PLACER COUNTY GENERAL PLAN

GENERAL PLAN BACKGROUND REPORT

VOLUME I

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TABLE OF CONTENTS

VOLUME I **Page**

TABLE OF CONTENTS i

LIST OF FIGURES x

LIST OF TABLES xiii

CHAPTER 1

LAND USE 1-1

1.1 Introduction 1-1

1.2 Summary of Existing Plans 1-1

Placer County General Plan 1-2

The Community Plans 1-3

Agriculture Element 1-8

1.3 Existing Zoning Summary 1-8

Placer County Zoning Ordinance 1-9

Squaw Valley Land Use Ordinance 1-13

1.4 Existing Land Use 1-14

Land Use Inventory Methodology 1-15

Types of Existing Land Uses 1-16

Location and Distribution of Existing Land Uses 1-17

Changes in Land Use Over Time 1-23

1.5 City General Plans 1-23

City of Auburn General Plan 1-24

City of Roseville General Plan 1-25

City of Lincoln General Plan 1-27

City of Rocklin General Plan 1-28

Town of Loomis General Plan 1-29

City of Colfax General Plan 1-30

1.6 Holding Capacities and Buildout 1-31

1.7 Spheres of Influence 1-43

City Spheres of Influence 1-43

Special District Spheres of Influence 1-44

1.8 Regional Plans and Policies 1-47

Airport Land Use Plans 1-48

Solid Waste Management Program 1-48

Hazardous Waste Management Plan 1-50

Air Quality Management Plan 1-51

Regional Plans 1-52

General Plans of Surrounding Counties 1-54

1.9 State and Federal Plans 1-56

National Forest Land and Resource Management Plans 1-56

Bureau of Land Management Land 1-58

State Parks 1-59

1.10 Patterns of Urban Development 1-59

Unincorporated Area Parcelization 1-60
Distribution of Urban, Suburban, and Rural Land Uses 1-60
Major Development Proposals and New Growth Areas 1-62
1.11 Findings 1-66
1.12 Persons Consulted 1-69
1.13 Bibliography 1-70
1.14 Glossary 1-72

CHAPTER 2
HOUSING 2-1
2.1 Introduction 2-1
2.2 Existing Housing Characteristics 2-1
Number of Housing Units 2-1
Vacant Units 2-2
Type of Housing Unit 2-4
Tenure of Occupies Units 2-5
Persons per Household 2-7
Size of Housing Units 2-8
2.3 Existing Housing Conditions 2-8
Overcrowding 2-8
Structural Housing Conditions 2-11
Age of Housing Stock 2-14
Housing Rehabilitation Programs 2-14
2.4 Housing Costs and Overpayment 2-15
Owner Occupies Housing Costs 2-15
Rental Housing Costs 2-16
Overpayment 2-18
2.5 Analysis of Special Housing Needs 2-22
The Elderly 2-22
Large Families 2-26
Single-Parent Families 2-27
The Disabled 2-30
Farmworkers 2-32
The Homeless 2-33
Special Housing Needs in the Tahoe Area and Other Resort Areas 2-37
2.6 Projected Housing Needs 2-37
2.7 Energy Conservation Opportunities 2-40
Factors Affecting Energy Use 2-40
Energy Efficiency in Individual Homes 2-43
2.8 Current and Past Housing Efforts 2-46
Population Projections 2-46
Housing Needs 2-47
1984 Housing Element Programs 2-47
Other Existing Housing Programs 2-54
Housing Element Addendum, 1991 2-55
Low Income Housing Development in Incorporated Areas 2-55
2.9 Low Income Housing Conversions 2-56
Inventory of Potential At-Risk Development 2-58

2.10 Land and Services for Residential Development 2-58
Adequate Sites for New Housing 2-58
2.11 Governmental Constraints 2-66
Local Land Use Controls 2-66
On- and Off-site Development Standards 2-68
Building and Housing Codes 2-70
Code Enforcement 2-71
Permit Processing Times 2-71
Permit Processing and Residential Development Fees 2-71
Impediments to Affordable Housing Production in the Tahoe Area 2-72
2.12 Non-Governmental Constraints 2-73
Land Costs 2-74
Site Improvement Costs 2-74
Construction Costs 2-74
Availability of Financing 2-75
2.13 Findings 2-77
2.14 Persons Consulted 2-79
2.15 Bibliography 2-81
2.16 Glossary 2-82

APPENDIX 2-A Chapters 3, 4, 5, and Appendicies A through E of the *Housing Element* adopted on June 30, 1992 2-97
Chapter 3, Background Information 2-97
Chapter 4, General Plan Consistency. 2-186
Chapter 5, Public Participation. 2-187
Appendix A to E. 2-188

CHAPTER 3
POPULATION 3-1
3.1 Introduction 3-1
3.2 Population Characteristics 3-1
Age 3-2
Gender 3-4
Ethnicity 3-5
3.3 State Department of Finance Population Estimates 3-7
3.4 Population Projections 3-8
Department of Finance 3-8
Sacramento Area Council of Governments 3-9
Sierra Planning Organization 3-10
Trend Line Projections 3-11
Unincorporated Area Population Projections 3-11
Factors Affecting Population Growth 3-13
3.5 Findings 3-15
3.6 Persons Consulted 3-16
3.7 Bibliography 3-17
3.8 Glossary 3-18

CHAPTER 4
ECONOMIC CONDITIONS AND FISCAL CONSIDERATIONS 4-1
4.1 Introduction 4-1
4.2 Regional Economic Overview 4-1
Placer County Economy in 1990 4-1
Trends in Placer County Population and Employment 4-7
Placer County in the Regional Context 4-10
Real Estate Market Activity and Development Patterns 4-13
Tourism and the Visitor Economy 4-17
Future Growth Potential in Placer County 4-18
4.3 Review of Fiscal Considerations 4-24
Introduction 4-24
Funds of the County Budget 4-25
County Revenues 4-26
County Expenditures 4-34
4.4 Public Facility Funding 4-38
Introduction 4-38
Parks and Recreation 4-39
Jails 4-39
Justice Facilities 4-40
Public Protection 4-40
Health and Welfare 4-40
Libraries 4-41
General Government 4-43
Wastewater Systems 4-43
Water 4-43
Drainage and Flood Control 4-44
Roads 4-45
Schools 4-46
4.5 Capital Improvement Plans 4-47
4.6 Findings 4-49
4.7 Persons Consulted 4-52
4.8 Bibliography 4-53

CHAPTER 5
TRANSPORTATION AND CIRCULATION 5-1
5.1 Introduction 5-1
5.2 Highway System 5-1
Existing Roadways 5-1
Functional Classification 5-2
Existing Traffic Volumes and Levels of Service 5-3
5.3 Public Transit Services 5-13
Local Transit Service 5-13
Intercity Transit Service 5-16
5.4 Aviation 5-17
Existing Conditions 5-17
Needs Assessment 5-18
5.5 Highway Freight Transportation 5-18

5.6 Rail Freight Transportation 5-20
5.7 Bikeways 5-20
5.8 Congestion Management Program 5-23
5.9 Trip Reduction and Travel Demand Management 5-23
Introduction 5-23
Trip Reduction Ordinances 5-24
Existing Programs 5-25
Relationship to Transportation Control Measures 5-26
Air Quality Plan for Tahoe Region 5-28
5.10 Planned and Proposed Transportation Projects 5-29
Regional Transportation Improvement Program 5-30
Congestion Management Program 5-33
5.11 Existing Funding Sources 5-36
Streets and Highways 5-36
Public Transportation 5-39
Aviation 5-39
Pedestrians, Bicycles & Non-Motorized Transportation 5-39
Potential Revenue Sources 5-40
5.12 Findings 5-43
5.13 Bibliography 5-45
5.14 Persons Consulted 5-46
5.15 Glossary 5-47

VOLUME II

CHAPTER 6
PUBLIC FACILITIES 6-1
6.1 Introduction 6-1
6.2 Public Water Systems 6-1
Introduction 6-1
Small Water Systems 6-6
6.3 Groundwater and Well Usage Within Placer County 6-13
Introduction 6-13
County Geomorphic Description 6-13
General Geology 6-14
Groundwater Availability 6-15
Water Quality 6-20
Conclusion 6-22
6.4 Community Wastewater Systems 6-23
Introduction 6-23
Overview of Existing Community Wastewater Systems 6-24
Planned, Proposed and Required Future Changes and Potential Impacts 6-28
Detailed Summary Information on Community Wastewater Systems 6-28
6.5 Onsite Sewage Systems 6-28
Introduction 6-28
Onsite Sewage System Usage 6-29
Overview of Onsite Sewage Systems and Designs 6-29
Responsible Regulatory Agencies for Design and Construction 6-30

Onsite Sewage System Installers in Placer County 6-30
Overview of Existing County Onsite Sewage Systems Regulations 6-31
Site Evaluation Procedures and Onsite Permit Approval 6-32
Onsite Sewage System Design and Construction 6-32
Considerations for Onsite System Development 6-34
Overview of Current Septic Tank Pumpings (Septage) Regulations 6-34
Septage Management and Disposal 6-36
Onsite Sewage System Suitability Conditions in Placer County 6-36
Groundwater Levels and Trends in Placer County 6-38
Identified Elevated Nitrate Contamination Areas 6-39
Planned, Proposed and Suggested Future Changes 6-40
Overall Placer County Onsite Sewage Systems Appraisal Summary 6-40
6.6 Drainage and Flood Control 6-42
Introduction 6-42
Major Watersheds 6-43
Watershed Descriptions 6-43
Climate and Rainfall 6-44
Topography 6-44
Existing Land Use 6-45
Existing Flooding Problems 6-46
Current Mitigation Plans 6-48
6.7 Solid Waste Management 6-50
Introduction 6-50
Waste Stream Assessment 6-50
Collection Transfer 6-51
Source Reduction 6-53
Recycling 6-53
Composting 6-56
Solid Waste Incineration 6-57
Land Disposal 6-57
Special Wastes 6-61
Public Education and Involvement 6-63
Financing and Revenues 6-63
Summary 6-64
6.8 Pipelines and Transmission Lines 6-65
Introduction 6-65
Electrical and Distribution Service 6-66
Electrical Generation Facilities 6-67
Natural Gas 6-69
Petroleum Distribution 6-70
Telecommunication Facilities 6-70
6.9 Findings 6-71
6.10 Persons Consulted 6-77
6.11 Bibliography 6-82

CHAPTER 7
PUBLIC SERVICES 7-1
7.1 Introduction 7-1

7.2 General Government Services 7-1
Service Levels 7-1
Capital Facilities 7-1
7.3 Social Services 7-2
7.4 Law Enforcement 7-3
Corrections 7-3
Patrol and Investigations 7-4
7.5 Fire Protection 7-4
Measurement of Level of Service 7-5
Fire Districts 7-5
Non-District Areas: Public Utility Districts 7-8
Community Service Districts and Volunteer Fire Companies 7-8
California Department of Forestry and Fire Protection 7-10
Nevada, El Dorado and Sacramento Counties' Fire Districts 7-10
City Fire Departments 7-11
7.6 Public Schools 7-11
Existing Enrollment 7-11
Enrollment Projections 7-12
7.7 Sierra Community College District 7-13
7.8 Libraries 7-14
Library Services 7-14
Library Facilities 7-14
Library Service Levels 7-15
7.9 Findings 7-16
7.10 Persons Consulted 7-18
7.11 Bibliography 7-20
7.12 Glossary 7-21

CHAPTER 8
RECREATIONAL AND CULTURAL RESOURCES 8-1
8.1 Introduction 8-1
8.2 Parks and Recreation 8-1
Park Facilities and Recreation Areas 8-1
8.3 Community Parkland Standards 8-9
8.4 Parkland Demand and Facility Needs 8-11
Regional Resource-Based Demand 8-11
Local Parkland Demand and Facility Needs 8-11
Travel Times and Facility Distribution 8-13
8.5 Recreation Programs and Staffing Levels 8-14
Placer County 8-14
Auburn Recreation District 8-15
North Tahoe Public Utilities District 8-15
Tahoe City Public Utilities District 8-15
8.6 Existing Park and Recreation Plans 8-16
8.7 Archeological, Historical, & Paleontological Resources 8-18
Archeological Resources 8-19
Historical Resources 8-20
Paleontological Resources 8-22

Protection of Undocumented Cultural Resources 8-22
8.8 Findings 8-24
8.9 Persons Consulted 8-26
8.10 Bibliography 8-27
8.11 Glossary 8-28

CHAPTER 9
NATURAL RESOURCES 9-1
9.1 Introduction 9-1
9.2 Water Resources 9-1
Precipitation 9-1
Surface Water 9-1
Groundwater 9-6
Existing Water Resource Management Plans 9-6
9.3 Soil and Agricultural Resources 9-7
Soil Resources 9-7
Agriculture 9-11
Existing Soil and Agricultural Resource Management Plans 9-13
9.4 Biological Resources 9-14
Grassland Communities 9-15
Chaparral and Shrub Communities 9-15
Woodland Communities 9-16
Hardwood Forest Communities 9-16
Conifer Forest Communities 9-17
Riparian Communities 9-18
Developed Lands 9-20
Aquatic Communities 9-20
Special-Status Species 9-21
Jurisdictional Wetlands and Other Waters of the United States 9-30
Rare Natural Plant Communities 9-31
Significant Natural Areas 9-31
Migratory Deer Herds 9-32
Fisheries 9-32
9.5 Mineral Resources 9-34
Existing Extractive Operations 9-35
Known Extractive Resources in Placer County 9-35
Existing Mineral Resource Management Plans 9-36
9.6 Open Space Resources 9-37
Existing Protected Open Space Lands 9-38
9.7 Air Resources 9-42
Climate and Meteorology 9-42
Ambient Air Quality Standards and Existing Placer County Air Quality 9-43
Existing Air Quality Management in Placer County 9-50
9.8 Findings 9-57
9.9 Persons Consulted 9-60
9.10 Bibliography 9-61
9.11 Glossary 9-64

APPENDIX 9-A
Common and Scientific Names of Wildlife Mentioned in the Text 9-69
APPENDIX 9-B
Common and Scientific Names of Plants Mentioned in the Text 9-71
APPENDIX 9-C
Plant Species of Special Concern 9-73

CHAPTER 10
SAFETY 10-1
10.1 Introduction 10-1
10.2 Seismic and Geologic Hazards 10-1
Seismicity 10-1
Surface Rupture Hazards from Faulting 10-1
Ground-Shaking Hazards 10-2
Liquefaction Hazards 10-7
Slope Instability 10-8
Expansive Soils 10-10
Erosion 10-11
Avalanche Hazards 10-12
Structural Hazard Areas and Critical Facilities 10-13
10.3 Wildland and Urban Fire Hazard 10-14
Responsibilities 10-14
Fire Hazards 10-14
Fire Risks 10-15
Structural Fire Protection 10-15
Wildland Fires 10-16
10.4 Flooding Hazards 10-16
100-year Flood Hazard 10-16
Dam Failure Inundation Hazard 10-16
10.5 Solid, Liquid, and Hazardous Waste Hazards 10-18
Solid and Liquid Waste 10-18
Hazardous Waste 10-21
10.6 Airport-Related Hazards 10-24
Airport Land Use Plans 10-24
Airport Clear Zones and Surrounding Land Uses 10-25
10.7 Findings 10-28
10.8 Persons Consulted 10-30
10.9 Bibliography 10-31
10.10 Glossary 10-34

CHAPTER 11
NOISE 11-1
11.1 Introduction 11-1
11.2 Noise Sources 11-1
Roadways 11-1
Railroads 11-6
Fixed Noise Sources 11-8
Airport Noise 11-13

11.3 Community Noise Survey 11-15
11.4 Findings 11-18
11.5 Persons Consulted 11-19
11.6 Bibliography 11-20
11.7 Glossary 11-21

LIST OF FIGURES

VOLUME I **Appears**

CHAPTER 1: LAND USE **After Page**

Figure 1-1 Placer County General Plan 1-3
Figure 1-2 Community Plan Areas 1-3
Figure 1-3 Agricultural Element Designations 1-8
Figure 1-4 Residential Zoning 1-11
Figure 1-5 Commercial Zoning 1-11
Figure 1-6 Industrial Zoning 1-11
Figure 1-7 Agricultural, Resource, and Open Space Zoning 1-11
Figure 1-7a Squaw Valley Zoning 1-14
Figure 1-8 Assessor's Map Pages 1-16
Figure 1-9 Generalized Location 1-18
Figure 1-10 Distribution of Commercial Land Uses 1-18
Figure 1-11 Unincorporated Commercial Land Uses 1-19
Figure 1-12 Distribution of Industrial Land Uses 1-20 1-19
Figure 1-13 Unincorporated Area Industrial Land Uses 1-19
Figure 1-14 Generalized Location of Commercial Land Uses 1-21
Figure 1-15 Generalized Location of Industrial Land Uses 1-21
Figure 1-16 Floor Area of Industrial Land Uses 1-21
Figure 1-17 Generalized Locations of Agricultural Uses 1-22
Figure 1-18 Generalized Locations of Agricultural Preserves 1-22
Figure 1-19 Generalized Locations of Agricultural Preserves with Notices of Non-Renewal . . . 1-22
Figure 1-20 Generalized Locations of Forestry Uses 1-22
Figure 1-21 Generalized Locations of Vacant Commercial Land 1-23
Figure 1-22 Generalized Locations of Vacant Industrial Land 1-23
Figure 1-23 Population Holding Capacity Remaining Until Buildout (Unincorporated Area) . . . 1-32
Figure 1-24 Population Holding Capacity Remaining Until Buildout (Cities) 1-32
Figure 1-25 Population Holding Capacity Remaining Until Buildout (Total County) 1-32
Figure 1-26 City Spheres of Influence 1-43
Figure 1-28 Airport Land Use Plan Areas 1-48
Figure 1-29 Solid Waste Facilities Locations 1-49
Figure 1-30 Regional Planning Jurisdictions 1-52
Figure 1-31 National Forests 1-56
Figure 1-32 Parcelization Indicated by Relative Size of Assessor's Map Pages 1-60
Figure 1-33 Number of Existing Parcels by Assessor's Map Pages 1-60
Figure 1-34 Parcel Sizes Allowed by Existing Zoning 1-60
Figure 1-35 Urban, Suburban, and Rural Areas 1-61
Figure 1-36 Areas of Major Development Proposals 1-62

CHAPTER 2: HOUSING

Figure 2-1 Cities and Unincorporated Communities 2-1
Figure 2-2 Vacant Units by Type 2-2
Figure 2-3 Vacancy Rates by Area 2-3
Figure 2-4 Areas of Overcrowding 2-9
Figure 2-5 Structural Housing Conditions Survey 2-12

Figure 2-6 Distribution of Elderly 2-22
Figure 2-7 Zones Allowing Housing 2-64
Figure 2-8 Primary Residential Zones 2-64
Figure 2-9 Processing Timelines 2-72

CHAPTER 3: POPULATION
Figure 3-1 Population Growth 3-1
Figure 3-2 Five-Year Age Cohorts 3-2
Figure 3-3 Comparison of Population Projections 3-13
Figure 3-4 Unincorporated Population Projections 3-13

CHAPTER 4: ECONOMIC CONDITIONS AND FISCAL CONSIDERATIONS
Figure 4-1 Areas of Economic Analysis 4-1
Figure 4-2 Sacramento Area Council of Governments Regional Analysis Area 4-3
Figure 4-3 Revenues, Funds and Expenditures 4-27
Figure 4-4 Dynamics of Regional Growth and Increasing Assessed Value 4-32

CHAPTER 5: TRANSPORTATION AND CIRCULATION
Figures 5-1 and 5-2 Designated Roadway Network 5-1
Figures 5-3 and 5-4 Existing Roadway Levels of Service 5-12

VOLUME II
CHAPTER 6: PUBLIC FACILITIES
Figure 6-1 Diagrammatic Cross Section 6-13
Figure 6-2 Region Map 6-15
Figure 6-3 Monitoring Wells and Locations 6-15
Figure 6-4 Ground Water Elevations 6-15
Figure 6-5 Typical Well Depths and Yields 6-17
Figure 6-6 Monitoring Wells: Martis Valley 6-19
Figure 6-7 Groundwater Basins: Tahoe Region/Northwest Area 6-19
Figure 6-8 Surface and Groundwater Suitability 6-21
Figure 6-9 Wastewater Treatment Processes 6-25
Figure 6-10 Wastewater Disposal Methods 6-25
Figure 6-11 On-Site Sewage Disposal Suitability 6-37
Figure 6-12 Major On-Site Suitability Regions 6-37
Figure 6-13 Region Drainage Shed Map 6-43
Figure 6-14 Regional Water Shed Map: Western County 6-44
Figure 6-15 Generalized Soils Map: Western County 6-46
Figure 6-16 Generalized Land Use Map: Western County 6-46
Figures 6-17 and 6-18 Western and Eastern Regional Sanitary Landfill 6-52
Figure 6-19 Solid Waste Received at Western Regional Landfill 6-54
Figure 6-20 Solid Waste Management Facilities 6-61
Figure 6-21 Transmission and Pipelines 6-68

CHAPTER 7: PUBLIC SERVICES
Figure 7-1 Fire Protection 7-5

CHAPTER 8: RECREATIONAL AND CULTURAL RESOURCES

Figure 8-1 Major Park and Recreation Facilities 8-4
Figure 8-2 Generalized Recreation Area Boundaries 8-4
Figure 8-3 Travel Time to Major Park Recreation Facilities from Selected Population Centers . 8-15
Figure 8-4 Concentration of Historical Sites and Buildings 8-23

CHAPTER 9: NATURAL RESOURCES

Figure 9-1 Major River Watersheds, Groundwater Basins, and Flood Hazard Areas 9-2
Figure 9-2 Soil Associations 9-8
Figure 9-3 Important Farmlands and Agricultural Uses 9-13
Figure 9-4 Agricultural and Timber Preserves 9-15
Figure 9-5 Vegetation Types 9-15
Figure 9-6 Special Status Biological Resources 9-22
Figure 9-7 Distribution of Special Status Species by Habitat Type 9-23
Figure 9-8 Migratory Deer Herds 9-34
Figure 9-9 Existing Mineral Extraction Sites 9-40
Figure 9-10 Potential Mineral Resource Sites 9-41
Figure 9-11 Open Space Classifications 9-42
Figure 9-12 Placer County Air Basins 9-46
Figure 9-13 Average Wind Speed and Directional Frequency: McClellan Air Force Base . . . 9-46
Figure 9-14 Average Wind Speed and Directional Frequency: Blue Canyon 9-46
Figure 9-15 Sources of Ozone Precursor Reactive Organic Gases 9-50
Figure 9-16 Sources of Ozone Precursor Oxides of Nitrogen 9-50

CHAPTER 10: SAFETY

Figure 10-1 Earthquake Shaking Hazards 10-2
Figure 10-2 Relationship of Maximum Rock Acceleration to Maximum Intensity 10-3
Figure 10-3 Geologic and Soil Hazards 10-12
Figure 10-4 Locations of Critical Facilities 10-16
Figure 10-5 Fire Hazard Protection Districts 10-16
Figure 10-6 State Responsibility Areas 10-16
Figure 10-7 Fire Starts and Wildland Fires 10-17
Figure 10-8 Solid Waste Management Facilities 10-20
Figure 10-9 Airport Hazard Zones 10-29

CHAPTER 11: NOISE

Figure 11-1 Noise Monitoring Locations 11-2
Figure 11-2 Traffic Noise Contours 11-2
Figure 11-3 Distance to Noise Contours: Arterial Traffic 11-6
Figure 11-4 Railroad Noise Contours 11-8
Figures 11-5 and 11-6 Existing and Future Noise Contours: Auburn Airport 11-14
Figure 11-7 Lincoln Airport Noise Contours 11-14
Figures 11-8 and 11-9 Tahoe-Truckee Airport 1988 and Projected 2010 Noise Contours 11-14
Figure 11-10 Noise Contours: McClellan Air Force Base 1993 11-15
Figure 11-11 Ambient Noise Levels: Baxter, Foresthill, Weimar, Near Loomis. 11-18
Figure 11-12 Ambient Noise Levels: Tahoe City 11-18

LIST OF TABLES

VOLUME I
CHAPTER 1: LAND USE

Table 1-1 Summary of General Plan Land Use Designations and Standards 1-4
Table 1-2 Summary of Community Plans 1-6
Table 1-3 Zoning Classifications, Minimum Parcel Size and Acres Zoned 1-10
Table 1-4 Squaw Valley Zoning Classifications, Minimum Parcel Size and Acres Zoned 1-14
Table 1-5 Assessor's Land Use Coding System 1-16
Table 1-6 Summary of Existing Land Use 1-17
Table 1-7 Assessor's Codes for Commercial and Industrial Land Uses 1-19
Table 1-8 Floor Area of Commercial and Industrial Land Uses 1-20
Table 1-9 Assessor's Codes for Agricultural and Resource-Related Land Uses 1-22
Table 1-10 Summary of Land Use Category Acreages in City General Plans 1-24
Table 1-11 Population Holding Capacity; Current General Plan 1-34
Table 1-12 Community Plan Holding Capacity by Land Use Category 1-35
Table 1-13 Agriculture Element Holding Capacities by Parcel Size 1-40
Table 1-14 1967 General Plan Holding Capacities by Land Use Category 1-41
Table 1-15 Residential Zoning Acreage and Holding Capacity 1-42
Table 1-16 City Spheres of Influence 1-46
Table 1-17 Special Districts in Placer County. 1-47
Table 1-18 Solid Waste Disposal Facilities. 1-50
Table 1-19 Urban, Suburban, and Rural Zoning Classifications 1-61
Table 1-20 Summary of Land Uses in Proposed New Towns 1-65

CHAPTER 2: HOUSING

Table 2-1 Housing Units by Occupancy Status 2-2
Table 2-2 Vacant Housing Units 2-3
Table 2-3 Vacancy Rates by Area 2-4
Table 2-4 Occupied Housing Units by Type 2-5
Table 2-5 Tenure of Occupied Housing Units 2-6
Table 2-6 Tenure by Type of Occupied Units 2-6
Table 2-7 Persons per household by Type and Tenure of Occupied Units 2-7
Table 2-8 Size of Housing Units 2-8
Table 2-9 Tenure by Persons per Room 2-9
Table 2-10 Household Tenure by Persons per Unit 2-10
Table 2-11 Location of Overcrowded Housing Units 2-11
Table 2-12 Housing Units Needing Moderate or Greater Rehabilitation 2-12
Table 2-13 Housing Condition Survey Results 2-13
Table 2-14 Housing Units by Age 2-14
Table 2-15 Quartile Values of Owner Occupied Housing 2-16
Table 2-16 Home Sale Prices 2-16
Table 2-17 Quartile Values of Contract Rent 2-17
Table 2-18 Residential Rent Prices in Selected Areas 2-18
Table 2-19 Percentage of Households Overpaying Housing Cost 2-19
Table 2-20 Number of Households Overpaying Housing Cost 2-20
Table 2-21 Comparison of Housing Value, Rent and Income 2-20
Table 2-22 Low-Cost Rental Units 2-23

Table 2-23 Elderly Population 2-24
Table 2-24 Elderly Persons by Area 2-24
Table 2-25 Occupancy Status of Elderly Population 2-25
Table 2-26 Living Arrangements of Elderly Population 2-26
Table 2-27 General Family and Household Characteristics 2-27
Table 2-28 Location of Large Housing Units and Large Households 2-28
Table 2-29 Comparison of Household Composition 2-29
Table 2-30 Household Composition 2-29
Table 2-31 Households by Income Group 2-38
Table 2-32 Fair Share Household Projections 2-39
Table 2-33 Housing Needs by Income Category 2-39
Table 2-34 Monthly Mortgage Payments 2-40
Table 2-35 Projected vs. Actual Populations 2-46
Table 2-36 1984 Housing Element Programs 2-48
Table 2-37 Zones Allowing Housing and Permit Requirements 2-61
Table 2-38 Squaw Valley Zones Allowing Housing and Permit Requirements 1990 2-62
Table 2-39 Residential Densities Allowed by Existing Zoning 2-64
Table 2-40 Residential Zoning Acreage and Holding Capacity 2-65
Table 2-41 Comparison of Housing Needs and Holding Capacity 2-66
Table 2-42 Proposed Regulation for Zones Permitting Housing 2-67
Table 2-43 Regulations for Zones Permitting Housing 2-68
Table 2-44 Proposed Set-Back Requirements in Residential Zones 2-69
Table 2-45 Set-Back Requirements in Residential Zones 2-70
Table 2-46 Residential Fee Comparison by County and City 2-72

CHAPTER 3: POPULATION

Table 3-1 Placer County Population 3-2
Table 3-2 Placer County Population Distribution 3-2
Table 3-3 Age Distribution 3-3
Table 3-4 Distribution of Children 3-3
Table 3-5 Distribution of Elderly People 3-4
Table 3-6 Population Distribution by Sex, 1990 3-5
Table 3-7 Ethnicity 3-6
Table 3-8 Distribution of Hispanic Population 3-7
Table 3-9 DOF Population Estimates 3-8
Table 3-10 DOF Population Projections 3-9
Table 3-11 SACOG Population Projections 3-10
Table 3-12 Sierra Planning Organization Population Projections 3-10
Table 3-13 Trend Line County-wide Population Projections 3-11
Table 3-14 Comparison of Unincorporated Area Population Projections 3-12

CHAPTER 4: ECONOMIC CONDITIONS AND FISCAL CONSIDERATIONS

Table 4-1 Population by Location 4-2
Table 4-2 Employment by Industry 4-4
Table 4-3 Employment by Location 4-6
Table 4-4 Population Growth Trends. 4-8
Table 4-5 Population Distribution Trends 4-9
Table 4-6 Trends in Employment by Industry. 4-10

Table 4-7 Population Trends 4-12
Table 4-8 Employment by Industry, Sacramento MSA 1972-1990 4-13
Table 4-9 Placer County as a Percent of MSA Total Employment 4-14
Table 4-10 Population Projections, Placer County: 1990, 2000 and 2010 4-20
Table 4-11 Regional Population Projections by County: 1990, 2000, and 2010 4-24
Table 4-12 Employment Projections of Employment by Location 4-25
Table 4-13 Regional Employment Projections by County: 1990, 2000 and 2010. 4-26
Table 4-14 Placer County Budgetary Funds (Actual/Estimated) 1990/91 4-28
Table 4-15 Placer County Revenue Sources (Actual/Estimated) 1990/91. 4-30
Table 4-16 Selected Revenue Sources as a Percentage of Total Placer County Revenue 4-31
Table 4-17 Selected Revenues as a Percentage of Total County Revenue: El Dorado, Nevada, & Sacramento Counties 4-32
Table 4-18 Trends in Placer County Assessed Value (AV) 4-33
Table 4-19 Inflation Adjusted Taxable Sales in Cities and the Unincorporated Area 4-35
Table 4-20 Total Placer County Expenditures (Actual/Estimated), 1990/91 4-38
Table 4-17 Welfare Program Caseloads and Total County Population (1985 to 1990 4-41

CHAPTER 5: TRANSPORTATION AND CIRCULATION

Table 5-1 CMP-designated Roadway System of Principal Arterials 5-2
Table 5-2 Existing Roadway Operating Conditions 5-5
Table 5-3 Roadway Capacity Classes 5-10
Table 5-4 Freeway Level of Service Descriptions. 5-11
Table 5-5 Arterial Level of Service Descriptions 5-11
Table 5-6 Two-Lane Rural Highway Level of Service Descriptions. 5-12
Table 5-7 Evaluation Criteria for Level of Service 5-13
Table 5-8 Public Transit Providers in Placer County 5-15
Table 5-9 Vehicle Restrictions on Placer County Bridges 5-19
Table 5-10 Commercial Vehicle Prohibitions on Placer County Roadways 5-20
Table 5-11 Placer County Bikeway Master Plan 5-22
Table 5-12 PCTC Staff's Ranking of 1992 RTIP Candidate Projects 5-31
Table 5-13 Recommended Flexible Congestion Relief Projects for 1992 RTIP 5-32
Table 5-14 Recommended Locally Funded Projects on the State Highway System: 1992 RTIP. . . 5-32
Table 5-15 Recommended Special Studies in the 1992 RTIP. 5-33
Table 5-16 Capital Improvement Program for the Draft 1992 CMP, State Urban and Commuter Rail Program 5-34
Table 5-17 Capital Improvement Program for the Draft 1992 CMP Caltrans Traffic Systems Management (TSM) Program 5-34
Table 5-18 Capital Improvement Program for the Draft 1992 CMP Locally Funded Projects. . . . 5-35
Table 5-19 Long-Term Capital Improvement Program for the Draft CMP (2000-2010) 5-36

VOLUME II

CHAPTER 6: PUBLIC FACILITIES

Table 6-1 Water Systems Summary 6-3
Table 6-2 Water Quality Concerns Associated with Land Use 6-5
Table 6-3 State Small Water Systems 6-7
Table 6-4 Placer County Small Water Systems 6-8
Table 6-5 Groundwater Level Monitoring Records 6-15
Table 6-6 Well Monitoring Summary 6-16

Table 6-7 Placer County Community Water Systems 6-18
Table 6-8 Identified or Suspected Areas of Groundwater Contamination 6-21
Table 6-9 Wastewater Treatment Processes 6-26
Table 6-10 Wastewater Disposal Methods 6-26
Table 6-11 Community Wastewater Treatment Methods by Community 6-28
Table 6-12 Onsite Sewage System Installers in Placer County 6-32
Table 6-13 Agencies Regulating Septage Storage and Removal 6-36
Table 6-14 Licensed Septage Haulers in Placer County 6-37
Table 6-15 Western County Historic Groundwater Level Trends 6-40
Table 6-16 Solid Waste Transfer Stations 6-54
Table 6-17 Recycling Facilities 6-56
Table 6-18 1990 Solid Waste Diversion 6-56
Table 6-19 Active Solid Waste Landfills 6-61
Table 6-20 Inactive Solid Waste Landfills 6-62
Table 6-21 Hydroelectric Facilities 6-71

CHAPTER 7: PUBLIC SERVICES

Table 7-1 Total Office Space for General Government 7-2
Table 7-2 Student Enrollment: Existing & Projected 1991/92 to 2001/02 7-13
Table 7-3 Existing Library Facilities and Materials 7-17

CHAPTER 8: RECREATIONAL AND CULTURAL RESOURCES

Table 8-1 Placer County Park and Recreation Facilities and Features 8-2
Table 8-2 Local Parkland Acreage: Type, Operator, and Placer Subarea 8-7
Table 8-3 National Recreation & Parks Assoc. Recommended Parkland Design Standards 8-12

CHAPTER 9: NATURAL RESOURCES

Table 9-1 Annual Flows of Major Rivers in Placer County 9-3
Table 9-2 Major Reservoirs in Placer County 9-3
Table 9-3 Sources of Domestic Water in Placer County 9-4
Table 9-4 Soil Associations & Selected Construction-Related Soil Limitations 9-9
Table 9-5 Placer County Important Farmlands, 1988 9-11
Table 9-6 Agricultural Production and Land Use in Placer County 9-12
Table 9-7 Value of Agricultural and Timber Production in Placer County 9-13
Table 9-8 Special Status Plant Species Known or with the Potential to Occur: Placer County . . 9-24
Table 9-9 Special Status Wildlife Known or with the Potential to Occur: Placer County 9-27
Table 9-10 Description of Significant Natural Areas in Placer County 9-33
Table 9-11 Native and Introduced Fish Found in Placer County 9-35
Table 9-12 Mining Operations in Placer County 9-41
Table 9-13 Open Space Inventory of Placer County 9-45
Table 9-14 Ambient Air Quality Standards Applicable in California 9-49
Table 9-15 Criteria Pollutant Attainment Status for Placer County 9-51
Table 9-16 Summary of Ozone Air Quality 9-52
Table 9-17 Summary of Carbon Monoxide Air Quality Monitoring 9-53
Table 9-18 SUMMARY OF PM_{10} AIR QUALITY MONITORING DATA 9-55
Table 9-19 PM_{10} Inventory for Placer County: Average Daily Emissions per Ton 9-56
Table 9-20 Agency Responsibilities Prior to Implementation of the California Clean Air Act . . 9-57
Table 9-21 California Clean Air Act Requirements for Areas Classified as Severe 9-59

Table 9-22 TCM Recommendations Included in the PCAPCD Air Quality Attainment Plan . . . 9-60
Table 9-23 Additional TCMs to be Considered in Placer County 9-60
Table 9-24 Near-Term and Mid-Term Indirect Source Control Measures in the AQAP 9-61
Table 9-25 TCMs Required for SIPs by the Federal Clean Air Act Amendments of 1990 9-62

CHAPTER 10: SAFETY

Table 10-1 Ground-Condition Units for Placer County Substrates. 10-5
Table 10-2 Relative Expected Intensity for Ground-Condition Units. 10-6
Table 10-3 Maximum Credible Intensities for Placer County Earthquakes. 10-7
Table 10-4 Modified Mercalli Intensity Scale (Abridged) 10-8
Table 10-5 Active Landslide Areas in Placer County. 10-10
Table 10-6 Potentially Unstable Rock Units in Placer County. 10-11
Table 10-7 Soils in Placer County with Moderate to High Shrink-Swell Potential 10-12
Table 10-8 Soils in Placer County with Moderate to High Erosion Hazard 10-13
Table 10-9 Soils in Placer County with Moderate to Very High Erosion Hazard. 10-14

CHAPTER 11: NOISE

Table 11-1 Roadway Traffic Distribution. 11-2
Table 11-2 Noise Contour Data-Distance (Feet) from Center of Roadway to L_{DN} Contours. 11-3
Table 11-3 Example Roadway Noise Predictions. 11-6
Table 11-4 Railroad Operational Information 11-7
Table 11-5 Railroad Noise Measurements Results 11-7
Table 11-6 Approximate Distance to Railroad Noise Contours. 11-8
Table 11-7 Aircraft Noise Measurement Results, Rock Creek Mobile Home Park 11-14
Table 11-8 Measured Noise Levels and Estimated Day-Night Average Levels: Areas Containing Noise Sensitive Land Uses. 11-15

Introduction

INTRODUCTION

This document contains background information compiled for the Placer County General Plan Update. The document addresses all the significant issues to be addressed in the Plan and will also serve as the "environmental setting" portion of the environmental impact report that will be prepared for the *General Plan.* It is organized into two volumes, including 11 chapters covering groups of related issues.

The *Background Report* was prepared by a multi-disciplinary consulting team headed by J. Laurence Mintier & Associates. Crawford Multari & Starr was responsible for preparing Chapter 1, Land Use, Chapter 2, Housing, and Chapter 3, Population. Recht Hausrath& Associates was responsible for preparing Chapter 4, Economic Conditions and Fiscal Considerations,and Chapter 7, Public Services. DKS Associates was responsible for preparing Chapter 5, Transportation and Circulation. Psomas and Associates was responsible for preparing Chapter 6, Public Facilities. Jones & Stokes Associates was responsible for preparing Chapter 8, Recreational and Cultural Resources, Chapter 9, Natural Resources, Chapter 10, Safety, and Chapter 11, Noise. J. Laurence Mintier & Associates and the Placer County Planning Department were responsible for compilation, editing, and publication of the report.

Chapter 1
Land Use

CHAPTER 1

LAND USE

1.1 INTRODUCTION

The policies, programs, and standards of the general plan must be based upon a thorough and accurate understanding of existing conditions within the county if the goals of the plan are ever to be achieved. The existing conditions to be understood involve such diverse topics as the physical characteristics of the county (related to both the natural and built environments), social and economic characteristics (the nature of the population and the economy), the type and responsibilities of local governmental institutions, and the nature of existing government policies (such as those in the present general plan).

This chapter of the Background Report reviews the present context for land use planning in Placer County. The chapter describes how land in both the cities and unincorporated areas of the county is currently used, and assesses the potential for additional development that is either implied or explicitly authorized by existing planning policies. The discussion of existing land uses, land use policies and regulations is based upon both a detailed land use inventory (using information furnished by the Placer County Assessor), and a review of current planning documents, including the present Placer County General Plan and Zoning Ordinance, the general plans of each of the incorporated cities in the county, and the planning documents of other state, federal, and regional agencies that affect Placer County.

When considering the seven topics or *elements* that a general plan is required by state law to cover (land use, circulation, housing, conservation, open space, noise, safety), the issue of land use is probably of greatest interest to the public. The Land Use Element of the general plan determines the locations within the unincorporated areas of the county where agricultural, residential, commercial, and industrial land uses may occur at present and in the future. The Land Use Element also works with the other parts of the plan to determine the location, rate, and timing of growth. It establishes policies on the development of new housing, public facilities and infrastructure, and identifies areas of the county where human activities should be limited because of sensitive environmental characteristics, natural or human-caused hazards.

This chapter provides some of the background information necessary to the development of a new Land Use Element for the Placer County General Plan: the type and amount of development and the size of the population that are now possible in the county based on the existing general plan (based on an inventory of the land use categories and related densities allowed by the current plan and zoning, and calculation of the resulting population holding capacities); and the type and spatial distribution of existing land uses. By comparing existing land use and population statistics with the levels of development and population that are possible under the existing general plan, the amount of remaining development potential can be assessed, and the amount of additional (or less) development capacity necessary to accommodate projected population growth can be determined. Important guidance for new general plan policies will thus be provided.

1.2 SUMMARY OF EXISTING PLANS

The following discussion is an overview of the various official Placer County planning documents and their policies that affect land use in the unincorporated areas. The section covers two types of planning

documents: elements of the present general plan that address county-wide issues; and the various community plans that have been adopted as part of the Placer County General Plan. The purpose is to provide a summary of existing County land use plans and policies and to determine their implications for growth and development in the unincorporated areas. Later sections of this chapter review the general plans of each of the incorporated cities, county-wide functional plans (e.g., Air Quality Maintenance and Solid Waste Management), and the policies of regional governmental agencies that may affect growth in Placer County.

PLACER COUNTY GENERAL PLAN

The Placer County General Plan was adopted in 1967 and serves as the current, county-wide Land Use Element, one of the seven general plan elements required by the California Planning and Zoning Law (Government Code Sections 65300 et seq.). This document establishes a broad planning framework to guide land use decisions in the rural areas of the county; community-specific issues are addressed by more detailed "community plans" that establish goals, policies and programs for 22 separate areas. The goals and policies in the community plans supersede the general plan for the areas they cover. (The community plans are discussed separately, beginning on page 1-3.)

Plan Organization

The general plan is composed of three parts: background information, the plan itself, and a section on implementation. The background section describes the physical setting of the county, and includes a general discussion of land use, utilities, recreation, agriculture, and circulation, and more specific topics such as sewer and water service areas, airports, the storage of abandoned automobiles, and mining. Each part of the background section concludes with "findings" relative to the particular topic. The findings form the foundation upon which the goals, policies and programs of the general plan are based.

The "plan" portion of the general plan describes the assumptions, goals and planning principals that provide a broad framework for land use decisions in the unincorporated county. The plan is based on the premise that there will be continued growth and economic development in Placer County, because of a desirable climate and attractive physical setting, the proximity of the Sacramento metropolitan area, and plentiful resources. The plan further acknowledges that in order to accommodate the anticipated growth, public services and recreation opportunities will need to be expanded.

The plan includes four planning principles:

- A balance should be encouraged between jobs and labor force.
- Residential densities should decrease as a function of distance from urban areas.
- Compact and diverse business areas should be established that are easily accessible from primary transportation routes.
- Industrial areas should be located on large tracts of land near transportation facilities, and insulated from conflicting uses.

A brief implementation section follows the plan. The implementation section includes "assignments for plan effectuation", that encourage coordination of development policies, the promotion of industrial development, and the provision of public services.

Land Use Designations

The Placer County General Plan determines how land in the unincorporated area of the county may be developed and used by applying a land use designation or category to each parcel. The land use designation has the effect of identifying both the types of land uses that could be established (residential, commercial, industrial, agriculture, etc.), and the density and intensity of allowed development, such as the number of housing units that may permitted on each acre of land.

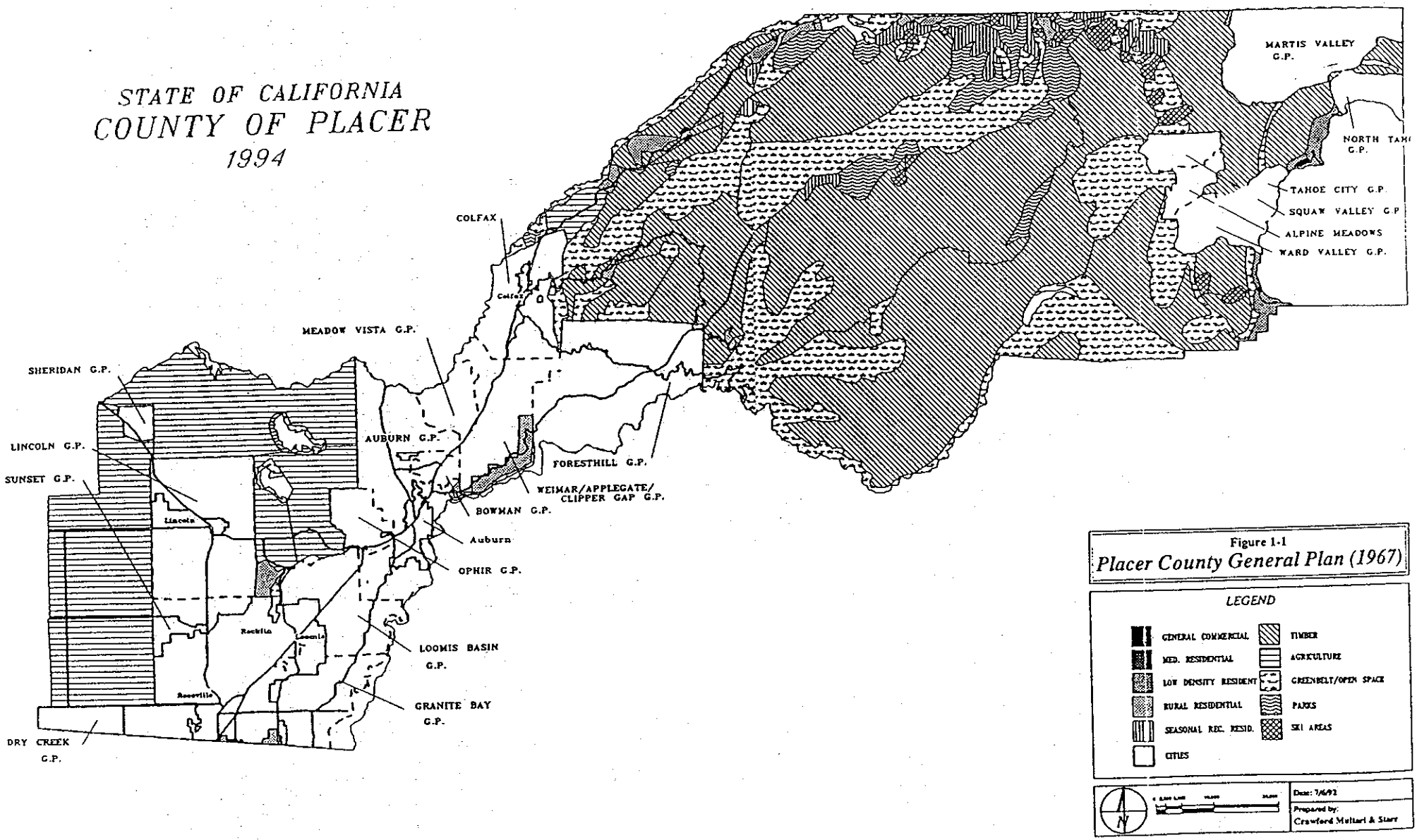
Table 1-1 lists the land use designations applied by the general plan (including the community plans), as well as standards for the population densities and intensities of land use allowed in each designation. Figure 1-1 shows where the land use designations of the county-wide general plan are applied. The general plan uses three measures for the standards: the measure for residential areas is dwellings per acre; for open space and recreation designations, the measure is visitors per day per gross acre; and for commercial, industrial, open space, and recreation designations, the standard is employment potential in jobs per gross acre. A tabulation of the areas of land covered by each designation can be found in Section 1.6 of this chapter, *Holding Capacities and Buildout*, page 1-31.

THE COMMUNITY PLANS

As discussed above, the Placer County General Plan establishes broad policies that guide land use decisions in the unincorporated areas. Because of the diverse geography and land uses within the county (ranging from highly urbanized areas, to the intensive agricultural uses on the Sacramento Valley floor, to the High Sierra), individual community plans have been prepared within the framework of the overall county plan to address the unique issues and concerns arising in the different unincorporated areas. The community plans supersede the county-wide general plan for the areas that they cover, and address land use, circulation, housing, public services and other issues in much the same way that the general plans of the incorporated cities address the same topics. The plans contain specific goals, policies and programs that apply to each particular community and area.

Nine of the 22 community plans are considered by the County to be *current*, meaning that they accurately reflect current community views and desires. The characteristics of the current plans are summarized on Table 1-2 and the areas they cover are shown by Figure 1-2. Table 1-2 also notes the status of each community plan in terms of the time periods they are intended to cover, and the point at which they should be updated.

Three of the remaining (non-current) 13 community plans are to be eliminated as part of the General Plan update process because they have either been superseded or are otherwise obsolete: the Lincoln General Plan (the County's version—the City of Lincoln maintains its own general plan), the Westville General Plan, and the Tinker's Knob General Plan. Six community plans are being combined with three other plans: the Auburn/Bowman Community Plan has been are being consolidated into one plan; portions of the Ophir and Newcastle plans have been combined with the Auburn/Bowman and the Loomis Basin plans; and the Ward Valley and Lake Tahoe General Plans will be updated by the County and the Tahoe Regional Planning Agency (TRPA) and will be incorporated into a comprehensive Lake Tahoe Plan. The County has recently completed the process of updating three of the other non-current community plans: the Auburn/Bowman plan, Tahoe City, and Loomis Basin (to be renamed Horseshoe Bar/Penryn). The County's long range planning program has also identified 16 of the community plans as needing thorough review within the next five years and being updated if necessary. Three other community plans are being considered for expansion, as discussed below under "Plans Considered for Expansion."


STATE OF CALIFORNIA
COUNTY OF PLACER
1994
MARTIS VALLEY G.P.
NORTH TAHOE G.P.
TAHOE CITY G.P.
SQUAW VALLEY G.P.
ALPINE MEADOWS
WARD VALLEY G.P.
COLFAX
MEADOW VISTA G.P.
SHERIDAN G.P.
LINCOLN G.P.
SUNSET G.P.
AUBURN G.P.
FORESTHILL G.P.
WEIMAR/APPLEGATE/ CLIPPER GAP G.P.
BOWMAN G.P.
Auburn
OPHIR G.P.
LOOMIS BASIN G.P.
GRANITE BAY G.P.
DRY CREEK G.P.
Lincoln
Rocklin
Loomis
Roseville
Figure 1-1
Placer County General Plan (1967)
LEGEND
GENERAL COMMERCIAL
MED. RESIDENTIAL
LOW DENSITY RESIDENT
RURAL RESIDENTIAL
SEASONAL REC. RESID.
CITIES
TIMBER
AGRICULTURE
GREENBELT/OPEN SPACE
PARKS
SKI AREAS
Date: 7/6/93
Prepared by:
Crawford Multari & Starr

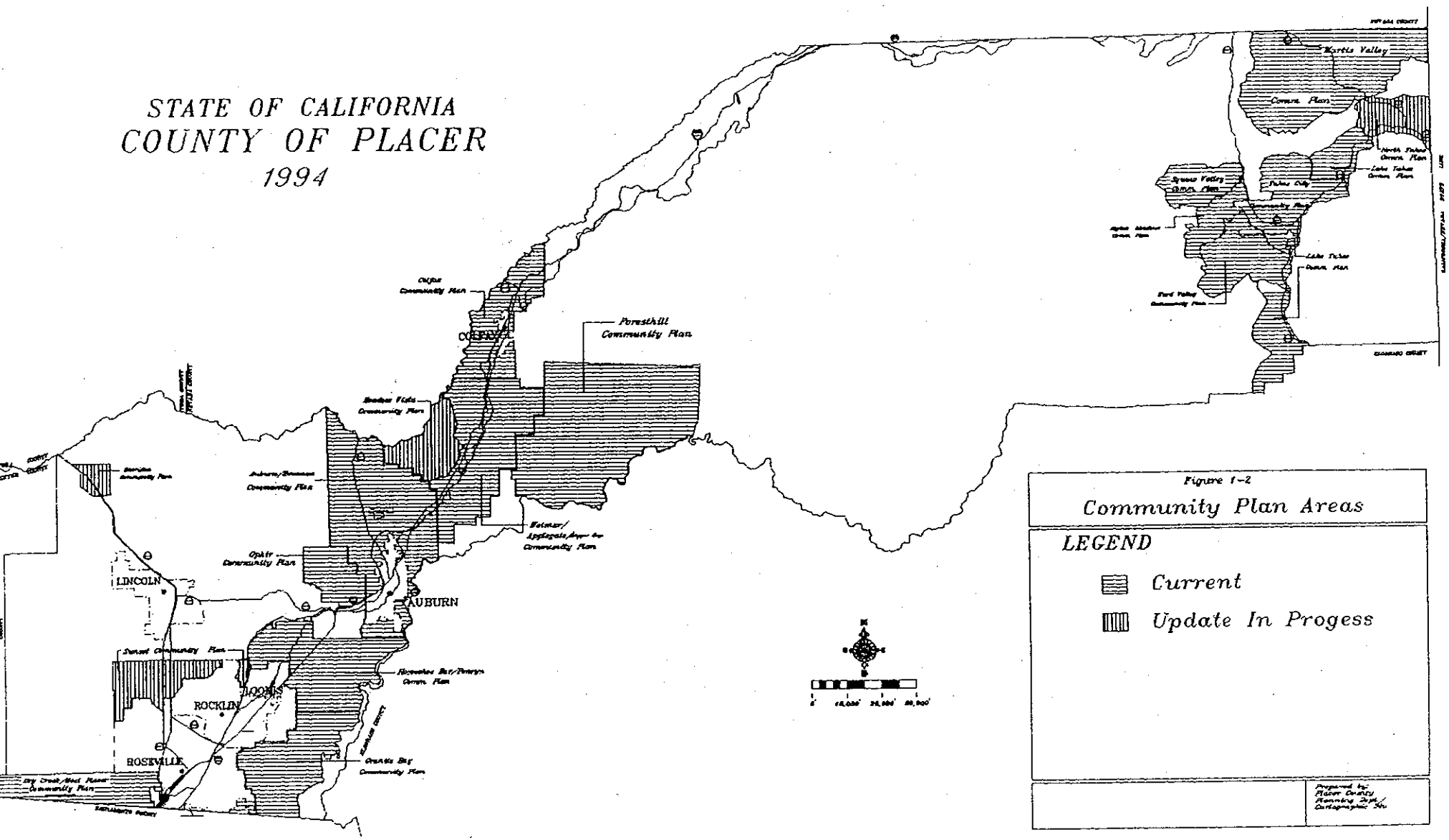

STATE OF CALIFORNIA
COUNTY OF PLACER
1994
Foresthill Community Plan
LINCOLN
AUBURN
ROCKLIN
LOOMIS
ROSEVILLE
Figure 1-2
Community Plan Areas
LEGEND
Current
Update In Progess

TABLE 1-1

SUMMARY OF GENERAL PLAN LAND USE DESIGNATIONS AND STANDARDS
Placer County

Plan Designation	Map Code[1]	Standards	
Ag/Ranchette		2.5 - 100.0	acres/d.u.
Forest Residential		4.6 - 20.0	acres/d.u.
Rural Estate	RE	1.0 - 20.0	acres/d.u.
Rural Residential	RR	1.0 - 10.0	acres/d.u.
Rural Low Density Residential	RLDR	1.0 - 2.5	d.u/acre
Low Density Residential[4]	LDR	1.0 - 4.0	d.u./acre
Medium Low Density Residential	MLDR	2.0 - 4.0	d.u./acre
Medium Density Residential	MDR	2.5 - 15.0	d.u./acre
High Density Residential	HDR	4.0 - 20.0	d.u./acre
Valley Residential		2.5 - 10.0	acres/d.u.
Commercial		18.0	jobs/acre
Professional Office		4.0	d.u./acre
Industrial	I	15.0	jobs/acre
Public Service		20.0	jobs/acre
Parks/Organized Recreation		0.0 - 10.0 0.1	visitors/acre[3] jobs/acre
Forest Recreation		25	bedrooms/acre
Forestry		20 - 160.0	acres/d.u.[2]
Agriculture	AG	20.0 - 640 0.0 - 0.1 0.0 - 0.01	acres/d.u. visitors/acre jobs/acre
Agriculture/Planning Reserve	AG/PR	1.0	d.u./parcel
Greenbelt and Open Space: West		1.0 0.0 - 1.0	d.u./parcel visitors/acre
Greenbelt and Open Space: East		0.0 - 0.05 0.01	visitors/acre jobs/acre
Timber Croplands		0.0 - 0.04 0.005	visitors/acre jobs/acre
Ski Areas		2.0 - 8.0 0.17	visitors/acre jobs/acre
Water Influence		4.5	acres/d.u.

1 Map codes shown where plan maps do not spell out the category name
2 For forest, agriculture and residential designations, the community plans establish a specific maximum density within the range shown.
3 Visitors per acre expressed as a range
4 In Squaw Valley, 10 bedrooms/acre

Source: *Placer County General Plan*, 1967

Community Plan Holding Capacities and Constraints on Buildout

As noted earlier, information on the type and amount of new development allowed by the land use designations of the community plans is important to determining how and where existing land use policies should be changed. The total population that could be accommodated within an area covered by a community plan if all land were developed to the maximum potential allowed by each land use designation is the *holding capacity*. The point at which the maximum development potential is reached is known as *buildout*.

Knowing the remaining capacity in a community plan—the additional population (and implied development) that could be allowed beyond current population size and extent of existing development—supports better-informed planning decisions about shifting development potential from one area to another. For example, new information that the safe yield of a developed groundwater supply is less than previously thought can lead to reconsideration of a plan that provides for a holding capacity population that would need more water than is now known to be available. A detailed review of the holding capacities of the community plans can be found in Section 1.6 of this report, page 1-31.

The primary constraints that could limit the buildout of the unincorporated areas to a lower level than anticipated by the community plans are the limited availability of funding for needed infrastructure improvements, especially roads, and the natural constraints that are associated with many unincorporated areas (e.g., steep slopes, lack of domestic water supply, shallow erosive soils, sensitive habitats). Public services for the community plan areas are provided mainly by community services districts and other special purpose districts that provide a variety of services including fire protection, sewage disposal, water, parks and recreation and schools.

For Martis Valley, the density provided by the Community Plan Land Use Diagram can only be achieved through the development of wastewater treatment facilities. Onsite sewage disposal systems would not likely be feasible at the densities currently allowed by the Community Plan. The Tahoe-Truckee Sanitation Agency (TTSA) has excess capacity at this time, however, it is expected to be at capacity (7.4 mgd) at the year 2008. Expansions of the service area boundaries and the treatment facilities may be necessary to achieve full buildout of the Community Plan.

Where the districts exist, each parcel within a district pays an assessment and/or monthly fee to help cover the costs of providing desired services. New development is also required to pay impact fees to cover the cost for new services generated by the development, in addition to the annual assessment on existing property.

The most recently-adopted community plans require new developments to pay for their share of additional public services for which they generate need. Such policies also state that development should not outpace the provision of a desirable level of public services. For example, a level of service "C" is identified as the desirable level of service for roads.

Growth Policies

Outside of the Lake Tahoe Basin, there are no policies or regulations in the community plans that would limit the amount or pace of new development, except that policies in the most recent community plans require necessary infrastructure and services to be available before new development is approved. The rate and type of growth within the areas covered by the community plans will, therefore, be market driven unless existing policies are changed.

TABLE 1-2

SUMMARY OF COMMUNITY PLANS
Placer County 1991

Community Plan	Year Adopted	Time Frame (target year)	Location/Approximate Area	1990 Population	Buildout Population	Status
Alpine Meadows	1968	1990	Lake Tahoe area, between Squaw and Ward Valleys.	350	1,633	Scheduled for update possibly in 1997-98.
Auburn Area	1978	1995	Surrounding the City of Auburn; 52 square miles.	17,840	41,924	Adoption in June, 1994
Bowman	1979	1995	Immediately north of the City of Auburn; 5 square miles.	1,200	2,523	Combined with the Auburn/Bowman CP adopted 6-94
Colfax	1966	1990	About 25 miles north of Auburn along Highway 80.	3,394	21,882	Scheduled for update 1996-97
Dry Creek-West Placer	1990	2000	The southwest corner of Placer County, bounded by Baseline Road, the city of Roseville, Sacramento County, and Sutter County; 9,200 acres.	1,812	11,700	Current
Foresthill	1981	2000	East of Auburn; 56 square miles.	3,147	15,560	Scheduled for update beginning in 1995-96
Granite Bay	1989	2000	Bounded by Roseville to the west, Loomis to the north, Folsom Lake to the east, and Sacramento County to the south; 16,000 acres.	12,400	26,745	Current
Horseshoe Bar/ Penryn (formerly Loomis Basin)	1975	1990	25 miles north of Sacramento; includes Penryn, Newcastle, and areas surrounding the Town of Loomis; 28,000 acres.	4,455	14,803	Now being updated. Adoption is expected in August of 1994.
Lake Tahoe	1974	1990	West shore of Lake Tahoe.	1,000	2,000	Scheduled for update beginning in 1996-97.
Martis Valley	1975	1990	Northeast corner of county, above Lake Tahoe; half is in Nevada County. 44,800 acres.	1,000	25,262	Scheduled for update beginning in 1995-96
Meadow Vista	1975	1990	Seven miles north of Auburn; 5,800 acres.	4,087	7,744	Now being updated
(continues)						

TABLE 1-2 (continued)

SUMMARY OF COMMUNITY PLANS
Placer County 1991

Community Plan	Year Adopted	Time Frame (target year)	Location/Approximate Area	1990 Population	Buildout Population	Status
North Tahoe	1970	Not specified	Includes Carnelian Bay, Tahoe Vista, Kings Beach, and Brockway along the north shore of Lake Tahoe; 5,520 acres.	4,500	5,400	Currently being updated
Newcastle/Ophir (formerly Ophir)	1983	2000	North of I-80 between Auburn and Loomis.	5,539	6,549	Scheduled for update beginning in 1995-96.
Sheridan	1976	1990	Between the City of Lincoln and Yuba County, on Highway 65.	485	3,687	Scheduled for update beginning in 1997-98
Squaw Valley	1983	2000	Northwest of Lake Tahoe; 4,700 acres.	562	5,800	Current
Sunset	1980	2000	Along Highway 65 between Lincoln and Roseville.	67	2,188	Scheduled for update beginning in 1994-95
Tahoe City	1991 (draft)	2001	Northwest shore of Lake Tahoe; 5,900 acres.	4,500	5,000	Current
Ward Valley	1970	1990	West of Lake Tahoe, south of Tahoe City and Alpine Meadows.	394	600	To be consolidated with Lake Tahoe Plan
Weimar/Applegate/ Clipper Gap	1980	2000	South of Colfax, west of Foresthill, northeast of Auburn; 32 square miles.	5,196	15,593	Scheduled for update beginning in 1997-98

Source: Placer County Planning Department

AGRICULTURE ELEMENT

An Agriculture Element of the General Plan was adopted in October 1989. It was subsequently superseded by the adoption of the new Countywide General Plan Policy Document in 1994. It contained goals and policies that promoted the continuing viability of agriculture in Placer County. The element identified important farmlands and timber lands throughout the county and established policies to manage the conversion of viable farmlands to other uses. The land use designations of the Agriculture Element covered most of the rural portions of the county outside of the boundaries of the community plans. A tabulation of the type of land use designations established by the Agriculture Element and the acreages of land they covered can be found in Section 1.6 of this chapter, *Holding Capacities and Buildout*, page 1-31. Figure 1-3 shows the generalized location of Agriculture Element land use categories.

The Agriculture Element stated that the conversion of agricultural land to non-agricultural uses shall be allowed only where a "clear and immediate need" can be demonstrated, based on population projections and a shortage of other land more suitable for development or non-agricultural use. The Agriculture Element further stated that such conversions shall be allowed only where the property has been identified in the adopted Sphere Of Influence (the ultimate growth boundary) for a city as being appropriate for non-agricultural uses, and that the lands will be maintained in large (20-acre or greater) parcel sizes until annexed to the city. The Agriculture Element stated that the County will discourage urbanization outside of adopted spheres of influence, and that urban limit lines shall be maintained to provide incentives for the continued use of farmland located just beyond the urban boundary.

Other policies in the Agriculture Element promoted the maintenance of large parcel sizes outside of urban areas consistent with the continuing viability of productive agricultural operations. The conversion of less-productive land was to occur before the conversion of prime farmlands, and the infill of existing urban lands with development was encouraged before the conversion of agricultural lands.

1.3 EXISTING ZONING SUMMARY

Placer County uses two separate zoning ordinances. The Zoning Ordinance contained in Chapter 30 of the Placer County Code covers all of the unincorporated areas except for Squaw Valley. Chapter 40 of the Placer County Code is the Squaw Valley Land Use Ordinance, a specialized version of the Zoning Ordinance that was adopted in 1983 to address the unique issues associated with development and land use in the Squaw Valley resort area. The Squaw Valley Land Use Ordinance does not entirely replace the regulations in the county-wide Zoning Ordinance, but establishes distinct zones that are applied only in Squaw Valley, together with some development standards that supersede the equivalent provisions in the county-wide ordinance.

This Background Report discusses the Placer County zoning ordinances because zoning regulations clearly indicate the extent and type of development that can occur in the unincorporated areas (and hence holding capacity and buildout potential). A major difference between the general plan and zoning is that the plan provides guidance on the location, type, density, and timing of new growth and development over the long-term, while zoning determines what development can occur on a day-to-day basis. Both the land use designations of the general plan and the zoning classifications and development standards of the zoning ordinance have the effect of determining the holding capacity and buildout potential of the county. Holding capacity and buildout potential are measures of the ultimate population size and extent of development that could be allowed by the County based on current policies and regulations (a detailed discussion of holding capacity can be found in Section 1.6 of this chapter). Knowledge of what is possible under existing zoning is important in formulating the new general plan because the consequences

PLACER COUNTY GENERAL PLAN

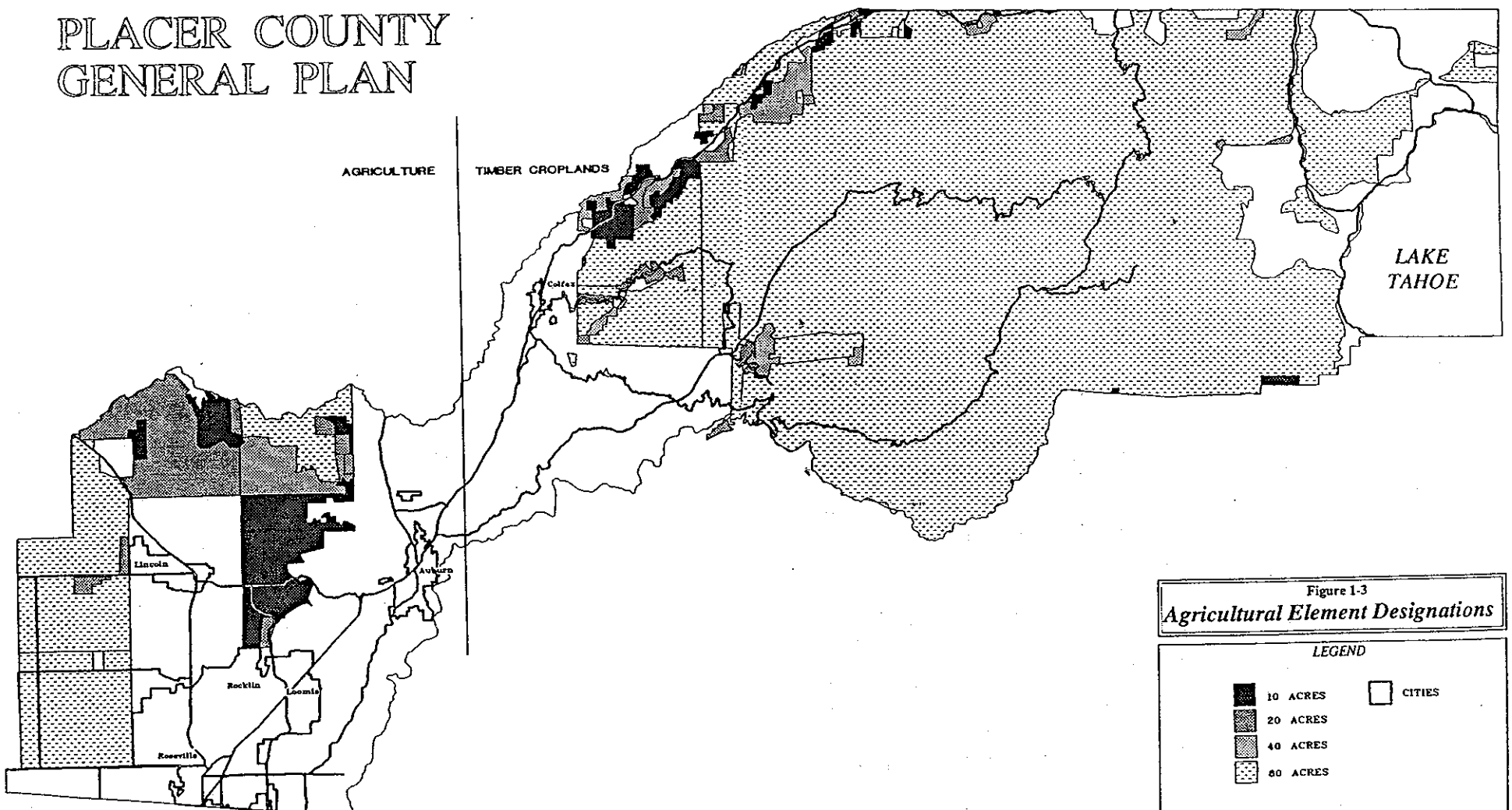


Figure 1-3

Agricultural Element Designations

LEGEND

- 10 ACRES
- 20 ACRES
- 40 ACRES
- 80 ACRES
- CITIES

SOURCE : Placer County Agricultural Element

Scale: 1" = 20,000'

Date: 7/6/92

Prepared by: Crawford Multari & Starr

of new land use proposals can be best understood when compared to the type and extent of development that is now possible.

PLACER COUNTY ZONING ORDINANCE

The county-wide zoning ordinance establishes 28 zones and 14 combining districts that are applied to all the unincorporated portions of Placer County except for Squaw Valley (see the section on the Squaw Valley Land Use Ordinance, page 1-14).

Zoning Classifications

The zoning ordinance establishes nine residential designations, seven commercial, five zones related to industrial uses, and six other districts that are mainly agricultural or related to forest resources. The purpose of the zones is to translate the broad land use categories established by the Placer County General Plan into detailed land use classifications that are applied to property with much greater precision than the general plan. The zoning classifications follow specific property lines and road alignments, unlike the more "broad brush" application of general plan categories. Working with the zoning classifications, the text of the zoning ordinance provides detailed regulations for the development and use of land.

Table 1-3 lists each of the zoning classifications, together with the minimum lot area allowed by the zone for new subdivisions of land, and the acreage of land in the unincorporated areas to which each zone is applied. The minimum lot area requirements are expressed in acreage or square footage, and represent the smallest lot size that could be approved in a new subdivision in the applicable zone. However, it is important to note that some zone districts have requirements for specific land uses that establish minimum lot areas larger than the minimum allowed in the zone. The zoning ordinance itself should be consulted for more detailed information.

TABLE 1-3

ZONING CLASSIFICATIONS
Placer County

Zone	Map Code	Min. Parcel Size[1]	Acres Zoned
Agricultural Residential	AR	10,000 sq.ft.	45,271
Forest Residential	FR	10 acres	63,854
Single Family Residential	R-1	10,000 sq.ft.	20,099
Medium Density Multiple Residential	R-2	6,000 sq.ft.	344
High Density Multiple Residential	R-3	6,000 sq.ft.	634
Single Family Residential, Tahoe	TR-1	10,000 sq.ft.	11,204
Low Density Multiple Residential, Tahoe	TR-2	10,000 sq.ft.	187
Multiple Residential, Tahoe	TR-3	10,000 sq.ft.	171
Motel District	TR-4	10,000 sq.ft.	446
Residential Professional	R-P	10,000 sq.ft.	175
Neighborhood Commercial	C-1	5,000 sq.ft.	451
General Commercial	C-2	5,000 sq.ft.	828
Heavy Commercial	C-3	2,000 sq.ft.	479
Limited Industrial	C-4	7,500 sq.ft.	280
Neighborhood Shopping Center	SC	per CUP[2]	356
Highway Service	HS	8,000 sq.ft.	422
Recreation and Forestry	RF	40,000 sq.ft.	3,061
Airport	APT	40,000 sq.ft.	110
Industrial	M	8,000 sq.ft.	1,926
Industrial Park	MP	20,000 sq.ft.	2,116
Industrial Reserve	MR	Specific plan[3]	844
Agricultural Exclusive	AE	20 acres	325
Farm	F	200,000 sq.ft.	199,298
Forestry	FOR	5 acres	362,867
Timberland Preserve	TPZ	160 acres	118,409
Open Space	O	200,000 sq.ft.	13,810
Water Influence	W	per CUP	17,837
Unclassified	U	6,000 sq.ft.	118

[1] The minimum parcel sizes shown are the smallest allowed by each zone. In some cases, particular zones require larger parcel sizes for specific land uses. In other cases, a base zoning may be accompanied by a "-B" Building Site combining district which establishes a larger minimum parcel size.

[2] Minimum parcel size is established by conditional use permit for a specific allowed use prior to any subdivision.

[3] Minimum parcel size is established by a specific plan prior to any subdivision.

Source: *Placer County Zoning Ordinance*, May 1990.

The information on zoning acreage was developed through the use of a geographic information system (GIS). The polygons (rectangles and other multi-sided geometric figures) representing areas of specific zoning on the County's zoning maps were all digitized (converted from lines on paper to digital information that can be read by a computer), and the GIS was used to calculate the area of each zone.

The location of the various zoning districts which existed prior to adoption of the current General Plan is shown on the following figures. The adoption of the new County General Plan Land Use Diagram in 1994 did not affect the zoning in any community plan areas (with the exception of Colfax) and made only a few substantive changes elsewhere in the unincorporated area. As a consequence, the following figures provide a reasonable representation of the location and extent of zoning designations throughout the entire unincorporated area even though some changes have recently occurred.

Figure 1-4 shows the areas of the county that are designated in one of the nine residential zones. Figure 1-5 shows the location of commercial zoning in the western portions of the county. Figure 1-6 shows industrial zoning in the western portions of the county. Figure 1-7 shows the location of zoning categories that involve agricultural, forestry, and resource-related land uses.

Combining Districts

The zoning ordinance establishes 14 combining districts or overlay zones in addition to the "base" zones. The purpose of combining districts is to modify the requirements of the basic zone to address special site conditions, neighborhood or area characteristics. The following are descriptions of each of the combining districts used by the zoning ordinance. The letters in parentheses represent the codes for each combining district that are used on the County's zoning maps.

Combining Agricultural (-A). The purpose of this overlay is to permit the raising and keeping of certain farm animals in a base zone where such activities are not normally allowed. (Zoning Ordinance 1662.)

Combining Building Site (-B). This combining district determines both the minimum area of an existing parcel that will be required to allow its development, and the minimum parcel size requirements for the subdivision of new parcels. The parcel sizes required by the -B overlay are normally larger than the minimum set by the base zone, although they can provide for smaller parcels. This overlay is particularly important in relation to the policies of the general plan because it has a direct effect on the density of residential development wherever it is applied to property. (Zoning Ordinance 1664.)

Combining Commercial Reserve (-CR). The -CR overlay is used in conjunction with the Open Space (O), Forestry, or Farm (F) base zoning districts to allow the development of commercial uses in those zones, where a specific plan has been adopted by the County for a particular site, and/or to limit incompatible uses on property that is eventually intended for commercial development. (Zoning Ordinance 1665.)

Combining Development Reserve (-DR). The Development Reserve combining district is used in conjunction with the Open Space or Forestry base zones to allow ". . . any development permitted by applicable adopted general plans," where a specific plan has been adopted by the County for a particular site, and/or to limit incompatible uses on property that is eventually intended for some development other than that allowed by the current base zone. (Zoning Ordinance 1666.)

PLACER COUNTY GENERAL PLAN

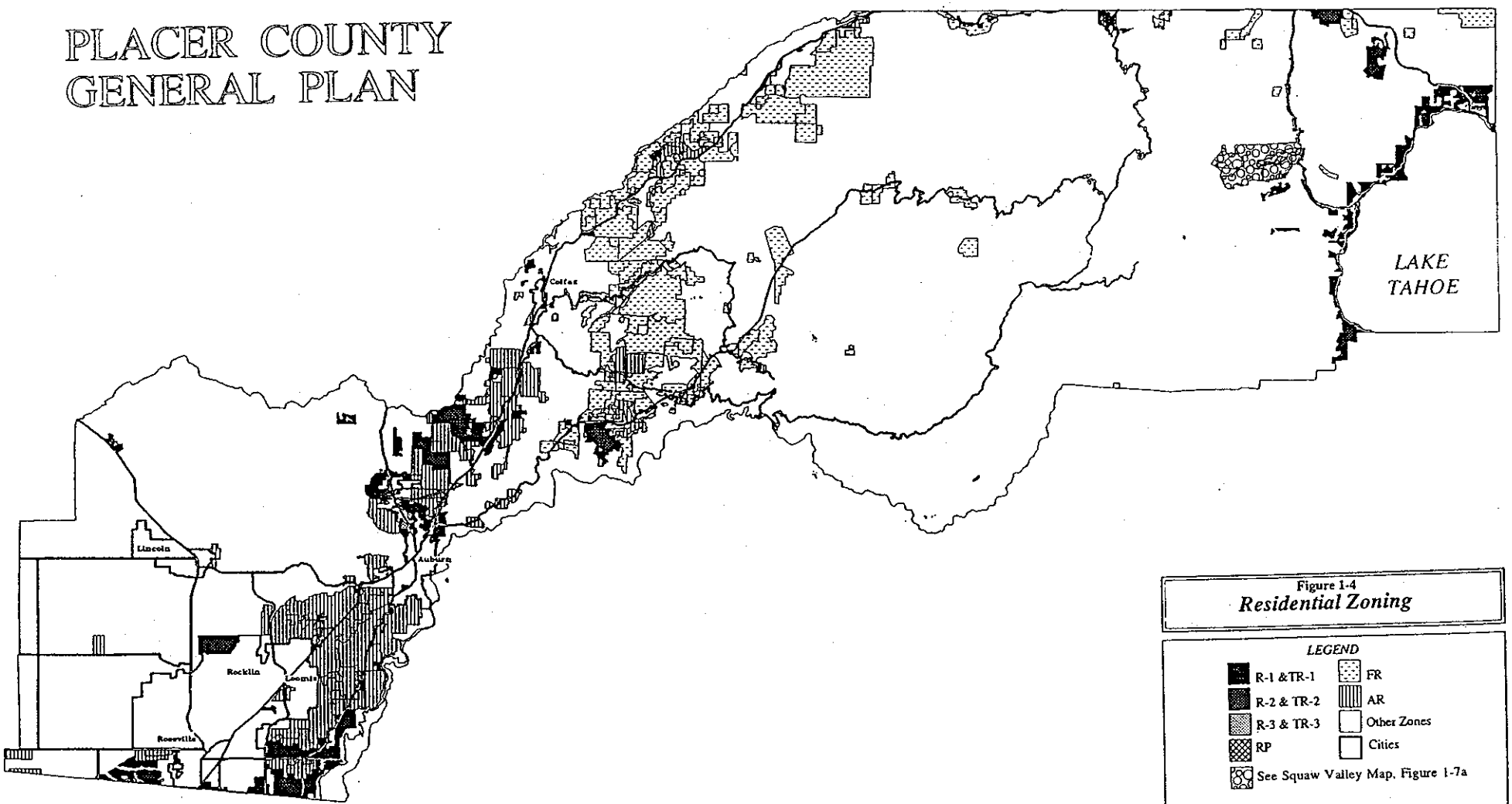


Figure 1-4
Residential Zoning

LEGEND

- R-1 &TR-1
- R-2 & TR-2
- R-3 & TR-3
- RP
- FR
- AR
- Other Zones
- Cities
- See Squaw Valley Map, Figure 1-7a

SOURCE : Placer County Zoning Ordinance

Scale: 1" = 20,000

Date: 7/1/92

Prepared by:
Crawford Multari & Starr

PLACER COUNTY GENERAL PLAN

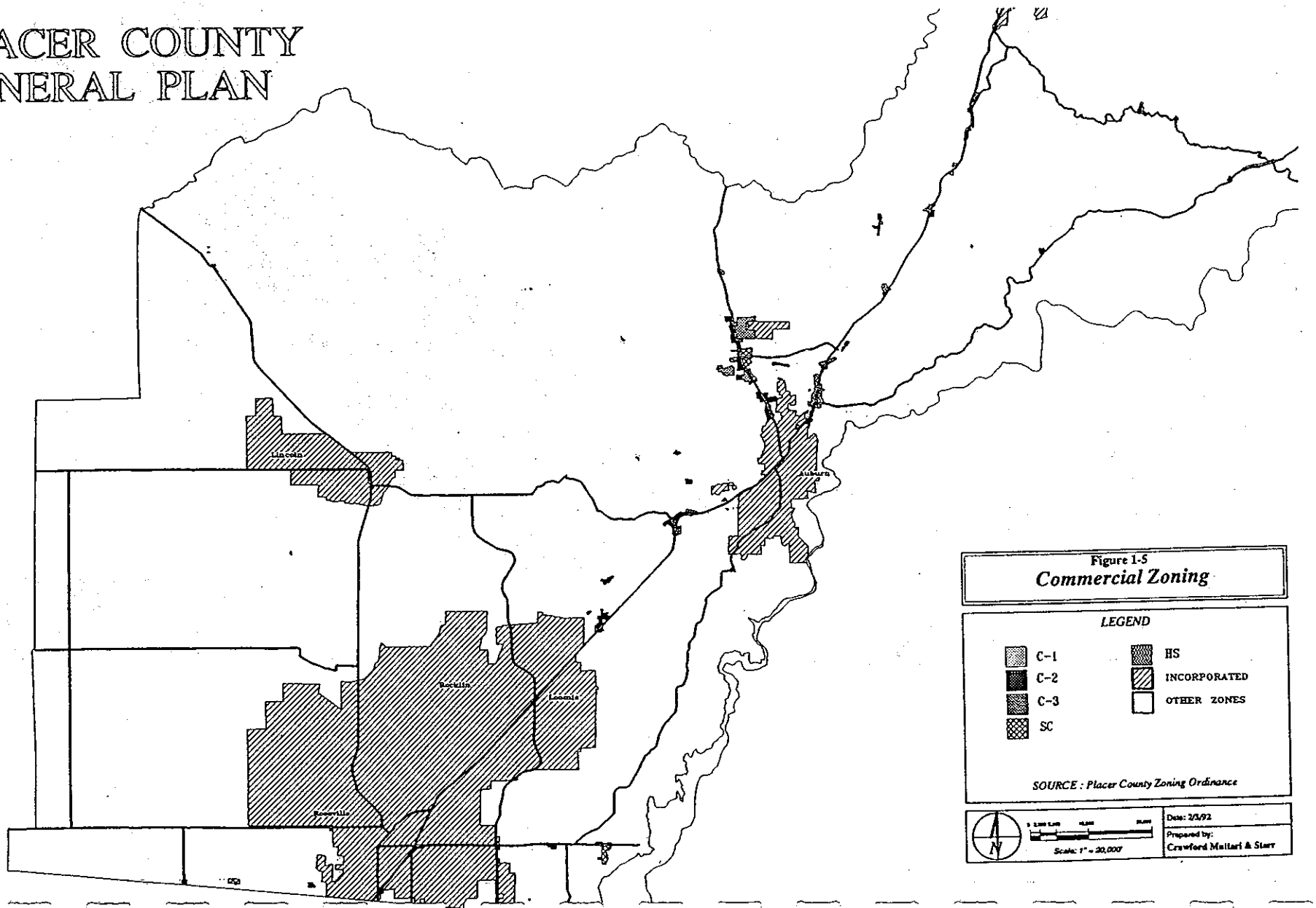


Figure 1-5
Commercial Zoning

PLACER COUNTY
GENERAL PLAN

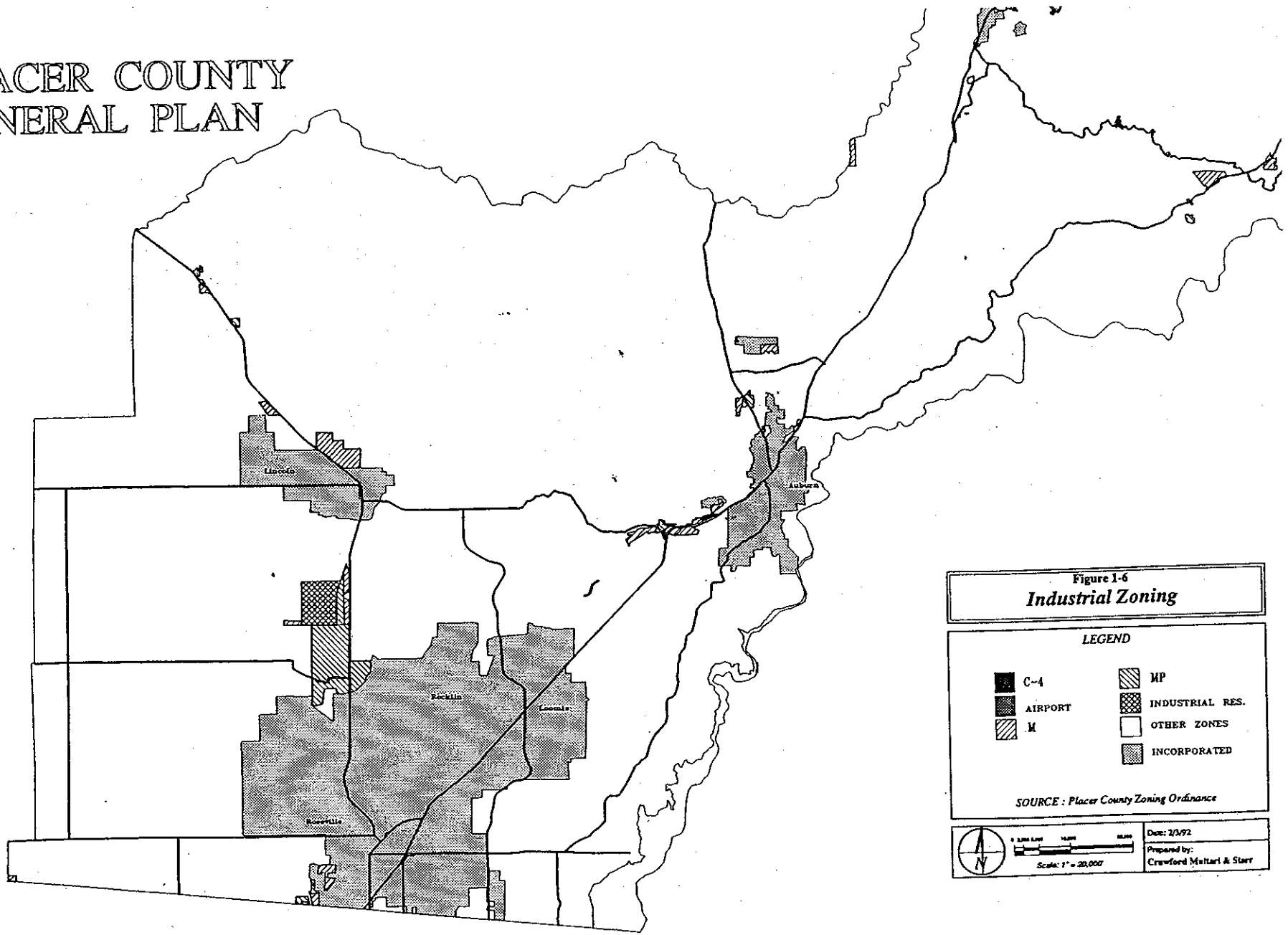


Figure 1-6
Industrial Zoning

LEGEND

- C-4
- AIRPORT
- M
- MP
- INDUSTRIAL RES.
- OTHER ZONES
- INCORPORATED

SOURCE : Placer County Zoning Ordinance

Scale: 1" = 20,000'

Date: 2/3/92

Prepared by:
Crawford Multari & Starr

PLACER COUNTY GENERAL PLAN

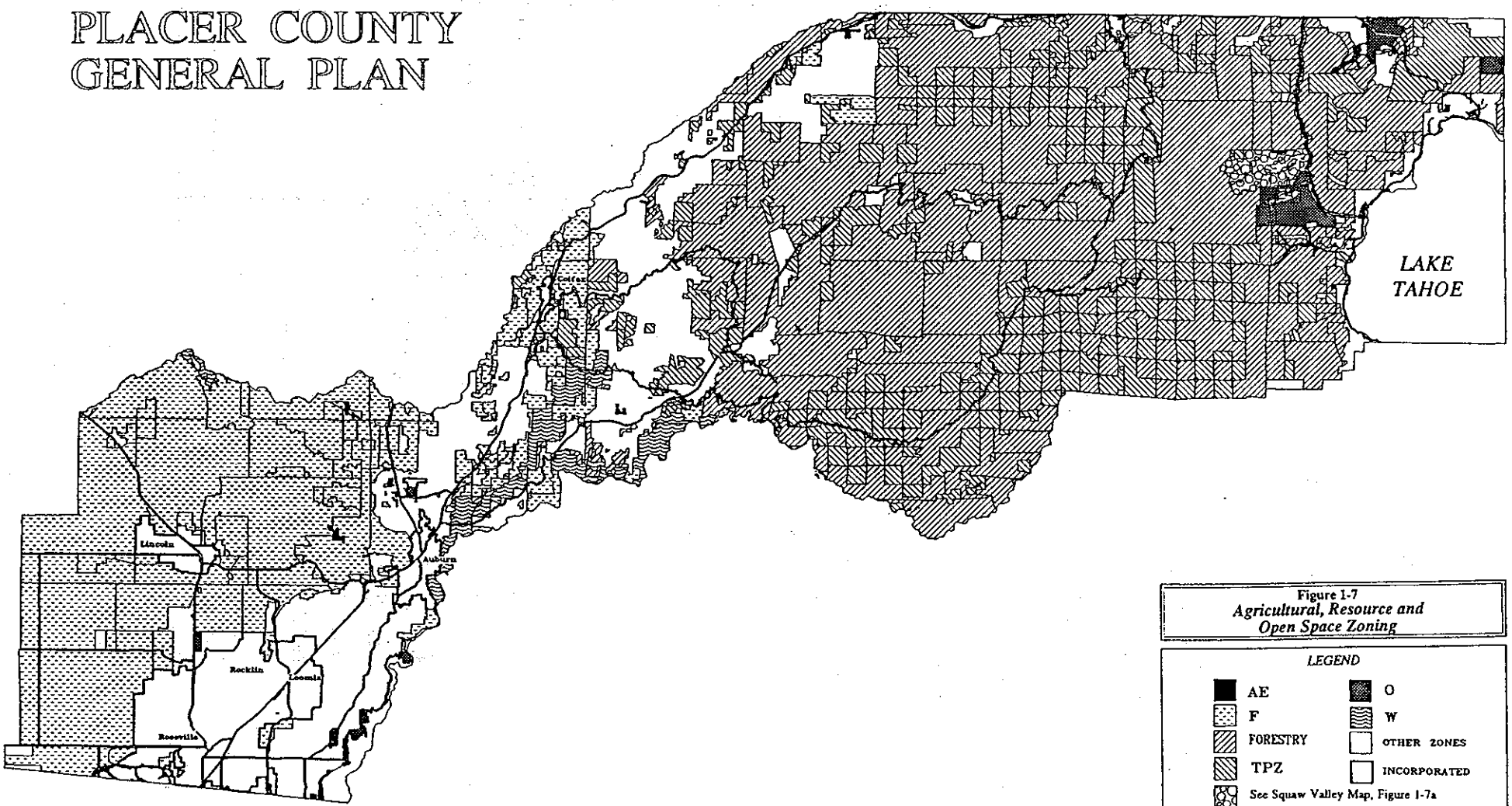


Figure 1-7
Agricultural, Resource and Open Space Zoning

LEGEND

- AE
- F
- FORESTRY
- TPZ
- See Squaw Valley Map, Figure 1-7a
- O
- W
- OTHER ZONES
- INCORPORATED

SOURCE : Placer County Zoning Ordinance

Scale: 1" = 20,000'

Date: 7/1/92

Prepared by:
Crawford Multari & Starr

Combining Industrial Reserve (-IR). The Industrial Reserve combining district is used in conjunction with the Open Space, Forestry, or Farm base zones to allow ". . . any development permitted by applicable adopted general plans," where a specific plan has been adopted by the County for a particular site, and/or to limit incompatible uses on property that is eventually intended for industrial development. (Zoning Ordinance 1667.)

Combining Mobilehome (-T). This was for the purpose of allowing mobile homes outside of mobile home parks. Current state law requiring that certain types of mobile homes be allowed in any zone that also permits standard dwellings has rendered this overlay zone obsolete. (Zoning Ordinance 1668.)

Combining Duplex. Originally, this overlay was used in conjunction with the R-2 (Medium Density Multiple Residential) base zone to allow "...all uses permitted in the R-1 district, and duplexes...". Later amendments to the zoning ordinance allowed all R-1 uses in the R-2 zone without the overlay. This is also obsolete. (Zoning Ordinance 1670.)

Combining Limited Use (-L). This overlay district has the effect of requiring conditional use permits for all land uses permitted in the base zone. The zoning ordinance states, "When combined with the basic zone district, all uses of the basic district [are allowed] including those permitted by reference to sections of more restrictive zone districts." (Zoning Ordinance 1672.1.)

Combining Density Limitation (-DL). The Density Limitation combining district is typically combined with a base zone that allows residential development to restrict the density of housing allowed on a single parcel. (Zoning Ordinance 1674 and 1695.)

Combining Mineral Reserve (-MR). This classification is used to highlight areas with mineral resources of county- or state-wide importance, so that development approved as set forth by the base zone does not foreclose later opportunities for mineral extraction. All development requires conditional use permit approval so that its effect on potential subsequent mineral extraction operations can be evaluated. (Zoning Ordinance 1676.)

Combining Timeshare (-TS). The Timeshare combining district is used to identify areas explicitly intended for timeshare condominium development and use. The overlay requires conditional use permit (CUP) approval for both timeshare projects and all uses that would otherwise be allowed in the base zone to which the -TS overlay is applied. (Zoning Ordinance 1677.)

Combining Special Purpose (-SP). This classification is applied to highlight areas where sensitive environmental conditions exist (e.g., mining operations, airports, landfill operations). The effect of the combining district is to require discretionary land use permit approval in the form of either a conditional use permit (CUP) or administrative review permit (ARP) for all uses except certain minor, non-residential accessory buildings. This overlay also requires all subdivisions to have land use permit approval in addition to subdivision map approval. (Zoning Ordinance 1678.)

Combining Design Review (-Ds, -Dh, -Dc). Sections 1100 et seq. of the zoning ordinance establish three types of design review combining districts: Design Sierra (-Ds), Design Scenic Corridor (-Dc), and Design Historical (-Dh). The combining district is used to identify visual and historic resource areas where insensitive development could degrade such resources. Most proposed development in areas covered by this overlay must have "design review approval" in addition to any land use or other permit normally required for development within the base zone. Design review approval is granted

either by a Design Review Advisory Committee appointed by the Board of Supervisors or by County staff. (Zoning Ordinance 1100 et seq.)

Combining Traffic Limitation (-TL). This overlay district can be combined with any base zone that allows development that could generate traffic volumes in excess of the safe capacity of area roadways. The combining district can be used to prohibit particular uses that are seen as high traffic generators, place limitations on the total traffic volume generated by specific projects, and/or require that fees be paid for traffic improvements. (Zoning Ordinance 1760.)

Zoning Ordinance Text

The text of the zoning ordinance contains the regulations that govern development and land use in the zoning classifications shown on the zoning maps. The ordinance text includes three main components: detailed descriptions of each zoning classification in terms of the type of land uses that are allowed in each zone; standards for the development of new land uses within each zone (building height limits, setback requirements, off-street parking and sign requirements, minimum parcel size, etc.); and procedural requirements for the processing of land use permit applications and the administration of the ordinance itself. The minimum parcel sizes established by the ordinance for each zone are among the most important zoning requirements affecting the character of land use as envisioned by the general plan. Minimum parcel size determines the density of residential development (i.e., the number of dwellings per acre), and establishes a direct relationship between the size of commercial and industrial parcels and the extent of development that may be allowed on them. The minimum parcel sizes allowed in each zoning category are shown on Table 1-3.

Zoning Ordinance Revisions

The Placer County Zoning Ordinance (Chapter 30 of the Placer County Code) is currently undergoing comprehensive revision. The purposes of the update are to improve the organization and clarity of the ordinance, eliminate obsolete provisions and include new regulations to more effectively address emerging development issues in the county, and to consolidate the present large number of zones and combining districts into fewer classifications with clearer purposes. The details of the proposed revisions will not be reviewed here because the new zoning ordinance is still in draft form and is subject to further revision. However, information on the effects of its draft provisions on the ability of the County to ensure an adequate supply of affordable housing can be found in Section 2.11 of this Background Report. The current direction of the proposed ordinance would result in 22 zones and 12 combining districts, rather than the current 28 zones and 14 combining districts.

SQUAW VALLEY LAND USE ORDINANCE

The Squaw Valley Land Use Ordinance (Chapter 40 of the Placer County Code) was adopted in 1983 to establish special-purpose zone districts to address the unique characteristics of the Squaw Valley resort area. Published in a single document along with the Squaw Valley General Plan (one of the community plans), the Land Use Ordinance must be used in conjunction with the county-wide zoning ordinance to determine the full extent of development regulations that apply to proposed projects in the Squaw Valley area. The Land Use Ordinance establishes eight unique zoning classifications that are only applied to land within Squaw Valley. The regulations for each zoning classification determine what land uses are allowed, the parking requirements that apply to allowable uses, and other requirements such as open space and floor area ratios for new development. The Land Use Ordinance also includes other requirements such as sign regulations, but also relies on the more comprehensive provisions of the county-wide zoning

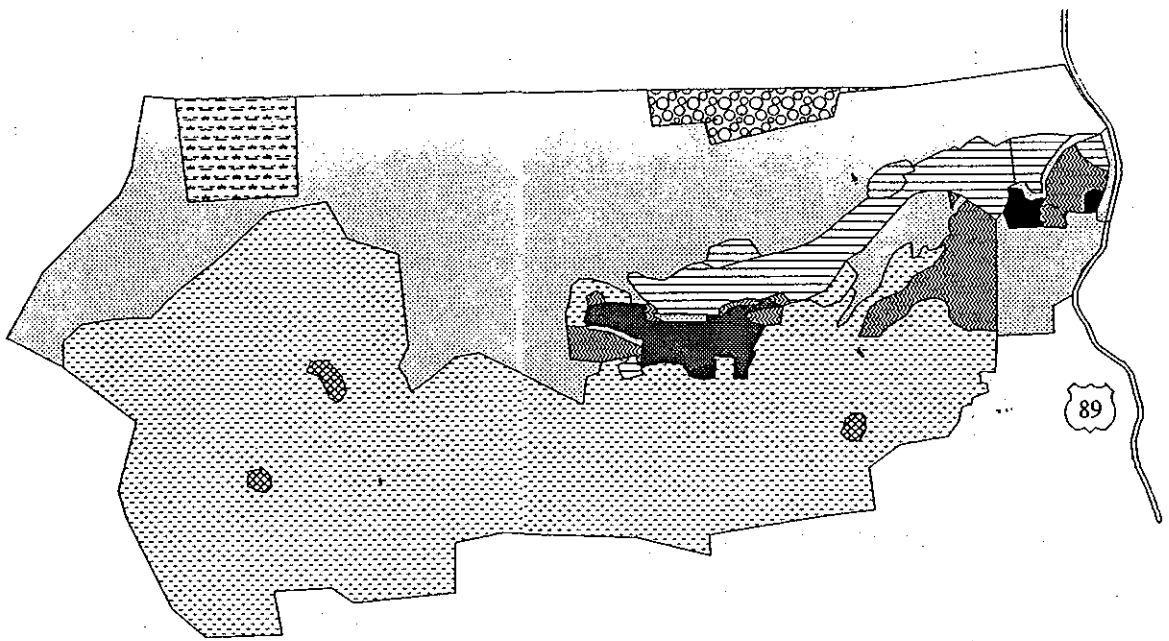


Figure 1-7a

Squaw Valley Zoning

LEGEND

- Entrance Commercial
- Heavy Commercial
- Village Commercial
- Alpine Commercial
- Forest Residential
- High Density Residential
- Low Density Residential
- Conservation Preserve
- Timberland Preserve
- Open Space

SOURCE: Placer County Zoning Ordinance

Scale: 1" = 40,000'

Date: 9/4/92

Prepared by: Crawford Multari & Starr

ordinance, which also apply to development within Squaw Valley, to the extent that specific requirements are not superseded by provisions of the Squaw Valley Land Use Ordinance.

Table 1-4 lists each Squaw Valley zoning district, together with its minimum lot area and the acreage to which each district is applied. Figure 1-7a shows Squaw Valley zoning categories and their locations within the community plan area.

TABLE 1-4

SQUAW VALLEY ZONING CLASSIFICATIONS

Placer County

Zone	Map Code	Minimum Parcel Size[1]	Acres Zoned
High Density Residential	HDR	3 acres	155
Low Density Residential	LDR	10,000 sq.ft.	290
Alpine Commercial	AC	5 acres	22
Entrance Commercial	EC	6,000 sq.ft.	20
Heavy Commercial	HC	10,000 sq.ft.	4
Village Commercial	VC	6,000 sq.ft.	92
Conservation Preserve	CP	20 acres	1,927
Forest Recreation	FRC	20 acres	2,430

[1] The minimum parcel sizes shown are the smallest allowed by each zone. In some cases, particular zones require larger parcel sizes for specific land uses.

Source: *Squaw Valley Land Use Ordinance*, 1983.

1.4 EXISTING LAND USE

Among the categories of information needed in the formulation of a new Land Use Element for the Placer County General Plan is an understanding of the type and spatial distribution of existing land uses in the county. Knowledge of existing land use types and distribution patterns can assist in evaluating whether past general plan policies have been effective in directing new development and population growth to areas where they could be best accommodated, and can indicate where new development should be encouraged. In comparison with the holding capacity statistics for the current general plan, existing land use information can indicate whether the remaining capacity for new development implied by existing general plan designations will be adequate to accommodate projected population growth over the term of the new plan, and thereby highlight needs for identifying new growth areas or the expansion of existing areas.

LAND USE INVENTORY METHODOLOGY

The most thorough method of conducting an inventory of existing land use involves extensive "field" work, where each parcel of land in the planning area is visited individually. The purpose for which each parcel is being used (the land use) is recorded, usually as a numerical code, and other information is also noted, such as the number of dwelling units on the site if the land use is residential, or the floor area in square feet of a commercial or other non-residential use. In the case of a county as large as Placer, however, a comprehensive field inventory of land use would require many months to complete and would be prohibitively expensive. Therefore, an alternative method of inventorying existing land uses has been used for this Background Report, which has relied on information furnished by the Placer County Assessor, together with some limited field work.

The process of determining the value of property in Placer County for the purposes of property tax assessment has involved the County Assessor establishing a series of records that are of great value in land use planning. The most useful components of those records are Assessor's Maps that show each parcel of land in the county, a database (both electronic and manual) containing information about each parcel, and a numbering system used by both the maps and the database, which assigns a unique *assessment number* to each parcel.

The Assessor's Maps are organized into map books covering specific geographic areas of the county. The map books contain a series of 11 by 17-inch pages, each of which shows individual parcels, together with the public and private streets that provide access to them. The map pages are drawn at several different scales, depending upon the number of parcels in the area being represented. Rural areas with few parcels that are mostly of large size can be shown on maps with scales of 1" = 1,000' or larger. Urban areas where parcel sizes are often between 2,000 and 10,000 square feet are usually drawn at a scale of 1" = 100'. The technique used for the land use inventory in this background paper has involved stepping back from the detail associated with the individual parcel to the more general level of mapping defined by the Assessor's map page.

The Assessor's parcel database includes information such as the name and address of the property owner, the assessed value of the land itself and any improvements, and other information that is used by appraisers from the Assessor's office in determining the value of the property for taxation. Since the purpose for which a parcel is used is one determinant of value, the Assessor's database contains information on land use for each parcel, in the form of a three-digit code. Other valuation factors in the database of interest to the planning process are the number of dwelling units per parcel, and the floor area of commercial and industrial buildings. The database includes information for approximately 107,000 parcels, in both the cities of Placer County and the unincorporated areas.

The land use information in this section is based on the Assessor's land use codes. Although that system was developed for assessment purposes rather than for land use planning, it does provide the most readily-available, comprehensive information on land use throughout the county. When used with Assessor's map pages as geographic mapping units, the existing land use information available from the Assessor provides a useful, condensed and overall picture of current county land use patterns. Because the Assessor's database was not designed to serve the purposes of land use planning, it cannot and is not intended to provide the type of detailed, parcel-by-parcel information that would be most useful to the general plan update. However, it does provide a level of detail that is informative for county-wide comparative study.

