1.50	1,054,676	2%	0%	NA
Arden - Watt - Howe	10.0%	15.4%	$1.45	5,879,463	10%	1%	NA
Influencing Industrial Sub-Markets[3]							
East Sac	9.9%	19.7%	$0.77	1,058,618	1%	0%	0%
Power Inn	12.2%	9.9%	$0.35	29,609,417	16%	0%	11%

Notes
[1] Average from 1999-2012 (3rd Quarter)
[2] Direct asking rent per square foot, 3rd Quarter of 2012.
[3] Includes commercial sub-markets within the Sacramento Region whose territory overlaps with this Community Plan Area. Sub-market territory boundaries differ from Community Plan Area boundaries.
[4] No historical data is available from Colliers prior to 2006. Applies conservative industry assumption for a long-term retail vacancy rate. Could vary from 5% to 10%.
Source: Colliers.

- **Industrial space in East Sacramento is unlikely to grow in the future; turnover of industrial sites could produce longer-term opportunities for other development.** The East Sacramento industrial submarket, (whose eastern boundary ends at 65th Street), accounts for only one percent of Region's industrial inventory. Lease rates and vacancy rates for both warehouse distribution and flex space are about twice as high as regional figures. In addition, likely owing to a lack of available and/or inexpensive land, no new industrial inventory has been added to this submarket since the late 1990s. Given these factors and the area's proximity to medical facilities, established residential communities, and Sac State, industrial sites along Folsom Boulevard and elsewhere in this Community Plan Area have the potential to turn over into other uses over time.
- **Retail space in East Sacramento is mostly part of a larger retail submarket that has performed strongly during the recession.** The Downtown-Midtown-East Sacramento and Arden-Howe-Watt submarkets include portions of the East Sacramento Community Plan Area within their boundaries. While relatively small—only one percent of the region's retail inventory— the former has maintained unusually low vacancy rates (4 percent compared to the Regional average of 13 percent). Interviews with local real estate and business experts indicate that while turnover can be high, a plentiful stream of new users seek space in this market (which includes Folsom Boulevard west of Howe) and is willing to pay asking rates that exceed the Regional average.
- **Additional employment and residential growth in East Sacramento will typically occur through infill projects, which are relatively small when compared to greenfield areas elsewhere.** For example, the renovation/expansion of Mercy Hospital at 39th and H Street, completed in 2012, achieved an overall footprint *reduction* from roughly 171,000 to 123,000 square feet (Celasci 2011).

Table 2-44 East Sac Approved/Planned Projects							
	Residential Units			Estimated Jobs[1]			
Item	SF	MF	Total	Retail	Office	Industrial	Total
Approved Projects							
Partially BO/Under Const. (Dignity Healthcare)	0	20	20				
Approved (Individual Projects) (River View Apts.)	0	15	15				
Approved (Specific/Master Plans)							
65th Street Village Station Plan[2]	0	813		793	1,167	0	
Granite Park[3]	0	0		0	0	0	
Subtotal Approved Specific/Master Plans	0	813	813	793	1,167	0	**1,960**
Total Approved Projects	**0**	**848**	**848**	**791**	**1,167**	**0**	**1,960**
Planned Projects (Sutter Memorial)	**125**	**0**	**125**	**12**	**0**	**0**	**12**
Total Projects	**125**	**848**	**973**	**805**	**1,167**	**0**	**1,972**

Notes:
[1] Jobs are estimated based on SACOG employment densities of 250 sq. ft. per retail employee, 300 sq. ft. per office employee, and 800 sq. ft. per industrial employee. Actual densities may differ owing to changing work patterns; industry assumptions for retail tend to be 300+ square feet per employee, for example.
[2] Includes 65th Street Village Station Specific Plan, remaining uses (net of Cleavenger Site and 65th Street Village Center).
[3] While a portion of Granite Park is located in East Sacramento; for purposes of this analysis, Granite Park is included in the Fruitridge/Broadway Community Plan Area.

- **However, more substantial growth opportunities exist within the 65th Street Tier 1 Priority Investment Area; potential for additional development in this area in the near term is linked to activities associated with Sac State and proximity to light-rail.** Only the northern part of this Tier 1 Priority Investment Area is located in East Sacramento. In recent years, the 65th Station Area Plan has experienced development, including multifamily housing and retail. Mixed-use development that includes high-density house, retail, and office would be supported by Regional Transit, accessibility to Highway 50, proximity to Sac State, and established residential communities in East Sacramento and portions of Arden Arcade and Fruitridge/Broadway.
- **Other planned and proposed projects include Granite Park and Sutter Memorial, both of which are expected to occur in the near-term.** Granite Park is a 260-acre project that spans a portion of East Sacramento and Fruitridge/Broadway. Because most of the project is located in Fruitridge/Broadway, the discussion of Granite Park can be found in the following section; however, it is important to note that the developer is intending to move forward with a 119-unit residential project at the northern edge of the site, within East Sacramento. Closer to the Core, Sutter's re-use project plans to replace the existing Sutter Memorial Hospital site at 53rd and F with 100-125 units of residential development (for a gross density of 5-6 units/acre). Both projects illustrate a trend toward more infill projects in the city.

Fruitridge/Broadway Findings

- **Fruitridge/Broadway is an important source of employment within the city, second only to the Central City.** Between 2008 and 2012, Fruitridge-Broadway lost roughly 3,200 jobs; nonetheless, this Community Plan Area has maintained a share of about 12-13 percent of the city's jobs (California EDD 2013). Within this Community Plan Area, the Power Inn area continues to house heavy industry/ manufacturing uses and large warehousing operations requiring freeway proximity, but only a very limited

complement of office, (including Granite Park), and retail space. Relatively low employment densities, large-format buildings, and the concentration of a mostly daytime industrial workforce make it difficult to support substantial amounts of retail in the Power Inn area. Instead, retail and office, predominantly local-serving in nature, can be found along Stockton Boulevard, (including the UC Davis Health System Sacramento Campus), the Broadway East Corridor, and Fruitridge Road.

