



City Council Report

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www.cityofsacramento.org

File ID: 2021-00903

August 17, 2021

Public Hearing Item 09

Title: 2021-2029 Housing Element (Noticed 08/06/2021)

Location: Citywide

Recommendation: Conduct a public hearing and upon conclusion adopt: 1) a Resolution approving a negative declaration under the California Environmental Quality Act (CEQA) pursuant to Public Resources Code § 21080(c) and CEQA Guidelines 15074 for the 2021-2029 Housing Element; and 2) a Resolution adopting the 2021-2029 Housing Element.

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Presenter: Greta Soos, Associate Planner, (916) 808-2027, Community Development Department

Attachments:

- 1-Description/Analysis
- 2-Background
- 3-Resolution (Environmental Review of the 2021-2029 Housing Element)
- 4-Resolution (2021-2029 Housing Element)
- 5-Exhibit A: Planning and Design Commission Recommended Changes
- 6-Exhibit B: 2021-2029 Housing Element
- 7-Initial Study/Negative Declaration Comments
- 8-Exhibit A: Revised Initial Study/Negative Declaration

Description/Analysis

Issue Detail: The Housing Element is part of the City's General Plan and sets forth the policies and programs to address the housing needs of all households in Sacramento. It serves as the City's eight-year housing strategy and plans for the housing needs of all economic segments of the community through a comprehensive analysis of need, constraints, and resources as well as policies and programs to address those needs.

On April 6, 2021, the City Council authorized staff to submit the Draft 2021-2029 Housing Element to the California Department of Housing and Community Development (HCD) for review and comment. City staff submitted the Draft 2021-2029 Housing Element to HCD on April 7 to begin the 60-day review period of the Housing Element for compliance with State law. On June 7, 2021, staff received official comments from HCD in the form of a findings letter. Staff also conducted a City Council workshop on June 15 to provide another opportunity for Council discussion on the Draft 2021-2029 Housing Element policies and programs.

The 2021-2029 Housing Element recommended for adoption includes changes to the document in response to HCD comments. Upon City Council adoption and submittal of the Housing Element in August, HCD will have 90 days to review the City's Housing Element and report its findings of compliance with state law.

Revisions to the 2021-2029 Housing Element from the HCD Review Draft can be found in yellow highlight throughout the track change version and a clean version on the project webpage: <https://www.cityofsacramento.org/Community-Development/Planning/Long-Range/Housing-Programs/Housing-Element>. A summary of key changes to the 2021-2029 Housing Element and a summary of outreach activities can be found in Attachment 2-Background. The 2021-2029 Housing Element is also included as Attachment 6.

Policy Considerations: The Housing Element sets forth the City's goals and policies to address current and future housing needs. State law requires the City to update the Housing Element every 8 years to ensure that the City has sufficient sites, policies, and programs to address those needs.

Economic Impacts: Access to affordable housing improves community members' ability to improve their economic status and reduces poverty and homelessness. A strong and affordable housing environment is critical to the economic well-being and growth of Sacramento and its residents.

Environmental Considerations: An Initial Study was prepared for the 2021-2029 Housing Element. On the basis of the Initial Study, the City of Sacramento, Community Development Department, has found that the project will not have a significant effect on the environment, and has prepared a Negative Declaration. Preparation of an environmental impact report pursuant to the California Environmental Quality Act (Division 13 of the Public Resources Code of the State of California) is not required. Notice was given pursuant to the CEQA Guidelines including posting with the Sacramento County Clerk on May 18, 2021. The City has revised the Initial Study in response to the written comments received during the comment period. The revisions to the Initial Study do not change the analysis or conclusions of the Initial Study and identify no new significant information. Recirculation of the Revised Initial Study and Negative Declaration is not required. The Revised Initial Study/Negative Declaration can be found in Attachment 8-Exhibit A: Revised Initial Study/Negative Declaration and online by visiting <https://www.cityofsacramento.org/Community-Development/Planning/Environmental/Impact-Reports>.

To confirm, the Housing Element will not result in a change to the environment. Specifically:

1. The Housing Element demonstrates that there is currently sufficient land zoned to provide housing capacity that is adequate to meet the Regional Housing Needs Allocation (RHNA) and reflects what is currently allowed under the adopted 2035 General Plan land use designations. No rezoning or changes to land use designations are necessary to meet the RHNA targets.
2. The Housing Element does not make changes to the current 2035 General Plan land use diagram, zoning, or Planning and Development Code that would allow development beyond what is currently allowed. The Housing Element does not allow for any additional density in single-unit residential areas, or any other areas in the City.
3. Residential development will occur throughout the City with or without approval and implementation of the Housing Element consistent with the 2035 General Plan.
4. The development considered under the Housing Element has already been evaluated under previous documents prepared pursuant to the California Environmental Quality Act (CEQA), including the 2035 General Plan Master Environmental Impact Report (MEIR), Downtown Specific Plan Environmental Impact Report (EIR), as well as other CEQA documents prepared for plans and projects proposed throughout the City. No new development is being proposed by the Housing Element.
5. For the reasons described above, adoption and implementation of the Housing Element would not result in increased housing density and would therefore not result in increased demand for utilities (including the Combined Sewer System), parks, or public services.

Attachment 7- Initial Study Negative Declaration Comments, includes all the comments received on the IS/ND and response to comments prepared by the project consultant, Ascent Environmental.

Sustainability: A sustainable community includes housing for current and future households of all income levels. The City's Housing Element establishes goals, policies, and programs to encourage housing opportunities for all residents.

Increasing housing production and affordability will assist in creating a sustainable Sacramento and provide a platform for sustainable economic growth. Increasing growth in infill areas of the City near public transportation hubs will reduce dependence on the use of private automobiles, reduce vehicle miles traveled (VMT) per household, reduce the use of fossil fuels, improve energy efficiency, reduce carbon dioxide emissions, and help meet air quality standards.

Commission/Committee Action: On April 6, 2021, the City Council authorized staff to submit the Draft 2021-2029 Housing Element to the California Department of Housing and Community Development (HCD) for review and comment. Staff also conducted a City Council workshop on June 15 to provide another opportunity for Council discussion on the Draft 2021-2029 Housing Element policies and programs. On July 22, Planning and Design Commission recommended adoption of the 2021-2029 Housing Element to the City Council with recommended changes to Policy H-1.4 and Program H19. These recommended changes are part of staff's recommendation as part of the adopting resolution and can be found in Attachment 5-Exhibit A: Planning and Design Commission Recommended Changes to 2021-2029 Housing Element.

Rationale for Recommendation: The City's Housing Element is an important and State mandated long-range planning document that serves as the City's overall housing strategy for the next eight years. The official adoption deadline was May 15, 2021; however, the City must adopt the Housing Element within 120 days of May 15. If the Housing Element is not adopted by September 12, 2021, the City of Sacramento will be required to update the housing element every 4 years instead of remaining on an 8-year cycle.

Financial Considerations: Not applicable.

Local Business Enterprise (LBE): Not applicable.

Attachment 2 - Background

Summary of Outreach

City staff has conducted extensive outreach to inform the development of the Housing Element. In addition to citywide outreach conducted for the General Plan Update and Regional Analysis of Impediments to Fair Housing, there have been numerous forms of engagement, both Citywide and with specific stakeholder groups through working groups, focus groups, and stakeholder meetings focused on a variety of topics such as ant displacement, affordable housing requirements, and universal design and accessibility. Broad notification to neighborhood associations and the 2040 General Plan Update listserv was used to notify City residents of Citywide participation opportunities throughout the Housing Element Update process.

Details on outreach conducted can be found in Chapter 2 and Appendix 8 of the 2021-2029 Housing Element (Attachment 6).

Commission and Council Input

Staff have presented to the Planning and Design Commission three times during the development of the 2021-2029 Housing Element. The details of each of these meetings are as follows:

- On August 13, 2020, staff presented an overview of the Housing Element and the methodology required for the housing sites inventory to meet the State's Regional Housing Needs Allocation (RHNA), provided an update on outreach conducted thus far and the resulting themes, and presented a draft framework of key issues to inform the development of goals, policies, and programs.
- On December 10, 2020, staff provided an update on outreach, an overview of the preliminary draft sites inventory, and an overview of the preliminary draft goals, policies, and programs.
- On March 11, 2021, staff returned with a full draft plan. On this date, staff provided an overview of the sites inventory to accommodate the City's RHNA, an overview of the draft goals, policies and programs, and key changes to both components since the December meeting. Staff also presented key themes of the Citywide outreach conducted from January 25 – March 1, 2021 along with a detailed list of staff's recommended changes to the Draft Housing Element in response to comments received. The Commission forwarded to the City Council a recommendation to submit the Draft 2021-2029 Housing Element to the California Department of Housing and Community Development for review and comment.
- On July 22, 2021, staff conducted a public hearing with the Planning and Design Commission on the 2021-2029 Housing Element, which included providing an overview of housing element submittals and revisions as well as key changes to the Housing Element from the Revised HCD Review Draft Housing Element. The Planning and Design Commission recommended City Council approval of the 2021-2029 Housing Element on July 22, 2021, with minor modifications to the document.

Staff have also visited City Council two times prior to the public hearing to adopt the Housing Element.

- On April 6, 2021, staff presented the Draft 2021-2029 Housing Element to City Council along with recommended changes to the Draft based on comments received during Citywide outreach conducted in February-March 2021. On this date, City Council adopted a Resolution authorizing the submittal of the Draft 2021-2029 Housing Element to the California Department of Housing and Community Development for review and comment.
- On June 15, 2021, staff returned to City Council to review and discuss the Revised HCD Review Draft 2021-2029 Housing Element Goals, Policies and Programs.

In addition to Planning and Design Commission and City Council input throughout the development of the plan, staff visited numerous other commissions to provide input on the Draft Housing Element. Below are the Commission bodies visited during the Draft Housing Element review period.

- Preservation Commission (February 17, 2021)
- Youth Commission (March 1, 2021)
- Disabilities Advisory Commission (March 3, 2021)
- Sacramento Housing and Redevelopment Commission (March 3, 2021)
- Arts, Culture & Creative Economy Commission (March 8, 2021)

Draft 2021-2029 Housing Element Submittal and Revisions

Changes to the Draft Housing Element from initial release in January through City Council approval to submit the draft in April were summarized in detail in the staff reports for the March 11, 2021 Planning and Design Commission meeting and the April 6, 2021 City Council meeting. Track change versions of the document showing exact changes can also be found on the City's Housing Element webpage at <https://www.cityofsacramento.org/Community-Development/Planning/Long-Range/Housing-Programs/Housing-Element>.

On April 6, 2021, City Council authorized the submittal of the Draft 2021-2029 Housing Element to the California Department of Housing and Community Development (HCD) for review and comment. Staff submitted the Draft 2021-2029 Housing Element to HCD on April 7, 2021. On May 24, staff submitted a revised Draft 2021-2029 Housing Element in response to initial verbal comments from HCD during the 60-day review period. Official HCD comments were then received by staff on June 7 in the form of an official comment letter. The 2021-2029 Housing Element recommended for adoption includes changes to the document in response to HCD comments as provided on June 7, 2021. These changes can also be found in detailed track changes on the City's Housing Element webpage.

Key Changes to the 2021-2029 Housing Element from the Revised HCD Review Draft

Sites Inventory Changes

- Pipeline projects data was updated to reflect the most recent data, which was last pulled in September of 2020. This added new planned projects to the inventory, removing some vacant and underutilized sites. Some projects were also issued building permits and were thus removed.
- Accessory Dwelling Unit projections were reduced from 700 to 600 ADUs in the projection period in response to HCD comments.
- A mixed income approach was applied to large sites that inventoried over 200 units to provide a more conservative assumption and address potential overconcentration of lower income housing units in one location. The approach assumes 75% of the total capacity to be lower income units on publicly owned sites and 50% on privately owned sites. Supporting implementation program language was also added to Program H2. Housing Development Toolkit to include resources to facilitate affordable housing developments on large sites.

Implementation Program Changes

- More specificity was added where possible in the timeline and objectives of programs in response to HCD comments.
- A place-based lens was incorporated into programs to encourage community revitalization, including preservation of existing affordable housing throughout the City in response to HCD comments.
- Two additional programs were added:
 - Program H21. Prioritize Infrastructure for Affordable Housing was added to comply with state law to establish procedures for granting priority water and sewer service to developments with lower income units.
 - Program H22. Mid-Term Evaluation of Implementation Programs was added to ensure implementation programs are meeting their identified objectives. This commits the City to reviewing the progress of the implementation programs in meeting their stated objectives and recommending adjustments to implementation programs that are not on-track to meeting their stated objectives by the Winter of 2024.
- Some programs were modified. Two key changes include:
 - Modifications to Program H32. Affirmative Marketing Education. This program was modified from establishing an ordinance to focusing on education of existing state law.
 - Modifications to Program H47. Preserve Existing Supply of Affordable Housing. This program was combined with another similar program and now includes more details to address current state law.

Lastly, additional details and analysis were added to **Appendix H-3 Fair Housing Assessment** and **Appendix H-5 Constraints** in response to HCD comments received on June 7. These

comments can also be found on the Housing Element webpage at <https://www.cityofsacramento.org/Community-Development/Planning/Long-Range/Housing-Programs/Housing-Element>.

Additional minor revisions are recommended from the Planning and Design Commission and can be found in Attachment 5-Exhibit A: Planning and Design Commission Recommended Changes.

RESOLUTION NO.

Adopted by the Sacramento City Council

Date Adopted

A Resolution Approving Environmental Review for the 2021-2029 Housing Element

BACKGROUND:

- A. On July 22, 2021, the Planning and Design Commission conducted a public hearing and forwarded to the City Council a recommendation to approve the environmental review of the 2021-2029 Housing Element.
- B. On August 17, 2021, the City Council conducted a public hearing, for which notice was given pursuant Sacramento City Code Section 17.812.010 by publication, and received and considered evidence concerning the 2021-2029 Housing Element.

BASED ON THE FACTS SET FORTH IN THE BACKGROUND, THE CITY COUNCIL RESOLVES AS FOLLOWS:

- Section 1. The 2021-2029 Housing Element does not provide for changes in the type, level, or location of physical development. Regulation of location, type, character, and other features of physical development are established in the City's General Plan and the Planning and Development Code. The 2021-2029 Housing Element is consistent with the 2035 General Plan and current Planning and Development Code.
- Section 2. The Project initial study determined that there was no substantial evidence that the Project may have a significant effect on the environment. A Negative Declaration (ND) for the Project was then completed, noticed and circulated in accordance with the requirements of the California Environmental Quality Act (CEQA), the State CEQA Guidelines and the Sacramento Local Environmental Procedures as follows:
- Section 3. On May 18, 2021 a Notice of Intent to Adopt the ND (NOI) dated May 18, 2021 was circulated for public comments for 30 days. The NOI was sent to those public agencies that have jurisdiction by law with respect to the proposed project and to other interested parties and agencies. The comments of such persons and agencies were sought.
- Section 4. On May 18, 2021 the NOI was published in a newspaper of general circulation, and the NOI was posted in the office of the Sacramento County Clerk.

- Section 5. The City Council has reviewed and considered the information contained in the Negative Declaration, including the initial study and the comments received during the public review process and the hearing on the Project. The City Council has determined that the Negative Declaration constitutes an adequate, accurate, objective and complete review of the environmental effects of the proposed project.
- Section 6. Based on the review of the ND and on the basis of the whole record, the City Council finds that the Negative Declaration reflects the City Council's independent judgment and analysis and that there is no substantial evidence that the Project will have a significant effect on the environment and adopts the Negative Declaration for the Project.
- Section 7. The City Council directs that, upon approval of the Project, the City Manager or designee shall file a notice of determination with the County Clerk of Sacramento County and with the State Office of Planning and Research, pursuant to the provisions of CEQA section 21152.
- Section 8. Pursuant to CEQA Guidelines section 15091(e), the documents and other materials that constitute the record of proceedings upon which the City Council has based its decision are located in and may be obtained from, the Office of the City Clerk at 915 I Street, Sacramento, California. The City Clerk is the custodian of records for all matters before the City Council.
- Section 9. Exhibit A is a part of this Resolution.

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Exhibit A: 2021-2029 Housing Element Update Revised Initial Study/Negative Declaration

RESOLUTION NO. 2021-

Adopted by the Sacramento City Council

Date Adopted

A Resolution Adopting the 2021-2029 Housing Element

BACKGROUND:

- A. On March 3, 2015, the City Council conducted a public hearing and passed Resolution No. 2015-0061 adopting and implementing the Sacramento 2035 General Plan.
- B. On April 6, 2021, the City Council approved and authorized staff to submit the Draft 2021-2029 Housing Element to the California Department of Housing and Community Development (HCD) for review and comment pursuant to Government Code section 65585 et seq.
- C. The City received official comments on the Draft 2021-2029 from HCD in the form of a findings letter on June 7, 2021.
- D. The Draft Housing Element was amended and revised in response to HCD and public comments received on the Draft 2021-2029 Housing Element.
- E. The City held study sessions on the Housing Element before the Planning and Design Commission, Preservation Commission, Youth Commission, Disabilities Advisory Commission, Sacramento Housing and Redevelopment Commission, and Arts, Culture & Creative Economy Commission between February and March 2021.
- F. On July 22, 2021, the City Planning and Design Commission conducted a public hearing on and forwarded to the City Council a recommendation to adopt the 2021-2029 Housing Element with minor revisions as provided in Exhibit A.
- G. On August 17, 2021, the City Council conducted a public hearing, for which notice was given pursuant to Sacramento City Code 17.812.010 (publication), and received evidence concerning the 2021-2029 Housing Element.

BASED ON THE FACTS SET FORTH IN THE BACKGROUND, THE CITY COUNCIL RESOLVES AS FOLLOWS:

- Section 1. Adopting the 2021-2029 Housing Element. The 2021-2029 Housing Element of the City of Sacramento General Plan is adopted with revisions as provided in Exhibit A and Exhibit B.

Section 2. Findings. The 2021-2029 Housing Element is consistent with the 2035 General Plan and:

1. The general plan is in full compliance with the applicable requirements of the Planning and Zoning Law and comprises a comprehensive, long-term general plan for the physical development of the city and lands located outside of the territorial limits of the city that have a relation to its planning;
2. The general plan contains the substance of each of the state-mandated elements, to the extent that the subject of the element exists within the planning area; and
3. The general plan comprises an integrated, internally consistent, and compatible statement of policies for the city relating to its physical development.

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Exhibit B: 2021-2029 Housing Element

Attachment 5- Exhibit A

Planning and Design Commission Recommended Changes to 2021-2029 Housing Element

On July 22, 2021 the Planning and Design Commission recommended approval of the 2021-2029 Housing Element to the City Council with the following modifications to Policy H-1.4 and Program H19. Deletions are shown in strikethrough and additions are shown in underline.

H-1.4 Facilitate Infill Housing Development. The City shall facilitate infill housing along commercial corridors, near employment centers, ~~and~~ near high-frequency transit areas, and in all zones that allow residential development as a way to revitalize commercial corridors, promote walkability and increased transit ridership, and provide increased housing options.

Program H19. Affordable Housing and Infill Development Educational Campaign



The City shall develop an educational campaign to bolster community support for affordable housing. The campaign could include social media content about housing needs, challenges, new developments, and available resources; information available on the City website; and outreach to local journalists, media outlets, and community organizations.

Implements which Policy(ies): H-2.10

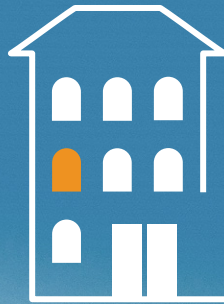
Timeframe: ~~2023~~ 2022

Responsible Department or Agency: Office of Innovation and Economic Development (primary); Community Development; SHRA

Objective: Increased community support for affordable housing.

JULY 2021

PUBLIC HEARING DRAFT



City of Sacramento

2021-2029

HOUSING ELEMENT

AN 8-YEAR HOUSING STRATEGY



Acknowledgements

Mayor and City Council

Darrell Steinberg, Mayor

Jay Schenirer, Vice Mayor, District 5

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Thank you to all the community members who provided input during this process and helped inform the City's eight-year housing strategy.

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List of Abbreviations

ADU	Accessory Dwelling Unit
AHSC	Affordable Housing and Sustainable Communities Program
CCSP	Central City Specific Plan
CDBG	Community Development Block Grants
CDD	Community Development Department
CESH	California Emergency Solutions and Housing
CLEAN	Cleanup Loans and Environmental Assistance to Neighborhoods
CoC	Continuum of Care
COG	Councils of Governments
CPA	Community Plan Area
DHA	County Department of Human Assistance
DHS	Department of Health Services
EHAP	Emergency Housing Assistance Program
ELI	Extremely Low-Income
EPS	Economic Planning & Services
ESG	Emergency Shelter Grant
ESG	Emergency Solutions Grants Program
FEMA	Federal Emergency Management Agency
FWHG	Farmworker Housing Grant
GHG	Greenhouse Gas
GIS	Geographic Information Systems
GSAF	Golden State Acquisition Fund
HCD	California Department of Housing and Community Development
HCV	Housing Choice Voucher
HEAP	Homeless Emergency Aid Program
HHAP	Homeless, Housing Assistance and Prevention
HHC	Housing for a Healthy California
HOME	Home Investment Partnerships Program
HOPE	Home Ownership for People Everywhere
HOPWA	Housing for People with AIDS/HIV
HUD	US Department of Housing and Community Development
IED	Office of Innovation & Economic Development

IIG	Infill Infrastructure Grant Program
JADU	Junior Accessory Dwelling Unit
LEAP	Local Early Action Planning
LHTF	Local Housing Trust Fund Program
MCC	Mortgage Credit Certificate
MHP	Multifamily Housing Program
MIHO	Mixed Income Housing Ordinance
MPRRP	Mobile-home Park Rehabilitation and Resident Ownership Program
NLES	Natomas Levee Evaluation Study
OCR	Office of Community Response
ODE	Office of Diversity & Equity
OMS	Office of Migrant Services
PBID	Property and Business Improvement Districts
PDLP	Predevelopment Loan Program
PLHA	Permanent Local Housing Allocation Program
PUD	Planning Unit Development
REAP	Regional Early Action Planning
RHNA	Regional Housing Needs Allocation
RMX	Residential Mixed Use
SACOG	Sacramento Area Council of Governments
SAFCA	Sacramento Area Flood Control Agency
SB	Senate Bill
SHARP	Sacramento Housing Authority Repositioning Program Inc.
SHMHP	Supportive Housing Multifamily Housing Program
SHRA	Sacramento Housing and Redevelopment Agency
SPD	Special Planning Districts
SSF	Sacramento Steps Forward
TCC	Transformative Climate Communities
THP	Transitional Housing Program
TOD	Transit Oriented Development Housing Program
USDA	US Department of Agriculture
VHHP	Veterans Housing and Homelessness Prevention Program



CHAPTER 1 | Introduction

Housing continues to be one of the biggest challenges in Sacramento and throughout California.

With Sacramento seeing some of the highest increases in rent in recent years and home prices continuing to rise, the City is facing an unprecedented housing crisis. As housing becomes less affordable and the supply of housing continues to not meet demand, it is becoming harder for residents, especially low- and middle-income families and individuals, to afford housing. Gentrification and displacement pressures have intensified and homelessness continues to increase in the City. Sacramento's most vulnerable communities, including low- and middle-income households and communities of color, continue to be disproportionately affected by the housing crisis.

The City has taken a number of actions to accelerate the production of housing and to address the housing issues of current residents, but a more holistic plan is needed to address this complex issue.

Sacramento's Eight-Year Housing Strategy

This Housing Element is the City's eight-year housing strategy and commitment for how it will meet the housing needs of everyone in the community. This housing strategy, which covers the planning period of May 15, 2021 to May 15, 2029, will help address the housing crisis in Sacramento through a number of goals, policies, and programs that focus on expanding the housing stock and offering a wider range of housing choices for everyone in the City. The Regional Housing Needs Allocation (RHNA) projection period is June 30, 2021 to August 31, 2029 (see Chapter 3 for more details).

Equity, inclusion, and anti-displacement are themes that are woven throughout the document and reflected in a number of policies and programs. The City aims to ensure that Sacramento is an equitable and inclusive city by protecting and providing opportunities to those residents who are most vulnerable and prioritizing community resources towards historically disadvantaged communities.

The Housing Element is mandated by State law and is part of the City's General Plan. It outlines the City's strategy for housing and how it will comprehensively address the existing and projected housing needs of everyone in the City for the next eight years (2021-2029).

This Housing Element presents an important opportunity for the City to address housing issues in a comprehensive manner and develop a bold and implementable housing strategy.

State Requirements

State law recognizes the vital role local governments play in the supply and affordability of housing. Each local government in California is required to adopt a housing element, which is one of the eight mandated elements of the General Plan. The City is required to prepare an annual progress report on the status and progress of implementing its housing element.

The purpose of this Housing Element is to:

- ❖ Identify the City’s housing needs;
- ❖ State the community’s goals and objectives with regard to housing production, rehabilitation, and conservation to meet those needs; and
- ❖ Define the policies and programs that will be implemented to achieve goals and objectives.

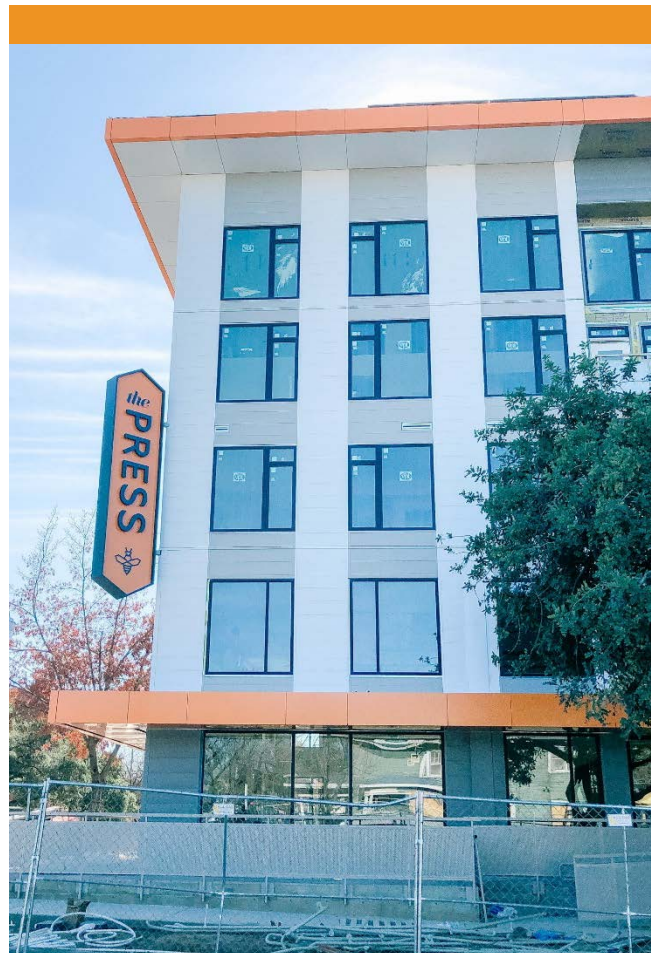
State law (Government Code Section 65583) requires the City to adopt a Housing Element that addresses the needs of everyone in the community, at all income levels.

In order for the private market to adequately address the housing needs and demand of Californians, local governments must adopt plans and regulatory systems that provide opportunities for (and do not unduly constrain), housing development. As a result, housing policy in California rests largely on the effective implementation of local general plans and, in particular, local housing elements.

- California Department of Housing and Community Development (HCD)

HOUSING ELEMENT REQUIREMENTS

- ❖ An analysis of existing and projected housing needs
- ❖ An inventory of land suitable for housing
- ❖ An analysis of potential constraints on housing
- ❖ A fair housing analysis
- ❖ An analysis of any special housing needs
- ❖ Identification of zone(s) where emergency shelters are allowed by-right
- ❖ An evaluation of the previous element
- ❖ An analysis of opportunities for residential energy conservation
- ❖ An analysis of assisted housing developments that are “at-risk” and eligible to change from low-income housing uses
- ❖ Goals, policies, and implementation programs



Housing Element Organization

This Housing Element and associated appendices satisfy the requirements of State law (Government Code Section 65583(a)) and are organized as follows:

Housing Element Contents

The Housing Element is divided into the following chapters:

1. Introduction provides an overview of the Housing Element, State requirements, and a summary of the organization of the Housing Element.

2. Community Engagement describes the City's efforts to engage all segments of the community during the preparation of the Housing Element, including the numerous individuals, organizations, and agencies with which the City consulted, and the methods of community outreach.

3. Summary of Land Available for Housing presents a summary of the City's Regional Housing Needs Allocation and the inventory of sites within Sacramento City Limits that are suitable for residential development during the planning period.

4. Goals and Policies contains the City's housing goals and policies that provide direction to help the City meet its housing goals. The Housing Element includes eight goals that create the framework for how the City will address housing needs.

5. Implementation contains the implementation programs that the City and its partner agencies are committed to implementing over the planning period. A summary of the City's quantified objectives for housing development, rehabilitation, and conservation is also included.



HOUSING ELEMENT GOALS

- Goal 1.** Increasing Overall Housing Production
- Goal 2.** Increasing Affordable Housing and Workforce Housing Production
- Goal 3.** Promoting Accessory Dwelling Units
- Goal 4.** Advancing Equity and Inclusion
- Goal 5.** Protecting Residents from Displacement
- Goal 6.** Preserving the Existing Housing Stock
- Goal 7.** Housing for People Experiencing Homelessness
- Goal 8.** Increasing Accessible Housing

Appendices

The following appendices contain important information and analysis to inform and support the Housing Element. They provide the foundation for the goals, policies, and implementation programs.

H-1 Community Profile describes the characteristics of Sacramento's population and housing that are essential to understanding the City's housing needs including population and household characteristics, income and employment, housing costs and affordability, special housing needs, and at-risk housing.

H-2 Land Inventory presents the detailed results of the inventory of sites within the City that are suitable for residential development during the eight-year planning period. It includes a description of the City's RHNA, number of residential units in the pipeline of approved projects and within master planned communities, and an analysis of capacity on vacant and underutilized sites where housing is an allowed use.

H-3 Fair Housing Assessment provides an assessment of fair housing practices in Sacramento, an analysis of the relationship between available sites and areas of high or low opportunity in the City, and a summary of strategies to affirmatively further fair housing.

H-4 Housing Program Resources presents information on staff resources and funding available to support City housing programs.

H-5 Constraints identifies nongovernmental and governmental constraints that inhibit the development, maintenance, or improvement of housing.

H-6 Opportunities for Energy Conservation summarizes the ways the City is currently addressing the conservation of energy resources as part of larger climate action and adaptation planning processes.

H-7 Evaluation of Past Housing Element summarizes the City's achievements in implementing programs under the previous (2013-2021) Housing Element.

H-8 Outreach Meeting Summaries includes the compilation of community input and feedback received during the various meetings and engagement events.

H-9 Glossary provides definitions for terms used in this document.



General Plan Consistency

The City is currently in the process of updating its General Plan. The 2040 General Plan update extends the planning horizon for the General Plan from 2035 to 2040. The Housing Element will be adopted ahead of the 2040 General Plan, and therefore has been prepared to maintain internal consistency with the current 2035 General Plan as required by State law. Specifically, the sites inventory reflects the capacity under the 2035 General Plan land use designations. The 2040 General Plan update is expected to increase allowable densities in certain areas of the city, which will likely increase housing capacity beyond what is described in the 2021-2029 Housing Element.

While the Housing Element is consistent with the 2035 General Plan, the Housing Element goals, policies, and programs were drafted with the goal of implementing the vision and guiding principles for the 2040 General Plan, including the vision that "Sacramento's neighborhoods will be affordable and inclusive, and every resident will have the opportunity to thrive." Relevant guiding principles from the 2040 General Plan update are listed below. When the City prepares the 2040 General Plan or any future amendment, the City will review the Housing Element to ensure internal consistencies.

RELEVANT 2040 GENERAL PLAN GUIDING PRINCIPLES

- ❖ **Principle #4.** Cultivate a broad mix of housing types in all residential zones throughout the city to provide options for residents of all income levels, while protecting existing residents and communities from displacement.
- ❖ **Principle #14.** Work to ensure that Sacramento is an equitable, inclusive, and just city for people of all ages, abilities, ethnicities, races, genders, sexual identities, incomes, and cultures, such that everyone can achieve their full potential here.
- ❖ **Principle #17.** Prioritize community resources towards historically disadvantaged communities in an equitable manner.
- ❖ **Principle #19.** Holistically address the needs of and prioritize care for the homeless, directing resources in a compassionate way that facilitates the transition back into permanent housing.







CHAPTER 2 | Community Engagement

This Housing Element has been prepared with extensive community input and a robust public participation plan to ensure a wide range of input and feedback was received on key components of the plan.

The City used several methods to solicit feedback from a variety of sources including: City staff from other departments, the Sacramento Area Council of Governments (SACOG), the Sacramento Housing and Redevelopment Agency (SHRA), housing developers, housing advocacy groups, local nonprofits, Property Business Improvement Districts (PBIDs), and the broader community from all areas of the City.

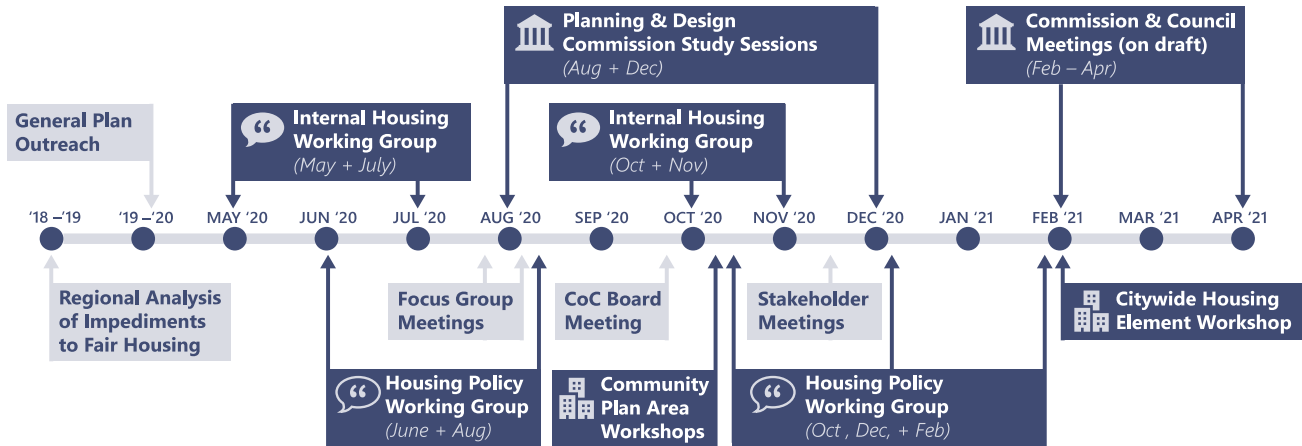
State law (Section 65583[c][7]) of the California Government Code) requires cities and counties to make a diligent effort to achieve public participation that includes all economic segments of the community.

The Housing Element also relied on feedback received at recent citywide outreach events that had been done through other related planning efforts. Throughout the development of this Housing Element, the City strived to foster a transparent and participatory process and the result is a plan that is informed and reflects input received at each major phase of the process.

This chapter describes the City's efforts to engage all segments of the community during the preparation of the Housing Element, including the numerous individuals, organizations, and agencies with which the City consulted, and the methods of community outreach.

Figure 2-1 outlines the various forms of outreach that were conducted and the frequency of outreach that took place during the Housing Element process. Summary notes from the various community engagement efforts are compiled in Appendix H-8.

Figure 2-1 Summary of Housing Element Outreach Activities



PUBLIC ENGAGEMENT SUMMARY

- 5** Meetings with the Housing Policy Working Group
- 4** Meetings with the Internal Housing Working Group
- 2** Focus Group Meetings on Anti-displacement and the City’s Affordable Housing Requirements
- 3** Study Sessions with the Planning & Design Commission
- 2** Citywide Engagement Events
- 2** Stakeholder Meetings

survey includes responses from roughly 1,300 participants from the City of Sacramento out of 3,388 total responses.

The data, analysis, and community input from the AI was used to aid in the development of the Housing Element fair housing assessment and the policies and implementation programs.

The resident survey from the AI includes responses from roughly **1,300 participants** from the City of Sacramento and 3,388 total responses from the region.

Summary of Outreach Activities

Analysis of Impediments to Fair Housing

The Sacramento Valley Fair Housing Collaborative Analysis of Impediments to Fair Housing Choice (AI) was completed in February 2020. The City of Sacramento was an active participant of the Sacramento Valley Fair Housing Collaborative in facilitating the development of the 2020 AI. In partnership with the participating jurisdictions and nonprofit organizations throughout the region, the project team facilitated six resident focus groups and six stakeholder focus groups. Additionally, a resident survey was available in Chinese, Korean, Spanish, and Vietnamese both online and accessible to participants using assistive devices (e.g., screen readers) and in a postage paid mail-back format. The resident

General Plan Update

The City initiated the 2021-2029 Housing Element Update in April 2020. Prior to the initiation of the project, City staff also began a comprehensive General Plan Update and used the process to gather community input on various topics addressed in the General Plan, including housing issues. During Phase I of General Plan Citywide outreach, staff conducted three in-person Citywide workshops to gather input on critical issues and opportunities to kick off the project.

Housing production and affordable housing were emerging themes amongst resident concern and feedback during the General Plan workshops.

21% of residents suggested a greater variety in housing for residents at all income levels was needed, including services for those experiencing homelessness.

On a scale of 1 (poor) to 5 (good), only 7% of respondents characterized housing choice in Sacramento as good, **while 47% rated housing choice as a 1 or 2.**

Community Plan Area Workshops

During Phase II of the General Plan Update, City staff facilitated an online Community Plan Area (CPA) self-guided workshop for community members to learn about and provide feedback on key strategies for topics including land use, mobility, housing, and park access.

A separate dedicated section on the Housing Element allowed community members to review draft housing goals and give feedback on potential actions to shape the Housing Element goals, policies, and implementation programs.

This virtual workshop was active between October 6, 2020 and October 20, 2020. The Housing Element section had a total of 185 individual participant responses and 557 responses all together. The virtual workshop materials for the Housing Element section were available in English, Spanish, and Chinese. A summary of the workshop and feedback received is included in Appendix H-8.

KEY THEMES OF COMMUNITY FEEDBACK

- ❖ Allow a greater array of housing types in single family zones.
- ❖ Establish an inclusionary requirement or strengthen the Mixed Income Housing Ordinance.
- ❖ Develop an affordable housing bond or tax structure.
- ❖ Expand tenant protections.
- ❖ Prioritize neighborhood-specific planning processes.

The flyer is titled "Community Plan Area Virtual Workshop Flyer" and "sacramento | 2040". It features a collage of images showing cityscapes, parks, and community events. The main text reads "HELP SHAPE YOUR COMMUNITY PLAN!" and "SELF-GUIDED ONLINE WORKSHOP OCT. 6-20". Below this, it says "The Sacramento 2040 General Plan includes 10 Community Plans that identify and address local issues and opportunities in our neighborhoods." and "The City has developed potential key strategies to address housing, transportation, parks, and land use issues and opportunities in your community area and we need to hear from you. Learn about and provide your feedback on these strategies through a self-guided online workshop from October 6–20." A map of Sacramento is shown with various Community Plan Areas labeled: North Natomas, North Sacramento, South Natomas, Arden Arcade, Central City, East Sacramento, Land Park, Fruitridge/Broadway, Pocket, and South Area. At the bottom, it says "City of SACRAMENTO" and provides contact information for the 311 portal and a contact person.

Internal Housing Working Group and Housing Policy Working Group

In 2019 and 2020, the City established two working groups to vet and gather feedback on housing-related planning and policies on an ongoing basis.

Internal Housing Working Group

The Internal Housing Working Group (IHGW) is comprised of approximately 16 staff from the following offices and divisions: Planning Division, Office of Innovation & Economic Development, Office of the City Manager, Sacramento Housing and Redevelopment Agency, Office of the Mayor, Sacramento Area Council of Governments, and three City Council Representatives. The City met with the IHGW throughout the process to engage the group on specific elements of the Housing Element Update.

Housing Policy Working Group

The Housing Policy Working Group (HPWG) is comprised of approximately 40 individuals representing a wide range of perspectives, including City staff, real estate representatives, housing advocacy groups, housing developers, staff from State agencies and departments, Planning and Design Commissioners,

Property Business Improvement Districts (PBIDs), and local non-profits. City staff has met with the HPWG throughout the process to engage the group on specific elements of the Housing Element.



HOUSING POLICY WORKING GROUP

- ❖ On **June 18, 2020**, the HPWG provided input on the overall policy framework and potential housing strategies to consider.
- ❖ On **August 20, 2020**, the HPWG provided input on policy topics to address in the Housing Element.
- ❖ On **October 29, 2020**, staff presented and gathered feedback on the preliminary draft sites inventory and methodology.
- ❖ On **December 3, 2020**, the HPWG provided feedback on preliminary draft goals, policies, and implementation programs.
- ❖ On **February 4, 2021** the HPWG reviewed and provided feedback on the Public Review Draft Housing Element.

Focus Group Meetings

The City hosted two virtual focus group meetings in August 2020 to gather input from various stakeholders, including developers, home builders, non-profit organizations, advocacy groups, and public agencies on two key housing issues: anti-displacement and the City’s affordable housing requirements.

The feedback received from each focus group was incorporated into the Housing Element Update and used to guide new policies and programs. Appendix H-8 contains summaries of the focus group discussions.

Stakeholder Discussions

City staff met with representatives from the Sacramento Housing Alliance (SHA) and Legal Services of Northern California to review and discuss the preliminary draft sites inventory methodology and future outreach approaches after initial review and comment at the October 29 Housing Policy Working Group meeting.

Staff also met with representatives from Resources for Independent Living and the North State Building Industry Association to discuss preliminary goals, policies, and programs related to universal design and accessibility.

Citywide Community Workshop on Draft Housing Element

The City held a virtual Citywide workshop in February 2021 to accompany release of the Public Draft Housing Element. Workshop materials were translated and interpretation services were provided in Spanish and Chinese. City staff was available to take phone calls for participants who lack internet access or who are visually impaired. In addition to traditional notification methods, City staff also attended three existing community-based meetings to share information about the Housing Element and how to provide input on the plan. The City worked with Sacramento ACT, SHA, and the Sacramento Poor People’s Campaign to coordinate and attend these meetings.

Study Sessions and Public Hearings

The City held study sessions with the Planning and Design Commission on August 13 and December 10 to share work progress to date and obtain early direction and feedback. Additionally, the City had public meetings in February and March 2020 with the Preservation Commission, Youth Commission, Sacramento Housing and Redevelopment Commission, the Disability Advisory Commission, and the Arts, Culture, and Creative Economy Commission on the Draft Housing Element. A subsequent public hearing was held with the Planning and Design Commission on March 11, 2021 to recommend submittal of the draft Housing Element to the California Department of Housing and Community Development (HCD). On April 6, 2021, City Council authorized submittal of the Draft Housing Element to HCD for the 60-day review. An additional City Council Workshop was held on June 15 to provide another opportunity for the Council to discuss the Draft Housing Element policies and programs.

List of Attendees and Organizations Represented

Throughout the year-long process of updating the Housing Element, many different organizations and groups have provided input. This list includes some of those organizations but is not exhaustive and does not include the many individual citizens who also participated.

- Arts, Culture, and Creative Economy Commission
- California Apartment Association
- Capital Area Development Authority (CADA)
- Continuum of Care Board
- Disabilities Advisory Commission
- Downtown Partnership
- Habitat for Humanity
- House Sacramento
- Inclusive Economic & Community Development Investment Committee
- Investment without Displacement
- Jamboree Housing
- KMP Strategies
- Legal Services of Northern CA
- Midtown Association
- Mercy Housing
- Mutual Housing
- NeighborWorks
- North State Building Industry Association (BIA)
- Poor People's Campaign
- Preservation Commission
- Public Interest Law Project
- Rebuilding Together
- Sacramento ACT
- Sacramento Area Congregations Together
- Sacramento Area Council of Governments (SACOG)
- Sacramento Association of Realtors
- Sacramento Community Land Trust
- Sacramento Continuum of Care
- Sacramento Disabilities Advisory Commission
- Sacramento Housing Alliance (SHA)
- SHA Affordable Housing Advisory Committee
- Sacramento Housing and Redevelopment Commission (SHRA)
- Sacramento Municipal Utility District (SMUD)
- Sacramento Regional Builders Association
- Sacramento Resources for Independent Living
- Sacramento Steps Forward
- Volunteers of America
- Youth Commission





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CHAPTER 3 | Summary of Land Available for Housing

A key component of the Housing Element is demonstrating how the City will meet its fair share of the regional housing need.

Regional Housing Needs Allocation

The Regional Housing Needs Assessment (RHNA) is the California State-required process that seeks to ensure cities and counties are planning for enough housing to accommodate all economic segments of the community. The State assigns each region in California a regionwide housing target that is distributed to jurisdictions through a methodology prepared by the regional councils of Government. For this 2021-2029 Housing Element, the State issued a target of 153,512 housing units for the entire Sacramento Region.

The City of Sacramento's share of the regional housing need was determined through a methodology prepared by the Sacramento Area Council of Governments (SACOG). The City must plan to accommodate a total of 45,580 housing units between June 30, 2021 and August 31, 2029. This is equal to a yearly average of 5,581 housing units. Table 3-1 below shows the City's RHNA by income category. Of the 45,580 total units, the City must plan to accommodate 10,463 units for extremely low- and very low-income households, 6,306 units for low-income households, 8,545 units for moderate-income households, and 20,266 units for above moderate-income households.

Table 3-1 Regional Housing Needs Allocation, City of Sacramento 2021-2029

<i>Income Category</i>	<i>Units</i>	<i>Percent of Total</i>
Extremely Low- and Very Low-Income	10,463	23.0%
Low-Income	6,306	13.8%
Moderate-Income	8,545	18.7%
Above Moderate-Income	20,266	44.5%
TOTAL	45,580	100.0%

Source: Sacramento Area Council of Governments, Regional Housing Needs Plan, 2021-2029. Adopted March 2020.

INCOME LEVELS AND ABILITY TO PAY

State law defines affordability in terms of target household incomes and the relative percentage these households must pay to purchase or rent decent and safe housing. Affordability is therefore relative to both household income and housing unit cost. In most cases, affordable housing is defined as housing and related costs (e.g., utilities, insurance, property taxes for owner-occupied properties) that requires no more than 30 percent of a household’s gross income.

The income categories (e.g., extremely low-, low-, or moderate- income) and relative ability to pay for housing are determined in relation to the median household income for the City, adjusted by household size. Table 3-2 below shows the 2020 State and Federal income limits for the Sacramento area based on household size. The area median income (AMI) for a four-person household in the Sacramento area was \$86,300 in 2020.

Table 3-2 HCD Income Limits based on Persons per Household, 2020

Income Categories	Persons per Households				
	1	2	3	4	5
Extremely Low-Income (<=30% AMI)	\$18,150	\$20,750	\$23,350	\$26,200	\$30,680
Very Low-Income (31-50% AMI)	\$20,250	\$34,550	\$38,850	\$43,150	\$46,650
Low-Income (51-80% AMI)	\$48,350	\$55,250	\$62,150	\$69,050	\$74,600
Median-Income (100% AMI)	\$60,450	\$69,050	\$77,700	\$86,300	93,250
Moderate-Income (81-120% AMI)	\$72,550	\$82,900	\$93,250	\$103,600	\$111,900

Source: CA Department of Housing and Community Development (HCD), 2020.

Inventory of Housing Capacity

State law requires the City to demonstrate that sufficient land is zoned to provide housing capacity that is adequate to meet the RHNA for each income level. As part of this Housing Element update, City staff conducted a comprehensive inventory of residential units in the pipeline (i.e., approved projects) and all vacant and non-vacant (i.e., underutilized) land within the City limits that is zoned to allow for housing and available to develop within the Housing Element planning period, 2021-2029.

Planned and Approved Projects

Sacramento has a significant pipeline of development projects that are seeking entitlements or are actively pursuing construction. Using data pulled from June 2021, there are an estimated 23,797 housing units in the pipeline that are counted toward meeting the RHNA. About 73 percent of the units in the pipeline are higher density multi-unit or attached housing. The remaining 27 percent are lower-density single-unit developments. A majority of these units (60 percent) are in large master planned communities, such as the Railyards, Delta Shores, and the Panhandle. The remaining

40 percent of the residential pipeline is in individual developments, which include deed-restricted affordable units, market rate condos and multi-unit development, and mixed-use projects. Based on affordability restrictions, the total number of affordable lower-income units in the pipeline is 1,931.

LARGE MASTER PLANNED COMMUNITIES

- ❖ Aspen 1/New Brighton
- ❖ Delta Shores
- ❖ Greenbriar
- ❖ Panhandle
- ❖ Railyards
- ❖ Township 9

Vacant and Underutilized Sites

The City identified potential vacant and underutilized non-vacant sites zoned to allow for residential development within City limits. The City focused the inventory of underutilized non-vacant sites to those primarily located within the Central City and along commercial corridors where the City is focused on encouraging the majority of new housing.

*The **Central City** is the Community Plan Area with the greatest capacity for housing. The Central City also provides for the greatest density and variety of housing types. Several major planning projects are within the Central City, including the Railyards and Township 9. In addition, there are over 30 individual residential developments in the pipeline. Altogether the Housing Element includes **10,378 units** in the pipeline that are estimated to be built in the Central City by 2029 and capacity for **5,899 units** on vacant and underutilized sites.*

DEFINITIONS

- ❖ **Vacant Site:** A vacant site is a site without any houses, offices, buildings, or other significant improvements on it. Improvements are generally defined as development of the land (such as a paved parking lot, or income production improvements such as crops, high voltage power lines, etc.) or structures on a property that are permanent and add significantly to the value of the property.
- ❖ **Underutilized Site:** Non-vacant sites that have structures or other site improvements, but are capable of being redeveloped with residential uses at a higher density under the zoning and General Plan land use designations. Examples include sites with vacant or abandoned buildings, surface parking lots in the Central City, and large sites that are only partially developed.



Rendering of the Arden Way Apartments Affordable Housing Development

Source: Community Housing Works, 2020

AFFORDABILITY ASSUMPTIONS FOR VACANT AND UNDERUTILIZED SITES

Sites were categorized by income level based on zoning, allowed density, and site size:

- ❖ **Lower-income Sites.** State law establishes a “default density standard” of 30 units per acre for lower-income units in the City of Sacramento. Sites 0.5 acres and larger with zoning or General Plan land use designations that allow for development at 30 units per acre were generally included in the inventory as lower-income sites.
- ❖ **Moderate-income Sites.** High-density multi-unit zoned sites less than 0.5 acres but larger than the size threshold described below for a single-unit lot were inventoried as moderate-income, based on the assumption that the site was too small to accommodate a subsidized lower-income project but large enough for a smaller market-rate multi-unit development to be built. Sites zoned for lower-density multi-unit development that were larger than about 7,000 square feet were also inventoried as moderate-income sites.
- ❖ **Above Moderate-income Sites.** Sites with single-unit or duplex zoning (i.e., R-E, R-1, R-1A, and R-1B) as well as small sites in higher density zones, ranging from under 2,400 square feet to under 7,000 square feet depending on the zone, were categorized as above moderate based on the assumption that a single-unit home would be the most likely to be built.