PLACER COUNTY GENERAL PLAN

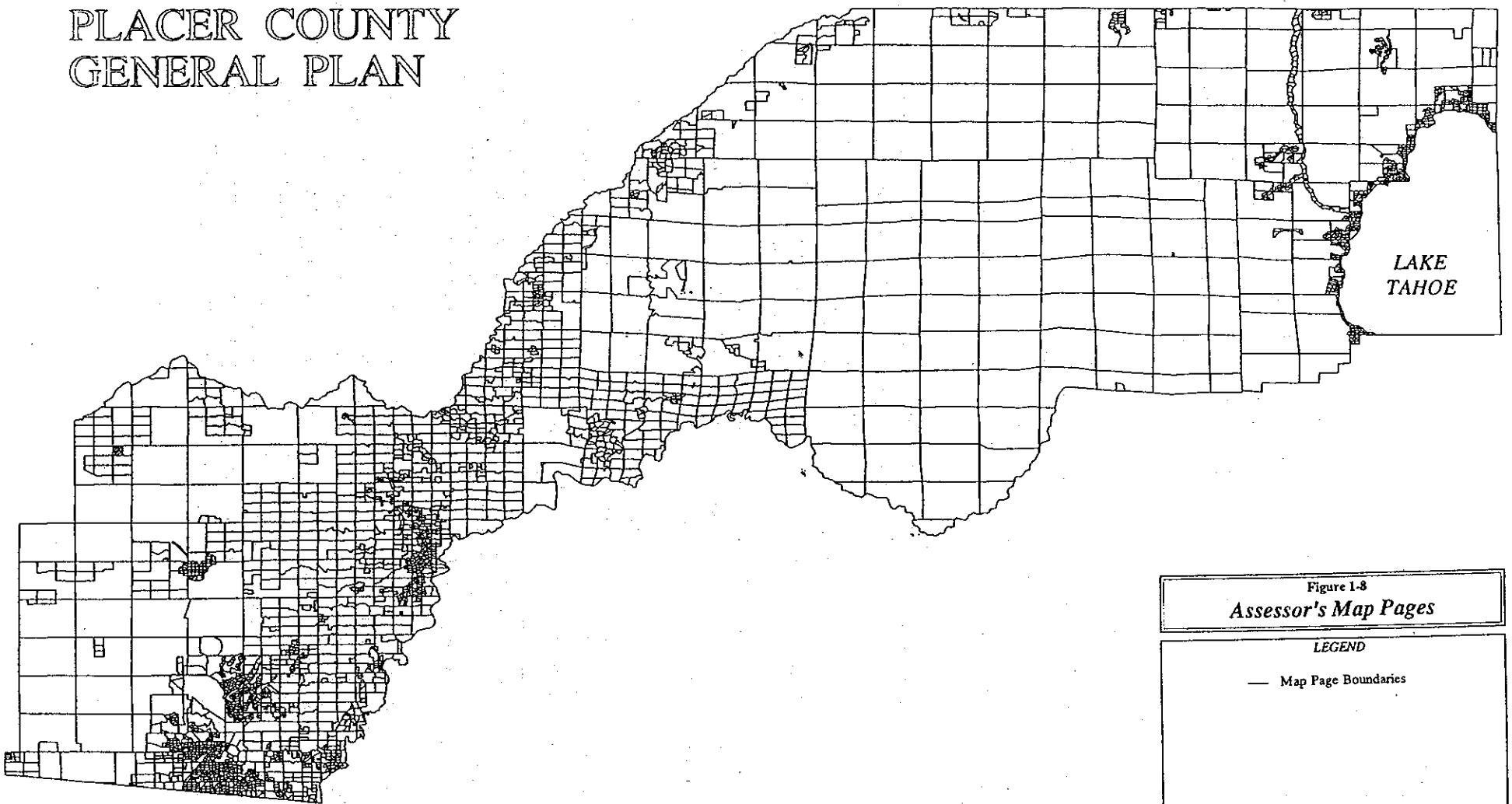


Figure 1-8

Assessor's Map Pages

LEGEND

— Map Page Boundaries

SOURCE : Placer County Assessor, 1992

Scale: 1" = 20,000'

Date: 7/6/92

Prepared by:
Crawford Multari & Starr

The land use coding system used by the Assessor's Office is shown on Table 1-5, together with the number of parcels in the county (both incorporated and unincorporated) to which each code is assigned. The geographic distribution of Assessor's Map Pages throughout Placer County is shown on Figure 1-8.

TABLE 1-5

ASSESSOR'S LAND USE CODING SYSTEM
Placer County

Code	Meaning	Number of Parcels	Code	Meaning	Number of Parcels
00	Vacant residential acreage	14,108	35	Condominium industrial building	252
01	Single-family residential or halfplex	55,383	38	Covered storage, warehouse	197
02	Duplex or 2 single-family residential	1,859	40	Vacant irrigated farm land	97
03	Triplex or 3 single-family residential	401	41	Orchard and vineyard	74
04	Condominium single-family residential	4,051	44	Irrigated rice	10
05	Apartments (four or more units)	383	48	Poultry production, small animal	12
06	Timeshares	8,181	50	Vacant dry farm land	551
07	Auxiliary residential improvement	711	55	Timberland not under TPZ	124
08	Mobilehome - Not in mobilehome park	982	56	Timberland restricted by TPZ	511
09	Mobilehome - Inside mobilehome park	11	63	Marina, harbor, launch ramp, pier	180
10	Vacant residential subdivision lot	9,403	64	Clubs, lodges, halls	52
11	Retail store, market, department store	541	66	Golf courses, driving ranges	59
13	Small food store (7-11, Circle K, etc.)	20	67	Ski facility, ski lodge	70
14	Condominium-type office building	123	68	Camps, campgrounds - General use	42
15	Shopping center	35	69	Camps, retreats - Non-profits	78
16	Single-family residence, commercial land	370	71	Churches	165
17	Office building, single and multiple	473	72	Schools	112
18	Hotels, motels, resorts	208	74	Hospital	12
20	Vacant commercial land	1,140	75	Convalescent hospital, extended care	35
21	Restaurant, lounge, drive-in food	222	76	Other public-owned buildings	36
22	Commercial recreation - Bowling, tennis	32	77	Cemeteries	47
23	Financial building, bank, S&L	54	81	Utilities, public and private	581
25	Gas service station	120	82	Actively used for mining	46
26	Auto sales and repair, wrecking	206	83	Mineral rights ownerships	6
27	Parking lots	138	87	Rivers, lakes, canals, reservoirs	136
28	Mobilehome park	82	88	Highways, roads, streets	551
29	Any commercial not in codes 11-28	94	89	Condominium common areas	676
30	Vacant industrial	571	97	CLCA under non-renewal agreement	243
31	Light industrial, sheet metal, welding	145	98	CLCA restricted under agreement	504
32	Heavy industrial, timber processing	58	99	Use code pending	72

Source: Placer County Assessor.

TYPES OF EXISTING LAND USES

The general categories of land use that are considered by the planning process include not only the basic residential, commercial, and industrial types, but also more detailed breakdowns of those types, such as single-family and multi-family residential, retail and service commercial. The planning process for a county like Placer must also consider additional categories of land use that are normally not found within cities, such as various types of agricultural land uses, and others that are related to the natural resources of the county such as mining and forestry. The following table shows overall statistics for land use in Placer County, to the extent that the information is available from the Assessor's electronic database.

Some land use characteristics such as the acreage of various agricultural uses is not available because the Assessor's computer database does not contain the area of all parcels in the county.

TABLE 1-6

SUMMARY OF EXISTING LAND USE[1]
Placer County

Category	Subcategory	Number of Uses	Extent of Uses		Assessor's Code
Residential	Single-Family	47,529	47,529	Dwelling units	01, 04, 16
	Multi-Family	12,099	12,099	Dwelling units	02, 03, 04, 05
	Mobile Home	4,473	4,473	Dwelling units	08, 09
Commercial	Office	560	4,489,401	Square feet[3]	14, 17
	Retail	904	7,762,494	Square feet	11, 15, 21, 23, 29
	Highway[2]	303	308,862	Square feet	12, 18, 25
	Outdoor	212	1,161,224	Square feet	26
Industrial	Light	283	2,118,940	Square feet	31
	Heavy	49	5,220,026	Square feet	32
	Condo Industrial	252	280,588	Square feet	35
	Warehouse	170	2,760,254	Square feet	38

[1] Includes both incorporated and unincorporated areas.
[2] For this table, highway commercial also includes tourist and convenience commercial.
[3] Square feet of building floor area.

Source: Placer County Assessor, April, 1992.
U.S. Census of Population and Housing, Summary Tape File 1, 1990.

LOCATION AND DISTRIBUTION OF EXISTING LAND USES

The following sections describe where existing land uses are located and how they are distributed between incorporated and unincorporated areas. The method for mapping the location of different types of development uses maps of the entire county showing Assessor's Map Pages. The computer database of land use codes obtained from the Assessor's Office was processed several times in conjunction with the consultants' geographic information system (GIS) to produce maps for this report highlighting Assessors Map Pages with specific land use characteristics. Illustrated characteristics include showing any pages where particular uses occur (e.g., any commercial use), and more specifically, map pages where 60 percent or more of the parcels on the page are devoted to one particular use (such as commercial), according to the Assessor.

Residential Uses

The types of existing residential uses reviewed by this Background Report include: detached single-family homes; multi-family housing including duplexes, apartments, and all structures containing two or more housing units, regardless of whether they are individually owned or rented; and mobile homes. Detailed statistics on the number of housing units in Placer County in the cities and unincorporated areas can be found in Chapter 2 of this Background Report ("Housing"). The generalized location of most unincorporated area housing units is shown on Figure 1-9, Distribution of Residential Land Uses.

Figure 1-9 shows Assessor's map pages where 60 percent or more of the parcels on the page have been identified by the Assessor as being primarily used for residential purposes. Most such map pages are located in areas of the county that are zoned Agricultural Residential (AR) or Farm (F), although residential zoning classifications apply to residential Assessor's map pages in the Dry Creek/West Placer, Granite Bay, Meadow Vista, and Foresthill community plan areas. Several different residential zones also exist around Lake Tahoe and in the Martis Valley community plan area. See also Figures 1-4 and 1-7 for the locations of those zoning categories.

While Figure 1-9 shows unincorporated areas with the largest concentrations of housing units, it is by no means intended to show the location of all housing. Most of the districts established by the Placer County Zoning Ordinance allow some residential use; however, the density permitted in other than residential zones is such that the primary use of parcels is usually not residential.

Commercial and Industrial Uses

Commercial and industrial land uses can be differentiated into many varieties of specific uses. For the purposes of this analysis, however, commercial uses will include offices, retail establishments, highway-oriented commercial uses (including convenience commercial franchises such as the 7-11 and Circle K stores, and tourist-oriented retail uses), and outdoor uses such as car sales, lumber yards, and plant nurseries (the only such use explicitly identified by the Assessor's database is car sales). Industrial uses include light industrial establishments, heavy industrial (involved in the manufacturing of large items, and/or using large manufacturing equipment), and warehousing. The Assessor's land use codes that identify commercial and industrial uses are shown on Table 1-7.

The Assessor's data files were also reviewed in order to identify the specific square footage of buildings on commercial and industrial property. Table 1-8 documents the distribution of commercial and industrial land uses by floor area (in square feet) among the cities and unincorporated areas of the county. Figures 1-10 through 1-13 graph the distribution of land uses. Figure 1-10 compares the extent of commercial land uses in each city and the unincorporated areas. The information provided clearly indicates that the majority of commercial development in Placer County is within the City of Roseville (approximately 5.3 million square feet) and in the unincorporated areas (about 5 million square feet). The City of Auburn has about one-third the commercial floor area of the unincorporated areas at 1.6 million square feet, and the other cities all have less than one million square feet.

PLACER COUNTY GENERAL PLAN

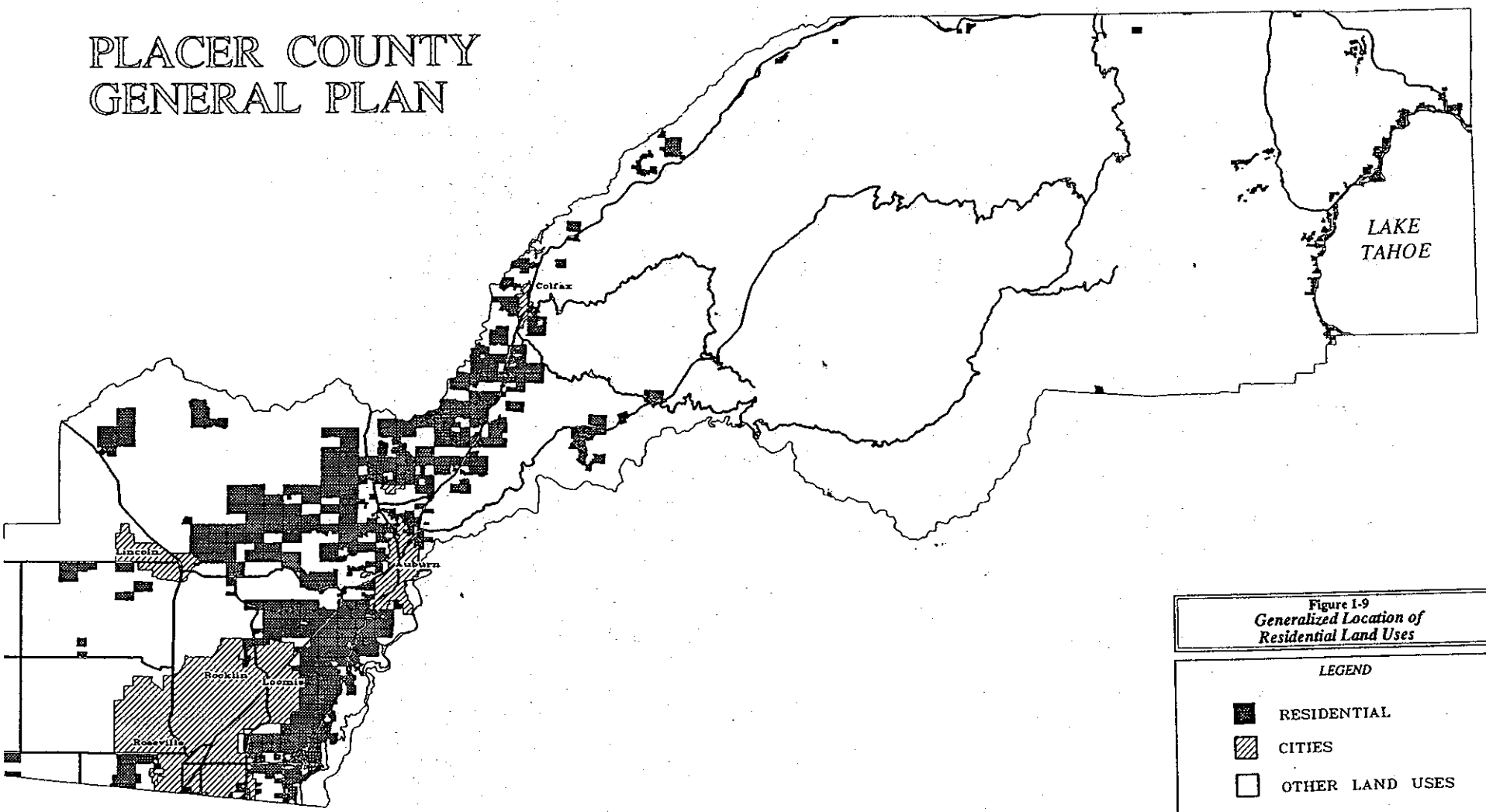


Figure I-9
Generalized Location of Residential Land Uses

LEGEND

- RESIDENTIAL
- CITIES
- OTHER LAND USES

SOURCE : Placer County Assessor, April 1992

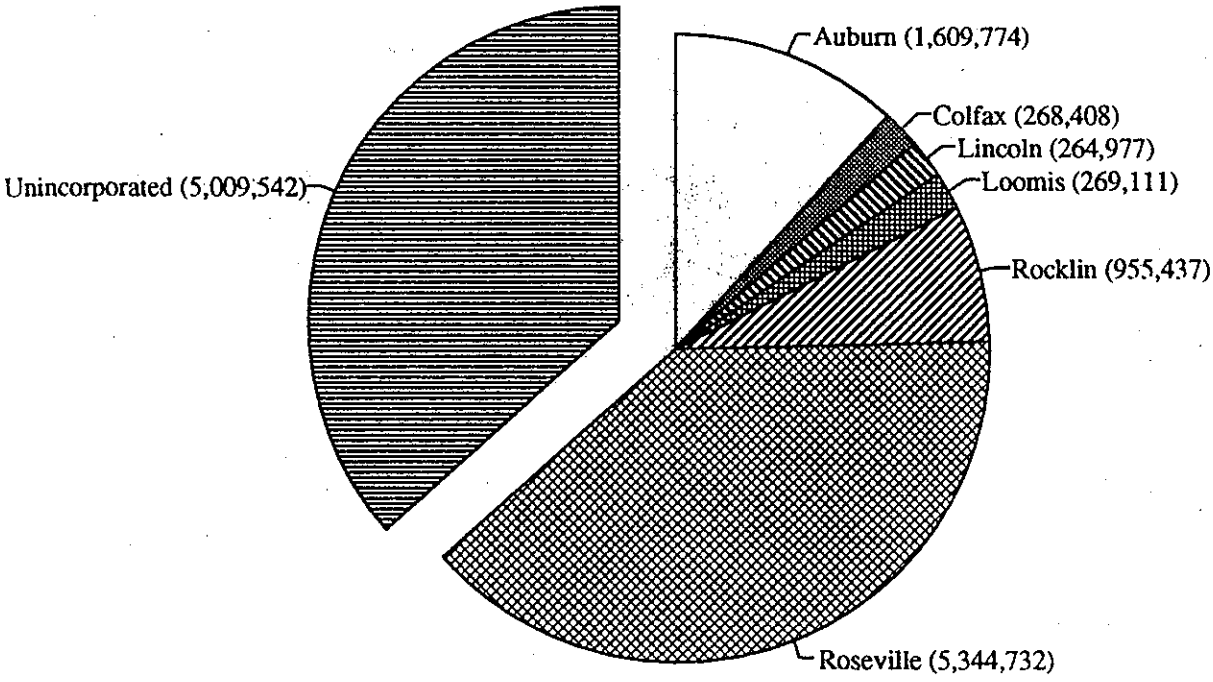
Scale: 1" = 20,000

Date: 7/1/92

Prepared by: Crawford Multari & Starr

FIGURE 1-10

DISTRIBUTION OF COMMERCIAL LAND USES
Placer County



All numbers represent floor area in square feet.

Source: Placer County Assessor, April, 1992.

TABLE 1-7

ASSESSOR'S CODES FOR
COMMERCIAL AND INDUSTRIAL LAND USES
Placer County

Code	Meaning	Number of Parcels
11	Retail store, market, department store	541
13	Small food store (7-11, Circle K, etc.)	20
14	Condominium-type office building	123
15	Shopping center	35
17	Office building, single and multiple	473
18	Hotels, motels, resorts	208
21	Restaurant, lounge, drive-in food	222
22	Commercial recreation - Bowling, tennis	32
23	Financial building, bank, S&L	54
25	Gas service station	120
26	Auto sales and repair, wrecking	206
29	Any commercial not in codes 11-28	94
31	Light industrial, sheet metal, welding	145
32	Heavy industrial, timber processing	58
35	Condominium industrial building	252
38	Covered storage, warehouse	197

Source: Placer County Assessor.

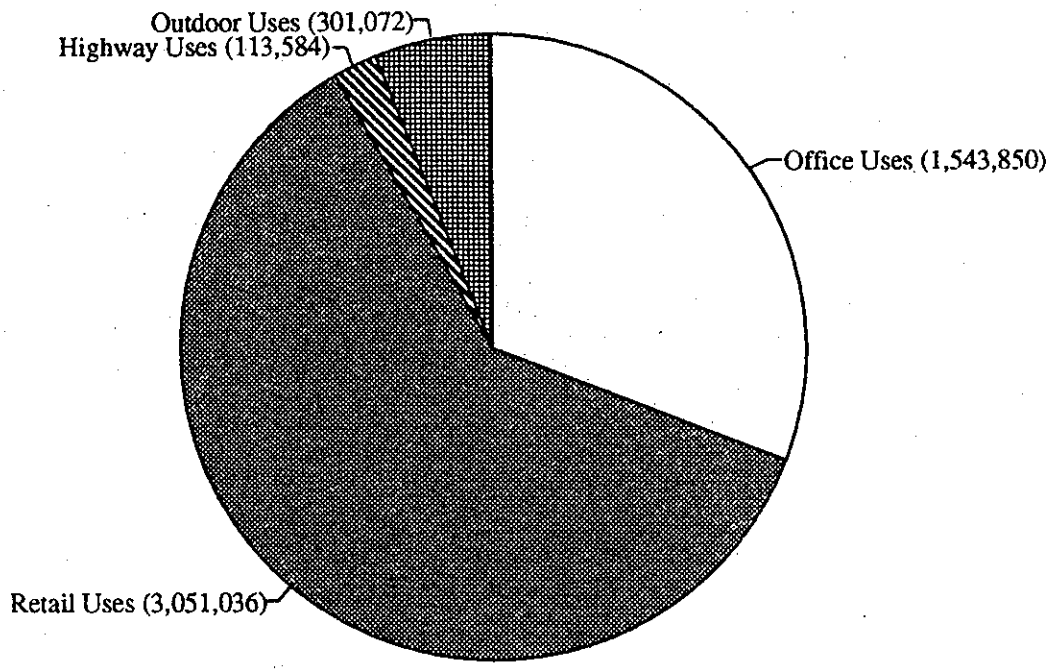
Figure 1-11 shows the proportions of the commercial uses in the unincorporated areas only, where the largest proportions are retail establishments (3 million square feet) and office uses (1.5 million square feet). The County's DeWitt Center office complex constitutes approximately 700,000 square feet of the "commercial" floor area in the unincorporated area.

Figure 1-12 compares the floor area of industrial land uses in the cities and unincorporated areas. As was the case with commercial uses, most industrial establishments are located within the unincorporated areas (3.8 million square feet) and the City of Roseville (3.2 million square feet). The cities of Lincoln and Rocklin also have more than one million square feet of industrial uses.

The types of industrial uses in the unincorporated areas are shown by Figure 1-13, which indicates that nearly twice as much floor area is devoted to heavy industrial uses (1.8 million square feet) as light industrial (one million square feet). Table 1-7 shows that most heavy industrial uses in the county are in the unincorporated areas and Roseville (about 1.8 million square feet each), and the City of Lincoln (about 1.3 million square feet).

FIGURE 1-11

UNINCORPORATED AREA COMMERCIAL LAND USES
Placer County

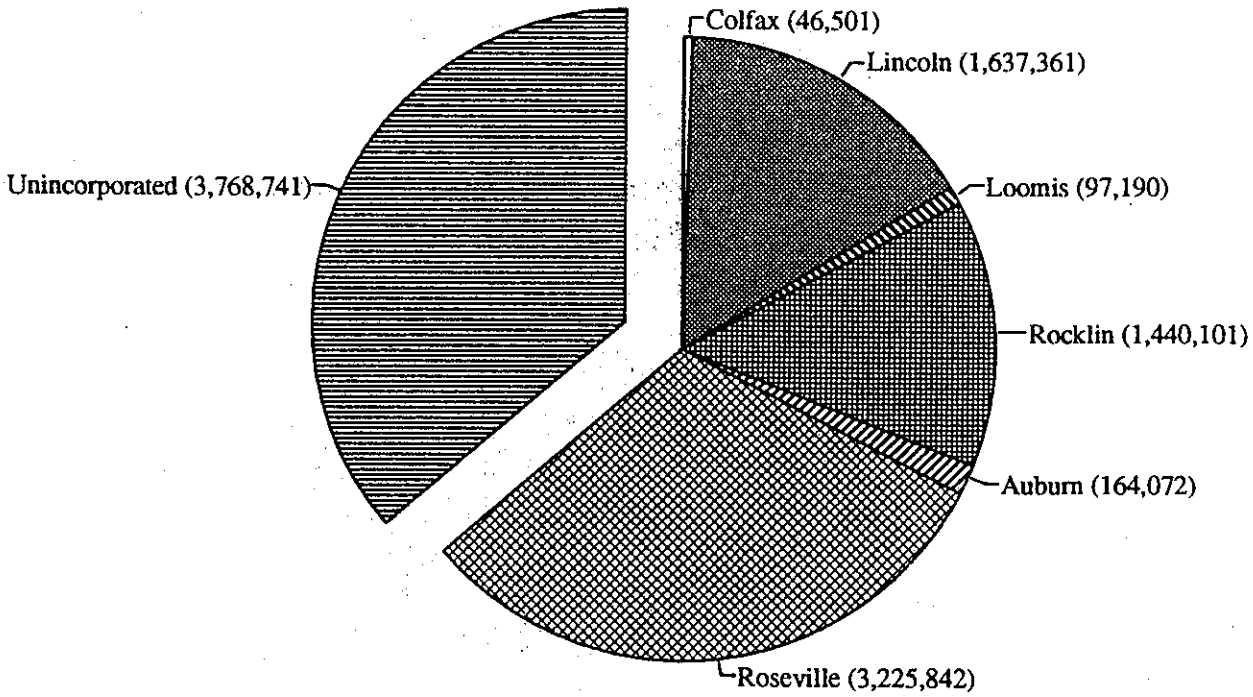


All numbers represent floor area in square feet.

Source: Placer County Assessor, April, 1992.

FIGURE 1-12

DISTRIBUTION OF INDUSTRIAL LAND USES
Placer County

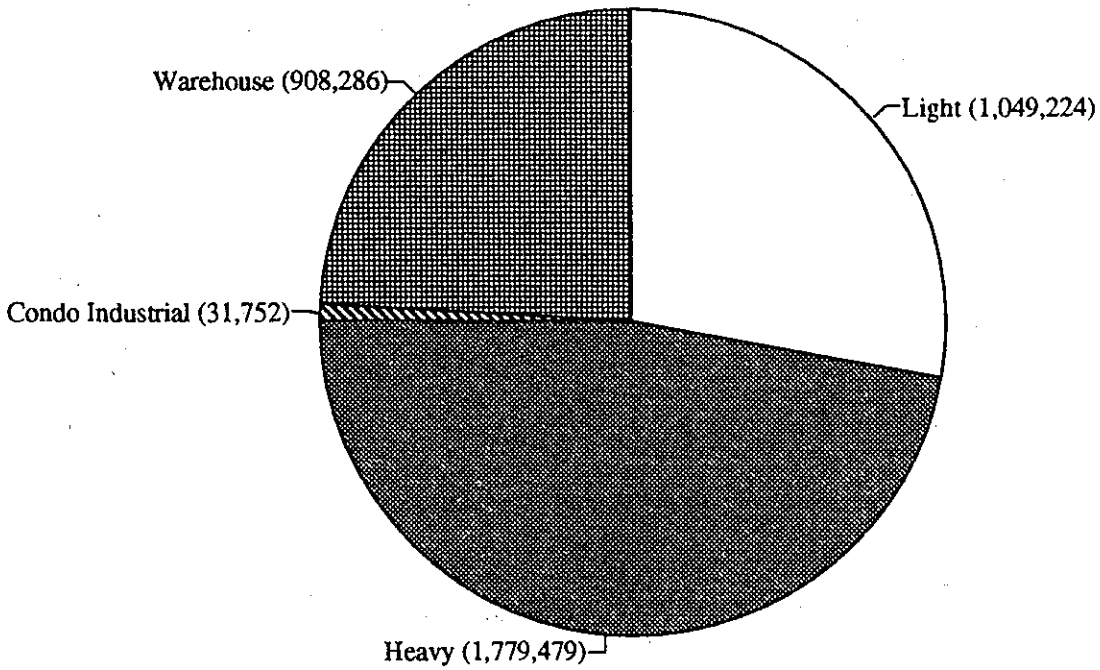


All numbers represent floor area in square feet.

Source: Placer County Assessor, April, 1992.

FIGURE 1-13

UNINCORPORATED AREA INDUSTRIAL LAND USES
Placer County



All numbers represent floor area in square feet.

Source: Placer County Assessor, April, 1992.

TABLE 1-8

FLOOR AREA[1] OF COMMERCIAL AND INDUSTRIAL LAND USES
Placer County

Commercial Use	Code	Auburn	Colfax	Lincoln	Loomis	Rocklin	Roseville	County	Total
Office	14	0	0	0	0	0	136,698	40,308	177,006
	17	422,425	24,104	54,960	114,503	164,512	2,028,349	1,503,542	4,312,395
Total Office		**422,425**	**24,104**	**54,960**	**114,503**	**164,512**	**2,165,047**	**1,543,850**	**4,489,401**
Retail	11	673,275	75,439	148,320	76,421	483,704	568,112	1,735,433	3,760,704
	15	135,054	47,440	0	0	124,900	1,402,663	436,204	2,146,261
	21	43,151	32,030	20,544	16,039	63,520	129,062	408,764	713,110
	23	57,003	3,659	7,301	15,068	17,150	115,133	106,525	321,839
	29	155,091	9,782	3,909	14,341	13,452	259,895	364,110	820,580
Total Retail		**1,063,574**	**168,350**	**180,074**	**121,869**	**702,726**	**2,474,865**	**3,051,036**	**7,762,494**
Highway/Outdoor	12	0	0	0	0	0	22,855	1,069	23,924
	18	0	0	0	0	0	94,199	0	94,199
	25	12,161	21,150	5,886	3,728	18,653	16,646	112,515	190,739
	26	111,614	54,804	24,057	29,011	69,546	571,120	301,072	1,161,224
Total Highway/Outdoor		**123,775**	**75,954**	**29,943**	**32,739**	**88,199**	**704,820**	**414,656**	**1,470,086**
Total Commercial		**1,609,774**	**268,408**	**264,977**	**269,111**	**955,437**	**5,344,732**	**5,009,542**	**13,721,981**

Industrial Use	Code	Auburn	Colfax	Lincoln	Loomis	Rocklin	Roseville	County	Total
Light	31	25,810	8,844	160,830	43,412	87,428	743,392	1,049,224	2,118,940
Heavy	32	2,288	0	1,298,030	37,778	300,523	1,801,928	1,779,479	5,220,026
Condo Industrial	35	0	0	0	0	90,000	158,836	31,752	280,588
Warehouse	38	135,974	37,657	178,501	16,000	962,150	521,686	908,286	2,760,254
Total Industrial		**164,072**	**46,501**	**1,637,361**	**97,190**	**1,440,101**	**3,225,842**	**3,768,741**	**10,379,808**

Notes: [1] All quantities shown in square feet.
Source: Placer County Assessor, April, 1992.

The spatial distribution of commercial and industrial land uses in the unincorporated areas is shown in very generalized terms by Figures 1-14 through 1-16. Figure 1-14 shows Assessor's map pages where any of the parcels on the page have been identified by the Assessor as being primarily used for commercial purposes. Likewise, Figure 1-15 shows Assessor's map pages where any of the parcels on the page have been identified by the Assessor as being primarily used for industrial. It is important to note, however, that the majority of the parcels on each of the pages identified are *not* in commercial or industrial use, so the maps show generalized locations only. Some industrial uses are located in areas that are zoned industrial, although some agricultural processing and forestry-related industrial uses are located in the agricultural and forestry-related zones. See also Figure 1-6 (following page 1-12) for the locations of those zoning categories.

Figure 1-16 shows the generalized locations of industrial uses based on the size of the industrial establishment. Not surprisingly, the largest industrial uses in the unincorporated area are located in the Sunset industrial area north of the City of Roseville. A similar map of commercial floor area distribution has not been included in this report because the Assessor's pages visible at the scale of the county-wide map show little variation in the floor area ranges of individual commercial establishments.

Agricultural and Resource-Based Uses

Like residential, commercial and industrial uses, land uses that are related to agriculture, forestry, mining, or other activities involving the preservation, use, extraction, or processing of natural resources can be differentiated into many more specific varieties of land use. For example, the general category of agricultural uses includes such activities as irrigated row crop production, dry land farming, orchards and vineyards, and the grazing of livestock. Each such activity is important as a distinct land use because they all have different characteristics of operation and resource consumption. Row crop or rice production consumes more water than dry land farming, which will have implications related to the capacity of area water supplies and any urban land uses that may need to also use that resource. Agricultural practices related to the use of fertilizers or pest control measures may cause conflicts with other land uses, either agricultural uses, residential, or urban.

Although much more land in Placer County is "used" for purposes related to the county's natural resources than residential, commercial, and industrial purposes, accurate information on the acreage currently occupied by such uses and their exact nature is not readily available. Some information on the location and extent of agricultural and resource-based uses is contained in the Assessor's parcel database, and is discussed below. Other sources of data on these uses include the periodic land use inventories conducted by the California State Department of Water Resources, and the Farmland Mapping and Monitoring Program managed by the Department of Conservation. The information available from each source has limited value, both because the needs for which the information was gathered are not the same as those of the land use planning process, and because agricultural land uses can frequently be changed as a result of unpredictable circumstances of markets, weather, and other factors.

The Assessor's database includes a series of codes (see Table 1-9) identifying some of the specific agricultural and other resource-based uses of particular parcels, but the number of such uses in the coding system are limited (e.g., parcels subject to California Land Conservation Act (CLCA) agricultural preserve contracts are coded, but their agricultural use that justified the contract is not indicated), and there are many parcels in the database to which no codes are applied. Also, because the computer database does not include the size (square footage or acreage) of all parcels, the database cannot be used to determine the areas of land occupied by such uses. Given that the Assessor's database was not designed to serve the purposes of land use planning and is being used here because it is inexpensive and

PLACER COUNTY GENERAL PLAN

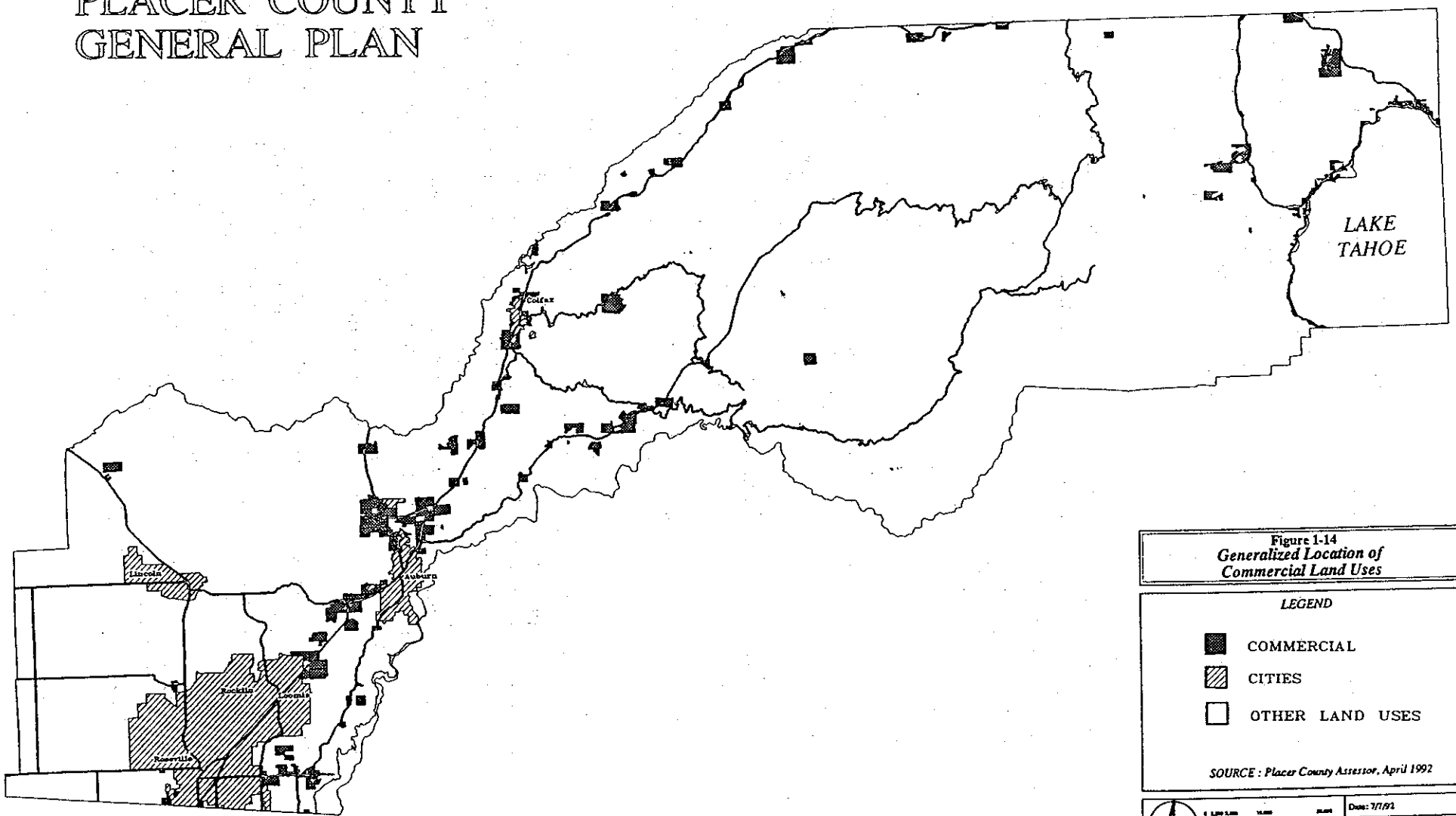


Figure 1-14
Generalized Location of Commercial Land Uses

LEGEND

- COMMERCIAL
- CITIES
- OTHER LAND USES

SOURCE : Placer County Assessor, April 1992

Scale: 1" = 20,000

Date: 7/1/92

Prepared by: Crawford Multari & Starr

PLACER COUNTY GENERAL PLAN

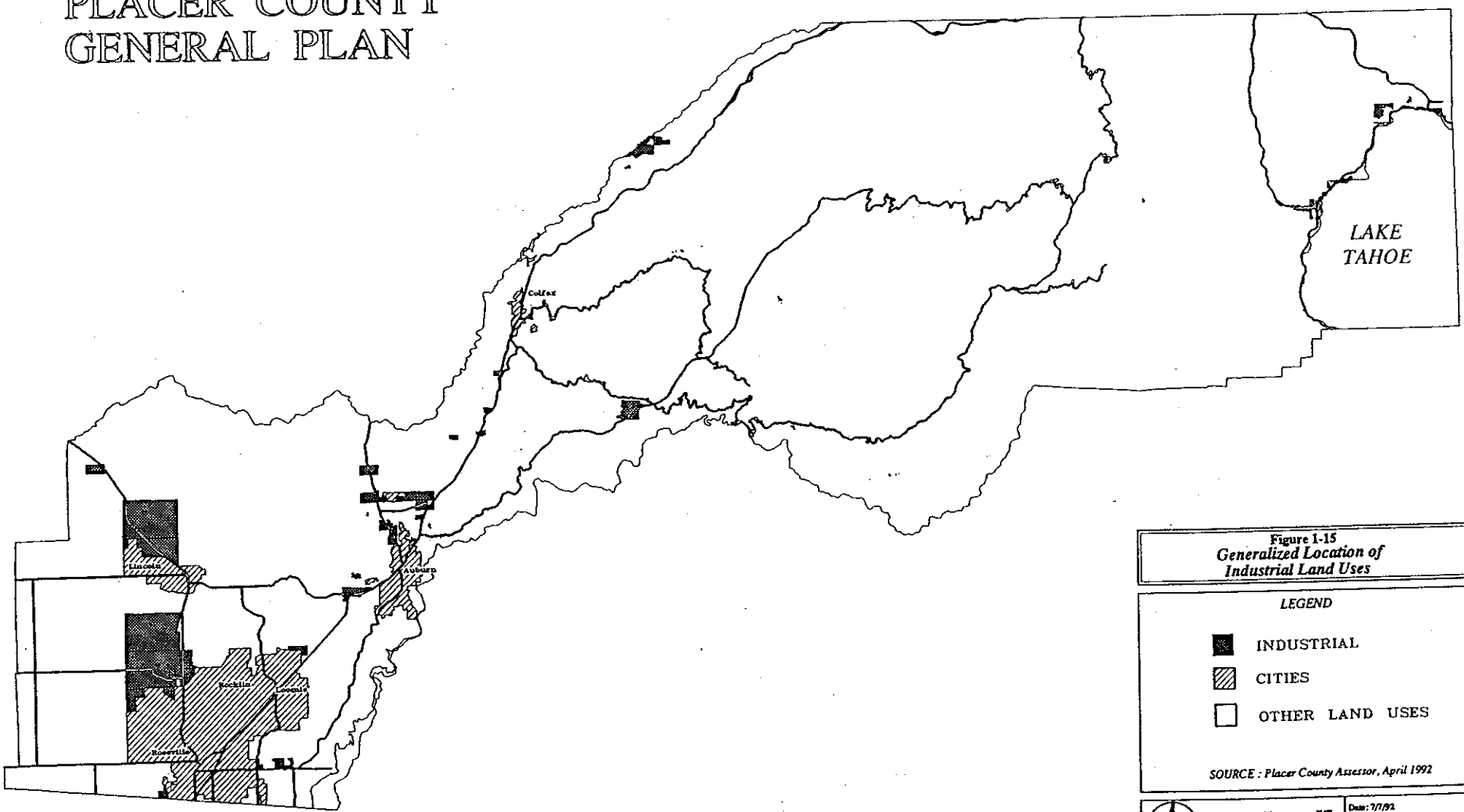


Figure 1-15
Generalized Location of Industrial Land Uses

LEGEND

- INDUSTRIAL
- CITIES
- OTHER LAND USES

SOURCE : Placer County Assessor, April 1992

Scale: 1" = 20,000'

Date: 7/1/92

Prepared by:
Crawford Multari & Starr

PLACER COUNTY GENERAL PLAN

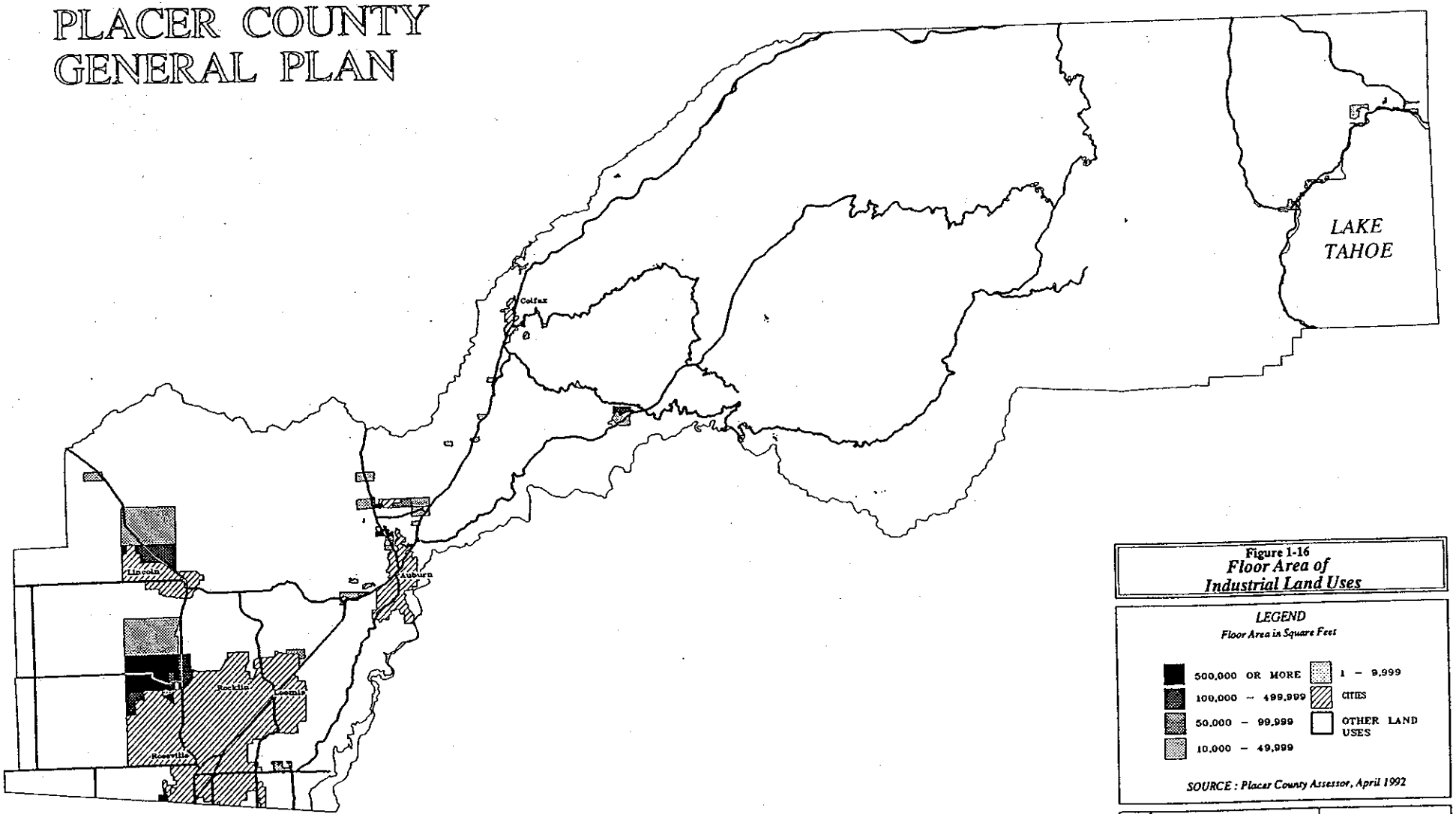


Figure 1-16
Floor Area of Industrial Land Uses

LEGEND
Floor Area in Square Feet

- 500,000 OR MORE
- 100,000 – 499,999
- 50,000 – 99,999
- 10,000 – 49,999
- 1 – 9,999
- CITIES
- OTHER LAND USES

SOURCE : Placer County Assessor, April 1992

Scale: 1" = 20,000

Date: 7/7/92

Prepared by:
Crawford Multari & Starr

accessible, these comments are not intended as criticism, but only to clearly note the limitations of available data.

TABLE 1-9

ASSESSOR'S CODES FOR AGRICULTURAL AND RESOURCE-RELATED LAND USES
Placer County

Code	Meaning	Number of Parcels
40	Vacant irrigated farm land	97
41	Orchard and vineyard	74
44	Irrigated rice	10
48	Poultry production, small animal	12
50	Vacant dry farm land	551
55	Timberland not under TPZ	124
56	Timberland restricted by TPZ	511
82	Actively used for mining	46
83	Mineral rights ownerships	6
87	Rivers, lakes, canals, reservoirs	136
97	CLCA under non-renewal agreement	243
98	CLCA restricted under agreement	504

Source: Placer County Assessor.

The information on agricultural and resource-based land uses from the Department of Conservation and Department of Water Resources is in some ways more detailed than that already available from the County, but also has serious limitations. The Farmland Mapping and Monitoring Program focuses more on land capability (e.g., "prime farmland," "farmland of statewide importance," etc.) than actual land use, with the exception that lands used for grazing are explicitly identified. The most recent published report from the program is dated 1988. The report states that a total of 54,940 acres in Placer County were used for grazing in 1988, and that 56,739 acres were grazed in 1986.

The Department of Water Resources' (DWR) land use inventories are drawn on overlays of USGS topographic map quad sheets and show extensive detail about different types of agricultural production. The most recent DWR inventory of Placer County, which was completed in 1984, studied only the valley floor portion of the county. This inventory covered 416,604 acres, of which approximately 79,409 acres were irrigated agriculture, 50,000 acres were non-irrigated agriculture, 243,000 acres were native vegetation, and the remaining 44,195 acres were devoted to urban and other non-agricultural uses. According to the Chief of the Conservation and Use Section of the California Department of Water Resources, a new Placer County agricultural land use inventory by DWR is not presently scheduled, but should occur within the next five years.

Despite the limitations of the County's computer database, the available information can be used to map the generalized locations of agricultural and other resource-based uses, which are illustrated on Figures 1-17 through 1-20. Figure 1-17 shows the location of Assessor's map pages where the County's database

PLACER COUNTY GENERAL PLAN

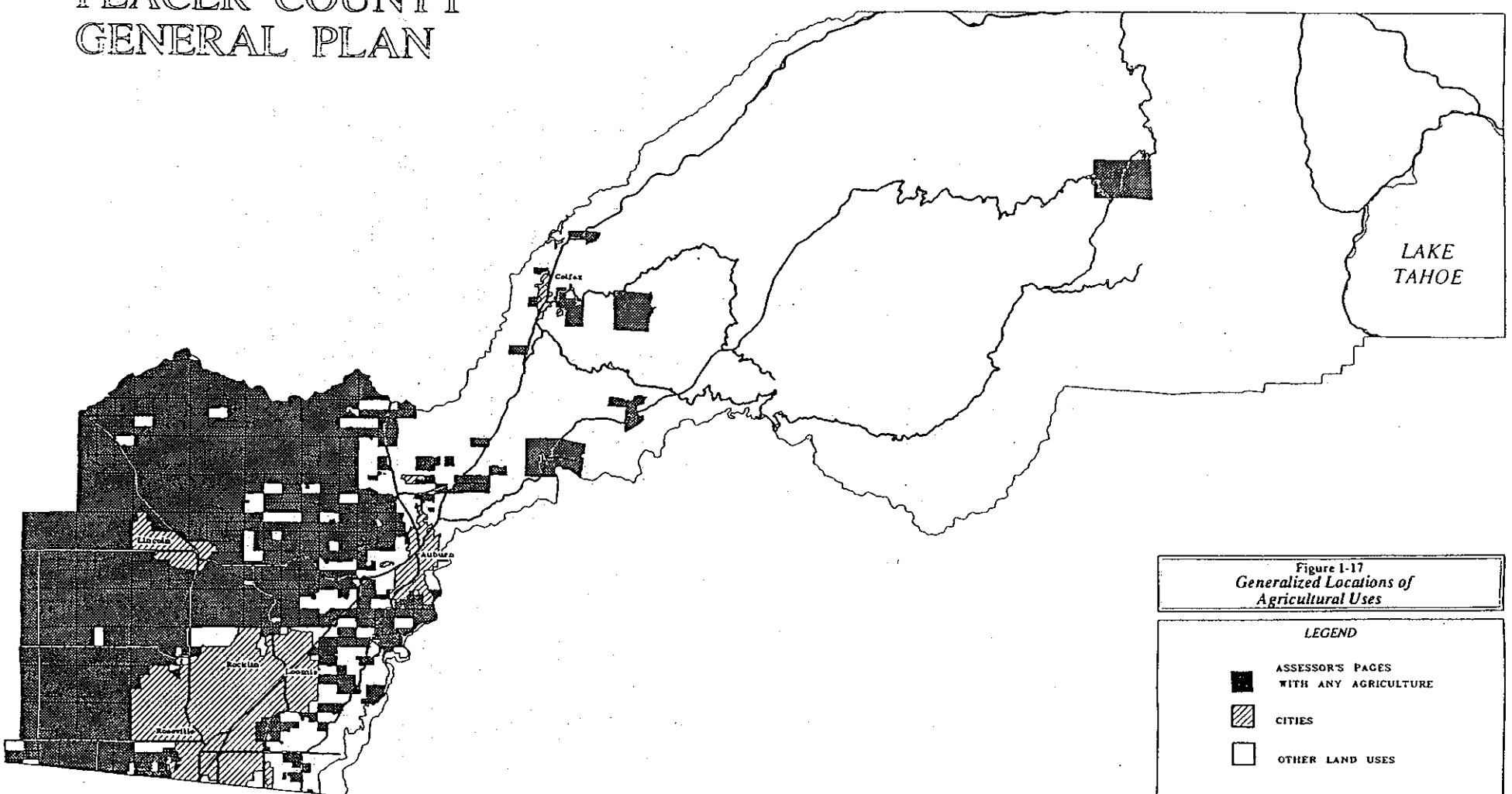


Figure 1-17
Generalized Locations of Agricultural Uses

LEGEND

ASSESSOR'S PAGES WITH ANY AGRICULTURE

CITIES

OTHER LAND USES

SOURCE: Placer County Assessor, April 1992

Scale 1" = 20,000'

Date: 7/1/92

Prepared by
Crawford Multari & Starr

indicates any parcels with agricultural uses (codes 40, 41, 44, 48, 97, and 98). Figure 1-18 shows map pages with any parcels subject to Land Conservation Act agricultural preserve contracts (Assessor's code 98). Figure 1-19 shows map pages with parcels subject to agricultural preserve contracts for which notices of non-renewal have been filed with the County. Figure 1-20 shows map pages with any parcels in forestry use (Assessor's codes 55 and 56).

Vacant Land

Vacant acreage and subdivided, smaller parcels that are designated by the general plan and zoned for specific uses are the areas of the county that can most readily change. Some vacant lands designated for development have resource, infrastructure, or public service deficiencies that may inhibit their planned use for an indefinite time, and may need to be re-examined to determine whether the development potential conferred by prior planning is realistic based on current information.

Figure 1-21 shows Assessor's map pages with any vacant commercial parcels. Figure 1-22 shows map pages with any vacant industrial parcels.

CHANGES IN LAND USE OVER TIME

It is important to note that the land use information provided in this Background Paper is, like the census data in Chapter 3, a "snapshot" of conditions in Placer County as of the date that the information was collected (September 1992). Some of the information was updated in 1994 just prior to adoption of the Countywide General Plan in order to reflect significant changes that occurred between 1992, when the Draft Background Report was released and 1994 when the Countywide General Plan was adopted. Because land uses constantly change (a rented commercial storefront can experience changes in tenants at any time, and vacant land can be developed at any time) it is not feasible to maintain a continually-accurate inventory of land uses in either a county or city unless the process of collecting and storing information on land use changes is essentially automatic. Although a computerized building permit and land use permit tracking system can provide such support to a database of land use information, this technology is not yet being used by most counties and cities although such a tracking system, administered by the TRPA, does exist in the Tahoe Basin.

1.5 CITY GENERAL PLANS

The six incorporated cities in Placer County together contain about 109,000 residents according to the 1994 Department of Finance estimates, about one-half of the total county population. Each of the cities has an adopted general plan that addresses land use and development goals, policies and programs that guide land use decisions within its jurisdiction. This section summarizes the aspects of each city general plan that are of greatest relevance to the County's general plan update. This section describes the area covered by each city general plan, local constraints on future development, and the policies in each plan about the issues of city growth, annexation, and ultimate physical size and population. Following the summary is a section that summarizes the key issues that may affect land use in the unincorporated county.

Table 1-10 compares 1991 land use and population with the estimated buildout population for each city. The individual plans are discussed in more detail below.

STATE OF CALIFORNIA
COUNTY OF PLACER
1994

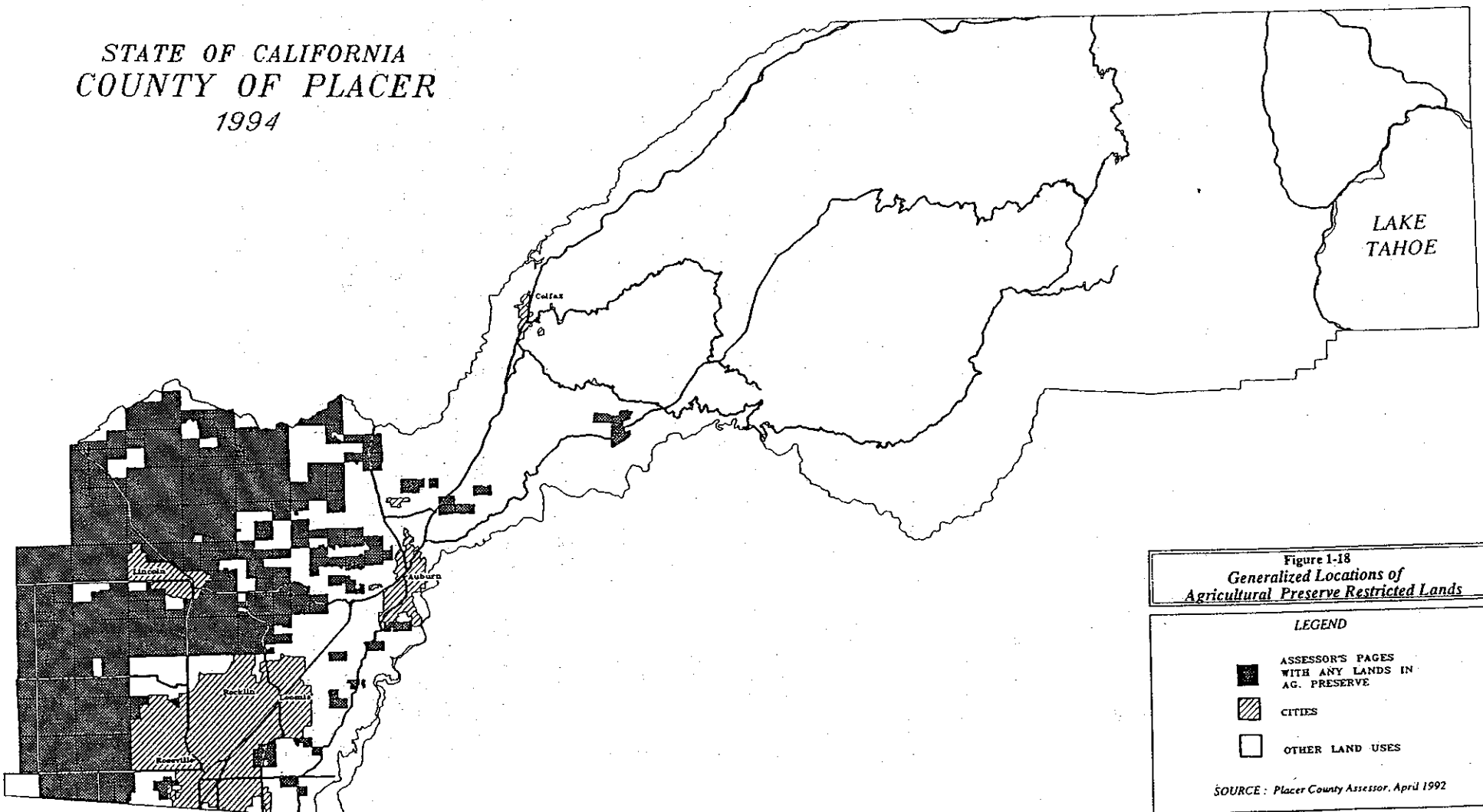


Figure 1-18
Generalized Locations of Agricultural Preserve Restricted Lands

LEGEND

- ASSESSOR'S PAGES WITH ANY LANDS IN AG. PRESERVE
- CITIES
- OTHER LAND USES

SOURCE : Placer County Assessor, April 1992

Date: 7/1/92
Prepared by:
Crawford Multari & Starr

PLACER COUNTY GENERAL PLAN

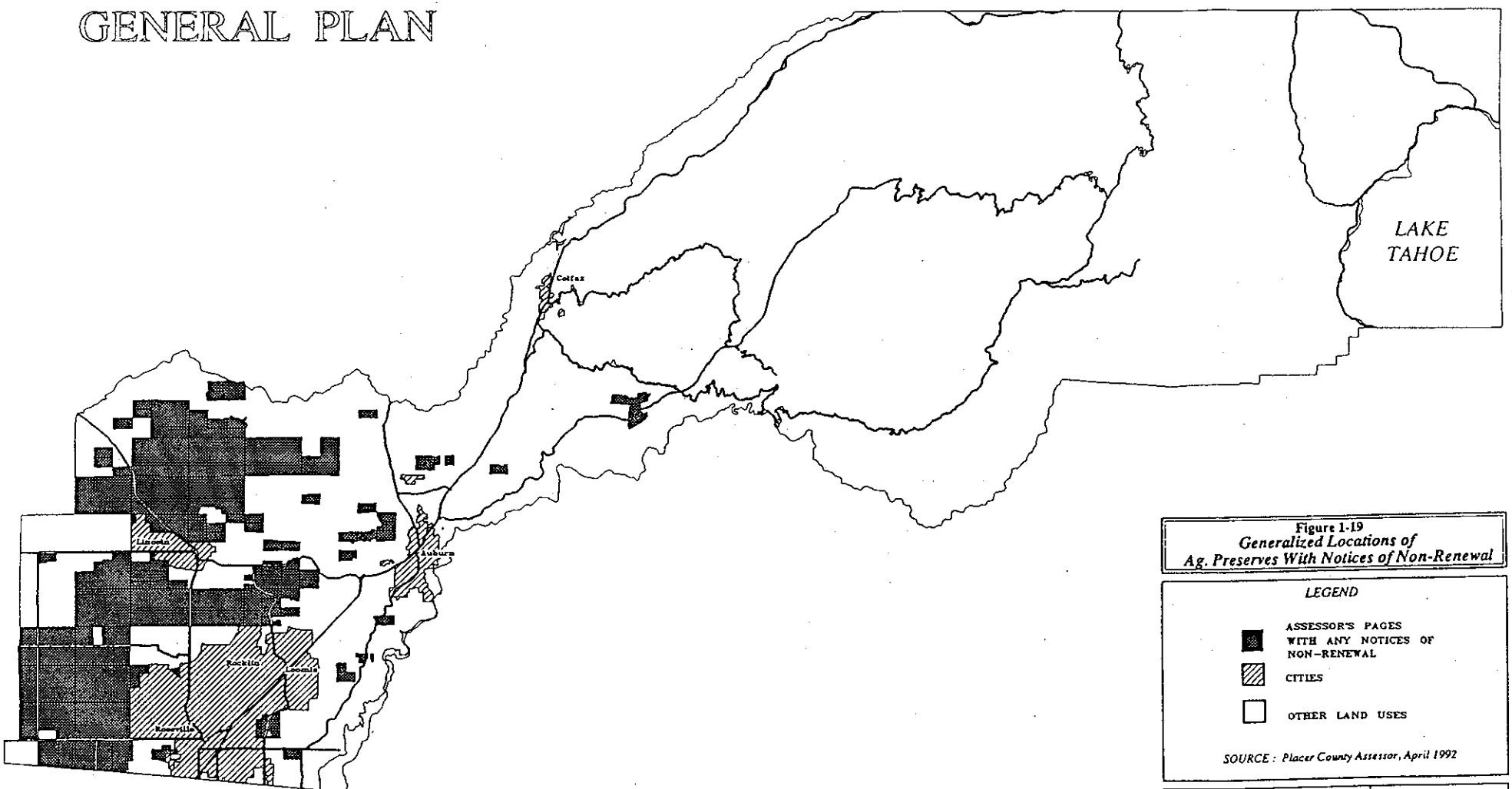


Figure 1-19
Generalized Locations of Ag. Preserves With Notices of Non-Renewal

LEGEND

- ASSESSOR'S PAGES WITH ANY NOTICES OF NON-RENEWAL
- CITIES
- OTHER LAND USES

SOURCE : Placer County Assessor, April 1992

Scale: 1" = 20,000'

Date: 7/1/92

Prepared by: Crawford Multari & Starr

PLACER COUNTY GENERAL PLAN

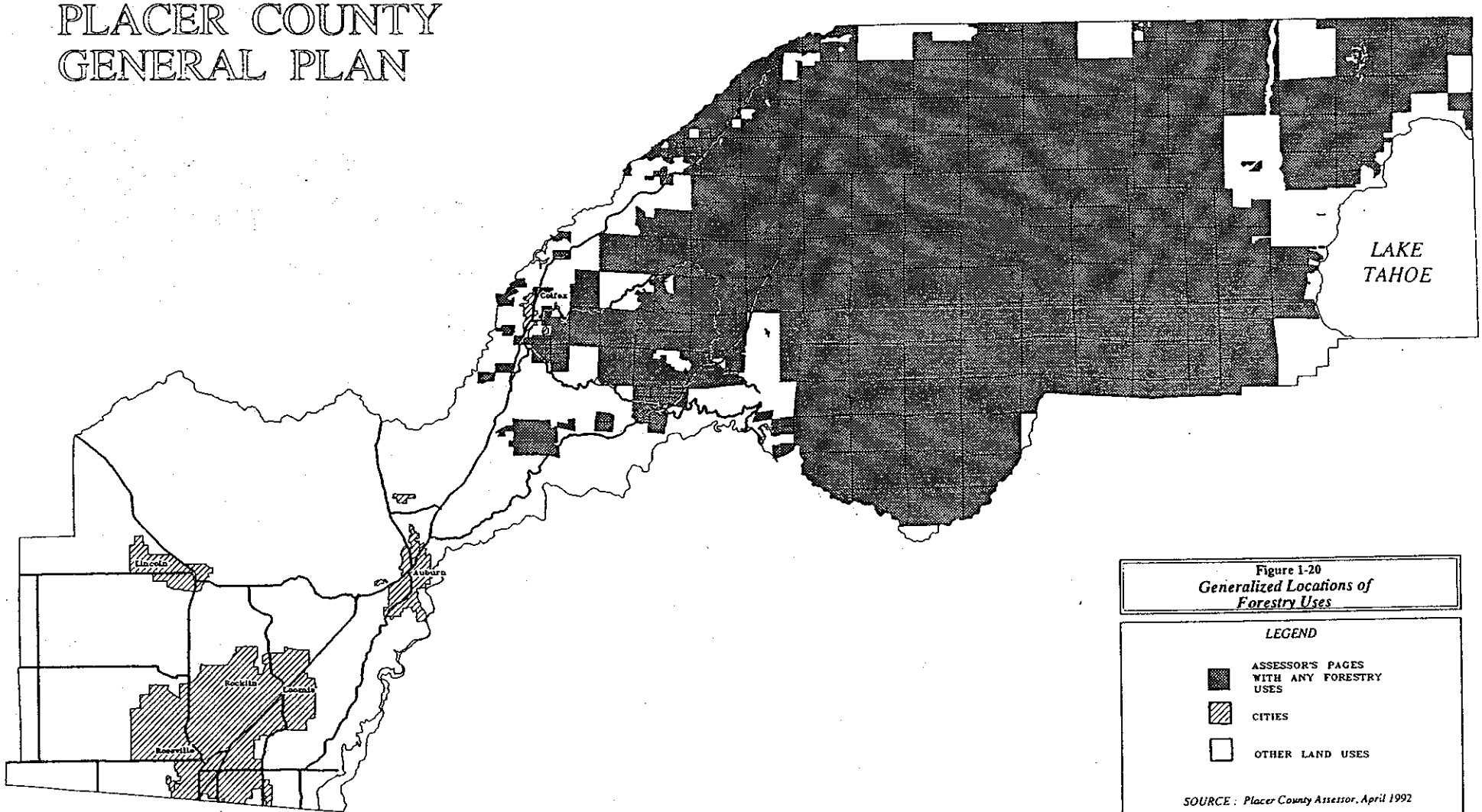


Figure 1-20
Generalized Locations of Forestry Uses

LEGEND

- ASSESSOR'S PAGES WITH ANY FORESTRY USES
- CITIES
- OTHER LAND USES

SOURCE : Placer County Assessor, April 1992

Scale: 1" = 20,000'

Date: 7/1/92

Prepared by:
Crawford Multari & Starr

PLACER COUNTY GENERAL PLAN

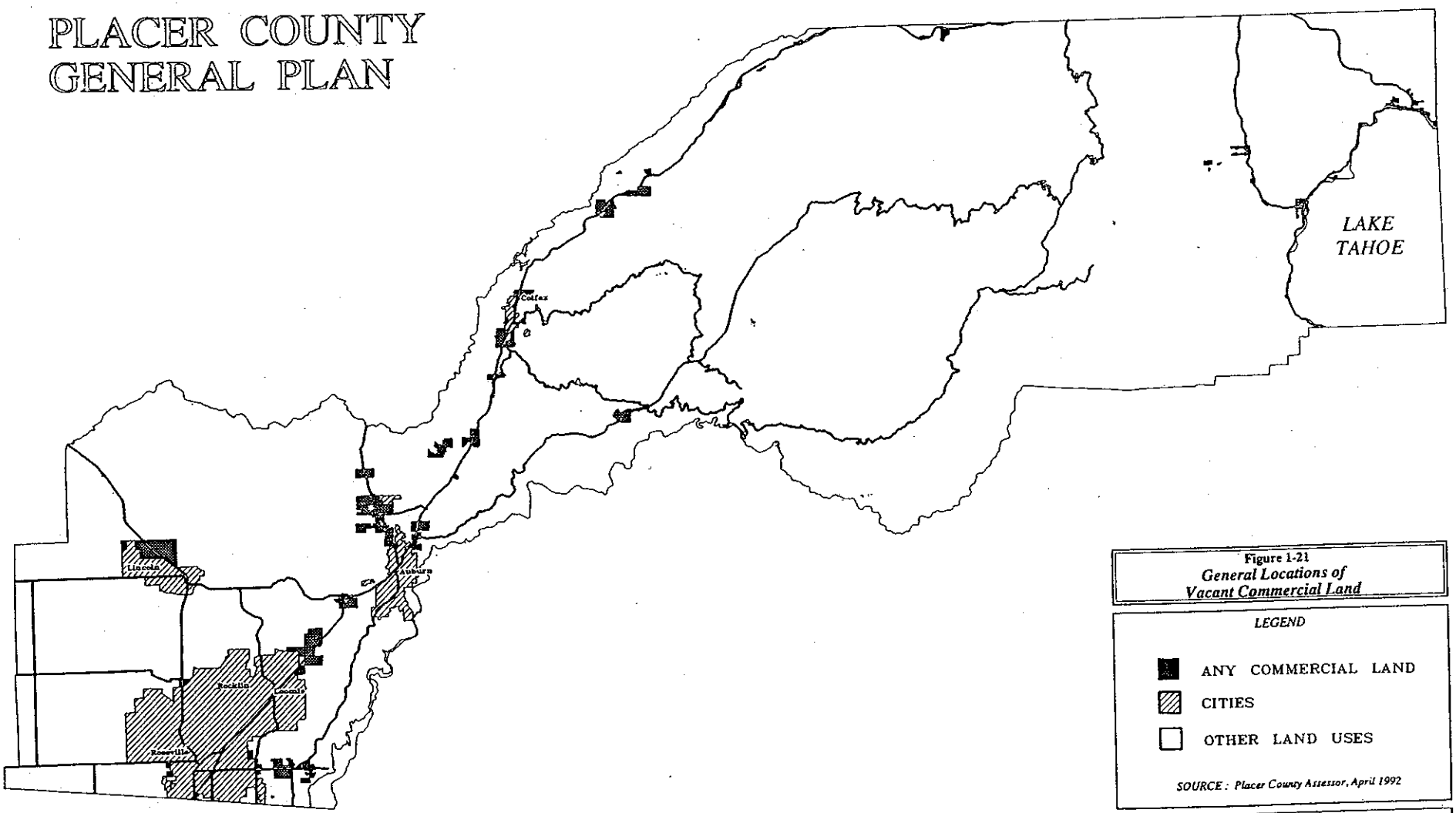


Figure 1-21
General Locations of Vacant Commercial Land

LEGEND

- ANY COMMERCIAL LAND
- CITIES
- OTHER LAND USES

SOURCE : Placer County Assessor, April 1992

Scale: 1" = 20,000'

Date: 7/7/92

Prepared by:
Crawford Multari & Starr

PLACER COUNTY GENERAL PLAN

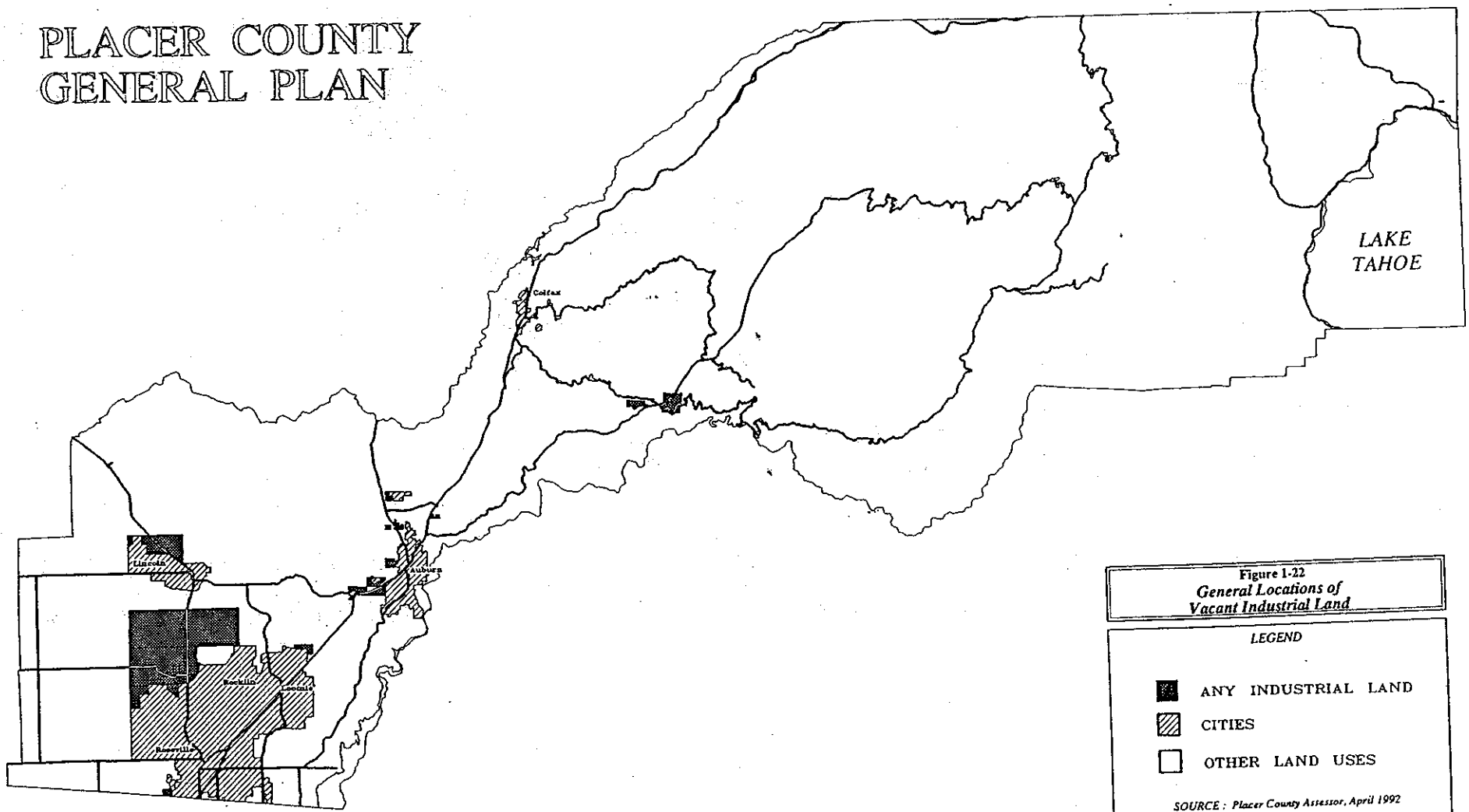


Figure 1-22
General Locations of Vacant Industrial Land

LEGEND

- ANY INDUSTRIAL LAND
- CITIES
- OTHER LAND USES

SOURCE : Placer County Assessor, April 1992

Scale: 1" = 20,000

Date: 7/1/92

Prepared by:
Crawford Multari & Starr

TABLE 1-10

SUMMARY OF LAND USE CATEGORY ACREAGES IN CITY GENERAL PLANS
Placer County

Land Use Category	Auburn	Roseville	Lincoln	Rocklin	Colfax	Loomis
Residential[1]	2,350	5,970	4,557	4,915	113	4,215
Commercial	300	1,480	325	971	166	245
Industrial	390	4,711	1,365	893	75	155
Open Space	760		2,976			
Public		552	617	209	16	
Mixed Use	270					
Streets	440					
Urban Reserve	320	1,516		2,650	1905	220
Total	**4,830**	**14,229**	**9,841**	**9,638**	**2,275**	**4,835**

[1]Includes single and multiple family

Sources: City of Auburn General Plan, 1991
City of Roseville General Plan, 1994
City of Lincoln General Plan, 1988 (Annexations to Lincoln will affect the acreage in late 1994)
City of Rocklin General Plan, 1991
City of Loomis General Plan, 1984
City of Colfax General Plan, 1981

CITY OF AUBURN GENERAL PLAN

The City of Auburn is the county seat of Placer County and is located in the Sierra foothills about 30 miles east of Sacramento. The City has recently completed a comprehensive update of its general plan in November 1993. The plan contains all seven mandatory elements as well as an Historic Element, an Economic Element, and an implementation section. The plan is intended to cover a time period of 20 years.

The area covered by the Auburn General Plan encompasses about 15,500 acres that includes unincorporated territory around the Auburn Airport, and the extensive commercial and rural residential development along the Highway 49 and Interstate 80 corridors. The largest employer in the Auburn area is the County government; the City is also a major interim stop for tourists visiting the mountains.

Constraints

The general plan suggests that infrastructure improvements currently being implemented to the roadway, sewer and drainage systems will be adequate to accommodate buildout in accordance with the general plan.

Growth Policies

The general plan does not establish a desired rate of growth over the time frame of the plan, but it does indicate that the current city limits have a holding capacity of about 24,000 people, which is more than double the 1990 population. Thus, lands currently within the City limits are sufficient to accommodate about 20 years of growth, based on historic growth rates. This scenario represents an average annual growth rate of about 3 percent. Annexation and continued development within the proposed sphere of influence would accommodate a population of about 56,000. The main justification for the extensive sphere of influence (see the discussion of spheres of influence beginning on page 1-43) appears to be to allow annexation of the commercial development currently in the unincorporated area of the county along the Highway 49 and Interstate 80 corridors.

City policy would require that a specific plan be prepared for any lands within the sphere of influence proposed for annexation to the City, before annexation. The specific plan would identify appropriate land uses and development standards for the area, as well as determining funding mechanisms for needed infrastructure improvements.

CITY OF ROSEVILLE GENERAL PLAN

Roseville is the largest city in Placer County with a 1994 population of about 56,036. The City is about 20 miles east of Sacramento on the western floor of the Sacramento Valley. The City shares a common boundary with the City of Rocklin to the east; grazing land is found to the west on the more fertile soils of the Sacramento Valley. To the north is the Sunset Industrial area.

Besides being the largest city in the county, Roseville is also a major employment and retail center; several large corporations have located in the area during the past 10 years.

The City of Roseville General Plan covers an area of about 28 square miles. The planning area constitutes "approximately four to five times the area of existing urban development," according to the text of the City's Growth Management Element. The Growth Management Element also states that "the existing corporate limits for Roseville already contain more land than urban land can be justified for."

The City recently completed the process of updating their general plan in November 1992. This effort focused on land use policies, rather than changes in land use, and it maintained the same buildout population as the adopted plan (92,000). A comprehensive land use update to the November 1992 land use plan is being contemplated throughout much of the City's urban reserve areas and areas outside of the City's current City limits and Sphere of Influence boundaries. These changes could elevate the City's holding capacity to approximately 131,000 persons.

As part of the general plan update, the City may ask the Placer County Local Agency Formation Commission (LAFCO) to revise its sphere of influence to include the areas to the west of the current city limits and the Placer/Sacramento/Sutter County lines. Recently approved rural residential subdivisions in this area have raised concerns about the incremental loss of rural character and the adequacy of public services. The City is also concerned about the consistency of such development practices with the County's goal of encouraging urban development within the cities. The City's interest in revisions to its sphere of influence is for the purpose of eventually annexing surrounding lands to gain control over fringe area development.

The City uses the specific plan process extensively. Specific plans are required in advance of the development of large vacant areas within the current city limits as well as for proposed annexations. Since much of the undeveloped land within the city and its sphere of influence consists of large parcels with few property owners, the City has used Mello-Roos district formation to finance needed infrastructure improvements in developing areas.

Constraints

The plan states that the City is not constrained by land or utility capacity, but may be constrained by the availability of funding for increased public services, especially roadway improvements. Circulation system capacity has been the primary constraint to the buildout development of the City. The City uses Level of Service "C" (a measure of the relationship between traffic volume and roadway capacity) as a desirable level of roadway system performance. Without continued funding of the necessary roadway improvements to maintain this level of service, circulation system capacity will continue to be the primary limiting factor for the continued development within the City.

One area of City concern about expansion is that, at present (1992), there is less than adequate fire protection service for the Sunset Industrial Area, which is immediately north of the current city limits but within its sphere of influence. This area is designated primarily for industrial development. New industrial development in the Sunset area is required to provide its own on-site fire suppression facilities and staffing. The City plans to prepare a public facilities plan for the portion of the Sunset Industrial Area within its sphere of influence to address this issue, as well as other public service requirements of the area.

Growth Policies

Growth policies in the adopted Roseville General Plan identify a buildout population not to exceed 92,000 people by the year 2010, at a growth rate of about 5 percent per year. However, greater growth rates have occurred as exemplifies by the 10 percent rate for the year 1989 (Roseville City Planning Department). Other policies state that growth and development must occur at a rate commensurate with maintaining desired levels of public services. The plan states that development can only occur when projected city revenues from new development and other sources are sufficient to meet the costs of public services.

The plan also states that the City must formally adopt a policy relating to development within the City's sphere of influence and to maintain the County's policy of non-urban development outside urban areas, and that annexation of lands within the adopted sphere of influence does not appear to be justified now or in the immediate future. The existing corporate limits already contain more land than needed for urban land use. However, market forces could change this conclusion during the coming years. The plan provides that annexation of the Sunset Industrial area may be justified at some point in the future when urban services for this area become necessary. The County has designated the portion of the Sunset Industrial area within the City's sphere as a "Industrial Reserve;" a specific plan will be required for the area prior to annexation.

Roseville is in the process of amending their General Plan. These amendments could yield a holding capacity population of approximately 131,000 persons and 55,460 dwelling units (The 131,000 person population estimate is a mid-range estimate derived by the City of Roseville.).

CITY OF LINCOLN GENERAL PLAN

The City of Lincoln is a small farming community located north of the cities of Roseville and Rocklin in southwest Placer County. The City is surrounded by productive farm land and grazing land, but has recently seen an increase in industrial development in the area surrounding the Lincoln Airport, one of three general aviation airports in the county.

The planning area for the Lincoln General Plan is the same as the City's adopted sphere of influence, covering approximately 19,500 acres; about 4,000 acres are within the city limits. The Lincoln General Plan is a comprehensive plan covering nine elements: Land Use; Open Space, Conservation, and Recreation; Circulation and Transit; Community Safety; Noise; Housing; Redevelopment; Public Facilities and Services; and Economic Development. The City recently also completed a Public Facilities Element. The general plan's environmental impact report (EIR) is included as an appendix.

According to the Department of Finance's 1994 estimates, the City had a population of 7,998.

Constraints

The environmental impact report prepared to evaluate the potential impacts resulting from the general plan identifies a number of constraints and "unmitigable impacts" that could result from the growth anticipated by the plan. Impacts are expected to involve circulation and transit, air quality, the loss of prime agricultural lands, and impacts on public services including sewage treatment capacity, schools, police and fire protection. To mitigate the impacts, the EIR recommends adoption and implementation of a capital improvements program (CIP) to maintain public services at a desirable level of service (level of service "C" has been identified as a desirable level of service for roads), and to charge new development a fee to cover its share of the costs of such improvements.

Currently State Highway 65, which runs north-south, divides the City east-to-west. Caltrans plans to relocate the highway to the west to bypass the City. One likely route would relocate Highway 65 just west of the City near the Lincoln Airport. If the highway is relocated in this area, there will be considerable pressure to develop the lands on either side of the right-of-way, portions of which are currently designated for agricultural use by the County General Plan.

Growth Policies

The City of Lincoln has adopted a fairly aggressive plan for future growth and development. The current City limits include about 4,000 acres, while the "urban reserve" areas (areas within the adopted sphere of influence, but outside the city limits) identify an additional 8,000 acres designated for a variety of uses including residential, commercial, industrial and professional office; about 2,000 acres are designated for additional urban reserve.

Much like the City of Roseville, Lincoln uses the specific plan process extensively to determine appropriate land uses, circulation and the types of public services for large new development areas, including annexations. The City has also used Mello-Roos district formation extensively as a funding mechanism for public services in newly developed areas.

The general plan does not contain policies that establish a desired rate and direction of City growth. However, a buildout population of about 49,000 is projected and the EIR prepared for the plan indicates

TABLE 1-10

SUMMARY OF LAND USE CATEGORY ACREAGES IN CITY GENERAL PLANS
Placer County

Land Use Category	Auburn	Roseville	Lincoln	Rocklin	Colfax	Loomis
Residential[1]	2,350	5,970	4,557	4,915	113	4,215
Commercial	300	1,480	325	971	166	245
Industrial	390	4,711	1,365	893	75	155
Open Space	760		2,976			
Public		552	617	209	16	
Mixed Use	270					
Streets	440					
Urban Reserve	320	1,516		2,650	1905	220
Total	**4,830**	**14,229**	**9,841**	**9,638**	**2,275**	**4,835**

[1]Includes single and multiple family

Sources: City of Auburn General Plan, 1991
City of Roseville General Plan, 1994
City of Lincoln General Plan, 1988 (Annexations to Lincoln will affect the acreage in late 1994)
City of Rocklin General Plan, 1991
City of Loomis General Plan, 1984
City of Colfax General Plan, 1981

CITY OF AUBURN GENERAL PLAN

The City of Auburn is the county seat of Placer County and is located in the Sierra foothills about 30 miles east of Sacramento. The City has recently completed a comprehensive update of its general plan in November 1993. The plan contains all seven mandatory elements as well as an Historic Element, an Economic Element, and an implementation section. The plan is intended to cover a time period of 20 years.

The area covered by the Auburn General Plan encompasses about 15,500 acres that includes unincorporated territory around the Auburn Airport, and the extensive commercial and rural residential development along the Highway 49 and Interstate 80 corridors. The largest employer in the Auburn area is the County government; the City is also a major interim stop for tourists visiting the mountains.

Constraints

The general plan suggests that infrastructure improvements currently being implemented to the roadway, sewer and drainage systems will be adequate to accommodate buildout in accordance with the general plan.

The City uses the specific plan process extensively. Specific plans are required in advance of the development of large vacant areas within the current city limits as well as for proposed annexations. Since much of the undeveloped land within the city and its sphere of influence consists of large parcels with few property owners, the City has used Mello-Roos district formation to finance needed infrastructure improvements in developing areas.

Constraints

The plan states that the City is not constrained by land or utility capacity, but may be constrained by the availability of funding for increased public services, especially roadway improvements. Circulation system capacity has been the primary constraint to the buildout development of the City. The City uses Level of Service "C" (a measure of the relationship between traffic volume and roadway capacity) as a desirable level of roadway system performance. Without continued funding of the necessary roadway improvements to maintain this level of service, circulation system capacity will continue to be the primary limiting factor for the continued development within the City.

One area of City concern about expansion is that, at present (1992), there is less than adequate fire protection service for the Sunset Industrial Area, which is immediately north of the current city limits but within its sphere of influence. This area is designated primarily for industrial development. New industrial development in the Sunset area is required to provide its own on-site fire suppression facilities and staffing. The City plans to prepare a public facilities plan for the portion of the Sunset Industrial Area within its sphere of influence to address this issue, as well as other public service requirements of the area.

Growth Policies

Growth policies in the adopted Roseville General Plan identify a buildout population not to exceed 92,000 people by the year 2010, at a growth rate of about 5 percent per year. However, greater growth rates have occurred as exemplifies by the 10 percent rate for the year 1989 (Roseville City Planning Department). Other policies state that growth and development must occur at a rate commensurate with maintaining desired levels of public services. The plan states that development can only occur when projected city revenues from new development and other sources are sufficient to meet the costs of public services.

The plan also states that the City must formally adopt a policy relating to development within the City's sphere of influence and to maintain the County's policy of non-urban development outside urban areas, and that annexation of lands within the adopted sphere of influence does not appear to be justified now or in the immediate future. The existing corporate limits already contain more land than needed for urban land use. However, market forces could change this conclusion during the coming years. The plan provides that annexation of the Sunset Industrial area may be justified at some point in the future when urban services for this area become necessary. The County has designated the portion of the Sunset Industrial area within the City's sphere as a "Industrial Reserve;" a specific plan will be required for the area prior to annexation.

Roseville is in the process of amending their General Plan. These amendments could yield a holding capacity population of approximately 131,000 persons and 55,460 dwelling units (The 131,000 person population estimate is a mid-range estimate derived by the City of Roseville.).

CITY OF LINCOLN GENERAL PLAN

The City of Lincoln is a small farming community located north of the cities of Roseville and Rocklin in southwest Placer County. The City is surrounded by productive farm land and grazing land, but has recently seen an increase in industrial development in the area surrounding the Lincoln Airport, one of three general aviation airports in the county.

The planning area for the Lincoln General Plan is the same as the City's adopted sphere of influence, covering approximately 19,500 acres; about 4,000 acres are within the city limits. The Lincoln General Plan is a comprehensive plan covering nine elements: Land Use; Open Space, Conservation, and Recreation; Circulation and Transit; Community Safety; Noise; Housing; Redevelopment; Public Facilities and Services; and Economic Development. The City recently also completed a Public Facilities Element. The general plan's environmental impact report (EIR) is included as an appendix.

According to the Department of Finance's 1994 estimates, the City had a population of 7,998.

Constraints

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Currently State Highway 65, which runs north-south, divides the City east-to-west. Caltrans plans to relocate the highway to the west to bypass the City. One likely route would relocate Highway 65 just west of the City near the Lincoln Airport. If the highway is relocated in this area, there will be considerable pressure to develop the lands on either side of the right-of-way, portions of which are currently designated for agricultural use by the County General Plan.

Growth Policies

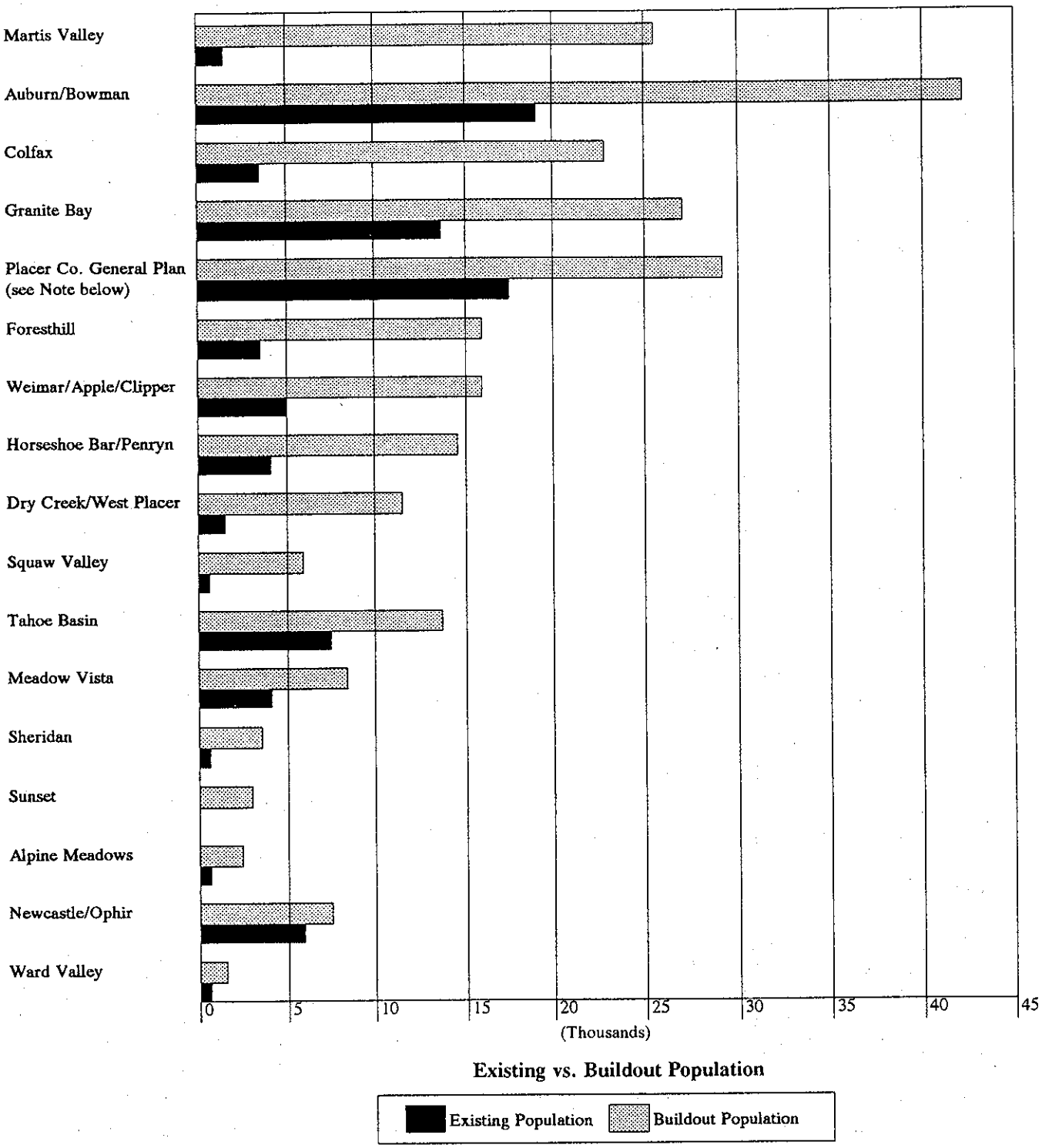
The City of Lincoln has adopted a fairly aggressive plan for future growth and development. The current City limits include about 4,000 acres, while the "urban reserve" areas (areas within the adopted sphere of influence, but outside the city limits) identify an additional 8,000 acres designated for a variety of uses including residential, commercial, industrial and professional office; about 2,000 acres are designated for additional urban reserve.

Much like the City of Roseville, Lincoln uses the specific plan process extensively to determine appropriate land uses, circulation and the types of public services for large new development areas, including annexations. The City has also used Mello-Roos district formation extensively as a funding mechanism for public services in newly developed areas.

The general plan does not contain policies that establish a desired rate and direction of City growth. However, a buildout population of about 49,000 is projected and the EIR prepared for the plan indicates

FIGURE 1-23

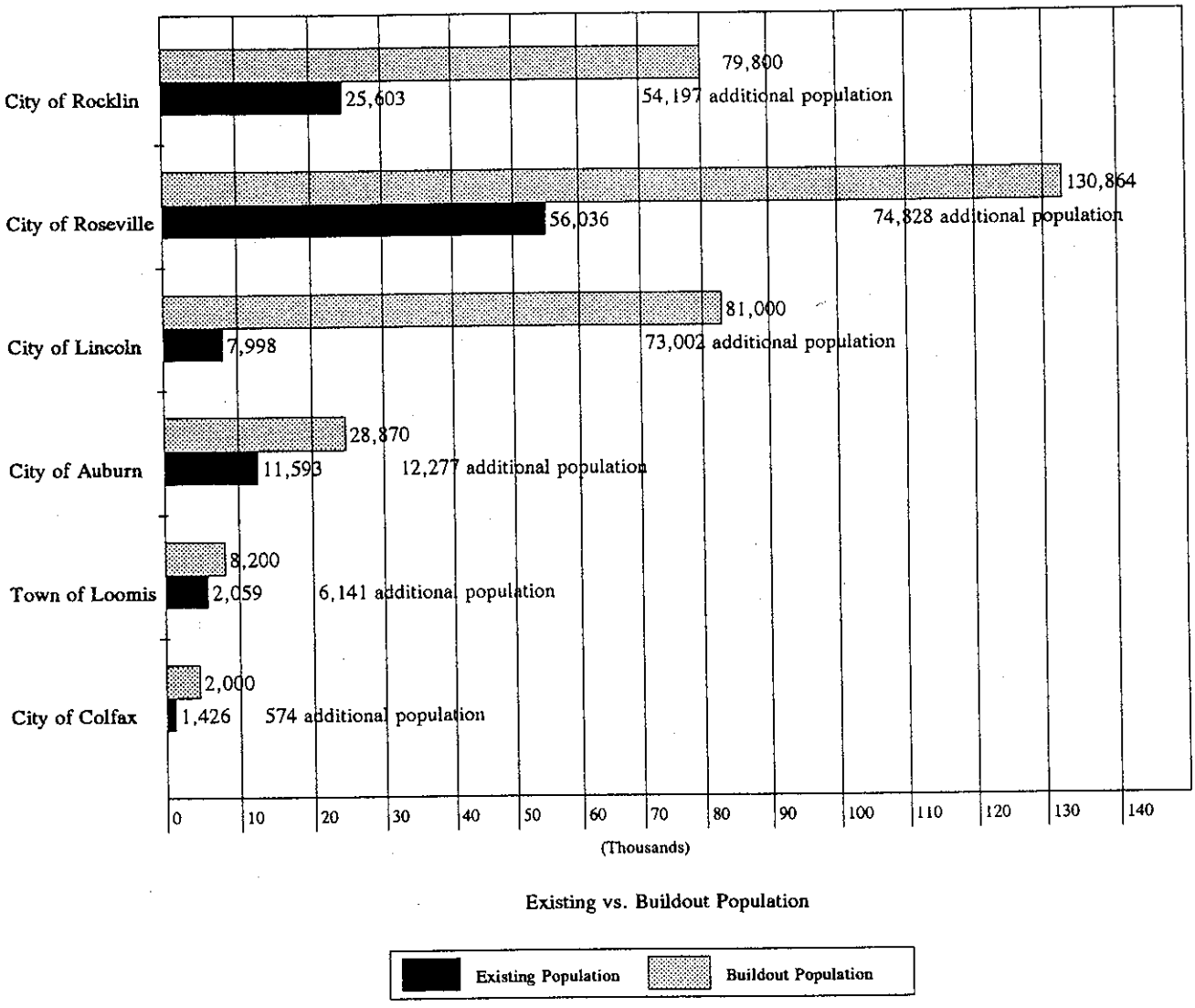
POPULATION HOLDING CAPACITY REMAINING UNTIL BUILDOUT
Placer County Unincorporated Areas



NOTE: The population holding capacity of the Placer County General Plan depicted above represents the holding capacity of the General Plan in effect in September, 1992, not the current General Plan. See Appendix A of the Countywide General Plan Policy Document for the current General Plan for areas outside of Community Plans.

FIGURE 1-24

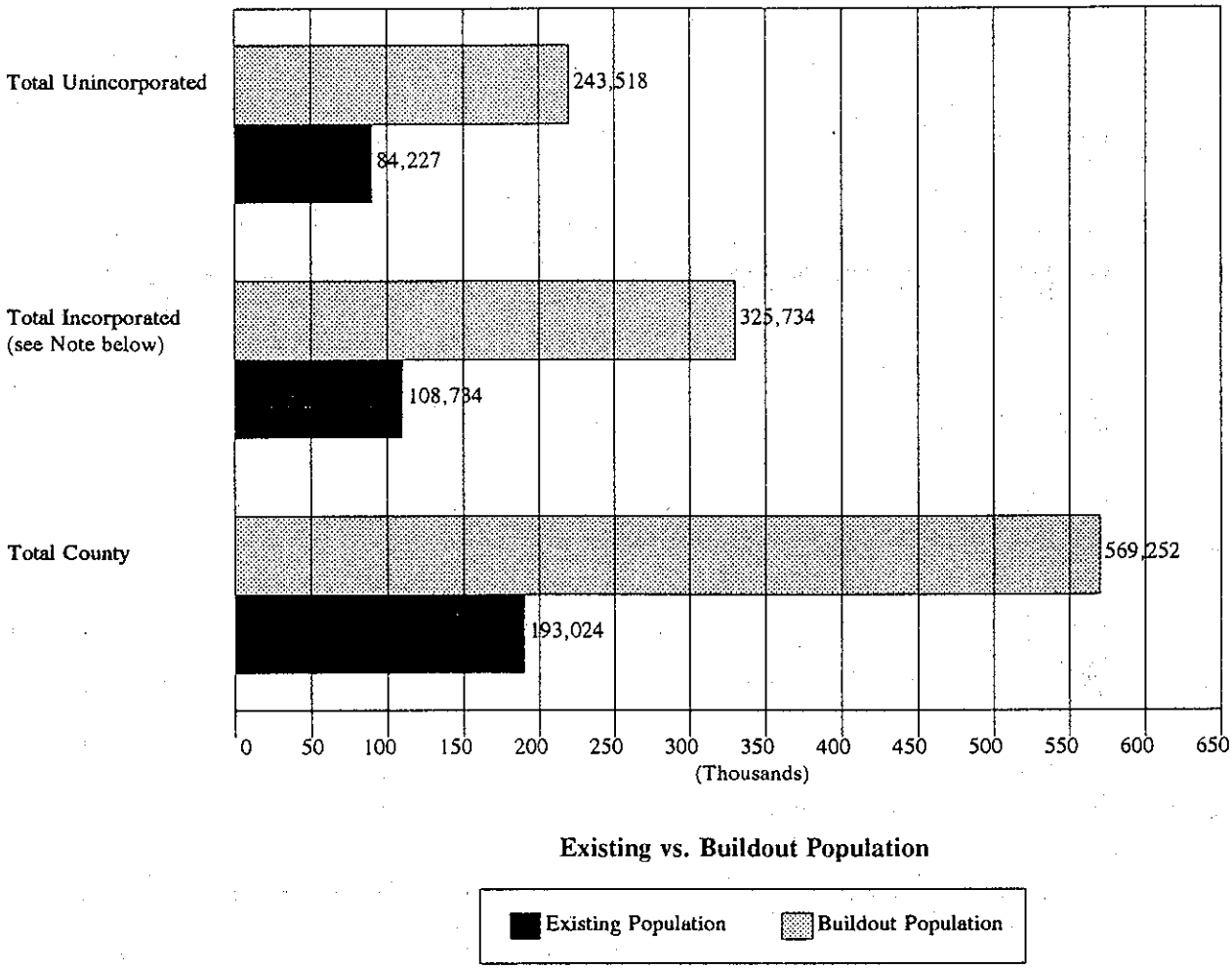
POPULATION HOLDING CAPACITY REMAINING UNTIL BUILDOUT
Placer County Cities



Source: Placer County General Plan

FIGURE 1-25

POPULATION HOLDING CAPACITY REMAINING UNTIL BUILDOUT
Placer County Unincorporated Areas



NOTE: 1994 Department of Finance

Source: Placer County General Plan

The analysis of the previous general plan's holding capacity indicates that a total population of approximately 248,000 people could be accommodated in the unincorporated areas at 80 percent buildout of the existing general plan (which includes the Placer County General Plan, the Agriculture Element, and the community plans). Therefore, 159,431 more people than the 1990 Census population of 84,227 could be accommodated at buildout. If the average annual growth rate of 3.8 percent that occurred between 1980 and 1990 were to continue, the buildout population of the county would be reached in the year 2019. If the growth rate were a more reasonable 2 percent, buildout would have occurred in the year 2044.

Logically, most additional growth within the unincorporated areas should be targeted at the community plans with the most remaining capacity for additional development, assuming that natural resources, circulation/transportation systems, and other infrastructure and public services are adequate. However, such an approach raises questions of whether the current capacities of the community plans are both realistic and desirable. As the general plan update process examines the areas of the county not covered by city or community general plans to determine the most appropriate mixture of land uses, needs for changes to the community plans (including possible reductions in development potential) may be identified in one or more of the alternative growth scenarios developed.

TABLE 1-11

POPULATION HOLDING CAPACITY
GENERAL PLAN 1990

Community	Existing Population[1]	Holding Capacity[2]	Percent Built-Out	Remaining Population Capacity
Alpine Meadows	350	1,633	21%	1,283
Auburn/Bowman	17,840	41,924	43%	24,084
Colfax	3,394	21,882	16%	18,488
Dry Creek/West Placer[3]	1,812	11,700	15%	9,888
Foresthill	3,147	15,560	20%	12,413
Granite Bay	12,400	26,745	46%	14,345
Horseshoe Bar/Penryn	4,455	14,803	30%	10,348
Martis Valley	1,000	25,262	4%	24,262
Meadow Vista	4,087	7,744	53%	3,657
Newcastle/Ophir	5,539	6,549	85%	1,010
Placer County General Plan[4]	16,254	29,413	55%	13,159
Sheridan	485	3,687	13%	3,202
Squaw Valley	562	5,800	10%	5,238
Sunset	67	2,188	3%	2,121
Tahoe Basin[5]	7,245	12,435	58%	5,190
Ward Valley	394	600	66%	206
Weimar/Applegate/Clipper	5,196	15,593	33%	10,397
Total Unincorporated	**84,227**	**243,518**	**35%**	**159,291**
City of Auburn	11,593	23,870	49%	12,277
City of Colfax	1,426	2,000	71%	574
City of Lincoln	7,998	81,000	10%	73,002
Town of Loomis	6,141	8,200	75%	2,059
City of Rocklin	25,603	79,800	32%	54,197
City of Roseville	56,036	130,864	43%	74,828
Total Incorporated	**108,797**	**325,734**	**avg. 47%**	**216,937**
Total County	**193,024**	**569,252**	**avg. 41%**	**376,228**

Note: [1] All population figures derived from 1990 Census for the unincorporated area and the 1994 Department of Finance's estimates for the Cities.

[2] Holding capacity calculated as 80 percent of maximum 1990 buildout capacity.

[3] The Dry Creek/West Placer C.P. holding capacity was modified by the current General Plan in order to accommodate the West Placer Specific Plan area. The modified holding capacity would accommodate approximately 46,000 persons.

[4] Includes population and holding capacities from areas shown as Placer West and Placer East by the Agriculture Element (1989) of the Placer County General Plan, as well as the existing population and holding capacities for the areas covered by the Placer County General Plan (1967). The current (1994) *Land Use Diagram* holding capacity is contained within the *General Plan Policy Document* as Appendix A.

[5] Tahoe Basin includes the following community plan areas: Lake Tahoe, North Tahoe, and Tahoe City. Holding capacities for community plans around Lake Tahoe subject to revision due to plan updates and more definitive application of TRPA policies.

that it is intended to guide development through the year 2010. If such a buildout occurs, it will result in an average annual growth rate of about eight percent.

The plan does not identify a formal agreement or policy addressing land use within the City's sphere of influence but outside the city limits. Such land is currently designated for agricultural uses on 40 to 80 acre parcels by the County General Plan. Until areas within the sphere are annexed to the City, the general plan encourages low density, rural land use designations to be maintained, especially within the runway extensions of the Lincoln Airport. The City has adopted an ordinance that regulates the annexation of land into the City; annexations require the preparation of a specific plan and must be consistent with LAFCO policies.

The plan designates several hundred acres of agricultural land within its sphere to be retained in agricultural use. Policies in the plan promote the continued viability of existing agricultural activities within the City's sphere of influence and the protection of such uses from the encroachment of urban land uses. The conversion of agricultural land within the City's adopted sphere of influence is consistent with the Agriculture Element of the general plan, which states that such conversions shall only be allowed in the adopted sphere of influence of a city.

The City is a member of the South Placer Policy Committee, which includes representatives from Rocklin, Roseville, Placer County, and the City of Lincoln. Policies within the plan recommend continued participation in the activities of the Committee and to consider the effects of land use proposals on the South Placer area and efforts to maintain a jobs/housing balance.

The City of Lincoln may revise its sphere of influence to include the Highway 65 by-pass discussed above. If this route is chosen, the City may revise its sphere to control development along this corridor.

CITY OF ROCKLIN GENERAL PLAN

Rocklin is the second largest city in Placer County and is located northeast of Roseville and west of Folsom Lake. The city experienced rapid and sustained growth during the 1980's, resulting in nearly a tripling of its population during the decade. Sierra Community College is located in Rocklin and provides secondary education for the west Placer County area, as well as serving as the summer home of the San Francisco 49ers professional football team. The City has attracted a substantial number of jobs in recent years with the relocation of several large employers to the Atherton Tech Center.

The current Rocklin General Plan was adopted in April, 1991. That update included six of the seven elements required by state law; the Housing Element was last updated in September, 1985. The planning area for the new plan is the same as the City's sphere of influence, and covers approximately 12,945 acres, 8,430 of which are within the city limits.

According to the Department of Finance's 1994 estimates, Rocklin had a population of 25,603.

Constraints

The plan identifies circulation and roadway system capacity as a significant constraint to future development. Issues to be addressed include the location and construction of several new arterials and the location of the proposed Route 102 bypass corridor. A Level of Service "C" has been identified as a desirable level of service for roadway system performance. Other constraints to development include sewage treatment plant and transmission line capacity, and schools. A public services master plan

prepared in 1988 identifies the facilities and infrastructure requirements necessary to meet the demand projected at buildout of the draft general plan; policies in the general plan require "developer participation" in providing public services necessary to serve new development.

Growth Policies

The policies of the Rocklin General Plan generally favor additional growth. Although the general plan does not contain policies that establish a desired rate and direction of growth, about 4,000 acres are designated for future urban development, resulting in a projected buildout population of about 49,000 in the year 2010 ("high growth rate scenario"). This scenario would result in an average annual growth rate of about five percent.

The general plan does not identify a formal agreement or policy addressing land use within the City's sphere of influence other than to encourage low density, rural land use designations be maintained in such areas "unless public services can be provided and annexation is accomplished."

The City's adopted sphere of influence includes a portion of the Sunset Industrial area and a rural residential area known as Sunset Rancho Estates. This area is designated as "plan reserve" and "non-residential urban reserve study area" by the County General Plan. The City's general plan designates the two areas as "planning reserve," and notes that appropriate land use designations for the areas should be determined through the preparation and adoption of a specific plan prior to annexation, which would also include an evaluation of needed infrastructure.