- **As the largest industrial submarket in the city and region, Power Inn has remained relatively stable through the economic downturn, though other emerging and growing sub-markets are capturing an increasing share of new regional users.** The Power Inn submarket accounts for over 15 percent of the region's industrial inventory and in 2012 exhibited relatively low vacancy and cost-effective lease rates for warehouse space (Table 2-45). This submarket also experienced the highest amount of absorption for the first three quarters of 2012 owing to move-ins by large users. However, other mid-size submarkets, such as Highway 50, Northgate-Natomas, Roseville-Rocklin, and West Sacramento, have added as much, or more, inventory since the late 1990s.

Table 2-45 Commercial Submarket Performance Influencing Fruitridge/Broadway

Item	LT Vac. Rate[1]	Current Vac. Rate	Asking Rent[2]	Inventory		Growth (%)	
				Total	% of Region	Since 2008	1999 - 2012
Influencing Office Sub-Markets[3]							
East Sac	7.0%	10.0%	$1.62	1,947,127	2%	8%	8%
Highway 50	13.7%	19.4%	$1.58	15,782,149	17%	1%	42%
South Sac	11.1%	16.6%	$1.35	3,300,836	4%	0%	9%
Influencing Retail Sub-Markets[3,4]							
Downtown-MT-East Sac	10.0%	4.3%	$1.50	1,054,676	2%	0%	NA
South Sac	10.0%	13.4%	$1.41	7,360,480	12%	6%	NA
Influencing Industrial Sub-Markets[3]							
East Sac	9.9%	19.7%	$0.77	1,058,618	1%	0%	0%
Power Inn	12.2%	9.9%	$0.35	29,609,417	16%	0%	11%

Notes
[1] Average from 1999-2012 (3rd Quarter)
[2] Direct asking rent per square foot, 3rd Quarter of 2012.
[3] Includes commercial sub-markets within the Sacramento Region whose territory overlaps with this Community Plan Area. Sub-market territory boundaries differ from Community Plan Area boundaries.
[4] No historical data is available from Colliers prior to 2006. Applies conservative industry assumption for a long-term retail vacancy rate. Could vary from 5% to 10%.
Source: Colliers.

- **Other Regional submarkets are successfully landing new industrial users, establishing additional competition for the Power Inn submarket going forward.** For example, the city of Davis was able to leverage existing business activities to attract the development of a new 200,000 square foot manufacturing facility that makes machines that shape metal parts. As of 2012, the Mori Seiki plant had over 120 employees and was continuing to grow (Turner 2012).
- **The UC Davis Medical Center presents a near-term job growth opportunity that is consistent with regional and citywide economic development strategies.** Between 1990 and 2010, the Sacramento campus grew from 1.1 million square feet to 3.4 million square feet; a 2010 long-range development plan envisions additional growth of 3.2 million square feet by 2025 on the existing campus to support new research activities, implementation of a nursing school, and expanded clinical services (UC Davis 2010). Expansion of space by the UC Davis Health System, which currently leases over

830,000 square feet of off-site facilities in the Sacramento Region for clinics and offices, presents an opportunity for the city and region to grow employment in Life Sciences & Health Services, one of the industries targeted by the Next Economy Project.

- **The 65th Street North Tier 1 Priority Investment Area contains both near-term and longer-term market potential.** The 65th North Priority Investment Area contains multiple components, including the 65th Street South Specific Plan, Sacramento Center for Innovation (SCI), Granite Park, and New Brighton. The 65th Street Station Plan is also part of this area, though it is located within the East Sacramento Community Plan Area.

  Granite Park, a 260-acre planned development directly south of the RT's Folsom Line between Power Inn and Florin Perkins Road, was originally envisioned as a commercial project combined with a major regional park. To date, about 600,000 square feet of office (with a smattering of local retail) has been constructed, along with 12 acres of regional park facilities. In the near term, the master developer intends to build nearly 120 single-family homes on the northwest side of the project area, located in the East Sacramento Community Plan Area, and more than 200,000 square feet of new office space. New Brighton, formally known as the Aspen 1-New Brighton project, a master planned community on a former aggregate mining site. New Brighton would add nearly 1,400 units and over 200,000 square feet of commercial space at the southwest corner of Jackson Highway and Watt Avenue. This project is expected to complete its entitlements within the next couple of years and would begin to bring new units to the market well before 2020.

  Near-term development of the 65th Street South Specific Plan or SCI will likely be tied first to activities occurring at the nearby California State University Sacramento (Sac State) and second to their viability as a more feasible development alternative compared opportunities in the Central City. At this time, "high tech" entrepreneurs are gravitating to Downtown/Midtown, SARTA, and Sac State. A "pioneer" user, such as Sac State, acting as an anchor in the SCI could catalyze additional development within this project; however, additional study may be needed to consider the extent to which new SCI growth would be additive to, versus merely transferring, entrepreneurial activities from Downtown/Midtown incubators.

