

CHAPTER 3

Summary of Growth and Land Use Forecast

Introduction

In each MTP update cycle, SACOG prepares a regional growth forecast and land use pattern to accommodate the estimated increases in population, employment and housing. Under Senate Bill 375 (SB 375), these are required components of the Sustainable Communities Strategy (SCS). The development of the regional growth forecast and the land use component of the MTP/SCS are: prepared using state-of-the-art data, analysis, and modeling tools; designed to help the region achieve its goals within the confines of how real estate markets actually function and local governments exercise their land use authority; and executed in a manner that helps achieve local and regional goals while maintaining the flow of transportation funds to the region and meeting other federal and state requirements.

The overarching challenge in preparing the regional growth forecast and the land use component of each MTP/SCS update is to estimate, as realistically as possible, the amount and nature of growth for the next two-plus decades so that a transportation system can be planned and built to serve that growth, while maximizing the positive benefits for the region and its residents and minimizing the negative impacts. SACOG strives to do this with two seemingly contradictory goals in mind: using increasingly sophisticated tools to improve the accuracy of its 25-year projections, while writing a plan that recognizes the fact that open market and policy/regulatory forces inevitably will shape the future in ways that are not possible to completely predict or control.

To meet this challenge, SACOG strives to follow the management and planning path employed by the best private businesses and public agencies, including: examining a wide range of alternative futures; trying to understand the many variables that could influence the future; picking a future to head towards and developing clear strategies for getting there; and constantly monitoring progress and quickly adapting to the inevitable changing circumstances encountered along the way.

For SACOG, the Blueprint scenario planning and visioning effort were the first steps along this path, by examining a wide range of alternative growth and transportation patterns for the region, understanding

the variables affecting those choices, and choosing a future and strategies to get there. The MTP /SCS, is another step along that path; and the four-year regular plan update cycles provide the means to constantly monitor progress, learn more about the region's growth dynamics, and make frequent mid-course adjustments.

This chapter discusses the development of the regional growth forecast and its allocation in the region to create the SCS. The chapter is divided into four sections. The first provides an overview of the regional growth forecast for the MTP/SCS planning period (2012 to 2036). The second section provides a summary of the method used to allocate the growth forecast throughout the region (i.e., where the new construction for jobs, houses and people is projected to occur). The third section describes the actual projected land use pattern—residential and employment—in the SCS from three perspectives: Community Type, Blueprint principles, and Transit Priority Areas. The fourth and final section describes the potential application of the SCS after its adoption. The transportation elements of the MTP/SCS are described in full detail in Chapter 4—Summary of Budgets and Investments.

Regional Growth Forecast

The MTP/SCS identifies areas within the region sufficient to house all of the forecasted population of the region, including all economic segments of the population over the course of the MTP/SCS planning period. The population forecast for the MTP/SCS is based on an economic forecast for the region that takes into account several factors, which are described and explained in more detail in Appendix D – Regional Projections, and Appendix E-3 – Land Use Forecast Background Documentation.

SACOG typically updates its growth forecast on the four-year MTP/SCS update cycle. In the 2012 MTP/SCS cycle, the Center for Continuing Study of the California Economy (CCSCE) developed the growth projections for SACOG, including projections of future employment (by major employment sector), population and household growth at the regional scale. The CCSCE's regional growth projection method follows three major steps:

1. employment projections based on projections of U.S. and California job growth and the competitive position of the Sacramento region to capture a share of the state and national job growth;
2. population projections based on projected job growth, accounting for foreign immigration and domestic migration into the region; and
3. household projections based on projected population growth.

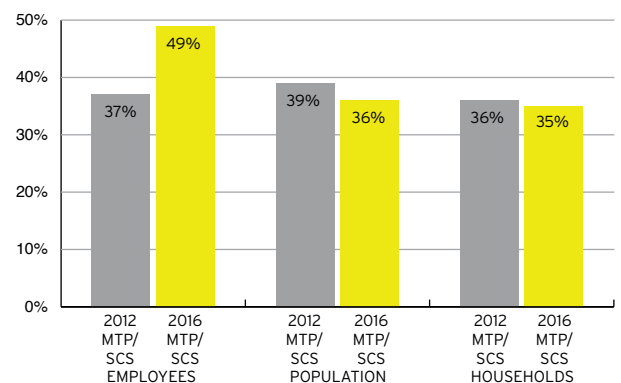
For this plan, SACOG conducted a minor refinement of the growth projections used in the 2012 MTP/SCS based on an assessment of the long-term economic trends for the region.

The growth projections were vetted with economic, demographic and housing market forecasters in the private and public sectors, all of whom concluded that SACOG's projections were within a range of reasonableness and that many of the assumptions were consistent with their own. While the Great Recession had some short-term effects on regional employment, housing and population growth, long-term regional economic growth is expected to continue to be faster than that of the state as a whole. More detail on the SACOG growth projections can be found in Appendix D - Regional Projections.

The 2036 growth forecast indicates that population in the plan area is expected to grow by 811,000 people, an increase of about 36 percent, between 2012 and 2036. As shown in Figure 3.1 below, this forecast is lower than the 871,000 people forecasted in the 2012 MTP/SCS, which had a 2035 planning horizon but used 2008 as the base year. Figure 3.1 also shows a housing forecast for the region of 285,000 new homes from 2012 to 2036, compared to the 303,000 new housing units forecasted in the last plan from 2008 to 2035. Although the total population and housing forecast by 2036 is the same total as forecasted in the previous 2012 MTP/SCS by 2035, the growth in people and homes is

slightly lower in this plan due to the passage of time and the new 2012 base year for this plan. Alternatively, while the total employment forecast for 2036 is also the same total employment forecast by 2035 in the previous 2012 MTP/SCS, the employment growth in this MTP/SCS is much higher. This is a result of the Great Recession. From 2008 to 2012, the region, like most of the nation, experienced significant job loss. The projected regional job growth from 2012 to 2036 accounts for both the recovery of jobs lost during the recession and addition of new jobs. As shown in Figure 3.1 below, the growth projections include approximately 439,000 new employees from 2012 to 2036, as compared to the 361,000 new employees forecasted in the last plan from 2008 to 2035. Today in 2015, the region is showing significant signs of economic recovery and job growth is leading housing growth. In fact, much of the employment lost from 2008 to 2012 has been recouped in the region.¹ Chapter 9: Economic Vitality has more detailed information on the employment forecast.

FIGURE 3.1
SACOG Region Growth Rates



¹ CA Employment Development Department reports approximately 968,000 non-farm jobs in the region in 2008 and almost 924,000 in 2014.

While the MTP/SCS is centered on a planning period of 2012 to 2036, a number of planning processes also rely on phasing assumptions for the year 2020. SB 375 requires the SCS to demonstrate that it can achieve a target reduction in passenger vehicle greenhouse gas (GHG) emissions by the years 2020 and 2035, if feasible to do so. The year 2020 is very close to the 2018 attainment demonstration year for the Ozone State Implementation Plan (SIP), a state-administered air quality plan that shows how the SACOG region will meet National Ambient Air Quality Standards for this pollutant.²

Although the long-term economic trends for the region haven't changed significantly since the last MTP/SCS, the short-term economic trends have had a bigger impact on the interim year growth projections for 2020. SACOG revisited the 2020 growth projections with particular attention to the pace of recovery from the recession. The revised 2020 projections include significantly less housing and slightly higher employment than the 2012 MTP/SCS projections assumed by 2020. The revised projections are based on observed data that while the region is recovering as a whole, the housing recovery is happening at a much slower rate than the employment recovery. As with the 2036 growth projections, the 2020 projections were vetted with six industry experts, all of whom concluded that SACOG's projections were within a range of reasonableness. Appendix D-1 - Regional Projections has more information on the 2020 growth projections and the results of the vetting process. Table 3.1, below, shows the regional growth forecast for the MTP/SCS for 2020 and 2036.

TABLE 3.1

MTP/SCS Regional Growth Forecast

Year	Employees	Population	Housing Units
2012	887,965	2,268,138	903,451
2020	1,033,297	2,472,567	951,495
2036	1,327,323	3,078,772	1,188,347

Land Use Forecast

The growth forecast is for the region. It is not disaggregated to political jurisdictions or any other geographic subarea. However, SACOG must allocate the growth forecast to project the land use pattern that is most likely to occur over the planning horizon of the plan.

The growth forecast, and the process for allocating it within the region are affected by federal and state requirements related to regional transportation plans and the Clean Air Act. (See Cal. Gov. Code, § 65080; 23 U.S.C. § 134; 42 U.S.C. § 7506; 23 C.F.R. pt. 450; 40 C.F.R. pt. 93). In general, these laws and regulations require SACOG to develop a forecasted land use pattern, based upon the best available information, in order to, among other things, design specific transportation improvements to serve that land use, and to perform travel modeling to determine the performance of the transportation system and determine whether the plan, including its land use and transportation components, meets federal air quality conformity requirements.³ This process is also affected by SB 375, and specifically its requirements to include an SCS, to calculate the greenhouse gas emissions resulting from passenger vehicles,

² The SIP also requires that SACOG prepare growth estimates, projected land use patterns, travel behavior and air emissions for what are termed horizon years. Chapter 7: Environmental Sustainability and Appendix G-7 - Regulatory Framework for the MTP/SCS, provide more information on the State Implementation Plan.

³ See Appendix G-5 for a summary of the relevant federal and state laws and a description of how federal Clean Air Act and SB 375 emissions requirements shape some of the technical aspects of preparing and documenting the MTP/SCS.

and enable the CEQA streamlining benefits for projects that are consistent with the SCS.

Additionally, the Sacramento-San Joaquin Delta Reform Act of 2009 (Delta Reform Act), Senate Bill X7 1 (Stats 2009, 7th Ex. Sess., Ch. 5), provides an exemption from the Delta Reform Act's provisions for projects within the secondary zone of the Delta that are consistent with the SCS. More information on the Delta Reform Act and how it relates to the MTP/SCS is at the end of this chapter in the "Application of the SCS" section.

Following the federal and state regulations above, SACOG prepared an estimated 2036 growth pattern for the region, which is the land use forecast. This land use forecast is the result of two processes: a public engagement process including board direction and a series of public workshops, and a more technical process that included a consideration of market analysis and policy/regulatory factors. As discussed below, the amount of input and the number of variables in each of these processes is immense.

