



# Pathway Land Use Assumptions

Land Use and Natural Resources Committee

Dov Kadin



# **BLUEPRINT**

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METROPOLITAN TRANSPORTATION PLAN  
SUSTAINABLE COMMUNITIES STRATEGY



# Triple Bottom Line Framework



# What is a land use forecast?

Region

- 263,000 new jobs
- 278,000 new homes

Community  
Types

- (e.g., Marysville Green Zone, Folsom established communities, Rio Del Oro Specific Plan in Rancho Cordova, etc)

Parcels

- Which parcels?  
What kind of buildings?



# Land Use Assumption Considerations

## Regulatory

- Local Zoning and General Plans
- Local Entitlements
- Federal and State Entitlements

## Market

- Proximity to jobs
- Financial Feasibility
- Market demand
- Developer activity
- Infrastructure need/funding

## Policy/Performance

- Triple Bottom Line objectives
  - Equity
  - Economy
  - Environment

Achievable

Visionary



# Exploring Regulatory and Market Factors for the 2024 Blueprint

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Sacramento Area Council of Governments

August 4th, 2022



# Welcome and Introductions

- **Dov Kadin**, Senior Planner
- **Indrani Kompella**, Associate Planner



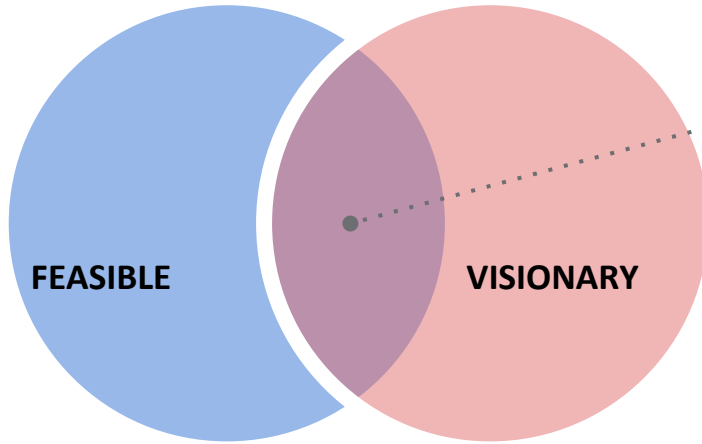
- **Alex Steinberger**, Partner
- **Sachi Arakawa**, Senior Associate
- **Rachel Cotton**, Senior Associate
- **Paul Runge**, Associate



# Supporting the MTP/SCS

**Sustainable Communities Strategies** are intended to guide local land use planning toward regional greenhouse gas reductions targets. However, these plans are only impactful to the extent they are achievable.

**The California Air Resources Board has set ambitious standards** for lowering greenhouse gas emissions, which jurisdictions need to take bold and innovative measures to meet.



To meet state GHG targets, the MTP/SCS will need to push boundaries.

The build-out analysis provides critical intelligence to the SACOG modeling team to ensure MTP/SCS pathways are both **visionary AND feasible**.

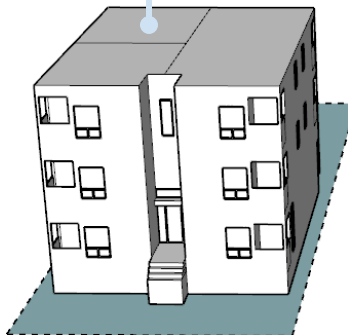


# Build-Out Capacity

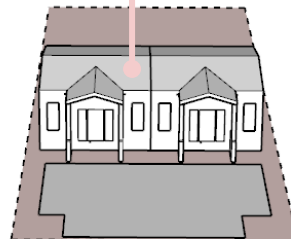
## 3 ways to assess build-out capacity:

1. **Plan Designation:** What the General Plan says is allowed
2. **Zoning:** What zoning makes possible
3. **Market Feasibility:** What is financially feasible to build, given current market conditions

What the General  
Plan Allows



What Zoning Allows



What is Financially  
Feasible



# Catalog of General Plans and Zoning

Basic Info		ADUs	DU Density			Lot Dimensions		Setbacks		
GPLU_ID	ZONE_NAME	USE_ADUS	MAX_DENS	MAX_DENS_W_ADU	MIN_LOT_SZ	WIDTH	DEPTH	SB_FRONT	SB_SIDE	SB_REAR
GALT_LDR	Maximum Density Sing	1	6.7	13.4	6500	65	100	20	5	10
GALT_RR	Residential Agriculture	1	0.2	0.4	217800	100	2178	20	10	10
GALT_RE	Residential Estates	1	1.0	2.0	43560	100	435.6	20	5	10
GALT_MDR	Medium Density Resid	1	8.0	15.8	5500	55	100	20	5	10
GALT_MHDR	Medium High Multiple-	1	14.0		5000	65	76.9	20	5	10
GALT_HDR	High Density Multiple-f	0	24			100	100			
GALT_MU	Mixed Use	0	35			100	100			
GALT_C	Highway Commercial	0				100	100			
GALT_OP	Office-Professional	0				100	100			
GALT_LI	Industrial	0			10000	100	100			
GALT_PQ	Public/Quasi-Public	0				100	100			
GALT_P	Public/Quasi-Public	0				100	100			
GALT_OS	Public/Quasi-Public	0				100	100			
ELKG_CC	General Commercial	1	Residential not			100	100	25	0	0
ELKG_RC	Shopping Center	0				100	100	25	0	0
ELKG_EC	Business and Professi	0				100	100	25	10	10
ELKG_LIF	Light Industrial/Flex	0				100	100	25	0	0
ELKG_LI	Industrial-Office Park	0				100	100	25	10	0
ELKG_HI	Heavy Industrial	0				100	100	25	0	0
ELKG_VCMU	Village Center Mixed-U	1	40	80		100	100	0	0	0
ELKG_RMU	Residential Mixed-Use	1	40	80		100	100	5	0	10
ELKG_POS	Commercial Recreation	0				100	100	25	0	0