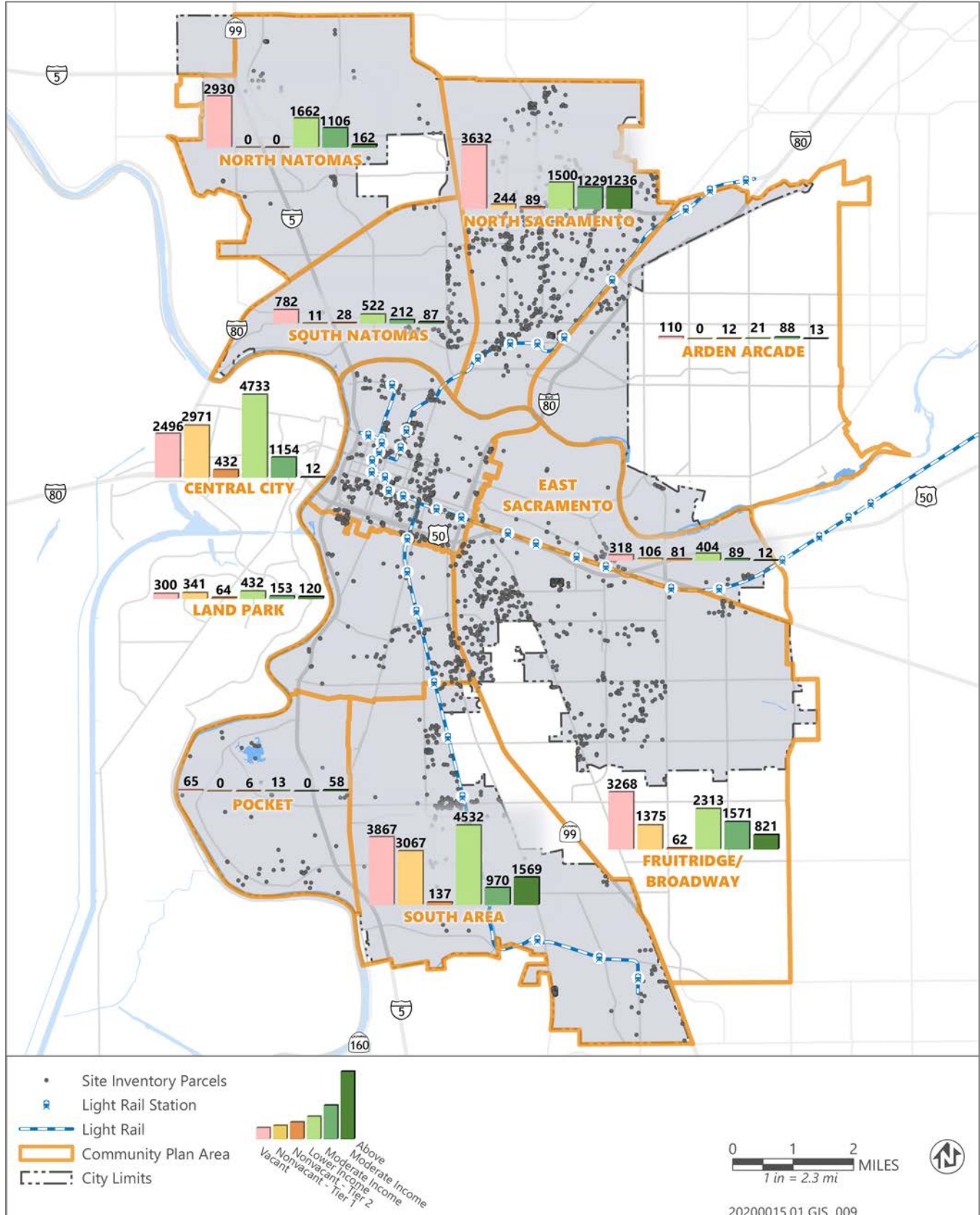
Findings by Community Plan Area

Applying the assumptions and methodology described in Appendix H-2, the City determined the total residential capacity on vacant and underutilized sites within the City (see Table 3-3).

<i>Community Plan Area</i>	<i>Lower-Income Units</i>	<i>Moderate-Income Units</i>	<i>Above Moderate-Income Units</i>	<i>Total Units</i>
Arden Arcade	21	88	13	122
Central City	4,733	1,154	12	5,899
East Sacramento	404	89	12	505
Fruitridge/Broadway	2,313	1,571	821	4,705
Land Park	432	153	120	705
North Natomas	1,662	1,106	162	2,930
North Sacramento	1,500	1,229	1,236	3,965
Pocket	13	0	58	71
South Area	4,532	970	1,569	7,071
South Natomas	522	212	87	821
TOTAL	16,132	6,572	4,090	26,794

Source: Ascent, 2021; City of Sacramento, 2021.

Figure 3-1 Summary of Capacity on Vacant and Underutilized Sites by Community Plan Area



Source: Ascent, 2021; City of Sacramento, 2021.



ACCESSORY DWELLING UNITS

Accessory dwelling units – also known as granny flats, secondary units, in-law units, and backyard cottages – are an important part of the solution to increasing the supply of affordable housing. The City allows up to two accessory dwelling units on each lot by right in all residential districts.

Accessory Dwelling Unit Projection

Per State law, a projection of the number of accessory dwelling units (ADUs) expected to be built within the 8-year planning period can also be considered as part of the inventory. The City has seen a dramatic increase in ADU production in recent years, particularly since 2018 when the state passed several bills to facilitate ADUs statewide. In 2020 the City received applications for 162 ADUs and 76 building permits were pulled. As a result, the City anticipates the number of ADUs to increase over the Housing Element planning period. The City is conservatively projecting an average of 75 ADUs will be constructed each year during the planning period (2021-2029). Over the eight-year period this is equal to a projection of 600 ADUs.

Capacity to Accommodate the RHNA

Table 3-4 below provides a summary of total residential capacity included in the land inventory compared to the City's 6th Cycle RHNA. As shown in the table, the City has a total capacity for 51,191 units within pipeline residential developments and master planned communities and on vacant and underutilized sites, which is sufficient capacity to accommodate the RHNA of 45,580 units. The land inventory includes capacity for 18,399 lower-income units (i.e., extremely low-, very low-, and low-income units), 22,373 moderate income units, and 10,419 above moderate-income units. While there is a shortfall in the above-moderate income category, State law allows surplus sites in the moderate-income category to carry over to the above moderate-income category. The Housing Element relies on non-vacant sites for 42 percent of the RHNA for lower-income and 20 percent overall.

Table 3-4 Summary of Residential Capacity Compared to 2021-2029 RHNA by Income				
	<i>Lower-Income Units</i>	<i>Moderate-Income Units</i>	<i>Above Moderate-Income Units</i>	<i>Total Units</i>
RHNA	16,769	8,545	20,266	45,580
Pipeline Residential Development	1,931	15,543	6,323	23,797
Capacity on Vacant Sites	9,013	4,739	4,016	17,768
Capacity on Tier 1 Underutilized Sites	6,475	1,567	73	8,115
Capacity on Tier 2 Underutilized Sites	644	268	1	911
ADU Projection	336	258	6	600
Total Capacity	18,399	22,373	10,419	51,191
Surplus(+)/Deficit(-)	+1,630	+13,828	-9,847	+5,611

Source: Ascent 2021, City of Sacramento 2021

Analyzing Sites Through a Fair Housing Lens

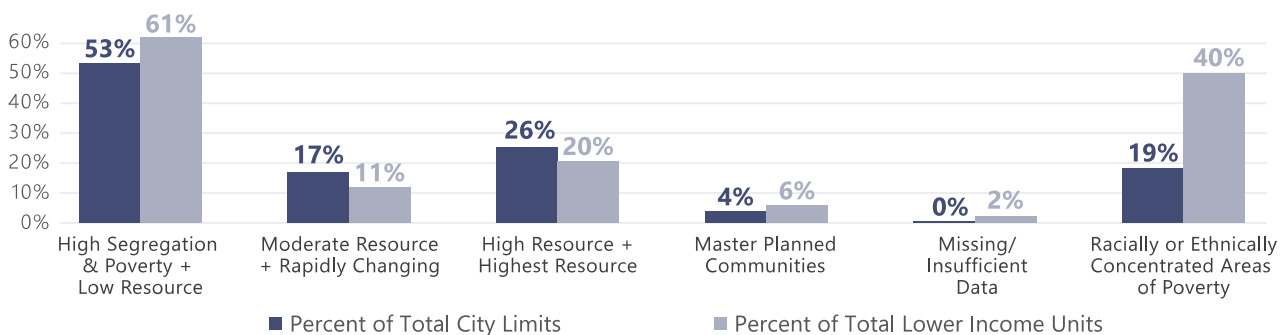
Throughout California, amenities and access to opportunities are not always readily accessible or attainable due to different social, economic, or cultural barriers in society. Because of this imbalance, it is important to ensure that sites for housing, particularly lower-income units, are distributed throughout the City where access to amenities and opportunities are higher, rather than only in concentrated areas of high segregation and poverty. To ensure this, the City needs to consider the accessibility of various opportunities when planning for housing. This includes assessing accessibility to jobs, transportation, and good education and health services. Appendix H-3 provides a more detailed fair housing assessment to affirmatively further fair housing (AFFH). It compares the sites inventory to several of these indicators to determine how the inventory affects fair housing conditions and access to opportunity.

High resource areas identified by HCD and the California Tax Credit Allocation Committee (TCAC) as areas which offer low-income children and adults the best chance at economic advancement, high educational attainment, and good physical and mental health. About 26 percent of the area within City limits is classified as high or highest resource (see Figure 3-2). The inventory demonstrates an overall adequate capacity to accommodate the RHNA but there are also a limited number of sites that allow for higher density development in existing high resource communities such as East Sacramento, Land Park, and the Pocket.

Additionally, there are several master planned communities identified in the sites inventory that are currently undeveloped, lack amenities, and are classified as low resource or high segregation and poverty. However, the City’s Mixed Income Housing Ordinance (MIHO) requires large master planned communities to include affordable housing and to expand access to employment opportunities, transportation, and other amenities for lower-income households. Therefore, once these communities are built, they will be considered high resource areas.

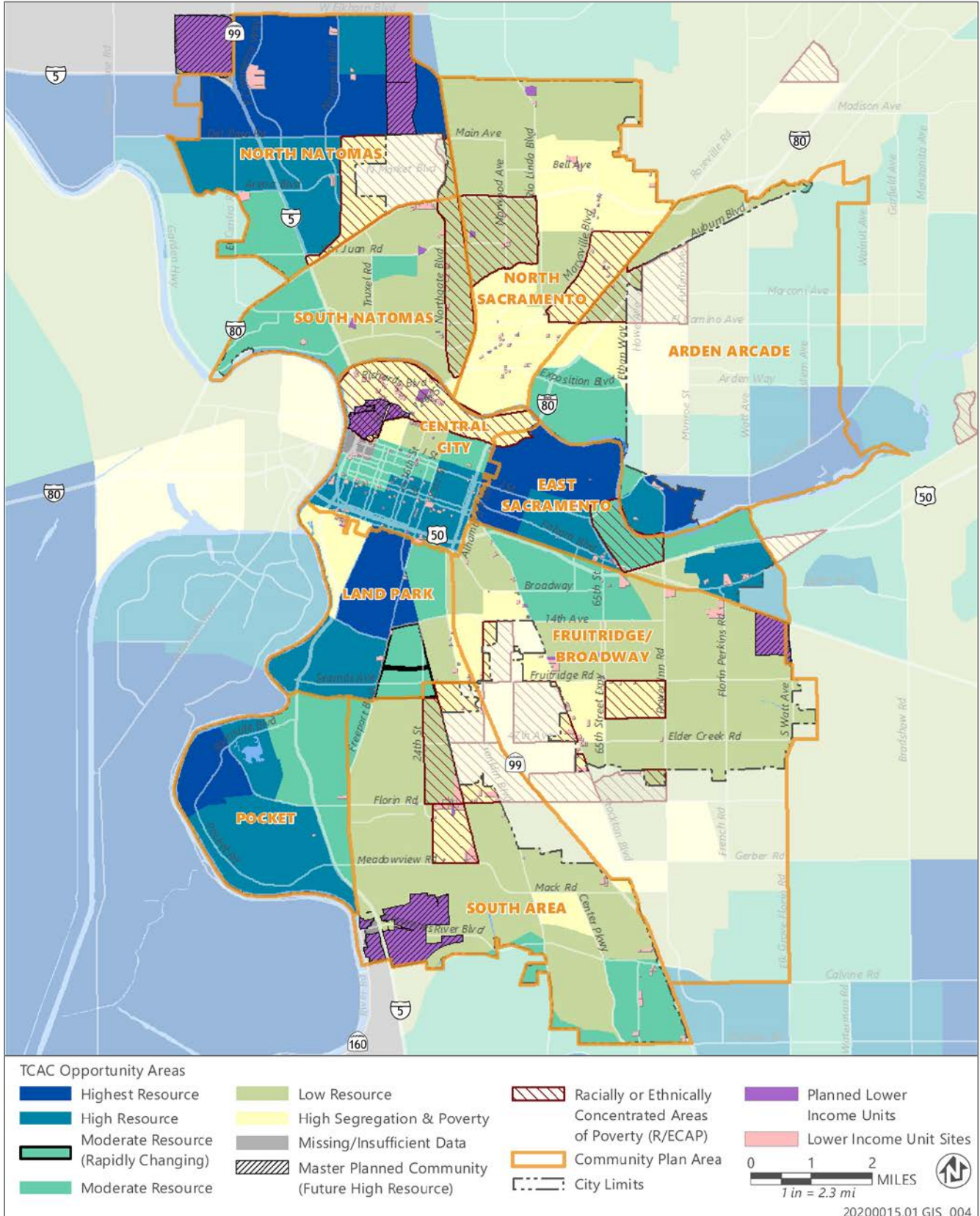
For lower-income sites, there is significantly higher capacity for units in low resource areas and areas of high segregation and poverty. These lower resource areas also overlap with Racially or Ethnically Concentrated Areas of Poverty (R/ECAPs) areas. R/ECAPs are defined by the US Department of Housing and Community Development (HUD) and identify where residents may have historically faced discrimination and continue to be challenged by limited economic opportunity. About 19 percent of land within the City’s limits is considered a R/ECAP and 40 percent of lower-income units identified in the inventory are in R/ECAPs. This is due to the capacity for high density housing in Florin near the Meadowview and Florin Light-rail stations, and within the South area and River District. Conversely, the capacity for lower-income units is distributed within high or low resource areas in relatively the same proportion as the total land area within the City limits. For example, 26 percent of the area within City limits is classified as high resource or highest resource and 20 percent of the lower-income housing capacity is within these areas. The City has identified policies and programs in the Housing Element that affirmatively further fair housing by increasing capacity for a broader variety of housing, including lower-income housing, in high resource areas, and directing investments to low resource areas and areas of concentrated poverty to improve quality of life of residents in these areas. See Appendix H-3 for a more detailed discussion of the fair housing issues in Sacramento, the factors that contribute to these issues, and the Housing Element policies and programs that affirmatively further fair housing.

Figure 3-2 City Land Area and Lower-Income Site Capacity by TCAC Opportunity Area



Source: City of Sacramento, 2021; Ascent, 2021.

Figure 3-3 Lower-income Sites and TCAC/HCD Opportunity Areas



Source: CA Tax Credit Allocation Committee, 2021, adapted by Ascent.



CHAPTER 4 | Goals and Policies

The goals and policies provide direction to help the City reach its housing goals.

The Housing Element includes eight goals that create the framework for how the City of Sacramento will address housing needs during the planning period. Within each goal section, the policies provide direction for how the City will achieve that goal.

The goals and policies were developed with extensive community input and reflect the City's ambition to create equitable and inclusive neighborhoods and to provide opportunities for a variety of housing at all levels of affordability to meet the current and future needs of all residents.

HOUSING ELEMENT GOAL SECTIONS



Goal 1. Increasing Overall Housing Production



Goal 2. Increasing Affordable Housing and Workforce Housing Production



Goal 3. Promoting Accessory Dwelling Units



Goal 4. Advancing Equity & Inclusion



Goal 5. Protecting Residents from Displacement



Goal 6. Preserving the Existing Housing Stock



Goal 7. Housing for People Experiencing Homelessness



Goal 8. Increasing Accessible Housing

Goal 1. Increasing Overall Housing Production



Facilitate the construction of 45,580 new housing units by 2029.

Sacramento, like most communities in California, is facing a housing crisis.

Housing demand continues to outpace supply. This lack of supply drives up housing costs, greatly impacting affordability. Through the Housing Element update process, every city and county in the state is given a target number of housing units it must plan to accommodate, called the Regional Housing Needs Allocation (RHNA). **The City’s target for this Housing Element is 45,580 units over the next eight years, an average of about 5,700 housing units annually.**

Recent housing construction has fallen far below this target. Figure 4-1 below shows the number of housing units by income level that were built over the last seven years (2013-2019) compared to the City’s next eight-year housing target.

Meeting this housing target will be challenging. For one, the City does not build housing – the private and nonprofit sectors do. Cities also do not control local market realities or the availability of state and federal funding needed to support the development of housing.

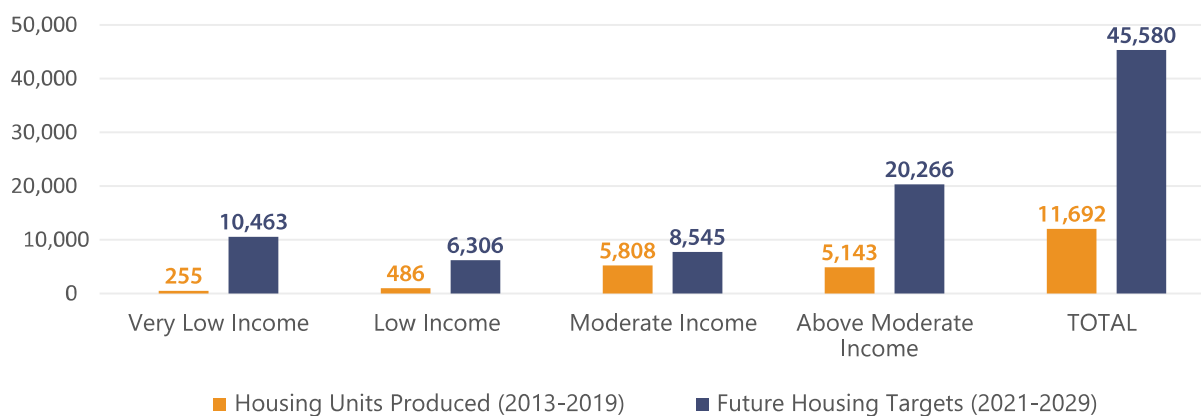
However, the City can help by ensuring that enough land is zoned for residential development to accommodate this large number of housing units. The City can also make it easier and cheaper to build housing. The City has made it a priority to streamline the approval and increase the production of housing through a number of actions with the goals of expediting the planning approval process, reducing housing project costs, and reducing development risk.

Some of the recent actions the City has taken include:

- ❖ **Allowing for checklist planning approval of qualifying infill housing** (Sacramento is the first City in California to offer this);
- ❖ **Amending the City’s accessory dwelling unit (ADU) ordinance** to encourage these smaller and more affordable units throughout the City; and
- ❖ **Establishing a Transit Oriented Development (TOD) ordinance** to incentivize and protect areas near light-rail stations for housing and other TOD uses.

These are good steps, but more needs to be done. The following are additional policies aimed at increasing overall production of housing and providing a variety of housing types for all income levels.

Figure 4-1 Past Housing Production (2013-2019) Compared to Future Housing Targets (2021-2029)



Source: City of Sacramento, 2020.

Policies

H-1.1 Ensure Adequate Supply of Land. The City shall maintain an adequate supply of appropriately zoned land to accommodate the projected housing needs.

H-1.2 Reduce Time and Expense of Planning Approval Process. The City shall continue to reduce the time and expense of the planning approval process by offering ministerial/staff-level review of infill housing.

H-1.3 Reduce Time and Expense of Building Permit Process. The City shall continually strive to streamline and simplify the building permit process using best practices from other cities to improve aspects of the process, including coordination with departments, consistency, and timeliness, to make the development experience as efficient and certain as possible.

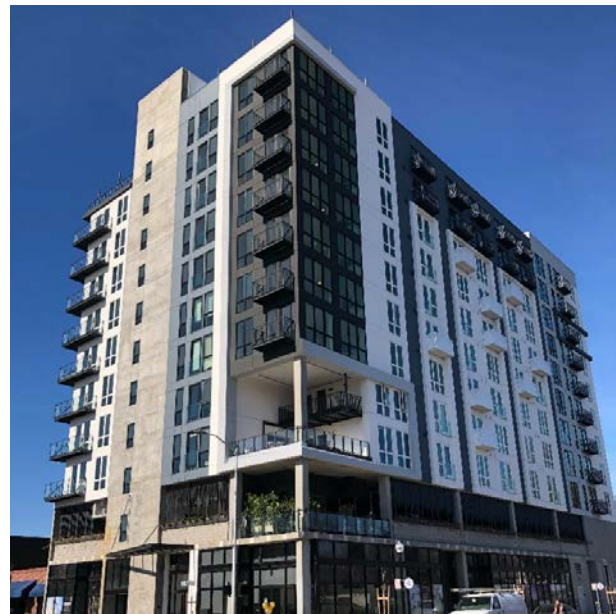
H-1.4 Facilitate Infill Housing Development. The City shall facilitate infill housing along commercial corridors, near employment centers, and near high-frequency transit areas as a way to revitalize commercial corridors, promote walkability and increased transit ridership, and provide increased housing options.

H-1.5 Facilitate Development Through Specific Plans and Commercial Corridor Action Plans. The City shall prepare specific plans and action plans in infill areas and along commercial corridors through a process that includes significant citizen community participation and facilitates infill residential development, affordable housing production, and accommodates more “by-right” housing development in these areas with reduced processing time and costs, while protecting existing residents and businesses from displacement.

H-1.6 Support Infrastructure Improvements in Targeted Infill Areas. The City shall identify infrastructure needs in infill areas; seek new sources of funding for planning and financing infrastructure improvements; and prioritize investments to lower construction costs and catalyze new housing development, particularly in disadvantaged and historically underserved communities as described in the 2040 General Plan Update.

H-1.7 Encourage Adaptive Reuse. The City shall promote and facilitate the conversion of commercial, office, industrial, and parking structures for housing and mixed-use developments.

H-1.8 Support Workforce Pathways into Sacramento’s Construction Industry. The City shall support local efforts to expand the construction workforce.



19J in Downtown provides 173 studio and one-bedroom apartments on 0.29 acres – a density of 597 units/acre.

Goal 2: Increasing Affordable and Workforce Housing Production



Support the production of 16,769 new lower-income housing units by 2029 and increase other affordable housing opportunities within the existing housing stock.

Sacramento housing costs have skyrocketed in recent years, making it especially hard for lower-income households to afford housing.

The short supply of affordable and workforce housing coupled with increasing costs of housing not only have negative impacts on the City’s lower-income households, but they also have a destabilizing impact on the overall economy as fewer household financial resources are able to be spent on other sectors of the economy. Many lower-income families must choose between paying rent or paying for other basic needs like healthcare, food, and transportation. Others are forced into overcrowded or substandard housing conditions or join the increasingly large population of people experiencing homelessness.

KEY FACTS

- ❖ As defined by the U.S. Department of Housing and Urban Development (HUD), **lower-income households** are those that earn **less than 80% of area median income (AMI)**, or \$69,050 for a family of four in the Sacramento area in 2020.
- ❖ The **median home sale price** in the Sacramento region increased from about \$149,250 in 2012 to **nearly \$440,000 in 2020**.
- ❖ **Less than 40% of homes** in Sacramento are sold at prices affordable for a household earning the median income in 2020.

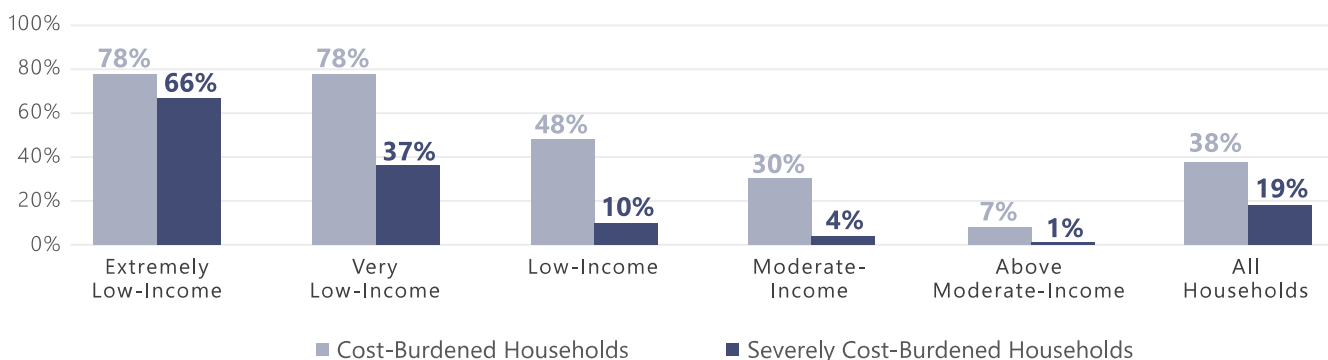
Housing is considered “affordable” if no more than 30 percent of a household’s gross monthly income is spent on rent and utilities. Households are considered “cost burdened” if they spend more than 30 percent of their income on housing costs, and “severely cost burdened” if they spend more than 50 percent.

DEFINITIONS

- ❖ **Affordable Housing:** Under State and federal statutes, housing which costs no more than 30 percent of gross household income. Housing costs include rent or mortgage payments, utilities, taxes, insurance, homeowner association fees, and related costs.
- ❖ **Workforce Housing:** housing that is affordable to households earning between 60 and 120 percent of area median income (AMI). Workforce housing targets middle-income workers including teachers, health care workers, retail clerks, young professionals, and more.

As shown below in Figure 4-2, 39 percent of all Sacramento households were considered cost burdened in 2017, and 19 percent of households were considered severely cost-burdened. Lower-income families were more likely than others to overpay for housing.

Figure 4-2 Cost-Burdened Households in Sacramento, 2017



Source: SACOG Housing Element Data Profiles; U.S. HUD CHAS 2013-2017.

City of Sacramento Housing Element 2021-2029

The private market has largely been unable to produce homes affordable to lower-income households, since affordable rents do not cover the cost to construct these housing units. Between 2013-2019, the City constructed an average of 105 lower-income housing units per year, which represents less than 10 percent of Sacramento’s previous lower-income housing target.

There are several barriers to developing affordable housing in Sacramento and in California. A historical focus on building single family homes and neighborhoods has made it harder to build housing for lower-income households throughout the City. That, coupled with high construction and land costs and the severe disinvestment in affordable housing subsidies from the state and federal governments, has created major challenges to building new affordable housing. However, the City can play a part in supporting the production of more affordable housing units.

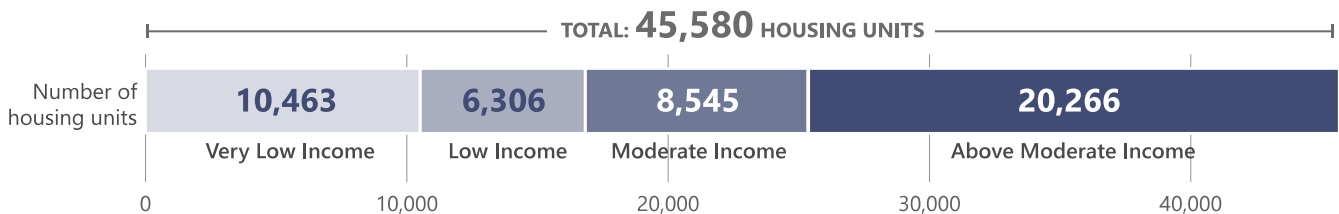
As part of California’s 6th Cycle Housing Element, the City of Sacramento must adequately plan for and accommodate a total of 16,769 new lower-income housing units by 2029, which represents 37 percent of the City’s overall RHNA (See Figure 4-3 below).

- ❖ Within that 16,769 figure, 10,463 units should be affordable to very low-income households making less than 50 percent AMI, and the remaining 6,306 units should be affordable to low-income households making between 50-80 percent AMI.
- ❖ The allocation is equivalent to producing 2,100 lower-income units annually over the next eight years.

LOCAL SOURCES OF FUNDING FOR AFFORDABLE HOUSING

- ❖ **The Sacramento Housing and Redevelopment Agency (SHRA)** is a Joint Powers Authority created by the City and County. In its role as the Housing Authority, SHRA owns and operates 1,508 public housing units in the City and an additional 771 in the other parts of the county. SHRA also administers over 13,000 Housing Choice Vouchers throughout Sacramento County. SHRA acts as the City’s local housing finance agency, administering local, Federal, and State funding programs for the provision of affordable housing and implementing the City’s Mixed Income Housing Ordinance.
- ❖ **The Housing Trust Fund Ordinance** was adopted in 1989 to raise local financing for the construction of affordable housing near new employment centers. The ordinance established square footage fees for non-residential development used to increase the supply of affordable housing. Since inception through 2019, the fee has generated approximately \$50 million.
- ❖ **The Mixed Income Housing Ordinance (MIHO)** requires an affordable housing impact fee for new housing units and large subdivisions to assist with the provision of housing for a variety of incomes and household types. The revenue is placed in the citywide Housing Trust Fund and is used to develop affordable housing units with the goal of increasing the supply available for lower-income workers. Since the City began collecting fees under this ordinance in 2016, the MIHO has generated over \$4.5 million.

Figure 4-3 City of Sacramento RHNA, 2021-2029



Project Spotlight: Lavender Courtyard

Developing affordable housing often requires multiple sources of financing and public subsidy from Federal, State, and local governments. The table below shows the anticipated funding sources for Lavender Courtyard, an affordable housing project by Mutual Housing California that is currently (2021) under construction at the corner of 16th and F Streets in Sacramento. The Lavender Courtyard project is a 53-unit affordable LGBTQ-friendly community for older adults. The project relies on Federal and State Low Income Housing Tax Credits, a Multifamily Housing Program loan from the State Department of Housing and Community Development (HCD), a \$1.9 million federal HOME loan from SHRA, fee waivers, and several other sources of financing and public subsidy.

<i>Funding Sources</i>	<i>Total</i>	<i>Per unit</i>
Federal Tax Credit Equity	\$7,667,037	\$144,661
State Tax Credit Equity	\$2,684,394	\$50,649
HCD Multifamily Housing Program Loan	\$11,263,818	\$212,525
Federal HOME Investment Partnerships Program (HOME) funds	\$1,905,525	\$35,953
Federal Home Loan Bank (FHLB) of San Francisco	\$520,000	\$9,811
Private Foundation	\$2,500,000	\$47,170
Deferred Developer Fee/General Partner Contribution	\$1,203,202	\$22,702
Fee Waivers	\$200,000	\$3,774
TOTAL SOURCES	\$27,943,976	\$527,245



Lavender Courtyard Site Plan

Source: Mogavero Architects, 2016

Source: Sacramento Housing and Redevelopment Agency, 2020.



Rendering of the Lavender Courtyard Development

Source: Mogavero Architects, 2020

Policies

- H-2.1 Provide Opportunities for Affordable Housing Throughout the City.** The City shall ensure that there are sites zoned appropriately for affordable housing in each of the City's 10 community plan areas, especially high resource areas.
- H-2.2 Maximize Use of Public Properties for Affordable Housing and Shelters.** The City shall make City-owned properties that are no longer needed for current or foreseeable future public operations available for the development of affordable housing and emergency shelter space to the maximum extent feasible, and shall encourage other public entities to do so as well.
- H-2.3 Assist in the Development of Affordable Housing.** The City and SHRA shall assist affordable housing developments through site identification, direct funding, supporting funding applications, land donation, expedited permit review, and other incentives.
- H-2.4 Provide Deferrals and Zero-Dollar Impact Fees for Affordable Housing.** The City shall continue to offer deferrals of City-controlled impact fees and consider the continuation of zero-dollar impact fees for affordable housing units.
- H-2.5 Create Additional Local Funding for Affordable Housing.** The City shall strive to create additional local funding for affordable housing.
- H-2.6 Advocate for State and Federal Legislative Changes.** The City shall advocate for additional financial resources and legislative changes from the State and Federal government to support the production of affordable housing.
- H-2.7 Commercial Linkage Fee.** The City shall continue to require new commercial development to meet the housing demand they generate, particularly the need for affordable housing for lower-income workers.
- H-2.8 Support Innovative Construction Methods.** The City shall support and encourage the development and construction industries to implement new technologies and opportunities to build housing that is more affordable by design.
- H-2.9 Shared and Intergenerational Housing.** The City shall encourage micro-unit housing in combination with significant shared community space and new shared and intergenerational housing models to help meet the housing needs of aging adults, students, and lower-income individuals and families.
- H-2.10 Awareness and Support.** The City shall work to increase community awareness and support for affordable housing citywide.
- H-2.11 Conversions to Affordable Housing.** The City shall explore new strategies to convert abandoned and blighted properties into affordable housing.
- H-2.12 Housing Choice Vouchers.** The Sacramento Housing and Redevelopment Agency (SHRA) shall continue to educate, market, and provide incentives for landlords to participate in the Housing Choice Vouchers program to provide affordable housing opportunities throughout the City. Based on funding availability, SHRA may use Housing Coordinators and other best practices in assisting participants with leasing housing and maintaining landlord partners.
- H-2.13 Affordable Housing Set-Aside in Enhanced Infrastructure Financing Districts.** The City shall require a 20 percent set-aside for affordable housing in all new enhanced infrastructure financing districts to the extent permissible by State law.
- H-2.14 By-right Housing on Previously Identified Housing Sites.** The City shall allow housing developments with at least 20 percent affordable housing by-right, consistent with objective development and design standards, on lower-income vacant sites identified in the sites inventory that have been counted in two previous housing cycles or lower-income non-vacant sites counted in one previous housing cycle, consistent with AB 1397.

Goal 3: Promoting Accessory Dwelling Units



Facilitate the construction of at least 600 accessory dwelling units by 2029.

One effective strategy to increasing the supply of affordable housing is facilitating the construction of accessory dwelling units (ADUs).

Over time, ADUs have been referred to by several different names: granny flats, in-law units, backyard cottages, and secondary units. ADUs are an affordable and innovative approach to adding more housing, particularly in single-family residential neighborhoods.

As a result of their small size and relatively low cost of construction, ADUs are naturally occurring affordable housing for renters as well as a reliable source of

income for homeowners. They are particularly well-suited for Sacramento’s growing population of college students, small childless families, and older adults; some of whom want to live near extended families while maintaining privacy.

DEFINITIONS

- ❖ **Accessory Dwelling Unit (ADU).** ADUs are defined as attached or detached dwelling units that are complete with independent living facilities for one or more persons located on the same lot as the main house (i.e., primary residence).



Example of a Cottage-style Accessory Dwelling Unit

Source: ARLnow, Arlington, Virginia, 2020.

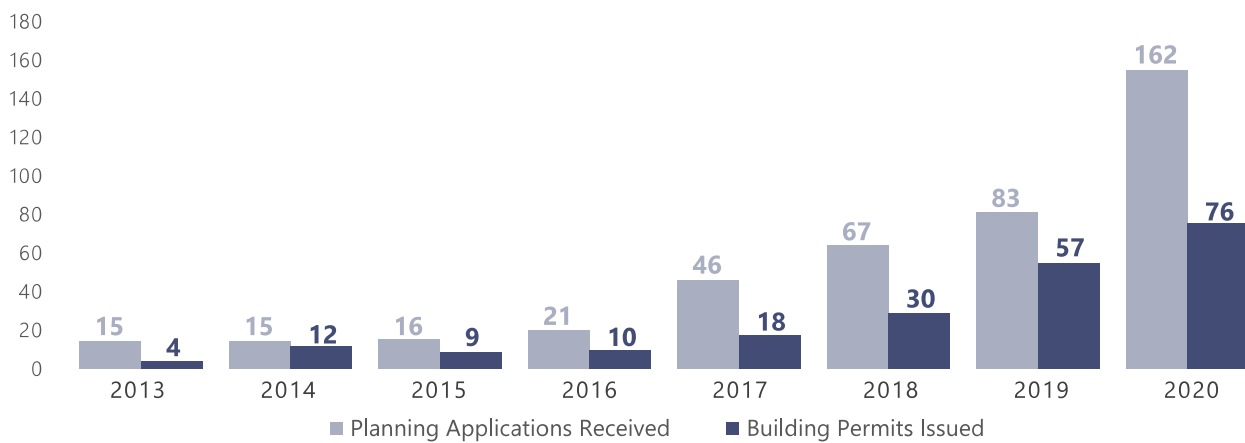
City of Sacramento Housing Element 2021-2029

Since 2017, there have been many changes in state and local laws to promote the development of ADUs. As a result of these recent policy changes, ADUs are now eligible for streamlined approval and permitted by right in any zone that allows a residential use. In other words, if the design of an ADU complies with objective development and design standards then it is eligible for an approval process of 60 days or less. Unlike other residential development, ADUs are exempt from density calculations, environmental review, and public hearings. As shown in Figure 4-4, the number of ADU planning applications and building permits issued in the City have steadily increased since 2017.

Policies

H-3.1 Resources and Materials. The City shall initiate Planning and Development Code amendments and develop tools, resources, and educational materials to increase awareness and support, and to promote and facilitate the development of Accessory Dwelling Units (ADUs) in neighborhoods throughout the City.

Figure 4-4 ADU Building Activity, 2013-2020



Source: City of Sacramento Community Development Department, 2021.



Example of an Accessory Dwelling Unit Attached to a Remodeled Garage

Goal 4: Advancing Equity and Inclusion



Create more equitable and inclusive neighborhoods.

Where we live directly impacts our health and our ability to achieve our full potential. Equitable housing must be more than affordable; it must also connect residents to the jobs, schools, services, and community assets that will enable them to thrive and be healthy.

By measures of both citywide and neighborhood diversity, the City of Sacramento has been ranked one of the most diverse large cities in the United States¹. As of 2020, the City has a population of over half a million people. Among the City’s residents, one third are non-Hispanic White (35 percent), one quarter are Hispanic (27 percent), and roughly one in five are Asian (19 percent). The City is also home to a significant Black population (14 percent), which is twice the size of the regional average.

While diversity in the City continues to grow, diverse communities are spread disproportionately within the City and across the region as a whole.

Like other American cities, Sacramento has a past of segregation and exclusion in housing.

This includes past practices of mortgage redlining, leading to disinvestment in low-income and minority areas; racially restrictive covenants on housing developments, restricting the access of minority residents to certain areas of the region; and urban renewal programs aimed at redeveloping “blighted,” primarily minority, parts of town. The Great Recession and housing foreclosure crisis of 2008 brought to light the unusually high concentration of predatory lending practices in which non-White residents received a disproportionate number of subprime mortgages leading to an abundance of property foreclosures.

As a result of past practices and predatory lending, many Black, Hispanic, and other minority populations currently (2020) live in neighborhoods that either lack

amenities for upward mobility, or face gentrification pressures and the associated danger of displacement from rising rents just when the amenities do arrive.

KEY FACTS

- ❖ Sacramento has been ranked **one of the most diverse large cities** in the U.S.
- ❖ 35% of Sacramento residents are non-Hispanic White, 27% Hispanic, 19% Asian, and 14% Black.
- ❖ **Settlement trends set by past race-based housing policies are still evident today.** Communities of color are concentrated in neighborhoods adjacent to “unrestricted” areas while non-Hispanic White residents largely occupy neighborhoods that historically excluded communities of color.

Demographic patterns across the region as well as in the City reflect the consequences of racial and ethnic segregation. While systemic discriminatory practices excluded Black, Hispanic, and minority households from homeownership opportunities and subsequent intergenerational wealth, another part of why some neighborhoods remain predominately white in their racial composition is because the “desirable” neighborhoods remain zoned exclusively for single family homes. Black, Hispanic, and other minority households are disproportionately lower income and the exclusion of lower cost housing types prevents minority lower-income families from moving to these neighborhoods.

While the Fair Housing Act of 1968 outlawed racially restrictive covenants and government-sponsored redlining, the effects of past systematic segregation and exclusion in housing are still apparent in many areas of Sacramento today.

¹ Newman, Katelyn. 2020. America’s Most racially Diverse Big Cities. U.S. News. <https://www.usnews.com/news/cities/slideshows/the-10-most-racially-diverse-big-cities-in-the-the-us>

Past discriminatory practices have created barriers to homeownership and intergenerational wealth-building for many minority families, and subsequent single-family zoning in neighborhoods with the highest opportunities reinforced it.

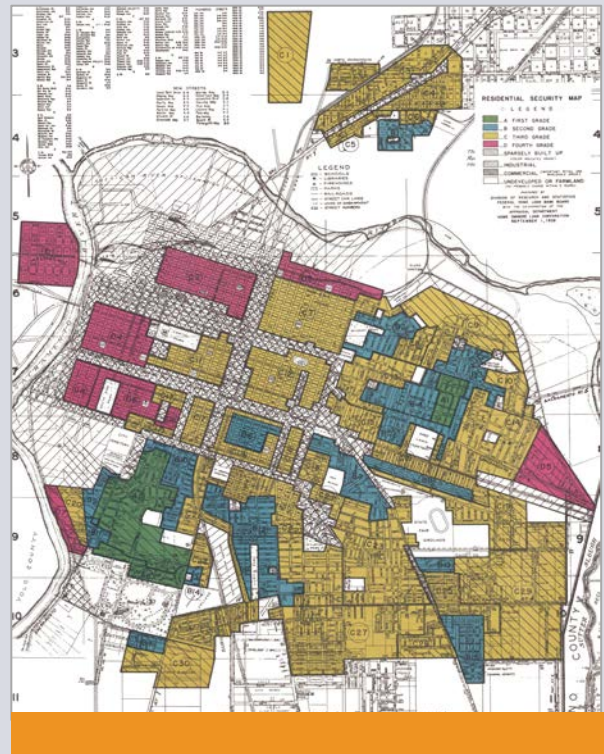
This Housing Element includes several policies and programs to proactively address fair housing issues and segregated living patterns with integrated and balanced communities. As part of the City's 2040 General Plan Update, the City is looking to allow a greater array of housing types in single-unit zones — including duplexes, triplexes, and fourplexes — to increase the availability of housing for more residents at various income levels. Revising the zoning code to allow a greater variety of housing throughout the city can lead to more inclusive neighborhoods since many of the City's highest resource neighborhoods have remained segregated in their racial composition (partly because they are zoned almost exclusively for single family homes).

To affirmatively further fair housing on all fronts, the City is integrating more neighborhood specific action planning within the City's overall development efforts. Additionally, the Housing Element includes programs to further protect vulnerable residents from displacement, to expand outreach and education to better reach vulnerable and at-risk households, and to prioritize inclusive economic and community development throughout the City, with a specific focus on neighborhoods that have historically been denied access to high-quality services.

The City is committed to creating more opportunities for affordable housing dispersed more equitably throughout the City; transforming racially and ethnically concentrated areas of poverty into areas of opportunity; and, as neighborhood investments increase, protecting existing residents from displacement.

HISTORIC REDLINING IN SACRAMENTO

Throughout the country, including here in Sacramento, "redlining" maps were used by financial institutions to assess the level of risk for making home loans. Red areas, as shown in the map below, were described as "racial hazards" where "infiltration of subversive races has occurred." Yellow areas were seen to be "declining" for having multifamily housing and existing minority populations. In this way, minority groups were not granted government-backed home loans with favorable terms in their own neighborhoods but were also prohibited from moving to many of the "best" and "still desirable" green and blue neighborhoods through racial restrictive covenants.



Policies

H-4.1 Expand Housing Types Throughout the City. The City shall take meaningful actions to allow for a greater array of housing types throughout the city to create more inclusive and equitable neighborhoods and to affirmatively further fair housing.

H-4.2 Invest to Create Equitable Neighborhoods. The City shall invest in historically underserved communities, as described in the 2040 General Plan Update, to transform racially and ethnically concentrated areas of poverty into areas of opportunity, while working to promote housing stability and provide new stable housing opportunities for current residents to stay and enjoy the neighborhood investments.

H-4.3 Promote Mixed Income Neighborhoods. The City shall promote mixed income neighborhoods with an equitable distribution of housing types for people of all incomes throughout the City by encouraging new affordable housing in high resource areas and promoting homeownership opportunities throughout the City, particularly in low resource areas.

H-4.4 Support Wealth-building Activities for Low-income Residents. The City shall support efforts to connect low-income residents with financial empowerment resources, homeownership programs, small business assistance, living wage jobs, and workforce training resources and services.

H-4.5 Amplify Community Voices Through Neighborhood Planning. The City shall work with representative groups of community residents, including non-English speakers, to identify housing needs and implement solutions at the neighborhood level, particularly in areas targeted for inclusive economic and community development.

H-4.6 Housing for Formerly Incarcerated Residents. The City shall strive to promote housing options and address barriers for individuals who were formerly incarcerated in locating, obtaining, and maintaining affordable housing.

DEFINITIONS

❖ **Inclusive Economic Development Investment(s).** Investments that expand economic opportunities that benefit underserved and underrepresented communities, thereby reducing social, racial, health, and economic disparities in these communities. Through public and private actions that are responsive to community need and build on resident assets, these investments foster small business growth, increase quality jobs, stabilize people in safe and affordable homes, prepare residents of all ages to fill jobs, improve neighborhoods, and increase household wealth.

Goal 5: Protecting Residents from Displacement



Protect residents at-risk of displacement from their homes and their communities.

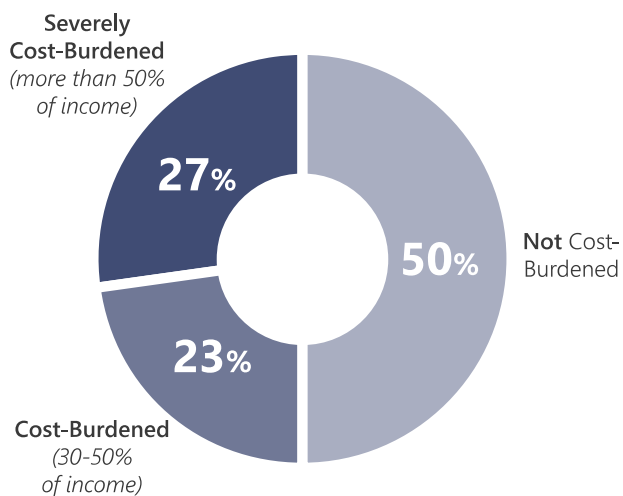
Anti-displacement is about how to keep people in their homes and in their communities in the face of increasing rents and economic pressures.

Sacramento has seen some of the highest increases in rent in recent years. In 2020, the median rent increased by 16 percent, the sixth highest in the nation, and in 2018 half of renters paid more than 30 percent of their income on housing (see Figure 4-5).

As rents increase and access to affordable housing decreases, low-income renters and people of color are disproportionately at risk of displacement. As shown in Figure 4-6, the communities that are most at risk or are already experiencing gentrification and/or displacement (dark purple) are concentrated in the Central City and parts of North and South Sacramento. When renters are displaced due to excessive rent increases, there is a corresponding increase in the number of people experiencing homelessness.

Some anti-displacement strategies are currently being implemented in Sacramento, including tenant protections, preserving existing affordable housing, creating more homeownership, and conducting neighborhood-level planning. The Housing Element includes additional policies and programs the City and its partners will use to help support vulnerable residents and households.

Figure 4-5 Housing Cost Burden - Renters (2018)

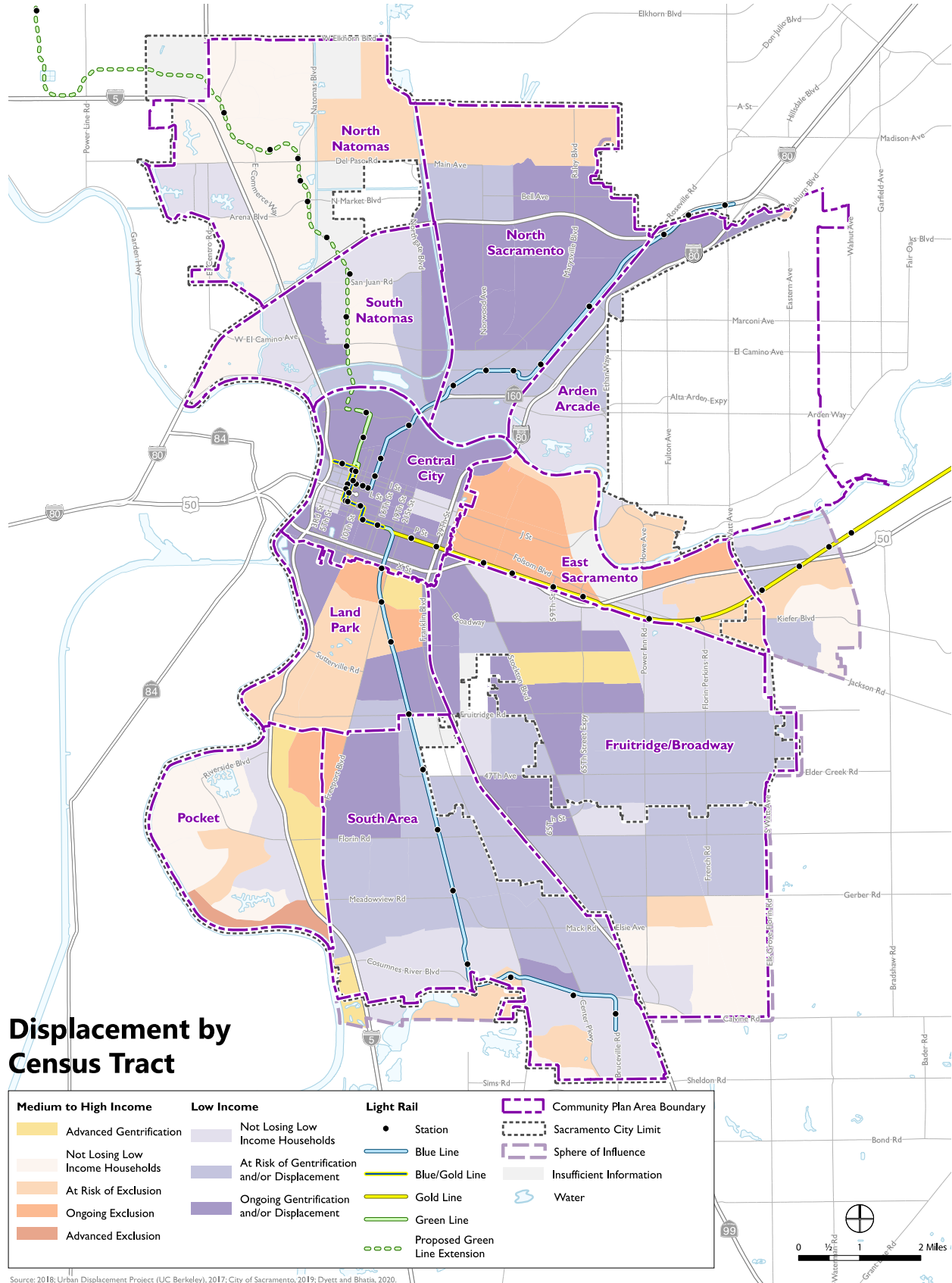


Source: 2013-2017 HUD CHAS data

DEFINITIONS

- ❖ **Displacement** occurs when certain groups of individuals or households (often low-income) are forced to move from neighborhoods as a result of rising housing costs and neighborhood conditions associated with new investments in those neighborhoods.
- ❖ **Gentrification** is the process by which higher income households displace lower income residents of a neighborhood, changing the essential character of that neighborhood. Often, though not always, gentrification has a very clear racial component, as higher income white households replace lower income minority households.

Figure 4-6 Risk of Gentrification by Census Tract



Source: 2018; Urban Displacement Project (UC Berkeley), 2017; City of Sacramento, 2019; Dyett & Bhatia, 2020.

Source: Urban Displacement Project, UC Berkeley, 2015; City of Sacramento, 2019; Dyett & Bhatia, 2020

Policies

- H-5.1 Minimize Displacement of Vulnerable Residents.** The City shall work to make all neighborhoods places of opportunity and encourage investments while minimizing the involuntary displacement of people of color and other vulnerable populations, such as low-income households, the elderly, and people with disabilities due to the influx of less vulnerable populations attracted by increased opportunities and/or investments.
- H-5.2 Strengthen Tenant Protections.** The City shall explore options to strengthen eviction prevention, limits on annual rent increases, and tenant relocation measures.
- H-5.3 Develop Neighborhood-Specific Anti-Displacement Strategies.** The City shall engage neighborhood residents in developing customized anti-displacement solutions through neighborhood-level planning in areas targeted for inclusive economic and community development, particularly those at-risk of displacement.
- H-5.4 Fair Housing Services and Education.** The City shall support local organizations in providing counseling, dispute resolution and fair housing services, and make a concerted effort to disseminate resources to underrepresented residents, including non-English speakers.
- H-5.5 Support Collective Ownership Models.** The City shall support community-driven collective ownership models to help low-income residents remain in their communities and build equity.
- H-5.6 Target Homeownership Programs to Underrepresented Residents.** The City shall target outreach on homeownership programs and other housing opportunities to residents in areas at risk of displacement and gentrification and to populations that have historically been excluded from homeownership by discriminatory mortgage lending practices.

- H-5.7 Prioritize Affordable Housing Financing in Areas at Risk of Gentrification.** The City and SHRA shall prioritize the financing of affordable housing in areas at risk of gentrification to provide options for low-income residents to remain in their neighborhoods.
- H-5.8 Homeowner Protection Services.** The City shall promote and expand programs that support existing homeowners in affording and maintaining their home, including home repairs and foreclosure prevention, with a focus on people of color and vulnerable populations, such as low-income households, the elderly, and people with disabilities.

COLLECTIVE OWNERSHIP MODELS

Community-driven collective homeownership models refer to a form of ownership by a group for the benefit of members of that group. For example, a housing cooperative or "co-op" is a shared housing arrangement in which individuals buy into a building and collectively own that building, sharing responsibilities with fellow tenants or owners.

Another example are community land trusts, which can help ensure the availability of permanently affordable housing in areas facing rapid economic change and appreciation in land values. Community land trusts are a system of tenure in which the land is owned by an entity, usually a nonprofit, and the buildings on the land are owned or leased by residents. There are often legal provisions governing ownership and transfer to keep units affordable in perpetuity. This dual ownership model, which separates the cost of the land from the cost of the buildings, can make homeownership more accessible to low- and moderate-income families.