The City is a member of the South Placer Policy Committee which includes representatives from Roseville, Rocklin, Placer County and the City of Lincoln. Policies within the Rocklin General Plan recommend continued participation in the activities of the Committee and to consider the effects of land use proposals on the South Placer area and their efforts to maintain a jobs/housing balance, the Sacramento Area Council of Governments, the regional drainage district, and the landfill authority.

TOWN OF LOOMIS GENERAL PLAN

The Town of Loomis is east of Rocklin and west of Folsom Lake. Loomis incorporated in 1984 and adopted its general plan in 1987. A specific planning time frame is not stated in the general plan, although the year 2000 is referenced often. The Town's planning area covers approximately 7,400 acres, about 4,540 acres of which are within the town limits.

The general plan is organized into the following chapters: Introduction; A Planning Overview; Summary of Overriding Goals; Land Use Element; Circulation Element; Housing Element; Open Space, Recreation, and Conservation Elements; Community Safety Element; Noise Element; and Administrative Procedures. The general plan elements each combine descriptive background information with goals, policies, and implementation measures.

The Town has a Department of Finance estimated 1994 population of 6,141.

Constraints

Loomis has few resource constraints to continued development. However, the City may experience circulation system impacts as surrounding communities continue to grow. Surrounding development may also put additional pressure on the availability of affordable housing in the City.

Growth Policies

The City's growth policies tend to limit growth more than neighboring cities. The plan states that there is sufficient land within its current city limits to accommodate planned future growth. If the City builds out in accordance with the 1987 general plan, it would achieve a population in the year 2000 of about 8,200, for an average annual growth rate of about 3 percent. The plan does not identify a specific growth management policy to maintain or achieve the desired rate of growth. For purposes of the environmental impact report prepared to evaluate the plan, an average growth rate of 4 percent was used. Even though the town's overall planning area is almost twice the size of the current city limits, the Town limits coincide with its adopted sphere of influence, meaning that no annexations are contemplated in the plan. Neither are changes to the sphere of influence currently contemplated.

CITY OF COLFAX

Colfax is a small rural community located in the pine forest along Interstate 80, about 40 miles east of Sacramento. The city has traditionally been a retirement community with an older age composition than the rest of Placer County. As the job centers in the western part of Placer County have grown, more and more commuters have moved to Colfax.

The Colfax General Plan was adopted in 1981 and covers a planning time frame from 1980 to the year 2000. The plan covers a 30 square mile "primary planning area" and 75 square miles in a "larger or preliminary planning area." The Housing Element covers only the incorporated area.

The general plan combines descriptive background information and policies into a single document with sections covering the nine general plan elements that were mandatory at the time of adoption (i.e., land use, circulation, housing, conservation, seismic safety, noise, scenic highways, safety, and open space). The separate "element" sections of the Colfax general plan are prefaced by sections describing implementation measures and "Policies for Growth and Development," along with purely descriptive sections discussing the City's location, physical features, climate, history, and demographic characteristics.

Colfax has a Department of Finance estimated 1994 population of 1,426.

Constraints

The City has its own sewage treatment plant. Although the sewage treatment plant has a design capacity that exceeds the buildout potential of the Colfax General Plan, the Regional Water Quality Control Board has limited the licensed capacity of the plant to accommodate about 10 years worth of additional growth, based on historical growth rates. The licensed capacity of the plant will need to be increased in order to achieve buildout.

The city's water supply is provided by the Placer County Water Agency (PCWA). The PCWA has allocated sufficient water to accommodate expected demand in the next 10 years. However, the water allocation may not be sufficient to accommodate buildout of the general plan.

Growth Policies

The general plan does not contain any specific growth management or annexation policies except to say that new commercial development will be encouraged and that new development in the city will need to

pay for the increased demand in services that it creates. The City has adopted a policy that says no water or sewer connections will be made to properties unless they are annexed.

Because of the older population and the increasing number of commuters, Colfax has experienced a decrease in revenues for public services. For this reason, attracting commercial businesses to broaden the tax base has been a priority in recent years. So far, however, the City's efforts have produced modest results.

1.6 HOLDING CAPACITIES AND BUILDOUT

Each of the major components of the previous Placer County General Plan (the 1967 county-wide general plan and its subsequently adopted mandatory elements, the 1989 Agriculture Element and the community plans) applied various land use designations to the areas they covered. The land use designations determined not only the types of land use that could be allowed (such as residential, commercial, industrial, etc.), but also the density and intensity of such land uses (such as the number of housing units that are allowed per acre). Collectively, the land use designations of the general plan worked together to determine the holding capacity of the plan.

Holding capacity is normally expressed as the number of people that could theoretically be accommodated in a planning area if all the land were developed to the maximum potential allowed by the land use designations in the general plan. Buildout is the point at which the land in the planning area is being used to the maximum extent allowed by the plan. Recognizing that the buildout of any planning area to its maximum holding capacity will never occur for a variety of reasons (among which are limitations on the capacities of the resources, infrastructure, and public services necessary to support new development, and choices by individual property owners about the desired extent of development on each parcel), holding capacity is usually expressed as some percentage of the theoretical maximum. Based on the County's past experience with development, the general plan study considered the holding capacity at buildout of the general plan to be 80 percent of the theoretical maximum holding capacity. The holding capacity of the previous general plan served as the baseline for modifications to the holding capacity for the new general plan. Additions and deletions were made to the holding capacity for the new General Plan which is included as Appendix A of the policy document. The acreages and dwelling units were derived by evaluating the acreage of each land use district through the use of a geographic information system analysis. The table in Appendix A represents the holding capacity at 100% without the 20% deduction discussed above.

Besides simply identifying the maximum population that could be accommodated in a planning area at buildout, holding capacity also indicates other important characteristics of growth that must be considered in the planning process. The size of the population implies the number of dwelling units that will be required to house the people, how much water will be consumed annually, how much solid waste and sewage effluent will be generated, how many school children will need classrooms, and how many cars will use area roads.

Prior to adoption of the new Countywide General Plan, continuing development in the areas covered by the community plans would have resulted in a population at buildout of the plan of about 244,000 in the unincorporated areas of the county, an increase of about 160,000 people above the 1990 population. The buildout population of the community plan areas would constitute about one-half of the total county population at that time.

Most of the development potential remaining under the existing community plans is in the western half of the county. The Colfax, Auburn/Bowman, Granite Bay, Foresthill, Horseshoe Bar/Penryn, and Dry Creek/West Placer plans can each accommodate additional populations of 10,000 or more. These predominantly rural residential areas could experience buildout populations more than double their 1990 populations.

Buildout of the six incorporated cities consistent with their respective general plans will result in a population of about 327,000 people in the incorporated areas at buildout. The total county population at buildout of the county general plan (including the community plans), *and* the cities would be about 580,000 people.

Table 1-11 shows the existing population of each of the cities and community plan areas of Placer County, and the future population (holding capacity) that could be accommodated in each area based on "build-out" of each jurisdiction's general plan. This holding capacity was derived by planimetering the area of each land use designation. The development potential of the land use district was then assumed to be the most intensive of the range provided by the designation. Table 1-12 provides detailed information about the holding capacities of each of the land use categories in the areas covered by the community plans, which is current as of July, 1992. Tables 1-13 and 1-14 provide similar information for the areas of the county covered by the Agriculture Element (1989), and the 1967 General Plan, respectively.

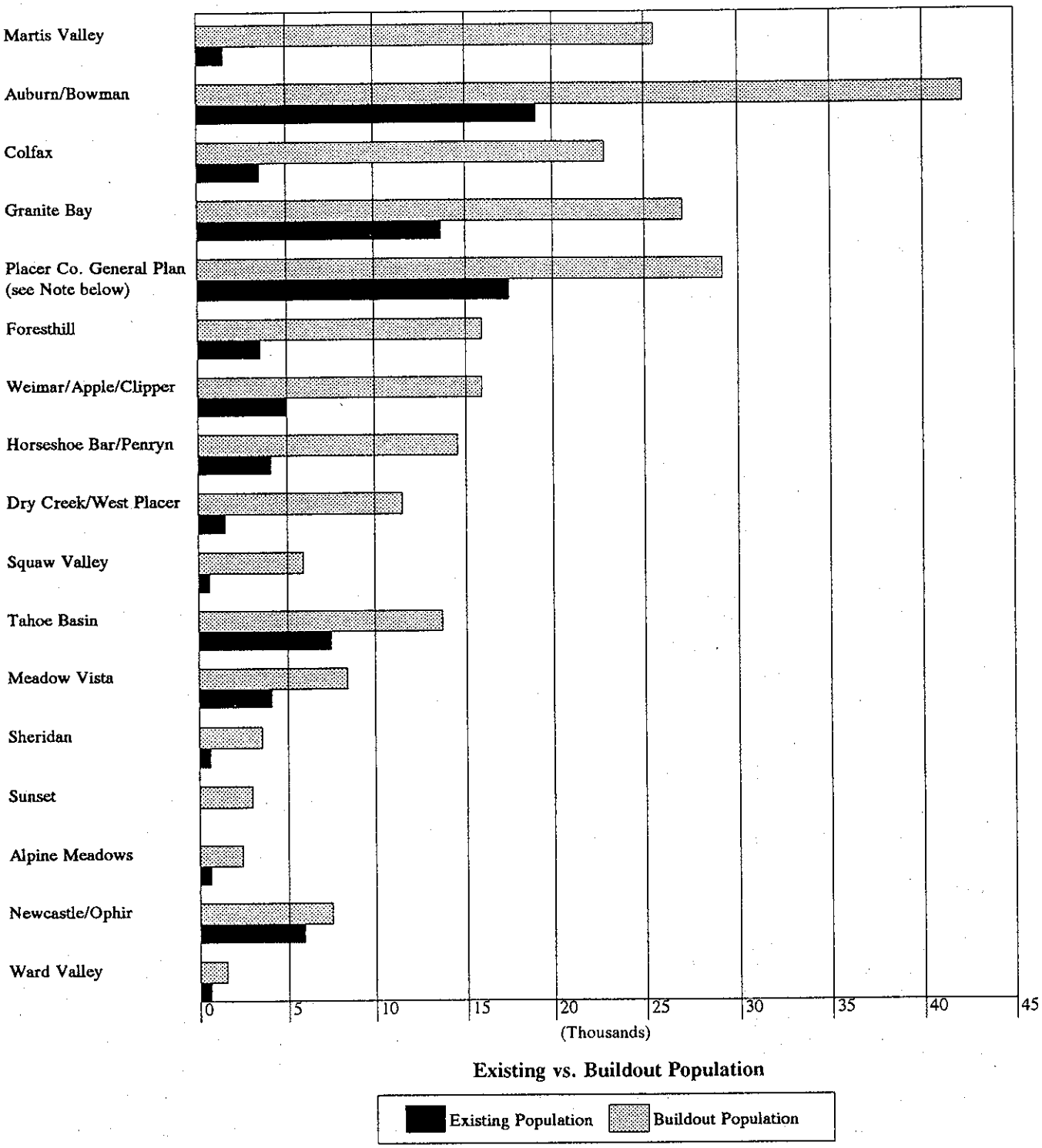
Figures 1-23 through 1-25 graphically compare the existing population of each area with the total population holding capacity, and list the population that could be accommodated by each plan in addition to that recorded by the 1990 Census and the Department of Finance estimates for the Cities in 1994 (The new General Plan's holding capacity is exhibited as Appendix A in the Countywide General Plan Policy Document). Each of the three figures is arranged to list the cities and community plan areas from those with the most remaining population capacity to those with the least remaining capacity. Figure 1-23 compares the existing populations and anticipated holding capacities within the community plan areas. Figure 1-24 compares the existing population of the cities with the city general plan holding capacities. Figure 1-25 summarizes and compares the existing populations and general plan holding capacities of the entire county with the unincorporated areas and incorporated cities.

Table 1-15 (page 1-42) shows the acreage in zones allowing residential development, as designated by the Placer County Zoning Ordinance, the holding capacity in housing units resulting from the areas zoned, and the resulting populations (based on multiplying the number of housing units times the average household size of 2.69 persons per dwelling which is the Department of Finance's estimate for 1992) that could be accommodated at buildout.

The holding capacity implied by the zoning that existed prior to adoption of the new General Plan was calculated along with that resulting from the general plan enable comparison of the two results. Ideally, the holding capacities from both bodies of policy (general plan and zoning) should be the same, because zoning must be consistent with the general plan. However, the holding capacity of existing zoning categories is slightly higher than the general plan is slightly higher than the general plan (251,545 people under zoning and 243,518 under the general plan) because of zoning classifications at Lake Tahoe that imply more housing units than could be accommodated under the external controls imposed by the Tahoe Regional Planning Agency (TRPA). Both the Tahoe area holding capacities for the general plan and zoning are subject to revision as a result of community plan updates in progress and more definitive application of TRPA policies.

FIGURE 1-23

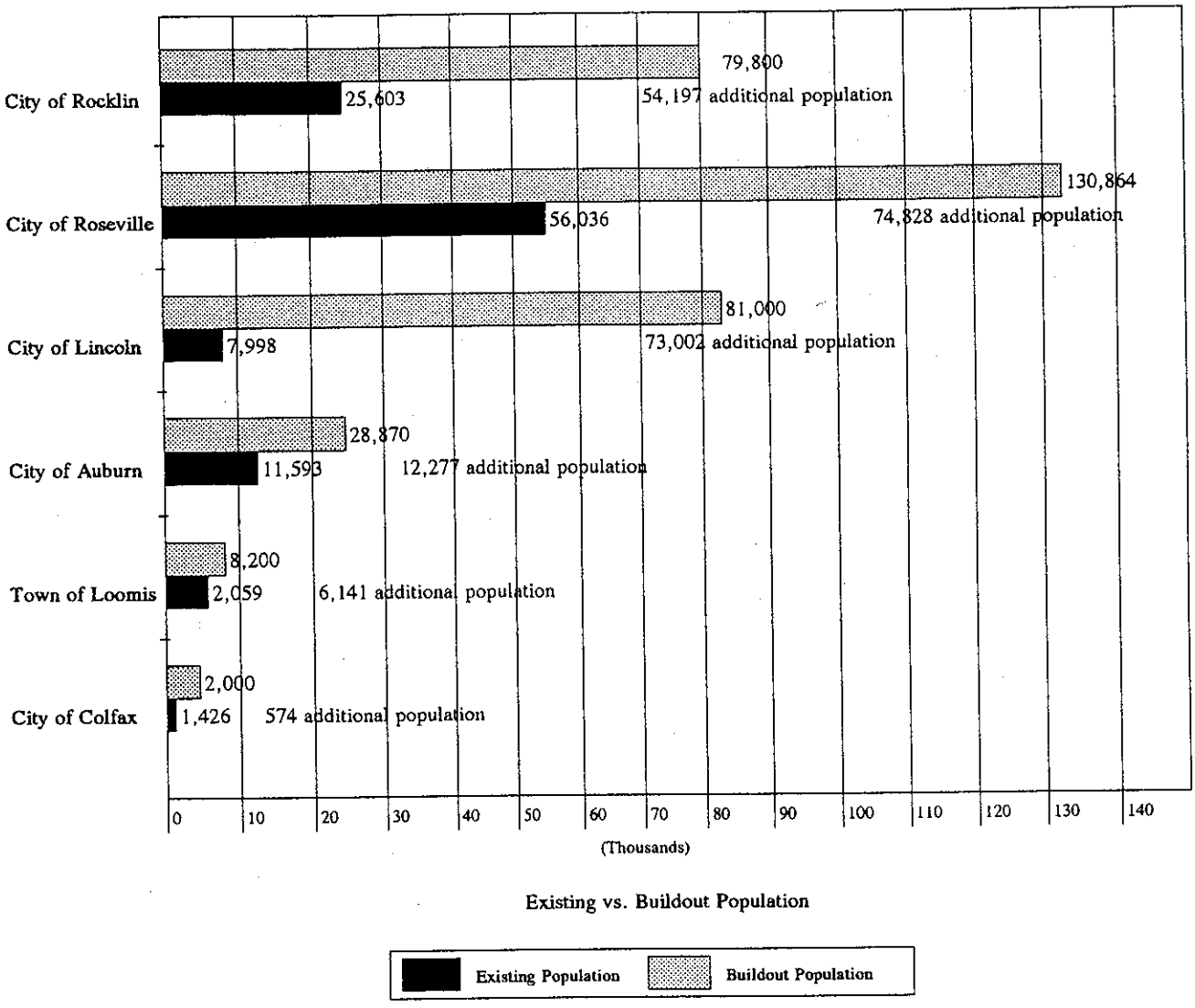
POPULATION HOLDING CAPACITY REMAINING UNTIL BUILDOUT
Placer County Unincorporated Areas



NOTE: The population holding capacity of the Placer County General Plan depicted above represents the holding capacity of the General Plan in effect in September, 1992, not the current General Plan. See Appendix A of the Countywide General Plan Policy Document for the current General Plan for areas outside of Community Plans.

FIGURE 1-24

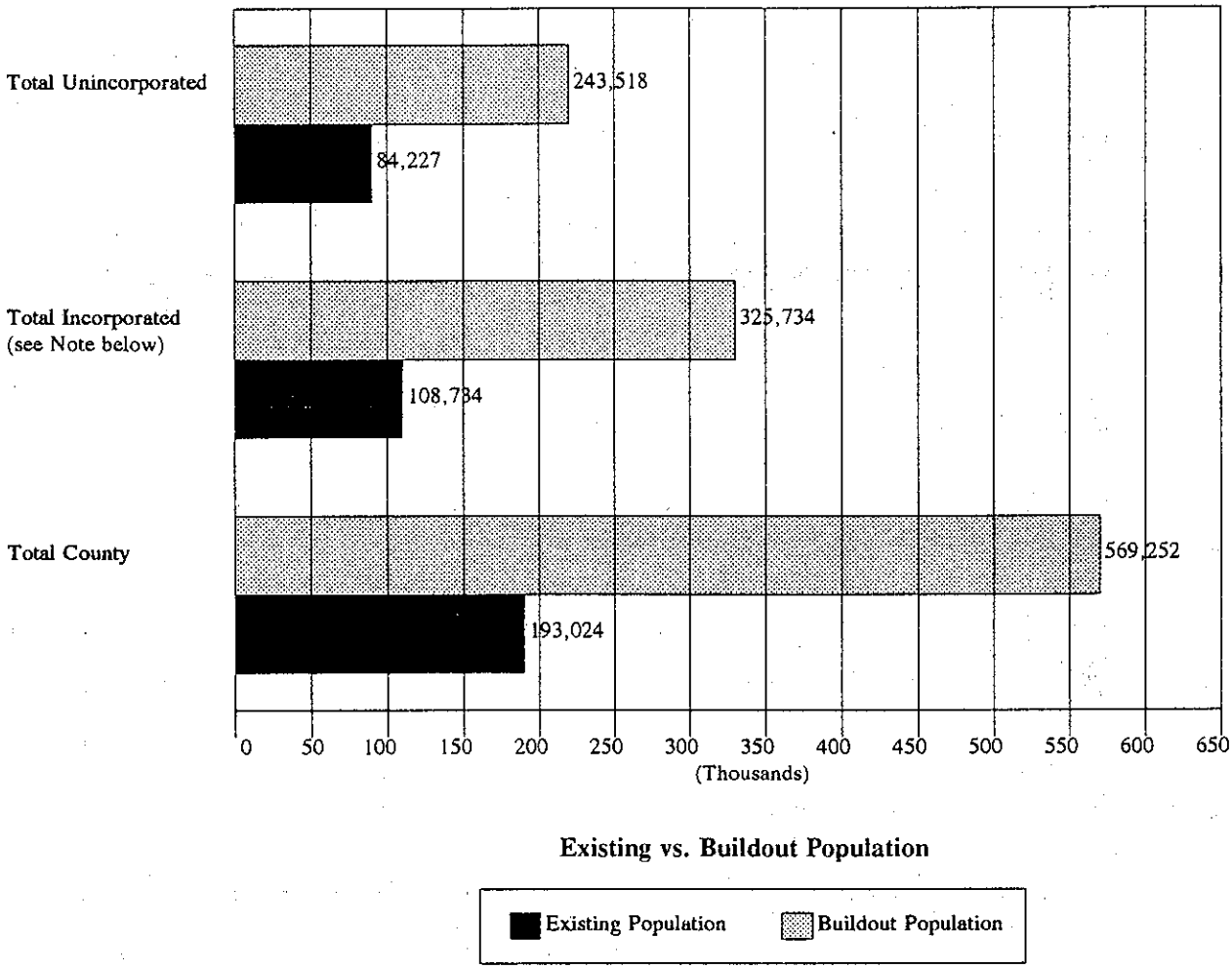
POPULATION HOLDING CAPACITY REMAINING UNTIL BUILDOUT
Placer County Cities



Source: Placer County General Plan

FIGURE 1-25

POPULATION HOLDING CAPACITY REMAINING UNTIL BUILDOUT
Placer County Unincorporated Areas



NOTE: 1994 Department of Finance

Source: Placer County General Plan

The analysis of the previous general plan's holding capacity indicates that a total population of approximately 248,000 people could be accommodated in the unincorporated areas at 80 percent buildout of the existing general plan (which includes the Placer County General Plan, the Agriculture Element, and the community plans). Therefore, 159,431 more people than the 1990 Census population of 84,227 could be accommodated at buildout. If the average annual growth rate of 3.8 percent that occurred between 1980 and 1990 were to continue, the buildout population of the county would be reached in the year 2019. If the growth rate were a more reasonable 2 percent, buildout would have occurred in the year 2044.

Logically, most additional growth within the unincorporated areas should be targeted at the community plans with the most remaining capacity for additional development, assuming that natural resources, circulation/transportation systems, and other infrastructure and public services are adequate. However, such an approach raises questions of whether the current capacities of the community plans are both realistic and desirable. As the general plan update process examines the areas of the county not covered by city or community general plans to determine the most appropriate mixture of land uses, needs for changes to the community plans (including possible reductions in development potential) may be identified in one or more of the alternative growth scenarios developed.

TABLE 1-11

POPULATION HOLDING CAPACITY
GENERAL PLAN 1990

Community	Existing Population[1]	Holding Capacity[2]	Percent Built-Out	Remaining Population Capacity
Alpine Meadows	350	1,633	21%	1,283
Auburn/Bowman	17,840	41,924	43%	24,084
Colfax	3,394	21,882	16%	18,488
Dry Creek/West Placer[3]	1,812	11,700	15%	9,888
Foresthill	3,147	15,560	20%	12,413
Granite Bay	12,400	26,745	46%	14,345
Horseshoe Bar/Penryn	4,455	14,803	30%	10,348
Martis Valley	1,000	25,262	4%	24,262
Meadow Vista	4,087	7,744	53%	3,657
Newcastle/Ophir	5,539	6,549	85%	1,010
Placer County General Plan[4]	16,254	29,413	55%	13,159
Sheridan	485	3,687	13%	3,202
Squaw Valley	562	5,800	10%	5,238
Sunset	67	2,188	3%	2,121
Tahoe Basin[5]	7,245	12,435	58%	5,190
Ward Valley	394	600	66%	206
Weimar/Applegate/Clipper	5,196	15,593	33%	10,397
Total Unincorporated	**84,227**	**243,518**	**35%**	**159,291**
City of Auburn	11,593	23,870	49%	12,277
City of Colfax	1,426	2,000	71%	574
City of Lincoln	7,998	81,000	10%	73,002
Town of Loomis	6,141	8,200	75%	2,059
City of Rocklin	25,603	79,800	32%	54,197
City of Roseville	56,036	130,864	43%	74,828
Total Incorporated	**108,797**	**325,734**	**avg. 47%**	**216,937**
Total County	**193,024**	**569,252**	**avg. 41%**	**376,228**

Note: [1] All population figures derived from 1990 Census for the unincorporated area and the 1994 Department of Finance's estimates for the Cities.

[2] Holding capacity calculated as 80 percent of maximum 1990 buildout capacity.

[3] The Dry Creek/West Placer C.P. holding capacity was modified by the current General Plan in order to accommodate the West Placer Specific Plan area. The modified holding capacity would accommodate approximately 46,000 persons.

[4] Includes population and holding capacities from areas shown as Placer West and Placer East by the Agriculture Element (1989) of the Placer County General Plan, as well as the existing population and holding capacities for the areas covered by the Placer County General Plan (1967). The current (1994) *Land Use Diagram* holding capacity is contained within the *General Plan Policy Document* as Appendix A.

[5] Tahoe Basin includes the following community plan areas: Lake Tahoe, North Tahoe, and Tahoe City. Holding capacities for community plans around Lake Tahoe subject to revision due to plan updates and more definitive application of TRPA policies.

TABLE 1-12

COMMUNITY PLAN HOLDING CAPACITIES BY LAND USE CATEGORY
Placer County 1992

	High Density Residential					Medium Density Residential					Medium Low Density Residential				
Community Plan	Acres	DU/Ac	DU	Per/DU	Pop	Acres	DU/Ac	DU	Per/DU	Pop	Acres	DU/Ac	DU	Per/DU	Pop
Alpine Meadows	153	4.00	490	2.69	1319	31	2.50	61	2.69	165	35	2.00	56	2.69	149
Auburn/Bowman	45	15.00	540	2.69	1453	354	10.00	2832	2.69	7618	254	6.00	1219	2.69	3280
Colfax	68	20.00	1088	2.69	2927	6	6.00	29	2.69	77	0	N/A	0	2.69	0
Dry Creek/West Placer	71	10.00	568	2.69	1528	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Foresthill	0	N/A	0	2.69	0	129	10.00	1032	2.69	2776	0	N/A	0	2.69	0
Granite Bay	70	10.00	560	2.69	1506	512	4.00	1638	2.69	4407	0	N/A	0	2.69	0
Lake Tahoe	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Horseshoe Bar/Penryn	12	10.00	94	2.69	253	171	4.00	548	2.69	1475	0	N/A	0	2.69	0
Martis Valley	270	6.00	1295	2.69	3483	2976	3.00	7143	2.69	19215	0	N/A	0	2.69	0
Meadow Vista	0	N/A	0	2.69	0	5	15.00	60	2.69	161	0	N/A	0	2.69	0
North Tahoe (Draft)	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Newcastle/Ophir [1]	4	15.00	48	2.69	129	9	10.00	72	2.69	194	20	6.00	96	2.69	258
Sheridan	36	10.00	288	2.69	775	163	4.00	522	2.69	1403	0	N/A	0	2.69	0
Squaw Valley [2]	31	10.87	265	2.69	713	163	8.69	1131	2.69	3043	213	4.26	744	2.69	2001
Sunset	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Tahoe City (Draft)	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Ward Valley	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Weimar/Apple/Clipper	0	N/A	0	2.69	0	6	8.00	44	2.69	118	0	N/A	0	2.69	0
TOTAL	**759**		**5236**		**14086**	**4524**		**15104**		**40629**	**522**		**2115**		**5689**

TABLE 1-12 (continued)

COMMUNITY PLAN HOLDING CAPACITIES BY LAND USE CATEGORY
Placer County 1992

	Low Density Residential					Rural Low Density Residential					Rural Residential				
Community Plan	Acres	DU/Ac	DU	Per/DU	Pop	Acres	DU/Ac	DU	Per/DU	Pop	Acres	DU/Ac	DU	Per/DU	Pop
Alpine Meadows	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Auburn/Bowman	929	4.00	2973	2.69	7997	1431	2.50	2862	2.69	7836	0	N/A	0	2.69	0
Colfax	1298	3.40	3531	2.69	9497	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Dry Creek/West Placer	798	2.00	1277	2.69	3435	2155	1.00	1724	2.69	4720	215	0.43	74	2.69	199
Foresthill	67	4.00	214	2.69	577	0	N/A	0	2.69	0	2762	1.00	2210	2.69	5944
Granite Bay	1596	2.50	3192	2.69	8586	2920	1.11	2593	2.69	7100	3260	0.43	1121	2.69	3771
Lake Tahoe	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Horseshoe Bar/Penryn	457	2.50	914	2.69	2457	0	N/A	0	2.69	0	8265	0.43	2843	2.69	7649
Martis Valley	1164	1.00	931	2.69	2505	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Meadow Vista	0	N/A	0	2.69	0	0	N/A	0	2.69	0	2076	1.11	1843	2.69	4959
North Tahoe (Draft)	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Newcastle/Ophir [1]	0	N/A	0	2.69	0	7	2.50	14	2.69	38	4104	0.43	1412	2.69	3798
Sheridan	68	2.50	136	2.69	366	0	N/A	0	2.69	0	952	0.43	327	2.69	881
Squaw Valley [2]	11	1.74	16	2.69	43	0	N/A	0	2.69	0	0	N/A	0	2.69	0 Sunset
	0	N/A	0	2.69	0	356	2.50	712	2.69	1949	0	N/A	0	2.69	0
Tahoe City (Draft)	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Ward Valley	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Weimar/Apple/Clipper	79	4.00	253	2.69	680	1003	2.50	2006	2.69	5496	0	N/A	0	2.69	0
TOTAL	**6467**		**13436**		**36142**	**7872**		**9911**		**27140**	**21634**		**9831**		**26446**

TABLE 1-12 (continued)

COMMUNITY PLAN HOLDING CAPACITIES BY LAND USE CATEGORY
Placer County 1992

	Rural Estate					Forestry Residential					Agriculture/Ranchette				
Community Plan	**Acres**	**DU/Ac**	**DU**	**Per/DU**	**Pop**	**Acres**	**DU/Ac**	**DU**	**Per/DU**	**Pop**	**Acres**	**DU/Ac**	**DU**	**Per/DU**	**Pop**
Alpine Meadows	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Auburn/Bowman	11762	0.43	4046	2.69	10884	0	N/A	0	2.69	0	6117	0.22	1062	2.69	2857
Colfax	2648	0.91	1926	2.69	5180	0	N/A	0	2.69	0	4880	0.40	1562	2.69	4201
Dry Creek/West Placer	0	N/A	0	2.69	0	0	N/A	0	2.69	0	3610	0.01	36	2.69	97
Foresthill	3441	0.43	1184	2.69	3184	3041	0.22	535	2.69	1465	0	N/A	0	2.69	0
Granite Bay	4496	0.22	791	2.69	2129	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Lake Tahoe	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Horseshoe Bar/Penryn	6109	0.20	977	2.69	2629	0	N/A	0	2.69	0	728	0.22	126	2.69	340
Martis Valley	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Meadow Vista	3044	0.40	974	2.69	2620	0	N/A	0	2.69	0	15	0.10	1	2.69	3
North Tahoe (Draft)	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Newcastle/Ophir [1]	4406	0.22	775	2.69	2086	0	N/A	0	2.69	0	212	0.10	17	2.69	46
Sheridan	610	0.20	98	2.69	263	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Squaw Valley [2]	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	N/A	0	2.69	0 Sunset
	87	0.22	15	2.69	41	0	N/A	0	2.69	0	1830	0.05	73	2.69	197
Tahoe City (Draft)	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Ward Valley	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Weimar/Apple/Clipper	7994	0.43	2750	2.69	7397	0	N/A	0	2.69	0	4064	0.22	715	2.69	1924
TOTALS	**44597**		**13537**		**36413**	**3041**		**535**		**1465**	**21456**		**3593**		**9664**

TABLE 1-12 (continued)

COMMUNITY PLAN HOLDING CAPACITIES BY LAND USE CATEGORY
Placer County 1992

	Forestry					Forest/Recreation					Agriculture/PR				
Community Plan	Acres	DU/Ac	DU	Per/DU	Pop	Acres	DU/Ac	DU	Per/DU	Pop	Acres	DU/Ac	DU	Per/DU	Pop
Alpine Meadows	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Auburn/Bowman	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Colfax	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Dry Creek/West Placer	0	N/A	0	2.69	0	0	N/A	0	2.69	0	800	1.00	640	2.69	1722
Foresthill	14995	0.05	600	2.69	1613	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Granite Bay	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Lake Tahoe	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Horseshoe Bar/Penryn	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Martis Valley	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Meadow Vista	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	N/A	0	2.69	0
North Tahoe (Draft)	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Newcastle/Ophir [1]	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Sheridan	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Squaw Valley [2]	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	N/A	0	2.69	0
	0	N/A	0	0		0	N/A	0	2.69	0	0	N/A	0	2.69	0
Tahoe City (Draft)	---	---	---	---	---	0	N/A	0	2.69	0	0	N/A	0	2.69	0
Ward Valley	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Weimar/Apple/Clipper	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	N/A	0	2.69	0
TOTAL	**14995**		**600**		**1613**	**0**		**0**		**0**	**800**		**640**		**1722**

TABLE 1-12 (continued)
COMMUNITY PLAN HOLDING CAPACITIES BY LAND USE CATEGORY, 1992

	Water Influence					Valley Residential					Tahoe Area		
Community Plan	Acres	DU/Ac	DU	Per/DU	Pop	Acres	DU/Ac	DU	Per/DU	Pop	DU	Per/DU	Pop
Alpine Meadows	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	2.69	0
Auburn/Bowman	2611	N/A	0	2.69	0	0	N/A	0	2.69	0	0	2.69	0
Colfax	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	2.69	0
Dry Creek/West Placer	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	2.69	0
Foresthill	3086	N/A	0	2.69	0	0	N/A	0	2.69	0	0	2.69	0
Granite Bay	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	2.69	0
Lake Tahoe	---	---	---	---	---	---	---	---	---	---	730	2.69	2000
Horseshoe Bar/Penryn	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	2.69	0
Martis Valley	0	N/A	0	2.69	0	69	0.40	22	2.69	59	0	2.69	0
Meadow Vista	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	2.69	0
North Tahoe (Draft)	---	---	---	---	---	---	---	---	---	---	1972	2.69	5400
Newcastle/Ophir [1]	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	2.69	0
Sheridan	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	2.69	0
Squaw Valley [2]	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	2.69	0
Sunset	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	2.69	0
Tahoe City (Draft)	---	---	---	---	---	---	---	---	---	---	1839	2.69	5035
Ward Valley	---	---	---	---	---	---	---	---	---	---	219	2.69	600
Weimar/Apple/Clipper	0	N/A	0	2.69	0	0	N/A	0	2.69	0	0	2.69	0
TOTALS	**5697**		**5697**		**0**	**69**		**22**		**59**	**4761**		**13035**

[1] Contains portions of the Loomis Basin (1975) and the Auburn (1978) General Plans

[2] Squaw Valley zones: HDR-DF25 is calculated under HDR; HDR-DF20 is calculated under MDR; HDR-DF10 & LDR-DF10 is calculated under MLDR; and LDR-DF4 is calculated under LDR.

Source: Persons/Household; State Department of Finance, 1990. Prepared by the Placer County Planning Department, July 1992.

TABLE 1-13

AGRICULTURE ELEMENT HOLDING CAPACITIES BY PARCEL SIZE
Placer County 1992

	AG/Timber Cropland 10 Acres					AG/Timber Cropland 20 Acres					AG/Timber Cropland 40 Acres					Agriculture Cropland 80 Acres					Timber Cropland 80 Acres				
Plan Area	Acres	DU/ Ac	DU	Per/ DU	Pop	Acres	DU/ Ac	DU	Per/ DU	Pop	Acres	DU/ Ac	DU	Per/ DU	Pop	Acres	DU/ Ac	DU	Per/ DU	Pop	Acres	DU/ Ac	DU	Per/ DU	Pop
Placer West	22,617	0.10	1,809	2.69	1,880	22,202	0.05	888	2.69	2,389	7,022	0.025	140	2.69	378	59,741	0.013	597	2.69	1,607	0	N/A	0	N/A	0
Placer East	8,738	0.10	699	2.69	2,350	6,747	0.05	270	2.69	726	10,594	0.025	212	2.69	570	0	N/A	0	2.69	0	464,515	0.00	0	N/A	0
TOTALS	31,354		2,508		3,761	28,949		1,158		3,115	17,616		352		948	59,741		597		1,607	464,515		0		0

[1] Assumes no dwelling units in Timber Cropland designations with 80 acre minimum.

Source: Persons/Household; State Department of Finance, 1990. Prepared by the Placer County Planning Department, July 1992.

TABLE 1-14

1967 GENERAL PLAN HOLDING CAPACITIES BY LAND USE CATEGORY
Placer County

	Medium Density Residential					Low Density Residential					Rural Residential					Agriculture				
Community Plan	Acres	DU/ Ac	DU	Per/ DU	Pop	Acres	DU/ Ac	DU	Per/ DU	Pop	Acres	DU/ Ac	DU	Per/ DU	Pop	Acres	DU/ Ac	DU	Per/ DU	Pop
Magra/Gold Run	0	15.00	0	2.69	0	0	5.00	0	2.69	0	706	1.00	565	2.69	1519	0	0.20	0	2.69	0
Dutch Flat/Alta/Baxter	0	15.00	0	2.69	0	84	5.00	336	2.69	904	2163	1.00	1730	2.69	4655	0	0.20	0	2.69	0
Blue Canyon/Emigrant Gap/Yuba Gap	0	15.00	0	2.69	0	7	5.00	28	2.69	75	755	1.00	604	2.69	1625	0	0.20	0	2.69	0
Cisco Grade/Soda Springs	0	15.00	0	2.69	0	0	5.00	0	2.69	0	321	1.00	257	2.69	691	0	0.20	0	2.69	0
Serene Lake/Norden	11	15.00	132	2.69	355	642	5.00	2568	2.69	6908	173	1.00	138	2.69	372	0	0.20	0	2.69	0
Donner Lake	0	15.00	0	2.69	0	40	5.00	163	2.69	430	29	1.00	23	2.69	62	0	0.20	0	2.69	0
Truckee River	16	15.00	192	2.69	516	23	5.00	92	2.69	247	284	1.00	227	2.69	611	0	0.20	0	2.69	0
West Placer [1]	0	15.00	0	2.69	0	0	5.00	0	2.69	0	0	1.00	0	2.69	0	2350	0.20	376	2.69	0
TOTAL	**27**		**324**		**872**	**796**		**3184**		**8565**	**4431**		**3545**		**9536**	**2350**		**376**		**1011**

[1] Includes the Amoruso Tract (Map 3B) and areas east of Lincoln (Map 5B).

Source: Persons/Household; State Department of Finance, 1990. Prepared by the Placer County Planning Department, July 1992.

TABLE 1-15

RESIDENTIAL ZONING ACREAGE AND HOLDING CAPACITY[1]

Placer County

Zone	Map Code	Acres Zoned	Holding Capacity (housing units)
Single Family Residential	R-1	20,099	28,167
Medium Density Multiple Residential	R-2	344	2,840
High Density Multiple Residential	R-3	634	5,053
Single Family Residential, Tahoe	TR-1[2]	11,204	26,041
Low Density Multiple Residential, Tahoe	TR-2[2]	187	1,224
Multiple Residential, Tahoe	TR-3[2]	171	2,229
Motel District	TR-4[2]	446	5,021
Squaw Valley - High Density Residential	HDR	155	2,832
Squaw Valley - Low Density Residential	LDR	290	1,227
Agricultural Residential	AR	45,271	15,315
Forest Residential	FR	63,854	4,200
Residential Professional	R-P	175	749
Recreation and Forestry	RF	3,061	687
Agricultural Exclusive	AE	325	16
Farm	F	199,298	20,776
Unclassified	U	118	512
Housing Unit Maximum Holding Capacity			**116,889**
Total Housing Units Possible at 80% of Buildout			**93,511**
Existing Housing Units (1990 Census)			**42,507**
Additional Housing Units Possible at Buildout (80%)			**51,004**
Population Holding Capacity Based on Zoning[3]			**314,431**
Additional Population at Buildout Based on Zoning			**141,635**
Additional Population at 80% of Buildout			**113,308**

Notes: [1] Commercial zones, and zones that allow no residential or only employee housing are not listed.
[2] The actual number of housing units that can be accommodated in Lake Tahoe residential zones will be less than that shown due to TRPA policies.
[3] Based on average unincorporated area household size of 2.69 persons.

Source: *Placer County Zoning Ordinance*, May 1990.
U.S. Census of Population and Housing, Summary Tape File 1, 1990.

1.7 SPHERES OF INFLUENCE

This section discusses the spheres of influence for the cities and other special service districts in Placer County. A "sphere of influence" a boundary surrounding cities and special service districts that is intended to represent the ultimate area into which the city or district may expand and extend public services. The adoption of spheres of influence and changes to existing sphere boundaries must be approved by the Placer County Local Agency Formation Commission (LAFCO). The LAFCO is a state-mandated regulatory body that oversees changes in jurisdictional boundaries that may include annexations, detachments, formations, dissolutions, consolidations, mergers, incorporations and disincorporations. LAFCO is directed by state law (the Cortese/Knox Local Government Reorganization Act of 1985) to establish and periodically review the spheres of influence for each agency under its jurisdiction.

The Placer County LAFCO has promulgated a set of rules, policies and standards to regulate changes in local government boundaries, in addition to the requirements of State law. The policies require a plan for the extension of services to be submitted with every application for a boundary change. The LAFCO policies also require a development plan to be submitted with an application for annexation, and that an annexation to a city be accompanied by a statement in the adopting resolution that the annexation is consistent with the goal of obtaining and maintaining a balance between commercial and residential development. Other policies discourage the annexation of farmlands when significant areas of non-prime farmland are already available, and encourage the development of vacant areas within cities before the annexation and development of fringe areas.

The adopted spheres of influence for the six incorporated cities in Placer County are shown on Figure 1-26. Table 1-16 summarizes the acreage within the current (1991) city limits, the acreage within the adopted sphere of influence, the proposed land use designations for lands within the spheres, and the existing County General Plan land use designations.

The County General Plan designates areas within a city's sphere of influence but outside the city limits as "urban reserve study areas". This designation acknowledges the LAFCO requirement for a comprehensive development plan (usually a specific plan) that determines the land use, circulation and public services requirements for the area proposed for development. Development proposed in such areas is closely coordinated between the affected city and the County to insure consistency with the County General Plan, LAFCO requirements and the city general plan.

At least three cities are considering changes to their spheres of influence. Changes must be approved by LAFCO.

CITY SPHERES OF INFLUENCE

Auburn

The Auburn sphere of influence includes about 12,000 acres and extends north and east along Highway 49 and Interstate 80, including the commercial areas along these corridors as well as the Auburn Airport. The City of Auburn's administrative draft general plan proposes changing the adopted sphere to include about 4,000 acres of additional land south of Interstate 80, west to the Auburn Wastewater Treatment plant and northeast further along Interstate 80; the revised sphere would also follow property lines, whereas the current sphere is general in its location.

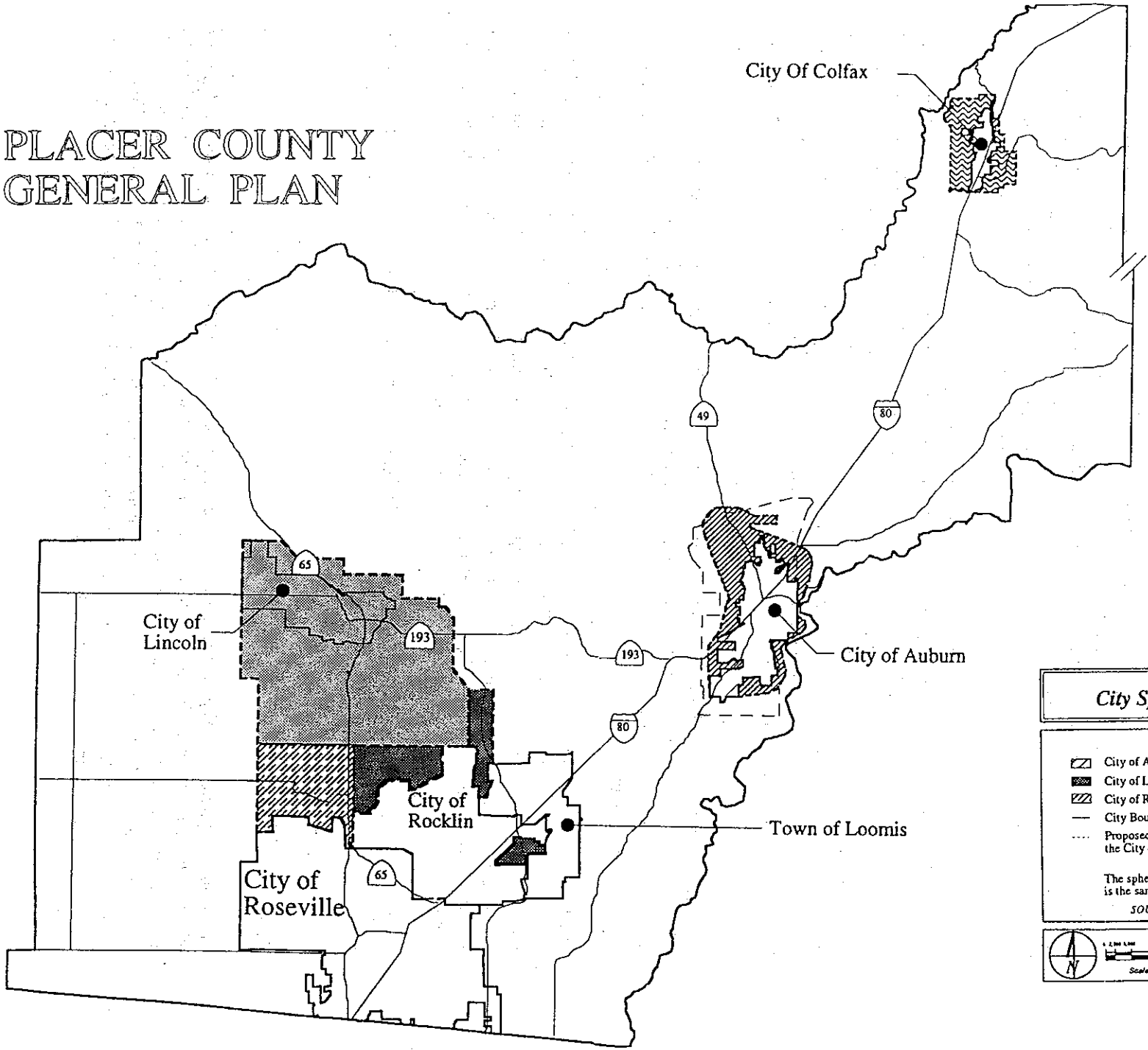


Figure 1-26
City Spheres of Influence

LEGEND

- City of Auburn
- City of Colfax
- City of Lincoln
- City of Rocklin
- City of Roseville
- City Boundaries
- Proposed sphere of influence for the City of Auburn.

Notes

The sphere of influence for the Town of Loomis is the same as the Town limits.

SOURCE : Placer County LAFCO

Scale: 1" = 20,000'

Date: 9/4/92

Prepared by:
Crawford Multari & Starr

Much of the area proposed to be added to the City's sphere is designated for residential uses on 1 - 5 acre parcels; many of these areas currently have city water and sewer.

Roseville

The Roseville sphere of influence includes the area within the current city limits as well as a portion of the Sunset Industrial area to the north. It also contains a couple of small County "islands" - most notably the Annabelle and Eckerman area and the Livoti Tract along the Sacramento County line. Because of concerns relating to increased rural residential development west of the city between the current City limits and the Placer/Sutter County line, the City may revise its sphere to include this area. Much of this land is undeveloped agricultural lands on parcels from 20 acres to 80 acres or more in size. The previous County General Plan designated these areas as "agriculture". (NOTE: The Countywide General Plan designates much of the area west of the City of Roseville a Future Study Area - see Part III of the Countywide General Plan Policy Document which provides standards that must be met prior to any urban or suburban development in this area. Until such time that the standards are met and the General Plan is modified, the property remains as agricultural land on the Countywide General Plan Land Use Diagram.)

Lincoln

The City of Lincoln's sphere of influence extends primarily to the south, to the Sunset Industrial area boundary along Athens Road. However, the City may propose revision of its sphere to include the area along the Highway 65 by-pass if the new route chosen takes the highway immediately to the west of the Lincoln Airport. This area is also designated agriculture by the County General Plan; consistency with the findings outlined above would be required to change the land use designation. Annexations in 1994 for additional urban and suburban growth have reduced the amount of area remaining in the City's sphere of influence.

Rocklin, Loomis, and Colfax

The general plans for these cities suggest that ample land is currently provided within the existing city limits to accommodate anticipated growth. For Rocklin, the potential exists for an annexation of two small County "islands"; one at the intersection of Greenbrae and Aguilar Roads and the other at Sierra College. With this one exception, changes to the spheres are not contemplated.

SPECIAL DISTRICT SPHERES OF INFLUENCE

There are numerous special districts that provide a variety of public services in the incorporated and unincorporated areas of Placer County, in addition to the cities. Special districts can be formed to provide one or multiple types of public services, facilities or infrastructure within a prescribed boundary, ranging from a small-scale district providing street lights in a particular neighborhood, to a school district providing educational services to both incorporated and unincorporated areas, to a community services district providing public water, sewer, fire protection, road maintenance, and other services. Special districts play an important role in the management of growth and development within the county, because the services they sometimes provide (e.g., water, sewer, etc.) can strongly influence the location and timing of new development.

Special districts are empowered to tax the properties within their boundaries to pay for the installation, operation and maintenance of the facilities necessary to provide the particular services for which they are

PLACER COUNTY GENERAL PLAN

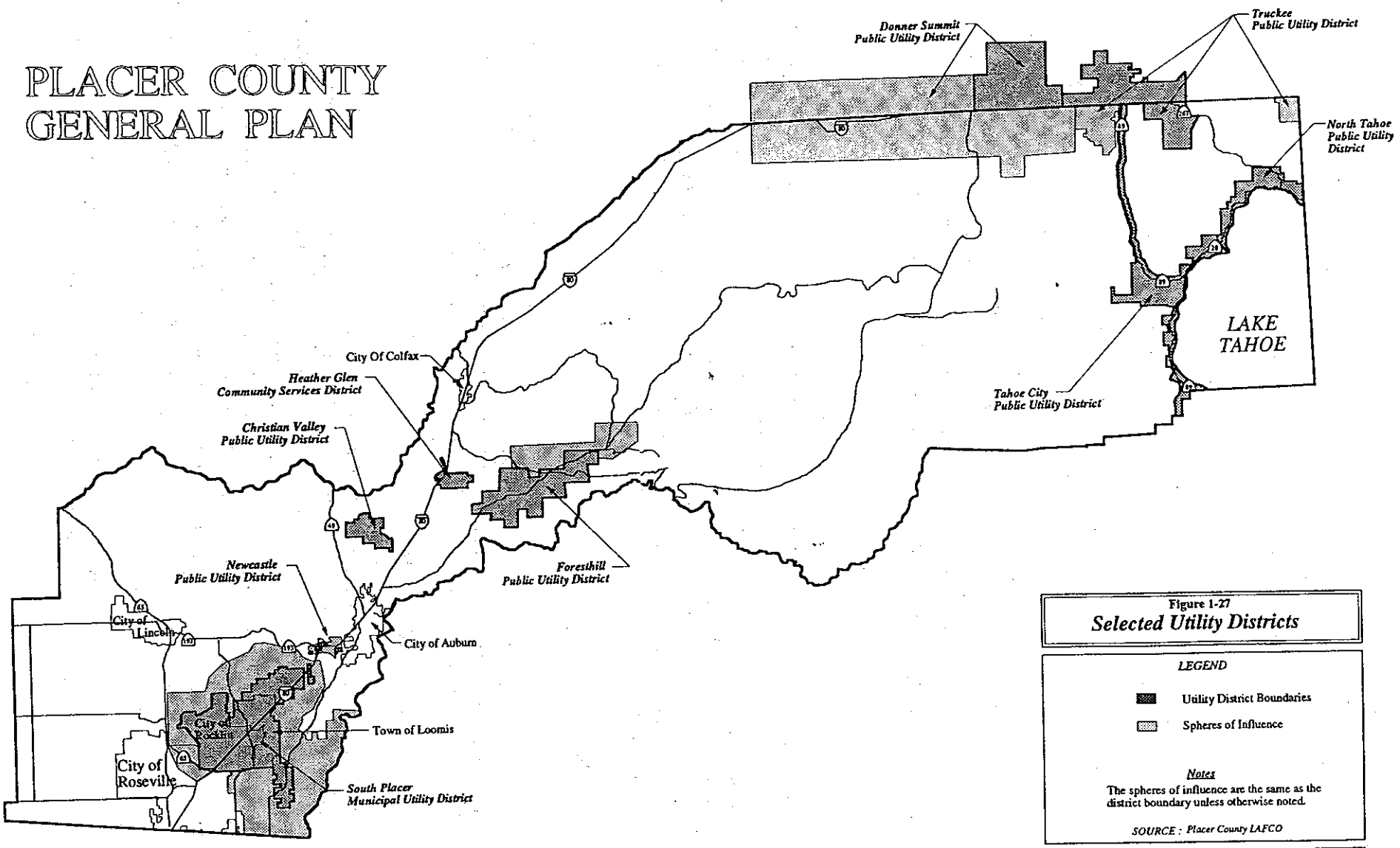


Figure 1-27
Selected Utility Districts

LEGEND

Utility District Boundaries

Spheres of Influence

Notes

The spheres of influence are the same as the district boundary unless otherwise noted.

SOURCE : Placer County LAFCO

Scale: 1" = 20,000'

Date: 9/4/92

Prepared by:
Crawford Multari & Starr

formed. In addition to collecting taxes to help pay for the services, such districts may also collect a monthly fee to cover the costs of providing the service.

Table 1-17 and the Background Report Technical Appendices summarize the various special districts in Placer County (other than school districts) and the services they provide.

South Placer Municipal Utility District (SPMUD)

The South Placer Municipal Utility District provides sewer service to the cities of Loomis, Roseville, and Rocklin, as well as portions of the Dry Creek basin. Sewage is treated at the regional sewage treatment plant in Roseville; the plant has a capacity of about 12 million gallons per day (mgd), and is expandable to about 24 mgd. Placer County LAFCO has established a sphere of influence for this district of about 42,000 acres that includes the cities named above, as well their adopted spheres of influence and additional north of the Town of Loomis and south of Interstate 80.

Tahoe-Truckee Sanitation Agency

The Tahoe-Truckee Sanitation Agency consists of five member districts in the vicinity of Truckee and Martis Valley. The treatment plant has the capacity to serve existing development only, at this time. For this reason, buildout of the Martis Valley General Plan will require expansion of the service area/sphere of influence for this agency.

County Service Area

In addition to individual districts that provide utilities and other services, the County has been divided into 127 zones of benefit within a single County Service Area (CSA) that provides road maintenance, water and sewer, fire protection, parks, and other services. The County Service Area is not subject to the requirements of LAFCO and thus does not have a sphere of influence.

TABLE 1-16

CITY SPHERES OF INFLUENCE
Placer County, 1991

City	Area Within City Limits	Area Within Sphere (including existing city)	Current Land Use In Sphere	Proposed Land Use In Sphere Acres	
Auburn	4,830 acres	15,650 acres	Agriculture	Residential	8,130
			Commercial	Commercial	500
			Rural Residential	Industrial	1,050
				Mixed Use	640
				Open Space	860
				Agriculture	80
				Total	**11,260**
Roseville	19,789	24,419	Non-residential	Industrial	1,516
			Urban Reserve Study Area	Residential	
			Agriculture		
			Residential		
Lincoln	6,821	16,355	Agriculture	Residential	1,451
				Commercial	262
				Industrial	317
				Parks	58
				Open Space	403
				Schools	70
				Other	24
				Roads	235
				Urban Reserve	4,878
				Agriculture	6,258
				Total	**14,000**
Rocklin	8,430	12,945	Non-Residential	Residential	1069
			Urban Reserve Study Area	Commercial	99
				Industrial	240
				Rec./Conservation	132
				Public	325
				Urban Reserve	2,650
				Total	**4,515**
Colfax	N/A	N/A	N/A	N/A	
Loomis	4,615	(same as city)	Urban	(see Table 1-10)	

Sources: City of Auburn Administrative Draft General Plan, 1991
City of Roseville General Plan, 1987
City of Lincoln General Plan, 1988
City of Rocklin General Plan, 1991
City of Loomis General Plan, 1984
City of Colfax General Plan, 1987

TABLE 1-17

SPECIAL DISTRICTS IN PLACER COUNTY

District	Services Provided
Applegate Clipper Gap County Water District	Water
Christian Valley Community Services District	Water, roads
Donner Summit Public Utility District	Water, sewer, fire protection, ambulance, rescue
Dry Creek Fire Protection District	Fire, rescue, medical emergency
Foresthill Public Utility District	Water
Heather Glenn Community Services District	Water
Loomis Fire Protection District	Fire, medical emergency
Meadow Vista County Water District	Water
Midway Heights County Water District	Water
Newcastle Sanitary District	Sewage treatment
North Tahoe Public Utility District	Sewage treatment, water, parks
Penryn Fire Protection District	Fire, rescue
Placer Foothills Fire Protection District	Fire, medical emergency
Placer Hills Fire Protection District	Fire, medical emergency
Rocklin Fire Protection District	Fire, medical emergency
San Juan Suburban Water District	Water
Sierra lakes County Water District	Water, sewage collection
South Placer Municipal Utility District	Sewage collection and treatment
Tahoe City Public Utility District	Sewer, water, parks
Tahoe-Truckee Sanitation Agency[1]	Sewage treatment
Truckee Fire Protection District	Fire, rescue, medical emergency
Truckee Sanitary District	Sewage treatment

Source: Placer County LAFCO

[1]Includes a number of smaller member districts including: Alpine Springs County Water District, Squaw Valley County Water District and Placer County Service Area #21.

1.8 REGIONAL PLANS AND POLICIES

Placer County and various regional agencies are required by state law to undertake special planning efforts to address certain issues that are either not required to be addressed in the general plan or cover a larger area than can be realistically addressed within a single community general plan. This section discusses plans affecting land use, growth and development in Placer County that are either regional in nature or that deal with a particular governmental function.

AIRPORT LAND USE PLANS

The Sierra Planning Organization, acting as the Foothill Airport Land Use Commission, has adopted three land use plans for airports in Placer County: Auburn, which was originally adopted in February 1987, and revised in 1990; Lincoln Municipal, which was adopted in October 1986; and Truckee-Tahoe, which was adopted in December 1986. The Foothill Airport Land Use Commission serves El Dorado, Nevada, Placer and Sierra Counties. Airports with airport land use plans are shown in Figure 1-28.

Each of the county's airport land use plans is presented in three sections: Background; The Airport; and Findings, Policies and Implementation. The introduction sections simply include background and summary discussions documenting the authority for the preparation and content of the plans. The second section of each plan is descriptive, with information about existing facilities and flight activities, projected development and aircraft operations, and off-airport land uses. The third section provides the most important information for the general plan update, specifying policies for structural height limits, noise levels, and safety restrictions, and a comprehensive plan for implementation of the policies.

The airport land use plans are particularly important to the general plan update process because the general plans of any city or county must be consistent with the applicable airport land use plan in areas covered by an airport land use plan. The airport land use plans are intended to regulate land around airports to insure the continued viability of each facility. To that end, the plans each contain policies and regulations that discourage land uses that would be inconsistent with safe airport operations. High-occupancy land uses, such as apartments, hospitals and schools, and land uses that would be sensitive to noise, such as residences, are prohibited within certain zones around each airport based on the expected noise exposure and the likelihood of an accident.

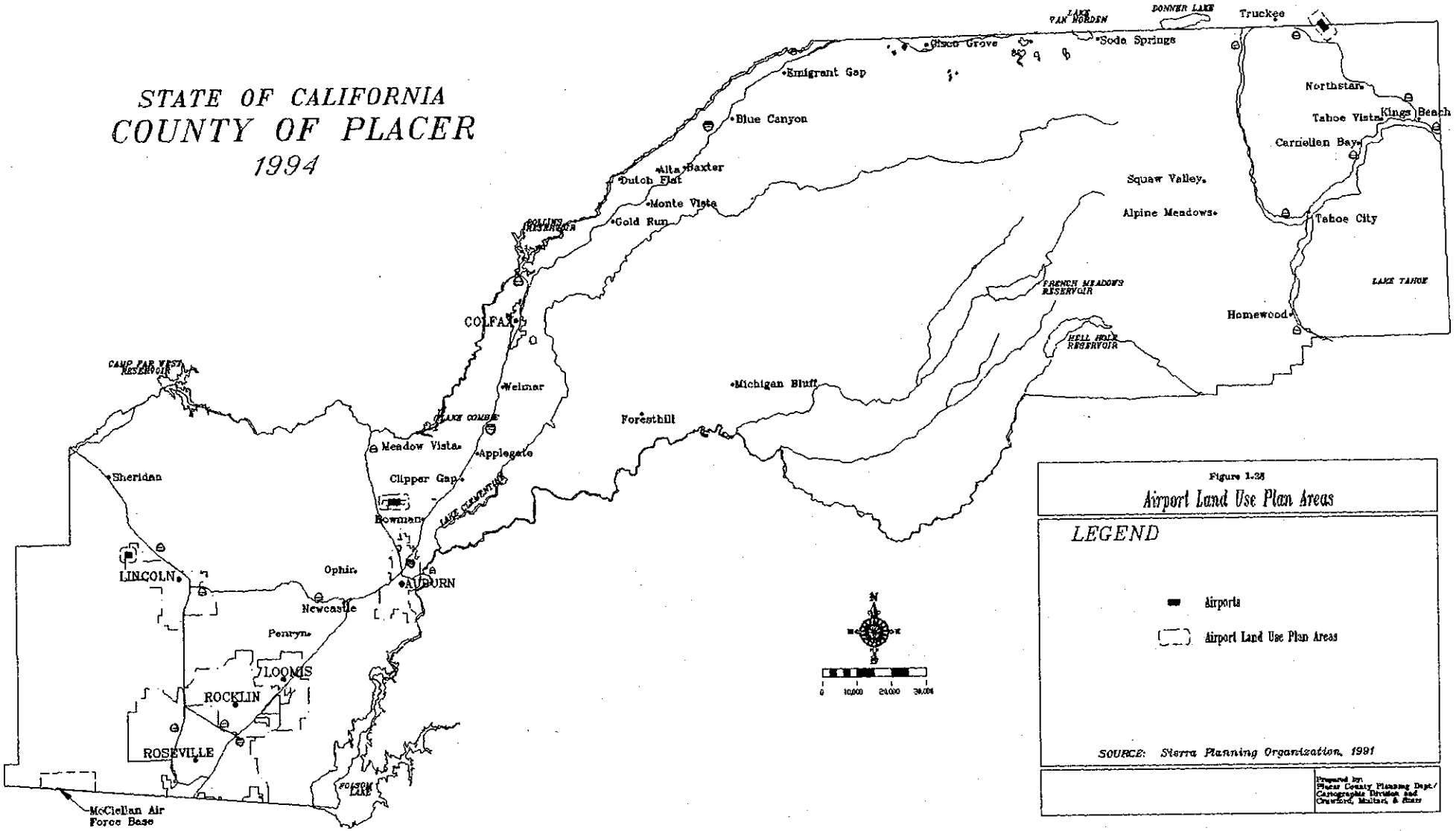
The Lincoln Airport lies entirely within the city limits of the City of Lincoln. However, the airport land use plan affects both incorporated and unincorporated lands. The City of Lincoln's adopted sphere of influence does not extend to all the areas surrounding the airport subject to regulation by the airport land use plan, and therefore the County General Plan must also be consistent with the airport land use plan. The County General Plan designates these areas for agricultural uses on large lots (20 acres or more). However, if the City's sphere of influence is revised to include the area around the airport, the City should apply appropriate land use designations upon annexation that are consistent with the airport land use plan.

The Auburn Airport is outside the current city limits but within the City's planning area and sphere of influence, meaning that it could eventually be annexed. At present, land use surrounding the airport is governed by the County General Plan, which designates much of the land as open space and agricultural lands on parcels of 20 acres or more.

The Truckee-Tahoe airport lies within the Martis Valley community plan area. Much of the land surrounding the airport is developed with a variety of land uses, including commercial, industrial and residential. However, the runway climb-out extensions (areas at the end of the runways over which planes take off and land) are directed over an undeveloped area that includes forest and open space, that is consistent with the airport land use plan.

SOLID WASTE MANAGEMENT PLAN

The Placer County Solid Waste Management Plan (CoSWMP) was approved by the County in December 1989 as a revision to the County's previous plan. The 1989 revision complies with the new requirements


STATE OF CALIFORNIA
COUNTY OF PLACER
1994
LAKE VAN NORDEN
DONNER LAKE
Truckee
Cisco Grove
Soda Springs
Emigrant Gap
Blue Canyon
Alta
Baxter
Dutch Flat
Monte Vista
Gold Run
COLFAX
Weimar
Meadow Vista
Applegate
Clipper Gap
Bowman
Sheridan
LINCOLN
Ophir
AUBURN
Newcastle
Penryn
LOOMIS
ROCKLIN
ROSEVILLE
McClellan Air Force Base
FOLSOM LAKE
Michigan Bluff
Foresthill
FRENCH MEADOWS RESERVOIR
HELL HOLE RESERVOIR
Squaw Valley
Alpine Meadows
Northstar
Tahoe Vista
Kings Beach
Carnelian Bay
Tahoe City
LAKE TAHOE
Homewood
0 10,000 20,000 30,000
Figure 1-3B
Airport Land Use Plan Areas
LEGEND
Airports
Airport Land Use Plan Areas
SOURCE: Sierra Planning Organization, 1991
Prepared by:
Placer County Planning Dept./
Cartographic Division and
Crawford, Multari, & Starr

for the identification of an implementation schedule, the designation of existing and proposed solid waste facilities sites, and the presentation of management alternatives for the short term (5 years) mid-term (10 years) and long-term periods (25 years). The current plan is a complete update of the previous plan. A Source Reduction Recycling Element was approved by the Integrated Waste Management Board in February 1994. This element is the first element to be adopted as a part of a new Integrated Waste Management Plan which will eventually replace the CoSWMP.

Effective in 1990, the state laws concerning solid waste management planning were revised to require a more extensive "integrated waste management plan". Accordingly, the County will be required to prepare a plan that complies with the new requirements by 1994.

Two landfills are currently permitted and operating in Placer County. The Western Regional Sanitary landfill serves the cities of Roseville, Rocklin, Lincoln, Auburn and Loomis, as well as the western unincorporated portion of Placer County, including the Foresthill and Meadow Vista areas. The Eastern Regional Sanitary Landfill serves the eastern half of the county between Colfax and the Lake Tahoe area. In addition, there are two county owned and privately operated solid waste transfer stations located at Meadow Vista and Foresthill. Three other privately owned and operated transfer stations are located in Auburn, Dutch Flat and Roseville. Waste from all transfer stations except Dutch Flat are taken to the Western Regional Landfill. Waste from Dutch Flat is taken to the Eastern Regional Landfill.

Table 1-18 summarizes these facilities by type and remaining capacity (in years). Figure 1-29 illustrates the location of active and inactive landfill sites and transfer stations.

State law requires that existing and proposed solid waste sites be consistent with applicable city or county general plans. A county is not allowed to approve changes of land use adjacent to existing or proposed solid waste sites without making a finding of consistency with the Solid Waste Management Plan and County General Plan. In Placer County, a special zoning designation (SP) has been assigned to land adjacent to existing and proposed solid waste sites to assure that land use compatibility is maintained.

In 1987, Assembly Bill 1462 required revisions to solid waste management plans to include the identification of the remaining capacity of existing solid waste disposal sites. Under this law, if a solid waste disposal site has a remaining capacity of eight years worth of solid waste, the solid waste management plan must identify an area or areas reserved for the expansion or relocation of the waste site, consistent with the County General Plan. If, because of environmental or other factors a suitable site cannot be located, the law requires the plan to identify a program for the disposal of solid waste in excess of the remaining capacity.

TABLE 1-18

SOLID WASTE DISPOSAL FACILITIES[1]
Placer County, 1991

Facility	Remaining Capacity (Years)
Western Regional Sanitary Landfill	25-27 [2]
Eastern Regional Sanitary Landfill	19 [3]
Auburn Transfer Station	20
Meadow Vista Transfer Station	20
Foresthill Transfer Station	20
Berry Street Mall	20
Dutch Flat Transfer Station	25-30

1 Capacity measured in years assumes a steady population increase of 3% compounded annually, and does not account for the effectiveness of recycling efforts which will increase the remaining life of each landfill. Solid waste generation rates average 4.7 pounds per capita per day for the entire county (incorporated and unincorporated areas).

2 Planned expansion of the landfill will increase its useful lifetime to 60 years.

3 The Eastern Regional Sanitary Landfill is to close in 1994. A material recovery and transfer facility is to be completed in 1994.

Source: *Placer County Solid Waste Management Plan*, 1988.

Based on the remaining capacities of the solid waste facilities, the Solid Waste Management Plan does not anticipate the need to identify sites for new landfills until after 1999. The County also plans to implement closure plans for three inactive landfills (Loomis, Foresthill and Meadow Vista).

HAZARDOUS WASTE MANAGEMENT PLAN

The Placer County Hazardous Waste Management Plan (CHWMP) was approved in March, 1988. The plan is currently being reviewed by the State Department of Health Services, but has not yet been accepted. The plan contains descriptive background information and policy guidance for: current hazardous waste generation; projected hazardous waste generation by the year 2000; hazardous waste treatment, storage, or disposal facilities; hazardous waste reduction; siting of hazardous waste facilities; and implementation. The Hazardous Waste Management Plan was prepared for the Placer County Health Department, Division of Environmental Health.

In 1988, Placer County generated about 4,800 tons of hazardous waste. This total is expected to increase to about 6,700 tons per year by the year 2000. Currently, all of Placer County's hazardous waste is transported out of the county to treatment and disposal facilities. The hazardous Waste Management Plan states that Placer County does not now produce enough hazardous waste to justify a treatment or disposal facility, nor is it projected in "the foreseeable future", based on a 3 percent annual industrial growth rate between 1988 and the year 2000. The plan also identifies a comprehensive set of siting criteria for hazardous waste facilities and identifies areas of the county where such criteria might be applicable upon

more detailed site-specific investigations. The Placer County Agricultural Commission currently has a storage permit for pesticide waste, but has not stored any waste since 1985.

The county does not currently have any industries permitted to provide on-site treatment or disposal of hazardous materials. Many of the large-quantity users recycle their materials on-site. The County encourages on-site treatment for large-quantity generators and is implementing source reduction strategies including household waste collection and education programs.

AIR QUALITY MANAGEMENT PLAN

In 1988, the California Clean Air Act (CCA) was signed into law. The CCA requires the APCD to prepare and adopt an Air Quality Management Plan which demonstrates how the state air quality standards will be attained and maintained. The plan must, therefore, discuss the sources of emissions, how the amount of these emissions is expected to change in the future, and emission control strategies. The CCA designates Placer County as a "severe" nonattainment area for the state 1-hour ozone standard (0.09 parts per million). Among the requirements of the CCA is that non-attainment areas reduce the emission of non-attainment pollutants, or their precursors, by 5 percent per year until the standard is achieved. The CCA requires the following:

- No net increase in emissions of nonattainment pollutants or their precursors from any new or modified source.
- Application of Best Available Control Technology (BACT) to existing emissions sources.
- Implementation of all reasonably available transportation control measures, and a program to achieve a "substantial reduction" in the growth rate of passenger trips and miles travelled.
- Demonstration that the control measures will achieve at least a 40% reduction in ozone precursor emissions (Reactive Organic Gases and Nitrogen Oxides) countywide compared to 1987 levels.

The County has adopted a Clean Air Plan (CAP) as required by the CCA that contains strategies to meet the goals outlined above. Implementation of control measures contained in the CAP are *not* expected to result in attainment of emission reduction goals required by the year 1994, or within the time frame of the plan. Thus, the APCD does not expect that the plan will be approved by the State Air Resources Board (ARB).

Should the plan not be approved by the ARB, the CCA requires that "all feasible measures" be undertaken to reduce emissions. Since the plan has not yet been sent to the ARB for approval, the APCD has not yet begun to formulate additional strategies to meet the requirements. However, the additional control strategies could include restrictions on development and new land use regulations to attain a better balance between jobs and housing. The Clean Air Plan states that the update of the County General Plan should emphasize the need to coordinate land use, transportation and air quality planning. The update of the General Plan will address these issues.

REGIONAL PLANS

State law requires councils of government (COGs) to prepare regional housing plans for all cities and counties within their jurisdiction. Placer County is an interesting case because the county is split by three regional planning agencies: Sacramento Area Council of Governments (SACOG), Sierra Planning Organization (SPO), and the Tahoe Regional Planning Agency (TRPA). The jurisdictional boundaries of these organizations are illustrated by Figure 1-30.

SACOG is an association of four counties and 14 cities serving the entire counties of Sacramento, Sutter, Yolo and Yuba, and the Cities of Lincoln, Rocklin, and Roseville in Placer County. SACOG is an advisory agency to local governments on matters of interjurisdictional concern, including transportation, housing, water quality, land use and air quality. SACOG has prepared housing allocation plans, as required by state law, that affect Placer County in the three cities identified above. The Housing Allocation plan is discussed in detail in Chapter 2, Housing. SACOG has also prepared a regional transportation plan that affects the same area. At the time of writing, a draft of this plan had just been completed and a draft EIR prepared. The plan encourages alternate forms of transportation, ridesharing and other efforts to reduce trips, especially commuter trips.

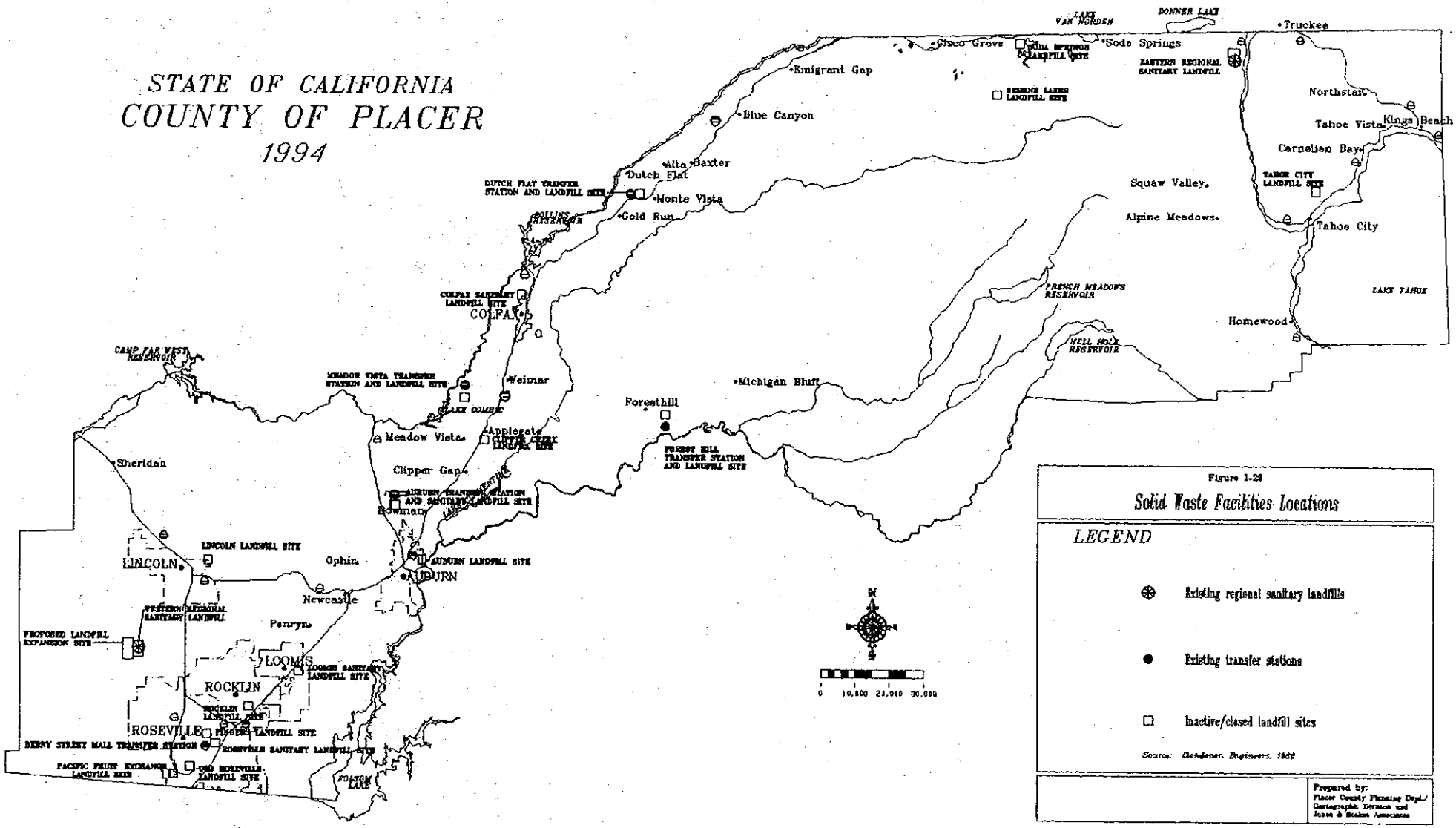
SPO performs the same function as SACOG for the remaining portions of Placer County, El Dorado Nevada, and Sierra Counties, and the Cities of Auburn, Colfax, and Loomis in Placer County. SPO has the responsibility of preparing the housing allocation plan for the cities of Auburn, Colfax and Loomis, as well as the unincorporated portion of Placer County. The allocations for the cities of Lincoln, Rocklin and Roseville are prepared by SACOG. In addition to housing, SPO also operates as the Sierra Economic Development District that includes Nevada, El Dorado, Placer and Sierra counties, and also sits as the Airport Land Use Commission for the Lincoln, Auburn and Tahoe-Truckee Airports.

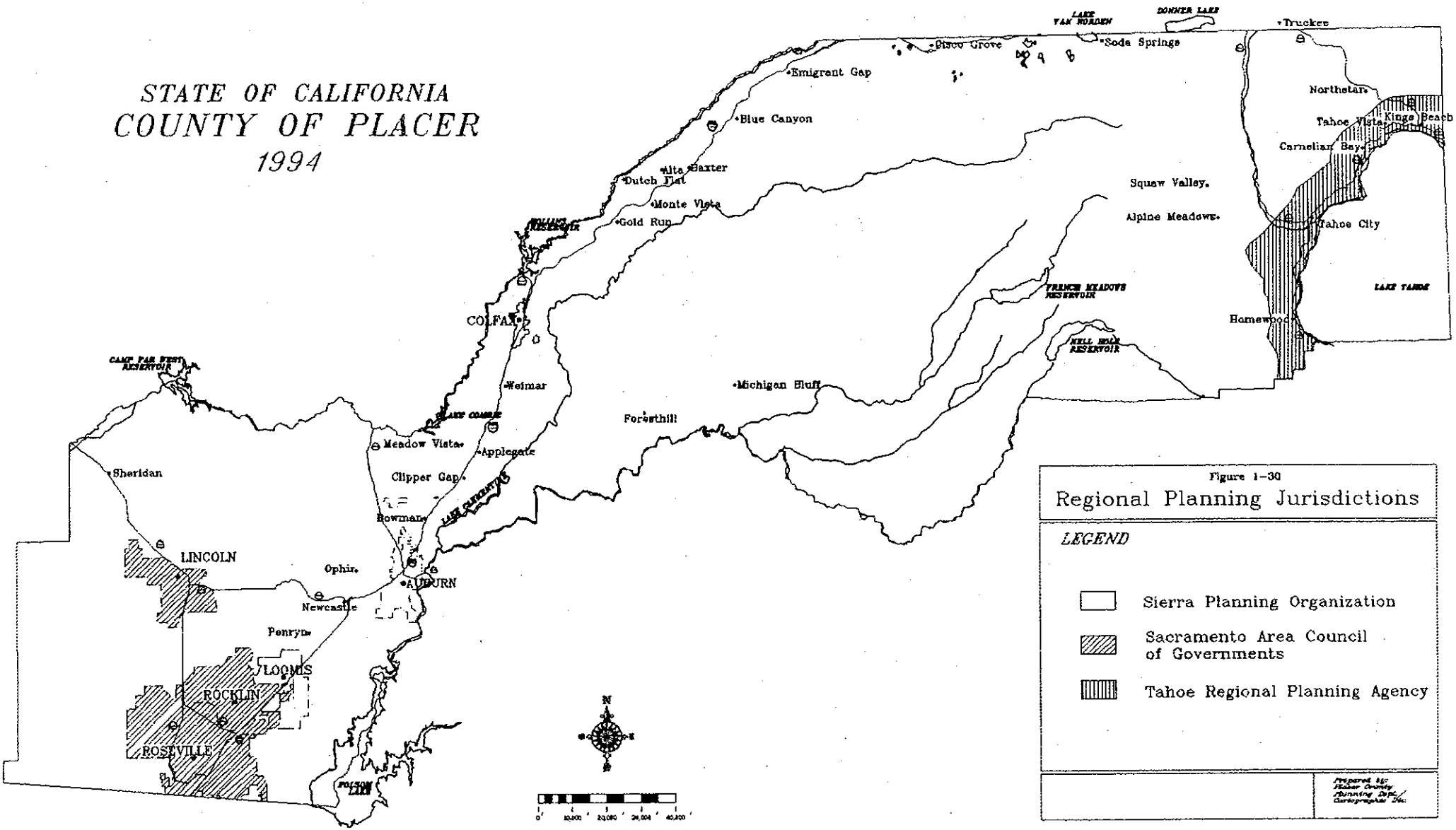
TRPA is a federally mandated agency that oversees development within the Lake Tahoe Basin in Nevada and California. As such, TRPA is exempt from the California requirement to prepare housing allocation plans, but has established an allocation system for both residential and commercial land uses (see below).

Lake Tahoe Basin Regional Plan

The Tahoe Regional Planning Compact, as amended in 1980, establishes a bi-state planning framework to manage the land use and resources of the Lake Tahoe region which includes the lake, portions of the Truckee River watershed near Tahoe City and the drainage area which feeds into it from the surrounding mountains with the exception of a portion of the lake's watershed in Alpine County. To carry out the mandate of protecting the resources of the Lake Tahoe region, the compact also established the Tahoe Regional Planning Agency (TRPA) who exercises land use controls in the Lake Tahoe basin, about one third of which lies within Placer County (the other two-thirds lie in El Dorado County and in the State of Nevada).

TRPA prepared the Lake Tahoe Basin Regional Plan (LTBRP) in 1986. The regional plan is organized much like the general plan of a city or county, and is divided into three parts: a *Regional Goals and Policies Plan* that sets the basic policy direction for the region as a whole; the *Plan Area Statements* that address policies, regulations and programs for specific areas within the basin; and the *Environmental Threshold Carrying Capacities* that set standards for water and air quality, soils, wildlife, fisheries, plant life, scenic quality and recreation. Together the "elements" constitute the Lake Tahoe Basin Regional Plan. In Placer County, the Plan Area Statements of the Lake Tahoe Regional Plan serve as the community plans for the unincorporated communities in the basin.


STATE OF CALIFORNIA
COUNTY OF PLACER
1994
Truckee
Donner Lake
Lake Van Norden
Cisco Grove
Soda Springs
Emigrant Gap
Blue Canyon
Alta
Baxter
Dutch Flat
Monte Vista
Gold Run
Squaw Valley
Alpine Meadows
Northstar
Tahoe Vista
Kings Beach
Carnelian Bay
Tahoe City
Homewood
Lake Tahoe
French Meadows Reservoir
Hell Hole Reservoir
Michigan Bluff
Foresthill
Weimar
Meadow Vista
Applegate
Clipper Gap
Sheridan
Auburn
Ophir
Newcastle
Penryn
Loomis
Rocklin
Roseville
Lincoln
Colfax
Camp Far West Reservoir
Folsom Lake
Eastern Regional Sanitary Landfill
Tahoe City Landfill Site
Dutch Flat Transfer Station and Landfill Site
Colfax Sanitary Landfill Site
Meadow Vista Transfer Station and Landfill Site
Auburn Landfill Site
Lincoln Landfill Site
Western Regional Sanitary Landfill
Proposed Landfill Expansion Site
Loomis Sanitary Landfill Site
Placer Landfill Site
Roseville Sanitary Landfill Site
Old Roseville Landfill Site
Pacific Fruit Exchange Landfill Site
Berry Street Mail Transfer Station
Forest Hill Transfer Station and Landfill Site
0 10,800 21,040 30,000
Figure 1-20
Solid Waste Facilities Locations
LEGEND
Existing regional sanitary landfills
Existing transfer stations
Inactive/closed landfill sites
Source: Gerdeman Engineers, 1993
Prepared by:
Placer County Planning Dept./
Cartographic Division and
Jones & Stokes Associates


STATE OF CALIFORNIA
COUNTY OF PLACER
1994
LAKE VAN NORDEN
DONNER LAKE
Truckee
Soda Springs
Cisco Grove
Emigrant Gap
Blue Canyon
Alta
Baxter
Dutch Flat
Monte Vista
Gold Run
Squaw Valley
Alpine Meadows
Northstar
Kings Beach
Tahoe Vista
Carnelian Bay
Tahoe City
LAKE TAHOE
FRENCH MEADOWS RESERVOIR
HELL HOLE RESERVOIR
Homewood
COLFAX
Weimar
Michigan Bluff
Foresthill
Meadow Vista
Applegate
Clipper Gap
Sheridan
Bowman
LAKE CLEMENTS
LINCOLN
Ophir
AUBURN
Newcastle
Penryn
LOOMIS
ROCKLIN
ROSEVILLE
FOLSOM LAKE
N
Figure 1-30
Regional Planning Jurisdictions
LEGEND
Sierra Planning Organization
Sacramento Area Council of Governments
Tahoe Regional Planning Agency

The primary goal of the plan is environmental protection and the encouragement of recreation-oriented land uses. The plan promotes infill, in that no new areas are proposed for expanded urban development. One of the policies of the plan is that the "development right" of one residential unit is granted for each of the 16,000 parcels in the basin, unless otherwise restricted. This means that developers of multi-family projects must obtain development rights for each unit proposed. Furthermore, the plan prohibits any new subdivisions and establishes an allocation system for commercial and residential lands within the basin. Placer County has been allocated about 140,000 square feet of new commercial development which is allocated among the various communities, and an allocation of between 60 - 100 new dwelling units per year over the ten year life of the plan. The allocations are distributed by random selection and on a first-come, first served basis.

In addition to the Lake Tahoe Basin Regional Plan, TRPA has adopted a number of other programs. A water quality control plan was prepared pursuant to Section 208 of the Federal Clean Water Act. TRPA has also adopted a Code of Ordinances which regulates land uses within the area of their jurisdiction, much like a Zoning Ordinance. They have participated, with the County, in developing community plans for specified areas of land within Placer County's portion of the basin. These community plans will eventually replace the Plan Area Statements contained within the Regional Plan. Lastly, they have an evaluation system which evaluates the "buildability" of property in the Tahoe Basin. This program, the Individual Parcel Evaluation System (IPES) assigns a score to each parcel within the basin. Above a particular threshold the parcel is considered to be buildable. Below a certain threshold, or "below the IPES line", a parcel typically cannot be built upon although its development rights may be transferred or sold.

Five Placer County communities lie within the Lake Tahoe Basin: Kings Beach, Tahoe City, Homewood, Tahoma, and Ward Valley. The Plan Area Statements for these communities are further broken down into specific development regulations and policies that establish allowable land uses, residential densities and improvement programs. Many of these Plan Area Statements will eventually be superseded by the adoption of community plans by Placer County and TRPA. The Plan Area Statements in Placer County are listed below:

Tahoe City
Fairway Tract
Burton Creek
Fish Hatchery
Lake Forest
Dollar Hill
Highlands
Watson Creek
North Star
Carnelian Woods
Flick Point/Agate Bay
Kingswood West
Tahoe Vista Commercial
North Tahoe Recreation Area
Kingswood East
Woodvista
Kings Beach Commercial
Brockway
Tahoma Residential
Tahoe City Industrial
Lower Truckee
Rocky Ridge
Lake Forest Glen
Lake Forest Commercial
Dollar Point
North Tahoe High School
Cedar Flat
Carnelian Bay
Carnelian Bay Subdivision
Martis Peak
Tahoe Estates
Tahoe Vista Subdivision
Snow Creek
Kings Beach Industrial
Kings Beach Residential
Mount Rose
North Stateline Core
Tahoma Commercial

Chambers Landing	Homewood/Tahoe Ski Bowl
McKinney Tract	Homewood Commercial
Homewood Residential	Tahoe Pines
Blackwood	Lower Ward Valley
Sunnyside/Skyland	Timberland
Upper Ward Valley	Alpine Peaks
Talmont	Tahoe Park/Pineland
Tavern Heights	Mark Twain Tract
Granlibakken	64 Acre Tract

GENERAL PLANS OF SURROUNDING COUNTIES

Placer County borders five other counties: Yuba, Sacramento and Sutter Counties lie to the west, Nevada County lies to the north, and El Dorado County to the south. Four of the five counties are currently in the process of updating their general plans. Yuba County recently initiated an update of the land use and circulation elements of its general plan.

Although adjoining counties cannot control each other's planning decisions, there is no question that the land use policies of one county can have social, environmental, and economic consequences across the county line. Consultation and coordination between adjoining counties regarding general plan updates can help minimize potential conflicts between land use designations and policies in each general plan.

South Sutter County Draft General Plan Amendment

In February 1992, Sutter County adopted the *South Sutter County General Plan Amendment*, which covers a 36 square mile area in the extreme southwest corner of the county (the area is shown on Figure 1-36, *Areas of Potential New Development*, following page 1-61). A subsequent Sutter County Board of Supervisors overturned the approval of the plan. Due to litigation, it is not currently known whether or not the project will be developed.

The plan area is bounded by the Yolo, Sacramento and Placer County lines, and is immediately west of the Dry Creek/West Placer community plan area in Placer County. The plan envisions four "towns" that would be composed of a full range of urban land uses, including residential, commercial, business park (industrial), and open space/parkland. Buildout of this plan could accommodate as many as 57,000 new households and a population of about 142,000 by the year 2020. Land designated for business parks is expected to provide jobs for 97,000 workers.

The plan area is crossed by State Highway 99, and the plan also shows a proposed alignment of State Route 102 which was being evaluated by the State to connect Interstate 5 near Elkhorn, with Interstate 80 near Auburn. Caltrans has studied various alignments for this connection and has identified three possible alternatives, the southern-most of which could pass through the plan area. This route would connect with Interstate 80 near Newcastle and pass through the northern portion of the City of Roseville before proceeding west through south Placer County and Sutter County. In place of the further analysis of the Route 102 corridor, Caltrans has initiated an analysis of the Interstate 80 corridor. An Interstate 80 multi-modal study contract has been awarded but the work has not yet been initiated. This analysis would examine a number of alternatives for the further development of the Interstate 80 corridor prior to any consideration of a Route 102.

Although one of the goals of the South Sutter General Plan is to balance jobs with housing, the potential development of Route 102 would also make new Sutter County jobs more accessible to Placer County residents. While the proposed plan would help provide needed housing for the region and could provide needed jobs, it would likely increase traffic between Placer County and southern Sutter County as workers commute between the job and housing centers of the two counties. Compatibility and growth-inducing impacts with the agricultural operations in the western Dry Creek/West Placer community plan area would need to be carefully evaluated if the plan was implemented.

Sacramento County General Plan

Sacramento County recently completed the process of updating their general plan in December 1993. The Land Use Element contains goals, policies and programs to guide land use in the 555,000 acres of the unincorporated county for the next 20 years. Following are summaries of the policies:

- Maximize the use of the urban area;
- Minimize consumption of the non-urban area;
- Relate land use with transit
- Reduce vehicle trips and minimize the number of vehicle miles travelled;
- Reduce emission of air pollutants;
- Provide diverse housing types;
- Configure the design of the urban area in an efficient manner.

The plan emphasizes the use of "transit oriented development" (TOD) as a means of accomplishing transit, air quality, and resource conservation goals.

Sacramento County uses community plans to guide land use decisions in its many unincorporated communities, much the way Placer County does. The community plans must be consistent with the overall goals, policies, and programs of the general plan.

The City of Sacramento is the largest city in the region, and a major job center for workers within Sacramento County and the surrounding counties. Interstate 80 connects Sacramento with Roseville and Rocklin, the largest employment centers in Placer County, before proceeding east over the Sierras to Lake Tahoe and Reno, Nevada. Both Sacramento and Placer counties can expect continued development pressure along this corridor. The update of the Placer County General Plan should carefully consider the land use designations in the Dry Creek/West Placer community plan area between Roseville and Sacramento to make sure the present agricultural operations will continue to be protected.

According to the general plan for Sacramento County, the I-80 corridor may also provide an opportunity for transit oriented development, in that much of the undeveloped land suitable for development lies within 2000 feet of this transit route.

El Dorado County General Plan

El Dorado County is also updating its general plan. A *Draft Goals and Objectives Statement* was published in December 1991. This document provides a list of general goals and objectives to guide land use decisions in the county for the next 20 years.

County staff working on the draft plan do not expect future development accommodated by the updated plan to adversely affect Placer County. One possible exception is the Cool-Pilot Hill area which is just

north of Folsom Reservoir along the American River and adjacent to Highway 49, which connects the City of Auburn with the City of Placerville in El Dorado County. The Cool-Pilot Hill area is predominantly rural residential, with lots ranging in size from 1 to 10 acres. The area plan for the Cool-Pilot Hill area was adopted in 1982 and projects an annual average growth rate of about seven percent (100-200 people per year). If this plan area is expanded and higher densities are allowed under the updated plan, the traffic generated on Highway 49 could adversely affect Placer County in the Auburn area.

Nevada County General Plan

Nevada County is also in the process of updating the general plan and expects to have a number of alternatives identified by the summer of 1992. Discussions with county staff working on the draft plan suggest that expanded commercial and residential development along the Highway 49 corridor between the City of Grass Valley and the City of Auburn could increase traffic in Placer County and compete with other commercial businesses along this corridor. However, staff expect policies in the draft plan to promote continued urban development within existing urban areas to mitigate this potential impact.

Yuba County General Plan

Yuba County's general plan was adopted in 1982. Because of recent development pressures and the age of the general plan, the County is currently starting the update process. County staff indicate a sizeable backlog of development applications, with as many as 15,000 new residential lots currently proposed. Most of the new development is occurring south of the City of Marysville and along the Highway 65 and Highway 70 corridors, and east of the community of Wheatland.

The adopted general plan designates the area adjacent to Placer County as agriculture on large lots. To date, there are no plans for major new development in this area that would adversely effect Placer County or be inconsistent with present or planned land uses.

1.9 STATE AND FEDERAL PLANS

The nature of any land use policies or plans adopted for federal or state-owned land within the county are important to the general plan update process because the management and use of such public lands can have significant effects on surrounding land uses. Because federal and state agencies are generally not subject to the policies and plans adopted by local governments such as Placer County, an understanding of the concerns of federal and state agencies is vital to ensure effective interjurisdictional cooperation and coordination during the County's planning process. The most significant public land holdings in Placer County managed by other than the County or the Cities are the lands subject to the jurisdiction of the U.S. Forest Service, the Bureau of Land Management, and the State of California Department of Parks and Recreation.

NATIONAL FOREST LAND AND RESOURCE MANAGEMENT PLANS (RMP)

Placer County contains portions of two national forests: El Dorado National Forest, which extends into the southeastern portion of the County, and Tahoe National Forest which covers much of the eastern part of the County. National Forests are managed by the United States Forest Service (USFS) which is part of the Department of Agriculture. Figure 1-31 shows the boundaries of the two national forests in Placer County.

PLACER COUNTY GENERAL PLAN

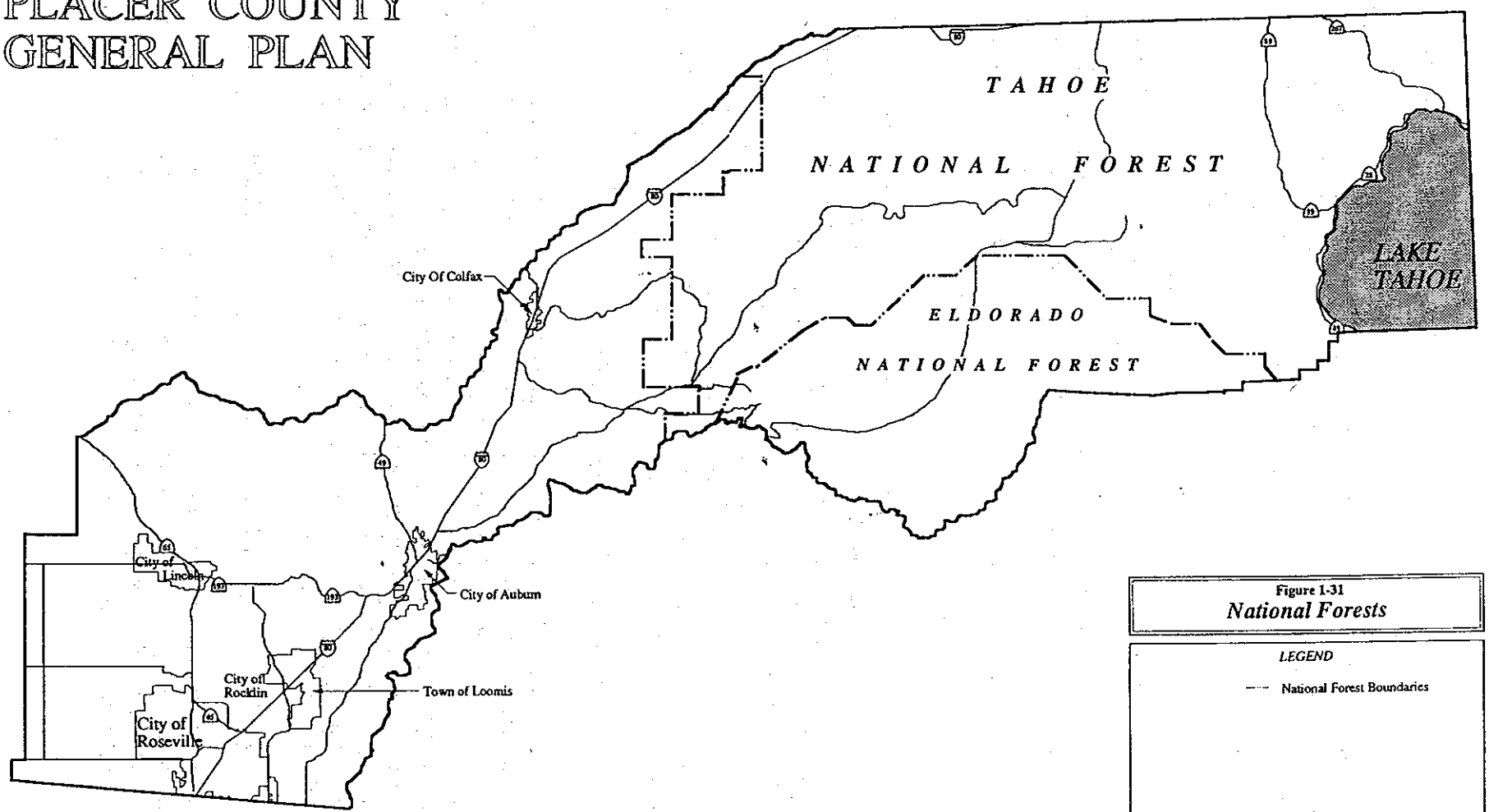


Figure 1-31
National Forests

LEGEND

National Forest Boundaries

SOURCE : U.S. Forest Service

Scale: 1" = 20,000'

Date: 7/7/92

Prepared by:
Crawford Multari & Starr

El Dorado National Forest contains 786,994 acres, which includes 190,270 acres of "in-holdings," which are properties still owned by private parties within the National Forest boundary. Tahoe National Forest contains about 1,175,535 acres with 681,000 acres under National Forest ownership and the remaining 381,161 acres under other ownership. Much of the land under other ownerships are in an "alternate section", or checkerboard pattern, with National Forest land surrounding private land. This ownership pattern has created problems with incompatible land use goals and objectives between the National Forest and other ownerships.

Land use decisions and resource management within the National Forests are outside the jurisdiction of Placer County, although the USFS seeks County input on major land use and policy decisions. However, activities and land use decisions within the National Forests can effect Placer County in a number of ways, especially to the extent that economic use and enjoyment of the Forest contributes to the economy and quality of life in Placer County.

In an effort to establish long-range planning and management of the national forests, Congress passed the *Forest and Rangeland Renewable Resources Planning Act of 1974* (RPA), and the *National Forest Management Act of 1976* (NFMA), that amended the RPA. These laws require comprehensive, long range forest plans to be prepared for each national forest that details, among other things, how the resources within the forest will be managed, used and preserved for the next 10 to 15 years. The management plans stress "multiple use" strategies that encourage the economic use of resources within the forest. Such resources include timber, water, and mineral resources, as well as recreation.

The National Forest Land and Resource Management Plan (RMP) for El Dorado National Forest was adopted in 1988. Highlights of the Plan include:

- Continuation of quarrying for road surfacing materials at several sites within the forest, but requires special use permits and mitigation plans that include reclamation bonds posted by the mineral lessee to help insure site restoration. Land where existing mining laws do not provide adequate protection of the environment will be recommended for withdrawal from mining.

- The plan identifies numerous small to large scale hydroelectric projects that are currently in various stages of the permit review process; none of these are within Placer County.

- Recreation opportunities are planned to be increased, including 4,017 acres of potential downhill ski sites.

- The plan identifies about 300,000 acres of suitable timber land, and would allow 137.2 million board feet per year to be harvested, which is about equal to historic timber production.

- A vigorous program of land exchanges, purchases and donations to help remedy the conflicts between National Forest ownership and private ownership surrounded by the Forest.

- No new major roads are proposed.

- Wild river designation is proposed for the Mokelumne River above Salt Spring reservoir; the Caples Creek area is proposed for wilderness designation by the California Wilderness Act of 1984.

The RMP for Tahoe National Forest is characterized as follows:

- Grazing and timber harvest activities are to be maintained near present levels throughout the next ten to fifteen years; an allowable timber harvest of 129 million board feet per year is established.

- Existing ski areas are proposed for expansion; new ski areas and other recreation sites are proposed.

- Existing developed public recreation areas are proposed for expansion.

- Habitat protection areas are proposed for rare and endangered species. In addition, the California spotted owl, which is considered sensitive, is found in the Forest.

- About 18,705 acres is proposed for wilderness designation under the California Wilderness Act of 1984.

- The North Fork of the American River will be managed as a "Wild and Scenic River", which means special management practices will be employed to preserve it in its natural state. The Plan identifies the Middle Yuba and South Yuba Rivers as candidates for Wild and Scenic designation. The Plan also recommends study of the Truckee and the upper Rubicon Rivers for possible designation as Wild and Scenic.

- Activities that diminish views from scenic roadways, wilderness areas and other sensitive viewsheds will be reduced or eliminated.

Both plans could have beneficial impacts on Placer County in that greater emphasis is placed on environmental protection, particularly along scenic views and habitat areas. Timber production is proposed to be reduced after fifteen years and recreation activities are proposed for expansion, which could increase tourist spending within the County. Both Forests will continue the program of consolidating ownership within the boundaries of the Forest, with existing private ownership being phased out through purchases, exchanges and donations. In both forests, timber harvest activities are declining and the allowable sale quantity of lumber is expected to drop approximately 80 million board feet pre year. this drop is due to an increased emphasis on wildlife protection.

An RMP was also adopted by the U.S. Forest Service for the Lake Tahoe Basin Management Unit. This plan has water quality protection rather than resource extraction as its major emphasis.

BUREAU OF LAND MANAGEMENT LAND

The Bureau of Land Management (BLM) is a federal agency within the U.S. Department of the Interior that administers federally owned lands which do not fall under the administration or jurisdiction of any other federal agency. BLM lands in Placer County are scattered along the foothills of the Sierras but outside the National Forests, and consist of several thousand acres along riparian corridors and some timber lands. The productive timber lands are managed for the timber resource value, while the riparian corridors serve as preserves.

The Bureau has prepared a management plan for the 22 counties within its western region that includes Placer County. The primary activities of the Bureau in these areas is a program of acquisition, exchange and/or donations to consolidate land holdings primarily along rivers in the County, especially the portion of those rivers designated as Wild and Scenic Rivers that lie outside of the National Forests. In addition to acquiring lands along rivers, the Bureau also makes land exchanges and acquisitions for other sensitive habitat areas, including wetlands and nesting and roosting areas for migratory water fowl. The Bureau

serves as the facilitator of these transactions and then turns the lands over to an organization such as the Land Conservancy for actual long-term management.

STATE PARKS

The California Department of Parks and Recreation administers state park land within two parks districts that include portions of Placer County. The American River District includes the foothills of Placer County, as well as portions of El Dorado and Sacramento Counties. In Placer County, the primary holding of the State Park system are the Folsom Lake State Recreation Area which provides boating, picnicking and other facilities along the shore of Folsom Lake, and the Auburn State Recreation Area, which is located at the confluence of the Middle and North Forks of the American River. Folsom Lake is owned by the Bureau of Land Management and the recreation facilities are administered by the State Parks Department. According to the Superintendent of the American River District, the state has no plans to acquire more land or expand facilities in Placer County.

The Sierra District of the State Parks system includes portions of the Lake Tahoe area outside the jurisdiction of the U.S. Forest Service. State-owned land includes portions of Donner State Park, Kings Beach State Recreation Area, Burton Creek State Park, Tahoe State Park, Ward Creek and Cold Stream Canyon which total about 2,500 acres. The Superintendent of the Sierra District indicates the state plans to acquire another 300 acres in the Cold Stream Canyon area and is interested in acquiring about 500 acres adjacent to Burton Creek State Park that is currently owned by the Tahoe-California Conservancy, a non-profit organization that purchases lands within the Tahoe basin for preservation and open space purposes. These acquisitions would bring the total state owned land in the Sierra District of Placer County to about 3,000 acres. The purpose of these acquisitions would be to expand present open space and recreation opportunities within the basin.

1.10 PATTERNS OF URBAN DEVELOPMENT

This section of the Background Report examines existing land use patterns in a different manner than the land use inventory information provided in Section 1.4 (page 1-15). The purpose of this section is to provide a general sense of what areas of the county are urban, suburban, and rural in character. Those qualitative categories of land use are intended to express how people experience different areas of the county. By describing the character of existing land use patterns in those terms, baseline information about the overall character of the county landscape can be established, which can then be used in the evaluation of proposed land use plan alternatives. These classifications can be used to assess the effects of proposed land use policy changes on overall county land use patterns, along with their more quantifiable physical impacts on traffic generation, water consumption, air quality, storm water runoff, and a wide variety of other conditions.

For the purposes of this Background Report, areas of urban, suburban, and rural character will be identified based on two primary characteristics: parcelization and land use. Parcelization will be represented both in terms of the number and size of existing parcels and the size of new parcels that could be subdivided under current zoning requirements. The types of land uses that determine urban, suburban, and rural character will be derived from existing zoning categories.

When evaluating the effects of proposed land use alternatives on area character, the population densities implied by minimum parcel size and the types of land uses allowed should be the primary measures of change.

UNINCORPORATED AREA PARCELIZATION

One indicator of unincorporated area character and places where change is most likely to occur is the extent of existing parcelization that has occurred and the size of the parcels. In general, the smaller the parcel size, the more urban the character of the area. The spatial distribution of parcel sizes throughout the county are shown by Figures 1-32, 1-33, and 1-34.

