

# **NORTH HIGHLANDS – NORTH CENTRAL AREA COMMUNITY PLAN**



**ADOPTED BY  
SACRAMENTO COUNTY  
BOARD OF SUPERVISORS  
RESOLUTION NO. 74-397  
APRIL 17, 1974**

**APPROVED BY  
SACRAMENTO COUNTY  
PLANNING COMMISSION  
RESOLUTION NO. 858  
NOVEMBER 28, 1973**

NORTH HIGHLANDS  
NORTH CENTRAL AREA  
COMMUNITY PLAN

APPROVED BY  
THE BOARD OF SUPERVISORS  
COUNTY OF SAN DIEGO  
ON MAY 15, 1972

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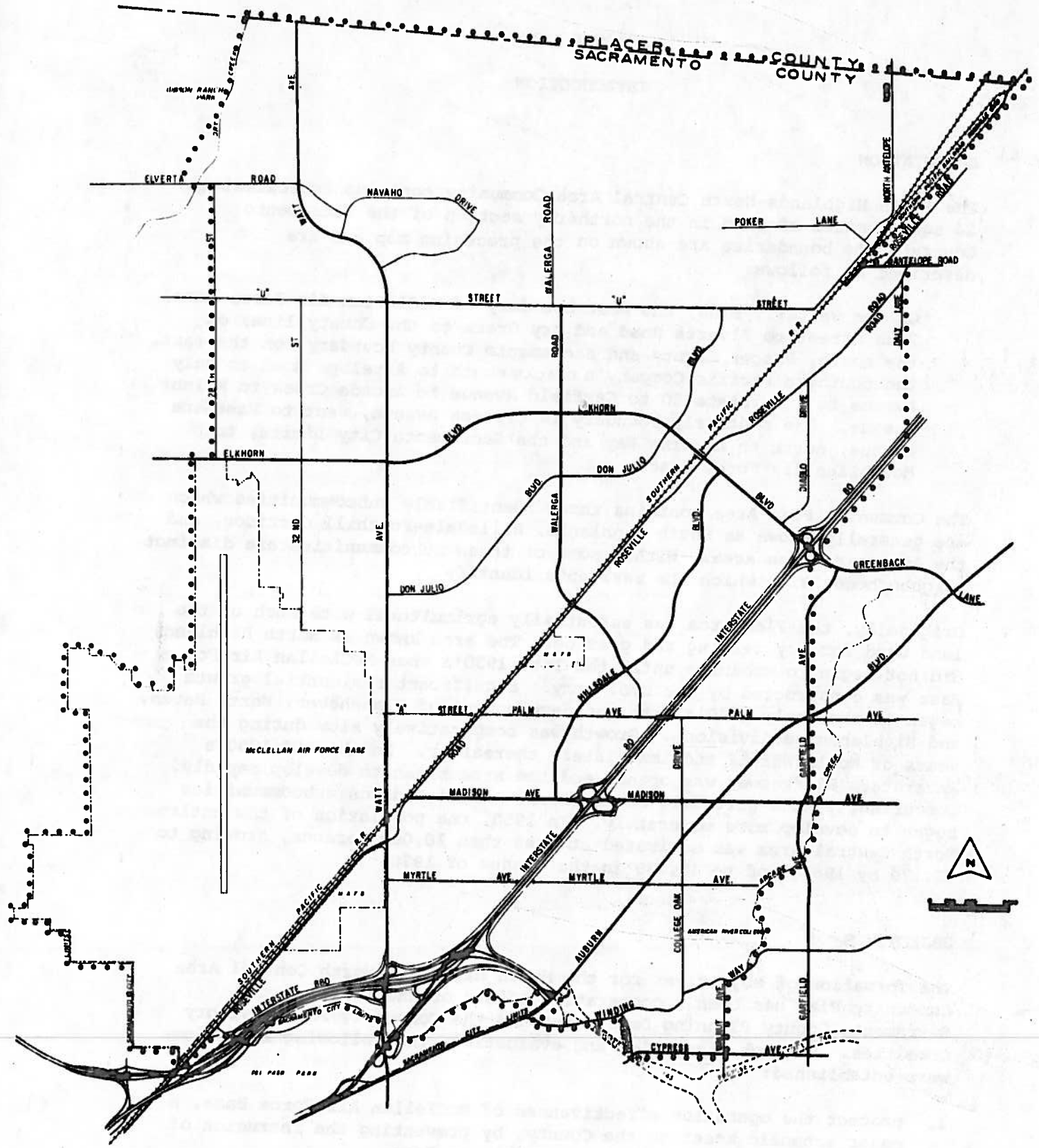
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# NORTH HIGHLANDS - NORTH CENTRAL STUDY AREA



●●● STUDY AREA BOUNDARY

## CHAPTER ONE

### INTRODUCTION

#### ORIENTATION

The North Highlands-North Central Area Community contains approximately 24 square miles of land in the northerly section of the Sacramento County. The boundaries are shown on the preceding map and are described as follows:

On the westerly side, the west boundary of McClellan Air Force Base, 28th Street to Elverta Road and Dry Creek to the County line; on the north, Placer County and Sacramento County boundary; on the east, the Southern Pacific Company's tracks south to Antelope Road to Daly Avenue to Interstate 80 to Garfield Avenue to Arcade Creek to Walnut Avenue. The southerly boundary is Cypress Avenue, west to Pasadena Avenue, north to Winding Way and the Sacramento City Limits, to McClellan Air Force Base.

The Community Plan Area contains three identifiable subcommunities which are generally known as North Highlands, Hillsdale-Foothill Corridor, and the Auburn-Madison area. Within some of these subcommunities are distinct neighborhoods with which the residents identify.

Originally, the Plan Area was essentially agricultural with much of the land used for dry farming and grazing. The area known as North Highlands did not begin to urbanize until the late 1930's when McClellan Air Force Base was constructed by the U.S. Army. Significant residential growth began in the early 1940's with the development of Planehaven, North Haven, and Highlands subdivisions. Growth was comparatively slow during the years of World War II and immediately thereafter. In the mid-1950's Interstate 80 Freeway was opened and the area began to develop rapidly. Concurrently, the Hillsdale-Foothill and Auburn-Madison subcommunities began to develop more moderately. In 1950, the population of the entire North Central Area was estimated at less than 10,000 persons, growing to 32,170 by 1960, and to 49,739 in the census of 1970.

#### OBJECTIVES

The formation of objectives for the North Highlands-North Central Area Community Plan has been a cooperative effort of the staff of the Sacramento County Planning Department and the Community Plan Advisory Committee. Through discussion and evaluation, the following objectives were established:

1. protect the operation effectiveness of McClellan Air Force Base, a major economic asset to the County, by preventing the intrusion of incompatible uses into the area about the Base;

2. provide an elementary school system (kindergarten through 6th grades) which will allow most elementary school pupils to attend school within their home neighborhood and promote joint use of school grounds for neighborhood parks;
3. obtain a community park which is as centrally located as possible within the plan area, and which is large enough to provide facilities for the full range of community recreational and social activities;
4. extend public transit routes into the plan area that would serve community needs and provide adequate transportation to other communities (i.e., Carmichael, Fair Oaks, Citrus Heights, Orangevale, and Roseville);
5. continue to explore other innovative methods of transportation to supplement the auto;
6. develop policies and regulations which will encourage harmonious interaction among business, industry, military, and residential interests so as to protect and improve the residents' quality of life;
7. eliminate blight where it exists and help prevent its spread to other sections of the community;
8. control the rezoning of property until the need for the use is clearly established;
9. regulate the signs and encourage the planting and maintenance of trees and planters in all commercial districts;
10. provide a variety of housing types and living environments with an integral trails system and open spaces where possible; and
11. promote continued use of existing agricultural areas until conversion to other uses truly becomes necessary.

## CHAPTER TWO

### SUMMARY AND POLICIES

#### SUMMARY

With approximately 21% of its area devoted to governmental and industrial uses, the Plan Area is one of the major employment centers of Sacramento County. The principle employer is McClellan Air Force Base. There are some additional industrial uses to the west of Watt Avenue, both north and south of McClellan. In April of 1970 when a land use survey was conducted, residential uses made up nearly 15% of the total area, 20% of the land area was vacant and nearly 30% was being used for agricultural purposes--primarily, dry farming of small grains.

McClellan Air Force Base, which employes about 19,500 persons, generates a very high volume of traffic and attracts other industry and strip commercial uses. There is a great demand for housing in the area by employees of the Base. The noise impact of the flight operations and other airport operations make the immediate environs incompatible with residential use. Protection of this established employment center and promotion of a desirable living environment for the existing and future residents of the planning area is a dual goal requiring a very sensitive balance among land uses.

The community plan shows 35% of the area proposed for residential uses, nearly 26% for industrial and governmental uses, 14% for agricultural urban reserve, and about 14% devoted to small lot agricultural uses. The plan indicates locations for the facilities needed to serve the people, such as schools, parks and shopping areas. The main proposals for each of these land use categories are outlined in Chapter 5. The detailed analysis of population, housing, transportation, and community services and facilities are discussed in Chapters 3, 4, and 9.

#### POLICIES

The following is a summary of selected overall policies concerning important elements of the community plan.

It is a policy of Sacramento County to:

1. insure that a wide price range and variety of type of dwellings and living environments be made available to all segments of the community, giving adequate considerations to every income, ethnic and other group of the population;
2. protect single family areas from major traffic intrusion, commercial encroachment, incompatible multiple family or mobilehome development or other uses which would tend to



deteriorate the quality of residential neighborhoods;

3. prevent additional strip commercial districts in the community and promote the location of retail sales and service commercial enterprises within integrated shopping centers;
4. require the landscaping of commercial developments for a pleasant visual appearance and provide a transitional area between adjacent non-commercial land uses;
5. not allow the subdivision of parcels for non-industrial use within the area designated for industrial use;
6. not allow residential encroachment into areas designated for industrial use or within the flight and major sound patterns of the Air Base;
7. provide a safe, aesthetic and economical network of streets for present and future travel needs of the public;
8. promote a transit system oriented toward the employment center of the community and the desire for intercommunity travel that will give the area's inhabitants a true choice between alternative means of travel;
9. promote cooperative planning among local water service agencies in the community and encourage the development of an integrated water system that uses primarily the available surface water for supply rather than the continual use of the present system of wells; and
10. secure school and park areas that will adequately provide for educational and recreational needs of the community.

## CHAPTER THREE

### POPULATION

#### INTRODUCTION

Population projections are at the base of most major planning decisions. The size and density of various groups within the urban population often determines the level of demand for services and facilities and indicates the nature of some urban problems.

Demographic analysis identifies the past and present rates of births, deaths, and migration within a given area in order that a clear understanding of the urban area's population changes may be established. The exact timing of these changes is not as critical as being aware of the magnitude and character of the future population changes within reasonable limits during the time frame of the planning period.

Two of the three population change factors--births and deaths--can be combined to determine the natural increase in the population (the excess births over deaths). The natural increase can be subtracted from the total increase in population to find the net migration. Net migration is composed of the number of people entering an area versus the number of people leaving. In cases of California, Sacramento County, and specifically the North Highlands-North Central Area, the net migration amounts to a substantial population increase.

During the 10-year period from 1960 to 1970, the total population of the Community Plan Area increased by 17,569 persons (Table 3-1 and Figure 3-1), of which less than half, 8,041, or 46%, was attributed to the natural increase (Table 3-2). This is a normal characteristic of rapidly developing areas such as Citrus Heights, Orangevale, and the North Central Area.

The demographic analysis and projection which follows is tabulated for the North Highlands-North Central Area Community as a whole and for each of the 12 subunits called data areas into which the community is divided (Figure 3-2). The use of data areas permits detailed analysis and projection of population trends at a neighborhood level.

#### POPULATION CHARACTERISTICS

The Plan Area has been experiencing a declining rate of increase in population growth in the last few years. That is, the population is rising, but at a slower pace than during the previous 10 years. As shown in Table 3-1, the population of the Plan Area has increased at an average rate of 5.5% a year since 1960. However, based on the population studies, this growth rate is expected to slow to an average annual

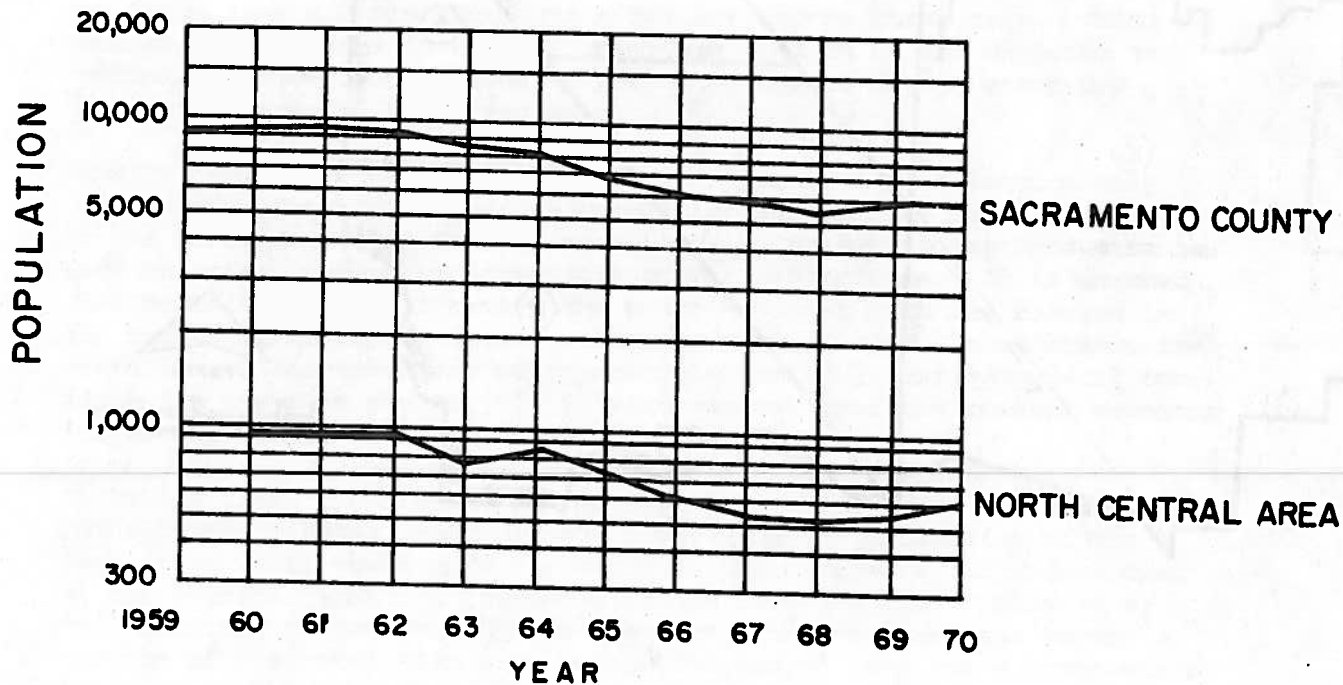
TABLE 3-1

COMPARATIVE POPULATION GROWTH  
1960 - 1990

AREA	1960	1970	ANNUAL INCREASE 1960-70 (Percent)	PROJECTED 1990 POPULATION	PROJECTED RATE OF INCREASE PER YEAR 70-90 (Percent)
Sacramento County (Total area)	502,778	634,190	2.6	882,450	2.0
Sacramento City (April 1970 area)	191,667	257,105	3.4	296,007	.75
North Central Area	32,170	49,739	5.5	76,854	2.7
Balance of the County (April 1970 area)	278,941	327,902	1.75	511,007	2.8

FIGURE 3-1

NATURAL INCREASE



**FIGURE 3-2  
NORTH HIGHLANDS - NORTH CENTRAL AREA  
DATA AREAS**

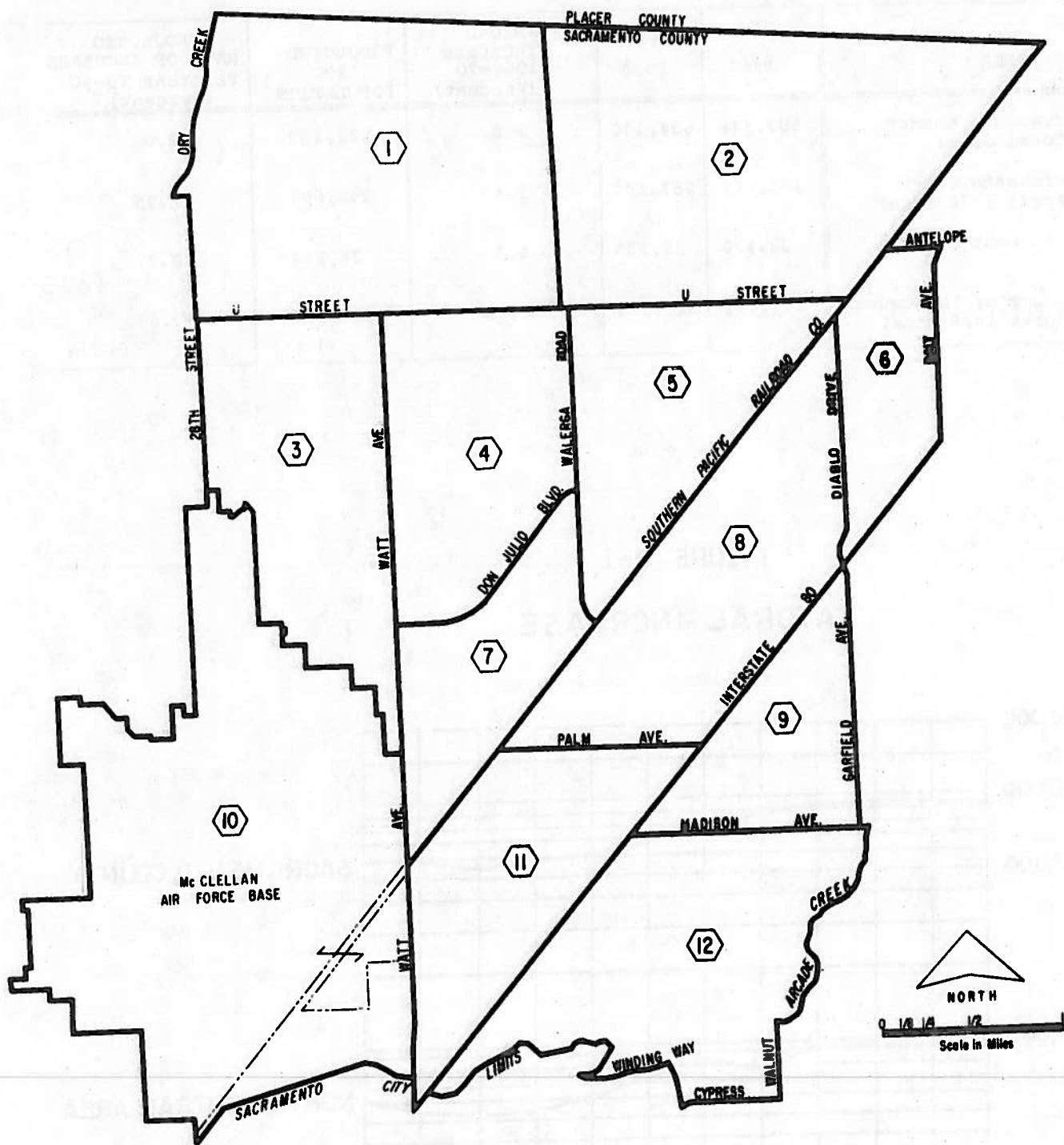


TABLE 3-2  
**NATURAL INCREASE OF THE POPULATION**  
 North Central Community and Sacramento County  
 1960 - 70

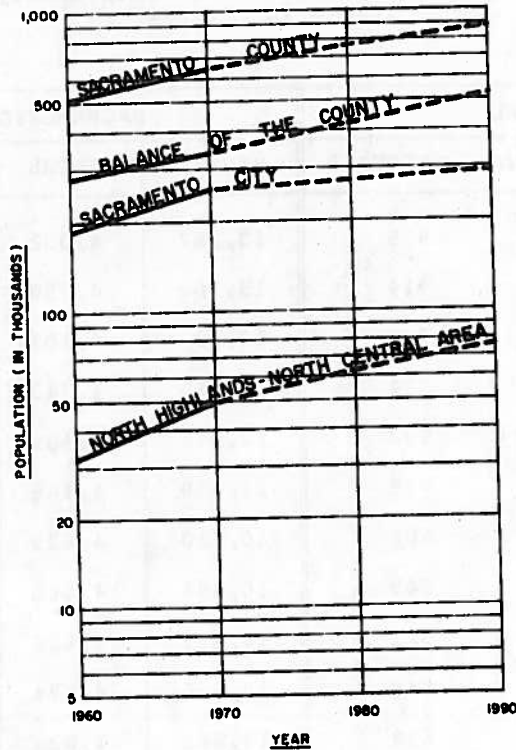
YEAR	NORTH CENTRAL AREA			SACRAMENTO COUNTY		
	BIRTHS	DEATHS	NAT. INCREASE	BIRTHS	DEATHS	NAT. INCREASE
1960	1,045	120	925	13,357	4,032	9,325
1961	1,066	147	919	13,762	4,250	9,512
1962	1,080	142	938	13,331	4,107	9,230
1963	937	143	794	13,010	4,343	8,667
1964	1,014	122	892	12,541	4,439	8,102
1965	876	141	735	11,359	4,446	6,913
1966	766	165	601	10,710	4,629	6,081
1967	708	159	549	10,494	4,566	5,928
1968	676	155	521	10,255	4,626	5,629
1969	742	193	549	10,530	4,674	5,856
1970	822	204	618	10,663	4,828	5,835
TOTAL	9,732	1,691	8,041	130,018	48,940	81,078

rate of 2.7% between 1970 and 1990. This growth rate is higher than the increase expected for the City of Sacramento (0.75%) and for the total County (2.0%). The Plan Area rate is slightly under the 2.8% per year increase anticipated for the balance of the County (the area excluding the City of Sacramento and the Plan Area). Figure 3-3 comparatively illustrates the expected growth rates to 1990. It should be noted that the large increase in population for the City of Sacramento was a result of annexation or growth in newly annexed areas. The projected low future growth rate is based upon static City limits.

Figure 3-4 illustrates the 1970 population composition of the North Central Area. The population is comparatively young as almost 40% of the population is of school age (5-19), although the under five population is declining.

There are a number of factors responsible for this type of population composition in the North Highlands-North Central Area. A young population is characteristic of a newer, developing area. McClellan AFB plays an important role in that a majority of service personnel have young families.

FIGURE 3-3  
COMPARATIVE POPULATION GROWTH



The declining, under five population is characteristic of most areas in California. Changing social attitudes, improved technology, and new State laws all contribute to a decline in the birth rate. This decline in the under five years of age population is not expected to continue because large number of people in the 10-19 age group are approaching the child-bearing ages.

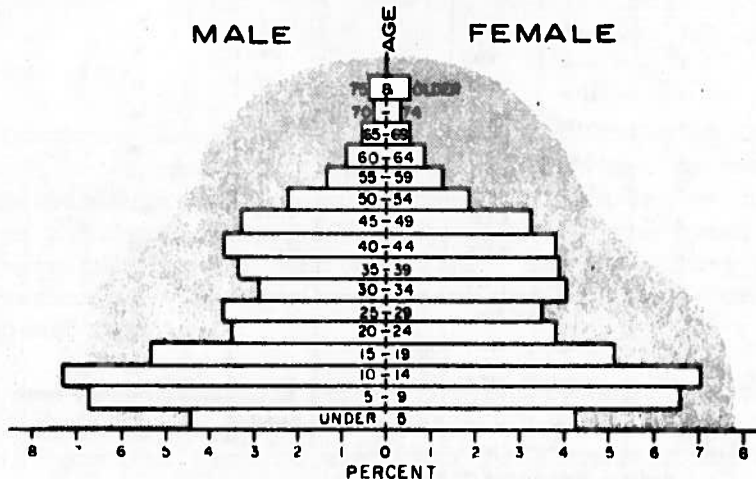
Rapidly changing economic and social conditions make it particularly difficult to formulate accurate population projections in an area such as the North Highlands-North Central Area. Certain assumptions must be made in order to develop acceptable growth projections. It is assumed that McClellan AFB will remain the major employer with few changes in the number of employees (both civilian and military). In addition, the trend toward apartment and other multiple family living modes will continue for the plan period. It is also assumed that the general economic and social trends will continue.

Table 3-3 lists the present and projected population for the Study Area. The ultimate holding capacity data represents the estimation of the population which would probably occur if the area were fully developed at the average densities indicated in the land use plan. This is a tool utilized to determine those areas expected to receive a major portion of the total Plan Area population growth, and those areas which

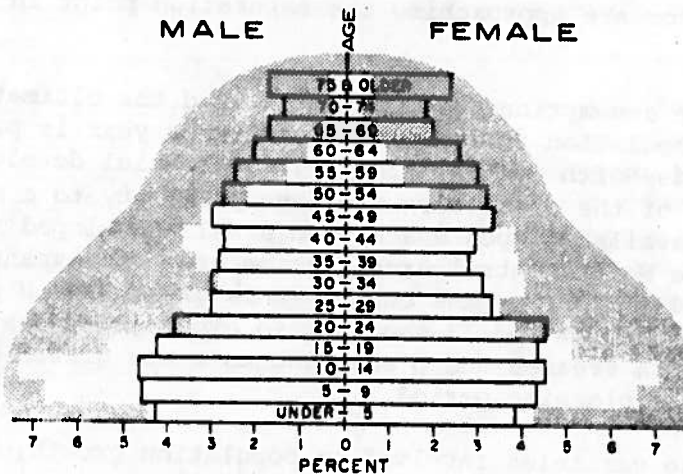
FIGURE 3-4

# POPULATION PYRAMIDS 1970 (AGE AND SEX)

## NORTH HIGHLANDS - NORTH CENTRAL AREA



## CITY OF SACRAMENTO



## SACRAMENTO COUNTY

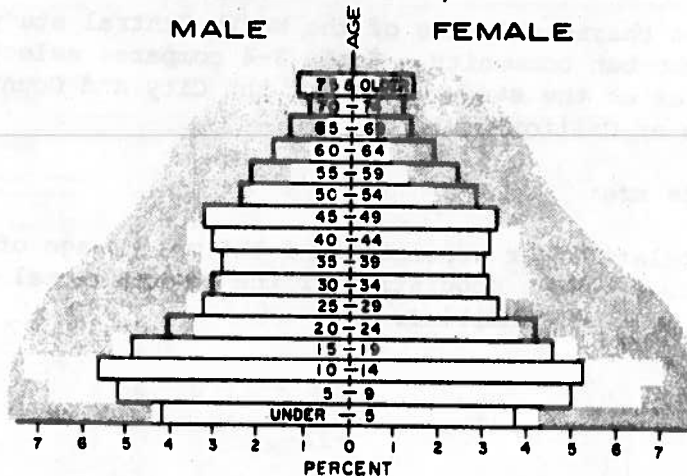


TABLE 3-1  
Present and Projected Population of the North Central Area by Data Area  
(based on net areas)  
1970, 1990 and Ultimate Planned Capacity

Data Area	Ultimate Holding Capacity	1970 Population		1990 Population (Projected)	
		Number	% of Ultimate	Number	% of Ultimate Capacity
1	7,800	3,249	42	3,931	50
2	3,300	138	4	198	6
3	1,700	1,135	67	1,374	81
4	14,590	14,126	97	14,267	98
5	12,800	858	7	3,614	28
6	5,390	606	11	2,184	40
7	8,260*	9,122	100	9,792	100
8	14,830	3,772	25	12,070	81
9	9,200	3,825	41	6,713	73
10	-	2,500	-	2,500	-
11	14,860	5,050	34	11,014	74
12	15,450	5,479	35	10,610	69
<b>Totals</b>	<b>108,180</b>	<b>49,739</b>	<b>46%</b>	<b>78,287</b>	<b>72%</b>

\*Indicates fewer persons per household

have reached, or are approaching the saturation point in terms of population.