Table 2-46 Fruitridge/Broadway Approved/Planned Projects							
Item	*Residential Units*			*Estimated Jobs*[1]			
	SF	*MF*	*Total*	*Retail*	*Office*	*Industrial*	*Total*
Approved Projects							
Approved (Individual Projects)							
Broadway Triangle	3	26		36	0	0	
Granite Park	119				653	0	
Subtotal Individual Projects	**122**	**26**	**148**	**36**	**653**	**0**	**689**
Sac Ctr. For Innovation				360	2,220		
65th Street South Master Plan		408		751	1,006	0	
Subtotal Specific/Master Plans		**408**	**408**	**1,111**	**3,226**	**0**	**4,337**
Total Approved Projects	**122**	**434**	**556**	**1,147**	**3,879**	**0**	**5,025**
Planned Projects							
New Brighton	482	1,007		52	0	0	**52**
UC Davis Master Plan	0	0		0	4,058	0	**4,058**
Subtotal Planned Projects	**482**	**1,007**	**1,489**	**52**	**4,058**	**0**	**4,110**
Total Projects	**604**	**1,441**	**2,045**	**1,199**	**7,936**	**0**	**9,135**

Notes:
[1] Jobs are estimated based on SACOG employment densities of 250 sq. ft. per retail employee, 300 sq. ft. per office employee, and 800 sq. ft. per industrial employee. Actual densities may differ owing to changing work patterns; industry assumptions for retail tend to be 300+ square feet per employee, for example.

Land Park Findings

- **Land Park is a relatively compact Community Plan Area that can be characterized by its residential neighborhoods, regional park amenities, and small commercial corridors.** Many residential neighborhoods in Land Park are highly desirable; high land values in these neighborhoods are further supported by regional amenities like William Land Park, (which houses the City's zoo, a golf course, and multiple other facilities) and proximity to the urban core. Commercial corridors along Freeport and North Franklin Boulevard are characterized by small/local shops.

  Land Park has a relatively small commercial presence concentrated along Freeport Boulevard, Franklin Boulevard, and a portion of Florin Road. Commercial broker data for Land Park only include buildings that are 5,000 square feet or larger; further, this data is merged into much larger office, retail, and industrial submarkets that include the Pocket, South Area, portions of Fruitridge/Broadway, unincorporated areas, and/or Elk Grove. As a result, traditional commercial brokerage data does not describe market conditions specific to Land Park.

- **The North Franklin Boulevard Area, generally considered the City's Latino district, produces economic impacts that ripple through the local community.** Businesses on North Franklin tend to be small, homegrown, and family-financed; in addition, many have long tenures—a recent study by the North Franklin District revealed that at least 14 businesses in the four-mile district have been in existence for 50 years or more. This corridor has a high concentration of automotive service/repair businesses, as well as other Hispanic-themed venues. Businesses in districts like North Franklin, which serve a local, niche market, tend to recycle dollars within the community by hiring local residents, (including family), who in turn spend their dollars locally. Studies of other ethnically-concentrated areas like Chicago's Little Village, (aka "Mexico of the Midwest"), have revealed that these types of districts can produce significant sales, anchor as a cultural node, and facilitate entrepreneurship (Little Village

COC 2011). Local interviews indicated that multi-modal access, (including sidewalks), is a near-term priority for the North Franklin Boulevard Area, where many residents rely on walking and public transit as a primary means of transportation. However, additional economic development opportunities benefitting the city as a whole may exist for this area; additional study on the area's demographic and economic dynamics may be warranted in the near-term.

- **While nearly built out, Land Park offers some important near-term residential and retail growth opportunities, including Northwest Land Park and Curtis Park Village.** Northwest Land Park is a multiple-phase infill project east of I-5 at Broadway/5th. Current industrial and retail uses would be replaced by 825 homes and supporting commercial space. The developer intends to continue with this project in 2013 and anticipates that the buyer market will target empty nesters and first-time homebuyers with a "green" ethos (Van der Meer 2013).

  Curtis Park Village is a project located on a 72-acre infill site that previously housed the Western Pacific Railroad but that has been inactive since the early 1980s. Directly north of Sacramento City College, the project will include about 420 residential homes, (single-family and multifamily), and a retail center of over 250,000 square feet. Both of these projects have been approved, and, given their location within high-value neighborhoods, they are expected to build out or nearly build out in the near-term.

  Together, these projects will add over 1,200 new units to Land Park and provide additional retail opportunities for residents of Land Park, Pocket, and the northern portion of the South Area (Table 2-47). They may also catalyze additional infill development along the Broadway Corridor (in the Central City) and North Franklin Boulevard.

Table 2-47 Land Park Approved/Planned Projects

Item	*Residential Units*			*Estimated Jobs*[1]			
	SF	*MF*	*Total*	*Retail*	*Office*	*Industrial*	*Total*
Approved Projects							
Partially BO (NW Land Park Phase 1)	0	201	201	0	0	0	0
Approved (Individual Projects)							
NW Land Park (Future Phases)	0	624	624	73	20	0	93
Curtis Park Village	129	292	421	1,008	0	0	1,008
Total Approved Projects	**129**	**1,117**	**825**	**1,081**	**20**	**0**	**1,101**
Planned Projects	**0**	**40**	**40**	**0**	**0**	**0**	**0**
Total Projects	**129**	**1,157**	**1,286**	**1,081**	**20**	**0**	**1,101**

Notes:
[1] Jobs are estimated based on SACOG employment densities of 250 sq. ft. per retail employee, 300 sq. ft. per office employee, and 800 sq. ft. per industrial employee. Actual densities may differ owing to changing work patterns; industry assumptions for retail tend to be 300+ square feet per employee, for example.

North Natomas Findings

- **North Natomas has been the city's residential growth engine for numerous decades.** North Natomas has developed in two large tranches—one tranche during the 1980s, and a second during the mid 1990s through 2008. This greenfield area has provided an opportunity for the city to accommodate large-scale residential (predominantly single-family), as well as employment growth within fully-served and fully-funded planned projects. Between 2000 and 2011, North Natomas added roughly 1,600 units per year, accounting for about two-thirds of the city's new housing stock.