Goal 6: Preserving the Existing Housing Stock



Preserve, maintain, and rehabilitate existing housing to ensure neighborhood livability and promote continued housing affordability.

The policies in this section focus on preserving the existing housing stock, with an emphasis on preserving affordable housing.

The City of Sacramento is home to over 10,000 deed-restricted affordable units, not including privately owned deed-restricted affordable units that do not involve SHRA financing. In general, once the period of restricted rent/occupancy expires, a property owner may charge market rents for the previously restricted units. State law requires that housing elements include an inventory of all publicly assisted multi-unit rental housing projects within the local jurisdiction that are at risk of conversion to uses other than low-income residential during the next 10 years from the start of the housing element planning period (i.e., May 15, 2021). An estimated 1,178 units are at-risk of converting to market rate by 2031. The preservation of affordable units is not only more cost effective than building replacement units, but it is a key element of anti-displacement policy.

Beyond subsidized affordable housing, there is a need to maintain and improve the quality of existing market rate housing. Sacramento is a city with many older, established neighborhoods. While the age of housing, by itself, does not necessarily equate with poor housing conditions, a neighborhood with a large stock of older housing (particularly older non-subsidized rental housing) occupied by a high percentage of lower-income households has a much greater potential for housing problems than an affluent neighborhood with older housing.

If not properly maintained, housing can exhibit obvious signs of “wear and tear” after 30 years (or even less, depending on the quality of materials and construction). As of 2018, of the nearly 196,000 housing units in the City, **about 72 percent were built before 1990, and about 55 percent were built before 1980** (see Table 4-1). The median year a Sacramento home was built is 1975.

KEY FACTS

- ❖ An estimated **1,178 subsidized affordable units are at risk** of converting to market rate by 2031.
- ❖ The median age of a Sacramento home is **45 years old**.
- ❖ **72%** of Sacramento homes were built before 1990.

Table 4-1 Housing Stock by Year Built

Year Built	Number of Units	% of Total
2014 or later	3,992	2%
2010-2013	1,593	0.8%
2000-2009	33,156	17%
1990-1999	16,499	8.5%
1980-1989	31,817	16.3%
1970-1979	30,271	15.5%
1960-1969	20,420	10.5%
1950-1959	23,350	12%
1940-1949	12,411	6.4%
1939 or earlier	21,489	11%
Total	195,749	100%

Source: U.S. Census Bureau, 2018 American Community Survey 5-Year Estimates

ENERGY CONSERVATION IN EXISTING HOMES

The majority of Sacramento’s existing housing stock was built before California’s 1978 Building Energy Efficiency Standards were implemented. Existing homes provide a significant opportunity to reduce overall energy use, save money, improve air quality, and reduce greenhouse gas (GHG) emissions. By retrofitting older homes to be energy efficient or even zero-carbon, the City has a unique opportunity to achieve both its housing preservation and climate decarbonization goals at the same time. See **Appendix H-6** for more information on how the City is currently addressing the conservation of energy resources as part of larger climate action and adaptation processes.

Policies

H-6.1 Preserving Existing Affordable Housing.

The City shall prioritize the preservation of existing affordable housing at risk of loss of affordability covenants as a critical means of mitigating the displacement and loss of affordable housing units from the City's inventory.

H-6.2 Rehabilitation and Preservation. The City shall use preservation, conversion, and/or rehabilitation as tools to improve substandard single-unit homes and multi-unit affordable housing to preserve the existing housing stock and affordability.

H-6.3 Enhance Rental Housing Inspection Program. The City shall strive to increase awareness, outreach, and language access related to the Rental Housing Inspection

Program to help protect the most vulnerable tenants, including low-income residents, the elderly, and non-English speaking residents who are often most at risk of living in substandard housing conditions.

H-6.4 Preserve Existing Mobile Home Parks. The City shall support efforts by tenants and nonprofits to preserve existing mobile home parks.

H-6.5 No Net Loss of Housing Stock. The City shall ensure that sites being redeveloped for housing do not result in a net reduction in housing units.

H-6.6 Preserve Central City Single Room Occupancy Units. The City shall continue to preserve single room occupancy (SRO) units in the Central City.

Project Spotlight: Pensione K

Single Room Occupancy (SRO) developments play a vital role in providing affordable housing to the City's most vulnerable residents including older adults, persons with disabilities, persons at risk of homelessness, and formerly incarcerated individuals. SROs traditionally provide affordable housing for single individuals with extremely low incomes. Pensione K is an affordable apartment complex located on the corner of 17th and K Streets in Sacramento's Midtown neighborhood. This SRO project, which was built in 1996 with initial financing from SHRA includes a total of 127 studio units, underwent a substantial rehabilitation in 2017 with financial assistance.



Pensione K Affordable Apartment Complex

Source: Pensione K, 2020

Goal 7: Housing for People Experiencing Homelessness

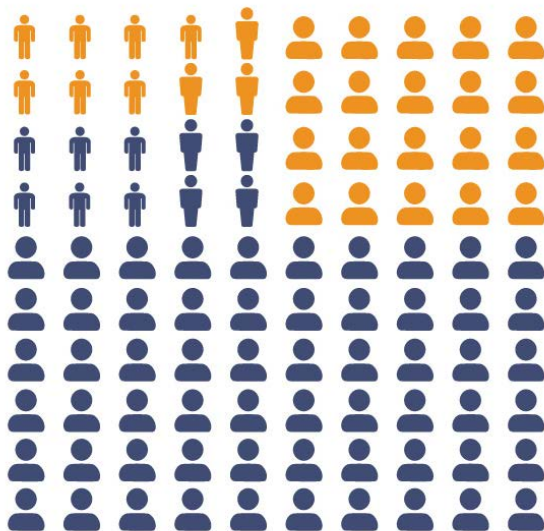


Prevent the occurrences of homelessness and address the housing needs of people experiencing homelessness.

Similar to other regions in California with double-digit increases in reported homelessness, the Sacramento region is in the middle of a homelessness crisis.

On the night of the 2019 Sacramento County Homeless Count, an estimated 5,570 people experienced homelessness throughout the county. However, this figure is a snapshot in time and does not account for different individuals entering, exiting, and returning to a state of homelessness. The results suggest that an estimated 10,000 to 11,000 residents in Sacramento County experienced homelessness in 2019. Nearly 70 percent of people experiencing homelessness were unsheltered.

70% Unsheltered 30% Sheltered



12%	8%	80%
Children	Youth	Adults
under 18 years	18-24 years	25+ years

The homelessness population includes veterans, women, children, persons with disabilities, older adults, and other vulnerable groups. These individuals lack adequate sanitary facilities and are at risk from theft, crime, and extreme weather conditions. These conditions threaten the physical and mental health and safety of those experiencing homelessness and these conditions pose a threat to the public health and well-being of the entire community.

KEY FACTS

- ❖ From 2017 to 2019, Sacramento County saw a **19%** increase of people experiencing homelessness on any given night.
- ❖ About **70%** of people experiencing homelessness on any given night are unsheltered.
- ❖ **93%** of unsheltered residents were originally from Sacramento or long-term residents.

The crisis of unsheltered homelessness is one that impacts the entire Sacramento community; both those experiencing homelessness and the broader community of housed residents, businesses, and neighborhoods. As residential rents continue to climb, many housed residents also face the threat of homelessness due to lack of access to affordable housing.

Over the past several years, Sacramento has made significant investments to increase access to and availability of shelter, services, and permanent housing for people and families experiencing homelessness. For example, the City and County have made significant strides in adding capacity in the homeless crisis system by allocating funding for almost 300 new shelter beds for single adults and 90 new shelter beds for families. However, much more needs to be done.

The Housing Element includes a variety of policies to help the City address the homelessness crisis. Policies range from working with the County and partner agencies on a regional approach, removing barriers to emergency shelter access, and to improve data quality and regularly report on metrics.

Source: 2019 Homelessness in Sacramento County. Prepared by Sacramento Steps Forwards

Policies

H-7.1 Housing First Principles. The City shall prioritize solutions that are consistent with the notion that stable housing is the first, critical step towards addressing human needs.

H-7.2 Regional Coordination. The City shall coordinate with the region and work with the Continuum of Care, Sacramento County, SHRA, and partner agencies to develop strategies that address homelessness through a shared vision, coordinated programs, and joint funding opportunities.

H-7.3 Innovative Solutions. The City shall consider and employ innovative solutions that further collaboration and coordination of the homeless continuum of care. This will include effective responses and best practices for prevention services, emergency shelters, interim housing, permanent housing and ongoing housing stability to address the homelessness crisis.

H-7.4 Permanent Supportive Housing. The City shall facilitate and provide permanent supportive housing options that offer appropriate services so that people experiencing chronic homelessness can maintain permanent housing.

H-7.5 Prevention Resources. The City shall use data to focus on impactful solutions, long-term outcomes, and strategies that target those most at risk of homelessness by connecting them to affordable housing, prevention resources, workforce training, and supportive services that will help prevent them from losing their homes (e.g., rental assistance programs, tenant protections, and job assistance).

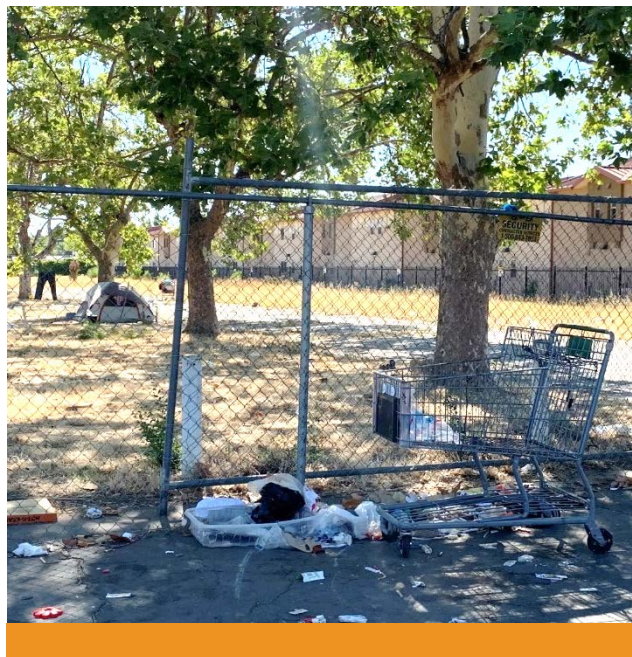
H-7.6 Rental Housing Assistance. The City shall prioritize and facilitate programs and strategies that work to help those experiencing homelessness, or who are at risk of homelessness, find appropriate rental housing and prevention services.

H-7.7 Diversion Approach. The City shall work with and provide resources to partner organizations to prevent people from seeking shelter by helping them identify immediate alternate housing arrangements and connecting them with services and financial assistance to help them return to permanent housing.

H-7.8 Improve Connections Between Shelters and Housing. The City shall expand and improve the collaboration and connection between emergency shelters, temporary housing, and permanent housing in order to decrease the duration of homelessness and rehouse individuals quickly.

H-7.9 Remove Barriers to Accessing Shelter. The City shall strive to remove barriers to emergency shelter access.

H-7.10 Regular Reporting. The City shall use metrics and improve data quality to track and improve the efficacy of homeless services, programs, and investments.



Goal 8: Increasing Accessible Housing



Promote greater universal access in housing and support efforts that provide older adults and people with disabilities the option to stay in their homes and neighborhoods.

The goals of the Housing Element reflect empowerment and inclusion for the broad range of human ability represented in Sacramento.

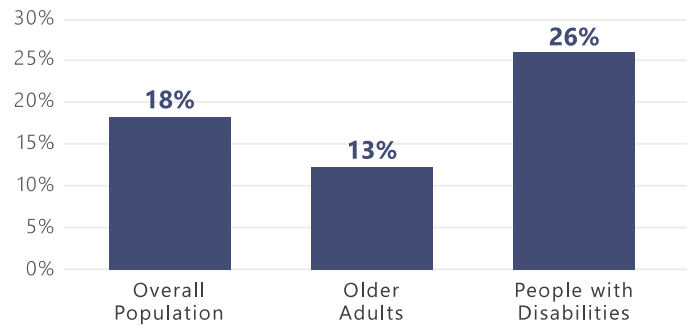
Individuals with disabilities have special needs related to relatively low incomes, housing accessibility, self-care, access to transit, and proximity to health care and supportive services. Disabilities can be both visible and invisible. It is important that there is just and fair inclusion throughout the city and that conditions create an environment where everyone can participate, prosper, and reach his or her full potential.

In 2018, over 57,000 Sacramento residents over age five had one or more disability. This number represents about 11 percent of the City's population over age five. The likelihood of a person experiencing multiple disabilities also increases with age. Of the residents living with one or more disabilities in 2018, about 40 percent were age 65 or older.

Because disabilities include a wide range and severity of sensory, physical, mental, and developmental conditions, the special needs of persons with disabilities are wide ranging, as well. In addition to affordable and accessible housing opportunities in proximity of transportation and other services, persons with disabilities may also need on-site support or even full-time care in a group home environment.

Persons living with disabilities, especially with severe living or self-care difficulties, generally live with low to extremely low incomes. Figure 4-7 compares the percentage of groups living at or below the poverty line. Overall 18 percent of the population lives below the poverty level in Sacramento. However, 26 percent of people with disabilities live below the poverty line, and only 13 percent of older adults live in poverty.

Figure 4-7 Percentage of People Living in Poverty in Sacramento (2018)



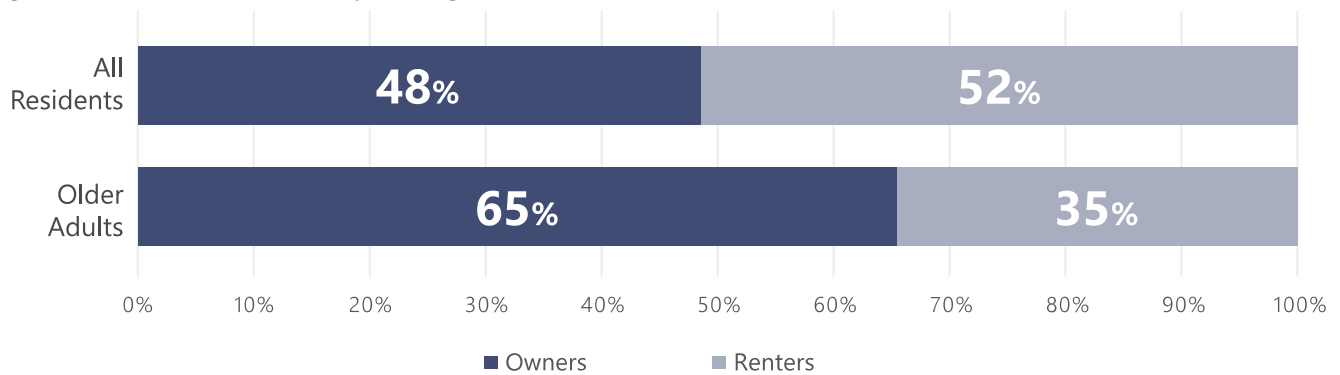
Source: ACS 5-Year Estimates, 2014-2018

Because a larger percentage of people with disabilities live in poverty, their housing environments tend to be less stable and they are more likely to experience homelessness. This is reflected in the 2019 Point-in-Time Count, which noted that approximately 40 percent of unsheltered homeless adults reported severe disabilities and/or health conditions; 26 percent cited having a debilitating cognitive or physical impairment.

The aging of the population is a global trend and a major force shaping housing in the 21st century.

Older adults (persons age 65 or more) are a special needs group because a high percentage of them have relatively low incomes and decreasing mobility, which limit their housing options. Many older adults own homes that no longer meet their needs; their homes are too large, not located near health and social services, and/or need repairs or accessibility modifications. In Sacramento, the older adult population is rising rapidly. As of 2018, there were about 62,776 older adults living in the City, up 27 percent since 2010. Older adults also represent an increasing proportion of the total population, from 10 percent in 2010 to 13 percent in 2018.

Figure 4-8 Homeownership Among Older Adults (2018)



Source: ACS 5-Year Estimates, 2014-2018

Older adults, as a group, have lower incomes than the population at large. The median income in 2018 of households headed by older adults was \$45,878, about 78 percent of the median income of all households in the City. In contrast to City households as a whole, who had a 48 percent ownership rate in 2018, 65 percent of older adult households were homeowners in 2018 (see Figure 4-8).

Although most older adults own their homes, often unencumbered by debt, many may be in a situation characterized as “house rich and cash poor.” In other words, a person may have large equity in a home, but still be forced to live on a minimal fixed income. Selling the home may not be an available option, because the cost to rent a housing unit may override the income made available by the home sale.

The vast majority of older adults and persons with disabilities desire to live an independent lifestyle as long as possible. The independent living movement supports the idea that individuals with disabilities can make their own decisions about living, working, and interacting with the surrounding community. Housing and assistance programs for older adults and those with disabilities should put priority on independent living, attempting first to maintain these persons in their own homes and to age in place. Other housing options are accessory dwelling units and duplexes that allow older adults to live near extended families while maintaining privacy.

As Sacramento’s population continues to age, there will be increasing demand for age-friendly housing built with universal design principles. A few universal design elements include: zero-step entrances, single-floor living, wide halls and doorways, and electronic

controls reachable from a wheelchair. Housing design features that increase accessibility and safety can allow those with mobility disabilities much more independence in their home.

The Housing Element contains policies to support the independent living movement by helping older adults and people with disabilities stay in their homes and promoting universal design and accessibility in housing throughout the city.

KEY FACTS

- ❖ Over **57,000** Sacramento residents over age five (about **11%** of the population) had one or more disability.
- ❖ Overall, **18%** of the population live below the federal poverty line. About **13%** of older adults and **26%** of persons with a disability are below the federal poverty line.
- ❖ The older adult population has increased **27%** between 2010 and 2018.
- ❖ Older adult headed households made **78%** of the citywide median household income.
- ❖ In 2018, **65%** of older adults were homeowners.

DEFINITIONS

- ❖ **Universal Design.** The design of buildings, products, and environments that make them accessible and safe to all people regardless of age, size, ability, or disability.

Policies

H-8.1 Universal Design in New Housing. The City shall strive to achieve universal design in new residential housing units to provide housing for people with disabilities and allow older adults to age in place.

H-8.2 Reasonable Accommodation Ordinance. The City shall ensure people with disabilities have equal opportunity to use and enjoy their housing by providing a process to request modification to a land use or zoning standard, regulation, policy, or procedure.

H-8.3 Encourage Accessible Housing Near Transit and Amenities. The City shall encourage the development, rehabilitation, and preservation of accessible housing, particularly in neighborhoods that are accessible to public transit, commercial services, and health and community facilities.

H-8.4 Financial Assistance for Accessible Affordable Housing. The City shall prioritize financial assistance for affordable housing and permanent supportive housing projects that exceed the minimum accessibility provisions of State and Federal law.

H-8.5 Partner with Community Based Non-profit Organizations. The City shall continue to support and partner with community-based organizations that develop affordable housing, retrofit existing housing, and provide supportive services for older adults and people with disabilities.

H-8.6 Emergency Home Repairs and Accessibility Retrofits. The City shall continue to provide low- and very low-income older adults and persons with disabilities with grants for emergency repairs and/or accessibility modifications to their homes and seek ways to expand this program with community-based organizations, providing affordable loans for larger repair and retrofit needs.

SACRAMENTO: AN AGE-FRIENDLY CITY

The Mayor's Initiative on an Age-Friendly City is a new effort by the Mayor's Office to prepare for Sacramento's growing aging population and become a more livable city for residents of all ages and abilities. The City is partnering with AARP to host listening sessions and conduct extensive outreach, as part of the 2040 General Plan Update, to inform the development of an Age-Friendly Action Plan for Sacramento.



CHAPTER 5 | Implementation

This Housing Element addresses the City's housing issues with a comprehensive and bold strategy.

The City and its partner agencies are committed to implementing the programs outlined in this chapter over the eight-year planning period. These implementation programs have been developed with extensive community input and with thoughtful consideration for what the City could feasibly accomplish during the planning period with current staff resources.

The result is a set of implementation programs that prioritize what will be the most effective in terms of moving the needle and getting more housing, particularly affordable housing, built in Sacramento. Identification of programs is the first step towards implementing the City's housing strategy; successful implementation will require ongoing management, oversight, and collaboration. The City will continually monitor progress and report on these programs annually to the City Council and to the California Department of Housing and Community Development (HCD).

The implementation programs are first organized below by timeframe. Each program then describes the proposed action, the goal(s) it implements, the timeframe for accomplishing the program, and the City agencies, departments, and partners primarily responsible for implementing the program. The Quantified objectives lay out the number of housing units that the City expects to be constructed, maintained and preserved within the planning period. These numbers are based largely on the implementation programs, particularly the ones with measurable outcomes.

IMPLEMENTATION PROGRAM TIMEFRAMES

- ❖ Short-Term (2021-2022)
- ❖ Medium-Term (2023-2025)
- ❖ Long-Term (2026-2029)
- ❖ Annual & Ongoing (2021-2029)

HOUSING ELEMENT GOAL SECTIONS

GOAL 1  HOUSING PRODUCTION	GOAL 2  AFFORDABLE HOUSING	GOAL 3  ACCESSORY DWELLINGS	GOAL 4  EQUITY & INCLUSION	GOAL 5  PREVENTING DISPLACEMENT	GOAL 6  HOUSING PRESERVATION	GOAL 7  HOMELESSNESS	GOAL 8  ACCESSIBILITY
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IMPLEMENTATION PROGRAMS

Short-Term (2021-2022)

Program H1. Review Mixed Income Housing Ordinance



The City shall evaluate the effectiveness of the Mixed Income Housing Ordinance (MIHO). The City shall conduct an economic feasibility study to guide any decisions on changes to the ordinance, including the consideration of a mandatory inclusionary housing component. In this evaluation of the ordinance, the City will engage a broad range of stakeholders to ensure a variety of voices and interests are heard and considered. Based on the findings of the evaluation and the study, the City shall consider amendments to the ordinance with the goal of increasing the amount of affordable housing built in the City while ensuring the requirements do not pose a constraint to overall housing production.

- ❖ **Implements which Policy(ies):** H-2.1, H-4.3
- ❖ **Timeframe:** Initiate economic feasibility analysis in 2021, complete analysis by Spring 2022, and receive decision on ordinance from City Council by end of 2022.
- ❖ **Responsible Department or Agency:** Community Development; SHRA
- ❖ **Objective:** Increase the number of affordable housing units throughout the City.

Program H2. Housing Development Toolkit



The City shall use the Vacant Lot Registration Program data to map privately-owned vacant lots and screen them for parcels that could be appropriate for housing based on screening criteria. The City shall develop a web-based Housing Development Toolkit on the City’s website with a step-by-step process for owners identified through the Vacant Lot Registration Program and the Housing Element Land Inventory to evaluate their options for developing their site for housing. The website will walk through the development process and the incentives and programs currently being offered by the City or partner agencies. The Housing Development Toolkit will include resources to facilitate affordable housing developments on large sites, including the City’s processing of lot line adjustments and voluntary merger of parcels, and a zero-dollar impact fee for affordable housing units. The City shall develop and execute a Housing Development Toolkit outreach plan targeted at developers and owners of vacant lots with a specific focus on the City’s most underserved areas. The City shall review the effectiveness of this program annually with the City’s Housing Policy Working Group and suggest changes, as necessary.

- ❖ **Implements which Policy(ies):** H-1.4, H-2.3
- ❖ **Timeframe:** 2021-2022
- ❖ **Responsible Department or Agency:** Community Development
- ❖ **Objective:** Assist in the development of market rate and affordable housing by providing information and tools to property owners of sites appropriate for housing. Facilitate the development of affordable housing on large sites.

Program H3. Establish New Sources of Funding for Affordable Housing



Working with the Housing Policy Working Group (HPWG) and other stakeholders, City staff shall explore new funding sources for affordable housing with the City Council. Potential sources of funding could include but not be limited to the following:

- An increased Housing Trust Fund fee for specific uses;
 - Ensuring 20 percent of revenue from an Enhanced Infrastructure Financing District (EIFD) be set-aside for affordable housing;
 - Dedicating Property Transfer Tax revenues received in excess of the approved budget at year-end to affordable housing or infrastructure to support infill housing; and
 - An affordable housing bond.
- ❖ **Implements which Policy(ies):** H-2.3, H-2.5, H-2.13, H-4.2, H-4.3
 - ❖ **Timeframe:** Starting in 2021, explore funding sources annually during the City's budget review and approval process.
 - ❖ **Responsible Department or Agency:** Office of Innovation and Economic Development (primary); Finance Department; Community Development; SHRA
 - ❖ **Objective:** Increase available funding to construct affordable housing throughout the City.

Program H4. ADU Toolkit



The City shall develop an online ADU Toolkit with overview, process, case studies, and printable one-pagers covering various topics including, but not limited to, Universal Design and access.

- ❖ **Implements which Policy(ies):** H-3.1
- ❖ **Timeframe:** 2021-2022
- ❖ **Responsible Department or Agency:** Community Development
- ❖ **Objective:** Increased education and awareness of ADUs to encourage the construction of this more affordable housing type throughout the City.

Program H5. ADU Outreach Plan



The City shall develop and execute an ADU outreach plan. Outreach activities could include distributing website information, ADU tours, and educational workshops/open houses.

- ❖ **Implements which Policy(ies):** H-3.1
- ❖ **Timeframe:** 2021-2022
- ❖ **Responsible Department or Agency:** Community Development
- ❖ **Objective:** Increased education and awareness of ADUs to encourage the construction of this more affordable housing type throughout the City.

Program H6. Permit-Ready ADU Plans



The City shall develop permit ready design plans for City of Sacramento residents that will be ADA accessible and vary in square footage to accommodate a variety of ADU options.

- ❖ **Implements which Policy(ies):** H-3.1, H-8.1
- ❖ **Timeframe:** 2021-2022
- ❖ **Responsible Department or Agency:** Community Development
- ❖ **Objective:** At least 175 homeowners utilizing permit ready plans to build ADUs by 2029.

Program H7. Develop a Web-based Land Inventory



The City shall develop and maintain a web-based inventory of housing element sites that is updated monthly to identify sites appropriate for housing and provide an overlay of the State's High Opportunity Areas as defined by the State's Housing Departments such as the Treasurer or Department of Housing and Community Development. The inventory will also track remaining capacity to meet the RHNA in compliance with no-net loss requirements to maintain adequate capacity for lower- and moderate-income housing throughout the Housing Element Planning Period. The inventory will also highlight surplus City-owned sites and other public lands that would be appropriate for affordable housing.

- ❖ **Implements which Policy(ies):** H-1.1, H-2.2
- ❖ **Timeframe:** Develop web-based sites inventory in 2021; maintain regularly through ongoing updates.
- ❖ **Responsible Department or Agency:** Community Development; Office of Innovation and Economic Development
- ❖ **Objective:** Assist in the development of housing by providing information on land availability. Ensure transparency in the maintenance of adequate sites throughout the Housing Element Planning Period.

Program H8. Revisions to Parking Requirements



The City shall consider further eliminating City-mandated parking minimums and explore instituting parking maximums along transit corridors. Analysis, community outreach, and coordination with the City's Parking Services Division will be initiated in 2021. Recommended revisions to the Planning and Development Code's parking regulations to be presented to City Council for consideration in 2022.

- ❖ **Implements which Policy(ies):** H-1.4
- ❖ **Timeframe:** 2021-2022
- ❖ **Responsible Department or Agency:** Community Development (primary); Public Works
- ❖ **Objective:** Increase financial feasibility of residential development by allowing more of the site to be used for housing.

Program H9. Facilitate Appropriate Development through Specific Plans and Commercial Corridor Action Plans



HOUSING PRODUCTION



EQUITY & INCLUSION



PREVENTING DISPLACEMENT

The City shall prepare specific plans and action plans in infill areas and along commercial corridors that have been historically underserved, as described in the 2040 General Plan Update and have been targeted for development that considers the needs and desires of the neighborhood in which it is located (e.g., Stockton Blvd, Del Paso/Marysville Blvd). The City shall work to conduct neighborhood-level planning with residents to develop customized engagement and investment strategies that ensure meaningful and equitable participation and anti-displacement solutions in areas targeted for inclusive economic and community development. Infrastructure and California Environmental Quality Act (CEQA) analysis should be included in Specific Plans to facilitate and reduce the length and cost of the development review process.

- ❖ **Implements which Policy(ies):** H-1.4, H-1.5, H-1.6, H-4.2, H-4.3, H-4.5, H-5.1, H-5.3
- ❖ **Timeframe:** Initiate one specific plan or action plan every 1-2 years during the planning period, starting in 2021 with the Stockton Blvd Plan.
- ❖ **Responsible Department or Agency:** Community Development
- ❖ **Objective:** Facilitate infill housing through the development of specific plans, increase the quality of life and economic growth of people, businesses, and places in Sacramento's historically disenfranchised and disinvested neighborhoods, and affirmatively further fair housing.

Program H10. Targeted Infill Infrastructure Strategies



HOUSING PRODUCTION



EQUITY & INCLUSION

The City shall leverage available State and federal funding sources to conduct infrastructure analyses and targeted studies to understand existing capacity and conditions in infill areas and along commercial corridors of the City that are being prioritized for inclusive economic and community development. The City shall identify area-specific infrastructure improvements and prepare local area finance plans as feasible, to lower construction costs and catalyze development in targeted areas. These finance plans will be prioritized in areas that have been historically underserved and are identified in the Housing Element land inventory to provide opportunities for investments that lead to more equitable quality of life throughout the City. The City was awarded \$750,000 in 2021 from the California Department of Housing and Community Development's (HCD's) Local Early Application Planning grant program to conduct stormwater drainage basin modeling for priority infill areas and housing element site inventory locations. This infrastructure study will be completed by the end 2023.

- ❖ **Implements which Policy(ies):** H-1.7, H-4.2
- ❖ **Timeframe:** Begin conducting infrastructure analyses in 2021 and begin preparation of local area finance plans in 2023.
- ❖ **Responsible Department or Agency:** Community Development (primary); Public Works; Office of Innovation and Economic Development
- ❖ **Objective:** Remove barriers for development in infill areas and along commercial corridors of the City that are being prioritized for inclusive economic and community development by preparing infrastructure finance strategies as needed in target areas through 2029.

Program H11. Prohousing Designation



The City shall strive to receive and maintain through the sunset date of January 1, 2025, the State's Prohousing Designation by demonstrating a sufficient number of polices that significantly contribute to accelerating housing production. Jurisdictions that receive a Prohousing Designation will receive incentives in the form of additional points or other preferences in the scoring of competitive State funding grant programs in the areas of housing, transportation, infrastructure, and land use.

- ❖ **Implements which Policy(ies):** H-2.3
- ❖ **Timeframe:** Initiate application in 2021 and maintain designation through sunset date of January 1, 2025.
- ❖ **Responsible Department or Agency:** Community Development
- ❖ **Objective:** Increase the City's competitiveness in receiving affordable housing funding from the State.

Program H12. Rezone Additional Affordable Housing Sites in High Resource Areas



The City shall redesignate and rezone sites in high resource areas, as identified by HCD and TCAC, to create more opportunities for affordable housing in areas that offer low-income children and adults the best chance at economic advancement, high educational attainment, and good physical and mental health. The City will establish an appropriate target based on an analysis of potential sites to rezone.

- ❖ **Implements which Policy(ies):** H-2.1, H-4.3
- ❖ **Timeframe:** Redesignate sites in conjunction with the 2040 General Plan Update and subsequent zoning updates to the Planning and Development Code in 2022-2023.
- ❖ **Responsible Department or Agency:** Community Development
- ❖ **Objective:** Rezone sites to accommodate additional lower-income housing units in high resource areas and to affirmatively further fair housing.

Program H13. Homeless Plan



The City shall work with the Continuum of Care, its members, service providers, and jurisdictions, on a coordinated response plan that is updated regularly. The Plan shall include potential shelter site and strategies to address homelessness, with an emphasis on addressing disproportionate barriers to existing homelessness and accessing housing among marginalized populations. The Plan shall also include metrics and indicators to track the efficacy of programs and investments to address homelessness. These metrics will be presented each year in a publicly available annual report.

- ❖ **Implements which Policy(ies):** H-7.2
- ❖ **Timeframe:** Consider the creation and adoption of a plan by 2022 and update as needed.
- ❖ **Responsible Department or Agency:** City Manager's Office (Office of Community Response, Homeless Services Division) in coordination with the Office of Innovation & Economic Development, and the Continuum of Care for Sacramento County
- ❖ **Objective:** Ensure continued regional coordination on homelessness issues, with a focus on addressing disparities. Persons with disabilities and Black and American Indian individuals are disproportionately represented in the unsheltered population.

Program H14. Article 34 Ballot Measure



The City shall advocate the State Legislature to repeal Article 34 from the State Constitution. If Article 34 is not repealed by the State, the City shall place a measure on the ballot to seek voter approval that would grant the City general authority to support the development of affordable housing units that, at a minimum, would meet the lower-income RHNA. The City currently has voter approval, this program would request voter approval once the current approval period ends in 2024.

- ❖ **Implements which Policy(ies):** H-2.3
- ❖ **Timeframe:** 2022-2024
- ❖ **Responsible Department or Agency:** SHRA (primary); Office of Innovation and Economic Development
- ❖ **Objective:** Ensure the City has voter approval to provide funding for affordable housing.

Program H15. Permitting Requirements for Special Needs Housing



The City shall ensure compliance with State law and encourage special needs housing through the following actions:

- The City shall amend the Zoning Code to allow Low Barrier Navigation Center developments by right in mixed-use zones and nonresidential zones permitting multi-unit uses (Government Code Sections 65660-65668).
- The City shall review and revise the Zoning Code provisions for temporary residential shelters to comply with locational restrictions and parking requirements under State law (Government Code Section 65583(a)(4)), establish a higher threshold for the number of beds permitted by right, and ensure that the zones in which shelters are permitted by right provide sufficient capacity in appropriate locations within the City where public transit and services are available.
- The City shall update the Zoning Code to allow SROs (i.e., residential hotels) by right in commercial and multi-unit dwelling zones.
- The City shall develop a processing procedure to allow for the approval of 100 percent affordable developments that include a percentage of supportive housing units, either 25 percent or 12 units, whichever is greater, without a conditional use permit or other discretionary review in all zoning districts where multi-unit and mixed-use development is permitted (Government Code Section 65651(a)).

Review and amend the Zoning Code, as necessary, to ensure requirements for group homes of seven or more persons are consistent with State law and fair housing requirements.

- ❖ **Implements which Policy(ies):** H-6.6, H-7.9
- ❖ **Timeframe:** 2022
- ❖ **Responsible Department or Agency:** Community Development
- ❖ **Objective:** Ensure the City's regulations and procedures are in conformance with State law.

Program H16. Update Density Bonus Ordinance



The City shall update the Density Bonus Ordinance for consistency with State law.

- ❖ **Implements which Policy(ies):** H-2.3
- ❖ **Timeframe:** 2022
- ❖ **Responsible Department or Agency:** Community Development (primary); SHRA
- ❖ **Objective:** Consistency with State law.

Program H17. Fair Housing Education, Information, and Dispute Services



The City, with partner organizations, shall continue to provide fair housing services to tenants and landlords. Services include: the Renter’s Help Line to direct referrals to legal counsel to prevent and rectify fair housing issues; fair housing trainings; and distribution of fair housing informational materials. The City shall look for opportunities to expand its outreach and public education strategies on available tenant protection services to reach vulnerable and at-risk households by offering information in other languages, targeted social media efforts, combining information with other assistance programs, engaging youth or distributing resources through schools, seeking opportunities for ongoing dispute resolution services, and partnering with community-based organizations.

- ❖ **Implements which Policy(ies):** H-4.2, H-5.4
- ❖ **Timeframe:** Provide ongoing fair housing services; develop outreach and public education strategies by 2022.
- ❖ **Responsible Department or Agency:** Community Development (co-primary); SHRA (co-primary); Office of Innovation and Economic Development
- ❖ **Objective:** Education of tenants and landlords in their rights and responsibilities under fair housing laws to promote increased housing stability, fair housing practices within rentals, and to affirmatively further fair housing.

Program H18. Support Collective Ownership Models



The City shall conduct outreach with community-based organizations (CBOs) and other potential community partners that are working with interested low-income community members to develop new forms of community-driven, collective ownership models and wealth building strategies for lower-income residents (e.g., co-op housing, community land trusts) to identify ways the City can support these efforts. The City shall work with communities at-risk of displacement to evaluate these ownership models.

- ❖ **Implements which Policy(ies):** H-4.2, H-4.3, H-4.4, H-5.5
- ❖ **Timeframe:** Initiate coordination in 2022 and provide ongoing support as appropriate.
- ❖ **Responsible Department or Agency:** Office of Innovation and Economic Development (primary); Community Development
- ❖ **Objective:** Connect lower-income residents to homeownership and equity-building opportunities in their communities using models supported by members of the resident groups to be served.

Medium-Term (2023-2025)

Program H19. Affordable Housing Educational Campaign



The City shall develop an educational campaign to bolster community support for affordable housing. The campaign could include social media content about housing needs, challenges, new developments, and available resources; information available on the City website; and outreach to local journalists, media outlets, and community organizations.

- ❖ **Implements which Policy(ies):** H-2.10
- ❖ **Timeframe:** 2023
- ❖ **Responsible Department or Agency:** Office of Innovation and Economic Development (primary); Community Development; SHRA
- ❖ **Objective:** Increased community support for affordable housing.

Program H20. Universal Design Ordinance



The City shall review and update the Universal Design Ordinance to provide clarification on how and when the ordinance is applied. The City shall partner with AARP and Resources for Independent Living to increase awareness of the City's Universal Design Ordinance.

- ❖ **Implements which Policy(ies):** H-8.1
- ❖ **Timeframe:** 2023
- ❖ **Responsible Department or Agency:** Community Development
- ❖ **Objective:** Increase awareness of the Universal Design Ordinance.

Program H21. Prioritize Infrastructure for Affordable Housing



The City shall establish procedures for granting priority water and sewer service to developments with lower-income units in compliance with Government Code Section 65589.7.

- ❖ **Implements which Policy(ies):** H-2.3,
- ❖ **Timeframe:** 2023
- ❖ **Responsible Department or Agency:** Department of Utilities (primary); Community Development
- ❖ **Objective:** Prioritize infrastructure service to developments with lower income units to support the production of affordable housing throughout the City.

Program H22. Mid-Term Evaluation of Implementation Programs



The City shall evaluate the effectiveness of each of the implementation programs in meeting their stated objectives. The City shall meet with the Housing Policy Working Group (HPWG) in the Fall of 2023 and conduct a City Council Workshop in the Spring of 2024 to review the progress of the implementation programs in meeting their stated objectives. City staff will then recommend adjustments to implementation programs that are not on-track to meeting their stated objectives by the Winter of 2024.

- ❖ **Implements which Policy(ies):** N/A
- ❖ **Timeframe:** 2023-2024
- ❖ **Responsible Department or Agency:** Community Development; Office of Innovation and Economic Development; SHRA
- ❖ **Objective:** Ensure the 2021-2029 Housing Element Implementation Programs are meeting their identified objectives.

Program H23. Movable Tiny Homes as ADUs



The City shall consider amending the Planning and Development Code to allow movable tiny homes to be considered an ADU.

- ❖ **Implements which Policy(ies):** H-3.1
- ❖ **Timeframe:** 2024
- ❖ **Responsible Department or Agency:** Community Development
- ❖ **Objective:** Streamline and reduce costs for ADUs throughout the City, but with a specific focus on areas of high opportunity to affirmatively further fair housing.

Program H24. Explore Methods to Further Reduce the Expense and Uncertainty Associated with the Planning and Building Permit Process



The City shall explore further actions for streamlining and simplifying the planning approval and building permit processes. The City shall work with small infill housing developers and other stakeholders on the Housing Policy Working Group to review current processes and fees to identify ways to reduce costs and streamline processes for small infill development.

- ❖ **Implements which Policy(ies):** H-1.2, H-1.3
- ❖ **Timeframe:** 2023
- ❖ **Responsible Department or Agency:** Community Development
- ❖ **Objective:** Continue to streamline and make the development process as simple as possible.

Program H25. Sacramento Tenant Protection Act



The City shall conduct outreach to raise awareness by tenants and landlords of the requirements and rights afforded to them under the Sacramento Tenant Protection Act (Sacramento City Code Chapter 5.156). The City shall collect data to review the effectiveness of the current ordinance and consider changes that would strengthen the effectiveness of the current ordinance.

- ❖ **Implements which Policy(ies):** H-5.2
- ❖ **Timeframe:** Outreach and data collection of the Sacramento Tenant Protection Act is ongoing and will continue through the life of the programs. Revisions to the existing ordinance will be considered prior to the current sunset date of December 31, 2024.
- ❖ **Responsible Department or Agency:** Community Development
- ❖ **Objective:** Continue to protect tenants who have resided in a rental unit for more than 12 months by maintaining limits on rent increases and prohibiting evictions without “just cause”, while providing landlords with a fair and reasonable return on their investment through a petition and hearing process.

Program H26. Review Rent Escrow Ordinance



The City shall review and evaluate the feasible implementation and impacts of the Rent Escrow Account Program (Sacramento City Code Article XIV). If implementation of the current ordinance is determined to be infeasible or ineffective, the City shall coordinate with stakeholders to identify alternative approaches to addressing the needs of tenants.

- ❖ **Implements which Policy(ies):** H-5.2
- ❖ **Timeframe:** 2025
- ❖ **Responsible Department or Agency:** Community Development, Finance
- ❖ **Objective:** To determine the feasibility of implementing the current Rent Escrow Account Ordinance.

Program H27. Fair Chance Ordinance



The City shall research best practices to reducing housing barriers for formerly incarcerated individuals and present recommended policies for Council review in 2024. The City will then decide whether to adopt a Fair Chance Ordinance that creates rules that limit the use of criminal records by landlords when they are screening prospective tenants.

- ❖ **Implements which Policy(ies):** H-4.6
- ❖ **Timeframe:** 2024-2025
- ❖ **Responsible Department or Agency:** Office of Innovation and Economic Development (primary); Community Development; SHRA
- ❖ **Objective:** To reduce barriers to housing opportunity for formerly incarcerated individuals.

Program H28. Infill Housing Prototypes



The City shall work with infill developers and other stakeholders on replicable site plans or architectural plans to reduce pre-development costs and expedite the planning approval process for a variety of ADA-accessible infill housing types, including duplexes, triplexes, fourplexes, bungalow courts, and other workforce housing types, that can be used throughout the City.

- ❖ **Implements which Policy(ies):** H-1.4
- ❖ **Timeframe:** 2025
- ❖ **Responsible Department or Agency:** Office of Innovation and Economic Development; Community Development
- ❖ **Objective:** Increase the development and construction of housing that is affordable by design throughout the City.

Program H29. Financial Assistance for Affordable ADUs



The City shall identify potential funding sources and community partners to develop and implement a financial assistance program that would provide loans and/or grants to encourage homeowners to construct an ADU with an agreement to charge rents affordable for lower income households or rent the ADU to Housing Choice Voucher participants.

- ❖ **Implements which Policy(ies):** H-3.1
- ❖ **Timeframe:** 2025
- ❖ **Responsible Department or Agency:** Community Development (primary); Office of Innovation and Economic Development, Treasurer's Office
- ❖ **Objective:** Finance at least 70 ADUs by 2029. Ensure that financial assistance is distributed throughout the City, particularly in areas of high opportunity.

Program H30. Regional Analysis of Impediments to Fair Housing



The City shall continue to participate in a regional collaborative approach to analyzing and addressing fair housing issues through the five-year review and update of the regional Analysis of Impediments to Fair Housing Choice. The City shall take affirmative actions to further fair housing choice in the City by implementing the solutions developed in the Regional Analysis of Impediments to Fair Housing Choice (AI) to mitigate and/or remove fair housing impediments.

- ❖ **Implements which Policy(ies):** H-5.4
- ❖ **Timeframe:** 2025
- ❖ **Responsible Department or Agency:** SHRA (primary); Community Development (primary)
- ❖ **Objective:** Assess the City's efforts at reducing housing discrimination and enforcing fair housing laws, and advance equity in housing opportunities throughout the region.

Program H31. Monitor Status of Flood Protection Improvements and Impact on Meeting the RHNA



The City shall monitor the status of flood protection improvements in the Natomas Basin planned for 2025 and the associated residential cap on building permits in the Natomas Basin (i.e., 1,000 single units and 500 multi-units per calendar year). If the residential building permit cap would impact the City's ability to meet the lower-income RHNA, the City will take action to eliminate the potential impact or will ensure that adequate sites are available, or made available, in other areas of the City.

- ❖ **Implements which Policy(ies):** H-1.1
- ❖ **Timeframe:** Monitor residential building permits annually; make determination of impact on ability to meet lower-income RHNA in 2025, and take action to eliminate impact or identify replacement sites by the end of calendar year 2025.
- ❖ **Responsible Department or Agency:** Community Development
- ❖ **Objective:** Ensure the City has adequate capacity to meet the lower-income RHNA.

Long-Term (2026-2029)

Program H32. Affirmative Marketing Education



The City shall promote compliance with California Government Code 12955 (c) that says:

It shall be unlawful: ... For any person to make, print, or publish, or cause to be made, printed, or published any notice, statement, or advertisement, with respect to the sale or rental of a housing accommodation that indicates any preference, limitation, or discrimination based on race, color, religion, sex, gender, gender identity, gender expression, sexual orientation, marital status, national origin, ancestry, familial status, source of income, disability, veteran or military status, or genetic information or an intention to make that preference, limitation, or discrimination.

The City shall ensure that developers of new housing are aware of this law and the importance of promoting neighborhood integration. The City shall create educational materials, post materials to the Housing Development Toolkit (Program H2) and work with the Housing Policy Working Group to spread awareness of affirmative marketing methods, and consider adopting a resolution supporting affirmative marketing and adherence to the letter and intent of Government Code 12955. (c).

- ❖ **Implements which Policy(ies):** H-4.3
- ❖ **Timeframe:** 2026
- ❖ **Responsible Department or Agency:** Community Development (primary); SHRA
- ❖ **Objective:** To promote equal access to housing opportunities and to affirmatively further fair housing.

Program H33. Identify Local Financing for Affordable Housing



The City shall study the feasibility of developing local financing strategies to help finance affordable housing. Some options could include reviewing and evaluating the viability of creating a public bank to help finance affordable housing, among other public goals; and forming a consortium of locally serving banks to develop a source of capital for residential builders who agree to target their housing product to the needs of the local economy.

- ❖ **Implements which Policy(ies):** H-2.3, H-2.5, H-4.2
- ❖ **Timeframe:** Complete study and present recommendation to City Council by the end of 2026
- ❖ **Responsible Department or Agency:** Treasurer’s Office (Primary); Office of Innovation and Economic Development; SHRA
- ❖ **Objective:** Establish new local financing sources to support the development of lower-income housing units throughout the City.

Program H34. Research Options for a Rental Assistance Program



The City shall research and identify best practices for affordable alternatives to up-front payments of application fees, security deposits, or other prepaid rent such as a low- or no-interest loan to the tenant, a direct grant issued to the landlord, or additional supportive services and case management.

- ❖ **Implements which Policy(ies):** H-4.2, H-5.1
- ❖ **Timeframe:** 2027
- ❖ **Responsible Department or Agency:** Office of Innovation and Economic Development (primary); Community Development
- ❖ **Objective:** Provide support to vulnerable individuals and households seeking access to rental housing, particularly those in areas with concentrated poverty or classified as low resource.

Program H35. Review Condominium Conversion Ordinance



The City shall review and modify the Condominium Conversion Ordinance to make the process and regulations clearer to staff, applicants, and affected tenants, while maintaining oversight in order to avoid adverse impacts to the rental housing stock and tenants.

- ❖ **Implements which Policy(ies):** H-5.2
- ❖ **Timeframe:** Review and consider modifications to ordinance in 2028
- ❖ **Responsible Department or Agency:** Community Development
- ❖ **Objective:** Preserve rental housing in the City.

Annual and Ongoing (2021-2029)

Program H36. Support Affordable Housing Development



The City and SHRA will continue to assist in the development of affordable housing by providing gap financing, issuing mortgage revenue bonds, and providing support for funding applications, and offering technical assistance with site identification, project concept feedback-predevelopment meetings, development incentives, and permit processing. The City and SHRA shall explore ways to increase affordable housing development in areas of high resource and opportunity throughout the City.

- ❖ **Implements which Policy(ies):** H-2.3
- ❖ **Timeframe:** Ongoing
- ❖ **Responsible Department or Agency:** SHRA (primary); Office of Innovation and Economic Development; Community Development
- ❖ **Objective:** Assist in the development of at least 200 affordable units each year.

Program H37. Surplus Public Lands



The City shall regularly review the inventory of City-owned surplus, vacant, or underused land, no longer needed for current or foreseeable future public operations, that should be considered for sale or lease for development of affordable housing and/or shelters. The City shall prioritize the review of sites within high resource areas. Where sites are not purchased for residential purposes, a portion of revenue generated from sale of surplus lands should be used to fund affordable housing. The City was awarded Senate Bill (SB) 2 Planning Grant funds in 2020. A portion of these funds are being used to develop this program. The SB 2 grant program will be completed by the end of 2023.

Pursuant to Assembly Bill (AB) 1486, the City shall actively market the land to affordable housing developers and also consider opportunities to partner with affordable housing developers, such as identifying public buildings or parking structures where air rights could be made available for housing, or transit stations where affordable housing can be added while preserving adequate public parking. The City shall also consider opportunities where public uses could be relocated to other, more appropriate sites to make sites available for affordable housing, particularly in high resource areas. The City will work with other public agencies, such as Sacramento Regional Transit and the school districts, to implement this program.

- ❖ **Implements which Policy(ies):** H-2.2
- ❖ **Timeframe:** Review City-owned sites annually; market sites to affordable housing developers as sites become available
- ❖ **Responsible Department or Agency:** Office of Innovation and Economic Development (primary); Community Development; SHRA
- ❖ **Objective:** Increase the affordable housing stock by 150 lower-income housing units.

Program H38. Legislative Advocacy



The City shall track and advocate for State and Federal legislation and budget decisions that create more affordable housing opportunities.

- ❖ **Implements which Policy(ies):** H-2.6
- ❖ **Timeframe:** Annually
- ❖ **Responsible Department or Agency:** Office of Innovation and Economic Development (primary); Office of Governmental Affairs; Community Development; SHRA
- ❖ **Objective:** More resources to fund affordable housing development.

Program H39. First-time Homebuyer Assistance Program



The City shall seek resources for local down payment assistance programs and continue to apply for funding to support first time homebuyer assistance programs. Available funding programs currently include the following: CalHome First-time Homebuyer Mortgage Assistance Program (CalHome), Building Equity and Growth in Neighborhoods Program (BEGIN), and Mortgage Credit Certificate Program (MCC). The City shall work with service providers and identify community partners to market these homeownership programs to residents in areas at risk of displacement and gentrification and to populations that have historically been excluded by discriminatory mortgage lending practices.

- ❖ **Implements which Policy(ies):** H-4.2, H-4.4, H-5.6
- ❖ **Timeframe:** Apply for funding annually
- ❖ **Responsible Department or Agency:** SHRA; Community Development; Office of Innovation and Economic Development, Community Partners
- ❖ **Objective:** Increase homeownership opportunities throughout the City, particularly areas at risk of displacement or classified as low resource.

Program H40. Tenant-Based Housing Choice Vouchers



SHRA, acting as the City's Housing Authority, shall continue to provide Housing Choice Vouchers (HCVs) to very low- and extremely low-income Sacramento households in order to provide affordable housing options to those most in need. SHRA shall continue to offer Small Area Fair Market Rents, implement the Landlord Incentive Program based on available federal funding, and provide landlord education on the benefits of participating in the program. SHRA shall also consider other best practices to incentivize new landlords to participate in the program.

- ❖ **Implements which Policy(ies):** H-2.12
- ❖ **Timeframe:** Ongoing
- ❖ **Responsible Department or Agency:** SHRA
- ❖ **Objective:** Increase the number of properties participating in the HCV program, throughout the City and in high resource areas of the City.

Program H41. Asset Repositioning of Public Housing



SHRA shall implement the Asset Repositioning of the City's public housing units through the acquiring and rehabilitating of Housing Authority properties. These activities will be implemented through a joint venture between the nonprofit organization established by the Housing Authority or through collaboration with an established non-profit developer. Projects will utilize a combination of mortgage revenue bonds, low-income housing tax credits, state and federal funding and gap financing from SHRA's funding resources to ensure no net loss of extremely low-income (ELI) units.

- ❖ **Implements which Policy(ies):** H-6.1
- ❖ **Timeframe:** Ongoing
- ❖ **Responsible Department or Agency:** SHRA
- ❖ **Objective:** Ensure the ongoing viability of the City's public housing through strategic investment and rehabilitation, increasing the supply of affordable and mixed-income housing with no net loss of ELI units.