Based upon the assumptions stated earlier and the ultimate holding capacity, a population increase rate of 2.7% a year is projected for the North Highlands-North Central Area. The potential development opportunities of the area, such as close proximity to a major employment center, available open space, and a well-developed highway system, etc., make the North Central Area a prime area for expansion. The data areas expected to receive the bulk of this growth are 8 and 11 (Foothill Farms). Data areas 9 and 12 should also experience substantial population growth with areas 5 and 6 emerging as a new growth area in the mid-part of the planning period.

Because of the variables involved in population growth, the figures for the growth rate of this community need to be reviewed at least every five years as newer population information is available.

The population characteristics of the North Central study area are normal for such a suburban community. Table 3-4 compares selected population characteristics of the study area with the City and County of Sacramento and the State of California.

The highlights are:

- . . . The population per household and the median age of the population indicate that the population of the North Central Area is composed mainly of young families.



TABLE 3-4  
 SELECTED POPULATION CHARACTERISTICS  
 1970 CENSUS

POPULATION CHARACTERISTIC	NORTH CEN- TRAL AREA	CITY OF SACRAMENTO	COUNTY OF SACRAMENTO	STATE OF CALIFORNIA
Total Population Less Group Quarters	48,115	253,760	624,195	19,957,304
Total Occupied Housing Units	13,122	91,697	202,953	6,573,861
Population Per Household	3.67	2.77	3.08	3.04
Median Age of Population	22.4	30.0	27.0	28.1
Median School Years Com- pleted for Persons 25 years old or older	12.4	12.3	12.4	12.4
% of Persons 25 years old or older who have completed: 8 years or less of school;	12.2	23.3	17.7	19.8
1-3 years of High School;	17.5	17.8	16.4	17.6
4 years of High School;	43.4	32.6	35.8	32.8
1-3 years of College;	16.5	15.4	16.9	16.4
4 or more years College;	10.5	11.0	13.0	13.5
% of Employed Persons in the professional, technical, managers, administrators and pro- prietor categories	18.4 16 yrs. old and over	24.4 16 yrs. old and over	27.2 16 yrs. old and over	25.3 14 yrs. old and over
Median Family Income	10,162	9,715	10,566	10,732

- . . . More than 70% of the residents of the plan area who are 25 years or older have completed their high school education. This figure is significantly higher than the other areas being compared.
- . . . The marked difference between the North Central Area and the areas of comparison in the category, "Employed persons in the professional, technical, managers, administrators and proprietor," illustrates the fact that the community is a moderate income area with people employed in moderate paying jobs. This is also reflected in the median family income which is higher than the City of Sacramento but lower than the County's.

The North Central Area's population is considerably younger, has more persons who have completed four years of high school and has income that is superior to the average city resident but is slightly less than the median family income for the County.

#### ETHNIC COMPOSITION

Within the total North Central Community population of 49,739 persons in April of 1970, the following breakdown of ethnic groups were enumerated:

White	93.1%
Black	5.1
Japanese	0.6
Other	1.2

The Spanish-American or Spanish speaking ethnic group which can include members from all ethnic groups was 6.2% of the total.

The ethnic composition for the North Highlands-North Central Area is similar to the composition of the overall County.

#### HOLDING CAPACITY

The North Central Community Area will not develop completely by 1990, and may never reach a point near 100 percent usage. To get an overall idea of what full development would mean in terms of people, we can multiply the average population per dwelling unit times the total number of dwelling units permitted by the land use plan. The resulting product can be used in projections of maximum population for estimates of the need for facilities and services.

Table 3-3 displays the potential population holding capacity of the North Central Area community by land use density classification. In viewing the table, it must be kept in mind that Data Areas 1 and 2 have many hundreds of acres held in the Agricultural Urban Reserve category in which urban development is not projected until some time after 1990 (Figure 3-2). Data Areas 3 and 10 are projected to have a very low density because of the commercial and industrial land uses expected in those areas.

The population per dwelling unit figures (Table 3-5) for the low density land use classification (3.7) may appear high at first glance; however, the average 1970 population per dwelling unit figure for the North Central Community of 3.67 indicates that the projected average figure for all households of 3.1 is reasonable for this sector of the County. Most demographic authorities are projecting a decline in the number of persons per dwelling unit, such as is reflected in this analysis. As has been pointed out earlier, updating of projections at 5-year intervals will be necessary to keep this study valid.

TABLE 3-5  
POPULATION HOLDING CAPACITY  
North-Central Community Area  
by  
Density Classification

Residential Land Use Classification	No. of Dwelling Units	Population Per Dwelling Unit	Total Population
Low Density	18,200	3.7	66,000
Low-Medium Density and Mobile Home	7,200	3.0	22,000
Medium Density	10,600	2.2	23,000
TOTAL	36,000	3.1	*110,000 to 115,000

\*Because of averaging, column does not cross check.

## CHAPTER FOUR

### HOUSING

#### EXISTING CONDITIONS

Every person resides in a dwelling of some type. People are constantly migrating; younger residents of the community mature and need housing of their own. The results of this activity is a continual change in the community's requirements for housing. Change comes about also in terms of new or different housing types (i.e., mobile homes, attached single houses, townhouses, and cluster developments).

The composition of the housing supply in the North Highlands-North Central Area has changed significantly during the decade 1960 to 1970. Multiple family housing has increased from 4.3% of total housing in 1960 to 17.8% in 1970. Mobile homes have also come into greater use from less than 1% in 1960 to 3.8% of the total housing supply in 1970. Correspondingly, single family detached housing has decreased from 95% in 1960 to about 78% of the 1970 housing supply. The number of dwelling units increased from 8,630 in 1960 to 13,660 in 1970, an increase of 5,030 units.

Problems in housing are manifold; they vary from poor original construction to poor maintenance of a basically sound unit. Other factors contributing to inadequate housing include poor location and lack of choice in housing types and living environment. Overcrowding and presence or lack of certain basic facilities are some of the other measurements used to determine the adequacy of a dwelling unit. Tables 4-1 and 4-2 show the substandard housing indices as recorded by the U.S. Census Bureau in 1970 for the North Highlands-North Central Area and the County as a whole. It is evident by a review and comparison of the two tables that the problem of substandard dwellings is relatively less in the study area than the County as a whole. In comparing the percentage figure for each category, the overcrowding indicator, 1.01 to 1.50 persons per room, is slightly higher for the North Central Area. This, no doubt, is a result of the higher count of persons per dwelling unit in the study area. The next significant figure of difference is in the low value indicator--owner occupied units \$10,000 to \$14,999 value--the difference between the study area and the County is nearly 10%. What these figures represent is a concentration of moderate cost housing in the study area and is not in itself an indicator of deteriorating dwellings. Some of the factors contributing to the low number of substandard dwelling units within the North Central Area may be the relatively young age of the units and the unmeasurable factor of pride of ownership that assures good maintenance. Among the observable housing trends of the last decade of not only this community but the County and State as well is the decreasing average household size. The North Central Area average household size decreased from 3.99 persons in 1960 to 3.67 persons in 1970. (See Figure 4-1.) For the same period,

TABLE 4-1

## SUBSTANDARD HOUSING INDICES FOR THE NORTH CENTRAL AREA

TOTAL HOUSING UNITS FOR AREA	TOTAL	PERCENT OF TOTAL UNITS	
	13,660	100.00	
<b>Overcrowding indices</b>	1,130	8.27	
Total units occupied 1.01 to 1.50 per room	151	1.11	
Total units occupied 1.51 per room or more	653	4.78	
Owner occupied, 1.01 to 1.50 per room	82	0.60	
Owner occupied, 1.51 per room or more	462	3.38	
Renter occupied, 1.01 to 1.50 per room	63	0.46	
Renter occupied, 1.51 per room or more			
			<b>PERCENT OF OWNER OCCUPIED UNITS</b>
			0.30
			1.36
			37.37
			<b>PERCENT OF RENTER OCCUPIED UNITS</b>
			0.77
			1.31
			4.07
			9.27
<b>Low Value Indices</b>	25	0.18	
Count of owner occupied units less than \$5,000 value	115	0.84	
Count of owner occupied units \$5,000 to \$9,999 value	3,157	23.11	
Count of owner occupied units \$10,000 to \$14,999 value			
<b>Low Rent Indices</b>	34	0.25	
Count of renter occupied units for which rent is less than \$40	58	0.42	
Count of renter occupied units for which rent is \$40 - \$59	180	1.32	
Count of renter occupied units for which rent is \$60 - \$79	410	3.00	
Count of renter occupied units for which rent is \$80 - \$99			
<b>Units Without Direct Access or Complete Kitchens</b>	61	0.45	
With direct access but lacking complete kitchen facilities	4	0.03	
Lacking direct access, with complete kitchen facilities	1	0.01	
Lacking direct access and complete kitchen facilities			
<b>Inadequate Plumbing</b>	5	0.04	
Flush toilet, but also used by another household	15	0.11	
No flush toilet	80	0.60	
Total occupied lacking one or more plumbing facility	47	0.35	
Owner occupied lacking one or more plumbing facility	26	0.19	
Renter occupied lacking one or more plumbing facility			
<b>TOTAL VACANT UNITS</b>	538	3.94	

Source: U.S. Census (1970)

TABLE 4-2

## SUBSTANDARD HOUSING INDICES FOR SACRAMENTO COUNTY

TOTAL HOUSING UNITS FOR AREA	TOTAL	PERCENT OF TOTAL UNITS	
	212,247	100.0	
<b>Overcrowding Indices</b>	10,621	5.00	
Total units occupied 1.01 to 1.50 per room	2,822	1.33	
Total units occupied 1.51 per room or more	6,172	2.91	
Owner occupied, 1.01 to 1.50 per room	1,386	0.65	
Owner occupied, 1.51 per room or more	4,449	2.10	
Renter occupied, 1.01 to 1.50 per room	1,436	0.67	
Renter occupied, 1.51 per room or more			
			<b>PERCENT OF OWNER OCCUPIED UNITS</b>
			0.65
			5.21
			24.34
			<b>PERCENT OF RENTER OCCUPIED UNITS</b>
			1.36
			6.70
			15.54
			18.45
<b>Low Value Indices</b>	750	0.35	
Count of owner occupied units less than \$5,000 value	5,999	2.83	
Count of owner occupied units \$5,000 to \$9,999 value	28,010	13.20	
Count of owner occupied units \$10,000 to \$14,999 value			
<b>Low Rent Indices</b>	1,036	0.49	
Count of renter occupied units for which rent is less than \$40	5,103	2.40	
Count of renter occupied units for which rent is \$40 - \$59	11,844	5.58	
Count of renter occupied units for which rent is \$60 - \$79	14,059	6.62	
Count of renter occupied units for which rent is \$80 - \$99			
<b>Units Without Direct Access or Complete Kitchens</b>	1,678	0.79	
With direct access but lacking complete kitchen facilities	51	0.02	
Lacking direct access, with complete kitchen facilities	15	0.01	
Lacking direct access and complete kitchen facilities			
<b>Inadequate Plumbing</b>	862	0.41	
Flush toilet, but also used by another household	310	0.15	
No flush toilet	1,843	0.87	
Total occupied lacking one or more plumbing facility	611	0.29	
Owner occupied lacking one or more plumbing facility	1,232	0.58	
Renter occupied lacking one or more plumbing facility			

Source: U. S. Census

the entire County average household size changed from 3.24 to 3.08 persons. This trend toward smaller households is an important consideration for the planning of urbanizing areas.

#### FUTURE PROJECTIONS

The housing need projections in Table 4-3 are estimations based on observed trends and assumptions of future conditions. These conditions are dependent on several interrelated variables such as demographic trends, social values, economic conditions and housing market characteristics. The major assumptions of the housing needs which serve as the basis for the housing projections in the North Central Area are as follows:

1. A population increase from 49,739 persons in 1970 to 78,287 persons in 1990 and a holding capacity, as outlined on the plan, of about 108,000 persons.
2. A decrease in the average household size from 3.67 persons in 1970 to 3.5 persons per dwelling unit in 1990. (See Figure 4-1.)
3. A prevailing vacancy rate of approximately 5%.
4. The continuation of present economic and financial conditions at least to 1990.
5. A changing demand for housing types as follows:
  - a. The 1990 distribution of housing types is estimated to be:
    1. Single family dwelling units = 65% of housing supply.
    2. Multiple family dwelling units = 31% of the housing supply.
    3. Mobile homes = 4% of the housing supply.
  - b. At ultimate development, the distribution of housing types is estimated to be:
    1. Single family detached and attached dwelling units = 50% of the housing supply.
    2. Multiple family units such as apartments, townhouses, modulars, etc. = 50% of the housing supply.

Using these assumptions, projections were calculated for the North Central Area housing needs. The housing requirements are estimated to increase from 13,660 units in 1970 to 24,291 dwelling units needed by 1990. This 20-year period is estimated to show an increase of some 10,600 units. Single family housing would increase by about 3,150 units and multiple family/mobile home housing would increase by about 7,400 units. The disproportionate increase of multiple family and mobile home

FIGURE 4-1

AVERAGE HOUSEHOLD SIZE  
1950-1990

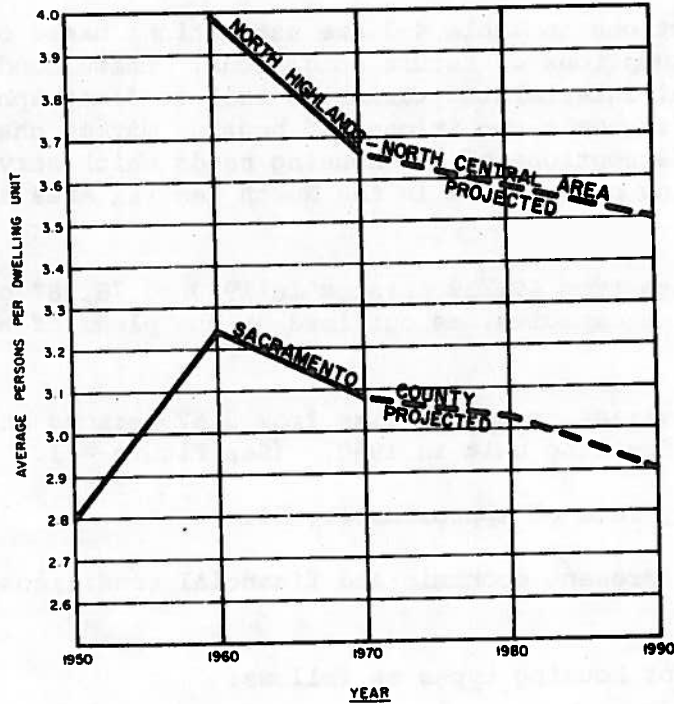


TABLE 4-3

North Highlands/North Central Area  
PROJECTED INCREASE IN HOUSING UNITS  
BY TYPE AND YEAR

	Population		Total Housing Units		Single Family Units			Multiple Family & Mobile Home Units		
	Number	% Change	Number	% Change from 1970	No..	% Change from 1970	% of Total	No.	% Change from 1970	% of Total
1970	49,739		13,660 <sup>1</sup>		10,599		78	3,061		22
1990	78,287	57	24,291 <sup>2</sup>	78	13,753	34	65	10,538	344	35
Holding Capacity	108,000	117	36,000 <sup>3</sup>	164	18,200	72	51	17,800	482	49

Average household size:  
 1 - 1970 3.67 persons  
 2 - 1990 3.5 persons  
 3 - Capacity 3.1 persons

housing over single family housing reflects the increasing acceptance and accelerated demand for these living styles. The assumption that these trends will continue into and beyond the foreseeable future is demonstrated by the holding capacity of the land use plan. In the residential category, a capacity of 50% is shown for both low density residential and multiple family residential uses. In terms of number of units, this would mean approximately 18,000 dwelling units in each of these housing categories.

Throughout the North Central Area community, most of the housing was under 20 years old at the time of the 1970 census. By the year 1990, 18% of the housing supply will be from 20 to 30 years old and nearly 35% will be 30 years or older. Consequently, measures such as utilization of available federal programs and other housing code enforcement should be taken to encourage the repair and maintenance of this housing at least to a minimum standard. In addition, provisions need to be made to rehabilitate or replace substandard dwelling units as they occur.

#### POLICIES

In order to help solve existing housing needs and problems of the community, it is a policy of Sacramento County to:

1. provide for a wide diversity and price range of housing types and living environments for all segments of the community giving adequate consideration to every income, ethnic or other group;
2. promote and encourage the development of innovative and well-designed and constructed housing in the community;
3. ensure the phased elimination or rehabilitation of substandard housing in the North Highlands-North Central Area;
4. encourage the integration of low cost dwelling units throughout the community in a dispersed pattern in order to prevent over-concentration in any particular neighborhood;
5. support and initiate, where possible, tax laws and assessment procedures which will encourage the maintenance, repair and improvement of residential dwellings; and
6. support the Sacramento County Housing Task Force in its study of housing needs and problems, and to provide means of implementation of its recommendations, when feasible.

## CHAPTER FIVE

### LAND USE

#### INTRODUCTION

The North Highlands-North Central Area is not a homogeneous, suburban community. It is a complex combination of a variety of living styles, land use categories and special interest activity.

Strip commercial and inadequate circulation are two problems common to nearly all of the plan area. The historic strip commercialism of Watt Avenue and Auburn Boulevard not only creates an atmosphere of blight, but contributes greatly to the traffic problems for these two major arterials. The I-80 Freeway, railroad tracks and McClellan Air Base are considerable obstacles to intracommunity travel.

This Community Plan deals more directly with some of these basic problems than the County General Plan is designed to do.

#### EXISTING LAND USE--1970

During the spring of 1970, a land use survey of the North Central Area was conducted. The tabulations are listed in the appendix of this report. A summary of the findings of this survey is given in Table 5-1 on Page 21.

A review of Table 5-1 indicates that the North Central community is more than one-half urbanized. The balance of the community (49%) was, at the time of the survey, in agricultural use or was vacant. Obviously, a considerable growth potential exists. Some of the pertinent facts of the land use survey are listed below.

#### Residential

Land used for residential purposes accounts for 2,236 acres of the community, or 14.6% of the total area. The major portion of the residential area is made up of single family homes. In 1960, 95% of the dwelling units were single family houses. By 1970, this figure had changed to 78% of the total housing units. These residential uses amount to nearly 29% of the developed area. Multiple family and mobile home land use categories amounted to only 1.8% of the plan area in 1960. In 1970, they accounted for 22% of the total housing units.

#### Commercial

In 1970, the North Highlands-North Central Area had 294 acres of land



TABLE 5-1  
 1970 LAND USE  
 NORTH HIGHLANDS  
 NORTH CENTRAL AREA COMMUNITY

Category	Existing Land Use		
	Acres	Percent	Percent of Developed Area
Residential	2,236	14.6	28.6
Commercial	294	1.9	3.8
Industrial (1)	2,812	18.3	36.0
Railroad	379	2.5	4.8
Parks and Recreation	119	0.8	1.5
Schools	526	3.4	6.7
Other Public and Quasi-Public	105	0.7	1.3
Streets	1,349	8.8	17.3
<b>Total Developed Area</b>	<b>7,820</b>	<b>51.0</b>	<b>100.0</b>
Undeveloped Area and Agri.	7,509	49.0	
<b>Total Area</b>	<b>15,329</b> <sup>(2)</sup>	<b>100.0</b>	<b>51.0</b>

(1) Contains 2,651 acres in McClellan Air Force Base  
 (2) Nearly 24 square miles

commercially used, 1.9% of the total community area or 3.8% of the developed area.

The bulk of the commercial areas are located along Watt Avenue, Madison Avenue and Auburn Boulevard. The area devoted to commercial uses is about 72 acres more than County standards indicate are needed. Thus, it appears that the North Central Community is providing commercial facilities for an area beyond its boundaries.

\*Commercial Areas Land Use Plan adopted by the Sacramento County Board of Supervisors.

### Industrial

Lands used for industrial purposes amount to nearly 21% of the total study area. McClellan Air Force Base occupies 83% of the total, and Southern Pacific Company's railroad accounts for nearly 12% of the industrially used land. Other typical industrial uses, such as warehousing, manufacturing, assembling of material, etc., account for slightly more than 5% of the industrially used lands.

## Recreation

Three parks and recreation districts are located totally or partially within the study area. At the time this plan was prepared, one district had not developed any parks. The other two districts have developed about 40 acres of neighborhood parks and recreational open space. Including the 9-hole McClellan Golf Course, the total area of recreational land amounts to less than 1% of the plan area. There is no community park located within the North Central Community Area. Since the land use study was conducted, the North Highlands Park District has lost more than seven acres of park land due to not renewing the lease on one site.

## Other Public Uses

Public and quasi-public uses, exclusive of schools, occupy less than 1% of the plan area. Churches are the major use in this category. Other uses include post offices, fire stations, libraries, etc.

Schools occupy more than 3% of the study area. Included in this total is the 145-acre campus of the American River College. The tabulated data does not differentiate between public or other schools.

## Streets

The area tabulated as "Streets" includes all streets, freeways and interchanges. Despite the areas utilized by the freeways Interstates 80 and 880, less than 9% of the plan area is utilized by streets. Because McClellan Air Force Base and the vacant or agricultural lands require no public streets for interior local service, a smaller than average area is devoted to streets in the plan area. Within a totally urbanized area, as much as 20% of the land is generally used for streets.

## Undeveloped Areas and Agricultural Areas

Undeveloped areas and agriculturally used areas, the largest single category of existing land use, constitute 49% of the land within the study area. In addition to numerous undeveloped sites of various sizes located throughout the urbanized portion of the study area, there are many large undeveloped parcels of land. Land used for agricultural purposes accounts for nearly 30% of the total study area. The bulk of the agricultural land is used for dry farming of small grains.

## LAND USE PLAN

The North Highlands-North Central Community Plan provides the framework for sound community growth. The plan envisions through contemporary

TABLE 5-2  
 PLANNED LAND USES  
 NORTH HIGHLANDS-NORTH CENTRAL COMMUNITY PLAN

LAND USE*	ACRES*	SQUARE MILES	% OF CATEGORY	% OF TOTAL AREA
Agricultural	3,682	5.7	100.0	24.0
Agricultural-Urban Reserve	2,069		56.2	13.5
Agricultural-Residential II	1,248		33.9	8.1
Agricultural-Residential I	365		9.9	2.4
Residential	5,711	8.9	100.0	37.3
Estate Density	463		8.1	3.0
Low Density	3,956		69.3	25.8
Low Medium & Mobile Home Density	746		13.1	4.9
Medium Density	546		9.5	3.6
Commercial	601	0.9	100.0	3.9
General Commercial	114		19.0	0.7
Other Retail Commercial	232		38.5	1.5
Auto Commercial	22		3.7	0.1
Shopping Center	109		18.1	0.7
Business & Professional	49		8.2	0.3
Travel Commercial	71		11.8	0.5
Convenience Center	4		0.7	0.1
Industrial	4,037	6.3	100.0	26.3
Industrial	802		19.9	5.2
Industrial Park	532		13.2	3.5
Airport Use	2,703		66.9	17.6
Park and Recreation	432	0.7		2.8
Other Public Uses	866	1.4	100.0	5.7
Schools	595		68.7	3.9
Quasi-Public	97		11.2	0.6
Freeway Interchange	174		20.1	1.1
<b>TOTAL</b>	<b>15,329</b>	<b>24.0</b>		<b>100.0</b>

\*includes streets

eyes how the different land use patterns should be arranged in relationship to each other 20 or more years in the future. It is a plan not for any specific year, but a plan for certain population densities. The plan designates the location and approximate amount of land to be used for housing, places of employment, shopping facilities, and public use facilities to meet the needs of the community in all of its phases of development. Plans, as men, suffer the ravages of time. In the case of plans, they need to be updated periodically to make adjustments for changing conditions and objectives within and surrounding the community. Table 5-2, above, gives a summary of the future land uses. Following is a brief summary of the land use categories used in this plan.

#### AGRICULTURAL

The North Central Community Plan proposed that 5.7 sq. miles of land be allocated for agricultural uses. This is 25% of the planning area. There are three divisions of the agricultural land use category. The first is a land holding classification for large parcels. The second and third can be characterized as large lot, rural residential development.

#### Agricultural-Urban Reserve

This category, which is used on the 1973 General Plan is shown for

areas which, if present growth trends continue, will not be needed for urban uses until 1990 or later. These lands are not served by urban utilities, nor should any provision be made for these services until a real demand for development exists. A major purpose of this land use category is to allow the people of future generation some options in land use policies.

This is not to say that some development could not take place; at this time, however, any improvements should be oriented toward agricultural pursuits on large lots (10 acres or more) and be rural in character. The minimum lot size is five acres with 10 acres or more encouraged.

#### Agricultural-Residential II

As the name implies, this is a residential area with agricultural uses allowed for recreation, education and income supplement. The minimum lot size is two acres, with the average lot size from 3 to 5 acres. The location of this Agricultural-Residential use is generally in areas not served by a public water supply or public sanitary sewers. This practice may continue within the basic requirements of the County Health Department.

Because of the number of existing substandard parcels in this area, the plan proposes all parcels less than two acres that exist on the date of plan adoption by the Board of Supervisors be "grandfathered in" as described in Chapter 10, Item 5 of the implementation program.