28 General Plans

70+ Specific Plans

425 Zoning Classifications

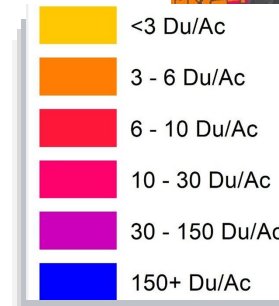
Cataloged height,  
density, setbacks,  
parking  
requirements,  
allowed uses

# 1. General Plan Build-Out Capacity

- “Typical” way of assessing build-out capacity
- Maximum heights, densities, and FARs cataloged for each General Plan land use designation

## How is this used in the MTP/SCS?

General plans represent each jurisdictions’ desired growth patterns and transportation improvements. This is important because the state requires the MTP/SCS to consider local plans and policies.

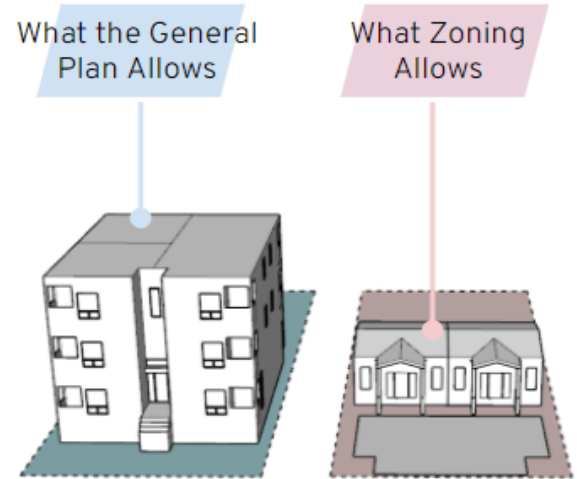


## 2. Zoning-Based Build-Out Capacity

- Zoning is intended to implement general plan land use.
- Sometimes, zoning creates barriers to implementing the general plan and limits build out capacity.

### How is this used in the MTP/SCS?

Zoning isn't typically studied as part of the MTP/SCS. However, it has very real implications for how much capacity exists within each of the regions' jurisdictions. This analysis helps SACOG ensure they are being realistic in their assumptions about where future growth could occur.



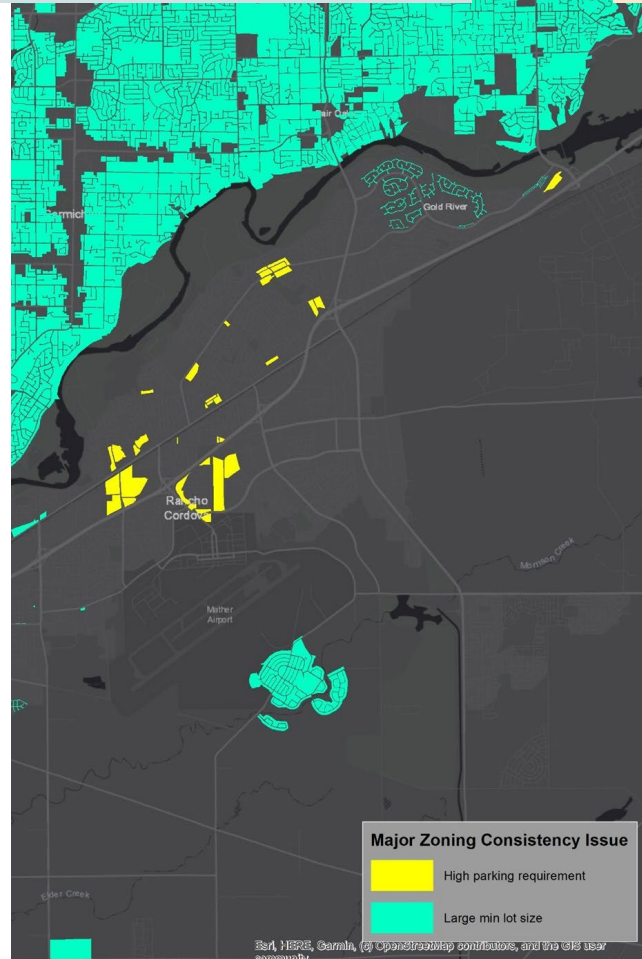


# Supporting the MTP/SCS

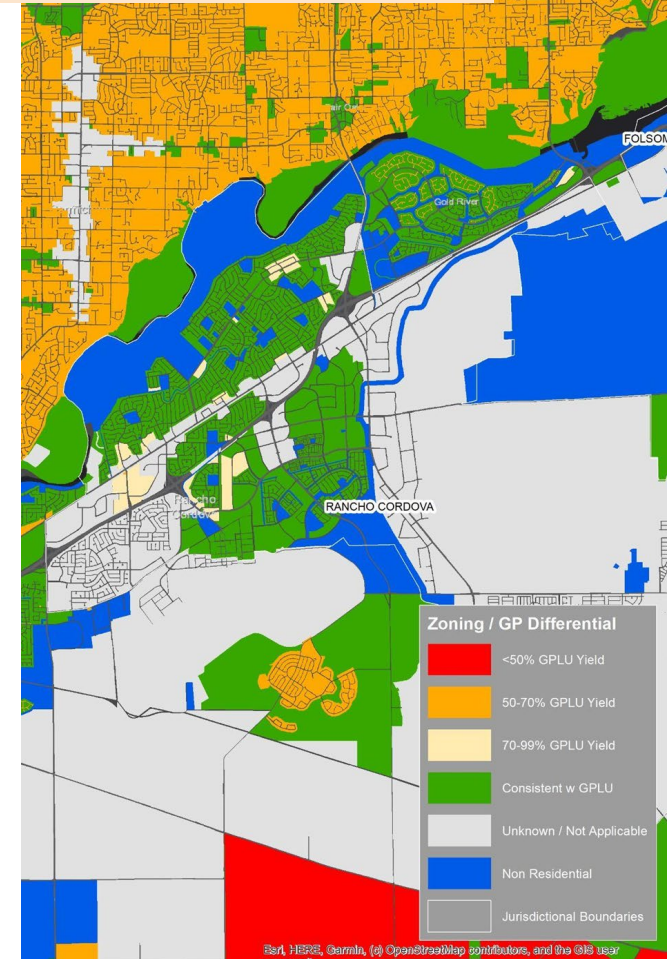
Zoning inconsistencies are mapped across the 6-county SACOG region.