Figure 1-32 plots the location of Assessor's Parcel Map pages, each of which contain one or more individual parcels. Generally, the Assessor's map pages covering larger geographical areas contain fewer and larger parcels than the smaller map pages. Not surprisingly, the most (and smallest) map pages are within the cities in the foothill region from Loomis to Colfax and surrounding Lake Tahoe. Fewer, larger Assessor's map pages cover the farmlands in the west and northwest portions of the county and the publicly-owned forest lands in the mountains west of Lake Tahoe. Figure 1-33 shows the Assessor's map pages shaded to indicate the actual number of parcels per page, excluding the incorporated cities. For the most part, the same patterns shown by the distribution of Assessor's pages on Figure 1-32 prevail.

Figure 1-34 shows the parcel sizes allowed by existing zoning categories. The map distinguishes between areas where existing zoning will allow parcelization of "urban" character (two acres or less and industrial and commercial parcels), "suburban" parcels (three to 20 acres), and "rural" character (20 acres or larger).

DISTRIBUTION OF URBAN, SUBURBAN, AND RURAL LAND USES

Identification of areas of Placer County where existing land uses (and those allowed by the current general plan) are urban, suburban and rural in character will provide a basis for evaluating whether land use changes proposed as part of the general plan update will change area character. The zoning classifications of the Placer County Zoning Ordinance provide an effective means for identifying areas of urban, suburban, and rural character, because zoning determines both the types of new land uses that can be developed, and the minimum parcel size for new subdivisions. The existing zoning also provides a good general indication of the types of land uses that are most likely to already be developed.

In order to provide generalized mapping of urban, suburban and rural areas based on the existing zoning, the different zoning classifications established by the zoning ordinance have been combined into groups, as shown by Table 1-19.

PLACER COUNTY GENERAL PLAN

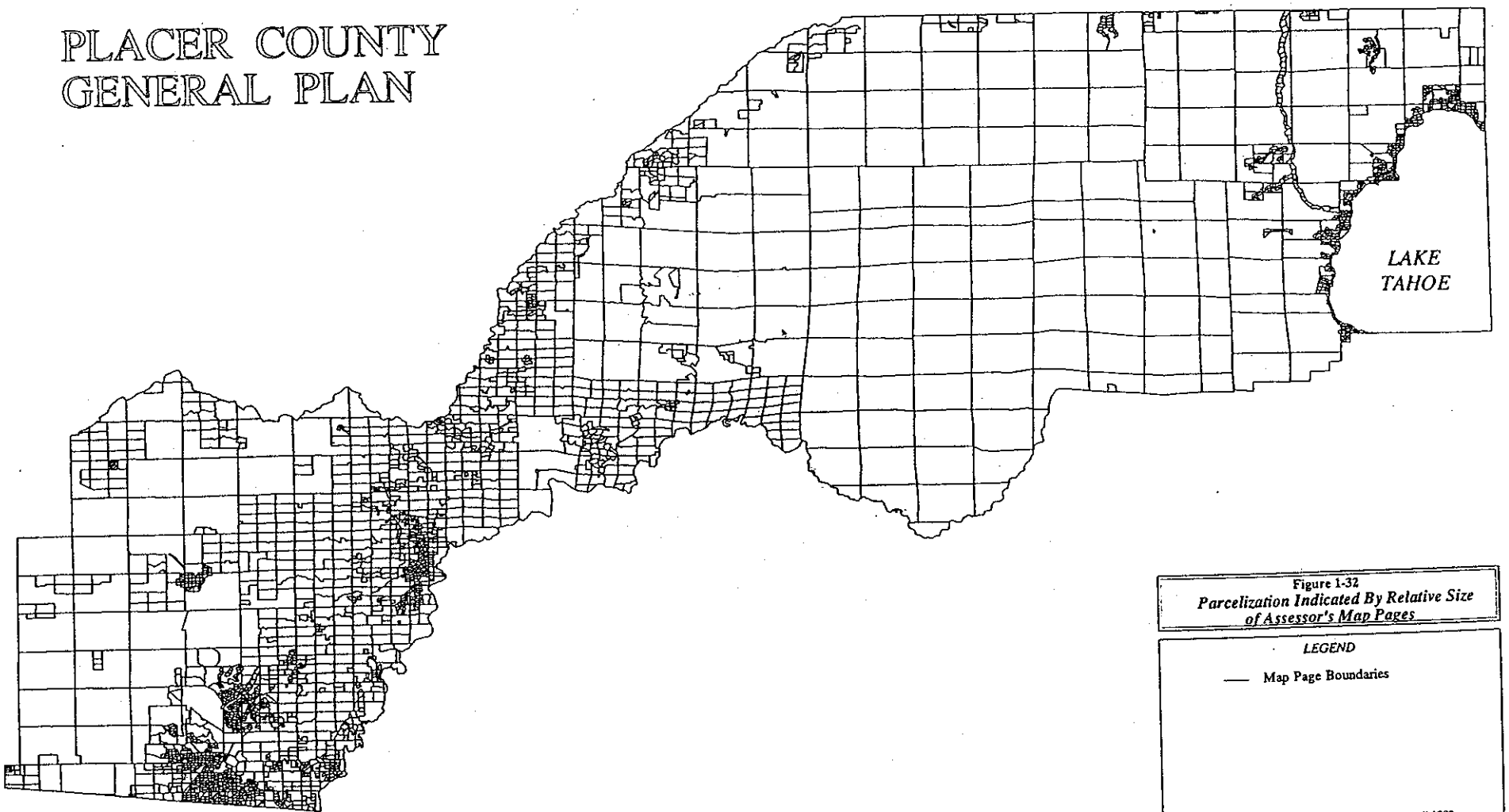


Figure 1-32
Parcelization Indicated By Relative Size of Assessor's Map Pages

LEGEND

— Map Page Boundaries

SOURCE : Placer County Assessor, April 1992

Scale: 1" = 20,000

Date: 7/7/92

Prepared by:
Crawford Multari & Starr

PLACER COUNTY GENERAL PLAN

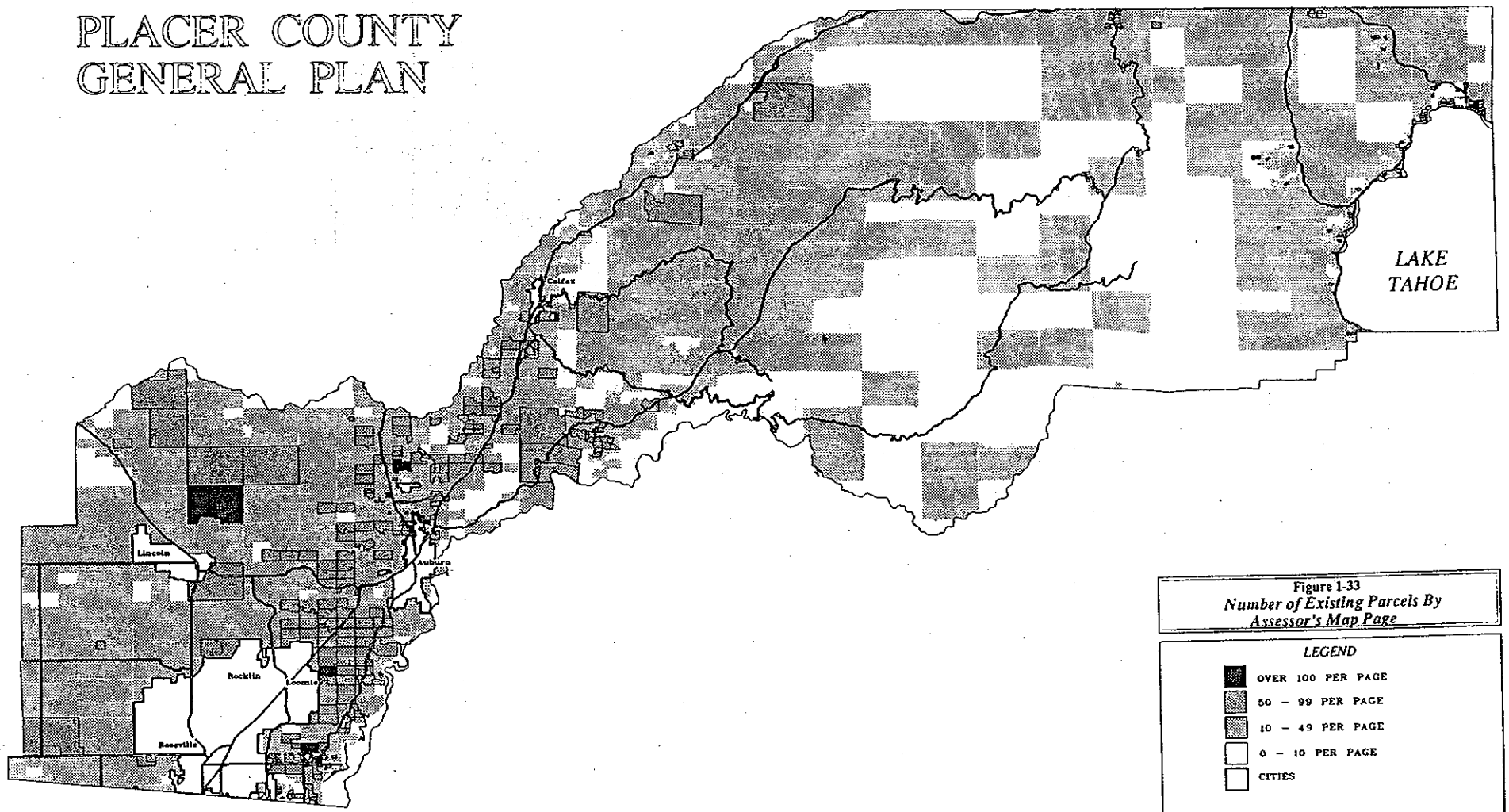


Figure 1-33
Number of Existing Parcels By Assessor's Map Page

LEGEND

- OVER 100 PER PAGE
- 50 - 99 PER PAGE
- 10 - 49 PER PAGE
- 0 - 10 PER PAGE
- CITIES

SOURCE : Placer County Assessor, April 1992

Scale 1" = 20,000'

Date: 7/1/92

Prepared by
Crawford Multari & Starr

PLACER COUNTY GENERAL PLAN

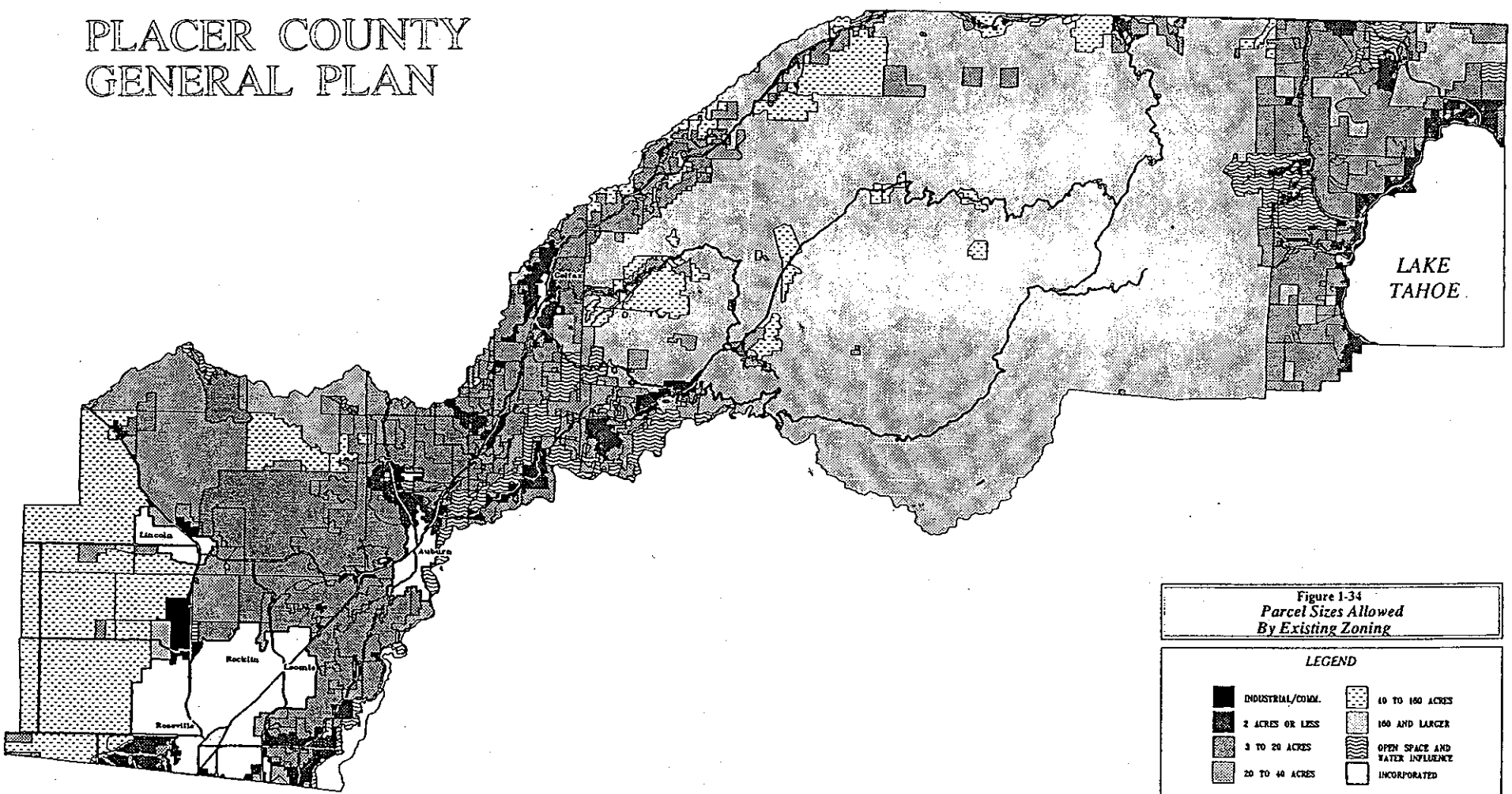


Figure 1-34
Parcel Sizes Allowed By Existing Zoning

LEGEND

- INDUSTRIAL/COMM.
- 2 ACRES OR LESS
- 3 TO 20 ACRES
- 20 TO 40 ACRES
- 40 TO 160 ACRES
- 160 AND LARGER
- OPEN SPACE AND WATER INFLUENCE
- INCORPORATED

SOURCE : Placer County Assessor, April 1992

Date: 7/7/92
Prepared by
Crawford Multari & Starr
Scale: 1" = 20,000'

TABLE 1-19

URBAN, SUBURBAN, AND RURAL ZONING CLASSIFICATIONS
Placer County

Area Character	Zoning Classifications[1]	Map Code
Urban Residential	Single Family Residential	R-1
	Medium Density Multiple Residential	R-2
	High Density Multiple Residential	R-3
	Single Family Residential, Tahoe	TR-1
	Low Density Multiple Residential, Tahoe	TR-2
	Multiple Residential, Tahoe	TR-3
Urban Commercial and Industrial	Motel District	TR-4
	Residential Professional	R-P
	Neighborhood Commercial	C-1
	General Commercial	C-2
	Heavy Commercial	C-3
	Limited Industrial	C-4
	Neighborhood Shopping Center	SC
	Highway Service	HS
	Airport	APT
	Industrial	M
	Industrial Park	MP
	Industrial Reserve	IR
Suburban Areas	Agricultural Residential	AR
	Forest Residential	FR
	Recreation and Forestry	RF
Rural Areas	Agricultural Exclusive	AE
	Farm	F
	Forestry	FOR
	Timberland Preserve	TPZ
	Open Space	O

Note: [1] Unclassified (U) and Water Influence (W) zoning classifications not shown.
Source: *Placer County Zoning Ordinance*, May, 1990.

The distribution of urban, suburban, and rural land uses implied by the existing zoning categories aggregated according to Table 1-19 is shown on Figure 1-35. Figure 1-35 provides a noticeably different indication of urban, suburban, and rural areas than the minimum parcel size ranges shown on Figure 1-34. The main differences appear in areas designated in the Farm (F) zone in western Placer County, because the Farm zone was classified as "rural" for the purposes of mapping patterns of urban development. Although the intent of the Farm zone is to identify areas primarily in commercial agricultural use, the minimum parcel sizes allowed in the zone vary considerably from the basic 200,000

PLACER COUNTY GENERAL PLAN

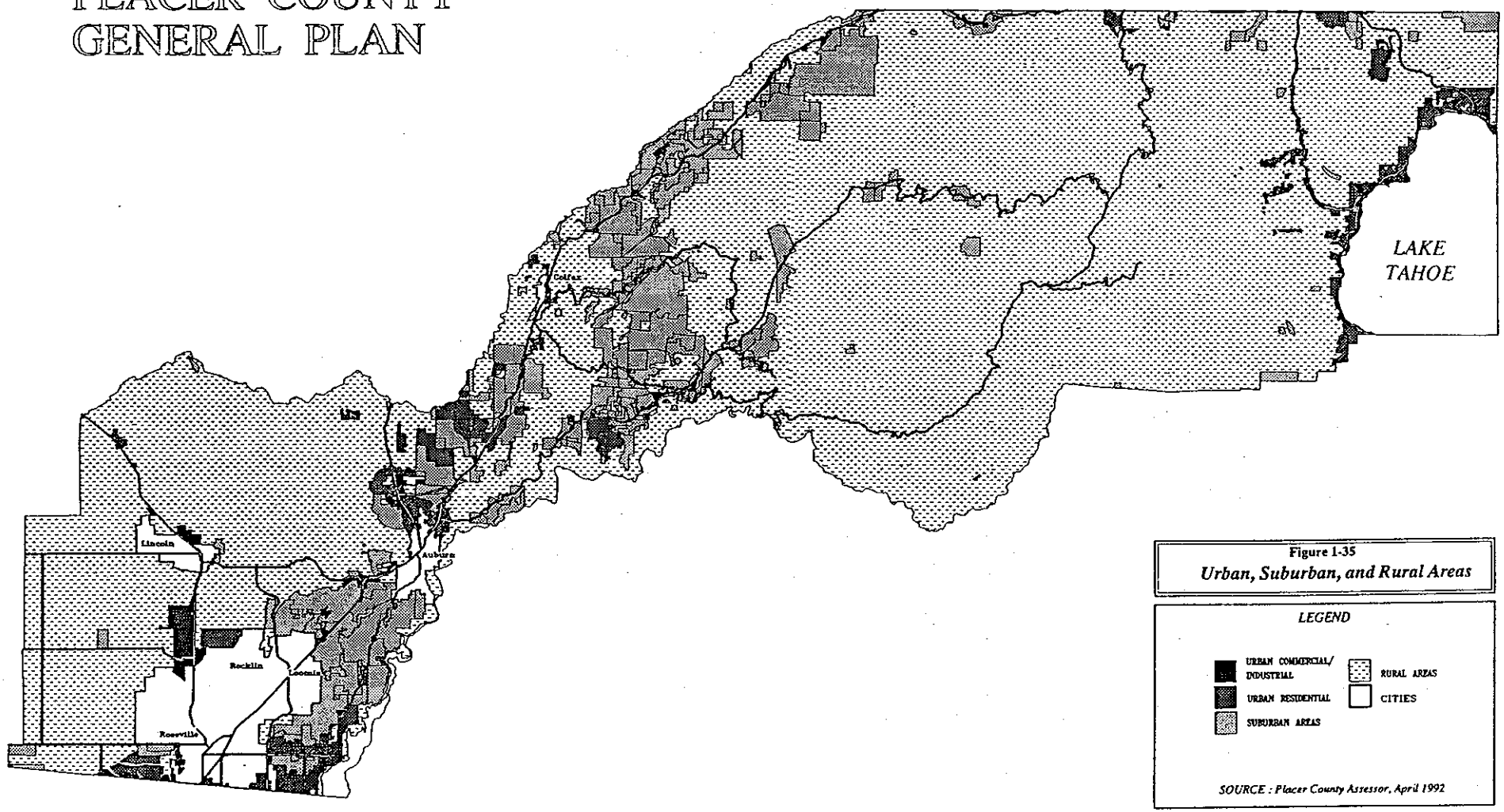


Figure 1-35
Urban, Suburban, and Rural Areas

LEGEND

- URBAN COMMERCIAL/ INDUSTRIAL
- URBAN RESIDENTIAL
- SUBURBAN AREAS
- RURAL AREAS
- CITIES

SOURCE : Placer County Assessor, April 1992

Scale: 1" = 20,000'

Date: 7/7/92

Prepared by: Crawford Multari & Starr

square foot minimum to 40-to-160 acre minimum parcel sizes required through the use of the Combining Building Site (-B) overlay zone.

MAJOR DEVELOPMENT PROPOSALS AND NEW GROWTH AREAS

The results of general plan land use policies are in large part determined by the actions of the private sector. Although the County has broad statutory authority to establish policies and regulations to guide the location, timing, and type of new development, private property owners and developers ultimately decide when and where they will propose new projects for County approval. Because property owners and developers can also participate in the updating of a general plan, they can offer both general suggestions and specific proposals for new development areas to be considered as part of the update process.

Predictably, the County's initiation of a comprehensive update to the general plan sparked considerable property owner interest about possible upgrades in the development potential of their land. The County received a variety of proposals from development interests hoping to see the general plan update redesignate their properties to allow more lucrative uses. Several of the proposals are extensive enough to be called "new towns", and their locations are shown on Figure 1-36. All the projects were proposed in areas currently vacant or designated for agricultural use, and involve changes in land use covering thousands of acres. (NOTE: The Countywide General Plan Policy Document and Land Use Diagram 1994 and the Dry Creek/West Placer Community Plan, as amended in 1994, provides for development opportunities in the areas described below as the Heritage of Bickford Ranch and the Villages of Dry Creek. The adopted General Plan provides for development which is different than that described below.)

The Heritage at Bickford Ranch consists of about 1,950 acres north of the Town of Loomis, west of the City of Auburn and southeast of the City of Lincoln. The project site lies among gently rolling foothills and is currently designated for agricultural use on 80 acre parcels; the site is presently subject to a Williamson Act agricultural preserve contract for which a notice of nonrenewal has been filed. The contract will be terminated in 1996. *The Heritage* is described by its proponents as a "recreation and residential development" that will consist of about 2,500 dwellings that range in density from estate-size lots of up to 2 acres, to high density development of 6-10 units per acre. A 27-hole golf course is proposed along with other recreation amenities such as tennis courts, an athletic club and hiking trails. The project could accommodate about 6,000 residents at buildout. The proponents anticipate that many residents would be retirees, with others expected to be employed executives. No phasing or time frame is provided in the plan.

Although the project is primarily a residential community, the plan designates about 14 acres for neighborhood-serving commercial uses. In addition to an elementary school site and two new parks, about 700 acres would be preserved as open space.

The site is currently vacant grazing land without the public services necessary for the intensity of development proposed. For this reason, a substantial investment in infrastructure improvements will be required, especially for a new sewage treatment plant.

The project plan of *The Heritage* suggests that few jobs will be created. Employed residents will most likely commute to job centers in the surrounding communities of Auburn, Roseville and Lincoln. Commuters will benefit from the project's proximity to Interstate 80, less than two miles to the east, and potentially by the Southern Pacific Railroad line that crosses the southern boundary

of the site, in the event that the line were to serve future commuter needs by connecting Placer County with Sacramento.

Placer Villages is located about midway between the City of Roseville and the Sutter County line in south Placer County, immediately north of the Dry Creek/West Placer Community Plan Area. This mixed-use project consists of about 16,040 acres, about one-half of which would be devoted to residential land uses. The plan envisions a cluster of "villages" that would include residential, neighborhood commercial, open parks and job centers. In the open space areas between the villages, the plan proposes to allow the continuation of small-scale farming activities. The overall intent of the project is to balance jobs and housing and to facilitate modes of transit other than the automobile. The total population accommodated by this plan would be about 82,000 residents within a time frame of about twenty years.

This project would require substantial new infrastructure improvements, and/or the upgrading of existing facilities, including sewage collection and treatment, water supply and distribution, roads, drainage and schools. Although the preliminary description of the project identifies possible purveyors of water and sewage treatment, it remains unclear which of these alternatives will be pursued. However, the project lies outside the sphere of influence of the City of Roseville and the South Placer Municipal Utility District, meaning that if services are proposed from these purveyors, their respective spheres of influence would need to be amended.

Stanford Ranch West is located north of the City of Roseville in the Sunset General Plan Area. The project consists of about 2,800 acres and is planned to accommodate about 11,000 new dwelling units over a time frame of about twenty years. This project is also designed to be a self sufficient community that provides housing, jobs, public facilities, and shopping opportunities. The projected buildout population is about 30,000 residents.

The project site is currently governed by three separate plans. A substantial portion of the site (about 2,200 acres) lies within the Sunset General Plan Area, and is presently designated for industrial land uses. Another 600 acres lies west of the Sunset Industrial Park and is designated for agricultural use by the Agriculture Element of the General Plan. About 1,500 acres of the project site is also within the adopted sphere of influence for the City of Roseville and is designated for industrial use by the Roseville General Plan. Preliminary information submitted with the project does not indicate how consistency with these plans will be resolved, although it does not appear that annexation to the City of Roseville is contemplated.

Sewage treatment is proposed through annexation to the South Placer Municipal Utilities District, although the project lies outside of its sphere of influence; if sewer service from SPMUD is contemplated, the District's sphere of influence would need to be amended. Other infrastructure improvements would be needed as well, including additional roads, schools and water distribution system. Careful coordination of the regional circulation system will be required, especially with the proposed Villages at Blue Oaks which will be adjacent to the south and west.

The Villages at Blue Oaks is adjacent to the City of Roseville west of Fiddyment Road, one mile north of the Dry Creek/West Placer Community Plan Area. The project consists of about 4,000 acres that is presently zoned for agriculture on 80 acre minimum parcel sizes; about two-thirds of the project area is under Land Conservation Act contracts with the County. This project is also designed around clusters of mixed-use villages that are intended to balance jobs with housing and to make transit opportunities accessible. Each village includes a variety of urban residential densities (5 - 18

dwelling units per acre), neighborhood serving commercial and office land uses, schools and neighborhood parks. The villages are separated by open space. Land uses that serve all five villages, such as job centers, a proposed regional park and high school, are centrally located among the villages. The project would accommodate about 11,800 dwelling units and a buildout population of about 30,000 by the year 2010. The project is also expected to generate about 6,800 new jobs.

Although The Villages at Blue Oaks is adjacent to the Roseville city limits, it is not within the city's adopted sphere of influence. However, preliminary information submitted in 1994 suggests that annexation to the City is being contemplated along with the City's comprehensive land use update for the first phase of the project. This project will also require substantial infrastructure improvements, including wastewater collection and disposal, water distribution, roads, and schools. The project lies outside the sphere of influence of the South Placer Municipal Utilities District.

The Villages at Dry Creek project proposal is located in the southwest corner of unincorporated Placer County, adjacent to the Sacramento and Sutter County lines. The project site is approximately four miles west of the City of Roseville, and 10 miles north of the City of Sacramento. The site is approximately 1,963 acres and is proposed to be developed with 5,143 housing units, which could accommodate a projected population of 13,886. This figure is based on Placer County's average of 2.7 persons per household. The project is designed as a mixed-use community including residential, retail commercial and business/professional uses, as well as public facilities that include parks, schools, open space, and eventual light rail transit service (an extension of the Sacramento RT light rail system, with a transit station located on the site sometime in the future).

Currently, the project site is predominantly farm land and contains few existing homes. Most of the site is devoted to farming with crops consisting of rice, irrigated pasture and dryland hay or grain. One goal of the project is to provide a mix of land uses that reduce dependence on the automobile while promoting pedestrian and bicycle uses within the community.

The project site lies outside the sphere of influence of the City of Roseville. The Placer County Water Agency is expected to recommend a water treatment facility on the site to accommodate future development. If the facility is not built, potential water suppliers include purveyors south of the Placer/Sacramento County line, and existing water rights and wells found onsite. Various options for the treatment of sewage include temporary use of the Roseville facilities, use of a facility that is expected to be built along the Sutter County line (anticipated for ground breaking by 1996), or the use of other proposed facilities located in planned new communities in Placer and Sacramento Counties.

The proposed major developments (some of which could be characterized as "new towns") would have accommodated as many as 142,000 residents and several thousand new jobs, which would accommodate almost twice the population of the County. Individually, the plans raise many issues, including the provision of services and infrastructure, the preservation of agricultural lands, and consistency with City and County general plans. Collectively, the projects represent a sharp departure from the present and past land use patterns in the unincorporated portion of south Placer County, and would represent a fundamental shift from a rural to urban/suburban character.

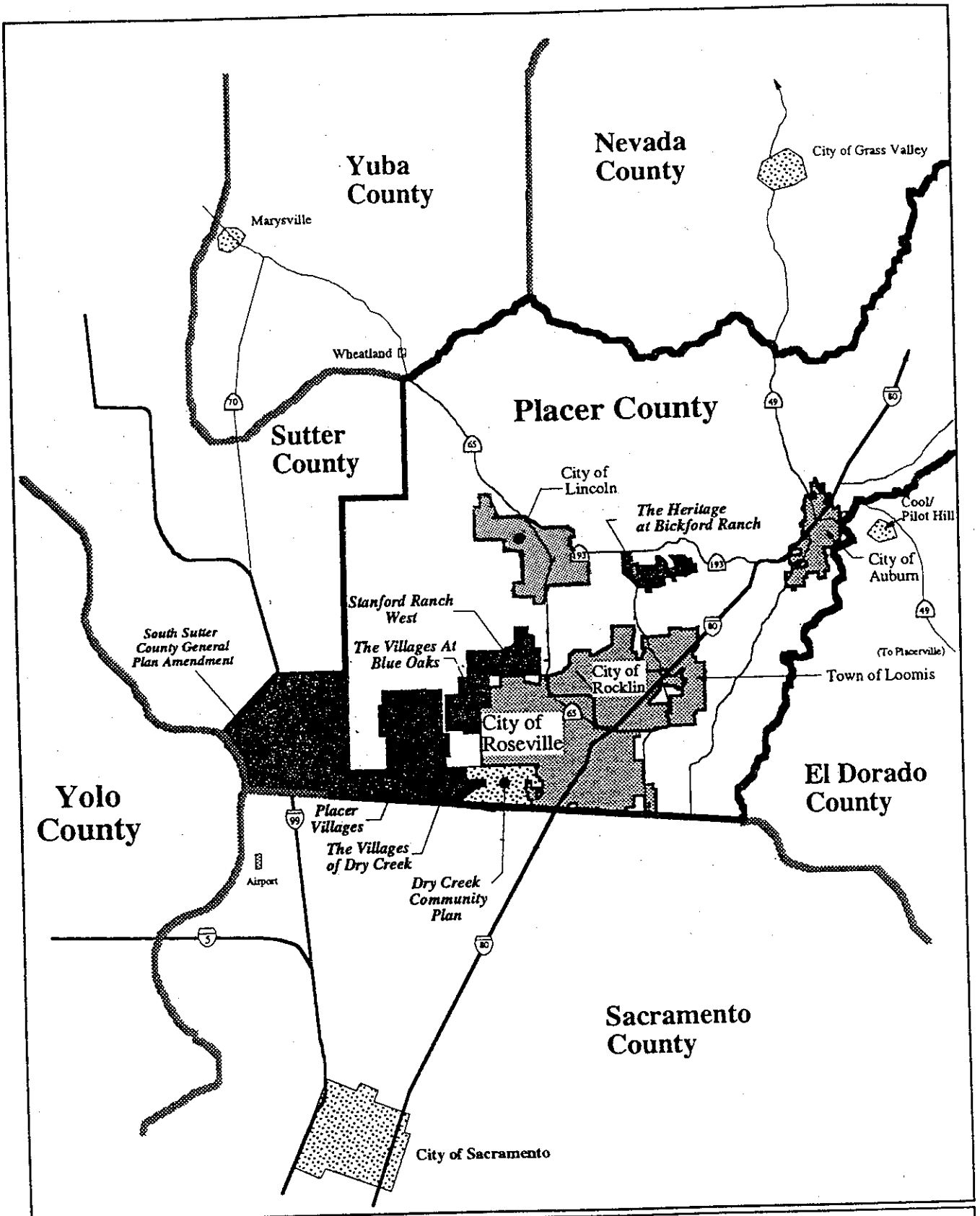


Figure 1-36

Areas of Major Development Proposals

LEGEND:

Major Development Proposals

SOURCES: Placer County Planning Department
Sutter County General Plan
Sacramento County General Plan
El Dorado County General Plan

0 2,500 5,000 10,000 20,000

Scale: 1" = 20,000'

Date: 4/15/92

Prepared by:

Crawford Multari & Starr

TABLE 1-20

SUMMARY OF LAND USES IN PROPOSED "NEW TOWNS"
Placer County

Land Use Category	Bickford Ranch	Placer Villages	Stanford Ranch West	The Villages at Blue Oaks	The Villages at Dry Creek
Residential	895 acres 2,500 units	12,800 acres 34,200 units	1,629 acres 11,146 units	1,699 acres 11,886 units	1,425 acres 5,134 units
Commercial	11 acres	200 acres	214 acres	40 acres	70 acres
Business Park/ Employment	3 acres	1,820 acres	290 acres	204 acres	8 acres
Open Space	700 acres	3,930 acres	284 acres	1,794 acres	223 acres
Public	0 acres	2,995 acres	1,188 acres	327 acres	10 acres
Total Acres:	1,609	22,000	2,800	4,000	1,736
Population:	6,750	82,000	30,000	30,000	13,886

1.11 FINDINGS

- Buildout of the community plan areas could result in a population of about 244,000 in the unincorporated areas of the county, an increase of about 160,000 people above the 1990 population. The buildout population of these unincorporated community plan areas would constitute about one-half of the total county population at that time.

- Most of the unincorporated development potential remaining under the existing community plans is in the western half of the county, in the Colfax, Auburn/Bowman, Dry Creek/West Placer, Granite Bay, Horseshoe Bar/Penryn and Foresthill communities. These predominantly rural residential areas could experience buildout populations more than double the 1990 populations.

- Few constraints to development exist within the community plan areas. The most likely limitations to new development will be the ability of the various service districts to fund needed infrastructure improvements. Sewage disposal constraints exist in Martis Valley and development restrictions and water availability may affect growth in the Tahoe-Truckee area.

- In many cases community plan areas are adjacent to or surround the six incorporated cities of the county. Residents of the unincorporated communities depend on the cities for most of their jobs, shopping, professional services and recreation facilities. Increases in population surrounding the cities will increase the demand for City facilities and services, as well as adding traffic to surrounding roads.

- Communities within the boundaries of the Tahoe Basin Regional Plan (Kings Beach, Lake Tahoe, Tahoe City, and Ward Valley) are subject to the residential and commercial development allocation system established by the Tahoe Regional Planning Agency (about 5,600 square feet of new commercial floor space, and about 60 to 100 new dwelling units per year). The remaining communities of Squaw Valley, Alpine Meadows, and Martis Valley could experience substantial growth compared with their current populations; in the Martis Valley/Truckee area the population could increase several fold from about 1,200 people in 1990, to about 10,000 in 2010. Although the development potential compared to existing population is substantial, the absolute increase is small when compared with the rest of the county. The total population in the Lake Tahoe area communities, including those under the jurisdiction of TRPA could be as high as 16,000 at buildout.

- The Sunset General Plan lies almost entirely within the spheres of influence of the cities of Roseville and Rocklin. Given that it is a major job center in the county, the annexation of this area to either of these cities would significantly reduce opportunities for industrial development in the unincorporated county.

- Buildout of the six incorporated cities consistent with their respective general plans will result in a population of about 336,000 people in the incorporated areas. The total county population at buildout of the County General Plan (including the community plans), *and* the cities would be about 580,000.

- A total population of approximately 248,000 people could be accommodated in the unincorporated areas at 100 percent buildout of the previous general plan (which included the Placer County General Plan, the Agriculture Element, and the community plans). Therefore, 159,431 more people than the 1990 Census population of 84,227 could be accommodated at buildout. If the average annual growth rate of 3.8 percent that occurred between 1980 and 1990 were to continue, the buildout population

of the unincorporated areas would be reached in the year 2019. At a growth rate of 2 percent, buildout would occur in the year 2044.

- Most new development will occur in the cities of Rocklin, Lincoln, Roseville and Auburn. The cities of Auburn, Lincoln and Rocklin have general plan population capacities that would more than triple their 1990 populations over the next 20 years. The cities of Loomis and Colfax will experience significantly less growth over the same period.

- The primary constraints to continued development under the city general plans is funding for needed infrastructure improvements, primarily roads, and air quality.

- Proposed or contemplated changes to the spheres of influence for Lincoln and Roseville could conflict with County policies for the conversion of agricultural lands to other uses.

- The area within the sphere of influence for the City of Auburn includes much of the existing commercial development in the unincorporated county. Unless the tax revenues are shared in an equitable manner, annexation to the City could have profound impacts on the funding of County services as tax revenues are shifted from the County to the City.

- There appear to be few opportunities for conflict between the general plans for the Cities of Rocklin, Loomis and Colfax and the County's, so long as the existing land use designations are maintained and enforced.

- Expansion of the sphere of influence of the South Placer Municipal Sewer District could increase development pressure for lands within its sphere but outside urban growth areas.

- Few constraints exist with respect to solid and hazardous waste in the near term. However, within 10 years, as buildout of the various city and community plans proceeds, there will be a need to begin the process of either identifying an additional solid waste facility for the west Placer area, or to expand the existing facility. In the mean time, the County should maintain land use consistency by enforcing the requirements of the Solid Waste Management Plan so that the option of expanding existing sites will remain in the future.

- Air quality standards contained in the California Clean Air Act will not be attained within the timeframe of the Air Quality Management Plan (by 1997), or within the time frame of the various city, county, and community plans. The strategies recommended by the APCD to help reach these standards could include land use controls that may conflict with the adopted general plans.

- To avoid exposure to hazards and noise, County lands surrounding the three airports should be maintained in their current land use designations consistent with the policies of the respective airport land use plans.

- Three of the five counties surrounding Placer County are in various stages of updating their general plans. These efforts should be closely monitored to avoid potential conflicts with the Placer County general plan.

- Timber harvests and other product-oriented activities will be maintained in the National Forests but will taper off over the next 10 to 15 years. Timber harvest activities area declining and the allowable sale quantity of lumber is expected to drop approximately 80 million board feet per year. This drop is due an increased emphasis on wildlife protection.

- No substantial new road systems are proposed in the National Forests.

- Programs for environmental protection within the National Forests will be increased, especially regarding riparian corridors, habitat preservation, and views.

- No expansion of State-owned park lands is anticipated outside the Lake Tahoe area, where the State Department of Parks and Recreation plans to expand their present park and open space holdings.

1.12 PERSONS CONSULTED

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1.14 GLOSSARY

Annex, v. - To incorporate a land area into an existing district or municipality, with a resulting change in the boundaries of the annexing jurisdiction.

Buildout; Build-out - Development of land to its full potential or theoretical capacity as permitted under current or proposed planning or zoning designations.

Caltrans - California Department of Transportation.

Capital Improvements Program (CIP) - A program, administered by a city or county government and reviewed by its planning commission, which schedules permanent improvements, usually for a minimum of five years in the future, to fit the projected fiscal capability of the local jurisdiction. The program generally is reviewed annually, for conformance to and consistency with the general plan.

Census - The official decennial enumeration of the population conducted by the federal government.

City - City, with a capital "C," generally refers to the government or administration of a city. City, with a lower case "c" may mean any city, or may refer to the geographical area of a city (*e.g.*, the city's bikeway system.)

Commercial - A land use classification which permits facilities for the buying and selling of commodities and services.

County Service Area - A geographic subarea of the city or county used for the planning and delivery of parks, recreation, and other human services based on an assessment of the service needs of the population in that subarea.

Density, Residential - The number of permanent residential dwelling units per acre of land. Densities specified in the General Plan may be expressed in units per gross acre or per net developable acre.

Developable Land - Land which is suitable as a location for structures and which can be developed free of hazards to, and without disruption of, or significant impact on, natural resource areas.

Development - The physical extension and/or construction of urban land uses. Development activities include: subdivision of land; construction or alteration of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill materials; and clearing of natural vegetative cover (with the exception of agricultural activities). Routine repair and maintenance activities are exempted.

Development Rights - The right to develop land by a land owner who maintains fee-simple ownership over the land or by a party other than the owner who has obtained the rights to develop. Such rights usually are expressed in terms of density allowed under existing zoning. For example, one development right may equal one unit of housing or may equal a specific number of square feet of gross floor area in one or more specified zone districts.

Dwelling Unit - A room or group of rooms (including sleeping, eating, cooking, and sanitation facilities, but not more than one kitchen), which constitutes an independent housekeeping unit, occupied or intended for occupancy by one household on a long-term basis.

Environmental Impact Report (EIR) - A report required of general plans by the California Environmental Quality Act and which assesses all the environmental characteristics of an area and determines what effects or impacts will result if the area is altered or disturbed by a proposed action. (See "California Environmental Quality Act.")

General Plan - A compendium of a city's or a county's policies regarding its long-term development, in the form of maps and accompanying text. The General Plan is a legal document required of each local agency by the State of California Government Code Section 65301 and adopted by the City Council or Board of Supervisors. In California, the General Plan has 7 mandatory elements (Circulation, Conservation, Housing, Land Use, Noise, Open Space, Safety and Seismic Safety) and may include any number of optional elements (such as Air Quality, Economic Development, Hazardous Waste, and Parks and Recreation). The General Plan may also be called a "City Plan," "Comprehensive Plan," or "Master Plan."

Hazardous Material - Any substance that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or the environment. The term includes, but is not limited to, hazardous substances and hazardous wastes.

Housing Element - Article 10.6 of the California Government Code requires each city and county to prepare and maintain a current Housing Element as part of the community's General Plan in order to attain a statewide goal of providing "decent housing and a suitable living environment for every California family." Under State law, Housing Elements must be updated every five years.

Industrial - The manufacture, production, and processing of consumer goods. Industrial is often divided into "heavy industrial" uses, such as construction yards, quarrying, and factories; and "light industrial" uses, such as research and development and less intensive warehousing and manufacturing.

Infill Development - Development of vacant land (usually individual lots or left-over properties) within areas which are already largely developed.

Infrastructure - Public services and facilities, such as sewage-disposal systems, water-supply systems, other utility systems, and roads.

Jobs/Housing Balance; Jobs/Housing Ratio - The availability of affordable housing for employees. The jobs/housing ratio divides the number of jobs in an area by the number of employed residents. A ratio of 1.0 indicates a balance. A ratio greater than 1.0 indicates a net in-commute; less than 1.0 indicates a net out-commute. The South Placer Policy Plan (1982) recommends that jurisdictions in the South Placer area should cumulatively plan for and facilitate the development of, a housing stock that will provide a choice of housing types and prices, and in sufficient numbers such that the home-to-work commute for all workers in the industrial core area need be no more than six (6) miles for sixty percent (60%) of the workers, nor more than eight (8) miles for eighty percent (80%) of the workers, if they so choose.

Land Use - The occupation or utilization of land or water area for any human activity or any purpose defined in the General Plan.

Land Use Classification - A system for classifying and designating the appropriate use of properties.

Land Use Element - A required element of the General Plan which uses text and maps to designate the future use or reuse of land within a given jurisdiction's planning area. The land use element serves as a guide to the structuring of zoning and subdivision controls, urban renewal and capital improvements programs, and to official decisions regarding the distribution and intensity of development and the location of public facilities and open space.

Land Use Regulation - A term encompassing the regulation of land in general and often used to mean those regulations incorporated in the General Plan, as distinct from zoning regulations (which are more specific).

Local Agency Formation Commission (LAFCo) - A five-member commission within each county that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each county's LAFCo is empowered to approve, disapprove, or conditionally approve such proposals. The five LAFCo members generally include two county supervisors, two city council members, and one member representing the general public. Some LAFCos include members who are directors of special districts.

Mixed-use - Properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building or on a single site in an integrated development project with significant functional interrelationships and a coherent physical design. A "single site" may include contiguous properties.

Office Use - The use of land by general business offices, medical and professional offices, administrative or headquarters offices for large wholesaling or manufacturing operations, and research and development.

Open Space Land - Any parcel or area of land or water which is essentially unimproved and devoted to an open space use for the purposes of (1) the preservation of natural resources, (2) the managed production of resources, (3) outdoor recreation, or (4) public health and safety.\

Ordinance - A law or regulation set forth and adopted by a governmental authority, usually a city or county.

Planning Area - The Planning Area is the land area addressed by the General Plan. Typically, the Planning Area boundary coincides with the Sphere of Influence which encompasses land both within the City Limits and potentially annexable land.

Residential - Land designated in the City's General Plan and zoning ordinance for buildings consisting only of dwelling units. May be vacant or unimproved.

Riparian Lands - Riparian lands are comprised of the vegetative and wildlife areas adjacent to perennial and intermittent streams. Riparian areas are delineated by the existence of plant species normally found near freshwater. Riparian lands may also be considered wetland habitat.

Solid Waste - General category that includes organic wastes, paper products, metals, glass, plastics, cloth, brick, rock, soil, leather, rubber, yard wastes, and wood. Organic wastes and paper products comprise about 75 percent of typical urban solid waste.

Specific Plan - Under Article 8 of the Government Code (Section 65450 *et seq*), a legal tool for detailed design and implementation of a defined portion of the area covered by a General Plan. A specific plan may include all detailed regulations, conditions, programs, and/or proposed legislation which may be necessary or convenient for the systematic implementation of any General Plan element(s).

Sphere of Influence - The probable ultimate physical boundaries and service area of a local agency (city or district) as determined by the Local Agency Formation Commission (LAFCo) of the County.

Stream Environment Zone - Generally an area which owes its biological and physical characteristics to the presence of surface or ground water or may be prone to flooding.

Subdivision - The division of a tract of land into defined lots, either improved or unimproved, which can be separately conveyed by sale or lease, and which can be altered or developed. "Subdivision" includes a condominium project as defined in Section 1350 of the California Civil Code and a community apartment project as defined in Section 11004 of the Business and Professions Code.

Urban Limit Line - A boundary, sometimes parcel-specific, located to mark the outer limit beyond which urban development will not be allowed. It has the aim of discouraging urban sprawl by containing urban development during a specified period, and its location may be modified over time.

Use - The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, erected, moved, altered, and/or enlarged in accordance with the City's zoning ordinance and General Plan land use designations.

Vacant - Lands or buildings which are not actively used for any purpose.

Wetlands - Transitional areas between terrestrial and aquatic systems where the water table is usually at or near the surface, or the land is covered by shallow water. Under a "unified" methodology now used by all federal agencies, wetlands are defined as "those areas meeting certain criteria for hydrology, vegetation, and soils."

Wildlife Refuge - An area maintained in a natural state for the preservation of both animal and plant life.

Zoning - The division of a city or county by legislative regulations into areas, or zones, which specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the General Plan.

Zoning District - A designated section of the City for which prescribed land use requirements and building and development standards are uniform.

Chapter 2
Housing

CHAPTER 2

HOUSING

2.1 INTRODUCTION

This chapter is part of the Housing Element of the Placer County General Plan. A Housing Element is required by California law to establish County policies and programs that will support the development of an adequate housing supply for county citizens of all income levels. The information in this chapter provides a detailed overview of the existing stock of housing units in the county, including data on housing types, physical condition, cost, and availability. This chapter also examines the special housing needs of particular segments of the population, such as the elderly and the homeless, and identifies opportunities for energy conservation when housing is constructed or remodelled. Finally, the chapter assesses: the effectiveness of past county housing programs; the potential for the conversion of existing low-income housing units to more expensive housing; the availability and capacity of the land and public services needed to accommodate new housing development; and the extent to which both government and the private sector create constraints on the production of an affordable housing supply.

Chapters 1 and 2 of the *Housing Element*, consisting respectively, of an introduction and the list of goals, policies, programs and objectives, are now contained within the *Countywide General Plan Policy Document*. The *Housing Element* was originally adopted as a single element by the Board of Supervisors on June 30, 1992. This element was completed in advance of the remainder of the General Plan because of the requirements of state law to have an updated *Housing Element* by July 1, 1992. With the adoption of the entire General Plan in August of 1994, the *Housing Element's* policies have been printed with the *Countywide General Plan Policy Document* so that the there is only a single body of General Plan policy for Placer County. The remainder of the Housing Element, Chapters 3, 4, 5 and Appendices A through E, are printed as an appendix to this chapter of the *Background Report*. Therefore, the original text of the 1992 *Housing Element* remains intact but it has been separated into two separate areas distinguishing between policy information and background information.

An understanding of existing housing conditions in the county is needed as a basis for new general plan policies about the use and development of housing, that will be more effective in supporting the continuing creation of an adequate and affordable housing supply. Such information is also important because state law imposes more involved requirements on the Housing Element than on the other parts of the general plan.

2.2 EXISTING HOUSING CHARACTERISTICS

The existing housing stock in Placer County can be described by a number of characteristics including the number of units; type (single-family, mobile home, apartments, etc.); their tenure (owner occupied vs. rentals); the number of people living in the units (household size); and unit size. These data are discussed immediately, below. Later sections of this chapter discuss cost, overcrowding, and the physical condition of homes in the county.

NUMBER OF HOUSING UNITS

The 1990 Census reported 77,879 housing units in Placer County. Only 64,101 of the units were occupied year-round; the remaining 13,778 units (18 percent) are vacant most of the year. Table 2-1

PLACER COUNTY GENERAL PLAN

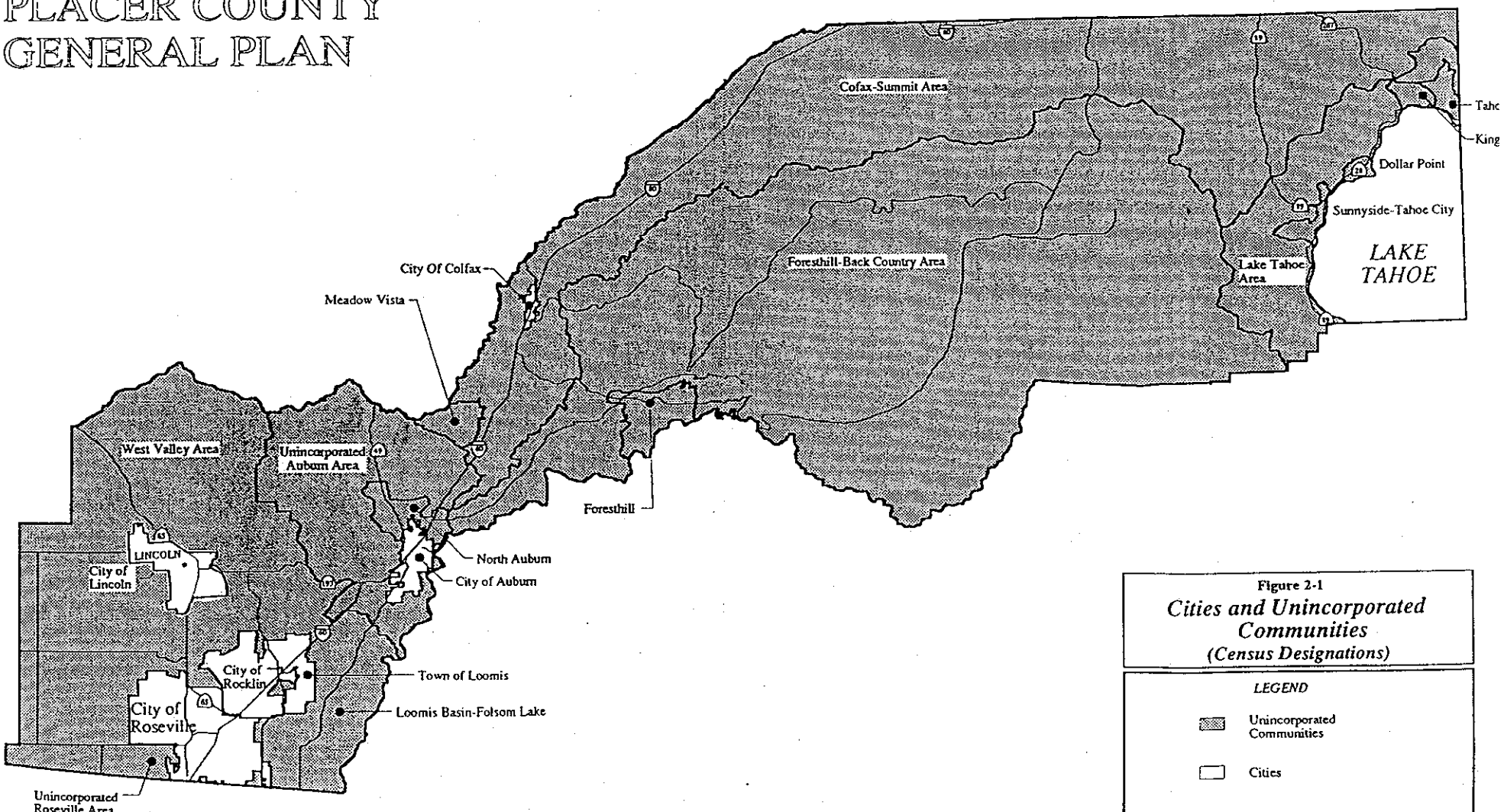


Figure 2-1

Cities and Unincorporated Communities

(Census Designations)

LEGEND

Unincorporated Communities

Cities

SOURCE : 1990 Census

N

Scale 1" = 20,000

Date: 2/3/92

Prepared by:

Crawford, Multari & Starr

shows the total number of vacant and occupied units in Placer County, broken-down for the incorporated cities and the unincorporated areas. Figure 2-1 shows the location of the incorporated cities—Roseville, Auburn, Colfax, Rocklin, Lincoln, and Loomis. The lightly shaded areas are unincorporated portions of the county where land use, development, and growth are guided by the Placer County General Plan.

In 1990, the unincorporated area had about 42,500 housing units, about 54 percent of the county's total.

TABLE 2-1

HOUSING UNITS BY OCCUPANCY STATUS
Placer County 1990

	Incorporated Cities		Unincorporated Areas		Placer County Total	
Housing Unit Type	**Number**	**%**	**Number**	**%**	**Number**	**%**
Occupied Units	33,272	94	30,829	73	64,101	82
Vacant Units	2,100	6	11,678	27	13,778	18
Total Housing Units	**35,372**	**100**	**42,507**	**100**	**77,879**	**100**

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

VACANT UNITS

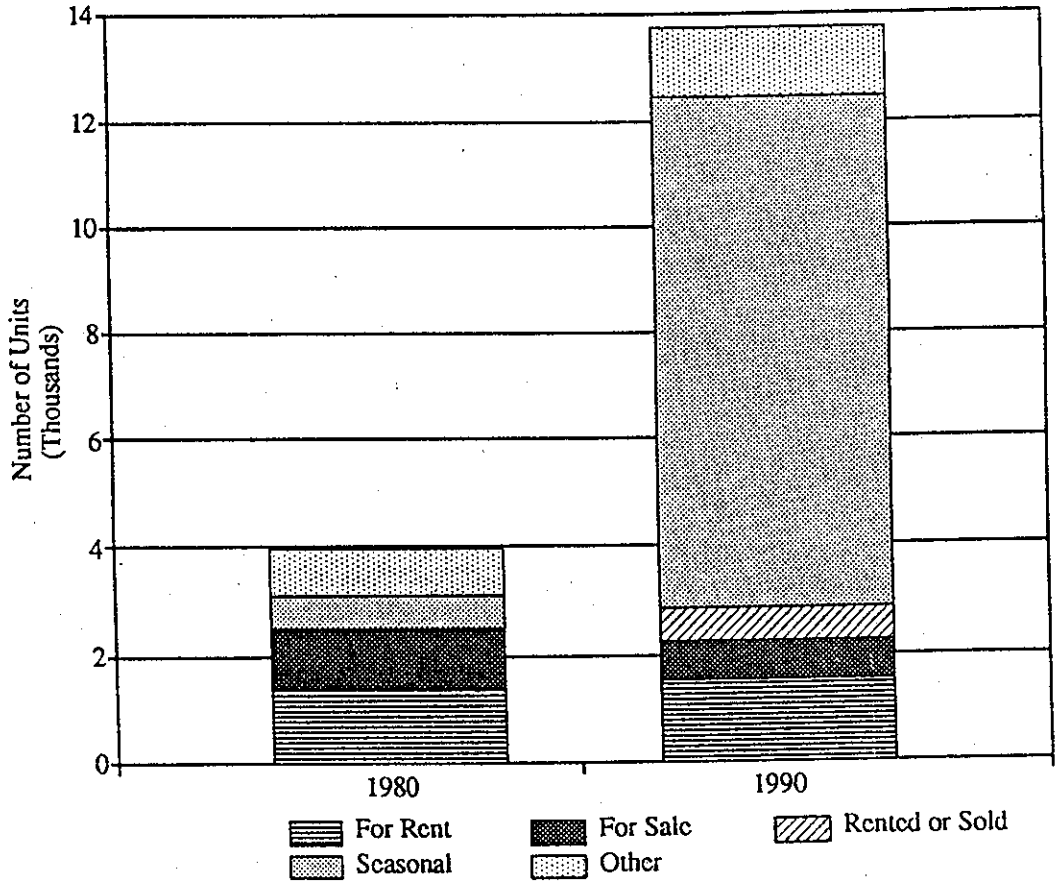
As noted above, 18 percent of the 1990 housing stock in Placer County is vacant most of the year. Most of the vacant units (about 85 percent) are in the unincorporated area of the county, and most are single-family homes. Many of the units are seasonal or second homes.

Figure 2-2 illustrates the dramatic increase in vacant units for seasonal, recreational, or occasional use between 1980 and 1990. The number of units for sale or rent remained fairly constant, while the seasonal units increased a lot. (The "other" category in this case is also large. Although the category is intended by the census to identify caretaker, janitor, or maid quarters, Census Bureau personnel felt that the unusually large number of "other" units in areas near Lake Tahoe were probably additional seasonal or second homes.) Table 2-2 compares the number of vacant housing units among adjacent counties along the western slope of the Sierra Nevada that also have large numbers of seasonal and recreational homes.

Approximately 7,940 units were built in the unincorporated portions of Placer County between 1984 and 1990, a rate of about 1,134 per year. If this pace were to continue, 7,938 units would be built during the time frame of this Housing Element.

Figure 2-2

VACANT UNITS BY TYPE
Placer County



Note: For Rent means a vacant housing unit for rent.
For Sale means a vacant housing unit for sale.
Rented or Sold means a vacant housing unit that is neither for rent nor for sale.
Seasonal means a housing unit that is used as a second home, or is otherwise vacant only on a seasonal basis.
Other is defined by the Census Bureau as including caretaker units, servant units, etc.

TABLE 2-2

VACANT HOUSING UNITS
El Dorado, Nevada, and Placer Counties, 1990

	El Dorado		Nevada		Placer	
Vacancy Status	**Units**	**%**	**Units**	**%**	**Units**	**%**
For Rent	762	5	431	7	1,522	11
For Sale	669	5	425	6	718	5
Rented Or Sold, Not Occupied	591	4	324	5	643	5
For Seasonal or Occasional Use	6,796	47	3,495	53	9,614	70
Other Vacant	5,762	40	1,916	29	1,273	9
Total Vacant Units	**14,580**	**100**	**6,591**	**100**	**13,778**	**100**

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

The vacancy rates of for-sale and for-rent units are low in most Placer County cities and unincorporated communities, if seasonal units are excluded from the analysis. Generally, a two percent vacancy rate in units available for owner-occupancy and a six percent rate for rental units are considered optimal to keep prices down and to ensure that units are available to new and relocating residents. Table 2-3 shows the percentage of vacant units in each community that are for sale or for rent. Figure 2-3 shows vacancy rates by area. All of the cities and most of the unincorporated communities fail to meet the preferred vacancy standards. The areas that have a sufficient number of vacant ownership or rental units are: Foresthill (seven percent for rent); Colfax City (two percent for sale); Foresthill-Back Country Area (three percent for sale); Rocklin (two percent for sale); and Sunnyside Tahoe (two percent for sale). Foresthill is interesting in that it has the highest percentage of rental units and one of the lowest percentages of for-sale units. Dollar Point and the unincorporated Auburn area have the lowest percentage of for-rent and for-sale units.

PLACER COUNTY GENERAL PLAN

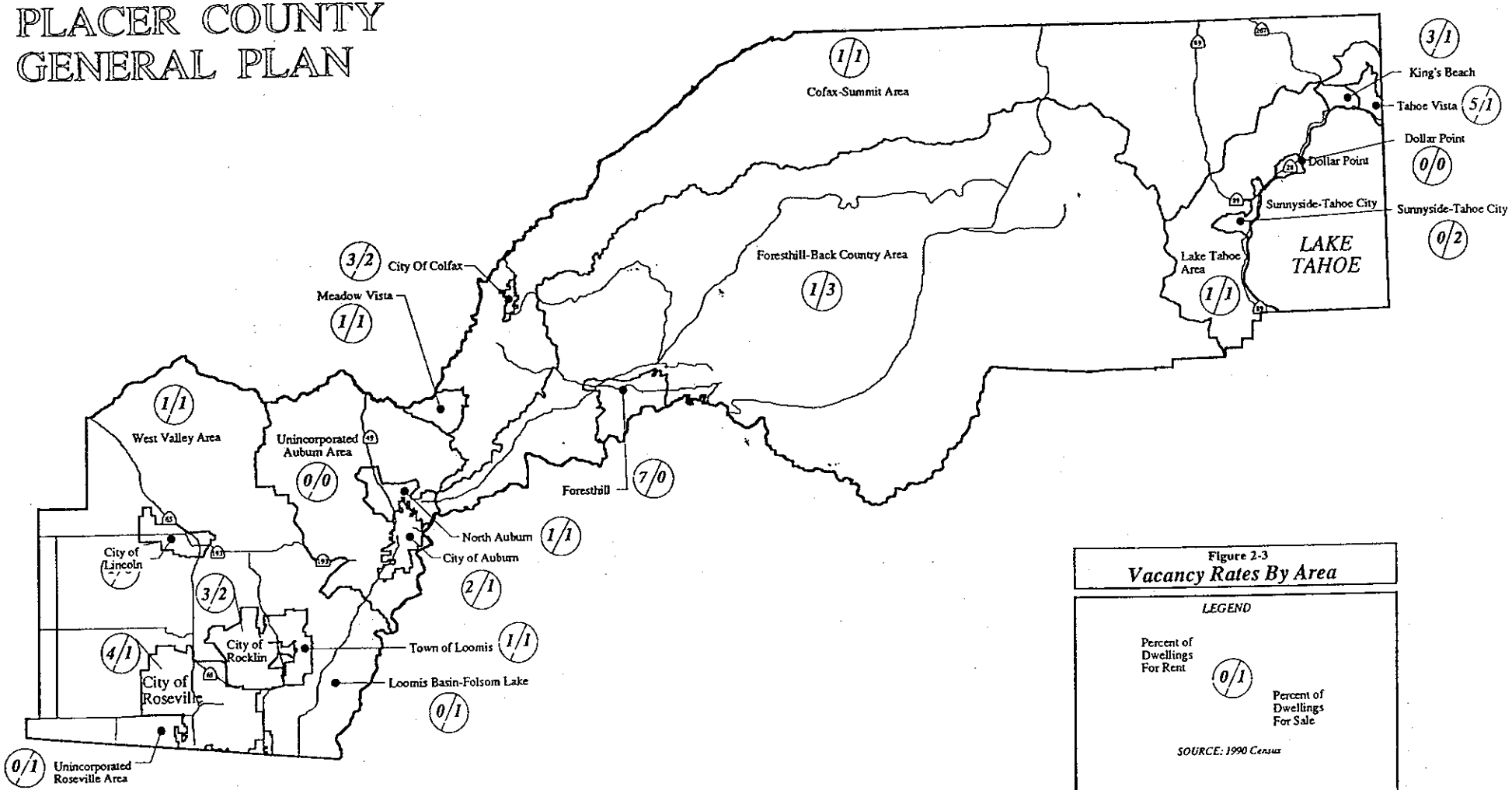


Figure 2-3
Vacancy Rates By Area

LEGEND

Percent of Dwellings For Rent

0/1

Percent of Dwellings For Sale

SOURCE: 1990 Census

N

Scale: 1" = 20,000'

Date: 2/3/92

Prepared by:
Crawford, Multari & Starr

TABLE 2-3

VACANCY RATES BY AREA
Placer County 1990

Location	Percent for Rent	Percent for Sale
Auburn City	2	1
Auburn Unincorporated	0	0
Colfax City	3	2
Colfax-Summit Area	1	1
Dollar Point	0	0
Foresthill	7	0
Foresthill-Back Country Area	1	3
Kings Beach	3	1
Lake Tahoe Area	1	1
Lincoln City	1	0
Loomis Basin-Folsom Lake	0	1
Loomis Town	1	1
Meadow Vista	1	1
North Auburn	1	1
Rocklin City	3	2
Roseville City	4	1
Roseville Unincorporated	0	1
Sunnyside-Tahoe City	0	2
Tahoe Vista	5	1
West Valley Area	1	1
Average Vacancy Rate	**2**	**1**

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TYPE OF HOUSING UNIT

Table 2-4 shows the breakdown of housing units by type. Note that most of the housing units in Placer County in 1980 were single-family homes; that is still true today.

Table 2-4 further defines the different types of housing units in the county by the number of units in the structure. Single-family detached homes (the typical suburban home) are 79 percent of the housing units in the unincorporated areas. Mobile homes make up 11 percent of the housing stock in the unincorporated areas.

TABLE 2-4

OCCUPIED HOUSING UNITS BY TYPE
Placer County 1990

Housing Unit Type	Incorporated Cities Units	%	Unincorporated Areas Units	%	Placer County Total Units	%
Single-family Detached	23,327	70	24,202	79	47,529	74
Single-family Attached	1,833	6	823	3	2,656	4
Duplex	919	3	494	2	1,413	2
3 or 4 Units	1,548	5	918	3	2,466	4
5 to 9 Units	1,505	5	298	1	1,803	3
10 to 19 Units	973	3	306	1	1,279	2
20 or More Units	1,904	6	92	0	1,996	3
Mobile Home or Trailer	1,087	3	3,386	11	4,473	7
Other	176	1	310	1	486	1
TOTAL UNITS	33,272	100	30,829	100	64,101	100

Note: Sum of percentages may not equal 100 because of rounding.

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TENURE OF OCCUPIED UNITS

Tenure refers to whether a unit is owner-occupied or is a rental. Table 2-5 shows that a high proportion of the housing units in Placer County are owner occupied. A 65 to 75 percent owner occupancy rate is common for suburban and rural areas, and Placer County falls in this range. The unincorporated areas of the county show a slightly higher percentage of owner-occupied units than the cities; this is not surprising because the cities have more multi-family and apartment units, which are more often rented than detached units.

In regard to households that rent their housing, over half (55 percent) of the households in the cities rent apartments and other multi-family units (see Table 2-6). Conversely, almost two-thirds (63 percent) of the households that rent housing in the unincorporated areas occupy single-family homes. Again, this is expected given the distribution of types of units in the different areas.

TABLE 2-5

TENURE OF OCCUPIED HOUSING UNITS
Placer County 1990

	In Cities		Unincorporated		County Total	
Type of Occupied Unit	**Units**	**%**	**Units**	**%**	**Units**	**%**
Owner Occupied	21,489	65	23,830	77	45,319	71
Renter Occupied	11,783	35	6,999	23	18,782	29
TOTAL OCCUPIED UNITS	33,272	100	30,829	100	64,101	100

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TABLE 2-6

TENURE BY TYPE OF OCCUPIED UNITS
Placer County 1990

	Incorporated Cities		Unincorporated Areas		Placer County Total	
Owner-Occupied Unit Type	**Units**	**%**	**Units**	**%**	**Units**	**%**
Single-family Detached	19,306	90	20,326	85	39,632	87
Single-family Attached	827	4	269	1	1,096	2
Multi-family	312	1	248	1	560	1
Mobile Home or Trailer	980	5	2,876	12	3,856	9
Other	64	< 1	111	< 1	175	< 1
Total Owner Occupied Units	21,489	100	23,830	100	45,319	100
Rental Unit Type						
Single-family Detached	4,021	34	3,876	55	7,897	42
Single-family Attached	1,006	9	554	8	1,560	8
Multi-family	6,537	55	1,860	27	8,397	45
Mobile Home or Trailer	107	1	510	7	617	3
Other	112	1	199	3	311	2
Total Renter Occupied Units	11,783	100	6,999	100	18,782	100

Note: Sum of percentages may not equal 100 because of rounding.

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

PERSONS PER HOUSEHOLD

The average number of persons per household in the county is calculated by dividing the population by the number of housing units. This information is presented in Table 2-7 for different housing unit types, by tenure. Overall, the highest ratios of persons per household are in single-family detached units (2.75 to 3.05 persons per unit). Also, the ratio of persons per household is higher in the unincorporated areas than in the cities for most of the categories; this means that, on average, households in the unincorporated areas are larger than those in the cities.

Owner occupied multi-family units have the greatest difference in average household size between the cities and unincorporated areas; while average household size for owner occupied units in the cities is only 1.77, the number almost doubles to 3.40 persons per household in the unincorporated areas. This is probably a result of the limited number of households that own multi-family units. This could also indicate that there is an overcrowding problem in owner occupied multi-family units—3.40 persons per household is significantly higher that the Placer County average of 2.69. Due to an anticipated decrease in the number of persons per household in the future, the County has used 2.5 persons per household for the General Plan growth scenarios for the years 2010 and 2040.

TABLE 2-7

PERSONS PER HOUSEHOLD BY TYPE AND TENURE OF OCCUPIED UNITS
Placer County 1990

Owner-Occupied Unit Type	Incorporated Cities	Unincorporated Areas	Placer County Average
Single-family Detached	2.84	2.84	2.84
Single-family Attached	2.12	2.41	2.19
Multi-family	1.77	3.40	2.49
Mobile Home or Trailer	1.73	1.98	1.92
Other	2.55	2.52	2.53
Owner Occupied	2.75	2.74	2.74
Rental Unit Type			
Single-family Detached	3.05	2.75	2.90
Single-family Attached	2.58	2.60	2.59
Multi-family	2.03	2.29	2.09
Mobile Home or Trailer	1.88	2.31	2.23
Other	1.73	2.25	2.06
Renter Occupied	2.40	2.57	2.48

Note: Sum of percentages may not equal 100 because of rounding.

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

SIZE OF HOUSING UNITS

Most housing units in Placer County have four to seven rooms plus a kitchen and bathroom(s). Table 2-8 shows the breakdown by number of rooms (not including kitchens and bathrooms) for the occupied housing units. The differences in unit size among the incorporated cities and unincorporated areas are not significant.

Only six percent of the county's housing stock are one and two room units (studios and one-bedroom apartments); the groups most affected by the lack of smaller units are usually the elderly, younger adults, and college students that typically do not need much space and have limited incomes.

TABLE 2-8

SIZE OF HOUSING UNITS
Placer County 1990

	Incorporated Cities		Unincorporated Areas		County Total	
Number of Rooms	**No.**	**%**	**No.**	**%**	**No.**	**%**
1 Room	381	1	907	2	1,288	2
2 Room	1,347	4	1,623	4	2,970	4
3 Rooms	3,369	10	3,385	8	6,754	9
4 Rooms	6,125	17	6,600	16	12,725	16
5 Rooms	7,586	21	9,190	22	16,776	22
6 Rooms	6,958	20	8,655	20	15,613	20
7 Rooms	4,799	14	5,409	13	10,208	13
8 Rooms	2,999	8	3,477	8	6,476	8
9 or More Rooms	1,808	5	3,261	8	5,069	7
TOTAL HOUSING UNITS	35,372	100	42,507	100	77,879	100

Note: Sum of percentages may not equal 100 because of rounding.

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

2.3 EXISTING HOUSING CONDITIONS

This section reviews the extent to which housing units in Placer County are overcrowded, the structural condition of the units, and the general age of the housing stock.

OVERCROWDING

U.S. Census Bureau standards define a housing unit as overcrowded when the total number of residents is more than a ratio of one person per room (not including kitchens and bathrooms). A typical home

might have a total of six rooms (three bedrooms, living, dining, and family rooms). If more than six people were living in the home, it would be considered overcrowded.

Because some households require less "space" per person, there is some question about whether units with slightly more than one person per room should really be considered overcrowded. This is particularly true of larger households where seven people might occupy a home with six rooms, for example. In most cases, though, units with more than 1.01 persons per room are overcrowded. Units with more than 1.5 persons per room are considered highly overcrowded, and should be recognized as a significant housing problem.

In Placer County there are 1,030 overcrowded owner occupied units and 1,492 overcrowded rental units. Overcrowded rental units appear to be more of a problem in unincorporated areas where 10 percent (695) of the rental households are considered overcrowded (see Table 2-9).

The most concentrated overcrowding problems are in two areas of the county: Kings Beach and the City of Lincoln. Foresthill, the West Valley area, Colfax-Summit area, North Auburn, and the other unincorporated areas around Auburn also have above average instances of overcrowding. Table 2-10 and Figure 2-4 show areas of overcrowding and the number of overcrowded units.

TABLE 2-9

TENURE BY PERSONS PER ROOM
Placer County 1990

	In Cities		Unincorporated		County Total	
Persons per Room in Owned Units	**No.**	**%**	**No.**	**%**	**No.**	**%**
1.00 or Less	21,052	98	23,237	98	44,289	98
1.01 to 1.50	320	1	397	2	717	2
1.51 or More	117	1	196	1	313	1
TOTAL	21,489	100	23,830	100	45,319	100
Persons per Room in Rental Units						
1.00 or Less	10,986	93	6,304	90	17,290	92
1.01 to 1.50	484	4	365	5	849	5
1.51 or More	313	3	330	5	643	3
TOTAL	11,783	100	6,999	100	18,782	100

Note: Sum of percentages may not equal 100 because of rounding.
Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

PLACER COUNTY GENERAL PLAN

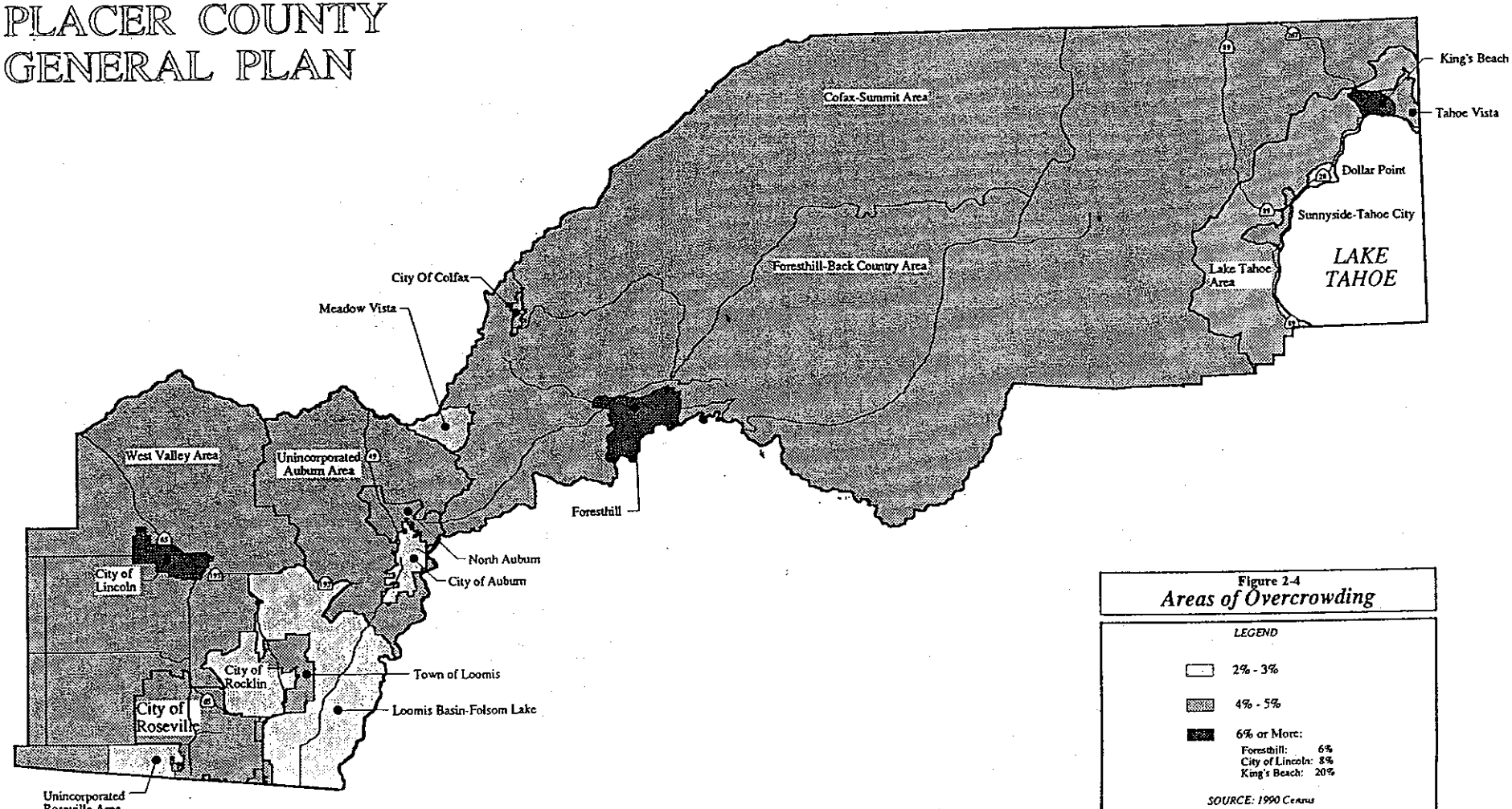


Figure 2-4
Areas of Overcrowding

LEGEND

- 2% - 3%
- 4% - 5%
- 6% or More:
  - Foresthill: 6%
  - City of Lincoln: 8%
  - King's Beach: 20%

SOURCE: 1990 Census

N

Scale: 1" = 20,000'

Date: 2/5/92

Prepared by:
Crawford, Multari & Starr

TABLE 2-10

HOUSEHOLD TENURE BY PERSONS PER UNIT
Placer County 1990

	Incorporated Cities		Unincorporated Areas		Placer County Total	
Persons per Unit in Owned Units	**Units**	**%**	**Units**	**%**	**Units**	**%**
1 Person	3,428	16	3,568	15	6,996	15
2 Persons	7,932	37	9,610	40	17,542	39
3 Persons	3,974	18	4,248	18	8,222	18
4 Persons	4,038	19	4,024	17	8,062	18
5 Persons	1,434	7	1,536	6	2,970	7
6 Persons	454	2	515	2	969	2
7 or More Persons	229	1	329	1	558	1
Total	21,489	100	23,830	100	45,319	100
Persons per Unit in Rental Units						
1 Person	3,680	30	1,847	26	5,527	29
2 Persons	3,524	29	2,100	30	5,624	29
3 Persons	2,016	17	1,318	19	3,334	17
4 Persons	1,574	13	1,078	15	2,652	14
5 Persons	661	5	425	6	1,086	6
6 Persons	204	2	138	2	342	2
7 or More Persons	124	1	93	1	217	1
Total	11,783	100	6,999	100	18,782	100

Note: Sum of percentages may not equal 100 because of rounding.
Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TABLE 2-11

LOCATION OF OVERCROWDED HOUSING UNITS
Placer County 1990

Location	Overcrowded	Percent Overcrowded
Auburn City	114	2
Auburn Unincorporated Area	208	4
Colfax City	24	4
Colfax-Summit Area	203	5
Dollar Point	9	2
Foresthill	33	6
Foresthill-Back Country Area	49	4
Kings Beach	217	20
Lincoln City	199	8
Loomis Basin-Folsom Lake	129	2
Loomis Town	72	4
Meadow Vista	24	2
North Auburn Area	194	5
Rocklin City	211	3
Roseville City	614	4
Roseville Unincorporated Area	29	3
Sunnyside-Tahoe City	30	4
Tahoe Vista	20	4
Tahoe Unincorporated Area	33	3
West Valley Area	110	5
Total Occupied Housing Units	2,522	4

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

STRUCTURAL HOUSING CONDITIONS

Placer County received a grant from the California Department of Housing and Community Development (HCD) in 1989, to study housing conditions throughout the unincorporated areas. Connerly & Associates, Inc. of Sacramento was hired by the County to complete the study. Connerly & Associates surveyed the following communities between August and September, 1989.

Agate Bay	Cisco	Livoti Tract* (updated 8/90)	Sunnyside
Alpine Meadows	Clipper Gap	Meadow Vista	Tahoe City*
Alta*	Dutch Flat*	Michigan Bluff*	Tahoe Pines*
Baxter	Emigrant Gap	Newcastle*	Tahoe Vista*
Bowman*	Foresthill*	Serene Lakes	Thermalands
Brockway*	Gold Run	Shady Glen	Tahoma
Carnelian Bay	Homewood	Sheridan*	Timberland
Cedar Flat	Kings Beach*	Skyland	Weimar
Chambers Lodge	Lake Forest	Squaw Valley	Yankee Jims*

The location of the communities is shown on Figure 2-5. The consultants did a preliminary evaluation of each community by automobile to determine which should be evaluated further. The criteria used to make the determination included the size of the community, the number and proportion of dwelling units in need of repair, and the age of the community housing stock. The more detailed analysis occurred in the communities noted above with an asterisk (*).

In the more detailed analysis, housing conditions were reported as "sound"; in need of "minor rehabilitation", "moderate rehabilitation", "substantial rehabilitation"; or "dilapidated". The rating system followed requirements established by HCD. The rating system assigned points to five exterior components of a dwelling unit: the foundation, roof, siding, windows, and doors. The greater the level of deterioration in any one element, the higher the point score. The classification of a dwelling unit is based on the total point score, according to the following rating system: sound—0 to 9 points; minor—10 to 15 points; moderate—16 to 39 points; substantial—40 to 55 points; and dilapidated—56 points or more points.

A sound dwelling unit is one which requires no repairs or only needs deferred maintenance (painting, roof patching, etc.). A unit needing minor rehabilitation will require several types of deferred maintenance or structural repair of one exterior element. Moderate rehabilitation indicates that one or two structural repairs are necessary in addition to deferred maintenance. A dwelling unit in need of substantial rehabilitation requires the repair or replacement of most exterior elements. A dilapidated dwelling unit requires the replacement of all exterior elements and is generally considered infeasible to repair.

The survey shows that the largest number of dwelling units in need of repair (moderate rehabilitation in particular) are in Kings Beach. Moderate rehabilitation is also an acute need in Yankee Jims, Dutch Flat, Michigan Bluff, Sheridan, Tahoe City, and Tahoe Vista. Yankee Jims, Michigan Bluff, Tahoe Pines, and Tahoe Vista had the highest proportions of substandard housing. In the remaining eight communities, most of the units are in sound condition. Table 2-12 summarizes the survey results while Table 2-13 shows the complete breakdown by housing type and state of disrepair.

TABLE 2-12

HOUSING UNITS NEEDING MODERATE OR GREATER REHABILITATION
Placer County 1989

Location	Units	%	Location	Units	%
Alta	13	19	Michigan Bluff	20	80
Bowman	3	15	Newcastle	16	15
Brockway	5	3	Sheridan	36	21
Dutch Flat	32	31	Tahoe City	33	28
Foresthill	32	38	Tahoe Pines	10	7
Kings Beach	286	20	Tahoe Vista	38	21
Livoti Tract	3	3	Yankee Jims	40	100

Source: *Placer County Community Services Block Grant Plan*, 1992.

PLACER COUNTY GENERAL PLAN

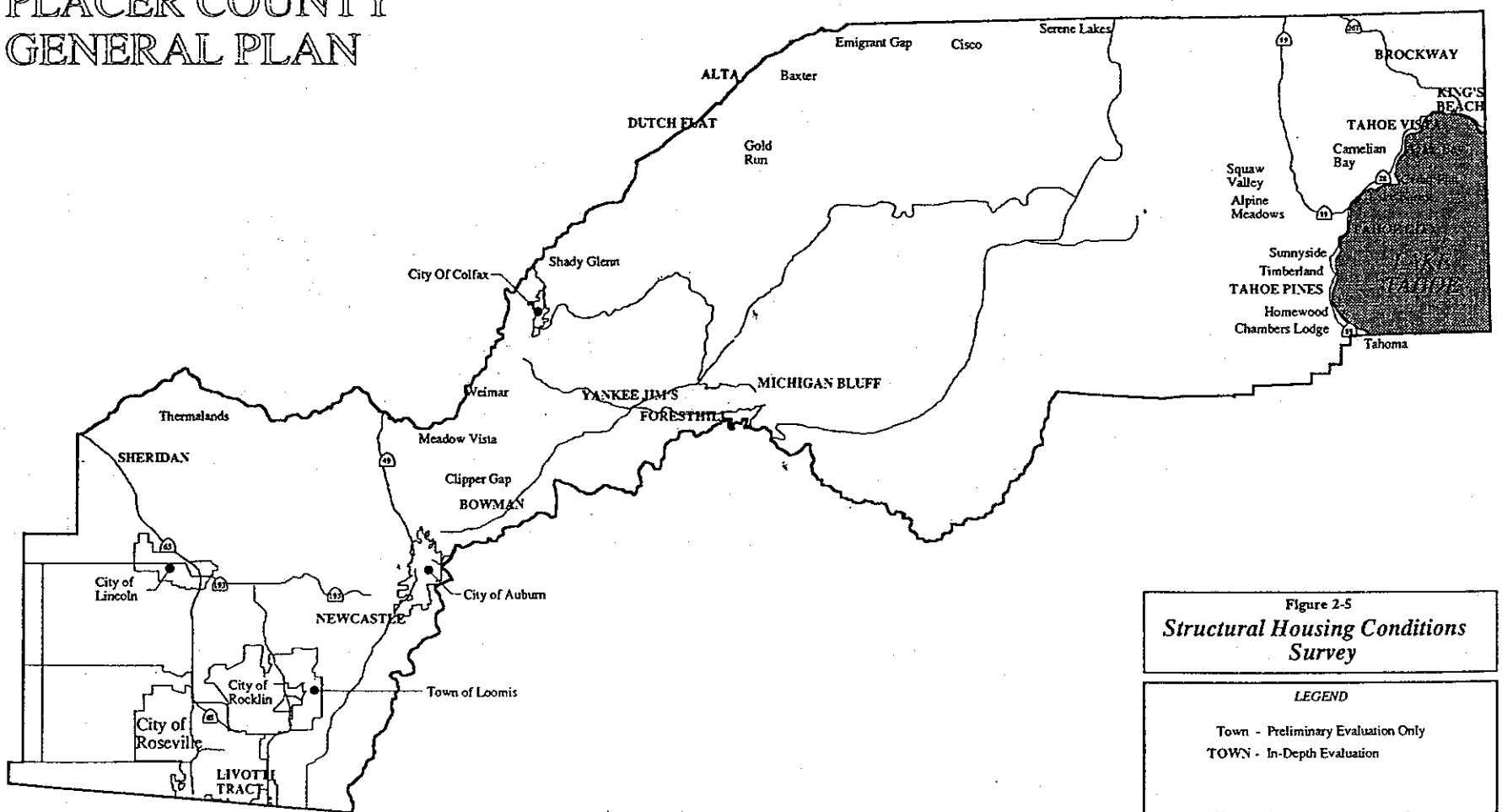


Figure 2-5

Structural Housing Conditions Survey

LEGEND

Town - Preliminary Evaluation Only

TOWN - In-Depth Evaluation

SOURCE: Connerly and Associates: A Report on Community Development Needs In Placer County, 1989

N

Scale: 1" = 20,000'

Date: 2/3/92

Prepared by: Crawford, Multari & Starr

TABLE 2-13

HOUSING CONDITION SURVEY RESULTS
Placer County 1989

Type	Community	Sound	Minor	Moderate Rehab	Substantial Rehab	Dilapidated	Total
Single-Family	Alta	31	6	6	3	0	46
	Bowman	15	2	3	0	0	20
	Brockway	95	3	1	2	0	101
	Dutch Flat	50	9	21	6	1	87
	Foresthill	43	7	18	10	4	84
	Kings Beach	405	35	110	13	16	579
	Livoti Tract	78	6	3	0	0	87
	Michigan Bluff	5	0	20	0	0	25
	Newcastle	81	6	12	4	0	103
	Sheridan	123	14	26	7	3	173
	Tahoe City	67	6	22	2	3	99
	Tahoe Pines	9	2	3	3	4	21
	Tahoe Vista	41	13	21	8	9	93
	Yankee Jims	0	0	40	0	0	40
	SUBTOTAL	1,043	109	306	58	40	1,475
Multi-Family	Alta	15	0	0	0	3	18
	Brockway	52	4	0	0	2	58
	Dutch Flat	13	0	4	0	0	17
	Kings Beach	769	16	77	18	0	880
	Livoti Tract	10	5	0	0	0	15
	Newcastle	2	0	0	0	0	2
	Tahoe City	14	0	6	0	0	20
	Tahoe Pines	113	0	0	0	0	113
	Tahoe Vista	78	6	0	0	0	84
	SUBTOTAL	1,066	31	87	18	5	1,207
Mobile Homes	Kings Beach	0	0	1	0	51	52
	Livoti Tract	1	0	0	0	0	1
	SUBTOTAL	1	0	1	0	51	5,500
All Units	TOTAL	2,110	140	394	76	96	2,816

Source: *Placer County Community Services Block Grant Plan*, 1992.

AGE OF HOUSING STOCK

Another indication of the quality of the housing stock is its general age. Table 2-14 shows that almost two-thirds of the housing units in Placer County have been built since 1970. Most of the units should be in sound condition if they have been regularly maintained. Only about 11 percent of the housing stock in the unincorporated areas is more than about 40 years old. Another indication of the good state of housing is that only 192 residential buildings have been demolished since July 1980, representing less than half a percent (0.5%) of the total housing stock.

TABLE 2-14

HOUSING UNITS BY AGE
Placer County

	Incorporated Cities		Unincorporated Areas		Placer County Total	
Year Structure Built	**Units**	**%**	**Units**	**%**	**Units**	**%**
1990 to October 1991	4,197	11	2,045	5	6,242	8
1980 to 1989	14,283	37	10,656	27	24,939	32
1970 to 1979	7,504	20	12,650	32	20,154	26
1960 to 1969	3,655	10	6,520	17	10,175	13
1950 to 1959	2,846	7	3,443	9	6,289	8
Prior to 1950	5,805	15	4,166	11	9,971	13
TOTAL UNITS	38,290	100	39,480	100	77,770	100

Notes: Numbers do not include demolitions since 1980.
Numbers do not include vacant or seasonal units built before 1980.
Sum of percentages may not equal 100 because of rounding.
Estimates assume that units for which construction started in the last three months of 1989 were not completed until 1990.

Source: *Placer County Housing Element*, 1984, Table 9.
Placer County Housing Starts Data, 1980 through October 1991.
Loomis General Plan, 1984.

HOUSING REHABILITATION PROGRAMS

The Placer County Community Services Department (CSD) administers a residential rehabilitation program using Community Development Block Grant (CDBG) funds. Homes throughout the county have upgraded through this program. The current CDBG funding is focused on the Foresthill area.

Low interest loans are available to low income homeowners or to owners who rent units to low income households. Funds can be used to repair roofing, siding, electrical, plumbing, termite damage, insulation, sewer, heating and cooling systems, kitchens, baths, and foundations. Eligibility depends on family size and household income. The loan interest rates range from 3.75 to 6.75 percent, depending

on income. As the original loans are paid-off, the CSD uses the money to fund additional loans, including areas other than Foresthill.

2.4 HOUSING COSTS AND OVERPAYMENT

This section examines the affordability of housing in Placer County. The costs associated with buying and renting housing units are discussed separately. This is followed by an estimate on the level of overpayment in Placer County and a discussion of the limitations of that estimate.

OWNER OCCUPIED HOUSING COSTS

The 1990 census provides information on homeowner's perceptions of the value of their homes. The census specifically asked, "What is the value of this property: that is, how much do you think this house and lot or condominium unit would sell for if it were for sale?" Thus, the response did not measure market value as determined by an actual transaction; rather it measured homeowner's perceptions of value.

Table 2-15 shows the responses to this question in quartiles. Quartiles represent the amounts below which 25 percent, 50 percent and 75 percent of the responses lie. In other words, 25 percent of the responses lie below the lower quartile value, 50 percent of the responses are below the median value (and thus 50 percent are also above the median) and 75 percent of the responses fall below the upper quartile value. Examining quartiles helps illustrate the distribution of responses more clearly than other descriptive statistics such as the mean.

It is important to note that this information includes condominiums, mobile homes, and detached single-family houses. The data do not distinguish among the number of bedrooms in a dwelling. Thus, a rundown four bedroom home may be included in the lower quartile value, while a new one bedroom condominium may be included in the upper quartile value. Nevertheless, the figures do provide a realistic picture of home values within Placer County.

The median value of owner occupied housing in Placer County in 1990 was $169,000, with lower and upper quartile values of $123,500 and $235,900, respectively. Areas where these values are significantly lower include the City of Colfax (median value of $111,500); the Foresthill area (median value of $103,500); Kings Beach (median value of $110,900); and Lincoln City (median value of $103,600).

Areas where these values were significantly higher than the County average include the Dollar Point area (median value of $232,300); the Loomis Basin-Folsom Lake area (median value of $261,600); and the unincorporated area near Auburn (median value of $197,800).

Another assessment of value can be made by examining actual sales data. The Placer County Board of Realtors collects data on home sales prices throughout the county. Table 2-16 displays average and median sales price information for six areas of Placer County. While not as geographically detailed as census data, these figures do disaggregate home sales prices between condominiums and single-family homes of different size.

TABLE 2-15

QUARTILE VALUES OF OWNER OCCUPIED HOUSING
Placer County 1990

Location	Lower Quartile	Median	Upper Quartile
Auburn City	$122,700	$166,200	$231,700
Auburn Unincorporated Area	145,000	197,800	270,300
Colfax City	85,500	111,500	149,500
Colfax-Summit Area	118,500	160,400	223,000
Dollar Point	170,000	232,300	327,700
Foresthill	79,700	103,500	133,900
Foresthill-Back Country Area	120,400	150,300	187,400
Kings Beach	86,000	110,900	156,500
Lake Tahoe Area	121,300	157,000	223,100
Lincoln City	83,100	103,600	135,500
Loomis Basin-Folsom Lake	185,900	261,600	360,400
Loomis Town	110,000	139,800	182,200
Meadow Vista	141,400	179,100	238,400
North Auburn	115,600	151,700	191,600
Rocklin City	137,100	176,800	224,900
Roseville City	115,600	158,500	205,200
Roseville Unincorporated Area	114,900	178,300	267,100
Sunnyside-Tahoe City	117,300	152,200	201,400
Tahoe Vista	111,700	141,100	180,100
West Valley Area	103,200	155,600	209,300
Total County	$123,500	$169,000	$235,900

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TABLE 2-16

HOME SALE PRICES
Placer County 1990

Average Price:	Auburn Area	Colfax Meadow Vista Christian Valley Area	Foresthill Area	Lincoln Area	Loomis Newcastle Penryn Area	Rocklin Area	Roseville Area
Condo	$83,470	NA	NA	NA	NA	$157,800	$114,600
2 BR house	$152,000	$137,500	$122,300	$127,400	$143,000	$115,200	$117,900
3 BR house	$212,300	$200,900	$170,500	$179,200	$240,500	$169,500	$173,400
4 BR house	$286,600	$292,300	$180,000	$232,400	$259,200	$224,800	$303,600
Median Price:							
Condo	$61,220	NA	NA	NA	NA	$159,500	$97,990
2 BR house	$137,500	$142,500	$126,700	$113,000	$132,500	$116,400	$112,500
3 BR house	$197,500	$195,000	$165,000	$143,700	$225,000	$167,000	$162,000
4 BR house	$279,700	$268,500	$169,900	$229,900	$275,000	$216,000	$275,000

Source: Placer County Board of Realtors, *Home Sales Report, January 1, 1990 - December 31, 1990.*

RENTAL HOUSING COSTS

Table 2-17 presents quartile values of housing rents as reported in the 1990 census. Median rent in the county was $496 per month for all types of housing.

Another way to identify rental price information is to examine the rental housing market directly. Rents are ultimately determined by the interaction of supply and demand within the housing market, but the two most significant factors contributing to rental prices are location and amenities. The following table provides samples of "typical" rental housing in different locations in the county. The single-family rentals are three bedroom, two bathroom standard houses with double garages and fenced private yards. The apartments are two bedroom, one bathroom units with no covered parking.

TABLE 2-17

QUARTILE VALUES OF CONTRACT RENT
Placer County 1990

Location	Lower Quartile	Median	Upper Quartile
Auburn City	$370	$477	$599
Auburn Unincorporated Area	338	488	630
Colfax City	205	381	478
Colfax-Summit Area	336	477	639
Dollar Point	437	568	675
Foresthill	256	340	444
Foresthill-Back Country Area	317	528	645
Kings Beach	321	394	504
Lake Tahoe Area	387	534	669
Lincoln City	278	430	493
Loomis Basin-Folsom Lake	385	582	852
Loomis Town	403	604	703
Meadow Vista	371	514	704
North Auburn	406	485	586
Rocklin City	434	565	694
Roseville City	560	697	848
Roseville Unincorporated Area	365	456	559
Sunnyside-Tahoe City	395	481	619
Tahoe Vista	347	438	567
West Valley Area	305	463	642
Total County	$374	$496	$640

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TABLE 2-18

RESIDENTIAL RENTAL PRICES IN SELECTED AREAS
Placer County, November 1991

Area	Type of Unit	Current Rents	Lease/Month-to-Month
Auburn	Single-family	$1,025 - $1,075	6 month - 1 year lease
	Apartment	$450 - 495	month-to-month
Loomis	Single-family	$850	6 month - 1 year lease
	Apartment	$685	6 month - 1 year lease
Rocklin	Single-family	$645 - $825	6 month - 1 year lease
	Apartment	$495	month-to-month
Roseville	Single-family	$1,175	6 month - 1 year lease

Source: Huber Property Management, Inc., November 25, 1991.

While the size of a monthly rental payment is important in determining the number of families that can afford local rental housing, the cost of moving into a rental unit is often substantially higher. Most landlords require the first and last month rental payment plus a security deposit prior to moving in. Some landlords also require proof of a minimum monthly income of up to three times the monthly rent. There may also be extra charges for additional people or pets.

OVERPAYMENT

An important component of a housing element is an assessment of the affordability of housing. One measure of affordability is the percentage of household income that is being used to pay for housing, including the mortgage or rent payment, interest, taxes and insurance.

Household Income Levels

When it assesses household income levels, HCD divides the population into four groups, based upon household income as a percentage of the county median income, as follows:

Very Low Income	Household income is less than 50 percent of the county median income.
Low Income	Household income is between 50 percent and 80 percent of the county median income.
Moderate Income	Household income is between 80 percent and 120 percent of the county median income.
Above Moderate	Household income is greater than 120 percent of the county median income.

According to HCD, median household income in 1990 for a family of four in Placer County was $37,500 (HCD March, 1990). Thus, according to the definitions above, the income categories for a family of four in Placer County were as follows:

Very Low Income	Household income less than $18,750.
Low Income	Household income between $18,751 and $30,000.
Moderate Income	Household income between $30,001 and $45,000.
Above Moderate	Household income greater than $45,000.

Measures of Housing Cost Overpayment

Measures of overpayment for housing vary. HCD claims that overpayment occurs when 25 percent or more of household gross income is paid for housing, though some federal programs use a figure of 30 percent. The 1984 Placer County Housing Element determined that overpayment occurred when low and very low income households paid more than 30 percent of household income for housing, or when moderate and above moderate households paid more than 35 percent of household income (including rent and utilities) for housing (Placer County Housing Element, 1984). For this analysis, the 1984 Placer County Housing Element standards will be used again.

The decennial census of population provides information about the percentage of household income that residents spend for housing. Unfortunately, that information is not yet available from the 1990 census. The following table shows the overpayment statistics from the 1984 Housing Element that were derived from the 1980 census.

TABLE 2-19

PERCENTAGE OF HOUSEHOLDS OVERPAYING HOUSING COST
Placer County 1980

	Owner Occupied	Rental Housing
% Overpaying	21	45
% of Overpaying that are Low or Very Low Income	59	90
% of Overpaying that are Moderate or Above Moderate Income	41	10

Source: *Placer County Housing Element*, 1984.

By applying these percentages to the number of households in the unincorporated portion of the county, a reasonable estimate of overpayment can be derived. This calculation can be updated when the 1990 census information becomes available. According to the 1990 census, there were 23,830 owner occupied housing units and 6,999 rental housing units in the unincorporated portion of the county. Applying the 1980 percentages to these figures yields Table 2-20.

To check the reasonableness of this estimate, one can compare the increase in the median rent value, median value of owner occupied housing, and median income. Table 2-21 shows the changes in these variables between 1980 and 1990.

TABLE 2-20

NUMBER OF HOUSEHOLDS OVERPAYING HOUSING COST
Placer County 1980

	Owner Occupied	Rental Housing
Number Overpaying	5,099	3,121
Number Overpaying that are Low or Very Low Income	3,008	2,799
Number Overpaying that are Moderate or Above Moderate Income	2,090	322

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TABLE 2-21

COMPARISON OF HOUSING VALUE, RENT AND INCOME
Placer County 1980 to 1990

	1980	1990	% Change
Median Rent	$264	$496	88%
Median Housing Value	$77,900	$169,000	117%
Median Household Income	$18,685	$37,500	100%

Notes: The $37,500 value for 1990 median household income is based upon a family of four. The 1980 income figure is median household income, regardless of household size.

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1980.
U.S. Census of Population and Housing, Summary Tape File 1, 1990.
California Department of Housing and Community Development, "New Income Limits", Memorandum dated March 16, 1990.

The above information suggests that the estimate of overpayment for owner occupied housing is reasonable. The median price of owner occupied housing increased by more than median income. For rental housing, median household income has increased more than median rents. This could mean that fewer renters are overpaying in 1990 than in 1980, but the following discussion explains the limitations of this estimate.

Recently, data from the 1990 Census on the percentage of income devoted to housing costs became available. As noted above, HCD recommends using 25 percent of household income as the threshold as an acceptable level to be devoted toward housing costs. Using the methodology suggested by HCD yields the data for the unincorporated County area as shown in the tables on the following page:

UNINCORPORATED PLACER COUNTY

$37,601 - Placer County 1990 Median Income
$30,081 - 80 Percent of 1990 Median Income

OWNERSHIP HOUSING

Housing Costs as Percentage of Income	Income Range: Below $10,000	$10,000 $19,999	$20,000 $34,999	$35,000 $49,999	$50,000 and above	Total
0% to 19%	116	462	1,577	1,419	4,422	7,996
20% to 24%	81	172	237	603	1,505	2,598
25% to 29%	50	123	188	485	999	1,845
30% to 34%	30	71	232	472	634	1,439
35% or more	591	635	1,205	790	670	3,891
Not Computed	85	0	0	0	0	85
Total	953	1,463	3,439	3,769	8,230	17,854

Total number of owner households overpaying	7,175
Total households	17,769
Percentage of low income owner households overpaying	40.4%
Number of low income owner households overpaying	2,592
Total low income owner households	4,642
Percentage of low income owner households overpaying	55.8%

RENTAL HOUSING

Housing Costs as Percentage of Income	Income Range: Below $10,000	$10,000 $19,999	$20,000 $34,999	$35,000 $49,999	$50,000 and above	Total
0% to 19%	0	51	314	520	688	1,573
20% to 24%	0	127	440	173	100	840
25% to 29%	14	120	454	102	38	728
30% to 34%	33	212	275	61	18	599
35% or more	831	864	445	36	0	2,176
Not Computed	238	127	89	61	16	531
Total	1,116	1,501	2,017	953	860	6,447

Total number of renter households overpaying	3,503
Total households	5,916
Percentage of renter households overpaying	59.2%
Number of low income renter households overpaying	2,863
Total low income renter households	3,548
Percentage of low income renter households overpaying	80.7%

TOTAL HOUSING

Housing Costs as Percentage of Income	Income Range: Below $10,000	$10,000 $19,999	$20,000 $34,999	$35,000 $49,999	$50,000 and above	Total
0% to 19%	116	513	1,891	1,939	5,110	9,569
20% to 24%	81	299	677	776	1,605	3,438
25% to 29%	64	243	642	587	1,037	2,573
30% to 34%	63	283	507	533	652	2,038
35% or more	1,422	1,499	1,650	826	670	6,067
Not Computed	323	127	89	61	16	616
Total	2,069	2,964	5,456	4,722	9,090	24,301

Total number of households overpaying	10,678
Total households	23,685
Percentage of households overpaying	45.1%
Number of low income households overpaying	5,455
Total low income households	8,190
Percentage of low income households overpaying	66.6%

The above data suggest that by these standards 45 percent of the households in Placer County are overpaying for housing and that 67 percent of the lower income households are overpaying.

Limitations of Estimate

While the estimate of overpayment is reasonable given the available data, several limitations to the data need to be understood. First, while the median values of rent, housing cost and household income have increased at about the same rate, the data do not allow detailed analysis of the distribution of household incomes relative to the distribution of rents and housing costs. The median measures the middle value within a range of values. While the middle of the range has increased similarly for housing value, rents, and income, the extent of the range of those variables may have widened or narrowed.

Second, the data do not allow detailed analysis of overpayment between different geographic regions of the county. Given the geographic variation in housing costs and rents, it is likely that the amount of overpayment varies similarly within the county.

Finally, the 1990 value of median income is an estimate provided by HCD for housing assistance program eligibility. While based on the best available information, it is not as thorough as census data. Further, the income estimate is based upon a family of four, while the 1980 census figure is the median household income regardless of household size.

2.5 ANALYSIS OF SPECIAL HOUSING NEEDS

This section reviews the characteristics of households with special housing needs, including the elderly, large families, single-parent families, disabled persons, and farmworkers. Homeless people who cannot afford any housing are also discussed in this section.

There are some low-cost rental housing units available in Placer County. Such units serve the housing needs of the elderly, disabled, handicapped, and low income families. Table 2-22 is a list of low cost rental units in Placer County.