North Natomas may have accounted for an even great portion of the City's new housing stock but for the building moratorium, related to flood control, placed there in late 2008.

- **Assuming that the building moratorium is lifted in 2014, North Natomas can continue to play a significant role in the near-term.** City research on the amount of approved residential and commercial development in North Natomas suggests that nearly 9,000 units, (including a significant share of multifamily), and 10,000 jobs could be added via *approved* projects within North Natomas (Table 2-48) (City of Sacramento 2013). Assuming that North Natomas returns to historical growth patterns, all remaining approved residential units could be absorbed by 2020.

Table 2-48 North Natomas Approved/Planned Projects

Item	Residential Units			Estimated Jobs[1]			
	SF	MF	Total	Retail	Office	Industrial	Total
Approved Projects							
Partially BO/Under Const.	3,503	536		0	0	0	
Approved (Individual Projects)	558	1,426		2,220	6,020	0	
Approved (Master Plans): Greenbriar	2,257	695		1,451	0	0	
Subtotal Approved Projects	**6,318**	**2,657**	**8,975**	**3,671**	**6,020**	**0**	**9,691**
Planned Projects							
Panhandle[2]	1,756	1,319		668	138	0	
Natomas Central (Additional Lots)	315	112		0	0	0	
Valley View	248	0		0	0	0	
Other[3]	130	1,499		9,160	20,550	0	
Subtotal Planned Projects	**2,449**	**2,930**	**5,379**	**9,828**	**20,689**	**0**	**30,517**
Total Projects	**8,767**	**5,587**	**14,354**	**13,499**	**26,709**	**0**	**40,208**

Source: City of Sacramento planning staff, January-February 2013.
Notes:
[1] Jobs are estimated based on SACOG employment densities of 250 sq. ft. per retail employee, 300 sq. ft. per office employee, and 800 sq. ft. per industrial employee. Actual densities may differ owing to changing work patterns; industry assumptions for retail tend to be 300+ square feet per employee, for example.
[2] Assumes that villas within MDR category are detached units and are classified as single-family, while other MDR product (greencourt, condominiums) are attached and classified as multifamily units. New Economics estimated split of retail and office space for purposes of analysis.
[3] Includes a variety of other projects with schematic entitlements.

- **The North Natomas office landscape has experienced explosive growth but is currently struggling.** It is unlikely to provide a source of significant new office development before 2020. North Natomas is located within the larger Natomas-Northgate office sub-market, which has experienced explosive growth since the late 1990s, continuing to add inventory even during the downturn (Table 2-49). Interviews with real estate professionals indicate that despite dramatic decreases in rents associated with recent building sales at much lower price points, existing offices remain largely unable to fill vacancies. While the location of some office buildings provides competitive proximity to the airport, South Natomas is closer to downtown; in addition, North Natomas office buildings tend to be located in interior areas mixed with industrial and residential development, which reportedly makes the area less desirable for office users. Finally, North Natomas has very limited Class A office space with premiere amenities, (such as the Opus Gateway Corporate Center).

Table 2-49 Commercial Submarket Performance Influencing North Natomas							
				Inventory		Growth (%)	
Item	LT Vac. Rate[1]	Current Vac. Rate	Asking Rent[2]	Total	% of Region	Since 2008	1999 - 2012
Influencing Office Sub-Markets[3]							
Natomas/Northgate	19.7%	25.3%	$1.68	6,374,969	7%	12%	71%
Influencing Retail Sub-Markets[3,4]							
Natomas	10.0%	25.3%	$1.79	3,409,630	6%	0%	NA
Influencing Industrial Sub-Markets[3]							
Natomas	12.8%	17.7%	$0.38	14,838,907	8%	0%	44%

Source: Colliers 2012 (proprietary data)
Notes
[1] Average from 1999-2012 (3rd Quarter)
[2] Direct asking rent per square foot, 3rd Quarter of 2012.
[3] Includes commercial sub-markets within the Sacramento Region whose territory overlaps with this Community Plan Area. Sub-market territory boundaries differ from Community Plan Area boundaries.
[4] No historical data is available from Colliers prior to 2006. Applies conservative industry assumption for a long-term retail vacancy rate. Could vary from 5% to 10%.

- **Many retail centers within North Natomas are struggling; new retail development may occur only at the most competitive locations before 2020.** Located within the larger Natomas retail sub-market, North Natomas has a variety of neighborhood, community, and regional retail centers experiencing unusually high vacancy rates. While the centers located along Highway 80 can draw from shoppers within the larger region, other interior centers near Del Paso and Truxel rely more heavily on spending by residents in surrounding subdivisions. Some of these centers were built not only to support existing neighborhoods but also anticipated the completion of many other nearby subdivisions. The sustainability of these centers will depend on the ability to build out remaining approved residential projects that provide additional local dollars.
- **North Natomas is located within the larger Natomas/Northgate industrial sub-market, which has also grown explosively since the late 1990s. This sub-market is well positioned to accommodate additional development along key corridors, assuming the moratorium is lifted. Initially, however, new job growth is expected to fill excess vacant space**. Holding about eight percent of the region's industrial inventory, the Natomas/Northgate sub-market added approximately 1.6 million square feet of space between late 2005 and 2012, accompanied by an increase in vacant space of about 1.5 million square feet; these patterns suggest that this sub-market has sustained a stable amount of occupied space during the economic downturn. In the near-term, job growth in businesses with industrial space needs will likely first occupy the balance of remaining inventory. As this sub-market "catches up" to its long-term vacancy rate, additional pressure will generate demand for new industrial product.