They can be visualized to identify potential implementation issues or used to create queries during the scenario modeling process.

## Zoning Inconsistency Types



## Impacts to Build-Out Yield

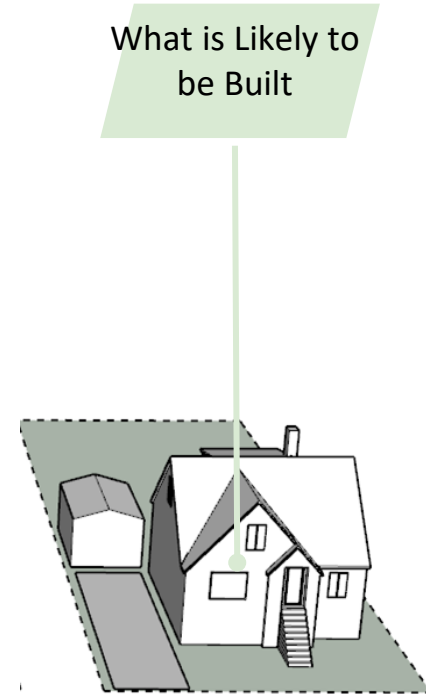


### 3. Market-Based Build-Out Capacity

- Building to the maximum that zoning allows may not always be feasible in the current market environment.
- In many cases around the region, zoning allows higher densities than the market can support.

#### How is this used in the MTP/SCS?

Knowing what densities are allowed by local zoning AND supported by local market conditions ensures that SACOG's land use scenarios are achievable. Factoring market feasibility into land use pathways ensures that SACOG's regional transportation investments work in harmony with where growth is likely to occur.



# 1. General Plan Build-Out Capacity

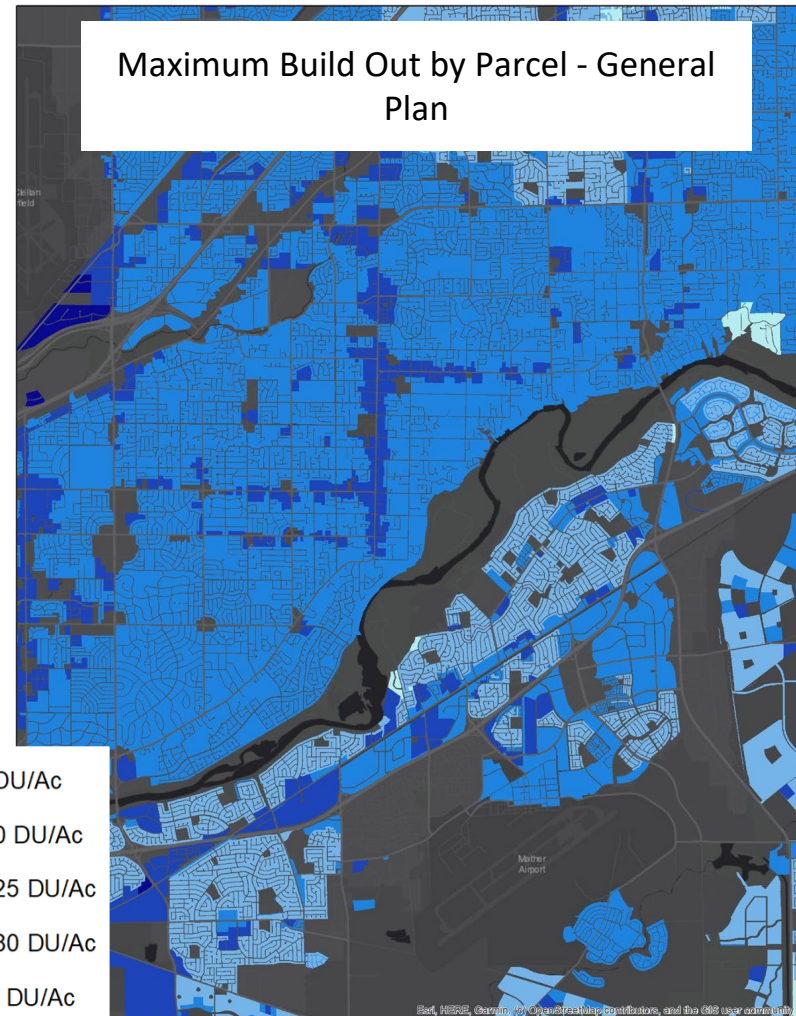
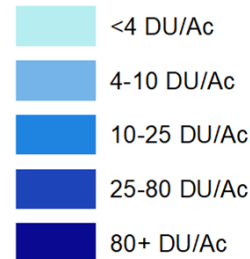
General Plan build-out capacity is based on the maximum development envelope allowed within each jurisdictions' General Plan.