#### Agricultural-Residential I

This land use category is similar to Agricultural-Residential II, except the minimum lot size is one acre. It, too, is designed to allow a residential living style with hobby type agricultural activities allowed. The community plan designates this use in the area west of Watt Avenue, south of "U" Street, east of 32nd Street and north of McClellan Air Force Base. One of the purposes of this land use type at this location is to maintain a low residential density in the high noise and crash hazard area of the air base.

### RESIDENTIAL

The future land use plan proposes nine square miles of land to be developed for residential use. This area amounts to 37% of the total land area in the North Central Community. Of this area, 8.1% is proposed for estate density uses, 69% is to be devoted to low density residential, 13.1% is shown for low medium density or mobile home use, and 9.5% of the area is for medium density or multi-family use. The four residential density classifications proposed by the plan are discussed below. The density is defined in terms of the number of dwelling

units per acre permitted after deduction of space for public streets. These residential lands could at ultimate development accommodate from 100,000 to 120,000 persons.

#### Estate Density Residential

This land use category identifies areas proposed to be rural residential in character. The keeping of livestock for recreation or 4-H type club activities would be permitted on parcels that have met certain basic requirements. The land use category is permanent and is proposed to meet the need for alternative living styles within the North Highlands-North Central Area. Full public services will normally be required in these areas. The minimum lot size would be 20,000 square feet with the average lot size being one (1) acre or more. The density in these areas will range from 0.5 to 2.0 dwelling units per acre, 1.8 to 7.0 persons per acre.

#### Low Density

This residential classification is the typical urban subdivision containing predominately volume-built single family housing and some custom homes. The density in these areas will range from three to eight dwelling units per acre, 10 to 28 persons per acre. It is anticipated that the bulk of the 4,000 acres of this category will be developed with single family homes. Mobile home or modular home subdivisions would be included in the low density residential areas, where found to be appropriate. Lot sizes in this classification will average about 7,500 square feet per dwelling unit.

#### Low-Medium Density

Within this density classification, the typical type of development will be duplex or townhouses, with planned unit developments gaining in popularity. Density in these areas will range from 8 to 15 dwelling units per acre, 24 to 45 persons per acre. Low-medium density and mobile home density have a combined area on the plan of 746 acres.

#### Mobile Homes

Density in the mobile home areas will range up to 8.5 dwelling units per acre, about 17 persons per acre. The location for mobile home residential use as shown on the plan would be either in the low-medium or medium density residential areas, but not at their densities. This does not mean that the plan suggests the indiscriminate distribution of mobile home parks throughout the community. Each application for a mobile home park needs to be considered on its merits based on location, proposed use as shown on the community plan, local opinion of the proposal and surrounding existing uses. Mobile home development provides the

most desirable amenities when developed at the lower level of the density range provided by the low-medium residential category. (Because of the potential of locating in either the low-medium or medium density residential land use category, the locations for mobile home park use is indicated only in general terms.)

#### Medium Density

The range of densities in these areas is from 15 to 30 dwelling units per acre, 33 to 66 persons per acre. Medium density residential uses are concentrated near major commercial centers, transportation corridors, college campuses, and large employment centers. Typical developments consist of one and two-story garden apartments, three-story apartment houses, condominiums, townhouses, non-family group housing, and mobile home parks. The North Central Area Community Plan proposes 546 acres of land for medium density residential uses. These lands are dispersed throughout the community. The residential categories shown on the plan recognize the presently established development patterns. New proposals in the undeveloped portions of the community could provide a greater range of living environments by using the planned development approach.

#### COMMERCIAL

The North Central Area Land Use Plan proposes some 601 acres of land for commercial uses. This amounts to 3.9% of the total community. The type of commercial land uses proposed are: General Commercial, Other Retail Commercial, Auto Commercial, Shopping Center, Business and Professional, Travel Commercial, and Convenience Center. The commercial needs for the North Central Community are detailed in the analysis of commercial services found in this chapter, titled Commercial Service, Page 28. The accompanying plan shows the proposed and existing location of shopping centers and other commercial uses.

#### INDUSTRIAL PARK

The North Central Community Plan proposes 532 acres of land for industrial park use. This classification includes uses similar to and combinations of the following: light manufacturing, wholesaling, limited retailing, and contractor storage, and other service uses. The development standards to be utilized in this area are for well-designed buildings with attractive, landscaped frontages. Development plan approval to control the external effects of these uses should be part of the implementation process of this land use category.

#### INDUSTRIAL

The community plan indicates 802 acres, or 5.2% of the total planning area for industrial use. This land use category is very important to

the North Highlands-North Central Area Community. Both now and increasingly in the future, it will provide employment and investment opportunities with an ever increasing tax base.

#### AIRPORT USE

This land use category comprises 2,703 acres, or 17.6% of the total plan area. The area shown in this category on the plan is McClellan Air Force Base. Within the base boundaries, a large variety of land use activities take place. These uses are controlled by the Federal Government, and local government has little or no jurisdiction. The purpose of this land use category is to refrain from giving a misleading indication as to the future use of these lands.

Were a land use category such as "Industrial" assigned and a portion of the land sold to a non-governmental entity, the community might be dissatisfied with that type of use at that specific location. By designating the airport use of this land, the plan indicates that the use should be continued for the foreseeable future.

#### PARKS AND RECREATION

About 432 acres of land are proposed for park and parkway use to serve the recreational needs of the North Highlands-North Central Area Community. Locations proposed for parks and open space are indicated throughout the residential areas. These sites and other pertinent factors are described more fully in Chapter Nine--Community Facilities. The importance of this land use category cannot be overemphasized. A park adds an immeasurable quality to a residential area, providing stability to a community and enhancement of the environment.

#### OTHER PUBLIC USES

Public uses including schools, public utilities, freeway interchanges; and quasi-public uses such as churches, hospitals, and public buildings account for 5.7% of the total land area in the future land use plan. Proposals for many of these facilities are described in Chapter Nine--Community Facilities, Page 54. Because of the developing nature of the study area, many of the major utilities are not established. When subdivisions and other developments are designed, facilities will need to be provided for the needed utilities.

Table A-2 in the Appendix gives a summary of the land use divisions in the North Central Community by data area. The data areas are outlined in Plate A-1, Page 85. The existing land use data is outlined on Table 5-1, Page 21, and the proposed land use data is shown in Table 5-2, Page 23.

## COMMERCIAL SERVICE

Commercial activity constitutes an economic backbone of a community, and it is often used as a rough gauge of the so-called "health" of a community.

The purpose of the Commercial Service section is to focus attention on this vital element, to delineate and define policy statements that will aid in the correction of any current deficiencies in commercial activities, and to foster a beneficial balance in future activities. The plan is directed to the type, amount, and distribution of the commercial land uses; the characteristics of the commercial development will have a profound impact on the type of community the North Highlands-North Central Area will become. The timing of development, though important, is currently left to the controlling factors present in the marketplace.

This section includes definitions of the land use categories that are used to identify more precisely the type of commercial uses proposed and an analysis of problems, needs, and policies that are applicable to the planning area. The methodology, assumptions, and data used as a basis for the analysis is presented in the Appendix.

## LAND USE CATEGORIES

The land use categories used in this plan and how they relate to the categories of the earlier studies follows:

### General Commercial

Designed to accommodate all commercial activity including heavy commercial or non-retail uses, sometimes termed "quasi-industrial."

### Other Retail Commercial

Retail sales, excluding quasi-industrial uses, not located in a shopping center. This land use would normally be distributed among the general commercial and shopping center classifications so it does not directly correspond to earlier studies. A purpose can be to preclude the expansion of heavy commercial areas.

### Shopping Center

Used exclusively for shopping centers. It is subdivided into small (neighborhood), medium (community), and large (district or subregional) centers.

### Automobile Sales and Services

Traditionally exemplified by "auto rows." Under special conditions at approved locations, these uses would be allowed in the general commercial category.



### Travel Commercial

Uses that are primarily oriented to highway users, especially travelers.

### Business and Professional Offices

Self-explanatory. This category is typically located adjacent to shopping centers, although it can be located in other commercial classifications.

### Convenience Center

This land use category may be located within residential areas. Proposed locations are not shown on the community plan. A request for this use must be based on the location, need, and other specific local conditions. Some existing convenience center sites are shown on the plan as they are filling some of the local commercial needs.

## General Analysis and Policies for the Plan Area

The acres of commercial use area needed to provide goods and services for the plan area by 1990 was calculated by applying the County standards to the most recent population projections. While the commercial area required to serve the resident population has been determined, the site area and a development schedule has not been assigned to specific locations, in most cases, to retain flexibility. This allows, for instance, some shopping centers to develop toward the upper limit of their optimum size, while others oriented toward the same residential population may cease growing near their lower limit. It should be noted that this built-in flexibility decreases as the population increases and land use commitments are made.

Historically, commercial areas have developed at major intersections of transportation routes. Until relatively recently, commercial areas have also had a strong tendency to develop in strips along the principal thoroughfares. The major concentrations of commercial establishments presently serving this community have developed in this classic manner.

Two interrelated generalizations can be made about the existing commercial situation in the plan area. First, there is the large amount of strip commercial development; and second, this development pattern and other conditions have led to an excessive amount of commercially zoned property because of the historical reluctance to reclassify unneeded commercial properties. As a result of the strip commercial development, there is little or no concentration of retail commerce into integrated shopping centers. In comparing the two general types of development, strip commercial versus shopping center, it is found that most strip commercial areas characteristically have the following disadvantages:

- . . . creates traffic hazards
- . . . decreases traffic capacity of adjacent arterials
- . . . provides inadequate or no parking
- . . . inconvenient for shoppers
- . . . often deteriorates to a blighted condition, especially when competition with a shopping center occurs
- . . . when blighted, promotes surrounding blight

The area actually used commercially within the community is substantially larger than the County standards indicate is needed, based on population. Many of these "surplus" commercial enterprises serve neighboring communities and the large traffic volume on Watt Avenue and Auburn Boulevard. Some of this surplus is marginal. When it becomes excess to actual needs, it easily deteriorates to the blighted conditions already present in some areas. The problem of blighted areas is intensified by the existence of excessive commercially zoned property, the need for which may never materialize.

#### POLICIES

It shall be the policy of Sacramento County to:

1. convert all existing C-1, C-2 zones and the business and professional areas of the R-3 zone to the recently adopted zoning commercial district categories;
2. rezone unused and surplus commercially zoned properties as indicated on this plan;
3. require that neighborhood shopping centers and convenience centers be suitably located as established by the subdivision review process and to be compatible with surrounding and proposed development;
4. promote the use of the existing strip commercial areas for those uses not generally found in shopping centers;
5. encourage retail and service type business normally associated with shopping centers to locate within commercial shopping centers;
6. require off-street parking and landscaping for all commercial development;
7. require that the interface between the commercial and non-commercial areas be clearly delineated by design including the use of landscaping so that these boundaries are stabilized and easily maintained; and
8. encourage the redevelopment or revitalization of the older, less functional commercial areas so they can become a more economic asset to the community.

## Problems, Needs and Policies Unique to the Subcommunities

Due to the unique nature of the fairly well-defined subcommunities in the North Central Areas (as shown on Plate A-1), it is necessary to more precisely analyze the commercial needs of each one. Following is a brief summary of the problems and needs unique to each subcommunity and the policies the County will follow in an effort to overcome these problems.

### NORTH HIGHLANDS

#### Problems and Needs

Watt Avenue, south of "U" Street, is the divider between two diametrically opposed areas. To the east, averaging almost a mile in width, is a well-developed single family residential area. To the west, extending to and beyond McClellan Air Force Base, is an area where the County has long had a policy of approving industrial uses and discouraging incompatible residential uses. Strip commercial along Watt Avenue is long established but it is on the periphery of the trade area, lacks a focus of interest, and in some cases provides poor parking. These factors often promote deterioration and a general blighted condition along the strip and adjacent properties. Competition from shopping centers will make it difficult for some of the commercial uses to survive.

Table A-3 in the Appendix indicates that in 1970 the existing land area used for commercial purposes (109 acres) compared favorably with the normal standard (115 acres) based on the area population. A less favorable comparison is noted when the existing commercial zoning of 380 acres is compared to the above standard of 115 acres needed. The table shows that by 1990, or a population of about 33,200 persons, the subcommunity will need 134 acres of commercial land. The plan proposes 157 acres of commercial land which is considerably less than presently zoned, but still more than the projected 1990 need. Most of this excess commercial land is in the "strip" on the west side of Watt Avenue most of which, because of its proximity to McClellan Air Force Base, is unsuitable for reclassification to a residential or other land use category. Commercial uses in these areas should be oriented to the commute traffic rather than providing goods and services normally found in shopping centers. Other uses not in competition with shopping centers such as the professional offices should also be encouraged.

### POLICIES

It shall be the policy of Sacramento County to:

1. provide appropriate zoning for shopping centers as shown on the plan;
2. encourage improvement of the shopping convenience and atmosphere of existing strip commercial by promoting off-street

parking, providing frontage roads, street and parking lot, tree planting sign control, and other appropriate improvements;

3. restrict uses in the undeveloped strip commercial areas east of Watt Avenue to professional and office use and other uses not common to shopping centers; and
4. promote and provide for the uses that need direct major arterial access and are of heavy commercial or light industrial nature, for that area north of McClellan and just west of Watt Avenue. Proper development controls are to include landscaping, off-street parking, and the promotion of uses compatible with operation of the military airport.

#### HILLSDALE-FOOTHILL CORRIDOR

##### Problems and Needs

Access to and from this subcommunity is limited because of its location between the Southern Pacific Company railroad on the west and the Interstate 80 freeway on the east. In contrast to surrounding areas, with 50% of its area developed by 1970, it still had few commercial facilities oriented toward its resident population.

Normal standards for locating commercial facilities are not entirely appropriate to this narrow, semi-isolated corridor. The Commercial Areas Land Use Plan proposes that only subcommunity shopping centers be developed to provide the goods and services most often needed by this area. The resident population would be dependent on community and regional shopping centers located in other areas for less frequently needed goods and services. Appropriately located convenience centers could be distributed throughout the community to serve local needs.

Based on the 1970 Corridor population, there was a need for about 38 acres of commercial land in the various commercial use categories (Table A-4). The existing area of land used commercially was only 30.2 acres. In 1990, with a population of about 25,000 persons projected, the standards call for 101 acres of commercial land to be developed with 160 acres needed at ultimate development. The proposed plan shows slightly less, 138 acres, eventually being developed. No doubt this difference will be covered by continued trade outside of the corridor area. Of this acreage, 44 acres are anticipated to be devoted to Highway Travel Commercial instead of the "standards" norm of five acres. The standards have been largely ignored for this category as the major freeways traversing the area create a need that is largely independent of the local population.

In summation, it is apparent that unlike the North Highlands subcommunity, the Hillside-Foothill Corridor subcommunity has a reasonable amount of commercially zoned land compared to its future needs. No large problem is foreseen of commercial lands remaining vacant far into the future. There will be a need, however, for direction and high development standards for the use of commercial areas. Madison Avenue

at Airbase Drive and the east side of Watt Avenue, south of Madison Avenue is currently experiencing a blighted condition. The main problem is one of conversion of marginal uses which, no doubt, will occur as an economic measure that the property owners will have to take in order to remain competitive.

#### POLICIES

It shall be the policy of Sacramento County to:

1. direct non-retail general and heavy commercial type uses to locate in commercially zoned properties along the west side of Watt Avenue or in the industrial areas of the corridor;
2. encourage most commercial facilities to locate in a shopping center complex; and
3. discourage strip commercial uses along that portion of Madison Avenue within the corridor area.

#### AUBURN-MADISON

##### Problems and Needs

Table A-5 in the Appendix shows a comparison of commercial needs for 1970 and 1990, existing land developed for commercial uses, and an analysis of the commercial service plan with the amount of existing zoning. In reviewing this table, it is apparent that this subcommunity serves a much larger population than resides in the area. As a result of this larger trade area, and the fact that this location is functionally a subregional shopping center, it is no surprise to find that more than twice the area is developed than the standards would indicate is needed. The 1970 resident population would "normally" need about 72 acres of commercial facilities. As can be seen by the table, though, there were 154 acres used commercially at that time. In 1990, with almost a doubling of population, it is estimated that 117 acres will be required for residential needs. There are 319 acres commercially zoned presently and the commercial plan proposes 306 acres for commercial use. This excess in zoning includes some auto and travel oriented commercial development east of the intersection of Madison Avenue and Interstate 80 that has an effect on the community similar to its counterpart west of the freeway. In addition, some land presently zoned commercial has been developed for other uses such as multiple family residential.

The problems of North Highlands with strip commercial and excessive commercial zoning are also present in this area; however, the type and volume of traffic moving into and through this area provides a much larger and diversified market. At the present time, this area presents a healthy commercial image. However, the presence of some vacant and marginal uses, coupled with the large amount of commercial zoning, creates a potential for serious economic blight. Additionally, the newly developed regional center nearby may drain some potential shoppers from this subregional complex.

## POLICIES

It shall be the policy of Sacramento County to:

1. initiate proceedings to rezone commercially zoned properties that are used for and shown on the plan for other than commercial purposes to the most appropriate zoning category;
2. encourage and promote the improvement of commercial facilities to forestall their possible deterioration;
3. encourage non-retail and heavy type commercial uses to locate on general commercial properties along Auburn Boulevard, south of Madison Avenue; and
4. encourage retail types of businesses to locate in the other retail commercial category on Madison Avenue and Auburn Boulevard, north of Madison Avenue.

## McCLELLAN AIR FORCE BASE

In April of 1970, the McClellan Air Force Base subcommunity had a population of 2,379 persons and, accordingly, makes a significant impact on the commercial establishments of the larger community. On-base housing supplies about 219 dwelling units; dormitories and Bachelor Officer Quarters can shelter up to 1,800 persons. While off-base purchase of goods and services by occupants of this housing is only a fraction of their total purchases, these purchases do affect off-base commercial activities. However, the base commercial facilities provided goods and services to approximately 14,000 families (active and retired military personnel). The Post Exchange and other Base commercial facilities operate in a similar fashion to a neighborhood shopping center.

Table A-6 in the Appendix shows the needs of this subcommunity based on the population, existing and projected. All neighborhood shopping center commercial needs are presently met on the Base, and are similarly projected to be met on Base in the future. The medium and large center, auto-oriented, business and professional, and highway-oriented commercial needs will probably never be provided on the Base; therefore, facilities in these categories are planned to be met by off-base sites.

## POLICY

It shall be the policy of Sacramento County to:

1. initiate proceedings to reclassify those portions of McClellan Air Force Base that are commercially zoned to a category that would reflect the governmental use of the land without giving a false impression of its land use capabilities.

## CHAPTER SIX

### TRANSPORTATION

#### INTRODUCTION

Transportation into and through the North Highlands-North Central Area is primarily by auto and secondarily by bus. The street and highway system is extensively developed. However, major problems exist in circulation, traffic congestion, and the role played by McClellan Air Force Base. This plan will consider these existing problems as well as future needs of area residents.

#### DEFINITIONS

##### Major Streets and Highways

The network of streets over 60 feet in width and designed to facilitate the movement of traffic at varying volumes and speeds are referred to herein as major streets and highways. The word "street" as used in this plan includes freeways, expressway, thoroughfares, arterials, and local streets. The proposed major street and highway plan for the North Central Area is shown on Plate 6-1.

##### Freeways

Limited access, inter-urban streets designed to provide for continuous flow of large volumes of traffic are referred to herein as "freeways."

##### Expressways

Inter-community streets with limited access, divided four lanes, traffic lights, and frontage roads are known as expressways.

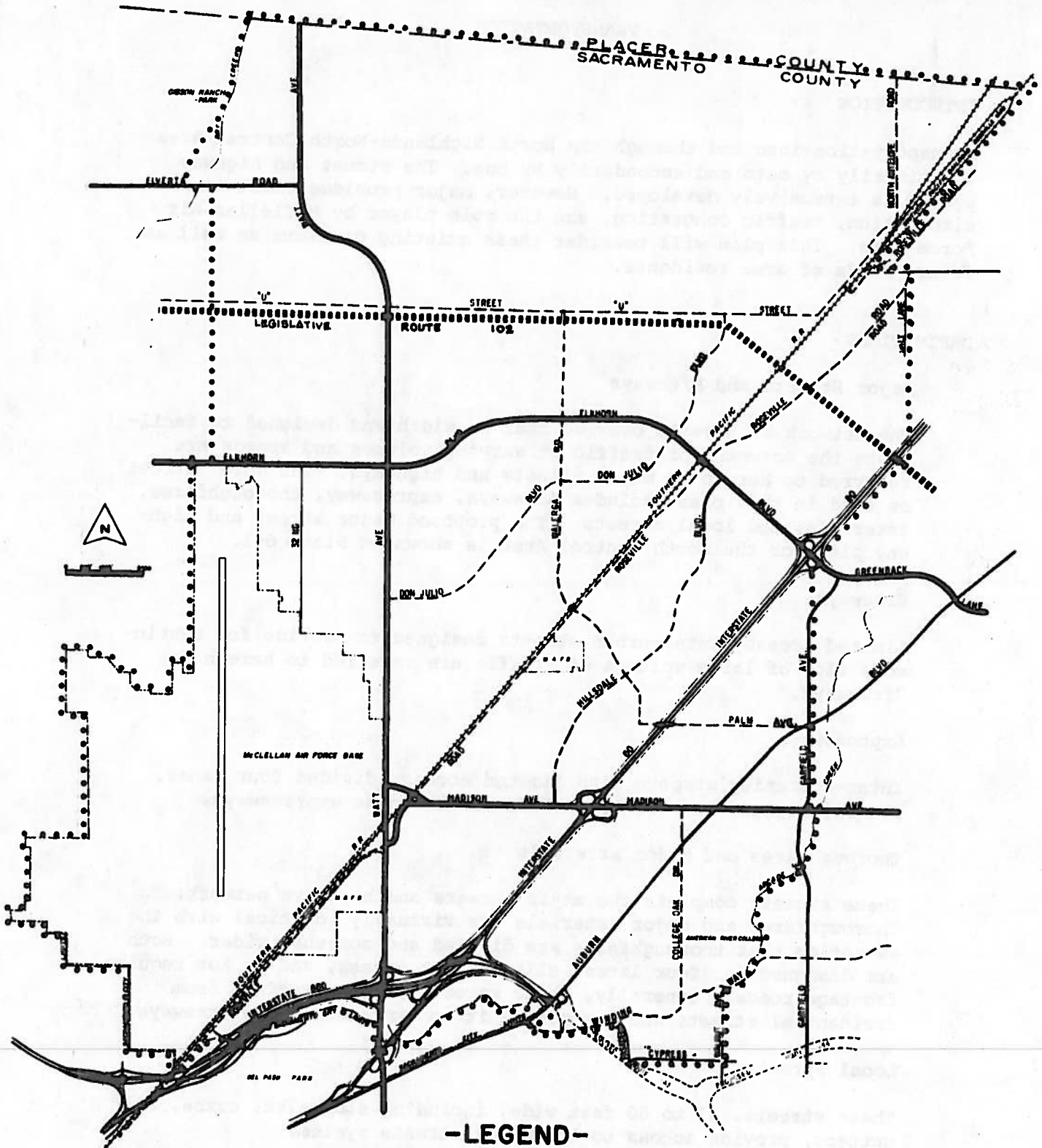
##### Thoroughfares and Major Arterials

These streets complete the major streets and highways network. Thoroughfares and major arterials are virtually identical with the exception that thoroughfares are divided and somewhat wider. Both are designed for four lanes, allow direct access, and do not require frontage roads. Generally, these streets collect traffic from residential streets and distribute it to expressways and freeways.

##### Local Streets

These streets, 42 to 60 feet wide, including sidewalks, curbs, and gutters, provide access to the major streets system.

PLATE 6-1  
**NORTH HIGHLANDS - NORTH CENTRAL AREA  
 MAJOR STREET AND HIGHWAY PLAN**



**-LEGEND-**

- FREEWAYS — 154' TO 202'
- EXPRESSWAYS — MINIMUM WIDTH 110' PLUS
- THOROUGHFARES — NORMAL WIDTH 110'
- ARTERIALS — NORMAL WIDTH 80'
- STUDY AREA BOUNDARY



## CIRCULATION

### Problems and Proposals

Inadequate circulation is the major transportation problem in the North Highlands-North Central Area. Circulation problems include restricted access, congestion during peak traffic periods, and underdeveloped streets, and lack of a comprehensive public transit system. Inter-community circulation is severely restricted by McClellan Air Force Base, Del Paso Park, Interstate 80 Freeway, and the Southern Pacific Company railroad, which divide the plan area into several subcommunities without the provision of sufficient overcrossings. Only Roseville Road, Watt Avenue, Madison Avenue, Elkhorn Boulevard, and Antelope Road cross the freeway system, with the Antelope Road crossing being of negligible importance to the area's traffic. Paralleling Interstate 80 about a mile to the west, the Southern Pacific railroad tracks are traversed only by Watt Avenue, Walerga Road, Elkhorn Boulevard, and Antelope Road.

North-south travel through the plan area is restricted to Watt Avenue and Walerga Road. While east-west travel in the northern portion of the area is adequate, similar travel through the southern area is limited to Winding Way, a two-lane street not designed to accommodate large volumes of traffic.

### Freeways

Interstate 80 and 880 provide the major access from the study area to downtown Sacramento and connections with other parts of the freeway system serving the urban area. Legislative Freeway Route 102 is shown on the community plan for information purposes only. The need for this freeway would have to be properly established by State and local highway planners and adopted as an official route before it would become a part of the circulation plan of the County.

Access to the freeway system in the study area is provided by the expressway routes of Watt Avenue, Madison Avenue and Elkhorn Boulevard. The first two streets carry the bulk of this type traffic at present but Elkhorn will handle an increasing portion as the northern part of the study area develops with urban uses. The development of more freeway access routes in this area does not now seem feasible.

### Expressways

The Community Plan area is served by three expressways--Watt Avenue from the County line in the north to the southern boundary of the plan area, Madison Avenue extending from Watt Avenue to the eastern study area boundary, and Elkhorn Boulevard from the western boundary of the study area to Greenback Lane.

Traffic congestion on Watt and Madison Avenues is a serious problem in the plan area. (See Plate 6-2.) This problem is caused by three factors: (a) McClellan Air Force Base is the major employment center in the area, (2) strip commercial development along Watt Avenue, and (3) insufficient number of high capacity streets through the area. Many people living in the plan area work at McClellan. Since access to McClellan from the plan area is for the most part restricted to Watt and Madison Avenues, traffic on these streets becomes extremely congested during peak periods. This problem, although partially ameliorated by staggering work schedules at McClellan, remains a serious obstacle to adequate area circulation. Establishment of a local transit system with schedules coordinated with McClellan's shift changes should ease this congestion.