Program H42. Single Room Occupancy Hotels



SHRA shall continue to implement the Single Room Occupancy (SRO) ordinance, providing funding and other resources for the rehabilitation of existing SRO units and the construction of new SRO units in the City.

- ❖ **Implements which Policy(ies):** H-6.6
- ❖ **Timeframe:** Implementation of SRO ordinance is ongoing. Update Planning and Development Code to be completed by 2024.
- ❖ **Responsible Department or Agency:** SHRA
- ❖ **Objective:** Preserve 712 SRO units.

Program H43. Housing for Extremely Low-Income Households



SHRA shall continue to use available housing resources, including both portable and project-based rental subsidies, such as local Housing Choice Vouchers (HCVs), federal Housing Assistance Payment contracts, Veterans Affairs Supportive Housing (VASH) vouchers, Mainstream vouchers, Emergency Solutions Grant, and State Mental Health Services Act (MHSA) funding for the provision of housing for extremely low-income households. SHRA shall continue to apply to annual and irregular state and federal funding opportunities for rental operating subsidies and additional vouchers as they arise.

- ❖ **Implements which Policy(ies):** H-2.12, H-5.1, H-6.1
- ❖ **Timeframe:** Seek annual funding opportunities and additional funding opportunities as they arise.
- ❖ **Responsible Department or Agency:** SHRA
- ❖ **Objective:** Ensure the availability and choice of housing for extremely low-income households.

Program H44. Construction Skills Educational Alignment



The City shall work with local high school districts, higher educational institutions, related non-profit agencies, and representatives of the building trades through the creation and regular convening of a taskforce to do outreach and educate youth on construction job options and benefits, develop training pathways and system coordination, and enhance programs to ensure sufficient, local skilled labor within our region.

- ❖ **Implements which Policy(ies):** H-1.8
- ❖ **Timeframe:** Ongoing
- ❖ **Responsible Department or Agency:** Office of Innovation and Economic Development
- ❖ **Objective:** Support efforts for continued coordination and alignment of construction workforce pathways, including outreach and training pipelines for the much-needed expansion and availability of a local construction workforce.

Program H45. Support Innovations in Construction Technology



The City shall support and encourage innovations in construction technology to build more affordable housing in less time and with fewer resources by partnering with these projects through land or subsidies and supporting non-traditional construction methods (such as modular and other offsite construction methods).

- ❖ **Implements which Policy(ies):** H-2.8
- ❖ **Timeframe:** Ongoing
- ❖ **Responsible Department or Agency:** Community Development (primary); SHRA; Office of Innovation and Economic Development
- ❖ **Objective:** Increase the development and construction of housing that is affordable by design.

Program H46. Funding Complete Neighborhoods



The City shall pursue funding to provide critical infrastructure, amenities, and services in areas targeted for inclusive economic and community development.



- ❖ **Implements which Policy(ies):** H-1.7, H-4.2
- ❖ **Timeframe:** Ongoing
- ❖ **Responsible Department or Agency:** Community Development; Youth, Parks, and Community Enrichment (YPCE); Utilities; Public Works; Office of Innovation and Economic Development
- ❖ **Objective:** Obtain grant funding to assist with infill development including amenities and services in areas targeted for inclusive economic and community development.

Program H47. Preserve Existing Supply of Affordable Housing



The Sacramento Housing and Redevelopment Agency (SHRA) shall track expiring subsidy contracts and regulatory agreements on regulated affordable housing. SHRA will prioritize multifamily lending such that preserving affordable housing at risk of converting to market rate comes first when funding is available. SHRA will ensure that owners have complied with Government Code Sections 65863.10, 65863.11, and 65863.13 before releasing regulatory agreements or approving ownership transfers for projects affiliated with SHRA. In addition, at least annually, SHRA will review the list of properties with expiring regulatory agreements and contact owners whose properties' restrictions will expire within the following 36 months. SHRA will coordinate with qualified entities upon initial noticing and pursue and support applications for funding. To maximize tenant protections, SHRA will offer coordination assistance – developer outreach for owners planning to sell and tenant education for owners planning to allow their restrictions to expire. In addition, the City will ensure compliance with the “no net loss” provisions of the adopted Housing Authority Repositioning Strategy, ensuring that, during rehabilitation and revitalization of public housing properties, there is no net loss of units affordable to extremely low-income families.

- ❖ **Implements which Policy(ies):** H-5.1, H-6.1
- ❖ **Timeframe:** SHRA will track expiring subsidy contracts on an ongoing basis and will conduct an annual review.
- ❖ **Responsible Department or Agency:** SHRA
- ❖ **Objective:** Preserve as many units as possible that are “at risk” of conversion and minimize loss of affordable housing inventory by communicating with owners willing to preserve affordability through sale and/or recapitalization.

Program H48. Rental Home Inspection Program



The City shall continue to implement the citywide Rental Housing Inspection Program (RHIP) where building inspectors inspect rental properties for interior and exterior to ensure compliance with building codes and safe, sanitary and habitable conditions and issue corrective notices. The City shall track and report annually on the number of units inspected, the number of violations, and the actions taken on those violations in order to ensure the effectiveness of the program. The City shall work with community-based organizations to provide culturally competent education to both tenants and landlords to better understand the program.

- ❖ **Implements which Policy(ies):** H-5.2, H-6.3
- ❖ **Timeframe:** Continue ongoing implementation of the program; expand annual reporting metrics starting in 2022
- ❖ **Responsible Department or Agency:** Community Development
- ❖ **Objective:** Conduct inspections annually to ensure sanitary and habitable conditions throughout the City and improve education and outreach.

Program H49. Emergency Repair Program



The City shall provide grants for low- and very low- income homeowners for emergency repairs and/or accessibility modifications to their homes and shall work to identify funding to expand this program to include loans for larger repairs and all electric modifications.



- ❖ **Implements which Policy(ies):** H-5.8, H-6.2
- ❖ **Timeframe:** Ongoing
- ❖ **Responsible Department or Agency:** SHRA; Office of Innovation and Economic Development
- ❖ **Objective:** Provide grants for at least 150 emergency repair projects and 80 accessibility modifications annually and establish a loan program for more substantial repairs.

Quantified Objectives

State law (California Government Code Section 65583[b]) requires that housing elements contain quantified objectives for the maintenance, preservation, and construction of housing. The quantified objectives set a target goal for Sacramento to strive for based on needs, resources, and constraints.

Table 5-1 Quantified Objectives						
	<i>Extremely Low Income</i>	<i>Very Low Income</i>	<i>Low Income</i>	<i>Moderate Income</i>	<i>Above Moderate Income</i>	<i>TOTAL</i>
New Construction ¹	5,231	5,232	6,306	8,545	20,266	45,580
Rehabilitation ²		460	1,380			1,840
Conservation/Preservation ³	712	589	9			1,890

¹ New construction objective is equal to the RHNA

² Rehabilitation objective reflects emergency repair objectives (Program H48)

³ Conservation/Preservation objective includes 1,178 at-risk affordable units and 712 SRO units in the Central City.



July 20, 2021

Scott Johnson, Senior Planner
Community Development Department
City of Sacramento
300 Richards Blvd, 3rd Floor
Sacramento, CA 95811

Subject: Sacramento Housing Element Response to Comments Memo

Dear Scott,

Ascent has reviewed the 16 public comments received on the Initial Study/Negative Declaration (IS/ND) prepared for the 2021-2029 Housing Element, which was circulated for comment from May 18, 2021, to June 17, 2021. Following is Ascent's views of the issues raised. In sum, we do not believe a fair argument can be made that the project may have a significant adverse environmental impact.

The Housing Element and Concerns Regarding Increased Residential Development

Several of the commenters, including Concerned Citizens and the Land Park Community Association, raised concerns with the adequacy of the IS/ND. (The letter was modified slightly between commenters, but the primary points raised were similar.) Specifically, these commenters asserted that the CEQA document was inadequate based on their view that the Housing Element would cause additional residential development that should be evaluated in the IS/ND.

As stated in the IS/ND, the Housing Element will not result in a change to the environment: "While the Housing Element establishes policy for housing, and a policy-based strategy, it does not provide for changes in the type, level, or location of physical development. Regulation of location, type, character, and other features of physical development are established in the City's General Plan and the Planning and Development Code."

Instead, the Housing Element accommodates housing development already contemplated under the 2035 General Plan (and evaluated in the 2035 General Plan Master Environmental Impact Report (EIR)). Specifically—

1. The Housing Element demonstrates that there is currently sufficient land zoned to provide housing capacity that is adequate to meet the Regional Housing Needs Allocation (RHNA) at each income level, as required by the State of California. The capacity of housing identified in the sites inventory to meet those RHNA targets reflects what is currently allowed under the adopted 2035 General

Plan land use designations. No rezoning or changes to land use designations are necessary to meet the targets.

2. The Housing Element does not make changes to the current 2035 General Plan land use diagram, zoning, or Planning and Development Code that would allow development beyond what is currently allowed. The Housing Element does not allow for any additional density in single-unit residential areas, or any other areas in the City.
3. Residential development will occur throughout the City with or without approval and implementation of the Housing Element.
4. The development considered under the Housing Element has already been evaluated under previous documents prepared pursuant to the California Environmental Quality Act (CEQA), including the 2035 General Plan Master Environmental Impact Report (MEIR), Downtown Specific Plan Environmental Impact Report (EIR), as well as other CEQA documents prepared for plans and projects proposed throughout the City.
5. For the reasons described above, adoption and implementation of the Housing Element would not result in increased housing density and would therefore not result in increased demand for utilities (including the Combined Sewer System), parks, or public services.

Responses to Other Points Raised in Public Comments

The following discussion responds to the other points raised in the comment letters. Note that no response is provided for points that did not raise environmental issues.

First, the letter suggests that policies and programs that were included in previous iterations of the Draft Housing Element, but which were removed in later iterations, reveal the City's intentions for "development at a mass scale in every single-family zoned area in all of Sacramento."

The City has the right to modify the Housing Element during the drafting and public review phase. While the City initially considered addressing the provision of a greater array of housing types in the Housing Element, the City Council, on January 19, 2021, adopted a resolution directing staff to proceed with this policy discussion as part of the 2040 General Plan Update discussion—i.e. not as part of the Housing Element update. Specifically, the City Council directed staff to proceed with a draft land use map, proposed roadway changes, and other "key strategies" for the purposes of the preparation of the 2040 General Plan, Climate Action and Adaptation Plan, and the MEIR. The "key strategies" include permitting a greater array of housing types in existing single-unit neighborhoods. Accordingly, any policies and programs aimed at increasing the density allowed in single-unit residential neighborhoods will be considered as part of the 2040 General Plan Update and evaluated in the 2040 General Plan MEIR. As such, the proposed Housing Element does not include policies or programs that would allow any additional development in areas zoned and/or designated for single-unit residential development and it would have been inappropriate for the IS/ND to evaluate them.

Second, commenters also voiced concern that the Housing Element's stated numeric housing targets are evidence that the City intends to "open mass scale development" in single-family neighborhoods. Commenters specifically cited the Housing Element's statement that the City's target is 45,850 units over

the next eight years and the IS/ND's statement that the City intends to accommodate the construction of 45,580 units by 2029 and at least 700 accessory dwelling units by 2029. The State of California requires all cities and counties to identify housing needs and to demonstrate that there is sufficient land zoned to provide housing capacity to meet the RHNA targets. Identifying housing targets does not mean that the Housing Element would result in changes to the level of allowed development. In fact, as explained above and indicated on page 6 of the IS/ND, the City is able to meet these housing targets under the current 2035 General Plan land use designations and Planning and Development Code with residential development capacity of 52,492 units—a surplus of 6,912 units beyond the 45,580 units identified in the RHNA. (As stated on page 4 of the Housing Element, the sites inventory reflects the capacity under the current 2035 General Plan. It should be noted that page H-2-16 in Appendix H2 of the Housing Element states that densities assumed for the parcels in the inventory are based on what is currently allowed by the Planning and Development Code and land use designations in the 2035 General Plan. Because there are many instances where the General Plan and Planning and Development Code are inconsistent, as a conservative estimate of capacity, the sites inventory applies the more restrictive density standard of either the Zoning or the General Plan.) Also, as part of its analysis of population and housing, the 2035 General Plan MEIR (p. 3-9) identifies the need for an additional 68,000 units to meet SACOG's target and concludes that the 2035 General Plan designates adequate land to accommodate the projected increase in housing. Adoption of the proposed Housing Element would not allow one additional unit beyond what is allowed under the current 2035 General Plan and Planning and Development Code.

Third, some commenters suggested that the IS/ND's statements that the Housing Element does not allow development beyond what is currently allowed under the 2035 General Plan are a misrepresentation. To support this claim, the comments point out that the Housing Element indicates the 2040 General Plan Update is expected to increase allowable densities in certain areas of the City, which would increase housing capacity beyond what is described in the Housing Element. However, the Housing Element's reference to potential development capacity currently being shaped in the 2040 General Plan Update does not refute the IS/ND's statements that the Housing Element does not allow development beyond what is currently allowed under the 2035 General Plan. As explained above, the City may consider a change to development capacity as part of the 2040 General Plan Update process. As part of that process, an EIR will be prepared that will evaluate any potential environmental impacts associated with additional development capacity. That the City may consider this as part of the 2040 General Plan Update process does not negate the fact that additional development capacity is not being considered at this time nor are any changes to zoning regulations that would increase housing beyond what was contemplated under the 2035 General Plan. It is also worth noting that approval of the 2040 General Plan is not necessary to implement the Housing Element, and approval of the Housing Element is not necessary to implement the 2040 General Plan—both projects have independent utility, and separate CEQA review is appropriate.

Fourth, comments were raised regarding water supply and groundwater. Regarding water supply, the IS/ND (p. 61) describes the City's water supply services, facilities, and sources: "Domestic water services within the Policy Area are provided by the City and other water purveyors. The City provides domestic water service to the area within the City Limits and to several small areas within Sacramento County. The City's water facilities also include water storage reservoirs, pumping facilities, and a system of transmission and distribution mains. The City's water supply comes from the American and Sacramento Rivers and groundwater pumped from the North and South American Subbasins." The City's 2015 Urban Water

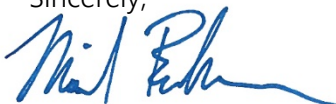
Management Plan is a primary planning tool for the City for development and delivery of municipal water supplies to the City's water service area. This is an important planning document for ensuring adequate water supply, and Ascent recommends that a reference to this document be added to the IS/ND for increased clarity. This added reference does not change the conclusion stated on page 63 of the IS/ND that it is not anticipated that the Housing Element would result in a substantial increased demand for water and "no impact" would result.

Groundwater-related comments questioned the IS/ND's use of the word "substantially" when indicating that the Housing Element would not substantially decrease groundwater supplies or interfere substantially with groundwater recharge. As indicated on page 41 of the IS/ND, the Housing Element does not propose new development or housing that would result in physical changes or environmental effects that would affect groundwater supply, quality, or recharge. In this context, the term "substantially" originates from question "b" in Section X, Hydrology and Water Quality of Appendix G of the State CEQA Guidelines. CEQA (Section 21068) defines "significant effect on the environment" as a "substantial, or potentially substantial, adverse change in the environment." As described in the response to the first question, the proposed Housing Element would not result in a physical change or environmental effects that would affect groundwater supply, quality, or recharge. These comments also inquired why projections for potential groundwater decrease were not provided. Because the Housing Element would not affect groundwater supply, this calculation is not necessary for this CEQA analysis.

Finally, concerns regarding the public outreach process were also raised. However, the concerns did not focus on the public review aspects of CEQA, but rather focused more on the outreach process for the Housing Element, itself. To be clear, the IS/ND was prepared and circulated in accordance with state law—the document was submitted to the State Clearinghouse and made available for public review for a period of 30 days pursuant to Public Resources Code Section 21091(b) and California Code of Regulations Section 15105(b).

Please contact me if you have any questions regarding these responses.

Sincerely,



Mike Parker
Principal

June 15-2021

Scott Johnson, City of Sacramento

I offer the following comments to the Negative Declaration statement for the 2021-2029 Housing Element.

The city determined the project will not have a significant effect on the environment because the Housing Element does not propose new development that would result in physical changes to the environment. We all know the purpose of the Housing Element and the 2040 General Plan is to eliminate single family housing to create more densification in Sacramento. This is most evident in GOAL 1 of the Housing Element – which states “Increasing Overall Housing Production”. Every city is trying to convince the public this will produce more affordable housing. There is no evidence anywhere in the country that higher density housing in single family housing zones creates affordable housing. Instead, it will create market-rate housing, gentrification and will severely tax the existing infrastructure – sewer, water, electrical, telecommunications and transportation.

There are several areas of concern that I have in the CEQA evaluation of the Housing Element.

On Page 61 – Sewer & Storm Drainage. The last line in the first paragraph states: “Within the City, there are two distinct areas: areas served by a separate sewer system, and an area served by a combined sewer system, which is described in more detail later in this section.” There is no more description of the CSS in this section – is something missing?

Public Services – The elimination of off-street parking will greatly affect public services. The streets of East Sacramento are very narrow and are often lined on both sides with vehicles. Large trucks and SUVs parked on both sides of the street do not allow two cars to pass and would cause fire, police, emergency services to be delayed.

Recreation – The parks in Sacramento are very poorly maintained. With additional density and more usage, it will only get worse. The city allows too many people to reserve parts of the park on the same day and at the same time. This causes an abundance of trash that is not picked up timely and no place to park except illegally in permit only zones. The city has almost no enforcement for parking especially during peak times which are after work during the week and weekend afternoons.

Utilities - The capacity of the Combined Sewer System (CSS) could be greatly affected by denser housing. The CSS system currently has a lack of capacity because the 100-year-old pipes, often located in the easements, are too small in diameter, are cracked and have inadequate seals that allow them to be filled with tree roots, debris, leaves, rags, and grease. An independent audit in 2019 showed the sewer system is aging faster than the assets are being repaired or replaced and critical information related to storm drainage assets is lacking. There is a real threat the combined sewer system will not provide reliable and sustainable service in the future. Until our city decides to separate the stormwater and sewage systems, the citizens of Sacramento will be at risk of flooding and toxic sewage outflows.

Respectfully,

Ann Broderick
East Sacramento Resident

From: [Garcia, Benjamin@DOT](mailto:Garcia.Benjamin@DOT)
To: [Scott Johnson](mailto:Scott.Johnson)
Cc: [Padilla, Alex@DOT](mailto:Padilla.Alex@DOT)
Subject: Caltrans Comments: City of Sacramento General Plan Housing Element Update
Date: Thursday, June 17, 2021 5:01:24 PM
Attachments: [image001.png](#)
[image002.png](#)

Good Afternoon,

Thank you for allowing Caltrans the opportunity to review the proposed Housing Element Update for the City's General Plan. Based on the information provided, we have no comments at this time.

Regards,

Benjamin Garcia
Transportation Planner, Transportation Planning – South
Complete Streets Coordinator
California Department of Transportation, District 3
703 B Street | Marysville, CA 95901
Office: (530) 741-5173
Email: benjamin.garcia@dot.ca.gov
www.dot.ca.gov/d3/

For real-time highway conditions: <http://quickmap.dot.ca.gov/>



Written Comments on the Draft Negative Declaration for the 2021-2029 Housing Element (General Plan 2040)

To: Scott Johnson, Senior Planner
Community Development Department

Being exempt from the California Environmental Quality Act (CEQA) and having no environmental impact are two very different things. Because the Housing Element is housing policy and not a project per se, the City claims it is exempt from CEQA. However, General Plan 2040 and its Housing Element component will be the policy blueprint for ordinances that will be enacted by the City Council, according to which projects will be built that will have an environmental impact. So I feel I have to speak up. It's like the Russian nesting dolls. All planning going forward, from when the Housing Element is adopted, will track back to the Housing Element.

By allowing duplexes, triplexes and fourplexes in addition to two ADUs (or JADUs) on any city lot zoned R-1, by right, the city is creating a ministerial review process that will be exempt from CEQA. But make no mistake, there will be an environmental impact. In actual fact, the city is creating an environmental impact by creating a ministerial process that will bypass CEQA review.

The euphemisms for this upzoning in the Housing Element are “Missing Middle Housing” and “greater array of housing types.” This part of the Housing Element proposal will lead to the destruction of tree canopy and green spaces (approximately 80% of the trees in our city are on private land, including back and front yards). <http://www.cityofsacramento.org/public-works/maintenance-services/trees/about-urban-forestry>

A USC study also found that 80% of a city's trees are in residential yards.

Denser hardscape will cause the loss of green spaces and trees now in neighborhood back and front yards. There will be a loss of permeable surfaces needed to replenish our groundwater. The city will be hotter, and the environmental benefit of trees in air quality and removal of carbon and other pollutants will be lost. Neighborhoods, or parts of neighborhoods where trees are cut down to accommodate CEQA-exempt upzoning will become heat islands. How will this happen?

If trees are cut down for ADUs, JADUs, duplexes, triplex or fourplexes in R-1 zones, and these trees are “private protected trees” as defined in Sacramento City Code section 12.56.020, the property owner or developer will have to obtain a permit, as well as provide a tree replacement plan (City Code, sec. 12.56.060).

If sufficient hardscape is built there will not be enough room for replacement trees on that particular lot, and certainly not of the species type and size that have been removed. The tree ordinance provides for in-lieu fees that will go into the city's tree

planting and replacement fund. Although that is good for the overall canopy, it will be a net loss of canopy for neighborhoods, or areas of neighborhoods, where developers and homeowners take advantage of the ability to add housing density. I don't see how the tree replacement fund will mitigate the effect on that particular neighborhood, which will cause changes such as increased use of air conditioning.

In addition, the replacement trees are very small. Trees that are protected under the ordinance are generally a prescribed size of tree species formerly called "heritage trees" in the ordinance, or they are larger, mature trees. These are irreplaceable; it will take 50 years or more to get back to a comparable size. Meanwhile, Sacramento will be baking.

In addition, the greenest building is often an existing building. Construction and construction materials have environmental impact.

Thank you for your consideration of my comments.

Francesca Reitano

Elmhurst, Sacramento 95817
freitano@gmail.com

From: [Ilsa Louise Hess](#)
To: [Scott Johnson](#)
Subject: Oppose Upzoning
Date: Saturday, June 12, 2021 10:53:26 AM

Hello Mr. Johnson,

I oppose upzoning of single family and want the draft 2040 General Plan to be changed to retain existing single family zoning and neighborhoods.

I think more effort should be made to exhaust other options such as creating actual affordable housing in existing empty lots all over Sacramento's business areas.

Thank you,
Ilsa Hess
Sacramento

From: [Jill Bowers](#)
To: [Scott Johnson](#)
Subject: Concerned Citizens Objections to Housing Element
Date: Thursday, June 17, 2021 1:07:49 PM
Attachments: [Concerned Citizens Response to Sacramento"s Proposed Housing Element Negative Declaration June 17, 2021.pdf](#)

Dear Mr. Johnson:

On behalf of Concerned Citizens from Districts 5, attached is our objection to the City's proposed Housing Element.
Thank you,

Jill Bowers
6549 Fordham Way
Sacramento, CA 95831

TO: Scott Johnson
Senior Planner
Community Development Department
City of Sacramento
Sacramento, CA 95811

FROM: Concerned Citizens District 3
Concerned Citizens District 6

We submit this objection to the "Negative Declaration" prepared by the City of Sacramento (City) for the City's proposed "Housing Element." We submit that the City - as established in the Negative Declaration - fails to comply with the mandatory requirements under CEQA. Contrary to the City's representation that the Housing Element is just a policy statement, the Housing Element plainly allows for and specifically proposes development caused by the intended changes to zoning to densify existing single-family neighborhoods in all of Sacramento. The City's hollow characterization that the Housing Element is a mere policy statement is not legally sufficient to excuse the City from complying with its responsibility, mandated by CEQA, to conduct a thorough and detailed analysis of the impacts caused by the proposed upzoning to densify housing by development in all existing Sacramento single family neighborhoods.

The City presented an initial draft of the Housing Element to the California Department of Housing and Community Development (HCD) on April 8, 2021. (Initial Draft.) A subsequent draft of the Housing Element with modifications was made available to the public in April 2021. (April 2021 Draft.) The revised HCD Housing Element draft, dated May 2021, was made available by the City for public review on June 8, 2021. (May 2021 Draft.)

The HCD prepared a letter dated June 7, 2021, pursuant to Government Code section 65585, subdivision (b), reporting the results of its review. (HCD June Letter.)

The Negative Declaration dated, and signed May 17, 2021, was published by the City on June 8, 2021, indicating that public comments would be received only up to and including June 17, 2021. At page 2 of the Negative Declaration the City claims that "the Housing Element establishes policy for housing and a policy-based strategy, [and] does not provide for changes in the type, level, or location of physical development." There, the City claims that the "[r]egulation of location, type, character, and other features of physical development are established in the City's general plan and the Planning and Development Code." At page 70, the City claims that the "Housing Element does not propose new development that would result in physical changes to the environment, no new housing sites are proposed as part of this Housing Element beyond those already designated as such in the 2035 General Plan, no changes to existing zoning are proposed, and the location of development will continue to be guided by the general plan land use map and applicable zoning." The City's claim is not supported by the Housing Element and is therefore manifestly incorrect.

CEQA requires that decision makers not take any government action before the actions are fully evaluated and studied. CEQA mandates that our elected officials safeguard our interests to ensure that proposed development have no potential significant environmental impacts. However, the City's Housing Element fails to provide a careful and studied CEQA analysis on the impacts that will be caused by the proposed housing development. The City's failure violates its duty under CEQA to evaluate and study the true risks or consequences that are proposed by the significant changes to single-family housing in Sacramento. Adoption of the Housing Element will result in a permanent change to enable development in all Sacramento neighborhoods that cannot be undone. Without a CEQA review the Housing Element result in allowing the City to make a drastic change to single family neighborhoods and zoning without evidence being provided or consequences being fully vetted or studied to determine the impacts, their scope, or the opportunity to determine whether the City's upzoning proposal will even result in more affordable and inclusive housing, or if there are any viable alternatives to achieve these goals.

That said, we object to the City's Negative Declaration for the following reasons:

FIRST, the City must conduct a full CEQA review because development to single family housing will occur by adoption of the Housing Element.

Despite the City's claim that the Housing Element is only a policy statement, the City has made clear as revealed in the April 2021 Draft that it intends to substantially change development by upzoning single family housing to increase density in all single-family Sacramento neighborhoods. Thus, contrary to the City's representation, before adopting the Housing Element the City is required to conduct a full CEQA review of the impacts caused by the development.

Most revealing, the City's intended development of mass scale housing in Sacramento is contained in the Initial Draft provided to the HCD. There, shown at page 25 of the April 2021 Draft, "Goal 1. Increasing Overall Housing Production," subsection "Policies" the City specifically stated in "H-1.2" that "[t]he City shall allow for a greater array of housing types in **all neighborhoods**, including multi unit developments, such as duplexes, triplexes, and fourplexes in traditionally single unit zones" and in "H-1.3" that "[t]he City shall shift from unit based (units per acre) to floor area ratio based intensity controls citywide to increase housing capacity and variety throughout the City." (Emphasis added.)

After the City submitted the Initial Draft to HCD, as shown in the April 2021 Draft, both "H-1.2" and "H-1.3" were removed. In the April 2021 Draft the City moved the text "to allow a greater array of housing types in single-unit zones –including duplexes, triplexes, and fourplexes" to page 33, "Goal 4. Advancing Equity and Inclusion" and, **for the first time**, characterized the intended development as a policy. The City alleged, without supporting documentation, that this is being done because "revising the zoning code to allow a greater variety of housing throughout the City can lead to more inclusive neighborhoods since many of the City's highest resource neighborhoods have remained segregated in their racial composition (partly because they are zoned almost exclusively for single family homes)."

In the Initial Draft, as shown in the April 2021 Draft, “Implementation Programs” section, subsection “Program H7 – Expand Housing Types in Single Unit Zoning throughout the City” at page 55, the City stated that to implement the changes to single family housing it intended to “amend the General Plan Land Use Element and the Planning and Development Code to remove maximum densities from specific zones, adopt a floor area ratio based intensity approach, update development standards for missing middle housing types, and allow greater housing and variety of housing types throughout the City, including within single unit residential zones” with the objective that it “[a]llow additional units in residential and mixed use zones to encourage smaller and more affordable units.” The April 2021 Draft removed all of “Program H7 – Expand Housing Types in Single Unit Zoning throughout the City” and instead now states at page 4 that “[t]he 2040 General Plan is expected to increase allowable densities in certain areas of the city, which will likely increase housing capacity beyond what is described in the 2021-2019 Housing Element.”

Although the City now claims that CEQA review is not required because the Housing Element is not proposing any specific development, project, or change to housing development, the Initial Draft and the subsequent modifications in the April 2021 Draft together establish the complete opposite. The Housing Element leaves no doubt that the City intends development at a mass scale in every single-family zoned area in all of Sacramento. In fact, the City’s claim that the Housing Element is solely a policy statement is totally contradicted by its admission at page 24 of the April 2021 Draft, where the City specifically states “[t]he City’s target for this Housing Element is 45,850 [housing] units over the next eight years, an average of about 5,700 housing units annually” and reaffirmed in the Negative Declaration 6, in Goal 1, at page 6 where the City states that it intends to “facilitate the construction of 45,580 units by 2029 and “and in Goal 3, “at least 700 accessory dwelling units by 2029.” Thus, with the adoption of the Housing Element that intends to upzone single family housing, the City clearly intends to open mass scale development in every single family neighborhood in all of Sacramento.

We submit that characterizing the Housing Element as a simple policy change does not change the fact that mass scale development will occur. The City should not be allowed to use this characterization and rely on semantics to avoid its responsibility under CEQA. The City is required to conduct a thorough and comprehensive study of the impacts that will occur by the development the City intends in Sacramento single family neighborhoods.

SECOND, the City cannot be excused from its responsibility to conduct a full CEQA review by claiming that no “specific” development is being proposed by adoption of the Housing Element.

The City has not only quantified the number of housing units it intends to develop but also substantially expands housing development by opening the door to build multiple housing units on every single residential lot in all of Sacramento. By its own admission at page 68 of the Negative Declaration, the City is mandated under CEQA not only to consider projects individually but also cumulatively, which “means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other

current projects, and the effects of probable future projects.” As demonstrated and emphasized by the modifications identified above, by adopting the Housing Element the City intends to open development to each and every single-family zoned lot in all of Sacramento.

That the City is claiming there is no negative impact because the Housing Element does not identify a “specific” development is disingenuous. Once the Housing Element is adopted the City will not be required to provide any specific basis or analysis: 1) to show that the proposed changes to single family neighborhoods and zoning, as a whole, will not result in negative impacts under CEQA; 2) to demonstrate what basis the City is relying on to make the drastic changes to single family neighborhoods and zoning by densifying housing in Sacramento; 3) to substantiate that the proposed changes to single family neighborhoods and zoning are in fact necessary to comply with State of California housing requirements; 4) and to support its assumption that upzoning single family neighborhoods to densify housing development will result in diversification and racial inclusion the City claims it will resolve. Each of these four assumptions will proceed forward unchecked.

For example, one of the primary contentions the City relies on to drive the proposed change to single family neighborhoods and zoning is found at page 4 of the April 2021 Draft. There, the City claims the change to single family neighborhoods and zoning means “Sacramento’s neighborhoods will be affordable and inclusive, and every resident will have the opportunity to thrive.” Yet, the City has failed to provide any data or analysis throughout the entire process or in the Housing Element to support this assumption. This failure is particularly concerning because this drastic change to single family neighborhoods and zoning has not ever been done in any other city in California.

As reflected in an article related to upzoning changes in Minneapolis, there exist irreversible risks to housing that the City should be required to consider before dismantling the protections afforded by single family zoning. This is especially true if the City’s goal to achieve more equity in housing is sincere. For example, although the City is relying on increased density in single family areas as the only solution, the City needs to evaluate whether more units automatically equals to more affordable housing, whether more multifamily rental units increase the risks that absentee landlords will result in inadequate housing, whether streamlining the development will result in substandard construction, and whether the City’s infrastructure is even capable of handling the increased development. (See, [Minneapolis’s Residential Upzoning Risks Unintended Consequences: Alissa Luepke Pier.](#))

In addition, the City has failed to address the risk posed by investors. The demand for single family housing in California and other parts of the country pose a real risk that corporate and other institutional investors will enter the market and not only increase the cost of housing even further but also transform housing in Sacramento to a renter only community. Investors, motivated by profit, will drive away the residents the City is claiming it wants to help and essentially function as a bar to private individual ownership regardless of income. As revealed by the Wall Street Journal, in an article dated June 7, 2021: “Today, built-to-rent homes make up just over 6% of new homes built in the U.S. every year, according to Hunter Housing

Economics, a real estate consulting firm, which projects the number of these homes built annually will double by 2024. The country's largest home builders are planning for that future. Backed by banks and private investment firms, they have already bet billions on the sector, and will put down some \$40 billion more during the next 18 months ... [and Taylor Morrison Home Corp., the nation's fifth-largest builder] has said built-to-rent could soon become 50% of its total business." (See, https://www.wsj.com/articles/built-to-rent-suburbs-are-poised-to-spread-across-the-u-s-11623075610?st=6alwwlg9ajjhy4l&reflink=share_mobilewebshare.)

The profit motive associated with housing has also revealed itself in investment funds. For example, a Wall Street Journal article dated April 4, 2021, by Ryan Dezember, "If You Sell a House These Days It Might Be a Pension Fund," revealed that investors are encouraging and achieving housing investment in the billions sometimes marketing entire neighborhoods. The article reported that "[f]rom individuals with smartphones and a few thousand dollars to pensions and private-equity firms with billions, yield-chasing investors are snapping up single-family houses to rent or flip. They are competing for homes with ordinary Americans, who are armed with the cheapest mortgage financing ever, and driving up home prices." The article adds that "[l]imited housing supply, low rates, a global reach for yield, and what we're calling the institutionalization of real-estate investors has set the stage for another speculative investor-driven home price bubble..." Indeed, we have received reports that this may already be occurring in Sacramento from residents who, competing with investors to buy a home, have had to offer from \$50,000 to \$100,000 or more over the asking price or forced to forego attempts to buy a home in Sacramento.

The proposed development intended by adoption of the Housing Element with the change to single family zoning and neighborhoods is massive because it will affect every single-family housing lot in all of Sacramento. It is unrealistic and impractical for the City to claim that all CEQA impacts caused by the change to single family housing will be addressed in the future General Plan, housing ordinances, and design regulations because each of the four assumptions identified above will proceed unchecked. Moreover, to the extent the City suggests that it can rely on housing ordinances and design regulations to address CEQA environmental factors, this claim is legally invalid. This is so because housing ordinances and design regulations are solely implementing tools for development. The City should not be allowed to misrepresent its intentions by claiming it is solely a policy change to avoid its duty under CEQA that mandates it appropriately study and evaluate potential negative impacts, alternatives, or more measured options before adopting the Housing Element.

THIRD, the Negative Declaration misrepresents that the Housing Element does not allow development beyond what is currently allowed under the 2035 General Plan.

Throughout the Negative Declaration, the City claims that the Housing Element "does not allow development beyond what is currently allowed under the 2035 General Plan" and that "the Housing Element does not propose any specific projects for future development that is not currently allowed." Yet, in the April 2021 Draft at page 4, the City contradicts this claim when it concedes that the Housing Element is being "adopted ahead of the 2040 General Plan" and that

“[t]he 2040 General Plan is expected to increase the allowable densities in certain areas of the city, which will likely increase housing capacity beyond what is described in the 2021-2019 Housing Element.” Thus, the City’s claim that the Housing Element does not go beyond the 2035 General Plan is not accurate.

The City cannot be allowed to misrepresent the bases of its findings to avoid conducting a valid CEQA review. In fact, there is nothing in the Housing Element to indicate that the City has even considered the additional development anticipated by Accessory Dwelling Units (ADUs) coupled by the substantial changes intended to single housing neighborhoods and zoning. Even if the City can claim that ADUs are exempt from CEQA review, CEQA mandates that all development must be reviewed cumulatively to appropriately assess environmental impacts. As an example, in the “Utilities and Service” section of the Negative Declaration the City describes the water supply and the process the City relies on to provide wastewater collection in the City. Despite the obvious development that will result from the anticipated ADU and densification of single-family housing development intended by the Housing Element, the City incredulously finds that the Housing Element “would have no impacts pertaining to utilities and service systems.” The same failure in evidence and logic is found in the City’s findings of no impacts with regard to, energy, gas, water quality, traffic, energy use, equipment uses, noise, physical changes to existing communities, recreational changes (including neighborhood and community parks), green space, public services (including police and schools), transportation, parking, vegetation, and trees that are recognized as a symbol of Sacramento.

FOURTH, the City’s failure to engage single family homeowners and residents in the development of the Housing Element is a violation of the Government Code.

The Housing Element demonstrates a clear violation of its statutory duty to engage single family homeowners and residents, who are the members of the community most directly affected by the changes to single family zoning and neighborhood housing, when developing the Housing Element. Government Code section 65583, subdivision (c) (9) states that the Housing Element requires a local government to make “a diligent effort ... to achieve public participation of all economic segments of the community **in the development** of the housing element.” (Emphasis added.) As demonstrated in the Housing Element, in examples below, the City consistently failed to make a diligent effort to obtain input from Sacramento single family homeowners and residents in developing the Housing Element.

At page 7 of the April 2021 Draft, the City describes the methods it used in developing the Housing Element. Participants included “City staff, the Sacramento Area Council of Governments (SACOG), the Sacramento Housing and Development Agency (SHRA), housing developers, housing advocacy groups, local nonprofits, Property Business Improvement Districts (PDIDs), and the broader community from all areas of the City.” The City claims at page 9 of the April 2021 Draft that it relied on input from the “Internal Housing Working Group (HGW)” comprised of governmental staff from various entities and three City Council Representatives. At pages 9 and 10 of the April 2021 Draft, the City claims it relied on input from the “Housing Policy Working Group (HPWG)” that met with City staff throughout the

process. The HPWG is described as approximately 40 individuals representing City staff, real estate representatives, housing advocacy groups, housing developers, and staff from state agencies and departments, planning and design commissioners, property business districts, and local non-profits and again states that the City met with the HPWG throughout the process. It is important to emphasize that the City sought and included input from entities or individuals in real estate and developers at every stage in developing the Housing Element and that they represent interests that stand to benefit and profit from the increased housing development. The Housing Element reflects, however, that no Sacramento single family homeowner, resident member, or neighborhood association representative was included in any of the working groups in the development of the Housing Element.

At page 8 of the April 2021 Draft, the City claims a survey was conducted by the Sacramento Valley Fair Housing Collaborative Analysis of Impediments to Fair Housing Choice (AI) in February of 2020 and that the survey included responses from “roughly 1,300 participants from the City of Sacramento out of 3,388 total responses.” Yet, the methodology used to reach the public, and specifically single-family neighborhoods most affected by upzoning, or the types of questions posed, are not described in the Housing Element.

At page 10 of the April 2021 Draft, the City claims it “hosted two virtual focus group meetings in August 2020 to gather input from various stakeholders including developers, home builders, non-profit organizations, advocacy groups, and public agencies on two key housing issues, anti-displacement and the City’s affordable housing requirements.” Here again, the Housing Element establishes that no single-family homeowners, residents, or any neighborhood association were represented.

At page 8 of the April 2021 Draft, the City claims it initiated the update to the Housing Element in Phase I in April 2020 and that it conducted 3 citywide workshops but does not identify the dates, times, or notice methods used to notice the workshops to single family homeowners or residents. At page 9 of the April 2021 Draft, the City claims that during Phase II it “facilitated an online” self-guided workshop for community members that it claims provided draft housing goals and feedback. The City claims this virtual workshop was active between October 6, 2020, and October 20, 2020. At page 9, of the April 2021 Draft the City claims that “[t]he Housing Element section had a total of 185 individual responses and 557 responses all together.” Yet, the Housing Element fails to describe the topic covered by the workshop, how it was noticed, or and the extent of Sacramento homeowner or neighborhood association participation.

The City’s failure to comply with Government Code section 65583, subdivision (c) (9) is supported by the best practices and guidance provided by the HCD. In the HCD’s “Affirmatively Furthering Fair Housing, Guidance for All Public Entities and for Housing Elements,” the HCD at pages 18 and 19 makes clear that a public entity needs to engage early and often with the community in the development and throughout the completion of the Housing Element. Here, the Housing Element establishes that Sacramento single family homeowners and residents were never included in the development of the Housing Element. In fact, the Housing Element

indicates that the Initial Draft was not made available for public review until after the Initial Draft was completed in early 2021.

The City's complete failure to engage single family homeowners and residents to provide input in developing the Housing Element is even more serious because of the severe obstacles and undue burdens residents of Sacramento were experiencing with the COVID crisis. The economic, health, and safety concerns the world was experiencing was clearly at the forefront of residents in Sacramento and throughout the world. The Housing Element shows that the alleged community outreach was conducted at the height of the COVID crisis through the internet when the entire world was clearly focused on the pandemic crisis. Under normal circumstances the HCD's best practice supports that public entities take affirmative action to conduct broad based outreach. Given the significant COVID crisis residents of Sacramento were experiencing, the City should have used every measure at its disposal to engage single-family homeowners, residents, and neighborhood associations for input when developing the Housing Element. Because of this violation, single family homeowners and residents in Sacramento are barely learning of the significant changes intended by the City with the adoption of the Housing Element.

That the City scheduled hearings after the Housing Element was published for public review is also not sufficient to defend against this violation. As established above, the failures in the process followed by the City, which excluded the very stakeholders most affected, will not be remediated given the City's position on the intended changes to single family zoning now firmly entrenched.

Therefore, the City's failure to engage single family homeowners and residents in the development of the Housing Element as it relates to changes to single family neighborhoods and housing is a violation of the Government Code.

CONCLUSION

We submit that the Housing Element will have significant impacts which requires the City to comply with CEQA. The City is, therefore, required to prepare a detailed Environmental Impact Report before adopting the Housing Element because it calls for drastic changes to single family zoning and mass scale housing development in all neighborhoods in Sacramento.

From: [Jean Schaffer](#)
To: [Scott Johnson](#); [Katie Valenzuela](#)
Subject: Response to Negative Declaration to object to the Housing Element proposed by the City of Sacramento
Date: Thursday, June 17, 2021 2:14:21 PM

We submit this response to the Negative Declaration to object to the Housing Element proposed by the City of Sacramento (City). We submit that the City has failed to comply with CEQA because, contrary to the City's representation, the Housing Element demonstrates that development caused by changes proposed to existing single family neighborhoods and zoning is intended in all of Sacramento and that characterizing the Housing Element as merely a policy statement is not legally sufficient to excuse the City from complying with its responsibility, mandated by CEQA, to conduct a thorough and detailed analysis of the impacts caused by proposed upzoning to densify development single family neighborhoods in all of Sacramento

The City presented an initial draft of the Housing Element to the California Department of Housing and Community Development (HCD) on April 8, 2021. (Initial Draft). A subsequent draft of the Housing Element was made available to the public in April 2021 that indicates modifications were made to the Housing Element. (April 2021 Draft). The revised HCD Housing Element draft, dated May 2021, was made available by the City for public review on June 8, 2021. (May 2021 Draft).

The HCD prepared a letter dated June 7, 2021, pursuant to Government Code section 65585, subdivision (b), reporting the results of its review. (HCD June Letter).

The Negative Declaration dated, and signed May 17, 2021, was published by the City on June 8, 2021, indicating that public comments would be received only up to and including June 17, 2021. At page 2 of the Negative Declaration the City claims that "the Housing Element establishes policy for housing and a policy-based strategy, [and] does not provide for changes in the type, level, or location of physical development." There, the City claims that the "[r]egulation of location, type, character, and other features of physical development are established in the City's general plan and the Planning and Development Code." At page 70, the City claims that the "Housing Element does not propose new development that would result in physical changes to the environment, no new housing sites are proposed as part of this Housing Element beyond those already designated as such in the 2035 General Plan, no changes to existing zoning are proposed, and the location of development will continue to be guided by the general plan land use map and applicable zoning".

It is well established that CEQA requires that decision makers and the public not take any government action before the actions are fully evaluated and studied. CEQA mandates that our elected officials safeguard our interests to ensure that proposed development will have no potential for significant environmental impacts. The Housing Element fails to provide a

careful and studied CEQA analysis on the impacts that will be caused by the proposed housing development. The City's failure to is a violation of its duty under CEQA to evaluate and study the true risks or consequences that are being proposed by the significant changes to single family zoning and neighborhoods in Sacramento. Adoption of the Housing Element will result in a permanent change to enable development in all Sacramento neighborhoods that cannot be undone. Without a CEQA review the Housing Element will result allowing the City to make a drastic change to single family neighborhoods and zoning without the evidence being provided or consequences being fully vetted or studied to determine the impacts, their scope, or the opportunity to determine whether the City's upzoning proposal will even result in more affordable and inclusive housing or if there are any viable alternatives to achieve these goals.

In response to the City's Negative Declaration we present the following objections:

FIRST, the City must conduct a full CEQA review because development in existing single family housing will occur by adoption of the Housing Element.

Despite the City's claim that the Housing Element is only a policy statement, as revealed by the April 2021 Draft, the City has made clear that it intends to substantially change development by upzoning to density single family neighborhoods in all of Sacramento. Contrary to the City's claim, adoption of the Housing Element therefore requires the City to conduct a full CEQA review of the impacts caused by the development.

The City's intended development of mass scale housing in Sacramento was revealed in the Initial Draft provided to the HCD. There, shown at page 25 of the April 2021 Draft, "Goal 1. Increasing Overall Housing Production," subsection "Policies" the City specifically stated in "H-1.2" that "[t]he City shall allow for a greater array of housing types in **all neighborhoods**, including multi unit developments, such as duplexes, triplexes, and fourplexes in traditionally single unit zones" and in "H-1.3" that "[t]he City shall shift from unit based (units per acre) to floor area ratio based intensity controls citywide to increase housing capacity and variety throughout the City." (Emphasis added.)

After the City submitted the Initial Draft to HCD, as shown in the April 2021 Draft, both "H-1.2" and "H-1.3" were removed. In the April 2021 Draft the City moved the text "to allow a greater array of housing types in single-unit zones –including duplexes, triplexes, and fourplexes" to page 33, "Goal 4. Advancing Equity and Inclusion" and, for the first time, characterized the intended development as a policy. The City alleged, without any documentation, that this is being done because "revising the zoning code to allow a greater variety of housing throughout the City can lead to more inclusive neighborhoods since many of the City's highest resource neighborhoods have remained segregated in their racial composition (partly because they are zoned almost exclusively for single family homes)."

In the Initial Draft as shown in the April 2021 Draft, “Implementation Programs” section, subsection “Program H7 – Expand Housing Types in Single Unit Zoning throughout the City” at page 55, the City stated that to implement the changes to single family housing it intended to “amend the General Plan Land Use Element and the Planning and Development Code to remove maximum densities from specific zones, adopt a floor area ratio based intensity approach, update development standards for missing middle housing types, and allow greater housing and variety of housing types throughout the City, including within single unit residential zones” with the objective that it “[a]llow additional units in residential and mixed use zones to encourage smaller and more affordable units.” The April 2021 Draft removed all of “Program H7 – Expand Housing Types in Single Unit Zoning throughout the City” and instead now states at page 4 that “[t]he 2040 General Plan is expected to increase allowable densities in certain areas of the city, which will likely increase housing capacity beyond what is described in the 2021-2019 Housing Element.”

Although the City is now claiming that CEQA review is not required because the Housing Element is not proposing any specific development, project, or change to housing development, the Initial Draft and the subsequent modifications in the April 2021 Draft together establish the complete opposite. Rather, the Housing Element leaves no doubt that the City intends development at a mass scale in every single family zoned area in all of Sacramento. In fact, the City’s claim that the Housing Element is solely a policy statement is totally contradicted by its admission at page 24 of the April 2021 Draft, where the City specifically states “[t]he City’s target for this Housing Element is 45,850 [housing] units over the next eight years, an average of about 5,700 housing units annually” and reaffirmed in the Negative Declaration 6, in Goal 1, at page 6 where the City states that it intends to “facilitate the construction of 45,580 units by 2029 and “and in Goal 3, “at least 700 accessory dwelling units by 2029. “ Moreover, with the adoption of the Housing Element, the City clearly intends to open mass scale development in every single family neighborhood in all of Sacramento.

We submit that characterizing the Housing Element as a simple policy change does not change the fact that development will occur. The City should not be allowed to use this characterization and rely on semantics to avoid its responsibility under CEQA to conduct a thorough and comprehensive study of the impacts that will occur with development the City intends to single family neighborhoods in Sacramento.

SECOND, the City cannot be excused from its responsibility to conduct a full CEQA by claiming that no “specific” development is being proposed by adoption of the Housing Element.

The City has not only quantified the number of housing units it intends to develop but also substantially expands housing development by opening the door to build multiple housing units on every single residential lot in all of Sacramento. By its own admission on page 68 of

the Negative Declaration, the City is mandated under CEQA to consider projects individually but also cumulatively which “means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects’ As demonstrated and emphasized by the modifications identified above, by adopting the Housing Element the City intends to open development to each and every single family zoned lot in all of Sacramento.

That the City is claiming there is no negative impact because the Housing Element does not identify a “specific” development is disingenuous. Once the Housing Element is adopted the City will not be required to provide any specific basis or analysis: 1) to show that the proposed changes to single family neighborhoods and zoning, as a whole, will not result in negative impacts under CEQA; 2) to demonstrate what basis the City is relying on to make the drastic changes to single family neighborhoods and zoning by densifying housing in Sacramento; 3) to substantiate that the proposed changes to single family neighborhoods and zoning are in fact necessary to comply with State of California housing requirements; 4) and to support its assumption that upzoning single family neighborhoods to densify housing development will result in diversification and racial inclusion the City claims it will resolve. Each of these four assumptions will proceed forward unchecked.

For example, one of the primary contentions the City relies on to drive the proposed change to single family neighborhoods and zoning is found at page 4 of the April 2021 Draft. There, the City claims the change to single family neighborhoods and zoning means “Sacramento’s neighborhoods will be affordable and inclusive, and every resident will have the opportunity to thrive”. Yet, the City has failed to provide any data or analysis throughout the entire process or in the Housing Element to support this assumption. This failure is particularly concerning because this drastic change to single family neighborhoods and zoning has not been done in any other city in California.

As reflected in an article related to upzoning changes in Minneapolis, there exist irreversible risks to housing that the City should be required to consider before dismantling the protections afforded by single family zoning. This is especially true if the City’s goal to achieve more equity in housing is sincere. For example, although the City is relying on increased density in single family areas as the only solution, the City needs to evaluate whether more units automatically equals to more affordable housing, whether more multifamily rental units increase the risks that absentee landlords will result in inadequate housing, whether streamlining the development will result in substandard construction, and whether the City’s infrastructure is even capable of handling the increased development. (See, [Minneapolis’s Residential Upzoning Risks Unintended Consequences: Alissa Luepke Pier.](#))

In addition, the City has failed to address the risk posed by investors. The demand for single family housing in California and other parts of the country pose a real risk that corporate and other institutional investors will enter the market and not only increase the cost of housing even further but also transform housing in Sacramento to a renter only community. Investors,

motivated by profit, will drive away the residents the City is claiming it wants to help and essentially function as a bar to private individual ownership regardless of income. As revealed by the Wall Street Journal, in an article dated June 7, 2021: “Today, built-to-rent homes make up just over 6% of new homes built in the U.S. every year, according to Hunter Housing Economics, a real estate consulting firm, which projects the number of these homes built annually will double by 2024. The country’s largest home builders are planning for that future. Backed by banks and private investment firms, they have already bet billions on the sector, and will put down some \$40 billion more during the next 18 months ... [and [Taylor Morrison Home Corp.](#), the nation’s fifth-largest builder] has said built-to-rent could soon become 50% of its total business.” (See, https://www.wsj.com/articles/built-to-rent-suburbs-are-poised-to-spread-across-the-u-s-11623075610?st=6alwwlg9ajjhy4l&reflink=share_mobilewebshare.)

The profit motive associated with housing has also revealed itself in investment funds. For example, a Wall Street Journal article dated April 4, 2021, by Ryan Dezember, “If You Sell a House These Days It Might Be a Pension Fund,” revealed that investors are encouraging and achieving housing investment in the billions sometimes marketing entire neighborhoods. The article reported that “[f]rom individuals with smartphones and a few thousand dollars to pensions and private-equity firms with billions, yield-chasing investors are snapping up single-family houses to rent or flip. They are competing for homes with ordinary Americans, who are armed with the cheapest mortgage financing ever, and driving up home prices.” The article adds that “[l]imited housing supply, low rates, a global reach for yield, and what we’re calling the institutionalization of real-estate investors has set the stage for another speculative investor-driven home price bubble...” Indeed, we have received reports that this may already be occurring in Sacramento from residents who, competing with investors to buy a home, have had to offer from \$50,000 to \$100,000 or more over the asking price or forced to forego attempting to buy a home in Sacramento.