TABLE LU-1  
LAND USE DEVELOPMENT STANDARDS

Land Use Category	Minimum Parcel Size (acres)	Maximum Parcel Size (acres)	Minimum Density (du/ac)	Maximum Density (du/ac)	Minimum FAR	Maximum FAR	Height Maximum (feet)
Residential Categories							
Rural Residential	2	10	0.1	0.5	-	-	35
Estate Residential	0.5	2	0.51	2.0	-	-	35
Low Density Residential	-	-	2.1	6.0	-	-	35
Medium Density Residential	-	-	6.1	18.0	-	-	40
High Density Residential	-	-	18.0	40.0	-	-	60 <sup>1</sup>

*Excerpt from City of Rancho Cordova's General Plan Land Use Element*

## Maximum Build Out by Parcel - General Plan

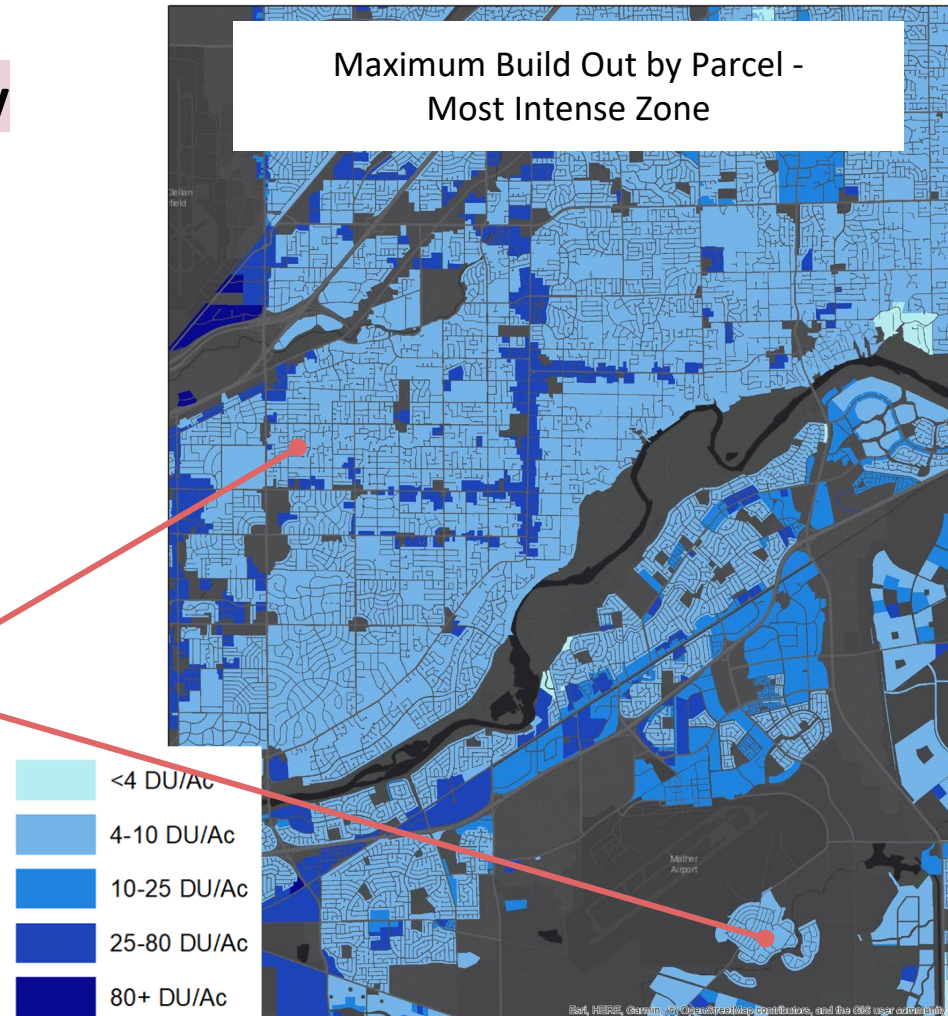




## 2. Zoning-Based Build-Out Capacity

Zoning-based build-out capacity is based on the underlying zoning that implements General Plan land use.

Reductions in capacity are due to an implementing zone that does not allow as much development as the General Plan does.