North Sacramento Findings

- **Owing to its development history and patterns, North Sacramento's residential and commercial areas fall into multiple, larger sub-markets with different attributes and character.** North Sacramento has a diverse set of neighborhoods and commercial areas that include predominantly single-family homes, retail corridors, industrial areas, and some limited modern office nodes. Commercial nodes are located along Highway 80, Highway 160, north of Business 80, along Del Paso Boulevard, RT

stations, and near McClellan Business Park. The diversity in land uses and regional influences, both within North Sacramento and the expansive sub-markets it falls into, makes it difficult to make any summary-level market findings for the North Sacramento Community Plan Area as a whole (Table 2-50).

Table 2-50 Commercial Submarket Performance Influencing North Sacramento

Item	LT Vac. Rate[1]	Current Vac. Rate	Asking Rent[2]	Inventory		Growth (%)	
				Total	% of Region	Since 2008	1999 - 2012
Influencing Office Sub-Markets[3]							
Point West	17.0%	27.9%	$1.65	2,941,799	4%	0%	16%
Influencing Retail Sub-Markets[3,4]							
Arden-Watt-Howe	10.0%	15.4%	$1.45	5,879,463	10%	1%	NA
Rio Linda-North Highlands	10.0%	12.9%	$1.14	2,826,020	5%	1%	NA
Influencing Industrial Sub-Markets[3]							
McClellan-North Highlands	19.5%	20.0%	$0.44	20,843,139	11%	0%	8%
Natomas	12.8%	17.7%	$0.38	14,838,907	8%	0%	44%

Notes
[1] Average from 1999-2012 (3rd Quarter)
[2] Direct asking rent per square foot, 3rd Quarter of 2012.
[3] Includes commercial sub-markets within the Sacramento Region whose territory overlaps with this Community Plan Area. Sub-market territory boundaries differ from Community Plan Area boundaries.
[4] No historical data is available from Colliers prior to 2006. Applies conservative industry assumption for a long-term retail vacancy rate. Could vary from 5% to 10%.
Source: Colliers 2012 (proprietary data).

- **Potential near-term development opportunities for multifamily residential, office, and retail exist along Del Paso Boulevard.** While this Community Plan Area only has one identified approved project—the 72-unit Del Paso Nuevo project in Del Paso Heights-- there are other sites that could accommodate near-term growth. A 2011 Business Attraction Study suggests that the area's existing activities and building stock position it to compete for specialty retail, art/hobby/craft shops, home specialty, entertainment, and personal growth uses (SZFM Design Studio 2011). In addition, multiple large vacant sites near the Globe Light Rail station present opportunities to create horizontal or vertical mixed-use projects within an arts-themed area with close proximity and multi-modal access to the Central City. Development of a couple of these sites, currently owned by the Redevelopment Successor Agency of the City, but planned for disposition in the near-term, could act as a catalyst for renovation and/or reactivation of existing buildings and other small infill sites.
- **Robla's position for near-term regional demand for additional large-scale industrial sites may be limited. However, its viability to accommodate industrial uses eventually displaced from the River District should be studied.** Located west of McClellan Business Park, (the former McClellan Air Force Base), Robla contains a mix of large-format industrial buildings, rural residential, and large vacant sites. Connectivity to Interstate 80 via Raley Boulevard, combined with the scale of large vacant sites stretching east toward McClellan, suggests that this area could place the city in a stronger position to compete for new industrial users seeking a Regional presence seeking large-format space and/or land.
- Interviews with local real estate professionals yielded mixed feedback about the area's near-term market potential. Professionals without any direct financial interest in the area reported that, with infrastructure improvements, Robla would present a new

alternative location for large-scale industrial distribution on the I-80 corridor; however, when told that city resources would be limited to only the most promising investment areas, professionals were reluctant to prioritize investments in Robla over investments in the Power Inn area.

In the mid-term, however, Robla could serve to accommodate industrial users expected to depart, or be displaced, from the River District, which plans to reduce its industrial inventory by over 3.5 million square feet by 2035. At this time, West Sacramento, McClellan, and Roseville provide multiple fully-served, competitively-located sites to meet anticipated demand for users seeking a location on the I-80 corridor; additional study would be needed to determine if Robla can help the City retain industrial jobs over time.

Pocket Findings

- **As a nearly built out Community Plan Area, the Pocket has very limited opportunities to accommodate near-term city growth.** Predominantly a residential community, the Pocket features some neighborhood/community commercial centers near I-5 interchanges with 43rd Street, Florin Road, and Meadowview Road, as well as the intersection of Riverside and Florin.

  Vacant land appears to be concentrated mostly near interchanges (including Pocket Road, Corporate Way, and 43rd), which would facilitate opportunities for additional job growth and/or commercial space. Further, there is only one major approved, not yet built project in the Pocket: an 85-unit senior care facility on Maple Tree Way.

- **Employment nodes in the Pocket are small.** The Pocket's commercial areas are located within the much larger South Sacramento office and retail sub-markets, whose overall performance may not be reflective of the market conditions within the Pocket (Table 2-51). Instead, retail and office development in the Pocket is probably more tied to local residents' spending power and job stability.