The proposed development intended by adoption of the Housing Element with the change to single family zoning and neighborhoods is massive because it will affect every single family zoned housing lot in all of Sacramento. It is unrealistic and impractical for the City to claim that all CEQA impacts caused by the change to single family housing will be addressed in the future General Plan, housing ordinances, and design regulations because each of the four assumptions identified above will proceed unchecked. Moreover, to the extent the City is relying on housing ordinances and design regulations to address CEQA environmental factors, this (WHAT IS “this” referring to) is legally invalid specifically because housing ordinance and design regulations are solely implementing tools for development. The City should not be allowed to misrepresent its intentions by claiming it is solely a policy change to avoid its duty under CEQA that mandates it appropriately study and evaluate potential negative impacts, alternatives, or more measured options before adopting the Housing Element.

THIRD, the Negative Declaration misrepresents that the Housing Element does not allow development beyond what is currently allowed under the 2035 General Plan.

Throughout the Negative Declaration, the City claims that the Housing Element “does not allow development beyond what is currently allowed under the 2035 General Plan” and that “the Housing Element does not propose any specific projects for future development that is not currently allowed.” Yet, in the April 2021 Draft at page 4, the City contradicts this claim when it concedes that the Housing Element is being “adopted ahead of the 2040 General Plan” and that “[t]he 2040 General Plan is expected to increase the allowable densities in certain areas of the city, which will likely increase housing capacity beyond what is described in the 2021-2019 Housing Element”.

The City’s claim that the Housing Element does not go beyond the 2035 General Plan is therefore not accurate. The City cannot be allowed to misrepresent the bases of their findings to avoid conducting a valid CEQA review. In fact, there is nothing in the Housing Element to indicate that the City has even considered the additional development anticipated by Accessory Dwelling Units (ADUs) coupled by the substantial changes intended to single housing neighborhoods and zoning. Even if the City can claim that ADUs are exempt from CEQA review, CEQA mandates that all development must be reviewed cumulatively to appropriately assess environmental impacts. As an example, in the “Utilities and Service” section of the Negative Declaration the City describes the water supply and the process the City relies on to provide wastewater collection in the City. Despite the obvious development that will result from the anticipated ADU and densification of single family neighborhoods intended by the Housing Element, the City incredulously finds that the Housing Element “would have no impacts pertaining to utilities and service systems.” The same failure in evidence and logic is found in the City’s findings of no impacts with regard to, energy, gas, water quality, traffic, energy use, equipment use, noise, physical changes to existing communities, recreational changes (including neighborhood and community parks), green space, public services (including police and schools), transportation, parking, vegetation, and trees that are recognized as a symbol of Sacramento.

FOURTH, the City’s failure to engage single family homeowners and residents in the development of the Housing Element is a violation of the Government Code.

The Housing Element demonstrates a clear violation of its statutory duty to engage single family homeowners and residents, who are the members of the community most directly affected by the changes to single family zoning and neighborhoods, when developing the Housing Element. Government Code section (c) (9) states that the Housing Element requires a local government to make “a diligent effort...to achieve public participation of all economic segments of the community **in the development** of the housing element.” (Emphasis added.) As demonstrated in the Housing Element, in examples below, the City consistently failed to make a diligent effort to obtain input from Sacramento single family homeowners and residents in developing the Housing Element.

On page 7 of the April 2021 Draft, the City describes the methods it used in developing the Housing Element including City staff, the Sacramento Area Council of Governments

(SACOG), the Sacramento Housing and Development Agency (SHRA), housing developers, housing advocacy groups, local nonprofits, Property Business Improvement Districts (PDIDs), and the broader community from all areas of the City.” The City claims at page 9 of the April 2021 Draft that it relied on input from the “Internal Housing Working Group (HGW)” comprised of governmental staff from various entities and three City Council Representatives. On pages 9 and 10 of the April 2021 Draft, the City claims it relied on input from the “Housing Policy Working Group (HPWG)” that met with City staff throughout the process. The HPWG is described as approximately 40 individuals representing City staff, real estate representatives, housing advocacy groups, housing developers, and staff from state agencies and departments, planning and design commissioners, property business districts, and local non-profits and again states that the City met with the HPWG throughout the process. It is important to emphasize that the City sought and included input from entities or individuals in real estate and developers at every stage in developing the Housing Element and that they represent interests that stand to benefit and profit from the increased housing development. The Housing Element reflects, however, that no Sacramento single family homeowner or resident member or neighborhood association representative was included in any of the working groups in the development of the Housing Element.

At page 8 of the April 2021 Draft, the City claims a survey was conducted by the Sacramento Valley Fair Housing Collaborative Analysis of Impediments to Fair Housing Choice (AI) in February of 2020 and that the survey included responses from “roughly 1,300 participants from the City of Sacramento out of 3,388 total responses.” Yet, the methodology used to reach the public, and specifically single family neighborhoods most affected by upzoning, or the types of questions posed are not described in the Housing Element.

On page 10 of the April 2021 Draft, the City claims it “hosted two virtual focus group meetings in August 2020 to gather input from various stakeholders including developers, home builders, non-profit organizations, advocacy groups, and public agencies on two key housing issues, anti-displacement and the City’s affordable housing requirements.” Here again, the Housing Element establishes that no single family homeowners or residents or any neighborhood association were represented.

On page 8 of the April 2021 Draft, the City claims it initiated the update to the Housing Element In Phase I in April 2020 and that it conducted 3 citywide workshops but does not identify the dates, times, or notice methods used to notice the workshops to single family homeowners or residents. At page 9 of the April 2021 Draft, the City claims that during Phase II “facilitated an online” self-guided workshop for community members that it claims provided draft housing goals and feedback. The City claims this virtual workshop was active between October 6, 2020, and October 20, 2020. At page 9, of the April 2021 Draft the City claims that “[t]he Housing Element section had a total of 185 individual responses and 557 responses all together.”

The City’s failure to comply with Government Code section (c) (9) is supported by the best

practices and guidance provided by the HCD. In the HCD's "Affirmatively Furthering Fair Housing, Guidance for All Public Entities and for Housing Elements," the HCD at pages 18 and 19 makes clear that a public entity needs to engage early and often with the community in the development and throughout the completion of the Housing Element. Here, the Housing Element establishes that Sacramento single family homeowners and residents were never included in the development of the Housing Element. In fact, the Housing Element indicates that the Initial Draft was not made available for public review until after the Initial Draft was completed in early 2021.

The City's complete failure to engage single family homeowners and residents to provide input in developing the Housing Element is even more serious because of the severe obstacles and undue burdens residents of Sacramento were experiencing with the COVID crisis. The economic, health, and safety concerns the world was experiencing was clearly at the forefront of residents in Sacramento and throughout the world. The Housing Element shows that the alleged community outreach was conducted at the height of the COVID crisis through the internet when the entire world was clearly focused on the pandemic crisis. Under normal circumstances the HCD's best practice supports that public entities take affirmative action to conduct broad based outreach. Given the significant COVID crisis residents of Sacramento were experiencing, the City should have used every measure at its disposal to engage single family homeowners and residents and neighborhood associations for input when developing the Housing Element. Because of this violation, many single family homeowners and residents in Sacramento are barely learning of the significant changes intended by the City with the adoption of the Housing Element.

That the City scheduled hearings the Housing Element was published for review by the public is also not sufficient to defend against this violation. As established above, failures in the process followed by the City, which excluded the very stakeholders most affected, will not be remediated given the policy position now firmly entrenched.

The City's failure to engage single family homeowners and residents in the development of the Housing Element as it relates to changes to single family neighborhoods and housing is a violation of the Government Code. As such, without any reference to changing the zoning should be removed from the Housing Element.



CONCLUSION

We submit that the Housing Element will have significant impacts which requires the City to comply with CEQA and is therefore required to prepare a detailed Environmental Impact Report before calling for changes that would drastically change single family zoning and neighborhoods housing in Sacramento.

Sincerely,

Jean Schaffer
on behalf of
Concerned Citizens District 4

From: [Joanne Vinton](#)
To: [Scott Johnson](#)
Subject: Comment on Housing Element
Date: Wednesday, June 9, 2021 9:32:54 AM

Good morning, Scott.

In case you haven't seen it, here's a link to an interesting article from the Axios news site about "Why we can't have cheap houses":

<https://www.axios.com/housing-prices-construction-costs-8acb0e2f-4fc4-4cf1-b3e3-8e8e41bf5c70.html>

I live in an apartment.

Joanne Vinton
Sacramento, CA 95818

From: [lisa.cooley](#)
To: [Scott Johnson](#)
Subject: Housing element comments
Date: Friday, May 21, 2021 10:56:30 AM

Create more accessible affordable housing that is near services.

Increase the number of housing vouchers available for people who have disabilities and receive disability benefits because the current income levels are still too high for people who receive either SSI or SOCIAL security.

--

Lisa cooley

From: [lisa.cooley](#)
To: [Scott Johnson](#)
Subject: Housing element ideas
Date: Friday, May 21, 2021 11:04:49 AM

Create more accessory dwelling units in the city and county of Sacramento

Create permanent supportive housing for formerly homeless families and individuals

--

Lisa cooley

From: [lisa.cooley](#)
To: [Scott Johnson](#)
Subject: Housing element ideas
Date: Friday, May 21, 2021 11:16:05 AM

Pick areas in Sacramento that are free of toxic chemicals to build affordable and market rate housing developments

Build housing that is near transportation

--

Lisa cooley

From: [lisa.cooley](#)
To: [Scott Johnson](#)
Subject: More housing element ideas
Date: Friday, May 21, 2021 11:37:26 AM

Create more accessible affordable housing that is close to colleges and universities because students who have disabilities often have a difficult time finding housing that is close to the college or university that they are affiliated with.--

Lisa cooley

From: [linda gonzalez](#)
To: [Scott Johnson](#)
Subject: Re: Concerned Citizens Objections to Housing Element
Date: Thursday, June 17, 2021 2:31:04 AM
Attachments: [Concerned Citizens Response to Sacramento"s Proposed Housing Element Negative Declaration June 17, 2021.pdf](#)

Dear Mr. Johnson,

On behalf of Concerned Citizens from Districts 3 and 6, attached is our objection to the City's proposed Housing Element.

Thank you

TO: Scott Johnson
Senior Planner
Community Development Department
City of Sacramento
Sacramento, CA 95811

FROM: Concerned Citizens District 3
Concerned Citizens District 6

We submit this objection to the "Negative Declaration" prepared by the City of Sacramento (City) for the City's proposed "Housing Element." We submit that the City - as established in the Negative Declaration - fails to comply with the mandatory requirements under CEQA. Contrary to the City's representation that the Housing Element is just a policy statement, the Housing Element plainly allows for and specifically proposes development caused by the intended changes to zoning to densify existing single-family neighborhoods in all of Sacramento. The City's hollow characterization that the Housing Element is a mere policy statement is not legally sufficient to excuse the City from complying with its responsibility, mandated by CEQA, to conduct a thorough and detailed analysis of the impacts caused by the proposed upzoning to densify housing by development in all existing Sacramento single family neighborhoods.

The City presented an initial draft of the Housing Element to the California Department of Housing and Community Development (HCD) on April 8, 2021. (Initial Draft.) A subsequent draft of the Housing Element with modifications was made available to the public in April 2021. (April 2021 Draft.) The revised HCD Housing Element draft, dated May 2021, was made available by the City for public review on June 8, 2021. (May 2021 Draft.)

The HCD prepared a letter dated June 7, 2021, pursuant to Government Code section 65585, subdivision (b), reporting the results of its review. (HCD June Letter.)

The Negative Declaration dated, and signed May 17, 2021, was published by the City on June 8, 2021, indicating that public comments would be received only up to and including June 17, 2021. At page 2 of the Negative Declaration the City claims that "the Housing Element establishes policy for housing and a policy-based strategy, [and] does not provide for changes in the type, level, or location of physical development." There, the City claims that the "[r]egulation of location, type, character, and other features of physical development are established in the City's general plan and the Planning and Development Code." At page 70, the City claims that the "Housing Element does not propose new development that would result in physical changes to the environment, no new housing sites are proposed as part of this Housing Element beyond those already designated as such in the 2035 General Plan, no changes to existing zoning are proposed, and the location of development will continue to be guided by the general plan land use map and applicable zoning." The City's claim is not supported by the Housing Element and is therefore manifestly incorrect.

CEQA requires that decision makers not take any government action before the actions are fully evaluated and studied. CEQA mandates that our elected officials safeguard our interests to ensure that proposed development have no potential significant environmental impacts. However, the City's Housing Element fails to provide a careful and studied CEQA analysis on the impacts that will be caused by the proposed housing development. The City's failure violates its duty under CEQA to evaluate and study the true risks or consequences that are proposed by the significant changes to single-family housing in Sacramento. Adoption of the Housing Element will result in a permanent change to enable development in all Sacramento neighborhoods that cannot be undone. Without a CEQA review the Housing Element result in allowing the City to make a drastic change to single family neighborhoods and zoning without evidence being provided or consequences being fully vetted or studied to determine the impacts, their scope, or the opportunity to determine whether the City's upzoning proposal will even result in more affordable and inclusive housing, or if there are any viable alternatives to achieve these goals.

That said, we object to the City's Negative Declaration for the following reasons:

FIRST, the City must conduct a full CEQA review because development to single family housing will occur by adoption of the Housing Element.

Despite the City's claim that the Housing Element is only a policy statement, the City has made clear as revealed in the April 2021 Draft that it intends to substantially change development by upzoning single family housing to increase density in all single-family Sacramento neighborhoods. Thus, contrary to the City's representation, before adopting the Housing Element the City is required to conduct a full CEQA review of the impacts caused by the development.

Most revealing, the City's intended development of mass scale housing in Sacramento is contained in the Initial Draft provided to the HCD. There, shown at page 25 of the April 2021 Draft, "Goal 1. Increasing Overall Housing Production," subsection "Policies" the City specifically stated in "H-1.2" that "[t]he City shall allow for a greater array of housing types in **all neighborhoods**, including multi unit developments, such as duplexes, triplexes, and fourplexes in traditionally single unit zones" and in "H-1.3" that "[t]he City shall shift from unit based (units per acre) to floor area ratio based intensity controls citywide to increase housing capacity and variety throughout the City." (Emphasis added.)

After the City submitted the Initial Draft to HCD, as shown in the April 2021 Draft, both "H-1.2" and "H-1.3" were removed. In the April 2021 Draft the City moved the text "to allow a greater array of housing types in single-unit zones –including duplexes, triplexes, and fourplexes" to page 33, "Goal 4. Advancing Equity and Inclusion" and, **for the first time**, characterized the intended development as a policy. The City alleged, without supporting documentation, that this is being done because "revising the zoning code to allow a greater variety of housing throughout the City can lead to more inclusive neighborhoods since many of the City's highest resource neighborhoods have remained segregated in their racial composition (partly because they are zoned almost exclusively for single family homes)."

In the Initial Draft, as shown in the April 2021 Draft, “Implementation Programs” section, subsection “Program H7 – Expand Housing Types in Single Unit Zoning throughout the City” at page 55, the City stated that to implement the changes to single family housing it intended to “amend the General Plan Land Use Element and the Planning and Development Code to remove maximum densities from specific zones, adopt a floor area ratio based intensity approach, update development standards for missing middle housing types, and allow greater housing and variety of housing types throughout the City, including within single unit residential zones” with the objective that it “[a]llow additional units in residential and mixed use zones to encourage smaller and more affordable units.” The April 2021 Draft removed all of “Program H7 – Expand Housing Types in Single Unit Zoning throughout the City” and instead now states at page 4 that “[t]he 2040 General Plan is expected to increase allowable densities in certain areas of the city, which will likely increase housing capacity beyond what is described in the 2021-2019 Housing Element.”

Although the City now claims that CEQA review is not required because the Housing Element is not proposing any specific development, project, or change to housing development, the Initial Draft and the subsequent modifications in the April 2021 Draft together establish the complete opposite. The Housing Element leaves no doubt that the City intends development at a mass scale in every single-family zoned area in all of Sacramento. In fact, the City’s claim that the Housing Element is solely a policy statement is totally contradicted by its admission at page 24 of the April 2021 Draft, where the City specifically states “[t]he City’s target for this Housing Element is 45,850 [housing] units over the next eight years, an average of about 5,700 housing units annually” and reaffirmed in the Negative Declaration 6, in Goal 1, at page 6 where the City states that it intends to “facilitate the construction of 45,580 units by 2029 and “and in Goal 3, “at least 700 accessory dwelling units by 2029.” Thus, with the adoption of the Housing Element that intends to upzone single family housing, the City clearly intends to open mass scale development in every single family neighborhood in all of Sacramento.

We submit that characterizing the Housing Element as a simple policy change does not change the fact that mass scale development will occur. The City should not be allowed to use this characterization and rely on semantics to avoid its responsibility under CEQA. The City is required to conduct a thorough and comprehensive study of the impacts that will occur by the development the City intends in Sacramento single family neighborhoods.

SECOND, the City cannot be excused from its responsibility to conduct a full CEQA review by claiming that no “specific” development is being proposed by adoption of the Housing Element.

The City has not only quantified the number of housing units it intends to develop but also substantially expands housing development by opening the door to build multiple housing units on every single residential lot in all of Sacramento. By its own admission at page 68 of the Negative Declaration, the City is mandated under CEQA not only to consider projects individually but also cumulatively, which “means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other

current projects, and the effects of probable future projects.” As demonstrated and emphasized by the modifications identified above, by adopting the Housing Element the City intends to open development to each and every single-family zoned lot in all of Sacramento.

That the City is claiming there is no negative impact because the Housing Element does not identify a “specific” development is disingenuous. Once the Housing Element is adopted the City will not be required to provide any specific basis or analysis: 1) to show that the proposed changes to single family neighborhoods and zoning, as a whole, will not result in negative impacts under CEQA; 2) to demonstrate what basis the City is relying on to make the drastic changes to single family neighborhoods and zoning by densifying housing in Sacramento; 3) to substantiate that the proposed changes to single family neighborhoods and zoning are in fact necessary to comply with State of California housing requirements; 4) and to support its assumption that upzoning single family neighborhoods to densify housing development will result in diversification and racial inclusion the City claims it will resolve. Each of these four assumptions will proceed forward unchecked.

For example, one of the primary contentions the City relies on to drive the proposed change to single family neighborhoods and zoning is found at page 4 of the April 2021 Draft. There, the City claims the change to single family neighborhoods and zoning means “Sacramento’s neighborhoods will be affordable and inclusive, and every resident will have the opportunity to thrive.” Yet, the City has failed to provide any data or analysis throughout the entire process or in the Housing Element to support this assumption. This failure is particularly concerning because this drastic change to single family neighborhoods and zoning has not ever been done in any other city in California.

As reflected in an article related to upzoning changes in Minneapolis, there exist irreversible risks to housing that the City should be required to consider before dismantling the protections afforded by single family zoning. This is especially true if the City’s goal to achieve more equity in housing is sincere. For example, although the City is relying on increased density in single family areas as the only solution, the City needs to evaluate whether more units automatically equals to more affordable housing, whether more multifamily rental units increase the risks that absentee landlords will result in inadequate housing, whether streamlining the development will result in substandard construction, and whether the City’s infrastructure is even capable of handling the increased development. (See, [Minneapolis’s Residential Upzoning Risks Unintended Consequences: Alissa Luepke Pier.](#))

In addition, the City has failed to address the risk posed by investors. The demand for single family housing in California and other parts of the country pose a real risk that corporate and other institutional investors will enter the market and not only increase the cost of housing even further but also transform housing in Sacramento to a renter only community. Investors, motivated by profit, will drive away the residents the City is claiming it wants to help and essentially function as a bar to private individual ownership regardless of income. As revealed by the Wall Street Journal, in an article dated June 7, 2021: “Today, built-to-rent homes make up just over 6% of new homes built in the U.S. every year, according to Hunter Housing

Economics, a real estate consulting firm, which projects the number of these homes built annually will double by 2024. The country's largest home builders are planning for that future. Backed by banks and private investment firms, they have already bet billions on the sector, and will put down some \$40 billion more during the next 18 months ... [and Taylor Morrison Home Corp., the nation's fifth-largest builder] has said built-to-rent could soon become 50% of its total business." (See, https://www.wsj.com/articles/built-to-rent-suburbs-are-poised-to-spread-across-the-u-s-11623075610?st=6alwwlg9ajjhy4l&reflink=share_mobilewebshare.)

The profit motive associated with housing has also revealed itself in investment funds. For example, a Wall Street Journal article dated April 4, 2021, by Ryan Dezember, "If You Sell a House These Days It Might Be a Pension Fund," revealed that investors are encouraging and achieving housing investment in the billions sometimes marketing entire neighborhoods. The article reported that "[f]rom individuals with smartphones and a few thousand dollars to pensions and private-equity firms with billions, yield-chasing investors are snapping up single-family houses to rent or flip. They are competing for homes with ordinary Americans, who are armed with the cheapest mortgage financing ever, and driving up home prices." The article adds that "[l]imited housing supply, low rates, a global reach for yield, and what we're calling the institutionalization of real-estate investors has set the stage for another speculative investor-driven home price bubble..." Indeed, we have received reports that this may already be occurring in Sacramento from residents who, competing with investors to buy a home, have had to offer from \$50,000 to \$100,000 or more over the asking price or forced to forego attempts to buy a home in Sacramento.

The proposed development intended by adoption of the Housing Element with the change to single family zoning and neighborhoods is massive because it will affect every single-family housing lot in all of Sacramento. It is unrealistic and impractical for the City to claim that all CEQA impacts caused by the change to single family housing will be addressed in the future General Plan, housing ordinances, and design regulations because each of the four assumptions identified above will proceed unchecked. Moreover, to the extent the City suggests that it can rely on housing ordinances and design regulations to address CEQA environmental factors, this claim is legally invalid. This is so because housing ordinances and design regulations are solely implementing tools for development. The City should not be allowed to misrepresent its intentions by claiming it is solely a policy change to avoid its duty under CEQA that mandates it appropriately study and evaluate potential negative impacts, alternatives, or more measured options before adopting the Housing Element.

THIRD, the Negative Declaration misrepresents that the Housing Element does not allow development beyond what is currently allowed under the 2035 General Plan.

Throughout the Negative Declaration, the City claims that the Housing Element "does not allow development beyond what is currently allowed under the 2035 General Plan" and that "the Housing Element does not propose any specific projects for future development that is not currently allowed." Yet, in the April 2021 Draft at page 4, the City contradicts this claim when it concedes that the Housing Element is being "adopted ahead of the 2040 General Plan" and that

“[t]he 2040 General Plan is expected to increase the allowable densities in certain areas of the city, which will likely increase housing capacity beyond what is described in the 2021-2019 Housing Element.” Thus, the City’s claim that the Housing Element does not go beyond the 2035 General Plan is not accurate.

The City cannot be allowed to misrepresent the bases of its findings to avoid conducting a valid CEQA review. In fact, there is nothing in the Housing Element to indicate that the City has even considered the additional development anticipated by Accessory Dwelling Units (ADUs) coupled by the substantial changes intended to single housing neighborhoods and zoning. Even if the City can claim that ADUs are exempt from CEQA review, CEQA mandates that all development must be reviewed cumulatively to appropriately assess environmental impacts. As an example, in the “Utilities and Service” section of the Negative Declaration the City describes the water supply and the process the City relies on to provide wastewater collection in the City. Despite the obvious development that will result from the anticipated ADU and densification of single-family housing development intended by the Housing Element, the City incredulously finds that the Housing Element “would have no impacts pertaining to utilities and service systems.” The same failure in evidence and logic is found in the City’s findings of no impacts with regard to, energy, gas, water quality, traffic, energy use, equipment uses, noise, physical changes to existing communities, recreational changes (including neighborhood and community parks), green space, public services (including police and schools), transportation, parking, vegetation, and trees that are recognized as a symbol of Sacramento.

FOURTH, the City’s failure to engage single family homeowners and residents in the development of the Housing Element is a violation of the Government Code.

The Housing Element demonstrates a clear violation of its statutory duty to engage single family homeowners and residents, who are the members of the community most directly affected by the changes to single family zoning and neighborhood housing, when developing the Housing Element. Government Code section 65583, subdivision (c) (9) states that the Housing Element requires a local government to make “a diligent effort ... to achieve public participation of all economic segments of the community **in the development** of the housing element.” (Emphasis added.) As demonstrated in the Housing Element, in examples below, the City consistently failed to make a diligent effort to obtain input from Sacramento single family homeowners and residents in developing the Housing Element.

At page 7 of the April 2021 Draft, the City describes the methods it used in developing the Housing Element. Participants included “City staff, the Sacramento Area Council of Governments (SACOG), the Sacramento Housing and Development Agency (SHRA), housing developers, housing advocacy groups, local nonprofits, Property Business Improvement Districts (PDIDs), and the broader community from all areas of the City.” The City claims at page 9 of the April 2021 Draft that it relied on input from the “Internal Housing Working Group (HGW)” comprised of governmental staff from various entities and three City Council Representatives. At pages 9 and 10 of the April 2021 Draft, the City claims it relied on input from the “Housing Policy Working Group (HPWG)” that met with City staff throughout the

process. The HPWG is described as approximately 40 individuals representing City staff, real estate representatives, housing advocacy groups, housing developers, and staff from state agencies and departments, planning and design commissioners, property business districts, and local non-profits and again states that the City met with the HPWG throughout the process. It is important to emphasize that the City sought and included input from entities or individuals in real estate and developers at every stage in developing the Housing Element and that they represent interests that stand to benefit and profit from the increased housing development. The Housing Element reflects, however, that no Sacramento single family homeowner, resident member, or neighborhood association representative was included in any of the working groups in the development of the Housing Element.

At page 8 of the April 2021 Draft, the City claims a survey was conducted by the Sacramento Valley Fair Housing Collaborative Analysis of Impediments to Fair Housing Choice (AI) in February of 2020 and that the survey included responses from “roughly 1,300 participants from the City of Sacramento out of 3,388 total responses.” Yet, the methodology used to reach the public, and specifically single-family neighborhoods most affected by upzoning, or the types of questions posed, are not described in the Housing Element.

At page 10 of the April 2021 Draft, the City claims it “hosted two virtual focus group meetings in August 2020 to gather input from various stakeholders including developers, home builders, non-profit organizations, advocacy groups, and public agencies on two key housing issues, anti-displacement and the City’s affordable housing requirements.” Here again, the Housing Element establishes that no single-family homeowners, residents, or any neighborhood association were represented.

At page 8 of the April 2021 Draft, the City claims it initiated the update to the Housing Element in Phase I in April 2020 and that it conducted 3 citywide workshops but does not identify the dates, times, or notice methods used to notice the workshops to single family homeowners or residents. At page 9 of the April 2021 Draft, the City claims that during Phase II it “facilitated an online” self-guided workshop for community members that it claims provided draft housing goals and feedback. The City claims this virtual workshop was active between October 6, 2020, and October 20, 2020. At page 9, of the April 2021 Draft the City claims that “[t]he Housing Element section had a total of 185 individual responses and 557 responses all together.” Yet, the Housing Element fails to describe the topic covered by the workshop, how it was noticed, or and the extent of Sacramento homeowner or neighborhood association participation.

The City’s failure to comply with Government Code section 65583, subdivision (c) (9) is supported by the best practices and guidance provided by the HCD. In the HCD’s “Affirmatively Furthering Fair Housing, Guidance for All Public Entities and for Housing Elements,” the HCD at pages 18 and 19 makes clear that a public entity needs to engage early and often with the community in the development and throughout the completion of the Housing Element. Here, the Housing Element establishes that Sacramento single family homeowners and residents were never included in the development of the Housing Element. In fact, the Housing Element

indicates that the Initial Draft was not made available for public review until after the Initial Draft was completed in early 2021.

The City's complete failure to engage single family homeowners and residents to provide input in developing the Housing Element is even more serious because of the severe obstacles and undue burdens residents of Sacramento were experiencing with the COVID crisis. The economic, health, and safety concerns the world was experiencing was clearly at the forefront of residents in Sacramento and throughout the world. The Housing Element shows that the alleged community outreach was conducted at the height of the COVID crisis through the internet when the entire world was clearly focused on the pandemic crisis. Under normal circumstances the HCD's best practice supports that public entities take affirmative action to conduct broad based outreach. Given the significant COVID crisis residents of Sacramento were experiencing, the City should have used every measure at its disposal to engage single-family homeowners, residents, and neighborhood associations for input when developing the Housing Element. Because of this violation, single family homeowners and residents in Sacramento are barely learning of the significant changes intended by the City with the adoption of the Housing Element.

That the City scheduled hearings after the Housing Element was published for public review is also not sufficient to defend against this violation. As established above, the failures in the process followed by the City, which excluded the very stakeholders most affected, will not be remediated given the City's position on the intended changes to single family zoning now firmly entrenched.

Therefore, the City's failure to engage single family homeowners and residents in the development of the Housing Element as it relates to changes to single family neighborhoods and housing is a violation of the Government Code.

CONCLUSION

We submit that the Housing Element will have significant impacts which requires the City to comply with CEQA. The City is, therefore, required to prepare a detailed Environmental Impact Report before adopting the Housing Element because it calls for drastic changes to single family zoning and mass scale housing development in all neighborhoods in Sacramento.

17 June 2021

Scott Johnson, Senior Planner
Community Development Department
City of Sacramento Sacramento, CA 95811

Land Park Community Association, Land Use Committee - Response to the Negative Declaration EIR – 2021-2029 Housing Element of the 2040 General Plan Update

We submit this response to the Negative Declaration to object to the Housing Element as proposed by the City of Sacramento (City). Contrary to the City's representation, we submit that the City has failed to comply with CEQA because the Housing Element inclusive of the declared policy to Up-zone all existing Single-Family designations:

- Proposes significant increases in density supported by additional City policies and programs;
- And, will produce substantive changes to our neighborhoods resulting in negative impacts to our infrastructure, personal safety, and environment.

Characterizing the Housing Element as merely a policy statement is not legally sufficient to excuse the City from complying with its responsibility, mandated by CEQA, to conduct a thorough and detailed analysis of the impacts caused by this proposal. Alternatively, should the City remove the Single-Family Up-Zoning Strategy from the Housing Element, our objections would be satisfied. Given that Staff has affirmed that this strategy is neither necessary nor sufficient to achieve the primary objectives of the RHNA Housing Goals, we find the policy an arbitrary and unsubstantiated exposure to risk.

The following objections are the finding of a collaborative review effort of concerned citizens from City Council Districts #3-4&6 and has the full support of Land Park Community Association, Land Use Committee. We applaud the engagement of these neighbors in this active response to citizen duties.

The City presented an initial draft of the Housing Element to the California Department of Housing and Community Development (HCD) on April 8, 2021. (Initial Draft). A subsequent draft of the Housing Element was made available to the public in April 2021 that indicates modifications were made to the Housing Element. (April 2021 Draft). The revised HCD Housing Element draft, dated May 2021, was made available by the City for public review on June 8, 2021. (May 2021 Draft).

The HCD prepared a letter dated June 7, 2021, pursuant to Government Code section 65585, subdivision (b), reporting the results of its review. (HCD June Letter).

The Negative Declaration dated, and signed May 17, 2021, was published by the City on June 8, 2021, indicating that public comments would be received only up to and including June 17, 2021. At page 2 of the Negative Declaration the City claims that "the Housing Element establishes policy for housing and a policy-based strategy, [and] does not provide for changes in the type, level, or location of physical development." Therein, the City claims that the "[r]egulation of location, type, character, and other features of physical development are established in the City's general plan and the Planning and Development Code." At page 70, the City claims that the "Housing Element does not propose new development that would result in physical changes to the environment, no new housing sites are proposed as part of this Housing Element beyond those already designated as such in the 2035 General Plan, no changes to existing zoning are proposed, and the location of development will continue to be guided by the general plan land use map and applicable zoning."

It is well established that CEQA requires that decision makers and the public not take any government action before the actions are fully evaluated and studied. CEQA mandates that our elected officials safeguard our interests to ensure that proposed development will have no potential for significant environmental impacts. The Housing Element fails to provide a careful and studied CEQA analysis on the impacts that will be caused by the proposed housing development. The City's failure to do so is a violation of its duty under CEQA to evaluate and study the true risks or consequences that are being proposed by the significant changes to single family zoning and neighborhoods in Sacramento. Adoption of the Housing Element will result in a permanent change to enable development in all Sacramento neighborhoods that cannot be undone. Without a CEQA review the Housing Element will result in allowing the City to make a drastic change to single family neighborhoods and zoning without the evidence being provided or consequences being fully vetted or studied to determine the impacts, their scope, or the opportunity to determine whether the City's upzoning proposal will even result in more affordable and inclusive housing or if there are any viable alternatives to achieve these goals.

In response to the City's Negative Declaration we present the following objections:

FIRST, the City must conduct a full CEQA review because development in existing single family housing will occur by adoption of the Housing Element.

Despite the City's claim that the Housing Element is only a policy statement, as revealed by the April 2021 Draft, the City has made clear that it intends to substantially change development by upzoning to increase density in single family neighborhoods in all of Sacramento. Contrary to the City's claim, adoption of the Housing Element therefore requires the City to conduct a full CEQA review of the impacts caused by the development.

The City's intended development of mass scale housing in Sacramento was revealed in the Initial Draft provided to the HCD. There, shown at page 25 of the April 2021 Draft, "Goal 1. Increasing Overall Housing Production," subsection "Policies" the City specifically stated in "H-1.2" that "[t]he City shall allow for a greater array of housing types in **all neighborhoods**, including multi unit developments, such as duplexes, triplexes, and fourplexes in traditionally single unit zones" and in "H-1.3" that "[t]he City shall shift from unit based (units per acre) to floor area ratio based intensity controls citywide to increase housing capacity and variety throughout the City." (Emphasis added.)

After the City submitted the Initial Draft to HCD, as shown in the April 2021 Draft, both "H-1.2" and "H-1.3" were removed. In the April 2021 Draft the City moved the text "to allow a greater array of housing types in single-unit zones –including duplexes, triplexes, and fourplexes" to page 33, "Goal 4. Advancing Equity and Inclusion" and, for the first time, characterized the intended development as a policy. The City alleged, without any documentation, that this is being done because "revising the zoning code to allow a greater variety of housing throughout the City can lead to more inclusive neighborhoods since many of the City's highest resource neighborhoods have remained segregated in their racial composition (partly because they are zoned almost exclusively for single family homes)."

In the Initial Draft as shown in the April 2021 Draft, "Implementation Programs" section, subsection "Program H7 – Expand Housing Types in Single Unit Zoning throughout the City" at page 55, the City stated that to implement the changes to single family housing it intended to "amend the General Plan Land Use Element and the Planning and Development Code to remove maximum densities from specific zones, adopt a floor area ratio based intensity approach, update development standards for missing middle housing types, and allow greater housing and variety of housing types throughout the City,

including within single unit residential zones” with the objective that it “[a]llow additional units in residential and mixed use zones to encourage smaller and more affordable units.” The April 2021 Draft removed all of “Program H7 – Expand Housing Types in Single Unit Zoning throughout the City” and instead now states at page 4 that “[t]he 2040 General Plan is expected to increase allowable densities in certain areas of the city, which will likely increase housing capacity beyond what is described in the 2021-2019 Housing Element.”

Although the City is now claiming that CEQA review is not required because the Housing Element is not proposing any specific development, project, or change to housing development, the Initial Draft and the subsequent modifications in the April 2021 Draft together establish the complete opposite. Rather, the Housing Element leaves no doubt that the City intends development at a mass scale in every single family zoned area in all of Sacramento. In fact, the City’s claim that the Housing Element is solely a policy statement is totally contradicted by its admission at page 24 of the April 2021 Draft, where the City specifically states “[t]he City’s target for this Housing Element is 45,850 [housing] units over the next eight years, an average of about 5,700 housing units annually” and reaffirmed in the Negative Declaration 6, in Goal 1, at page 6 where the City states that it intends to “facilitate the construction of 45,580 units by 2029 and “and in Goal 3, “at least 700 accessory dwelling units by 2029.” Moreover, with the adoption of the Housing Element, the City clearly intends to open mass scale development in every single family neighborhood in all of Sacramento.

We submit that characterizing the Housing Element as a simple policy change does not change the fact that development will occur. The City should not be allowed to use this characterization and rely on semantics to avoid its responsibility under CEQA to conduct a thorough and comprehensive study of the impacts that will occur with development the City intends to single family neighborhoods in Sacramento.

SECOND, the City cannot be excused from its responsibility to conduct a full CEQA review by claiming that no “ specific” development is being proposed by adoption of the Housing Element.

The City has not only quantified the number of housing units it intends to develop but also substantially expands housing development by opening the door to build multiple housing units on every single residential lot in all of Sacramento. By its own admission on page 68 of the Negative Declaration, the City is mandated under CEQA to consider projects individually but also cumulatively which “means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.” As demonstrated and emphasized by the modifications identified above, by adopting the Housing Element the City intends to open development to each and every single family zoned lot in all of Sacramento.

That the City is claiming there is no negative impact because the Housing Element does not identify a “specific” development is disingenuous. Once the Housing Element is adopted the City will not be required to provide any specific basis or analysis: 1) to show that the proposed changes to single family neighborhoods and zoning, as a whole, will not result in negative impacts under CEQA; 2) to demonstrate what basis the City is relying on to make the drastic changes to single family neighborhoods and zoning by densifying housing in Sacramento; 3) to substantiate that the proposed changes to single family neighborhoods and zoning are in fact necessary to comply with State of California housing requirements; 4) and to support its assumption that upzoning single family neighborhoods to densify housing development will result in diversification and racial inclusion the City claims it will resolve. Each of these four assumptions will proceed forward unchecked.

For example, one of the primary contentions the City relies on to drive the proposed change to single family neighborhoods and zoning is found at page 4 of the April 2021 Draft. There, the City claims the change to single family neighborhoods and zoning means “Sacramento’s neighborhoods will be affordable and inclusive, and every resident will have the opportunity to thrive.” Yet, the City has failed to provide any data or analysis throughout the entire process or in the Housing Element to support this assumption. This failure is particularly concerning because this drastic change to single family neighborhoods and zoning has not been done in any other city in California.

As reflected in an article related to upzoning changes in Minneapolis, there exist irreversible risks to housing that the City should be required to consider before dismantling the protections afforded by single family zoning. This is especially true if the City’s goal to achieve more equity in housing is sincere. For example, although the City is relying on increased density in single family areas as the only solution, the City needs to evaluate whether more units automatically equals to more affordable housing, whether more multifamily rental units increase the risks that absentee landlords will result in inadequate housing, whether streamlining the development will result in substandard construction, and whether the City’s infrastructure is even capable of handling the increased development. (See, [Minneapolis’s Residential Upzoning Risks Unintended Consequences: Alissa Luepke Pier.](#))

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THIRD, the Negative Declaration misrepresents that the Housing Element does not allow development beyond what is currently allowed under the 2035 General Plan.

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The City’s claim that the Housing Element does not go beyond the 2035 General Plan is therefore not accurate. The City cannot be allowed to misrepresent the bases of their findings to avoid conducting a valid CEQA review. In fact, there is nothing in the Housing Element to indicate that the City has even considered the additional development anticipated by Accessory Dwelling Units (ADUs) coupled by the substantial changes intended to single housing neighborhoods and zoning. Even if the City can claim that ADUs are exempt from CEQA review, CEQA mandates that all development must be reviewed cumulatively to appropriately assess environmental impacts. As an example, in the “Utilities and Service” section of the Negative Declaration the City describes the water supply and the process the City relies on to provide wastewater collection in the City. Despite the obvious development that will result from the anticipated ADUs and densification of single family neighborhoods intended by the Housing Element, the City incredulously finds that the Housing Element “would have no impacts pertaining to utilities and service systems.” The same failure in evidence and logic is found in the City’s findings of no impacts with regard to, energy, gas, water quality, traffic, energy use, equipment use, noise, physical changes to existing communities, recreational changes (including neighborhood and community parks), green space, public services (including police and schools), transportation, parking, vegetation, and trees that are recognized as a symbol of Sacramento.

FOURTH, the City’s failure to engage single family homeowners and residents in the development of the Housing Element is a violation of the Government Code.

The Housing Element demonstrates a clear violation of its statutory duty to engage single family homeowners and residents, who are the members of the community most directly affected by the changes to single family zoning and neighborhoods, when developing the Housing Element. Government Code section 65583, subdivision (c) (9) states that the Housing Element requires a local government to make “a diligent effort....to achieve public participation of all economic segments of the

community **in the development** of the housing element... ." (Emphasis added.) As demonstrated in the Housing Element, in examples below, the City consistently failed to make a diligent effort to obtain input from Sacramento single family homeowners and residents in developing the Housing Element.

On page 7 of the April 2021 Draft, the City describes the methods it used in developing the Housing Element including City staff, the Sacramento Area Council of Governments (SACOG), the Sacramento Housing and Development Agency (SHRA), housing developers, housing advocacy groups, local nonprofits, Property Business Improvement Districts (PDIDs), and the broader community from all areas of the City." The City claims at page 9 of the April 2021 Draft that it relied on input from the "Internal Housing Working Group (HGW)" comprised of governmental staff from various entities and three City Council Representatives. On pages 9 and 10 of the April 2021 Draft, the City claims it relied on input from the "Housing Policy Working Group (HPWG)" that met with City staff throughout the process. The HPWG is described as approximately 40 individuals representing City staff, real estate representatives, housing advocacy groups, housing developers, and staff from state agencies and departments, planning and design commissioners, property business districts, and local non-profits and again states that the City met with the HPWG throughout the process. It is important to emphasize that the City sought and included input from entities or individuals in real estate and developers at every stage in developing the Housing Element and that they represent interests that stand to benefit and profit from the increased housing development. The Housing Element reflects, however, that no Sacramento single family homeowner or resident member or neighborhood association representative was included in any of the working groups in the development of the Housing Element.

At page 8 of the April 2021 Draft, the City claims a survey was conducted by the Sacramento Valley Fair Housing Collaborative Analysis of Impediments to Fair Housing Choice (AI) in February of 2020 and that the survey included responses from "roughly 1,300 participants from the City of Sacramento out of 3,388 total responses." Yet, the methodology used to reach the public, and specifically single family neighborhoods most affected by upzoning, or the types of questions posed are not described in the Housing Element.

On page 10 of the April 2021 Draft, the City claims it "hosted two virtual focus group meetings in August 2020 to gather input from various stakeholders including developers, home builders, non-profit organizations, advocacy groups, and public agencies on two key housing issues, anti-displacement and the City's affordable housing requirements." Here again, the Housing Element establishes that no single family homeowners or residents or any neighborhood association were represented.

On page 8 of the April 2021 Draft, the City claims it initiated the update to the Housing Element In Phase I in April 2020 and that it conducted 3 citywide workshops but does not identify the dates, times, or notice methods used to notice the workshops to single family homeowners or residents. At page 9 of the April 2021 Draft, the City claims that during Phase II it "facilitated an online" self-guided workshop for community members that it claims provided draft housing goals and feedback. The City claims this virtual workshop was active between October 6, 2020, and October 20, 2020. At page 9, of the April 2021 Draft the City claims that "[t]he Housing Element section had a total of 185 individual responses and 557 responses all together."

The City's failure to comply with Government Code section 65583, subdivision (c) (9) is supported by the best practices and guidance provided by the HCD. In the HCD's "Affirmatively Furthering Fair Housing, Guidance for All Public Entities and for Housing Elements," the HCD at pages 18 and 19 makes clear that a public entity needs to engage early and often with the community in the development and throughout

the completion of the Housing Element. Here, the Housing Element establishes that Sacramento single family homeowners and residents were never included in the development of the Housing Element. In fact, the Housing Element indicates that the Initial Draft was not made available for public review until after the Initial Draft was completed in early 2021.

The City's complete failure to engage single family homeowners and residents to provide input in developing the Housing Element is even more serious because of the severe obstacles and undue burdens residents of Sacramento were experiencing with the COVID crisis. The economic, health, and safety concerns the world was experiencing was clearly at the forefront of residents in Sacramento and throughout the world. The Housing Element shows that the alleged community outreach was conducted at the height of the COVID crisis through the internet when the entire world was clearly focused on the pandemic crisis. Under normal circumstances the HCD's best practice supports that public entities take affirmative action to conduct broad based outreach. Given the significant COVID crisis residents of Sacramento were experiencing, the City should have used every measure at its disposal to engage single family homeowners and residents and neighborhood associations for input when developing the Housing Element. Because of this violation, many single family homeowners and residents in Sacramento are barely learning of the significant changes intended by the City with the adoption of the Housing Element.

That the City scheduled hearings the Housing Element was published for review by the public is also not sufficient to defend against this violation. As established above, failures in the process followed by the City, which excluded the very stakeholders most affected, will not be remediated given the policy position now firmly entrenched.

The City's failure to engage single family homeowners and residents in the development of the Housing Element as it relates to changes to single family neighborhoods and housing is a violation of the Government Code. As such, without any reference to changing the zoning should be removed from the Housing Element.

CONCLUSION

We submit that the Housing Element will have significant impacts which requires the City to comply with CEQA and is therefore required to prepare a detailed Environmental Impact Report before calling for changes that would drastically change single family zoning and neighborhoods housing in Sacramento.

Respectfully

Kirk Vyverberg, Land Use Chair
Land Park Community Association – District #4
Landuse@landpark.org
916-212-7693.

From: [Maggie Coulter](#)
To: [Scott Johnson](#)
Cc: publiccomment@cityofsacramento.org
Subject: RE: Objection to Negative Declaration for 2021- 2029 Housing Element
Date: Wednesday, June 16, 2021 5:15:07 PM

I want this to be considered a formal objection.
Do I have to send this to another email?

From: Maggie Coulter
Sent: Wednesday, June 16, 2021 10:47 AM
To: 'srjohnson@cityofsacramento.org' <srjohnson@cityofsacramento.org>
Cc: 'publiccomment@cityofsacramento.org' <publiccomment@cityofsacramento.org>
Subject: Objection to Negative Declaration for 2021- 2029 Housing Element

As a resident and taxpayer in Sacramento, I object to the Negative Declaration filed by the City of Sacramento for the proposed 2021-2029 Housing Element.

The Housing Element proposes radical changes to City zoning and other ordinances for the that will densify existing neighborhoods and result in environment impacts that need to be assessed, including but not limited to: emergency response, fire & flood management; air quality, water resources, waste and storm water management, loss of trees and vegetation, increased traffic, decreased land for ground water recharge.

Maggie Coulter
Sacramento, CA

From: [Maggie Coulter](#)
To: [Scott Johnson](#)
Cc: publiccomment@cityofsacramento.org
Subject: Objection to Negative Declaration for 2021- 2029 Housing Element
Date: Wednesday, June 16, 2021 10:47:15 AM

As a resident and taxpayer in Sacramento, I object to the Negative Declaration filed by the City of Sacramento for the proposed 2021-2029 Housing Element.

The Housing Element proposes radical changes to City zoning and other ordinances for the that will densify existing neighborhoods and result in environment impacts that need to be assessed, including but not limited to: emergency response, fire & flood management; air quality, water resources, waste and storm water management, loss of trees and vegetation, increased traffic, decreased land for ground water recharge.

Maggie Coulter
Sacramento, CA

From: [Matt Krauel](#)
To: [Scott Johnson](#)
Subject: Housing Element Environmental Review Questions
Date: Tuesday, June 8, 2021 11:13:37 AM

Dear Scott Johnson,

I was curious who to contact to ask questions surrounding the Housing Element Environmental Review.

Ultimately, I am curious where the water comes from to supply the new housing and development. The report only states the project will not "substantially decrease groundwater supplies or interfere substantially with groundwater recharge such that the project may impede sustainable groundwater management of the basin." However, it doesn't appear to state what 'substantially' means.

I have the following questions:

- (1) How much will the project decrease groundwater supplies?
- (2) How is the term 'substantially' defined in this context, and how is that number determined?
- (3) How much more housing development can take place with what water we have so as to not negatively interfere with the environment, including the environment beyond the City of Sacramento?

Thank you in advance for any information on answers to these questions!

Best wishes,
Matt



Virus-free. www.avg.com

From: [Steve Johnson](#)
To: [Scott Johnson](#)
Subject: FW: North Natomas Community Coalition comments on Housing Element Negative Declaration
Date: Thursday, June 17, 2021 2:58:26 PM
Attachments: [NNCC Comments DraftNegDec City2021-2029HE.docx](#)

From: lisa@crabray.com <lisa@crabray.com>
Sent: Thursday, June 17, 2021 2:37 PM
To: Steve Johnson <sjohnson@cityofsacramento.org>
Subject: North Natomas Community Coalition comments on Housing Element Negative Declaration

Hi Scott,

Attached please find the North Natomas Community Coalition's (NNCC) comments on the Housing Element 2021 – 2019 Negative Declaration.

Although the recent announcement of California Northstate University's construction of a hospital on the former Sleep Train Arena site changes the context of our comments, it reinforces our opinion that the Housing Element 2021 – 2019 fails to address the need for more above-moderate priced housing. Between the over 3,000 jobs at Centene and the coming 3,000 jobs at the Cal Northstate University Medical Center, many more of these homes will be needed. To fail to provide them will lead to employees moving to Roseville, Rocklin or Granite Bay. This will impact traffic and the environment.

Thanks for your consideration of our comments.

Lisa Pray, President
NNCC

Date: June 13, 2021

To: Scott Johnson
Senior Planner
City of Sacramento Community Development Department

Subject: NNCC Comments, 2021-2029 Housing Element Update, Draft Negative Declaration

I am writing this letter on behalf of the North Natomas Community Coalition (NNCC). We are a community-based group consisting of residents from many HOAs and Community Associations in the North Natomas area. Our goal is to analyze any new projects in our area and determine how they may or may not benefit our area.

After reviewing the City of Sacramento Draft 2021-2029 Housing Element and the Draft Negative Declaration, we have the following comments:

- The Draft Land Use Map (2040 General Plan, attachment 6, exhibit A) incorrectly zones large land areas in North Natomas as “Residential Mixed Use” when they are currently zoned as Employment Center (EC), Sports Complex (SC) and Commercial use. We strongly oppose any rezone of EC, SC and commercial land to residential uses and request they be revised to “Employment Mixed Use” and “Commercial Mixed Use.” Changing the land use of large areas such as the former Arena site, the major EC land along the east side of I-5, and the Natomas Marketplace area is a zoning change, and requires an EIR analysis if not revised back to current zoning.
- It is premature for the city to rezone all Natomas land along the light rail route to the Airport as “Residential Mixed Use” when there is no plan to complete the green light rail line by the 2029 plan period. Per attachment 6, p.2 Residential Mixed Use “...areas are located adjacent to high quality transit.” The City’s TOD ordinance needs to be conditioned to not impose high density housing “by right” along the Natomas light rail corridor until there is a realistic likelihood of “high quality transit availability” in the area by the Plan’s completion date.
- There are no statements addressing the impact of the updated General Plan and Housing Element on area community plans. Per the Neg Dec, section III, pg 10, para 2: “When a project diverges from an adopted plan, ... it may affect planning in the community regarding infrastructure and services, and the new demands generated by the project may result in later physical changes in response to the project.”
 - All infrastructure in North Natomas - water supply, sewer, drainage, flood control, traffic, etc. - has been planned based on the current zoning in the North Natomas Community Plan (NNCP). Therefore, any changes from zoning in the NNCP need to be evaluated for impact, if changed.
- Though NNCC supports the City’s efforts to increase housing affordability and address workforce, low- and very-low-income needs, it is imperative that the city not ignore the largest housing need in the RHNA allocation - the 20,266 units needed for “Above-Moderate” incomes (almost 50% of RHNA needs). SACOG specifically addressed the need for regional income parity in their draft RHNA methodology menu document. SACOG Objective 4 (p.3) seeks to “Promote Regional Income Parity”, and the RHNA allocation to the City essentially says that we are becoming a “poor city” relative to our regional neighbors. This is not good for Sacramento’s economic

sustainability. Per SACOG's allocation, jurisdictions need to "...address the needs at all income levels through zoning..." as per the methodology noted on page 1.

- NNCC has long identified the concern that residents are moving away from Sacramento to obtain "move-up" housing. It is imperative the City keep its single-family zoning and identify some larger lot size zones to meet the above-moderate housing needs.
- HE policy H-2.14, pg 29. We oppose allowing multifamily affordable housing approval "by right", which bypasses community review. Though we do not oppose allowing housing developments that have 20 percent affordable units, we have learned through previous experience that these projects require community review and input to ensure the projects are "good neighbors" in the community. The City's RHNA allocation for low and very low incomes does not justify bypassing community review for these projects.
- The HE does not evaluate the impact on Home Owner Associations (HOAs) of revising single family zoning. Many HOAs own their streets and facilities. HE page 31 states that ADUs will be allowed "by right" and be "... exempt from density calculations, environmental review, and public hearings." This could pose an unacceptable cost risk for HOAs.
 - We request the City establish a notification document that lists all pending "by right" projects in review that will be sent to community groups for their awareness and ability to respond within the 60-day approval period.
 - Exempting ADU's from density calculations is a serious concern. The city has identified "expanding extensive tree canopy" as a key goal of the GP. Trees are critical to fighting climate change and reducing air pollution and heat. But Lot densities have increased to the point where setbacks are too small for trees to grow adequately without damaging foundations, sewer lines, and roadways. Many communities are having to remove mature trees at great cost for this reason. The city needs to establish minimum lot setbacks that would ensure adequate space for mature tree growth needs.