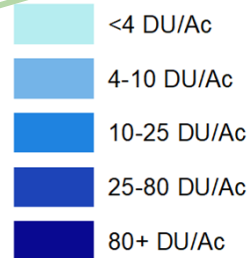




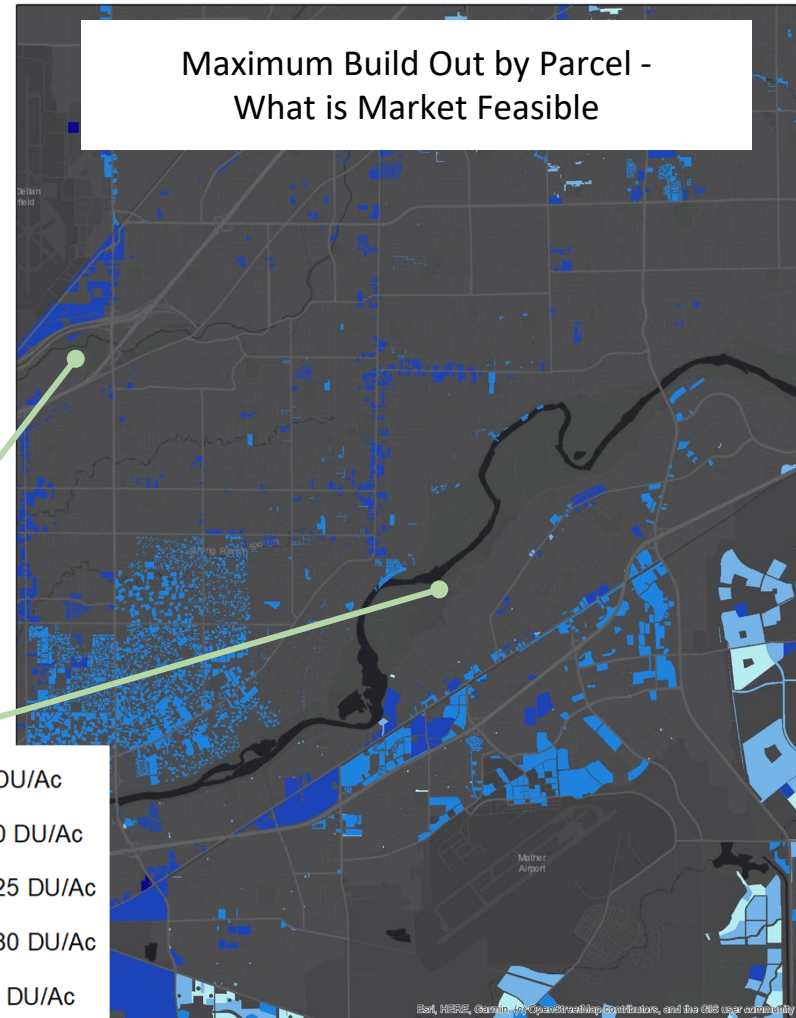
### 3. Market-Based Build-Out Capacity

Market-based build-out capacity takes land values, rents, and zoning into account. It allows us to estimate feasible build out density and likely development location.

Market-based capacity tends to be much less than General Plans or Zoning-based estimates. This is only a reflection of near term conditions. Markets change over time and development could become feasible in the future.



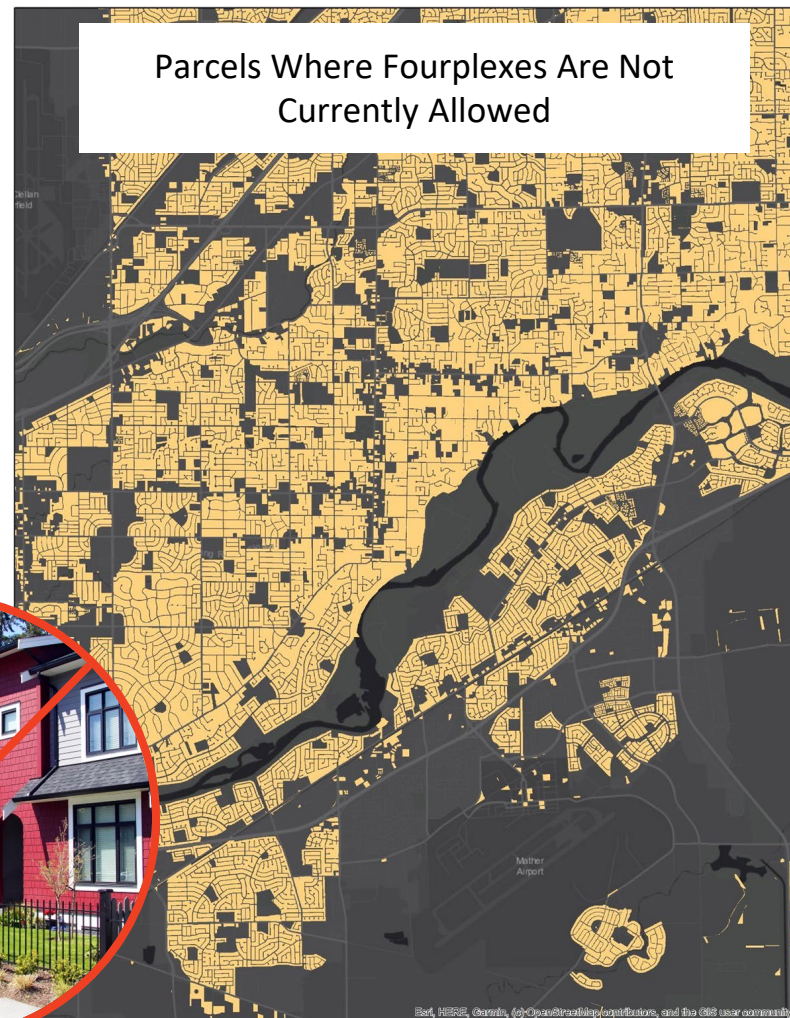
Maximum Build Out by Parcel -  
What is Market Feasible



# Opportunities For Future Research

The Market-based build-out analysis provides a useful tool for assessing where near term opportunities exist to develop within existing development regulations. But it also provides a way to explore a “what-if” scenario.

The map at the right shows areas where fourplexes are not currently allowed



# Opportunities For Future Research

What if development regulations changed?  
Would that create more opportunities for  
housing?

The map at the right shows parcels  
where fourplexes would be  
feasible, if development  
regulations allowed them to be  
built.