Table 2-51 Commercial Submarket Performance Influencing the Pocket

Item	LT Vac. Rate[1]	Current Vac. Rate	Asking Rent[2]	Inventory		Growth (%)	
				Total	% of Region	Since 2008	1999 - 2012
Influencing Office Sub-Markets[3]							
South Sac	11.1%	16.6%	$1.35	3,300,836	4%	0%	9%
Influencing Retail Sub-Markets[3,4]							
South Sac	10.0%	13.4%	$1.41	7,360,480	12%	6%	NA
Influencing Industrial Sub-Markets[3]							
None	--	--	--	--	--	--	--

Notes
[1] Average from 1999-2012 (3rd Quarter).
[2] Direct asking rent per square foot, 3rd Quarter of 2012.
[3] Includes commercial sub-markets within the Sacramento Region whose territory overlaps with this Community Plan Area. Sub-market territory boundaries differ from Community Plan Area boundaries.
[4] No historical data is available from Colliers prior to 2006. Applies conservative industry assumption for a long-term retail vacancy rate. Could vary from 5% to 10%.
Source: Colliers.

South Area Findings

- The South Area is a large Community Plan Area composed of multiple subareas with unique characteristics, land uses, and economic dynamics. Subareas include Delta Shores, Executive Airport, Fruitridge/Florin, Freeport, Meadowview, Parkway, and Valley-Hi/North Laguna. Established in different eras, each subarea has its own defining characteristics, limiting the ability to draw Community Plan Area wide conclusions.
- As a whole, the South Area faces multiple economic development challenges further exacerbated by the economic downturn. The departure of new auto dealers on Florin Road (largely to Elk Grove), relatively low household incomes, perceptions concerning crime and safety, and distance from the core have hindered job growth in the South Area. Local business associations report that economic conditions have forced many business closures, resulting in empty storefronts and gaps in strip malls. Because many businesses in the South Area are family-owned and rely on cash as the primary source of capital, these businesses are slow to return as the economy recovers. This inactivity has a ripple effect on local jobs and the provision of retail goods and services. While the South Area is one of the few Community Plan Areas that actually gained jobs between 2008 and 2011 (California EDD 2012), the impending closure in summer 2013 of the Campbells' Soup facility at 47th/Franklin, is expected to subtract about 700 jobs.
- The South Area's industrial, retail, and office submarkets are struggling. As Table 2-52 below indicates, the South Sac office, retail, and industrial sub-markets are experiencing relatively high vacancy rates. Of note, the rapid expansion of the Elk Grove/Laguna industrial sub-market, (which begins at Meadowview Road and covers all of Elk Grove), is remarkable— its inventory is now greater than that of the South Area sub-market. Elk Grove's proximity and access to I-5 and Highway 99, combined with essentially brand new industrial inventory, makes it a competitive submarket that exerts influence on the City's South Area industrial product performance. However, because Elk Grove has such high vacancy rates, the amount of available inventory may continue to exert downward pressure on rates elsewhere in the South Area.

Table 2-52 Commercial Submarket Performance Influencing the South Area							
Item	*LT Vac. Rate[1]*	*Current Vac. Rate*	*Asking Rent[2]*	*Inventory*		*Growth (%)*	
				Total	*% of Region*	*Since 2008*	*1999 - 2012*
Influencing Office Sub-Markets[3]							
South Sac	11.1%	16.6%	$1.35	3,300,836	4%	0%	9%
Influencing Retail Sub-Markets[3,4]							
South Sac	10.0%	13.4%	$1.41	7,360,480	12%	6%	NA
Influencing Industrial Sub-Markets[3]							
South Sac	3.9%	6.0%	$0.39	4,966,842	3%	0%	3%

Notes
[1] Average from 1999-2012 (3rd Quarter)
[2] Direct asking rent per square foot, 3rd Quarter of 2012.
[3] Includes commercial sub-markets within the Sacramento Region whose territory overlaps with this Community Plan Area. Sub-market territory boundaries differ from Community Plan Area boundaries.
[4] No historical data is available from Colliers prior to 2006. Applies conservative industry assumption for a long-term retail vacancy rate. Could vary from 5% to 10%.
Source: Colliers.

- **Most of the South Area's regional retail centers are located nearby in the unincorporated area of the county.** There are limited regional outlets within the city, including those located at Calvine Road/Highway 99, Meadowview/Highway 160. The majority of regional retail centers serving the South Area are located in the unincorporated portion of Florin Road, (within the Fruitridge/Broadway Community Plan Area), or further south in Elk Grove. These centers do not generate sales tax revenues for the City of Sacramento.
- **Retail submarket indicators provide little information specific to the South Area for local-serving retail.** The South Sacramento Retail Submarket encompasses all of the South Area, Pocket, Land Park, nearly all of Fruitridge/Broadway, and an unincorporated area extending east to the intersection of Highway 16 and Grant Line Road. In addition, small centers and individual shops along retail corridors such as Franklin, Mack, and/or Florin are not included in brokerage firm analyses, which exclude centers less than 5,000 square feet.
- **In the future, the South Area has strong transportation routes, niche markets, and existing medical nodes that should help bolster growth over time.** Accessibility to both I-5 and Highway 99, a future connection between the two via Cosumnes River Boulevard, the existing presence of a community college, multiple major medical facilities, and the Executive Airport, are all key economic development assets for the area. In addition, some used car dealerships and larger auto repair centers are located on Florin Road, while other, locally operated auto and appliance repair shops are concentrated along Franklin Boulevard. All of these jobs are important for the local and Regional economy; to the extent that service/repair businesses can grow over time, they serve as an important source of entrepreneurial opportunities for a segment of the economy not directly targeted by the Next Economy project.