Both Chapter 2 – The Planning Process and Appendix G-2 – Public Workshop Scenarios and Workshop Results provide detailed information on the alternative scenarios analyzed, the input gathered during a series of public workshops held in October 2014, and the subsequent framework for creating the MTP/SCS Preferred Transportation and Land Use Scenario that was adopted by the SACOG board in December 2014. Some of the most important parts of the framework related to land use were the preliminary targets for the types of housing to construct regionally (i.e., percent of new homes that should be rural residential, large-lot single family, small-lot single family, and attached), the percent of the new growth to target in the various Community Types (i.e., Center and Corridor Communities, Established Communities, Developing Communities, and Rural Residential Communities), the share of new growth near high-quality transit, and the primary areas of the region to focus on to improve jobs-housing balance. The framework established that these targets should at a minimum meet the targets of the 2012 MTP/SCS and where possible incrementally try and shift more of the new growth into the infill areas (Center and Corridor Communities and Established Communities). More information on the regulatory and market factor

research and the preferred scenario framework can be found in Appendix E-3 – Land Use Forecast Background Documentation.

The first step in the transition from the growth projections to a land use forecast is to convert projected amounts of future employees and households into projected new development to serve employment for different segments of the economy (i.e., retail, office, industrial, etc.) and new housing units. For households, this process includes establishing an estimated "vacancy factor" for existing and future residential buildings. The plan assumes a 5 percent vacancy factor for residential growth.

After creating, evaluating, and seeking broad-based input on a range of alternative future scenarios, and receiving direction from the SACOG board, the land use component of the MTP/SCS is built by examining a wide range of factors in two basic areas: market forces and policy/regulatory influences. The location, nature and pace of growth are the confluence of market forces and public policies. They shape each other. Neither happens in isolation. As explained throughout this document, the land use component of the plan is influenced by the planning principles of many public policies, but this occurs within the context of the best available information regarding current and future market demand, economics and development trends.

As it develops the estimated MTP/SCS land use forecast, SACOG consults with local governments and stakeholders as it considers a number of factors throughout this process. The SACOG Planners Committee⁴ was the primary venue for ongoing coordination between local agency planning staff and SACOG; however, a number of jurisdiction-specific meetings and comment periods were also held. In winter 2013, at the launch of the MTP/SCS update, SACOG staff met with each jurisdiction individually to discuss the update process and to collect new and/or updated planning

4 The SACOG Planners Committee is a 28-member committee consisting of the planning directors, or their designees, of each of SACOG's member jurisdictions. The committee was originally formed to advise SACOG on the development of the Blueprint Project and is now advising on all land use and housing related items. This committee meets monthly (or as needed) and received updates regarding the MTP/SCS update throughout the process.

assumptions. Staff also discussed the upcoming planning process and worked to keep local government staff informed of key dates, milestones, and comment periods in the planning process. Throughout the process of developing the land use forecast (from Summer 2013 to April 2015), SACOG had four review and comment periods that were directed specifically to local agency planning staff for comments on the land use assumptions in their jurisdiction. Chapter 2: The Planning Process, Appendix G-1 – Frameworks for the 2016 MTP/SCS Update Process, and Appendix E-3 – Land Use Forecast Background Documentation provide more information on the public process, the development of the workshop scenarios and a Draft Preferred Scenario, as well as the interaction between SACOG and local agency planning staff.

While many factors are considered, there is not a single mathematical formula or computer program used to create the land use forecast. The analytical process is iterative. Multiple variables are evaluated, and as the picture gets clearer and more focused, many of these factors are rechecked, adjusted, rechecked, and adjusted again until a forecast is created that can credibly be described as the best estimate of how the region's land use pattern is expected to evolve through 2036. Soon after the plan is adopted, the next plan update cycle begins, following the same process. Actual development activity is tracked and documented, data sources are refreshed, and new and better analytical tools are constructed, as the region collectively works to continually improve at understanding all of the complex dynamics that influence growth patterns and how to maximize the positive, and minimize the negative, consequences of growth.

Most of the market and policy/regulatory variables considered in the MTP/SCS land use forecast process can broadly be categorized as either predominantly supply or demand influences. Many of the most important variables are summarized below. A more detailed explanation is included in Appendix E-3 – Land Use Forecast Background Documentation.

Theoretical Supply Analysis

The foundation of the entire process is adopted local government general plans, community plans, specific plans and other local policies and regulations. SACOG is required to consider adopted local land use plans in the formulation of the land use forecast. Most of the other variables that are considered serve to help refine the sum of the local plans in order to create the most likely future development pattern. In order to consider these plans most effectively, SACOG creates a set of “build out,” or capacity, assumptions for the region. This includes creating an inventory of unbuilt capacity for housing and employment within existing adopted plans. In addition to these plans, the housing and employment capacity within projects that are actively under development, or are currently in or about to begin the entitlement process, are also inventoried if the project is forecasted for some development in the MTP/SCS.

Practical Considerations that Modify the Theoretical Supply Analysis

A number of variables are considered that help to estimate the timing of growth within planned capacities, and sometimes serve to modify the estimated upper-end growth amounts expected from the plans. Major variables considered include:

- Availability of existing infrastructure and economic feasibility of providing needed additional infrastructure (e.g., transportation, water, sanitary and storm sewer).
- Floodplain issues, including the timing and likelihood of successfully providing needed flood protection infrastructure.
- Natural resources issues, especially whether federal permits under the Clean Water Act and/or the Endangered Species Act are required and, if so, the expected timing of securing these permits.
- Feasibility and timing of securing any needed permits to address brownfield (i.e., toxic substances) issues.
- Likely timing of securing any needed additional local approvals (e.g., land use entitlement, annexation approval, sphere of influence approval)

Some of these considerations serve to reduce the estimated capacities in the local plans, but mainly this analysis affects the estimated timing of the construction of the plans.

Demand Analysis

SACOG's demand analysis includes examining both historical data and estimates of future trends.

- Historical data include the current conditions (2012 base year) for the regional market share of jobs and housing, as well as trend data for the regional market share of housing and employment growth.
- Future demand data include variables such as:
 - Market demand studies for the types and locations of housing future residents are likely to prefer;
 - Federal, state, local policy and/or regulatory trends that may affect the choices available to consumers; and
 - Trends in economic incentives (e.g., availability of transportation funds, redevelopment financing, mortgage practices, and restriction or expansion of other financial instruments to raise funds for infrastructure and public services).

The combined data and information on projected supply and demand are then compared to determine consistencies and inconsistencies. Some adopted local plans have substantially more capacity than will build out by 2036. Retail capacity is an example in many jurisdictions; housing capacity is an example in some. In these cases, SACOG must estimate how much of the available capacity will be built by 2036, leaving some room for vacancy factor(s) and the practical considerations (above) that naturally limit development. When there is more projected demand than existing plan capacity, SACOG must estimate how many plans that are still in the entitlement process are likely to be fully approved and start construction by 2036. And sometimes, local jurisdictions will amend and re-entitle existing plans to respond to changing market demand.

After creating and vetting the 2036 land use pattern and assumptions with local agency planners, stakeholders, and the SACOG board, SACOG staff then repeats

the process above to estimate a land use pattern that matches the regional growth forecast for 2020.

As noted above, SACOG builds the land use component of the MTP/SCS on the foundation of the 28 city and county general plans of its member jurisdictions, and their other local plans, regulations and policies. However, SACOG's MTP/SCS growth forecast can never be 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—i.e., not exceeding—the amount of forecasted population, employment, and housing growth for the region by 2036. For example, if a city has a general plan with a 50-year planning horizon, the MTP/SCS growth forecast may indicate growth on only a portion of the land designated in the city's general plan for future growth. The reverse may also be true. The MTP/SCS growth forecast may show growth in areas that are not yet formally included in a county's or city's general plan if SACOG estimates that there is market demand for growth in that location and that the entitlement process can realistically be expected to be successfully completed and construction begun during the planning period.

Including growth within the MTP/SCS is not a guarantee that it will happen. Likewise, growth in areas outside the MTP/SCS may, indeed will, occur during the planning period. Growth outside the MTP/SCS may or may not be consistent with the smart growth, long-term, Blueprint vision for the region. In any event, however, SACOG has no authority to require or prohibit growth of any kind. While local agencies may take advantage of certain CEQA benefits and other incentives, CEQA does not mandate that local agencies use the MTP/SCS to regulate GHG emissions or for any other purpose. Senate Bill 375 also specifically states that a sustainable communities strategy does not regulate land use, that city and county land use policies and plans are not required to be consistent with the MTP/SCS, and that nothing in a sustainable communities strategy "shall be

interpreted as superseding the exercise of the local land use authority of cities and counties within the region.” (Gov. Code, § 65080(b)(2)(J)). 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.

It is also important to remember that the MTP/SCS is updated on a federally-regulated cycle of at least every four years. This means that if new information about individual development projects, for instance, becomes available after the MTP/SCS is adopted, SACOG is obligated to address that information in the next MTP/SCS update cycle. Importantly, the next update (to be adopted no later than February 2020) will include adding at least four additional years to the forecast. Barring further major economic challenges, that forecast will most likely project the need for more residential and non-residential construction than is included in the current plan and, therefore, it is likely to include more land for development than in the current plan. SACOG will likely begin preparing the updated growth forecast for the next plan in 2018.

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. SB 375, with its requirement to include an SCS in the MTP, further supports collaboration between local and regional planning efforts.

Details of the MTP/SCS Forecasted Land Use Pattern

To accommodate a projected increase of approximately 811,000 people, 285,000 new housing units and 485,000 new employees in the region through the year 2036, the MTP/SCS projects the development of an additional 47,563 acres of land. Importantly, the plan accommodates a 36 percent increase in population in the region on only a seven percent increase in the development footprint of the region from 2012 to 2036, or less than two percent of the entire acreage of the Sacramento region. The following describes the MTP/SCS land use pattern in three ways: by Community Type, by Blueprint principle, and by Transit Priority Areas. These discussions will reference the 2012 base year (or existing conditions) and the 2020 and 2036 MTP/SCS land use forecast.

Community Types Framework

SACOG has created a framework for describing the MTP/SCS that is made up of Community Types. Local land use plans (e.g., adopted and proposed general plans, specific plans, master plans, corridor plans, etc.) were divided into one of five Community Types based on the location of the plans. They will be used throughout this chapter to describe the MTP/SCS land use pattern. Figure 3.2 illustrates these Community Types, which are also briefly defined as follows:

Center and Corridor Communities

Land uses in Center and Corridor Communities are typically higher density and more mixed than surrounding land uses. Centers and Corridors are identified in local plans as historic downtowns, main streets, suburban or urban commercial corridors, rail station areas, central business districts, or town centers. They typically have more compact development patterns, a greater mix of uses, and a wider variety of transportation infrastructure compared to the communities surrounding them.