We recommend the City of Sacramento 2021-2029 Housing Element (HE) focus on promoting more use of the *existing* ADU ordinance and other policies, instead of changing policies and land use zones. Incentivizing and promoting ADUs could achieve the City's 2029 allocation for VLI, LI, & Moderate-Income RHNA needs without the need to bypass community review or change land uses. However, the HE does need to address what SACOG has assessed as Sacramento's largest RHNA need: Above-Moderate Income households (i.e., "move-up homebuyers"). More than 20,000 of these housing units are needed to achieve regional income parity, attract job centers, and prevent Sacramento from becoming a "poor" city.

Thank you for the opportunity to comment.

Sincerely,

Lisa Pray

Lisa Pray
President, North Natomas Community Coalition (NNCC)



Regional Transit

Sacramento Regional Transit District
A Public Transit Agency
and Equal Opportunity Employer

Administrative Offices
1400 29th Street
Sacramento, CA 95816
916-321-2800

Mailing Address
P.O. Box 2110
Sacramento, CA 95812-2110

Human Resources
2810 O Street
Sacramento, CA 95816
916-556-0299

Customer Service & Sales Center
1225 R Street
Sacramento, CA 95811

Route, Schedule & Fare Information
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TDD 916-483-HEAR (4327)
sacrt.com

Public Transit Since 1973

June 17, 2021

Scott Johnson, Senior Planner
Community Development Department
300 Richards Blvd, 3rd floor
Sacramento, CA 95811

NAME OF DEVELOPMENT: City of Sacramento Housing Element Update

TYPE OF DOCUMENT: Initial Study/Negative Declaration (IS/ND)

The Sacramento Regional Transit District (SacRT) has reviewed the Initial Study/Negative Declaration (IS/ND) for the City of Sacramento 2021-2029 Housing Element. The Housing Element is one of the eight mandated elements of the General Plan and is the only element for which State law establishes a mandated schedule for updating and adopting the element. SacRT has the following comments regarding the IS/ND:

SacRT supports the City of Sacramento updating the Housing Element, which could potentially decrease vehicle miles traveled (VMTs) projects. The City of Sacramento provided specific sections of the 2035 General Plan Policies in the IS/ND as justification for the approval of the Housing Element impacts on the transit system. SacRT notes the inclusion of the following General Plan policies:

Air Quality:

- M 3.1.20 City Defined Transit Infrastructure and Services. The City shall work with transit operators toward delivery of public transit facilities and services that are aligned with the City's priorities consistent with the goals and policies of the General Plan.
- M 3.1.2 Increase Transit Service. The City shall work with transit operators and community partners to increase public transit service (i.e., frequency, number of lines and stops, dedicated transit lanes) above and beyond what is already planned in the MTP/SCS, as funding is available.
- M 3.1.5 Variety of Transit Types. The City shall consider a variety of transit types including high speed rail, intercity rail, regional rail, light rail transit, bus rapid transit, trolleys (streetcars), enhanced buses, express buses, local buses, car sharing, bike sharing, neighborhood shuttles, pedi-cabs, and jitneys to meet the needs of residents, workers, and visitors.
- LU 2.6.1 Sustainable Development Patterns. The City shall promote compact development patterns, mixed use, and higher-development intensities that use land efficiently; reduce pollution and automobile dependence and the expenditure of energy and other resources; and facilitate walking, bicycling, and transit use.

Transportation and Circulation:

- Policies M1.1.1 to M 1.1.4 and Goal M2.1 address provision of a multimodal transportation system including automobile rights-of-way, prioritize emergency services during the planning process, and address facilities and infrastructure.
- Policy M 1.2.1. promotes development of a multimodal transportation system.
- Policies M1.4.1 to M1.4.4 require the City to study and implement Transportation Demand Management measures to reduce reliance on automobile transport.
- Policies M 4.1.1 to Policy M 4.1.7 address emergency access, community engagement, coordination with other transportation agencies, bridge crossing and roundabout design, and the Sutter's Landing Interchange.
- Policies M 4.2.1 to M 4.2.6: Require the City to implement "complete streets" design standards, including accommodating adequate space for all travel modes including bicycling and walking, transit, and automobile use on applicable facilities such as roadways and bridges.
- Policies LU 1.1.1, and LU 1.1.5 direct the City to support infill development and creation of a sustainable transportation system through policy mechanisms including rezoning, updating regulations, preserving integrity of historic districts; and through funding and development related mechanisms such as habitat conservation, promoting a multimodal transportations system, increasing housing diversity, and encouraging infill housing.
- Policies LU 2.5.1: LU 2.5.2, LU 2.6.1, LU 2.7.6, LU 4.1.3, LU 4.1.6, Address neighborhood connectivity, neighborhood walkability, sustainable development patterns, and reducing barriers to connectivity amongst neighborhoods and the City center.

Regarding the specific language within the 2021-2029 Housing Element document, SacRT wants to highlight, and commend the City of Sacramento on the inclusion of the following programs/policies:

- Goal 1. Increasing Overall Housing Production sites: The City has taken action by establishing a Transit Oriented Development (TOD) ordinance to incentivize and protect areas near light rail stations for housing and other TOD uses.
- Policy H-1.4 Facilitate Infill Housing Development: The City shall facilitate infill housing along commercial corridors, near employment centers, and near high-frequency transit areas as a way to revitalize commercial corridors, promote walkability and increased transit ridership, and provide increased housing options.
- Policy H-8.3 Encourage Accessible Housing Near Transit and Amenities: The City shall encourage development, rehabilitation, and preservation of accessible housing, particularly in neighborhoods that are accessible to public transit, commercial services, and health and community facilities.

SacRT appreciates the City's coordination during the development distribution and agency review phase. SacRT would like to continue to be an integral partner to ensure transit can be of benefit to the development and the development adds value to the transit system.

Staff appreciated the opportunity to comment, and we look forward to partnering with the City of Sacramento on future housing development projects. If you have further questions regarding these recommendations, please contact me at (279) 234-8374 or kschroder@sacrt.com.

Sincerely,



Kevin Schroder
Senior Planner, SacRT

Cc: James Boyle, Director of Planning, SacRT
Sarah Poe, Planner, SacRT



June 17, 2021

Scott Johnson, Senior Planner
City of Sacramento Community Development Department
300 Richards Boulevard,
Sacramento, CA 95811

Subject: City of Sacramento Draft Housing Element

Dear Scott Johnson:

The Sacramento Metropolitan Air Quality Management District (Sac Metro Air District) thanks the City of Sacramento for the opportunity to review the City's Draft Housing Element. Our primary comments pertain to Sac Metro Air District efforts to reduce urban heat island effect impacts in our region.

The Sac Metro Air District participated in the 2020 Capital Region Transportation Sector Urban Heat Island Mitigation Project ([UHI Project](#)),¹ producing a report on urban heat island effect impacts on the Sacramento region, and mitigation strategies for these impacts. The urban heat island effect already presents a serious challenge for our region, according to the report. Urbanized areas in Sacramento range 3 to 9 degrees Fahrenheit warmer than surrounding areas, which results in decreased air quality and associated public health impacts. This is especially important for residential projects, as lower temperatures improve health and reduce utility bills.

To help reduce temperatures in the immediate vicinity of housing projects, as well as to contribute regionally to a reduction in the urban heat island effect, Sac Metro Air District recommends that it incorporate the following policies into the Housing Element and discuss them in Appendix H-6: Opportunities for Energy Conservation. These policies are consistent with existing City General Plan policy LU 2.6.8, which stipulates that "The City shall reduce the 'heat island effect' by promoting and requiring, where appropriate, such features as reflective roofing, green roofs, light-colored pavement, and urban shade trees and by reducing the unshaded extent of parking lots."

- The City shall require cool roofs for all new construction consistent with [The 2019 California Building Energy Efficiency Standards](#)² suggestion of an aged solar reflectance of at least 0.63 for low-sloped roofs and at least 0.20 for steep-sloped roofs, and minimum thermal emittance of 0.75.
- The City shall require cool pavement with an albedo of at least 0.25-0.5 for all new construction with one acre or more of paved area.

¹ UHI Project - <https://urbanheat-smaqmd.hub.arcgis.com/>

² 2019 California Building Energy Efficiency Standards - <https://ww2.energy.ca.gov/2018publications/CEC-400-2018-020/CEC-400-2018-020-CMF.pdf>

- The City shall prioritize enforcement of the parking lot tree-shading ordinance at multi-family residential projects and require cool pavement surface applications in areas non-compliant with tree shading standards until compliance is reached.

Thank you for your attention to our comments. If you have questions, please contact me at pphilley@airquality.org or 916-874-4882.

Sincerely,

A handwritten signature in black ink that reads "Paul Philley". The signature is written in a cursive style with a long horizontal stroke at the end.

Paul Philley, AICP
Program Supervisor

cc: Molly Wright, AICP, Air Quality Planner / Analyst



**2021-2029 HOUSING ELEMENT UPDATE
REVISED INITIAL STUDY/ NEGATIVE DECLARATION**

The Initial Study was circulated for public comment from May 18, 2021 to June 17, 2021. The City has revised the Initial Study in response to the written comments received during the comment period, as shown in the Revised Initial Study below on pages 61 and 72. Additional text is shown in underline, and deletions in ~~strike through~~. The revisions to the Initial Study do not change the analysis or conclusions of the Initial Study and identify no new significant information. Recirculation of the Revised Initial Study and Negative Declaration is not required.

This Revised Initial Study has been prepared by the City of Sacramento, Community Development Department, 300 Richards Boulevard, Third Floor, Sacramento, CA 95811, pursuant to the California Environmental Quality Act (Public Resources Code Sections 21000 et seq.), CEQA Guidelines (Title 14, Section 15000 et seq. of the California Code of Regulations) and the Sacramento Local Environmental Regulations (Resolution 91-892) adopted by the City of Sacramento.

ORGANIZATION OF THE INITIAL STUDY

This Initial Study is organized into the following sections:

SECTION I - BACKGROUND: Provides summary background information about the project name, location, sponsor, and the date this Initial Study was completed.

SECTION II - PROJECT DESCRIPTION: Includes a detailed description of the proposed project.

SECTION III - ENVIRONMENTAL CHECKLIST AND DISCUSSION: Reviews proposed project and states whether the project would have additional significant environmental effects (project-specific effects) that were not evaluated in the Master EIR for the 2035 General Plan.

SECTION IV - ENVIRONMENTAL FACTORS POTENTIALLY AFFECTED: Identifies which environmental factors were determined to have additional significant environmental effects.

SECTION V - DETERMINATION: States whether environmental effects associated with development of the proposed project are significant, and what, if any, added environmental documentation may be required.

REFERENCES CITED: Identifies source materials that have been consulted in the preparation of the Initial Study.

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SECTION I – BACKGROUND

Project Name and File Number:	2021-2029 Housing Element Update
Project Location:	City of Sacramento (Areas within the City Limit); also referred to as the "Policy Area"
Project Applicant:	None (City is Project Proponent)
Project Planner:	Greta Soos, Associate Planner
Environmental Planner:	Scott Johnson, Senior Planner, Environmental Planning Services
Date Initial Study Completed:	May 18, 2021

Since 1969, California has required that all local governments (cities and counties) adequately plan to meet the housing needs of all economic segments of the community. California's local governments meet this requirement by adopting housing plans as part of their general plan (also required by the state). General plans serve as the local government's "blueprint" for how the city and/or county will grow and develop and include seven elements: land use, transportation, conservation, noise, open space, safety, and housing. The law mandating that housing be included as an element of each jurisdiction's general plan is known as "housing-element law." California's housing-element law acknowledges that, if the private market is going to adequately address the housing needs and demand of Californians, local governments must adopt plans and regulatory systems that provide opportunities for (and do not unduly constrain), housing development. As a result, housing policy in California rests largely upon the effective implementation of local general plans and, in particular, local housing elements (HCD 2021).

As indicated on Page 1 of the Draft Housing Element, this Housing Element is the City's eight-year housing strategy and commitment for how it will meet the housing needs of all economic segments of the community. Housing continues to be one of the biggest challenges in Sacramento. With Sacramento seeing some of the highest increases in rent in recent years and home prices that continue to rise, the City is facing an unprecedented housing crisis. As housing becomes less affordable and the supply of housing continues to not meet demand, it is becoming harder for residents, especially low- and middle-income families and individuals, to afford housing. Gentrification and displacement pressures have intensified and homelessness continues to increase in the City. Sacramento's most vulnerable communities, including low- and middle-income households and communities of color, continue to be disproportionately affected by the housing crisis. This housing strategy will help address the housing crisis in Sacramento through a number of goals, policies, and programs that focus on expanding the housing stock and offering a wider range of housing choices for everyone in the City. The stated purpose of the Housing Element is to:

- Identify the City's housing needs;
- Identify the community's goals and objectives regarding housing production, rehabilitation, and conservation to meet those needs; and
- Define the policies and programs that will be implemented to achieve goals and objectives.

State law (Government Code Section 65583) requires the City to adopt a Housing Element that addresses the needs of everyone in the community, at all income levels.

The Housing Element is a project as defined in the California Environmental Quality Act (CEQA Guidelines section 15378(a)(1)The purpose of this Initial Study is to review the Housing Element to determine whether its adoption, including the various actions that could occur as a result of its adoption, could result in any significant effects on the environment. The City has certified a Master Environmental Impact Report (MEIR) that addresses cumulative impacts, growth-inducing impacts, and irreversible significant effects that could

result from the adoption of the City's 2035 General Plan, and to the extent any impacts of the Housing Element have been considered in that review, the Initial Study discusses the issue.

While the Housing Element establishes policy for housing, and a policy-based strategy, it does not provide for changes in the type, level, or location of physical development. Regulation of location, type, character, and other features of physical development are established in the City's general plan and the Planning and Development Code. Nonetheless, the City is required to examine and evaluate the Housing Element for the purpose of identifying any significant effects on the environment that could ensue, and that evaluation is the purpose of this Initial Study.

This Initial Study was prepared in accordance with the California Environmental Quality Act (CEQA) (Public Resources Code Sections 21000 et seq.). The Lead Agency is the City of Sacramento. The City is soliciting views of interested persons and agencies on the content of the environmental information presented in this document. Written comments should be sent at the earliest possible date, but no later than the 30-day review period ending June 17.

Please send written responses to:

Scott Johnson, Senior Planner
Community Development Department
City of Sacramento
300 Richards Blvd, 3rd Floor
Sacramento, CA 95811

Direct Line: (916) 808-5842

srjohnson@cityofsacramento.org

SECTION II – PROJECT DESCRIPTION

INTRODUCTION

State Housing Element Law (Government Code Section 65580 et seq.) mandates that local governments plan to meet the existing and projected housing needs of all economic segments of the community. The Housing Element is one of the eight mandated elements of the general plan and is the only element for which State law establishes a mandated schedule for updating and adopting the element. The purpose of the Housing Element is to:

- identify the City of Sacramento's housing needs;
- identify the City's goals and objectives with regard to housing production, rehabilitation, and conservation to meet those needs; and
- define the policies and programs that the City will implement to achieve the stated goals and objectives.

The proposed project evaluated in this Initial Study is the proposed Housing Element in its entirety, including goals, policies, and programs. The Housing Element Policy Area covers all areas within the city limit. The Policy Area is shown in Figure 1. The draft Housing Element is available for review online at the following URL: <https://www.cityofsacramento.org/-/media/Corporate/Files/CDD/Planning/Long-Range/Housing-Element/00Sac-HEPubRevDft012521.pdf?la=env>.

PROJECT BACKGROUND

In accordance with State law, the City of Sacramento (City) has prepared the *City of Sacramento 2021-2029 Housing Element: An 8-Year Housing Strategy* (Housing Element) to ensure that the City grows in a manner that meets the housing needs of residents.

The City is currently in the process of updating its general plan. The 2040 General Plan update would extend the planning horizon for the general plan from 2035 to 2040. While the Housing Element will be adopted in advance of the 2040 General Plan, the document has been prepared to maintain internal consistency as required by State law. The Housing Element follows the 2040 General Plan's vision and guiding principles that the Sacramento City Council adopted on November 12, 2019. Two of these guiding principles are cultivating a broad mix of housing types in all residential zones throughout the City while protecting existing residents and communities from displacement, and prioritizing community resources towards historically disadvantaged communities in an equitable manner.

The Housing Element meets State requirements and serves as the City's eight-year housing strategy. The planning period for the Housing Element is May 15, 2021 to May 15, 2029 (note that this planning period is slightly different than the RHNA projection period described below). It analyzes Sacramento's housing needs, current housing conditions, and the capacity of residential land available to meet future housing needs. The Housing Element is intended to address the housing crisis in Sacramento through a number of goals, policies, and programs that focus on expanding the housing stock and offering a wider range of housing choices for everyone in the City. Organized under eight housing goals (summarized below), the Housing Element confirms and documents the City's commitment to provide opportunities for a variety of housing types at all levels of affordability to meet the current and future needs of all residents.

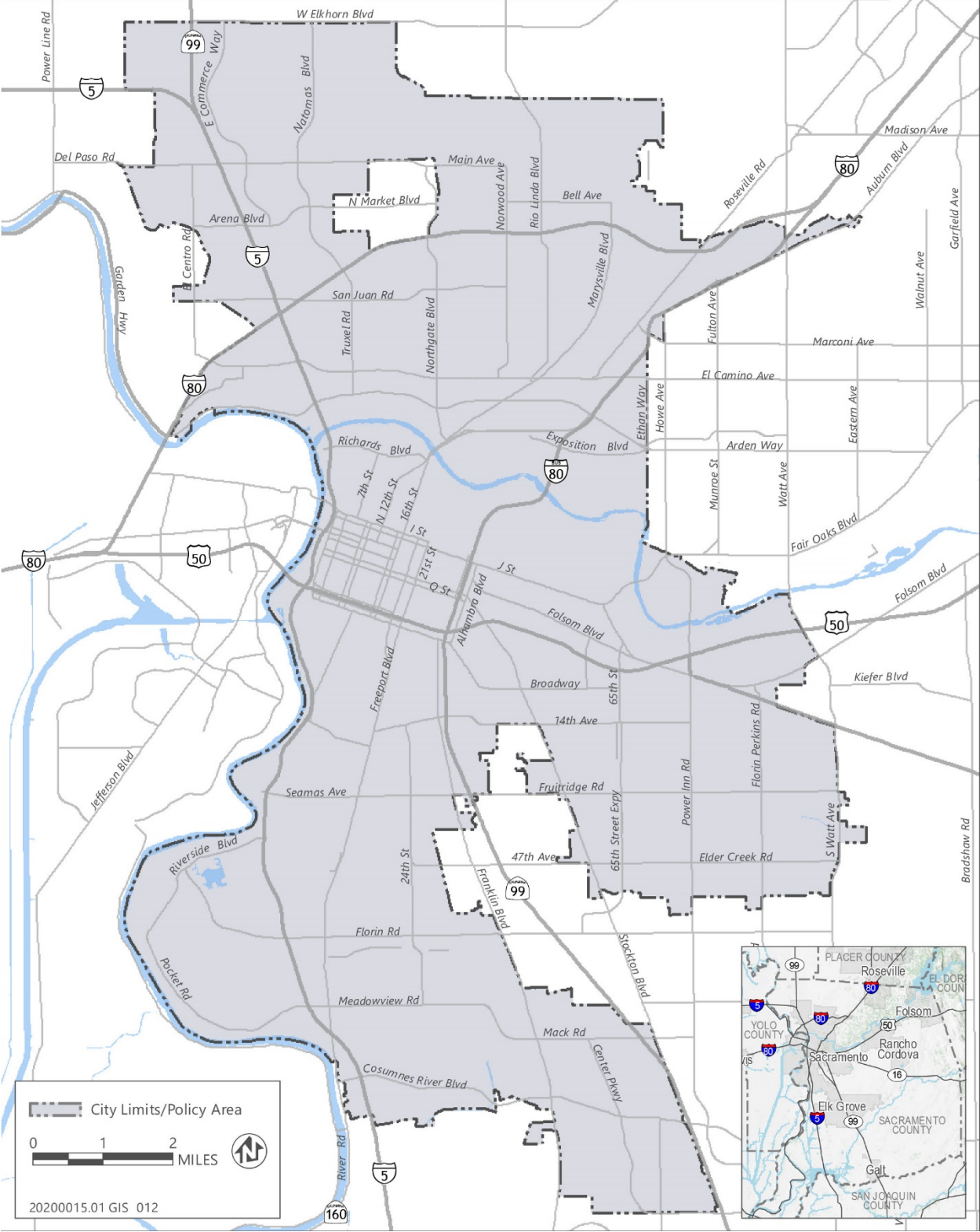


Figure 2-1 Housing Element Policy Area

Regional Housing-Needs Allocation

An important part of State housing law is the determination of the City’s ability to accommodate forecasted housing demand for all income levels. The process begins with a regional allocation made by the California Department of Housing and Community Development (HCD) to the Sacramento Area Council of Governments (SACOG). For the sixth cycle Regional Housing Needs Allocation (RHNA) projection period (June 30, 2021 to August 31, 2029), HCD determined that the SACOG region must accommodate 153,512 housing units. Based on the regional determination provided by HCD, SACOG then determines what share of the regional allocation will be met by each of its cities and counties, including the City of Sacramento.

The City of Sacramento’s RHNA is based on SACOG’s Regional Housing Needs Plan, adopted in March 2020. Under this plan, the City must plan to accommodate 45,580 new housing units between June 30, 2021 and August 31, 2029. Table 2-1 outlines the RHNA for Sacramento for the sixth cycle planning period. Of the 45,580 total units, 10,463 should be affordable to extremely low- and very low-income households, 6,306 to low-income households, 8,545 to moderate-income households, and 20,266 to above moderate-income households.

Table 2-1 Regional Housing Needs Allocation, City of Sacramento June 30, 2021 to August 31, 2029

Income Category	Units	Percent of Total
Extremely Low- and Very Low – Income (0-50% AMI)	10,463	23.0%
Low-Income (51-80% AMI)	6,306	13.8%
Moderate-Income (80-120% AMI)	8,545	18.7%
Above Moderate-Income (>120% AMI)	20,266	44.5%
TOTAL	45,580	100.0%

AMI = Area Median Income

Source: Sacramento Area Council of Governments, Regional Housing Needs Plan, 2021-2029. Adopted March 2020.

State law requires the City to demonstrate that sufficient land is zoned to provide housing capacity that is adequate to meet the RHNA for each income category. As part of the Housing Element update, City staff conducted a comprehensive inventory of residential units in the pipeline (i.e., approved projects) and all vacant and nonvacant (i.e., underutilized) land within the City limits that is zoned to allow for housing and available to develop within the Housing Element planning period, 2021-2029. The sites inventory reflects the capacity under the current 2035 General Plan and Planning and Development Code and demonstrates the City has a total capacity for 52,492 units within pipeline residential developments and master planned communities and on vacant and underutilized sites, as shown in Table 2-2, which is sufficient capacity to accommodate the RHNA of 45,580 units (Refer to Appendix H-2 Land Inventory of the Draft Housing Element for more information on the sites inventory). The inventory of sites will be updated, as needed, to reflect any changes in land use that are adopted in the 2040 General Plan and subsequent update to the Planning and Development Code.

The City is not required to guarantee that its share of the regional allocation will be constructed, although it must include a quantified housing construction objective in the Housing Element. Sites that are identified to meet the allocated need must permit adequate densities and be provided with sufficient infrastructure and services such that production of housing that is affordable to lower-income residents is feasible.

Table 2-2 Summary of Residential Capacity Compared to 2021-2029 RHNA by Income

	Lower- Income Units	Moderate- Income Units	Above Moderate- Income Units	Total Units
RHNA	16,769	8,545	20,266	45,580
Pipeline Residential Development	2,066	15,033	6,236	23,335
Capacity on Vacant and Underutilized Sites	18,850	5,636	3,971	28,457
ADU Projection	392	301	7	700
Total Capacity	21,308	20,970	10,214	52,492
Surplus(+)/Deficit(-)	+4,439	+12,425	-10,052	+6,912

Source: Ascent 2020, City of Sacramento 2020

The City’s Housing Strategy

With Sacramento experiencing some of the highest increases in rents in recent years and home prices continuing to rise, housing is becoming relatively less affordable, and the supply of housing is not meeting demand, making it harder for residents, especially low- and middle-income families and individuals, to afford housing. Gentrification and displacement pressures have also intensified, and homelessness continues to increase in the City. Sacramento’s most vulnerable communities, including low- and middle-income households and communities of color, continue to be disproportionately affected by the housing crisis. The City aims to ensure that Sacramento is an equitable and inclusive city by protecting and providing opportunities to those residents who are most vulnerable and prioritizing community resources towards historically disadvantaged communities.

The Housing Element includes eight goals that create the framework for how the City of Sacramento will address housing needs during the planning period (2021-2029). Within each goal section, policies provide direction for how the City will achieve that goal. Each goal from Chapter 4 of the Housing Element is summarized below:

GOAL 1: Increasing Overall Housing Production

Sacramento, like most communities in California, is in a housing crisis. Housing demand continues to outpace supply, which is driving up housing costs and greatly impacting affordability. The City’s first housing goal is to facilitate the construction of 45,580 units by 2029, which is an average of about 5,700 housing units annually. While meeting this housing target will be challenging since the City, as an agency, does not develop housing, the City can help foster housing development by ensuring that enough land is zoned for residential development to accommodate this number of housing units, and the City can help make development easier and less costly. Some of the policies the City has developed to increase housing production are Policies H-1.4 and H-1.5 to reduce the time and expenses associated with planning approval and building permit processes, Policy H-1.8 to identify and support infrastructure improvements in targeted infill areas, and Policy H-1.9 to encourage the adaptive reuse of non-residential buildings (e.g., commercial, office, industrial) for housing and mixed-use developments.

GOAL 2: Increasing Affordable and Workforce Housing Production

As part of this Housing Element, the City of Sacramento must plan for 16,769 new lower-income housing units by 2029, which represents 37 percent of the City’s overall RHNA. Housing is considered “affordable” if no more than 30 percent of a household’s gross monthly income is spent on rent and utilities. Of the lower income RHNA, 10,463 units should be affordable to very low-income households (making less than 50 percent of the area median income), and the remaining 6,306 units should be affordable to low-income households (making between 50-80 percent of the area median income). Developing affordable housing in Sacramento and in California has several barriers and often requires multiple sources of financing and public subsidies from Federal, State, and local governments. To support the production of 16,769 new lower income housing units, the Housing Element includes a variety of policies and implementation programs.

For example, the goal of Policy H-2.2 is to maximize the use of public properties no longer needed for current or foreseeable future public operations for affordable housing and emergency shelter space and Program H3 commits the City to exploring new funding sources for affordable housing.

GOAL 3: Promoting Accessory Dwelling Units

Accessory dwelling units (often referred to as ADUs) are smaller, independent dwelling units located on the same lot as the main house. Facilitating the construction of ADUs is one effective strategy to increase the supply of affordable housing, and the City's goal is to facilitate the construction of at least 700 accessory dwelling units by 2029. As part of the Housing Element, the City is considering developing permit-ready design plans (Program H6), a toolkit with resources and educational materials to support and promote the development of ADUs in neighborhoods throughout the City (Program H4) along with a financial assistance program for affordable ADUs (Program H27).

GOAL 4: Advancing Equity and Inclusion

The City of Sacramento was ranked one of the most diverse large cities in the United States¹. Acknowledging a past of discriminatory practices that took place in many American cities, this goal is to create equitable and inclusive neighborhoods to connect residents to the jobs, schools, services, and community assets that will enable them to thrive and be healthy. The Housing Element includes several policies and implementation programs to increase equitable land use patterns and create more opportunities for affordable housing dispersed equitably throughout the City, including Policy H-4.1 to invest in historically underserved communities, Policy H-4.4 to conduct neighborhood-specific action planning, and Policy H-4.7 to allow for a greater array of housing types throughout the City to create more inclusive and equitable neighborhoods and to affirmatively further fair housing choice.

GOAL 5: Protect Residents from Displacement

Sacramento has seen some of the highest increases in rent in recent years, and as rents increase and access to affordable housing decreases, low-income renters are disproportionately at risk of displacement. Displacement occurs when certain groups of individuals or households (often low-income) are forced to move from neighborhoods as a result of rising housing costs and neighborhood conditions associated with new investments in those neighborhoods. The City is currently implementing some anti-displacement strategies, including tenant protections, affordable housing preservation, creating more homeownership, and conducting neighborhood-level planning. The Housing Element includes additional policies and programs to minimize displacement, including Policy H-5.2 to explore options to expand tenant protections, Policy H-5.3 to develop neighborhood-specific anti-displacement strategies, and Policy H-5.5 to explore and support collective ownership models.

GOAL 6: Preserving the Existing Housing Stock

The City of Sacramento is home to over 10,000 subsidized affordable units, and an estimated 1,178 units are at risk of converting to market rate by 2031. The most cost-effective way to avoid displacing existing renters is to preserve these units as affordable housing rather than building replacement units. Beyond subsidized affordable housing, there is also a need to maintain and improve the quality of existing market rate housing. The City has an affordable housing preservation ordinance that will continue to be implemented (Program H46). The Housing Element also looks at ways to improve the rental housing inspection program (Policy H-6.3) and to ensure that there is no net loss of the housing stock (Policy H-6.5).

¹ Newman, Katelyn. 2020. America's Most racially Diverse Big Cities. U.S. News.
<https://www.usnews.com/news/cities/slideshows/the-10-most-rationally-diverse-big-cities-in-the-the-us>

GOAL 7: Housing for People Experiencing Homelessness

Another of the City's housing goals is to prevent the occurrences of homelessness and address the housing needs of people experiencing homelessness. On the night of the 2019 Sacramento County Homeless Count, an estimated 5,570 people experienced homelessness throughout the county. This figure is only a glimpse of the issue and does not account for different individuals entering, exiting, and returning to a state of homelessness. Nearly 70 percent of people experiencing homelessness were unsheltered. The crisis of unsheltered homelessness is one that impacts the entire Sacramento community, both those experiencing homelessness and the broader community. As residential rents continue to climb, many housed residents also face the threat of homelessness due to lack of access to affordable housing. Over the past several years, Sacramento has made significant investments to increase access to and availability of shelter, services, and permanent housing for people and families experiencing homelessness. The Housing Element includes a variety of policies to help the City address the homelessness crisis including Policy H-7.2 to coordinate with the County and partner agencies on a regional approach to address homelessness, Policy H-7.9 to remove barriers to emergency shelter access, and Policy H-7.10 to improve data quality to track and improve the efficacy of homeless serves and regularly report on these metrics. Program H13 calls for developing a Homeless Plan.

GOAL 8: Increasing Accessible Housing

Many individuals with disabilities cannot afford housing that meets their needs or cannot afford to live in neighborhoods with good access to transit. Because disabilities include a wide range and severity of sensory, physical, mental, and developmental conditions, the special housing needs of persons with disabilities is wide-ranging as well. In addition to affordable and accessible housing, transportation, and proximity to services, many persons with disabilities need on-site support or full-time care in a group home environment. Meanwhile many older adults' own homes that no longer meet their needs: their homes are too large, not located near health and social services, and/or need repairs or accessibility modifications. As Sacramento's population continues to age, there will be increasing demand for age-friendly housing built with universal design principles. Housing design features that increase accessibility and safety can allow those with mobility disabilities much more independence in their home. The City's goal is to promote universal access in housing and support efforts that provide older adults and people with disabilities the option to stay in their homes and neighborhoods. The Housing Element includes Policy H-8.1 to incorporate universal design features in new residential housing, Policy H-8.3 to encourage accessible housing near transit and other amenities, and Policy H-8.6 to continue providing lower income older adults and persons with disabilities with grants for emergency repairs and/or accessibility modifications to their homes.

Quantified Objectives

While the Housing Element contains several policies and implementation programs essential to meeting the City's housing needs that reduce barriers and create opportunities for affordable housing, many of these policies and programs are qualitative and cannot be quantified with precision. Quantified objectives are based largely upon implementation programs that have measurable outcomes.

The City has two sets of numerical housing goals: The City's RHNA target (outlined above Table 1) and the Quantified Objectives of the implementation programs included in the Housing Element. State law requires the City to identify quantified objectives for the maintenance, preservation, and construction of housing from 2021-2029. These objectives set a target goal for the City based on needs, resources, and constraints.

Table 2-3 shows the quantified objectives of the City's 2021-2029 Housing Element. The objectives for new construction are equal to the total needs identified through the RHNA process. The objectives for rehabilitation reflect the emergency repair objectives in Program H48 and the objectives for preservation reflect 1,178 affordable units at risk of conversion to market rate and 712 single-room occupancy (SRO) units.

Table 2-3 Quantified Objectives for 2021-2029

	ELI²	VLI²	LI²	Moderate	Above Moderate	Total
New Construction ¹	5,231	5,232	6,306	8,545	20,266	45,580
Rehabilitation ³	0	460	1,380	0	0	1,840
Preservation ³	712	580	580	0	0	1,872

¹ New construction objective is equal to the RHNA

² Extremely low-income (ELI) units include those with project-based vouchers, which limits occupancy and affordability to families of extremely low-income but allows for collection of rent (including that rent associated with the voucher subsidy) to exceed ELI rent limits. The ELI, very low-income (VLI), and low-income (LI) categories are referred together as “lower income units” or “affordable units.”

³ All rehabilitation and preservation units are included in the quantified objectives, regardless of the amount of rehabilitation required or the proportion of rehabilitation to new construction.

SECTION III – ENVIRONMENTAL CHECKLIST AND DISCUSSION

LAND USE, POPULATION AND HOUSING, AGRICULTURAL RESOURCES

Introduction

The California Environmental Quality Act (CEQA) requires the Lead Agency to examine the effects of a project on the physical conditions that exist within the area that would be affected by the project. CEQA also requires a discussion of any inconsistency between the proposed project and applicable general plans and regional plans.

An inconsistency between the proposed project and an adopted plan for land use development in a community would not constitute a physical change in the environment. When a project diverges from an adopted plan, however, it may affect planning in the community regarding infrastructure and services, and the new demands generated by the project may result in later physical changes in response to the project.

In the same manner, the fact that a project brings new people or demand for housing to a community does not, by itself, change the physical conditions. An increase in population may, however, generate changes in retail demand or demand for governmental services, and the demand for housing may generate new activity in residential development.

Brief discussions related to land use, population and housing, and agricultural resources are provided below. Physical environmental impacts that could result from implementing the proposed project are discussed in the appropriate technical sections of the Initial Study checklist.

Discussion

Land Use

The Policy Area is predominantly urban and contains land uses that are residential, commercial, industrial, recreational, and open space. The 2035 General Plan and the Planning and Development Code guide and regulate development on land within the City. Although the proposed Housing Element identifies strategies and priorities for facilitating housing development, the proposed Housing Element would not itself alter existing zoning or land use designations and would not otherwise allow land uses that are not currently permitted by existing standards, policies, and regulations. Also, the strategies and priorities identified in the Housing Element for facilitating housing to meet State requirements would not conflict with an existing plan (including, but not limited to, the City's 2035 General Plan and Climate Action Plan, emergency response plans, airport land use plans, local habitat conservation plans, water quality and sustainable groundwater plans, state and local air quality and GHG reduction plans) such that a significant environmental impact would result. And because the Housing Element would not result in development that is not already allowed under the 2035 General Plan and Planning and Development Code, it would not physically divide an established community.

Population and Housing

The US Census Bureau estimates the City's population is 513,624 (as of July 2019). The purpose of the Housing Element is to identify strategies and priorities to provide housing to meet the City's housing needs. Implementation of the proposed Housing Element does not allow development beyond what is currently allowed under the 2035 General Plan and Planning and Development Code; however, implementation of identified policies and programs may result in better facilitation of the housing development that is currently allowed to better meet the needs of the City's population. This would not result in a physical effect to the environment.

Agricultural Resources

The Policy Area is mostly urbanized with limited amounts of active commercial agricultural lands remaining that support large-scale operations. Remaining agricultural land and commercial agricultural activity within the city limits are located in the southern area of the city and the northern area located within the North Natomas Community Plan area. There are several parcels adjacent to the Policy Area under Williamson Act contract, but none within the Policy Area. Most of the Important Farmland identified in the Policy Area is designated for urban development in the 2035 General Plan. The proposed Housing Element identifies strategies and priorities for providing housing within the City; it would not change the type and level of development currently allowed under the general plan and Planning and Development Code and would therefore not result in adverse physical changes related to agricultural resources and would not conflict with existing agricultural uses in the region.

AESTHETICS

Issues:	Potentially Significant effect	Effect can be mitigated to less than significant	No significant environmental effect
1. <u>AESTHETICS</u> Would the proposal: A) Create a source of glare that would cause a public hazard or annoyance?			X
B) Create a new source of light that would be cast onto oncoming traffic or residential uses?			X
C) Substantially degrade the existing visual character of the site or its surroundings?			X

Environmental Setting

Aesthetics

The Policy Area is located at the confluence of the Sacramento and American rivers. These river corridors create two of the primary natural scenic resources of the Policy Area. The Sacramento River is situated in a north/south direction and serves as the western boundary for much of the City. The American River flows eastward through the Policy Area and meets the Sacramento River near the City’s western boundary. The American River Parkway, an open space greenbelt/riparian corridor, extends 29 miles from the confluence of the Sacramento River east to Folsom Dam. The two rivers provide recreational opportunities, create a permanent visual break in the pattern of urban development, and provide scenic contrast and interest in the Policy Area. The American River is designated as a recreational river under the Wild and Scenic Rivers Act from the confluence with the Sacramento River to Nimbus Dam, located just east of the City. This prohibits Federal construction, assistance, or licensing of water projects “adversely affecting the characteristics qualifying the river for the national system.” This designation recognizes the importance of recreational opportunities and preservation of the river’s natural qualities.

Open space provides visual relief from urbanized areas, including views for residents, motorists, and pedestrians. Since a majority of Sacramento is currently developed or planned for development, open space within the Policy Area is provided in the form of conserved lands, parks, agricultural land, and vacant lands (City of Sacramento 2015).

Light and Glare

The Policy Area is primarily built-out, and a significant amount of artificial light and glare from urban uses already exists. The downtown area has a higher concentration of artificial light and reflective surfaces that produce glare than the outlying residential areas (City of Sacramento 2015).

Standards of Significance

The significance criteria used to evaluate the project impacts to aesthetics are based on Appendix G of the California Environmental Quality Act (CEQA) Guidelines, thresholds of significance adopted by the City in applicable general plans and previous environmental documents, and professional judgment. A significant impact related to aesthetics would occur if the project would:

- substantially interfere with an important scenic resource or substantially degrade the view of an existing scenic resource; or

- create a new source of substantial light or glare that is substantially greater than typical urban sources and could cause sustained annoyance or hazard for nearby sensitive receptors.

Applicable 2035 General Plan Policies

The following policies from the 2035 General Plan are designed to protect visual resources and reduce aesthetics-related impacts associated with development in the City, including housing. For example, Policies LU 2.2.1, LU 2.2.2, LU 2.2.3, and ER 7.1.5 involve access to and protection of rivers and waterways; LU 2.3.1, LU 2.3.2, and LU 9.1.4 enhance and protect the City's parks and open space lands; LU 5.6.5 protects the Capitol View; LU 6.1.12 and ER 7.1.2 require visually compatible development; ER 7.1.1 protects scenic views; and ER 7.1.3 and ER 7.1.4 minimizes impact from light and glare.

Answers to Checklist Questions

Questions A – C

The Housing Element does not propose any specific projects for future development, and adoption of the Housing Element would not allow any development that is not currently allowed. Implementing the Housing Element would not affect or modify existing City policies or development regulations addressing aesthetics or light and glare. All housing developments in the City would still be subject to environmental review as well as all existing City and State standards.

The Housing Element does not include any goals, policies, or programs that conflict with or supersede the City's existing development standards regarding building height, setbacks, lighting, and development in conjunction with scenic resources. The City has adopted citywide design standards, and these standards would apply to new development, including housing.

For more information regarding the purpose of the Housing Element and the potential for implementation of the Housing Element to result in physical effects to the environment, please refer to the discussion in Section I--Background. Implementing the Housing Element would result in **no impact** relating to aesthetics or light and glare.

Findings

The project would have no impact relating to aesthetics.

Mitigation Measures

No mitigation measures are required.

AIR QUALITY AND GREENHOUSE GAS EMISSIONS

Issues:	Potentially Significant effect	Effect can be mitigated to less than significant	No significant environmental effect
2. AIR QUALITY and GREENHOUSE GAS EMISSIONS			
<i>Would the proposal:</i>			X
A) Result in construction emissions of NO _x above 85 pounds per day?			
B) Result in operational emissions of NO _x or ROG above 65 pounds per day?			X
C) Violate any air quality standard or have a cumulatively considerable contribution to an existing or projected air quality violation?			X
D) Result in PM ₁₀ and PM _{2.5} concentrations that exceed SAMQMD requirements?			X
E) Result in CO concentrations that exceed the 1-hour state ambient air quality standard (i.e., 20.0 ppm) or the 8-hour state ambient standard (i.e., 9.0 ppm)?			X
F) Result in exposure of sensitive receptors to substantial pollutant concentrations?			X
G) Result in TAC exposures create a risk of 10 in 1 million for stationary sources, or substantially increase the risk of exposure to TACs from mobile sources?			X
H) Generate greenhouse gas (GHG) emissions, either directly or indirectly, that may have a significant impact on the environment.			X
I) Conflict with an applicable plan, policy, or regulation adopted for the purpose of reducing the emissions of GHG?			X

Environmental Setting

Local and Regional Climate

The City of Sacramento is located within the Sacramento Valley Air Basin (SVAB), which is a valley bounded by the North Coast Mountain Ranges to the west and the Northern Sierra Nevada Mountains to the east. The terrain in the valley is flat and approximately 25 feet above sea level.

Hot, dry summers and mild, rainy winters characterize the Mediterranean climate of the Sacramento Valley. Throughout the year, daily temperatures may range by 20 degrees Fahrenheit with summer highs often exceeding 100 degrees and winter lows occasionally below freezing. Average annual rainfall is about 20 inches and snowfall is very rare. Summertime temperatures are normally moderated by the presence of the “Delta breeze” that arrives through the Carquinez Strait in the evening hours.

The mountains surrounding the SVAB create a barrier to airflow, which can trap air pollutants in the valley. The highest frequency of air stagnation occurs in the autumn and early winter when large high-pressure cells lie over the valley. The lack of surface wind during these periods and the reduced vertical flow caused by less surface heating reduces the influx of outside air and allows air pollutants to become concentrated in a stable volume of air. The surface concentrations of pollutants are highest when these conditions are combined with temperature inversions that trap cooler air and pollutants near the ground (City of Sacramento 2015).

Stationary and Mobile Sources

Air pollutant emissions within the SVAB are generated by three categories of emissions: stationary, area-wide, and mobile sources. Stationary sources are usually subject to a permit to operate from the local air district, occur at specific identified locations, and are usually associated with manufacturing and industry. Examples of major stationary sources include refineries, concrete batch plants, and can coating operations. Minor stationary sources include smaller-scale equipment such as diesel fueled emergency backup generators and natural gas boilers.

Area sources are emissions-generating activities that are distributed over an area and do not require permits to operate from any air agency. Examples of area sources include natural gas combustion for residential or commercial space and water heating, landscaping equipment such as lawn mowers, and consumer products such as barbeque lighter fluid and hairspray.

Mobile sources refer to emissions from motor vehicles, including tailpipe and evaporative emissions, and are classified as either on-road or off-road. On-road sources are those that are legally operated on roadways and highways. Off-road sources include aircraft, trains, and construction vehicles. Mobile sources account for the majority of the air pollutant emissions within the SVAB (City of Sacramento 2015).

Climate Change

Prominent GHGs contributing to global climate change are carbon dioxide (CO₂), methane (CH₄), nitrous oxide, hydrofluorocarbons, perfluorocarbons, and sulfur hexafluoride. GHG emissions contributing to global climate change are attributable, in large part, to human activities associated with on-road and off-road transportation, industrial/manufacturing, electricity generation by utilities and consumption by end users, residential and commercial on-site fuel use, and agriculture and forestry. It is “extremely likely” that more than half of the observed increase in global average surface temperature from 1951 to 2010 was caused by the anthropogenic increase in GHG concentrations and other anthropogenic forcing together (IPCC 2014:5).

The City of Sacramento prepared an emissions inventory for the year 2016 (2016 inventory) in March 2020 (City of Sacramento 2020). The 2016 inventory counted emissions produced from residential and commercial electricity and natural gas usage, transportation sources, water delivery, wastewater treatment, and solid waste. On-road transportation sources accounted for the greatest share of the City’s emissions (57%), followed by commercial and industrial emissions (14%), residential electricity use (9%), and residential gas use (9%). The remaining sources account for 12% of emissions within the City. The 2016 inventory estimated that these operations within the City produced 3,424,728 metric tons of carbon dioxide equivalent emissions (MT CO_{2e}). This represents a 19% reduction from estimated emissions from the year 2005, which was 4,235,545 MT CO_{2e} (City of Sacramento 2020: 3). The 2016 inventory predicted that under existing policies, including the 2035 General Plan, are estimated to be 3,643,050 under “business-as-usual” scenario, and 3,284,240 with implementation of State reduction measures.

Regulatory Setting- Air Quality

The U.S. Environmental Protection Agency (EPA) has been charged with implementing national air quality programs. EPA’s air quality mandates are drawn primarily from the federal Clean Air Act (CAA), which was enacted in 1970 and most recently amended by Congress in 1990. The CAA required EPA to establish the National Ambient Air Quality Standards (NAAQS) for the following air pollutants: ozone, CO, NO₂, SO₂, PM₁₀, PM_{2.5}, and lead, collectively referred to as criteria air pollutants (**Table 3-1**). CAA also requires each

State to prepare a State implementation plan (SIP) for attaining and maintaining the NAAQS. The federal Clean Air Act Amendments of 1990 (CAAA) added requirements for states with nonattainment areas to revise their SIPs to incorporate additional control measures to reduce air pollution. Individual SIPs are modified periodically to reflect the latest emissions inventories, planning documents, and rules and regulations of the air basins as reported by their jurisdictional agencies. The State Implementation Plan was updated by CARB in 2018 and is known as the 2018 State Implementation Plan Update (CARB 2018).

The California Air Resources Board (CARB) is the agency responsible for coordination and oversight of State and local air pollution control programs in California and for implementing the California Clean Air Act (CCAA). The CCAA, which was adopted in 1988, required CARB to establish its own California Ambient Air Quality Standards (CAAQS). CARB has established CAAQS for sulfates, hydrogen sulfide, vinyl chloride, visibility-reducing particulate matter, and the above-mentioned criteria air pollutants. In most cases the CAAQS are more stringent than the NAAQS (City of Sacramento 2015).

In California, regional emissions from area and stationary sources are regulated by 35 local air districts. The City of Sacramento and the project Policy Area are within the jurisdiction of The Sacramento Metropolitan Air Quality Management District (SMAQD), which is responsible for air quality monitoring and planning for the SVAB. Local districts are responsible for producing attainment and maintenance plans for criteria air pollutants that are above established federal and state limits. SMAQMD is part of the Sacramento Regional 2008 National Ambient Air Quality Standards 8-Hour Ozone Attainment and Reasonable Further Progress Plan. The 8-Hour Ozone Plan is intended to encourage infill development and growth patterns that promote alternatives to the automobile.

Criteria Air Pollutants

Criteria air pollutants are a group of pollutants for which federal or state regulatory agencies have adopted ambient air quality standards due to their prevalence and known impacts to human health. Criteria air pollutants include ozone, carbon monoxide (CO), nitrogen dioxide (NO₂), sulfur dioxide (SO₂), respirable and fine particulate matter (PM₁₀ and PM_{2.5}), and lead. The sources of criteria air pollutants and their respective acute and chronic health impacts are described in Table 3-1.

Table 3-1 Sources and Health Effects of Criteria Air Pollutants

Pollutant	Sources	Acute¹ Health Effects	Chronic² Health Effects
Ozone	Secondary pollutant resulting from reaction of ROG and NO _x in presence of sunlight. ROG emissions result from incomplete combustion and evaporation of chemical solvents and fuels; NO _x results from the combustion of fuels	Increased respiration and pulmonary resistance; cough, pain, shortness of breath, lung inflammation	Permeability of respiratory epithelia, possibility of permanent lung impairment
Carbon monoxide (CO)	Incomplete combustion of fuels; motor vehicle exhaust	Headache, dizziness, fatigue, nausea, vomiting, death	Permanent heart and brain damage
Nitrogen dioxide (NO ₂)	Combustion devices; e.g., boilers, gas turbines, and mobile and stationary reciprocating internal combustion engines	Coughing, difficulty breathing, vomiting, headache, eye irritation, chemical pneumonitis or pulmonary edema; breathing abnormalities, cough, cyanosis, chest pain, rapid heartbeat, death	Chronic bronchitis, decreased lung function

Pollutant	Sources	Acute ¹ Health Effects	Chronic ² Health Effects
Sulfur dioxide (SO ₂)	Coal and oil combustion, steel mills, refineries, and pulp and paper mills	Irritation of upper respiratory tract, increased asthma symptoms	Insufficient evidence linking SO ₂ exposure to chronic health impacts
Respirable particulate matter (PM ₁₀), Fine particulate matter (PM _{2.5})	Fugitive dust, soot, smoke, mobile and stationary sources, construction, fires and natural windblown dust, and formation in the Atmosphere by condensation and/or transformation of SO ₂ and ROG	Breathing and respiratory symptoms, aggravation of existing respiratory and cardiovascular diseases, Premature death	Alterations to the immune system, carcinogenesis
Lead	Metal processing	Reproductive/developmental effects (fetuses and children)	Numerous effects including neurological, endocrine, and cardiovascular effects

Notes: NO_x = oxides of nitrogen; ROG = reactive organic gases.

1. “Acute” refers to effects of short-term exposures to criteria air pollutants, usually at fairly high concentrations.

2. “Chronic” refers to effects of long-term exposures to criteria air pollutants, usually at lower, ambient concentrations.

Source: EPA 2018

Toxic Air Contaminants

Toxic air contaminants (TACs) are airborne substances that, even in small quantities, are capable of causing chronic (i.e., of long duration) and acute (i.e., severe, but of short duration) adverse effects on human health. They include both organic and inorganic chemical substances that may be emitted from a variety of common sources including gasoline stations, motor vehicles, dry cleaners, industrial operations, painting operations, and research and teaching facilities. TACs are different than the criteria air pollutants discussed previously in that ambient air quality standards have not been established for them. TACs are usually present in minute quantities in the ambient air; however, their high toxicity or health risk may pose a threat to public health even at low concentrations.

According to the California Almanac of Emissions and Air Quality (CARB 2013), the majority of the estimated health risks from toxic air contaminants (TACs) can be attributed to relatively few compounds, the most important being diesel particulate matter (diesel PM). Diesel is comprised of a complex mixture of hundreds of substances. Although diesel PM is emitted by diesel-fueled internal combustion engines, the composition of the emissions varies depending on the type of equipment, fuel, lubricants, and emissions control systems being used. Other notable TACs for which data are available include that pose the greatest existing ambient risk in California are benzene, 1,3-butadiene, acetaldehyde, carbon tetrachloride, hexavalent chromium, para-dichlorobenzene, formaldehyde, methylene chloride, and perchloroethylene.

Existing Air Quality

The SMAQMD planning area is currently in nonattainment status for state ozone standards, state PM₁₀ standards, and in attainment status for all other state standards for criteria pollutants (CARB 2019). The SMAQD is in nonattainment status for federal standards for 8-hour ozone, PM_{2.5}, and in attainment or unclassified for all other criteria air pollutants (CARB 2018). CARB is currently in the process of updating designation statuses for each air district ().

Based on receptor modeling techniques, ARB estimated diesel PM health risk to be 360 excess cancer cases per million people in the SVAB in the year 2000. Since 1990, the health risk associated with diesel PM has been reduced by 52%. Overall, levels of most TACs, except para-dichlorobenzene and formaldehyde, have decreased since 1990 (CARB 2013).

Sensitive Receptors

Sensitive receptors are generally considered to include those land uses where exposure to pollutants could result in health-related risks to sensitive individuals, such as children or the elderly. Residential dwellings, schools, hospitals, playgrounds, and similar facilities are of primary concern because of the presence of individuals particularly sensitive to pollutants and/or the potential for increased and prolonged exposure of individuals to pollutants. Sensitive receptors of each type are present within the Policy Area.