#### Thoroughfares and Arterials

Thoroughfares and major arterials not only serve as collector streets, but in conjunction with expressways serve also as connecting links between subcommunities. Although recent projects have improved these streets in the study area, several are not yet developed to thoroughfare and major arterial standards which certainly adds to the circulation problems. They will, therefore, have to be upgraded to full standard in the future.

Walerga Road and Palm Avenue should be developed to major arterial standards. Their development, coupled with the Palm Avenue overpass across Interstate 80, would provide another major north-south, east-west route through the plan area and substantially improve intra-community circulation. College Oak Drive should be widened to four lanes from American River College to Madison Avenue.

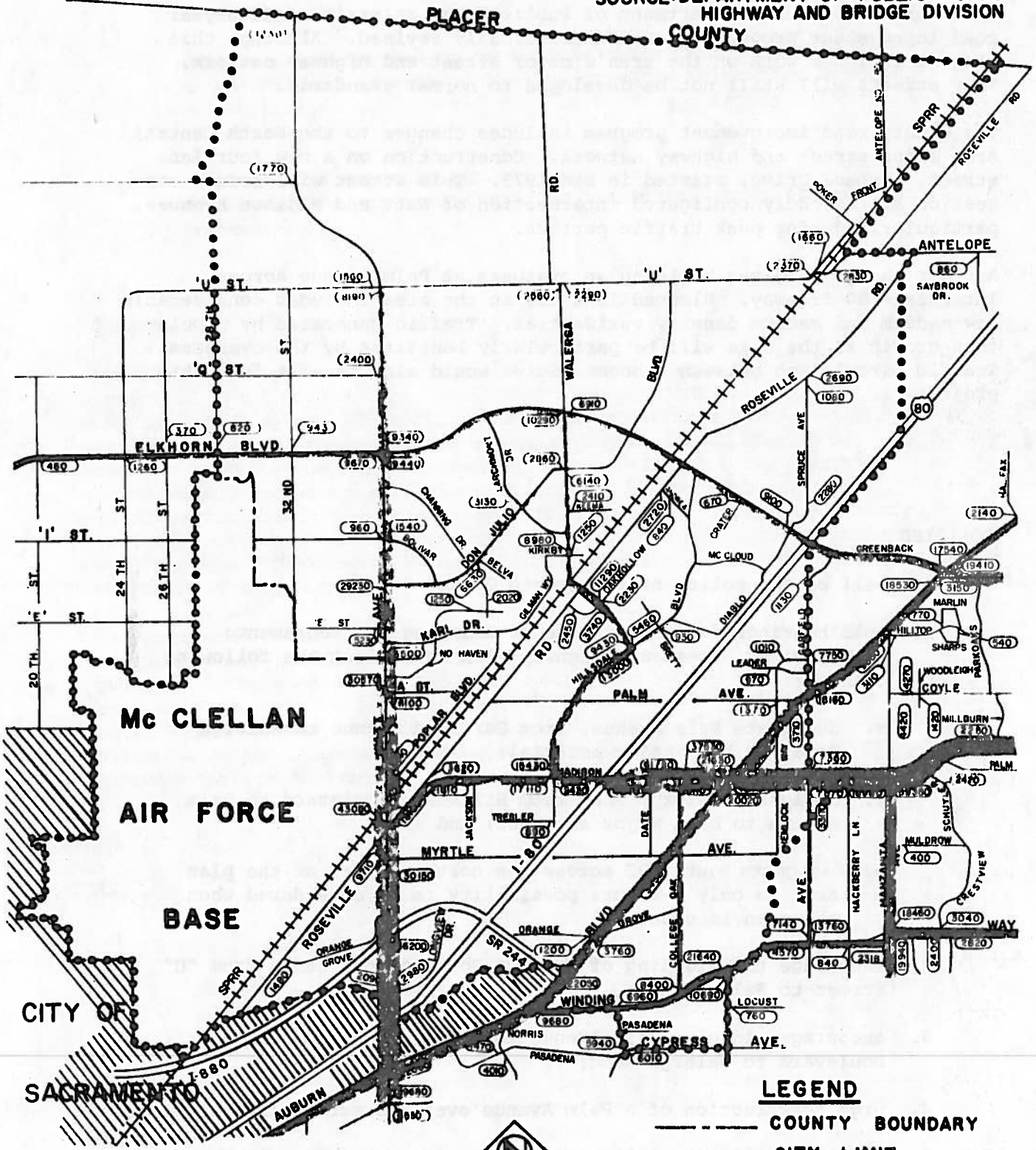
#### Local Streets

Except for undeveloped areas, local streets in the North Central Area are generally adequate for the needs of area residents. Local street patterns in the southern portion of the area between Auburn Boulevard and Interstate 80 should be improved as the area develops. The local street system in undeveloped areas should be designed to serve the neighborhood as development plans are submitted.

The area bounded by Winding Way, Walnut Avenue, Pasadena Avenue, and Cypress Avenue contains several private roads that are in very poor condition. However, the predominant character of the area is rural estates and the residents prefer a status quo street system. Considering the type of development in the area, no further street development should be considered until requested by the neighborhood. Improved roadways would probably encourage through traffic which would adversely affect the rural atmosphere.

PLATE 6-2  
**NORTH HIGHLANDS - NORTH CENTRAL AREA**  
**1972 TRAFFIC VOLUME FLOW MAP**

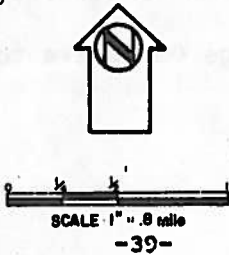
SOURCE: DEPARTMENT OF PUBLIC WORKS  
 HIGHWAY AND BRIDGE DIVISION



**LEGEND**

- COUNTY BOUNDARY
- - - CITY LIMIT
- - - GOVERNMENT BOUNDARY
- + + + RAILROAD
- TRAFFIC COUNT STATION
- STUDY AREA BOUNDARY

5,000 10,000 25,000 50,000  
 Scale: 1/4" = 50,000 Veh. per Day



## Proposed Street Improvements

The Sacramento County Department of Public Works maintains a five-year road improvement program which is periodically revised. Although this program includes work on the area's major street and highway network, many streets will still not be developed to normal standards.

The County road improvement program includes changes to the North Central Area major street and highway network. Construction on a new four-lane street, Airbase Drive, started in mid-1973. This street will reduce congestion at the oddly configured intersection of Watt and Madison Avenues, particularly during peak traffic periods.

Another change involves building an overpass at Palm Avenue across Interstate 80 freeway. Planned land use in the area includes considerable low-medium and medium density residential. Traffic generated by population growth in the area will be particularly benefited by the overpass. Traffic circulation between subcommunities would also benefit from this project.

## POLICIES

It shall be the policy of Sacramento County to:

1. hold hearings for the purpose of amending the Sacramento County Major Street and Highway Plan to reflect the following changes:
  - a. designate Palm Avenue, from Garfield Avenue to Walerga Road, to be a major arterial;
  - b. designate Walerga Road from Hillsdale Boulevard to Palm Avenue to be a major arterial; and
  - c. designate Route 102 across the northern part of the plan area as only a future possibility to be considered when the plan is updated.
2. encourage the widening of Walerga Road to four lanes from "U" Street to Palm Avenue;
3. encourage widening Palm Avenue to four lanes from Auburn Boulevard to Walerga Road;
4. urge construction of a Palm Avenue overpass across Interstate 80;
5. encourage widening College Oak Drive to four lanes from American

River College to Madison Avenue; and

6. encourage construction of Walerga Road from "U" Street to the County line only when the need exists for that area to urbanize.

#### TRANSIT

The Sacramento Regional Transit District presently operates two bus routes in the North Highlands-North Central Area. Transit patronage on these two bus lines has been meager, probably due to inadequate bus routing, long headways, and lack of waiting stations. The Foothill-Hillsdale subcommunity has no transit service whatsoever. The present North Central Area transit system obviously fails to meet the transportation needs of area residents, and is not competitive with the private auto. A transit system designed to meet these needs is essential to a real alternative method of travel.

A transit system is not automatically a panacea for solving the transportation problems of the North Highlands-North Central Area. People do not change from automobile to bus travel simply because a transit system exists. As long as the automobile is the most convenient method of travel and operating costs are not prohibitive, the private vehicle will probably remain the major means by which people move about. A transit system, to be effective, must successfully compete with the automobile in convenience and travel costs. The Sacramento Regional Planning Commission recognizes this fact in one of its major goals. Goal II of the SRAPC Transit Plan and Program is "to design a transit system whose attractiveness will divert substantial numbers of riders from auto to transit, and assist in reducing traffic congestion." The SRAPC Transit Plan and Program should produce a real alternative to the auto as a mode of travel. Implementation of this Plan and Program as it applies to the North Central Area should be adopted as Sacramento County policy.

Sacramento County can encourage the use of transit systems by developing planning policies that recognize the role of transit in the total transportation needs. For example, subdivision street patterns have been designed only for the automobile. Pedestrians often must walk long distances to reach a major street (the most probable bus route). Major streets often lack sufficient areas for bus stops, forcing buses to either stop in an active traffic lane or to make only infrequent stops. More emphasis in planning for transit use will create opportunities for a more balanced transportation system.

#### POLICIES

It shall be the policy of Sacramento County to:

1. encourage implementation of the SRAPC Transit Plan and Program;

2. require development patterns which will encourage the use of transit systems;
3. require new developments to include transit conveniences such as pedestrian walkways to bus stops and major traffic arterials, and to provide sufficient cross streets to minimize walking distances; and
4. support local or state legislation that permits the allocation of an adequate portion of the transportation funds for transit systems.

#### BIKEWAYS

Recently, the bicycle is increasingly used as a viable mode of transportation. In light of this development, transportation planning must include a system of useful, practical, and safe bikeways. As a part of the total transportation system, bicycle routes should be oriented toward actual travel needs of area residents. Neighborhood routes should include destinations of schools, commercial centers, public service facilities, parks and other places of assembly. Inter-community and intra-urban routes should normally be integrated with the major streets and highways network, recreational routes, and other recreation linkages.

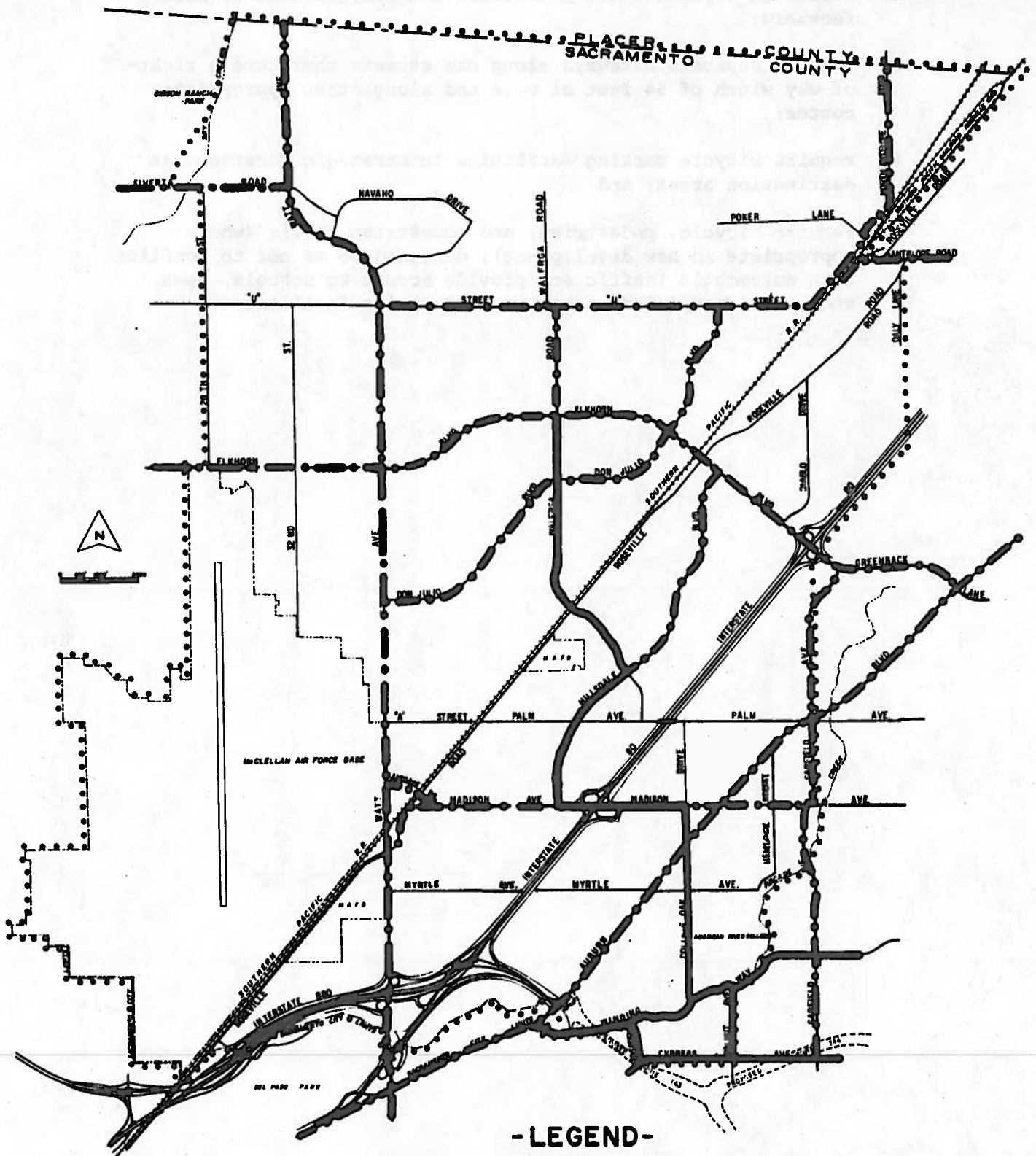
The Sacramento County Department of Public Works has a bikeway development plan which includes a schedule of adopted bikeway improvement routes. Proposed and/or improved routes are shown on Plate 6-3. Also shown on Plate 6-3 are recommended additional routes that would provide a good basic bikeway network for this study area. Future bikeway plans should be better oriented toward community needs as set forth in the following policy statements.

#### POLICIES

It shall be the policy of Sacramento County to:

1. develop a bikeway improvement plan that includes routes between residential areas, schools, commercial centers, public service facilities, parks, and other areas of public interest;
2. develop a bikeway improvement plan that includes an integrated system of routes for inter-community and intra-urban travel;
3. encourage development of bikeways along existing streets by the use of signing, striping, and separated areas;

PLATE 6-3  
**NORTH HIGHLANDS - NORTH CENTRAL AREA  
 BIKEWAY PLAN**



**- LEGEND -**

- SACRAMENTO COUNTY DEPARTMENT OF PUBLIC WORKS BIKEWAY IMPROVEMENT ROUTES
- RECOMMENDED ADDITIONAL ROUTES
- STUDY AREA BOUNDARY

4. encourage separation of pedestrian and bicycle traffic when feasible;
5. require separate bikeways along new streets that have a right-of-way width of 54 feet or more and along other appropriate routes;
6. require bicycle parking facilities in strategic locations at destination areas; and
7. require bicycle, pedestrian, and equestrian trails (where appropriate in new development), designed so as not to conflict with automobile traffic and provide access to schools, open space, bus stops, and other transportation facilities.



## CHAPTER SEVEN

### NOISE ELEMENT

#### INTRODUCTION

The North Highlands-North Central Area contains several activities which generate considerable noise. McClellan Air Force Base is the major noise producer and affects the greatest area and number of persons. Other noise sources include the Southern Pacific Company's railroad. Interstate 80 and 880 Freeways, and several congested traffic arterials. Altogether, these noise generation activities make specific sections of the study area a noisy place in which to live and work.

A recent amendment to the State Government Code requires identification of noise levels associated with transportation elements and conclusions regarding site or route alternatives or noise impact upon compatible land uses. The purpose of this study is to identify areas of high noise levels in the North Central Area and develop conclusions regarding compatible land use in these areas.

#### DEFINITION

Noise is not merely a consideration of physical properties involved; it also has a subjective basis. Noise can be defined as unwanted sound. Noise to one person may be music to another. However, as used in this report, noise will be considered only in quantitative terms--measurable units called decibels.

A sound meter is used to measure noise. There are a number of scales on most sound meters, but the one most closely duplicating the range of the human ear is the A scale. Decibels measured on this scale are referred to as "dBA". The A scale is weighed to account for high frequency tones--generally the more unpleasant sounds--and for the duration of the sound.

In order to measure large increase in noise, sound scales are logarithmic. This means that 80 dB is ten times as loud as 70 dB, and one hundred times as loud as 60 dB. For a rule-of-thumb, double the loudness for each increase of 3 dB. Thus 83 dB is twice as noisy as 80 dB.

While opinion varies as to the hearing impairment resulting from various levels of noise, it is generally conceded that sustained noise levels above 70 dB cause damage to the ear and a resultant loss of hearing. While this hearing loss may be temporary if the exposure time is brief, prolonged exposure above 70 dB may result in some permanent hearing loss.

## EXISTING PROBLEM AREAS

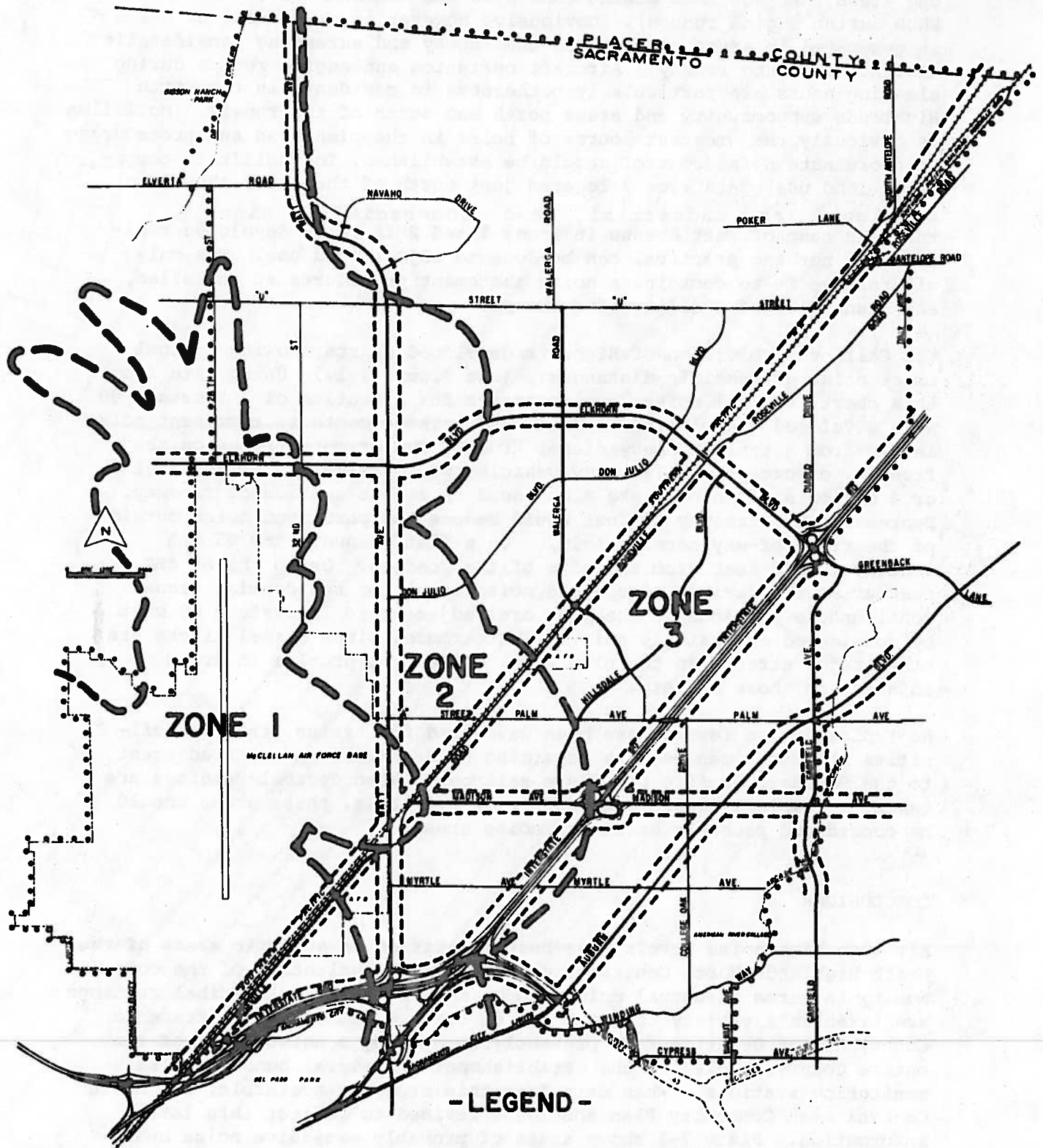
Defining excessive noise areas depends first upon establishing acceptable noise level standards. Unfortunately, no overall standards have been developed. There are two primary reasons for the lack of standards; the relatively recent recognition of the harmful effects of noise, and the subjective effects of noise upon mankind. State law did not require a noise element in the General Plan until 1971, and no federal action was taken until passage of the Noise Control Act of 1972. This act gives the Environmental Protection Agency authority to prescribe standards limiting noise generation characteristics for any product which has been identified as a major source of noise and requires EPA to publish information on levels of environmental noise which in defined areas under various conditions are requisite to protect the public health and welfare. When such information is published and actual noise readings are taken in the community, reasonable standards can be established.

The subjective effects of noise cannot be measured in quantitative terms. However, several studies have indicated a broad criteria for desirable conditions. The Environmental Protection Agency, in its 1971 Report to The President and Congress On Noise, defined typical residential areas by noise levels. This report defined a "normal suburban residential" area as having an average residual noise level of 38 dBA (decibels on the "A" scale). A "noisy urban residential" area had a residual noise level of 53 dBA. Theodore Berland, in his book "The Fight For Quiet," argues that all sounds audible at night impair the quality of sleep. While Berland does not give a dBA rating for audible sounds, other researchers have indicated any noise above 40 dBA interferes with sleep. A 35 dBA standard for night noise was recommended in the Final Report on Noise presented in 1963 to the British Parliament.

There are, however, specific activities for which noise standards have been developed. The Department of Labor requires protection be provided workers when noise levels reach 90 dBA for an eight hour period. The U.S. Air Force recommends ear defenders when personnel are exposed to 85 dBA. The California Vehicle Code limits any vehicle to 82 dBA, traveling at 35 miles per hour and measured from a distance of 50 feet. The California Department of Aeronautics has been mandated to adopt noise standards to govern the operation of aircraft and aircraft engines at airports. Accordingly, the Department established a standards of 65 dBA on a Community Noise Equivalent Level (CNEL) scale as the maximum allowable in residential areas.

Using these standards, and information furnished by the State Division of Highways and McClellan Air Force Base, specific areas of high noise generation have been identified. For the McClellan area, Plate 7-1 shows zones rated in perceived noise decibels. Although PNDB is not identical to dBA or CNEL ratings, it is sufficiently similar to be considered as such in this report. This chart shows that several areas in the North Central Area are within zones two (80 to 115 PNDB) and three

PLATE 7-1  
**NORTH HIGHLANDS-NORTH CENTRAL AREA  
 AREAS OF PROBABLE MAJOR NOISE**



- LEGEND -

- ZONE 1 - 100 PND OR MORE
- ZONE 2 - 100 to 80 PND
- ZONE 3 - LESS THAN 80 PND

**TRAFFIC ARTERIALS** - 80 dBA OR LESS, GENERALIZED LOCATIONS

..... - STUDY AREA BOUNDARY

(96 to over 115 PNDB). The chart does not indicate the limits of zone one (less than 100 PNDB during take-offs and landings and less than 80 PNDB during engine runups). Obviously, however, a great deal of noise is generated in areas adjacent to the runway and extending considerable distance from the runway. Aircraft operation and engine runups during sleeping hours are particularly bothersome to residents in the North Highlands subcommunity and areas north and south of the runway. McClellan is obviously the greatest source of noise in the plan area and procedures to coordinate noise control should be established. To facilitate compatible land use, data area 3 located just north of the base should be developed as industrial, and commercial. Since the area east of Watt Avenue in zones 1 and 2 is fully developed residential, nothing practical can be done to adjust land use. The only alternative is to coordinate noise abatement procedures at McClellan, and insulation of dwelling, for example.

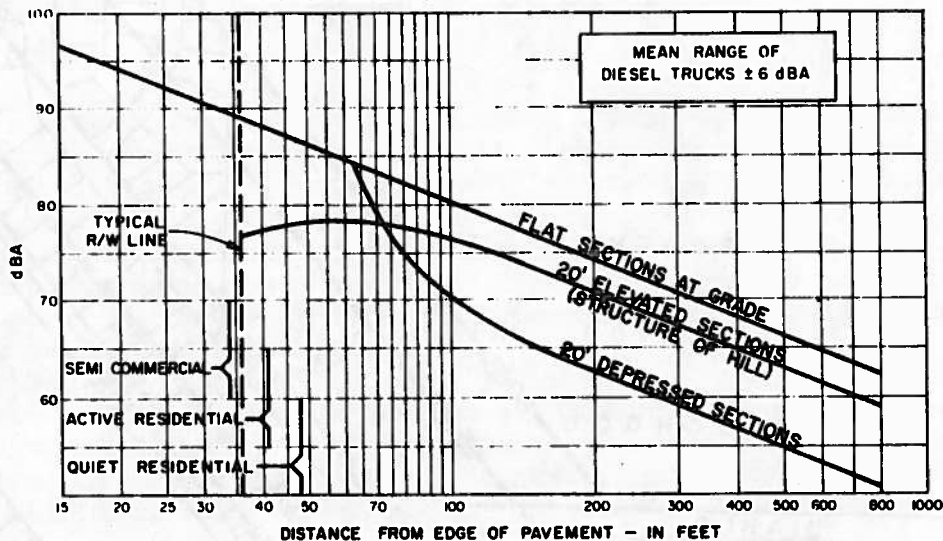
The California Division of Highways developed charts showing typical truck noise at specific distances. (See Figure 7-1.) Using data from this chart, typical noise level contours for a section of Interstate 80 were developed and plotted on Plate 7-2. These contours represent noise levels from a typical heavy diesel truck. Two or more trucks on the freeway, or exceptionally noisy vehicles would raise the noise level 3 or 4 decibels. Contours are also based on a flat section of freeway. Depressing the freeway 20 feet would reduce the perceived noise outside of the right-of-way considerably. On a flat roadway, the 65 dBA contour is 550 feet from the edge of the roadbed. Using the 65 dBA contour as the maximum acceptable noise level for residential areas, considerable portions of the plan area adjacent to Interstate 80 must be considered excessively noisy. Furthermore, since diesel trucks use other major streets in the plan area, noise is a problem in areas adjacent to those streets.