Some have frequent transit service, either bus or rail, and all have pedestrian and bicycling infrastructure that is more supportive of walking and bicycling than other Community Types.

Established Communities

Established Communities are typically the areas adjacent to, or surrounding, Center and Corridor Communities. Many are characterized as “first tier,” “inner ring,” or mature suburban communities. Local land use plans aim to maintain the existing character and land use pattern in these areas. Land uses in Established Communities are typically made up of existing low- to medium-density residential neighborhoods, office and industrial parks, or commercial strip centers. Depending on the density of existing land uses, some Established Communities have bus service; others may have commuter bus service or very little service. The majority of the region’s roads are in Established Communities in 2012 and in 2036.

Developing Communities

Developing Communities are typically, though not always, situated on vacant land at the edge of existing urban or suburban development; they are the next increment of urban expansion. Developing Communities are identified in local plans as special plan areas, specific plans, or master plans and may be residential-only, employment-only, or a mix of residential and employment uses. Transportation options in Developing Communities often depend, to a great extent, on the timing of development. Bus service, for example, may be infrequent or unavailable today, but may be available every 30 minutes or less once a community builds out. Walking and bicycling environments vary widely though many Developing Communities are designed with dedicated pedestrian and bicycle trails.

Rural Residential Communities

Rural Residential Communities are typically located outside of urbanized areas and designated in local land use plans for rural residential development. Rural Residential Communities are predominantly residential with some small-scale hobby or commercial farming. Travel occurs almost exclusively by automobile and transit service is minimal or nonexistent.

Lands Not Identified for Development in the MTP/SCS Planning Period

These areas of the region are not expected to develop to urban levels during the MTP/SCS planning period. Today, these areas are dominated by commercial agriculture, forestry, resource conservation, mining, flood protection, or a combination of these uses. Some of these areas have long-term plans and policies to preserve or maintain the existing “non-urban” uses; however, some are covered under adopted or proposed plans that allow urban development and/or are included in the adopted Blueprint vision for future growth. When it was adopted by the SACOG board in 2004, the regional Blueprint was projected to meet growth needs through 2050. Under today’s slower regional growth rate projections, there is likely capacity in the Blueprint beyond 2050. As noted above, this MTP/SCS cannot predict market and regulatory conditions with certainty and it is possible, if not likely, that some housing and employment growth may occur in these areas that are nevertheless consistent with the Blueprint.

Though the MTP/SCS does not assume any development in these areas by 2036, it is likely that some housing and employment growth associated with agriculture, forestry, mining, and other rural uses will occur in these areas within that timeframe. This is particularly true in the areas that have long-term plans and policies to sustain the current rural uses. It is especially difficult to estimate where this growth will go on a parcel basis because employment in these areas is often seasonal and is dispersed over a large geography, and because residential uses are often a secondary or an accessory use to agriculture and/or the other rural uses listed above.

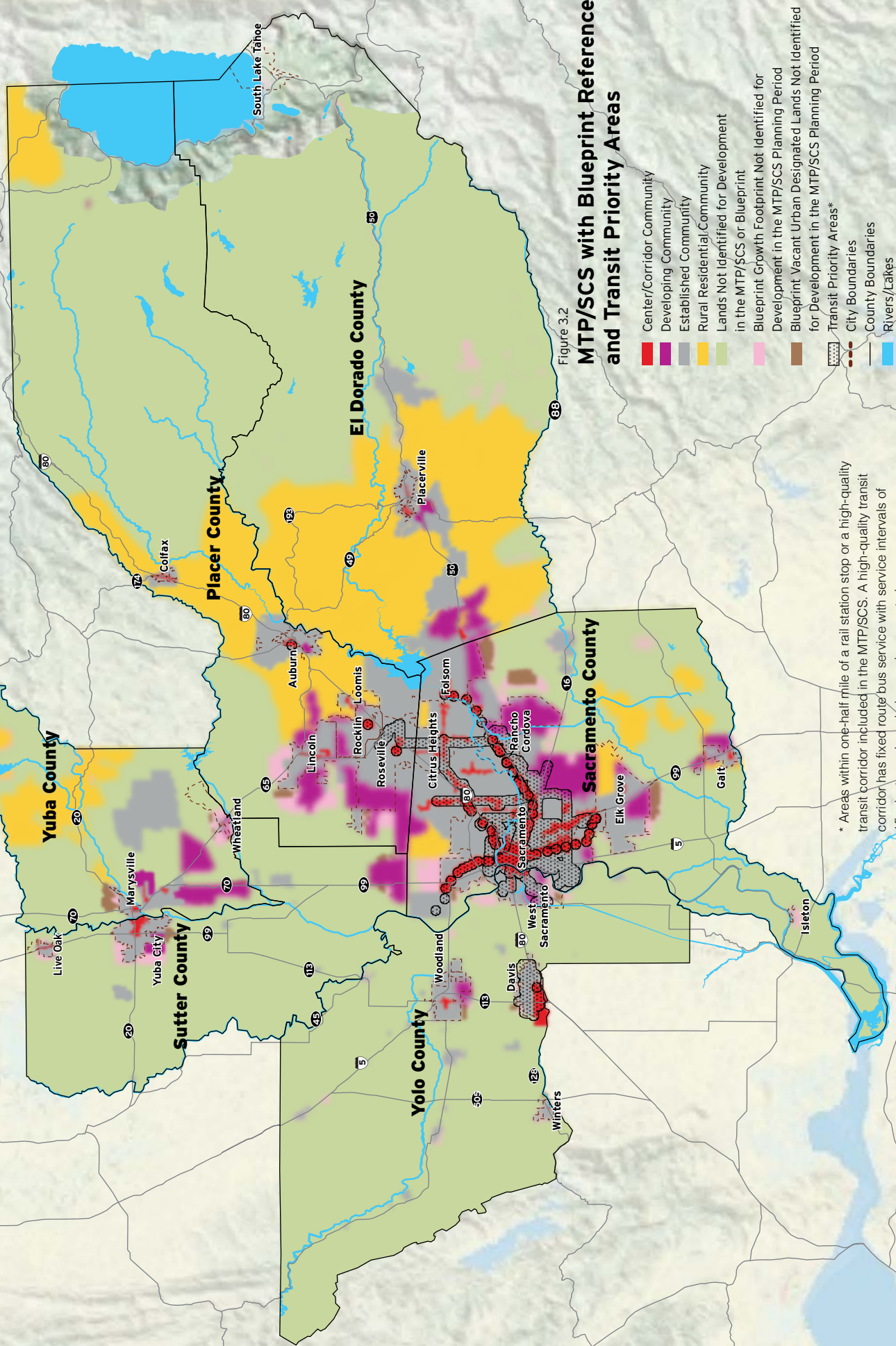
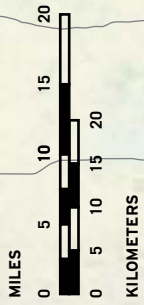


Figure 3.2

MTP/SCS with Blueprint Reference and Transit Priority Areas

- Center/Corridor Community
- Developing Community
- Established Community
- Rural Residential Community
- Lands Not Identified for Development in the MTP/SCS or Blueprint
- Blueprint Growth Footprint Not Identified for Development in the MTP/SCS Planning Period
- Blueprint Vacant Urban Designated Lands Not Identified for Development in the MTP/SCS Planning Period
- Transit Priority Areas*
- City Boundaries
- County Boundaries
- Rivers/Lakes

* Areas within one-half mile of a rail station stop or a high-quality transit corridor included in the MTP/SCS. A high-quality transit corridor has fixed route bus service with service intervals of 15 minutes or less during peak commute hours.

MTP/SCS Land Use Distribution by Community Type

A summary discussion of the approach taken to growth allocations for each Community Type follows. In each case, the forecast largely relies on growth that is generally consistent with the location, density and intensity of use (Gov. Code, § 65080(b)(2)(B)) in existing general plans or other local adopted plans, but does not utilize all available capacity in those plans by 2036. Tables 3.2 and 3.3 show the housing and employment by sector projected in the MTP/SCS. The Community Type map in Figure 3.2 is included in this plan to depict the general areas projected for growth.

TABLE 3.2

Summary of Housing Units Forecasted in MTP/SCS

Community Type	2012 Existing Housing Units	Total 2036 Forecasted Housing Units
Center and Corridor Communities	107,718	193,885
Established Communities	686,075	764,825
Developing Communities	31,422	146,258
Rural Residential Communities	78,237	83,380
Region Total	903,451	1,188,347

TABLE 3.3

Summary of Employment Forecasted in MTP/SCS¹

Community Type	Center and Corridor	Established	Developing	Rural Residential	Region Total
2012 Retail Employees	92,444	144,159	6,622	13,503	256,728
2036 Retail Employees	120,273	172,443	28,062	14,312	335,090
2012 Office Employees	150,150	202,231	3,692	5,853	361,926
2036 Office Employees	267,955	354,393	38,467	7,278	668,094
2012 Industrial Employees	24,347	93,339	5,603	6,778	130,067
2036 Industrial Employees	24,977	112,633	7,858	7,728	153,196
2012 Public Employees	35,833	51,742	2,718	2,978	93,272
2036 Public Employees	41,667	66,440	13,132	3,053	124,292

1 Does not include employees of home-based businesses.

Center and Corridor Communities

In 2012, these areas have higher concentrations of employment, usually commercial and office, than other Community Types. Most Centers and Corridors will add new development on vacant or underutilized land, or through redevelopment of existing developed land. As in past MTP/SCS land use elements, the land use allocation for this MTP/SCS assumes that relatively small amounts of excess employment lands will be redesignated by local governments to other purposes, such as mixed use or residential. These trends are more prevalent in urban areas in some other regions of the country than they are yet in the SACOG region. Consistent with this data, the plan forecasts some economic activity converting employment plan designations to residential or mixed use, or redevelopment of existing employment buildings to residential or mixed use. As in past plans, however, some targeted amounts of this type of redevelopment are forecast. SACOG will continue to track these development trends carefully. By 2036, some urban and suburban centers and corridors are projected to add medium- and high-density housing and employment.

The MTP/SCS projects that the total share of housing in Centers and Corridors will increase from 12 percent in 2012 to 16 percent in 2036, primarily on vacant or underutilized land in close proximity to services and employment opportunities. By 2036, the MTP/SCS land use forecast projects that 30 percent of new housing and 35 percent of new employees will be located in Center and Corridor Communities. Real estate research forecasts that there will be significant demand, especially by the large, retirement age baby boomer generation and the even larger Generation Y echo-boomer cohort (those born between 1981 and 1999), for new housing, including rentals and small-lot homes, in mixed-use communities close to public transit, employment, services and amenities. Many of the local governments in the region have updated, or are in the process of updating, their land use plans to accommodate growth of this type. The MTP/SCS development pattern takes advantage of existing transportation infrastructure (light rail and bus service where present), and creates more types of housing products for the projected population in central locations in close proximity to services and employment opportunities.