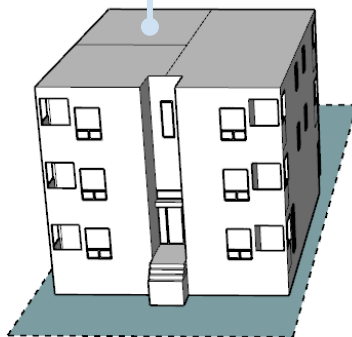
Parcels Where Fourplexes Are Not  
Currently Allowed but Are Feasible



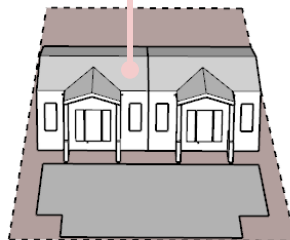
Map, HERE, Google, OpenStreetMap contributors, and the GIS user community

# Draft Regional MTP/SCS Build-Out Estimates

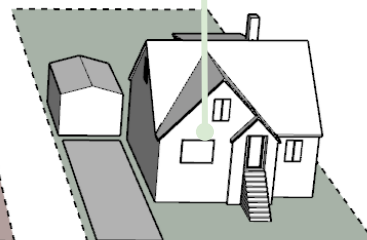
What the General  
Plan Allows



What Zoning Allows



What is Likely  
to be Built



**PRELIMINARY  
ESTIMATES**

General/Specific Plan Build-Out:

**~3,000,000 DUs**

HBU Zoning Build-Out:

**~2,680,000 DUs**

Market-Based Build-Out:

**~1,700,000 DUs**



# Thank You

Building Market Realities Into Sustainable  
Communities Strategies

August 4th, 2022



# Land Use Assumption Considerations

## Regulatory

- Local Zoning and General Plans
- Local Entitlements
- Federal and State Entitlements

## Market

- Proximity to jobs
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- Market demand
- Developer activity
- Infrastructure need/funding

## Policy/Performance

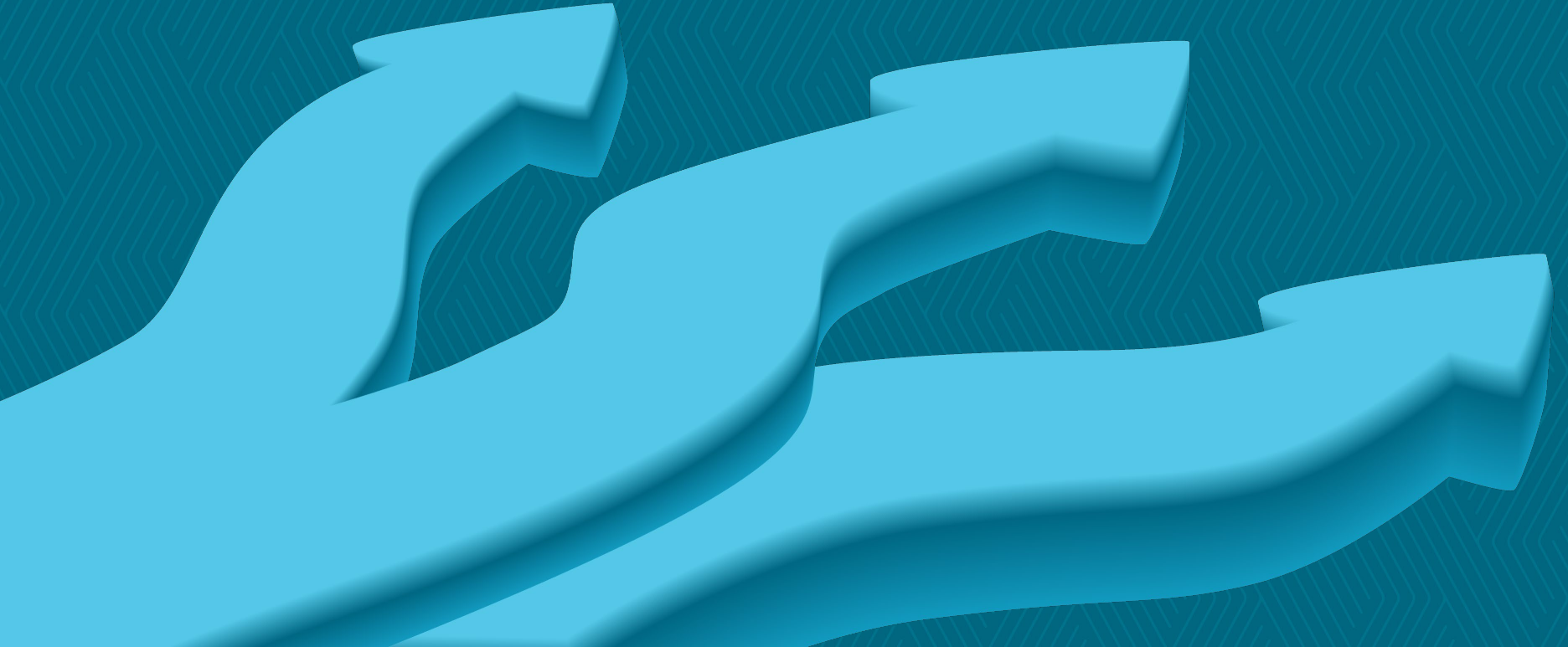
- Triple Bottom Line objectives
  - Equity
  - Economy
  - Environment