- **The Mack Road Corridor area is an important employment node for the South Area that has near/mid-term potential for expansion.** Anchored in large part by Kaiser Medical Center, (and Mercy's Methodist Center further south), this area has multiple multifamily housing complexes and retail outlets, and has immediate access to Highway 99 as well as proximity to Cosumnes River College. Importantly, the extension of Cosumnes River Boulevard may help bolster the potential for this area to provide new jobs for the South Area. The local business improvement district is actively engaging in activities to improve the appearance of the area.
- **Delta Shores provides an opportunity to help the City and South Area in numerous ways. While completion of the regional mall is expected to occur in the near-term, the timing of residential development remains speculative.** Delta Shores is a master plan community located at the southern edge of the city along I-5. At build out, it will add about 6,100 new homes and thousands of jobs[5], (primarily retail) (Table 2-53). Development of this project would provide an extension of Cosumnes River Boulevard, ultimately enabling access between I-5 and Highway 99, bring a new regional retail center capturing sales from the South Area, Pocket, other areas and commuters travelling along I-5,and add new, yet relatively dense, housing at a substantial scale. The master developer of the project intends to build the retail center within the next few years, and it is expected that the center's competitive location will provide local residents with new regional retail amenities and keep regional retail spending within the City.

  In contrast, the near-term market for residential development will depend on a number of factors. Similar to North Natomas, Elk Grove is now an established community with many partially-completed master planned communities featuring an array of new community amenities and reputable schools, whereas Delta Shores is an undeveloped site surrounded by an established area with more modestly-priced homes. The completion of Elk Grove subdivisions will likely lead the development of Delta Shores. However, a prolonged moratorium in North Natomas will likely speed up development in Elk Grove, likely pushing Delta Shores forward sooner.

[5] For purposes of this General Plan analysis, job estimates rely on SACOG's MTP employment density ratios, which are 250 square feet per retail job. Standard ratios utilized for this type of analysis, particularly for a large regional retail center like the one planned at Delta Shores are typically in the range of 300 to 600; the actual number of jobs within Delta Shores may be up to 50 percent lower than the estimated figure derived from the SACOG multiplier.

Table 2-53 South Area Approved/Planned Projects							
Item	*Residential Units*			*Estimated Jobs*[1]			
	SF	*MF*	*Total*	*Retail*	*Office*	*Industrial*	*Total*
Approved Projects							
Partially BO/Under Const.[2]	114	0	114	0	0	0	0
Approved (Individual Projects)	0	0	0	0	0	0	0
Approved (Delta Shores)[3]	3,839	2,270	6,109	6,066	0	0	0
Subtotal Approved Projects	**3,953**	**2,270**	**6,223**	**6,066**	**0**	**0**	**6,066**
Planned Projects[4]	**65**	**1,048**	**1,113**	**813**	**1,238**	**11**	**2,062**
Total Projects	**4,018**	**3,318**	**7,336**	**6,879**	**1,238**	**11**	**8,128**

Notes:
[1] Jobs are estimated based on SACOG employment densities of 250 sq. ft. per retail employee, 300 sq. ft. per office employee, and 800 sq. ft. per industrial employee. Actual densities may differ owing to changing work patterns; industry assumptions for retail tend to be 300+ square feet per employee, for example.
[2] Includes Hampton Station (100 single-family units) and the Indian Lane Subdivision (14 single-family units).
[3] Includes the Stone-Boswell site. Land uses consistent with the project financing plan.
[4] Reflects capacity within the Florin Road Corridor, as indicated by City staff in January of 2013.

South Natomas Findings

- While the South Natomas Community Plan Area is mostly built out, there are infill opportunities primarily geared towards commercial development. At this time, the South Natomas Community Plan Area does not have any identified approved but un-built projects, nor are there any proposed or known planned projects. However, some key undeveloped sites remain along Garden Highway (on either side of I-5), Venture Oaks Way, and El Camino; additional land is available on the south side of Highway 80 at El Camino. These sites appear to be zoned for commercial development. (*City of Sacramento 2013)*
- At the northeastern boundary of South Natomas, there is also residential land available for development. This area is east of Northgate Boulevard.
- Office product in South Natomas has performed well during the downturn and can be expected to help the city sustain near-term job growth. Like North Natomas, South Natomas lies within the larger Natomas-Northgate office sub-market (Table 2-49). Located on the south side of the Highway 80/I-5 junction, South Natomas is an established Class A/B office hub anchored by its highly competitive location; easy freeway access to the rest of the region combined with proximity to Downtown, the River District, the Airport, and West Sacramento appeals to professional/businesses services firms, (e.g. consultants, State vendors,), as well as non-profits and other public agencies seeking cost-effective rents close to Downtown. Interviews suggested that local vacancy rates, (compared to Downtown/Midtown) do not properly reflect market conditions—net of some large new Class A buildings brought to market during the downturn, (e.g. 2020 Gateway and the River Plaza Corporate Center), this area has performed strongly. In the future, it is likely that near-term job growth in the professional/business services sector will gravitate to South Natomas; as excess vacant space is absorbed, there may also be demand to develop some of the remaining infill commercial sites in this area.

- The health of retail centers in South Natomas will be tied to the economic stability of neighborhood residents and local businesses. Located within the larger Natomas retail sub-market, most retail outlets can be found in neighborhood centers with interior or quasi-interior locations, (e.g. Truxel/El Camino and Gateway Oaks/El Camino); these outlets rely on spending by residents of surrounding subdivisions as well as employees in office buildings. Other outlets draw from a larger but seasonal crowd (e.g. riverfront restaurants along Garden Highway).

Part 5: Findings

The following findings draw from Parts 1 though 4 of this section on economic development. The compilation below reflects the most pertinent findings from each topic covered in this section.