No typical noise levels have been developed for trains, thus no definitive statement can be made regarding noise levels in areas adjacent to the Southern Pacific Company's railroad. When decibel readings are taken, or typical noise level data made available, these areas should be considered probably excessive noise areas.

#### CONCLUSIONS

Although high noise levels have been identified in specific areas of the North Highlands-North Central Area, no overall evaluation of the community in terms of actual noise can be made until actual decibel readings are taken in a variety of areas and at various times. The Sacramento County Health Department is presently conducting a noise study of the entire County, including the establishment of several hundred noise monitoring stations. When data from this study is available, the North Central Area Community Plan should be revised to reflect this latest information. Plate 7-1 shows areas of probably excessive noise based upon estimated train noise, major street traffic and information

FIGURE 7.1  
TYPICAL TRUCK NOISE VERSUS DISTANCE  
FROM 3 BASIC FREEWAY DESIGNS  
 MICROPHONE 5 FEET ABOVE GROUND



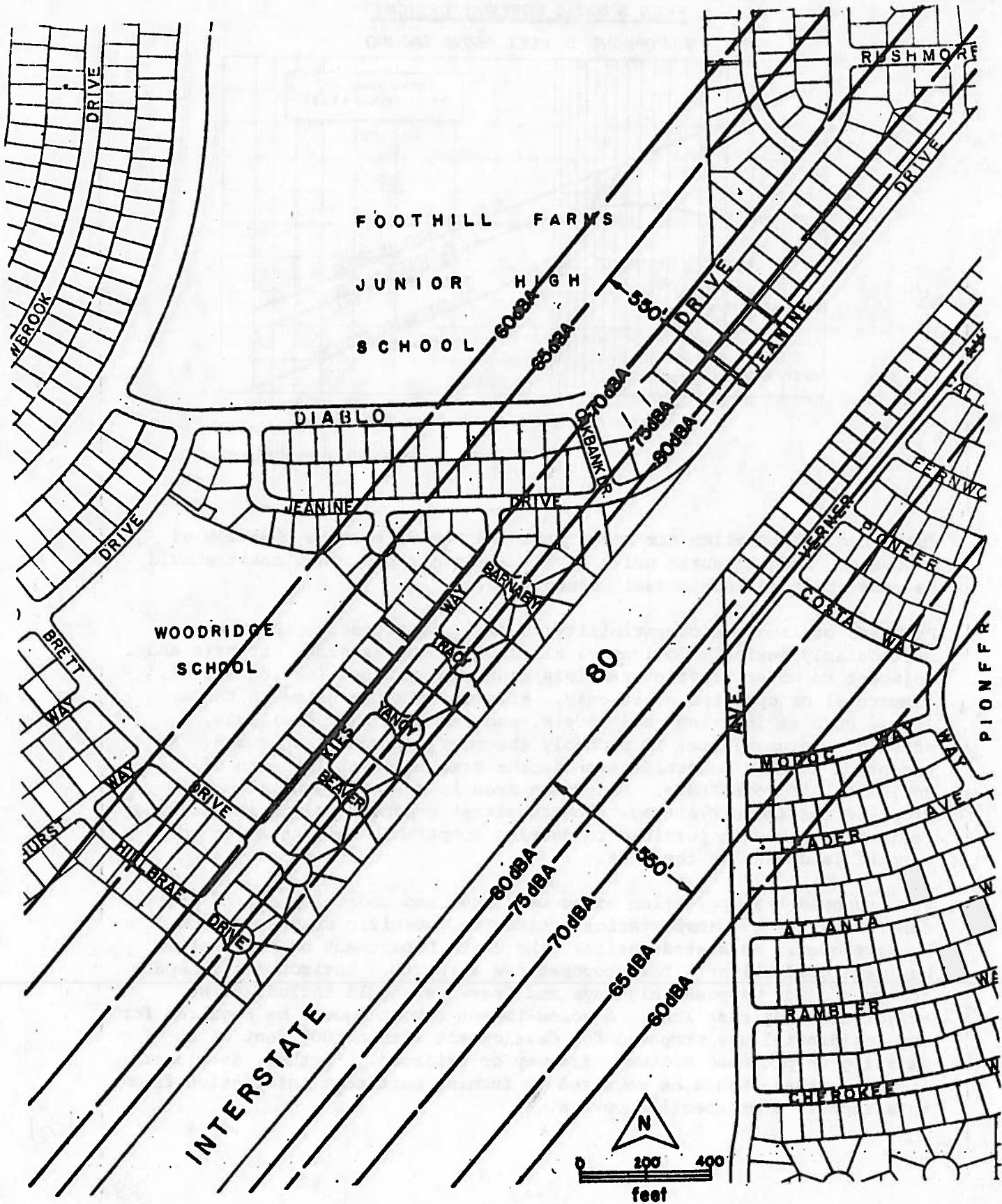
SOURCE STATE DIVISION OF HIGHWAYS

furnished by McClellan Air Force Base and the California Division of Highways. When measured noise levels are available, this chart should be updated to reflect actual conditions.

Problems of land use compatibility in areas of excessive noise are particularly vexing. Obviously, all land around existing airports and adjacent to major traffic arterials cannot be planned for industrial, commercial or open space use only. Efforts to abate noise in these areas, such as lowering road levels, and insulation of dwellings, schools, churches, etc. is probably the most reasonable approach. An exception to this generalization is the area immediately north of McClellan Air Force Base. Since the area is sparsely populated and proposed for industrial use, the resultant gradual decline in existing residences makes it possible to develop compatible industrial or commercial land uses in the area.

For proposed transportation sites or routes and undeveloped land adjacent to existing transportation activities, specific standards should be developed. As stated earlier, the State Department of Aeronautics has developed criteria for proposed new airports. Environmental impact statements for proposed highways and freeways should include noise effect upon adjacent land. A noise impact report should be required for any residential use proposed for development within 1000 feet of an existing or proposed highway, freeway or railroad. Further, developers in these areas should be required to furnish pertinent information from this report to prospective buyers.

# NORTH HIGHLANDS-NORTH CENTRAL AREA TYPICAL NOISE LEVEL CONTOURS



Finally, after all efforts to reduce noise around airports have been completed, undeveloped land between the airport and the 65 decibel CNEL contour around airports should be restricted to non-residential or open space uses.

#### **POLICIES**

It shall be the policy of Sacramento County to:

1. encourage coordination of noise abatement procedures and compatible land uses with McClellan Air Force Base;
2. require a noise element be included in all environmental impact reports;
3. require specific noise impact reports for all residential developments within 1000 feet of existing or proposed highways, freeways and railroads;
4. require areas adjacent to the Southern Pacific Company's railroad be re-studied when typical noise level data is made available; and
5. investigate the possibility of a project to insulate existing dwellings, in severe noise impact areas, subject to availability of rehabilitation funds.

## CHAPTER EIGHT

### UTILITIES

#### INTRODUCTION

As parts of a community urbanize, whether from a totally rural or agricultural community or from one which has had spotty residential development, one of the most important factors will be the availability of utilities. Services such as water, liquid and solid waste disposal, storm drainage, street lighting, electric, gas, and telephone can direct community growth patterns. These services are all available in the North Highlands-North Central Community and the present development is adequately served.

The most critical policy relative to all utilities from a land use and economics point of view is the prevention of premature or unnecessary extensions of public services into or through open, undeveloped areas which would facilitate or promote non-contiguous urban development.

The following policies will insure continuation of adequate services and improvement for future development in the most economical manner.

#### POLICIES

It shall be the policy of Sacramento County to:

1. restrict the premature or unnecessary extension of public services into or through open, undeveloped areas which would promote non-contiguous urban development;
2. use General Plan policies for the various utilities as a guide for this community's development;
3. encourage the local water suppliers to support the recommendations of the Water Resources Planning Study completed October 7, 1971;
4. encourage the water agencies serving the North Highlands-North Central Area Community to coordinate their future planning of public water supply systems with surrounding water suppliers;
5. promote the development of plans within and between districts to tie the water systems together in crucial areas to provide better fire protection;
6. promote groundwater recharge wherever studies indicate this as a viable engineering method within or outside of the Community Plan Area;



7. implement in the North Highlands-North Central Community Plan Area the "Water Resources Policy" adopted by the Board of Supervisors June 19, 1972, with special emphasis on the ground-water policies;
8. continue plans made by the Water Quality Division of Sacramento County's Public Works Department to consolidate the treatment of the plan area's liquid wastes;
9. leave natural drainage courses through present developed areas undisturbed to the greatest extent possible considering the flood control needs;
10. develop flood control measures for areas presently undeveloped which will retain waterways in their natural state;
11. place all flood-prone lands within the plan area in the appropriate flood combining zone;
12. establish a tree-planting program in flood plain areas to enhance them as open space, and to replace damaged trees caused in the improvement of drainage areas;
13. insure that future developments incorporate flood plain usage for parkway and open space into design plans for property adjacent to natural drainage courses;
14. establish a program, where an established public necessity exists, to provide adequate lighting for all streets, parks and future pedestrian, bike and equestrian ways; and
15. have future utility lines placed underground, where possible, and establish a program for undergrounding existing overhead utility lines.

## CHAPTER NINE

### COMMUNITY FACILITIES

#### SECTION 1 PARKS AND OPEN SPACE

##### INTRODUCTION

The availability of park facilities in the North Highlands-North Central Area varies from a fairly adequate pattern in North Highlands to virtually no facilities in the southern part of the plan area. This inconsistent pattern of park development reflects the varied attitude of area residents toward the importance of parks to the total recreational picture. As the area becomes more fully developed, the lack of park facilities will become increasingly more acute. The following plan is presented as a guide for the improvement of present park conditions and the planning for future park needs.

Data used in computing the park needs of the North Highlands, North Central Area is contained in Table A-9 of the Appendix. This table divides the study area into subareas to facilitate an equitable distribution of park acreage to community needs. In preparing this plan, several assumptions about population and land use were utilized. These assumptions are stated in the respective chapters of this study. If the population or land use does not develop according to these assumptions, the park needs will change. This plan, therefore, should be reviewed periodically to determine if it should be modified to reflect changed conditions or assumptions.

##### PARK DEFINITIONS AND STANDARDS

For the purpose of this plan, park facilities are divided into neighborhood and community parks, defined as follows:

###### Neighborhood Park

The neighborhood park should be at least seven to eight acres in size. It is intended to serve the needs of the immediate "neighborhood" of from 2,000 to 3,500 persons. This park should be within walking distance of neighborhood children (no more than one mile) and generally contain facilities such as playgrounds, ball diamonds, rest rooms, slides, swings, climbers, and other small child facilities. Additionally, these parks may contain tables for family picnics. Park facilities will vary according to location. Parks located adjacent to schools will require less facilities than those located on independent sites. Neighborhood parks should be located in the center of the neighborhood they serve and should be adjacent to elementary school sites where

possible. Locations should be chosen so that young children will not have to cross a major traffic street to get to the park. This last requirement may not be possible for parks to be located in areas which are already developed. However, new developments should be designed so that pedestrians and bicyclists have access to neighborhood parks without conflict with automobile traffic.

#### Community Parks

The community park should be 40 to 60 acres in size and serves as a neighborhood park to the immediate area as well as providing more extensive recreational facilities for 20,000 to 30,000 persons located within a two-mile radius of the park. In addition to neighborhood park facilities, the community park should provide group picnic areas, self-guided nature trail tour areas, day camps, rest rooms, tennis courts, open space for passive enjoyment, and any other facilities necessary to meet the community's recreational needs. These parks should be located near a traffic arterial or feeder street to keep traffic generated by the park out of the center of neighborhoods. Parking should be provided on the outer edges of the park and no traffic allowed through or into park activities areas. Parking lots could serve dual purposes during off-peak times such as night tennis or volley ball courts. Ideally, community parks should be adjacent to junior or senior high school sites to get maximum use of the facilities. Due to their size, however, community parks in developed areas generally have to be located where large tracts of land are available. For this reason, it is important to plan for these parks before an area becomes developed.

#### Park Standards

The standards recommended in the Local Recreation Spaces Element of the County General Plan were used in preparing this plan and are listed in Table A-10 of the Appendix.

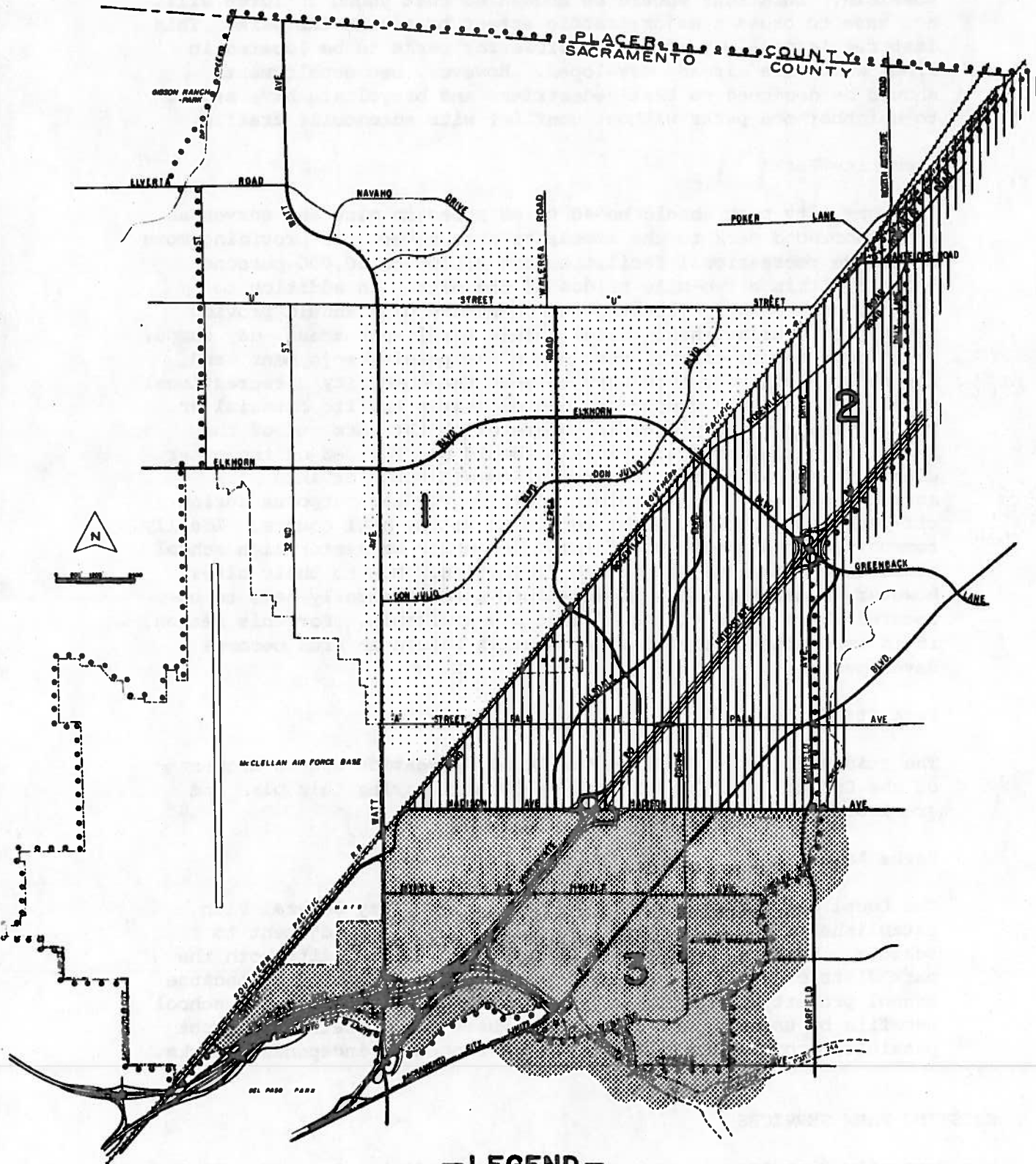
#### Parks Adjacent to Schools

The Local Recreation Spaces Element of the County General Plan establishes the basic principle of locating parks adjacent to schools. The joint use of land and facilities benefits both the park district and the school. The park district benefits because school property provides part of the required land, and the school benefits by using park facilities. Where such locations are not possible, proposed sites should be developed as independent parks.






#### EXISTING PARK SERVICES

The Community Plan Area is served by three park districts. (See Plate 9-1-1.) The North Highlands Recreation and Park District operates six

PLATE 9-1-1  
 NORTH HIGHLANDS-NORTH CENTRAL AREA  
 RECREATION AND PARK DISTRICTS



-LEGEND-

- |   |                 |   |                       |
|---|-----------------|---|-----------------------|
|  | NORTH HIGHLANDS |  | DEL PASO              |
|  | SUNRISE         |  | AREA OUTSIDE DISTRICT |
|   |                 |  | STUDY AREA BOUNDARY   |

neighborhood parks in the North Highlands subcommunity with a total area of 25.9 acres. Additional recreational areas are located in the North Highlands subcommunity. These areas are essentially play fields and maintained by the Rio Linda Elementary School District. Two of these areas were, until recently, being maintained by the North Highlands Recreation and Park District on a joint use basis. However, due to lack of funds, the Park District had to discontinue the joint use arrangement. The Park District has a joint use agreement to use the Campos Verdes Junior High School swimming pool and the Kohler School softball field. The 1990 projected neighborhood park needs of the North Highlands subcommunity is about 70 acres; thus, the area will need about 44 additional acres by that date.

The Sunrise Recreation and Park District encompasses an area bounded by the Southern Pacific Company Railroad, Madison Avenue and the easterly boundary of the study area. This district presently maintains a 4.6 acre park in the plan area. An additional 49 acres should be developed in the Sunrise Park District to meet the 1990 minimum standards.

The Del Paso Recreation and Park District extends from Madison Avenue to the southern boundary of the plan area and includes a "finger" that projects westerly into the industrial area south of McClellan Air Force Base. This district has no parks and has made no efforts to acquire park sites. The Del Paso Park District will need a minimum of 43.2 acres in parks by 1990 within the community plan area. Thus, it is vital that Del Paso Park District be encouraged to initiate a park site acquisition program due to the steady loss of available land for parks.

There are two regional parks located just outside the plan area which are used by North Central Area residents living near them. Gibson Ranch County Park abuts the plan area at the northwest corner, and Del Paso Park adjoins the southern boundary east of Auburn Boulevard. Since these parks serve a regional function, their peripheral location to the plan area should not be considered as substitutes for community and neighborhood park needs.

In its final report of March, 1969, the Advisory Council of the Sacramento Local Agency Formation Commission concludes ". . . that there should be a consolidated countywide park system with administrative subdivisions that preserve sufficient local control to recognize, consider, and act promptly in response to community interests and desires." In view of the recent district boundary dispute and the large amount of land outside any park district, the North Highlands-North Central Area would undoubtedly benefit from the implementation of the Advisory Council's recommendation.

#### Recreational Parkways

The North Highlands-North Central Area has two streams that should be developed as recreational parkways. Arcade Creek forms the southeasterly

boundary of the plan area from about Madison Avenue to Walnut Avenue, then traverses the plan area to about Auburn Boulevard. Dry Creek forms the extreme northwestern boundary of the plan area from the County line to Elverta Road. The area immediately adjacent to these streams should be developed as riding and hiking trails and open space. However, the emphasis in these areas should be on preservation of the natural environment.

The 1971 Parks and Outdoor Recreation Plan and Program developed by the Sacramento Regional Area Planning Commission includes a regional system of riding and hiking trails. Arcade Creek and Dry Creek form integral links in this network. Any break in the network of riding and hiking trails would seriously impair the effectiveness of regional planning. Consequently, it is important to take immediate steps that will insure the development of these links within the plan area. Action should be taken to acquire easement rights along both sides of the creeks sufficient to accommodate riding, hiking and bicycle trails. To facilitate this action, a special study of these areas should be implemented to determine design and access specifications. This study should be completed as soon as possible so that necessary legal steps can be taken to acquire the appropriate property rights.

A small drainage stream flows through the southern portion of data area 6 and the northern part of data area 8, just north of the Interstate 80-Elkhorn Boulevard intersection. A twenty-acre strip of land along this stream has been dedicated to the County for recreational purposes and additional land is in the process of being purchased. Since Interstate 80 blocks any connection of this area with other parkways, it should be developed as recreational open space and a small community park. A 9.6 acre strip of County land south of Roseville Road and west of Daly Lane traverses the northern part of data area 6. This area should be developed as a neighborhood park and recreational parkway connected to the adjoining Citrus Heights Community Parkway system.

#### Areas Outside Any District

Virtually all of data areas 1 and 3, and all of data area 2, with a combined total of about 5,100 acres are located outside an existing park district. This is not an immediate problem due to the sparse population and extensive open space in these areas. However, as portions of areas 1 and 2 develop, there will be a definite need for parks. It is therefore essential that residents of these areas be encouraged to form an independent park district or join an existing one. A new district could be formed with a minimal tax rate until the population reaches a level that requires park development. A park development program synchronized with the population growth would insure an adequate park system as the population increases toward the holding capacity.

## PROPOSED PARK FACILITIES

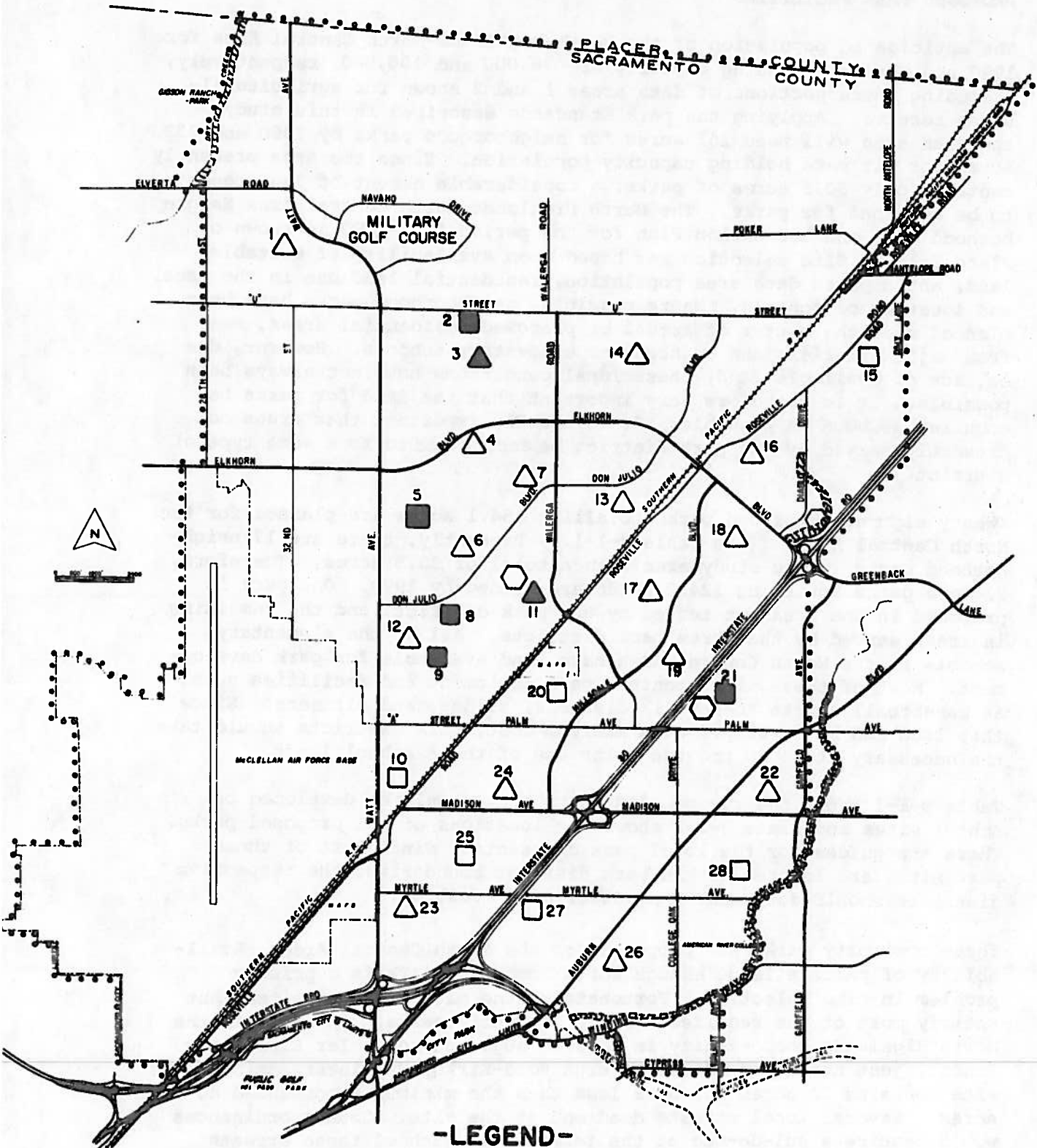
The anticipated population of the North Highlands-North Central Area for 1990 and ultimate holding capacity are 78,000 and 108,000, respectively, excluding these portions of data areas 1 and 2 shown for agricultural-urban reserve. Applying the park standards described in this study, the plan area will need 151 acres for neighborhood parks by 1990 and 233 acres for ultimate holding capacity population. Since the area presently contains only 30.5 acres of parks, a considerable amount of land needs to be obtained for parks. The North Highlands-North Central Area Neighborhood Park and Recreation Plan for the period 1972-1990 is shown on Plate 9-1-2. Site selection was based upon availability of suitable land, anticipated data area population, residential land use in the area, and location of schools. Where possible, neighborhood parks have been planned near the center of actual or proposed residential areas, away from major arterials and adjacent to elementary schools. However, due to lack of available land, these ideal conditions have not always been possible. It is therefore very important that the land for parks be acquired as soon as possible. It is equally important that areas not presently served by any park district be encouraged to form some type of district.

