

# City of Sacramento

## Legislation Text

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**Title:**

**2040 General Plan Update - Draft Land Use Map, Proposed Roadway Changes, and other Key Strategies [Continued from 12/01/2020]**

File ID: 2020-01381

**Location:** Citywide

**Recommendation:**

1) Adopt a Resolution accepting the Technical Background Report (TBR) analysis of existing conditions as a foundation document for the 2040 General Plan and Climate Action and Adaptation Plan (CAAP) Master Environmental Impact Report (MEIR); and 2) adopt a Resolution directing the City Manager and staff to proceed with the Draft Land Use Map, Proposed Roadway Changes, and other Key Strategies for purposes of the preparation of the Draft 2040 General Plan, CAAP, and the MEIR

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**Attachments:**

01-Description/Analysis

02-Background

03-Resolution - TBR

04-Exhibit A - Technical Background Report (due to the size of this attachment, it is attached separately)

05-Resolution -Key Strategies

06-Exhibit A - Draft Land Use Map

07-Exhibit B - Proposed Roadway Changes

08-Exhibit C - Other Key Strategies

09-Phase 2 Outreach Summary

10-City Policy Areas

11-Draft Land Use Designation Descriptions

12-Permit a Greater Array of Housing Types in Single-Unit Neighborhoods-FAQs

13-EComments and Comment Letters from December 1, 2020 Council Meeting

**Description/Analysis**

**Issue Detail:** The General Plan and Climate Action and Adaption Plan Update (2040 General Plan Update) was initiated in February 2019. The project consists of four main phases of work. Phase 1 - Issues and Opportunities concluded in November 2019, with City Council's adoption of the [Vision and Guiding Principles](http://www.cityofsacramento.org/-/media/Corporate/Files/CDD/Planning/General-Plan/2040-General-Plan/Sac2040Vision--Guiding-PrinciplesFINAL.pdf?la=en) <<http://www.cityofsacramento.org/-/media/Corporate/Files/CDD/Planning/General-Plan/2040-General-Plan/Sac2040Vision--Guiding-PrinciplesFINAL.pdf?la=en>>.

To wrap-up Phase 2 - Options Exploration, a Draft Land Use Map, Proposed Roadway Changes and other Key Strategies (Key Strategies) are being presented to the City Council for consensus and approval to move forward into the next phase of the General Plan Update. The Key Strategies include proposed land use designations, proposed maximum development intensities, proposed roadway reallocations to create more space for bicycle, pedestrian, and transit infrastructure on City streets, and several Key Strategies that propose ways for the City of Sacramento to achieve the Vision and Guiding Principles of the General Plan Update. Attachment 2-Background provides additional information about each of the Key Strategies.

In Phase 3 - Draft Plan Preparation, the Key Strategies will be used to guide the detailed preparation of the Draft 2040 General Plan Elements, the Climate Action and Adaptation Plan, and the Master Environmental Impact Report (MEIR). These documents will be available for public review in mid-2021 and will include all the proposed strategies which will be organized by goals, policies, and implementation programs.

The Key Strategies were developed through extensive research and analysis by the consultant team and City staff, and with significant Phase 2 public engagement with approximately 2,200 participants, including stakeholder focus group meetings, a virtual citywide workshop, a round of community plan area workshops, a scientific survey, and input from various Boards and Commissions (Attachment 9 - Phase 2 Outreach Summary).

### Draft Land Use Map

The Draft Land Use Map accommodates 69,912 new housing units and 76,612 new jobs over the next 20 years, consistent with Sacramento Area Council of Governments (SACOG) regional growth allocation and the City's Market Demand Study completed by Bay Area Economics in 2019.

The Draft Land Use Map shows the 10 proposed land use designations and where these uses are located throughout the City (Attachment 6-Exhibit A). Attachment 11 provides a description of the proposed land uses. The Draft Land Use Map includes a companion map with the proposed maximum development intensities. There are two key changes proposed for the new land use framework that would allow a greater range of uses within given designations and allow for a greater array of housing types throughout the City. Currently the 2035 General Plan has an extensive number of land use designations - 27 in total. The new draft land use map proposes streamlining land use designations for greater clarity and ease of use, resulting in 17 fewer total citywide land use designations. Secondly, while the 2035 General Plan development standard includes density and floor area ratios, the new 2040 General Plan will rely solely on floor area ratios, which focuses on

controlling the size of buildings instead of the number of housing units within buildings. Attachment 2 - Background includes a more detailed description of the proposed land use framework changes.

During the next phase of the project staff will continue to make some parcel level revisions to land uses and Floor Area Ratios based on community feedback and technical analysis.

### Proposed Roadway Changes

The adopted Vision and Guiding Principles articulate that pedestrian, bicycle and transit options will be prioritized over automobiles. One of the key strategies for the 2040 General Plan Update mobility element is to right-size streets to fit today's mobility needs to prioritize walking, biking and transit over the automobile use. In accordance with the City Council adopted Vision and Guiding Principles, and extensive community input, staff recommends reducing the total number of vehicle travel lanes on key roadways throughout Sacramento and reallocating that space to high-frequency transit or active transportation. Even with the adoption of the 2040 Plan in December 2021, further study, roadway design, community outreach, and funding identification would be required prior to the implementation of the proposed roadway changes. These proposed roadway changes can provide many benefits including:

- improving transit frequency and reliability,
- slowing drivers (safety), and
- creating comfortable space for those walking and biking.

The City analyzed the transportation network to determine which roadway segments would be able to convert general travel lanes into space for active transportation and transit uses. Attachment 7- Exhibit B - Proposed Roadway Changes, includes the locations of the proposed lane reductions.