- The region has been and will continue to be strongly influenced by the presence of government, relatively inexpensive housing stock, Bay Area proximity, role as the state capital, and traditional agricultural economy. In addition, ongoing development patterns dating back to the 1970s have resulted in the creation of several population and employment nodes throughout the region.
- The steady rise in Class A office space between 1990-and 2006 highlights the region's economic maturation and multi-nodal and suburban character.
- Between 1990 and 2006, the region experienced average annual growth of about 15,600 residential units per year; this growth was dominated by single-family development. Between 2000 and 2006 multifamily development also began to flourish. Between 1990 and 2006, the City issued, on average, roughly 1,900 residential permits per year, exhibiting some similar development patterns as the region. Between 2000 and 2006, nearly three-fourths of new development in the City occurred in North Natomas, while less than ten percent occurred in the Central City.
- Between 1996 and 2006, the region's permit volume equaled or surpassed that of the entire nine-county San Francisco Bay Area. In the early 2000s, high land prices made higher density development much more attractive to builders *and* homebuyers than single-family large-lot units. However, rapid price increases through 2006 also affecting the ability of local families to buy homes, challenging one of the fundamental assets upon which the region was built.
- Between 2006 and 2011 the region lost nearly 100,000 jobs. The financial crisis has negatively impacted employment levels, home prices, and commercial and industrial activities. During this timeframe, the Region lost some specialization in Financial Services and Construction, maintained Professional & Business Services, and actually gained in Government.
- Since the peak of the market, median homes prices in the region have collapsed—from about $415,000 in late 2005 to $205,000 in 2012-- and are not expected to recover quickly.
- As of the 3rd quarter of 2012, the region's commercial real estate market was characterized by ongoing high vacancy rates, low lease rates, and low or negative net absorption. Local brokerage houses report that Sacramento's industrial market continues to struggle, while other nearby regional industrial markets, such as San Joaquin, are actively recovering.

- The Region's economic performance in 2012 suggests a recovery is in progress. Experts predict modest growth through 2015. 2012 also brought modest home price increases that are likely driven by multiple factors, including affordability, low interest rates, and investor purchases. Also, renewed interest in finished lots signaled an important rebound in the housing market. However, the Region's commercial markets remain inextricably linked to employment growth.
- High-density development in Downtown Sacramento has continued to occur at steady albeit modest levels. Within the commercial market, the State appears to be consolidating and downsizing its role in the private office sector, though it will continue to be a large presence Downtown.
- SACOG's 2035 MTP/SCS, which has incorporated the Blueprint concept, projects that the region will have approximately 1.3 million employees and 1.2 million housing units by 2035. Sacramento is expected to contain roughly 20 percent of the region's housing and nearly 30 percent of the region's jobs. The SACOG forecasts project the city will have roughly 261,000 housing units and 387,000 employees by 2035.
- To achieve the 2035 projections, new housing development will need to outpace historical growth rates. The city will need to add approximately 68,000 housing units, or about 3,000 new units per year. This rate is about 30 percent higher than the city's average annual pace of growth between 1990 and 2006 (roughly 1,600 new units per year or a rate of 1.0 percent).
- The SACOG forecast predicts a significant change in Sacramento's mix of housing units, effectively reversing the city's historical development patterns. Sacramento's current stock of approved and planned projects appears to support a trend toward increased multifamily development, though 100% of the approved multifamily units, plus 18,400 additional units, would be needed to achieve the SACOG's multifamily target.
- While Sacramento has been the urban node of the Valley, future statewide growth will spread to other "new" areas. The region's ability to sustain a recovery of home values and generate demand for new home product will be driven by job growth, income levels, and lending practices. As a result of new economic realities, the pool of buyers will be smaller and prices these buyers afford will be relatively lower than before.
- Technology is facilitating changes in work patterns that are expected to place less intensive space demands on the commercial real estate market. New technology is also facilitating entrepreneurship with different space needs.
- Recovery of the retail market will be closely correlated with consumer confidence and economic health of the local population (for strip, neighborhood, and community retail) and of the regional population (for specialty and regional retail).
- As firms evaluate whether to locate or expand within the region, the city will compete against other jurisdictions based on local land prices, taxes, proximity to housing, the entitlement and permitting processes, and location of related businesses. In addition, the City has been actively engaged in improving the development climate for the Central City. Ongoing efforts will be critical to overcoming the perception that development in the Central City remains difficult.
- The Region's and City's success in attracting businesses in clusters identified by the Next Economy Project has the potential to accelerate demand for space in the near and

middle term. Moreover, civic amenities are increasingly important factors in retaining and attracting residents, as well as selecting where to live, within the region.

- Initial waves of job growth will be absorbed into existing, underutilized space in the city and region. Absorption of *excess* vacant space in existing buildings will also occur before the market begins producing substantial levels of new commercial space.
- Land sales within North Natomas, (one of the city's high-growth areas), remain speculative in the development community because of uncertainty about the flood moratorium, future flood insurance increases, and the annexation of the adjacent Natomas Joint Vision Area.
- Preliminary residential growth forecasts between 2012 and 2020 fall well within the holding capacity for each Community Plan Area but exceed historical growth patterns for all Community Plan Areas, (with the exception of the Pocket and North Natomas). Moreover, about half of the Community Plan Areas have an insufficient level of approved projects to meet total 2020 residential and job projections.
- Near-term single-family residential development potential is relatively strong within select infill sites throughout the city, as well as greenfield areas in North Natomas and Delta Shores.
- Near-term multifamily residential development potential is relatively strong within a variety of locations throughout the city.
- A large portion of near-term office demand will be accommodated in existing inventory, though demand for new development is expected to occur in the Central City, Fruitridge/Broadway, and South Natomas.
- Near-term retail demand is expected to be modest in most cases.
- Near-term demand for industrial space will likely be accommodated in a combination of existing buildings and new development primarily in two areas: North Natomas and Power Inn.