The growth in Centers and Corridors, however, is much greater in the second half than the first half of the plan. The projected 1,573 average annual dwelling units between 2012 and 2020 is only about half of the 3,066 average annual dwelling units between 2021 and 2036. Housing growth projections through 2020 represent 17 percent of total projected housing growth through 2036 region-wide, with 26 percent of projected housing growth through 2036 in Centers and Corridors. The slower growth rate in the early years of the plan reflects the current market conditions, as well as the time it takes to realize the changes resulting from the market influences and policy changes noted above and to more widely overcome some of the barriers discussed below.

Barriers to growth in the Centers and Corridors include limited public and private sector financing, especially in the short term given current lending practices and the lack of redevelopment funds. In some cases, existing infrastructure capacity is not sufficient, and financing improvements can be challenging due to the multiple owners typically found in fine-grained urban lot patterns. Remediating contaminated soils and groundwater is another barrier on some of these lands.

There are examples throughout the region of development opportunities in Centers and Corridors that are on hold because of conditions such as those described above. However, there are also examples of developments that are proceeding because they have overcome the challenges, including a number of new infill and redevelopment projects in downtown Sacramento, the downtown and Curtis Park Railyards in Sacramento and the Bridge District in West Sacramento. About half of the projected growth in Centers and Corridors in the region is in these two centrally-located cities.

Table 3.4 summarizes the existing conditions, and 2020 and 2036 MTP/SCS projections, for Center and Corridor Communities.

TABLE 3.4

Summary of Housing Units and Employees in Center and Corridor Communities

Existing Conditions 2012	2012-2020	2012-2036
Total Employees	Employee Growth	Employee Growth
307,652	57,622	152,097
Total Housing Units	Housing Unit Growth	Housing Unit Growth
107,718	12,580	86,167

Established Communities

In 2012, Established Communities are generally considered built out, meaning relatively little vacant land is available for new growth. Local land use plans largely seek to maintain the existing character and land use pattern in these areas. For this reason, the MTP/SCS land use forecast projects only an 11 percent increase in housing in this community type, which will primarily occur through the build-out of existing subdivisions and empty infill lots. This will reduce the total share of housing in Established Communities from 76 percent in 2012 to 64 percent by 2036. This growth represents about 3,280 new units per year. The early part of the plan, through 2020, has a higher growth rate than Center and Corridor Communities, as it assumes many of the newer subdivisions that started building in the last ten years (e.g., most of North Natomas, most of Lincoln, and most of southeast Folsom) will likely continue to build at a more steady pace than traditional infill in the near term.

The MTP/SCS projects a 41 percent increase in job growth in Established Communities, which will provide more employment opportunities for residents in this Community Type. Established Communities include many office and industrial parks in the region's secondary jobs centers, including McClellan Park, Sunset Industrial Park, Woodland Industrial Park, and El Dorado Business Park that are projected to see significant continued growth through 2036.

In general, the MTP/SCS projects smaller changes to residential communities in Established Communities

than in other Community Types. Many of these communities are mature or newer suburbs. Selective infill development, consistent with existing planning designations, is projected to occur gradually. Much more change is forecast for the Centers and Corridors and Developing Communities than in the Established Communities.

Development in Established Communities provides opportunities for residents, including completing subdivisions that stalled in the housing downturn, revitalizing commercial centers, adding housing choices, developing more complete streets that balance the transportation needs of auto and non-auto travelers, eliminating blighted vacant lots, and enhancing neighborhood amenities. However, development challenges exist in these areas as well.

Residential and commercial financing and financial feasibility is currently a challenge everywhere, including Established Communities. Older auto-oriented shopping and strip centers in mature suburbs may be in decline, but market economics may not yet be ripe for reuse projects, reducing the ability to attract investors to take advantage of infill opportunities even on vacant lots. Additionally, many neighborhoods have arterials and local streets that experience significant traffic and congestion, need maintenance and rehabilitation, and lack attractive transit, pedestrian and bicycle facilities.

Table 3.5 summarizes the existing conditions and 2020 and 2036 MTP/SCS projections for Established Communities.

TABLE 3.5

Summary of Housing Units and Employees in Established Communities

Existing Conditions 2012	2012-2020	2008-2036
Total Employees	Employee Growth	Employee Growth
527,095	72,113	215,116
Total Housing Units	Housing Unit Growth	Housing Unit Growth
686,075	16,379	78,750

Developing Communities

Developing Communities are typically the areas slated for the next increment of urban expansion at the edge of existing urban or suburban development and therefore are generally situated directly adjacent to Established Communities. They are usually identified in local plans as specific plans, special plan areas, or master plans. These communities may be residential-only, employment-only, or a mix of typically low- to medium-density residential with employment and supporting commercial and public uses. A smaller number of Developing Communities that are mixed in residential and employment uses have large, regional employment centers planned. Similarly, a small number of Developing Communities are planned as large employment-only areas.

In 2012, some of these areas are partially developed while others that are not yet approved or under development are used for farming, grazing, natural resource extraction, or other non-urban uses. By 2036, Developing Communities will be fully or partially constructed.

The MTP/SCS projects that 40 percent of the forecasted housing demand and 16 percent of the employment demand will be in Developing Communities. This will bring the share of housing in Developing Communities up from three percent in 2012 to 12 percent of the total regional housing pool in 2036. Employment in Developing Communities experiences a smaller gain in the regional share of employees as it goes from two percent in 2012 to seven percent of the total employees in the region by 2036. Unlike Established Communities, which experience high employment growth relative to housing growth, Developing Communities experience

high housing growth relative to employment growth. This is due to two factors: (1) most of the residential growth in Developing Communities is not expected to fully build out by the horizon year of the MTP/SCS and, therefore, a critical mass of housing is not present to support planned employment growth; and (2) most Developing Communities are located around existing regional job centers in southwest Placer County, southeastern Sacramento County, and urbanized Yolo County and are intended to provide nearby housing for those job centers.

The Developing Communities included in the MTP/SCS generally are quite different from the large-scale master planned communities typical of the last few decades. Consistent with Blueprint principles, many of them provide a wider range of housing choices, are often located adjacent to existing large job centers whose workers will benefit from nearby housing options, provide a local resident-serving mix of uses such as schools, parks, and retail, and typically have a pedestrian and bicycle network and at least options reserved for future transit.

Developing Communities also face their share of challenges, including how much overall demand there will be in this Community Type. Perhaps the largest question is just how much market demand there will be for the portion of housing that is more traditional, larger-lot single family stock. In the near term, a seven percent residential vacancy rate and existing resale stock provide significant competition for whatever demand there is for these traditional products. High infrastructure and service costs for roads, transit, water, sewer, drainage

and schools, as well as costs for police, fire and other services, are a significant barrier to starting large-scale developments. Local government financial conditions create understandable pressures to set development fees at levels that cover the government's total upfront and ongoing costs, sometimes affecting the profitability and economic viability of the projects. This can be particularly challenging for the smart growth products in the lower price ranges, e.g., small-lot single family, row houses and townhomes.

There are significant issues related to the federal Endangered Species and Clean Water Acts, administered by the U.S. Fish and Wildlife Service and U.S. Army of Corps of Engineers, especially in and around the two largest suburban employment centers of the region in southwest Placer County and southeastern Sacramento County along the U.S. 50 corridor. Substantial, multi-year efforts to develop Habitat Conservation

Plans (HCPs) in these two areas designed to resolve the environmental protection and development pressure trade-off issues are ongoing, but not yet successfully completed. Some of the most valuable vernal pools/wetlands and grassland resources in the region are in these two areas. More information on HCPs and the natural resources considered in the MTP/SCS is in Chapter 7 – Environmental Sustainability.

Table 3.6 summarizes the existing conditions and 2020 and 2036 MTP/SCS projections for Developing Communities.

TABLE 3.6

Summary of Housing Units and Employees in Developing Communities

Existing Conditions 2012	2012-2020	2012-2036
Total Employees	Employee Growth	Employee Growth
20,037	14,733	68,885
Total Housing Units	Housing Unit Growth	Housing Unit Growth
31,422	17,536	114,836

Rural Residential Communities

The majority of growth in Rural Residential Communities is located in the foothills of El Dorado, Placer and Yuba counties. Rural residential designations are intended primarily for residential use but also allow for limited agricultural use where ample water supply and suitable soils are available. Examples of these small-scale agricultural areas include Apple Hill in El Dorado County and Newcastle in Placer County.

The unincorporated portions of El Dorado, Placer, Sacramento, and Yuba counties that are covered by the Rural Residential Community Type, generally allow a maximum density of one home per acre. Development in these areas occurs on a small scale, typically through individual lot development. Because of this, the residential capacity in these areas is very high and likely more than the region will ever need to meet the demand. The MTP/SCS estimates that two percent of the projected housing demand, and one percent of employment demand, will be met in Rural Residential Communities. Due to the rural and residential focus of Rural Residential Communities, employment growth is minimal. Because of the limited growth assumed, the

share of the region's total housing forecasted in 2036 would actually decrease from almost nine percent to seven percent.

Although the growth in these communities is limited, they are important as they offer housing choice and, in some cases, can support the continuation of small agricultural and resource-based businesses.

However, many of these communities face challenges, whether from limited or expanded growth. Because of limited nearby jobs, health care, retail and other services, residents in these communities often must travel farther to shopping, professional services, and employment, thereby increasing vehicle travel and the congestion and air quality impacts that accompany it. Providing emergency and other public services to these areas also is a challenge due to their generally remote locations. Infrastructure costs, particularly wastewater treatment and water, in these areas can be significant for the local agency and the landowner.

Table 3.7 summarizes the existing conditions and 2020 and 2036 MTP/SCS projections for Rural Residential Communities.

TABLE 3.7

Summary of Housing Units and Employees in Rural Residential Communities

Existing Conditions 2012	2012-2020	2012-2036
Total Employees	Employee Growth	Employee Growth
33,181	864	3,260
Total Housing Units	Housing Unit Growth	Housing Unit Growth
78,237	1,533	5,143

Blueprint Framework

A survey of local planning efforts 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 distribution of new development acres through 2036 reflects an urban and suburban-focused development pattern that is far different from the “base case” development pattern that was originally projected for the region before the Blueprint project. Information collected from local governments over two MTP/SCS cycles on general plans, specific plans, ordinances and other plans and regulations, demonstrates that cities and counties are including Blueprint principles in their plans and policies; this information is documented in Appendix E-3. Recent housing market studies support the original Blueprint vision of more diverse housing choice.