Twenty-eight neighborhood parks totalling 154.1 acres are planned for the North Central Area. (See Table 9-1-1.) Presently, there are 17 neighborhood parks in the study area with a total of 30.5 acres. Therefore, 22 more parks totalling 124.2 acres are needed by 1990. One park is proposed in the area not served by any park district, and the remaining in areas served by the three park districts. All of the elementary schools in the North Central Area have land available for park development. Most of these sites contain park equipment and facilities such as basketball courts, baseball diamonds, slides, and climbers. Since this land can be developed at a minimum cost, park districts should take the necessary steps to provide joint use of these school lands.

Table 9-1-1 shows the recommended parks that should be developed on school sites and Plate 9-1-2 shows the locations of all proposed parks. These are guides for the local park districts. Since most of these park sites are located within park district boundaries, the respective districts should determine the actual park location.

Three community parks are proposed for the North Central Area. Availability of parcels large enough for a community park is a primary problem in site selection. Fortunately, the plan area has sites that satisfy most of the requirements for community parks. The site in the North Highlands subcommunity is located adjacent to Kohler Elementary School, just northeast of the Walerga Road-Kirkby Way intersection. The site contains 32 acres which is less than the minimum recommended 40 acres. Several local streets dead end at the site. County ordinances would require a cul-de-sac at the terminus of each of these streets when the area is developed as a park. This park site is conveniently

PLATE 9-1-2  
**NORTH HIGHLANDS-NORTH CENTRAL AREA  
 PARK AND OPEN SPACE PLAN**



**-LEGEND-**

- |   |   |        |                     |
|---|---|--------|---------------------|
| □ | NEIGHBORHOOD PARK                       | ▬▬▬▬▬▬ | PARKWAY             |
| △ | NEIGHBORHOOD PARK<br>ADJACENT TO SCHOOL | .....  | STUDY AREA BOUNDARY |
| ○ | COMMUNITY PARK                          |        |                     |

**NOTE:**  
 SOLID SYMBOL INDICATES EXISTING FACILITY.  
 NUMBER IDENTIFIES FACILITY ON TABLE 9-1-1.



Table 9-1-1

NEIGHBORHOOD PARK PLAN  
North Highlands-North Central Area  
1970 to Ultimate Development

**Area Designation	Acres on School Site	Acres Adjoining School Site	Acres on Separate Site	TOTAL
1.		7.8		7.8
2. W.C. Brock Park			7.0*	7.0
3. New Acquisition Park	4.0	5.8*		9.8
4. (Village School)	3.0			3.0
5. Larchmont Park		2.4*		2.4
6. (Larchmont School)	3.3			3.3
7. (Warren-Allison Sch.)	3.0			3.0
8. Strisek Park			4.2*	4.2
9. Karl Rosario Park			3.5*	3.5
10.			2.0	2.0
11. Kohler School Park	3.0*	4.0		7.0
12. W.H. Adm. Office & Park		4.8		4.8
13. (Hillsdale School)	4.0			4.0
14.		6.0		6.0
15.			8.0	8.0
16.		6.0		6.0
17. (Proposed Sch. Site)	3.4			3.4
18. (Frontier School)	4.0			4.0
19. (Woodridge School)	3.0			3.0
20.			10.3	10.3
21.			4.6*	4.6
22. (Hemlock School)	4.0			4.0
23. (Oakdale School)	6.0			6.0
24.		10.0		10.0
25.			6.0	6.0
26. (Orange Grove Sch.)	5.0			5.0
27.			10.0	10.0
28.			6.0	6.0
TOTAL	45.7	44.0	64.0	154.1

\*Indicates existing park.

\*\*Numbers correspond to numbers on Plate 9-1-2  
Names in parentheses are proposed joint use sites.

located to much of the existing North Highlands developed area. The site has been selected by the North Highlands Park District Board for community park use.

The second proposed community park site, located at the northeasterly intersection of Palm Avenue and Interstate 80 Freeway, contains about 20 acres. Although this site is less than the minimum size for a community park as established above, the location makes its development highly desirable. With the completion of the Palm Avenue overpass, residents in the Hillsdale-Foothill Farms subcommunity will have direct automotive access to the park. A pedestrian overpass at Pioneer Way and Verner Avenue affords residents additional access to the site. The proposed park would also serve the entire Auburn Madison subcommunity. The park would thus serve a present population of about 18,000. As stated earlier, community parks are designed to serve a population of 20,000 to 30,000; thus, the parks proposed in this plan would meet the immediate and near future needs of the plan area. (See Table 9-1-2.) As the area develops, the plan should be reviewed and updated to meet new conditions.

The third site is easterly of Diablo Drive and northerly of Interstate 80. This location includes lands that are designated parkway and would be a small (20 acres more or less) community park. The Sunrise Park District envisions limited development of basic facilities at this site.

The importance of parks and recreational space can hardly be over-emphasized. Too often, communities have ignored these important facilities until it becomes apparent that all available land has been used for other purposes. By the later stages of community development, it is generally too expensive to develop an adequate park system. With a total population of more than 50,000 persons in 1972, the North Central Area has only about 34 acres in parks and most of this, 29.5 acres, is concentrated in the North Highlands subcommunity. The projected population for the plan area for 1990 is some 75,000 persons. Thus, it is obvious that a plan of park development must be started as soon as possible if the future needs of the community are to be met. This plan is submitted as a guide to meet these needs.

#### POLICIES

It shall be the policy of Sacramento County to:

1. incorporate the principles and standards adopted in the Local Recreational Spaces Element of the Sacramento County General Plan, such as park size, location, and acreage per population, in the North Central Area Community Plan;
2. encourage dual use of community park automobile parking lots for activities such as night tennis or volley ball;
3. encourage Del Paso Park District to initiate a park site acquisition program;
4. support the March, 1969, report of the Advisory Council of the Sacramento Local Agency Formation Commission statement " . . . that there should be a consolidated countywide park system with administrative subdivisions that preserve sufficient local control to recognize, consider and act promptly in response to community interest and desires;"
5. acquire easement rights along Arcade Creek and Dry Creek for development of these streams as recreational parkway links in the Sacramento Regional Area Planning Commission's Outdoor Recreation Plan and Program;
6. encourage a park development program synchronized with population growth;
7. encourage park districts to acquire land for parks before areas become developed;
8. encourage residents living in areas located outside park districts to either join their areas to existing districts or form new districts;

9. encourage park and recreation districts to coordinate with school districts in establishing joint use agreements of school grounds; and
10. encourage the development of parks on school sites that are not to be developed and are adjacent to planned parks.

Table 9-1-2

**NORTH HIGHLANDS-  
NORTH CENTRAL AREA PARK NEEDS**

---

**1990 Community Park Needs**

---

1. 1990 Projected Population-----75,787
2. Community Park Acreage Standard-----1.2 acres per 1000 persons
3. Acreage Needed by 1990-----91 acres
4. 1970 Existing Acreage-----0
5. Community Park Size Standard-----40 to 50 acres
6. Number of Community Parks Needed (1990)-----2

**Total Community and Neighborhood Park\***  
**Acreage Needed - 1970-1990-----212 acres**

**Ultimate Park Needs**

1. Projected Ultimate Population-----110,732
2. Neighborhood Park Needs (Acres)-----221 Acres
3. Existing Neighborhood Parks-----31 Acres
4. Neighborhood Park Needs (1972 to ultimate population)-----190Acres
5. Community Park Needs at Ultimate Population-----133 Acres
6. Total Park Needs (1972 to ultimate population)-----323 Acres

\*See Table A-9

## COMMUNITY FACILITIES

### SECTION 2 SCHOOL FACILITIES

#### INTRODUCTION

In terms of school administration, the North Highlands-North Central Area is characterized by extreme fragmentation. Four elementary and three secondary school districts serve the plan area. (See Plates 9-2-1 and 9-2-2.) Most of the area is served by the Grant Union High School District, the Rio Linda Union Elementary School District, and the Center Joint Elementary School District. The remaining districts serve students living on the peripheral fringes of the plan area. Since each of these school districts develop school site plans independently, it is important that an area-wide analysis of school needs be made and a plan developed for the entire North Central Area.

The major objective of this element of the plan is to determine the need for school facilities in the North Highlands-North Central Area Community for the plan period and to show needs that may be expected at ultimate development of the area.

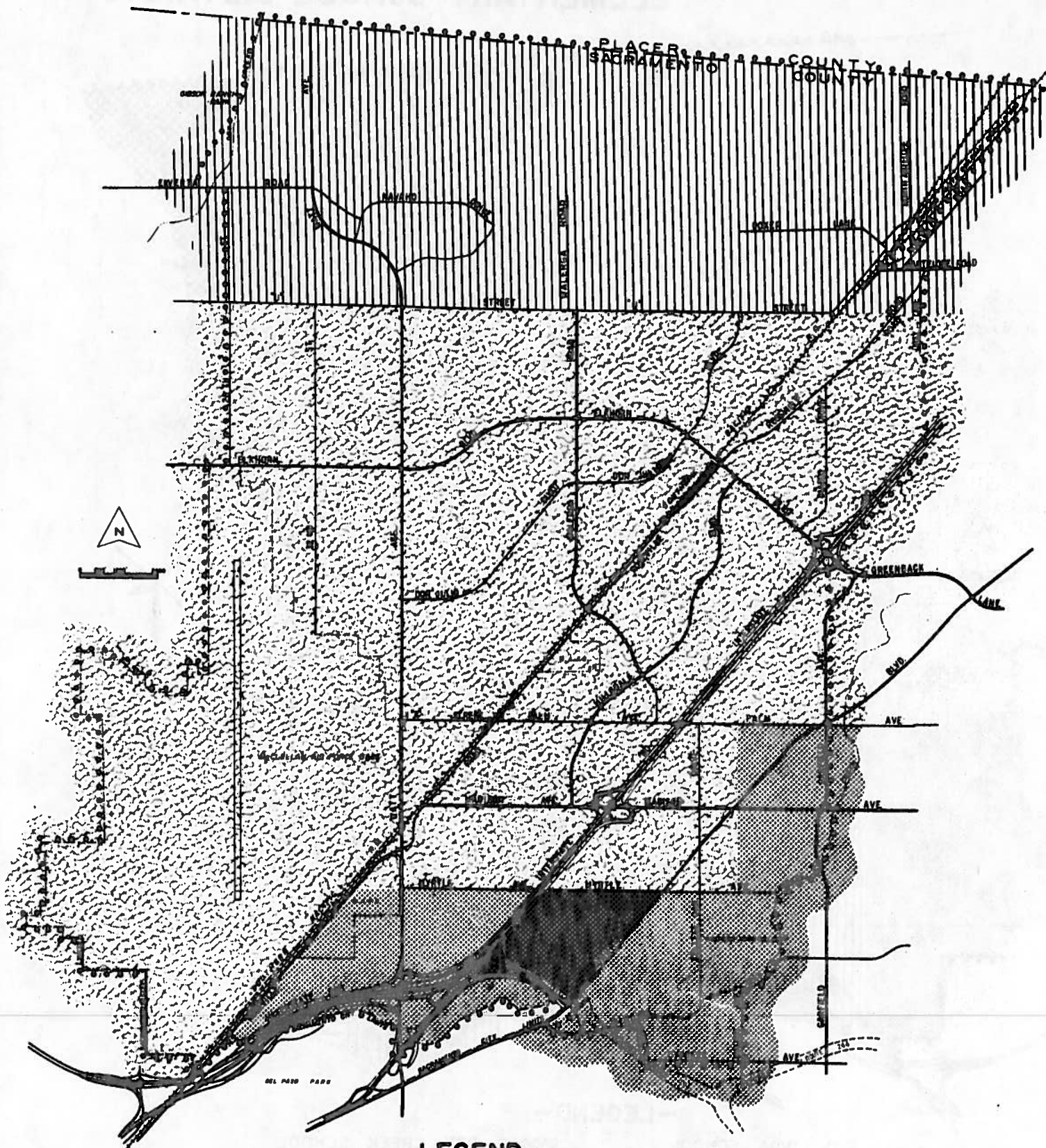
#### EXISTING FACILITIES

The Community Plan Area contains a total of 23 elementary and secondary schools. The various districts represented in the plan area own an additional six undeveloped school sites in the North Highlands-North Central Area. Plate 9-2-3 shows the locations and Table 9-2-1 lists the schools and their respective capacities and existing enrollments.

#### SCHOOL ENROLLMENT ANALYSIS

In order to determine school facility needs during the plan period and for ultimate development, a student projection method was developed which reflects the normal enrollment cycle over a period of time. Since schools needs are expressed in terms of sites, it is assumed that temporary buildings or additions to existing school buildings will better meet short-term, peak student loads rather than investing in capital in permanent school plant facilities that may not be needed over the long run. However, since long-term student projections cannot be precise, total site proposals are based upon predicted maximum needs. In other words, the plan does not suggest that as an area develops, schools plants must necessarily be built at each proposed site. The plan is based upon 1990 and ultimate area holding capacity needs and provides adequate sites for these periods. Thus, proposed sites should be reserved to meet 1990 and holding capacity projected needs.

PLATE 9-2-1  
**NORTH HIGHLANDS - NORTH CENTRAL AREA  
 SECONDARY SCHOOL DISTRICTS**



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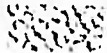



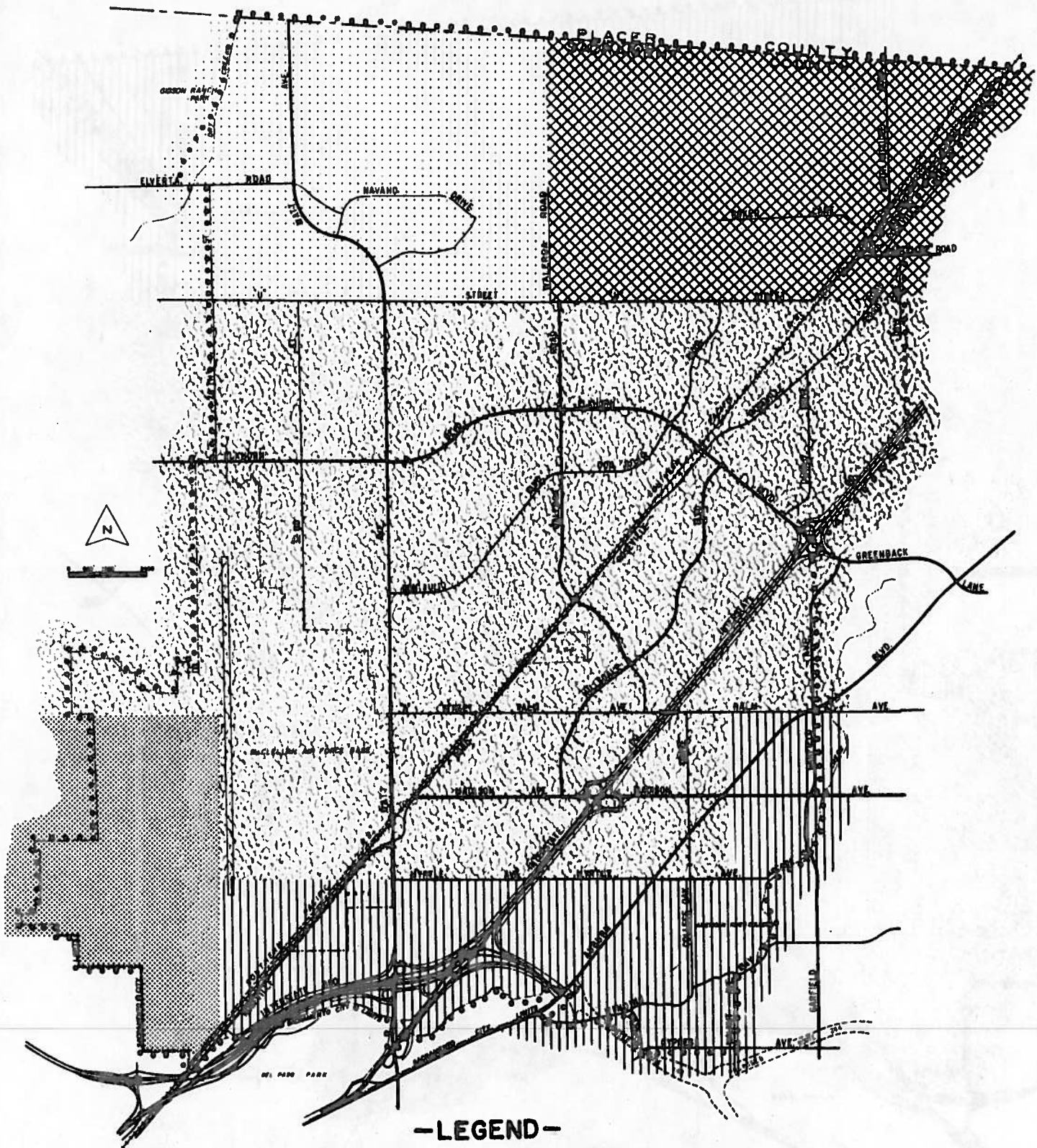






- |  |  |
|--|--|
| <p> GRANT JOINT UNION<br/>HIGH SCHOOL DISTRICT</p> <p> ROSEVILLE JOINT UNION<br/>SCHOOL DISTRICT</p> | <p> SAN JUAN UNIFIED<br/>SCHOOL DISTRICT</p> <p> ..... STUDY AREA BOUNDARY</p> |
|--|--|

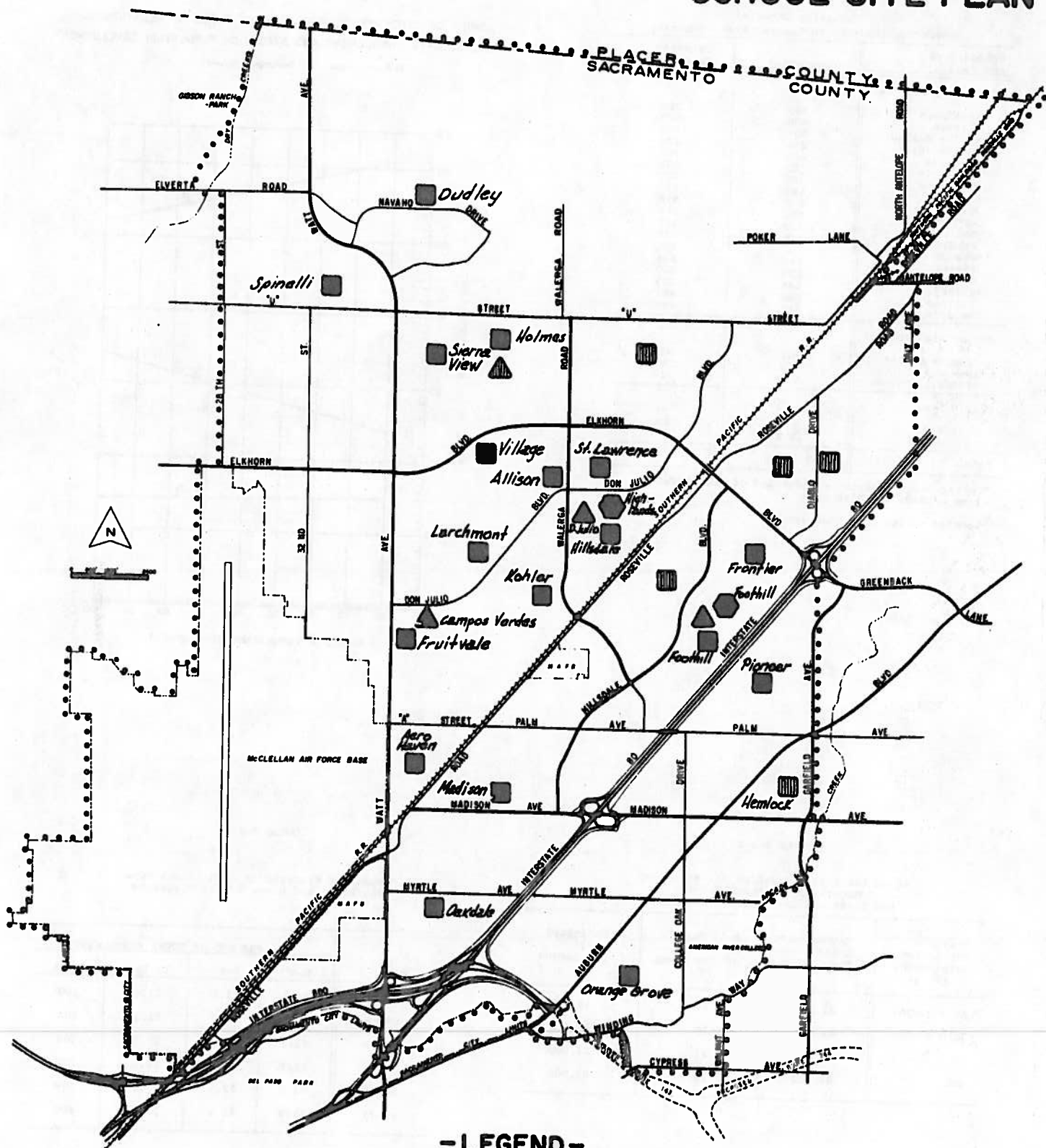
PLATE 9-2-2  
 NORTH HIGHLANDS - NORTH CENTRAL AREA  
 ELEMENTARY SCHOOL DISTRICTS



-LEGEND-

- |   |                              |   |                                  |
|---|------------------------------|---|----------------------------------|
|  | RIO LINDA SCHOOL DISTRICT    |  | DRY CREEK SCHOOL DISTRICT        |
|  | CENTER JOINT SCHOOL DISTRICT |  | SAN JUAN UNIFIED SCHOOL DISTRICT |
|  | ROBLA SCHOOL DISTRICT        |  | STUDY AREA BOUNDARY              |

# PLATE 9-2-3 NORTH HIGHLANDS - NORTH CENTRAL AREA SCHOOL SITE PLAN



## - LEGEND -

### EXISTING SCHOOLS

- ELEMENTARY
- ▲ JUNIOR HIGH
- ⬡ SENIOR HIGH

### PROPOSED SCHOOLS

- ▨ ELEMENTARY
- ▴ JUNIOR HIGH

TABLE 9-2-1

Existing Schools North Highlands-North Central Area Community		
School Type and Name	Capacity	Existing Enrollment
<b>Elementary Schools</b>		
Aerohaven	540	360
Allison	600	495
*Arthur Dudley	605	588
*Center Joint	286	275
Frontier	600	498
Fruitvale	720	651
Hilldale	580	425
Holladay	520	557
Holmes	600	516
Kohler	660	566
Larchmont	520	369
Madison	420	437
Oakdale		281
**Orange Grove	540	534
Pioneer	600	469
Sierra View	284	293
*Spinelli	600	481
Village		486
Woodridge	510	
<b>Junior High Schools</b>		
Campos Verdes	1076	921
Don Julio	924	1003
Foothill Farms	985	920
<b>High Schools</b>		
Foothill	1913	1850
Highlands	1753	1650
<b>Total (23 schools)</b>	<b>15,786</b>	<b>14,625</b>

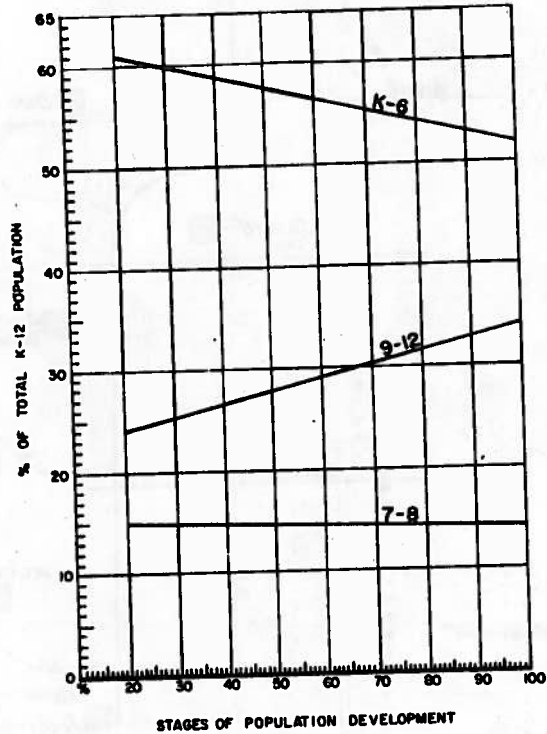
\*Center Joint District - About 1/4 of the students live outside the Plan Area

\*\*Located in San Juan District

FIGURE 9-2-1

SHIFT OF STUDENTS BETWEEN SCHOOL TYPES IN RELATION TO TOTAL K-12 ENROLLMENT AND STAGES OF POPULATION DEVELOPMENT.

Selected Areas in Sacramento County



-82-

TABLE 9-2-2

Projected K-12 Population vs. Stages of Community Development for the Rio Linda and Grant School Districts

Status of Population Development (%)	Estimated Total Population	K-12 Pop. as Percent of Total Pop. (%)	Estimated K-12 Population
48.3 (1970)	42,409	33.7	14,300
70 (1990)	61,400	30	18,400
90	79,000	27	21,000
100	87,000	24	21,000

TABLE 9-2-3

Percent of Students in Each School Type Rio Linda and Grant School Districts

YEAR	PERCENT OF TOTAL ENROLLMENT			TOTAL
	K-6	7-9	10-12	
1966-67	54.4	23.2	22.4	100
67-68	53.7	23.0	23.3	100
68-69	52.1	22.4	25.5	100
69-70	52.3	22.2	25.5	100
70-71	51.8	22.6	25.6	100
71-72	50.2	22.4	27.4	100



School facility needs are directly proportionate to total student enrollment (K-12), which is also directly related to total population. However, many factors influence the relationship of student enrollment to population. It has been determined that student enrollment declines in relation to the total population as a community develops. A mathematical approximation of the relationship has been developed from studies of areas within the City and County of Sacramento and was used in computing student population projections as shown in Table 9-2-2. Furthermore, as total school enrollment increases due to population growth, a shift of students within school types will occur. K-6 groups will gradually decline, 7-9 groups will remain relatively constant, and 10-12 groups will gradually increase. Table 9-2-3 illustrates this shift for the Rio Linda and Grant School Districts. Figure 9-2-1 shows the shift of student groups for a much greater sampling and was used in projecting future school requirements.

The two techniques described above were applied to the 1990 and ultimate holding capacity populations of the North Central Area to determine anticipated school enrollment by school types.

#### PROJECTED ENROLLMENT AND FACILITY NEEDS

Due to the fact that the North Central Area is divided among five different school districts, enrollment projections and facility needs were computed for the area within each school district. Since all five districts extend beyond the study area boundary, specific site location recommendations may not precisely fit district needs. A recommended site location on the periphery of the study area, for example, may better serve the district's needs if located outside the study area. Each district should evaluate its total needs in making site selections.