Achievable






Visionary

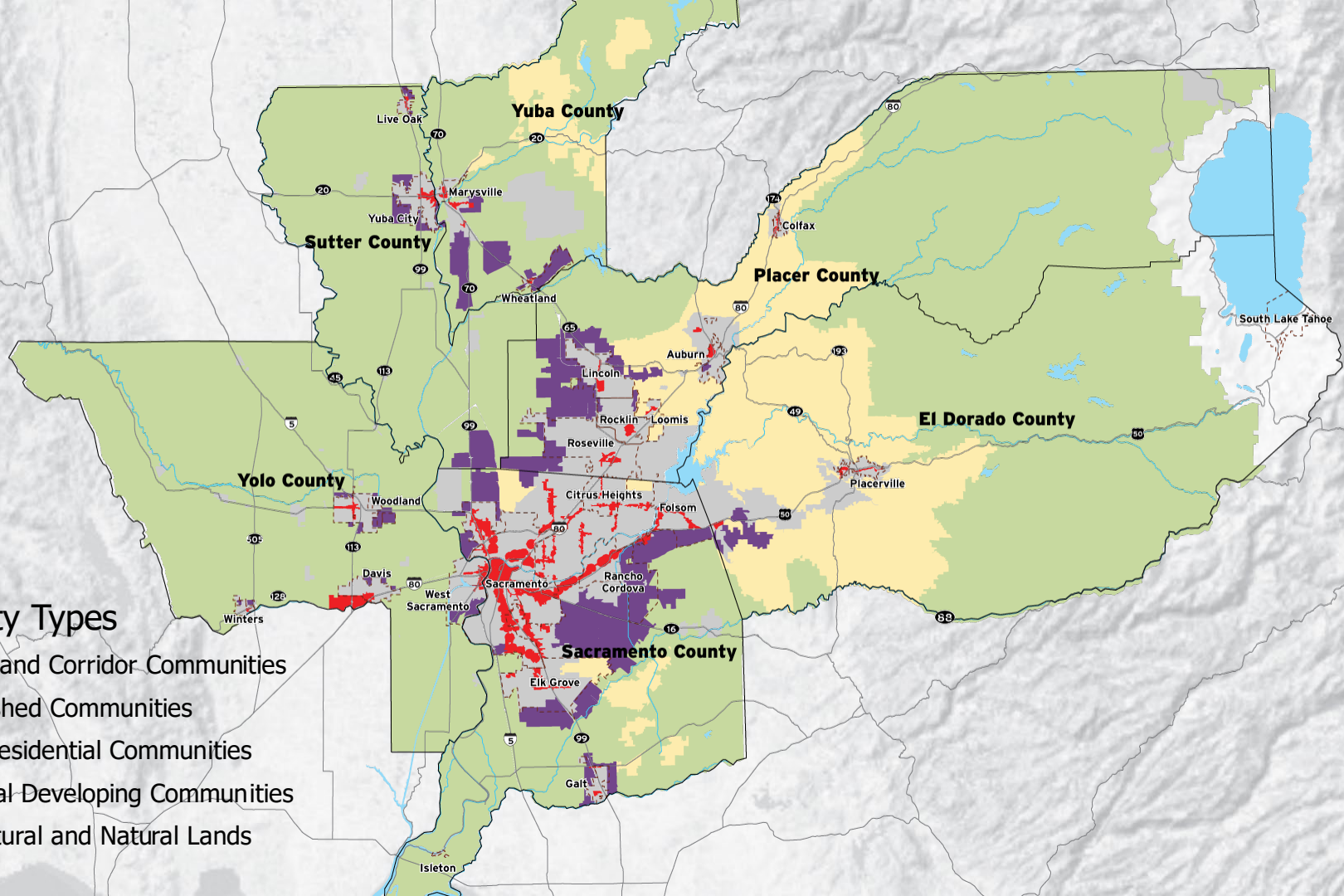
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# Future Pathways