The MTP/SCS is aligned in purpose with the Sacramento region’s smart land use Blueprint vision. The land use forecast of the MTP/SCS reflects the extent of implementation of the Blueprint principles by local jurisdictions. More information on the Blueprint is in Chapter 1 and Appendix E-1 – Blueprint Special Report.

MTP/SCS Land Use Distribution by Blueprint Principles

The following describes the MTP/SCS according to the seven Blueprint principles: Housing Choice and Diversity; Use Existing Assets; Compact Development; Natural Resource Conservation; Design for Quality; Mixed Use Developments; and Provide Transportation Choices.⁵

Housing Choice and Diversity

Providing a variety of housing options, including 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 living with special needs. Since the beginning of the Blueprint project,

SACOG has used four categories to describe housing product mix:

- Rural Residential: single-family detached homes built at densities less than one dwelling unit per acre.
- Large-Lot Single-Family: single-family detached homes built at densities between one and 8 dwelling units per acre.
- Small-Lot Single-Family: single-family detached homes built at densities between 8 and 25 dwelling units per acre.
- Attached: Single-family and multi-family homes ranging from duplexes, triplexes, lofts, apartments, condominiums, townhomes, row houses, half-plexes, etc., built at densities from 8 to over 50 dwelling units per acre.

The Blueprint envisioned by 2050 a diverse mix of new housing to accommodate the housing needs and choices of a diverse population: 41 percent of new homes as attached products, 28 percent of new homes as small-lot single family, 30 percent as large-lot single family, and one percent of new homes as rural residential housing.

More recent demographic studies indicate that housing choice will become an increasingly important issue in the future as the population is dominated by older adults and more ethnic diversity.⁶ Evolving demographics and preferences held by specific demographic groups or generational cohorts are driving the change in housing preference and demand. Additionally, recent research suggests that not only will people want a choice in terms of location and housing product type, but also that a higher percentage of the population will choose to rent, and will rent for longer periods than has occurred historically. As part of the MTP/SCS process, SACOG researched and wrote a white paper on housing demand in 2011 and then updated it in 2014. Please see Appendix E-3 for the full paper and bibliography. While there is no clear line between housing product type and rental versus ownership, traditionally attached housing units have a higher rental rate than detached housing units. The American Community Survey for 2009-2013 reports that, in the region, approximately 94 percent

5 (Brett, 2011)

6 Sacramento Area Council of Governments, “Changing Demographics and Demand for Housing Types,” January 2011. p. 2-3.

of owner-occupied units are detached units, while 62 percent of renter-occupied units are attached. Based on the available evidence, the MTP/SCS estimates that there will be growing demand for attached and small-lot single-family housing products over the planning period of the MTP/SCS, along with lower demand for large-lot single-family housing products, which currently make up the large majority of the current housing in the region. As a result of this projected demand and the Blueprint-supportive planning that local agencies have adopted, the MTP/SCS, as shown in Figure 3.3, provides a mix of housing options that focuses on improving the current relative shortages of attached and small-lot products.

Regionally, 45 percent of the new housing in the MTP/SCS is attached, 25 percent is small-lot single-family, 28 percent large-lot single-family, and two percent rural residential. The changing housing product mix is a gradual continuation of current market trends, with higher percentages of attached and small-lot single-family products projected in the 2021 to 2036 time period than in the 2012 to 2020 time period.

By 2036, new housing in Centers and Corridors is predominantly attached, due to higher residential densities proposed or allowed in these areas by local

jurisdictions. New housing in Established Communities is balanced between large-lot single-family, small-lot single-family and attached. New housing in Developing Communities is predominantly large-lot single-family and small-lot single-family product. New housing in Rural Residential Communities is almost entirely rural residential and large-lot single-family housing product. These distributions can be seen in summary Tables 3.8 and 3.9.

FIGURE 3.3
Summary of Housing Product Mix

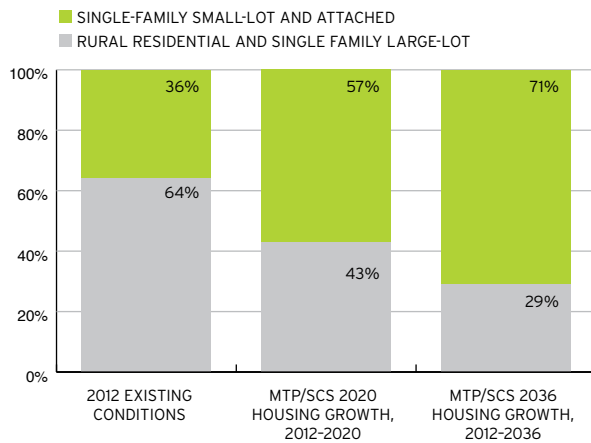


TABLE 3.8

**Summary of Housing Product Distribution
by Community Type for 2012-2020 and 2012-2036 Growth**

Community Type	Center and Corridor	Established	Developing	Rural Residential
2012-2020 Rural Residential	0%	0%	1%	16%
2012-2036 Rural Residential	0%	1%	1%	38%
2012-2020 Large-Lot Single-Family	3%	46%	63%	67%
2012-2036 Large-Lot Single-Family	2%	32%	42%	49%
2012-2020 Small-Lot Single-Family	25%	30%	19%	5%
2012-2036 Small-Lot Single-Family	15%	34%	29%	8%
2012-2020 Attached	72%	23%	17%	11%
2012-2036 Attached	83%	32%	28%	5%

TABLE 3.9

**Summary of Housing Product Distribution by Community Type for 2012-2020
and 2021-2036 Growth**

Community Type	Center and Corridor	Established	Developing	Rural Residential
2012-2020 Rural Residential	0%	0%	1%	16%
2021-2036 Rural Residential	0%	2%	1%	47%
2012-2020 Large-Lot Single-Family	3%	46%	63%	67%
2021-2036 Large-Lot Single-Family	2%	29%	39%	41%
2012-2020 Small-Lot Single-Family	25%	30%	19%	5%
2021-2036 Small-Lot Single-Family	13%	35%	30%	9%
2012-2020 Attached	72%	23%	17%	11%
2021-2036 Attached	85%	35%	30%	2%

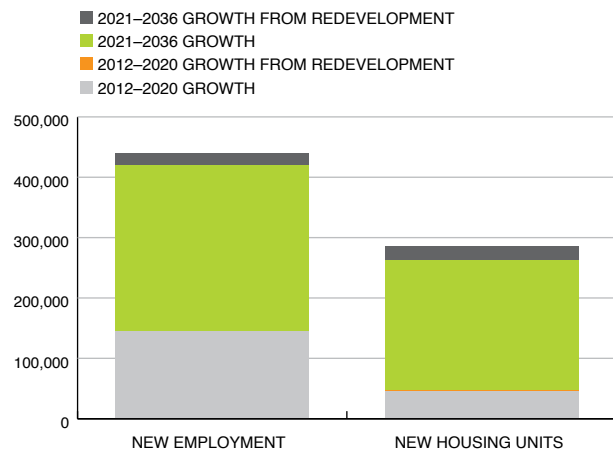
Use Existing Assets

In urbanized areas, development on infill or vacant lands, intensification of the use of underutilized parcels (e.g., more development on the site of a low-density retail strip shopping center), or redevelopment (e.g., re-using existing vacant buildings or lots) often makes better use of existing public infrastructure. Today, 88 percent of the region’s housing is located in Center and Corridor Communities and Established Communities. These two Community Type areas are also where 94 percent of the region’s jobs are located. The MTP/SCS takes advantage of the infill opportunities in both of these areas: as noted previously, 30 percent of new homes and 35 percent of new jobs will occur in Centers and Corridors; 28 percent of new homes and 49 percent of new jobs will occur in Established Communities.

The MTP/SCS also projects targeted redevelopment in Center and Corridor Communities: of the region’s new housing and jobs by 2036, six percent of new housing and five percent of new jobs are projected to occur through reuse of, or additional development on, existing non-residential lots. Of the redevelopment that is projected by 2036, the majority of it is expected to occur in the latter half of the planning period. As shown in Figure 3.4, approximately seven percent of the new housing units and one percent of the new jobs that occur through re-investment are projected by 2020, with the remaining projected between 2021 and 2036. Similar to the housing product mix shift, the MTP/SCS estimates that it will take time for the market trends, local plans and policies, and the economy to converge. Therefore, this type of development is weighted significantly to the later portion of the planning period. The Blueprint envisioned 13 percent of new housing and ten percent of new jobs by 2050 to occur through reinvestment.

FIGURE 3.4

Housing and Employment Growth through Re-Investment



Compact Development

Creating a plan that is more compact encourages more walking, biking, transit use, and shorter auto trips. By focusing on providing more small-lot and attached housing, maximizing infill and redevelopment opportunities, and planning for communities with a mix of uses, the MTP/SCS creates a more compact land use pattern. Approximately 43 percent of the newly developed land is located in Established Communities and Center and Corridor Communities. Another 47 percent is located in Developing Communities, which for the most part, are located directly adjacent to Established Communities. This greatly contributes to the reduced impact to natural resources, as discussed below. As shown in Table 3.10, the MTP/SCS land use pattern accommodates a 36 percent population increase with only an additional seven percent of land developed (47,563 acres).

TABLE 3.10

Summary of Expected Developed Acres by Community Type¹

Community Type	Center and Corridor	Established	Developing	Rural Residential	Region Total ²
2012 Existing Developed Acres	26,684	264,242	23,793	403,637	718,356
Percent Distribution	4%	37%	3%	56%	100%
2012-2036					
Additional Developed Acres	3,825	16,619	22,153	4,966	47,563
Percent Distribution	8%	35%	47%	10%	100%
2036					
All Developed Acres	30,509	280,861	45,946	408,602	765,919
Percent Distribution	4%	37%	6%	53%	100%
Developed and Undeveloped					
All Acres	36,821	1,287,421	105,611	2,433,470	3,863,323
Percent Distribution	1%	33%	3%	63%	100%

1 The MTP/SCS does not forecast or model growth in the “Lands not identified for development in MTP/SCS” community type during the planning period, though there is existing development in these areas (primarily farm homes, agricultural-related uses, public lands such as waste water treatment facilities, etc.) and some are identified for future urban development by general plans, spheres of influence, and/or the Blueprint. As a result, existing developed acres in the “Lands not identified for development in MTP/SCS” Community Type were included in “Established” and “Rural Residential” Community Type totals. Although the MTP/SCS does not assume residential and employment growth in the “Lands not identified for development in MTP/SCS” Community Type, it is likely some amount of agricultural-supporting homes and jobs will occur in these areas. Based on historical information SACOG projects this to be less than 0.5% of the regional housing growth, and less than 0.3% of regional employment growth).