The estimated K-12 population in that portion of the study area in the Rio Linda and Grant School Districts is 18,400 for 1990, and 21,000 at ultimate development. (See Table 9-2-2.) The distribution of this student population is shown in Table 9-2-5. Data from this table was used to develop Table 9-2-6 which shows existing and proposed school sites. Since the Rio Linda and Grant Districts include the heart of the study area, needed school sites should be located as indicated in Plate 9-2-3. Some presently owned sites are not recommended at their existing location. The individual school district should make the decision as to what sites should be retained. Plate 9-2-3 does not show the high school sites needed at ultimate development since the need for such facilities is beyond the time frame of this plan, and the secondary school districts within the plan area have school sites located outside of the plan area.

Using the same methods of projecting, it was determined that the portion of the plan area in the San Juan District will have a student population of 3,100 by 1990 and 3,700 at ultimate development. Table 9-2-6 shows the schools, or fraction thereof, needed to handle these students. The proposed Site Plan recommends reopening Hemlock School as the area

TABLE 9-2-4  
SCHOOL SIZE STANDARDS

School Type	Students Per School	Acres Per School	Walking Distance Service Area
Elementary	600	About 10	1/2 mile
Junior High	950	About 20	1 mile
High School	1600	About 40	2 miles

TABLE 9-2-5  
Projected School Requirements for the  
Rio Linda and Grant School Districts

	K-12 Projection		
	1970	1990	Holding Capacity
PROJECTED POPULATION	42,400	61,400	87,800
Development as % of Holding Capacity	48.3	70.0	100
Elementary School Students	7,820	9,750	10,000
Schools	13	16.3	16.6
Junior High School Students	2,800	3,680	4,200
Schools	3	3.9	4.4
High School Students	3,640	5,000	6,300
Schools	2.3	3.1	4.0

TABLE 9-2-6

Existing and Proposed School Sites  
for the  
North Highlands-North Central Area Community

School Dist.	SCHOOL TYPE	Existing 1968			1990		Holding Capacity	
		Schools Operating	Add'l. Sites Owned	Total Sites	Schools Needed	Additional Sites Needed (1990)	Schools Needed	Additional Sites Needed
Grant and Rio Linda	K-6	14	3	17	16	0	17	0
	7-8-9*	3	2	5	4	0	4	0
	10-11-12*	2	0	2	3	1	4	2
San Juan	K-6	1	1	2	2.7	0.7	3.0	1
	7-8-9	0	0	0	0.7	0.7	0.8	0.8
	10-11-12	0	0	0	0.5	0.5	0.7	0.7
Roseville High	9-10-11-12	0	0.5	0.5	0.4	0	0.6	0
Center Joint	K-6**	2.75	0	2.75	2.7	0	3	0.25
	7-8	0.25	0	0.25	0.3	0	0.5	0.25
Dry Creek	K-6	0	0	0	0	0.04	0.2	0.2
	7-8	0	0	0	0	0	0	0

\*The Grant District has one Jr. High School with 7th and 8th grades only.  
\*\*One elementary school in the Center Joint District contains K-8 students.  
#The Grant District has one high school with 9-12 grades.

develops. The remaining students should be assigned to schools according to the San Juan District site plan.

That part of the plan area in the Roseville School District has an existing high school student population of about 320 students. By 1990, this area is estimated to have 400 high school students and about 1000 at ultimate holding capacity. No high school site is planned for the area due to the small number of students projected for 1990. However, the Roseville District owns a high school site located half in the plan area and half in Placer County on the west side of Walerga Road. Although not shown on the plan because its need is so far in the future, the site will be kept in reserve by the Roseville District for any future school needs.

The Arthur Dudley School, of the Center Joint School District, is a combination elementary and junior high school. Several students in the attendance area come from outside the plan area. The Arthur Dudley school has a maximum capacity of only 286 students. The portion of the plan area in the Center Joint District should have 1,900 students by 1990, and 2,300 at ultimate development. The school needs for these students, as shown in Table 9-2-6, are based upon standards shown in Table 9-2-4.

That portion of the plan area located in the Dry Creek School District should be sparsely populated, even at ultimate development. The projected student population for 1990 is only 36, and only 152 at ultimate development. These students all attend Dry Creek School which should be adequate for future needs.

#### **POLICIES**

It shall be the policy of Sacramento County to:

1. encourage the expansion of existing facilities to their maximum capacity;
2. encourage the development of a program to acquire sites for future construction of facilities at or near locations indicated on the School Site Plan prior to existing facilities being filled to maximum capacity;
3. encourage school districts to update their respective district site plans to reflect data contained in this study;
4. encourage the coordination of all County and school district plans which would have any impact on school site selections;
5. require all development plans submitted to the County for approval be coordinated with the school district site plan and this Community Plan;
6. require coordination of all park and recreation site selection plans with school site selection plans; and
7. encourage coordination of park recreation and special activities programs with school activities programs.

## COMMUNITY FACILITIES

### SECTION 3 LIBRARIES

#### INTRODUCTION

Continued residential growth within the study area has been reflected in an increasing book circulation of the two libraries of the community. As is the case of all future projection, some history has to be known and trends measured before meaningful standards for library services can be created. Standards used in this section are consistent with those in the General Plan Library Element.

#### LIBRARY SYSTEM

The Sacramento City-County Library system is based upon the regional library concept in which a central library provides the basic administrative functions for the whole system and serves as the major resource for the system. In addition, regional libraries provide substantial resources in strategic locations in the County which are convenient for access by car. Community Branch libraries are the smallest fixed facilities and serve local areas with the most frequently requested materials. The system is augmented with bookmobiles furnishing the rural areas with very limited library service. It is believed that this organizational structure provides the most suitable level of service at the least cost to the community.

The following principles and standards were used as criteria for the study.

#### Principles

1. Public library service should be available to every citizen in the community.
2. Libraries should be located where the largest number of users have easiest access to them.
3. Libraries should be easily accessible by pedestrian routes and vehicular traffic ways.
4. Libraries should be spaced so that all residential areas are within service range of a library.
5. Service areas should not be controlled by the present political boundary lines.

### Community Branch Library

1. Service area radius--2 to 3 miles.
2. Service area population--up to 50,000 people.
3. Material--2 books per capita and magazines, periodicals, government documents, etc., as necessary.
4. Physical facilities--400 square feet per thousand anticipated service population; optimum size 12,000 square feet; parking for 75-90 vehicles.

### Mobile Library

No standards.

### EXISTING FACILITIES

The Sacramento City-County Library system operates two branch facilities in the North Highlands-North Central Area Community. The North Highlands branch is located on Watt Avenue at Plymouth Drive. It was built in 1967. This is a leased facility with no building expansion possible. The book collection is more than 20,000 volumes and the circulation trends are on an increase. This plant should meet the area's requirements through the planning period with some program expansion.

The second library facility is the Foothill Farms branch located in the Foothill Farms Shopping Center at Auburn Boulevard and Palm Avenue. This branch library serves the fast-growing area south and east of the Southern Pacific railroad. This facility is also leased; and because of its location in a shopping center, there is little possibility of expansion. The book collection in this facility exceeds 24,000 volumes and the use potential is high. The Library Element prepared for the County as a whole includes a recommendation to close the Foothill Farms Library and to open a larger facility in the vicinity of Auburn Boulevard and Greenback Lane. The timing of such a project has not been established.

### AVAILABILITY OF SERVICE

The North Highlands-North Central Area is expected to have a population of almost 80,000 people by 1990. Based upon the standards listed above, this population will require the services of two Community Branch libraries. The proposed Community Branch supplanting the Foothill Farms branch will be one facility. Though the North Highlands branch is below standard in size, in conjunction with the new Community Branch it will provide adequate service through the planning period. In

addition, North Central Area residents may use the Carmichael Regional Branch or the Central Library in downtown Sacramento when the local facilities are inadequate to meet their needs.

#### **POLICIES**

It shall be the policy of Sacramento County to:

1. continue to expand the program of the North Highlands Branch Library as the service area population increases;
2. continue to expand the program of the Foothill Farms Branch Library until relocation occurs, and during relocation disruption in service shall be held to a minimum; and
3. establish a location committee of affected area residents to help determine the location of the replacement facility for the Foothill Farms Branch Library.

## COMMUNITY FACILITIES

### SECTION 4 FIRE STATIONS

#### INTRODUCTION

Fire protection is one of the primary needs of urban areas. An adequate program of fire suppression not only protects human life and private property but also helps to keep fire insurance rates low. This report studies only one factor involved in providing good fire protection, and that is the proper location of fire stations.

Other factors that measure the quality of fire protection in a community are water supply, personnel, structural conditions, equipment, fire alarm systems, and fire prevention programs. Many of the factors involved in fire protection are beyond the direct influence of fire departments. For example, water supply, the most important single factor in fire protection, is not generally controlled by the fire department. Often fire departments have only indirect effect on the type of fire protection measures added to the water systems. Similarly, structural conditions of buildings in a district are not controlled by the fire departments.

#### FIRE DISTRICTS

Five districts provide fire protection to the plan area. They are:

1. North Highlands Fire District
2. Elverta Fire District
3. Citrus Heights Fire District
4. Rio Linda Fire District
5. Arcade Fire District

Only one fire district--North Highlands--is wholly within the plan area. Two of the remaining districts--Rio Linda and Citrus Heights--have stations in the plan area. The Arcade Fire District and the Elverta Fire District have stations just outside the boundaries of the plan area. Only one of the districts--Elverta Fire District--depends upon volunteers as the sole source of personnel. The other four have a core of professional fire fighters supported by volunteers.

McClellan Air Force Base has its own fire protection services. Equipment stationed on the Air Base serves the Capehart Housing area. The Base and the Districts have mutual assistance agreements with each other.

## EXISTING CONDITIONS

The existing fire stations provide the plan area and their districts with good fire protection, particularly in the urbanized area. Six fire stations are located within the study area, and two additional ones just outside of it. (See Plate 9-4-1). With five fire districts serving the community, some boundary problems have occurred. However, cooperation between districts and the use of mutual fire fighting agreements provide a high quality of fire protection.

Existing station site locations are appropriate in relationship to commercial areas, residential densities, and fire district boundaries.

## CRITERIA FOR LOCATING FIRE STATIONS

Fire stations are major improvements to an area and will be in use for many years. Their location should be selected with care in the interests of the highest level of fire protection feasible considering the hazards to life and value of buildings and contents and the costs of the facilities, equipment, personnel, and insurance.

A major objective of planning the location of fire stations is to identify sites which afford good coverage of the area to be protected by permitting quick response to fire alarms and other emergencies. The response time is influenced by three major factors:

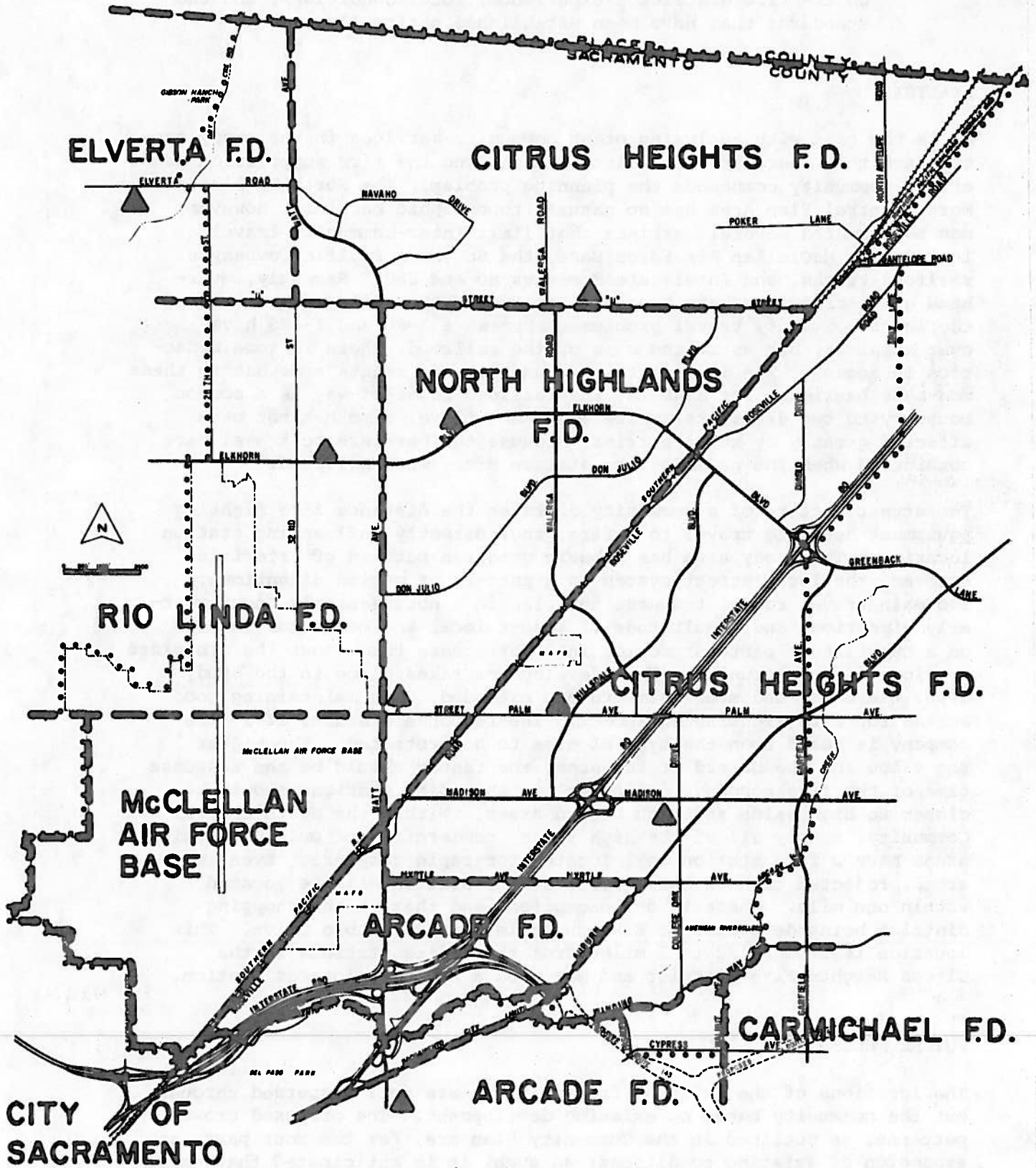
1. Topographic features and man-made barriers.
2. Specific running times for equipment, a combination of distance, traffic, and street improvements.
3. Land use patterns (basically in terms of value of development and fire hazards). Prompt response should be provided to high value and hazard areas.

In order to assure effective service, the following basic concepts of fire station location and facilities should be met.

- a. The fire stations should be located near extensive business districts (high value and hazard areas) within one mile travel distance for an engine company; and if there are tall buildings, one and one-quarter mile distance for a ladder company.
- b. Fire stations serving residential districts should be located within two miles of all built-up areas.
- c. Fire alarm boxes, fire hydrants, and pipe sizes should be adequate to provide the number of fire streams needed based



PLATE 9-4-1  
 NORTH HIGHLANDS - NORTH CENTRAL AREA  
 FIRE DISTRICTS AND STATIONS



-LEGEND-

- — — — — FIRE DISTRICT BOUNDARY
- ▲ FIRE STATION
- ..... STUDY AREA BOUNDARY

on the fire district's experience, local conditions, and the standards that have been established nationally.

#### ANALYSIS

As is the case with analyzing other community services in the study area, the fact that there are five districts serving the fire suppression needs of the community compounds the planning problem. The North Highlands-North Central Plan Area has no natural topographic barriers; however, man has created several barriers that limit inter-community travel including: McClellan Air Force Base, the Southern Pacific Company's railroad tracks, and Interstate Freeways 80 and 880. Recently, overhead grade crossings have been constructed on the railroad and reduced the inter-community travel problems. Freeways I-80 and I-880 have overcrossings, but as in the case of the railroad, there is some reduction in access. The fire district boundaries do relate somewhat to these man-made barriers; for example, the railroad right-of-way is a common boundary to two districts. Fire equipment travel time has not been affected greatly by these barriers because the barriers to travel were considered when the present fire station sites were selected.

The street pattern of a community dictates the distance fire fighting equipment needs to travel to a fire, thus directly influencing station location. The study area has a basic gridiron pattern of arterials; however, the local street system is a pattern of myriad directions. Two main travel routes traverse the plan in a northeasterly, southwest-erly direction, and a multitude of lesser local and collector streets on a curvilinear pattern provide interior access throughout the urbanized portion of the community. When development takes place in the study area, the major and minor streets are extended, thus maintaining good access for fire fighting equipment. The response distance of a fire company is based upon the type of area to be protected. The higher the value and the hazard of the area, the faster should be the response time of the fire company. This implies that fire stations should be closer to high value and high hazard areas. Within the North Central Community, nearly all of the high value commercial and multiple family areas have a fire station well located for rapid response. Even in areas projected to have these uses, a fire station will be located within one mile. There is one exception, and that is the shopping district being developed at Elkhorn Boulevard and Diablo Drive. This location is from 1-1/2 to 2 miles from three fire stations in the Citrus Heights Fire District and may need a new or relocated station.

#### FUTURE NEEDS

The locations of the existing fire stations are well dispersed throughout the community based on existing development. The proposed growth patterns, as outlined in the Community Plan are, for the most part, an expansion of existing conditions; as such, it is anticipated that existing facilities will meet the community's needs for some time in the

future. When the triangular area east of Walerga Road and south of "U" Street develops more fully, a new fire station may be needed near the proposed shopping center at Walerga Road and Elkhorn Boulevard, or the existing fire station at Elkhorn Boulevard and Thomas Drive may be re-located to this more centralized site.

The question of consolidation of fire districts, or any special district, usually comes up when a review of these districts' functions are discussed. The North Highlands-North Central Area with five special districts would seem a prime target for consolidation. However, they provide three types of service; three of the districts are metropolitan in character, one is a combination of urban and rural, and the fifth is entirely within the study area. Although consolidation may not be practical at this time, the relocation of some district boundaries may be beneficial.

Recommended adjustments are:

1. Move the Citrus Heights district boundary north of "U" Street east to Walerga Road.
2. Expand the North Highlands District to include the urbanized area west of Walerga Road, south of Elverta Road's easterly projection, and east of 30th Street.
3. Adjust the Arcade and Citrus Heights Fire District boundary in the southern portion of the plan area. The existing boundary, while not creating an intolerable situation, is in no way logical in view of the existing development patterns.

#### POLICIES

It shall be the policy of Sacramento County to:

1. require that fire stations in newly developing areas be located central to the service area;
2. encourage fire districts to consider adjustments to their district boundaries as mentioned in the future needs section of this report;
3. continue to recognize that fire protection is an important factor of consideration in the design of new developments; and
4. maintain the policies of the General Plan regarding fire station location.

## CHAPTER TEN

### EFFECTUATION

Most sections of the North Highlands-North Central Community Plan Area Report have series of policies that, if implemented, could help to reduce or contain identified problems within the study area. A purpose of this study was to evaluate specific segments of the community, mostly dealing with land use practices, and established County policies that could help to provide a better living, working and natural environment for all residents.

The adoption of a completed community plan does not mean instant success in all the outlined problem areas; it is only a starting point. The plan sets forth a basic structure for the community. It contains goals and policies for community decisions on the physical development to help achieve social objectives in some cases. The plan sets forth what is considered to be, at this point in time, the desirable future physical pattern or design for the North Central Area.

Traditional "tools" for implementation have been regulatory laws such as zoning, subdivision, building, and housing codes and other codes and ordinances. Properly used, these codes help to achieve the objectives of the community plan. Long range public capital improvement programs and the location of new schools, parks, fire stations, and other public facilities are another facet of implementation. As time passes, a community plan needs to be updated to meet the needs of the future population. The plan should be reviewed annually and a general updating undertaken about every five years.

#### IMPLEMENTATION PROGRAM

1. After approval of the community plan, the Board of Supervisors should direct the Planning Commission to initiate hearings to bring the zoning into conformance with the adopted plan.
2. At five to seven year increments, the community plan should be re-evaluated based on conditions and objectives at that time.
3. A program of ongoing implementation for the policies in this report should be developed with appropriate priorities assigned by the Board of Supervisors.
4. The Zoning Code of Sacramento County should be amended to include an industrial park zone to be established in the areas as indicated on the adopted land use plan.
5. Any existing building locations and a land uses made nonconforming

by the implementation of the Zoning Consistency program may be "grandfathered in" so the property owner does not lose building and use rights currently enjoyed without a reasonable amortization period.

#### ZONING CONSISTENCY

Section 65860 of the Government Code requires that the County's Zoning Code and General Plan be consistent with each other. The purpose of the following policy statements is to relate the zoning classifications set forth in the Zoning Code with the land use categories that are used in the North Highlands-North Central Area Community Plan. The General Plan and the more specific community plans set out the pattern of land uses needed to implement the policies set forth in the plan over the life of the planning period, while the zoning code details the permitted uses, building bulk and location, minimum required yards, and so forth. Since zoning and land use plans are designed for different purposes, it is not always possible to precisely fit a zoning classification with a land use category. There will be instances where zoning on a particular parcel of property might seem to be inconsistent with the North Highlands-North Central Community Plan. One to one conformity between the zone classification and the land use category is not required in order to have consistency between the zoning and the plan. It is not the intent of this plan to cause parcels of property to become nonconforming or to be rezoned to become conforming merely to create the precise lot by lot and building by building matching of the zoning regulations and land use classifications. The historical use of the property and peculiarity of the parcel will be given great weight in determining the consistencies of the community plan, and the zoning on individual parcels of property.

The zoning consistency matrix, Table 10-1, is to be used as a guide to bring the area's zoning into conformance with the adopted North Highlands-North Central Area Community Plan.

Table 10-1

NORTH HIGHLANDS - NORTH CENTRAL AREA  
ZONING CONSISTENCY MATRIX

AGRICULTURAL LAND USE	AGRICULTURAL - URBAN RESERVE	AGRICULTURAL-RESIDENTIAL I	AGRICULTURAL-RESIDENTIAL II	RURAL ESTATE RESIDENTIAL DENSITY	RESIDENTIAL LOW DENSITY	RESIDENTIAL MEDIUM DENSITY	RESIDENTIAL HIGH DENSITY	MOBILEHOME PARK RESIDENTIAL	INDUSTRIAL PARK RESIDENTIAL
RESIDENTIAL LAND USE	AGRICULTURAL - URBAN RESERVE	AGRICULTURAL-RESIDENTIAL I	AGRICULTURAL-RESIDENTIAL II	RURAL ESTATE RESIDENTIAL DENSITY	RESIDENTIAL LOW DENSITY	RESIDENTIAL MEDIUM DENSITY	RESIDENTIAL HIGH DENSITY	MOBILEHOME PARK RESIDENTIAL	INDUSTRIAL PARK RESIDENTIAL
COMMERCIAL LAND USE	AGRICULTURAL - URBAN RESERVE	AGRICULTURAL-RESIDENTIAL I	AGRICULTURAL-RESIDENTIAL II	RURAL ESTATE RESIDENTIAL DENSITY	RESIDENTIAL LOW DENSITY	RESIDENTIAL MEDIUM DENSITY	RESIDENTIAL HIGH DENSITY	MOBILEHOME PARK RESIDENTIAL	INDUSTRIAL PARK RESIDENTIAL
INDUSTRIAL LAND USE	AGRICULTURAL - URBAN RESERVE	AGRICULTURAL-RESIDENTIAL I	AGRICULTURAL-RESIDENTIAL II	RURAL ESTATE RESIDENTIAL DENSITY	RESIDENTIAL LOW DENSITY	RESIDENTIAL MEDIUM DENSITY	RESIDENTIAL HIGH DENSITY	MOBILEHOME PARK RESIDENTIAL	INDUSTRIAL PARK RESIDENTIAL
RECREATION AND PUBLIC LAND USE	AGRICULTURAL - URBAN RESERVE	AGRICULTURAL-RESIDENTIAL I	AGRICULTURAL-RESIDENTIAL II	RURAL ESTATE RESIDENTIAL DENSITY	RESIDENTIAL LOW DENSITY	RESIDENTIAL MEDIUM DENSITY	RESIDENTIAL HIGH DENSITY	MOBILEHOME PARK RESIDENTIAL	INDUSTRIAL PARK RESIDENTIAL

AGRICULTURAL LAND USE	AGRICULTURAL - URBAN RESERVE	AGRICULTURAL-RESIDENTIAL I	AGRICULTURAL-RESIDENTIAL II	RURAL ESTATE RESIDENTIAL DENSITY	RESIDENTIAL LOW DENSITY	RESIDENTIAL MEDIUM DENSITY	RESIDENTIAL HIGH DENSITY	MOBILEHOME PARK RESIDENTIAL	INDUSTRIAL PARK RESIDENTIAL
RESIDENTIAL LAND USE	AGRICULTURAL - URBAN RESERVE	AGRICULTURAL-RESIDENTIAL I	AGRICULTURAL-RESIDENTIAL II	RURAL ESTATE RESIDENTIAL DENSITY	RESIDENTIAL LOW DENSITY	RESIDENTIAL MEDIUM DENSITY	RESIDENTIAL HIGH DENSITY	MOBILEHOME PARK RESIDENTIAL	INDUSTRIAL PARK RESIDENTIAL
COMMERCIAL LAND USE	AGRICULTURAL - URBAN RESERVE	AGRICULTURAL-RESIDENTIAL I	AGRICULTURAL-RESIDENTIAL II	RURAL ESTATE RESIDENTIAL DENSITY	RESIDENTIAL LOW DENSITY	RESIDENTIAL MEDIUM DENSITY	RESIDENTIAL HIGH DENSITY	MOBILEHOME PARK RESIDENTIAL	INDUSTRIAL PARK RESIDENTIAL
INDUSTRIAL LAND USE	AGRICULTURAL - URBAN RESERVE	AGRICULTURAL-RESIDENTIAL I	AGRICULTURAL-RESIDENTIAL II	RURAL ESTATE RESIDENTIAL DENSITY	RESIDENTIAL LOW DENSITY	RESIDENTIAL MEDIUM DENSITY	RESIDENTIAL HIGH DENSITY	MOBILEHOME PARK RESIDENTIAL	INDUSTRIAL PARK RESIDENTIAL
RECREATION AND PUBLIC LAND USE	AGRICULTURAL - URBAN RESERVE	AGRICULTURAL-RESIDENTIAL I	AGRICULTURAL-RESIDENTIAL II	RURAL ESTATE RESIDENTIAL DENSITY	RESIDENTIAL LOW DENSITY	RESIDENTIAL MEDIUM DENSITY	RESIDENTIAL HIGH DENSITY	MOBILEHOME PARK RESIDENTIAL	INDUSTRIAL PARK RESIDENTIAL