### Other Key Strategies that Represent Major Policy Changes

Key Strategies that represent major policy changes for the 2040 General Plan Update and are in need of consensus prior to moving to Phase 3 - Draft Plan Preparation, are identified below. The Draft 2040 General Plan Update to be available for public review in mid-2021, will include the full list of recommended strategies organized by goals, policies, and implementation programs. Additional information with a description of each key strategy is available in Attachment 2-Background.

- (1) Permit a greater array of housing types in existing single-unit neighborhoods.
- (2) Facilitate compact mixed-use development in key commercial corridors to create vibrant walkable and transit-supportive neighborhoods.
- (3) Require all new buildings to be all electric and eliminate the use of natural gas and fossil fuels for building operations.
- (4) Gradually transition existing buildings away from natural gas to electric and assist low-income residents by offering financial incentives.

- (5) Provide infrastructure to fully transition from combustion engine vehicles, supporting use of zero-emission vehicles (ZEVs).
- (6) Increase the amount of tree-canopy cover in the City, prioritizing investments in areas with the greatest urban heat island effects, areas of poor air quality, and areas with populations most vulnerable to the effects of increased and extreme heat.
- (7) Use an equity framework to prioritize and fund infrastructure improvements in historically disinvested and underserved neighborhoods.
- (8) Initiate studies for a potential future annexation of the Fruitridge Florin Study Area in effort to consolidate and provide city services to that community (See Attachment 10-City Policy Areas).
- (9) Right-size streets to fit today's mobility needs to prioritize walking, biking, and transit over automobile use.
- (10) Eliminate City-mandated parking minimums citywide and introduce parking maximums.

**Policy Considerations:** The Key Strategies are consistent with the Vision and Guiding Principles adopted by Council in November 2019.

**Economic Impacts:** Not applicable.

**Environmental Considerations:** The proposed actions involve planning and administrative activities of the City. The City is reviewing and revising its general plan, a required action by the state planning law, as well as revising the Master Environmental Impact Report (Master EIR).

The Technical Background Report (TBR) will be the basis for preparing the "Existing Setting" section for each topic of the Master Environmental Impact Report, which is an essential component in the CEQA analysis of impacts and mitigation measures. Acceptance of the Draft Land Use Map, Proposed Roadway Changes, and other Key Strategies is part of the general plan and Master EIR process.

Preparation of the general plan, Climate Action and Adaptation Plan (CAAP) and Master EIR are activities that are consistent with the state planning law and CEQA requirements. They are feasibility and planning studies that involve projects that have not been approved, adopted, or funded. An analysis of the potential impacts on the environment that could occur as a result of the adoption and implementation of the 2040 General Plan and CAAP will be included in the Master EIR that will be prepared and presented to the community and City Council. The actions in this report are exempt from CEQA review pursuant to CEQA Guidelines sections 15378(b)(5), 15060(c), and 15262.

**Sustainability:** The Key Strategies for the 2040 General Plan Update is consistent with the City's commitment to smart growth and climate change mitigation. The proposed land use map has been developed with the intention to concentrate development in centers and along commercial and high frequency transit corridors. This development pattern along with the propose roadway changes and the key strategies will support an accessible, convenient network that offers a viable alternative to the

automobile and promote public health.

**Commission/Committee Action:** On November 12, 2020, the Planning and Design Commission reviewed the Draft Land Use Map, Proposed Roadway Changes, and other Key Strategies for the 2040 General Plan Update. The Commission voted to forward to Council a recommendation of approval.

On November 19, 2020 the Active Transportation Commission reviewed the Proposed Roadway Changes and passed a motion to forward a recommendation of approval to City Council.

This staff report was initially on the agenda for the December 1, 2020 City Council Meeting. The Council meeting was running late, and Council continued this item to January 2021 to allow for ample time for discussion.

The December 1, 2020 staff report included staff's recommendation to amend the Natomas Joint Vision Study Area to an Area of Concern and initiate studies for future consideration of a Sphere of Influence amendment. To allow for adequate time for City Council discussion, this item will come before City Council separately in the near future.

Council also directed staff to work with historic preservation stakeholders on comments they raised on the proposed land use designation of Residential Mixed-Use for some parcels in historic districts. City staff conducted additional analysis and met with preservation stakeholders on December 15, 2020. The following land use changes have been incorporated to the attached draft land use map:

- The land use designation has been changed from Residential Mixed-Use to Neighborhood for various parcels within the following Historic Districts:
  - Boulevard Park
  - Alkali Flat West
  - Capitol Mansions
  - Freemont Park
  - Old Washington School (formerly Washington)
  - New Washington School (formerly Washington School)
  - Newton Booth
  - South Side
  - Poverty Ridge
  - Winn Park

Staff has also made minor updates to the land use map based on additional community input and

parcel-level technical analysis. Key changes to the land use map include the following:

- The maximum Floor Area Ratio has been lowered (from 6 to 4) for the parcels along the south side of Broadway between 16<sup>th</sup> and 19<sup>th</sup> Streets.
- The maximum Floor Area Ratio has been adjusted downward for various parcels within Historic Districts.
- The land use designation has been changed from Public/Quasi-Public to Residential Mixed-Use for the SMUD 59<sup>th</sup> Street Reuse Project site.

**Rationale for Recommendation:** The Draft Land Use Map, Proposed Roadway Changes, and other Key Strategies are consistent with the adopted Vision and Guiding Principles, and are required to proceed with Phase 3 of the 2040 General Plan Update - Draft Plan Preparation.

**Financial Considerations:** Not applicable.

**Local Business Enterprise (LBE):** Not applicable.