THE ELDERLY

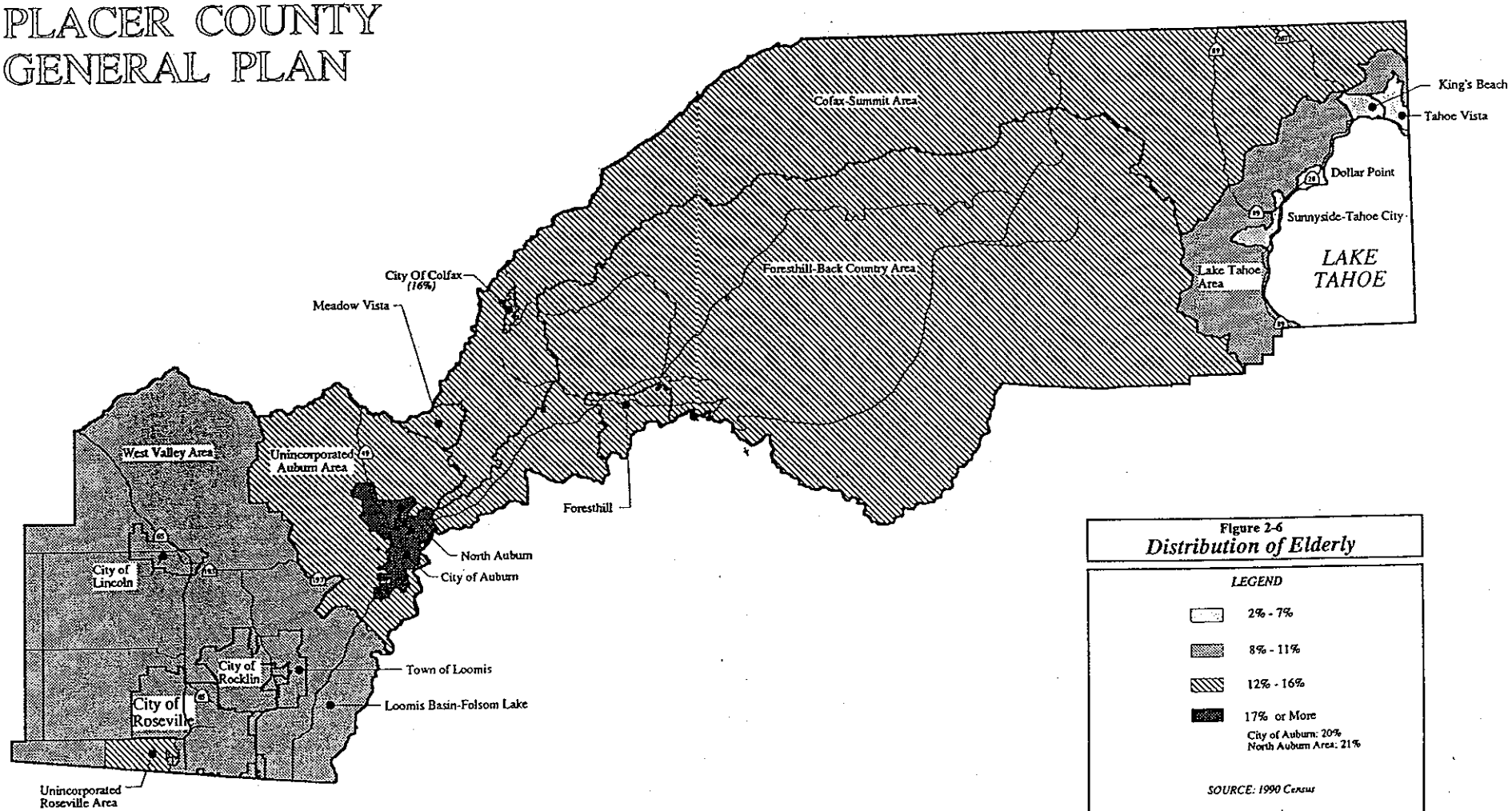
An analysis of the housing needs of the elderly is important for three reasons: 1) many elderly have fixed, limited incomes, 2) many elderly persons are "over-housed" (living alone in a three or four bedroom house) and 3) because some elderly have mobility and health problems, it is important to have housing available to accommodate those needs.

Elderly Population

There are 20,625 residents aged 65 years and older in Placer County, 12 percent of the total population. (See Table 2-23.) About half of the elderly live in the cities while the other half live in the unincorporated areas.

Table 2-24 shows specific details on the number of elderly in each community. Forty-four percent of all seniors live in either Roseville, Auburn, or the North Auburn area. The percent of elderly in each sub-area is shown in Figure 2-6.

PLACER COUNTY GENERAL PLAN



Elderly Households

When filling out the 1990 census forms, there were 12,755 people aged 65 years and older who identified themselves as the householder; this represents 62 percent of the elderly population. Of the elderly householders, 81 percent own their housing units while only 18 percent rent. The home-ownership rate is higher in the unincorporated areas of the county—91 percent of the householders own their homes.

In the cities, senior citizens are more likely to rent as they reach 75 years or older; while only 12 percent of the 65 to 74 year-olds rent, 16 percent of the 75 and older group rents. This is not true in the unincorporated areas of the county where only 5 percent of the 65 to 74 year-old households rent and 4 percent of the 75 and older group rents.

TABLE 2-22

LOW-COST RENTAL UNITS
Placer County 1991

Name and Location	Units	Description
Auburn Garden Apartments, Auburn	48	One and two bedrooms. All ages. Middle income housing.
Auburn Palms, Auburn	49	One bedroom. Subsidized for seniors. Some units for disabled
Auburn Ravine Terrace, Auburn	132	One bedroom. One to three meals a day. 50 subsidized apartments for seniors.
Auburn Villa, Auburn	50	One bedroom. Seniors only.
Brookside Park, Auburn	48	One and two bedrooms. Seniors only.
Canyon View Apartments, Colfax	67	One and two bedrooms. Seniors, handicapped, and disabled only.
College Manor Apartments, Rocklin	32	One and two bedrooms. All ages.
Foresthill Apartments, Foresthill*	34	One, two, and three bedrooms. Low income. All ages.
Golden Village Apartments, Lincoln	48	Two bedrooms (ground floor apartments). All ages.
Lincoln Senior Citizens Community, Lincoln	70	One and two bedroom apartments. Seniors and handicapped only.
Lyn-Rock Senior Community, Rocklin	66	One and two bedroom apartments. Seniors and handicapped only.
Maidu Village	80	Seniors only.
Manzanita Place, Roseville	63	Seniors and disabled only.
Parkview Apartments, Lincoln	80	All ages.
Placer West Apartments, Rocklin	44	One, two, and three bedroom apartments. All ages.
Roseville Gardens, Roseville	64	One and two bedroom apartments. All ages. Moderate income.
Santa Clara Terrace, Roseville	72	One, two, three, and four bedroom apartments. All ages.
Shannon Bay Apartments, Rocklin	50	All ages.
Snow Cap Apartments, unincorporated Auburn*	80	One, two, and three bedroom apartments. Low and moderate income. All ages.
Sunset Apartments, Rocklin	104	One, two, and three bedroom apartments. All ages.
"J" Street Apartments, Lincoln	8	Two bedrooms. All ages.
Valley Vista Apartments, Lincoln	44	One and two bedroom apartments. All ages.

Note: An asterisk (*) denotes that the complex is in an unincorporated area of the county.
Source: Auburn-Placer County Library, Information and Referral Center, 1991.

TABLE 2-23

ELDERLY POPULATION
Placer County 1990

Age Group	In Cities	Unincorporated	County Total
65 to 74 Years	5,885	6,490	12,375
75 Years and Older	4,586	3,664	8,250
Total Elderly Population	**10,471**	**10,154**	**20,625**

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TABLE 2-24

ELDERLY PERSONS BY AREA
Placer County 1990

Location	Persons 65 and Older	% of Local Population
Auburn City	2,139	20
Auburn Unincorporated Area	2,197	14
Colfax City	213	16
Colfax-Summit Area	1,307	12
Dollar Point	105	7
Foresthill	184	13
Foresthill-Back County Area	440	13
Kings Beach	106	4
Lake Tahoe Area	189	8
Lincoln City	750	10
Loomis Basin-Folsom Lake	1,883	9
Loomis Town	572	10
Meadow Vista	433	14
North Auburn Area	2,168	21
Rocklin City	1,753	9
Roseville City	5,034	11
Roseville Unincorporated Area	354	13
Sunnyside-Tahoe City	63	4
Tahoe Vista	75	7
West Valley Area	650	10
Total Elderly Population	20,615	100

Source: *U.S. Census of Population and Housing, Summary Tape File 1, 1990*

Housing Needs of the Elderly

Elderly householders who do not own their homes can be vulnerable to rising rents; many elderly have fixed, limited incomes. The low number of seniors who rent in the unincorporated areas (Table 2-25) suggests two conclusions: 1) many elderly residents of the unincorporated areas probably move to the cities to find housing, and 2) there may be a need for elderly housing in the unincorporated areas that is not currently provided.

At least half of the senior citizens in Placer County own their homes (10,345 elderly householders out of a 20,625 total elderly population. This number does not include spouses or co-owners living with the householder.)

TABLE 2-25

OCCUPANCY STATUS OF ELDERLY POPULATION
Placer County 1990

Age Group and Tenure	Cities	Unincorporated	Total
Owner Occupied Units	4,712	5,633	10,345
65 to 74 Years	*2,900*	*3,609*	*6,509*
75 Years and Older	*1,812*	*2,024*	*3,836*
Renter Occupied Units	1,834	546	2,380
65 to 74 Years	*808*	*314*	*1,122*
75 Years and Older	*1,026*	*232*	*1,258*
Total Elderly Householders	**6,546**	**6,179**	**12,725**

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

Table 2-26 shows that 9,319 elderly live in households that do not have another elderly person. Elderly parents may be living with their adult children or involved with another similar arrangement. Some of these people might prefer to live alone or in a separate unit near the main house ("granny flats") if such units were available and affordable.

Table 2-26 also shows that 6,419 elderly persons are sharing accommodations with other elderly persons. If these people are related (spouse, sibling, etc.) and occupy housing units they own, then the need represented by this group is probably not great. If these persons are not related, (i.e., one member is renting from the other), there may be need for more affordable apartment units for the elderly. For instance, if an elderly homeowner decides to sell the house and move into an apartment, then the elderly renter may not be able to afford moving or paying a higher rent.

TABLE 2-26

LIVING ARRANGEMENTS OF ELDERLY POPULATION
Placer County 1990

Living Arrangement	Number of Elderly Households
Living Alone	4,894
Living with Other Elderly	6,419
Living with Non-elderly	9,319

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

Senior Housing Complexes and Services for the Elderly

The City of Auburn has 4 housing complexes that provide 279 apartments specifically for senior citizens. Colfax, Lincoln, Rocklin, and Roseville also have senior apartment complexes with 50 to 80 units each. However, there is only one complex designated for seniors in the unincorporated areas of the county (outside Auburn).

Many of the food programs funded by the County through the Community Services Department have provisions for elderly residents. A more complete discussion of the food programs is provided under services for the homeless. In addition, an organization called the Volunteer Center provides meals for low income people confined to their homes, many of whom are elderly.

LARGE FAMILIES

If large families cannot find large, affordable housing units, then their living conditions become overcrowded. Table 2-27 shows that in general, the household size of owner occupied housing units tends to be larger than that of the renter occupied units, and households that are families (all related individuals) generally include more people than the average household.

TABLE 2-27

GENERAL FAMILY AND HOUSEHOLD CHARACTERISTICS
Placer County 1990

Category	Average	Population	Housing Units
Persons per Occupied Unit	2.66	170,452	64,101
Owner Occupied	2.74	123,948	45,319
Renter Occupied	2.48	46,504	18,782
Persons per Family	3.05	145,794	47,786

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990

Location of Large Households and Large Housing Units

Five areas contain well over half of all the large housing units in Placer County (Table 2-28). The areas are Roseville, Rocklin, Colfax-Summit area, the Unincorporated Auburn area, and the Loomis Basin-Folsom Lake area. These are also the areas with the greatest proportion of large households, and the largest number of children. The number of large units greatly exceeds the number of large households (37,366 units for 5,442 families).

Housing Needs of Large Families

Although the total number of large housing units in the county appear sufficient to meet the needs of large families, the location of those units relative to areas where children make up a large percentage of the population is also important. For example, children make up 31 percent of the population of Lincoln City and 29 percent of the populations of Loomis and Foresthill; areas where there are relatively few large units. Therefore, housing programs intended to provide larger, affordable units should be targeted to areas with a high percentage of children and a low number of large units—Foresthill and Kings Beach.

SINGLE-PARENT FAMILIES

Table 2-29 compares the composition of Placer County households in 1980 and 1990. Table 2-30 is a detailed breakdown of household types in 1990. The composition of families in Placer County has not changed much since 1980. Proportionally, however, there are fewer married couples and more women householders and non-family households. A small decrease in one person households in cities has been offset by an increase in the same group in unincorporated areas.

The 1990 census noted that 3,869 (6 percent) of the households in the county consist of single-parent mothers with children. About a third of these households are in the unincorporated areas. Because the earning power of women is generally less than that of men, single mothers often have a difficult time finding affordable housing and affordable child-care services. The Community Services Department *Community Services Block Grant Plan*, noted that on May 1, 1991, Placer County had 2,160 Aid to Families with Dependent Children (AFDC) cases with female-headed households. Although the

percentage of single mothers in the county is less than the average for California (11 percent), the needs of these women and their children are of particular concern.

The census also notes 1,215 (two percent) single-parent fathers with children. About half of the households are in the cities and half are in the unincorporated areas. The overall average is well below the California average of 4 percent.

The most important way to help address the housing needs of single-parent households is to provide an adequate supply of affordable units. Locations near day-care and/or child-care facilities are also important, especially if the parent cannot afford an automobile.

TABLE 2-28

LOCATION OF LARGE HOUSING UNITS AND LARGE HOUSEHOLDS
Placer County 1990

Location of Large Units	**6 Rooms**	**7 Rooms**	**8 Rooms**	**9+ Rooms**
Auburn Unincorporated Area	1,366	973	518	489
Colfax-Summit Area	1,523	837	547	512
Loomis Basin-Folsom Lake	1,316	1,372	1,188	1,324
Rocklin City	1,531	1,288	829	467
Roseville City	3,446	2,469	1,736	956
Subtotal	9,182	6,939	4,818	3,748
as % of Total Large	*59%*	*68%*	*74%*	*74%*
Total Large Units	*15,613*	*10,208*	*6,476*	*5,069*

Location of Large Households	***5 Persons***	***6 Persons***	***7 or More Persons***
Auburn Unincorporated Area	*405*	*143*	*90*
Colfax-Summit	*232*	*60*	*51*
Loomis Basin-Folsom Lake	*533*	*175*	*114*
Rocklin City	*460*	*131*	*69*
Roseville City	*1,047*	*331*	*168*
Subtotal	*2,677*	*840*	*492*
as Percent of Total Large Households	*66%*	*64%*	*63%*
Total Large Households	***4,056***	***1,311***	*775*

Note: Room count does not include kitchens or bathrooms.

Source: U.S. Census of Population and Housing, Summary Tape File 1, 1990.

TABLE 2-29

COMPARISON OF HOUSEHOLD COMPOSITION
Placer County 1980 and 1990

	In Cities		Unincorporated		County Total	
Household Type	**1980 %**	**1990 %**	**1980 %**	**1990 %**	**1980 %**	**1990 %**
One person	24	21	16	18	20	20
Married couples	59	59	69	66	65	63
Male householder, no wife	3	3	3	3	3	3
Female householder, no husband	10	10	6	7	8	3
Non-family	5	6	6	6	5	6
Total Households	100	100	100	100	100	100

Note: Sum of percentages may not equal 100 because of rounding.

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.
Placer County Housing Element, 1984.

TABLE 2-30

HOUSEHOLD COMPOSITION
Placer County 1990

	In Cities		Unincorporated		County Total	
Household Type	**No.**	**%**	**No.**	**%**	**No.**	**%**
One person	7,108	21	5,415	18	12,523	20
Married couples	9,736	29	11,341	37	21,077	33
with children	9,912	30	9,080	29	18,992	30
Male householder, no wife	477	1	418	1	895	1
with children	656	2	559	2	1,215	2
Female householder, no husband	1,003	3	735	2	1,738	3
with children	2,390	7	1,479	5	3,869	6
Non-family	1,990	6	1,802	6	3,792	6
Total Households	33,272	100	30,829	100	64,101	100

Note: Sum of percentages may not equal 100 because of rounding.
Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

THE DISABLED

The 1980 census recorded 9,612 persons in Placer County that had a transportation or work disability. This represented eight percent of the population at that time. This is close to the rule-of-thumb estimate of 10 percent (i.e., an average of 10 percent of any given population has a physical or mental handicap) (Ambuehl, 1991).

Although comparable information on transportation and work disabilities is not yet available from the 1990 census, a safe estimate would be that between 13,800 to 17,300 (8 to 10 percent) of the 1990 population of Placer County are disabled. Based on previous trends, it is estimated that about half live in the unincorporated areas. Disabled and handicapped persons generally represent a broad cross-section of the population. Some of the 13,800 to 17,300 will have only minor disabilities that do not have a great effect on their mobility or ability to work.

Placer County has 3,304 people receiving Supplemental Security Income (SSI) from the federal government. The SSI recipients represent persons that have lost a "major life activity", i.e., they are severely handicapped.

Housing Needs of Disabled Persons

There are two major housing problems facing disabled persons: the need for housing that meets particular physical needs (wheelchair accessible, etc.) and monetary needs. Because of limited job opportunities for the handicapped and disabled, household incomes are often below the median income.

The disabled or handicapped residents of Placer County have different housing needs depending on the nature and severity of the disability. Physically disabled persons generally require modifications to the housing units such as wheelchair ramps, elevators or lifts, wide doorways, accessible cabinetry, modified fixtures and appliances, etc. If the handicap prevents the person from operating a vehicle, then proximity to services and access to public transportation are also important. People with severe disabilities may also require nursing or care facilities. If the physical disability prevents individuals from working or limits their income, then the cost of housing and the costs of modifications can become even more of a concern. Because physical handicaps vary, this group does not congregate toward a single service organization—making it difficult to estimate the number of individuals and specific needs.

The physical modification of housing is not necessary to accommodate mentally disabled persons, but they will generally require more services and more monetary support. Jobs and incomes are limited, so affordable housing is important. Most mentally disabled persons would prefer to live independently, but because of monetary circumstances, they are forced to live with other family members or with roommates. This may cause additional stress and problems. In some instances the need for a resident assistant to help deal with crises or challenging situations may also create special housing demands. This would suggest that there is a need for housing that include resident helpers for persons requiring extra assistance in dealing with their daily routines. Many mentally handicapped persons are unable to drive, so access to public transportation is also important.

Disabled elderly often fall into one or both of the above categories. Many elderly have some minor physical handicap. For instance, climbing stairs may be difficult—especially when carrying groceries or other bulky items. Other elderly persons may have difficulty cooking, cleaning, performing daily chores, or remembering to take medication. Congregate care facilities and retirement homes help meet the need of many of these individuals.

Federal services for severely emotionally disabled persons have been largely reduced in recent years. Such people require community mental health facilities that provide room, board, and supervision. An unfortunate consequence of closing facilities for these people has been an increase in the number of emotionally troubled homeless persons. At a minimum, this group requires affordable shelter.

Many of the apartment complexes noted in Table 2-22 (page 2-23) have some units reserved for handicapped or disabled persons. Specifically, units are available at Auburn Palms, Canyon View Apartments, Lincoln Senior Citizens Community, Lyn-Rock Senior Community, Maidu Village, and Manzanita Place. Still, there is a large unmet need. Representatives from the California Department of Rehabilitation, California Veterans Administration, Association for Retarded Citizens, and Sierra College (the counselor for handicapped students) all note the shortage of housing available to handicapped or disabled persons with limited incomes.

Services for the Disabled

There are several organizations in Placer County that serve disabled clients. The following organizations were contacted in evaluating the needs of Placer County disabled residents: the Alta California Regional Center, Association of Retarded Citizens, Pride Industries, California Children's Services, the California Veterans Services, the Sierra College Enabler, and the California Department of Rehabilitation. These groups all perform services to a clientele that have a wide variety of needs. Many are state organizations that do not have specific records of clients from Placer County. A brief description of each organization is provided below.

Alta California Regional Center. This organization has a contract with the state to coordinate services for people with mental disabilities. The center refers clients to other organizations that can serve their particular needs, such as board and care facilities, transportation services, equipment rental businesses, etc. Depending on the developmental stage of the client, the Alta Regional Center will direct them to the various organizations in Placer County.

The Association of Retarded Citizens (ARC). ARC has a total of 350 to 400 clients. Generally the clients do not have specific housing design needs, but they do have very limited incomes. ARC has some Section 8 units (federally subsidized rental units), and is on the waiting list for more. Most of their clients would prefer to live independently, but cannot afford the housing cost. The lack of federally subsidized units has encouraged the ARC to find suitable living areas through other resources. For example, the ARC was recently able to convince a group of investors to buy a four-plex and then give the first-right of refusal to the ARC to rent the units. Habitat for Humanity (a non-profit housing development corporation) offered to build a tri-plex or four-plex if ARC could supply the land, but ARC has not been successful in obtaining a site for the units.

Pride Industries. Pride Industries is a non-profit organization that works with people with various disabilities, although most of its 300 clients are developmentally disabled. Pride Industries gets referrals from the Alta Regional Center and the California Department of Rehabilitation. The County granted $11,250 in 1992 to the Pride program to help low income individuals with severe disabilities get and keep a job. The goal of the program is to help disabled persons to maintain long-term employment and end cycles of poverty and dependence on government support programs.

Pride Industries first provides vocational training. Then, as individuals master skills and are ready to join the work force, Pride finds their clients jobs that pay at least minimum wage and assists the clients by providing a job coach to help them learn and get better at their job. As the clients master

the necessary job skills, the job coach is phased out. The vocational training program has about 250 clients, and the supported employment program has a total of about 50 clients in the Roseville, Auburn, and Grass Valley centers.

The Sierra College Enabler. This organization generally works with 650 to 700 students each year. The college has some Section 8 and Farmers Home Administration (FmHA) units available for students. A large portion of the students are developmentally disabled, others are blind or deaf, or have other physical or emotional disabilities. The cost of housing is the biggest problem for most of disabled students. For the physically handicapped students, it is difficult to find "accessible" apartments—those built since the building codes were changed to accommodate wheelchairs and other physical disabilities (Hancock, 1991).

The California Department of Rehabilitation. The California Department of Rehabilitation works with temporarily and permanently disabled persons. Services range from working on the design of housing units to providing necessary medical equipment (Ambuehl, 1991).

California Children's Services. Children's Services provides medical services for crippled children. Most of their client-children are housed (not homeless); there are a few that live in units that need wheelchair access.

Veterans Services. The representatives of the Auburn Office of the California Veterans Services mainly serve as a liaison to the Veterans Administration. They assist clients in getting appeals and benefits. Most of the disabled veterans are already in homes, although they sometimes need modification to homes and cars. Disabled widows are increasing in number and in need of assistance. Widows only get a part of the full pension payment, and this is generally not enough to cover housing and medical costs. Widows cannot qualify for disability status.

FARMWORKERS

The census lists eight housing units specifically for farmworkers in Placer County. Much of the agricultural production in the county does not require seasonal farm workers. In 1987, the Agricultural Element of the Placer County General Plan recorded the value of agricultural production at $61 million. A 1990 report by the County noted that livestock and poultry are the biggest agricultural industries ($23.6 million) while field crops such as grains and rice produced another $12.2 million. Fruit and nut crops were valued at less than $5 million (8 percent of total agricultural production value). All of these crops, except some fruit and nut trees, can be harvested by machine. This means that relatively few field laborers are needed for agricultural production in the area.

Furthermore, the Agricultural Commissioner's Office (Wilson, personal communication) confirmed that there are very few migrant farmworkers in the county and a small but unknown number of resident farmworkers. The Legal Services of Northern California also reports that there is little demand for farmworker related assistance in Placer County. Most agricultural activities which might employ farmworkers are located near the City of Lincoln. However, the planning department in Lincoln indicated that their information suggested that there were few field laborers in the city or in the unincorporated sphere of influence (which is extraordinarily large). The general conclusion is that there are few farmworkers in the unincorporated county area.

The California Employment Development Department tabulates employment in the agricultural industry for the Sacramento SMSA which includes Placer County. Although data for 1992 are not currently

available, the number of workers in the agricultural category has consistently been around 500 for the past few years. The agricultural category, however, also includes workers in the forestry and fisheries industries. Based on discussions with the above listed agencies, there is some consensus that many of the Placer County workers in this category are employed in the forestry industry.

In sum, the number of farmworkers in Placer County unincorporated area is considered quite small and the demand for farmworker related housing limited. Efforts to provide affordable housing generally and rental housing specifically will help address the housing needs of this special needs group.

THE HOMELESS

Placer County defines a homeless person or family as one without a fixed and regular nighttime residence, resources, or community ties; or a person or family who is residing in a public or private place neither designed for, nor ordinarily used as a human sleeping accommodation. In Placer County, homelessness has been viewed as an interjurisdictional problem, with any solution requiring the cooperation of the County and cities together.

The Placer County shelter program at the Roseville National Guard Armory provides shelter to individuals and families seven nights a week during the peak winter months. During the winter of 1989-90 a total of 644 individuals were assisted by the shelter, for a total of 6,165 shelter nights. This means that the 644 individuals spent 6,165 nights or an average of 10 nights each in the shelter. The next winter (December 1990 through March 1991), the Armory provided 5,984 shelter nights. The number of shelter nights in 1990-91 included 5,367 male shelter nights, 499 female, and 118 family. There is not a count available for the number of individuals served in 1990-91, but it is assumed that total is about the same as for 1989-90, given that the number of shelter nights is roughly the same.

There has been a large increase in the number of females and families using the shelter during the last two years. Although the numbers declined in 1991-92 relative to 1990-91, the totals still are significantly higher than in 1989-90.

Housing Needs of the Homeless

Perhaps the most important approach to addressing homelessness is to increase the supply of housing generally and affordable housing specifically. The rapid increase in the number of families using the shelter suggest that they may have been priced out of former accommodations in Placer County. While homeless individuals may be transient—moving from one city to another—families are less mobile and are more likely to stay in their community after becoming homeless. One or more family members may be working at low-paying jobs, but they are still unable to afford housing.

State law requires that the Housing Elements contain an evaluation of potential sites for emergency shelters and transitional housing. Transitional housing is usually provided for a longer period of time than emergency shelter and allows a way for homeless persons to transition from homelessness to self-sufficiency.

Homelessness has been addressed as an interjurisdictional issue, leading toward the creation of conveniently located centers in places near jobs, transportation and other services. The best locations are in the incorporated cities rather than the more rural unincorporated areas which tend to be distant from where homeless congregate and inconvenient in terms of employment opportunities, public transit and other services. Thus, Placer County participated in a task force established by the City of Roseville in

1989 to review homeless problems and recommend solutions. Some of the recommendations have already been acted on. For example, the Roseville Housing Authority and the City of Roseville recently hired a Homeless Project Coordinator to spearhead the effort of creating a permanent, year-round homeless shelter in south Placer County. This is a community-wide effort funded by the County Board of Supervisors, the cities, and the private sector. In addition, in April of 1990, the Roseville City Council received the task force's recommendations, including the submission of an application for State funding for a permanent homeless shelter. Other recommendations of the task force included: developing additional transitional housing, expanding emergency shelter vouchers, developing a network for coordinating emergency services, and developing a Roseville location for a multi-services resource center (Connerly & Associates, 1991).

In April, 1992, the Homeless Project Coordinator of the City of Roseville submitted a Draft Regional Homeless Program to the City Council for review and consideration that is based on the recommendations of the task force. The draft program includes the following key components:

- An analysis of need and existing programs.
- The identification of 13 potential sites for a homeless shelter, transitional housing and feeding programs, and an analysis of the suitability of each site based on site location, accessibility to public transit and other services, environmental constraints, and other factors. These sites are summarized in Appendix B.
- A program design and management framework that establishes eligibility requirements and promotes self-sufficiency.
- Funding strategies.

The next steps will include securing formal agreements from the participating jurisdictions, including Placer County, to provide ongoing funding for the implementation of the program, and to review and rank the suitability of potential sites.

Placer County recognizes that the Regional Homeless Program is the appropriate process for meeting the housing needs of homeless people in South Placer County, and will continue to cooperate with the City of Roseville and other jurisdictions in the formulation and adoption of a Regional Homeless Program. Until such a program is formally adopted that identifies other suitable sites for homeless shelter and feeding programs, the National Guard Armory will continue to serve as the regional homeless shelter resource.

The location of the armory in the county's largest city makes it accessible to the majority of homeless people in this part of the county. However, it is reasonable to assume that the Roseville location does not adequately serve the needs of homeless people in the Sierra Nevada or the Lake Tahoe areas.

The small populations of the Lake Tahoe communities in Placer County comprise a fraction of the total population in the basin, especially when compared with the City of South Lake Tahoe and the major resort communities in Nevada. These population and job centers also have support services most in need by homeless people, including public transit and job referral services, that make them more appropriate locations for regional homeless facilities. For these reasons, the Housing Element establishes a program to work with surrounding jurisdictions, TRPA and public and private organizations to establish a

homeless shelter program for the Lake Tahoe/Sierra Nevada region. Other services for the homeless are discussed below.

Placer County allows emergency shelters and transitional housing facilities in a variety of zones. The following list shows the zones where such facilities are allowed by right and where use permit approval is required.

Transitional Housing (Room and Board)

Zone	CUP Required	Limitations
R-1	No	6 person maximum
R-2	No	No
R-3	No	No
R-P	No	No
TR-1	No	4 person maximum
TR-2	No, if less than 4 persons	4 person maximum w/out CUP
TR-3	No	No
TR-4	No	No
C-1	No	No
C-2	No	No
HS	No	No
SC	Yes	Yes
U	No	No
F	No, if less than 6 persons	6 person maximum w/out CUP
AR	No, if less than 6 persons	6 person maximum w/out CUP

Emergency Shelter

Zone	CUP Required	Limitations
R-2	Yes	No
R-3	Yes	No
TR-3	No	No
TR-4	No	No
C-1	No	No
C-2	No	No
HS	Yes	No
SC	Yes	No
U	Yes	No
F	Yes	No
AR	Yes	No
FR	Yes	No
RF	Yes	No

When conditional use permits are required, they are subject to approval by the zoning administrator and not by the Planning Commission (except on appeal). This approach helps keep processing costs low and shortens the time required for review and approval. The findings for approving such uses, and the conditions applied thereto, are no more restrictive than those of similar uses in those zones.

Services for the Homeless

In addition to the emergency shelter at the Roseville armory, other services for homeless persons and families exist in Placer County.

The Salvation Army receives money from the Placer County Community Services Department to run an emergency shelter program. The Salvation Army provides vouchers for two motels—the Elmwood and Foothill motels—where recipients of the vouchers can stay for up to seven days. When the shelter program runs out of money for housing vouchers, they bus people to shelters in Sacramento, Cal Expo, or Marysville during the winter months. In 1990-91, the Salvation Army had $10,000 in funding and assisted "hundreds" of people between January and June (when the funds ran out). Precise figures are not available.

The St. Vincent de Paul Society also has a small shelter and day care program specifically for families with children. In cooperation with the Community Ministries Services, St. Vincent de Paul has purchased five single-family homes in Roseville for short-term use by homeless families. St. Vincent de Paul also leased the Flamingo Hotel for a transitional housing program. St. Vincent de Paul does not receive county funds for its shelter program.

The Placer Women's Center, Inc., has five rooms available for battered women and their children. The women/families may stay up to two months for three dollars per night plus one dollar per night for each child (up to a maximum of six dollars per night). The available rooms are continually full. The center also provides counseling, a kitchen (residents are expected to purchase and cook their own food), and donated clothes. Crisis Intervention Services also provides short term shelter (one or two days) for domestic violence victims in the Lake Tahoe area. Vouchers are given on a case-by-case basis. (Crisis Intervention provides other social services including a 24-hour crisis line, legal clinic, and counseling services.)

The Community Resources Council (CRC), a non-profit private agency, has the largest food assistance program in the area. CRC distributes food from the United States Department of Agriculture (USDA) Commodities Program to the various charity organizations that prepare meals. Also, for a $7 membership fee, elderly people can purchase the commodities directly. CRC also has a "grocery bag program" where they deliver a bag of goods to senior citizens who pay a monthly fee. CRC distributes all surplus commodities to other organizations in the communities that prepare meals or give food baskets. The Salvation Army also has a food program that gives boxes of food to needy families.

Other food programs are run by the First United Methodist, Bethel Lutheran, and Presbyterian Churches of Roseville, the Salvation Army, the St. Vincent de Paul Society, and the 7th Day Adventist Church.

The Placer County Mental Health Department is in the middle of a two-year pilot program serving South Placer County women (single or with children) with serious mental illness who are homeless or in immediate danger of becoming homeless. Fifteen women can be served at one time. The goal of the program is to stabilize the clients' living circumstances so that they may become more self-sufficient.

The Energy Crisis Intervention Program (EICP) helps people pay bills if they receive a shut-off notice, provides firewood, propane or blankets, or even provides vouchers for gasoline if people have medical appointments. The maximum yearly assistance is $200 per family. The program expects to assist 300 to 400 people during the year. They have probably done more in past years, but the funds have been cut significantly. The ECIP program is available to very low income families, elderly, and disabled persons.

CRC receives funding from the Community Services Department to handle the ECIP for families that receive Aid to Families with Dependent Children (AFDC) funding. The Salvation Army receives funding to handle the other households that qualify for the ECIP.

SPECIAL HOUSING NEEDS IN THE TAHOE AREA AND OTHER RESORT AREAS

Connerly & Associates was engaged by the Tahoe Basin Association of Government to analyze 1990 census information for the Tahoe area. The following paragraphs are excerpts from that document, *Is the TRPA Code Consistent with the Affordable Housing Goals in the Tahoe Regional Plan?* (1991).

> "Housing costs within the Lake Tahoe region are among the most expensive in both the State of California and the State of Nevada. Although each community has some housing affordable to lower-income households in the region, the highest concentrations of affordable housing are in Kings Beach, Stateline, and South Lake Tahoe, on the California side of the lake. The most expensive housing is concentrated on the Nevada side of the lake.
>
> "Kings Beach, South Lake Tahoe, and Stateline have the highest percentage of minority households, renter households, overcrowded households, non-family households, and single mothers. Although information on household income was not available, one could reasonably conclude, based on historical patterns, that each of the groups listed above have lower incomes, as a group, than the population at large. It is likely, therefore, that the communities of Kings Beach, South Lake Tahoe, and Stateline also have the highest percentages of low-income households, households paying in excess of 30 percent of their income of housing expenses, and households below the poverty level of income.
>
> "The paradox of the Tahoe Basin housing market is the abundance of housing in the midst of a shortage of affordable housing for lower-income workers. The Census Bureau reported that of the nearly 30,000 dwelling units in the basin's eight communities, 43 percent of the housing stock was vacant. Most of these vacant units were held for seasonal or recreation use and were not available to meet the housing needs of the Tahoe Basin's growing year-round population."

In light of this, the County should work with TRPA to develop more realistic incentives for producing affordable housing.

A similar problem exists in other mountain areas in Placer County where resort development attracts numerous employees to rural places lacking adequate affordable housing. The County, as a condition of approval for such projects, has on a case-by-case basis required developers to help provide housing either directly, or indirectly through fees. The County should continue to consider employee housing needs in the evaluation of future resort proposals.

2.6 PROJECTED HOUSING NEEDS

This section evaluates projected future housing needs in the unincorporated areas of Placer County based upon the adopted Regional Housing Needs Plan prepared by the Sierra Planning Organization (SPO). State law requires councils of governments to prepare such plans for all cities and counties within their jurisdiction. Placer County is an interesting case because the county is split by three regional planning agencies: SPO, the Sacramento Area Council of Governments (SACOG) and the Tahoe Regional Planning Agency (TRPA). SACOG prepares the housing needs allocation plan for the cities of Lincoln, Rocklin and Roseville in Placer County. TRPA is a federally-mandated agency that oversees development

within the Lake Tahoe Basin in Nevada and California. As such, TRPA is exempt from the California requirement to prepare housing allocation plans. SPO prepares the allocation plan for the cities of Auburn, Colfax and Loomis, as well as all the unincorporated portions of Placer County.

The intent of housing allocation plans is to ensure adequate housing opportunities for all income groups. The State Department of Housing and Community Development (HCD) provides guidelines for the preparation of the plans, and ultimately certifies the plans as adequate.

In preparing its allocation plan, SPO began with estimates of the number of households in each sub-area prepared by the state Department of Finance. Households were then divided into four categories based on income. In its last housing allocation plan, SPO used income information from the 1980 census. The income categories are based upon household income as a percentage of county median income (see page 2-39 for definitions of the income categories).

According to SPO, households in the unincorporated portion of Placer County were distributed as indicated in Table 2-31, in 1990. SPO then assumed an average annual growth rate of 2.19 percent to project the total number of households in the county in 1997. HCD sets goals for the percentages of each type of housing that will comprise the total housing stock in 1997. Those percentages, along with the number of units that they represent, are presented in Table 2-32.

By subtracting the 1997 housing goals from the 1990 estimates of actual units, the numbers of housing units within each income category that should be constructed in the unincorporated county are shown in Table 2-33.

During the past 10 years, an average of 988 housing units have been constructed annually in unincorporated Placer County. During the three years from 1988 to 1990, this average increased to more than 1,150 units per year. The vast majority of the new units were single-family residences.

If the 10-year average continues over the seven-year time frame of the Regional Housing Needs Plan, the county should have no problem seeing development of the total number of units called for under the plan. In fact, nearly 7,000 units would be constructed in the unincorporated county by 1997, at the current rate. However, it is highly questionable whether the private housing market will produce units that will meet the affordability goals of the plan.

To meet the affordability criteria established for Placer County, very low income and low income households should not pay more than 30 percent of their total household income for housing, and moderate and above moderate should not pay more than 35 percent of total household income for housing.

TABLE 2-31

HOUSEHOLDS BY INCOME GROUP
Placer County 1990 (Unincorporated Area)

Very Low	Other Low	Moderate	Above Moderate	Total
5,950 (19.3%)	5,272 (17.1%)	6,536 (21.2%)	13,071 (42.4%)	30,829

Source: Sierra Planning Organization, *Regional Housing Allocation Plan*, April 1991 (Amended December 4, 1991).

TABLE 2-32

FAIR SHARE HOUSEHOLD PROJECTIONS
Placer County 1997 (Unincorporated Area)

Very Low	Other Low	Moderate	Above Moderate	Total
7,184 (20%)	6,190 (17%)	7,679 (21%)	14,955 (41%)	36,007

Source: Sierra Planning Organization, *Regional Housing Allocation Plan*, April 1991 (Amended December 4, 1991).

TABLE 2-33

HOUSING NEEDS BY INCOME CATEGORY
Placer County 1990 to 1997 (Unincorporated Area)

Very Low	Other Low	Moderate	Above Moderate	Total
1,234	918	1,143	1,884	5,178

Source: Sierra Planning Organization, *Regional Housing Allocation Plan*, April 1991 (Amended December 4, 1991).

In April 1991, median household income for a Placer County family of four was $37,500, according to HCD. Thus according to the definitions above, the income categories for a family of four in Placer County are as follows:

Very Low	-	Household annual income less than $18,750
Low	-	Household annual income between $18,751 and $30,000
Moderate	-	Household annual income between $30,001 and $45,000
Above Moderate	-	Household income greater than $45,000

Thus for each category, the following range of monthly rental payments, or combination of mortgage, taxes and insurance payments for owner occupied housing would be necessary to meet the affordability criteria.

Very Low	-	Less than $468.25
Low	-	Between $468.25 and $750
Moderate	-	Between $750 and $1,312.50
Above Moderate	-	$1,312.50 and above

The following table shows the monthly payments that would result from borrowing different amounts at various interest rates. The figures assume a 30-year fixed rate mortgage financing the total borrowed amount.

TABLE 2-34

MONTHLY MORTGAGE PAYMENTS

Amount Borrowed	Monthly Payment at Different Interest Rates				
	6%	7%	8%	9%	10%
$65,000	$390	$432	$476	$523	$570
$75,000	$450	$498	$550	$603	$658
$100,000	$600	$665	$734	$805	$878
$125,000	$749	$832	$917	$1,005	$1,097
$150,000	$899	$998	$1,101	$1,207	$1,316
$175,000	$1,049	$1,164	$1,284	$1,408	$1,536
$200,000	$1,199	$1,331	$1,468	$1,609	$1,755

Source: Crawford Multari & Starr

While varying among banks, current (February 1992) 30-year fixed mortgage rates are around 8.5 percent. Thus to meet the affordability criteria for the very low income group, 1,234 units would have to be constructed that sell for less than $65,000, assuming that no down-payment is made, or which rent for less than $468 a month. (Actually, the price of for-sale units would have to be substantially less than $65,000 to account for insurance and tax payments within the maximum monthly payment.)

Examining the median sale prices of housing throughout the county as detailed earlier in this chapter, it seems apparent that without substantial intervention in the housing market, the allocations for low and very low income housing will be difficult to achieve for owner-occupied housing.

The market is better at providing affordable low income rental housing, but not in sufficient numbers to meet the objectives of the allocation plan. The median rental price in the county from the 1990 census was $496 per month (though in the unincorporated areas this value was lower; see Table 2-17). This figure suggests that half of the rentals in the county are priced less than this amount. Because renters need not pay taxes and insurance for their dwellings, the numbers suggest that a significant amount of rental housing may be affordable to low income individuals (see also the section on Housing Costs and Overpayment, page 2-15). This fact indicates that efforts to increase rental housing generally will likely help households with low and moderate incomes.

2.7 ENERGY CONSERVATION OPPORTUNITIES

This section describes opportunities for conserving energy in existing homes as well as in new residential construction. It discusses the factors affecting energy use, conservation programs currently available in Placer County, and examples of effective programs used by other jurisdictions are all discussed.

FACTORS AFFECTING ENERGY USE

The local climate has a major effect on residential energy use. Placer County summers are hot and dry, and winters are moderately cold to very cold. Prolonged periods of cold weather cause increased energy use for space and water heating; prolonged periods of hot weather increase energy use for air conditioning and other cooling needs. Conversely, periods of mild weather will decrease energy use for those purposes. This situation is particularly true if homes are not well-insulated.

The efficiency of household appliances also affects energy use. Older appliances may not operate as efficiently as when they were new, and many older appliances were built when energy conservation was not considered important. Significant, energy-efficient design advances, for example, have been made in refrigerators, stoves, and microwave ovens.

The following section discusses how patterns of development affect energy consumption, particularly by creating transportation needs.

RELATIONSHIPS BETWEEN HOMES, SERVICES, AND JOBS

Land use planning and zoning practices can significantly affect energy use. For example, if the general plan and zoning ordinances encourage residential subdivision in relatively isolated areas—far from commercial facilities such as grocery stores—residents must travel farther to take care of their daily shopping and service needs. Keeping housing and jobs in balance and near each other helps to reduce energy use for commuting. Longer trips usually necessitate using an automobile (resulting in gasoline consumption) rather than walking or cycling. Thus, changing the land use pattern can also change energy use patterns. Land use planning measures can reduce the distances of automobile travel, reduce the costs of construction, and increase the potential for residents to complete shopping and other chores without driving or by driving shorter distances.

Alternative Types of Development

One example of a land use planning technique for energy conservation is to encourage infill (development on vacant or underused lots) and compact, contiguous development within existing developed areas before development is allowed in more distant areas. If existing development areas cannot meet the expected demand, expanding such areas concentrically rather than allowing dispersed development in outlying areas is preferred. Mixed-use development should be allowed, particularly in the core areas and along collector roads.

Compact development also results in a secondary energy savings—a reduction in embodied energy. Embodied energy is the term used for the energy spent producing the materials and finished products, like sewer pipes, electrical lines, paving materials, etc. Minimizing the length of necessary water, sewer, and electricity lines, consumes less of those products, thereby decreasing the total energy consumption.

Compact development also means there can be more convenient and accessible public transit. Efficient transit service requires a minimum of 12 housing units per acre (Calthorpe, 1990). A compact town may provide the necessary density.

A second example is to require that new developments proposed outside of existing developed areas be clustered on a small portion of the property as an alternative to the dispersed development typical of rural areas. The County can require that only portions of large, open properties actually be developed. For example, a farmer wants to sell 20 acres of land as four, five-acre parcels; instead, the County requires that the four homes be clustered on one-acre parcels in one section of the property while the remaining 16 acres be held as communal open space for agricultural, ranching, or equestrian uses. Such an arrangement also reduces construction costs and embodied energy consumption because there are shorter driveways and utility lines.

A significant portion of a community's energy consumption is devoted to transportation to and from work. Consequently, substantial savings can be realized by balancing jobs and housing within a region, by locating jobs and housing near each other, and through public transit, car pooling and other ways of reducing automobile use by commuters.

Jobs-Housing Balance

Placer County is part of a much larger employment region centered around Sacramento. Within this region, people frequently cross county lines to go to work. Thus, creating a jobs housing balance strictly within the county, or in the unincorporated portions of the county, will have limited relevance to commuting patterns.

Interestingly, a near balance between jobs in the county and the number of residents in the labor force currently exists. Research by Recht Hausrath and Associates (RHA) for the general plan update found approximately 83,000 jobs within the county (including self-employed persons) in 1990. RHA also found that about 80,000 county residents are in the labor force.

The distribution of jobs and residents also correlates well. About 70 percent of the jobs and about 63 percent of the residents live in the area west of Auburn. The Auburn area and surrounding foothills, where about 32 percent of the residents live, provide about 26 percent of the jobs. About 4 percent of the jobs and 5 percent of the residents are located near Lake Tahoe. While not a perfect balance, there is considerable symmetry in how the jobs and population are distributed in the county. These figures do not address the cost of housing as it relates the salary of employees and how much of an employee's income is devoted to housing expenses (rent, mortgage and utilities). If housing is not available in a cost range which is affordable to employees working within a given community, employees who are unable to locate housing commensurate with their salaries will be forced to out-commute to areas where affordability exists. By having housing prices commensurate with employee salaries, at least the opportunity will theoretically exist for individuals to live and work within the same community.

As noted above, however, despite this apparent balance, considerable commuting takes place because the true scope of the region extends well beyond county boundaries.

Locating Jobs and Housing in Proximity

The county's basic land use strategy has been to concentrate both businesses with high employment and the highest residential densities in the communities best able to accommodate such uses. Therefore, in

general terms, most housing and employment have tended to locate relatively near one another. Through a related policy, the County allows housing in most commercial districts, accommodating mixed use developments. In the recent past, this has not resulted in a significant amount of residential development with new businesses. Additional opportunities and incentives for carefully planned mixed use developments should be integrated in the policies and ordinances of the County.

In addition, the County has specifically planned for housing in conjunction with new resorts, where a lack of affordable housing has historically been a problem. In recent cases, conditions of approval for new resorts have included requirements to provide housing, either on site, off site or through the payment of fees. This approach should be incorporated into formal policies or ordinances to clarify when housing is required, how much will be expected and the acceptable mechanisms for addressing the need.

Reducing Automobile Commuting

Despite general policies to balance jobs and housing and to encourage or require housing near job centers, many people will continue to drive to work. Again, because the housing and employment region extends far beyond the County's borders, many people will continue to commute to work: seeking more affordable and desirable residences farther from the city centers, while driving to jobs in urban areas.

In light of this, efforts have been focused on reducing the use of single-occupancy automobiles for work commutes. A wide variety of strategies have been tried, particularly the use of public transit. Presently, public transit in Placer County consists largely of bus lines, although there is limited light rail service in the southwestern portion of the county.

Three bus transit lines operate in the unincorporated portions of the County. Placer County Transit runs buses on lines parallel to the Interstate 80 and Highway 49 corridors. Ridership studies indicate that a significant number of the patrons are college students and other commuters.

The Tahoe Area Regional Transit operates on the northern and western shores of Lake Tahoe, including the portion of Placer County there. Ridership surveys also indicate high use by commuters. The Consolidated Transportation Services Agency provides specialized transportation for seniors and disabled persons.

Placer County promotes van pooling for major employment centers, and has instituted a "trip reduction" ordinance for new employers. Businesses with 200 or more employees are required to reduce trips over a baseline amount by 30 percent through a variety of mechanisms such as incentives for car pooling and use of public transit. Businesses with 50 to 199 employees must provide information about travel alternatives to their workers, must retain a trip reduction coordinator, provide bicycle parking, conduct an annual survey of commuting practices, among other specific programs. Businesses with 10 to 49 employees simply need to provide information about alternative commuting options.

The Air Pollution Control District is also working on Transportation Control Measures to reduce commuter use of cars. The goal is to increase vehicle ridership to an average of 1.5 persons per car during commute hours by 1997. Achieving this goal will not only decrease air pollution but also conserve energy.

ENERGY EFFICIENCY IN INDIVIDUAL HOMES

A variety of public and quasi-public programs are, or could be made available in Placer County to assist homeowners and renters in retrofitting to improve energy efficiency.

Existing Conservation Programs

The California State Building Standards Code (specifically Title 24) requires that all new residential development comply with several energy conservation standards. The standards require ceiling, wall, and concrete slab insulation, vapor barriers, weatherstripping on doors and windows, closeable doors on fireplaces, insulated heating and cooling ducts, water heater insulation blankets, swimming pool covers and timers, certified energy efficient appliances, etc. All new construction in Placer County must comply with Title 24.

The primary energy conservation program for older homes in Placer County is the weatherization program implemented by Project Go. Project Go is an independent, private non-profit organization that specializes in home repairs. With funds supplied by the state and Pacific Gas & Electric, Project Go provides a free weatherization service to low income and elderly people. Recipients of Aid to Families with Dependent Children and State Disability Insurance are automatically eligible. The weatherization service includes caulking, weatherstripping, insulation, and sunscreens. Since 1984, Project Go has weatherized over 8,000 homes in Placer County.

The large building setbacks required in most of the unincorporated areas also act to preserve solar access. The ability of homes with active solar panels to get solar access (sunlight) is unlikely to be disrupted by adjacent buildings.

The California Energy Commission (CEC) is currently developing a set of energy efficiency guidelines for local planning agencies. As part of those guidelines, the CEC intends to address building efficiency beyond the Title 24 standards.

Pacific Gas & Electric has a showcase program for developers who build homes that exceed the Title 24 standards by 50 percent. The program offers free advertising for the homes in local newspapers and PG&E publications. PG&E also offers a Target Customer Appliance Program that will replace old and inefficient refrigerators, furnaces, air conditioning systems and water heaters for income-eligible households—at no cost to qualifying customers.

Additional Residential Conservation Measures

The County can encourage energy efficiency in residential construction by developing design guidelines emphasizing energy efficient construction practices. This strategy would provide an information sheet to builders that discusses the short- and long-run costs and benefits of energy efficient design and construction, and provides a list of the local dealers, contractors, and suppliers of conservation materials. Often, consumers discard long-term savings potential in favor of immediate cost savings. If consumers have accurate information, they will be able to better weigh the implications of their decisions. A study on the effectiveness of educational programs on conserving energy showed that information campaigns produce an average of 4 percent energy savings.

Energy-efficient, new residential construction can cut energy consumption by up to 50 percent (Nava 1991). Energy efficient home construction and retrofits should contain some or all of the following:

- Double-pane windows (two panes of glass enclose a vacuum-tight space that does not allow heat and cold to transfer as quickly as it does in a window with a single pane of glass);
- Attic insulation greater than R-19 (soft, fiberglass insulation is given an "R" rating based on its capacity to insulate an area, a higher "R" value indicates greater insulation capability);
- Rigid attic insulation (generally a compressed styrofoam insulation with an R-30 value);
- Additional wall insulation (older homes may not have insulated walls);
- Fluorescent indoor lighting (a standard, incandescent light bulb uses more energy);
- Dimmer switches and task lighting (dimmer switches allow lower lighting levels and less electricity use while task lighting directs light to necessary areas without wastefully lighting a larger area);
- Halogen outdoor lighting (halogen, like fluorescent, are more efficient than incandescent light);
- Lighting motion detectors that turn on lights only when they detect a person in the room or area;
- Shade trees along southern and western glazing to reduce the heat from windows on hot summer days;
- Solar screens that reduce the amount of heat from solar radiation coming through windows;
- Evaporative cooler which uses less energy than air conditioner;
- Microwave oven which uses less energy than an electric or gas oven;
- Gas (rather than electric or propane) water heater and range/oven;
- Weatherized windows and doors that do not have cracks to cause drafts;
- Pools with integrated cleaning and heating systems (including pool covers, active solar heating, and efficient filters, pumps, and motors);
- Automatic timers that provide energy use only when it is necessary;
- Drip irrigation system that conserve water and reduce the energy needed for pumping water;
- Drought tolerant landscaping;
- Active solar elements and passive solar design;
- Energy efficient appliances (in new construction and replacing older appliances in existing homes);
- Storm windows to cut back on heat loss through windows during the winter; and

- Reflective film on south facing windows to minimize heat gain during the summer.

Policies that encourage solar energy technology in both retrofits and new construction can also been employed by the County. There are two distinct approaches to solar heating: active and passive. Active systems use mechanical equipment to collect and transport heat—the relatively common roof plate collector system used in solar water and space heaters. Collectors can contain water, oil or air that is pumped through conduits and heated, then piped to the spaces to be heated or to a water heater tank.

Passive solar systems collect and transport heat through non-mechanical means. Essentially, the structure itself becomes part of the collection and transmission system. Certain types of building materials absorb solar energy and can transmit that energy later. Passive systems often employ skylight windows to allow sunlight to enter the room, and masonry walls or walls with water pipes inside to store the solar heat. This heat is then generated back into the room when the room cools in the evening.

The best method to encourage use of active solar systems for heating and cooling is to not restrict their use in the zoning and building ordinances and to require subdivision layouts that facilitate solar use.

PG&E publishes a wide variety of pamphlets that provide information on energy conservation practices. As a possible program, the County could provide each new household with a collection of PG&E pamphlets on conservation that encourage energy audits and retrofit programs for existing residential development.

2.8 CURRENT AND PAST HOUSING EFFORTS

The 1984 Placer County Housing Element made a number of projections regarding population increase and housing need. Based on the demand for housing represented by those projections, the County formulated several policies regarding the supply of housing for the unincorporated areas. This section compares the projections to what actually occurred and evaluates the effectiveness of the policies in relation to the projections. This section also summarizes other County housing programs that have been instituted since the 1984 Housing Element. The results of this analysis will be used as a starting point for formulating effective new housing programs in Placer County.

POPULATION PROJECTIONS

The population projection in the 1984 Housing Element forecast a July, 1989, county population of 162,139. This was based on a four percent annual increase predicted for Placer County by the California Department of Finance. Table 2-35 compares the projected versus actual population for 1990. The projected population is modified slightly to bring the projection up to April 1, 1990 (census day).

Although the projected population for the county was within three percent of the actual population, the projection underestimated (by 21 percent) the increase that would occur in the cities and overestimated (by 16 percent) the development that would occur in the unincorporated areas. (The community of Loomis did incorporate during that time, but the Loomis population of 5,705 accounts for only three percent of the total population.)

TABLE 2-35

PROJECTED vs. ACTUAL POPULATIONS
Placer County 1990

Year	In Cities	Unincorporated	Total County
1989 Projection (July)	67,503	94,636	162,139
1990 Projection (April)*	69,528	97,475	167,003
1990 Population (actual)	88,569	84,227	172,796
Actual minus projected	19,041	-13,248	5,793

* Population projection for April, 1990 derived from extrapolation of July 1989 Department of Finance official projection.

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.
Placer County Housing Element, 1984.

HOUSING NEEDS

The 1992 Housing Element references the Sierra Planning Organization *Regional Housing Allocation Plan*. The plan called for the construction of 5,178 units in Placer County between 1990 and 1997. Very low and low income units made up 42 percent of the housing units. Moderate-priced units represented 22 percent of the total, and above-moderate units made up the remaining 36 percent of the units.

The County acknowledged the regional allocation plan and based their housing and land use policies on the assumption, contrary to the conclusions of the 1984 Housing Element, that housing units for very low income and low income households were to be developed in areas of the unincorporated county where services and transportation facilities were readily available. Several of the housing policies refer to cooperative agreements with the cities in the south Placer County area. The primary reasons for locating low income units in the more urban/suburban areas of the unincorporated county were to preserve the rural character of much of the unincorporated area and to provide low income housing in areas with urban services and near employment centers. HCD approved the Housing Element in November of 1992.

Placer County anticipated that the need for moderate and above-moderate units would actually be greater than that estimated in the regional housing allocation plan. The County felt that a large number of retirees from Los Angeles and San Francisco would relocate to rural Placer County. This estimate was correct (the elderly population went from nine to 12 percent of the total population and there was a high demand for moderate and above-moderate housing), but the biggest housing demand came from people who bought homes in Placer County and commuted to work in Sacramento. Along with most other California communities, the County underestimated the distances that workers would commute to find desirable and affordable housing.

1984 HOUSING ELEMENT PROGRAMS

The 1992 Housing element is contained within the Countywide General Plan Policy Document and does not need repeating here. It contains numerous goals, policies, programs and housing objectives which supersede the information contained within the 1984 Housing Element. Information from the 1984 Housing Element is provided as a historical reference for what has happened in the past versus what the objectives are for the future.

Many of the programs in the 1984 Housing Element were aimed at housing production and rehabilitation. Table 2-36 shows the objectives and results for the various programs. Each program is discussed below in the order they appear in the 1984 Housing Element.

TABLE 2-36

1984 HOUSING ELEMENT PROGRAMS
Placer County Unincorporated Areas

	Units Projected	Actual Units
Innovative Subdivision Design (PUD's)	1,500	>3,200
Higher Densities in Communities	200	150*
Weatherization	2,500	8,000
Housing Rehabilitation	200	165
Mobile Home Placement	150	140
Second Residential Units	100	78
Density Bonuses	150	6
Employee Housing	100	0
Development Agreements	600	1,470
Solar Energy Design	500	30
Master Environmental Impact Report	500	1,470
Non-profit Housing Corporation	50	0
Mortgage Revenue Bonds	600	0
Federally Subsidized Rehabilitation	445	0

Note: *Plus, changes in service plan made 3,000 more units feasible in Granite Bay. See discussion below.

Source: *Placer County Housing Element*, 1984.
Crawford Multari & Starr, 1991.

Innovative Subdivision Design

Program: *The County Development Review Committee will encourage sound, innovative subdivision design.*

Projected Units: 1,500

Progress-to-date: Any residential development project in Placer County of five units or larger is generally brought before the Development Review Committee (DRC). Over 12,000 units have been reviewed by the DRC since 1984. For the most part, conventional zoning, subdivision and construction plans were appropriate and adequate for the proposed development.

In some cases, site or environmental constraints would have resulted in reduced densities and fewer units without greater flexibility and creativity in the design and regulatory process. In several cases, the County utilizes a Planned Unit Development (PUD) approach which allows greater flexibility and innovation in design. Thus, the PUD's frequently allowed more units than would otherwise have been accommodated on a constrained site. Since 1984, 26 residential PUD's have been approved for over 3,200 residences.

Higher Densities in Communities

Program: *Placer County will provide areas for higher density housing that have urban services and compatible land uses; the County will help provide services so that existing capacity can be realized.*

Projected Units: 200

Progress-to-date: Two community plans have been updated since 1984 — Dry Creek/West Placer and Granite Bay. The Granite Bay community plan had an area reserved for high density housing, so no new areas were created. However, that plan included programs for new infrastructure and services so that existing zoning capacity could be implemented. This increased the real capacity by about 3,000 units.

In 1990 the Dry Creek/West Placer community plan was changed to add a high density housing area that would accommodate an additional 150 units.

The North Auburn plan is likewise in the process of establishing high density housing areas. The North Auburn plan is not completed, and it is too soon to tell how many additional units can be accommodated by the plan.

Weatherization Program

Program: *The County will participate in the California Weatherization Program which rehabilitates units to make them more energy efficient.*

Projected Units: 2,500

Progress-to-date: Project Go is an independent, private non-profit that receives money directly form the state and PG&E to weatherize and rehabilitate homes. Since 1984, Project Go has far exceed the goal by retrofitting over 8,000 homes in Placer County.

Housing Rehabilitation Program

Program: *Placer County will use Community Development Block Grant Program monies to rehabilitate substandard units in the county.*

Projected Units: 200

Progress-to-date: A total of 127 homes have been rehabilitated using Community Development Block Grant funds since 1984 to date. Another 38 units are currently in the process of being approved for rehabilitation, and other units will be rehabilitated as the program continues.

Mobile Home Placement

Program: *The County will approve mobile homes and factory built units that meet HUD requirements and are placed on permanent foundations. These units can be located on any residentially zoned property in the unincorporated area.*

Projected Units: 150

Progress-to-date: From 1984 to November 1991, about 140 mobile homes on permanent foundations have been approved in residential areas. From 1984 to 1988 there was an average of 12 units approved a year. During the last three years (1988 to 1991) the average more than doubled to 30 units per year.

Second Residential Units

Program: *Placer County will issue conditional use permits for second residential units (either attached or detached) in residential zone districts.*

Projected Units: 100

Progress-to-date: A total of 78 second residential units have been approved since 1984. This program also provides an affordable alternative to new housing by providing smaller units and incrementally increasing the density of existing residential areas.

Density Bonus Program for Rental Units

Program: *The County will award density bonuses for developers that build a portion of the project for low or moderate income households.*

Projected Units: 150

Progress-to-date: Forest Hill and Snowcap View Apartments were the only apartment complexes built that took advantage of the density bonus program. They included six and 12 density bonus units, respectively.

Pike Bell Apartments (which includes 10 density bonus units) has been recently approved but not yet built. The Board of Supervisors also waived $100,000 in fees for this project to help keep unit costs affordable.

Although only part of the goal was met, this program does increase the viability of low and moderate income housing production and should be continued. Additional incentives, such as waiving fees, should be combined with the density bonus option.

Employee Housing

Program: *Because the Squaw Valley area has special housing needs, the County will award density bonuses to commercial and multi-family housing projects if employee housing is provided. Fees for capital improvements and park dedication will be waived for the employee units.*

Projected Units: 100

Progress-to-date: No employee housing units have been built since 1984. High land costs in the resort areas have made any employee housing unprofitable. As it stands, the program cannot provide enough incentives to encourage developers to build employee housing. A regulatory approach (as opposed to incentives) may be necessary to achieve this objective.

Development Agreement Ordinance

Program: *Placer County will enter into development agreements to allow applicants to vest certain development rights before entering into a lengthy review process, in order to encourage housing production.*

Projected Units: 600

Progress-to-date: Development agreements have been used in two residential projects that provided a total of 1,470 units. The Los Lagos project has 375 units and the Tree Lake Development has 1,095 units. Development agreements give the County the opportunity to create flexible design solutions in sensitive areas or on large projects.

Solar Energy Design

Program: *The County will use the subdivision ordinance to ensure that low and moderate income housing is energy efficient and designed for cost-effective passive solar design where practical.*

Projected Units: 500 units

Progress-to-date: The Subdivision Map Act requires all new tracts to be designed, to the extent practical, to take advantage of solar opportunities, and this requirement has been met for several thousand new units. No records on housing units that employ solar energy facilities are maintained by the County; planning staff estimates that only about 30 such units have been built since 1984. The County does not specifically encourage or discourage solar energy design or passive solar use. As it is worded, the program does not give direction on how it can be effectively implemented; the new energy efficiency building codes (Title 24) may fulfill some of the objectives of this program. Explicit incentive or regulatory requirements may be necessary for new development to use solar technology.

Although solar energy opportunities are typically incorporated into new subdivision design, the actual installation of solar facilities for individual housing units is not required. More information on energy efficiency subdivision and unit design can be found in the section on Energy Conservation Opportunities, page 2-40.

Master Environmental Impact Report on Large Projects

Program: *Placer County will provide developers the opportunity to prepare a master environmental impact report (EIR) on large, phased development projects, in order to encourage housing production.*

Projected Units: 500

Progress-to-date: A master EIR was used on the two residential projects that executed development agreements with the County — Los Lagos and Tree Lake. A total of 1,470 units were constructed under master EIRs.

Non-profit Housing Corporation

Program: *The County will work with developers to establish a quasi-public, non-profit development corporation to acquire land and develop low and moderate income housing.*

Projected Units: 50

Progress-to-date: Project GO and Volunteers of America, two non-profit corporations which develop affordable housing, are active in Placer County and have constructed 144 affordable units through November 1991.

Mortgage Revenue Bond Program

Program: *Placer County will work with the City of Roseville to issue a bond sale for multiple-family units for low and moderate income households.*

Projected Units: 600

Progress-to-date: Although County staff have made attempts, there has not been a mortgage revenue bond sale since 1982. No units have been produced.

The reason mortgage revenue bonds were not pursued further was a lack of interest in the private sector. By the mid-1980s, interest rates had dropped significantly from the early part of the decade. The market was strong enough to support strong housing production without this kind of financing. Thus, while no units were built with mortgage bond financing, housing production during this period was very strong anyway.

Given low borrowing rates available through conventional lenders at this time, interest in mortgage revenue bonds will not likely be strong.

Federally Subsidized New Construction and Rehabilitation

Program: *The County will encourage private developers to participate in federal and state housing programs for new construction and the rehabilitation of low and moderate income housing. Programs cited included: Farmers Home Administration (FmHA) Section 502 (homeowner rehabilitation loans); FmHA Section 504 (home repair loans); FmHA Section 515 (rural rental housing program); Housing and Urban Development (HUD) Section 8*

(subsidies for existing housing); and HUD Section 202 (rental housing for elderly and handicapped).

Projected Units: 445

Progress-to-date: No significant privately developed low income housing using federal subsidies occurred in unincorporated Placer County during this time. There are several reasons explaining this. First, significant federal programs were being phased out during this time (Section 8 new construction, FmHA 515) which were viewed as the most likely sources of funding. Second, a strong private housing market in the area made it easier for developers to build and sell home using conventional financing without the restrictions and "red tape" of federal programs. Third, there was no non-profit development corporation working in the Placer County area during this time. Fourth, there is no County or regional housing authority or agency that might assist private developers with gap financing or provide technical aid in making applications for federal programs.

Updated Building and Health Codes

Program: *Placer County will continue to update building and health codes.*

Progress-to-date: Codes are updated on a regular basis in accordance with state and local requirements. The procedure helps eliminate inefficient and unnecessary regulations.

Increased Densities near Employment Centers in Urban Areas

Program: *Placer County will encourage increased residential densities (and thus housing supply) near employment centers and within areas designated for intensive urbanization. This work would be accomplished through the South Placer Policy Committee (SPPC). The SPPC is composed of representatives from Placer County and the cities of Roseville, Rocklin, and Lincoln. The purpose of the group is to coordinate the long-range planning in the south Placer area to provide the housing necessary for the employees of new industrial developments.*

Progress-to-date: Although the SPPC still officially exists, the group has not met since 1987. When job development in Placer County did not increase as dramatically as expected, the group's incentive to coordinate plans diminished. Stanford Ranch in the City of Rocklin, did make housing discounts available for people who work within the ranch.

Permit Streamlining

Program: *The County will continue to streamline permit processing.*

Progress-to-date: Placer County maintains several procedures to accelerate the review and approval process. These programs are generally successful and are discussed further in the section on Governmental Constraints.

Review Existing Building Codes

Program: *The County will review existing building codes to eliminate any excess requirements.*

Progress-to-date: All codes are updated regularly as required by state law. During each review cycle, the codes are reviewed for duplication. For example, several pages of the local ordinances were deleted when the state codes added an appendix on snow-load design criteria and regulations.

Low Income Housing Subcommittee

Program: *A low income housing subcommittee will review the housing concerns in the county and make recommendations to the full Community Services Commission.*

Progress-to-date: The subcommittee consists of 21 members—seven elected, seven private, and seven at-large representatives. However, the low income housing subcommittee does not meet regularly, nor has it provided policy guidance. A more informal information network exists among the staff, the Board of Supervisors, and citizens interested in housing and social service issues.

Zoning Administrator

Program: *Placer County will continue to use a zoning administrator to review some development permits and expedite the approval process.*

Progress-to-date: The zoning administrator does hear cases and does help to streamline the development process. Additional details on this program are provided in the section on Governmental Constraints.

Housing Office Information Clearinghouse

Program: *The County will designate a housing office to provide general housing information and assist local developers in providing low and moderate income projects.*

Progress-to-date: The Community Services Department functions as the clearinghouse on all housing assistance programs and other emergency and welfare programs.

Regional Monitoring Program

Program: *Placer County, in conjunction with the South Placer Policy Committee, will continue a regional monitoring program for commercial and industrial development and housing available for the employees of those developments.*

Progress-to-date: The SPPC did publish regional reports annually from 1984 through 1987. No reports have been issued since 1987, when the SPPC stopped meeting regularly.

Fair Housing Practices

Program: *Placer County will disseminate information on fair housing loans to promote equal housing opportunity.*

Progress-to-date: The Community Service Department handles all complaints of housing discrimination. Tenant/landlord disputes of low income residents are forwarded to Northern California Legal Services. The program functions well.

OTHER EXISTING HOUSING PROGRAMS

The following are other housing-related programs in Placer County that were either implemented after adoption of the 1984 Housing Element or were otherwise not discussed explicitly in that element.

Fee Reductions or Waivers

In at least two cases, the County has reduced certain development fees in order to assist low income housing projects. Sometimes, fee reductions in combination with other programs such as density bonuses can provide practical incentives to the production of low cost housing.

Group Housing

In accordance with State law, the County permits group housing for six or fewer residents in its residential zones, thus creating more opportunities for physically and mentally disabled persons to live more comfortably and affordably in neighborhoods. Such small scale facilities usually include onsite supervision and/or care for the residents. The facilities are usually simply large single family houses.

Mixed Use Provisions

Allowing housing in conjunction with some compatible non-residential land uses, such as offices and stores, increases the opportunities for relatively low cost units which are conveniently located near jobs and services. This approach to community living was very common in the past, where even in rural towns, apartments or houses were located above or behind businesses. Present-day zoning practices frequently segregate these uses more strictly. In Placer County, housing is allowed in the commercial zones, subject to discretionary review.

Section 8 Rental Subsidies

Low income county residents are eligible for federal rent subsidizes, often referred to as the "Section 8" program. Through this program, administered in Placer County by the Community Services Department, the rents paid directly by low income households are augmented so that their actual expenditures do not exceed 30 percent of their incomes. Approximately 195 households are currently assisted through Section 8 subsidies. Unfortunately, the program does not address the real level of need in the area; some people who would like to receive this kind of assistance have been on the waiting lists for as long as three years.

Senior Housing Incentives

The County has implemented incentives to encourage housing for senior citizens. Depending on the characteristics of the project, elderly housing may be eligible for reduced parking standards and density bonuses.

HOUSING ELEMENT ADDENDUM, 1991

The County adopted an addendum to its 1984 Housing Element in 1991. The addendum simply listed sites in the county that are suitable for housing in all income categories. It also included information on housing conditions and policies on historic preservation. The land inventory, sites analysis and housing conditions determinations are all updated further in this update of the Housing Element.

LOW INCOME HOUSING DEVELOPMENT IN INCORPORATED AREAS

The objectives in the 1984 Housing Element did not include specific "fair share" allocations for the unincorporated County. This was unusual. The County's position at the time was that the unincorporated territory is fundamentally rural in nature and that higher density development should be directed to the cities, which have the infrastructure and services to better accommodate the higher densities and more affordable homes. This approach or philosophy was accepted by the cities at the time, and by HCD, when the department approved the Housing Element. In light of this approach, it is appropriate for this update to take a brief look at how the incorporated cities and the county as a whole performed since 1984 in terms of affordable housing construction.

First of all, the county as a whole produced more than its fair share of housing units during this time frame. From 1984 through 1988, Placer County's (including the incorporated cities) goal for new housing construction was 12,850. During that time period, 14,652 units were approved for construction, about 114 percent of the goal. Thus, from an overall housing production standpoint, the approach of directing development to the cities did not prevent the county as a whole from meeting its fair share production. (*Local Progress in Meeting the Low Income Housing Challenge*, California Coalition for Rural Housing, 1990.)

However, affordability goals were not met. For example, during this same time frame, the entire county's goal for low income housing production was 9,429 units; only 1,305 were actually produced, only about 14 percent of the overall goal.

Most of the low income housing production occurred in the City of Roseville. Roseville is the largest city in the county, and it is the only one with a housing authority. The Authority has been active with private developers and with a non-profit corporation which has recently undertaken low income housing projects (Project Go). From 1984 through 1988, 1,262 low income units were produced in Roseville, almost all of the county's new supply.

While the county as a whole was not successful in meeting its goals for low income housing, its performance relative to other California jurisdictions was actually close to the statewide average. According to the California Coalition for Rural Housing, between 1984 and 1989, 16 percent of the state's low income housing goal was actually met. Thus, while Placer's contribution to low income housing production was far short of its goal, its performance might be considered typical.

The reasons for the failure of Placer County to meet its affordable housing goals are varied and generally common to other parts of the State. Relying on encouraging the private market to construct low income units is highly unlikely to produce significant numbers of low income housing units. Local government resources, particularly for the unincorporated areas of counties, are limited, both in terms of staff and expertise as well as financing. An important step in Placer County toward more effectively building low income housing include the creation of a regional housing authority which has the expertise to assist private for profit and non-profit developers and the nurturing of a regional non-profit corporation which can directly undertake the construction of low income units.

In sum, the County's approach of encouraging affordable housing production in the incorporated areas did not result in adequate low income housing development, although overall housing production did exceed the countywide goals. However, Placer County's performance in low income housing production was near the average of the State. This suggests that the failure to meet affordability goals was not a

result of the approach but reflects the difficulties with low cost housing production experienced by many jurisdictions.

In this Housing Element cycle, the County unincorporated area was assigned fair share allocations by the Sierra Planning Organization, and the County has accepted those allocations as its goals for the next five years.

2.9 LOW INCOME HOUSING CONVERSIONS

Throughout California, many low income housing units that were created through federal subsidies are eligible to convert to market rate units. Federal subsidies originally enabled some housing units to be rented or sold to lower income families at rental rates or sales prices below comparable housing in the community. And although the subsidies often required the establishment of continuing controls on the rental rates or resale price of the units to maintain their affordability, such controls were typically imposed only for a fixed time period (30 years is sometimes required today). As community housing values increase, owners of "affordable", rent-controlled or resale-restricted units can realize substantial profits if they are able to rent or sell at current housing market rates after resale price restrictions have expired. There is little incentive to voluntarily maintain the restrictions.

The conversion of low income housing units to market rate units could significantly reduce the amount of existing affordable housing, depending upon the number of such units in a given community. Accordingly, Housing Elements must identify any low income units that may convert to market rate units within 10 years, analyze the costs of preserving such "at-risk" units versus replacing them, identify resources that could be used to preserve the availability of such units, set objectives for preserving at-risk units and incorporate programs to try to preserve them.

The Low Income Housing Preservation and Resident Homeowner Act (LIHPRHA) was passed by the U.S. Congress as part of the National Affordable Housing Act of 1990. The intent of LIHPRHA is to restrict the ability of federally subsidized affordable housing projects to revert to market rate units, while at the same time providing owners of such projects with alternatives to realize a return on their investment. Such alternatives include either continuing under the program with additional federal incentives, or selling the property with a right-of-first refusal for non-profit or other public agencies.

HUD is currently preparing implementing guidelines for LIHPRHA; those guidelines are expected to be complete on April 1, 1992. While the exact procedures are not yet known, the general steps required for prepayment of the mortgage are outlined as follows:

1. Owners must file a Notice of Intent with HUD if they intend to change the status of their project. The project status can be changed by: pre-paying the mortgage and converting the units to market rate; continuing to operate with additional incentives to keep the project affordable; or selling the project along with incentives to retain the units as affordable.

2. If the owner intends to remain within the program with additional federal incentives, the owner must file a Plan of Action with HUD outlining the proposed course. The plan is reviewed by HUD and if deemed appropriate, a new use agreement outlining the new provisions and conditions is recorded and attached to the deed for the property.

3. If the owner intends to pre-pay the mortgage, HUD will provide the owner with information regarding incentives available to remain in the program. If after reviewing such information the

owner still wishes to prepay the mortgage, the Notice of Intent signals the beginning of a twelve month review period in which non-profit or other suitable public agencies have the first option of buying the project and continuing to operate the project under the terms of the original mortgage. If no such agency is interested in the project, it is then offered to the general public under the terms of the existing agreement for a period of three months. Finally, if no buyer is found who is willing to retain the project under HUD controls, the mortgage can be pre-paid.

Because the implementing guidelines for LIHPRHA are not yet available, the total time required for this process is not clear. However, discussion with HUD staff suggest that the period is likely to be two to three years (Rita Phillips, HUD, personal communication).

One of the options available to such projects is to enter into a Section 241 equity loan and Section 8 rent subsidy contract. This action allows the owners to pull out some of the equity from the project in the form of an equity loan. In order to repay this equity loan, the owner can raise the rents of the units. Low income residents in such projects are only required to pay 30 percent of their gross income as rent; Section 8 monies are then used to make up the difference. Project owners can effectively use the Section 8 monies to repay the loan. The tax advantages of this option generally provide ample incentive for project owners to remain in the program.

INVENTORY OF POTENTIAL AT-RISK UNITS

Using the methodology and checklist supplied by HCD, two federally subsidized projects were identified in the unincorporated area of Placer County, the Forest Hill Apartments, and Snow Cap Apartments.

The first complex contains 34 units, the second 80 units. Both used a Farmers Home Administration (FmHA) Section 515 interest subsidy program. This program is operated by the federal Department of Agriculture to assist the development of multiple-family housing in rural areas. Both projects were approved in 1984. Section 515 provides rent low interest loans to public and private developers of multi-family housing in exchange for offering their units to low income persons (similar to HUD Section 236 loans as discussed above). Renters pay up to 30 percent of their income in rent. FmHA Section 515 projects have the option of prepaying the mortgage loan and removing the units from the affordable program. However, for these particular projects, the owners cannot file to prepay the mortgage for at least 20 years from the beginning of the project. The project will not be eligible for mortgage prepayment unit 2004. During the life of the Housing Element, the units are not at risk of losing their affordable status.

In another density bonus project (approved but not yet constructed), the County imposed a restriction on conversion to market rates for 30 years. The units will not be at risk during the effective life of the current Housing Element. In summary, there are currently no units considered at risk in the unincorporated portions of Placer County.

2.10 LAND AND SERVICES FOR RESIDENTIAL DEVELOPMENT

ADEQUATE SITES FOR NEW HOUSING

If an adequate supply of new housing is to be provided during the term of the Housing Element, sufficient land must be available for development of the new units needed. Enough vacant land must be zoned to allow the construction of multiple-family housing, single-family and mobile homes, and specialized housing, at densities that will satisfy the objectives of the Housing Element for the number and type of

housing units needed by all income groups. The land zoned for residential development must also have access to the infrastructure necessary to accommodate the new housing. Adequate water, sewage treatment capacity, and road capacity must all be available, or new housing development will not be possible even if sufficient vacant residential land exists.

The State law governing the preparation of Housing Elements emphasizes the importance of an adequate land supply to providing sufficient numbers and types of housing units by requiring that each Housing Element ". . . identify adequate sites . . . to facilitate and encourage the development of a variety of types of housing for all income levels . . ." (Government Code Section 65583(c)(1)). This report documents the availability of adequate sites by:

- Reviewing the number of housing units that must be constructed to satisfy the County's Fair Share requirement.
- Describing the types of zoning necessary to allow the construction of various types of housing units.
- Identifying the holding capacity of areas that are presently zoned for housing development and determining how many more housing units can be constructed under existing zoning.
- Reviewing the infrastructure available to serve the residentially-zoned areas to determine whether it can feasibly serve more housing units.

Number and Type of New Housing Units Needed

The *Regional Housing Needs Plan* prepared by the Sierra Planning Organization (SPO) has forecast a need for a total of 5,178 new housing units in the unincorporated areas of Placer County from 1990 to 1997. The SPO forecast breaks down the total number of units needed into household income categories, and notes that 2,152 additional units will be needed for households of very low and low income, 1,143 units will be needed for households of moderate income, and 1,884 additional units will be needed for households of above moderate income. Section 2.4 of this report explains the differences between the different income levels.

Section 2.4 also notes that the housing needs for low income households in Placer County can best be satisfied through the construction of more rental housing. Therefore, the 2,152 new housing units that will be needed by "very low" and "other low" income households should primarily be various types of multi-family housing units, including duplex, triplex, and fourplex developments, as well as larger apartment projects. The needs of "moderate" and "above moderate households can be satisfied through the construction of 3,027 additional detached single-family units, or a combination of such units and mobile homes, and condominium-type projects in multi-family structures.

Zoning Required to Accommodate Housing

The locations where new housing may be developed in the County and the maximum number of units that may be approved on a single site are determined by the County's zoning regulations. Some zones allow housing units of various types, and other zones (industrial, for example) allow no residential land uses. Each zone that allows housing also has density requirements that determine the maximum number of housing units that can be developed on a single site.

The *Placer County Zoning Ordinance* allows the development of housing in 19 of its 28 primary zones. Table 2-37 lists the different types of residential land uses identified by the Zoning Ordinance, and shows the zones in which they are allowed, together with the type of land use permit required to gain authorization for residential development in each zone. Single-family dwellings (including mobile homes

outside of mobile home parks) are allowed as uses-by-right (requiring no discretionary land use approval) in 12 zoning classifications. Multi-family residential development of 20 or fewer units is allowed by right in six zoning classifications, and with conditional use permit approval in five additional zones. Such developments that contain 21 or more units are allowed with conditional use permit approval in 11 zones. The areas where multi-family housing is allowed with conditional use permit approval also include three commercial zones. The minimum area for the subdivision of new parcels and the maximum residential density allowed in each zone is shown on Table 2-39.

The *Squaw Valley Land Use Ordinance* allows housing in six of its eight zoning classifications. Conditional use permit approval is required for all projects of 20 or more units, and Planned Unit Development (PUD) approval is required for all residential development in the Squaw Valley residential zones. Table 2-38 shows the Squaw Valley zoning classifications and their land use permit requirements for residential development.

TABLE 2-37

ZONES ALLOWING HOUSING AND PERMIT REQUIREMENTS

Types of Residential Use	Zone Districts																			
	Residential Zones										Commercial Zones						Agriculture Zones			
	R-1	R-2	R-3	TR-1	TR-2	TR-3	TR-4	AR	FR	R-P	C-1	C-2	SC	HS	RF	APT	AE	F	TPZ	U
Agricultural worker housing								A												
Apartments and dwelling groups											CUP	CUP	CUP			CUP				
Duplexes		A	A					CUP										CUP		A
Duplexes and apartments < =20 units		A	A		A	A	A							A						
Duplexes and apartments > =21 units		CUP	CUP		CUP	CUP	CUP							CUP						
labor supply camps																		CUP		
Mobilehome parks			CUP				CUP				CUP	CUP	CUP							
Mobilehome to house agricultural workers								CUP										CUP		
Resident/community care homes														A						
Residential care homes, 6 or fewer clients	A	A	A	A	A	A	A	A					CUP					A		
Residential care homes, 7 or more clients				A	A	A	A	CUP										CUP		
Rooming and boarding houses		A	A		A	A														A
Rooming and boarding, 4 or fewer people	A	A	A	A	A	A	A													
Second residential unit	CUP	CUP	CUP					CUP		CUP					CUP			CUP		
Single-family dwellings	A	A	A	A	A	A	A	A	A	A					A		A	A		A
Timber management employee residence																			CUP	

Key to Permit Requirements

Allowed use, zoning compliance required	A
Conditional use permit required	CUP
Use not allowed	

Key to Zoning Category Codes

R-1	Single-family Residential	C-1	Neighborhood Commercial
R-2	Medium Density Multiple Residential	C-2	General Commercial
R-3	High Density Multiple Residential	SC	Neighborhood Shopping Center
TR-1	Single Family Residential, Tahoe	HS	Highway Service
TR-2	Low Density Multiple Residential,Tahoe	RF	Recreation and Forestry
TR-3	Multiple Residential, Tahoe	APT	Airport
TR-4	Motel District	AE	Agricultural Exclusive
AR	Agricultural Residential	F	Farm
FR	Forest Residential	TPZ	Timberland Preserve
R-P	Residential Professional	U	Unclassified

TABLE 2-38

SQUAW VALLEY ZONES ALLOWING HOUSING AND PERMIT REQUIREMENTS 1990

Type of Residential Use	Zone Districts					
	Residential		Commercial			
	LDR	HDR	VC	EC	HC	AC
Condominiums	PUD					
Condominiums, including timeshare units		PUD				
Condominiums, including timeshare, not exceeding 30 bedrooms per acre				A		
Condominiums, timeshare			A			
Employee housing			A		A	
Living quarters for emergency ski personnel						A
Multi-family dwellings, apartments		PUD				
Multi-family dwellings, apartments not exceeding 25 bedrooms per acre				A		
Multi-family residential projects			A			
PUD/Condominiums not exceeding 25 bedrooms per acre				A		
Rooming and boarding not to exceed 4 persons	PUD	PUD				
Single-family dwellings	PUD	PUD				
Any of the above in projects of more than 20 units per acre	CUP	CUP	CUP	CUP	CUP	CUP
All timeshare projects		CUP	CUP			

Key to Permit Requirements

Allowed Use, zoning compliance required	A
Conditional use permit approval required	CUP
Planned Unit Development (PUD) approval required	PUD
Not allowed	

Key to Zoning Category Codes

LDR	Low Density Residential
HDR	High Density Residential
VC	Village Commercial
EC	Entrance Commercial
HC	Heavy Commercial
AC	Alpine Commercial

Land Available for Residential Development

The amount of land that can accommodate additional housing units under the existing Placer County General Plan and Zoning Ordinance can be examined in different ways to determine its holding capacity—the maximum number of housing units that could be allowed. One measure of holding capacity can be used to estimate the maximum number of single family dwellings that can be constructed is the number of separate residential lots available. A more useful and accurate way of determining holding capacity is to evaluate residentially zoned land in terms of its specific zoning and the number of housing units that the residential density established by the zoning will allow. For comparison purposes, however, both approaches are discussed below.

According to the records of the Placer County Assessor, there are a total of 12,866 residentially-zoned vacant parcels in Placer County that may be subdivided further under existing zoning requirements. There are also 6,164 vacant residential lots that are already subdivided to their maximum density allowed by zoning. The *minimum* number of additional housing units that could be accommodated in the unincorporated areas under existing zoning is, therefore, 19,030 dwellings, at a density of one unit per parcel.

When the actual residential densities allowed by zoning are multiplied by the number of acres in each zoning classification, the potential holding capacity of the existing zoning in Placer County is even greater. Information on the acreage in each zoning classification was obtained by using a computerized geographic information system (GIS). A digitized map of all the zoning in the unincorporated areas was first created, after which the area of each zone was calculated, and multiplied by its allowable density to determine the number of possible housing units. Allowable density was determined by the Zoning Ordinance provisions applicable to the zone itself in some cases (for example, the R-1 zone can allow one primary dwelling for each 10,000 square foot lot), and in others by an "overlay zone" known as the "Combining Building Site" district, which is coded on the County's zoning maps with a "-B" suffix to the base zone. When the "-B" combining district is used, it establishes minimum lot area requirements for new subdivisions in the area to which it is applied that override the requirements of the base zone.

As shown by Table 2-40, the zoning categories that allow the development of single- and multi-family housing units could theoretically accommodate a total of 118,889 units if all the land were developed with housing at the maximum allowed density. However, a more realistic calculation of holding capacity that assumes all land that could accommodate residential development would be developed to only 80 percent of its maximum capacity under zoning. Eighty percent of 118,889 would be 93,511 housing units. Under that more realistic holding capacity, 51,004 housing units could be accommodated in the unincorporated areas of Placer County in addition to the 42,507 existing units, a 120 percent increase.

Because housing that is constructed as attached units (condominiums, duplexes, apartments, etc.) is normally more affordable to households of low and moderate income than detached single family units, it is also useful to compare the difference between holding capacity and those types of existing units. As shown on Table 2-40, the residential zoning categories that are primarily intended for multiple family housing units (R-2, R-3, TR-2, TR-3) could accommodate a theoretical total of 11,346 units. Using an 80 percent buildout factor, the multi-family zones could accommodate 9,077 housing units. Given that the 1990 Census indicates that the unincorporated areas of Placer County had 2,931 attached housing units (see Table 2-4, Occupied Housing Units by Type), existing zoning could accommodate an additional 6,146 attached units.

LOCATION OF SITES AND SERVICES

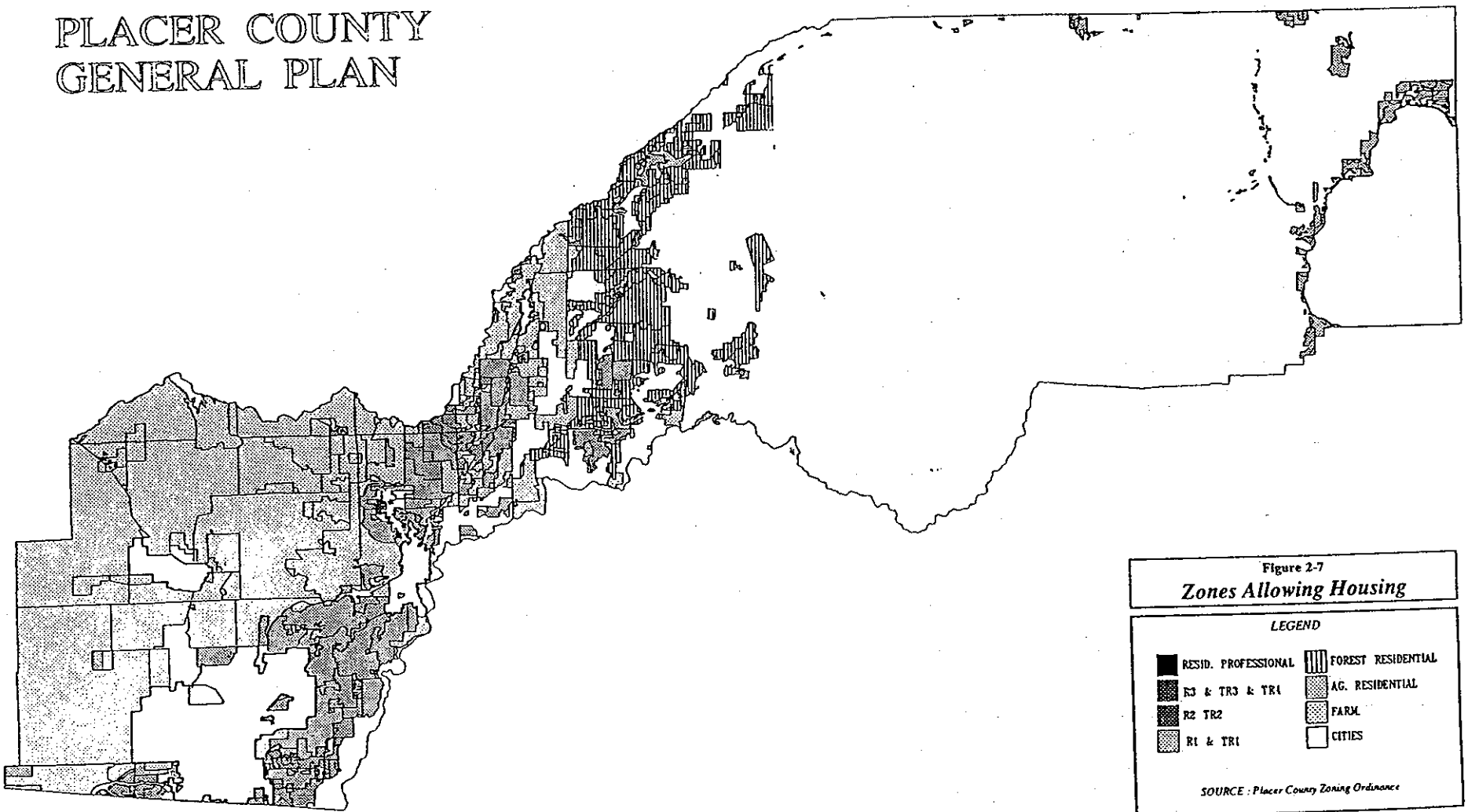
The vacant and underutilized parcels that are presently zoned to allow residential development and are most suitable for housing for low and moderate income households are those in or near existing urban areas, where the land is relatively level, smaller parcels are allowed and land costs are lower than in areas of larger parcels and/or steep terrain. Such parcels are found in various locations within the unincorporated areas of the County, particularly in the R-1, R-2, R-3 zones that are applied in and around urban areas. The location of residential zoning in the unincorporated areas is shown on Figures 2-7 and 2-8. Figure 2-7 shows the generalized location of all zoning classifications that allow housing units. Figure 2-8 shows the generalized location of the "primary" residential zones.

The same areas that are most suitable for the development of low and moderate income housing units are also those with the infrastructure most capable of accommodating additional units. County zoning practices result in the application of the "urban-scale" residential zones (R-1, R-2, R-3) primarily where adequate infrastructure exists or can be provided along with the new development.

CONCLUSIONS

There is clearly abundant, properly-zoned land available for additional residential development in the unincorporated areas of Placer County to serve the needs of all household income levels. Table 2-41 compares the number of housing units needed by 1997 (as determined by the Sierra Planning Organization) with the number of housing units that could be accommodated by existing residential zoning, assuming an 80 percent buildout factor.

PLACER COUNTY GENERAL PLAN



PLACER COUNTY
GENERAL PLAN

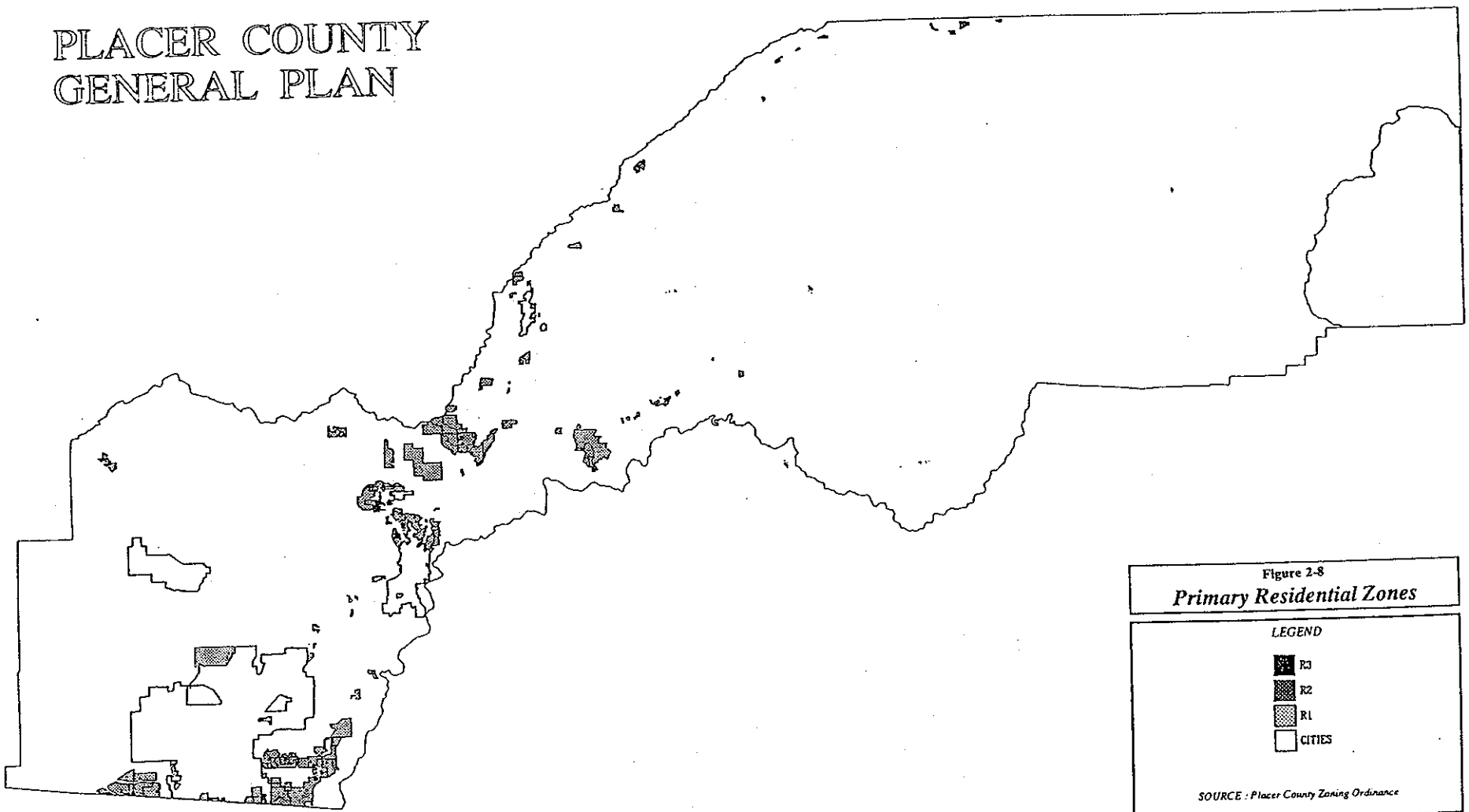


Figure 2-8
Primary Residential Zones

LEGEND

- R3
- R2
- R1
- CITIES

SOURCE : Placer County Zoning Ordinance

Scale: 1" = 20,000'

Date: 2/3/92
Prepared by:
Crawford Multari & Starr

TABLE 2-39

RESIDENTIAL DENSITIES ALLOWED BY EXISTING ZONING[1]
Placer County

Zone	Map Code	Minimum Parcel Size[2]	Maximum Density (units per acre)
Single Family Residential	R-1	4,000 sq.ft to 40 ac.	0.025 to 11[3]
Medium Density Multiple Residential	R-2	4,000 sq.ft. to .8 ac.	14.5[3]
High Density Multiple Residential	R-3	2,500 sq.ft. to .8 ac.	21.8[3]
Single Family Residential, Tahoe	TR-1	6,500 sq.ft. to 40 ac.	0.025 to 6.7
Low Density Multiple Residential, Tahoe	TR-2	10,000 sq.ft. to 1 ac.	9.9[3]
Multiple Residential, Tahoe	TR-3	8,700 to 20,000 sq.ft.	14.5[3]
Motel District	TR-4	8,700 to 20,000 sq.ft.	14.5[3]
Agricultural Residential	AR	10,000 sq.ft. to 160 ac.	0.006 to 4.4[3]
Forest Residential	FR	10 to 640 ac.	0.001 to 0.1
Residential Professional	R-P	10,000 sq.ft. to 2.3 ac.	0.43 to 4.4[3]
Neighborhood Commercial	C-1	10,000 sq.ft.	21.8
General Commercial	C-2	5,000 to 6,000 sq.ft.	21.8
Neighborhood Shopping Center	SC	5,000 to 6,000 sq.ft.	21.8
Highway Service	HS	8,000 sq.ft.	21.8
Recreation and Forestry	RF	40,000 sq.ft. to 20 ac.	0.05 to 0.43[3]
Airport	APT	40,000 sq.ft.	1.1
Agricultural Exclusive	AE	20 acres	0.05
Farm	F	200,000 sq.ft. - 160 ac.	0.006 to 2.2[3]
Unclassified	U	6,000 to 20,000 sq.ft.	2.2 to 7.3

Notes: [1] Zones that allow no residential use or employee housing only are not listed.
[2] The minimum area required for new subdivision parcels is determined by the base zoning applied to a particular parcel, and any -B, Combining Building Site overlay zone.
[3] Does not include the second residential units that are also allowed by this zone.

Source: *Placer County Zoning Ordinance*, May 1990.

TABLE 2-40

RESIDENTIAL ZONING ACREAGE AND HOLDING CAPACITY[1]
Unincorporated Placer County

Zone	Map Code	Acres Zoned	Holding Capacity (housing units)
Single Family Residential	R-1	20,099	28,167
Medium Density Multiple Residential	R-2	344	2,840
High Density Multiple Residential	R-3	634	5,053
Single Family Residential, Tahoe	TR-1[2]	11,204	26,041
Low Density Multiple Residential, Tahoe	TR-2[2]	187	1,224
Multiple Residential, Tahoe	TR-3[2]	171	2,229
Motel District	TR-4[2]	446	5,021
Squaw Valley - High Density Residential	HDR	155	2,832
Squaw Valley - Low Density Residential	LDR	290	1,227
Agricultural Residential	AR	45,271	15,315
Forest Residential	FR	63,854	4,224
Residential Professional	R-P	175	749
Recreation and Forestry	RF	3,061	687
Agricultural Exclusive	AE	325	16
Farm	F	199,298	20,776
Unclassified	U	118	512
Housing Unit Maximum Holding Capacity			**118,889**
Total Housing Units Possible at 80% of Buildout			**93,511**
Existing Housing Units (1990 Census)			**42,507**
Additional Housing Units Possible at Buildout (80%)			**51,004**

Notes: [1] Commercial zones, and zones that allow no residential or only employee housing are not listed.
[2] The actual number of housing units that can be accommodated in Lake Tahoe residential zones will be less than that shown due to TRPA policies.

Source: *Placer County Zoning Ordinance*, May 1990.
U.S. Census of Population and Housing, Summary Tape File 1, 1990.
Crawford Multari & Starr.

TABLE 2-41

COMPARISON OF HOUSING NEEDS AND HOLDING CAPACITY
Placer County

Type of Unit	Existing Housing Units*	Additional Units Needed 1992-1997**	Additional Units Possible Under Existing Zoning
Single Family***	27,898	3,026	44,858
Multi-Family	2,931	2,152	6,146
Total	30,829	5,178	51,004

Notes: * Total number of housing units represents only those that were identified by the 1990 Census as being occupied year-round.
** Number of single family units needed combines SPO estimates of housing need for moderate and above moderate income households. Number of multi-family units needed combines SPO estimates of housing need for very low and other low income households.
*** For the purposes of this table, single family units include mobile homes and trailers.

Source: Sierra Planning Organization.
Placer County Zoning Ordinance, May 1990.
Crawford Multari & Starr.

2.11 GOVERNMENTAL CONSTRAINTS

The price of a home is based on five basic costs: land, materials, labor, the interest rate for borrowing money, and government actions. The cost of the first three items (land, materials, and labor) are determined by the market economy (although government actions can clearly affect land cost), while the fourth item, lending rate, is largely set by the federal government. These items are discussed in the section on non-governmental constraints. This section focuses on the last item, the existing practices local governments can most easily influence to reduce the cost of housing. Governmental constraints include local land use controls, on- and off-site development standards, building and housing codes, permit processing times, permit processing fees, residential development fees, and delays in permit processing that can cause increases in financing cost.

LOCAL LAND USE CONTROLS

The Placer County Zoning Ordinance is currently under revision and is expected to be completed soon. The residential zoning designations for both the draft and current versions of the document are shown in Tables 2-42 and 2-43. The following discussion and Table 2-42 are based on the September, 1991 administrative draft of the new ordinance, that has not yet been adopted.

The Draft Placer County Zoning Ordinance has four residential districts: Residential-Agricultural, Residential-Forest, Residential-Multi-family, and Residential-Single-Family. The residential uses allowed in those districts (either uses-by-right or subject to discretionary land use permit approval) are: single-family dwellings, farm labor housing, mobile home parks, mobile homes, multi-family dwellings, residential care homes, secondary dwellings, senior housing projects, and temporary dwellings. Residential uses are also allowed (some with conditional use permits) in commercial zones; these uses

are mobile home parks, multi-family units, residential care homes, and senior housing projects. Farm labor housing, mobile homes, residential care homes, secondary dwellings and single-family dwellings are permitted or permitted conditionally in the Agriculture-Exclusive and the Farm zone designations. Table 2-42 shows minimum lot area and average density allowed in each zone.

The Draft version of the Placer County Zoning Ordinance (1993) has fewer zoning classifications and is generally less restrictive than its predecessor. While the 1990 version has many multi-family designations, the 1993 version simplifies and consolidates them into one category and lowers the minimum residential lot area. The residential and professional zoning designation from the 1990 ordinance is replaced by the commercial planned development designation which allows higher residential densities.

Both versions of the zoning ordinance are notable in that they allow residential development in almost all zoning categories (industrial zoning is the exception). This allows flexibility and increases the amount of land available for housing. Conversely, the large minimum lot sizes and low density required in single-family residential areas consumes land available for housing and increases the cost of housing.

TABLE 2-42

PROPOSED REGULATIONS FOR ZONES PERMITTING HOUSING
Placer County 1991

Zoning Designations	Minimum Residential Lot Area	Average Maximum Residential Density (units per acre)
Residential Single-Family	10,000 square feet	4
Residential Multi-Family	6,000 square feet	7 single-family 22 multi-family
Residential Agricultural	40,000 square feet	1
Residential Forest	10 acres	.1
Commercial Planned Development	not specified	22
General Commercial	6,000 square feet—corner lots 5,000 square feet—interior lots	22
Highway Services	6,000 square feet	22
Motel District	10,000 square feet	4 single-family 14 multi-family
Neighborhood Commercial	5,000-10,000 square feet	14 Lake Tahoe area 22 all others
Resort	40,000 square feet	1
Agricultural Exclusive	20 acres	.05
Farm	200,000 square feet	.2

Source: *Administrative Draft Placer County Zoning Ordinance*, 1993.

TABLE 2-43

REGULATIONS FOR ZONES PERMITTING HOUSING
Placer County 1990

Zoning Designations	Minimum Residential Lot Area	Average Maximum Residential Density (units per acre)
Single-Family Residential	10,000 square feet	4
Medium Density Multiple Res.	6,500 square feet-duplex 10,000 square feet-apartments	7 duplex 15 apartments
High Density Multiple Res.	6,500 square feet-duplex 10,000 square feet-apartments	7 duplex 22 multi-family
Residential and Professional	10,000 square feet	4
Single Residence Tahoe	10,000 square feet	4
Low Density Multiple Res., Tahoe	10,000 square feet	10
Multiple Residence Tahoe	10,000 square feet	10
Motel District Tahoe	10,000 square feet	15
General Commercial	6,000 square feet-corner lots 5,000 square feet-interior lots	22
Highway Service	8,000 square feet	22
Neighborhood Shopping Center	10,000 square feet	22
Neighborhood Commercial	10,000 square feet	22
Unclassified	6,500 square feet-corner lots 6,000 square feet-interior lots 10,000 square feet-septic tank 20,000 square feet-septic & well	unspecified
Agricultural Exclusive	20 acres	.05
Agricultural-Residential	10,000 square feet	4
Farm	200,000 square feet	.2

Source: *Placer County Zoning Ordinance*, 1990.

ON- AND OFF-SITE DEVELOPMENT STANDARDS

The setback requirements for residential uses in residential zones, as specified in the Administrative Draft Placer County Zoning Ordinance, are listed in Table 2-44. These setbacks are similar to other communities throughout the state and are not a constraint to the development of affordable housing. Table 2-45 shows the setbacks from the 1990 version of the zoning ordinance.

The Draft of the Placer County Zoning Ordinance has consolidated the multi-family designations from the 1990 version into one category and has not called out a specific zone for Tahoe units. The setbacks are roughly equivalent in the two versions of the ordinance. The lot coverage requirement varied from 30 to 40 percent in the 1990 version, but are simplified to 35 percent in the draft.

The setbacks and maximum coverage requirements in both versions are not unusually restrictive to the construction of housing. The side setbacks are lenient and allow a great deal of flexibility in building placement.

TABLE 2-44

PROPOSED SET-BACK REQUIREMENTS IN RESIDENTIAL ZONES
Placer County 1991

Zone Designation	Front Setback	Side Setback	Rear Setback	Maximum Coverage[1]
Residential Single Family	20 feet	15 feet total, 5 feet minimum	10 feet	35 percent
Residential Multi-Family	20 feet	15 feet total, 5 feet minimum	10 feet	30 percent
Residential Forest	50 feet	30 feet	25 feet	10 percent
Residential Agricultural	50 feet	30 feet	30 feet	35 percent

Source: *Draft Placer County Zoning Ordinance*, 1991.
[1]Maximum Coverage limitations are generally more restrictive within the Tahoe Basin.

TABLE 2-45

SET-BACK REQUIREMENTS IN RESIDENTIAL ZONES
Placer County 1990

Zone Designation	Front Setback	Side Setback	Rear Setback	Maximum Coverage
Single-Family Residential	20 feet	10 feet for corner lots 15 feet total, 5 feet minimum for interior lots	10 feet	35 percent
Medium Density Multiple Residential	20 feet	10 feet for corner lots 15 feet total, 5 feet minimum for interior lots	10 feet	40 percent (duplex), 30 percent (apartments)
High Density Multiple	20 feet	10 feet for corner lots 15 feet total, 5 feet minimum for interior lots	10 feet	40 percent (duplex), 30 percent (apartments)
Residential and Professional	20 feet	15 feet total, 5 feet minimum	10 feet	40 percent
Single Residence Tahoe	20 feet	10 feet for corner lots 15 feet total, 5 feet minimum for interior lots	10 feet	35 percent
Low Density Multiple Residential Tahoe	20 feet	10 feet for corner lots 15 feet total, 5 feet minimum for interior lots	10 feet	30 percent
Multiple Residence	20 feet	10 feet for corner lots 15 feet total, 5 feet minimum for interior lots	10 feet	30 percent
Forest Residential	50 feet	25 feet	25 feet	10 percent
Agricultural-Residential	25 feet	none	60 feet	10 percent

Source: *Placer County Zoning Ordinance*, 1990.