ZONING CODE CLASSIFICATIONS (5)

PERMANENT AGRICULTURAL ZONES	AG-80 PERMANENT AGRICULTURAL ZONE								
	AG-20 PERMANENT AGRICULTURAL ZONE								
EXCLUSIVE AGRICULTURAL ZONES	A-80 EXCLUSIVE AGRICULTURAL ZONE								
	A-20 EXCLUSIVE AGRICULTURAL ZONE								
	A-10 EXCLUSIVE AGRICULTURAL ZONE								
GENERAL AGRICULTURAL ZONES	A-1-A GENERAL AGRICULTURAL ZONE								
	A-1-B GENERAL AGRICULTURAL ZONE								
	A-2 GENERAL AGRICULTURAL ZONE								
	A-5 GENERAL AGRICULTURAL ZONE								
RECREATION ZONES	O RECREATION ZONE								
	CO COMMERCIAL RECREATION ZONE								
ESTATE ZONES	RE-1 ESTATE ZONE								
	RE-2 ESTATE ZONE								
	RE-3 ESTATE ZONE								
RESIDENTIAL ZONES	R-1-A SINGLE FAMILY RESIDENTIAL ZONE								
	R-1-B SINGLE FAMILY AND DUPLEX ZONE								
	R-2 TWO FAMILY ZONE								
	R-2A TWO FAMILY ZONE								
	R-3 MULTIPLE FAMILY ZONE								
	RM-1 MOBILEHOME PARK ZONE								
	RM-2 MOBILEHOME SUBDIVISION ZONE								
	R-TH RESIDENTIAL TOWNHOUSE ZONE								
COMMERCIAL ZONES	BP BUSINESS & PROFESSIONAL ZONE								
	CC CONVENIENCE CENTER ZONE								
	SC SHOPPING CENTER ZONE								
	LC LIMITED COMMERCIAL ZONE								
	GC GENERAL COMMERCIAL ZONE								
	AC AUTO COMMERCIAL ZONE								
	TC HIGHWAY TRAVEL COMMERCIAL ZONE								
INDUSTRIAL ZONES	M-1 LIGHT INDUSTRIAL ZONE								
	M-2 HEAVY INDUSTRIAL ZONE								
	IP INDUSTRIAL PARK ZONE (2)								
COMBINING ZONES	FLOOD COMBINING ZONE								
	PLANNED DEVELOPMENT COMBINING ZONE								

NOTES

- RE-1 ESTATE ZONE AND R-1-B SINGLE FAMILY AND DUPLEX ZONES MAY BE APPROPRIATE ONLY IF SUBDIVISION DESIGN, COVENANTS, STREET FRONTAGE RELATIONSHIP, ABSENCE OF EITHER PUBLIC SEWER AND WATER PROVIDES A PERMANENT LOT SIZE OF ONE-HALF ACRE OR MORE.
- INDUSTRIAL PARK ZONE OR SIMILAR CATEGORY TO BE USED WHEN AVAILABLE.
- AIRPORT USE ZONE OR SIMILAR CATEGORY TO BE USED WHEN AVAILABLE.
- IN MOST CASES, LAND IN THIS CATEGORY WILL BE SHOWN IN THE SAME ZONE AS THE ADJOINING AGRICULTURAL AND RESIDENTIAL USES.
- IN ANY ZONE WHERE SPECIFIC USES ARE PERMITTED ONLY SUBJECT TO APPROVAL OF A CONDITIONAL USE PERMIT BY THE ZONING BOARD OF ADJUSTMENT, AND/OR THE BOARD OF SUPERVISORS, THERE SHALL NOT BE AUTOMATIC APPROVAL OF THOSE LISTED USES. EACH INDIVIDUAL USE SHALL BE JUDGED ON ITS OWN MERITS AS TO CONSISTENCY WITH THE COMMUNITY PLAN, THE NEED FOR SUCH USE IN THE COMMUNITY, AND HOW THE USE WOULD BE INTERRELATED TO THE EXISTING NEIGHBORHOOD IN TERMS OF COMPATIBILITY, TRAFFIC, COMMUNITY SERVICES REQUIRED, ETC.

## APPENDIX

### COMMERCIAL SERVICE PLAN

In development of the Commercial Element for this plan, the following methodology, assumptions and data were used.

#### METHODOLOGY

Commercial land use standards have previously been developed by the County Planning Department and are published in the report "Commercial Areas Land Use Study--Standards." The derivation of these standards was approached from two directions, the average floor space requirements per person, and floor space allocations per dollar volume of sales. The existing situation was then compared to other norms and then the standards were determined. The shopping centers were divided into small, medium, and large categories. The desired spatial distribution of shopping centers also influenced the number of centers. One spacing objective is to provide at least one mile between shopping centers. They should also be distributed to the area of need and not concentrated into a single large mass.

The standards developed in that study were used, with some minor adjustments for local conditions, as a basis for determining the anticipated "needs" of the community planning areas in the County. The "Commercial Areas Land Use Plan" was adopted by the Board of Supervisors May 26, 1971. The needs were calculated for the actual and estimated populations of 1970, 1980, 1990, and ultimate holding capacities.

The anticipated commercial area needs for the North Highlands-North Central Area, in turn, were used as an overall guide in this analysis of the existing commercial facilities, zoning and anticipated future needs.

#### ASSUMPTIONS

The methodology requires the following assumptions to be generally true in order for the conclusions expressed in this North Highlands-North Central Area Commercial Plan to be considered valid:

1. The demands for retail goods and services will continue to expand in proportion to the population growth.
2. The buying habits and distribution of expendable income for retail purchases will remain basically the same.
3. Although merchandising techniques may change, the total commercial land required to accommodate new types of facilities will remain

basically the same as needed for present types of facilities.

4. Personal income levels will tend to equalize throughout the County's urban areas.
5. Where indicated by the plan when adopted, appropriate reclassification of commercially zoned land will occur.
6. Residents of the community will continue to acquire many goods and services normally found only in regional shopping centers outside the planning area.
7. The freeways, Interstate 80 and 880, and the Southern Pacific Company's railroad and marshalling yard will continue to inhibit development of additional major streets across the plan area.
8. Multiple family residential uses and mobile home parks will continue to increase in importance as a part of the housing supply.
9. The plan area will continue to increase in population at a faster rate than most of the County. This affects only the timing of development unless, of course, growth should stop or the population declines before ultimate development is attained.

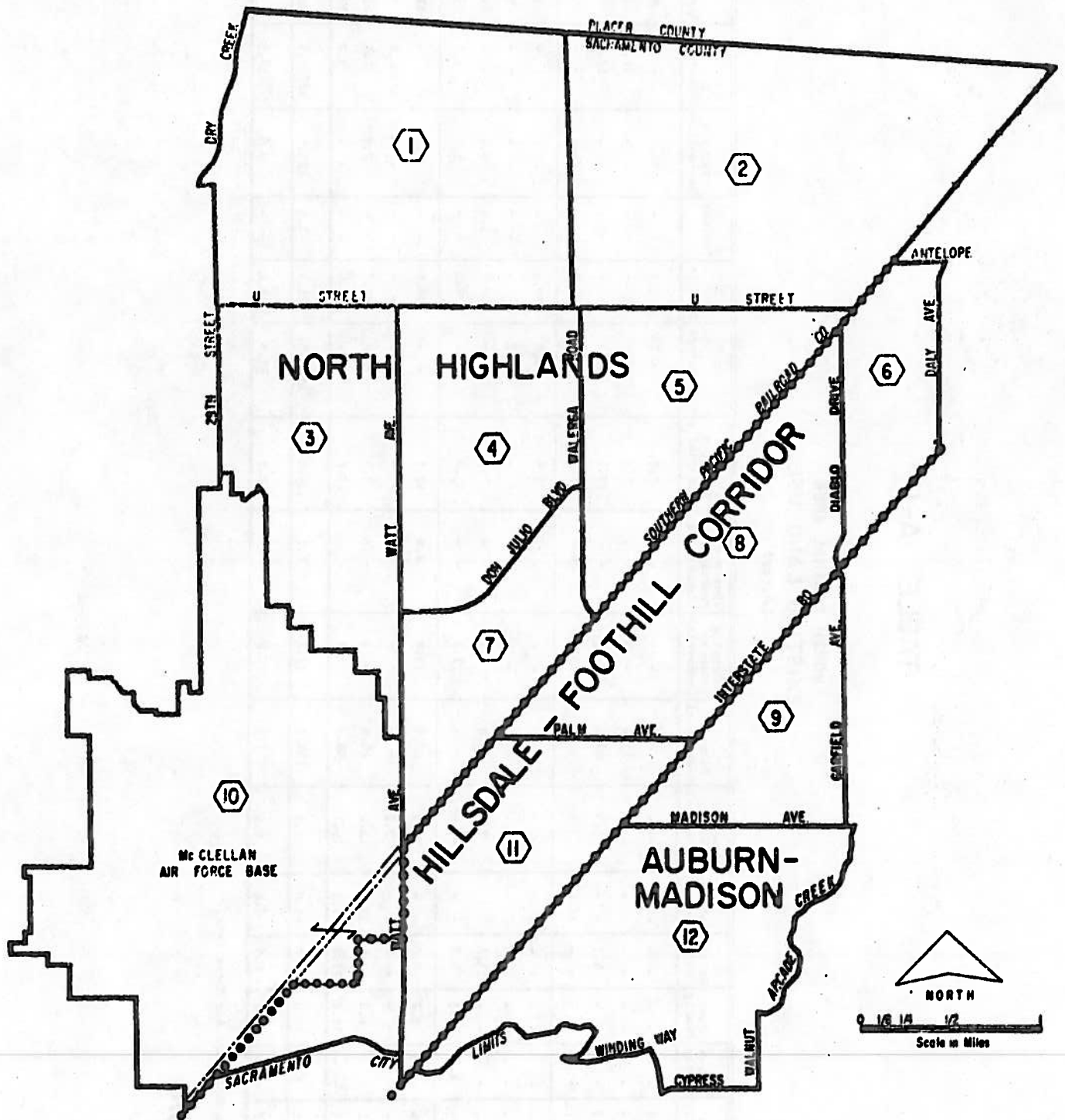
If any of these basic assumptions should prove incorrect, it is a signal that the community plan will most likely require revision. The responsibility for monitoring these assumptions is a duty shared by the Planning Department and the community at large.

After the adoption of the Community Plan, the zoning will be examined and whatever remedial measures needed will be initiated to bring the zoning and the plan within the requirements of State law.



PLATE A-1

# NORTH HIGHLANDS-NORTH CENTRAL AREA DATA AREAS AND SUB-COMMUNITIES



**-LEGEND-**

- DATA AREA BOUNDARY
- ..... SUB-COMMUNITIES BOUNDARY

# TABLE A-1

## NORTH CENTRAL AREA EXISTING LAND USE (Acres)

Data Area Number	Gross Area	Single Family	Two Family	Three Family	Four Family	Multi-Family	Mobile Homes	Auto Commercial	General Commercial	Shopping Center Commercial	Business & Professional Commercial	Public & Semi-public	Agriculture	Schools	Parkway	Parks & Recreation	Industrial	Streets	Railroads	Vacant
1	2058.0	55.8	91.1	-	-	-	-	-	2.1	-	-	7.9	1280.1	23.1	-	73.3	-	85.6	-	459.0
2	2068.9	10.5	-	-	-	-	-	-	11.6	-	-	1.3	1867.5	-	-	-	51.2	33.3	86.6	6.0
3	1127.5	75.3	0.3	-	-	4.7	-	4.5	48.4	-	-	17.8	119.1	-	-	-	17.4	40.4	-	759.6
4	993.7	544.2	5.7	-	-	-	16.5	3.1	-	13.8	0.2	9.1	-	74.9	-	25.4	-	194.9	-	105.9
5	921.3	42.4	-	-	-	-	-	-	-	-	-	2.9	728.8	79.5	-	-	-	31.4	22.9	13.4
6	456.5	38.5	-	-	-	-	-	-	-	-	-	-	239.4	-	-	-	-	50.8	110.1	19.7
7	645.8	350.3	0.4	-	-	13.8	-	1.8	16.4	7.1	-	7.0	-	50.9	1.4	9.1	-	116.7	18.0	52.9
8	1213.1	159.9	-	4.9	11.3	1.2	-	-	-	1.3	-	33.0	318.6	89.0	-	1.7	1.1	158.5	99.8	332.8
9	610.1	158.9	0.6	0.3	3.2	9.0	-	16.3	48.9	13.2	1.0	12.1	-	30.1	-	5.5	-	114.6	-	196.4
10	2966.6	-	-	-	-	-	-	3.2	-	-	0.9	-	-	-	-	-	2706.4	95.3	35.0	125.8
11	961.8	253.8	9.1	-	6.1	7.6	37.2	14.2	10.6	-	-	3.3	-	23.2	-	2.9	32.6	212.8	6.7	341.7
12	1309.5	261.4	5.3	-	10.2	33.7	12.3	15.1	58.1	1.7	-	10.6	-	155.4	-	-	3.0	174.2	-	502.5
Total	15328.8	1951.0	112.5	5.2	30.8	70.0	66.0	58.2	196.1	37.1	2.1	105.0	4533.5	526.1	1.4	117.9	2211.7	1348.5	379.1	2976.6
Percent	100.0	12.8	0.7	-	0.2	0.5	0.4	0.4	1.3	0.2	-	0.7	29.6	3.4	-	0.8	18.3	8.8	2.5	19.4

\*Contains 2650.5 acres in McClellan Air Force Base.

AS OF APRIL 1970

TABLE A-2

## NORTH HIGHLANDS-NORTH CENTRAL AREA

Analysis of Land Use Plan  
(Acres)

Data Area	Gross Area	Agric. Urban Reserve	Ag.-Res. II	Ag.-Res. I	Estate Density	Low Density	Low Medium Density	Medium Density	Schools	Parks & Rec.	Parkway & Open Space	Comm.	Public & Quasi-Public	Industrial	Airport Use	Industrial Park	Freeway Inter-Change
1	2,058	974	368	-	74	466	-	-	46	8	129	-	13	-	-	-	-
2	2,067	1,095	616	-	-	105	-	-	-	-	-	1	1	249	-	-	-
3	1,128	-	219	365	-	-	-	5	-	-	-	65	20	-	-	454	-
4	994	-	-	-	-	807	32	18	59	29	-	39	10	-	-	-	-
5	921	-	45	-	-	374	182	60	144	67	-	19	3	27	-	-	-
6	459	-	-	-	-	250	48	-	8	8	19	2	-	118	-	-	6
7	646	-	-	-	-	526	11	14	43	22	-	20	10	-	-	-	-
8	1,213	-	-	-	-	557	140	88	97	27	13	73	9	122	7	68	12
9	610	-	-	-	-	229	65	89	28	42	-	141	10	-	-	-	6
10	2,967	-	McClellan	-	-	-	-	-	-	-	-	13	4	218	2696	-	36
11	962	-	-	-	-	382	251	73	18	22	-	67	7	68	-	-	64
12	1,304	-	-	-	389	280	17	199	152	21	25	161	10	-	-	-	50
Total	15,329	2,069	1,248	365	463	3,956	746	546	595	246	186	601	97	802	2703	532	174
Percent	100	13.5	8.1	2.4	3.0	25.8	4.9	3.6	3.9	1.6	1.2	3.9	0.6	5.2	17.7	3.5	1.1

NORTH HIGHLANDS-  
NORTH CENTRAL AREA  
Table A-3North Highlands Subcommunity Commercial Areas  
Projected Needs, Existing Uses, Zoning and Proposed Land Use

Type of District	Normal Standard Acres Per 1000 Persons	Projected Need (Acres)				1970 Existing (Acres)		Proposed (Acres) 1990 Commercial Land Use
		1970 Pop. 28,625	1980 Pop. 30,600	1990 Pop. 33,200	Max. Pop. Est. 46,200 (3)	Commercial Land Use	Commercial Zoning	
<b>SHOPPING CENTERS</b>	2.0							
Small Center	0.8	23	25	27	37	20.9	0	55.9
Medium Center	0.7	20	22	23	32	0	0	0
Large Center(1)	0.5	0	0	0	0	0	0	0
<b>OTHER COMMERCIAL</b>	2.5							
Gen. Commercial	1.3	37	40	43	60	78.5	380	95.1
Auto Oriented(2)	0.8	23	25	27	37	9.4	0	0
Highway Oriented	0.2	6	6	7	9	0.2	0	0
Bus. & Prof.	0.2	6	6	7	9	0	0	6.0
<b>TOTAL</b>	4.5	115	124	134	184	109.0	380	157.0

- (1) No regional shopping center is planned in the North Highlands area.
- (2) Due to the relative closeness of the Fulton Avenue auto row, it is assumed that growth of auto oriented sales areas will be slow during the planning period. The acreage needs shown here take into account this factor, as well as related needs for auto sales spaces generated by persons from Rio Linda and McClellan Air Force Base.
- (3) Maximum population subject to increase if area shown for Agricultural-Urban Reserve land use category is allowed to urbanize after 1990.

NORTH HIGHLANDS-  
NORTH CENTRAL AREA  
Table A-4

Hilledale-Foothill Corridor Commercial Areas  
Projected Needs, Existing Uses, Zoning and Proposed Land Use

Type of District	Standard Acres Per 1000 Persons	Projected Need (Acres)				1970 Existing (Acres)		Proposed 1990 Commercial Land Use
		1970 Pop. 9,428	1980 Pop. 17,300	1990 Pop. 25,200	Max. Pop. Est. 40,100	Commercial Land Use	Commercial Zoning	
<b>SHOPPING CENTERS</b>	<b>2.0</b>							
Medium Center	1.5	14	26	38	60	1.3	0	50
Large Center (1)	0.5	0	0	0	0	0	0	0
<b>OTHER COMMERCIAL</b>	<b>2.5</b>							
Gen. Commercial	1.3	12	22	33	52	10.6	165.5	20
Auto Oriented	0.8	8	14	20	32	17.4	0	0
Highway Oriented	0.2	2	3	5	8	0	12.7	44
Bus. & Prof.	0.2	2	3	5	8	0.9	10.2	24
<b>TOTAL</b>	<b>4.5</b>	<b>38</b>	<b>68</b>	<b>101</b>	<b>160</b>	<b>30.2</b>	<b>188.4</b>	<b>138</b>

(1) No Regional Shopping Center is planned in this area.

NORTH HIGHLANDS-  
NORTH CENTRAL AREA  
Table A-5

Auburn-Madison Subcommunity Commercial Areas  
Projected Needs, Existing Uses, Zoning and Proposed Land Use

Type of District	Normal Standard Acres Per 1000 Persons	Projected Need (Acres)				1970 Existing (Acres)		Proposed 1990 Commercial Land Use
		1970 Pop. 9,304	1980 Pop. 13,300	1990 Pop. 17,300	Max. Pop. Est. 24,700	Commercial Land Use	Commercial Zoning	
<b>SHOPPING CENTERS</b>	<b>2.0</b>							
Small Center	0.8	7	11	14	20	14.9	0	0
Medium Center	0.7	5	9	12	17	0	0	0
Large Center (1)	0.5	37	38	49	59	0	0	0
<b>OTHER COMMERCIAL</b>	<b>2.5</b>							
Gen. Commercial	1.3	12	17	22	32	107.1	308	243
Auto Oriented	0.8	7	11	14	20	31.4	7	21
Highway Travel	0.2	2	3	3	5	0	0	22
Bus. & Prof.	0.2	2	3	3	5	1	4	19
<b>TOTAL</b>	<b>4.5</b>	<b>72</b>	<b>92</b>	<b>117</b>	<b>158</b>	<b>154.4</b>	<b>319</b>	<b>306</b>

(1) The commercial developments in Madison Avenue-Auburn Blvd. area have, because of locational factors, tended toward satisfying regional type shopping needs for a significant portion of northeast area demand. However, the unified regional center at Greenback Lane-Sunrise Boulevard should be in operation prior to 1980 and should cut significantly into the trade base of the Madison-Auburn Complex. It is assumed that the Madison-Auburn Complex will not be able to grow larger than the equivalent of a subregional center about 60 acres in size.

NORTH HIGHLANDS-  
NORTH CENTRAL AREA  
Table A-6

McClellan Air Force Base Commercial Areas  
Projected Needs, Existing Uses, Zoning and Proposed Land Use

Type of District	Normal Standard Acres Per 1000 Persons	Projected Need (Acres)				1970 Existing (Acres)		Proposed 1990 Commercial Land Use
		1970 Pop. 2,379	1980 Pop. 2,500	1990 Pop. 3,000	Max. Pop. Est. 3,000	Commercial Land Use	Commercial Zoning	
<b>SHOPPING CENTERS</b>	<b>2.0</b>							
Small Center	0.8	2	2	2	2	0(1)	0	0
Medium Center	0.7	0	0	0	0	0	0	0
Large Center	0.5	0	0	0	0	0	0	0
<b>OTHER COMMERCIAL</b>	<b>2.5</b>							
Gen. Commercial	1.3	3	3	4	4	0	213	0
Auto Oriented	0.8	0	0	0	0	0	0	0
Highway Travel	0.2	0	0	0	0	0	0	0
Bus. & Prof.	0.2	0	0	0	0	0	0	0
<b>TOTAL</b>	<b>4.5</b>	<b>5</b>	<b>5</b>	<b>6</b>	<b>6</b>	<b>0</b>	<b>213</b>	<b>0</b>

(1) The existing base commercial facilities operates as a neighborhood shopping center. Commercial demand within the base cannot be realistically measured by applying the "normal standard" for commercial development because of trade area and base policy relationships. However, it is assumed that post-exchange and other base facilities are generally comparable to a neighborhood shopping center and thus, a reasonable set of figures are established which provides a consistency for the countywide quantitative space needs analysis. The medium and large shopping center, auto oriented, business and professional, and highway oriented commercial need probably will never be provided on the base and therefore space for facilities in these categories are planned for off-base sites.

TABLE A-7  
NORTH HIGHLANDS-  
NORTH CENTRAL AREA  
COMMERCIAL LAND USE

Adjusted 1990 Needs  
Based on Commercial Areas Land Use Plan Standards  
(Acres)

TYPE OF DISTRICT	North Highlands Subcommunity (33,200 population)	Foothill-Hillsdale Subcommunity (25,200 population)	Auburn-Madison Subcommunity (17,300 population)	TOTAL North Central Area (exc. McClellan AFB) (75,700 population)
SHOPPING CENTERS	50	38	75	163
Small	27	0	14	41
Medium	23	38 (1)	12	73
Large	0	0	49	49
OTHER COMMERCIAL	84	63	42	185
Gen. Commercial	43	33	22	98
Auto Commercial	27	20	14	57
Highway Comm.	7	5	3	15
Sus. & Prof.	7	5	3	15
TOTAL COMMERCIAL	134	101	117	348

(1) All Shopping Center Commercial to be concentrated in subcommunity centers, except for appropriately located convenience centers.

TABLE A-8  
Comparison of Commercial Areas by Subcommunity  
(Excluding McClellan Air Force Base)

Population & Commercial Needs 1970 - 1990 - Ultimate	North Highlands	Foothill-Hillsdale	Auburn-Madison	TOTAL No. Central Area (exc. McClellan AFB)
1970 a) Population	28,628	9,428	9,304	47,360
b) Commercial Need (Acres)	115	38	72	222
1990 a) Population	33,200	25,200	17,300	75,700
b) Commercial Need (Acres)	134	101	117	348
Ult. a) Population (1)	46,200	40,100	24,700	110,700
b) Commercial Need (Acres)	184	160	158	502
Commercial Land Use and Zoning 1970 - 1990 - Ultimate	North Highlands	Foothill-Hillsdale	Auburn-Madison	TOTAL No. Central Area (exc. McClellan AFB)
1970 Existing Comm. Land Use (Acres)	109	30	154	293
1970 Existing Comm. Zoning (Acres)	380	188	319	887
a) Surplus zoning above 1990 needs (Acres)	246	87	202	557
b) Surplus zoning above ult. needs (Acres)	196	28	161	385
Comm. Acreage Provided in Land Use Plan (Acres)	157	138	301	601
a) Above 1990 needs	23	37	184	253
b) Above ultimate needs	-27	-22	143	99

(1) Ultimate population subject to increase if area shown for Agricultural-Urban Reserve Land Use category urbanizes after 1990.

Table A-9

## NEIGHBORHOOD PARK NEEDS FOR NORTH CENTRAL AREA

Data Area	1990 Projected Population	1990 Neighborhood Park Needs (Acres)	1972 Existing Neighborhood Park Acreage	Additional Acreage Needed (1970-1990)	Adjusted Acreage Allocation Planned (1970-1990)	Additional Number of Parks and Total Acreage Planned (1970-1990)		Holding Capacity Population	Total Acreage Needed at Holding Capacity	Total Number of Parks Needed at Holding Capacity
						Number	Acres			
1	3911	7.8	0	7.8	7.8	1	7.8	8,732	17.5	3
2	198	0.4	0	0.4	A 0(0.4a to #4)	0	0	1,909	3.8	1
3	1374	2.7	0	2.7	B 0(2.7a to #8)	0	0	0	0	0
4	14,287	28.5	15.2	13.3	13.7(0.4a from #2)	3	28.5	14,590	29.2	6
5	3614	7.2	0	7.2	10.0	3	10	12,392	24.8	5
6	2184	4.3	0	4.3	8.0	1	8	5,396	10.8	2
7	9792	19.5	10.7	8.8	10.8	2	21.5	8,259	16.5	5
8	12,070	24.0	0	24.0	25.7(2.7a from #3)	4	26.7	18,282	36.6	5
9	6713	13.4	4.6	8.8	4.0	1	8.6	9,274	18.5	2
10			*McClellan Air Force Base							
11	11,014	22.0	0	22.0	22.0	3	22	16,458	32.9	5
12	10,610	21.2	0	21.2	21.2	3	21.2	15,450	31.1	5
TOTAL*	75,787	151.0	30.5	120.5	124.2	21	154.3	10,732	221	39

## STANDARDS

Neighborhood Parks  
 (1) 2.0 acres per 1000 persons  
 (2) 6-8 acres minimum size

\*McClellan Air Force Base  
 Population not included in statistics

A. Insufficient population to justify park

B. Area to be developed under non-residential uses

TABLE A-10

PARK AREA STANDARDS  
(Acres)

	Size (Independent)	Size (Adjacent to School)	Acres per 1000 Population
Neighborhood Parks	7-8	2-3	1-2
Community Parks	40-60	15-35	2-3