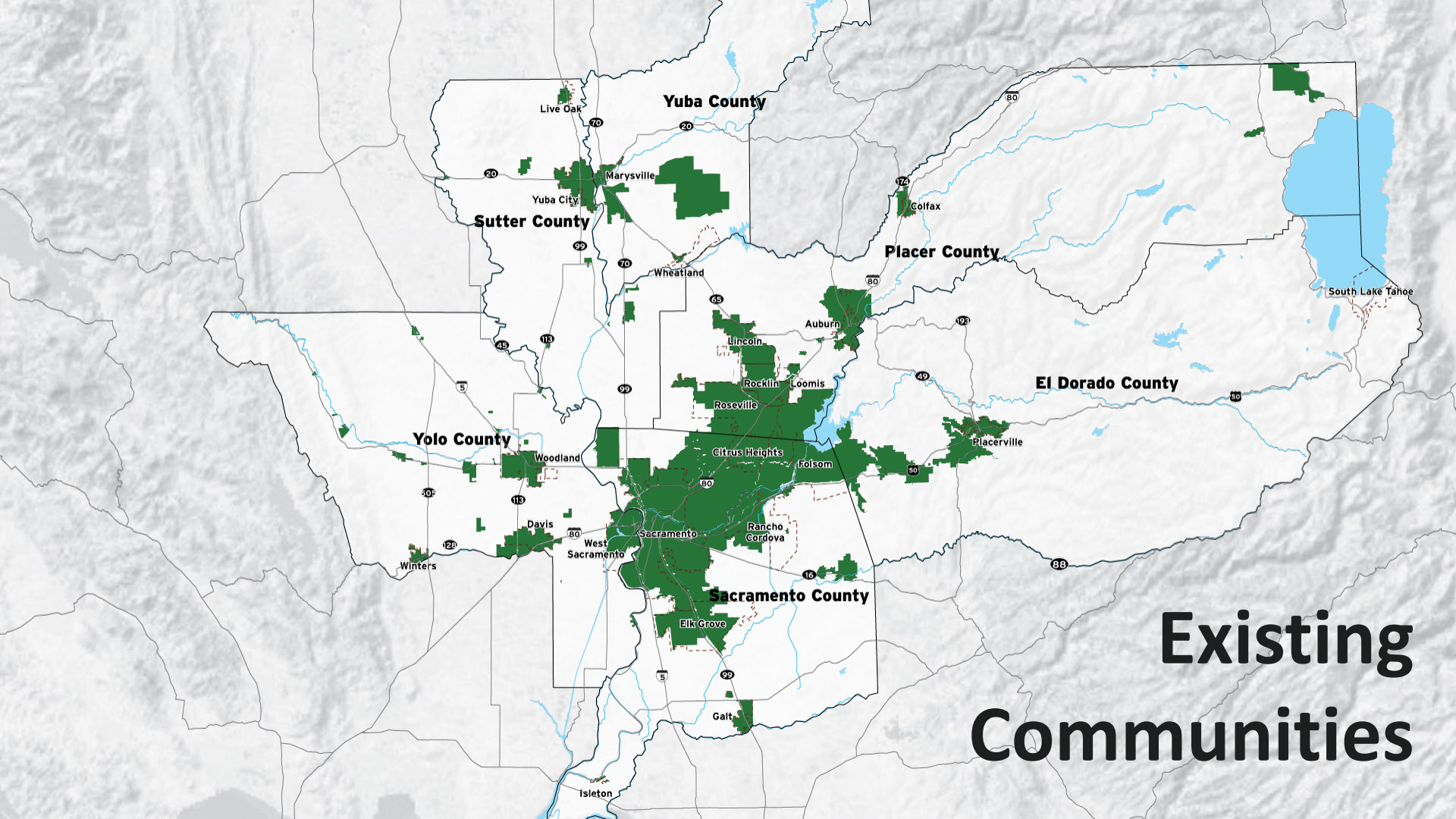


## Community Types

-  Center and Corridor Communities
-  Established Communities
-  Rural Residential Communities
-  Potential Developing Communities
-  Agricultural and Natural Lands







**Existing  
Communities**

# Blueprint Pathways

## 1) Outward Expansion

- Expands on historical development trends
- Least housing choice
- **~40%** of housing in existing communities

## 2) Compact Growth and Phased Expansion

- Reflects development patterns of 2020 MTP/SCS
- **~2/3** of housing in existing communities

## 3) Inward Expansion

- Limited developing community/ rural residential growth by 2050
- Most housing choice
- **~90%** of housing in existing communities

**Regional Growth Projections Constant Across Pathways**



1

HOUSING GROWTH IN EXISTING COMMUNITIES

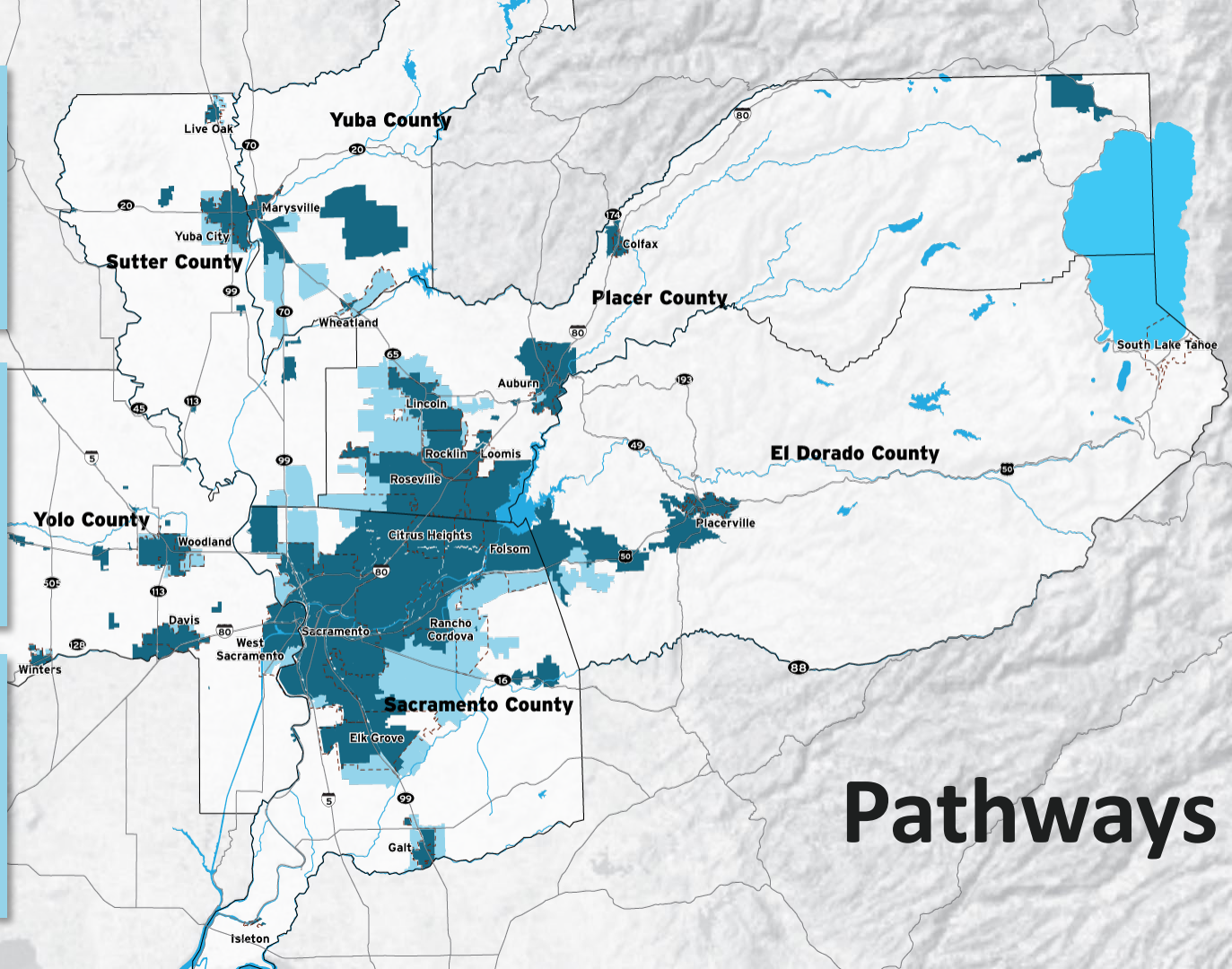
~40%

2

~67%

3

~90%





Questions and Comments