2 Totals may not match due to rounding.

Natural Resource Conservation

Whether for agriculture, habitat, rural home sites, urban development, recreation or open space, the use of land has implications for the viability of rural communities, agricultural operations, and natural habitats, as well as the provision of public services and the creation and maintenance of physical infrastructure. Together, these various uses of land determine the long-term economic viability and environmental sustainability of rural areas and are an important part of achieving similar objectives for the entire region. They also influence rural lifestyle, culture and heritage, which are intangible and difficult to quantify, but are nonetheless important aspects of the MTP/SCS. This MTP/SCS considers a wide range of rural and natural resources challenges and opportunities identified in the Rural-Urban Connections Strategy. See Chapter 7 – Environmental Sustainability and Appendix E-4 – Natural Resource Data for more information on this project and information considered in the MTP/SCS.

At the regional planning scale of the MTP/SCS, conserving natural resources preserves agriculture and habitat, and improves quality of life by providing outdoor places such as parks, open space, and other recreational areas. The housing product mix, compact development, and infill focus of the MTP/SCS land use pattern that is described above, produces a smaller overall urban footprint that maximizes the land available for these uses, while still accommodating urban development. From 1988 to 2012, the region grew by more than 750,000 people. In that same time, according to Farmland Mapping and Monitoring Program data summaries from the California Department of Conservation, approximately 214,000 acres of grazing and farmland were lost to urban and rural development. That growth pattern averaged nearly a third of an acre of farmland lost for every additional person. In contrast, the land use pattern in this MTP/SCS converts only 37,215 acres of grazing and farmland by 2036, an average of only 0.05 acres of farmland lost for every additional person, nearly a full order of magnitude lower impact than historical growth patterns. Approximately 3,578 acres of vernal pool complexes are affected by development in this MTP/SCS. For a more detailed discussion of the resources considered in the MTP/SCS, see Chapter 7 – Environmental Sustainability.

Design for Quality

The design details of any land use development can influence the attractiveness of living in a neighborhood and facilitate the ease of walking and biking to work or other services. Good site planning that considers the relationship to the street, sidewalks, landscaping, and other design considerations are all important factors in creating a sense of community. This is an essential Blueprint principle that will be important to the success of the MTP/SCS. The MTP/SCS considers a number of factors related to these design details, including regional accessibility and street pattern. More information on this is in Chapter 5 – Plan Performance. Additionally, the MTP/SCS includes policies and strategies to support study and investment in urban design that facilitates travel by all modes. These policies and strategies are included in Chapter 6.

Mixed Use Developments

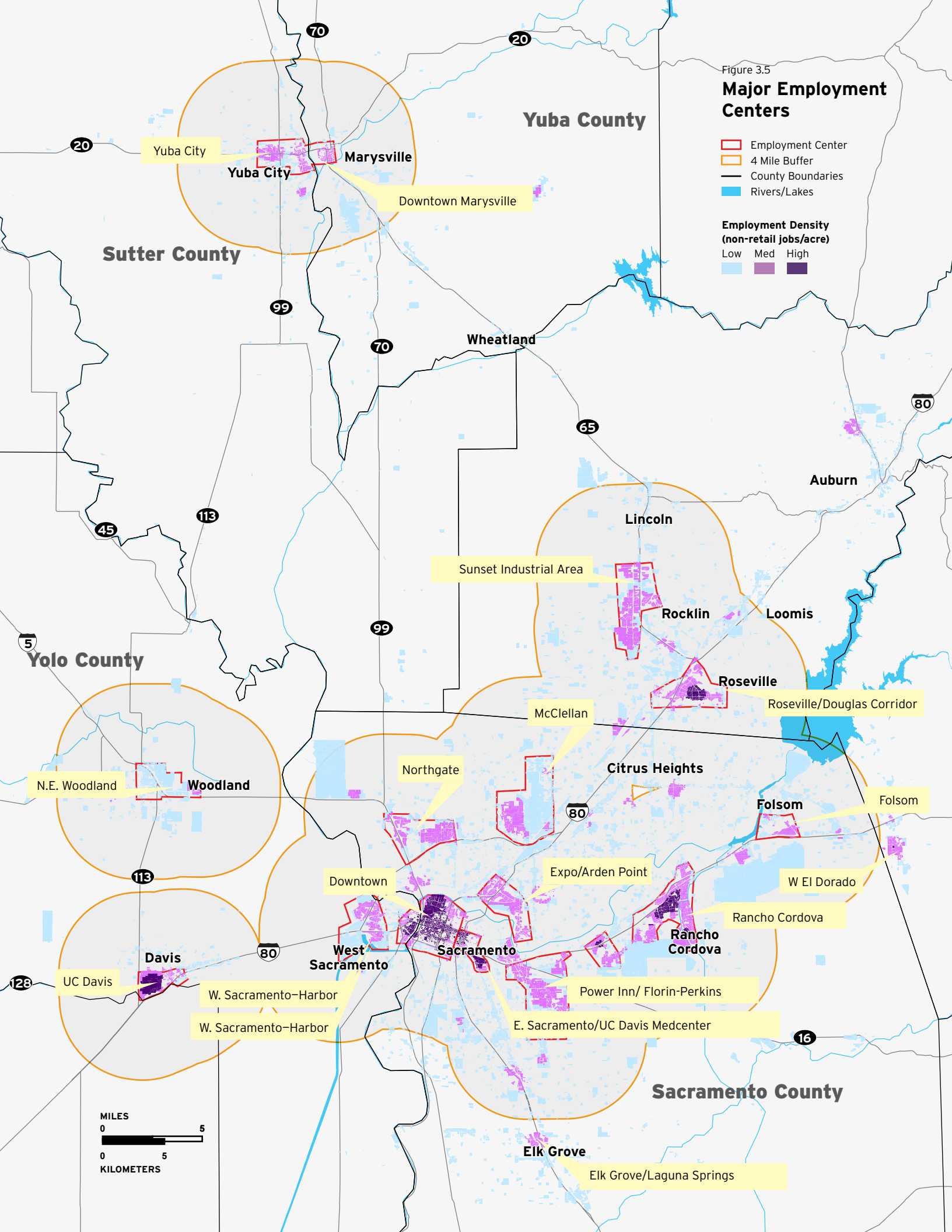
The principle of mixed use developments has different applications at different scales. At smaller scales this could apply to individual vertically mixed use buildings or a neighborhood with a combination of uses in close proximity. Building homes, shops, offices, entertainment, schools, and other uses within walking distance helps create active, vital neighborhoods. A community designed with a good, or balanced, mix of uses helps to encourage walking, biking, shorter driving trips, and transit use where transit is available. At the full regional scale, this principle is discussed as “jobs-housing balance,” and means a balance of jobs and households so that the region does not have to import or export either jobs or housing, beyond the normal out- and in-commuting that happens in a mobile society. For the large sub-regions, especially around the three largest employment centers, it is also desirable to attempt to replicate the regional jobs-housing balance number. At smaller scales, sometimes the best, most realistic, mix focuses more on population-serving jobs (e.g., schools, retail, etc.) and less on base, or primary, sector jobs. It is, however, still a worthy goal to try to have a strong jobs-housing mix through as many subareas of the region as possible. The MTP/SCS includes all components of this mixed use principle; however, much of the following discussion focuses on the jobs-housing balance aspect of this principle.

Figure 3.5

Major Employment Centers

- Employment Center
- 4 Mile Buffer
- County Boundaries
- Rivers/Lakes

Employment Density (non-retail jobs/acre)
Low Med High



The MTP/SCS is, at its core, a regional transportation plan. For that reason, jobs-housing balance and the associated transportation impacts (including their quality of life and air quality impacts) is a key consideration in shaping the land use pattern. In areas with few jobs for the number of households, many workers need to commute out of their residence area to reach work. In areas with more jobs than workers, jobs must be filled by employees from outside the area. All else being equal, areas with high or low jobs-housing balance are likely to generate longer commutes for workers.

Employment often agglomerates and concentrates in specific areas. For example, industrial/ warehouse areas are usually homogeneous employment areas with little or no housing, for good reason—they can be unattractive areas in which to reside. Even for office and service employment centers, where attractive housing could be located, employment uses often out-compete housing in those centers for economic reasons. Since the adoption of the Blueprint, many of the local jurisdictions have updated their plans and policies to strive for a better jobs-housing balance within their community. This means some communities are focusing on adding jobs while others are particularly focused on adding more housing options for their current and projected workers. A goal of the MTP/SCS is to move communities closer to the regional ratio of 1.2 jobs per household for growth between 2012 and 2036. The six-county SACOG region is one of the few in the state that has an approximately even balance of current and projected jobs and housing. This is a major benefit to the region, which can be leveraged for even greater benefits if this regional jobs-housing balance can be replicated at the sub-regional level.

Traditionally, jobs-housing balance has been calculated at the regional, county or jurisdictional level, and not for subareas. As part of the MTP/SCS, SACOG began looking at jobs-housing balance within four miles of the region's major employment centers. Figure 3.5 shows these areas.

Beyond the relationship between jobs and housing, there is also an important relationship between jobs and workers. Housing has long been used as a proxy for workers and worker residence. In reality, the number of workers per household varies widely across the region, and different housing types have the capacity for accommodating different numbers of workers. Additionally, areas with “good” jobs-housing balance may still force longer commutes for workers, if available housing in the area is unaffordable to workers filling local jobs.

While the Blueprint and MTP/SCS strive to improve jobs-housing balance throughout the region it is important to acknowledge that some people will always choose to commute long distances to work. There are many reasons for this, including two-person households, the cost of housing, quality of schools and lifestyle preferences. The MTP/SCS does not strive to eliminate those choices, but rather to increase the choices of people who wish to live closer to their place of employment. The transportation investments in the MTP/SCS provide investments for both short- and long-range commuters. SACOG continues to work on a “jobs-housing fit” methodology that can better assess the “fit” at a smaller geographic scale between the wages paid to local workers and the cost of housing. Such a method will provide more detailed information for regional and local planning efforts on local employment and housing demand.