BUILDING AND HOUSING CODES

The Placer County Building Code is based on the Uniform Building Code (UBC) which determines the minimum residential construction requirements for all of California. There are no significant additions to the UBC required for residential construction in the lower elevations of the county. Slight modifications are required above a 5,000-foot elevation; special roof design requirements to accommodate snow loads, and avalanche protection are the two additional requirements established for specific areas in the higher elevations. These do not pose significant impediments to construction and are reasonable in areas prone to snowy conditions.

CODE ENFORCEMENT

Like most jurisdictions, the County responds to code enforcement problems largely on a complaint basis. The usual process is to conduct a field investigation after a complaint has been submitted. If the complaint is found to be valid, the immediacy and severity of the problem is assessed. The more pressing the problem, the more urgent the County action. Usually, through a combination of letters and phone calls and/or site visits, voluntary compliance is elicited. In cases where the problems are severe and appeals to voluntary solutions to them are unsuccessful, the County will take to more aggressive actions. In rare cases, the units may be declared hazards and posted as such and/or legal compliance may be forced through action taken by the District Attorney or County Counsel's office.

The County's philosophy is to effectively mitigate serious health or safety problems, but to allow the property owner a reasonable amount of time and flexibility in compliance. Thus, the enforcement practices have not resulted in the reduction in affordable housing either 1) from landlords deciding to leave units vacant rather than paying for code compliance, or 2) by driving the rents up to less affordable levels to cover the costs of rehabilitations. A balance is sought between ensuring that housing is safe and avoiding the potential loss of affordable housing units through unnecessarily strict enforcement practices.

Based on discussions with the affected departments, there is no indication that code enforcement practices have unduly penalized older dwellings or have inhibited rehabilitation.

PERMIT PROCESSING TIMES

Permit processing times in Placer County are very reasonable in comparison to other California communities. The County employs a Zoning Administrator to make decisions on most conditional use permits, variances, time extensions, and administrative reviews. This provides additional available time on Planning Commission agendas and minimizes the time spent on projects by the planning staff. The usual turn-around for a Zoning Administrator decision is five weeks after the receipt of a complete application.

Residential development projects requiring environmental review and a discretionary planning approval that are on flat ground with available sewer, water, and electricity would take about eight months to process through the Placer County Planning Department; more complicated sites typically take more time.

The time line and review procedure for discretionary development approvals in Placer County are detailed in Figure 2-9. Longer processing times are mainly the result of site constraints (wetlands, vernal pools, steep slopes, paleontology or archaeology finds), inadequate submittal, and/or review and comment by numerous other agencies.

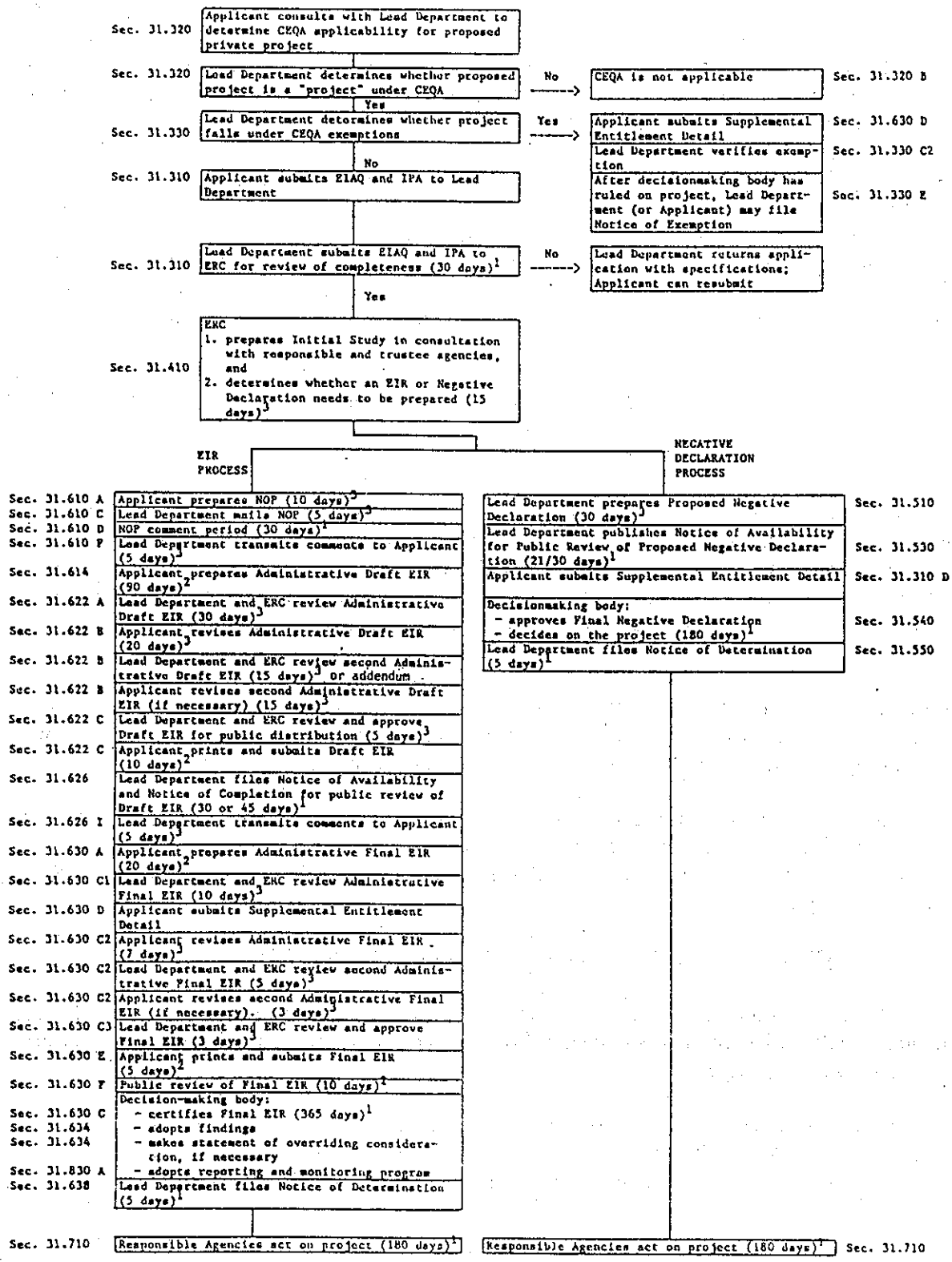
PERMIT PROCESSING AND RESIDENTIAL DEVELOPMENT FEES

Table 2-46 shows various processing fees for Placer County and compares them to similar fees in Roseville, Rocklin, Lincoln, and Sacramento County. The numbers are based on a 1,800 square foot house with a two car garage.

The residential development fees are not excessive and do not present an obstacle to the production of affordable housing. Placer County generally charges less fees than the adjoining cities and Sacramento County. In areas where sewer connection fees are more than $2,000 (Auburn area, Folsom Lake,

Figure 2-9

PROCESSING TIMELINES
Placer County 1992



1/Required by State Law and County Code
2/Required by County Code
3/Adopted by Board policy (Minute Order 90-10, 8/28/90)

NOTE: Section numbers refer to appropriate section of Placer County Environmental Review Ordinance.

Lakeshore Estates, Sunset-Whitney, and Sabre City), the Placer County fees are about equivalent to those of Sacramento County.

TABLE 2-46

RESIDENTIAL FEE COMPARISON BY COUNTY AND CITY
Placer County 1991

	Fee Amount				
Type of Fee	Placer County	Roseville	Rocklin	Lincoln	Sacramento County
Building permit	$652	$752	$1,336	$789	$393
Plan check	311	733	868	511	322
Sewer connection	1,500 to 3,500	2,600	3,410	3,132	1,104
Water connection	355	1,831	3,418	2,755	1,958
Water meter	0	0	125	121	0
Residential construction	0	432	0	0	0
Parks	1,080	1,268	900	453	700
Fire service construction tax	0*	655	0	0	0
Traffic mitigation	2,000	2,251	3,005	1,958	700
Refuse	0	57	0	85	0
Drainage	0	0	0	0	667
Building occupancy	0	0	0	0	0
Community services	0	0	0	2,230	0
Electric	0	1,500	0	0	0
School mitigation	2,844	2,844	2,844	2,844	2,844
TOTAL	$6,972 to $8,972	$14,923	$15,906	$14,878	$8,688

* In most cases

Source: City of Roseville General Plan Housing Element, 1991.
Placer County Planning Department, 1991.

IMPEDIMENTS TO AFFORDABLE HOUSING PRODUCTION IN THE TAHOE AREA

As part of the report prepared by Connerly & Associates, *Is the TRPA Code Consistent with the Affordable Housing Goals in the Tahoe Regional Plan?*, the consultants reached several conclusions about constraints to affordable housing in the Tahoe area. The following paragraphs are excerpts from that document.

> "Perhaps the greatest impediment to the production of affordable housing does not lie with any specific requirement of the TRPA Code, but is the sum total of the regulatory system under TRPA. The goal of affordable housing cannot be met without some trade-offs between the application of specific environmental protection measures and the accommodation of lower-income workers, without whom the economic vitality of the basin would suffer greatly. Unfortunately, the resources and techniques available to subsidize the added costs of affordable housing development in the basin are inadequate to be of use in more than a few projects.

Specific development standards are only part of the effect that the Regional Plan has on housing, and in some cases will not be the most important effect. Because of the rationing process required under the allocation and development rights system set up by TRPA, the total number of developable sites and the number of sites that can be developed in any one year are controlled. This artificial control on the supply of land has inevitably resulted in large increase in land costs. It has also resulted in inflated property values for existing properties.

Not only does the restriction of development in the basin increase development costs for new housing construction, but it also creates a disincentive for rental property owners to invest in maintaining their properties. Because affordable rental housing in such short supply, most rental owners can keep their units occupied with a minimum investment in property maintenance. Those rental owner who do wish to rehabilitate their dwelling units must still comply with TRPA standards that apply to existing as well as new dwelling units. The natural reaction to these market conditions is to delay housing rehabilitation. Given the harsh climate of the basin and the need for more frequent maintenance of dwelling units, even small disincentives to rehabilitation can lead to the rapid deterioration of housing units.

The TRPA Plan and its implementing regulations are not the only cause of affordable housing problems at Lake Tahoe. One must also recognize that because of the extreme attractiveness of the lake and the high maintenance costs of housing in the basin, it is likely that housing costs would be substantially higher than in many other parts of California and Nevada, even in the absence of the level of regulation imposed by the TRPA Plan.

In sum, TRPA's regulations have little direct affect on rehabilitation of basic structural components of existing housing units. They may, however, discourage significant additions or wholesale remodeling that involve significant changes to the building size or location. This is not considered a major impediment to rehabilitation of substandard buildings.

TRPA's regulations, however, do have a more significant secondary effect on rehabilitation in the Tahoe area; that is, because the regulations make new construction so difficult and the housing supply in that area is thus so restricted, there is little incentive for some rental property owners to invest money to upgrade housing units. Rents remain high even for units which may be in need of some repair. On the other hand, because the rents are high, property owners rarely allow the units to reach such states of disrepair that the units are not habitable. In order to address this concern, the County is working with TRPA and other Tahoe area jurisdictions to find ways to reduce unnecessary regulations. Nonetheless, the County's ability to directly affect the policies of this bi-state agency is limited.

2.12 NON-GOVERNMENTAL CONSTRAINTS

This section examines constraints to producing affordable housing that result from the forces of the housing market and other private sector causes, instead of governmental regulation. Primarily, this analysis examines the economic factors that determine the price of housing in the county.

When deciding whether to build housing, developers must consider a variety of costs and weigh those costs against the selling price of their product. Such costs include the price of land, subdivision and other on- and off-site improvements, engineering and other technical assistance costs, construction costs,

development permit and impact fees, financing charges, sales and marketing, taxes, and of course an allowance for profit. Each of these factors as they pertain to Placer County is described below.

LAND COSTS

Land costs vary substantially across the county based on a number of factors. The main determinants of land value are location and zoning (which determines how the land may be used), though the size of a parcel will also affect price. Land that is conveniently located in a desirable area that is zoned for residential uses will likely be more valuable, and thus more expensive, than a remote piece of land that is zoned for agricultural uses.

Land costs in central and northeastern Placer County average about $30,000 per unit constructed. This average applies to rural residential type of development, typically on parcels of at least an acre in size. In the incorporated cities, land costs per unit are typically less because of smaller lot sizes. For example, a recent 100 unit subdivision was constructed in Roseville that created 6,000 square foot residential lots. The land cost of this development averaged about $12,000 per lot (Dennis Meyer, engineer with Andregg, Inc., personal communication).

SITE IMPROVEMENT COSTS

Site improvement costs include the cost of constructing site access (driveways), clearing the site, and grading the pad area. In the case of a subdivision, such costs may also include major subdivision improvements such as building roads, installing sewer, water and other utilities. As with land costs, several variables affect the amount of such costs including site topography and proximity to established roads, sewers and water lines. Engineering and other technical assistance costs are usually included with site improvement as these services are required to ensure the development is constructed according to established codes and standards.

CONSTRUCTION COSTS

Construction costs are those incurred in actually building a housing unit. As with other land development costs, constructions costs vary. Important determinants of construction costs include the amenities built into the unit, materials used, the prevailing labor rate, and the difficulty of building on the site. In areas with seismic hazards, for example, requirements for specially engineered foundations may significantly raise construction costs. Multi-family residences such as apartments can generally be constructed for slightly less than single-family homes. Residential construction costs currently range from $35 to $65 per square foot in Placer County.

Development Fees

Development permit and impact fees are charged by local governments to offset the cost of processing development applications and recover the cost of new public infrastructure needed by the development. Development fees are discussed in the section on Governmental Constraints, page 2-71.

Finance Charges

Because of the size of most large housing developments, developers generally must borrow money to cover the costs outlined above. As with all loans, interest must be paid to the lender. Interest rates for construction loans, as well as mortgage rates, tend to be tied to the prime rate (the prime rate is the

interest rate at which banks loan money to their best corporate clients). As a rule of thumb, construction loans are generally two percentage points above the prime rate. The prime rate is subject to daily changes, but currently is 7.5 percent. The total finance charges incurred can be influenced by local governments through time delays in development permit processing (see page 2-71).

Sales and Marketing

Once a residential construction project is complete, realtors are generally retained to sell the units. The costs of selling housing include advertising, title insurance, escrow fees, and commissions on sales. Such costs generally average about 6 percent of the sales price. Thus the median priced home in Placer County ($169,000) would pay about $10,140 in such fees upon sale.

Taxes

Proposition 13 established a statewide property tax rate of one percent of assessed valuation per year. Other charges for school or other assessment districts may also be added to this base amount depending upon where in the county a piece of property is located. For the median priced home in the county ($169,000), the annual tax bill would be $1,690.

Profit

As in all businesses, developers of housing require a certain return on their investment to entice them to build. Prior to lending, banks generally require that a developer be able to show a 15 percent profit margin after paying off all costs associated with the development. Obviously, this percentage will vary depending upon the relative strength of the housing market. In a relatively stable market, the $169,000 median price of a home in Placer County would include about $25,000 of profit for the developer.

AVAILABILITY OF FINANCING

One potential constraint to the production and rehabilitation of affordable housing is the availability of financing. Although illegal, some groups may have difficulty obtaining loans despite being otherwise qualified because of their race, gender or ethnicity. Also, adequate financing may not be made available to certain locations. This does not appear to be a significant problem, however, in Placer County.

Financing appears to be available for the construction and improvement of housing in all areas of the County. Legal Services of Northern California (Vic Pappalardo), Fair Housing Commission (Bruce Roberson), and the Community Services Department (Don Ferretti) as well as the Heart Federal Saving and Loan Association were contacted on this subject. All stated that they did not know of or believe that discrimination against certain groups in lending practices was occurring in Placer County.

The Sacramento Bee published an article by Larry Hicks on redlining practices in Sacramento. The newspaper had purchased a copy of the FDIC database of the information required by the Home Mortgage Disclosure Act. The database includes information for El Dorado, Placer, Yolo and Sacramento counties. Although the newspaper was not willing to give or sell a copy of the database, they did provide some information about banks in the Placer area. One institution, for example, denied 4 of 18 loans to Asian applicants, which is slightly higher than the statewide average for loan rejections. On the other hand, this same institution approved all six loan applications from Latino clients, which is obviously above the statewide average. There did not appear to be any pattern indicating that discrimination of this nature was a significant problem. It also appears that in most cases, the low

number of total loans made and/or rejected by specific lending institutions in Placer County are so low that it would be difficult to analyze the data with any assurance of statistical significance.

Neither Legal Services of Northern California nor the Fair Housing Commission have received complaints or phone inquiries for assistance on loan discrimination or "redlining" practices in Placer County.

The Community Reinvestment Act requires banks and other financial institutions to reinvest a portion of their funds in the local community. In Placer County, the local finance institutions have organized the Auburn Area Fair Lenders Action Group. The group is a consortium of local lenders working with the county and other public agencies to identify local housing needs and to put together the financing to meet those needs. Most of the local banks and banks with local branches are members of the group.

2.13 FINDINGS

- There are 77,879 housing units in Placer County; 42,507 are in the unincorporated areas and 35,372 are in the incorporated cities (1990 Census).
- Over 27 percent of the 1990 housing stock in the unincorporated areas of Placer County is vacant most of the year, and many of these units are seasonal or second homes in the Tahoe area.
- Approximately 1,000 new units were built in the unincorporated portion of the County between 1980 and 1990.
- Over two-thirds of the housing units in the county are single family detached homes and a majority of people (75 percent) own their own homes.
- On average, households in the unincorporated areas are larger than those in the cities.
- Very few of the housing units in the county are overcrowded. However, there are more overcrowded rental units in the unincorporated areas where 10 percent of the rental households are considered overcrowded. The most concentrated overcrowding problems are in Kings Beach.
- The largest number of dwelling units in need of repair are in Kings Beach. Yankee Jims, Dutch Flat, Michigan Bluff, Sheridan, Tahoe City, and Tahoe Vista also have a substantial number of units in need of repair.
- Most housing units in the county are fairly new; about two-thirds of the units in the unincorporated area have been built since 1970.
- Based on Census information, the median value of owner occupied housing in Placer County in 1990 was $169,000.
- Median rent in the county was $496 per month for all types of housing (1990 Census).
- Almost 6,000 low and very low income households spend more than 30 percent of their income on housing.
- Twenty-two apartment complexes in the county have low-cost rental units. Only two of the apartment buildings (114 units) are in the unincorporated area of the county.
- In the unincorporated areas of the county, 91 percent of the elderly householders own their homes.
- Housing programs for large, affordable units should be targeted to areas with a high percentage of children and a low number of large units—Foresthill and Kings Beach.
- Representatives from the California Department of Rehabilitation, California Veterans Administration, Association for Retarded Citizens, and Sierra College (the counselor for handicapped students) all note the shortage of housing available and suitable to disabled persons with limited incomes.
- Relatively few field laborers are needed for agricultural production in the Placer County area. Housing for migrant farmworkers is, therefore, not a significant concern in this area.

- The Roseville National Guard Armory provided shelter for about 600 homeless people in 1991.

- Housing costs within the Lake Tahoe region are among the most expensive in the state.

- According to the *Regional Housing Allocation Plan*, to accommodate the expected population growth from 1990 to 1997, a total of 5,178 units will need to be built in unincorporated Placer County. About two thousand of those units should be affordable to very low and low income households. Without substantial intervention in the housing market, allocations for low and very low income housing will be difficult to achieve. It appears, however, that the market will provide some affordable low income rental housing.

- From 1984 through 1988, Placer County (including the incorporated cities) exceeded the overall goal for new housing construction. However, low income housing production did not meet its goals.

- No low income projects at risk of conversion to market rate units were identified in the unincorporated areas of Placer County.

- The Placer County Zoning Ordinance (both the existing and proposed versions) allow residential development in almost all zones. This increases the amount of land available for housing. Conversely, the large minimum lot sizes and low density required in many single-family residential areas consumes land available for housing and increases the cost of housing in such areas.

- The residential holding capacity of the existing zoning, in effect in 1992 prior to adoption of the new general plan, could accommodate a 239 percent increase in the number of housing units in the unincorporated areas of the county.

- Permit processing times and fees in Placer County are very reasonable compared to other California cities and counties.

- In Placer County there have been no significant constraints to housing production not common to other areas of California. In fact, land costs are much lower than in most nearby cities. This finding is borne out by high housing construction rates during the 1980s.

2.14 PERSONS CONSULTED

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2.16 GLOSSARY

Abbreviations

AFDC: Aid to Families with Dependent Children
ARC: Association of Retarded Citizens
BR: Bedroom
CDBG: Community Development Block Grant
CEC: California Energy Commission
CRC: Community Resources Council
CSD: Community Services District
DRC: Development Review Committee
EICP: Energy Crisis Intervention Program
EIR: Environmental Impact Report
FHA: Federal Housing Administration
FmHA: Farmers Home Administration
HCD: Housing and Community Development Department of the State of California.
HUD: U.S. Dept. of Housing and Urban Development
PG&E: Pacific Gas and Electric
PUD: Planned Unit Development
SACOG: Sacramento Area Council of Governments
SPO: Sierra Planning Organization
SPPC: South Placer Policy Committee
SSI: Supplemental Security Income
TRPA: Tahoe Regional Planning Authority
UBC: Uniform Building Code

Active Solar System - A system that uses a mechanical device, such as pumps or fans run by electricity in addition to solar energy, to transport air or water between a solar collector and the interior of a building for heating or cooling. (See "Passive Solar System.")

Affordable Housing - Housing capable of being purchased or rented by a household with very low, low, or moderate income, based on a household's ability to make monthly payments necessary to obtain housing. Housing is considered affordable when a household pays less than 30 percent of its gross monthly income (GMI) for housing including utilities.

Agency - The governmental entity, department, office, or administrative unit responsible for carrying out regulations.

Apartment - (1) One or more rooms of a building used as a place to live, in a building containing at least one other unit used for the same purpose. (2) A separate suite, not owner occupied, which includes kitchen facilities and is designed for and rented as the home, residence, or sleeping place of one or more persons living as a single housekeeping unit.

Appropriate - An act, condition, or state which is considered suitable.

Archaeology - Relating to the material remains of past human life, culture, or activities.

Assessment District - An area within a public agency's boundaries which receives a special benefit from the construction of one or more public facilities. A Benefit Assessment District has no legal life of its own and cannot act by itself. It is strictly a financing mechanism for providing public infrastructure as allowed under the Streets And Highways Code. Bonds may be issued to finance the improvements, subject to repayment by assessments charged against the benefitting properties. Creation of a Benefit Assessment District enables property owners in a specific area to cause the construction of public facilities or to maintain them (for example, a downtown, or the grounds and landscaping of a specific area) by contributing their fair share of the construction and/or installation and operating costs.

Assisted Housing - Generally multi-family rental housing, but sometimes single-family ownership units, whose construction, financing, sales prices, or rents have been subsidized by federal, state, or local housing programs including, but not limited to Federal Section 8 (new construction, substantial rehabilitation, and loan management set-asides), Federal Sections 213, 236, and 202, Federal Section 221(d)(3) (below-market interest rate program), Federal Section 101 (rent supplement assistance), CDBG, FmHA Section 515, multi-family mortgage revenue bond programs, local redevelopment and in lieu fee programs, and units developed pursuant to local inclusionary housing and density bonus programs. By January 1, 1992, all California Housing Elements are required to address the preservation or replacement of assisted housing that is eligible to change to market rate housing by 2002.

Below-market-rate Housing Unit - Any housing unit specifically priced to be sold or rented to low- or moderate-income households for an amount less than the fair-market value of the unit. The U.S. Department of Housing and Urban Development sets standards for determining which households qualify as "low income" or "moderate income."

Blight - A condition of a site, structure, or area that may cause nearby buildings and/or areas to decline in attractiveness and/or utility.

Building - Any structure used or intended for supporting or sheltering any use or occupancy.

California Environmental Quality Act (CEQA) - A State law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an Environmental Impact Report (EIR) must be prepared and certified as to its adequacy before taking action on the proposed project. General Plans require the preparation of a "program EIR."

Census - The official decennial enumeration of the population conducted by the federal government.

City - City, with a capital "C," generally refers to the government or administration of a city. City, with a lower case "c" may mean any city, or may refer to the geographical area of a city (*e.g.*, the city's bikeway system.)

Clustered Development - Development in which a number of dwelling units are placed in closer proximity than usual, or are attached, with the purpose of retaining an open space area.

Community Development Block Grant (CDBG) - A grant program administered by the U.S. Department of Housing and Urban Development (HUD) on a formula basis for entitlement communities, and by the State Department of Housing and Community Development (HCD) for non-

entitled jurisdictions. This grant allots money to cities and counties for housing rehabilitation and community development, including public facilities and economic development.

Community Redevelopment Agency - A local agency created under California Redevelopment Law, or a local legislative body which has elected to exercise the powers granted to such an agency, for the purpose of planning, developing, re-planning, redesigning, clearing, reconstructing, and/or rehabilitating all or part of a specified area with residential, commercial, industrial, and/or public (including recreational) structures and facilities. The redevelopment agency's plans must be compatible with adopted community general plans.

Compatible - Capable of existing together without conflict or ill effects.

Condominium - A structure of two or more units, the interior spaces of which are individually owned; the balance of the property (both land and building) is owned in common by the owners of the individual units.

Congregate Care - Apartment housing, usually for seniors, in a group setting that includes independent living and sleeping accommodations in conjunction with shared dining and recreational area.

Conservation - The management of natural resources to prevent waste, destruction, or neglect. The state mandates that a Conservation Element be included in the general plan.

Consistent - Free from variation or contradiction. Programs in the General Plan are to be consistent, not contradictory or preferential. State law requires consistency between a general plan and implementation measures such as the zoning ordinance.

Covenants, Conditions, and Restrictions - A term used to describe restrictive limitations which may be placed on property and its use, and which usually are made a condition of holding title or lease.

Criterion - A standard upon which a judgment or decision may be based. (See "Standards.")

Density, Residential - The number of permanent residential dwelling units per acre of land. Densities specified in the General Plan may be expressed in units per gross acre or per net developable acre.

Density Bonus - The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location. Under California law, a housing development that provides 20 percent of its units for lower income households, or 10 percent of its units for very low-income households, or 50 percent of its units for seniors, is entitled to a density bonus.

Density, Control of - A limitation on the occupancy of land. Density can be controlled through zoning in the following ways: use restrictions, minimum lot-size requirements, floor area ratios, land use-intensity ratios, setback and yard requirements, minimum house-size requirements, ratios comparing number and types of housing units to land area, limits on units per acre, and other means. Allowable density often serves as the major distinction between residential districts.

Developable Land - Land which is suitable as a location for structures and which can be developed free of hazards to, and without disruption of, or significant impact on, natural resource areas.

Developer - An individual who or business which prepares raw land for the construction of buildings or causes to be built physical building space for use primarily by others, and in which the preparation of the land or the creation of the building space is in itself a business and is not incidental to another business or activity.

Development - The physical extension and/or construction of urban land uses. Development activities include: subdivision of land; construction or alteration of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill materials; and clearing of natural vegetative cover (with the exception of agricultural activities). Routine repair and maintenance activities are exempted.

Development Fee - A fee, also called a development fee, levied on the developer of a project by a city, county, or other public agency as compensation for otherwise-unmitigated impacts the project will produce. California Government Code Section 66000 *et seq* specifies that development fees shall not exceed the estimated reasonable cost of providing the service for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document proper restrictions on use of the fund.

Development Rights - The right to develop land by a land owner who maintains fee-simple ownership over the land or by a party other than the owner who has obtained the rights to develop. Such rights usually are expressed in terms of density allowed under existing zoning. For example, one development right may equal one unit of housing or may equal a specific number of square feet of gross floor area in one or more specified zone districts.

Discourage, v. - To advise or persuade to refrain from.

Discretionary Decision - As used in CEQA, an action taken by a governmental agency which calls for the exercise of judgment in deciding whether to approve and/or how to carry out a project.

Duplex - A detached building under single ownership which is designed for occupation as the residence of two families living independently of each other.

Dwelling Unit - A room or group of rooms (including sleeping, eating, cooking, and sanitation facilities, but not more than one kitchen), which constitutes an independent housekeeping unit, occupied or intended for occupancy by one household on a long-term basis.

Easement - Usually the right to use property owned by another for specific purposes or to gain access to another property. For example, utility companies often have easements on the private property of individuals to be able to install and maintain utility facilities.

Economic Base, Economic Vitality - Economic Base theory essentially holds that the structure of the economy is made up of two broad classes of productive effort—basic activities which produce and distribute goods and services for export to firms and individuals outside a defined localized economic area, and nonbasic activities whose goods and services are consumed at home within the boundaries of the local economic area. Viewed another way, basic activity exports goods and services and brings new dollars into the area; non-basic activity recirculates dollars within the area. This distinction holds that the reason for the growth of a particular region is its capacity to provide the means of payment for raw materials, food, and services which the region cannot produce itself and also support the nonbasic activities which are principally local in productive scope and market area.

Elderly Housing - Typically one- and two-bedroom apartments or condominiums designed to meet the needs of persons 62 years of age and older or, if more than 150 units, persons 55 years of age and older, and restricted to occupancy by them. (See "Congregate Care.")

Emergency Shelter - A facility which provides immediate and short-term housing and supplemental services for the homeless. Shelters come in many sizes, but an optimum size is considered to be 20 to 40 beds. Supplemental services may include food, counseling, and access to other social programs. (See "Homeless" and "Transitional Housing.")

Eminent Domain - The right of a public entity to acquire private property for public use by condemnation, and the payment of just compensation.

Encourage, v. - To stimulate or foster a particular condition through direct or indirect action by the private sector or government agencies.

Environment - CEQA defines environment as "the physical conditions which exist within the area which will be affected by a proposed project, including land, air, water, mineral, flora, fauna, noise, and objects of historic or aesthetic significance."

Environmental Impact Report (EIR) - A report required of general plans by the California Environmental Quality Act and which assesses all the environmental characteristics of an area and determines what effects or impacts will result if the area is altered or disturbed by a proposed action.

Fair Market Rent - The rent, including utility allowances, determined by the United States Department of Housing and Urban Development for purposes of administering the Section 8 Existing Housing Program.

Family - (1) Two or more persons related by birth, marriage, or adoption [U.S. Bureau of the Census]. (2) An individual or a group of persons living together who constitute a bona fide single-family housekeeping unit in a dwelling unit, not including a fraternity, sorority, club, or other group of persons occupying a hotel, lodging house or institution of any kind [California].

Farmers Home Administration (FmHA) - A federal agency providing loans and grants for improvement projects and low-income housing in rural areas.

Feasible - Capable of being done, executed, or managed successfully from the standpoint of the physical and/or financial abilities of the implementer(s).

Finding(s) - The result(s) of an investigation and the basis upon which decisions are made. Findings are used by government agents and bodies to justify action taken by the entity.

General Plan - A compendium of a city's or a county's policies regarding its long-term development, in the form of maps and accompanying text. The General Plan is a legal document required of each local agency by the State of California Government Code Section 65301 and adopted by the City Council or Board of Supervisors. In California, the General Plan has 7 mandatory elements (Circulation, Conservation, Housing, Land Use, Noise, Open Space, Safety and Seismic Safety) and may include any number of optional elements (such as Air Quality, Economic Development, Hazardous Waste, and Parks and Recreation). The General Plan may also be called a "County Plan," "Comprehensive Plan," or "Master Plan."

Goal - A general, overall, and ultimate purpose, aim, or end toward which the County will direct effort.

Granny Flat - (See "Second Unit.")

Guidelines - General statements of policy direction around which specific details may be later established.

Handicapped - A person determined to have a mobility impairment or mental disorder expected to be of long or indefinite duration. Many such impairments or disorders are of such a nature that a person's ability to live independently can be improved by appropriate housing conditions.

Homeless - Persons and families who lack a fixed, regular, and adequate nighttime residence. Includes those staying in temporary or emergency shelters or who are accommodated with friends or others with the understanding that shelter is being provided as a last resort. California Housing Element law, Section 65583(c)(1) requires all cities and counties to address the housing needs of the homeless. (See "Emergency Shelter" and "Transitional Housing.")

Household - All those persons--related or unrelated--who occupy a single housing unit. (See "Family.")

Householder - The head of a household.

Households, Number of - The count of all year-round housing units occupied by one or more persons. The concept of *household* is important because the formation of new households generates the demand for housing. Each new household formed creates the need for one additional housing unit or requires that one existing housing unit be shared by two households. Thus, household formation can continue to take place even without an increase in population, thereby increasing the demand for housing.

Housing and Community Development Department of the State of California (HCD) - The State agency that has principal responsibility for assessing, planning for, and assisting communities to meet the needs of low- and moderate-income households.

Housing Element - Article 10.6 of the California Government Code requires each city and county to prepare and maintain a current Housing Element as part of the community's General Plan in order to attain a statewide goal of providing "decent housing and a suitable living environment for every California family." Under State law, Housing Elements must be updated every five years.

Housing and Urban Development, U.S. Department of (HUD) - A cabinet-level department of the federal government which administers housing and community development programs.

Housing Unit - The place of permanent or customary abode of a person or family. A housing unit may be a single-family dwelling, a multi-family dwelling, a condominium, a modular home, a mobile home, a cooperative, or any other residential unit considered real property under State law. A housing unit has, at least, cooking facilities, a bathroom, and a place to sleep. It also is a dwelling that cannot be moved without substantial damage or unreasonable cost. (See "Dwelling Unit," "Family," and "Household.")

Implementation - Actions, procedures, programs, or techniques that carry out policies.

Improvement - The addition of one or more structures or utilities on a vacant parcel of land.

Infill Development - Development of vacant land (usually individual lots or left-over properties) within areas which are already largely developed.

Infrastructure - Public services and facilities, such as sewage-disposal systems, water-supply systems, other utility systems, and roads.

Jobs/Housing Balance; Jobs/Housing Ratio - The availability of affordable housing for employees. The jobs/housing ratio divides the number of jobs in an area by the number of employed residents. A ratio of 1.0 indicates a balance. A ratio greater than 1.0 indicates a net in-commute; less than 1.0 indicates a net out-commute.

Landscaping - Planting—including trees, shrubs, and ground covers—suitably designed, selected, installed, and maintained as to enhance a site or roadway permanently.

Land Use - The occupation or utilization of land or water area for any human activity or any purpose defined in the General Plan.

Land Use Classification - A system for classifying and designating the appropriate use of properties.

Land Use Element - A required element of the General Plan which uses text and maps to designate the future use or reuse of land within a given jurisdiction's planning area. The land use element serves as a guide to the structuring of zoning and subdivision controls, urban renewal and capital improvements programs, and to official decisions regarding the distribution and intensity of development and the location of public facilities and open space.

Land Use Regulation - A term encompassing the regulation of land in general and often used to mean those regulations incorporated in the General Plan, as distinct from zoning regulations (which are more specific).

Lease - A contractual agreement by which an owner of real property (the lessor) gives the right of possession to another (a lessee) for a specified period of time (term) and for a specified consideration (rent).

Life-cycle Costing - A method of evaluating a capital investment that takes into account the sum total of all costs associated with the investment over the lifetime of the project.

Lot - (See "Site.")

Low-income Household - A household with an annual income usually no greater than 80 percent of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program.

Maintain, v.- To keep in an existing state.

Manufactured Housing - Residential structures which are constructed entirely in the factory, and which since June 15, 1976, have been regulated by the federal Manufactured Home Construction and Safety

Standards Act of 1974 under the administration of the U.S. Department of Housing and Urban Development (HUD). (See "Mobile Home.")

Median Income - As used in State of California housing law with respect to income eligibility limits established by the U.S. Department of Housing and Urban Development (HUD). The median income is the higher of the county median family income or the statewide non-metropolitan median family income.

Minimize, v. - To reduce or lessen, but not necessarily to eliminate.

Ministerial (Administrative) Decision - An action taken by a governmental agency which follows established procedures and rules and does not call for the exercise of judgment in deciding whether to approve a project.

Mixed-use - Properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building or on a single site in an integrated development project with significant functional interrelationships and a coherent physical design. A "single site" may include contiguous properties.

Mobile Home - A structure, transportable in one or more sections, built on a permanent chassis and designed for use as a single-family dwelling unit and which (1) has a minimum of 400 square feet of living space; (2) has a minimum width in excess of 102 inches; (3) is connected to all available permanent utilities; and (4) is tied down (a) to a permanent foundation on a lot either owned or leased by the homeowner or (b) is set on piers, with wheels removed and skirted, in a mobile home park under a lease with a minimum period of one year. (See "Manufactured Housing.")

Moderate-income Household - A household with an annual income between the lower income eligibility limits and 120 percent of the area median family income adjusted by household size, usually as established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program. (See "Low-income Household.")

Multiple Family Building - A detached building designed and used exclusively as a dwelling by three or more families occupying separate suites.

Must - That which is mandatory.

Necessary - Essential or required.

Need - A condition requiring supply or relief. The County may act upon findings of need within or on behalf of the community.

Objective - A specific statement of desired future condition toward which the County will expend effort in the context of striving to achieve a broader goal. An objective should be achievable and, where possible, should be measurable and time-specific. The State Government Code (Section 65302) requires that general plans spell out the "objectives," principles, standards, and proposals of the general plan. "The addition of 100 units of affordable housing by 1995" is an example of an objective.

Ordinance - A law or regulation set forth and adopted by a governmental authority, usually a city or county.

Parcel - A lot, or contiguous group of lots, in single ownership or under single control, usually considered a unit for purposes of development.

Passive Solar System - A system that distributes collected heat via direct transfer from a thermal mass rather than mechanical power. Passive systems rely on building design and materials to collect and store heat and to create natural ventilation for cooling. (See "Active Solar System.")

Planned Unit Development (PUD) - A description of a proposed unified development, consisting at a minimum of a map and adopted ordinance setting forth the regulations governing, and the location and phasing of all proposed uses and improvements to be included in the development.

Planning Commission - A body, usually having five or seven members, created by a city or county in compliance with California law (Section 65100) which requires the assignment of the planning functions of the city or county to a planning department, planning commission, hearing officers, and/or the legislative body itself, as deemed appropriate by the legislative body.

Policy - A specific statement of principle or of guiding actions which implies clear commitment but is not mandatory. A general direction that a governmental agency sets to follow, in order to meet its goals and objectives before undertaking an action program. (See "Program.")

Poverty Level - As used by the U.S. Census, families and unrelated individuals are classified as being above or below the poverty level based on a poverty index which provides a range of income cutoffs or "poverty thresholds" varying by size of family, number of children, and age of householder. The income cutoffs are updated each year to reflect the change in the Consumer Price Index.

Program - An action, activity, or strategy carried out in response to adopted policy to achieve a specific goal or objective. Policies and programs establish the "who," "how" and "when" for carrying out the "what" and "where" of goals and objectives.

Recycle, v. - The process of extraction and reuse of materials from waste products.

Redevelop, v. - To demolish existing buildings; or to increase the overall floor area existing on a property; or both; irrespective of whether a change occurs in land use.

Regional - Pertaining to activities or economies at a scale greater than that of a single jurisdiction, and affecting a broad homogeneous area.

Regulation - A rule or order prescribed for managing government.

Rehabilitation - The repair, preservation, and/or improvement of substandard housing.

Residential - Land designated in the County's General Plan and zoning ordinance for buildings consisting only of dwelling units. May be vacant or unimproved. (See "Dwelling Unit.")

Residential, Multiple Family - Usually three or more dwelling units on a single site, which may be in the same or separate buildings.

Residential, Single-family - A single dwelling unit on a building site.

Restrict, v. - To check, bound, or decrease the range, scope, or incidence of a particular condition.

Retrofit, v.- To add materials and/or devices to an existing building or system to improve its operation or efficiency.

Risk - The danger or degree of hazard or potential loss.

Second Unit - A Self-contained living unit, either attached to or detached from, and in addition to, the primary residential unit on a single lot. Sometimes called "Granny Flat."

Section 8 Rental Assistance Program - A federal (HUD) rent-subsidy program which is the main source of federal housing assistance for low-income households. The program operates by providing "housing assistance payments" to owners, developers, and public housing agencies to make up the difference between the "Fair Market Rent" of a unit (set by HUD) and the household's contribution toward the rent, which is calculated at 30 percent of the household's adjusted gross monthly income (GMI). "Section 8" includes programs for new construction, existing housing, and substantial or moderate housing rehabilitation.

Senior Housing - (See "Elderly Housing.")

Seniors - Persons age 65 and older.

Septic System - A sewage-treatment system that includes a settling tank through which liquid sewage flows and in which solid sewage settles and is decomposed by bacteria in the absence of oxygen. Septic systems are often used for individual-home waste disposal where an urban sewer system is not available.

Setback - The horizontal distance between the property line and any structure.

Should - Signifies a directive to be honored if at all possible.

Single-family Dwelling, Attached - A dwelling unit occupied or intended for occupancy by only one household that is structurally connected with at least one other such dwelling unit.

Single-family Dwelling, Detached - A dwelling unit occupied or intended for occupancy by only one household that is structurally independent from any other such dwelling unit or structure intended for residential or other use. (See "Family.")

Site - A parcel of land used or intended for one use or a group of uses and having frontage on a public or an approved private street. A lot. (See "Lot.")

Slope - Land gradient described as the vertical rise divided by the horizontal run, and expressed in percent.

Solar Access - The provision of direct sunlight to an area specified for solar energy collection when the sun's azimuth is within 45 degrees of true south.

Solar System, Active - A system using a mechanical device, such as a pump or a fan, and energy in addition to solar energy to transport a conductive medium (air or water) between a solar collector and the interior of a building for the purpose of heating or cooling.

Solar System, Passive - A system that uses direct heat transfer from thermal mass instead of mechanical power to distribute collected heat. Passive systems rely on building design and materials to collect and store heat and to create natural ventilation for cooling.

Standards - (1) A rule or measure establishing a level of quality or quantity that must be complied with or satisfied. The State Government Code (Section 65302) requires that general plans spell out the objectives, principles, "standards," and proposals of the general plan.

Structure - Anything constructed or erected which requires location on the ground (excluding swimming pools, fences, and walls used as fences).

Subdivision - The division of a tract of land into defined lots, either improved or unimproved, which can be separately conveyed by sale or lease, and which can be altered or developed. "Subdivision" includes a condominium project as defined in Section 1350 of the California Civil Code and a community apartment project as defined in Section 11004 of the Business and Professions Code.

Subdivision Map Act - Division 2 (Sections 66410 *et seq*) of the California Government code, this act vests in local legislative bodies the regulation and control of the design and improvement of subdivisions, including the requirement for tentative and final maps. (See "Subdivision.")

Subsidize - To assist by payment of a sum of money or by the granting of terms or favors that reduce the need for monetary expenditures. Housing subsidies may take the forms of mortgage interest deductions or tax credits from federal and/or state income taxes, sale or lease at less than market value of land to be used for the construction of housing, payments to supplement a minimum affordable rent, and the like.

Substandard Housing - Residential dwellings which, because of their physical condition, do not provide safe and sanitary housing.

Substantial - Considerable in importance, value, degree, or amount.

Topography - Configuration of a surface, including its relief and the position of natural and man-made features.

Transit - The conveyance of persons or goods from one place to another by means of a local, public transportation system. Para-transit refers to transportation services and which operate vehicles, such as buses, jitneys, taxis, and vans for senior citizens, and/or mobility-impaired.

Transit-dependent - Refers to persons unable to operate automobiles or other motorized vehicles, or those who do not own motorized vehicles. Transit-dependent citizens must rely on transit, para-transit, or owners of private vehicles for transportation. Transit-dependent citizens include the young, the handicapped, the elderly, the poor, and those with prior violations in motor vehicle laws.

Transit, Public - A system of regularly-scheduled buses and/or trains available to the public on a fee-per-ride basis. Also called "Mass Transit."

Transitional Housing - Shelter provided to the homeless for an extended period, often as long as 18 months, and generally integrated with other social services and counseling programs to assist in the transition to self-sufficiency through the acquisition of a stable income and permanent housing. (See "Homeless" and "Emergency Shelter.")

Undue - Improper, or more than necessary.

Uniform Building Code (UBC) - A national, standard building code which sets forth minimum standards for construction.

Uniform Housing Code - State housing regulations governing the condition of habitable structures with regard to health and safety standards and which provide for the conservation and rehabilitation of housing in accordance with the Uniform Building Code (UBC).

Use - The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, erected, moved, altered, and/or enlarged in accordance with the County's zoning ordinance and General Plan land use designations.

Use Permit - The discretionary and conditional review of an activity or function or operation on a site or in a building or facility.

Vacant - Lands or buildings which are not actively used for any purpose.

Variance - A departure from any provision of the zoning requirements for a specific parcel, except use, without changing the zoning ordinance or the underlying zoning of the parcel. A variance usually is granted only upon demonstration of hardship based on the peculiarity of the property in relation to other properties in the same zone district.

Very Low-income Household - A household with an annual income usually no greater than 50 percent of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program.

Zoning - The division of a County by legislative regulations into areas, or zones, which specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the General Plan.

Source: California Planning Roundtable, *The California General Plan Glossary*, 1991.

APPENDIX 2-A

CHAPTERS 3, 4, 5 AND APPENDICIES A THROUGH E OF THE *HOUSING ELEMENT* ADOPTED ON JUNE 30, 1992. CHAPTERS 1 AND 2 OF THE ORIGINAL ELEMENT ARE CONTAINED WITHIN THE *COUNTYWIDE GENERAL PLAN POLICY DOCUMENT.*

CHAPTER 3

BACKGROUND INFORMATION

3.1 EXISTING HOUSING CHARACTERISTICS

The existing housing stock in Placer County can be described by a number of characteristics including the number of units; type (single-family, mobile home, apartments, etc.); their tenure (owner occupied vs. rentals); the number of people living in the units (household size); and unit size. These data are discussed immediately, below. Later sections of this chapter discuss cost, overcrowding, and the physical condition of homes in the county.

NUMBER OF HOUSING UNITS

The 1990 Census reported 77,879 housing units in Placer County. Only 64,101 of the units were occupied year-round; the remaining 13,778 units (18 percent) are vacant most of the year. Table 3-1 shows the total number of vacant and occupied units in Placer County, broken-down for the incorporated cities and the unincorporated areas. Figure 1 shows the location of the incorporated cities—Roseville, Auburn, Colfax, Rocklin, Lincoln, and Loomis. The lightly shaded areas are unincorporated portions of the county where land use, development, and growth is guided by the Placer County General Plan.

In 1990, the unincorporated area had about 42,500 housing units, about 54 percent of the county's total.

TABLE 3-1

HOUSING UNITS BY OCCUPANCY STATUS
Placer County 1990

	Incorporated Cities		Unincorporated Areas		Placer County Total	
Housing Unit Type	**Number**	**%**	**Number**	**%**	**Number**	**%**
Occupied Units	33,272	94	30,829	73	64,101	82
Vacant Units	2,100	6	11,678	27	13,778	18
Total Housing Units	**35,372**	**100**	**42,507**	**100**	**77,879**	**100**

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

VACANT UNITS

As noted above, 18 percent of the 1990 housing stock in Placer County is vacant most of the year. Most of the vacant units (about 85 percent) are in the unincorporated area of the county, and most are single-family homes. Many of the units are seasonal or second homes.

Figure 2 illustrates the dramatic increase in vacant units for seasonal, recreational, or occasional use between 1980 and 1990. The number of units for sale or rent remained fairly constant, while the seasonal units increased a lot. (The "other" category in this case is also large. Although the category is intended by the census to identify caretaker, janitor, or maid quarters, Census Bureau personnel felt that the unusually large number of "other" units in areas near Lake Tahoe were probably additional seasonal or second homes.) Table 3-2 compares the number of vacant housing units among adjacent counties along the western slope of the Sierra Nevada that also have large numbers of seasonal and recreational homes.

Approximately 7,940 units were built in the unincorporated portions of Placer County between 1984 and 1990, a rate of about 1,134 per year. If this pace were to continue, 7,938 units would be built during the time frame of this Housing Element.

TABLE 3-2

VACANT HOUSING UNITS
El Dorado, Nevada, and Placer Counties, 1990

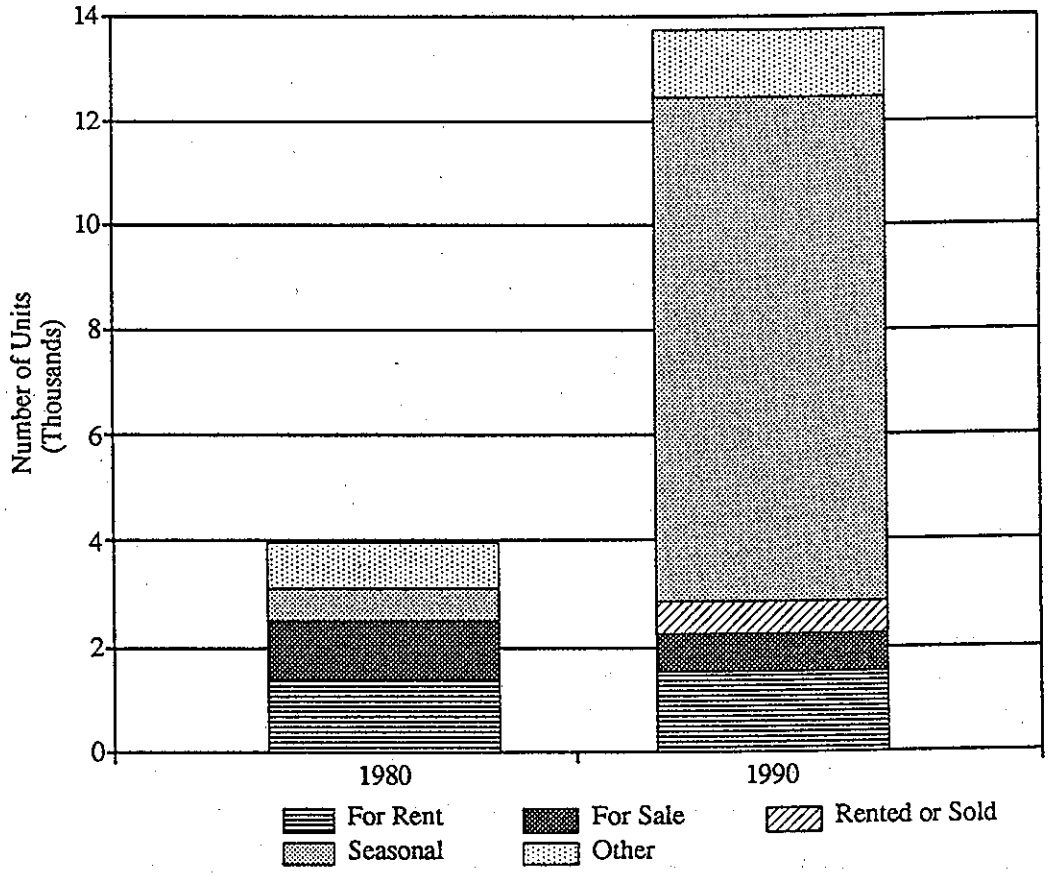
	El Dorado		Nevada		Placer	
Vacancy Status	**Units**	**%**	**Units**	**%**	**Units**	**%**
For Rent	762	5	431	7	1,522	11
For Sale	669	5	425	6	718	5
Rented Or Sold, Not Occupied	591	4	324	5	643	5
For Seasonal or Occasional Use	6,796	47	3,495	53	9,614	70
Other Vacant	5,762	40	1,916	29	1,273	9
Total Vacant Units	**14,580**	**100**	**6,591**	**100**	**13,778**	**100**

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

The vacancy rates of for-sale and for-rent units are low in most Placer County cities and unincorporated communities, if seasonal units are excluded from the analysis. Generally, a two percent vacancy rate in units available for owner-occupancy and a six percent rate for rental units are considered optimal to keep prices down and to ensure that units are available to new and relocating residents. Table 3-3 shows the percentage of vacant units in each community that are for sale or for rent. Figure 3 shows vacancy rates by area. All of the cities and most of the unincorporated communities fail to meet the preferred vacancy standards. The areas that have a sufficient number of vacant ownership or rental units are: Foresthill (seven percent for rent); Colfax City (two percent for sale); Foresthill-Back Country Area (three percent for sale); Rocklin (two percent for sale); and Sunnyside Tahoe (two percent for sale). Foresthill is interesting in that it has the highest percentage of rental units and one of the lowest

Figure 2

VACANT UNITS BY TYPE
Placer County



Note: For Rent means a vacant housing unit for rent.
For Sale means a vacant housing unit for sale.
Rented or Sold means a vacant housing unit that is neither for rent nor for sale.
Seasonal means a housing unit that is used as a second home, or is otherwise vacant only on a seasonal basis.
Other is defined by the Census Bureau as including caretaker units, servant units, etc.

percentages of for-sale units. Dollar Point and the unincorporated Auburn area have the lowest percentage of for-rent and for-sale units.

TABLE 3-3

VACANCY RATES BY AREA
Placer County 1990

Location	Percent for Rent	Percent for Sale
Auburn City	2	1
Auburn Unincorporated	0	0
Colfax City	3	2
Colfax-Summit Area	1	1
Dollar Point	0	0
Foresthill	7	0
Foresthill-Back Country Area	1	3
Kings Beach	3	1
Lake Tahoe Area	1	1
Lincoln City	1	0
Loomis Basin-Folsom Lake	0	1
Loomis Town	1	1
Meadow Vista	1	1
North Auburn	1	1
Rocklin City	3	2
Roseville City	4	1
Roseville Unincorporated	0	1
Sunnyside-Tahoe City	0	2
Tahoe Vista	5	1
West Valley Area	1	1
Average Vacancy Rate	**2**	**1**

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TYPE OF HOUSING UNIT

Table 3-4 shows the breakdown of housing units by type. Note that most of the housing units in Placer County in 1980 were single-family homes; that is still true today.

Table 3-4 further defines the different types of housing units in the county by the number of units in the structure. Single-family detached homes (the typical suburban home) are 79 percent of the housing units in the unincorporated areas. Mobile homes make up 11 percent of the housing stock in the unincorporated areas.

TABLE 3-4

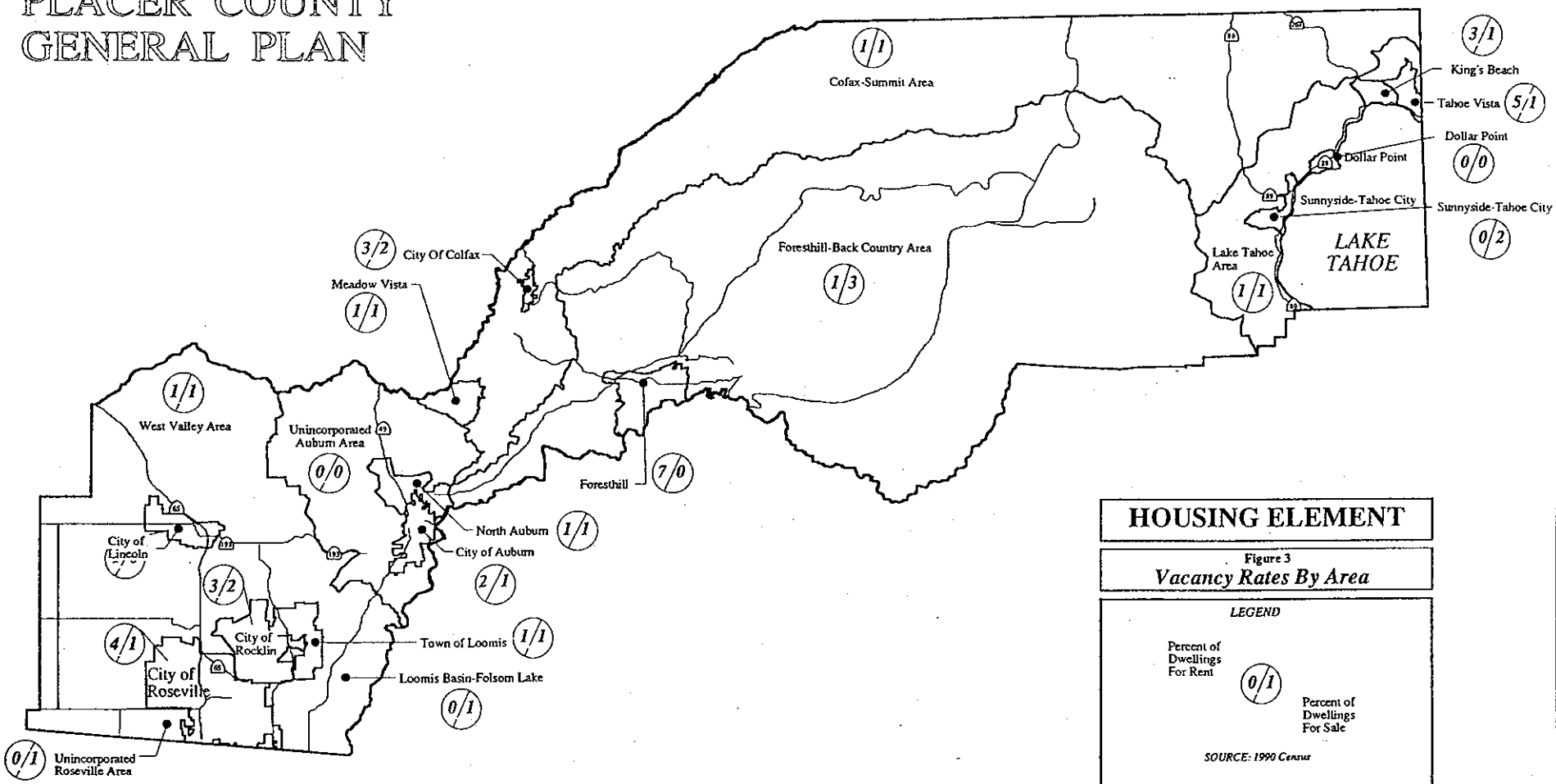
OCCUPIED HOUSING UNITS BY TYPE
Placer County 1990

	Incorporated Cities		Unincorporated Areas		Placer County Total	
Housing Unit Type	**Units**	**%**	**Units**	**%**	**Units**	**%**
Single-family Detached	23,327	70	24,202	79	47,529	74
Single-family Attached	1,833	6	823	3	2,656	4
Duplex	919	3	494	2	1,413	2
3 or 4 Units	1,548	5	918	3	2,466	4
5 to 9 Units	1,505	5	298	1	1,803	3
10 to 19 Units	973	3	306	1	1,279	2
20 or More Units	1,904	6	92	0	1,996	3
Mobile Home or Trailer	1,087	3	3,386	11	4,473	7
Other	176	1	310	1	486	1
TOTAL UNITS	33,272	100	30,829	100	64,101	100

Note: Sum of percentages may not equal 100 because of rounding.

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

PLACER COUNTY GENERAL PLAN



HOUSING ELEMENT

Figure 3

Vacancy Rates By Area

LEGEND

Percent of Dwellings For Rent

0/1

Percent of Dwellings For Sale

SOURCE: 1990 Census

N

Scale: 1" = 20,000

Date: 2/3/92

Prepared by:

Crawford, Multari & Starr

TENURE OF OCCUPIED UNITS

Tenure refers to whether a unit is owner-occupied or is a rental. Table 3-5 shows that a high proportion of the housing units in Placer County are owner occupied. A 65 to 75 percent owner occupancy rate is common for suburban and rural areas, and Placer County falls in this range. The unincorporated areas of the county show a slightly higher percentage of owner-occupied units than the cities; this is not surprising because the cities have more multi-family and apartment units, which are more often rented than detached units.

In regard to households that rent their housing, over half (55 percent) of the households in the cities rent apartments and other multi-family units (see Table 3-6). Conversely, almost two-thirds (63 percent) of the households that rent housing in the unincorporated areas occupy single-family homes. Again, this is expected given the distribution of types of units in the different areas.

TABLE 3-5

TENURE OF OCCUPIED HOUSING UNITS
Placer County 1990

	In Cities		Unincorporated		County Total	
Type of Occupied Unit	**Units**	**%**	**Units**	**%**	**Units**	**%**
Owner Occupied	21,489	65	23,830	77	45,319	71
Renter Occupied	11,783	35	6,999	23	18,782	29
TOTAL OCCUPIED UNITS	33,272	100	30,829	100	64,101	100

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TABLE 3-6

TENURE BY TYPE OF OCCUPIED UNITS
Placer County 1990

	Incorporated Cities		Unincorporated Areas		Placer County Total	
Owner-Occupied Unit Type	**Units**	**%**	**Units**	**%**	**Units**	**%**
Single-family Detached	19,306	90	20,326	85	39,632	87
Single-family Attached	827	4	269	1	1,096	2
Multi-family	312	1	248	1	560	1
Mobile Home or Trailer	980	5	2,876	12	3,856	9
Other	64	<1	111	<1	175	<1
Total Owner Occupied Units	21,489	100	23,830	100	45,319	100
Rental Unit Type						
Single-family Detached	4,021	34	3,876	55	7,897	42
Single-family Attached	1,006	9	554	8	1,560	8
Multi-family	6,537	55	1,860	27	8,397	45
Mobile Home or Trailer	107	1	510	7	617	3
Other	112	1	199	3	311	2
Total Renter Occupied Units	11,783	100	6,999	100	18,782	100

Note: Sum of percentages may not equal 100 because of rounding.

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

PERSONS PER HOUSEHOLD

The average number of persons per household in the county is calculated by dividing the population by the number of housing units. This information is presented in Table 3-7 for different housing unit types, by tenure. Overall, the highest ratios of persons per household are in single-family detached units (2.75 to 3.05 persons per unit). Also, the ratio of persons per household is higher in the unincorporated areas than in the cities for most of the categories; this means that, on average, households in the unincorporated areas are larger than those in the cities.

Owner occupied multi-family units have the greatest difference in average household size between the cities and unincorporated areas; while average household size for owner occupied units in the cities is only 1.77, the number almost doubles to 3.40 persons per household in the unincorporated areas. This is probably a result of the limited number of households that own multi-family units. This could also indicate that there is an overcrowding problem in owner occupied multi-family units—3.40 persons per household is significantly higher that the Placer County average of 2.69.

TABLE 3-7

PERSONS PER HOUSEHOLD BY TYPE AND TENURE OF OCCUPIED UNITS
Placer County 1990

Owner-Occupied Unit Type	Incorporated Cities	Unincorporated Areas	Placer County Average
Single-family Detached	2.84	2.84	2.84
Single-family Attached	2.12	2.41	2.19
Multi-family	1.77	3.40	2.49
Mobile Home or Trailer	1.73	1.98	1.92
Other	2.55	2.52	2.53
Owner Occupied	2.75	2.74	2.74
Rental Unit Type			
Single-family Detached	3.05	2.75	2.90
Single-family Attached	2.58	2.60	2.59
Multi-family	2.03	2.29	2.09
Mobile Home or Trailer	1.88	2.31	2.23
Other	1.73	2.25	2.06
Renter Occupied	2.40	2.57	2.48

Note: Sum of percentages may not equal 100 because of rounding.

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

SIZE OF HOUSING UNITS

Most housing units in Placer County have four to seven rooms plus a kitchen and bathroom(s). Table 3-8 shows the breakdown by number of rooms (not including kitchens and bathrooms) for the occupied housing units. The differences in unit size among the incorporated cities and unincorporated areas are not significant.

Only six percent of the county's housing stock are one and two room units (studios and one-bedroom apartments); the groups most affected by the lack of smaller units are usually the elderly, younger adults, and college students that typically do not need much space and have limited incomes.

TABLE 3-8

SIZE OF HOUSING UNITS
Placer County 1990

	Incorporated Cities		Unincorporated Areas		County Total	
Number of Rooms	**No.**	**%**	**No.**	**%**	**No.**	**%**
1 Room	381	1	907	2	1,288	2
2 Room	1,347	4	1,623	4	2,970	4
3 Rooms	3,369	10	3,385	8	6,754	9
4 Rooms	6,125	17	6,600	16	12,725	16
5 Rooms	7,586	21	9,190	22	16,776	22
6 Rooms	6,958	20	8,655	20	15,613	20
7 Rooms	4,799	14	5,409	13	10,208	13
8 Rooms	2,999	8	3,477	8	6,476	8
9 or More Rooms	1,808	5	3,261	8	5,069	7
TOTAL HOUSING UNITS	35,372	100	42,507	100	77,879	100

Note: Sum of percentages may not equal 100 because of rounding.
Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

3.2 EXISTING HOUSING CONDITIONS

This section reviews the extent to which housing units in Placer County are overcrowded, the structural condition of the units, and the general age of the housing stock.

OVERCROWDING

U.S. Census Bureau standards define a housing unit as overcrowded when the total number of residents is more than a ratio of one person per room (not including kitchens and bathrooms). A typical home might have a total of six rooms (three bedrooms, living, dining, and family rooms). If more than six people were living in the home, it would be considered overcrowded.

Because some households require less "space" per person, there is some question about whether units with slightly more than one person per room should really be considered overcrowded. This is particularly true of larger households where seven people might occupy a home with six rooms, for example. In most cases, though, units with more than 1.01 persons per room are overcrowded. Units with more than 1.5 persons per room are considered highly overcrowded, and should be recognized as a significant housing problem.

In Placer County there are 1,030 overcrowded owner occupied units and 1,492 overcrowded rental units. Overcrowded rental units appear to be more of a problem in unincorporated areas where 10 percent (695) of the rental households are considered overcrowded (see Table 3-9).

The most concentrated overcrowding problems are in two areas of the county: Kings Beach and the City of Lincoln. Foresthill, the West Valley area, Colfax-Summit area, North Auburn, and the other unincorporated areas around Auburn also have above average instances of overcrowding. Table 3-10 and Figure 4 show areas of overcrowding and the number of overcrowded units.

TABLE 3-9

TENURE BY PERSONS PER ROOM
Placer County 1990

	In Cities		Unincorporated		County Total	
Persons per Room in Owned Units	**No.**	**%**	**No.**	**%**	**No.**	**%**
1.00 or Less	21,052	98	23,237	98	44,289	98
1.01 to 1.50	320	1	397	2	717	2
1.51 or More	117	1	196	1	313	1
TOTAL	21,489	100	23,830	100	45,319	100
Persons per Room in Rental Units						
1.00 or Less	10,986	93	6,304	90	17,290	92
1.01 to 1.50	484	4	365	5	849	5
1.51 or More	313	3	330	5	643	3
TOTAL	11,783	100	6,999	100	18,782	100

Note: Sum of percentages may not equal 100 because of rounding.
Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

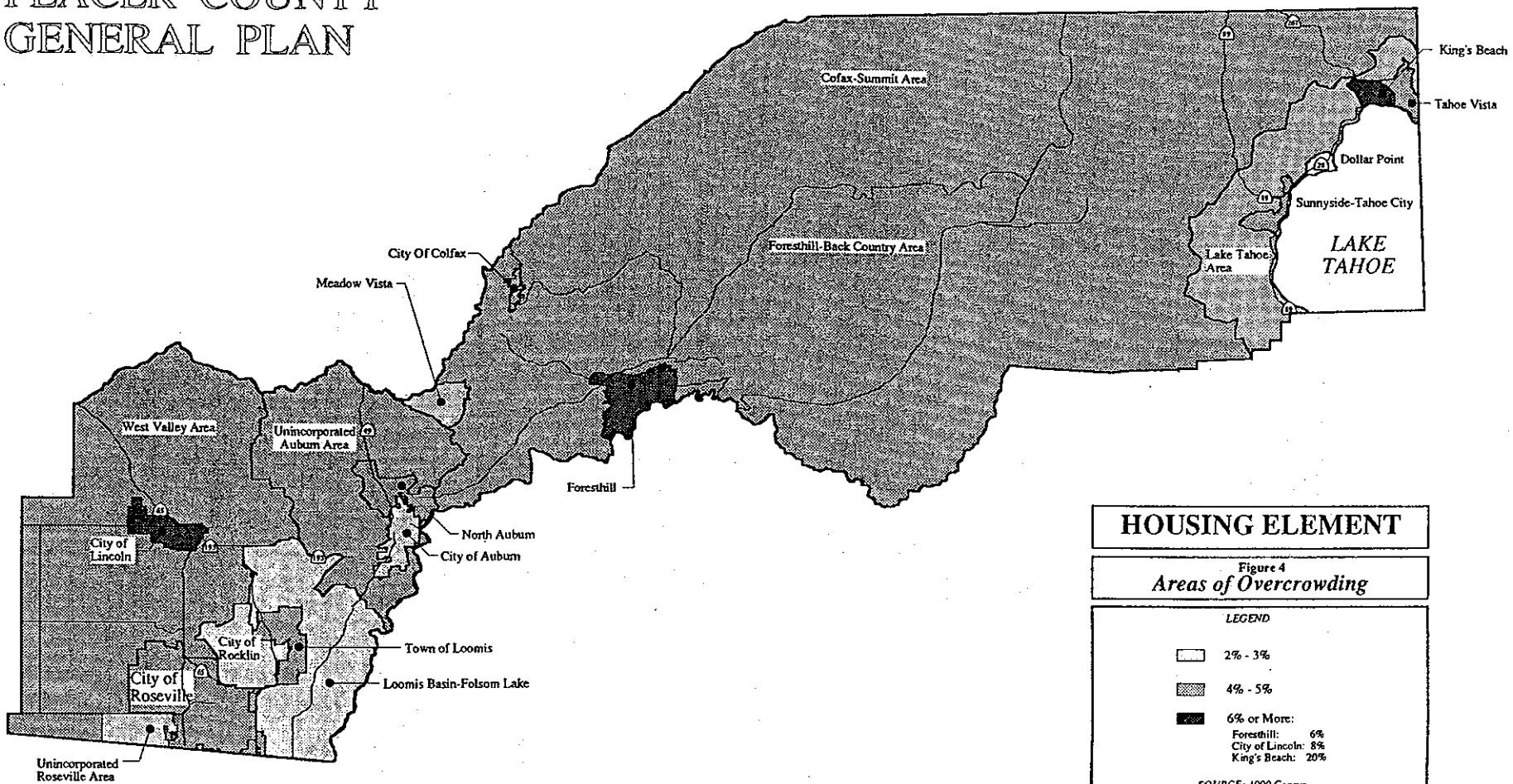
TABLE 3-10

HOUSEHOLD TENURE BY PERSONS PER UNIT
Placer County 1990

	Incorporated Cities		Unincorporated Areas		Placer County Total	
Persons per Unit in Owned Units	**Units**	**%**	**Units**	**%**	**Units**	**%**
1 Person	3,428	16	3,568	15	6,996	15
2 Persons	7,932	37	9,610	40	17,542	39
3 Persons	3,974	18	4,248	18	8,222	18
4 Persons	4,038	19	4,024	17	8,062	18
5 Persons	1,434	7	1,536	6	2,970	7
6 Persons	454	2	515	2	969	2
7 or More Persons	229	1	329	1	558	1
Total	21,489	100	23,830	100	45,319	100
Persons per Unit in Rental Units						
1 Person	3,680	30	1,847	26	5,527	29
2 Persons	3,524	29	2,100	30	5,624	29
3 Persons	2,016	17	1,318	19	3,334	17
4 Persons	1,574	13	1,078	15	2,652	14
5 Persons	661	5	425	6	1,086	6
6 Persons	204	2	138	2	342	2
7 or More Persons	124	1	93	1	217	1
Total	11,783	100	6,999	100	18,782	100

Note: Sum of percentages may not equal 100 because of rounding.
Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

PLACER COUNTY GENERAL PLAN



HOUSING ELEMENT

Figure 4
Areas of Overcrowding

LEGEND

- 2% - 3%
- 4% - 5%
- 6% or More:
  - Foresthill: 6%
  - City of Lincoln: 8%
  - King's Beach: 20%

SOURCE: 1990 Census

Scale: 1" = 20,000'

Date: 2/3/92

Prepared by:
Crawford, Multari & Starr

TABLE 3-11

LOCATION OF OVERCROWDED HOUSING UNITS
Placer County 1990

Location	Overcrowded	Percent Overcrowded
Auburn City	114	2
Auburn Unincorporated Area	208	4
Colfax City	24	4
Colfax-Summit Area	203	5
Dollar Point	9	2
Foresthill	33	6
Foresthill-Back Country Area	49	4
Kings Beach	217	20
Lincoln City	199	8
Loomis Basin-Folsom Lake	129	2
Loomis Town	72	4
Meadow Vista	24	2
North Auburn Area	194	5
Rocklin City	211	3
Roseville City	614	4
Roseville Unincorporated Area	29	3
Sunnyside-Tahoe City	30	4
Tahoe Vista	20	4
Tahoe Unincorporated Area	33	3
West Valley Area	110	5
TOTAL OCCUPIED HOUSING UNITS	2,522	4

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

STRUCTURAL HOUSING CONDITIONS

Placer County received a grant from the California Department of Housing and Community Development (HCD) in 1989, to study housing conditions throughout the unincorporated areas. Connerly & Associates, Inc. of Sacramento was hired by the County to complete the study. Connerly & Associates surveyed the following communities between August and September, 1989.

Agate Bay	Cisco	Livoti Tract* (updated 8/90)	Sunnyside
Alpine Meadows	Clipper Gap	Meadow Vista	Tahoe City*
Alta*	Dutch Flat*	Michigan Bluff*	Tahoe Pines*
Baxter	Emigrant Gap	Newcastle*	Tahoe Vista*
Bowman*	Foresthill*	Serene Lakes	Thermalands
Brockway*	Gold Run	Shady Glen	Tahoma
Carnelian Bay	Homewood	Sheridan*	Timberland
Cedar Flat	Kings Beach*	Skyland	Weimar
Chambers Lodge	Lake Forest	Squaw Valley	Yankee Jims*

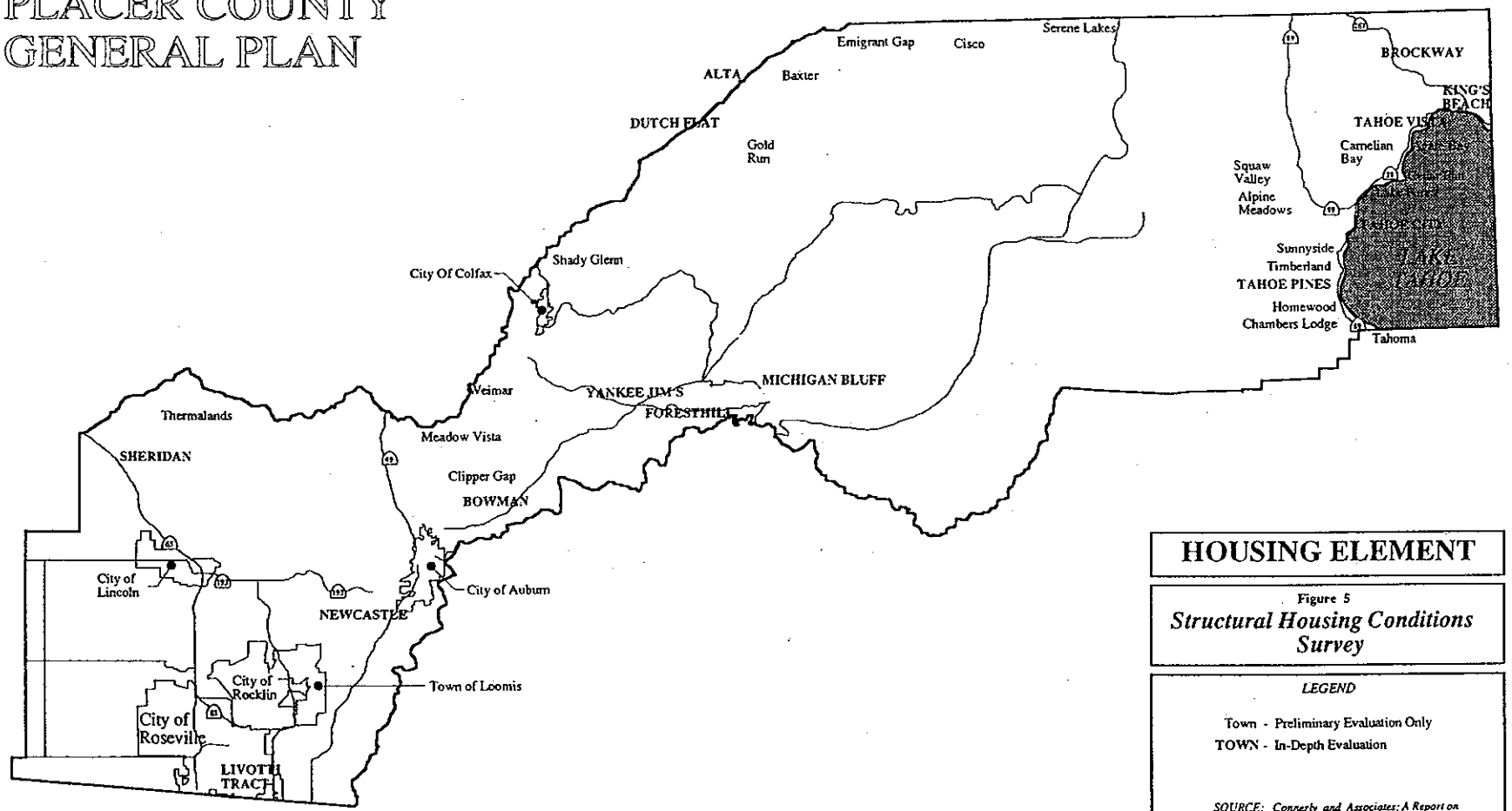
The location of the communities is shown on Figure 5. The consultants did a preliminary evaluation of each community by automobile to determine which should be evaluated further. The criteria used to make the determination included the size of the community, the number and proportion of dwelling units in need of repair, and the age of the community housing stock. The more detailed analysis occurred in the communities noted above with an asterisk (*).

In the more detailed analysis, housing conditions were reported as "sound"; in need of "minor rehabilitation", "moderate rehabilitation", "substantial rehabilitation"; or "dilapidated". The rating system followed requirements established by HCD. The rating system assigned points to five exterior components of a dwelling unit: the foundation, roof, siding, windows, and doors. The greater the level of deterioration in any one element, the higher the point score. The classification of a dwelling unit is based on the total point score, according to the following rating system: sound—0 to 9 points; minor—10 to 15 points; moderate—16 to 39 points; substantial—40 to 55 points; and dilapidated—56 points or more points.

A sound dwelling unit is one which requires no repairs or only needs deferred maintenance (painting, roof patching, etc.). A unit needing minor rehabilitation will require several types of deferred maintenance or structural repair of one exterior element. Moderate rehabilitation indicates that one or two structural repairs are necessary in addition to deferred maintenance. A dwelling unit in need of substantial rehabilitation requires the repair or replacement of most exterior elements. A dilapidated dwelling unit requires the replacement of all exterior elements and is generally considered infeasible to repair.

The survey shows that the largest number of dwelling units in need of repair (moderate rehabilitation in particular) are in Kings Beach. Moderate rehabilitation is also an acute need in Yankee Jims, Dutch Flat, Michigan Bluff, Sheridan, Tahoe City, and Tahoe Vista. Yankee Jims, Michigan Bluff, Tahoe Pines, and Tahoe Vista had the highest proportions of substandard housing. In the remaining eight communities, most of the units are in sound condition. Table 3-12 summarizes the survey results while Table 3-13 shows the complete breakdown by housing type and state of disrepair.

PLACER COUNTY GENERAL PLAN



HOUSING ELEMENT

Figure 5

Structural Housing Conditions Survey

LEGEND

Town - Preliminary Evaluation Only

TOWN - In-Depth Evaluation

SOURCE: Connerly and Associates: A Report on Community Development Needs In Placer County, 1989

N

Scale: 1" = 20,000'

Date: 2/3/92

Prepared by:

Crawford, Multari & Starr

TABLE 3-12

HOUSING UNITS NEEDING MODERATE OR GREATER REHABILITATION
Placer County 1989

Location	Units	%	Location	Units	%
Alta	13	19	Michigan Bluff	20	80
Bowman	3	15	Newcastle	16	15
Brockway	5	3	Sheridan	36	21
Dutch Flat	32	31	Tahoe City	33	28
Foresthill	32	38	Tahoe Pines	10	7
Kings Beach	286	20	Tahoe Vista	38	21
Livoti Tract	3	3	Yankee Jims	40	100

Source: *Placer County Community Services Block Grant Plan*, 1992.

TABLE 3-13

HOUSING CONDITION SURVEY RESULTS
Placer County 1989

Type	Community	Sound	Minor	Moderate Rehab	Substantial Rehab	Dilapidated	Total
Single-Family	Alta	31	6	6	3	0	46
	Bowman	15	2	3	0	0	20
	Brockway	95	3	1	2	0	101
	Dutch Flat	50	9	21	6	1	87
	Foresthill	43	7	18	10	4	84
	Kings Beach	405	35	110	13	16	579
	Livoti Tract	78	6	3	0	0	87
	Michigan Bluff	5	0	20	0	0	25
	Newcastle	81	6	12	4	0	103
	Sheridan	123	14	26	7	3	173
	Tahoe City	67	6	22	2	3	99
	Tahoe Pines	9	2	3	3	4	21
	Tahoe Vista	41	13	21	8	9	93
	Yankee Jims	0	0	40	0	0	40
	SUBTOTAL	1,043	109	306	58	40	1,475
Multi-Family	Alta	15	0	0	0	3	18
	Brockway	52	4	0	0	2	58
	Dutch Flat	13	0	4	0	0	17
	Kings Beach	769	16	77	18	0	880
	Livoti Tract	10	5	0	0	0	15
	Newcastle	2	0	0	0	0	2
	Tahoe City	14	0	6	0	0	20
	Tahoe Pines	113	0	0	0	0	113
	Tahoe Vista	78	6	0	0	0	84
	SUBTOTAL	1,066	31	87	18	5	1,207
Mobile Homes	Kings Beach	0	0	1	0	51	52
	Livoti Tract	1	0	0	0	0	1
	SUBTOTAL	1	0	1	0	51	5,500
All Units	TOTAL	2,110	140	394	76	96	2,816

Source: *Placer County Community Services Block Grant Plan*, 1992.

AGE OF HOUSING STOCK

Another indication of the quality of the housing stock is its general age. Table 3-14 shows that almost two-thirds of the housing units in Placer County have been built since 1970. Most of the units should be in sound condition if they have been regularly maintained. Only about 11 percent of the housing stock in the unincorporated areas is more than about 40 years old. Another indication of the good state of housing is that only 192 residential buildings have been demolished since July 1980, representing less than half a percent (0.5%) of the total housing stock.

TABLE 3-14

HOUSING UNITS BY AGE
Placer County

	Incorporated Cities		Unincorporated Areas		Placer County Total	
Year Structure Built	**Units**	**%**	**Units**	**%**	**Units**	**%**
1990 to October 1991	4,197	11	2,045	5	6,242	8
1980 to 1989	14,283	37	10,656	27	24,939	32
1970 to 1979	7,504	20	12,650	32	20,154	26
1960 to 1969	3,655	10	6,520	17	10,175	13
1950 to 1959	2,846	7	3,443	9	6,289	8
Prior to 1950	5,805	15	4,166	11	9,971	13
TOTAL UNITS	38,290	100	39,480	100	77,770	100

Notes: Numbers do not include demolitions since 1980.
Numbers do not include vacant or seasonal units built before 1980.
Sum of percentages may not equal 100 because of rounding.
Estimates assume that units for which construction started in the last three months of 1989 were not completed until 1990.

Source: *Placer County Housing Element*, 1984, Table 9.
Placer County Housing Starts Data, 1980 through October 1991.
Loomis General Plan, 1984.

HOUSING REHABILITATION PROGRAMS

The Placer County Community Services Department (CSD) administers a residential rehabilitation program using Community Development Block Grant (CDBG) funds. Homes throughout the county have upgraded through this program. The current CDBG funding is focused on the Foresthill area.

Low interest loans are available to low income homeowners or to owners who rent units to low income households. Funds can be used to repair roofing, siding, electrical, plumbing, termite damage, insulation, sewer, heating and cooling systems, kitchens, baths, and foundations. Eligibility depends on family size and household income. The loan interest rates range from 3.75 to 6.75 percent, depending on income. As the original loans are paid-off, the CSD uses the money to fund additional loans, including areas other than Foresthill.

3.3 HOUSING COSTS AND OVERPAYMENT

This section examines the affordability of housing in Placer County. The costs associated with buying and renting housing units are discussed separately. This is followed by an estimate on the level of overpayment in Placer County and a discussion of the limitations of that estimate.

OWNER OCCUPIED HOUSING COSTS

The 1990 census provides information on homeowner's perceptions of the value of their homes. The census specifically asked, "What is the value of this property: that is, how much do you think this house and lot or condominium unit would sell for if it were for sale?" Thus, the response did not measure market value as determined by an actual transaction; rather it measured homeowner's perceptions of value.

Table 3-15 shows the responses to this question in quartiles. Quartiles represent the amounts below which 25 percent, 50 percent and 75 percent of the responses lie. In other words, 25 percent of the responses lie below the lower quartile value, 50 percent of the responses are below the median value (and thus 50 percent are also above the median) and 75 percent of the responses fall below the upper quartile value. Examining quartiles helps illustrate the distribution of responses more clearly than other descriptive statistics such as the mean.

It is important to note that this information includes condominiums, mobile homes, and detached single-family houses. The data do not distinguish among the number of bedrooms in a dwelling. Thus, a rundown four bedroom home may be included in the lower quartile value, while a new one bedroom condominium may be included in the upper quartile value. Nevertheless, the figures do provide a realistic picture of home values within Placer County.

The median value of owner occupied housing in Placer County in 1990 was $169,000, with lower and upper quartile values of $123,500 and $235,900, respectively. Areas where these values are significantly lower include the City of Colfax (median value of $111,500); the Foresthill area (median value of $103,500); Kings Beach (median value of $110,900); and Lincoln City (median value of $103,600).

Areas where these values were significantly higher than the County average include the Dollar Point area (median value of $232,300); the Loomis Basin-Folsom Lake area (median value of $261,600); and the unincorporated area near Auburn (median value of $197,800).

Another assessment of value can be made by examining actual sales data. The Placer County Board of Realtors collects data on home sales prices throughout the county. Table 3-16 displays average and median sales price information for six areas of Placer County. While not as geographically detailed as census data, these figures do disaggregate home sales prices between condominiums and single-family homes of different size.

TABLE 3-15

QUARTILE VALUES OF OWNER OCCUPIED HOUSING
Placer County 1990

Location	Lower Quartile	Median	Upper Quartile
Auburn City	$122,700	$166,200	$231,700
Auburn Unincorporated Area	145,000	197,800	270,300
Colfax City	85,500	111,500	149,500
Colfax-Summit Area	118,500	160,400	223,000
Dollar Point	170,000	232,300	327,700
Foresthill	79,700	103,500	133,900
Foresthill-Back Country Area	120,400	150,300	187,400
Kings Beach	86,000	110,900	156,500
Lake Tahoe Area	121,300	157,000	223,100
Lincoln City	83,100	103,600	135,500
Loomis Basin-Folsom Lake	185,900	261,600	360,400
Loomis Town	110,000	139,800	182,200
Meadow Vista	141,400	179,100	238,400
North Auburn	115,600	151,700	191,600
Rocklin City	137,100	176,800	224,900
Roseville City	115,600	158,500	205,200
Roseville Unincorporated Area	114,900	178,300	267,100
Sunnyside-Tahoe City	117,300	152,200	201,400
Tahoe Vista	111,700	141,100	180,100
West Valley Area	103,200	155,600	209,300
Total County	$123,500	$169,000	$235,900

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TABLE 3-16

HOME SALE PRICES
Placer County 1990

	Auburn Area	Colfax Meadow Vista Christian Valley Area	Foresthill Area	Lincoln Area	Loomis Newcastle Penryn Area	Rocklin Area	Roseville Area
Average Price:							
Condo	$83,470	NA	NA	NA	NA	$157,800	$114,600
2 BR house	$152,000	$137,500	$122,300	$127,400	$143,000	$115,200	$117,900
3 BR house	$212,300	$200,900	$170,500	$179,200	$240,500	$169,500	$173,400
4 BR house	$286,600	$292,300	$180,000	$232,400	$259,200	$224,800	$303,600
Median Price:							
Condo	$61,220	NA	NA	NA	NA	$159,500	$97,990
2 BR house	$137,500	$142,500	$126,700	$113,000	$132,500	$116,400	$112,500
3 BR house	$197,500	$195,000	$165,000	$143,700	$225,000	$167,000	$162,000
4 BR house	$279,700	$268,500	$169,900	$229,900	$275,000	$216,000	$275,000

Source: Placer County Board of Realtors, *Home Sales Report, January 1, 1990 - December 31, 1990.*

RENTAL HOUSING COSTS

Table 3-17 presents quartile values of housing rents as reported in the 1990 census. Median rent in the county was $496 per month for all types of housing.

Another way to identify rental price information is to examine the rental housing market directly. Rents are ultimately determined by the interaction of supply and demand within the housing market, but the two most significant factors contributing to rental prices are location and amenities. The following table provides samples of "typical" rental housing in different locations in the county. The single-family rentals are three bedroom, two bathroom standard houses with double garages and fenced private yards. The apartments are two bedroom, one bathroom units with no covered parking.

TABLE 3-17

QUARTILE VALUES OF CONTRACT RENT
Placer County 1990

Location	Lower Quartile	Median	Upper Quartile
Auburn City	$370	$477	$599
Auburn Unincorporated Area	338	488	630
Colfax City	205	381	478
Colfax-Summit Area	336	477	639
Dollar Point	437	568	675
Foresthill	256	340	444
Foresthill-Back Country Area	317	528	645
Kings Beach	321	394	504
Lake Tahoe Area	387	534	669
Lincoln City	278	430	493
Loomis Basin-Folsom Lake	385	582	852
Loomis Town	403	604	703
Meadow Vista	371	514	704
North Auburn	406	485	586
Rocklin City	434	565	694
Roseville City	560	697	848
Roseville Unincorporated Area	365	456	559
Sunnyside-Tahoe City	395	481	619
Tahoe Vista	347	438	567
West Valley Area	305	463	642
Total County	$374	$496	$640

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TABLE 3-18

RESIDENTIAL RENTAL PRICES IN SELECTED AREAS
Placer County, November 1991

Area	Type of Unit	Current Rents	Lease/Month-to-Month
Auburn	Single-family	$1,025 - $1,075	6 month - 1 year lease
	Apartment	$450 - 495	month-to-month
Loomis	Single-family	$850	6 month - 1 year lease
	Apartment	$685	6 month - 1 year lease
Rocklin	Single-family	$645 - $825	6 month - 1 year lease
	Apartment	$495	month-to-month
Roseville	Single-family	$1,175	6 month - 1 year lease

Source: Huber Property Management, Inc., November 25, 1991.

While the size of a monthly rental payment is important in determining the number of families that can afford local rental housing, the cost of moving into a rental unit is often substantially higher. Most landlords require the first and last month rental payment plus a security deposit prior to moving in. Some landlords also require proof of a minimum monthly income of up to three times the monthly rent. There may also be extra charges for additional people or pets.

OVERPAYMENT

An important component of a housing element is an assessment of the affordability of housing. One measure of affordability is the percentage of household income that is being used to pay for housing, including the mortgage or rent payment, interest, taxes and insurance.

Household Income Levels

When it assesses household income levels, HCD divides the population into four groups, based upon household income as a percentage of the county median income, as follows:

Very Low Income	Household income is less than 50 percent of the county median income.
Low Income	Household income is between 50 percent and 80 percent of the county median income.
Moderate Income	Household income is between 80 percent and 120 percent of the county median income.
Above Moderate	Household income is greater than 120 percent of the county median income.

According to HCD, median household income in 1990 for a family of four in Placer County was $37,500 (HCD March, 1990). Thus, according to the definitions above, the income categories for a family of four in Placer County were as follows:

Very Low Income	Household income less than $18,750.
Low Income	Household income between $18,751 and $30,000.
Moderate Income	Household income between $30,001 and $45,000.
Above Moderate	Household income greater than $45,000.

Measures of Housing Cost Overpayment

Measures of overpayment for housing vary. HCD claims that overpayment occurs when 25 percent or more of household gross income is paid for housing, though some federal programs use a figure of 30 percent. The 1984 Placer County Housing Element determined that overpayment occurred when low and very low income households paid more than 30 percent of household income for housing, or when moderate and above moderate households paid more than 35 percent of household income for housing (Placer County Housing Element, 1984). For this analysis, the 1984 Placer County Housing Element standards will be used again.

The decennial census of population provides information about the percentage of household income that residents spend for housing. The following table shows the overpayment statistics from the 1984 Housing Element that were derived from the 1980 census.

TABLE 3-19

PERCENTAGE OF HOUSEHOLDS OVERPAYING HOUSING COST
Placer County 1980

	Owner Occupied	Rental Housing
% Overpaying	21	45
% of Overpaying that are Low or Very Low Income	59	90
% of Overpaying that are Moderate or Above Moderate Income	41	10

Source: *Placer County Housing Element*, 1984.

By applying these percentages to the number of households in the unincorporated portion of the county, a reasonable estimate of overpayment can be derived. This calculation can be updated when the 1990 census information becomes available. According to the 1990 census, there were 23,830 owner occupied housing units and 6,999 rental housing units in the unincorporated portion of the county. Applying the 1980 percentages to these figures yields Table 3-20.

To check the reasonableness of this estimate, one can compare the increase in the median rent value, median value of owner occupied housing, and median income. Table 3-21 shows the changes in these variables between 1980 and 1990.

TABLE 3-20

NUMBER OF HOUSEHOLDS OVERPAYING HOUSING COST
Placer County 1980

	Owner Occupied	Rental Housing
Number Overpaying	5,099	3,121
Number Overpaying that are Low or Very Low Income	3,008	2,799
Number Overpaying that are Moderate or Above Moderate Income	2,090	322

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TABLE 3-21

COMPARISON OF HOUSING VALUE, RENT AND INCOME
Placer County 1980 to 1990

	1980	1990	% Change
Median Rent	$264	$496	88%
Median Housing Value	$77,900	$169,000	117%
Median Household Income	$18,685	$37,500	100%

Notes: The $37,500 value for 1990 median household income is based upon a family of four. The 1980 income figure is median household income, regardless of household size.

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1980.
U.S. Census of Population and Housing, Summary Tape File 1, 1990.
California Department of Housing and Community Development, "New Income Limits", Memorandum dated March 16, 1990.

The above information suggests that the estimate of overpayment for owner occupied housing is reasonable. The median price of owner occupied housing increased by more than median income. For rental housing, median household income has increased more than median rents. This could mean that fewer renters are overpaying in 1990 than in 1980, but the following discussion explains the limitations of this estimate.

Recently, data from the 1990 Census on the percentage of income devoted to housing costs became available. As noted above, HCD recommends using 25% of household income as the threshold as an acceptable level to be devoted toward housing costs. Using the methodology suggested by HCD yields the data for the unincorporated County area as shown in the tables on the following page:

UNINCORPORATED PLACER COUNTY

$37,601 Placer County 1990 Median Income
$30,081 80 Percent of Placer 1990 Median Income

OWNERSHIP HOUSING

Housing Costs as Percentage of Income	Income Range: Below $10,000	$10,000 $19,999	$20,000 $34,999	$35,000 $49,999	$50,000 and above	Total
0% to 19%	116	462	1,577	1,419	4,422	7,996
20% to 24%	81	172	237	603	1,505	2,598
25% to 29%	50	123	188	485	999	1,845
30% to 34%	30	71	232	472	634	1,439
35% or more	591	635	1,205	790	670	3,891
Not Computed	85	0	0	0	0	85
Total	953	1,463	3,439	3,769	8,230	17,854

Total number of owner households overpaying	7,175
Total households	17,769
Percentage of low income owner households overpaying	40.4%
Number of low income owner households overpaying	2,592
Total low income owner households	4,642
Percentage of low income owner households overpaying	55.8%

RENTAL HOUSING

Housing Costs as Percentage of Income	Income Range: Below $10,000	$10,000 $19,999	$20,000 $34,999	$35,000 $49,999	$50,000 and above	Total
0% to 19%	0	51	314	520	688	1,573
20% to 24%	0	127	440	173	100	840
25% to 29%	14	120	454	102	38	728
30% to 34%	33	212	275	61	18	599
35% or more	831	864	445	36	0	2,176
Not Computed	238	127	89	61	16	531
Total	1,116	1,501	2,017	953	860	6,447

Total number of renter households overpaying	3,503
Total households	5,916
Percentage of renter households overpaying	59.2%
Number of low income renter households overpaying	2,863
Total low income renter households	3,548
Percentage of low income renter households overpaying	80.7%

TOTAL HOUSING

Housing Costs as Percentage of Income	Income Range: Below $10,000	$10,000 $19,999	$20,000 $34,999	$35,000 $49,999	$50,000 and above	Total
0% to 19%	116	513	1,891	1,939	5,110	9,569
20% to 24%	81	299	677	776	1,605	3,438
25% to 29%	64	243	642	587	1,037	2,573
30% to 34%	63	283	507	535	652	2,038
35% or more	1,422	1,499	1,650	826	670	6,067
Not Computed	323	127	89	61	16	616
Total	2,069	2,964	5,456	4,722	9,090	24,301

Total number of households overpaying	10,678
Total households	23,685
Percentage of households overpaying	45.1%
Number of low income households overpaying	5,455
Total low income households	8,190
Percentage of low income households overpaying	66.6%

These data suggest that by these standards 45% of the households in Placer County are overpaying for housing and that 67% of the lower income households are overpaying.

Limitations of Estimate

While the estimate of overpayment is reasonable given the available data, several limitations to the data need to be understood. First, while the median values of rent, housing cost and household income have increased at about the same rate, the data do not allow detailed analysis of the distribution of household incomes relative to the distribution of rents and housing costs. The median measures the middle value within a range of values. While the middle of the range has increased similarly for housing value, rents, and income, the extent of the range of those variables may have widened or narrowed.

Second, the data do not allow detailed analysis of overpayment between different geographic regions of the county. Given the geographic variation in housing costs and rents, it is likely that the amount of overpayment varies similarly within the county.

Finally, the 1990 value of median income is an estimate provided by HCD for housing assistance program eligibility. While based on the best available information, it is not as thorough as census data. Further, the income estimate is based upon a family of four, while the 1980 census figure is the median household income regardless of household size.

3.4 ANALYSIS OF SPECIAL HOUSING NEEDS

This section reviews the characteristics of households with special housing needs, including the elderly, large families, single-parent families, disabled persons, and farmworkers. Homeless people who cannot afford any housing are also discussed in this section.

There are some low-cost rental housing units available in Placer County. Such units serve the housing needs of the elderly, disabled, handicapped, and low income families. Table 3-22 is a list of low cost rental units in Placer County.

THE ELDERLY

An analysis of the housing needs of the elderly is important for three reasons: 1) many elderly have fixed, limited incomes, 2) many elderly persons are "over-housed" (living alone in a three or four bedroom house) and 3) because some elderly have mobility and health problems, it is important to have housing available to accommodate those needs.

Elderly Population

There are 20,625 residents aged 65 years and older in Placer County, 12 percent of the total population. (See Table 3-23.) About half of the elderly live in the cities while the other half live in the unincorporated areas.

Table 3-24 shows specific details on the number of elderly in each community. Forty-four percent of all seniors live in either Roseville, Auburn, or the North Auburn area. The percent of elderly in each sub-area is shown in Figure 6.

Elderly Households

When filling out the 1990 census forms, there were 12,755 people aged 65 years and older who identified themselves as the householder; this represents 62 percent of the elderly population. Of the elderly householders, 81 percent own their housing units while only 18 percent rent. The home-ownership rate is higher in the unincorporated areas of the county—91 percent of the householders own their homes.

In the cities, senior citizens are more likely to rent as they reach 75 years or older; while only 12 percent of the 65 to 74 year-olds rent, 16 percent of the 75 and older group rents. This is not true in the unincorporated areas of the county where only 5 percent of the 65 to 74 year-old households rent and 4 percent of the 75 and older group rents.

TABLE 3-22

LOW-COST RENTAL UNITS
Placer County 1991

Name and Location	Units	Description
Auburn Garden Apartments, Auburn	48	One and two bedrooms. All ages. Middle income housing.
Auburn Palms, Auburn	49	One bedroom. Subsidized for seniors. Some units for handicapped or disabled
Auburn Ravine Terrace, Auburn	132	One bedroom. One to three meals a day. 50 subsidized apartments for seniors.
Auburn Villa, Auburn	50	One bedroom. Seniors only.
Brookside Park, Auburn	48	One and two bedrooms. Seniors only.
Canyon View Apartments, Colfax	67	One and two bedrooms. Seniors, handicapped, and disabled only.
College Manor Apartments, Rocklin	32	One and two bedrooms. All ages.
Foresthill Apartments, Foresthill*	34	One, two, and three bedrooms. Low income. All ages.
Golden Village Apartments, Lincoln	48	Two bedrooms (ground floor apartments). All ages.
Lincoln Senior Citizens Community, Lincoln	70	One and two bedroom apartments. Seniors and handicapped only.
Lyn-Rock Senior Community, Rocklin	66	One and two bedroom apartments. Seniors and handicapped only.
Manzanita Place, Roseville	63	Seniors and disabled only.
Parkview Apartments, Lincoln	80	All ages.
Placer West Apartments, Rocklin	44	One, two, and three bedroom apartments. All ages.
Roseville Gardens, Roseville	64	One and two bedroom apartments. All ages. Moderate income.
Santa Clara Terrace, Roseville	72	One, two, three, and four bedroom apartments. All ages.
Shannon Bay Apartments, Rocklin	50	All ages.
Snow Cap Apartments, unincorporated Auburn*	80	One, two, and three bedroom apartments. Low and moderate income. All ages.
Sunset Apartments, Rocklin	104	One, two, and three bedroom apartments. All ages.
"J" Street Apartments, Lincoln	8	Two bedrooms. All ages.
Valley Vista Apartments, Lincoln	44	One and two bedroom apartments. All ages.

Note: An asterisk (*) denotes that the complex is in an unincorporated area of the county.

Source: Auburn-Placer County Library, Information and Referral Center, 1991.

TABLE 3-23

ELDERLY POPULATION
Placer County 1990

Age Group	In Cities	Unincorporated	County Total
65 to 74 Years	5,885	6,490	12,375
75 Years and Older	4,586	3,664	8,250
Total Elderly Population	**10,471**	**10,154**	**20,625**

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TABLE 3-24

ELDERLY PERSONS BY AREA
Placer County 1990

Location	Persons 65	% of Local
Auburn City	2,139	20
Auburn Unincorporated Area	2,197	14
Colfax City	213	16
Colfax-Summit Area	1,307	12
Dollar Point	105	7
Foresthill	184	13
Foresthill-Back County Area	440	13
Kings Beach	106	4
Lake Tahoe Area	189	8
Lincoln City	750	10
Loomis Basin-Folsom Lake	1,883	9
Loomis Town	572	10
Meadow Vista	433	14
North Auburn Area	2,168	21
Rocklin City	1,753	9
Roseville City	5,034	11
Roseville Unincorporated Area	354	13
Sunnyside-Tahoe City	63	4
Tahoe Vista	75	7
West Valley Area	650	10
Total Elderly Population	20,615	100

Source: *U.S. Census of Population and Housing, Summary Tape File 1, 1990*

Housing Needs of the Elderly

Elderly householders who do not own their homes can be vulnerable to rising rents; many elderly have fixed, limited incomes. The low number of seniors who rent in the unincorporated areas (Table 3-25) suggests two conclusions: 1) many elderly residents of the unincorporated areas probably move to the cities to find housing, and 2) there may be a need for elderly housing in the unincorporated areas that is not currently provided.

At least half of the senior citizens in Placer County own their homes (10,345 elderly householders out of a 20,625 total elderly population. This number does not include spouses or co-owners living with the householder.)

TABLE 3-25

OCCUPANCY STATUS OF ELDERLY POPULATION
Placer County 1990

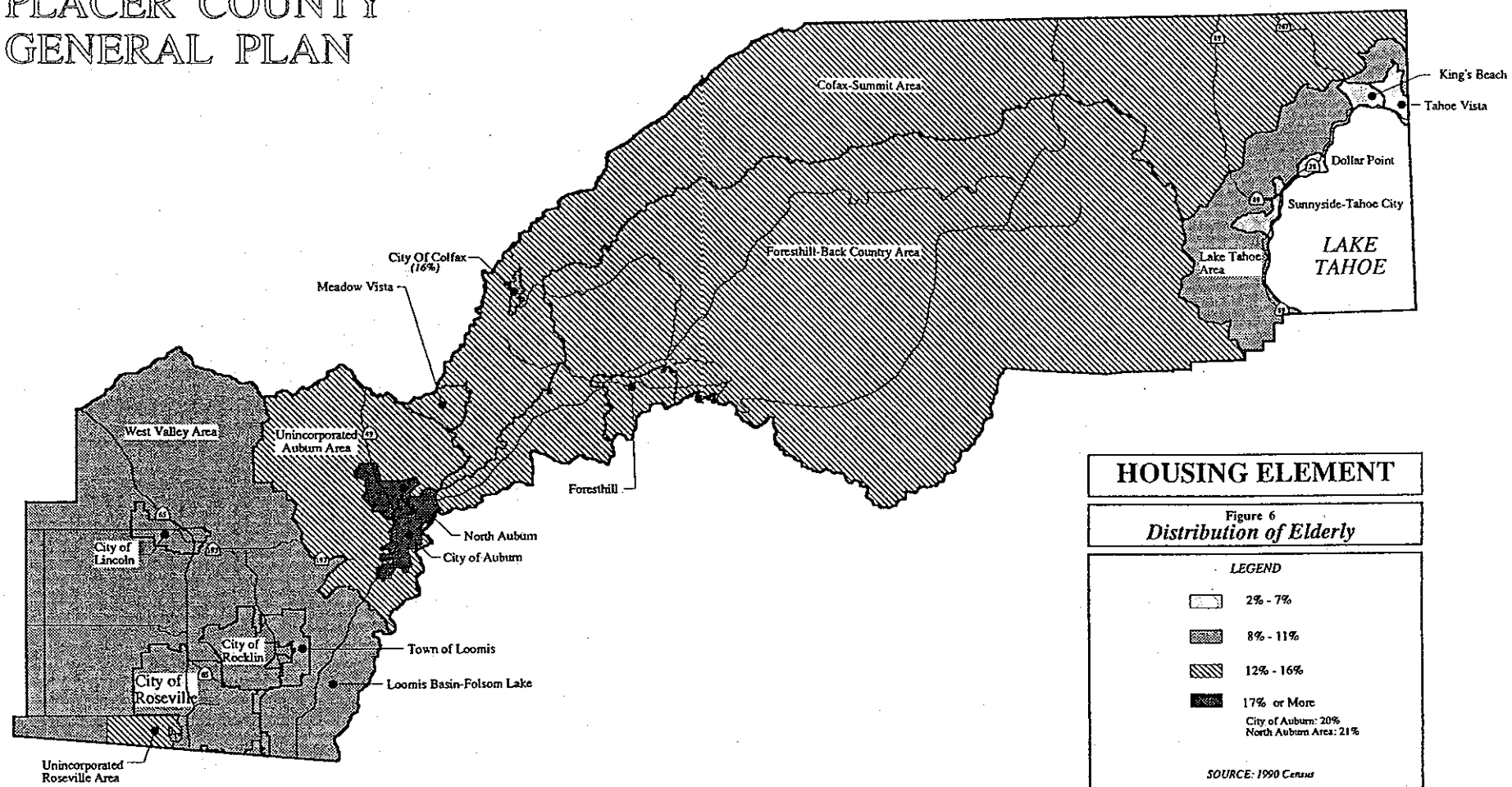
Age Group and Tenure	Cities	Unincorporated	Total
Owner Occupied Units	4,712	5,633	10,345
65 to 74 Years	*2,900*	*3,609*	*6,509*
75 Years and Older	*1,812*	*2,024*	*3,836*
Renter Occupied Units	1,834	546	2,380
65 to 74 Years	*808*	*314*	*1,122*
75 Years and Older	*1,026*	*232*	*1,258*
Total Elderly Householders	**6,546**	**6,179**	**12,725**

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

Table 3-26 shows that 9,319 elderly live in households that do not have another elderly person. Elderly parents may be living with their adult children or involved with another similar arrangement. Some of these people might prefer to live alone or in a separate unit near the main house ("granny flats") if such units were available and affordable.