Regulatory Setting- Greenhouse Gas Emissions

State Regulations

- **Renewables Portfolio Standard and Senate Bill 100**
Established in 2002 under Senate Bill (SB) 1078, enhanced in 2015 by SB 350, and accelerated in 2018 under SB 100. The Renewables Portfolio Standard (RPS) program requires investor-owned utilities, publicly owned utilities, electric service providers, and community choice aggregators to increase procurement from eligible renewable energy resources to 50 percent of total procurement by 2026 and 60 percent of total procurement by 2030. The RPS program further requires these entities to increase procurement from GHG-free sources to 100 percent of total procurement by 2045. SMUD provides electricity in Sacramento and is subject to the RPS requirements. SMUD forecast emissions factors include reductions based on compliance with RPS requirements through 2045. In 2016, SMUD reported an emissions factor of 492.95 pounds CO₂e per MWh (City of Sacramento 2020: 32).
- **Assembly Bill 939 and Assembly Bill 341**
In 2011, Assembly Bill (AB) 341 set the target of 75 percent recycling, composting, or source reduction of solid waste by 2020 calling for the California Department of Resources Recycling and Recovery (CalRecycle) to take a statewide approach to decreasing California's reliance on landfills. This target was an update to the former target of 50 percent waste diversion set by AB 939. As actions under AB 341 are not assigned to specific local jurisdictions, actions beyond the projected waste diversion target of 5.9 pounds per person per day set under AB 939 for the City of Sacramento will be quantified and credited to the City during the Climate Action Plan measure development process. As of 2016, Sacramento is meeting both the 5.9 pounds per person per day and 9.5 pounds per job per day diversion targets set by CalRecycle under AB 341 (City of Sacramento 2020: 32).
- **Senate Bill 1383**
SB 1383 established a methane emissions reduction target for short-lived climate pollutants in various sectors of the economy, including waste. Specifically, SB 1383 establishes targets to achieve a 50 percent reduction in the level of the statewide disposal of organic waste from the 2014 level by 2020 and a 75 percent reduction by 2025.45 Additionally, SB 1383 requires a 20 percent reduction in "current" edible food disposal by 2025. Although SB 1383 has been signed into law, compliance at the jurisdiction-level has proven difficult (City of Sacramento 2020: 32).

Standards of Significance

For purposes of this Initial Study, air quality impacts may be considered significant if construction and/or implementation of the proposed project would result in the following impacts that remain significant after implementation of 2035 General Plan policies:

- Construction emissions of NO_x above 85 pounds per day;
- Operational emissions of NO_x or ROG above 65 pounds per day;

- Violation of any air quality standard or contribute substantially to an existing or projected air quality violation;
- Any increase in PM₁₀ concentrations, unless all feasible Best Available Control Technology (BACT) and Best Management Practices (BMPs) have been applied, then increases above 80 pounds per day or 14.6 tons per year;
- CO concentrations that exceed the 1-hour State ambient air quality standard (i.e., 20.0 ppm) or the 8-hour State ambient standard (i.e., 9.0 ppm); or
- Exposure of sensitive receptors to substantial pollutant concentrations.

Ambient air quality standards have not been established for toxic air contaminants (TAC). TAC exposure is deemed to be significant if:

- TAC exposures create a risk of 10 in 1 million for stationary sources, or substantially increase the risk of exposure to TACs from mobile sources.

A project is considered to have a significant effect relating to GHG emissions if it fails to satisfy the requirements of the City's Climate Action Plan.

Applicable 2035 General Plan Policies

The following policies from the 2035 General Plan are designed to minimize effects of development on air quality and reduce exposure of sensitive receptors to sources of emissions that may result from development activities, including housing. Policy LU 2.7.5 addresses development along freeways and landscaping measures. Policies Environmental Resource (ER) 6.1.1, ER 6.1.2, ER 6.1.3, ER 6.1.4, are designed to incorporate emission reduction measures for criteria air pollutants into operational and construction emissions associated with new development in the Policy Area, and to continue coordination of air quality planning with CARB and SMAQMD to achieve attainment goals. Policies ER 6.1.12 through ER 6.1.16 would reduce emissions from City operations and support public education about air quality standards, health effects, and emission reduction efforts.

The following policies from the 2035 General Plan are designed to minimize GHG emissions from various sources, including housing and residential emissions.

- Policy LU 2.6.1 to LU 2.6.10, and policies LU 4.2.1, LU 6.1.9, M 1.3.3, M 2.1.1, M 3.1.2, M 3.1.5, and M 5.1.1 require use of land use practices, urban design principles, building practices, improvements to transit infrastructure and accessibility, and improvements to pedestrian and bicycle infrastructure and accessibility to reduce GHG emissions from transportation and commercial sources.
- Policy M 4.3.2 and Policy M 4.4.3 require implementation of traffic calming measures and traffic signal management to improve vehicle fuel economy and improve safety for modes such as biking and walking.
- Policies M 1.5.1, M 1.5.5, and M 1.5.5 require support, such as funding and interagency collaboration, for infrastructure improvements to support adoption of zero and low emissions vehicles, such as electric and hydrogen fuel charging stations for vehicles.
- Policy U 2.1.10, U 5.1.1, and U 5.1.2 require the City to reduce solid waste, encourage the construction of renewable energy systems, and establish water conservation standards to reduce GHG emissions from solid waste disposal, water conveyance, and commercial and residential energy.
- Policies ER 6.1.2 to ER 6.1.15 establish GHG reduction targets for community and municipal operation emissions, require the continuation of climate change assessment and monitoring, require to

interagency coordination with SMAQMD, and promote reduction of GHG resulting from new development, such as water conveyance, transportation, and energy use.

The Sacramento CAP was adopted on February 14, 2012 by the Sacramento City Council and was incorporated into the 2035 General Plan. The Sacramento CAP includes GHG emission reduction targets, strategies, and implementation measures developed to help the City reach these targets. Reduction strategies address GHG emissions associated with transportation and land use, energy, water, waste management and recycling, agriculture, and open space. Policies addressing climate change reduction and adaptation strategies can be found in Appendix B of the 2035 General Plan.

Answers to Checklist Questions

Questions A – I

The Housing Element consists of housing policies and programs designed to facilitate provision of housing to meet State requirements. The Housing Element does not propose new development or housing sites that would result in increased traffic, energy use, equipment use, or other physical changes or environmental effects that would increase criteria air pollutants or GHG, expose sensitive receptors to substantial pollutant concentrations, or result in other emissions adversely affecting a substantial number of people. The Housing Element does not contain any goals, policies, or programs that conflict with or supersede the City's existing development standards or other local plans regarding air quality emissions, greenhouse gas emissions, or increased exposure of sensitive receptors to emissions in the Policy Area. Adoption of the Housing Element would not allow any development that is not currently allowed under the 2035 General Plan and Planning and Development Code. The Housing Element would also not conflict with the City's adopted Climate Action Plan.

Implementing the Housing Element would not affect or modify existing state, City, or other local policies, standards, or development regulations addressing air quality and GHG. All future housing developments in the City would still be subject to environmental review and the City's entitlement process to ensure consistency with local, state, and federal air quality and GHG standards, including policies from the general plan.

For more information regarding the purpose of the Housing Element and the potential for implementation of the Housing Element to result in physical effects to the environment, please refer to the discussion in Section I--Background. Implementing the Housing Element would result in **no impact** relating to air quality or GHG emissions.

Mitigation Measures

No mitigation measures are required.

Findings

The project would have no impact relating to air quality and GHG.

BIOLOGICAL RESOURCES

Issues:	Potentially Significant effect	Effect can be mitigated to less than significant	No significant environmental effect
<p>2. <u>BIOLOGICAL RESOURCES</u></p> <p><i>Would the proposal:</i></p> <p>A) Create a potential health hazard, or use, production or disposal of materials that would pose a hazard to plant or animal populations in the area affected?</p>			X
<p>B) Result in substantial degradation of the quality of the environment, reduction of the habitat, reduction of population below self-sustaining levels of threatened or endangered species of plant or animal species?</p>			X
<p>C) Affect other species of special concern to agencies or natural resource organizations (such as regulatory waters and wetlands)?</p>			X

Environmental Setting

Historically, the natural habitats within the region included perennial grasslands, riparian woodlands, oak woodlands, and a variety of wetlands including vernal pools, seasonal wetlands, freshwater marshes, ponds, streams, and rivers. Over the last 150 years, agriculture, irrigation, flood control, and urbanization have resulted in the loss or alteration of much of the natural habitat within the City limits. Non-native annual grasses have replaced the native perennial grasslands, many of the natural streams have been channelized, much of the riparian and oak woodlands have been cleared, and most of the marshes have been drained and converted to agricultural or urban uses.

Though the majority of the City is developed with residential, commercial, and other urban development, valuable plant and wildlife habitat still exists. These natural habitats are located primarily in the northern, southern and eastern portions of the City, but also occur along river and stream corridors and on a number of undeveloped parcels. Habitats that are present in the City include annual grasslands, riparian woodlands, oak woodlands, riverine, ponds, freshwater marshes, seasonal wetlands, and vernal pools. These habitats and their general locations are discussed briefly below.

Habitat Types

Annual grassland habitat occurs throughout the undeveloped portions of the Policy Area, primarily as a distinct vegetation community, but also as an understory to oak and riparian woodland habitats. The largest concentration of annual grassland occurs in the northern portion of the Policy Area – in North Sacramento and North Natomas – but concentrations are also present in the southern and eastern portions of the Policy Area. This habitat occupies what was once native perennial bunch grass habitat. Annual grasslands are important habitats to a variety of wildlife, including small rodents and mammals which provide food for larger predators ranging from mammals to raptors and reptiles.

Riparian woodland and scrub habitats are generally associated with rivers, low gradient streams, floodplains, and occasionally ponds and canals. This habitat can be found along many of the perennial and ephemeral drainages and other waterways in the Policy Area, but the largest expanses of riparian vegetation occur along the American and Sacramento rivers, Natomas Main Drainage Canal (NEMDC)

(also known as historic Steelhead Creek), Arcade Creek, and lower Morrison Creek/Beach Lake. The vegetation of the riparian woodland habitat is variable and often structurally diverse. Riparian habitats provide abundant food, cover, and breeding sites for wildlife in close proximity to water.

Oak woodlands are very limited in the Policy Area and occur only in upland areas adjacent to (or integrated with) riparian woodland habitat. The largest concentration of oak woodland is found in North Sacramento, but the habitat is also still present to a limited extent in the southwestern portion of the Policy Area near Beach Lake and the Sacramento Regional Wastewater Treatment Plant buffer lands. Plant species composition in this habitat can be variable but is typically dominated by an overstory of valley oaks and/ or interior live oaks.

Wetlands, including freshwater marshes, river, creeks, and canals, are present throughout the Policy Area and can provide habitat to a range of special status species. Vernal pools and seasonal wetlands are limited within the Policy Area and can primarily be found in undeveloped areas within the City including north Sacramento and Natomas, Airport-Meadowview, and south Sacramento.

Special Status Species

For the purposes of this document, “special-status” has been defined to include those species, which are:

- Listed as endangered or threatened under the federal Endangered Species Act (or formally proposed for, or candidates for, listing);
- Listed as endangered or threatened under the California Endangered Species Act (or proposed for listing);
- Designated as endangered or rare, pursuant to California Fish and Game Code (Section 1901);
- Designated as fully protected, pursuant to California Fish and Game Code (Section 3511, 4700, or 5050);
- Designated as species of concern by U.S. Fish and Wildlife Service (USFWS), or as species of special concern to California Department of Fish and Game (CDFG);
- Plants or animals that meet the definition of rare or endangered under the California Environmental Quality Act (CEQA).

Special status species identified in the Policy Area include 17 plant species, 3 invertebrate species, 7 fish species, one amphibian species, three reptiles, 9 birds, and 4 bird species (City of Sacramento 2015). A list of special status species known to occur within the Policy Area can be found in Appendix C of the 2035 Master EIR prepared for the Master Environmental Impact Report prepared for the 2035 General Plan (2035 General Plan MEIR), located here: https://www.cityofsacramento.org/-/media/Corporate/Files/CDD/Planning/Environmental-Impact-Reports/2035-GP-Update/2035-Draft-MEIR-Appendices_Combined.pdf?la=en

Standards of Significance

For purposes of this environmental document, an impact would be significant if any of the following conditions or potential thereof, would result with implementation of the proposed project:

- Creation of a potential health hazard, or use, production or disposal of materials that would pose a hazard to plant or animal populations in the area affected;
- Substantial degradation of the quality of the environment, reduction of the habitat, reduction of population below self-sustaining levels of threatened or endangered species of plant or animal; or

- Affect other species of special concern to agencies or natural resource organizations (such as regulatory waters and wetlands).

Applicable 2035 General Plan Policies

The following policies from the 2035 General Plan apply to biological resources in the Policy Area:

Land Use policies:

- Policy Land Use and Design (LU) 1.1.1 encourages higher density development to conserve land resources and protect habitat.
- Policy LU 1.1.11 enables the City to permit development at less than the required Floor Area Ratio (FAR) in some situations.
- Policy LU 9.1.1 prioritizes acquiring and preserving land for open space and habitat protection.

Utilities (U) Policies:

- Policy U 1.1.12 requires the City to locate utilities structures to avoid or minimize impacts to environmentally sensitive areas and habitats.

Environmental Resource (ER) Policies:

- Policies ER 1.1.1, ER 1.16, and ER 1.10 direct the City to conserve and protect riparian habitats and water resources, impose requirements to reduce urban runoff, and implement watershed and water quality awareness and education programs for City staff, community groups, and the public.
- Policies ER 2.1.1 to 2.1.4 promote preservation of habitat for native plant and wildlife species, conserve open space, promote conservation and protection of contiguous natural habitat, and retain areas identified as special status species habitat and movement corridors.
- Policies ER 2.1.5 to 2.1.9 foster protection of wetland habitat and riparian corridors, annual grassland habitat, oak woodland habitat, and wildlife corridors of all habitat types in compliance with State and Federal requirements.
- Policy ER 2.1.10 requires habitat assessment for projects requiring discretionary approval.
- Policies ER 2.1.11 to ER 2.1.13 require City coordination with State and Federal resource agencies and compliance with the Natomas Basin Habitat Conservation Plan.
- Policies ER 2.1.13 to 2.1.17 require the City to continue the consideration of climate change- related habitat shifts in habitat conservation and enhancement efforts, public education, and community involvement related to wildlife conservation.
- Policies ER 3.1.1, ER 3.1.3, and ER 3.1.8 require the City to continue implementing the City's Urban Forest Management Plan, prioritize establishment and protection of Trees of Significance, and recommend public education and community involvement.
- Policy ER 4.2.3 requires coordination with the County of Sacramento and other adjacent jurisdictions to support protection of important farmland and critical habitat outside of City.

Environmental Constraints Policies

- EC 2.1.16 encourages use of trees along levees and support for the Sacramento Area Flood Control Agency efforts to develop a levee vegetation policy with the State and U.S. Army Corps of Engineers.

North Natomas Community Plan Policies

- Policy North Natomas (NN) Land Use 1.41: delineates open space requirements within the designated employment center within the North Natomas Community Plan area (plan area)
- Policy NN.LU 1.2: requires implementation of environmental design guidelines and regulatory requirements pertaining to multipurpose land use including wildlife habitat, recreational areas, bike and pedestrian facilities, and open space within the plan area.
- Policy NN.ER 1.6 continues implementation of requirements for the Fisherman's Lake Buffer for protection of Swanson's Hawk special status species.

Answers to Checklist Questions

Questions A – C

The Housing Element consists of housing policies and programs designed to help facilitate provision of housing to meet State requirements. The Housing Element does not propose new development or housing sites that would result in physical changes or environmental effects that may adversely affect the health or success of plant or animal populations, result in degradation of wildlife habitat, or otherwise alter or impact populations of special status species. The Housing Element does not contain any goals, policies, or programs that conflict with or supersede the City's existing development standards or other local plans regarding biological resources in the Policy Area. Adoption of the Housing Element would not allow any development that is not currently allowed.

Implementing the Housing Element would not modify or supersede existing federal, state, City, or other local development standards and regulations addressing preservation and protection of biological resources. All future housing developments would still be subject to environmental review and the City's entitlement process to ensure consistency with local, state, and federal regulations, including applicable 2035 General Plan Policies, that minimize impacts to biological resources.

For more information regarding the purpose of the Housing Element and the potential for implementation of the Housing Element to result in physical effects to the environment, please refer to the discussion in Section I--Background. Implementing the Housing Element would result in **no impact** relating to biological resources.

Mitigation Measures

No mitigation measures are required.

Findings

The project would have no impact relating to biological resources.

CULTURAL RESOURCES

Issues:	Potentially Significant effect	Effect can be mitigated to less than significant	No significant environmental effect
<p>3. <u>CULTURAL RESOURCES</u></p> <p><i>Would the proposal:</i></p> <p>A) Cause a substantial adverse change in the significance of a historical or archaeological resource as defined in § 15064.5?</p>			X
<p>B) Directly or indirectly destroy a unique paleontological resource?</p>			X
<p>C) Disturb any human remains?</p>			X

Environmental Setting

The first settlements in the Sacramento Valley likely occurred during the late Pleistocene and early Holocene periods (14,000–8,000 years Before Present). Sacramento’s location within a great valley and at the confluence of two rivers, the Sacramento and American Rivers, shaped its early and modern settlements. It is highly likely that Paleo-Indian populations occupied the area with villages located near watercourses. However, the archaeological record of such use is sparse, likely because of recurring natural flood events.

A major portion of the Policy Area lies in the territory attributed to the Nisenan tribe, a branch of the Maidu group of the Penutial language family. Tribes of this language family dominated the Central Valley, San Francisco Bay area, and western Sierra Nevada foothills when European immigrants first arrived. The southern portion of the Policy Area was controlled at the time of contact by the Plains Miwok, one of five separate cultural linguistic groups of the Eastern Miwok.

Previous surveys since 1930 have recorded approximately 80 archaeological sites within the Policy Area. The types of archaeological resources discovered include village sites, smaller occupation or special-use sites, and lithic scatters. Native American use of the Policy Area focused on higher spots along the rivers, creeks, and sloughs that provided water and sources of food.

The 2035 General Plan land use diagram designates a wide swath of land along the American River as Parks, which limits development and impacts on sensitive prehistoric resources. High sensitivity areas may be found in other areas related to the ancient flows of the rivers, with differing meanders than found today. Archaeological discoveries during infill construction in downtown Sacramento have shown that the downtown area is highly sensitive for both historic- and prehistoric-period archaeological resources. Native American burials and artifacts were found in 2005 during construction of the New City Hall and historic period archaeological resources are abundant downtown due to the evolving development of the area and, in part, to the raising of the surface street level in the 1860s and 1870s, which created basements out of the first floors of many buildings.

Over the years the City has undertaken several surveys of historic buildings in an effort to establish historic districts. The majority of the historic resources and landmarks in the City are located within the Central City grid. There are at least 31 City-designated historic districts in the City. There are approximately 104 resources listed as California Points of Historical Interest, California Landmarks, and California Register Historical Resources. At least 57 properties in the City are listed on the National Register of Historic Places (City of Sacramento 2013: 27).

Standards of Significance

For purposes of this Initial Study, cultural resource impacts may be considered significant if construction and/or implementation of the proposed project would result in one or more of the following:

- Cause a substantial change in the significance of a historical or archaeological resource as defined in CEQA Guidelines Section 15064.5; or
- Directly or indirectly destroy a unique paleontological resource; or
- Disturb human remains in a manner that results in permanent damage or other significant change.
- A substantial adverse change in the significance of such resources.

Applicable General Plan Policies

The following policies from the 2035 General Plan apply to cultural resources and human remains in the Policy Area:

Historic and Cultural Resources Policies:

- Policies HCR 1.1.1 to HCR 1.1.3 require the City to maintain a comprehensive City preservation program to identify, protect, and assist in the preservation of Sacramento's historic and cultural resources by incorporating provisions in the City Municipal Code, maintaining a Preservation Office, Commission, and program to administer the City's preservation functions and programs, and maintaining its status as a certified local government (CLG).
- Policies HCR 2.1.1. to 2.1.17 require identification, maintenance, and preservation related protocols of historic, archaeological, and cultural resources.
- Policies 3.1.1 to 3.1.4 address Sacramento's goals of increasing public awareness and education about the City's historic and cultural resources by promoting tourism, coordinating with public and private groups and entities, and by providing publicly available educational materials.

Land Use Policies:

- Policies LU 1.1.4 to LU1.1.6 require the City to facilitate urban infill development within the Policy Area.
- Policies LU 2.1.2, LU 2.1.8, LU 2.4.2, and LU 2.6.5 promote protection and enhancement of existing neighborhoods, reuse of existing structures, and encourage development that is responsive to Sacramento's cultural and historic context.

Education, Recreation, and Cultural Element policies:

- Policies ERC 5.1.4 to ERC 5.1.5 prioritize maintaining and strengthening Sacramento's recreational and cultural attractions including the Historic City Cemetery and the Old Sacramento Historic District.

Central City Community Plan policies

- Policies CC.HCR 1.1 to CC.HCR 1.2 require preservation of historically and architecturally significant properties and continuation of the development of the historic "Old Sacramento" district.

Answers to Checklist Questions

Questions A-C

The Housing Element consists of housing policies and programs designed to help facilitate provision of housing to meet State requirements. The Housing Element does not propose new development or housing sites that would result in physical changes or environmental effects that may cause a substantial adverse change in the significance of a historic or archeological resource, disturb or directly impact a paleontological resource, or disturb human remains. The Housing Element does not contain any goals, policies, or programs that conflict with or supersede the City's existing development standards or other policies regarding cultural resources in the Plan Area. Adoption of the Housing Element would not allow any development that is not currently allowed.

Implementing the Housing Element would not affect or modify existing state, City, or other local policies, standards, or development regulations addressing cultural resources. All future housing developments in the City are still subject to environmental review and the City's entitlement process to ensure consistency with local, state, and federal regulations, including the policies from the general plan, pertaining to cultural resources, paleontological resources, and human remains.

For more information regarding the purpose of the Housing Element and the potential for implementation of the Housing Element to result in physical effects to the environment, please refer to the discussion in Section I--Background. Implementing the Housing Element would result in **no impact** relating to cultural resources.

Mitigation Measures

No mitigation measures are required.

Findings

The project would have no impact to cultural resources.

ENERGY

Issues:	Potentially Significant effect	Effect can be mitigated to less than significant	No significant environmental effect
<p>4. <u>ENERGY</u></p> <p><i>Would the proposal:</i></p> <p>A) Result in a potentially significant environmental impact due to wasteful, inefficient, or unnecessary consumption of energy, or wasteful use of energy resources, during project construction or operation?</p>			X
<p>B) Conflict with or obstruct a state or local plan for renewable energy or energy efficiency?</p>			X

Environmental Setting

Sacramento Municipal Utility District (SMUD) is the primary electricity supplier, and Pacific Gas and Electric (PG&E) is the primary natural gas supplier for the City of Sacramento. SMUD is a community-owned, not-for-profit utility that provides electric services to 900 square miles with a population of approximately 1.5 million as of 2019, including most of Sacramento County (SMUD 2021). PG&E is an investor-owned utility that provides electric and natural gas services to approximately 16 million people within a 70,000-square-mile service area in both northern and central California (PG&E 2021).

Energy Policy and Conservation Act, and CAFE Standards

The Energy Policy and Conservation Act of 1975 established nationwide fuel economy standards to conserve oil. Under this act, the National Highway Traffic and Safety Administration, is responsible for revising existing fuel economy standards and establishing new vehicle economy standards. The Corporate Average Fuel Economy program was established to determine vehicle manufacturer compliance with the government’s fuel economy standards. Three Energy Policy Acts have been passed, in 1992, 2005, to reduce dependence on foreign petroleum, provide tax incentives for alternative fuels, and support energy conservation.

Energy Policy Act of 1992 and 2005

The Energy Policy Act of 1992 (EPAAct) was passed to reduce the country’s dependence on foreign petroleum and improve air quality. EPAAct includes several parts intended to build an inventory of alternative fuel vehicles (AFVs) in large, centrally fueled fleets in metropolitan areas. EPAAct requires certain federal, state, and local government and private fleets to purchase a percentage of light-duty AFVs capable of running on alternative fuels each year. In addition, financial incentives are also included in EPAAct. Federal tax deductions are allowed for businesses and individuals to cover the incremental cost of AFVs. States are also required by the act to consider a variety of incentive programs to help promote AFVs. The Energy Policy Act of 2005 provides renewed and expanded tax credits for electricity generated by qualified energy sources, such as landfill gas; provides bond financing, tax incentives, grants, and loan guarantees for clean renewable energy and rural community electrification; and establishes a federal purchase requirement for renewable energy.

State of California Energy Efficiency Action Plan

The 2019 California Energy Efficiency Action Plan has three primary goals for the state: double energy efficiency savings by 2030 relative to a 2015 base year (per SB 350), expand energy efficiency in low-income and disadvantaged communities, and reduce GHG emissions from buildings. This plan provides

guiding principles and recommendations on how the state would achieve those goals. These recommendations include:

- identifying funding sources that support energy efficiency programs,
- identifying opportunities to improve energy efficiency through data analysis,
- using program designs as a way to encourage increased energy efficiency on the consumer end,
- improving energy efficiency through workforce education and training, and
- supporting rulemaking and programs that incorporate energy demand flexibility and building decarbonization. (CEC 2019)

California Green Building Standards

The energy consumption of new residential and nonresidential buildings in California is regulated by the state's Title 24, Part 6, Building Energy Efficiency Standards (California Energy Code). The California Energy Code was established by CEC in 1978 in response to a legislative mandate to create uniform building codes to reduce California's energy consumption and provide energy efficiency standards for residential and non-residential buildings. CEC updates the California Energy Code every 3 years with more stringent design requirements for reduced energy consumption, which results in the generation of fewer GHG emissions.

CEC is in the process of preparing the 2022 Energy Code, anticipated to come into effect in January 2023 (CEC 2021). The 2019 California Energy Code was adopted by CEC on May 9, 2018 and applies to projects constructed after January 1, 2020. The 2019 California Energy Code is designed to move the State closer to its zero-net energy goals for new residential development. It does so by requiring all new residences to install enough renewable energy to offset all the electricity needs of each residential unit (California Code of Regulations (CCR), Title 24, Part 6, Section 150.1(c)4). CEC estimates that the combination of mandatory on-site renewable energy and prescriptively required energy efficiency standards will result in a 7 percent reduction in energy use for single family homes built under the 2019 standard compared to comparable homes under the 2016 standard; a 53 percent reduction is estimated with the inclusion of rooftop solar electricity generation (CEC 2021). The Energy Code is enforced through the local plan check and building permit process. Local government agencies may adopt and enforce additional energy standards for new buildings as reasonably necessary due to local climatologic, geologic, or topographic conditions, provided that these standards exceed those provided in the California Energy Code.

Transportation-Related Regulations

Various regulatory and planning efforts are aimed at reducing dependency on fossil fuels, increasing the use of alternative fuels, and improving California's vehicle fleet. Senate Bill (SB) 375 aligns regional transportation planning efforts, regional GHG emission reduction targets, and land use and housing allocation. CARB, in consultation with the metropolitan planning organizations, provides each affected region with reduction targets for GHGs emitted by passenger cars and light trucks in their respective regions for 2020 and 2035.

Pursuant to Assembly Bill (AB) 2076 (Chapter 936, Statutes of 2000), CEC and the CARB prepared and adopted a joint agency report in 2003, Reducing California's Petroleum Dependence. Included in this report are recommendations to increase the use of alternative fuels to 20 percent of on-road transportation fuel use by 2020 and 30 percent by 2030, significantly increase the efficiency of motor vehicles, and reduce per capita VMT (CEC and CARB 2003).

AB 1007 (Chapter 371, Statutes of 2005) required CEC to prepare the State Alternative Fuels Plan to increase the use of alternative fuels in California.

In January 2012, CARB approved the Advanced Clean Cars program which combines the control of GHG emissions and criteria air pollutants, as well as requirements for greater numbers of zero-emission vehicles, into a single package of standards for vehicle model years 2017 through 2025. The program's zero-emission vehicle regulation requires battery, fuel cell, and/or plug-in hybrid electric vehicles to account for up to 15 percent of California's new vehicle sales by 2025.

On August 2, 2018, the National Highway Traffic Safety Administration (NHTSA and EPA proposed the Safer Affordable Fuel-Efficient Vehicles Rule (SAFE Rule). Part One of the SAFE Rule revokes a waiver granted by EPA to the State of California under Section 209 of the CAA to enforce more stringent emission standards for motor vehicles than those required by EPA for the explicit purpose of GHG emission reduction, and indirectly, criteria air pollutant and ozone precursor emission reduction. On March 31, 2020, Part Two of the SAFE Rule was published and would amend existing CAFE and tailpipe CO₂ emissions standards for passenger cars and light trucks and establish new standards covering model years 2021 through 2026.

Renewable Energy Regulations

SB X1-2 of 2011 requires all California utilities to generate 33 percent of their electricity from renewables by 2020. SB X1-2 also requires the renewable electricity standard to be met increasingly with renewable energy that is supplied to the California grid from sources within, or directly proximate to, California. SB X1-2 mandates that renewables from these sources make up at least 50 percent of the total renewable energy for the 2011-2013 compliance period, at least 65 percent for the 2014-2016 compliance period, and at least 75 percent for 2016 and beyond.

SB 100, signed in September 2018, requires that all California utilities, including independently owned utilities, energy service providers, and community choice aggregators, supply 44 percent of retail sales from renewable resources by December 31, 2024, 50 percent of all electricity sold by December 31, 2026, 52 percent by December 31, 2027, and 60 percent by December 31, 2030. The law also requires that eligible renewable energy resources and zero-carbon resources supply 100 percent of retail sales of electricity to California end-use customers and 100 percent of electricity procured to serve all State agencies by December 31, 2045.

SMUD is in the process of preparing its 2030 Zero Carbon Plan, which delineates several strategies for the utility company to eliminate fossil fuels and achieving net zero emissions from their power supply by 2030 (SMUD 2021).

Applicable 2035 General Plan Policies

Sacramento Climate Action Plan

The Sacramento CAP was adopted on February 14, 2012 by the Sacramento City Council and was incorporated into the 2035 General Plan. The Sacramento CAP includes GHG emission reduction targets, strategies, and implementation measures developed to help the City reach these targets. Reduction strategies address GHG emissions associated with transportation and land use, energy, water, waste management and recycling, agriculture, and open space. Policies addressing climate change reduction and adaptation strategies can be found in Appendix B of the 2035 General Plan.

Standards of Significance

For the purposes of this Initial Study, an impact is considered significant if the proposed project would:

- result in a potentially significant environmental impact due to wasteful, inefficient, or unnecessary consumption of energy, or wasteful use of energy resources, during project construction or operation; and/or
- conflict with or obstruct a state or local plan for renewable energy or energy efficiency.

Answers to Checklist Questions

Question A

The Housing Element consists of housing policies and programs designed to help facilitate provision of housing to meet State requirements. The Housing Element does not propose new development or housing sites that would result in physical changes or environmental effects resulting in wasteful, excessive, or unnecessary energy consumption. Adoption of the Housing Element would not allow any development that is not currently allowed. Thus, no operational- or construction-related energy use associated with additional development would result from the project.

All future housing developments in the City would still be subject to environmental review and the City's entitlement and permitting processes to ensure consistency with local, state, and federal regulations—including policies from the general plan and building code requirements—that pertain to energy use or consumption.

For more information regarding the purpose of the Housing Element and the potential for implementation of the Housing Element to result in physical effects to the environment, please refer to the discussion in Section I--Background. Implementing the Housing Element would not result in wasteful, inefficient, or excessive energy resources and would have ***no impact*** related to wasteful or inefficient energy consumption.

Question B

The Housing Element consists of housing policies and programs designed to help facilitate provision of housing to meet State requirements. The Housing Element does not propose new development or housing sites that would conflict with or supersede any existing state or local plans for renewable energy or energy efficiency. Any future housing developments would still be subject to environmental review as well as existing federal, state, and local efficiency standards and energy-related regulations, which are enforced by the City's existing entitlement and permitting processes. Adoption of the Housing Element would not allow any development that is not currently allowed. Implementing the Housing Element would not conflict with existing state or local requirements and would therefore have ***no impact related*** to conflicts with plans promoting energy efficiency.

Mitigation Measures

No mitigation measures are required.

Findings

The project would have no impact relating to energy.

GEOLOGY AND SOILS

Issues:	Potentially Significant effect	Effect can be mitigated to less than significant	No significant environmental effect
<p>5. <u>GEOLOGY AND SOILS</u></p> <p><i>Would the proposal:</i></p> <p>A) Would the project allow a project to be built that will either introduce geologic or seismic hazards by allowing the construction of the project on such a site without protection against those hazards?</p>			X
<p>B) Result in a substantial loss of an important mineral resource?</p>			X

Environmental Setting

Topography and Geology

The Policy Area is located in the Great Valley of California, which is an alluvial plain approximately 400 miles long and 50 miles wide. The northern and southern portions of the Great Valley are drained by the Sacramento and San Joaquin Rivers, respectively. Topography in the Sacramento area is relatively flat, with elevations as low as sea level gradually increasing to approximately 75 feet above sea level in the northeastern portion (City of Sacramento 2015)

Seismicity and Seismic Hazards

Although all of California is typically regarded as seismically active, the Policy Area does not commonly experience strong ground shaking resulting from earthquakes along known or previously unknown active faults. There are, however, isolated areas within the City that have soils and other conditions which could result in structural damage induced by seismic activity. Seismic hazards that may affect portions of the Policy Area during, or in the aftermath of, a major seismic event may include minor ground shaking and liquefaction. There are no known faults within the Policy Area or the greater Sacramento region.

Potentially active faults are faults that have experienced movement in the last 11,000 to 750,000 years, and conditionally active faults are faults that have not had any fault activity in over 750,000 years. However, significant earthquakes have occurred on previously undetected faults. Known faults located nearest to the Policy Area are Foothills fault system to the east, the Midland Fault to the west, and the Dunnigan Hills Fault to the northwest. The Foothills fault system is located on the western edge of the Sierra Nevada Range over 20 miles from the Policy Area. The Sacramento region has experienced ground shaking originating from faults in the Foothills fault system in the past. The Midland fault zone is considered inactive with no evidence of movement for the last 24 million years. The Dunnigan Hills Fault is located approximately 20 miles northwest of the City of Sacramento. The active fault is not within an Alquist-Priolo Earthquake Fault Zone.

Faults located further than 50 miles from the City that are considered to be “active” as defined by the Alquist-Priolo Earthquake Fault Zoning Act include the San Andreas, Calaveras, Concord, and Hayward faults, located to the southwest of the Policy Area. (City of Sacramento 2015)

Soils

The Natural Resources Conservation Service (NRCS) has mapped more than 30 individual soil units in the Policy Area. The predominant soil units in the Policy Area are San Joaquin, Clear Lake, Galt, Cosumnes, and Sailboat soils, which account for over 60 percent of the total land area. The remaining soil units each

account for only a few percent or less of the total. The San Joaquin soils are generally present in the eastern and southeastern part of the City. The Clear Lake and Cosumnes soils occur in the northern part of the City. Galt soils are in the southwestern part of the City, in an area generally bound by Interstate 5 and State Route 99. The Sailboat soils occur along the American and Sacramento rivers.

Portions of the Policy Area may be susceptible to soil hazards such as erosion, shrink/swell potential (expansive soils), and subsidence. Erosion refers to the removal of soil from exposed bedrock surfaces by water or wind. Although erosion occurs naturally, it is often accelerated by human activities that disturb soil and vegetation. Erosion potential is generally identified on a case-by-case basis, depending on factors such as climate, soil cover, and slope conditions (City of Sacramento 2015).

Applicable Regulation and Design Standards

Title 15 of the City of Sacramento Municipal Code (City Code) addresses requirements pertaining to buildings and constructions, including seismic considerations. State regulations such as the California Building Code address seismic considerations and design standards to minimize related risks.

Mineral Resources

Existing mineral extraction activities in and around Sacramento include fine (sand) and coarse (gravel) construction aggregates, as well as clay. Other mineral resources include gold. The City of Sacramento had one permitted mining operation in the southeastern portion of the Policy Area; however, active mining has ceased at this location, which was owned and operated by Granite Land Company.

Areas designated as Mineral Resource Zones (MRZ) pursuant to the Surface Mining and Reclamation Act are present within the Policy Area. Of four MRZ classifications, the MRZ-2 classification is recognized in land use planning due to an increased likelihood for occurrence if significant mineral resources. Areas classified MRZ-2 have been mapped by the CGS in the area between SR 99 and SR 16, in the southeastern portion of the Policy Area. The MRZ-2 area begins just east of Sacramento Executive Airport as a relatively narrow band extending northwest toward the American River. MRZ-2 zones in Sacramento are generally urbanized or actively mined, so access to new mineral resources would be limited (City of Sacramento 2015).

Standards of Significance

For the purposes of this Initial Study, an impact is considered significant if it allows a project to be built that will either introduce geologic or seismic hazards by allowing the construction of the project on such a site without protection against those hazards.

Applicable 2035 General Plan Policies

The following policies from the 2035 General Plan apply to geology and soils in the Policy Area:

Public Health and Safety Policies:

- Policy PHS 3.1.8: requires the City to review proposed facilities that would produce or store hazardous materials and enables the City to require feasible mitigation for any significant risks.
- Policy PHS 4.1.2 requires the City to maintain the functioning of critical facilities following geologic or seismic disasters.

Environmental Constraints Policies:

- Policy EC 1.1.1 to Policy EC 1.1.2 require the City to revive and enforce seismic and geologic safety standards for protection against seismic and geologic hazards.

Environmental Resources Policies:

- Policies ER 5.1.1 to ER 5.1.3 require conservation of designated MRZ-2 mineral resources zones, compatibility of adjacent uses, and support of continued existing mining activities until mineral resources are depleted.

Answers to Checklist Questions

Questions A and B:

The Housing Element consists of housing policies and programs designed to help facilitate provision of housing to meet State requirements. The Housing Element does not propose new development or housing sites that would result in physical changes or environmental effects resulting in introduction of seismic hazards, erosion of topsoil, and ground failure, or loss of mineral resources. Adoption of the Housing Element would not allow any development that is not currently allowed. All future housing developments in the City would still be subject to environmental review and the City's entitlement process to ensure consistency with federal, state, and local regulations, including the policies from the general plan, that pertain to geology, geologic hazards, or mineral resources. Soils susceptible to liquefaction are present within the Policy Area; however, the Housing Element does not propose new housing developments and would therefore not have a physical impact on soil stability or contribute to erosion.

For more information regarding the purpose of the Housing Element and the potential for implementation of the Housing Element to result in physical effects to the environment, please refer to the discussion in Section I--Background. Implementing the Housing Element would not introduce seismic hazards, result in erosion of topsoil, effect soil stability, or effect availability of mineral resources. Therefore, the project would have **no impact** relating to geology and soils.

Mitigation Measures:

No mitigation measures are required.

Findings

The project would have no impact relating to geology and soils.

HAZARDS

Issues:	Potentially Significant effect	Effect can be mitigated to less than significant	No significant environmental effect
<p>6. HAZARDS</p> <p>Would the proposal:</p> <p>A) Create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials?</p>			X
<p>B) Create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment?</p>			X
<p>C) Emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school?</p>			X
<p>D) Be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would it create a significant hazard to the public or the environment?</p>			X

Environmental Setting and Regulatory Setting

Federal regulations and regulations adopted by the Sacramento Metropolitan Air Quality Management District (SMAQMD) apply to the identification and treatment of hazardous materials during demolition and construction activities. Failure to comply with these regulations respecting asbestos may result in a Notice of Violation being issued by the AQMD and civil penalties under state and/or federal law, in addition to possible action by U.S. EPA under federal law.

Federal law covers a number of different activities involving asbestos, including demolition and renovation of structures (40 CFR § 61.145).

SMAQMD Rule 902 and Commercial Structures

The work practices and administrative requirements of Rule 902 apply to all commercial renovations and demolitions where the amount of Regulated Asbestos-Containing Material (RACM) is greater than:

- 260 lineal feet of RACM on pipes, or
- 160 square feet of RACM on other facility components, or
- 35 cubic feet of RACM that could not be measured otherwise.

The administrative requirements of Rule 902 apply to any demolition of commercial structures, regardless of the amount of RACM. To determine the amount of RACM in a structure, Rule 902 requires that a survey be conducted prior to demolition or renovation unless:

- the structure is otherwise exempt from the rule, or
- any material that has a propensity to contain asbestos (so-called "suspect material") is treated as if it is RACM.

Surveys must be done by a licensed asbestos consultant and require laboratory analysis. Asbestos consultants are listed in the phone book under "Asbestos Consultants." Large industrial facilities may use non-licensed employees if those employees are trained by the U.S. EPA. Questions regarding the use of non-licensed employees should be directed to the AQMD.

Hazardous Materials Use and Waste Generation

Hazardous materials are routinely used, stored, and transported in the Policy Area by businesses (including industrial and commercial/retail businesses), public and private institutions (such as educational facilities and hospitals), and households. The Sacramento County Environmental Management Department (SCEMD) maintains a database of all businesses in the City of Sacramento using hazardous materials in excess of the threshold quantities (55 gallons for a liquid, 200 cubic feet for a compressed gas, and 500 pounds for a solid). The "Master List of Facilities within Sacramento County with Potentially Hazardous Materials" is downloadable from the County's website (<http://www.emd.saccounty.net/Documents/lists/mstr.pdf>) and is readily available to the public (Sacramento County 2013). Businesses in the Policy Area that use and store hazardous materials in quantities subject to Federal and State regulations that require community notification are required to prepare and submit a Hazardous Materials Management Plan (or "Business Plan") and/or Risk Management Plans (RMPs), as appropriate, to the SCEMD.

Sites with Known Contamination

The Policy Area contains sites that were historically contaminated but have been remediated and sites that are known, or believed to be, contaminated that are currently being characterized or cleaned-up. Contamination has resulted from lack of awareness, accidental occurrences, intentional actions, and historical business practices that pre-date current regulatory standards,

Federal and State agencies responsible for hazardous materials management, along with the County of Sacramento, maintain databases of such sites. Sites listed on hazardous site tracker databases such as The Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA), California Department of Toxic Substances Control Envirostor, Regional Water Quality Control Board Spills, Leaks, Investigations and Cleanup (SLIC), Leaking Underground Storage Tanks (LUST), and County of Sacramento Toxic sites, are present in the Policy Area. A master list of listed sites within the Policy Area can be found in Appendix C of the 2035 General Plan EIR (City of Sacramento 2015).

Standards of Significance

For the purposes of this Initial Study, an impact is considered significant if the proposed project would:

- create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials; or
- emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school; or
- be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, would create a significant hazard to the public or the environment.

Applicable 2035 General Plan Policies

The following policies from the 2035 General Plan are applicable to hazard and hazardous materials:

Land use and Design Policies:

- Policy LU 2.8.5, Policy LU 7.2.8 require the City to discourage expansion of potentially hazardous uses that may disproportionately affect minority or low-income populations and locate hazardous industries away from incompatible uses that would require the preparation of Hazardous Substance Management Plans to limit the possibility of contamination.
- PHS 2.2.9 requires the City to include emergency responders in the development review process.
- Policies PHS 3.1.1 to PHS 3.1.8 are designed to reduce exposure to hazardous materials and waste through waste collection programs, coordination with owners of contaminated sites, compatibility of land uses, and education programs.
- Policies PHS 4.1.1 to PHS 4.1.6 require the City to maintain plans, facilities, educational programs, and interagency coordination practices to ensure adequate preparedness for response to natural and human-made disasters.
- Policy PHS 5.1.8 requires information about climate change to be incorporated into public emergency preparedness education programs.
- Policy EC 2.1.21 and EC 2.1.23; require the City to minimize risk from flood events by designated escape routes on levee-protected streets and to continue maintaining, updating, and making publicly available the local Comprehensive Flood Management Plan, emergency plans, and evacuation plans.

South Area Community Plan Policies:

- Policies SA.M 1.11, SA.M 1.12, and SA.PHS 1.1 address airport planning processes to decrease noise and safety hazards to surrounding communities, and emergency service coverage to portions within this plan area.

North Sacramento Community Plan Policies:

- Policy NS.LU 1.30 allows low intensity office, industrial, and manufacturing land uses within the plan area given proximity to airport safety zones.

Answers to Checklist Questions

Questions A- D:

The Housing Element consists of housing policies and programs designed to help facilitate provision of housing to meet State requirements. The Housing Element does not propose new development or housing sites that would result in physical changes or environmental effects that may result in exposure of people to contaminated soil, ACM, or expose people to contaminated ground water. All future housing developments in the City would still be subject to environmental review and the City's entitlement process to ensure consistency with federal, state, and local regulations, including the policies from the general plan, pertaining to hazards and hazardous materials. Adoption of the Housing Element would not allow any development that is not currently allowed.

For more information regarding the purpose of the Housing Element and the potential for implementation of the Housing Element to result in physical effects to the environment, please refer to the discussion in Section I--Background. Implementing the Housing Element would not expose people to contaminated soil,

ACM, or contaminated groundwater. Therefore, the project would have ***no impact*** relating to hazards and hazardous materials.

Mitigation Measures

No mitigation measures are required.

Findings

The project would have no impact relating to hazards or hazardous materials.

HYDROLOGY AND WATER QUALITY

Issues:	Potentially Significant effect	Effect can be mitigated to less than significant	No significant environmental effect
<p>7. <u>HYDROLOGY AND WATER QUALITY</u></p> <p><i>Would the proposal:</i></p> <p>A) Substantially degrade water quality and violate any water quality objectives set by the State Water Resources Control Board, due to increases in sediments and other contaminants generated by construction and/or development of the project?</p>			X
<p>B) Substantially increase the exposure of people and/or property to the risk of injury and damage in the event of a 100-year flood?</p>			X
<p>C) Substantially decrease groundwater supplies or interfere substantially with groundwater recharge such that the project may impede sustainable groundwater management of the basin?</p>			X

Environmental Setting

Precipitation

The Policy Area experiences most precipitation between November and April. Essentially all of the precipitation that occurs in the Policy Area is rain. Based on data gathered at Sacramento FAA Airport between 1941 and 2016, average annual rainfall is approximately 17.24 inches, but can range from wet to dry years (Western Regional Climate Center 2016).

Groundwater Resources

The Policy Area is located in two subbasins of the Sacramento Valley Groundwater Basin. Groundwater levels in northern Sacramento County have generally decreased, declining as much as 1.5 feet since the 1970s. Ground water elevation in the Policy Area is generally 10 to 20 feet below mean sea level. There are many groundwater extraction wells in, and adjacent to, the Policy Area. Intensive use of the groundwater basin has resulted in a general lowering of groundwater elevations near the center of the basin. Groundwater containing elevated levels of contaminants is present within or near the Policy Area. Contaminant plumes are associated with the former Southern Pacific and Union Pacific Railyards east of the Capitol Building along the American River (downtown Sacramento), former McClellan Air Force Base (AFB) north of the Policy Area, former Mather AFB east of the Policy Area, and the Aerojet site along the American River in Rancho Cordova east of the Policy Area (City of Sacramento 2015: 4.7-2).

Water Quality

Ambient water quality in the Sacramento and American rivers is influenced by numerous natural and artificial sources, including soil erosion, discharges from industrial and residential wastewater plants, stormwater runoff, agriculture, recreation activities, mining, timber harvesting, and flora and fauna. The reaches of the Sacramento and American rivers that flow through the Sacramento urban area are considered impaired for certain fish consumption and aquatic habitat and are listed on the EPA approved 2006 section 303(d) list of water quality limited segments. The Sacramento River is listed as impaired under the 303(d) list for mercury and unknown toxicity, and the American River is listed for mercury and unknown toxicity. Other major creeks, drainage canals, and sloughs in the City boundaries are also listed for

pesticides and copper. The Natomas East Main Drainage Canal is listed for the pesticide diazinon and polychlorinated biphenyls (PCBs).

Urban Runoff

Within the Policy Area, constituents found in urban runoff vary as a result of differences in geographic features, land use, vehicle traffic, and percent of impervious surface. In general, stormwater runoff within the City of Sacramento flows into either the City's CSS or into individual drainage sumps located throughout the Policy Area. Water collected by the CSS is transported to the Sacramento Regional County Sanitation District's (SRCSD's) Sacramento Regional Wastewater Treatment Plant (SRWWTP), where it is treated prior to discharge into the Sacramento River. When the flows in the CSS exceed 60 mgd, flows are routed to Pioneer Reservoir, a 28-million-gallon storage and primary treatment facility located near the intersection of I-5 and US 50 in the City of Sacramento. Once capacity of Pioneer Reservoir has been reached, an additional volume of stormwater - up to 350 mgd - can receive primary treatment with disinfection and be discharged to the Sacramento River. The City also operates its Combined Wastewater Treatment Plant (CWTP) on 35th Avenue, where an additional 130 mgd of combined wastewater can receive primary treatment with disinfection prior to discharging to the Sacramento River. The CWTP operates under a National Pollutant Discharge Elimination System (NPDES) permits (NPDES No. CA 0079111), which requires permittees to develop, administer, implement, and enforce a comprehensive Stormwater Quality Improvement Plan (SQIP) to reduce pollutants in urban runoff to the maximum extent practicable.

Flooding

The Federal Emergency Management Agency (FEMA) administers the National Flood Insurance Program (NFIP) and delineates areas subject to flood hazard on flood insurance rate maps (FIRMs) for each community participating in the NFIP. The FIRMs show the area subject to inundation by a flood that has a 1 percent or greater chance of being equaled or exceeded in any given year, referred to as the 100-year or base flood. FIRM maps for the City are available at the following URL: <https://www.cityofsacramento.org/Utilities/Drainage/Flood-Ready/Map> (City of Sacramento 2021b).

The Sacramento Area Flood Control Agency (SAFCA) was formed to address the Sacramento area's vulnerability to catastrophic flooding. The City, Sacramento and Sutter Counties, Sutter County, the American River Flood Control District, and Reclamation District 1000 created SAFCA through a joint exercise of powers agreement to provide the Sacramento region with increased flood protection along the American and Sacramento Rivers. Further, the City has implemented a CIP that includes improvement of stormwater drainage facilities within the City to lessen localized flooding.

The City prepared a Comprehensive Flood Management Plan (CFMP) in 2016 - updated in 2017 (City of Sacramento 2017) - identifying tools for reducing flood risk in the City including levee improvements, emergency management policies, and land use guidelines. The plan can be found here: <https://www.cityofsacramento.org/-/media/Corporate/Files/DOU/Flood-Ready/2017-CFMP-2.pdf?la=en>. The CFMP is generally updated every five years in conjunction with the Sacramento County Local Hazard Mitigation Plan (LHMP).

Standards of Significance

For purposes of this Initial Study, impacts to hydrology and water quality may be considered significant if construction and/or implementation of the Proposed Project would result in the following impacts that remain significant after implementation of general plan policies:

- substantially degrade water quality and violate any water quality objectives set by the State Water Resources Control Board, due to increases in sediments and other contaminants generated by construction and/or development of the Specific Plan; or
- substantially increase the exposure of people and/or property to the risk of injury and damage in the event of a 100-year flood; or

- Substantially decrease groundwater supplies or interfere substantially with groundwater recharge such that the project may impede sustainable groundwater management of the basin.

Applicable 2035 General Plan Policies

The following policies from the 2035 General Plan are applicable to hydrology and water quality:

Environmental Resources Element:

- Policies ER 1.1.1 to ER 1.1.10 address water quality protection with measures and policies addressing open space conservation, regional planning efforts with watershed agencies, implementation of the City's NDPES permit, development guidelines, maintaining stormwater peak flows, post development run-off control, construction site impacts, groundwater recharge policies, and educational programs for the public, city staff, and other community groups. Specifically, Policy ER 1.1.9 requires the City to protect open space areas that are used as groundwater recharge basins.

Environmental Constraints Policies

- Policies EC 2.1.1 to EC 2.1.28 require the City to provide flood protection through mechanisms including: interagency coordination for risk assessments, levee management, information maintenance, and strategy identification; securing funding for 200 year flood protection; development regulations within floodplains and coordination of flood risk planning with land use planning efforts; levee improvement and maintenance policies; flood risk emergency plans; and climate change related flood risk considerations.

Utilities Policies

- Policies U 1.1.1 to U 1.1.6 address stormwater drainage policies including provision of adequate utilities, Citywide water service Level of Service standards, funding, and coordination with urban expansion.

Answers to Checklist Questions

Questions A and B

The Housing Element consists of housing policies and programs designed to help facilitate provision of housing to meet State requirements. The Housing Element does not propose new development or housing sites that would result in physical changes or environmental effects that would violate water quality standards, increase runoff, expose people to increased 100-year flood risk, or affect groundwater supply, quality, or recharge. All future housing developments in the City would still be subject to environmental review and the City's entitlement process to ensure consistency with local, state, and federal regulations and development standards, including the policies from the general plan and the City's NDPES permit, pertaining to water quality and hydrology. Adoption of the Housing Element would not allow any development that is not currently allowed.