Provide Transportation Choice

Providing transportation choice increases opportunities for non-vehicle travel, an essential Blueprint principle and MTP/SCS component. The more people walk, bicycle, or take transit, the less they will drive, which reduces the mileage the average household drives in a day, commonly known as vehicle miles traveled (VMT). In the MTP/SCS, VMT reduction is the primary driver of GHG reduction. However, providing transportation choice without all of the other land use considerations discussed above would not result in as much VMT reduction as it does with it, and conversely the other land use factors would not reduce VMT as much as when paired with key transit investments. Increased development in Center and Corridor Communities supports increased transit investment and complete streets investment, which provides a transportation system that supports

increased transit use, bicycling and walking. Better balancing of housing and jobs around the region, and bringing shopping, employment, housing and services closer together through better mixing and compact development, supports shorter and fewer vehicle trips. Chapter 4 provides detail on the transportation investments that have been tailored to the land use pattern in this MTP/SCS. Chapter 4 also discusses unfunded road maintenance/rehabilitation and transit operation projects that are not in the MTP/SCS due to the financial constraints, but also support the land use pattern of the plan and, if funding becomes available, could further enhance implementation of the plan by 2036.

Transit Priority Areas Framework

A subset of the MTP/SCS housing and employment growth falls within what SACOG refers to as Transit Priority Areas (TPAs). TPAs are areas of the region within one-half mile of a major transit stop (existing or planned light rail, street car, or train station) or an existing or planned high-quality transit corridor included in the MTP/SCS. A high-quality transit corridor is a corridor with fixed route bus service with service intervals no longer than 15 minutes during peak commute hours (Pub. Res. Code, § 1155.) SACOG uses this definition of TPAs because it coincides with the definition of Transit Priority Projects in SB 375 which, as discussed below, are eligible for CEQA streamlining benefits. Figure 3.2 (found earlier in this chapter) illustrates the relationship of the TPAs to the Community Types. TPAs are considered an overlay geography and do not necessarily correspond directly to Community Types.

While substantial overlap exists between TPAs and Center and Corridor Communities, TPAs provide additional opportunities to realize the benefits of smart land use during the MTP/SCS planning period. These include:

- using SB 375 CEQA streamlining benefits available to qualifying residential and mixed-use projects to facilitate transit-oriented development;
- increasing housing choices located near high quality transit, while bringing high-quality transit service to an additional 152,216 existing housing units and 240,013 existing employees;
- increasing ridership to support existing and new

rail and bus services and reduce vehicle miles traveled and GHG emissions;

- increasing farebox recovery rates, or the ability for rider fares to cover a larger share of the costs of transit service; and
- increasing equity by increasing housing and transportation choices and transit access to jobs, schools, services for low-income residents, as described more fully in Chapter 8 – Equity and Choice.

Placer Transit Priority Areas

The Placer TPAs cover Capitol Corridor train station areas in the cities of Roseville, Rocklin and Auburn, as well as high-quality bus routes in the city of Roseville. New development in the Placer TPAs is employment heavy, due primarily to the concentration of transit serving the Roseville employment centers along the Interstate 80 corridor.

Sacramento Transit Priority Areas

The Sacramento TPAs cover several types of transit routes: light rail station areas within the cities of Folsom, Rancho Cordova, and Sacramento, and unincorporated Sacramento County; a Capitol Corridor train station area in the City of Sacramento; a street car corridor in the central/downtown area of the City of Sacramento, and numerous bus and bus rapid transit routes in the cities of Citrus Heights, Rancho Cordova, Sacramento, and unincorporated Sacramento County. New development in the Sacramento TPAs is fairly balanced between housing and employment growth due in part to the extensive geographic coverage of the TPAs, which include regional job centers (e.g., downtown Sacramento and Rancho Cordova) as well as residential areas and commercial areas. In Sacramento County in particular, most of the cities and the unincorporated county have initiated commercial corridor plans intended to allow significantly more residential development than allowed under past land use plans.

Yolo Transit Priority Areas

The Yolo TPAs cover a Capitol Corridor train station in the city of Davis, a street car corridor in central area of West Sacramento, and numerous bus and bus rapid transit routes in the cities of Davis and West Sacramento.

New development in the Yolo TPAs is fairly balanced between housing and employment growth due in part to the extensive geographic coverage of the TPAs, which include regional job centers (e.g., downtown West Sacramento and UC Davis) as well as residential areas and commercial areas.

MTP/SCS Land Use Distribution According To Transit Priority Areas

Transit is most efficient where there are higher densities of people so locating more new homes and jobs near transit maximizes the transit investment of the MTP/SCS. Within the Transit Priority Areas, several local governments are working to encourage more housing and employment near existing and planned transit service. In 2012, 16 percent of housing units and 27 percent of

employees were within areas that meet the definition of Transit Priority Areas. In support of the Blueprint principles and local land use plans, a primary goal of the MTP/SCS is to increase the number of people - both residents and employees - who have access to high-quality transit. By 2036, the MTP/SCS puts 37 percent of new dwelling units and 42 percent of new employees within TPAs. By maximizing ridership, the MTP/SCS is able to increase fare box recovery (the ability for fares to help cover the true cost of transit) and reduce VMT and GHG emissions.

Tables 3.11 and 3.12 show the total housing and employment in the TPAs as well as the housing product mix.

TABLE 3.11

Summary of Expected Housing and Employment within 2036 Transit Priority Areas¹

Transit Priority Area (TPA) ¹	Placer TPA	Sacramento TPA	Yolo TPA	All TPAs
2012 Existing Dwelling Units	17,005	281,324	39,562	337,892
2012 Existing Employees	42,732	357,755	48,277	448,764
2012-2036 New Dwelling Units	2,252	83,872	18,900	105,024
2012-2036 New Employees	15,147	135,086	32,961	183,194
2036 Total Dwelling Units	19,257	365,196	58,462	442,915
2036 Total Employees	57,879	492,841	81,238	631,958

¹ Transit Priority Areas are those areas of the region within one-half mile of a major transit stop (existing or planned light rail, street car, or train station) or high-quality transit corridor. A high-quality transit corridor is a corridor with fixed route bus service with service intervals no longer than 15 minutes during peak commute hours (Pub. Resources Code, § 21155).

TABLE 3.12

Summary of Expected Housing Product Distribution by County (Percent), 2012-2036

Transit Priority Areas (TPAs) ¹	Rural Residential ²	Large-Lot Single-Family ³	Small-Lot Single-Family ⁴	Attached ⁵
Placer TPAs	0%	4%	19%	76%
Sacramento TPAs	0%	6%	19%	76%
Yolo TPAs	2%	4%	19%	76%
All TPAs	0%	5%	19%	76%

- 1 Transit Priority Areas are those areas of the region within one-half mile of a major transit stop (existing or planned light rail, street car, or train station) or high-quality transit corridor. A high-quality transit corridor is a corridor with fixed route bus service with service intervals no longer than 15 minutes during peak commute hours (Pub. Resources Code, § 21155).
- 2 Rural Residential: single-family detached homes built at densities less than 1 dwelling unit per acre.
- 3 Large-Lot Single-Family: single-family detached homes built at densities between 1 and 8 dwelling units per acre.
- 4 Small-Lot Single-Family: single-family detached homes built at densities between 8 and 25 dwelling units per acre.
- 5 Attached Residential: Single-family or multi-family homes ranging from duplexes, triplexes, apartments, condominiums, townhomes, rowhouses, halfplexes, etc. built at densities from 8 to over 50 dwelling units per acre.

An additional benefit to adding more housing and jobs near transit and adding more transit near existing homes and jobs is that it brings more new high-quality transit to existing concentrations of low-income residents. Locating jobs and services near low-income communities and providing non-auto transportation alternatives to these areas is an important social equity consideration that is included in the MTP/SCS land use pattern and growth assumptions and discussed in more detail in Chapter 8: Equity and Choice.

Because much of the growth in TPAs is also in Center and Corridor Communities, the discussion earlier in this chapter relating to the timing of growth assumed is similar in TPAs. However, transit-oriented development in TPAs faces particular challenges:

Local Policies

Plans and zoning codes may not allow the level of residential and employment density required to support high-quality transit.

Parking

Existing parking standards may need revision to create an optimal balance between parking for residential and non-residential uses, paid and unpaid parking, and encouraging transit use. High parking requirements can have a significant negative impact on the economic viability of transit-oriented development projects.

Transit-Oriented Development Rather than Transit-Adjacent Development

If projects near high-quality transit are dominated by auto-oriented uses, community residents may not benefit fully from the service. Transit-oriented development creates activity centers around transit that reflect the character of their surrounding communities, support pedestrian and bicycle connections and safe transit access, and promote housing choices, healthy businesses and active and attractive public spaces.

Mix of Uses

Without planning or coordination, permitted uses in TPAs can fail to create complementary activities along a transit corridor or to meet the daily needs and interests of residents and employees in a TPA.

Housing Choice and Gentrification

Transit-oriented development in some communities has been so successful that it has resulted in higher real estate values, more high-end housing, and increased rents. Lower-income residents often represent the core of transit riders, so a mix of incomes and the preservation and expansion of housing choices affordable to lower-income households near high-quality transit is important. Yet, community opposition to affordable rentals often remains a challenge if projects are not permitted by right.

Transit Funding

Although the MTP/SCS provides for significant transit funding through 2036, the level of future federal and state transit funding remains uncertain, which could affect transit development and service provided in TPAs over the life of the plan. Encouraging transit use throughout the day for all types of trips makes the most efficient use of the transit system.

Activating Opportunities in Transit Priority Areas

Opportunities to incentivize housing and mixed use development near transit are offered in California under SB 375. With funding through the U.S. Department of Housing and Urban Development (HUD) from the Federal Partnership for Sustainable Communities, SACOG is conducting case studies of transit-oriented development (TOD) to examine the barriers and opportunities for TOD in the region. This grant work supported analysis to help activate development in five TPA case study areas. The work was bottom-up, informed by the grant advisory group, the Regional Consortium for Sustainable Communities, including its four working groups on Equity, Housing & Health; Natural Resources; Infrastructure; and Economic Development. Part of the TPA work included working with the local residents to better understand what TOD looks like in their community and to build consensus. The Urban Land Institute Sacramento District Council was a partner in this work

and provided case study reports of each area, with recommendations for how the process can be replicated in similar types of communities in the region, state, and nation. In addition, SACOG developed tools to help lead agencies apply the environmental streamlining provisions of SB 375 to qualifying transit-oriented development projects.