Table 3-26 also shows that 6,419 elderly persons are sharing accommodations with other elderly persons. If these people are related (spouse, sibling, etc.) and occupy housing units they own, then the need represented by this group is probably not great. If these persons are not related, (i.e., one member is renting from the other), there may be need for more affordable apartment units for the elderly. For instance, if an elderly homeowner decides to sell the house and move into an apartment, then the elderly renter may not be able to afford moving or paying a higher rent.

PLACER COUNTY GENERAL PLAN



HOUSING ELEMENT

Figure 6
Distribution of Elderly

LEGEND

- 2% - 7%
- 8% - 11%
- 12% - 16%
- 17% or More

City of Auburn: 20%
North Auburn Area: 21%

SOURCE: 1990 Census

N

Scale: 1" = 20,000'

Date: 2/3/92

Prepared by:
Crawford, Multari & Starr

TABLE 3-26

LIVING ARRANGEMENTS OF ELDERLY POPULATION
Placer County 1990

Living Arrangement	Number of Elderly Households
Living Alone	4,894
Living with Other Elderly	6,419
Living with Non-elderly	9,319

Source: *U.S. Census of Population and Housing, Summary Tape File 1, 1990.*

Senior Housing Complexes and Services for the Elderly

The City of Auburn has 4 housing complexes that provide 279 apartments specifically for senior citizens. Colfax, Lincoln, Rocklin, and Roseville also have senior apartment complexes with 50 to 70 units each. However, there is only one complex designated for seniors in the unincorporated areas of the county (outside Auburn).

Many of the food programs funded by the County through the Community Services Department have provisions for elderly residents. A more complete discussion of the food programs is provided under services for the homeless. In addition, an organization called the Volunteer Center provides meals for low income people confined to their homes, many of whom are elderly.

LARGE FAMILIES

If large families cannot find large, affordable housing units, then their living conditions become overcrowded. Table 3-27 shows that in general, the household size of owner occupied housing units tends to be larger than that of the renter occupied units, and households that are families (all related individuals) generally include more people than the average household.

TABLE 3-27

GENERAL FAMILY AND HOUSEHOLD CHARACTERISTICS
Placer County 1990

Category	Average	Population	Housing Units
Persons per Occupied Unit	2.66	170,452	64,101
Owner Occupied	2.74	123,948	45,319
Renter Occupied	2.48	46,504	18,782
Persons per Family	3.05	145,794	47,786

Source: *U.S. Census of Population and Housing, Summary Tape File 1, 1990*

Location of Large Households and Large Housing Units

Slightly less than ten percent of the households in Placer County have five or more persons. There is little difference between the incorporated cities (3,106 households or 9.3 percent of city households) and the unincorporated areas (3,036 households or 9.8 percent of households in the unincorporated area). The following discusses the areas in Placer County where the highest concentrations of larger households exist.

Five areas contain well over half of all the large housing units in Placer County (Table 3-28). The areas are Roseville, Rocklin, Colfax-Summit area, the Unincorporated Auburn area, and the Loomis Basin-Folsom Lake area. These are also the areas with the greatest proportion of large households, and the largest number of children. The number of large units greatly exceeds the number of large households (37,366 units for 6,142 families).

Housing Needs of Large Families

Although the total number of large housing units in the county appear sufficient to meet the needs of large families, the location of those units relative to areas where children make up a large percentage of the population is also important. For example, children make up 31 percent of the population of Lincoln City and 29 percent of the populations of Loomis and Foresthill; areas where there are relatively few large units. Therefore, housing programs intended to provide larger, affordable units should be targeted to areas with a high percentage of children and a low number of large units—Foresthill and Kings Beach.

SINGLE-PARENT FAMILIES

Table 3-29 compares the composition of Placer County households in 1980 and 1990. Table 3-30 is a detailed breakdown of household types in 1990. The composition of families in Placer County has not changed much since 1980. Proportionally, however, there are fewer married couples and more women householders and non-family households. A small decrease in one person households in cities has been offset by an increase in the same group in unincorporated areas.

The 1990 census noted that 3,869 (6 percent) of the households in the county consist of single-parent mothers with children. About a third of these households are in the unincorporated areas. Because the earning power of women is generally less than that of men, single mothers often have a difficult time finding affordable housing and affordable child-care services. The Community Services Department *Community Services Block Grant Plan*, noted that on May 1, 1991, Placer County had 2,160 Aid to Families with Dependent Children (AFDC) cases with female-headed households. Although the percentage of single mothers in the county is less than the average for California (11 percent), the needs of these women and their children are of particular concern.

The census also notes 1,215 (two percent) single-parent fathers with children. About half of the households are in the cities and half are in the unincorporated areas. The overall average is well below the California average of 4 percent.

The most important way to help address the housing needs of single-parent households is to provide an adequate supply of affordable units. Locations near day-care and/or child-care facilities are also important, especially if the parent cannot afford an automobile.

TABLE 3-28

LOCATION OF LARGE HOUSING UNITS AND LARGE HOUSEHOLDS
Placer County 1990

Location of Large Units	**6 Rooms**	**7 Rooms**	**8 Rooms**	**9+ Rooms**
Auburn Unincorporated Area	1,366	973	518	489
Colfax-Summit Area	1,523	837	547	512
Loomis Basin-Folsom Lake	1,316	1,372	1,188	1,324
Rocklin City	1,531	1,288	829	467
Roseville City	3,446	2,469	1,736	956
Subtotal	9,182	6,939	4,818	3,748
as % of Total	*59%*	*68%*	*74%*	*74%*
Total Large Units	15,613	10,208	6,476	5,069

Location of Large Households	**5 Persons**	**6 Persons**	**7 or More Persons**
Auburn Unincorporated Area	405	143	90
Colfax-Summit	232	60	51
Loomis Basin-Folsom Lake	533	175	114
Rocklin City	460	131	69
Roseville City	1,047	331	168
Subtotal	2,677	840	492
as Percent of Total Large Households	*66%*	*64%*	*63%*
Total Large Households	**4,056**	**1,311**	**775**

Note: Room count does not include kitchens or bathrooms.

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TABLE 3-29

COMPARISON OF HOUSEHOLD COMPOSITION
Placer County 1980 and 1990

	In Cities		Unincorporated		County Total	
Household Type	**1980 %**	**1990 %**	**1980 %**	**1990 %**	**1980 %**	**1990 %**
One person	24	21	16	18	20	20
Married couples	59	59	69	66	65	63
Male householder, no wife	3	3	3	3	3	3
Female householder, no husband	10	10	6	7	8	3
Non-family	5	6	6	6	5	6
Total Households	100	100	100	100	100	100

Note: Sum of percentages may not equal 100 because of rounding.
Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.
Placer County Housing Element, 1984.

TABLE 3-30

HOUSEHOLD COMPOSITION
Placer County 1990

	In Cities		Unincorporated		County Total	
Household Type	**No.**	**%**	**No.**	**%**	**No.**	**%**
One person	7,108	21	5,415	18	12,523	20
Married couples	9,736	29	11,341	37	21,077	33
with children	9,912	30	9,080	29	18,992	30
Male householder, no wife	477	1	418	1	895	1
with children	656	2	559	2	1,215	2
Female householder, no husband	1,003	3	735	2	1,738	3
with children	2,390	7	1,479	5	3,869	6
Non-family	1,990	6	1,802	6	3,792	6
Total Households	33,272	100	30,829	100	64,101	100

Note: Sum of percentages may not equal 100 because of rounding.
Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

THE DISABLED

The 1980 census recorded 9,612 persons in Placer County that had a transportation or work disability. This represented eight percent of the population at that time. This is close to the rule-of-thumb estimate of 10 percent, i.e., an average of 10 percent of any given population has a physical or mental handicap (Ambuehl, 1991).

Although comparable information on transportation and work disabilities is not yet available from the 1990 census, a safe estimate would be that between 13,800 to 17,300 (8 to 10 percent) of the 1990 population of Placer County are disabled. Based on previous trends, it is estimated that about half live in the unincorporated areas. Disabled and handicapped persons generally represent a broad cross-section of the population. Some of the 13,800 to 17,300 will have only minor disabilities that do not have a great effect on their mobility or ability to work.

Placer County has 3,304 people receiving Supplemental Security Income (SSI) from the federal government. The SSI recipients represent persons that have lost a "major life activity", i.e., they are severely handicapped.

Housing Needs of Disabled Persons

There are two major housing problems facing disabled persons: the need for housing that meets particular physical needs (wheelchair accessible, etc.) and monetary needs. Because of limited job opportunities for the handicapped and disabled, household incomes are often below the median income.

The disabled or handicapped residents of Placer County have different housing needs depending on the nature and severity of the disability. Physically disabled persons generally require modifications to the housing units such as wheelchair ramps, elevators or lifts, wide doorways, accessible cabinetry, modified fixtures and appliances, etc. If the handicap prevents the person from operating a vehicle, then proximity to services and access to public transportation are also important. People with severe disabilities may also require nursing or care facilities. If the physical disability prevents individuals from working or limits their income, then the cost of housing and the costs of modifications can become even more of a concern. Because physical handicaps vary, this group does not congregate toward a single service organization—making it difficult to estimate the number of individuals and specific needs.

The physical modification of housing is not necessary to accommodate mentally disabled persons, but they will generally require more services and more monetary support. Jobs and incomes are limited, so affordable housing is important. Most mentally disabled persons would prefer to live independently, but because of monetary circumstances, they are forced to live with other family members or with roommates. This may cause additional stress and problems. In some instances the need for a resident assistant to help deal with crises or challenging situations may also create special housing demands. This would suggest that there is a need for housing that include resident helpers for persons requiring extra assistance in dealing with their daily routines. Many mentally handicapped persons are unable to drive, so access to public transportation is also important.

Disabled elderly often fall into one or both of the above categories. Many elderly have some minor physical handicap. For instance, climbing stairs may be difficult—especially when

carrying groceries or other bulky items. Other elderly persons may have difficulty cooking, cleaning, performing daily chores, or remembering to take medication. Congregate care facilities and retirement homes help meet the need of many of these individuals.

Federal services for severely emotionally disabled persons have been largely reduced in recent years. Such people require community mental health facilities that provide room, board, and supervision. An unfortunate consequence of closing facilities for these people has been an increase in the number of emotionally troubled homeless persons. At a minimum, this group requires affordable shelter.

Many of the apartment complexes noted in Table 3-22 (page 47) have some units reserved for handicapped or disabled persons. Specifically, units are available at Auburn Palms, Canyon View Apartments, Lincoln Senior Citizens Community, Lyn-Rock Senior Community, and Manzanita Place. Still, there is a large unmet need. Representatives from the California Department of Rehabilitation, California Veterans Administration, Association for Retarded Citizens, and Sierra College (the counselor for handicapped students) all note the shortage of housing available to handicapped or disabled persons with limited incomes.

Services for the Disabled

There are several organizations in Placer County that serve disabled clients. The following organizations were contacted in evaluating the needs of Placer County disabled residents: the Alta California Regional Center, Association of Retarded Citizens, Pride Industries, California Children's Services, the California Veterans Services, the Sierra College Enabler, and the California Department of Rehabilitation. These groups all perform services to a clientele that have a wide variety of needs. Many are state organizations that do not have specific records of clients from Placer County. A brief description of each organization is provided below.

Alta California Regional Center. This organization has a contract with the state to coordinate services for people with mental disabilities. The center refers clients to other organizations that can serve their particular needs, such as board and care facilities, transportation services, equipment rental businesses, etc. Depending on the developmental stage of the client, the Alta Regional Center will direct them to the various organizations in Placer County.

The Association of Retarded Citizens (ARC). ARC has a total of 350 to 400 clients. Generally the clients do not have specific housing design needs, but they do have very limited incomes. ARC has some Section 8 units (federally subsidized rental units), and is on the waiting list for more. Most of their clients would prefer to live independently, but cannot afford the housing cost. The lack of federally subsidized units has encouraged the ARC to find suitable living areas through other resources. For example, the ARC was recently able to convince a group of investors to buy a four-plex and then give the first-right of refusal to the ARC to rent the units. Habitat for Humanity (a non-profit housing development corporation) offered to build a tri-plex or four-plex if ARC could supply the land, but ARC has not been successful in obtaining a site for the units.

Pride Industries. Pride Industries is a non-profit organization that works with people with various disabilities, although most of its 300 clients are developmentally disabled. Pride Industries gets referrals from the Alta Regional Center and the California

Department of Rehabilitation. The County granted $11,250 in 1992 to the Pride program to help low income individuals with severe disabilities get and keep a job. The goal of the program is to help disabled persons to maintain long-term employment and end cycles of poverty and dependence on government support programs.

Pride Industries first provides vocational training. Then, as individuals master skills and are ready to join the work force, Pride finds their clients jobs that pay at least minimum wage and assists the clients by providing a job coach to help them learn and get better at their job. As the clients master the necessary job skills, the job coach is phased out. The vocational training program has about 250 clients, and the supported employment program has a total of about 50 clients in the Roseville, Auburn, and Grass Valley centers.

The Sierra College Enabler. This organization generally works with 650 to 700 students each year. The college has some Section 8 and Farmers Home Administration (FmHA) units available for students. A large portion of the students are developmentally disabled, others are blind or deaf, or have other physical or emotional disabilities. The cost of housing is the biggest problem for most of disabled students. For the physically handicapped students, it is difficult to find "accessible" apartments—those built since the building codes were changed to accommodate wheelchairs and other physical disabilities (Hancock, 1991).

The California Department of Rehabilitation. The California Department of Rehabilitation works with temporarily and permanently disabled persons. Services range from working on the design of housing units to providing necessary medical equipment (Ambuehl, 1991).

California Children's Services. Children's Services provides medical services for crippled children. Most of their client-children are housed (not homeless); there are a few that live in units that need wheelchair access.

Veterans Services. The representatives of the Auburn Office of the California Veterans Services mainly serve as a liaison to the Veterans Administration. They assist clients in getting appeals and benefits. Most of the disabled veterans are already in homes, although they sometimes need modification to homes and cars. Disabled widows are increasing in number and in need of assistance. Widows only get a part of the full pension payment, and this is generally not enough to cover housing and medical costs. Widows cannot qualify for disability status.

FARMWORKERS

The census lists eight housing units specifically for farmworkers in Placer County. Much of the agricultural production in the county does not require seasonal farm workers. In 1987, the Agricultural Element of the Placer County General Plan recorded the value of agricultural production at $61 million. A 1990 report by the County noted that livestock and poultry are the biggest agricultural industries ($23.6 million) while field crops such as grains and rice produced another $12.2 million. Fruit and nut crops were valued at less than $5 million (8 percent of total agricultural production value). All of these crops, except some fruit and nut trees, can be

harvested by machine. This means that relatively few field laborers are needed for agricultural production in the area.

Furthermore, the Agricultural Commissioner's Office (Wilson, personal communication) confirmed that there are very few migrant farmworkers in the county and a small but unknown number of resident farmworkers. The Legal Services of Northern California also reports that there is little demand for farmworker related assistance in Placer County. Most agricultural activities which might employ farmworkers are located near the City of Lincoln. However, the planning department in Lincoln indicated that their information suggested that there were few field laborers in the city or in the unincorporated sphere of influence (which is extraordinarily large). The general conclusion is that there are few farmworkers in the unincorporated county area.

The California Employment Development Department tabulates employment in the agricultural industry for the Sacramento SMSA which includes Placer County. Although data for 1992 is not currently available, the number of workers in the agricultural category has consistently been around 500 for the past few years. The agricultural category, however, also includes workers in the forestry and fisheries industries. Based on discussions with the above listed agencies, there is some consensus that many of the Placer County workers in this category are employed in the forestry industry.

In sum, the number of farmworkers in Placer County unincorporated area is considered quite small and the demand for farmworker related housing limited. Efforts to provide affordable housing generally and rental housing specifically will help address the housing needs of this special needs group.

THE HOMELESS

Placer County defines a homeless person or family as one without a fixed and regular nighttime residence, resources, or community ties; or a person or family who is residing in a public or private place neither designed for, nor ordinarily used as a human sleeping accommodation. In Placer County, homelessness has been viewed as an interjurisdictional problem, with any solution requiring the cooperation of the County and cities together.

The Placer County shelter program at the Roseville National Guard Armory provides shelter to individuals and families seven nights a week during the peak winter months. During the winter of 1989-90 a total of 644 individuals were assisted by the shelter, for a total of 6,165 shelter nights. This means that the 644 individuals spent 6,165 nights or an average of 10 nights each in the shelter. The next winter (December 1990 through March 1991), the Armory provided 5,984 shelter nights. The number of shelter nights in 1990-91 included 5,367 male shelter nights, 499 female, and 118 family. There is not a count available for the number of individuals served in 1990-91, but it is assumed that total is about the same as for 1989-90, given that the number of shelter nights is roughly the same.

There has been a large increase in the number of females and families using the shelter during the last two years. Although the numbers declined in 1991-92 relative to 1990-91, the totals still are significantly higher than in 1989-90.

Housing Needs of the Homeless

Perhaps the most important approach to addressing homelessness is to increase the supply of housing generally and affordable housing specifically. The rapid increase in the number of families using the shelter suggest that they may have been priced out of former accommodations in Placer County. While homeless individuals may be transient—moving from one city to another—families are less mobile and are more likely to stay in their community after becoming homeless. One or more family members may be working at low-paying jobs, but they are still unable to afford housing.

State law requires that the Housing Elements contain an evaluation of potential sites for emergency shelters and transitional housing. Transitional housing is usually provided for a longer period of time than emergency shelter and allows a way for homeless persons to transition from homelessness to self-sufficiency.

Homelessness has been addressed as an interjurisdictional issue, leading toward the creation of conveniently located centers in places near jobs, transportation and other services. The best locations are in the incorporated cities rather than the more rural unincorporated areas which tend to be distant from where homeless congregate and inconvenient in terms of employment opportunities, public transit and other services. Thus, Placer County participated in a task force established by the City of Roseville in 1989 to review homeless problems and recommend solutions. Some of the recommendations have already been acted on. For example, the Roseville Housing Authority and the City of Roseville recently hired a Homeless Project Coordinator to spearhead the effort of creating a permanent, year-round homeless shelter in south Placer County. This is a community-wide effort funded by the County Board of Supervisors, the cities, and the private sector. In addition, in April of 1990, the Roseville City Council received the task force's recommendations, including the submission of an application for State funding for a permanent

homeless shelter. Other recommendations of the task force included: developing additional transitional housing, expanding emergency shelter vouchers, developing a network for coordinating emergency services, and developing a Roseville location for a multi-services resource center (Connerly & Associates, 1991).

In April, 1992, the Homeless Project Coordinator of the City of Roseville submitted a Draft Regional Homeless Program to the City Council for review and consideration that is based on the recommendations of the task force. The draft program includes the following key components:

- An analysis of need and existing programs.
- The identification of 13 potential sites for a homeless shelter, transitional housing and feeding programs, and an analysis of the suitability of each site based on site location, accessibility to public transit and other services, environmental constraints, and other factors. These sites are summarized in Appendix B.
- A program design and management framework that establishes eligibility requirements and promotes self-sufficiency.
- Funding strategies.

The next steps will include securing formal agreements from the participating jurisdictions, including Placer County, to provide ongoing funding for the implementation of the program, and to review and rank the suitability of potential sites.

Placer County recognizes that the Regional Homeless Program is the appropriate process for meeting the housing needs of homeless people in South Placer County, and will continue to cooperate with the City of Roseville and other jurisdictions in the formulation and adoption of a Regional Homeless Program. Until such a program is formally adopted that identifies other suitable sites for homeless shelter and feeding programs, the National Guard Armory will continue to serve as the regional homeless shelter resource.

The location of the armory in the county's largest city makes it accessible to the majority of homeless people in this part of the county. However, it is reasonable to assume that the Roseville location does not adequately serve the needs of homeless people in the Sierra Nevada or the Lake Tahoe areas.

The small populations of the Lake Tahoe communities in Placer County comprise a fraction of the total population in the basin, especially when compared with the City of South Lake Tahoe and the major resort communities in Nevada. These population and job centers also have support services most in need by homeless people, including public transit and job referral services, that make them more appropriate locations for regional homeless facilities. For these reasons, the Housing Element establishes a program to work with surrounding jurisdictions, TRPA and public and private organizations to establish a homeless shelter program for the Lake Tahoe/Sierra Nevada region. Other services for the homeless are discussed below.

Placer County allows emergency shelters and transitional housing facilities in a variety of zones. The following table indicates in which zones such facilities are allowed by right and in which a use permit is required.

Transitional Housing (Room and Board)

Zone	CUP Required	Limitations
R-1	No	6 person maximum
R-2	No	No
R-3	No	No
R-P	No	No
TR-1	No	4 person maximum
TR-2	No, if less than 4 persons	4 person maximum w/out CUP
TR-3	No	No
TR-4	No	No
C-1	No	No
C-2	No	No
HS	No	No
SC	Yes	Yes
U	No	No
F	No, if less than 6 persons	6 person maximum w/out CUP
AR	No, if less than 6 persons	6 person maximum w/out CUP

Emergency Shelter

Zone	CUP Required	Limitations
R-2	Yes	No
R-3	Yes	No
TR-3	No	No
TR-4	No	No
C-1	No	No
C-2	No	No
HS	Yes	No
SC	Yes	No
U	Yes	No
F	Yes	No
AR	Yes	No
FR	Yes	No
RF	Yes	No

It should be noted that in the situations where use permits are required, they are subject to approval by the zoning administrator and not by the Planning Commission (except on appeal). This approach helps keep processing costs low and makes the time required for review and approval short. The findings for approving such uses, and the conditions applied thereto, are no more restrictive than those of similar uses in those zones.

Services for the Homeless

In addition to the emergency shelter at the Roseville armory, other services for homeless persons and families exist in Placer County.

The Salvation Army receives money from the Placer County Community Services Department to run an emergency shelter program. The Salvation Army provides vouchers for two motels—the Elmwood and Foothill motels—where recipients of the vouchers can stay for up to seven days. When the shelter program runs out of money for housing vouchers, they bus people to shelters in Sacramento, Cal Expo, or Marysville during the winter months. In 1990-91, the Salvation Army had $10,000 in funding and assisted "hundreds" of people between January and June (when the funds ran out). Precise figures are not available. The Salvation Army also provides vouchers for one-time rent mortgage assistant to avoid eviction. They also serve the Tahoe area.

The St. Vincent de Paul Society also has a small shelter and day care program specifically for families with children. In cooperation with the Community Ministries Services, St. Vincent de Paul has purchased five single-family homes in Roseville for short-term use by homeless families. St. Vincent de Paul does not receive county funds for its shelter program.

The Placer Women's Center, Inc., has five rooms available for battered women and their children. The women/families may stay up to two months for three dollars per night plus one dollar per night for each child (up to a maximum of six dollars per night). The available rooms are continually full. The center also provides counseling, a kitchen (residents are expected to purchase and cook their own food), and donated clothes. Crisis Intervention Services also provides short term shelter (one or two days) for domestic violence victims in the Lake Tahoe area. Vouchers are given on a case-by-case basis. (Crisis Intervention provides other social services including a 24-hour crisis line, legal clinic, and counseling services.)

The Community Resources Council (CRC), a non-profit private agency, has the largest food assistance program in the area. CRC distributes food from the United States Department of Agriculture (USDA) Commodities Program to the various charity organizations that prepare meals. Also, for a $7 membership fee, elderly people can purchase the commodities directly. CRC also has a "grocery bag program" where they deliver a bag of goods to senior citizens who pay a monthly fee. CRC distributes all surplus commodities to other organizations in the communities that prepare meals or give food baskets. The Salvation Army also has a food program that gives boxes of food to needy families.

Other food programs are run by the First United Methodist, Bethel Lutheran, and Presbyterian Churches of Roseville, the Salvation Army, the St. Vincent de Paul Society, and the 7th Day Adventist Church.

The Placer County Mental Health Department is in the middle of a two-year pilot program serving South Placer County women (single or with children) with serious mental illness who are homeless or in immediate danger of becoming homeless. Fifteen women can be served at one time. The goal of the program is to stabilize the clients' living circumstances so that they may become more self-sufficient.

The Energy Crisis Intervention Program (EICP) helps people pay bills if they receive a shut-off notice, provides firewood, propane or blankets. The maximum yearly assistance is $200 per family. The program expects to assist 800 to 900 households during the year. They have probably done more in past years, but the funds have been cut significantly. The ECIP program is available to very low income families, elderly, and disabled persons. CRC receives funding from the Community Services Department to handle the ECIP for families that receive Aid to Families with Dependent Children (AFDC) funding. The Salvation Army receives funding to handle the other households that qualify for the ECIP.

SPECIAL HOUSING NEEDS IN THE TAHOE AREA AND OTHER RESORT AREAS

Connerly & Associates was engaged by the Tahoe Basin Association of Government to analyze 1990 census information for the Tahoe area. The following paragraphs are excerpts from that document, *Is the TRPA Code Consistent with the Affordable Housing Goals in the Tahoe Regional Plan?* (1991).

> "Housing costs within the Lake Tahoe region are among the most expensive in both the State of California and the State of Nevada. Although each community has some housing affordable to lower-income households in the region, the highest concentrations of affordable housing are in Kings Beach, Stateline, and South Lake Tahoe, on the California side of the lake. The most expensive housing is concentrated on the Nevada side of the lake.
>
> "Kings Beach, South Lake Tahoe, and Stateline have the highest percentage of minority households, renter households, overcrowded households, non-family households, and single mothers. Although information on household income was not available, one could reasonably conclude, based on historical patterns, that each of the groups listed above have lower incomes, as a group, than the population at large. It is likely, therefore, that the communities of Kings Beach, South Lake Tahoe, and Stateline also have the highest percentages of low-income households, households paying in excess of 30 percent of their income of housing expenses, and households below the poverty level of income.
>
> "The paradox of the Tahoe Basin housing market is the abundance of housing in the midst of a shortage of affordable housing for lower-income workers. The Census Bureau reported that of the nearly 30,000 dwelling units in the basin's eight communities, 43 percent of the housing stock was vacant. Most of these vacant units were held for seasonal or recreation use and were not available to meet the housing needs of the Tahoe Basin's growing year-round population."

In light of this, the County should work with TRPA to develop more realistic incentives for producing affordable housing.

A similar problem exists in other mountain areas in Placer County where resort development attracts numerous employees to rural places lacking adequate affordable housing. The County, as a condition of approval for such projects, has on a case-by-case basis required developers to help provide housing either directly, or indirectly through fees. The County should continue to consider employee housing needs in the evaluation of future resort proposals.

3.5 PROJECTED HOUSING NEEDS

This section evaluates projected future housing needs in the unincorporated areas of Placer County based upon the adopted Regional Housing Needs Plan prepared by the Sierra Planning Organization (SPO). State law requires councils of governments to prepare such plans for all cities and counties within their jurisdiction. Placer County is an interesting case because the county is split by three regional planning agencies: SPO, the Sacramento Area Council of Governments (SACOG) and the Tahoe Regional Planning Agency (TRPA). SACOG prepares the housing needs allocation plan for the cities of Lincoln, Rocklin and Roseville in Placer County. TRPA is a federally-mandated agency that oversees development within the Lake Tahoe Basin in Nevada and California. As such, TRPA is exempt from the California requirement to prepare housing allocation plans. SPO prepares the allocation plan for the cities of Auburn, Colfax and Loomis, as well as all the unincorporated portions of Placer County.

The intent of housing allocation plans is to ensure adequate housing opportunities for all income groups. The State Department of Housing and Community Development (HCD) provides guidelines for the preparation of the plans, and ultimately certifies the plans as adequate.

In preparing its allocation plan, SPO began with estimates of the number of households in each sub-area prepared by the state Department of Finance. Households were then divided into four categories based on income. In its last housing allocation plan, SPO used income information from the 1980 census. The income categories are based upon household income as a percentage of county median income (see page 62 for definitions of the income categories).

According to SPO, households in the unincorporated portion of Placer County were distributed as indicated in Table 3-31, in 1990. SPO then assumed an average annual growth rate of 2.19 percent to project the total number of households in the county in 1997. HCD sets goals for the percentages of each type of housing that will comprise the total housing stock in 1997. Those percentages, along with the number of units that they represent, are presented in Table 3-32.

By subtracting the 1997 housing goals from the 1990 estimates of actual units, the numbers of housing units within each income category that should be constructed in the unincorporated county are shown in Table 3-33.

During the past 10 years, an average of 988 housing units have been constructed annually in unincorporated Placer County. During the three years from 1988 to 1990, this average increased to more than 1,150 units per year. The vast majority of the new units were single-family residences.

If the 10-year average continues over the seven-year time frame of the Regional Housing Needs Plan, the county should have no problem seeing development of the total number of units called for under the plan. In fact, nearly 7,000 units would be constructed in the unincorporated county by 1997, at the current rate. However, it is highly questionable whether the private housing market will produce units that will meet the affordability goals of the plan.

To meet the affordability criteria established for Placer County, very low income and low income households should not pay more than 30 percent of their total household income for housing, and moderate and above moderate should not pay more than 35 percent of total household income for housing.

TABLE 3-31

HOUSEHOLDS BY INCOME GROUP
Placer County 1990 (Unincorporated Area)

Very Low	Other Low	Moderate	Above Moderate	Total
5,950 (19.3%)	5,272 (17.1%)	6,536 (21.2%)	13,071 (42.4%)	30,829

Source: Sierra Planning Organization, *Regional Housing Allocation Plan*, April 1991 (Amended December 4, 1991).

TABLE 3-32

FAIR SHARE HOUSEHOLD PROJECTIONS
Placer County 1997 (Unincorporated Area)

Very Low	Other Low	Moderate	Above Moderate	Total
7,184 (20%)	6,190 (17%)	7,679 (21%)	14,955 (41%)	36,007

Source: Sierra Planning Organization, *Regional Housing Allocation Plan*, April 1991 (Amended December 4, 1991).

TABLE 3-33

HOUSING NEEDS BY INCOME CATEGORY
Placer County 1990 to 1997 (Unincorporated Area)

Very Low	Other Low	Moderate	Above Moderate	Total
1,234	918	1,143	1,884	5,178

Source: Sierra Planning Organization, *Regional Housing Allocation Plan*, April 1991 (Amended December 4, 1991).

In April 1991, median household income for a Placer County family of four was $37,500, according to HCD. Thus according to the definitions above, the income categories for a family of four in Placer County are as follows:

Very Low	-	Household annual income less than $18,750
Low	-	Household annual income between $18,751 and $30,000
Moderate	-	Household annual income between $30,001 and $45,000
Above Moderate	-	Household income greater than $45,000

Thus for each category, the following range of monthly rental payments, or combination of mortgage, taxes and insurance payments for owner occupied housing would be necessary to meet the affordability criteria.

Very Low	-	Less than $468.25
Low	-	Between $468.25 and $750
Moderate	-	Between $750 and $1,312.50
Above Moderate	-	$1,312.50 and above

The following table shows the monthly payments that would result from borrowing different amounts at various interest rates. The figures assume a 30-year fixed rate mortgage financing the total borrowed amount.

TABLE 3-34

MONTHLY MORTGAGE PAYMENTS

Amount Borrowed	Monthly Payment at Different Interest Rates				
	6%	7%	8%	9%	10%
$65,000	$390	$432	$476	$523	$570
$75,000	$450	$498	$550	$603	$658
$100,000	$600	$665	$734	$805	$878
$125,000	$749	$832	$917	$1,005	$1,097
$150,000	$899	$998	$1,101	$1,207	$1,316
$175,000	$1,049	$1,164	$1,284	$1,408	$1,536
$200,000	$1,199	$1,331	$1,468	$1,609	$1,755

Source: Crawford Multari & Starr

While varying among banks, current (February 1992) 30-year fixed mortgage rates are around 8.5 percent. Thus to meet the affordability criteria for the very low income group, 1,234 units would have to be constructed that sell for less than $65,000, assuming that no down-payment is made, or which rent for less than $468 a month. (Actually, the price of for-sale units would have to be substantially less than $65,000 to account for insurance and tax payments within the maximum monthly payment.)

Examining the median sale prices of housing throughout the county as detailed earlier in this chapter, it seems apparent that without substantial intervention in the housing market, the allocations for low and very low income housing will be difficult to achieve for owner-occupied housing.

The market is better at providing affordable low income rental housing, but not in sufficient numbers to meet the objectives of the allocation plan. The median rental price in the county from the 1990 census was $496 per month (though in the unincorporated areas this value was lower;

see Table 3-17). This figure suggests that half of the rentals in the county are priced less than this amount. Because renters need not pay taxes and insurance for their dwellings, the numbers suggest that a significant amount of rental housing may be affordable to low income individuals (see also the section on Housing Costs and Overpayment, page 39). This fact indicates that efforts to increase rental housing generally will likely help households with low and moderate incomes.

3.6 ENERGY CONSERVATION OPPORTUNITIES

This section describes opportunities for conserving energy in existing homes as well as in new residential construction. It discusses the factors affecting energy use, conservation programs currently available in Placer County, and examples of effective programs used by other jurisdictions are all discussed.

FACTORS AFFECTING ENERGY USE

The local climate has a major effect on residential energy use. Placer County summers are hot and dry, and winters are moderately cold to very cold. Prolonged periods of cold weather cause increased energy use for space and water heating; prolonged periods of hot weather increase energy use for air conditioning and other cooling needs. Conversely, periods of mild weather will decrease energy use for those purposes. This situation is particularly true if homes are not well-insulated.

The efficiency of household appliances also affects energy use. Older appliances may not operate as efficiently as when they were new, and many older appliances were built when energy conservation was not considered important. Significant, energy-efficient design advances, for example, have been made in refrigerators, stoves, and microwave ovens.

The following section discusses how patterns of development affect energy consumption, particularly by creating transportation needs.

RELATIONSHIPS BETWEEN HOMES, SERVICES, AND JOBS

Land use planning and zoning practices can significantly affect energy use. For example, if the general plan and zoning ordinances encourage residential subdivision in relatively isolated areas—far from commercial facilities such as grocery stores—residents must travel farther to take care of their daily shopping and service needs. Keeping housing and jobs in balance and near each other helps to reduce energy use for commuting. Longer trips usually necessitate using an automobile (resulting in gasoline consumption) rather than walking or cycling. Thus, changing the land use pattern can also change energy use patterns. Land use planning measures can reduce the distances of automobile travel, reduce the costs of construction, and increase the potential for residents to complete shopping and other chores without driving or by driving shorter distances.

Alternative Types of Development

One example of a land use planning technique for energy conservation is to encourage infill (development on vacant or underused lots) and compact, contiguous development within existing developed areas before development is allowed in more distant areas. If existing development areas cannot meet the expected demand, expanding such areas concentrically rather than allowing dispersed development in outlying areas is preferred. Mixed-use development should be allowed, particularly in the core areas and along collector roads.

Compact development also results in a secondary energy savings—a reduction in embodied energy. Embodied energy is the term used for the energy spent producing the materials and finished products, like sewer pipes, electrical lines, paving materials, etc. Minimizing the length

of necessary water, sewer, and electricity lines, consumes less of those products, thereby decreasing the total energy consumption.

Compact development also means there can be more convenient and accessible public transit. Efficient transit service requires a minimum of 12 housing units per acre (Calthorpe, 1990). A compact town may provide the necessary density.

A second example is to require that new developments proposed outside of existing developed areas be clustered on a small portion of the property as an alternative to the dispersed development typical of rural areas. The County can require that only portions of large, open properties actually be developed. For example, a farmer wants to sell 20 acres of land as four, five-acre parcels; instead, the County requires that the four homes be clustered on one-acre parcels in one section of the property while the remaining 16 acres be held as communal open space for agricultural, ranching, or equestrian uses. Such an arrangement also reduces construction costs and embodied energy consumption because there are shorter driveways and utility lines.

A significant portion of a community's energy consumption is devoted to transportation to and from work. Consequently, substantial savings can be realized by balancing jobs and housing within a region, by locating jobs and housing near each other, and through public transit, car pooling and other ways of reducing automobile use by commuters.

Jobs-Housing Balance

Placer County is part of a much larger employment region centered around Sacramento. Within this region, people frequently cross county lines to go to work. Thus, creating a jobs housing balance strictly within the county, or in the unincorporated portions of the county, will have limited relevance to commuting patterns.

Interestingly, a near balance between jobs in the county and the number of residents in the labor force currently exists. Research by Recht Hausrath and Associates (RHA) for the general plan update found approximately 83,000 jobs within the county (including self-employed persons) in 1990. RHA also found that about 80,000 county residents are in the labor force.

The distribution of jobs and residents also correlates well. About 70% of the jobs and about 63% of the residents live in the area west of Auburn. The Auburn area and surrounding foothills, where about 32% of the residents live, provide about 26% of the jobs. About 4% of the jobs and 5% of the residents are located near Lake Tahoe. While not a perfect balance, there is considerable symmetry in how the jobs and population are distributed in the county

As noted above, however, despite this apparent balance, considerable commuting takes place because the true scope of the region extends well beyond county boundaries.

Locating Jobs and Housing in Proximity

The county's basic land use strategy has been to concentrate both businesses with high employment and the highest residential densities in the communities best able to accommodate such uses. Therefore, in general terms, most housing and employment have tended to locate relatively near one another. Through a related policy, the County allows housing in most

commercial districts, accommodating mixed use developments. In the recent past, this has not resulted in a significant amount of residential development with new businesses. Additional opportunities and incentives for carefully planned mixed use developments should be integrated in the policies and ordinances of the County.

In addition, the County has specifically planned for housing in conjunction with new resorts, where a lack of affordable housing has historically been a problem. In recent cases, conditions of approval for new resorts have included requirements to provide housing, either on site, off site or through the payment of fees. This approach should be incorporated into formal policies or ordinances to clarify when housing is required, how much will be expected and the acceptable mechanisms for addressing the need.

Reducing Automobile Commuting

Despite general policies to balance jobs and housing and to encourage or require housing near job centers, many people will continue to drive to work. Again, because the housing and employment region extends far beyond the County's borders, many people will continue to commute to work: seeking more affordable and desirable residences farther from the city centers, while driving to jobs in urban areas.

In light of this, efforts have been focused on reducing the use of single-occupancy automobiles for work commutes. A wide variety of strategies have been tried, particularly the use of public transit. Presently, public transit in Placer County consists largely of bus lines, although there is limited light rail service in the southwestern portion of the county.

Three bus transit lines operate in the unincorporated portions of the County. Placer County Transit runs buses on lines parallel to the Interstate 80 and Highway 49 corridors. Ridership studies indicate that a significant number of the patrons are college students and other commuters.

The Tahoe Area Regional Transit operates on the northern and western shores of Lake Tahoe, including the portion of Placer County there. Ridership surveys also indicate high use by commuters. The Consolidated Transportation Services Agency provides specialized transportation for seniors and disabled persons.

Placer County promotes van pooling for major employment centers, and has instituted a "trip reduction" ordinance for new employers. Businesses with 200 or more employees are required to reduce trips over a baseline amount by 30% through a variety of mechanisms such as incentives for car pooling and use of public transit. Businesses with 50 to 199 employees must provide information about travel alternatives to their workers, must retain a trip reduction coordinator, provide bicycle parking, conduct an annual survey of commuting practices, among other specific programs. Businesses with 10 to 49 employees simply need to provide information about alternative commuting options.

The Air Pollution Control District is also working on Transportation Control Measures to reduce commuter use of cars. The goal is to increase vehicle ridership to an average of 1.5 persons per car during commute hours by 1997. Achieving this goal will not only decrease air pollution but also conserve energy.

ENERGY EFFICIENCY IN INDIVIDUAL HOMES

A variety of public and quasi-public programs are, or could be made available in Placer County to assist homeowners and renters in retrofitting to improve energy efficiency.

Existing Conservation Programs

The California State Building Standards Code (specifically Title 24) requires that all new residential development comply with several energy conservation standards. The standards require ceiling, wall, and concrete slab insulation, vapor barriers, weatherstripping on doors and windows, closeable doors on fireplaces, insulated heating and cooling ducts, water heater insulation blankets, swimming pool covers and timers, certified energy efficient appliances, etc. All new construction in Placer County must comply with Title 24.

The primary energy conservation program for older homes in Placer County is the weatherization program implemented by Project Go. Project Go is an independent, private non-profit organization that specializes in home repairs. With funds supplied by the state and Pacific Gas & Electric, Project Go provides a free weatherization service to low income and elderly people. Recipients of Aid to Families with Dependent Children and State Disability Insurance are automatically eligible. The weatherization service includes caulking, weatherstripping, insulation, and sunscreens. Since 1984, Project Go has weatherized over 8,000 homes in Placer County.

The large building setbacks required in most of the unincorporated areas also act to preserve solar access. The ability of homes with active solar panels to get solar access (sunlight) is unlikely to be disrupted by adjacent buildings.

The California Energy Commission (CEC) is currently developing a set of energy efficiency guidelines for local planning agencies. As part of those guidelines, the CEC intends to address building efficiency beyond the Title 24 standards.

Pacific Gas & Electric has a showcase program for developers who build homes that exceed the Title 24 standards by 50 percent. The program offers free advertising for the homes in local newspapers and PG&E publications. PG&E also offers a Target Customer Appliance Program that will replace old and inefficient refrigerators, furnaces, air conditioning systems and water heaters for income-eligible households—at no cost to qualifying customers.

Additional Residential Conservation Measures

The County can encourage energy efficiency in residential construction by developing design guidelines emphasizing energy efficient construction practices. This strategy would provide an information sheet to builders that discusses the short- and long-run costs and benefits of energy efficient design and construction, and provides a list of the local dealers, contractors, and suppliers of conservation materials. Often, consumers discard long-term savings potential in favor of immediate cost savings. If consumers have accurate information, they will be able to better weigh the implications of their decisions. A study on the effectiveness of educational programs on conserving energy showed that information campaigns produce an average of 4 percent energy savings.

Energy-efficient, new residential construction can cut energy consumption by up to 50 percent (Nava 1991). Energy efficient home construction and retrofits should contain some or all of the following:

- Double-pane windows (two panes of glass enclose a vacuum-tight space that does not allow heat and cold to transfer as quickly as it does in a window with a single pane of glass);
- Attic insulation greater than R-19 (soft, fiberglass insulation is given an "R" rating based on its capacity to insulate an area, a higher "R" value indicates greater insulation capability);
- Rigid attic insulation (generally a compressed styrofoam insulation with an R-30 value);
- Additional wall insulation (older homes may not have insulated walls);
- Fluorescent indoor lighting (a standard, incandescent light bulb uses more energy);
- Dimmer switches and task lighting (dimmer switches allow lower lighting levels and less electricity use while task lighting directs light to necessary areas without wastefully lighting a larger area);
- Halogen outdoor lighting (halogen, like fluorescent, are more efficient than incandescent light);
- Lighting motion detectors that turn on lights only when they detect a person in the room or area;
- Shade trees along southern and western glazing to reduce the heat from windows on hot summer days;
- Solar screens that reduce the amount of heat from solar radiation coming through windows;
- Evaporative cooler which uses less energy than air conditioner;
- Microwave oven which uses less energy than an electric or gas oven;
- Gas (rather than electric or propane) water heater and range/oven;
- Weatherized windows and doors that do not have cracks to cause drafts;
- Pools with integrated cleaning and heating systems (including pool covers, active solar heating, and efficient filters, pumps, and motors);
- Automatic timers that provide energy use only when it is necessary;
- Drip irrigation system that conserve water and reduce the energy needed for pumping water;

- Drought tolerant landscaping;
- Active solar elements and passive solar design;
- Energy efficient appliances (in new construction and replacing older appliances in existing homes);
- Storm windows to cut back on heat loss through windows during the winter; and
- Reflective film on south facing windows to minimize heat gain during the summer.

Policies that encourage solar energy technology in both retrofits and new construction can also been employed by the County. There are two distinct approaches to solar heating: active and passive. Active systems use mechanical equipment to collect and transport heat—the relatively common roof plate collector system used in solar water and space heaters. Collectors can contain water, oil or air that is pumped through conduits and heated, then piped to the spaces to be heated or to a water heater tank.

Passive solar systems collect and transport heat through non-mechanical means. Essentially, the structure itself becomes part of the collection and transmission system. Certain types of building materials absorb solar energy and can transmit that energy later. Passive systems often employ skylight windows to allow sunlight to enter the room, and masonry walls or walls with water pipes inside to store the solar heat. This heat is then generated back into the room when the room cools in the evening.

The best method to encourage use of active solar systems for heating and cooling is to not restrict their use in the zoning and building ordinances and to require subdivision layouts that facilitate solar use.

PG&E publishes a wide variety of pamphlets that provide information on energy conservation practices. As a possible program, the County could provide each new household with a collection of PG&E pamphlets on conservation that encourage energy audits and retrofit programs for existing residential development.

3.7 CURRENT AND PAST HOUSING EFFORTS

The 1984 Placer County Housing Element made a number of projections regarding population increase and housing need. Based on the demand for housing represented by those projections, the County formulated several policies regarding the supply of housing for the unincorporated areas. This section compares the projections to what actually occurred and evaluates the effectiveness of the policies in relation to the projections. This section also summarizes other County housing programs that have been instituted since the 1984 Housing Element. The results of this analysis will be used as a starting point for formulating effective new housing programs in Placer County.

POPULATION PROJECTIONS

The population projection in the 1984 Housing Element forecast a July, 1989, county population of 162,139. This was based on a four percent annual increase predicted for Placer County by the California Department of Finance. Table 3-35 compares the projected versus actual population for 1990. The projected population is modified slightly to bring the projection up to April 1, 1990 (census day).

Although the projected population for the county was within three percent of the actual population, the projection underestimated (by 21 percent) the increase that would occur in the cities and overestimated (by 16 percent) the development that would occur in the unincorporated areas. (The community of Loomis did incorporate during that time, but the Loomis population of 5,705 accounts for only three percent of the total population.)

TABLE 3-35

PROJECTED vs. ACTUAL POPULATIONS
Placer County 1990

Year	In Cities	Unincorporated	Total County
1989 Projection (July)	67,503	94,636	162,139
1990 Projection (April)*	69,528	97,475	167,003
1990 Population (actual)	88,569	84,227	172,796
Actual minus projected	19,041	-13,248	5,793

* Population projection for April, 1990 derived from extrapolation of July 1989 Department of Finance official projection.

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.
Placer County Housing Element, 1984.

HOUSING NEEDS

The 1984 Housing Element references the Sierra Planning Organization *Regional Housing Allocation Plan*. The plan called for the construction of 7,551 units in Placer County between 1983 and 1990. Very low and low income units made up 39 percent of the housing units. Moderate-priced units represented 24 percent of the total, and above-moderate units made up the remaining 37 percent of the units.

The County acknowledged the regional allocation plan, but based their housing and land use policies on the assumption that housing units for very low income and low income households were more appropriately developed in the incorporated cities, where services and transportation were more readily available than in the unincorporated areas. Several of the housing policies refer to cooperative agreements with the cities in the south Placer County area. The primary reasons for locating low income units in the incorporated cities were to preserve the rural character of the unincorporated areas and to provide low income housing in areas with urban services and near employment centers. HCD approved this approach for the 1984 Housing Element.

Placer County anticipated that the need for moderate and above-moderate units would actually be greater than that estimated in the regional housing allocation plan. The County felt that a large number of retirees from Los Angeles and San Francisco would relocate to rural Placer County. This estimate was correct (the elderly population went from nine to 12 percent of the total population and there was a high demand for moderate and above-moderate housing), but the biggest housing demand came from people who bought homes in Placer County and commuted to work in Sacramento. Along with most other California communities, the County underestimated the distances that workers would commute to find desirable and affordable housing.

1984 HOUSING ELEMENT PROGRAMS

Many of the programs in the 1984 Housing Element were aimed at housing production and rehabilitation. Table 3-36 shows the objectives and results for the various programs. Each program is discussed below in the order they appear in the 1984 Housing Element.

TABLE 3-36

1984 HOUSING ELEMENT PROGRAMS
Placer County Unincorporated Areas

	Units Projected	Actual Units
Innovative Subdivision Design (PUD's)	1,500	>3,200
Higher Densities in Communities	200	150*
Weatherization	2,500	8,000
Housing Rehabilitation	200	165
Mobile Home Placement	150	140
Second Residential Units	100	78
Density Bonuses	150	6
Employee Housing	100	0
Development Agreements	600	1,470
Solar Energy Design	500	30
Master Environmental Impact Report	500	1,470
Non-profit Housing Corporation	50	0
Mortgage Revenue Bonds	600	0
Federally Subsidized Rehabilitation	445	0

Note: *Plus, changes in service plan made 3,000 more units feasible in Granite Bay. See discussion below.

Source: *Placer County Housing Element*, 1984.
Crawford Multari & Starr, 1991.

Innovative Subdivision Design

Program: *The County Development Review Committee will encourage sound, innovative subdivision design.*

Projected Units: 1,500

Progress-to-date: Any residential development project in Placer County of five units or larger is generally brought before the Development Review Committee (DRC). Over 12,000 units have been reviewed by the DRC since 1984. For the most part, conventional zoning, subdivision and construction plans were appropriate and adequate for the proposed development.

In some cases, site or environmental constraints would have resulted in reduced densities and fewer units without greater flexibility and creativity in the design and regulatory process. In several cases, the County utilizes a Planned Unit Development (PUD) approach which allows greater flexibility and innovation in design. Thus, the PUD's frequently allowed more units than would otherwise have been accommodated on a constrained site. Since 1984, 26 residential PUD's have been approved for over 3,200 residences.

Higher Densities in Communities

Program: *Placer County will provide areas for higher density housing that have urban services and compatible land uses; the County will help provide services so that existing capacity can be realized.*

Projected Units: 200

Progress-to-date: Two community plans have been updated since 1984 -- Dry Creek/West Placer and Granite Bay. The Granite Bay community plan had an area reserved for high density housing, so no new areas were created. However, that plan included programs for new infrastructure and services so that existing zoning capacity could be implemented. This increased the real capacity by about 3,000 units.

In 1990 the Dry Creek/West Placer community plan was changed to add a high density housing area that would accommodate an additional 150 units.

The North Auburn plan is likewise in the process of establishing high density housing areas. The North Auburn plan is not completed, and it is too soon to tell how many additional units can be accommodated by the plan.

Weatherization Program

Program: *The County will participate in the California Weatherization Program which rehabilitates units to make them more energy efficient.*

Projected Units: 2,500

Progress-to-date: Project Go is an independent, private non-profit that receives money directly form the state and PG&E to weatherize and rehabilitate homes. Since 1984, Project Go has far exceed the goal by retrofitting over 8,000 homes in Placer County.

Housing Rehabilitation Program

Program: *Placer County will use Community Development Block Grant Program monies to rehabilitate substandard units in the county.*

Projected Units: 200

Progress-to-date: A total of 127 homes have been rehabilitated using Community Development Block Grant funds since 1984 to date. Another 38 units are currently in the

process of being approved for rehabilitation, and other units will be rehabilitated as the program continues.

Mobile Home Placement

Program: *The County will approve mobile homes and factory built units that meet HUD requirements and are placed on permanent foundations. These units can be located on any residentially zoned property in the unincorporated area.*

Projected Units: 150

Progress-to-date: From 1984 to November 1991, about 140 mobile homes on permanent foundations have been approved in residential areas. From 1984 to 1988 there was an average of 12 units approved a year. During the last three years (1988 to 1991) the average more than doubled to 30 units per year.

Second Residential Units

Program: *Placer County will issue conditional use permits for second residential units (either attached or detached) in residential zone districts.*

Projected Units: 100

Progress-to-date: A total of 78 second residential units have been approved since 1984. This program also provides an affordable alternative to new housing by providing smaller units and incrementally increasing the density of existing residential areas.

Density Bonus Program for Rental Units

Program: *The County will award density bonuses for developers that build a portion of the project for low or moderate income households.*

Projected Units: 150

Progress-to-date: Forest Hill and Snowcap View Apartments were the only apartment complexes built that took advantage of the density bonus program. They included six and 12 density bonus units, respectively.

Pike Bell Apartments (which includes 10 density bonus units) has been recently approved but not yet built. The Board of Supervisors also waived $100,000 in fees for this project to help keep unit costs affordable.

Although only part of the goal was met, this program does increase the viability of low and moderate income housing production and should be continued. Additional incentives, such as waiving fees, should be combined with the density bonus option.

Employee Housing

Program: *Because the Squaw Valley area has special housing needs, the County will award density bonuses to commercial and multi-family housing projects if employee housing is provided. Fees for capital improvements and park dedication will be waived for the employee units.*

Projected Units: 100

Progress-to-date: No employee housing units have been built since 1984. High land costs in the resort areas have made any employee housing unprofitable. As it stands, the program cannot provide enough incentives to encourage developers to build employee housing. A regulatory approach (as opposed to incentives) may be necessary to achieve this objective.

Development Agreement Ordinance

Program: *Placer County will enter into development agreements to allow applicants to vest certain development rights before entering into a lengthy review process, in order to encourage housing production.*

Projected Units: 600

Progress-to-date: Development agreements have been used in two residential projects that provided a total of 1,470 units. The Los Lagos project has 375 units and the Tree Lake Development has 1,095 units. Development agreements give the County the opportunity to create flexible design solutions in sensitive areas or on large projects.

Solar Energy Design

Program: *The County will use the subdivision ordinance to ensure that low and moderate income housing is energy efficient and designed for cost-effective passive solar design where practical.*

Projected Units: 500 units

Progress-to-date: The Subdivision Map Act requires all new tracts to be designed, to the extent practical, to take advantage of solar opportunities, and this requirement has been met for several thousand new units. No records on housing units that employ solar energy facilities are maintained by the County; planning staff estimates that only about 30 such units have been built since 1984. The County does not specifically encourage or discourage solar energy design or passive solar use. As it is worded, the program does not give direction on how it can be effectively implemented; the new energy efficiency building codes (Title 24) may fulfill some of the objectives of this program. Explicit incentive or regulatory requirements may be necessary for new development to use solar technology.

Although solar energy opportunities are typically incorporated into new subdivision design, the actual installation of solar facilities for individual housing units is not required. More

information on energy efficiency subdivision and unit design can be found in the section on Energy Conservation Opportunities, page 40.

Master Environmental Impact Report on Large Projects

Program: *Placer County will provide developers the opportunity to prepare a master environmental impact report (EIR) on large, phased development projects, in order to encourage housing production.*

Projected Units: 500

Progress-to-date: A master EIR was used on the two residential projects that executed development agreements with the County — Los Lagos and Tree Lake. A total of 1,470 units were constructed under master EIRs.

Non-profit Housing Corporation

Program: *The County will work with developers to establish a quasi-public, non-profit development corporation to acquire land and develop low and moderate income housing.*

Projected Units: 50

Progress-to-date: The attempts to establish a non-profit development corporation in Placer County failed; no units have been built.

Mortgage Revenue Bond Program

Program: *Placer County will work with the City of Roseville to issue a bond sale for multiple-family units for low and moderate income households.*

Projected Units: 600

Progress-to-date: Although County staff have made attempts, there has not been a mortgage revenue bond sale since 1982. No units have been produced.

The reason mortgage revenue bonds were not pursued further was a lack of interest in the private sector. By the mid-1980s, interest rates had dropped significantly from the early part of the decade. The market was strong enough to support strong housing production without this kind of financing. Thus, while no units were built with mortgage bond financing, housing production during this period was very strong anyway.

Given low borrowing rates available through conventional lenders at this time, interest in mortgage revenue bonds will not likely be strong.

Federally Subsidized New Construction and Rehabilitation

Program: *The County will encourage private developers to participate in federal and state housing programs for new construction and the rehabilitation of low and*

moderate income housing. Programs cited included: Farmers Home Administration (FmHA) Section 502 (homeowner rehabilitation loans); FmHA Section 504 (home repair loans); FmHA Section 515 (rural rental housing program); Housing and Urban Development (HUD) Section 8 (subsidies for existing housing); and HUD Section 202 (rental housing for elderly and handicapped).

Projected Units: 445

Progress-to-date: No significant privately developed low income housing using federal subsidies occurred in unincorporated Placer County during this time. There are several reasons explaining this. First, significant federal programs were being phased out during this time (Section 8 new construction, FmHA 515) which were viewed as the most likely sources of funding. Second, a strong private housing market in the area made it easier for developers to build and sell home using conventional financing without the restrictions and "red tape" of federal programs. Third, there was no non-profit development corporation working in the Placer County area during this time. Fourth, there is no County or regional housing authority or agency that might assist private developers with gap financing or provide technical aid in making applications for federal programs.

Updated Building and Health Codes

Program: *Placer County will continue to update building and health codes.*

Progress-to-date: Codes are updated on a regular basis in accordance with state and local requirements. The procedure helps eliminate inefficient and unnecessary regulations.

Increased Densities near Employment Centers in Urban Areas

Program: *Placer County will encourage increased residential densities (and thus housing supply) near employment centers and within areas designated for intensive urbanization. This work would be accomplished through the South Placer Policy Committee (SPPC). The SPPC is composed of representatives from Placer County and the cities of Roseville, Rocklin, and Lincoln. The purpose of the group is to coordinate the long-range planning in the south Placer area to provide the housing necessary for the employees of new industrial developments.*

Progress-to-date: Although the SPPC still officially exists, the group has not met since 1987. When job development in Placer County did not increase as dramatically as expected, the group's incentive to coordinate plans diminished. Stanford Ranch in the City of Rocklin, did make housing discounts available for people who work within the ranch.

Permit Streamlining

Program: *The County will continue to streamline permit processing.*

Progress-to-date: Placer County maintains several procedures to accelerate the review and approval process. These programs are generally successful and are discussed further in the section on Governmental Constraints.

Review Existing Building Codes

Program: *The County will review existing building codes to eliminate any excess requirements.*

Progress-to-date: All codes are updated regularly as required by state law. During each review cycle, the codes are reviewed for duplication. For example, several pages of the local ordinances were deleted when the state codes added an appendix on snow-load design criteria and regulations.

Low Income Housing Subcommittee

Program: *A low income housing subcommittee will review the housing concerns in the county and make recommendations to the full Community Services Commission.*

Progress-to-date: The subcommittee consist of 21 members—7 elected, 7 private, and 7 at-large representatives. However, the low income housing subcommittee does not meet regularly, nor has it provided policy guidance. A more informal information network exists among the staff, the Board of Supervisors, and citizens interested in housing and social service issues.

Zoning Administrator

Program: *Placer County will continue to use a zoning administrator to review some development permits and expedite the approval process.*

Progress-to-date: The zoning administrator does hear cases and does help to streamline the development process. Additional details on this program are provided in the section on Governmental Constraints.

Housing Office Information Clearinghouse

Program: *The County will designate a housing office to provide general housing information and assist local developers in providing low and moderate income projects.*

Progress-to-date: The Community Services Department functions as the clearinghouse on all housing assistance programs and other emergency and welfare programs.

Regional Monitoring Program

Program: *Placer County, in conjunction with the South Placer Policy Committee, will continue a regional monitoring program for commercial and industrial development and housing available for the employees of those developments.*

Progress-to-date: The SPPC did publish regional reports annually from 1984 through 1987. No reports have been issued since 1987, when the SPPC stopped meeting regularly.

Fair Housing Practices

Program: *Placer County will disseminate information on fair housing loans to promote equal housing opportunity.*

Progress-to-date: The Community Service Department handles all complaints of housing discrimination. Tenant/landlord disputes of low income residents are forwarded to Northern California Legal Services. The program functions well.

OTHER EXISTING HOUSING PROGRAMS

The following are other housing-related programs in Placer County that were either implemented after adoption of the 1984 Housing Element or were otherwise not discussed explicitly in that element.

Fee Reductions or Waivers

In at least two cases, the County has reduced certain development fees in order to assist low income housing projects. Sometimes, fee reductions in combination with other programs such as density bonuses can provide practical incentives to the production of low cost housing.

Group Housing

In accordance with State law, the County permits group housing for six or fewer residents in its residential zones, thus creating more opportunities for physically and mentally disabled persons to live more comfortably and affordably in neighborhoods. Such small scale facilities usually include onsite supervision and/or care for the residents. The facilities are usually simply large single family houses.

Mixed Use Provisions

Allowing housing in conjunction with some compatible non-residential land uses, such as offices and stores, increases the opportunities for relatively low cost units which are conveniently located near jobs and services. This approach to community living was very common in the past, where even in rural towns, apartments or houses were located above or behind businesses. Present-day zoning practices frequently segregate these uses more strictly. In Placer County, housing is allowed in the commercial zones, subject to discretionary review.

Section 8 Rental Subsidies

Low income county residents are eligible for federal rent subsidizes, often referred to as the "Section 8" program. Through this program, administered in Placer County by the Community Services Department, the rents paid directly by low income households are augmented so that their actual expenditures do not exceed 30% of their incomes. Approximately 195 households are currently assisted through Section 8 subsidies. Unfortunately, the program does not address the real level of need in the area; some people who would like to receive this kind of assistance have been on the waiting lists for as long as three years.

Senior Housing Incentives

The County has implemented incentives to encourage housing for senior citizens. Depending on the characteristics of the project, elderly housing may be eligible for reduced parking standards and density bonuses.

HOUSING ELEMENT ADDENDUM, 1991

The County adopted an addendum to its 1984 Housing Element in 1991. The addendum simply listed sites in the county that are suitable for housing in all income categories. It also included information on housing conditions and policies on historic preservation. The land inventory, sites analysis and housing conditions determinations are all updated further in this update of the Housing Element.

LOW INCOME HOUSING DEVELOPMENT IN INCORPORATED AREAS

The objectives in the 1984 Housing Element do not include specific "fair share" allocations for the unincorporated County. This is unusual. The County's position at the time was that the unincorporated territory is fundamentally rural in nature and that higher density development should be directed to the cities, which have the infrastructure and services to better accommodate the higher densities and more affordable homes. This approach or philosophy was accepted by the cities at the time, and by HCD, when the department approved the Housing Element. In light of this approach, it is appropriate for this update to take a brief look at how the incorporated cities and the county as a whole performed since 1984 in terms of affordable housing construction.

First of all, the county as a whole produced more than its fair share of housing units during this time frame. From 1984 through 1988, Placer County's (including the incorporated cities) goal for new housing construction was 12,850. During that time period, 14,652 units were approved for construction, about 114 percent of the goal. Thus, from an overall housing production standpoint, the approach of directing development to the cities did not prevent the county as a whole from meeting its fair share production. (*Local Progress in Meeting the Low Income Housing Challenge*, California Coalition for Rural Housing, 1990.)

However, affordability goals were not met. For example, during this same time frame, the entire county's goal for low income housing production was 9,429 units; only 1,305 were actually produced, only about 14 percent of the overall goal.

Most of the low income housing production occurred in the City of Roseville. Roseville is the largest city in the county, and it is the only one with a housing authority. The Authority has been active with private developers and with a non-profit corporation which has recently undertaken low income housing projects (Project Go). From 1984 through 1988, 1,262 low income units were produced in Roseville, almost all of the county's new supply.

While the county as a whole was not successful in meeting its goals for low income housing, its performance relative to other California jurisdictions was actually close to the statewide average. According to the California Coalition for Rural Housing, between 1984 and 1989, 16 percent of the state's low income housing goal was actually met. Thus, while Placer's contribution to low income housing production was far short of its goal, its performance might be considered typical.

The reasons for the failure of Placer County to meet its affordable housing goals are varied and generally common to other parts of the State. Relying on encouraging the private market to construct low income units is highly unlikely to produce significant numbers of low income housing units. Local government resources, particularly for the unincorporated areas of counties, are limited, both in terms of staff and expertise as well as financing. An important step in Placer County toward more effectively building low income housing include the creation of a regional housing authority which has the expertise to assist private for profit and non-profit developers and the nurturing of a regional non-profit corporation which can directly undertake the construction of low income units.

In sum, the County's approach of encouraging affordable housing production in the incorporated areas did not result in adequate low income housing development, although overall housing production did exceed the countywide goals. However, Placer County's performance in low income housing production was near the average of the State. This suggests that the failure to meet affordability goals was not a result of the approach but reflects the difficulties with low cost housing production experienced by many jurisdictions.

In this Housing Element cycle, the County unincorporated area was assigned fair share allocations by the Sierra Planning Organization, and the County has accepted those allocations as its goals for the next five years.

3.8 LOW INCOME HOUSING CONVERSIONS

Throughout California, many low income housing units that were created through federal subsidies are eligible to convert to market rate units. Federal subsidies originally enabled some housing units to be rented or sold to lower income families at rental rates or sales prices below comparable housing in the community. And although the subsidies often required the establishment of continuing controls on the rental rates or resale price of the units to maintain their affordability, such controls were typically imposed only for a fixed time period (30 years is sometimes required today). As community housing values increase, owners of "affordable", rent-controlled or resale-restricted units can realize substantial profits if they are able to rent or sell at current housing market rates after resale price restrictions have expired. There is little incentive to voluntarily maintain the restrictions.

The conversion of low income housing units to market rate units could significantly reduce the amount of existing affordable housing, depending upon the number of such units in a given community. Accordingly, Housing Elements must identify any low income units that may convert to market rate units within 10 years, analyze the costs of preserving such "at-risk" units versus replacing them, identify resources that could be used to preserve the availability of such units, set objectives for preserving at-risk units and incorporate programs to try to preserve them.

The Low Income Housing Preservation and Resident Homeowner Act (LIHPRHA) was passed by the U.S. Congress as part of the National Affordable Housing Act of 1990. The intent of LIHPRHA is to restrict the ability of federally subsidized affordable housing projects to revert to market rate units, while at the same time providing owners of such projects with alternatives to realize a return on their investment. Such alternatives include either continuing under the program with additional federal incentives, or selling the property with a right-of-first refusal for non-profit or other public agencies.

HUD is currently preparing implementing guidelines for LIHPRHA; those guidelines are expected to be complete on April 1, 1992. While the exact procedures are not yet known, the general steps required for prepayment of the mortgage are outlined as follows:

1. Owners must file a Notice of Intent with HUD if they intend to change the status of their project. The project status can be changed by: pre-paying the mortgage and converting the units to market rate; continuing to operate with additional incentives to keep the project affordable; or selling the project along with incentives to retain the units as affordable.

2. If the owner intends to remain within the program with additional federal incentives, the owner must file a Plan of Action with HUD outlining the proposed course. The plan is reviewed by HUD and if deemed appropriate, a new use agreement outlining the new provisions and conditions is recorded and attached to the deed for the property.

3. If the owner intends to pre-pay the mortgage, HUD will provide the owner with information regarding incentives available to remain in the program. If after reviewing such information the owner still wishes to prepay the mortgage, the Notice of Intent signals the beginning of a twelve month review period in which non-profit or other suitable public agencies have the first option of buying the project and continuing to operate the project under the terms of the original mortgage. If no such agency is interested in the project, it is then offered to the general public under the terms of the existing agreement for a period of three months.

Finally, if no buyer is found who is willing to retain the project under HUD controls, the mortgage can be pre-paid.

Because the implementing guidelines for LIHPRHA are not yet available, the total time required for this process is not clear. However, discussion with HUD staff suggest that the period is likely to be two to three years (Rita Phillips, HUD, personal communication).

One of the options available to such projects is to enter into a Section 241 equity loan and Section 8 rent subsidy contract. This action allows the owners to pull out some of the equity from the project in the form of an equity loan. In order to repay this equity loan, the owner can raise the rents of the units. Low income residents in such projects are only required to pay 30 percent of their gross income as rent; Section 8 monies are then used to make up the difference. Project owners can effectively use the Section 8 monies to repay the loan. The tax advantages of this option generally provide ample incentive for project owners to remain in the program.

INVENTORY OF POTENTIAL AT-RISK UNITS

Using the methodology and checklist supplied by HCD, two federally subsidized projects were identified in the unincorporated area of Placer County, the Forest Hill Apartments, and Snow Cap Apartments.

The first complex contains 34 units, the second 80 units. Both used a Farmers Home Administration (FmHA) Section 515 interest subsidy program. This program is operated by the federal Department of Agriculture to assist the development of multiple-family housing in rural areas. Both projects were approved in 1984.

Section 515 provides rent low interest loans to public and private developers of multi-family housing in exchange for offering their units to low income persons (similar to HUD Section 236 loans as discussed above). Renters pay up to 30 percent of their income in rent.

FmHA Section 515 projects have the option of prepaying the mortgage loan and removing the units from the affordable program. However, for these particular projects, the owners cannot file to prepay the mortgage for at least 20 years from the beginning of the project. The project will not be eligible for mortgage prepayment unit 2004. During the life of the Housing Element, the units are not at risk of losing their affordable status.

In another density bonus project (approved but not yet constructed), the County imposed a restriction on conversion to market rates for 30 years. The units will not be at risk during the effective life of the current Housing Element. In summary, there are currently no units considered at risk in the unincorporated portions of Placer County.

3.9 LAND AND SERVICES FOR RESIDENTIAL DEVELOPMENT

ADEQUATE SITES FOR NEW HOUSING

If an adequate supply of new housing is to be provided during the term of the Housing Element, sufficient land must be available for development of the new units needed. Enough vacant land must be zoned to allow the construction of multiple-family housing, single-family and mobile homes, and specialized housing, at densities that will satisfy the objectives of the Housing Element for the number and type of housing units needed by all income groups. The land zoned for residential development must also have access to the infrastructure necessary to accommodate the new housing. Adequate water, sewage treatment capacity, and road capacity must all be available, or new housing development will not be possible even if sufficient vacant residential land exists.

The State law governing the preparation of Housing Elements emphasizes the importance of an adequate land supply to providing sufficient numbers and types of housing units by requiring that each Housing Element ". . . identify adequate sites . . . to facilitate and encourage the development of a variety of types of housing for all income levels . . ." (Government Code Section 65583(c)(1)). This report documents the availability of adequate sites by:

- Reviewing the number of housing units that must be constructed to satisfy the County's Fair Share requirement.
- Describing the types of zoning necessary to allow the construction of various types of housing units.
- Identifying the holding capacity of areas that are presently zoned for housing development and determining how many more housing units can be constructed under existing zoning.
- Reviewing the infrastructure available to serve the residentially-zoned areas to determine whether it can feasibly serve more housing units.

Number and Type of New Housing Units Needed

The *Regional Housing Needs Plan* prepared by the Sierra Planning Organization (SPO) has forecast a need for a total of 5,178 new housing units in the unincorporated areas of Placer County from 1990 to 1997. The SPO forecast breaks down the total number of units needed into household income categories, and notes that 2,152 additional units will be needed for households of very low and low income, 1,143 units will be needed for households of moderate income, and 1,884 additional units will be needed for households of above moderate income. Section 3.3 of this report explains the differences between the different income levels.

Section 3.3 also notes that the housing needs for low income households in Placer County can best be satisfied through the construction of more rental housing. Therefore, the 2,152 new housing units that will be needed by "very low" and "other low" income households should primarily be various types of multi-family housing units, including duplex, triplex, and fourplex developments, as well as larger apartment projects. The needs of "moderate" and "above moderate households can be satisfied through the construction of 3,027 additional detached single-

family units, or a combination of such units and mobile homes, and condominium-type projects in multi-family structures.

Zoning Required to Accommodate Housing

The locations where new housing may be developed in the County and the maximum number of units that may be approved on a single site are determined by the County's zoning regulations. Some zones allow housing units of various types, and other zones (industrial, for example) allow no residential land uses. Each zone that allows housing also has density requirements that determine the maximum number of housing units that can be developed on a single site.

The *Placer County Zoning Ordinance* allows the development of housing in 19 of its 28 primary zones. Table 3-37 lists the different types of residential land uses identified by the Zoning Ordinance, and shows the zones in which they are allowed, together with the type of land use permit required to gain authorization for residential development in each zone. Single-family dwellings (including mobile homes outside of mobile home parks) are allowed as uses-by-right (requiring no discretionary land use approval) in 12 zoning classifications. Multi-family residential development of 20 or fewer units is allowed by right in six zoning classifications, and with conditional use permit approval in five additional zones. Such developments that contain 21 or more units are allowed with conditional use permit approval in 11 zones. The areas where multi-family housing is allowed with conditional use permit approval also include three commercial zones. The minimum area for the subdivision of new parcels and the maximum residential density allowed in each zone is shown on Table 3-39.

The *Squaw Valley Land Use Ordinance* allows housing in six of its eight zoning classifications. Conditional use permit approval is required for all projects of 20 or more units, and Planned Unit Development (PUD) approval is required for all residential development in the Squaw Valley residential zones. Table 3-38 shows the Squaw Valley zoning classifications and their land use permit requirements for residential development.

TABLE 3-37

ZONES ALLOWING HOUSING, AND LAND USE PERMIT REQUIREMENTS Placer County 1990

Type of Residential Use / Zone Districts

	Residential Zones										Commercial Zones						Agriculture Zones			
	R-1	R-2	R-3	TR-1	TR-2	TR-3	TR-4	AR	FR	R-P	C-1	C-2	SC	HS	RF	APT	AE	F	TPZ	U
Agricultural worker housing								A												
Apartments and dwelling groups											CUP	CUP	CUP			CUP				
Duplexes		A	A					CUP										CUP		A
Duplexes and apartments <=20 units		A	A		A	A	A							A						
Duplexes and apartments >=21 units		CUP	CUP		CUP	CUP	CUP							CUP						
Labor supply camps																		CUP		
Mobile home parks			CUP				CUP				CUP	CUP	CUP							
Mobile home to house agricultural workers								CUP										CUP		
Resident/community care homes														A						
Residential care homes, 6 or fewer clients	A	A	A	A	A	A	A	A					CUP					A		
Residential care homes, 7 or more clients				A	A	A	A	CUP										CUP		
Rooming and boarding houses		A	A			A	A													A
Rooming and boarding, 4 or less people	A	A	A	A	A	A	A													
Second residential unit	CUP	CUP	CUP					CUP		CUP					CUP			CUP		
Single-family dwellings	A	A	A	A	A	A	A	A	A	A					A		A	A		A
Timber management employee residence																			CUP	

Key to Permit Requirements

Allowed use, zoning compliance required	A
Conditional use permit required	CUP
Use not allowed	

Key to Zoning Category Codes

R-1	Single Family Residential
R-2	Medium Density Multiple Residential
R-3	High Density Multiple Residential
TR-1	Single Family Residential, Tahoe
TR-2	Low Density Multiple Residential, Tahoe
TR-3	Multiple Residential, Tahoe
TR-4	Motel District
AR	Agricultural Residential
FR	Forest Residential
R-P	Residential Professional
C-1	Neighborhood Commercial
C-2	General Commercial
SC	Neighborhood Shopping Center
HS	Highway Service
RF	Recreation and Forestry
APT	Airport
AE	Agricultural Exclusive
F	Farm
TPZ	Timberland Preserve
U	Unclassified

TABLE 3-38

SQUAW VALLEY ZONES ALLOWING HOUSING, AND LAND USE PERMIT REQUIREMENTS
Placer County 1990

Type of Residential Use	Zone Districts					
	Residential		Commercial Zones			
	LDR	HDR	VC	EC	HC	AC
Condominiums	PUD					
Condominiums, including timeshare units		PUD				
Condominiums, including timeshare, not exceeding 30 bedrooms/acre				A		
Condominiums, timeshare			A			
Employee housing			A		A	
Living quarters for emergency ski personnel						A
Multi-family dwellings, apartments		PUD				
Multi-family dwellings, apartments not exceeding 25 bedrooms/acre				A		
Multi-family residential projects			A			
PUD/condominiums not exceeding 25 bedrooms/acre				A		
Rooming and boarding not to exceed 4 persons	PUD	PUD				
Single-family dwellings	PUD	PUD				
Any of the above in projects of more than 20 units per acre	CUP	CUP	CUP	CUP	CUP	CUP
All timeshare projects		CUP	CUP	CUP		

Key to Permit Requirements

Allowed use, zoning compliance required	A
Conditional use permit approval required	CUP
Planned Unit Development (PUD) approval required	PUD
Use not allowed	

Key to Zoning Category Codes

LDR Low Density Residential
HDR High Density Residential
VC Village Commercial
EC Entrance Commercial
HC Heavy Commercial
AC Alpine Commercial

Land Available for Residential Development

The amount of land that can accommodate additional housing units under the existing Placer County General Plan and Zoning Ordinance can be examined in different ways to determine its holding capacity—the maximum number of housing units that could be allowed. One measure of holding capacity can be used to estimate the maximum number of single family dwellings that can be constructed is the number of separate residential lots available. A more useful and accurate way of determining holding capacity is to evaluate residentially zoned land in terms of its specific zoning and the number of housing units that the residential density established by the zoning will allow. For comparison purposes, however, both approaches are discussed below.

According to the records of the Placer County Assessor, there are a total of 12,866 residentially-zoned vacant parcels in Placer County that may be subdivided further under existing zoning requirements. There are also 6,164 vacant residential lots that are already subdivided to their maximum density allowed by zoning. The *minimum* number of additional housing units that could be accommodated in the unincorporated areas under existing zoning is, therefore, 19,030 dwellings, at a density of one unit per parcel.

When the actual residential densities allowed by zoning are multiplied by the number of acres in each zoning classification, the potential holding capacity of the existing zoning in Placer County is even greater. Information on the acreage in each zoning classification was obtained by using a computerized geographic information system (GIS). A digitized map of all the zoning in the unincorporated areas was first created, after which the area of each zone was calculated, and multiplied by its allowable density to determine the number of possible housing units. Allowable density was determined by the Zoning Ordinance provisions applicable to the zone itself in some cases (for example, the R-1 zone can allow one primary dwelling for each 10,000 square foot lot), and in others by an "overlay zone" known as the "Combining Building Site" district, which is coded on the County's zoning maps with a "-B" suffix to the base zone. When the "-B" combining district is used, it establishes minimum lot area requirements for new subdivisions in the area to which it is applied that override the requirements of the base zone.

As shown by Table 3-40, the 19 zoning categories that allow the development of single- and multi-family housing units could theoretically accommodate a total of 233,795 units if all the land were developed with housing at the maximum allowed density. However, a more realistic calculation of holding capacity that assumes no significant residential development on commercially-zoned land and that all other land that could accommodate residential development would be developed to only 80 percent of its maximum capacity under zoning. Deducting the 54,035 housing units that could theoretically be accommodated in the C-1, C-2, SC, HS, and TR-4 zones, would reduce the total number of possible units to 179,760. Eighty percent of that number would be 143,808 housing units. Under that more realistic holding capacity, 101,308 housing units could be accommodated in the unincorporated areas of Placer County in addition to the 42,507 existing units, a 239 percent increase.

Because housing that is constructed as attached units (condominiums, duplexes, apartments, etc.) is normally more affordable to households of low and moderate income than detached single family units, it is also useful to compare the difference between holding capacity and those types of existing units. As shown on Table 3-40, the residential zoning categories that are primarily intended for multiple family housing units (R-2, R-3, TR-2, TR-3) could accommodate a theoretical total of 78,867 units. Using an 80 percent buildout factor, the multi-family zones

could accommodate 63,094 housing units. Given that the 1990 Census indicates that the unincorporated areas of Placer County had 2,931 attached housing units (see Table 3-4, Occupied Housing Units by Type), existing zoning could accommodate an additional 60,163 attached units.

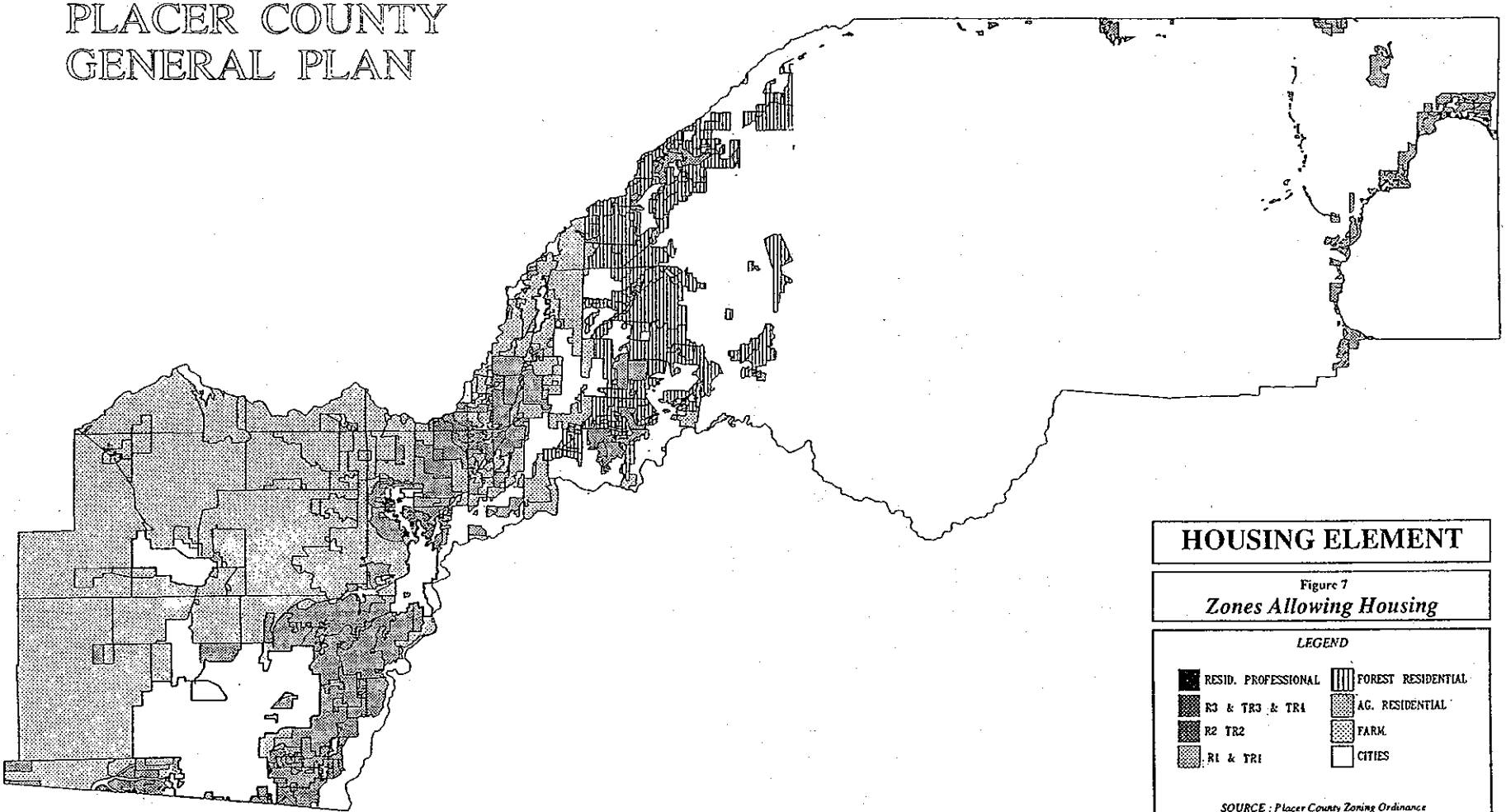
Although not shown in tabular form, the residentially-zoned areas covered by the *Squaw Valley Land Use Ordinance* could accommodate 1,713 lots. The holding capacity in terms of housing units is difficult to determine because the Land Use Ordinance expresses allowable density in terms of "bedrooms per acre." A maximum of 10 bedrooms per acre is allowed in the Low Density Residential (LDR) zone, and 25 per acre in the High Density Residential Zone (HDR). Based on the actual land area of each zoning classification, the 160 acres of HDR zoning could accommodate 4,000 bedrooms, or 1,000 four-bedroom units; the 280 acres of LDR zoning could accommodate 2,800 bedrooms, or 700 four-bedroom units.

LOCATION OF SITES AND SERVICES

The vacant and underutilized parcels that are presently zoned to allow residential development and are most suitable for housing for low and moderate income households are those in or near existing urban areas, where the land is relatively level, smaller parcels are allowed and land costs are lower than in areas of larger parcels and/or steep terrain. Such parcels are found in various locations within the unincorporated areas of the County, particularly in the R-1, R-2, R-3 zones that are applied in and around urban areas. The location of residential zoning in the unincorporated areas is shown on Figures 7 and 8.

The same areas that are most suitable for the development of low and moderate income housing units are also those with the infrastructure most capable of accommodating additional units. County zoning practices result in the application of the "urban-scale" residential zones (R-1, R-2, R-3) primarily where adequate infrastructure exists or can be provided along with the new development.

PLACER COUNTY GENERAL PLAN



HOUSING ELEMENT

Figure 7

Zones Allowing Housing

LEGEND

- RESID. PROFESSIONAL
- R3 & TR3 & TR4
- R2 TR2
- R1 & TR1
- FOREST RESIDENTIAL
- AG. RESIDENTIAL
- FARM
- CITIES

SOURCE : Placer County Zoning Ordinance

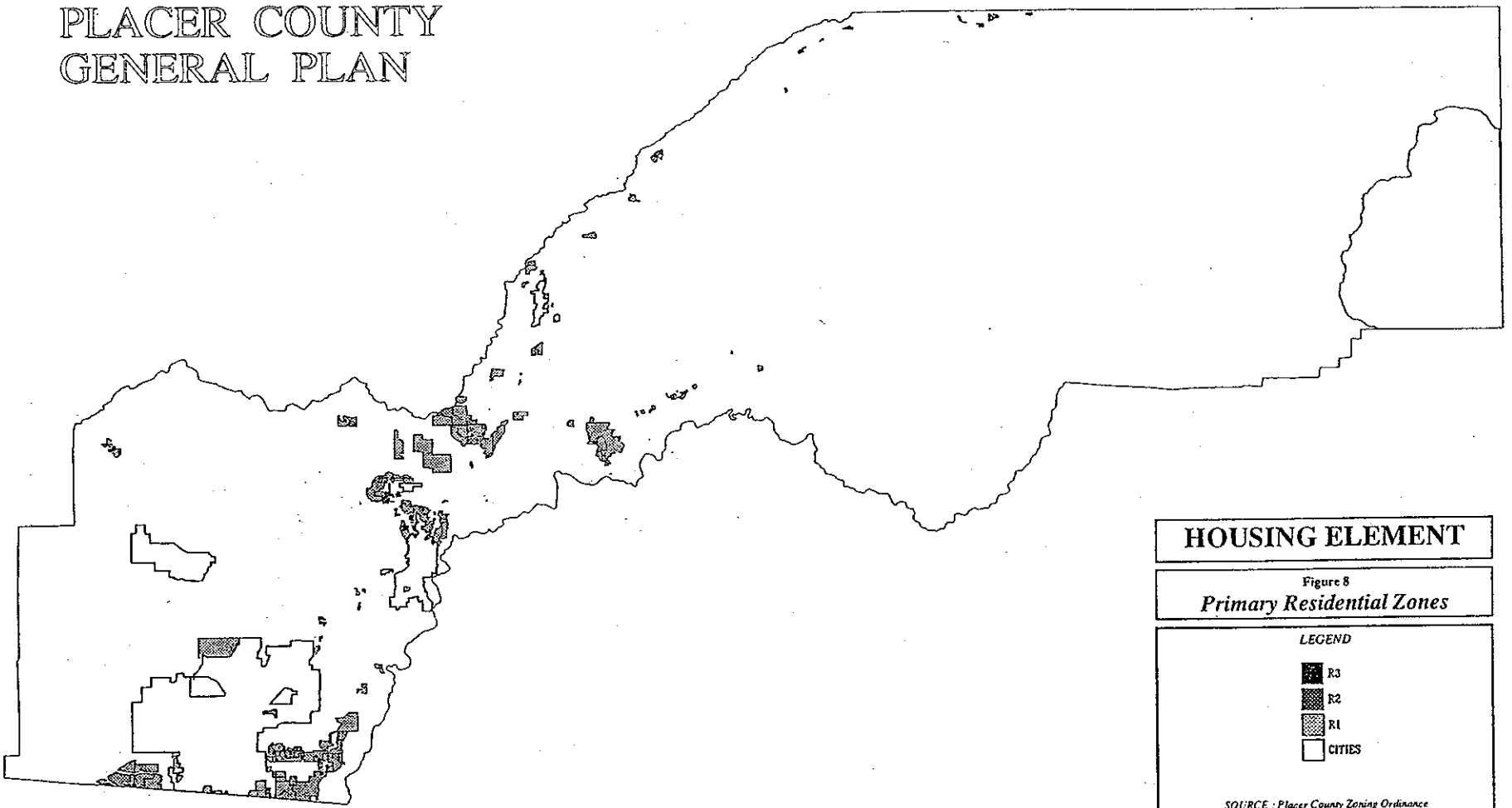
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Scale: 1" = 20,000'

Date: 2/3/92

Prepared by:
Crawford Multari & Starr

PLACER COUNTY
GENERAL PLAN



HOUSING ELEMENT

Figure 8

Primary Residential Zones

LEGEND

- R3
- R2
- R1
- CITIES

SOURCE : Placer County Zoning Ordinance

Scale: 1" = 20,000

Date: 2/3/92

Prepared by:
Crawford Multari & Starr

TABLE 3-39

RESIDENTIAL DENSITIES ALLOWED BY EXISTING ZONING[1]
Placer County

Zone	Map Code	Minimum Parcel Size[2]	Maximum Density (units per acre)
Single Family Residential	R-1	4,000 sq.ft to 40 ac.	0.025 to 11[3]
Medium Density Multiple Residential	R-2	4,000 sq.ft. to .8 ac.	14.5[3]
High Density Multiple Residential	R-3	2,500 sq.ft. to .8 ac.	21.8[3]
Single Family Residential, Tahoe	TR-1	6,500 sq.ft. to 40 ac.	0.025 to 6.7
Low Density Multiple Residential, Tahoe	TR-2	10,000 sq.ft. to 1 ac.	9.9[3]
Multiple Residential, Tahoe	TR-3	8,700 to 20,000 sq.ft.	14.5[3]
Motel District	TR-4	8,700 to 20,000 sq.ft.	14.5[3]
Agricultural Residential	AR	10,000 sq.ft. to 160 ac.	0.006 to 4.4[3]
Forest Residential	FR	10 to 640 ac.	0.001 to 0.1
Residential Professional	R-P	10,000 sq.ft. to 2.3 ac.	0.43 to 4.4[3]
Neighborhood Commercial	C-1	10,000 sq.ft.	21.8
General Commercial	C-2	5,000 to 6,000 sq.ft.	21.8
Neighborhood Shopping Center	SC	5,000 to 6,000 sq.ft.	21.8
Highway Service	HS	8,000 sq.ft.	21.8
Recreation and Forestry	RF	2.3 to 20 acres	0.05 to 0.43[3]
Airport	APT	40,000 sq.ft.	1.1
Agricultural Exclusive	AE	20 acres	0.05
Farm	F	20,000 sq.ft. - 160 ac.	0.006 to 2.2[3]
Unclassified	U	6,000 to 20,000 sq.ft.	2.2 to 7.3

Notes: [1] Zones that allow no residential use or employee housing only are not listed.
[2] The minimum area required for new subdivision parcels is determined by the base zoning applied to a particular parcel, and any -B, Combining Building Site overlay zone.
[3] Does not include the second residential units that are also allowed by this zone.

Source: *Placer County Zoning Ordinance*, May 1990.

TABLE 3-40

ACREAGE IN ZONES ALLOWING HOUSING, AND THEIR HOLDING CAPACITY[1]
Placer County
(unincorporated areas)

Zone	Map Code	Acres Zoned	Holding Capacity (housing units)
Single Family Residential	R-1	20,099	28,543
Medium Density Multiple Residential	R-2	330	7,194
High Density Multiple Residential	R-3	3,061	66,729
Single Family Residential, Tahoe	TR-1	11,163	26,602
Low Density Multiple Residential, Tahoe	TR-2	187	1,851
Multiple Residential, Tahoe	TR-3	213	3,093
Motel District	TR-4	446	6,467
Agricultural Residential	AR	45,271	18,505
Forest Residential	FR	62,791	4,224
Residential Professional	R-P	173	743
Neighborhood Commercial	C-1	454	9,897
General Commercial	C-2	827	18,029
Neighborhood Shopping Center	SC	479	10,442
Highway Service	HS	422	9,200
Recreation and Forestry	RF	3,061	687
Airport	APT	110	NA
Agricultural Exclusive	AE	325	16
Farm	F	200,230	21,313
Unclassified	U	118	260
Housing Unit Theoretical Holding Capacity			**233,795**
Existing Housing Units (1990 Census)			**42,507**
Additional Housing Units Theoretically Possible			**191,288**

Notes: [1] Zones that allow no residential or only employee housing are not listed.
Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.
Placer County Zoning Ordinance, May 1990.

CONCLUSIONS

There is clearly abundant, properly-zoned land available for additional residential development in the unincorporated areas of Placer County to serve the needs of all household income levels. The following table compares the number of housing units needed by 1997 (as determined by the Sierra Planning Organization) with the number of housing units that could be accommodated by existing residential zoning, assuming an 80 percent buildout factor. Appendix B illustrates several specific sites that are zoned for residential uses at a variety of densities, which could accommodate the County's fair share through 1997.

TABLE 3-41

COMPARISON OF HOUSING NEEDS AND HOLDING CAPACITY
Placer County

Type of Unit	Existing Housing Units*	Additional Units Needed 1992-1997**	Additional Units Possible Under Existing Zoning
Single Family***	27,898	3,026	38,214
Multi-Family	2,931	2,152	63,094
Total	30,829	5,178	101,308

Notes: * Total number of housing units represents only those that were identified by the 1990 Census as being occupied year-round.
** Number of single family units needed combines SPO estimates of housing need for moderate and above moderate income households. Number of multi-family units needed combines SPO estimates of housing need for very low and other low income households.
*** For the purposes of this table, single family units include mobile homes and trailers.

Source: Sierra Planning Organization.
Placer County Zoning Ordinance, May 1990.
Crawford Multari & Starr.

3.10 GOVERNMENTAL CONSTRAINTS

The price of a home is based on five basic costs: land, materials, labor, the interest rate for borrowing money, and government actions. The cost of the first three items (land, materials, and labor) are determined by the market economy (although government actions can clearly affect land cost), while the fourth item, lending rate, is largely set by the federal government. These items are discussed in the section on non-governmental constraints. This section focuses on the last item, the existing practices local governments can most easily influence to reduce the cost of housing. Governmental constraints include local land use controls, on- and off-site development standards, building and housing codes, permit processing times, permit processing fees, residential development fees, and delays in permit processing that can cause increases in financing cost.

LOCAL LAND USE CONTROLS

The Placer County Zoning Ordinance is currently under revision and is expected to be completed soon. The residential zoning designations for both the draft and current versions of the document are shown in Tables 3-42 and 3-43. The following discussion and Table 3-42 are based on the September, 1991 administrative draft of the new ordinance, that has not yet been adopted.

The Administrative Draft Placer County Zoning Ordinance has four residential districts: Agricultural-Residential, Forest-Residential, Multi-Family Residential, and Single-Family Residential. The residential uses allowed in those districts (either uses-by-right or subject to discretionary land use permit approval) are: single-family dwellings, farm labor housing, mobile home parks, mobile homes, multi-family dwellings, residential care homes, secondary dwellings, senior housing projects, and temporary dwellings. Residential uses are also allowed (some with conditional use permits) in commercial zones; these uses are mobile home parks, multi-family units, residential care homes, and senior housing projects. Farm labor housing, mobile homes, residential care homes, secondary dwellings and single-family dwellings are permitted or permitted conditionally in the Agriculture-Exclusive and the Farm zone designations. Table 3-42 shows minimum lot area and average density allowed in each zone.

The Administrative Draft version of the Placer County Zoning Ordinance has fewer zoning classifications and is generally less restrictive than its predecessor. While the 1990 version has many multi-family designations, the 1991 version simplifies and consolidates them into one category and lowers the minimum residential lot area. The residential and professional zoning designation from the 1990 ordinance is replaced by the commercial planned development designation which allows a higher density of residential units.

Both versions of the zoning ordinance are notable in that they allow residential development in almost all zoning categories (industrial zoning is the exception). This allows flexibility and increases the amount of land available for housing. Conversely, the large minimum lot sizes and low density required in single-family residential areas consumes land available for housing and increases the cost of housing in such areas.

TABLE 3-42

PROPOSED REGULATIONS FOR ZONES PERMITTING RESIDENCES
Placer County 1991

Zoning Designations	Minimum Residential Lot Area	Average Maximum Residential Density (units per acre)
Single-Family Residential	10,000 square feet	4
Multi-Family Residential	6,000 square feet	7 single-family 22 multi-family
Agricultural-Residential	40,000 square feet	1
Forest-Residential	10 acres	.1
Commercial Planned Development	not specified	22
General Commercial	6,000 square feet—corner lots 5,000 square feet—interior lots	22
Highway Services	6,000 square feet	22
Motel District	10,000 square feet	4 single-family 15 multi-family
Neighborhood Commercial	10,000 square feet	14 Lake Tahoe area 22 all others
Resort	40,000 square feet	1
Agricultural Exclusive	20 acres	.05
Farm	200,000 square feet	.2

Source: *Administrative Draft Placer County Zoning Ordinance*, 1991.

TABLE 3-43

REGULATIONS FOR ZONES PERMITTING RESIDENCES
Placer County 1990

Zoning Designations	Minimum Residential Lot Area	Average Maximum Residential Density (units per acre)
Single-Family Residential	10,000 square feet	4
Medium Density Multiple Res.	6,500 square feet-duplex 10,000 square feet-apartments	7 duplex 15 apartments
High Density Multiple Res.	6,500 square feet-duplex 10,000 square feet-apartments	7 duplex 22 multi-family
Residential and Professional	10,000 square feet	4
Single Residence Tahoe	10,000 square feet	4
Low Density Multiple Res., Tahoe	10,000 square feet	10
Multiple Residence Tahoe	10,000 square feet	10
Motel District Tahoe	10,000 square feet	15
General Commercial	6,000 square feet-corner lots 5,000 square feet-interior lots	22
Highway Service	8,000 square feet	22
Neighborhood Shopping Center	10,000 square feet	22
Neighborhood Commercial	10,000 square feet	22
Unclassified	6,500 square feet-corner lots 6,000 square feet-interior lots 10,000 square feet-septic tank 20,000 square feet-septic & well	unspecified
Agricultural Exclusive	20 acres	.05
Agricultural-Residential	10,000 square feet	4
Farm	200,000 square feet	.2

Source: *Placer County Zoning Ordinance*, 1990.

ON- AND OFF-SITE DEVELOPMENT STANDARDS

The setback requirements for residential uses in residential zones, as specified in the Administrative Draft Placer County Zoning Ordinance, are listed in Table 3-44. These setbacks are similar to other communities throughout the state and are not a constraint to the development of affordable housing. Table 3-45 shows the setbacks from the 1990 version of the zoning ordinance.

The Administrative Draft of the Placer County Zoning Ordinance has consolidated the multi-family designations from the 1990 version into one category and has not called out a specific zone for Tahoe units. The setbacks are roughly equivalent in the two versions of the ordinance. The lot coverage requirement varied from 30 to 40 percent in the 1990 version, but are simplified to 35 percent in the administrative draft.

The setbacks and maximum coverage requirements in both versions are not unusually restrictive to the construction of housing. The side setbacks are lenient and allow a great deal of flexibility in building placement.

TABLE 3-44

PROPOSED SET-BACK REQUIREMENTS IN RESIDENTIAL ZONES
Placer County 1991

Zone Designation	Front Setback	Side Setback	Rear Setback	Maximum Coverage
Single-Family Residential	20 feet	15 feet total, 5 feet minimum	10 feet	35 percent
Multi-Family Residential	20 feet	15 feet total, 5 feet minimum	10 feet	35 percent
Forest-Residential	50 feet	25 feet, 30 feet on parcels 1 acre or larger	25 feet, 30 feet on parcels 1 acre or larger	10 percent
Agricultural-Residential	50 feet	20 feet, 30 feet on parcels 1 acre or larger	20 feet, 30 feet on parcels 1 acre or larger	10 percent

Source: *Administrative Draft Placer County Zoning Ordinance*, 1991.

TABLE 3-45

SET-BACK REQUIREMENTS IN RESIDENTIAL ZONES
Placer County 1990

Zone Designation	Front Setback	Side Setback	Rear Setback	Maximum Coverage
Single-Family Residential	20 feet	10 feet for corner lots 15 feet total, 5 feet minimum for interior lots	10 feet	35 percent
Medium Density Multiple Residential	20 feet	10 feet for corner lots 15 feet total, 5 feet minimum for interior lots	10 feet	40 percent (duplex), 30 percent (apartments)
High Density Multiple	20 feet	10 feet for corner lots 15 feet total, 5 feet minimum for interior lots	10 feet	40 percent (duplex), 30 percent (apartments)
Residential and Professional	20 feet	15 feet total, 5 feet minimum	10 feet	40 percent
Single Residence Tahoe	20 feet	10 feet for corner lots 15 feet total, 5 feet minimum for interior lots	10 feet	35 percent
Low Density Multiple Residential Tahoe	20 feet	10 feet for corner lots 15 feet total, 5 feet minimum for interior lots	10 feet	30 percent
Multiple Residence	20 feet	10 feet for corner lots 15 feet total, 5 feet minimum for interior lots	10 feet	30 percent
Forest Residential	50 feet	25 feet	25 feet	10 percent
Agricultural-Residential	25 feet	none	60 feet	10 percent

Source: *Placer County Zoning Ordinance*, 1990.

BUILDING AND HOUSING CODES

The Placer County Building Code is based on the Uniform Building Code (UBC) which determines the minimum residential construction requirements for all of California. There are no significant additions to the UBC required for residential construction in the lower elevations of the county. Slight modifications are required above a 5,000-foot elevation; special roof design requirements to accommodate snow loads, and avalanche protection are the two additional requirements established for specific areas in the higher elevations. These do not pose significant impediments to construction and are reasonable in areas prone to snowy conditions.

CODE ENFORCEMENT

Like most jurisdictions, the County responds to code enforcement problems largely on a complaint basis. The usual process is to conduct a field investigation after a complaint has been submitted. If the complaint is found to be valid, the immediacy and severity of the problem is assessed. The more pressing the problem, the more urgent the County action. Usually, through a combination of letters and phone calls and/or site visits, voluntary compliance is elicited. In cases where the problems are severe and appeals to voluntary solutions to them are unsuccessful, the County will take to more aggressive actions. In rare cases, the units may be declared hazards and posted as such and/or legal compliance may be forced through action taken by the District Attorney or County Counsel's office.

The County's philosophy is to effectively mitigate serious health or safety problems, but to allow the property owner a reasonable amount of time and flexibility in compliance. Thus, the enforcement practices have not resulted in the reduction in affordable housing either 1) from landlords deciding to leave units vacant rather than paying for code compliance, or 2) by driving the rents up to less affordable levels to cover the costs of rehabilitations. A balance is sought between ensuring that housing is safe and avoiding the potential loss of affordable housing units through unnecessarily strict enforcement practices.

Based on discussions with the affected departments, there is no indication that code enforcement practices have unduly penalized older dwellings or have inhibited rehabilitation.

PERMIT PROCESSING TIMES

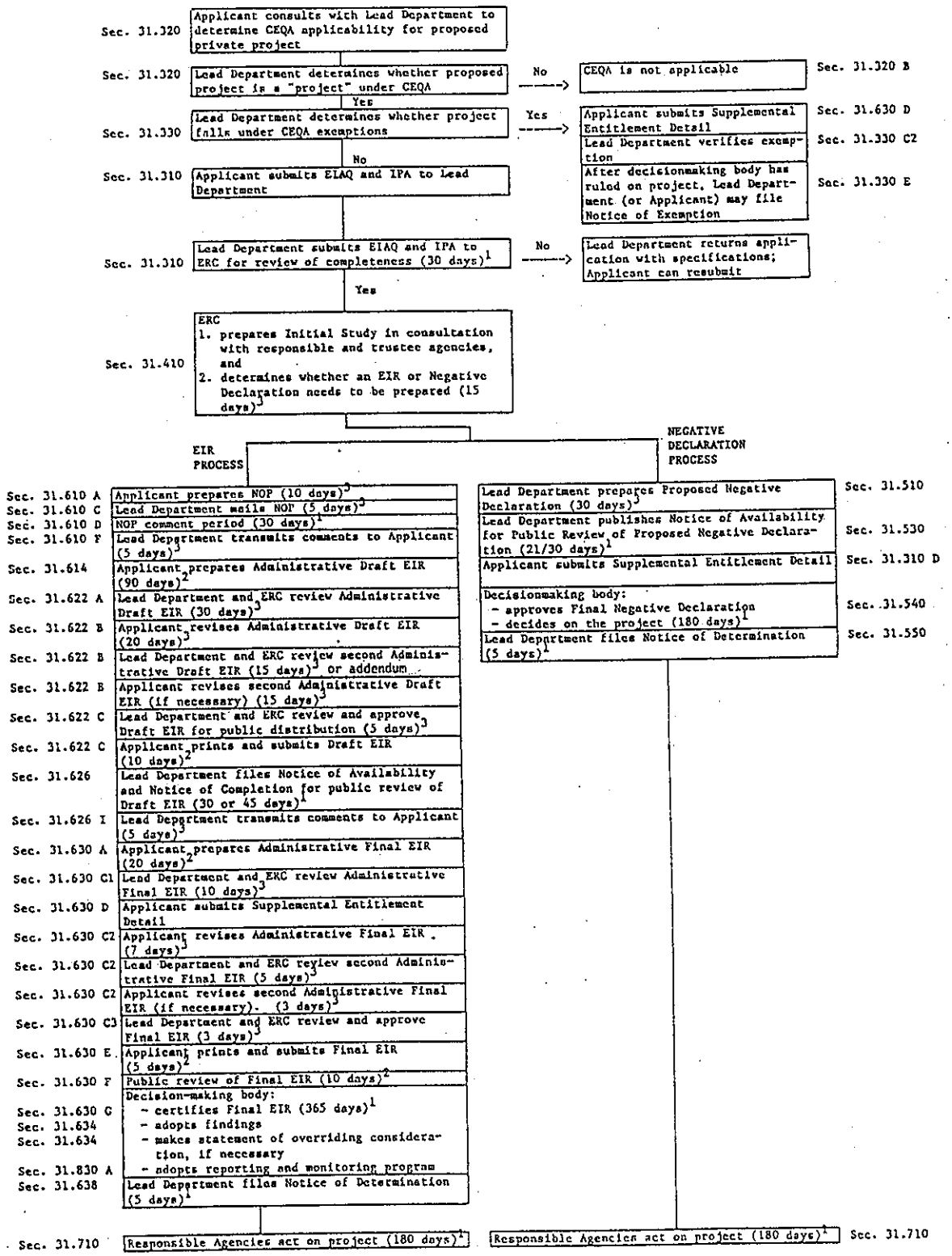
Permit processing times in Placer County are very reasonable in comparison to other California communities. The County employs a Zoning Administrator to make decisions on most conditional use permits, variances, time extensions, and administrative reviews. This provides additional available time on Planning Commission agendas and minimizes the time spent on projects by the planning staff. The usual turn-around for a Zoning Administrator decision is five weeks after the receipt of a complete application.