For more information regarding the purpose of the Housing Element and the potential for implementation of the Housing Element to result in physical effects to the environment, please refer to the discussion in Section I--Background. Implementing the Housing Element would not violate water quality standards, increase runoff, expose people to increased 100-year flood risk, or adversely affect groundwater. Therefore, the project would have **no impact** relating to hydrology and water quality.

Mitigation Measures

No mitigation measures are required.

Findings

The project would have no impact related to hydrology and water quality.

NOISE

Issues:	Potentially Significant effect	Effect can be mitigated to less than significant	No significant environmental effect
8. <u>NOISE</u> <i>Would the proposal:</i> A) Result in exterior noise levels in the project area that are above the upper value of the normally acceptable category for various land uses due to the project's noise level increases?			X
B) Result in residential interior noise levels of 45 dBA L _{dn} or greater caused by noise level increases due to the project?			X
C) Result in construction noise levels that exceed the standards in the City of Sacramento general plan or Noise Ordinance?			X
D) Permit existing and/or planned residential and commercial areas to be exposed to vibration-peak-particle velocities greater than 0.5 inches per second due to project construction?			X
E) Permit adjacent residential and commercial areas to be exposed to vibration peak particle velocities greater than 0.5 inches per second due to highway traffic and rail operations?			X
F) Permit historic buildings and archaeological sites to be exposed to vibration-peak-particle velocities greater than 0.2 inches per second due to project construction and highway traffic?			X

Environmental Setting

Land uses within the Policy Area include a range of residential, commercial, institutional, industrial, recreational, and open space areas. Although there are many noise sources within the Policy Area, the primary noise source is traffic. Significant noise also occurs from airplane traffic, railroads, and various stationary sources, as described below.

Freeways and Highways in the Policy Area

Motor vehicle noise commonly causes sustained noise levels in the vicinity of busy roadways or freeways. Several major freeways traverse the Policy Area. These include Interstate 5, Interstate 80, U.S. Highway 50, State Route 99, and State Route 160. The Policy Area also has many local roads that experience very high traffic volumes and contribute traffic noise. Most noise receptors, such as residences, built near these high-traffic corridors have some level of noise attenuation such as a sound wall or barrier. These receptors also have built-in interior noise attenuation that is the result of the building construction and insulation.

Noise levels affecting proposed new residences are reviewed on a project-by-project basis during the environmental review process Residential projects that are proposed near major noise sources within the

Policy Area are evaluated to determine whether they will be exposed to noise levels that will exceed applicable noise standards. Traffic noise related regulations are found in 23 CFR 772.

Aircraft Noise

The Policy Area is served by four airports, the Sacramento International Airport, Executive Airport, McClellan Airfield, Mather Airport. The County owns and operates the airports as part of the Sacramento County Airport System.

Railway and Transit Noise Sources

Rail lines cross through the Policy Area in a number of locations. Union Pacific trains traverse three routes:

- Generally north/south past California State University at Sacramento. This route averages approximately 17 trains per day;
- Generally north/south through downtown Sacramento. This route averages approximately 20 trains per day;
- Generally east/west through West Sacramento to the Union Pacific depot. This route averages approximately 10-12 freight trains per day.

Aside from freight trains, Amtrak passenger trains also arrive and depart from the Amtrak station located at 3rd and I streets in downtown Sacramento. The Capitol Corridor service operated by Amtrak is an intercity passenger train system serving Placer, Sacramento, and Yolo counties.

Light rail transit, which is a major component of the City's transit system, also runs through the City of Sacramento along three routes: the Blue Line, the Green Line, and the Gold Line.

Stationary Sources

A wide variety of stationary noise sources are present in the Policy Area. The Policy Area contains many different land uses, all of which can produce noise. Residential areas are subject to noise through the use of heating and cooling equipment, and through landscape maintenance activities such as leaf-blowing and gasoline-powered lawnmowers. Commercial uses can also generate noise through the operation of rooftop heating and cooling equipment, truck deliveries, and other operational activities. Daily activity of certain industrial uses can generate noise as well, especially those that use heavy equipment as part of normal operations such as shipping and loading, concrete crushing, and recycling.

Regulatory Setting

Federal Noise Control Act of 1972

The basic motivating legislation for noise control in the U.S. was provided by the Federal Noise Control Act (1972). EPA found that sleep, speech, and other types of essential activity interference could be avoided in residential areas if the L_{dn} did not exceed 55 dBA outdoors and 45 dBA indoors. The EPA Levels report also identified 5 dBA as an adequate margin of safety before an increase in noise level would produce a significant increase provided that the existing baseline noise exposure did not exceed 55 dBA L_{dn} .

State Regulation

In 2004, the California Department of Transportation (Caltrans) published the Transportation-and Construction-Induced Vibration Manual, which provides general guidance on vibration issues associated with construction and operation of projects in relation to human perception and structural damage.

The California DOT Noise Policy Protocol PDF presents Caltrans policies and procedures for traffic noise studies in conformance with 23 CFR 772. The Protocol is required to obtain FHWA approval for transportation

projects authorized under title 23, United States Code. The 2011 Protocol is in effect as of July 13, 2011. Caltrans is in the process of preparing updated Protocol documents as of April 2020 (Caltrans 2021).

Standards of Significance

For purposes of this Initial Study, impacts due to noise may be considered significant if construction and/or implementation of the Proposed Project would result in the following impacts that remain significant after implementation of general plan policies:

- result in exterior noise levels in the project area that are above the upper value of the normally acceptable category for various land uses due to the project's noise level increases;
- result in residential interior noise levels of 45 dBA L_{dn} or greater caused by noise level increases due to the project;
- result in construction noise levels that exceed the standards in the City of Sacramento Noise Ordinance;
- permit existing and/or planned residential and commercial areas to be exposed to vibration-peak-particle velocities greater than 0.5 inches per second due to project construction;
- permit adjacent residential and commercial areas to be exposed to vibration peak particle velocities greater than 0.5 inches per second due to highway traffic and rail operations; or
- permit historic buildings and archaeological sites to be exposed to vibration-peak-particle velocities greater than 0.2 inches per second due to project construction and highway traffic.

Applicable 2035 General Plan Policies

The following policies from the 2035 General Plan relate to noise:

Environmental Constraints Policies

- Policies EC 3.1.1 to EC 3.1.11 require minimization of development related noise impacts to human health including: interior and exterior noise standards, noise review for events, interior vibration standards, operational noise thresholds, construction noise, compatibility of land uses, and alternatives to soundwalls for noise minimization.

Aircraft Noise Policies

- Policies EC 3.2.1 and EC 3.2.2 restrict incompatible land uses within noise contours of airports and provide guidelines for implementing hazard protection such as restricting incompatible activities in areas with hazardous noise levels.

Land Use and Mobility Policies

- Policy LU 2.7.5 requires implementation of development character and landscaping requirements to address freeway impacts relating to noise, vibration, and air emissions.
- Policies M 7.1.4 and M 7.1.6 require implementation of noise minimization from rail and truck traffic, including policies to coordinate with railroad operators and prioritizing minimization of truck traffic impacts including noise and emissions, in residential neighborhoods.

North Sacramento Community Plan Policies

- Policies NS.LU 1.5 and NS.LU 1.29 restrict incompatible land uses, such as residential development, in proximity to the 65 CNEL McClellan Airport noise exposure contour. And Western Pacific and Union Pacific railroad lines

South Natomas Community Plan Policies

- Policy SN.PHS 1.2: establishes requirements for noise assessments for residential developments west of the I-5 freeway.

Answers to Checklist Questions

Questions A – F:

The Housing Element consists of housing policies and programs designed to help facilitate provision of housing to meet State requirements. The Housing Element does not propose new development or housing sites that would increase traffic and traffic-generated noise or add stationary noise sources. Therefore, implementation of the Housing Element would not result in exceedances of interior or exterior noise or vibration standards; result in construction related noise or vibration; or permit residences, commercial land use, or historical and archeological buildings to be exposed to vibration-peak-particle velocities greater than 0.5 inches per second resulting from construction or transportation activities. Adoption of the Housing Element would not allow any development that is not currently allowed.

For more information regarding the purpose of the Housing Element and the potential for implementation of the Housing Element to result in physical effects to the environment, please refer to the discussion in Section I--Background. All future housing developments in the City would still be subject to environmental review and the City's entitlement and permitting processes to ensure consistency with federal, state, and local regulations, including the policies from the general plan that pertain to noise. Therefore, the project would have **no impact** relating to noise.

Mitigation Measures

No mitigation measures are required.

Findings

The project would have no impact relating to noise.

PUBLIC SERVICES

Issues:	Potentially Significant effect	Effect can be mitigated to less than significant	No significant environmental effect
<p>9. <u>PUBLIC SERVICES</u></p> <p>Would the project result in the need for new or altered services related to fire protection, police protection, school facilities, or other governmental services beyond what was anticipated in the 2035 General Plan?</p>			X

Environmental Setting

Fire Protection

The Sacramento Fire Department (SFD) provides fire protection services to the entire City and two additional contract areas in the Pacific/Fruitridge and Natomas fire districts, for a total of 146 square miles of service area. The City comprises approximately 100 square miles of the total service area (City of Sacramento 2021c).

Areas outside of SFD's service area but within the Policy Area are served by the Sacramento Metropolitan Fire District (Metro Fire), which provides regional fire protection and emergency services to unincorporated portions of Sacramento County. SPD has identified the need for a permanent facility in the downtown core and two substations in the Meadowview and North Natomas areas.

Police Protection

The Sacramento Police Department (SPD) is principally responsible for providing police protection services for areas within the City and Policy Area. The County Sheriff's Department; the California Highway Patrol (CHP); the University of California, Davis, Medical Center Police Department; and the RT Police Department support SPD to provide police protection within the Policy Area. SPD operates four substations within the City and the Policy Area.

Schools

The Sacramento City Unified School District (SCUSD) is the primary provider of school services within the City. SCUSD operates 76 k-12 campuses and serves approximately 43,000 students (SCUSD 2021). SCUSD includes traditional elementary, middle, and high schools, as well as alternative education, adult education, and charter school facilities (City of Sacramento, Year; 4.10-8)

Other districts serving residents within the Policy Area include the Twin Rivers Unified School District (TRUSD), Robla School District (RSD), Natomas Unified School District (NUSD), San Juan Unified School District (SJUSD), and the Elk Grove Unified School District (EGUSD). Some of these districts have schools outside the City Limits but within the Policy Area. In total, more than 150 public schools in total serve the Policy Area.

Single-family generation rates within the Policy Area are 0.44 grades K-6 students and 0.12 grades 7-8, and 0.23 grades 9-12 students per unit. Multi-family generation rates are 0.19 grades K-6, 0.03 grades 7-8, and 0.04 grades 9-12 students per unit (City of Sacramento 2015; 4.10-12).

Libraries

The Sacramento Public Library (SPL) serves the cities of Sacramento, Citrus Heights, Elk Grove, Galt, Isleton, Rancho Cordova, and the County of Sacramento. The Sacramento Public Library Authority is

governed by a Joint Exercise of Powers Agreement between these cities and counties to provide public library services that provide open access to diverse resources and ideas that inspire learning, promote reading, and enhance community life to all citizens in the jurisdictions. In 2005, the library maintained 0.56 square feet of library space per capita, and 1.72 library volumes per capita ((City of Sacramento, 2013, 4.10-8).)

The 2007-2025 Facility Master Plan establishes thresholds, targets, and prime goals for library standards. The 2016 to 2018 Strategic Plan was adopted in 2015 to engage the community and establish goals and commitments to guide library services development.

Emergency Services

The City and Sacramento County both implement programs to facilitate emergency preparedness. Specifically, the City of Sacramento Multi-Hazard Emergency Plan addresses the City's planned response to extraordinary emergency situations associated with natural disasters, technological incidents, and nuclear defense operations for areas within the City's jurisdictional boundaries. It provides operational concepts related to various emergency situations, identifies components of the local emergency management organization, and describes the City's overall responsibilities for protecting life and property during an emergency. The plan also identifies possible sources of outside support (through mutual aid and specific statutory authorities) from other jurisdictions, and the private sector. The Sacramento County Multi-Hazard Mitigation Plan, a multijurisdictional plan that aims to reduce or eliminate long-term risk to people or property from natural disasters and their effects, is also applicable to the City of Sacramento and areas that are outside of the City but within the Policy Area. Both plans provide an overview of operational concepts, identify components of the County's and City's emergency management organization within the Standardized Emergency Management System, and describe the overall responsibilities of Federal, State, and local agencies for protecting life and property and assuring the overall well-being of the population.

Standards of Significance

For the purposes of this Initial Study, an impact would be considered significant if the project resulted in the need for new or altered services related to fire protection, police protection, school facilities, or other governmental services beyond what was anticipated in the 2035 General Plan.

Applicable General Plan Policies

The following policies from the 2035 General Plan relate to public services:

Public Health and Safety Policies

(Police Services)

- Policies PHS 1.1.1 to 1.1.6, and PHS 1.1.9 delineate police standards, resource requirements, and facilities including: maintaining and implementing a police master plan, maintenance of response time standards, maintenance of staffing levels, coordinating growth of police force with growth and development in the City, the distribution and co-location of City facilities (such as fire stations and police stations), and incorporation of technology in public and private development to increase public and personal safety.
- PHS 1.1.7 to PHS 1.1.8, and PHS1.1.10 to PHS 1.1.12 provide programs and practices pertaining to maintenance of police services including: inclusion of the Police Department in the review of development proposals to incorporate crime prevention through environmental design, continuation of development fees for police services, reduction of crime in neighborhoods, communication with public community members, and cooperation between local, state, and federal criminal justice agencies.

(Fire Protection and Emergency Medical services):

- Policy PHS 4.1.1: to Policy PHS 4.1.7: requires City response to manmade and natural disasters including policies to maintain: a Multi-Hazard Emergency Plan, post-disaster facilities and response maintenance, maintenance of an emergency operation center, coordination of emergency and disaster preparedness exercises, coordination of mutual aid agreements to ensure adequate emergency responses, and support of community organizations that address social equity issues related to climate change and guidance of relevant policies and programs.
- Policies PHS 2.2.1 to PHS 2.2.8 provide programs and requirements for fire prevention and suppression including: education efforts, development review to ensure fire-safety and code compliance, fire sprinkler systems requirements, ensuring adequate water supplies, and requires safe development of high rises, fire safety inspections, removal of vegetation and wildland hazard minimization measures on private and City -owned properties.

(Emergency Services)

- Policy PHS 4.1.1: to Policy PHS 4.1.7: require City response to manmade and natural disasters including policies to maintain: a Multi-Hazard emergency Plan, post disaster facilities and response, maintenance of an emergency operation center, coordination of emergency and disaster preparedness exercises, coordination of mutual aid agreements to ensure adequate emergency responses, and support of community organizations that address social equity issues related to climate change and guidance of relevant policies and programs.
- Policy PHS 5.1. requires identification of adequate sites for health and human services throughout the City.

Education, Recreation, and Culture Policies:

(Schools)

- Policies ERC 1.1.1 to ERC 1.1.4 address location of school facilities, locational criteria, urban school density, joint use development with recreation and cultural facilities.
- Policies ERC 1.1.5 to ERC 1.1.8 address higher education planning and programs.
- Policy ERC 1.1.9 addresses school financing plans.

(Libraries)

- Policies ERC 3.1.1 to ERC 3.1.7 address provision of adequate library facilities with programs and practices including: promotion of libraries in high density areas, prioritizing construction of libraries in underserved areas, joint use facilities including schools, community centers, and public private partnership venues, access to digital resources, educational awareness, and funding.

Answers to Checklist Question

The Housing Element consists of housing policies and programs designed to help facilitate provision of housing to meet State requirements. The Housing Element does not propose new development or housing sites that would result in physical changes or environmental effects requiring new or altered provision of public services such as police, schools, libraries, emergency services, fire protection, and disaster response and preparedness.

During the development of the City's 2035 General Plan, the City coordinated with public service agencies to determine the expansion of public services required to support population growth anticipated through the

year 2035. Policies addressing needs for public service expansions within the Policy Area are incorporated into the 2035 General Plan and are listed in the discussion sections above.

The Housing Element does not propose new development or housing sites that would result in demand for public services beyond that estimated in the 2035 General Plan. The proposed Housing Element does not supersede, modify, or exceed existing public service provisions or policies that apply to growth and development anticipated in the 2035 General Plan. Adoption of the Housing Element would not allow any development that is not currently allowed.

For more information regarding the purpose of the Housing Element and the potential for implementation of the Housing Element to result in physical effects to the environment, please refer to the discussion in Section I--Background. Any future housing developments would still be subject to environmental review, local development fees and policies, and the City's entitlement process. Adoption of the Housing Element would not result in direct physical effects or indirect effects requiring new or altered public services. Therefore, ***no impact*** pertaining to public services would occur.

Mitigation Measures

No mitigation measures are required.

Findings

The project would have no impact relating to public services.

RECREATION

Issues:	Potentially Significant effect	Effect can be mitigated to less than significant	No significant environmental effect
10. <u>RECREATION</u> <i>Would the proposal:</i>			
A) Cause or accelerate substantial physical deterioration of existing area parks or recreational facilities?			X
B) Create a need for construction or expansion of recreational facilities beyond what was anticipated in the 2035 General Plan?			X

Environmental Setting

Parks in the Policy Area are mainly managed by the Sacramento Youth, Parks, and Community Enrichment Department (YPCE), formerly the Parks and Recreation Department. The City contains approximately 4,265 acres of park space, including regional parks, community parks, neighborhood parks, and parkways. Parks are used for recreation, trails and bikeways, and natural resource benefits (YPCE 2021). As of 2013 the City currently contains 222 developed and undeveloped park sites, 88 miles of road bikeways and trails, 21 lakes/ponds or beaches, over 20 aquatic facilities, and extensive recreation facilities in the City parks (City of Sacramento 2015).

As of 2013, the City approved approximately 3.4 acres of community and neighborhood parks per 1000 persons in the City. The 2035 General Plan implemented a requirement of 1.75 acres of neighborhood and community parks per 1,000 population within the Central City, and 3.5 acres of neighborhood and community parks per 1,000 population outside the Central City area. Several park facilities within the City of Sacramento are owned or operated by other jurisdictions, such as the County of Sacramento, the State of California, and Sacramento City Unified School District (City of Sacramento 2013; 4.9-1).

The City of Sacramento Parks and Recreation Master Plan (PRMP) guides park development in the City. The Parks and Recreation Master Plan 2005-2010 Technical Update was approved in 2009. Currently, YPCE is in the process of preparing the YPCE Master Plan 2040 as part of its 2040 General Plan update (YPCE 2021). The 2040 PRMP is anticipated to come into effect April 2022.

Standards of Significance

For purposes of this Initial Study, impacts to recreational resources are considered significant if the proposed project would do either of the following:

- cause or accelerate substantial physical deterioration of existing area parks or recreational facilities; or
- create a need for construction or expansion of recreational facilities beyond what was anticipated in the 2035 General Plan.

Applicable 2035 General Plan Policies

The following policies from the 2035 General Plan relate to recreation:

Education, Recreation, and Culture Policies

- Policies ERC 2.1.1 and ERC 2.1.2 promote integration and interconnectedness of the City's park system.
- Policies ERC 2.2.9 to ERC 2.2.13 address adequacy of parks and recreational space.
- Policies ERC 2.2.14 to ERC 2.2.15 address accessibility of park spaces.
- Policies ERC 2.2.16 to ERC 2.2.20 promote organized sports facilities, private recreational facilities, golf courses, and community engagement.
- Policies 2.4.1 to ERC 2.4.1 identify service levels and promote waterway recreation and access, trail connectivity, and setbacks from rivers and creeks.
- Policies ERC 2.5.1 to ERC 2.5.4 provide guidance for funding sources, capital funding, and property acquisition to support developments of adequate park space.

Land Use and Urban Design Policies:

- Policies LU 9.1.1 to LU 9.1.6: address preservation of open space, private boat docks, and the American River Parkway Plan.

Answers to Checklist Questions

Questions A and B:

The 2035 General Plan anticipated 165,000 new residents within the Policy Area. Furthermore, the 2035 General Plan policies required 1.75 acres of neighborhood and community parks per 1,000 population within the Central City, and 3.5 acres of neighborhood and community parks per 1,000 population outside the Central City area, which was an increase from conditions prior to the plan period. The 2035 Plan determined that additional park facilities would also be required to serve the residents, and to meet new requirements for adequate park facilities. The 2035 General Plan policies listed in the section above were included to address anticipated demand for additional park space and recreational facilities.

The Housing Element consists of housing policies and programs designed to help facilitate provision of housing to meet State requirements. The Housing Element does not propose new development or housing sites that would increase demand for recreational facilities such that deterioration of park facilities could result or new or expanded recreational facilities, beyond that anticipated in the 2035 General Plan, would be required.

The Housing Element does not propose new development or housing sites that would result in demand for public services beyond that estimated in the 2035 General Plan because the Housing Element would not result in physical impacts that could cause an exceedance in population beyond that in the General Plan. The proposed Housing Element does not supersede, modify, or exceed existing public service provisions or policies that apply to growth and development within the Policy Area through 2035. Adoption of the Housing Element would not allow any development that is not currently allowed.

Any future housing developments would still be subject to environmental review, local development fees and policies, and to the City's entitlement process. Adoption and implementation of the Housing Element would not result in damage to existing park facilities or require additional demand for park space beyond that identified in the 2035 General Plan. Therefore, **no impact** pertaining to recreation would occur.

Mitigation Measures

No mitigation measures are required.

Findings

The project would have no impacts relating to recreation.

TRANSPORTATION AND CIRCULATION

Issues:	Potentially Significant effect	Effect can be mitigated to less than significant	No significant environmental effect
11. <u>TRANSPORTATION AND CIRCULATION</u>			
<i>Would the proposal:</i> A) Conflict with a program plan, ordinance or policy addressing the circulation system, including transit, roadways, bicycle, and pedestrian facilities?			X
B) Would the project conflict or be inconsistent with CEQA Guidelines Section 15064.3, subdivision (b)?			X
C) Substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)?			X
D) Result in inadequate emergency access?			X

Environmental Setting

Roadways and Automobile Traffic

An established transportation network in the Policy Area offers local and regional access within and around the City. Major highways include Capital City Freeway (SR 51), I-5, SR 99, and SR 160. Sacramento also contains numerous arterial, collector, and neighborhood streets, some of which include bicycle lanes. Sacramento is relatively well served by regional and intercity transit facilities.

City Parking regulations and requirements for the City of Sacramento Can be found in Title 10 of the Sacramento City Code, Vehicles and Traffic. In 2012, the City approved significant changes to the planning and development code parking section designed to maximize the use of existing off-street parking, ease demand on constrained on-street parking, address concerns regarding spillover parking in residential neighborhoods adjacent to commercial areas and make parking a less onerous component of the (re)development process.

Rail and Transit

The Sacramento Regional Transit District’s (RT’s) fixed light rail system and series of bus routes serve the City and help to accommodate pedestrian traffic, particularly to and from the Central City area. SacRT operates approximately 80 bus routes, 43 miles of light rail serving 52 light rail stations, and ADA paratransit services with the service area. Annual ridership was approximately 21 million passengers in FY 2019. Weekday light rail ridership averages about 40,000 while weekday bus ridership averages approximately 37,000 passengers per day. Bus weekday ridership has reached an average of approximately 35,000 passengers per day (note: during the COVID-19 pandemic due to shelter in place orders, distance learning and telecommuting, ridership is averaging around 40 percent but is increasing monthly) (SacRT 2020).

Aviation and Waterborne Transport

Aviation and waterborne transport also serve the City. Six airports that host both military and civilian operations are located in or close to the City of Sacramento. Executive Airport in south Sacramento is the only facility located within the city limits. Waterways within the City serve as recreational facilities and as a means to transport goods. The Sacramento River and American River are used by City residents and

tourists for recreation and are vital parts of the community. The Port of Sacramento, located just west of the city limits, imports and exports goods into the City and region.

Planning

The City of Sacramento is under the jurisdiction of the Sacramento Area Council of Governments, which is the agency responsible for administering funding and regional transportation planning in the Sacramento metropolitan area.

The 2020 Regional Transportation Plan/Sustainable Communities Strategy was adopted in November 2018 and highlights the region's funding priorities, programs, and transportation policies through 2040 and is updated every five years (SACOG 2021).

The City of Sacramento adopted the Bicycle Master Plan in 2016 and amended the plan in 2018. The Bicycle Master Plan is intended to guide and influence bikeway policies, programs, and standards and promote and increase the accessibility of pedestrian and bicycle facilities in the City (City of Sacramento 2016).

Standards of Significance

For purposes of this Initial Study, impacts to recreational resources are considered significant if the proposed project would do either of the following:

- Conflict with a program plan, ordinance or policy addressing the circulation system, including transit, roadways, bicycle, and pedestrian facilities?
- Conflict or be inconsistent with CEQA Guidelines Section 15064.3, subdivision (b)?
- Substantially increase hazards due to a geometric design feature or incompatible uses (e.g., farm equipment)
- Result in inadequate emergency access

Applicable 2035 General Plan Policies

The following policies from the 2035 General Plan relate to transportation:

Mobility Policies

- Policies M1.1.1 to M 1.1.4 and Goal M2.1 address provision of a multimodal transportation system including automobile rights-of-way, prioritize emergency services during the planning process, and address facilities and infrastructure.
- Policy M 1.2.1 promotes development of a multimodal transportation system.
- Policies M 1.2.3 to M 1.2.5 provide guidance on transportation evaluation and roadway network capacity and set limitations on roadway expansion.
- Policies M1.4.1 to M1.4.4 require the City to study and implement Transportation Demand Management measures to reduce reliance on automobile transport.
- Policies M 1.5.1 to M 1.5.7 and Goal M2.1 encourage use of emerging technology and design standards to increase transportation system efficiency and reduce emissions.
- Policies M 4.1.1 to Policy M 4.1.7 address emergency access, community engagement, coordination with other transportation agencies, bridge crossing and roundabout design, and the Sutter's Landing Interchange.

- Policies M 4.2.1 to M 4.2.6: Require the City to implement “complete streets” design standards, including accommodating adequate space for all travel modes including bicycling and walking, transit, and automobile use on applicable facilities such as roadways and bridges.
- Goals M 4.3, M 4.4, M 5.1, M 6.1, M 7.1, M 8.1, and M 9.1 address neighborhood traffic, street classification, parking management, goods movement, aviation facilities, and provision of transportation funding.

Land Use and Urban Design policies

- Policies LU 1.1.1, and LU 1.1.5 direct the City to support infill development and creation of a sustainable transportation system through policy mechanisms including rezoning, updating regulations, preserving integrity of historic districts; and through funding and development related mechanisms such as habitat conservation, promoting a multimodal transportation system, increasing housing diversity, and encouraging infill housing.
- Policies LU 2.5.1: LU 2.5.2, LU 2.6.1, LU 2.7.6, LU 4.1.3, LU 4.1.6. Address neighborhood connectivity, neighborhood walkability, sustainable development patterns, and reducing barriers to connectivity amongst neighborhoods and the City center.
- Goal LU 4.2 and Policy LU 4.2.1 promote enhanced walkability, mixed land uses, and a variety of housing choices in suburban neighborhoods.

Public Health and Safety

- Policy PHS 3.1.4: Requires the City to restrict transport of hazardous materials within Sacramento to designated routes.

Answers to Checklist Questions

Questions A – D:

The Housing Element consists of housing policies and programs designed to help facilitate provision of housing to meet State requirements. The Housing Element does not propose new development or housing sites that would result in physical changes or environmental effects. The Housing Element does not propose any specific projects for future development. Facilitation of housing associated with the Housing Element would be consistent with what is allowed under the 2035 General Plan. Implementing the Housing Element would not affect or modify existing City policies or development regulations addressing Vehicle Miles Traveled (VMT) metrics, conflict with existing plans or policies, increase hazards due to road design, or result in inadequate emergency access.

The Housing Element consists of programs and policies and would not result in increased demand for automobile use. Transportation demand anticipated in the 2035 General Plan is minimized through implementation of the general plan policies described above. Any housing developed after the adoption of the Housing Element would be subject to environmental review as well as all existing City and State standards.

Roadway improvements made necessary by the development of residential or commercial uses are determined when such uses are proposed. Transportation impacts resulting from new developments, including impacts on VMT is considered as part of the environmental review for each project, with appropriate design requirements and mitigation specified in Title 12 of the City Code set forth at that time.

Implementing the Housing Element would result *in no impact* transportation and circulation.

Mitigation Measures

No mitigation measures are required.

Findings

The project would have no impacts relating to Transportation and Circulation.

TRIBAL CULTURAL RESOURCES

Issues:	Potentially Significant effect	Effect can be mitigated to less than significant	No significant environmental effect
<p>12. <u>TRIBAL CULTURAL RESOURCES</u></p> <p><i>Would the proposal:</i></p> <p>A) Cause a substantial adverse change in the significance of a tribal cultural resource, as defined in Public Resources Code 21074 as either a site, feature, place, cultural landscape that is geographically defined in terms of the size and scope of the landscape, sacred place, or object with cultural value to a California Native American tribe and that is:</p> <p>i. Listed or eligible for listing in the California Register of Historical Resources, or in a local register of historical resources as defined in Public Resources code section 5020.1(k) or</p>			X
<p>ii. A resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of Public Resources Code Section 5024.1. In applying the criteria set forth in subdivision (c) of Public Resources Code Section 5024.1, the lead agency shall consider the significance of the resource to a California Native American tribe.</p>			X

Environmental Setting

The City of Sacramento and the surrounding area are known to have been occupied by Native American groups for thousands of years prior to settlement by non-Native peoples. Archaeological materials, including human burials, have been found throughout the City. Human burials outside of formal cemeteries often occur in prehistoric contexts. Areas of high sensitivity for tribal cultural resources are located within close proximity to the Sacramento and American rivers and other watercourses.

The proposed project area is situated within the lands traditionally occupied by the Valley Nisenan, or Southern Maidu. The language of the Nisenan includes several dialects and is classified within the Maidu family of the Penutian linguistic stock (Kroeber 1925). Valley Nisenan territory was divided into politically autonomous “triblet” areas, each including several large villages (Moratto 1984). Two important villages were located near the project area, on the south bank of the American River, Momol, to the west of the project area, and Yalisumni, to the east (Wilson and Towne 1978:388).

Nisenan houses were domed structures covered with earth and tule or grass that measured 10–15 feet in diameter. Brush shelters were used in the summer and at temporary camps during food-gathering rounds. Larger villages often had semi-subterranean dance houses that were covered in earth and tule or brush and had a central smoke hole at the top and an east-facing entrance. Another common village structure was a granary, which was used for storing acorns (Wilson and Towne 1978).

Valley Nisenan people followed a seasonal round of food gathering, as did most California Indians. Food staples included acorns, buckeyes, pine nuts, hazelnuts, various roots, seeds, mushrooms, greens, berries, and herbs. Game was roasted, baked, or dried and included mule deer, elk, antelope, black bear, beaver, squirrels, rabbits, and other small animals and insects. Salmon, whitefish, sturgeon, and suckers, as well as freshwater shellfish, were all caught and eaten (Wilson and Towne 1978).

Euro-American contact with the Nisenan began with infrequent excursions by Spanish explorers and Hudson's Bay Company trappers traveling through the Sacramento-San Joaquin Valley in the early 1800s (Wilson and Towne 1978). With the coming of Russian trappers, Spanish missionaries, and Euro-American settlers, traditional lifeways were threatened by competition for land and resources, and by the introduction of new diseases. The malaria epidemic of 1833 decimated the Valley Nisenan population, killing an estimated 75 percent of the population. The influx of Euro-Americans during the Gold Rush-era further reduced the population due to forced relocations and violent retribution from the miners for real or imagined affronts.

Despite these major and devastating historical setbacks, today many Native Americans in the proposed project area are maintaining traditional cultural practices. Sometimes supported by thriving business enterprises, Tribal groups maintain governments, historic preservation programs, education programs, cultural events, and numerous other programs that sustain a vibrant culture.

Data Sources/Methodology

Under PRC section 21080.3.1 and 21082.3, the City must consult with tribes traditionally and culturally affiliated with the project area that have requested formal notification and responded with a request for consultation. The parties must consult in good faith. Consultation is deemed concluded when the parties agree to measures to mitigate or avoid a significant effect on a tribal cultural resource when one is present or when a party concludes that mutual agreement cannot be reached. Mitigation measures agreed on during the consultation process must be recommended for inclusion in the environmental document.

Native American Consultation

On March 9, 2021, The City of Sacramento sent notification letters that the proposed Housing Element was being addressed under CEQA, as required by PRC 21080.3.1, to four Native American tribes that had previously requested such notifications: Wilton Rancheria, Buena Vista Rancheria, Shingle Springs, and United Auburn Indian Community of the Auburn Rancheria. The County received no responses by the close of the 30-day response period for AB 52 as defined in PRC Section 21080.3.1. Therefore, no tribal cultural resources were identified as described under AB 52 and defined in PRC Section 21074.

Regulatory Setting

Federal

There are no Federal plans, policies, or regulations related to Tribal Cultural Resources that are directly applicable to the proposed project, however Section 106 of the National Historic Preservation Act does require consultation with Native Americans to identify and consider certain types of cultural resources. Cultural resources of Native American origin identified as a result of the identification efforts conducted under Section 106 may also qualify as tribal cultural resources under CEQA.

State

California Environmental Quality Act — Statute and Guidelines. CEQA requires that public agencies that finance or approve public or private projects must assess the effects of the project on tribal cultural resources. Tribal cultural resources are defined in Public Resources Code (PRC) 21074 as either a site, feature, place, cultural landscape that is geographically defined in terms of the size and scope of the landscape, sacred place, or object with cultural value to a California Native American tribe that is (1) listed or determined eligible for listing on the California Register of Historical Resources (CRHR) or a local register, or (2) that are determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of PRC Section 5024.1. In applying

the criteria set forth in subdivision (c) of PRC Section 5024.1, the lead agency shall consider the significance of the resource to a California Native American Tribe.

California Public Resources Code Section 5024. PRC Section 5024.1 establishes the CRHR, which is the authoritative guide for identifying the State's historical resources to indicate what properties are to be protected, if feasible, from substantial adverse change. For a resource to be eligible for the CRHR, it must be more than 50 years old, retain its historic integrity, and satisfy one or more of the following criteria:

1. Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage.
2. Is associated with the lives of persons important in our past.
3. Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values.
4. Has yielded, or may be likely to yield, information important in prehistory or history.

Standards of Significance

For the purposes of this Initial Study, a tribal cultural resource is considered to be a significant resource if the resource is: 1) listed or eligible for listing in the California Register of Historical Resources or in a local register of historical resources; or 2) the resource has been determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of Public Resources Code Section 5024.1. For purposes of this Initial Study, impacts on tribal cultural resources may be considered significant if construction and/or implementation of the proposed project would result in the following:

- cause a substantial change in the significance of a tribal cultural resource as defined in Public Resources Code 21074.

Applicable 2035 General Plan Policies

The following policies from the 2035 General Plan are pertinent to tribal cultural resources:

Historic and Cultural Resources Policies

- Policy HCR 2.1.3: requires the City to consult with appropriate organizations and individuals (e.g., California Historical Resources Information System (CHRIS) Information Centers, the Native American Heritage Commission (NAHC), the CA Office of Planning and Research (OPR) "Tribal City of Sacramento Cultural Resources Sacramento 2035 General Plan Draft Master Environmental Impact Report 4.4-3 Consultation Guidelines," etc.) and establish a public outreach policy to minimize potential impacts to historic and cultural resources.
- Policy HCR 2.1.16: requires compliance with protocols that protect or mitigate impacts to archaeological and cultural resources including prehistoric resources.
- Policy HCR 3.1.2: promotes coordination with and support of public, quasi-public, and private entities (e.g., SHRA, CADA, Native American Tribes) in their preservation programs and efforts.
- Policy LU 2.4.2: requires building design that respects and responds to the local context, including use of local materials where feasible, responsiveness to Sacramento's climate, and consideration of cultural and historic context of Sacramento's neighborhoods and centers.
- Policy HCR 3.1.1: requires the City to work with agencies, organizations, property owners and business interests to develop and promote Heritage Tourism opportunities.

- Policy HCR 2.1.16: requires compliance with protocols that protect or mitigate impacts to archaeological and cultural resources including prehistoric resources.
- Policy HCR 2.1.17: requires the City to review and evaluate proposed development projects to minimize impacts on identified historic and cultural resources, including projects on Landmark parcels and parcels within Historic Districts, based on applicable adopted criteria and standards.

Answers to Checklist Question

The Housing Element consists of housing policies and programs designed to help facilitate provision of housing to meet State requirements. The Housing Element does not propose new development or housing sites that would result in physical changes or environmental effects that would result ground disturbing activities or other physical environmental changes that could cause a substantial adverse change in the significance of a tribal cultural resource, or impact resources determined to be significant to a California Native Tribe pursuant to criteria set forth in subdivision C of Public Resources Code Section 5024.1.

The Housing Element does not contain any goals, policies, or programs that conflict with or supersede the City's existing development standards, agreements, or other policies regarding tribal cultural resources in the Plan Area. Adoption of the Housing Element would not allow any development that is not currently allowed.

All future housing developments in the City are still subject to environmental review, including AB 52 consultation, and the City's entitlement process to ensure consistency with local, state, and federal regulations, including the policies from the general plan, pertaining to tribal cultural resources.

For more information regarding the purpose of the Housing Element and the potential for implementation of the Housing Element to result in physical effects to the environment, please refer to the discussion in Section I—Background. Implementing the Housing Element would result in **no impact** relating to tribal cultural resources.

Mitigation Measures

No mitigation measures are required.

Findings

The project would have no impacts relating to tribal cultural resources.

UTILITIES AND SERVICE SYSTEMS

Issues:	Potentially Significant effect	Effect can be mitigated to less than significant	No significant environmental effect
<p>13. <u>UTILITIES AND SERVICE SYSTEMS</u></p> <p><i>Would the proposal:</i></p> <p>A) Result in the determination that adequate capacity is not available to serve the project’s demand in addition to existing commitments?</p>			X
<p>B) Require or result in either the construction of new utilities or the expansion of existing utilities, the construction of which could cause significant environmental impacts?</p>			X

Environmental Setting

Communication Systems

Telecommunication service to the City is provided by AT&T, Sprint, Comcast, Surewest, MetroPCS Wireless, Verizon Communications, Inc., Integra Telecom Holdings, Inc. (ITH), Digital Path, Inc., Frontier Communications Corporation, Level 3 Communications, LLC, and Earthlink Business. To minimize interference with public use of City streets, reduce the attendant loss of parking and business, and avoid shortening the life span of public roads, the City adopted Ordinance No. 97-537, which imposes a nondiscriminatory fee on telecommunications providers using the right-of-way to install facilities.

Water Supply

Domestic water services within the Policy Area are provided by the City and other water purveyors. The City provides domestic water service to the area within the City Limits and to several small areas within Sacramento County. The City’s water facilities also include water storage reservoirs, pumping facilities, and a system of transmission and distribution mains.

The City’s water supply comes from the American and Sacramento Rivers and groundwater pumped from the North and South American Subbasins. The City’s Urban Water Management Plan (UWMP) provides a planning tool for the City for developing and delivering municipal water to the City’s water service area. In addition, The UWMP complies with the Urban Water Management Planning Act, which requires agencies to establish water use targets (see 2015 UWMP and 2020 UWMP).

Sewer and Storm Drainage

Wastewater collection in the Policy Area is provided by both the City and the County, depending on location. The City provides wastewater collection to about two-thirds of the area within the City Limits. Within the City, there are two distinct areas: areas served by a separate sewer system, and an area served by a combined sewer system, ~~which is described in more detail later in this section.~~

The Sacramento Regional County Sanitation District (SRCS D) and the Sacramento Area Sewer District (SASD) [formerly County Services District CSD-1)] provide both collection and treatment services within their service area for the portions of the City served by the separate sewer system. Wastewater generated in this area is collected by trunk facilities in the Sacramento Area Sewer District and then conveyed via interceptors to the Sacramento Regional Wastewater Treatment Plant (SRWTP). The SRCS D has prepared and is implementing its master plan related to wastewater conveyance – the Interceptor Master Plan 2000, and the SASD is implementing its Sewer System Capacity Plan, which was updated in December 2020.

Solid Waste

The City collects all residential solid waste for customers within the City. Refuse from the south region of the City is transported to the Sacramento Recycling and Transfer Station (SRTS) at 8491 Fruitridge Road and refuse collected in the north region is transported to the Sacramento County North Area Recovery Station (NARS). Refuse is then hauled from both locations to the Sacramento County Kiefer Landfill. Commercial solid waste is collected by private franchised haulers and disposed of at various facilities including the SRTS, the Sacramento County Kiefer Landfill, the Yolo County Landfill, L and D Landfill, Florin Perkins Landfill, Elder Creek Transfer Station, and the Sacramento County North Area Recovery Station. In addition to collecting municipal refuse every week, the City collects garden refuse on a weekly basis, which is delivered to the SRTS and the Elder Creek Transfer Station; collects curbside recycling every other week (as of July 1, 2013), which is brought to the SRTS; and offers a neighborhood cleanup collection and one dump coupon a year to each household.

Standards of Significance

For the purposes of this Initial Study, an impact would be considered significant if the project resulted in the need for new or altered services related to fire protection, police protection, or school facilities beyond what was anticipated in the 2035 General Plan:

- result in the determination that adequate capacity is not available to serve the project's demand in addition to existing commitments or
- require or result in either the construction of new utilities or the expansion of existing utilities, the construction of which could cause significant environmental impacts.

Applicable 2035 General Plan Policies

The following policies from the 2035 General Plan relate to utilities:

Environmental Resources Policies

- Policy ER 1.1.1 to ER 1.1.10: Provide water quality conservation measures including: storm water quality and peak flows assessment, minimization of construction impacts, and post development run-off measures.

Environmental Constraints Policies:

- Policy EC 2.1.1 to EC 2.1.28 require adequate flood management including 200-year flood protection; levee development, management, and safety; reservoir capacity; critical emergency services facilities, and climate change related flood risks.

Utilities Policies:

- Policy U 1.1.1 to U 1.1.6 require provision of adequate stormwater drainage, including timing of services, level of service standards.

Answers to Checklist Questions

Questions A and B:

The Housing Element consists of housing policies and programs designed to help facilitate provision of housing to meet State requirements. The Housing Element does not propose new development or housing sites that would result in physical changes or environmental effects that may exceed capacity of existing utility infrastructure and would not require construction of new utilities infrastructure.

The Housing Element does not propose any specific projects for future development beyond what was identified in the 2035 General Plan. Implementing the Housing Element would not affect or modify existing City policies or development regulations addressing utilities and service systems. Additionally, it is not anticipated that the Housing Element would result in a substantial increased demand for water, solid waste disposal, or sewer needs that have not already been anticipated and addressed in the 2035 General Plan.

Any future housing developed would be subject to environmental review as well as all existing City and State standards.

For more information regarding the purpose of the Housing Element and the potential for implementation of the Housing Element to result in physical effects to the environment, please refer to the discussion in Section I—Background. Implementing the Housing Element would result in ***no impact*** relating to utilities.

Mitigation Measures

No mitigation measures are required.

Findings

The proposed housing element would have no impacts pertaining to utilities and service systems.

WILDFIRE

Issues:	Potentially Significant effect	Effect can be mitigated to less than significant	No significant environmental effect
14. <u>WILDFIRE:</u> If located in or near state responsibility areas or lands classified as very high fire hazard severity zones, would the project:			
A) Substantially impair an adopted emergency response plan or emergency evacuation plan?			X
B) Due to slope, prevailing winds, and other factors, exacerbate wildfire risks, and thereby expose project occupants to, pollutant concentrations from a wildfire or the uncontrolled spread of a wildfire?			X
C) Require the installation or maintenance of associated infrastructure (such as roads, fuel breaks, emergency water sources, power lines, or other utilities) that may exacerbate fire risk or that may result in temporary or ongoing impacts to the environment?			X
D) Expose people or structures to significant risks, including downslope or downstream flooding or landslides, as a result of runoff, post-fire slope instability, or drainage changes?			X

Environmental Setting

Major fires are generally classified either as an urban fire or a wildland fire. Generally, the fire season extends from early spring to late fall. Hazards arise from a combination of hot weather, an accumulation of vegetation, and low moisture content of the air. These conditions, if coupled with high winds and years of drought, can compound the potential impact of a fire. Due to urban expansion into rural areas adjacent to and within Sacramento communities, these trends have increased the number of people living in heavily vegetated areas where wildlands meet urban development, also referred to as the wildland/urban interface. Generally, there are three major factors that sustain wildfires and allow for predictions of a given area's potential to burn. These factors include fuel, topography, and weather.

Urban Wildfire Hazard

Although structural fires can occur in any developed areas within the City, there are two areas in particular that SFD has identified that are especially susceptible to this hazard. In particular, the non-sprinklered commercial buildings in the Downtown area and dwelling units in lower-income housing appear to be more susceptible to fires. In older buildings, outdated building standards and fire codes may have been applied, non-fire-resistive construction materials used, and internal sprinklers or other fire safety systems may not be in place.

Wildland Fire Hazard

Generally, Sacramento is a developed city with relatively flat topography and has relatively few remaining wildland areas. However, some areas of the City have been identified as susceptible to an urban wildfire. The areas are generally located along the American River Parkway from Watt Avenue to the Sacramento River and along the Garden Highway in the Natomas area. The American River Parkway is a stretch of dense trees and brush on both sides of the American River. The property is owned by the County and City of Sacramento, the State of California, and private parties, maintained by the Sacramento County Parks Department, and protected from fire by the Sacramento Fire Department. The area consists of natural habitat with natural and man-made fire break areas. Access for fire equipment is provided by paved stretches of the bicycle path and service/emergency roads.

Some of the potential fire areas within the Policy Area are not accessible to vehicular traffic. The following locations appear particularly vulnerable:

- Watt Avenue West to Business 80 (Capital City Freeway). This area has been the scene of a number of fires. The University Avenue section of Sacramento is heavily populated and could be affected by a similar fire along this stretch of the American River Parkway.
- The section of River Park on the south side of the river across from Bushy Lake. This area is densely populated and could become an exposure risk should a fire occur in the area of Paradise Beach or along the bicycle path. The roof coverage in this area consists primarily of untreated wood shake and could contribute to the spread of a fast-moving fire.
- Northgate Boulevard along the American River Parkway. In 1992, a wildland fire occurred in this area, and extended into a commercial building. This fire could have resulted in a major urban wildfire condition. (City of Sacramento, 2015: 5-22)

Emergency response within the Policy Area, including response to fires and wildfires, is guided by the 2018 Emergency Operations Plan, the 2008 Sacramento County Evacuation Plan, and the 2004 Multi-Hazard Mitigation Plan.

Standards of Significance

For the purposes of this Initial Study, an impact is considered significant if the proposed project would:

- substantially impair an adopted emergency response plan or emergency evacuation plan;
- exacerbate wildfire risks, and thereby expose project occupants to pollutant concentrations from a wildfire or the uncontrolled spread of a wildfire due to slope, prevailing winds, or other factors;
- require the installation or maintenance of associated infrastructure that may result in temporary or ongoing impacts to the environment; or
- expose people or structures to significant risks, including downslope or downstream flooding or landslides, as a result of runoff, post-fire slope instability, or drainage changes.

Applicable 2035 General Plan Policies

The following policies from the 2035 General Plan relate to wildfire:

Public Health and Safety Policies:

- Policies PHS 2.1.1 to PHS 2.1.11 require fire protection and emergency medical services including: development of a fire strategic plan, maintaining response times, maintenance of staffing standards, maintenance of response times and facilities based on call volumes, coordination of development and

growth with growth of fire protection services and facilities, location and colocation of fire service facilities, utilizing technological advances to improve fire services, cooperation with other fire districts and agencies, and requiring development fees to fund fire protection and emergency medical services. Specifically, Policies PHS 2.2.7 and PHS 2.2.8 require the City to continue to remove excessive and overgrown vegetation on City owned spaces and private property to prevent and minimize fire risk. Policy 2.1.10 requires the City to cooperate with various fire protection districts and other agencies to promote regional, cooperative delivery of fire emergencies and medical services.

- Policies PHS 2.2.1 to PHS 2.2.8 provide programs and requirements for fire prevention and suppression including: education efforts, development review to ensure fire-safety and code compliance, fire sprinkler systems requirements, ensuring adequate water supplies, and requires safe development of high rises, fire safety inspections, removal of vegetation and wildland hazard minimization measures on private and City -owned properties.

Emergency Services Policies:

- Policy PHS 4.1.1: to Policy PHS 4.1.7: Requires City response to manmade and natural disasters including policies to maintain: a Multi-Hazard Emergency Plan, post-disaster facilities and response maintenance, maintenance of an emergency operation center, coordination of emergency and disaster preparedness exercises, coordination of mutual aid agreements to ensure adequate emergency responses, and support of community organizations that address social equity issues related to climate change and guidance of relevant policies and programs.
- Policy PHS 5.1. Requires identification of adequate sites for health and human services throughout the City, including fire service stations.

Mobility Policies:

- Policy M 4.1.1: requires the City to develop and maintain an adequate and redundant roadway system to the extent feasible to ensure mobility in the case of emergencies.

Answers to Checklist Questions

Questions A – D:

The Housing Element consists of housing policies and programs designed to help facilitate provision of housing to meet State requirements. The Housing Element does not propose new development or housing sites that would result in physical changes or environmental effects that may result in conflict with emergency plans, exposure of people to wildfire or wildfire related risks, or require construction of additional infrastructure.

All future housing developments in the City would still be subject to environmental review and the City's entitlement process to ensure consistency with federal, state, and local regulations, including the policies from the general plan, pertaining to wildfire risks. Adoption of the Housing Element would not allow any development that is not currently allowed.

For more information regarding the purpose of the Housing Element and the potential for implementation of the Housing Element to result in physical effects to the environment, please refer to the discussion in Section I--Background. Implementing the Housing Element would not result in increased risk of wildfire. Therefore, the project would have **no impact** related to wildfire.

Mitigation Measures

No mitigation measures are required.

Findings

The proposed housing element would have no impacts pertaining to wildfires.

MANDATORY FINDINGS OF SIGNIFICANCE

Issues:	Potentially Significant effect	Effect can be mitigated to less than significant	No significant environmental effect
<p>15. <u>MANDATORY FINDINGS OF SIGNIFICANCE</u></p> <p><i>Would the proposal:</i></p> <p>A) Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory?</p>			X
<p>B) Does the project have impacts that are individually limited, but cumulatively considerable? (“Cumulatively considerable” means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects.)</p>			X
<p>C) Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly?</p>			X

Answers to Checklist Questions

Question A and B

As described in the preceding sections, The Housing Element consists of housing policies and programs designed to help facilitate provision of housing to meet State requirements. The Housing Element does not propose new development or housing sites that would result in physical changes or environmental effects. The Housing Element does not propose any specific projects for future development. Facilitation of housing associated with the Housing Element would be consistent with what is allowed under the 2035 General Plan. Implementing the proposed project would not affect or modify existing City policies, development regulations such as land use designations or zoning, or design standards addressing biological resources, air quality, greenhouse gas emission, hazards/hazardous materials, transportation and traffic, noise, public services, groundwater, utilities, wildfire, aesthetics, energy, recreation, and cultural and tribal cultural resources individually or cumulatively. Any development occurring after the adoption of the Housing Element would be subject to all existing City and State standards. Implementing the Housing Element would result in no additional significant cumulative impacts.

Question C

As described in the previous sections, the Housing Element does not have the potential to cause impacts on biological resources, air quality, greenhouse gas emission, hazards/hazardous materials, transportation and traffic, noise, public services, groundwater, utilities, wildfire, aesthetics, energy, cultural and tribal cultural resources, and recreation that could result in substantial adverse effects on human beings either directly or indirectly. Implementing the Housing Element would result in no impacts.

SECTION IV – ENVIRONMENTAL FACTORS POTENTIALLY AFFECTED

The environmental factors checked below would potentially be affected by this project.

- | | |
|------------------------------|-------------------------------|
| Aesthetics | Hazards |
| Air Quality | Noise |
| Biological Resources | Public Services |
| Cultural Resources | Recreation |
| Energy and Mineral Resources | Transportation/Circulation |
| Geology and Soils | Tribal Cultural Resources |
| Hydrology and Water Quality | Utilities and Service Systems |

X None Identified

SECTION V – DETERMINATION

On the basis of the initial study, I find that the project will not have a significant effect on the environment for the following reasons: the Housing Element does not propose new development that would result in physical changes to the environment; no new housing sites are proposed as a part of this Housing Element beyond those already designated as such in the 2035 General Plan; no changes to existing zoning are proposed, and the location of development will continue to be guided by the general plan land use map and applicable zoning. Preparation of an environmental impact report pursuant to the California Environmental Quality Act (Division 13 of the Public Resources Code of the State of California) is not required. The attached Initial Study has been prepared by the City of Sacramento in support of this Negative Declaration.

Signature

Date

Scott Johnson
Printed Name

SECTION VI – REFERENCES CITED

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