Applications of the SCS

In 2008, California passed the Sustainable Communities and Climate Protection Act, Senate Bill 375 (Stats 2008, Ch. 728). 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). As set forth in the Climate Change Scoping Plan, California's comprehensive strategy to reduce GHG emissions under the California Global Warming Solutions Act, Assembly Bill 32 (Stats 2006, Ch. 488), while other measures address GHG emissions reductions through alternative fuels and vehicle efficiency, SB 375 is the state's strategy to reduce GHG emissions by more effectively integrating land use and transportation. SB 375 requires California MPOs to develop an SCS as part of the MTP, which identifies policies and strategies to reduce per capita passenger vehicle-generated GHG emissions. This effort focuses on encouraging efficient land use patterns that not only reduce vehicle travel but also accommodate an adequate supply of housing, reduce impacts on valuable habitat and productive farmland, increase resource use efficiency, and promote a prosperous regional economy.

In application, the SCS must identify the general location of land uses, residential densities, and building intensities within the region; identify areas within the region sufficient to house all the population of the region; identify areas within the region sufficient to house an 8-year projection of the regional housing need; identify a transportation network to serve the

regional transportation needs; gather and consider the best practically available scientific information regarding resource areas and farmland in the region; consider the state housing goals; set forth a forecasted development pattern for the region; and allow the regional transportation plan to comply with the federal Clean Air Act. (Gov. Code, § 65080, subd. (b)(F)(2)(B).). If the SCS does not achieve the GHG emissions reduction targets set by ARB, an Alternative Planning Strategy (APS) must be developed to demonstrate how the targets could be achieved.

Although a recent law, the coordinated land use and transportation planning envisioned by SB 375 is aligned with the direction the Sacramento region has been heading for over a decade, as reflected in the coordination between the Blueprint Vision and the 2008 MTP. As shown in local government land use plans, research studies, and market conditions, the region continues to support and implement Blueprint-like land use patterns and principles. Therefore, rather than initiating a new approach, the creation of the SCS will serve to further integrate the Blueprint and the MTP by melding the land use and transportation planning principles of the two projects, and by tying the plan's performance to GHG emission reduction targets through reduced automotive travel and increased walking, bicycling and transit use based on land use patterns consistent with the region's Blueprint. Nevertheless, the MTP/SCS creates voluntary incentives, but does not require, local general plans to incorporate its growth forecast and land use policies.

Implementing SB 375 And CEQA Streamlining

In many respects, SB 375 did not alter the basic components and steps—many of which derive from federal law and could not be superseded by state law—for developing the Metropolitan Transportation Plan. SB 375 adds new requirements and opportunities in four areas: the inclusion of an SCS that, as noted, strives to achieve, if feasible, a passenger vehicle GHG emissions reductions target; additional consideration in the plan of natural resource and farmland impacts; CEQA streamlining benefits to assist qualifying housing projects consistent with the SCS; and alignment of the MTP/SCS process

with the RHNA process, including the extension of the time period for local jurisdiction housing element updates.

With respect to the requirement to include an SCS, as apparent from the discussion above, SACOG always has been required to develop and incorporate into the MTP a projected land use pattern for the region based upon a growth forecast and allocation. SB 375 builds on those requirements, adding for example the consideration of natural resource and farmland impacts, but it did not alter much of the state-of-the-art and nationally-recognized planning techniques, modeling tools, and public engagement strategies SACOG has employed over the last decade to develop prior MTPs and the Blueprint.

The most significant change resulting from SB 375 is the creation of CEQA streamlining incentives to assist and encourage residential and mixed use housing projects consistent with the SCS and, in particular, in Transit Priority Areas. The CEQA benefits available under SB 375 are for residential and residential mixed-use projects that are consistent with the general use designation, density, building intensity, and applicable policies specified for the project area in the SCS. The CEQA benefits provided by SB 375 apply to three types of projects. Below is a summary of the types of development projects eligible for these CEQA benefits, specific qualifications for each project, and the types of CEQA streamlining available to each type of project.

TABLE 3.13

SB 375 CEQA Benefits

Project Designation	Qualifications	Streamlining Benefits
Mixed Use Residential Project	<ul style="list-style-type: none"> • At least 75% of total building square footage for residential use • Consistent with the use designation, density, building intensity, and applicable policies for the project area of an SCS or APS accepted by ARB <p>OR</p> <ul style="list-style-type: none"> • A Transit Priority Project as defined below 	<ul style="list-style-type: none"> • Environmental documents are not required to reference, describe or discuss: 1) growth-inducing impacts, 2) impacts on transportation or climate change of increased car and truck VMT induced by project, 3) reduced-density alternative to project.
Transit Priority Project	<ul style="list-style-type: none"> • At least 50% of total building square footage for residential use OR • If 26-50% of total building square footage is non-residential, a minimum FAR of 0.75 • Minimum net density of 20 du/acre • Within 0.5 miles of major transit stop or high-quality transit corridor included in the regional transportation plan (No parcel more than 25% further, and less than 10% of units or no more than 100 units further than 0.5 miles) • Consistent with the use designation, density, building intensity, and applicable policies of an SCS or APS 	<p>Benefits described above PLUS:</p> <ul style="list-style-type: none"> • Option to review under a “Sustainable Communities Environmental Assessment” <ul style="list-style-type: none"> → An Initial Study is prepared identifying significant or potentially significant impacts. → Where the lead agency determines that cumulative impacts have been addressed and mitigated in SCS/APS, they will not be “considerable.” → Off-site alternatives do not need to be addressed. → Deferential review standard - the burden of proof for legal challenge is on the petitioner/ plaintiff. → Traffic control/mitigation may be covered by SCS/APS.
Sustainable Communities Project	<ul style="list-style-type: none"> • Everything for Transit Priority Project PLUS: • Served by existing utilities • Does not contain wetlands or riparian areas • Does not have significant value as a wildlife habitat and does not harm any protected species • Not on the Cortese List • Not on developed open space • No impacts to historic resources • No risks from hazardous substances • No wildfire, seismic, flood, public health risk • 15% more energy-efficient than CA requirements and 25% more water-efficient than average for community • No more than 8 acres • No more than 200 units • No building greater than 75,000 square feet • No net loss of affordable housing • Compatible with surrounding industrial uses • Within 1/2-mile of rail/ferry or 1/4-mile of high quality bus line • Meets minimum affordable housing requirements as prescribed in SB 375 OR in-lieu fee paid OR 5 acres of open space per 1,000 residents provided 	<p>Exempt from CEQA</p>

These streamlining provisions merely provide opportunities for local land use actions and do not prohibit the planning or development of any particular form of housing development. By express provision, SB 375 does not supersede the land use authority of a city or county and does not regulate the use of land. Projects that use the SB 375 CEQA provisions still must obtain discretionary permits or other approvals from lead and responsible agencies in accordance with local codes and procedures. Moreover, SB 375 does not change how CEQA applies to projects that are inconsistent with the SCS or APS. As these CEQA benefits are designed to incentivize development projects consistent with the MTP/SCS, there is no disincentive for development projects not in the MTP/SCS. As noted, CEQA does not mandate that local agencies use the MTP/SCS to regulate GHG emissions or for any other purpose. Local government land use authority remains unchanged by SB 375; jurisdictions can consider, review, and approve any land use project by the same process and guidelines they use currently.

Although this MTP/SCS has no regulatory authority over local land use decisions, it provides information about the SCS so that local jurisdictions can determine whether a project is consistent with the SCS, and therefore, eligible for the CEQA benefits based on consistency with the SCS. To determine a project's consistency with the SCS, a jurisdiction must find it consistent with the general land use, density, intensity, and any applicable land use policies of the SCS. Additional information by jurisdiction and community type is provided in Appendix E-3. SACOG provides assistance to a local jurisdiction in making this determination if the local jurisdiction requests such assistance.

SB 226

In October 2011, the Governor signed Senate Bill (SB) 226, a bill for streamlining the environmental review process for eligible infill projects (Stats 2011, Ch. 469). In summary, eligible projects include those located in an urban area, consistent with the general land use, density, intensity, and policies of the SCS, and that satisfy the performance standards outlined in the bill. Perform-

mance standards vary by project type and range from project size standards to proximity to transit to project design standards, for example. The full summary of eligibility requirements, including the performance standards can be found in SB 226.

SB 743

Senate Bill (SB) 743 was enacted on in September 2013 (Stats 2013, Ch. 386). The law made several changes to CEQA for projects located in areas served by transit. These changes include creating a new CEQA exemption for certain projects consistent with a specific plan and eliminates the need to analyze aesthetic and parking impacts for certain projects. The bill also directs the Governor's Office of Planning and Research (OPR) to develop a new approach for analyzing the transportation impacts under CEQA. This approach is centered on developing alternatives to level of service. In August 2014, OPR released a preliminary discussion draft of CEQA Guideline changes for public review. As of August 2015, OPR is developing a revised draft for further review and comment. A full summary of CEQA changes made and eligibility requirements can be found in SB 743.

Delta Reform Act

In November 2009, the California Legislature enacted SBX7 1, the Delta Reform Act, one of several bills passed at that time related to water supply reliability, ecosystem health, and the Delta. The Delta Reform Act created the Delta Stewardship Council (DSC). The DSC is made up of seven members that are advised by a 10-member board of scientists. In 2013, the DSC adopted The Delta Plan, a comprehensive, long-term management plan for the Delta. The plan creates new rules and recommendations to address the coequal goals of providing a more reliable water supply for California and protecting, restoring, and enhancing the Delta ecosystem.

Under the Delta Reform Act, the DSC is charged with reviewing and advising local and regional agencies regarding the consistency of local and regional plan-

ning documents, including an SCS, with the Delta Plan. The DSC's input includes reviewing the consistency of local and regional plans with the ecosystem restoration needs of the Delta and the whether the lands set aside for natural resource protection are sufficient to meet the Delta's ecosystem needs. The Act requires that "covered actions," as defined by the Act, and which include plans, programs, or projects within the primary or secondary zones of the Delta, be consistent with the Delta Plan.

The Act also requires a metropolitan planning organization adopting a plan for lands overlapping with the primary or secondary zones of the Delta to follow a consultation procedure with the DSC, including an early consultation to review the consistency of such plans with the Delta Plan. SACOG has considered the coequal goals of the Act in developing the MTP/SCS and will follow the Delta Reform Act's consultation requirements.

Finally, the Act expressly provides that "covered actions" do not include the following: (1) regional transportation plans, such as this MTP/SCS; and (2) plans, programs, projects, activities (and any infrastructure necessary to support those plans, programs, projects, or activities) within the secondary zone of the Delta that SACOG has determined is consistent with the SCS. (Cal. Water Code, § 85057.5.)