Residential development projects requiring environmental review and a discretionary planning approval that are on flat ground with available sewer, water, and electricity would take about eight months to process through the Placer County Planning Department; more complicated sites typically take more time.

The time line and review procedure for discretionary development approvals in Placer County are detailed in Figure 9. Longer processing times are mainly the result of site constraints

Figure 9

PROCESSING TIMELINES
Placer County 1992



1/Required by State Law and County Code
2/Required by County Code
3/Adopted by Board policy (Minute Order 90-10, 8/28/90)

NOTE: Section numbers refer to appropriate section of Placer County Environmental Review Ordinance.

(wetlands, vernal pools, steep slopes, paleontology or archaeology finds), inadequate submittal, and/or review and comment by numerous other agencies.

PERMIT PROCESSING AND RESIDENTIAL DEVELOPMENT FEES

Table 3-46 shows various processing fees for Placer County and compares them to similar fees in Roseville, Rocklin, Lincoln, and Sacramento County. The numbers are based on a 1,800 square foot house with a two car garage.

The residential development fees are not excessive and do not present an obstacle to the production of affordable housing. Placer County generally charges less fees than the adjoining cities and Sacramento County. In areas where sewer connection fees are more than $2,000 (Auburn area, Folsom Lake, Lakeshore Estates, Sunset-Whitney, and Sabre City), the Placer County fees are about equivalent to those of Sacramento County.

TABLE 3-46

RESIDENTIAL FEE COMPARISON BY COUNTY AND CITY
Placer County 1991

	Fee Amount				
Type of Fee	**Placer County**	**Roseville**	**Rocklin**	**Lincoln**	**Sacramento County**
Building permit	$652	$752	$1,336	$789	$393
Plan check	311	733	868	511	322
Sewer connection	1,500 to 3,500	2,600	3,410	3,132	1,104
Water connection	355	1,831	3,418	2,755	1,958
Water meter	0	0	125	121	0
Residential construction	0	432	0	0	0
Parks	1,080	1,268	900	453	700
Fire service construction tax	0*	655	0	0	0
Traffic mitigation	2,000	2,251	3,005	1,958	700
Refuse	0	57	0	85	0
Drainage	0	0	0	0	667
Building occupancy	0	0	0	0	0
Community services	0	0	0	2,230	0
Electric	0	1,500	0	0	0
School mitigation	2,844	2,844	2,844	2,844	2,844
TOTAL	$6,972 to $8,972	$14,923	$15,906	$14,878	$8,688

* In most cases

Source: City of Roseville General Plan Housing Element, 1991.
Placer County Planning Department, 1991.

IMPEDIMENTS TO AFFORDABLE HOUSING PRODUCTION IN THE TAHOE AREA

As part of the report prepared by Connerly & Associates, *Is the TRPA Code Consistent with the Affordable Housing Goals in the Tahoe Regional Plan?*, the consultants reached several conclusions about constraints to affordable housing in the Tahoe area. The following paragraphs are excerpts from that document.

> "Perhaps the greatest impediment to the production of affordable housing does not lie with any specific requirement of the TRPA Code, but is the sum total of the regulatory system under TRPA. The goal of affordable housing cannot be met without some trade-offs between the application of specific environmental protection measures and the accommodation of lower-income workers, without whom the economic vitality of the basin would suffer greatly. Unfortunately, the resources and techniques available to subsidize the added costs of affordable housing development in the basin are inadequate to be of use in more than a few projects.
>
> Specific development standards are only part of the effect that the Regional Plan has on housing, and in some cases will not be the most important effect. Because of the rationing process required under the allocation and development rights system set up by TRPA, the total number of developable sites and the number of sites that can be developed in any one year are controlled. This artificial control on the supply of land has inevitably resulted in large increase in land costs. It has also resulted in inflated property values for existing properties.
>
> Not only does the restriction of development in the basin increase development costs for new housing construction, but it also creates a disincentive for rental property owners to invest in maintaining their properties. Because affordable rental housing in such short supply, most rental owners can keep their units occupied with a minimum investment in property maintenance. Those rental owner who do wish to rehabilitate their dwelling units must still comply with TRPA standards that apply to existing as well as new dwelling units. The natural reaction to these market conditions is to delay housing rehabilitation. Given the harsh climate of the basin and the need for more frequent maintenance of dwelling units, even small disincentives to rehabilitation can lead to the rapid deterioration of housing units.
>
> The TRPA Plan and its implementing regulations are not the only cause of affordable housing problems at Lake Tahoe. One must also recognize that because of the extreme attractiveness of the lake and the high maintenance costs of housing in the basin, it is likely that housing costs would be substantially higher than in many other parts of California and Nevada, even in the absence of the level of regulation imposed by the TRPA Plan.

In sum, TRPA's regulations have little direct affect on rehabilitation of basic structural components of existing housing units. They may, however, discourage significant additions or wholesale remodeling that involve significant changes to the building size or location. This is not considered a major impediment to rehabilitation of substandard buildings.

TRPA's regulations, however, do have a more significant secondary effect on rehabilitation in the Tahoe area; that is, because the regulations make new construction so difficult and the housing supply in that area is thus so restricted, there is little incentive for some rental property owners to invest money to upgrade housing units. Rents remain high even for units which may be in need of some repair. On the other hand, because the rents are high, property owners rarely allow the units to reach such states of disrepair that that the units are not habitable. In order to address this concern, the County is working with TRPA and other Tahoe area jurisdictions to find ways to reduce unnecessary regulations. Nonetheless, the County's ability to directly affect the policies of this bi-state agency is limited.

3.11 NON-GOVERNMENTAL CONSTRAINTS

This section examines constraints to producing affordable housing that result from the forces of the housing market and other private sector causes, instead of governmental regulation. Primarily, this analysis examines the economic factors that determine the price of housing in the county.

When deciding whether to build housing, developers must consider a variety of costs and weigh those costs against the selling price of their product. Such costs include the price of land, subdivision and other on- and off-site improvements, engineering and other technical assistance costs, construction costs, development permit and impact fees, financing charges, sales and marketing, taxes, and of course an allowance for profit. Each of these factors as they pertain to Placer County is described below.

LAND COSTS

Land costs vary substantially across the county based on a number of factors. The main determinants of land value are location and zoning (which determines how the land may be used), though the size of a parcel will also affect price. Land that is conveniently located in a desirable area that is zoned for residential uses will likely be more valuable, and thus more expensive, than a remote piece of land that is zoned for agricultural uses.

Land costs in central and northeastern Placer County average about $30,000 per unit constructed. This average applies to rural residential type of development, typically on parcels of at least an acre in size. In the incorporated cities, land costs per unit are typically less because of smaller lot sizes. For example, a recent 100 unit subdivision was constructed in Roseville that created 6,000 square foot residential lots. The land cost of this development averaged about $12,000 per lot (Dennis Meyer, engineer with Andregg, Inc., personal communication).

SITE IMPROVEMENT COSTS

Site improvement costs include the cost of constructing site access (driveways), clearing the site, and grading the pad area. In the case of a subdivision, such costs may also include major subdivision improvements such as building roads, installing sewer, water and other utilities. As with land costs, several variables affect the amount of such costs including site topography and proximity to established roads, sewers and water lines. Engineering and other technical assistance costs are usually included with site improvement as these services are required to ensure the development is constructed according to established codes and standards.

CONSTRUCTION COSTS

Construction costs are those incurred in actually building a housing unit. As with other land development costs, constructions costs vary. Important determinants of construction costs include the amenities built into the unit, materials used, the prevailing labor rate, and the difficulty of building on the site. In areas with seismic hazards, for example, requirements for specially engineered foundations may significantly raise construction costs. Multi-family residences such as apartments can generally be constructed for slightly less than single-family homes. Residential construction costs currently range from $35 to $65 per square foot in Placer County.

Development Fees

Development permit and impact fees are charged by local governments to offset the cost of processing development applications and recover the cost of new public infrastructure needed by the development. Development fees are discussed in the section on Governmental Constraints, page 98.

Finance Charges

Because of the size of most large housing developments, developers generally must borrow money to cover the costs outlined above. As with all loans, interest must be paid to the lender. Interest rates for construction loans, as well as mortgage rates, tend to be tied to the prime rate (the prime rate is the interest rate at which banks loan money to their best corporate clients). As a rule of thumb, construction loans are generally two percentage points above the prime rate. The prime rate is subject to daily changes, but currently is 7.5 percent. The total finance charges incurred can be influenced by local governments through time delays in development permit processing (see page 97).

Sales and Marketing

Once a residential construction project is complete, realtors are generally retained to sell the units. The costs of selling housing include advertising, title insurance, escrow fees, and commissions on sales. Such costs generally average about 6 percent of the sales price. Thus the median priced home in Placer County ($169,000) would pay about $10,140 in such fees upon sale.

Taxes

Proposition 13 established a statewide property tax rate of one percent of assessed valuation per year. Other charges for school or other assessment districts may also be added to this base amount depending upon where in the county a piece of property is located. For the median priced home in the county ($169,000), the annual tax bill would be $1,690.

Profit

As in all businesses, developers of housing require a certain return on their investment to entice them to build. Prior to lending, banks generally require that a developer be able to show a 15 percent profit margin after paying off all costs associated with the development. Obviously, this percentage will vary depending upon the relative strength of the housing market. In a relatively stable market, the $169,000 median price of a home in Placer County would include about $25,000 of profit for the developer.

AVAILABILITY OF FINANCING

One potential constraint to the production and rehabilitation of affordable housing is the availability of financing. Although illegal, some groups may have difficulty obtaining loans despite being otherwise qualified because of their race, gender or ethnicity. Also, adequate financing may not be made available to certain locations. This does not appear to be a significant problem, however, in Placer County.

Financing appears to be available for the construction and improvement of housing in all areas of the County. Legal Services of Northern California (Vic Pappalardo), Fair Housing Commission (Bruce Roberson), and the Community Services Department (Don Ferretti) as well as the Heart Federal Saving and Loan Association were contacted on this subject. All stated that they did not know of or believe that discrimination against certain groups in lending practices was occurring in Placer County.

The Sacramento Bee published an article by Larry Hicks on redlining practices in Sacramento. The newspaper had purchased a copy of the FDIC database of the information required by the Home Mortgage Disclosure Act. The database includes information for El Dorado, Placer, Yolo and Sacramento counties. Although the newspaper was not willing to give or sell a copy of the database, they did provide some information about banks in the Placer area. One institution, for example, denied 4 of 18 loans to Asian applicants, which is slightly higher than the statewide average for loan rejections. On the other hand, this same institution approved all six loan applications from Latino clients, which is obviously above the statewide average. There did not appear to be any pattern indicating that discrimination of this nature was a significant problem. It also appears that in most cases, the low number of total loans made and/or rejected by specific lending institutions in Placer County are so low that it would be difficult to analyze the data with any assurance of statistical significance.

Neither Legal Services of Northern California nor the Fair Housing Commission have received complaints or phone inquiries for assistance on loan discrimination or "redlining" practices in Placer County.

The Community Reinvestment Act requires banks and other financial institutions to reinvest a portion of their funds in the local community. In Placer County, the local finance institutions have organized the Auburn Area Fair Lenders Action Group. The group is a consortium of local lenders working with the county and other public agencies to identify local housing needs and to put together the financing to meet those needs. Most of the local banks and banks with local branches are members of the group.

3.12 SUMMARY FINDINGS

- There are 77,879 housing units in Placer County; 42,507 are in the unincorporated areas and 35,372 are in the incorporated cities.

- Over 27 percent of the 1990 housing stock in the unincorporated areas of Placer County is vacant most of the year, and many of these units are seasonal or second homes in the Tahoe area.

- Approximately 1,000 new units were built in the unincorporated portion of the County between 1980 and 1990.

- Over two-thirds of the housing units in the county are single family detached homes and a majority of people (75 percent) own their own homes.

- On average, households in the unincorporated areas are larger than those in the cities.

- Very few of the housing units in the county are overcrowded. However, there are more overcrowded rental units in the unincorporated areas where 10 percent of the rental households are considered overcrowded. The most concentrated overcrowding problems are in Kings Beach.

- The largest number of dwelling units in need of repair are in Kings Beach. Yankee Jims, Dutch Flat, Michigan Bluff, Sheridan, Tahoe City, and Tahoe Vista also have a substantial number of units in need of repair.

- Most housing units in the county are fairly new; about two-thirds of the units in the unincorporated area have been built since 1970.

- Based on Census information, the median value of owner occupied housing in Placer County in 1990 was $169,000.

- Median rent in the county was $496 per month for all types of housing.

- Almost 6,000 low and very low income households spend more than 30 percent of their income on housing.

- Twenty-one apartment complexes in the county have low-cost rental units. Only two of the apartment buildings (114 units) are in the unincorporated area of the county.

- In the unincorporated areas of the county, 91 percent of the elderly householders own their homes.

- Housing programs for large, affordable units should be targeted to areas with a high percentage of children and a low number of large units—Foresthill and Kings Beach.

- Representatives from the California Department of Rehabilitation, California Veterans Administration, Association for Retarded Citizens, and Sierra College (the counselor for

handicapped students) all note the shortage of housing available and suitable to handicapped or disabled persons with limited incomes.

- Relatively few field laborers are needed for agricultural production in the Placer County area. Housing for migrant farmworkers is, therefore, not a significant concern in this area.

- The Roseville National Guard Armory provided shelter for about 600 homeless people last year.

- Housing costs within the Lake Tahoe region are among the most expensive in the state.

- To accommodate the expected population growth from 1990 to 1997, a total of 5,178 units will need to be build in Placer County. About two thousand of those units should be affordable to very low and low income households. Without substantial intervention in the housing market, allocations for low and very low income housing will be difficult to achieve. It appears, however, that the market will provide some affordable low income rental housing.

- From 1984 through 1988, Placer County (including the incorporated cities) exceeded the goal for new housing construction. However, low income housing production did not meet its goals.

- No low income projects at risk of conversion to market rate units were identified in the unincorporated areas of Placer County.

- The Placer County Zoning Ordinance (both the existing and proposed versions) allow residential development in almost all zones. This increases the amount of land available for housing. Conversely, the large minimum lot sizes and low density required in many single-family residential areas consumes land available for housing and increases the cost of housing in such areas.

- The residential holding capacity of existing zoning can accommodate a 239 percent increase in the number of housing units in the unincorporated areas of the county.

- Permit processing times and fees in Placer County are very reasonable compared to other California cities and counties.

- In Placer County there have been no significant constraints to housing production not common to other areas of California. In fact, land costs are much lower than most nearby cities. This finding in borne out by housing construction rates during the 1980s.

CHAPTER 4

GENERAL PLAN CONSISTENCY

The Housing Element is one of seven mandatory elements of the Placer County General Plan. For the General Plan to provide effective guidance relating to land use issues in the County, the goals, policies and programs of each element must be consistent. The Housing Element contains goals, policies and specific programs to achieve the overall goal of providing an adequate housing supply for county citizens of all income levels. The Land Use Element anticipates the future demand for housing and establishes goals, policies and programs that ensure an adequate supply of land designated for residential use. Further, each Community Plan contains a residential component that identifies areas suitable for additional housing, based on the availability of public services, environmental constraints and neighborhood character, among other factors. By this measure, the Housing Element is consistent with the adopted General Plan.

The update of the Housing Element has proceeded concurrently with, but on a faster timeline than, a comprehensive update of the Placer County General Plan. It is intended that the update of the various general plan elements will occur with internal consistency among the various elements, including the Housing Element. When the other elements are completed, the Housing Element will be amended to establish consistency and appropriate linkages to ensure internal consistency.

CHAPTER 5

PUBLIC PARTICIPATION

Work on this housing element update has proceeded in conjunction with an overall General Plan revision. As part of the effort to solicit public input into the planning process, two newsletters have been published about the General Plan update and a series of "Townhall Meetings" has been held in various communities in the County. The newsletters described the planning process and outlined work to date. At the Townhall Meetings, citizens were afforded a chance to express their concerns and ideas about issues facing Placer County. Issues discussed included growth, housing costs, and the availability of services.

Two public meetings to discuss issues and policy options related specifically to housing issues were held before joint sessions of the Planning Commission and Board of Supervisors in March, 1992. In April, the Board of Supervisors reviewed the draft of the element to be submitted to HCD at a public meeting. Additional public hearings are scheduled before the Planning Commission and the Board during May and June.

In addition to the public participation during the formulation of the Housing Element, further opportunities for public input into County housing programs will follow the adoption of the Housing Element. The various implementing measures recommended in the Housing Element that involve new or amended ordinances or resolutions will also be adopted after public hearings.

The Townhall Meetings were held throughout the County and were noticed through newspaper advertising, posting at public places such as community centers and libraries, and press releases to the electronic and print media. In addition the meetings were preceded by the distribution of a newsletter announcing the schedule and purpose of the meetings. These were distributed to several hundred individuals, public agencies and organizations throughout Placer County. They were explicitly mailed to all the incorporated cities and to several nonprofits and community organizations. The townhall meetings were well attended; participants were given opportunities to provide input at the meetings or by mailing written comments.

A second newsletter was distributed throughout the county prior to the Board of Supervisors meeting on the draft Housing Element. This newsletter discussed the housing element update, announced the upcoming public meeting and invited interested persons to attend and/or submit written comments. Again, the newsletter was distributed to several hundred individuals, public agencies, nonprofits and community organizations.

It is clear that parties interested in housing policy learned of the element update and opportunities to participate because some of them explicitly asked for copies of the draft element and accompanying staff report(s).

Overall, the County has made an unusually diligent effort of letting all citizens in Placer County, including those with particular interest in housing issues, know about the housing element update and has provided many opportunities for their participation in the update process.

APPENDIX A

PARTIAL INVENTORY OF ADEQUATE SITES FOR NEW HOUSING

The information in this appendix supplements the evaluation in Section 3.9 of whether adequate sites exist in the unincorporated areas of Placer County to accommodate the housing needed for all income groups. Table A-1 is a list of unincorporated area sites that are suitable for very low, low and moderate income housing. The maps following Table A-1 show the sites described in that table. Due to past planning in these areas, adequate infrastructure is currently in place to serve such development or appropriate financing to construct infrastructure is in place or being developed.

The listing should not be construed as a representation by the County that any given residential project will be approved on the site. The potential number of units listed may be modified based on a specific project design, and any rezonings or density bonuses granted by the County.

This is, of course, only a partial listing of available land. As noted in Tables 3-40 and 3-41, the land currently zoned for residential uses in the unincorporated county area could accommodate over 100,000 additional units. Of this total, the area zoned for multiple family housing includes 330 acres of medium density multiple family residential with a capacity of over 7,000 units; 3,061 acres of high density multiple residential with a capacity of over 66,000 units; and 213 acres of multiple residential in the Tahoe area with a capacity of over 3,000 units. Clearly, the County has zoned more than sufficient land at appropriate multi-family densities to accommodate a sufficient number of moderate and lower income units.

In order to document that affordable housing can be provided at the densities indicated in Table A-1, a survey of existing projects has been conducted. Table A-2 identifies 6 projects in the Auburn area, and notes the density, rental cost (as of January, 1991), and income categories that they serve. This information clearly shows that projects have been constructed in Placer County (within the density ranges identified in Table A-1) that can serve all income levels.

TABLE A-1

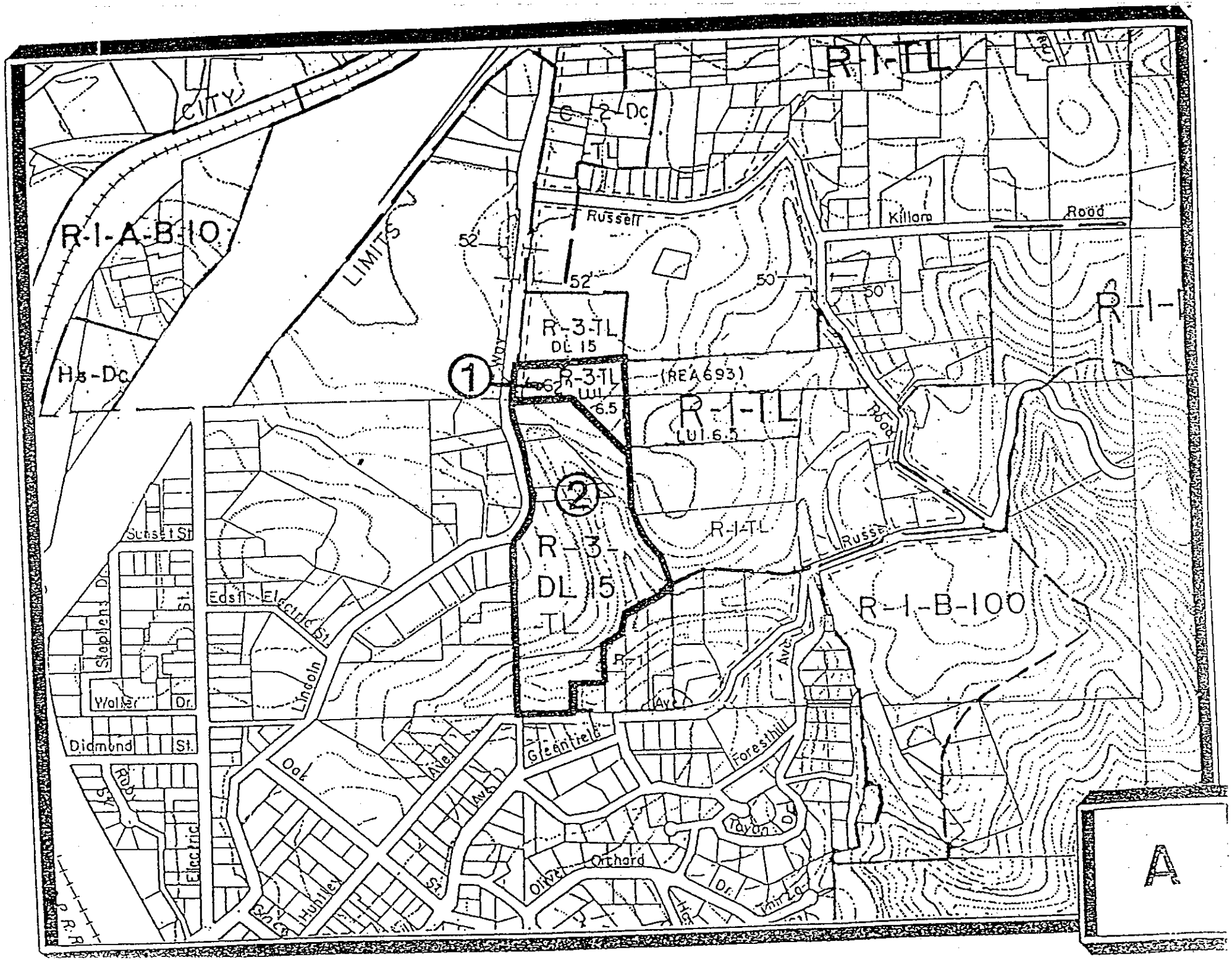
PARTIAL LISTING OF LAND SUITABLE FOR RESIDENTIAL DEVELOPMENT
Placer County
(unicorporated areas)

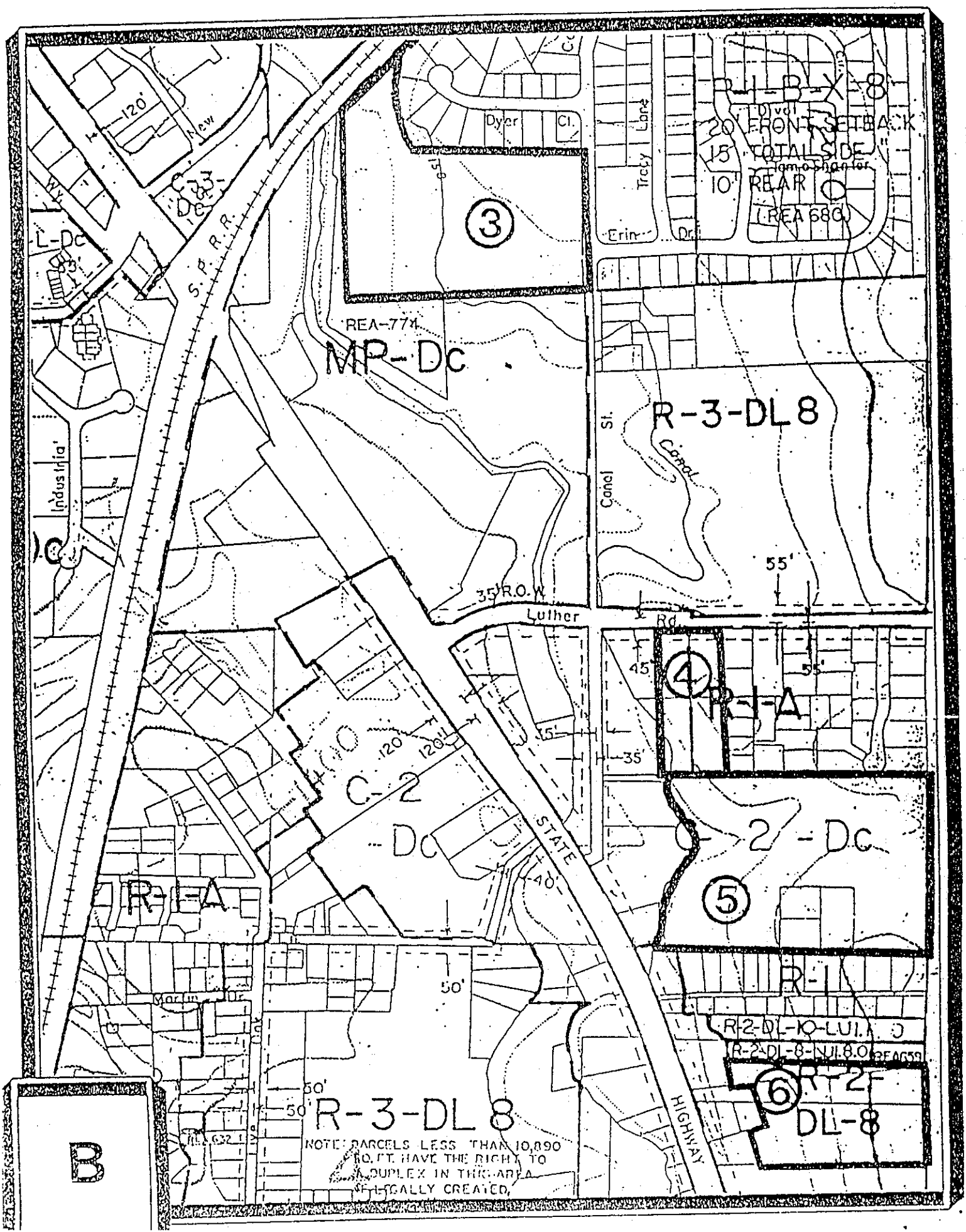
Area	Map No.	Site No.	Existing Site Development	Acres	Potential Units	Income Category	Zoning	Maximum Allowed Density (units/acre)
Auburn	A	1	SFD	2	13	Low	LUI 6.5	8.1
Auburn	A	2	SFD	12	60	Moderate	DL-15	18.75
Auburn	B	3	V	14.6	117	Very Low	MP	N/A
Auburn	B	4	V	4	42	Very Low	C-2,R-1	18.75
Auburn	B	5	SFD	8+	120	Very Low	C-2	18.75
Auburn	B	6	SFD	5+	40	Very Low	DL-8	10
Auburn	C	7	SFD/Com.	5.5	55	Very Low	C-2	18.75
Auburn	C	8	V	40	160	Moderate	R-1	5
Auburn	C	9	V	20	188	Low	R-2	18.75
Auburn	C	10	V	14.7	280	Low	R-2	18.75
Auburn	C	11	V	17.7	182	Low	R-2	18.75
Auburn	D	12	Ind.	10-20	100	Very Low	F	N/A
Auburn	D	13	V	4	56	Very Low	R-2	18.75
Auburn	D	14	SFD	10	75	Very Low	R-2	18.75
Auburn	D	15	V	38	228	Moderate	ARB-100	N/A
Penryn	E	16	V	10	120	Low	R-3	12
Granite Bay	F	17	V	11	55	Moderate	R-3	6.25
Granite Bay	F	18	V	4	24	Very Low	R-3	10
Granite Bay	G	19	V	30	100	Moderate	R-1	4
Dry Creek	H	20	V	9.3	74	Moderate	R-3	10
Dry Creek	I	21	V	16	224	Very Low	F-DR	17.5
Dry Creek	J	22	Com.	9	135	Very Low	C-1	18.75
Foresthill	K	23	SFD	21+	126	Moderate	R-3	7.5
Sheridan	M	24	SFD	31	180	Moderate	R-1	6
Sheridan	N	26	MFD	31.5	252	Very Low	R-3	12.5
Sheridan	N	27	SFD	76.6	200/106	Low/Moderate	R-1	5
Sheridan	N	28	V	10.8	58	Moderate	R-1	6

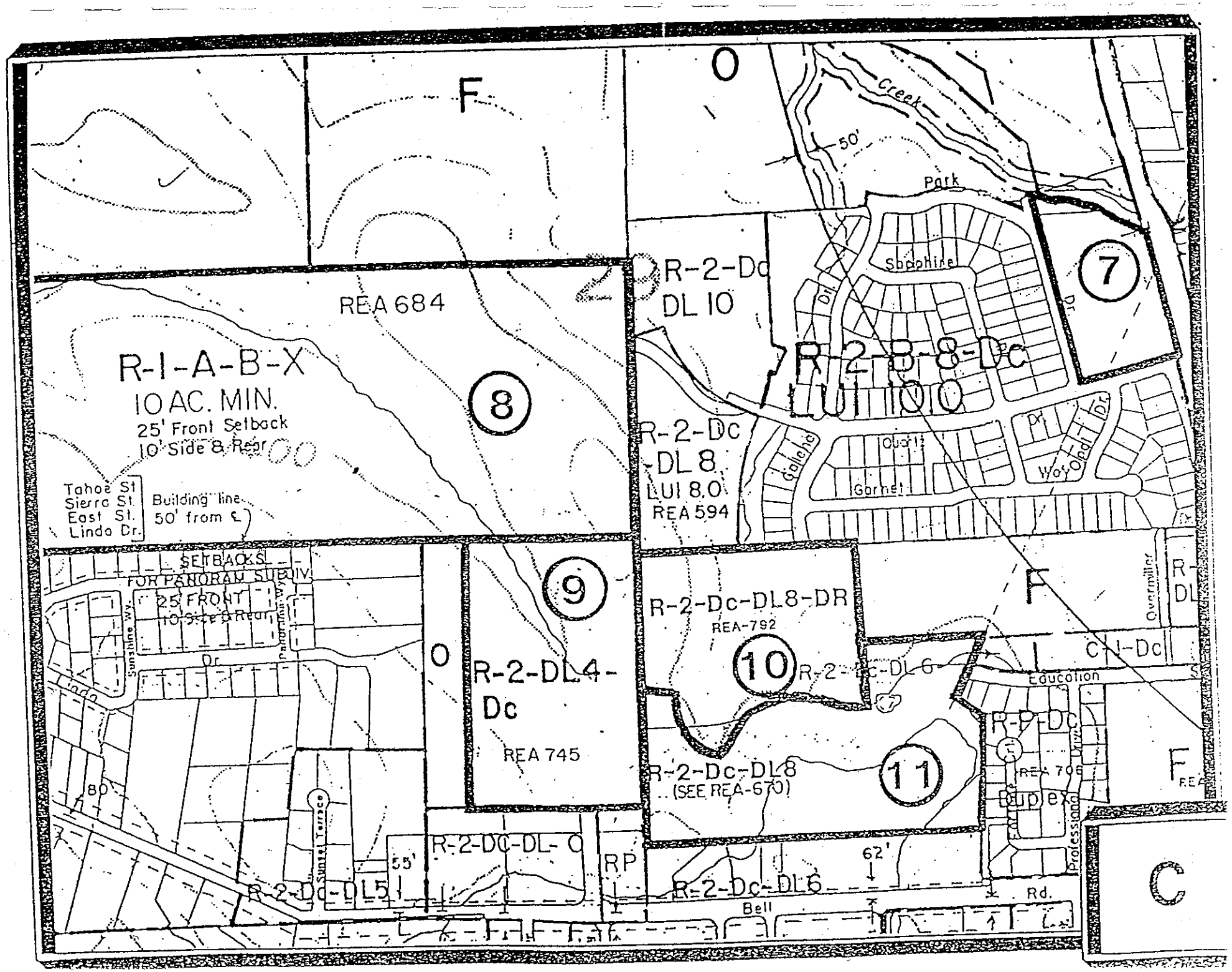
Notes:

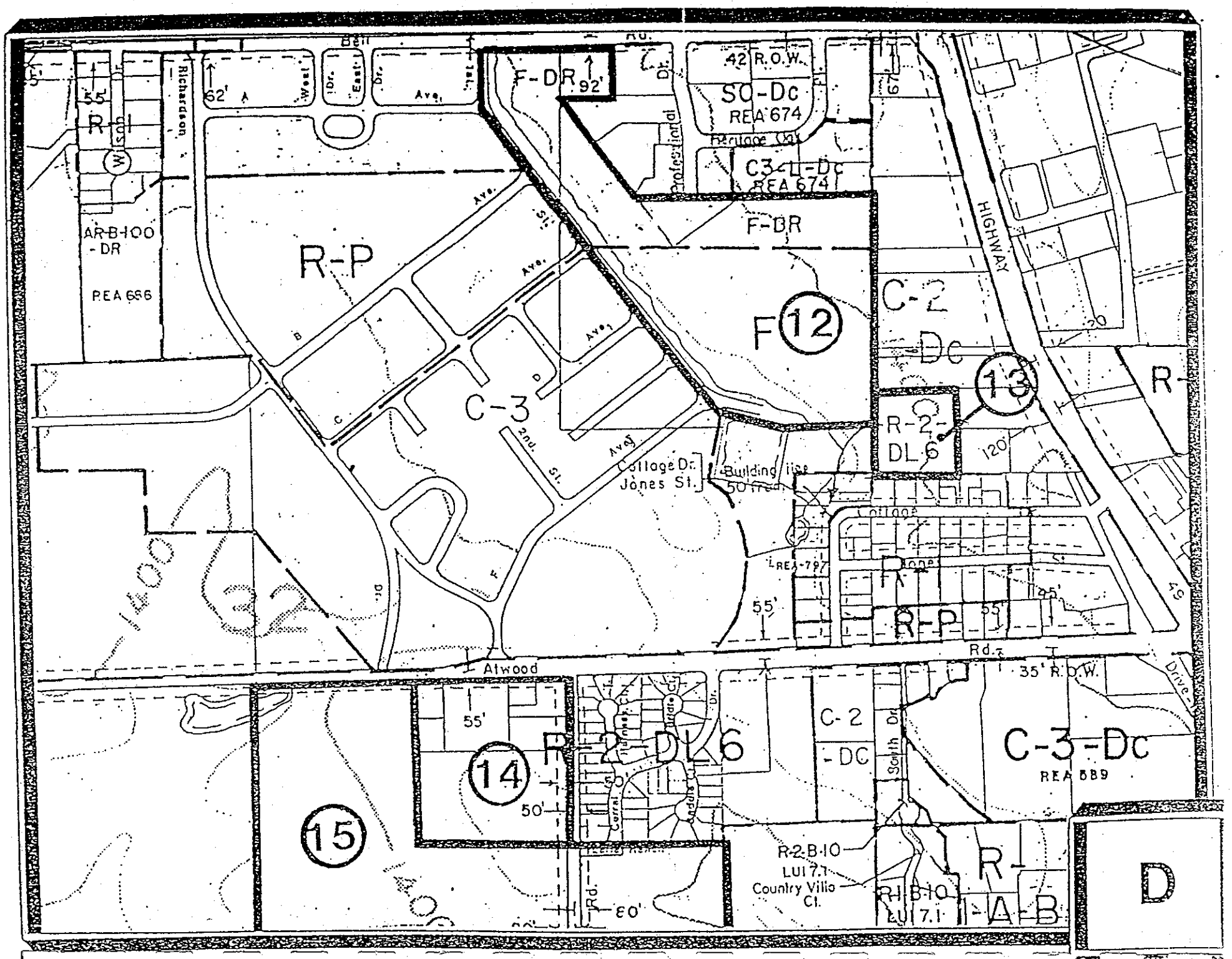
SFD = Single Family Dwelling
MFD = Multi-Family Dwelling
V = Vacant

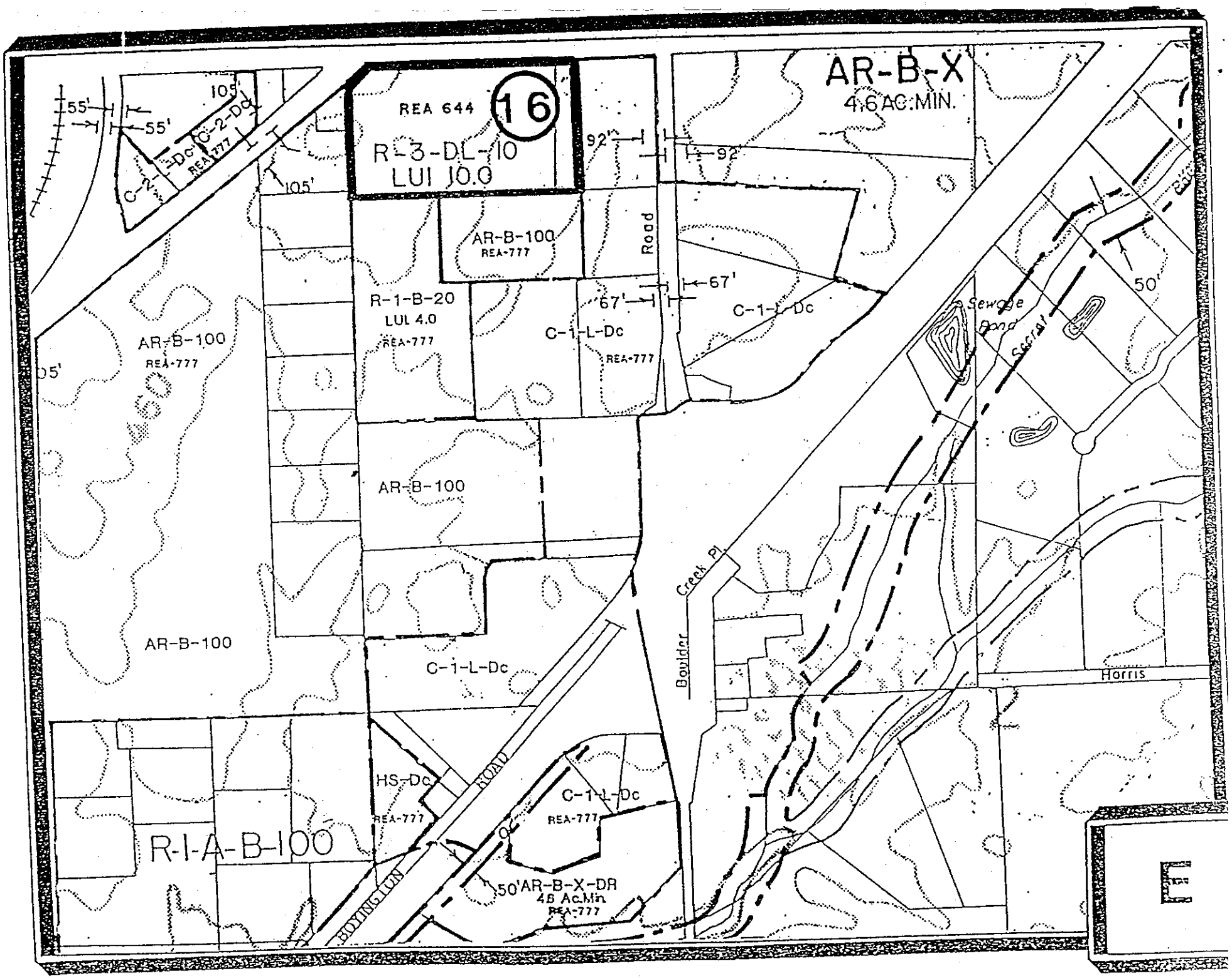
Source: *Placer County Housing Element, 1991.*

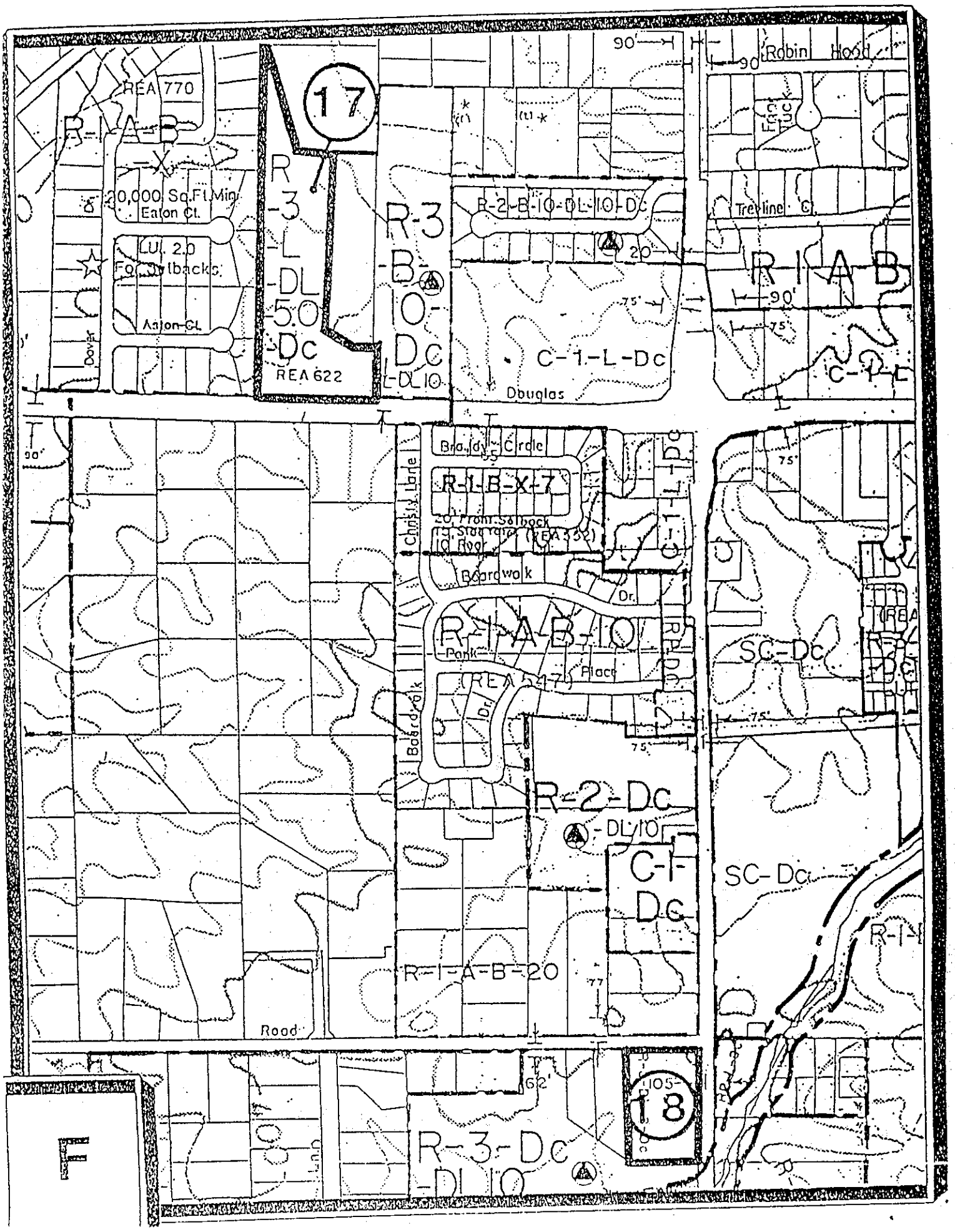

R-1-A-B-10
CITY
LIMITS
Hs-Dc
C-2 Dc
TL
R-1-TL
Russell
Killam
Road
52'
50'
R-3-TL
DL 15
R-3-TL
UL 6.5
(REA 693)
R-1-TL
UL 6.5
R-3
DL 15
TL
R-1-TL
R-1-B-100
R-1
Ave
Glenfield
Forest Hill
Taylor Dr
Orchard
Oliver
Dr
Tarr La
Oak
Ave
Hubbell
St
Ruby
Electric
Lincoln
Walker
Dr
Diamond
St
Stephens Dr
Edsl
Electric St
Subs 1 St
P.R.R.
A

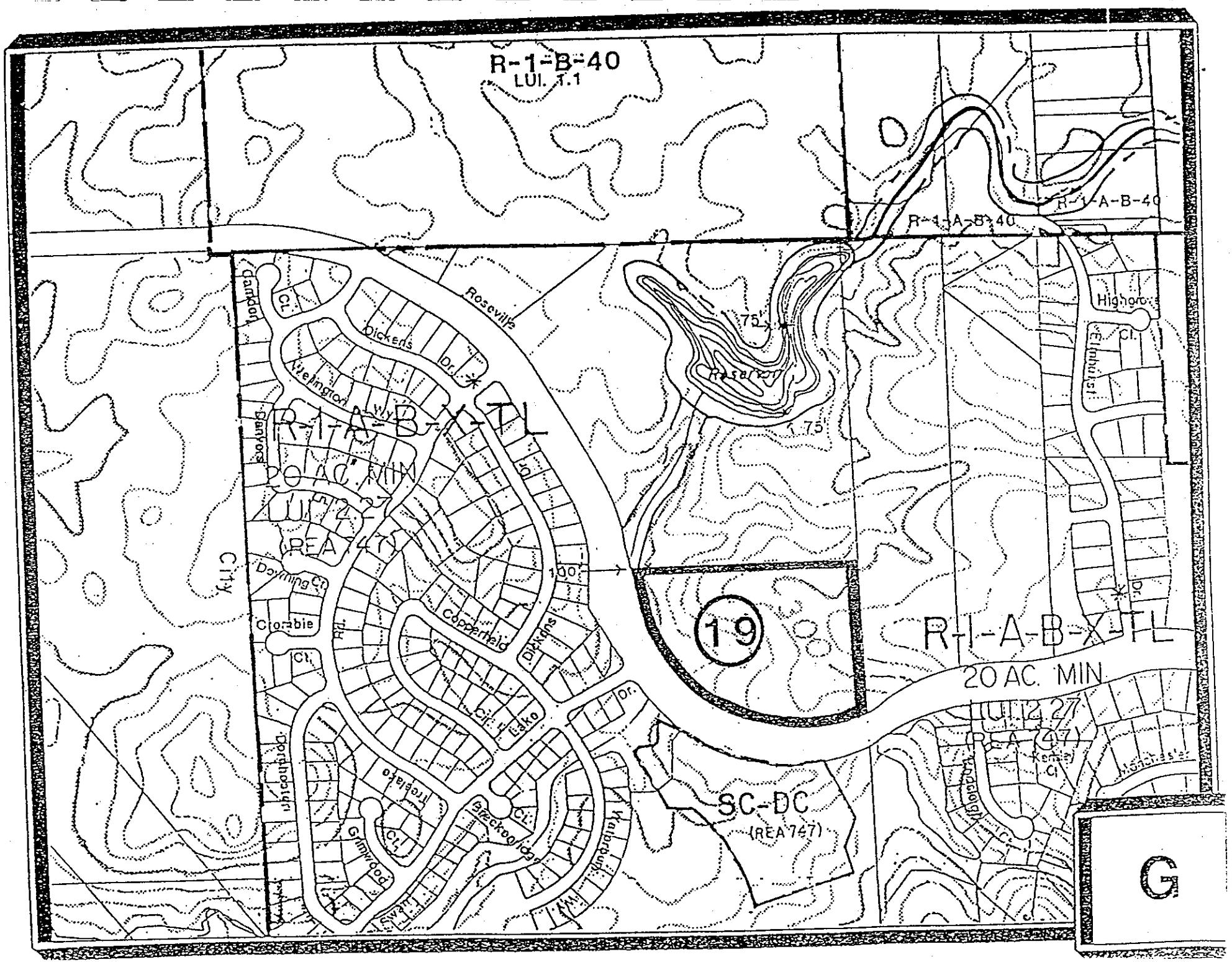

R-1-B-X-8
(1) vol
FRONT SETBACK
20'
15' TOTAL SIDE
10' REAR
(REA 680)
Dyer
Ct.
Tracy
Lane
Erin
Dr.
St.
3
REA-774
MP-Dc
S.P.R.R.
R-3-DL 8
Canal St.
Canal
55'
35' R.O.W.
Luther
Rd.
45'
4
R-1-A
35'
120'
C-2
-Dc
STATE
40'
5
C-2-Dc
R-1-A
50'
Marion
R-1
R-2-DL-10-LUI.8
R-2-DL-8-LUI.8 (REA659)
6
R-2F
DL-8
R-3-DL 8
NOTE: PARCELS LESS THAN 10,890
SQ. FT. HAVE THE RIGHT TO
A DUPLEX IN THIS AREA
LEGALLY CREATED.
HIGHWAY
B

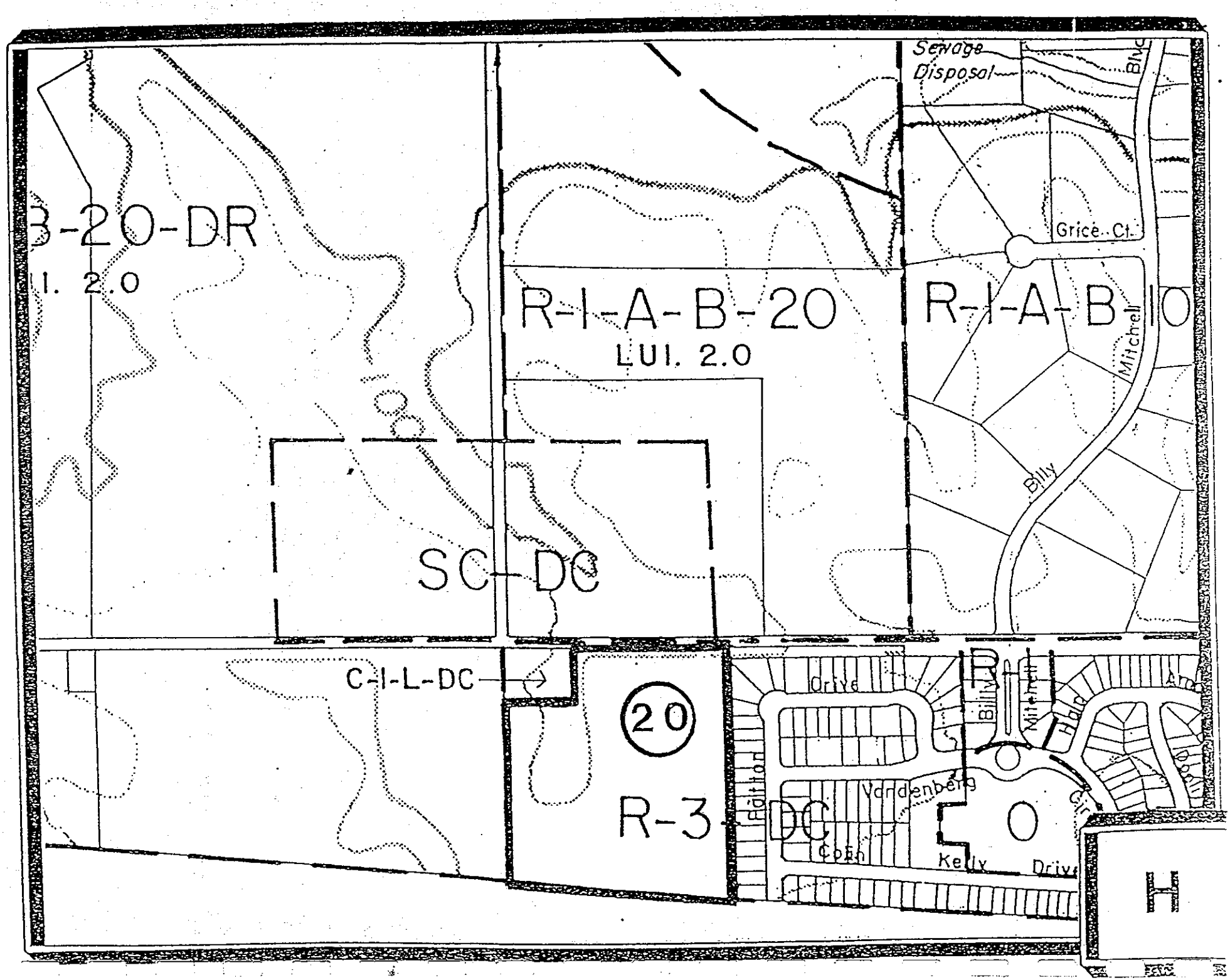

F
O
Creek
50'
Park
Sapphire
7
R-2-Dc
DL 10
REA 684
R-2-B-8-Dc
LUI 10.0
R-1-A-B-X
10 AC. MIN.
25' Front Setback
10' Side & Rear
8
R-2-Dc
-DL 8
LUI 8.0
REA 594
Tahoe St
Sierra St
East St
Lindo Dr.
Building line
50' from ℄
Garnet
Overmiller
SETBACKS
FOR PANORAM SUB IV
25 FRONT
10 Side & Rear
9
R-2-Dc-DL8-DR
REA-792
10
R-2-Dc-DL-6
Education
R-2-DC
Duplex
R-2-DL4-
Dc
REA 745
R-2-Dc-DL8
(SEE REA-670)
11
80'
55'
R-2-DC-DL-6
RP
62'
R-2-Dc-DL6
R-2-Dc-DL5
Bell
Rd.
C

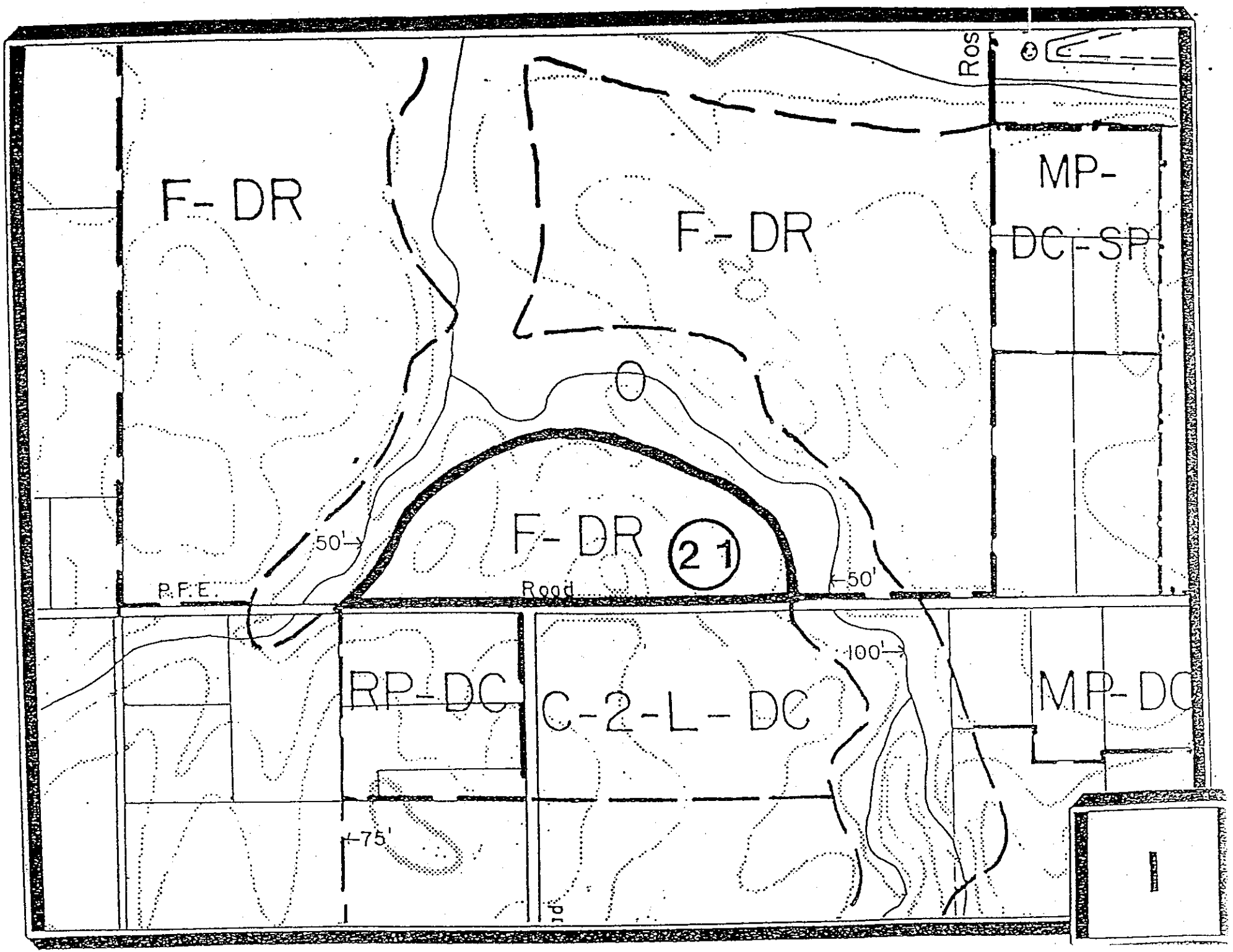

R-P
C-3
F-DR
F-DR 92'
SO-Dc
REA 674
C3-L-Dc
REA 674
C-2
Dc
R-2-DL6
R-P
C-2
-DC
C-3-Dc
REA 689
R-2-B-10
LU 7.1
Country Villa Ct.
R-1-B-10
LU 7.1
R-1-A-B
D
AR-B-100
-DR
REA 686
F 12
13
14
15
32
Atwood
Rd.
35' R.O.W.
HIGHWAY
Village Dr.
Jones St.
Building line
50' req.
2nd. St.
Ave.
55'
50'
60'
120'
49'
-11-

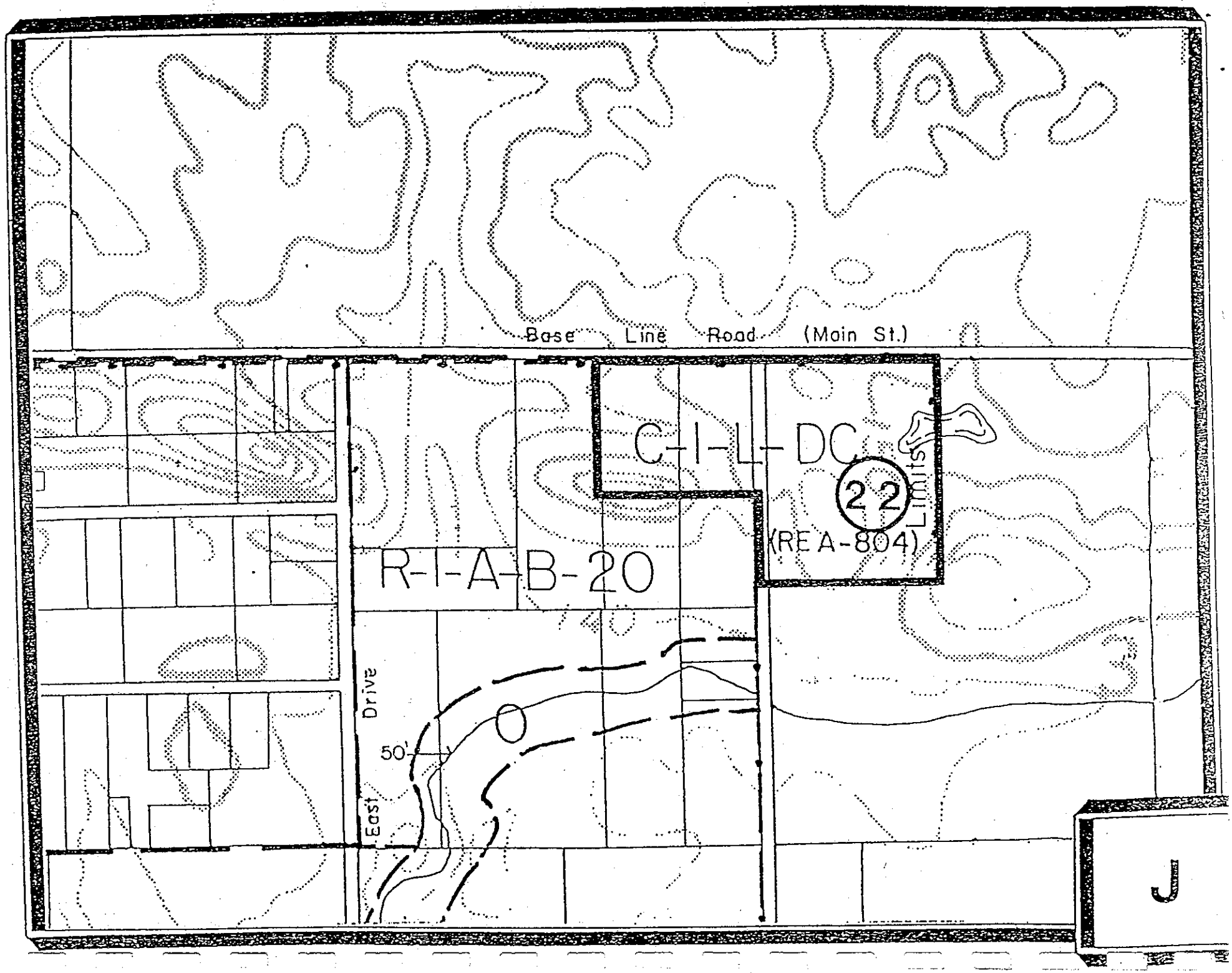

REA 644
16
R-3-DL-10
LUI 10.0
AR-B-X
4.6 AC. MIN.
55'
55'
105'
C-2-Dc
REA-777
105'
92'
92'
AR-B-100
REA-777
Road
67'
67'
R-1-B-20
LUI 4.0
REA-777
C-1-L-Dc
REA-777
C-1-L-Dc
50'
Sewage
Pond
Spiral
AR-B-100
REA-777
AR-B-100
AR-B-100
C-1-L-Dc
Creek Pl
Boulder
Horris
HS-Dc
REA-777
ROAD
C-1-L-Dc
REA-777
R-1-A-B-100
50' AR-B-X-DR
4.6 Ac. Min.
REA-777
BOYINGTON

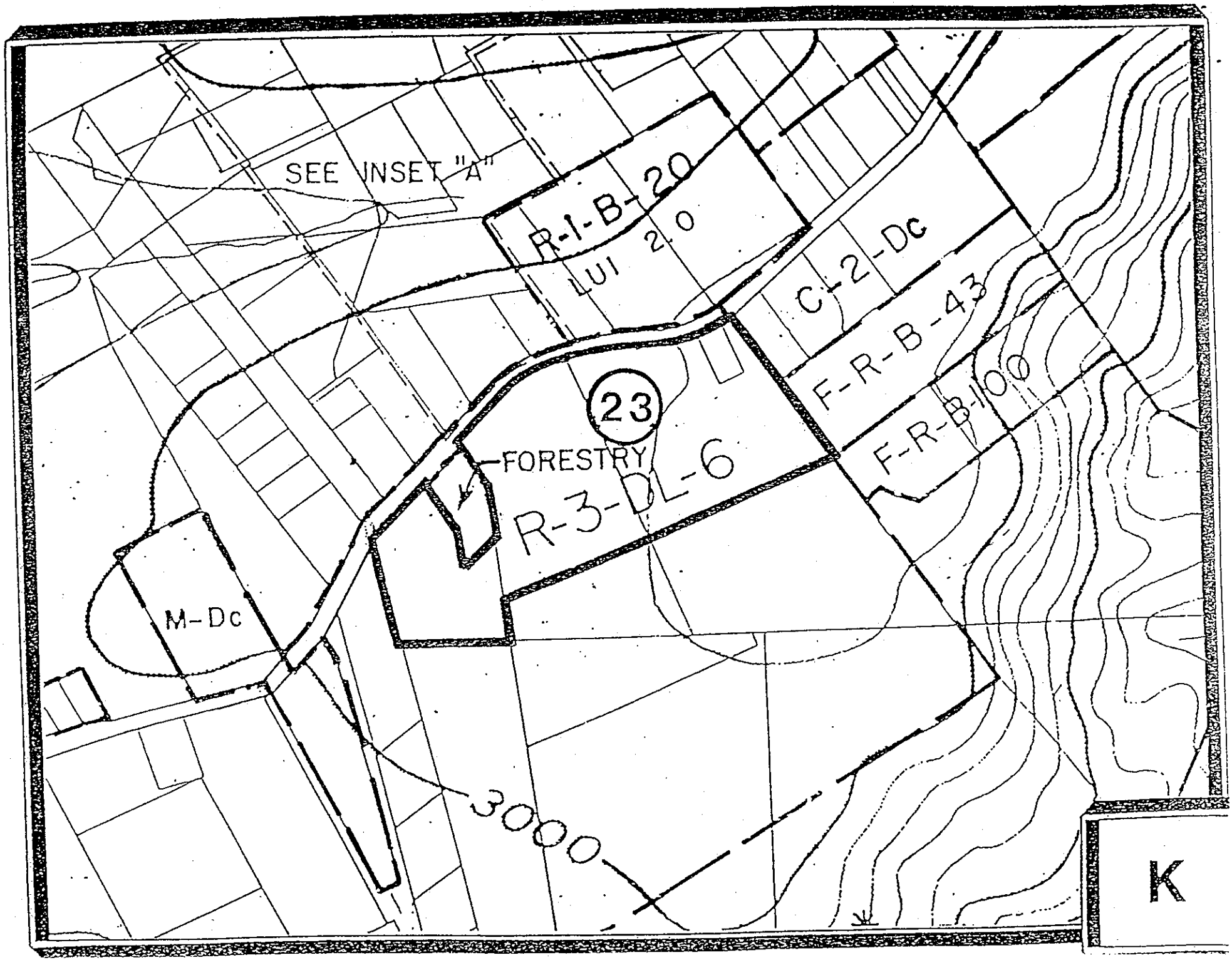

17
18
REA 770
R-1-A-B
20,000 Sq.Ft.Min.
Eaton Ct.
LU. 2.0
Eaton Ct.
R-3-L-DL-5.0-Dc
REA 622
R-3-B-O-Dc
L-DL10
R-2-B-10-DL-10-Dc
C-1-L-Dc
Douglas
Robin Hood
Treyline Ct.
R-1-A-B
C-1-L
Broadway Circle
R-1-B-X-7
20' Front Setback
Id Story (REA 352)
Id Roof
Boardwalk Dr.
R-1-A-B-10
Park Place
(REA 547)
Boardwalk
SC-Dc
R-2-Dc
DL10
C-1-Dc
SC-Dc
R-1-A-B-20
R-3-Dc
DL10
F

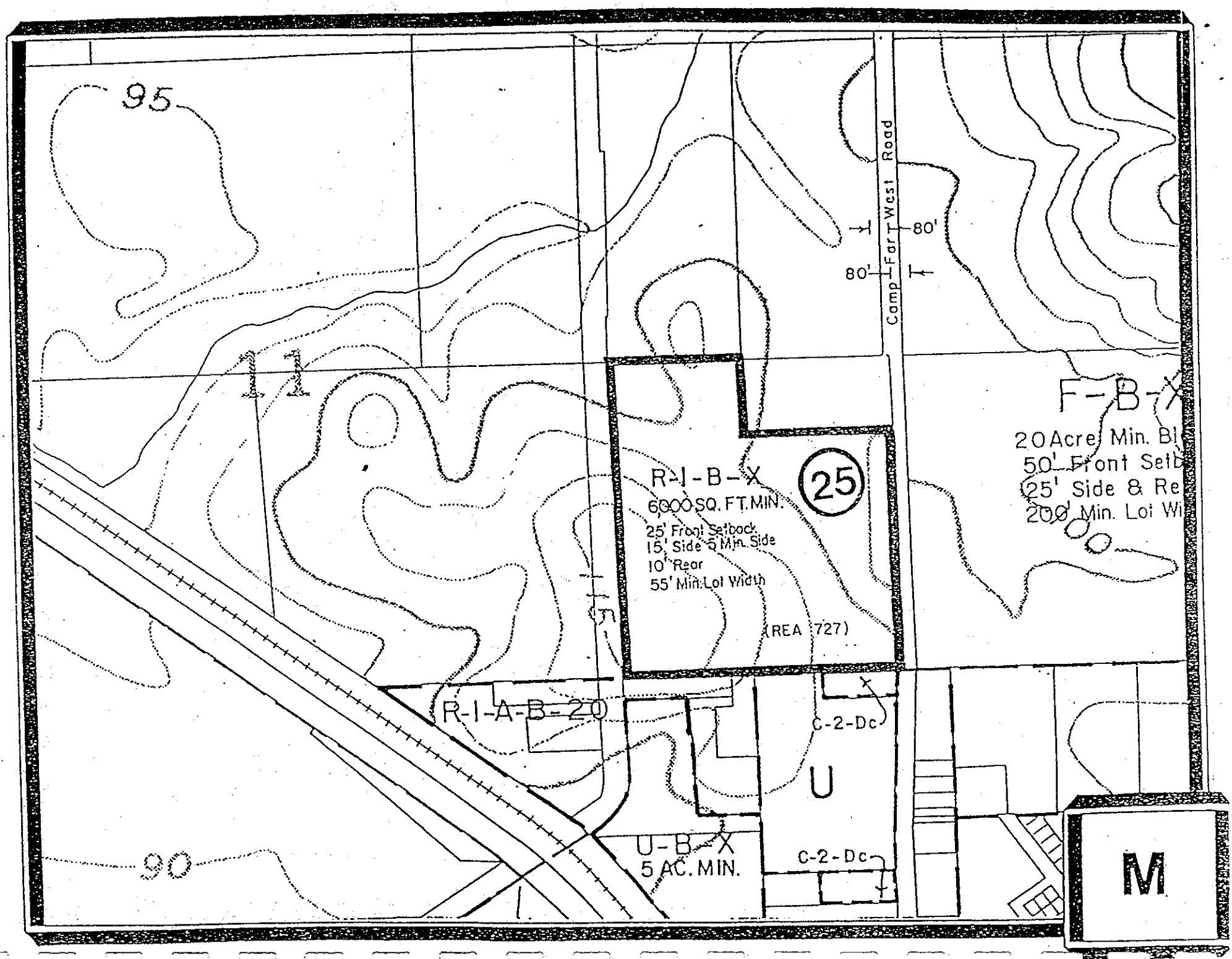

R-1-B-40
LUI. 1.1
R-1-A-B-40
R-1-A-B-40
Roseville
Dickens Dr.
Wyelington Wy
Banyon
Cl.
Cl.
Dr.
Dr.
Cl.
Cl.
Cl


Sewage Disposal
Blvd
Grice Ct.
R-20-DR
LUI. 2.0
R-1-A-B-20
LUI. 2.0
R-1-A-B-10
Mitchell
Billy
SC-DC
C-1-L-DC
20
R-3
Drive
Billy D
Mitchell
Hall
Ave
Fairton
Vordenberg
Cir
DC
O
Cobb
Kelly
Drive


F-DR
F-DR
MP-
DC-SP
ROS
F-DR
21
50'
P.F.E.
Road
50'
100'
RP-DC
C-2-L-DC
MP-DC
75'


Base Line Road (Main St.)
C-1-L-DC
22
(REA-804)
Limits
R-1-A-B-20
Drive
50'
East
J


SEE INSET "A"
R-1-B-20
LUI 2.0
C-2-Dc
F-R-B-43
F-R-B-100
23
FORESTRY
R-3-DL-6
M-Dc
3000
K


95
Camp Far West Road
80'
80'
F-B-X
20 Acre Min. Bl
50' Front Setb
25' Side & Re
200' Min. Lot Wi
R-1-B-X
6,000 SQ. FT. MIN.
25' Front Setback
15' Side 5 Min. Side
10' Rear
55' Min. Lot Width
25
AREA (727)
R-1-A-B-20
C-2-Dc
U
U-B-X
5 AC. MIN.
C-2-Dc
M
90

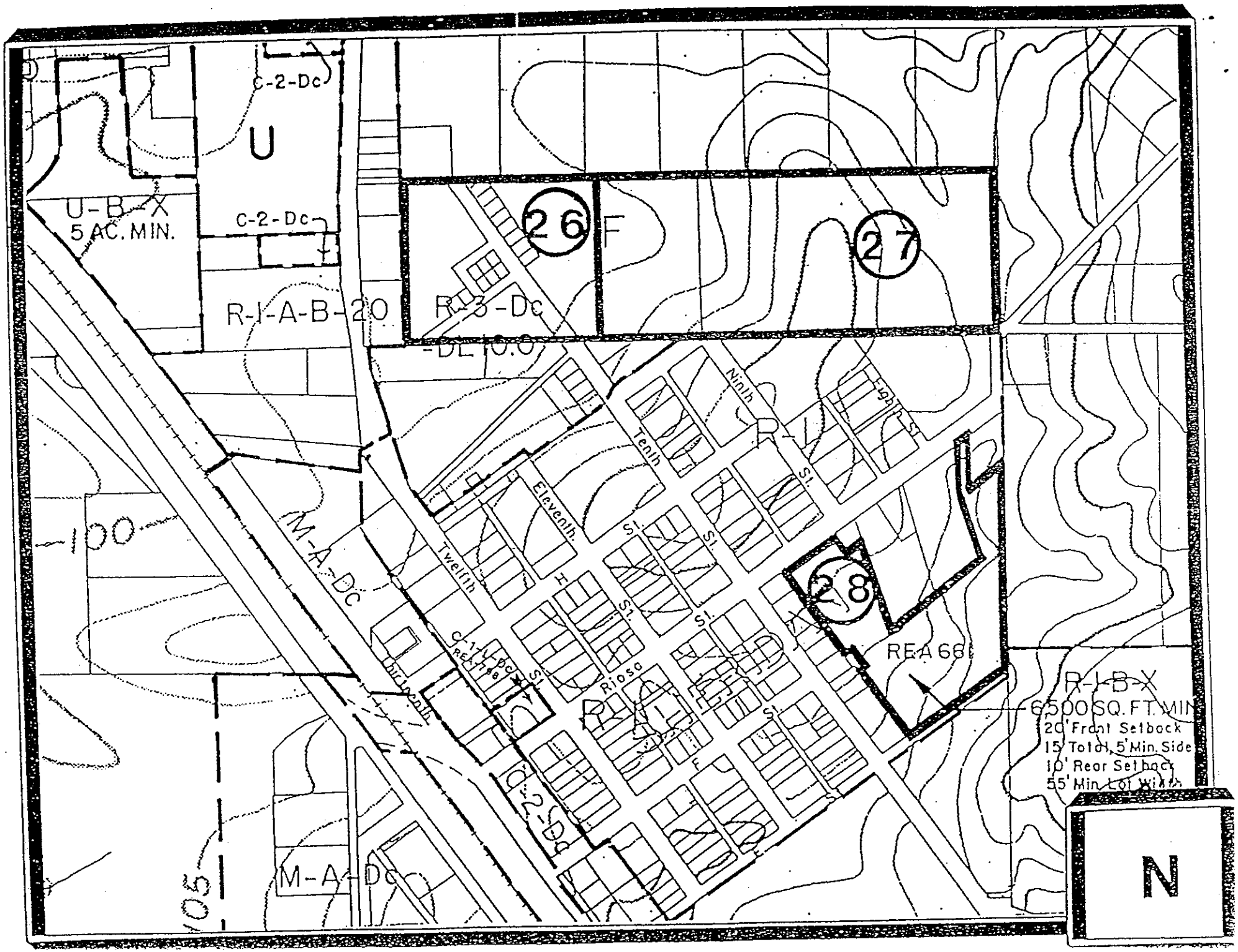

C-2-Dc
U
U-B-X
5 AC. MIN.
C-2-Dc
26
F
27
R-I-A-B-20
R-3-Dc
-DL 10.0
Ninth
Tenth
Eleventh
Twelfth
M-A-Dc
100
105
C-1-Dc
RESTRICTED
Riosa
RESIDENTIAL
C-2-Dc
M-A-Dc
28
REA 66
R-I-B-X
6500 SQ. FT. MIN
20' Front Setback
15' Total, 5' Min. Side
10' Rear Setback
55' Min. Lot Width
N

TABLE A-2

SELECTED MULTI-FAMILY PROJECTS
Placer County

Project	Density (D.U./Ac.)	Monthly Rent	Income Category Served
Auburn Greens	10	(2 bdrm.) $475-$525	Very low, Low, Moderate
Parkview Apartments	6.9	(2 bdrm.) $545	Low
Snowcap Apartments	10	(1 bdrm.) $271-$571 (2 bdrm.) $326-$653	Very low, Low, Moderate
Evergreen Apartments	9.7	(3 bdrm.) $725 (2 bdrm.) $595	Low, Moderate
Auburn Ridge Terrace	12.7	(2 bdrm.) $675	Moderate
Miner's Station Apartments	10	(1 bdrm.) $555 (2 bdrm.) $610	Low, Moderate

Source: *Placer County Housing Element,* 1991

APPENDIX B

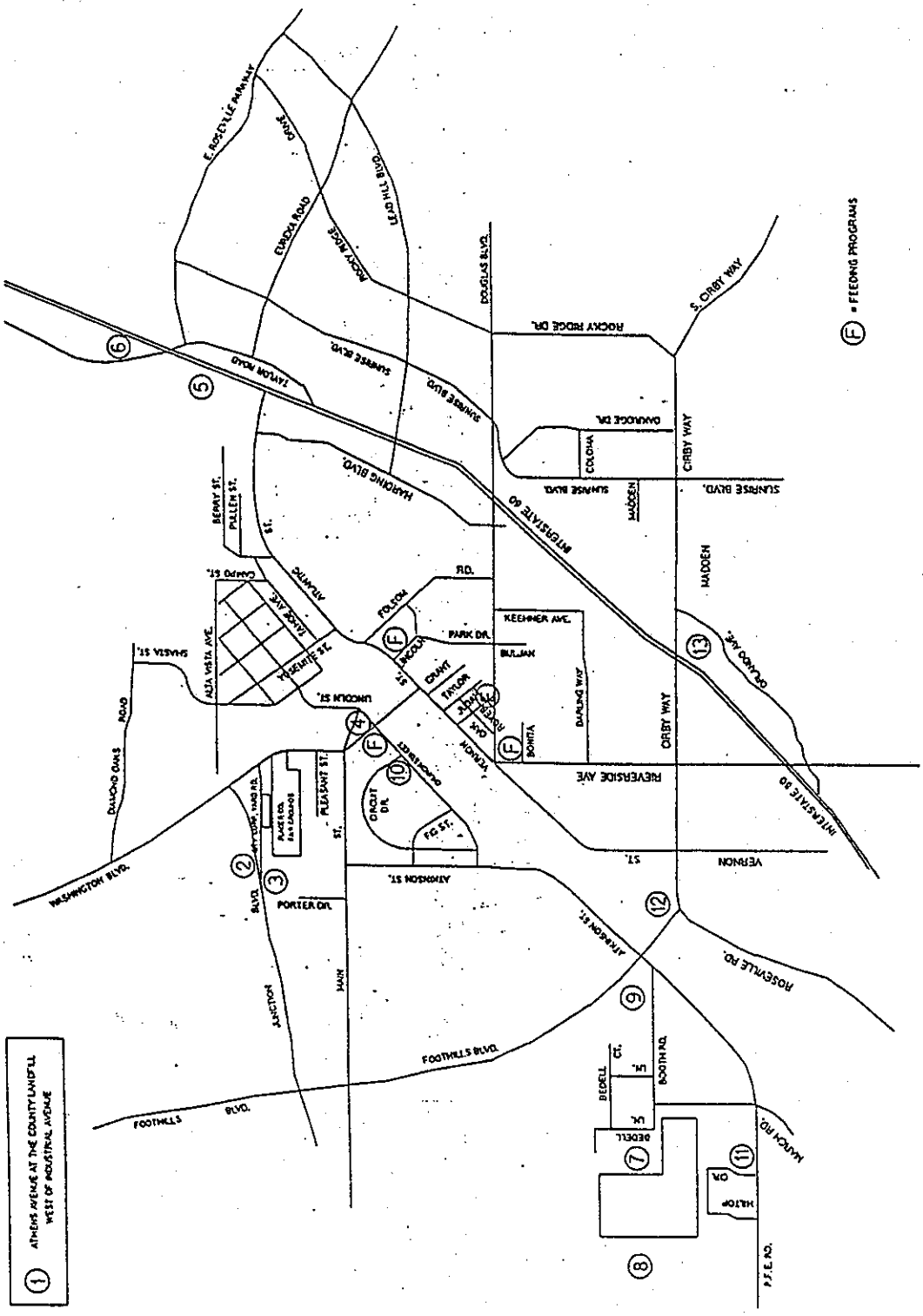
POTENTIAL HOMELESS SHELTER AND SERVICE SITES

As noted in Section 3.4, the Draft Regional Homeless Program prepared by the City of Roseville evaluated 13 potential sites around Roseville for homeless shelters, transitional housing, and feeding programs. The site evaluation considered their location, accessibility to public transit and other services, environmental constraints, and other factors. The sites being evaluated are listed below, and shown on Figure 10.

1. Athens Avenue at the County landfill west of Industrial Avenue.
2. Junction Way next to the City corporation yard at the Placer County Fairgrounds.
3. Vacant land behind the City corporation yard at the Placer County Fairgrounds.
4. Vacant Junction City Market building at Church and Main Streets in Old Town.
5. Berry Street east of the proposed Harding Boulevard overpass.
6. Stonehouse Court off Taylor Road behind the Placer County Welfare Department.
7. Booth Road north of the City wastewater treatment plant.
8. Booth Road behind the City wastewater treatment plant.
9. Booth Road at Atkinson Street.
10. Vacant SP lots along Church Street between North Grant Street and Circuit Drive.
11. Southeast corner of Hilltop Industrial Park along PFE Road.
12. Cirby Way behind MTA Industrial Park.
13. Vacant auto dealership lots along Orlando Avenue.

Figure 10

POTENTIAL HOMELESS SHELTER AND FEEDING PROGRAM SITES



APPENDIX C

PERSONS CONSULTED

Ambuehl, Gary. Director, California Department of Rehabilitation, Auburn, CA.

Avey, Michelle. Salvation Army Social Services, Auburn, CA.

Bailey, Toby. Administrative Secretary, County of Placer Community Services Department, Auburn, CA.

Blake, Doris. St. Vincent de Paul Society, Roseville, CA.

Blanton, Julie. Veterans Administration Homeless Veteran Programs in Northern California.

Bodreau, Sandra. Executive Director, Association for Retarded Citizens, Roseville, CA.

Brogdon, Cheryl. California Children's Services, Auburn, CA.

Clark, Loren. Senior Planner, Placer County Planning Department, Auburn, CA.

Clarke, Jaqueline. Administrative Secretary, Placer Infant Development Program, Roseville, CA.

Combs, Bill. Senior Planner, Placer County Planning Department, Auburn, CA.

Cronover, Jean. Referral Service, Sacramento Easter Seals Society and Allied Services, Sacramento, CA.

Duncan, Trish. Regional Data Center, Sacramento Area Council of Governments, Sacramento, CA.

Ferreti, Don. Director, Placer County Community Services Department, Auburn, CA.

Flores, Rosa. Instructor, Loomis Adult Development Center, Loomis, CA.

Fusilear, Nancy. Executive Director, Crisis Intervention Services, Kings Beach, CA.

Haffner, Judy. Office Assistant, Project Go, Rocklin, CA.

Hance, Holly. Chief Volunteer, Auburn Food Closet, Auburn, CA.

Hancock, Bob. Enabler/Counselor, Sierra College, Rocklin, CA.

Heinzen, Holly. Assistant County Executive Officer, Placer County Administrator's Office, Auburn, CA.

Huber, Pat. President, Huber Property Management, Auburn, CA.

Jenkins, Edward. Chief Building Official, Placer County Building Department, Auburn, CA.

Levenson, Susan. State of California Department of Housing and Community Development, Division of Housing Policy Development, Sacramento, CA.

Lorensen, Cathy. Placer County Board of Realtors, Rocklin, CA.

Martinez, Dave. Community Resources Council, Roseville, CA.

Meeker, Kitty. Permits Coordinator, Placer County Planning Department, Auburn, CA.

Meyer, Dennis. Andregg Inc., Auburn, CA.

Nelson, Joan. Program Director, Auburn Transition Center, Auburn, CA.

Nolette, Nancy. Assistant County Verterans Service Officer, Veterans Services, Auburn, CA.

Osborne, Anna. Emergency Shelter Program, Sacramento, CA.

Pruett, Danielle. Client Assistant, Placer Women's Center, Inc., Auburn, CA.

Ramos, Tricia. California Coalition for Rural Housing, Sacramento, CA.

Reed, Iva. Auburn and Placer County Library Information and Referral Center, Auburn, CA.

Riley, Betty. Economic Analyst, Sierra Planning Organization, Auburn, CA.

Rocha, Carol. Counselor, PRIDE Industries, Roseville, CA.

Selby, Jo. Secretary, Lessons in Vitality for the Elderly, Rocklin, CA.

Sprague, John. Housing and Redevelopment Manager, Roseville Housing Authority, Roseville, CA.

Tiedemann, Peter. Alta Regional Center, Sacramento, CA.

Vwerling, Martin. Rural California Housing Corporation, Sacramento, CA.

Yeager, Fred. Planning Director, Placer County, Auburn, CA.

APPENDIX D

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APPENDIX E

GLOSSARY

Abbreviations

AFDC: Aid to Families with Dependent Children
ARC: Association of Retarded Citizens
BR: Bedroom
CDBG: Community Development Block Grant
CEC: California Energy Commission
CRC: Community Resources Council
CSD: Community Services District
DRC: Development Review Committee
EICP: Energy Crisis Intervention Program
EIR: Environmental Impact Report
FHA: Federal Housing Administration
FmHA: Farmers Home Administration
HCD: Housing and Community Development Department of the State of California.
HUD: U.S. Dept. of Housing and Urban Development
PG&E: Pacific Gas and Electric
PUD: Planned Unit Development
SACOG: Sacramento Area Council of Governments
SPO: Sierra Planning Organization
SPPC: South Placer Policy Committee
SSI: Supplemental Security Income
TRPA: Tahoe Regional Planning Authority
UBC: Uniform Building Code

Active Solar System - A system that uses a mechanical device, such as pumps or fans run by electricity in addition to solar energy, to transport air or water between a solar collector and the interior of a building for heating or cooling. (See "Passive Solar System.")

Affordable Housing - Housing capable of being purchased or rented by a household with very low, low, or moderate income, based on a household's ability to make monthly payments necessary to obtain housing. Housing is considered affordable when a household pays less than 30 percent of its gross monthly income (GMI) for housing including utilities.

Agency - The governmental entity, department, office, or administrative unit responsible for carrying out regulations.

Apartment - (1) One or more rooms of a building used as a place to live, in a building containing at least one other unit used for the same purpose. (2) A separate suite, not owner occupied, which includes kitchen facilities and is designed for and rented as the home, residence, or sleeping place of one or more persons living as a single housekeeping unit.

Appropriate - An act, condition, or state which is considered suitable.

Archaeology - Relating to the material remains of past human life, culture, or activities.

Assessment District - An area within a public agency's boundaries which receives a special benefit from the construction of one or more public facilities. A Benefit Assessment District has no legal life of its own and cannot act by itself. It is strictly a financing mechanism for providing public infrastructure as allowed under the Streets And Highways Code. Bonds may be issued to finance the improvements, subject to repayment by assessments charged against the benefitting properties. Creation of a Benefit Assessment District enables property owners in a specific area to cause the construction of public facilities or to maintain them (for example, a downtown, or the grounds and landscaping of a specific area) by contributing their fair share of the construction and/or installation and operating costs.

Assisted Housing - Generally multi-family rental housing, but sometimes single-family ownership units, whose construction, financing, sales prices, or rents have been subsidized by federal, state, or local housing programs including, but not limited to Federal Section 8 (new construction, substantial rehabilitation, and loan management set-asides), Federal Sections 213, 236, and 202, Federal Section 221(d)(3) (below-market interest rate program), Federal Section 101 (rent supplement assistance), CDBG, FmHA Section 515, multi-family mortgage revenue bond programs, local redevelopment and in lieu fee programs, and units developed pursuant to local inclusionary housing and density bonus programs. By January 1, 1992, all California Housing Elements are required to address the preservation or replacement of assisted housing that is eligible to change to market rate housing by 2002.

Below-market-rate Housing Unit - Any housing unit specifically priced to be sold or rented to low- or moderate-income households for an amount less than the fair-market value of the unit. The U.S. Department of Housing and Urban Development sets standards for determining which households qualify as "low income" or "moderate income."

Blight - A condition of a site, structure, or area that may cause nearby buildings and/or areas to decline in attractiveness and/or utility.

Building - Any structure used or intended for supporting or sheltering any use or occupancy.

California Environmental Quality Act (CEQA) - A State law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an Environmental Impact Report (EIR) must be prepared and certified as to its adequacy before taking action on the proposed project. General Plans require the preparation of a "program EIR."

Census - The official decennial enumeration of the population conducted by the federal government.

City - City, with a capital "C," generally refers to the government or administration of a city. City, with a lower case "c" may mean any city, or may refer to the geographical area of a city (*e.g.*, the city's bikeway system.)

Clustered Development - Development in which a number of dwelling units are placed in closer proximity than usual, or are attached, with the purpose of retaining an open space area.

Community Development Block Grant (CDBG) - A grant program administered by the U.S. Department of Housing and Urban Development (HUD) on a formula basis for entitlement communities, and by the State Department of Housing and Community Development (HCD) for non-entitled jurisdictions. This grant allots money to cities and counties for housing rehabilitation and community development, including public facilities and economic development.

Community Redevelopment Agency - A local agency created under California Redevelopment Law, or a local legislative body which has elected to exercise the powers granted to such an agency, for the

purpose of planning, developing, re-planning, redesigning, clearing, reconstructing, and/or rehabilitating all or part of a specified area with residential, commercial, industrial, and/or public (including recreational) structures and facilities. The redevelopment agency's plans must be compatible with adopted community general plans.

Compatible - Capable of existing together without conflict or ill effects.

Condominium - A structure of two or more units, the interior spaces of which are individually owned; the balance of the property (both land and building) is owned in common by the owners of the individual units.

Congregate Care - Apartment housing, usually for seniors, in a group setting that includes independent living and sleeping accommodations in conjunction with shared dining and recreational area.

Conservation - The management of natural resources to prevent waste, destruction, or neglect. The state mandates that a Conservation Element be included in the general plan.

Consistent - Free from variation or contradiction. Programs in the General Plan are to be consistent, not contradictory or preferential. State law requires consistency between a general plan and implementation measures such as the zoning ordinance.

Covenants, Conditions, and Restrictions - A term used to describe restrictive limitations which may be placed on property and its use, and which usually are made a condition of holding title or lease.

Criterion - A standard upon which a judgment or decision may be based. (See "Standards.")

Density, Residential - The number of permanent residential dwelling units per acre of land. Densities specified in the General Plan may be expressed in units per gross acre or per net developable acre.

Density Bonus - The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location. Under California law, a housing development that provides 20 percent of its units for lower income households, or 10 percent of its units for very low-income households, or 50 percent of its units for seniors, is entitled to a density bonus.

Density, Control of - A limitation on the occupancy of land. Density can be controlled through zoning in the following ways: use restrictions, minimum lot-size requirements, floor area ratios, land use-intensity ratios, setback and yard requirements, minimum house-size requirements, ratios comparing number and types of housing units to land area, limits on units per acre, and other means. Allowable density often serves as the major distinction between residential districts.

Developable Land - Land which is suitable as a location for structures and which can be developed free of hazards to, and without disruption of, or significant impact on, natural resource areas.

Developer - An individual who or business which prepares raw land for the construction of buildings or causes to be built physical building space for use primarily by others, and in which the preparation of the land or the creation of the building space is in itself a business and is not incidental to another business or activity.

Development - The physical extension and/or construction of urban land uses. Development activities include: subdivision of land; construction or alteration of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill materials; and

clearing of natural vegetative cover (with the exception of agricultural activities). Routine repair and maintenance activities are exempted.

Development Fee - A fee, also called a development fee, levied on the developer of a project by a city, county, or other public agency as compensation for otherwise-unmitigated impacts the project will produce. California Government Code Section 66000 *et seq* specifies that development fees shall not exceed the estimated reasonable cost of providing the service for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document proper restrictions on use of the fund.

Development Rights - The right to develop land by a land owner who maintains fee-simple ownership over the land or by a party other than the owner who has obtained the rights to develop. Such rights usually are expressed in terms of density allowed under existing zoning. For example, one development right may equal one unit of housing or may equal a specific number of square feet of gross floor area in one or more specified zone districts.

Discourage, v. - To advise or persuade to refrain from.

Discretionary Decision - As used in CEQA, an action taken by a governmental agency which calls for the exercise of judgment in deciding whether to approve and/or how to carry out a project.

Duplex - A detached building under single ownership which is designed for occupation as the residence of two families living independently of each other.

Dwelling Unit - A room or group of rooms (including sleeping, eating, cooking, and sanitation facilities, but not more than one kitchen), which constitutes an independent housekeeping unit, occupied or intended for occupancy by one household on a long-term basis.

Easement - Usually the right to use property owned by another for specific purposes or to gain access to another property. For example, utility companies often have easements on the private property of individuals to be able to install and maintain utility facilities.

Economic Base, Economic Vitality - Economic Base theory essentially holds that the structure of the economy is made up of two broad classes of productive effort—basic activities which produce and distribute goods and services for export to firms and individuals outside a defined localized economic area, and nonbasic activities whose goods and services are consumed at home within the boundaries of the local economic area. Viewed another way, basic activity exports goods and services and brings new dollars into the area; non-basic activity recirculates dollars within the area. This distinction holds that the reason for the growth of a particular region is its capacity to provide the means of payment for raw materials, food, and services which the region cannot produce itself and also support the nonbasic activities which are principally local in productive scope and market area.

Elderly Housing - Typically one- and two-bedroom apartments or condominiums designed to meet the needs of persons 62 years of age and older or, if more than 150 units, persons 55 years of age and older, and restricted to occupancy by them. (See "Congregate Care.")

Emergency Shelter - A facility which provides immediate and short-term housing and supplemental services for the homeless. Shelters come in many sizes, but an optimum size is considered to be 20 to 40 beds. Supplemental services may include food, counseling, and access to other social programs. (See "Homeless" and "Transitional Housing.")

Eminent Domain - The right of a public entity to acquire private property for public use by condemnation, and the payment of just compensation.

Encourage, v. - To stimulate or foster a particular condition through direct or indirect action by the private sector or government agencies.

Environment - CEQA defines environment as "the physical conditions which exist within the area which will be affected by a proposed project, including land, air, water, mineral, flora, fauna, noise, and objects of historic or aesthetic significance."

Environmental Impact Report (EIR) - A report required of general plans by the California Environmental Quality Act and which assesses all the environmental characteristics of an area and determines what effects or impacts will result if the area is altered or disturbed by a proposed action.

Fair Market Rent - The rent, including utility allowances, determined by the United States Department of Housing and Urban Development for purposes of administering the Section 8 Existing Housing Program.

Family - (1) Two or more persons related by birth, marriage, or adoption [U.S. Bureau of the Census]. (2) An individual or a group of persons living together who constitute a bona fide single-family housekeeping unit in a dwelling unit, not including a fraternity, sorority, club, or other group of persons occupying a hotel, lodging house or institution of any kind [California].

Farmers Home Administration (FmHA) - A federal agency providing loans and grants for improvement projects and low-income housing in rural areas.

Feasible - Capable of being done, executed, or managed successfully from the standpoint of the physical and/or financial abilities of the implementer(s).

Finding(s) - The result(s) of an investigation and the basis upon which decisions are made. Findings are used by government agents and bodies to justify action taken by the entity.

General Plan - A compendium of a city's or a county's policies regarding its long-term development, in the form of maps and accompanying text. The General Plan is a legal document required of each local agency by the State of California Government Code Section 65301 and adopted by the City Council or Board of Supervisors. In California, the General Plan has 7 mandatory elements (Circulation, Conservation, Housing, Land Use, Noise, Open Space, Safety and Seismic Safety) and may include any number of optional elements (such as Air Quality, Economic Development, Hazardous Waste, and Parks and Recreation). The General Plan may also be called a "County Plan," "Comprehensive Plan," or "Master Plan."

Goal - A general, overall, and ultimate purpose, aim, or end toward which the County will direct effort.

Granny Flat - (See "Second Unit.")

Guidelines - General statements of policy direction around which specific details may be later established.

Handicapped - A person determined to have a mobility impairment or mental disorder expected to be of long or indefinite duration. Many such impairments or disorders are of such a nature that a person's ability to live independently can be improved by appropriate housing conditions.

Homeless - Persons and families who lack a fixed, regular, and adequate nighttime residence. Includes those staying in temporary or emergency shelters or who are accommodated with friends or others with the understanding that shelter is being provided as a last resort. California Housing Element law, Section 65583(c)(1) requires all cities and counties to address the housing needs of the homeless. (See "Emergency Shelter" and "Transitional Housing.")

Household - All those persons--related or unrelated--who occupy a single housing unit. (See "Family.")

Householder - The head of a household.

Households, Number of - The count of all year-round housing units occupied by one or more persons. The concept of *household* is important because the formation of new households generates the demand for housing. Each new household formed creates the need for one additional housing unit or requires that one existing housing unit be shared by two households. Thus, household formation can continue to take place even without an increase in population, thereby increasing the demand for housing.

Housing and Community Development Department of the State of California (HCD) - The State agency that has principal responsibility for assessing, planning for, and assisting communities to meet the needs of low- and moderate-income households.

Housing Element - Article 10.6 of the California Government Code requires each city and county to prepare and maintain a current Housing Element as part of the community's General Plan in order to attain a statewide goal of providing "decent housing and a suitable living environment for every California family." Under State law, Housing Elements must be updated every five years.

Housing and Urban Development, U.S. Department of (HUD) - A cabinet-level department of the federal government which administers housing and community development programs.

Housing Unit - The place of permanent or customary abode of a person or family. A housing unit may be a single-family dwelling, a multi-family dwelling, a condominium, a modular home, a mobile home, a cooperative, or any other residential unit considered real property under State law. A housing unit has, at least, cooking facilities, a bathroom, and a place to sleep. It also is a dwelling that cannot be moved without substantial damage or unreasonable cost. (See "Dwelling Unit," "Family," and "Household.")

Implementation - Actions, procedures, programs, or techniques that carry out policies.

Improvement - The addition of one or more structures or utilities on a vacant parcel of land.

Infill Development - Development of vacant land (usually individual lots or left-over properties) within areas which are already largely developed.

Infrastructure - Public services and facilities, such as sewage-disposal systems, water-supply systems, other utility systems, and roads.

Jobs/Housing Balance; Jobs/Housing Ratio - The availability of affordable housing for employees. The jobs/housing ratio divides the number of jobs in an area by the number of employed residents. A ratio of 1.0 indicates a balance. A ratio greater than 1.0 indicates a net in-commute; less than 1.0 indicates a net out-commute.

Landscaping - Planting—including trees, shrubs, and ground covers—suitably designed, selected, installed, and maintained as to enhance a site or roadway permanently.

Land Use - The occupation or utilization of land or water area for any human activity or any purpose defined in the General Plan.

Land Use Classification - A system for classifying and designating the appropriate use of properties.

Land Use Element - A required element of the General Plan which uses text and maps to designate the future use or reuse of land within a given jurisdiction's planning area. The land use element serves as a guide to the structuring of zoning and subdivision controls, urban renewal and capital improvements programs, and to official decisions regarding the distribution and intensity of development and the location of public facilities and open space.

Land Use Regulation - A term encompassing the regulation of land in general and often used to mean those regulations incorporated in the General Plan, as distinct from zoning regulations (which are more specific).

Lease - A contractual agreement by which an owner of real property (the lessor) gives the right of possession to another (a lessee) for a specified period of time (term) and for a specified consideration (rent).

Life-cycle Costing - A method of evaluating a capital investment that takes into account the sum total of all costs associated with the investment over the lifetime of the project.

Lot - (See "Site.")

Low-income Household - A household with an annual income usually no greater than 80 percent of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program.

Maintain, v.- To keep in an existing state.

Manufactured Housing - Residential structures which are constructed entirely in the factory, and which since June 15, 1976, have been regulated by the federal Manufactured Home Construction and Safety Standards Act of 1974 under the administration of the U.S. Department of Housing and Urban Development (HUD). (See "Mobile Home.")

Median Income - As used in State of California housing law with respect to income eligibility limits established by the U.S. Department of Housing and Urban Development (HUD). The median income is the higher of the county median family income or the statewide non-metropolitan median family income.

Minimize, v. - To reduce or lessen, but not necessarily to eliminate.

Ministerial (Administrative) Decision - An action taken by a governmental agency which follows established procedures and rules and does not call for the exercise of judgment in deciding whether to approve a project.

Mixed-use - Properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building or on a single site in an integrated development project with significant functional interrelationships and a coherent physical design. A "single site" may include contiguous properties.

Mobile Home - A structure, transportable in one or more sections, built on a permanent chassis and designed for use as a single-family dwelling unit and which (1) has a minimum of 400 square feet of living space; (2) has a minimum width in excess of 102 inches; (3) is connected to all available permanent utilities; and (4) is tied down (a) to a permanent foundation on a lot either owned or leased

by the homeowner or (b) is set on piers, with wheels removed and skirted, in a mobile home park under a lease with a minimum period of one year. (See "Manufactured Housing.")

Moderate-income Household - A household with an annual income between the lower income eligibility limits and 120 percent of the area median family income adjusted by household size, usually as established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program. (See "Low-income Household.")

Multiple Family Building - A detached building designed and used exclusively as a dwelling by three or more families occupying separate suites.

Must - That which is mandatory.

Necessary - Essential or required.

Need - A condition requiring supply or relief. The County may act upon findings of need within or on behalf of the community.

Objective - A specific statement of desired future condition toward which the County will expend effort in the context of striving to achieve a broader goal. An objective should be achievable and, where possible, should be measurable and time-specific. The State Government Code (Section 65302) requires that general plans spell out the "objectives," principles, standards, and proposals of the general plan. "The addition of 100 units of affordable housing by 1995" is an example of an objective.

Ordinance - A law or regulation set forth and adopted by a governmental authority, usually a city or county.

Parcel - A lot, or contiguous group of lots, in single ownership or under single control, usually considered a unit for purposes of development.

Passive Solar System - A system that distributes collected heat via direct transfer from a thermal mass rather than mechanical power. Passive systems rely on building design and materials to collect and store heat and to create natural ventilation for cooling. (See "Active Solar System.")

Planned Unit Development (PUD) - A description of a proposed unified development, consisting at a minimum of a map and adopted ordinance setting forth the regulations governing, and the location and phasing of all proposed uses and improvements to be included in the development.

Planning Commission - A body, usually having five or seven members, created by a city or county in compliance with California law (Section 65100) which requires the assignment of the planning functions of the city or county to a planning department, planning commission, hearing officers, and/or the legislative body itself, as deemed appropriate by the legislative body.

Policy - A specific statement of principle or of guiding actions which implies clear commitment but is not mandatory. A general direction that a governmental agency sets to follow, in order to meet its goals and objectives before undertaking an action program. (See "Program.")

Poverty Level - As used by the U.S. Census, families and unrelated individuals are classified as being above or below the poverty level based on a poverty index which provides a range of income cutoffs or "poverty thresholds" varying by size of family, number of children, and age of householder. The income cutoffs are updated each year to reflect the change in the Consumer Price Index.

Program - An action, activity, or strategy carried out in response to adopted policy to achieve a specific goal or objective. Policies and programs establish the "who," "how" and "when" for carrying out the "what" and "where" of goals and objectives.

Recycle, v. - The process of extraction and reuse of materials from waste products.

Redevelop, v. - To demolish existing buildings; or to increase the overall floor area existing on a property; or both; irrespective of whether a change occurs in land use.

Regional - Pertaining to activities or economies at a scale greater than that of a single jurisdiction, and affecting a broad homogeneous area.

Regulation - A rule or order prescribed for managing government.

Rehabilitation - The repair, preservation, and/or improvement of substandard housing.

Residential - Land designated in the County's General Plan and zoning ordinance for buildings consisting only of dwelling units. May be vacant or unimproved. (See "Dwelling Unit.")

Residential, Multiple Family - Usually three or more dwelling units on a single site, which may be in the same or separate buildings.

Residential, Single-family - A single dwelling unit on a building site.

Restrict, v. - To check, bound, or decrease the range, scope, or incidence of a particular condition.

Retrofit, v.- To add materials and/or devices to an existing building or system to improve its operation or efficiency.

Risk - The danger or degree of hazard or potential loss.

Second Unit - A Self-contained living unit, either attached to or detached from, and in addition to, the primary residential unit on a single lot. Sometimes called "Granny Flat."

Section 8 Rental Assistance Program - A federal (HUD) rent-subsidy program which is the main source of federal housing assistance for low-income households. The program operates by providing "housing assistance payments" to owners, developers, and public housing agencies to make up the difference between the "Fair Market Rent" of a unit (set by HUD) and the household's contribution toward the rent, which is calculated at 30 percent of the household's adjusted gross monthly income (GMI). "Section 8" includes programs for new construction, existing housing, and substantial or moderate housing rehabilitation.

Senior Housing - (See "Elderly Housing.")

Seniors - Persons age 65 and older.

Septic System - A sewage-treatment system that includes a settling tank through which liquid sewage flows and in which solid sewage settles and is decomposed by bacteria in the absence of oxygen. Septic systems are often used for individual-home waste disposal where an urban sewer system is not available.

Setback - The horizontal distance between the property line and any structure.

Should - Signifies a directive to be honored if at all possible.

Single-family Dwelling, Attached - A dwelling unit occupied or intended for occupancy by only one household that is structurally connected with at least one other such dwelling unit.

Single-family Dwelling, Detached - A dwelling unit occupied or intended for occupancy by only one household that is structurally independent from any other such dwelling unit or structure intended for residential or other use. (See "Family.")

Site - A parcel of land used or intended for one use or a group of uses and having frontage on a public or an approved private street. A lot. (See "Lot.")

Slope - Land gradient described as the vertical rise divided by the horizontal run, and expressed in percent.

Solar Access - The provision of direct sunlight to an area specified for solar energy collection when the sun's azimuth is within 45 degrees of true south.

Solar System, Active - A system using a mechanical device, such as a pump or a fan, and energy in addition to solar energy to transport a conductive medium (air or water) between a solar collector and the interior of a building for the purpose of heating or cooling.

Solar System, Passive - A system that uses direct heat transfer from thermal mass instead of mechanical power to distribute collected heat. Passive systems rely on building design and materials to collect and store heat and to create natural ventilation for cooling.

Standards - (1) A rule or measure establishing a level of quality or quantity that must be complied with or satisfied. The State Government Code (Section 65302) requires that general plans spell out the objectives, principles, "standards," and proposals of the general plan.

Structure - Anything constructed or erected which requires location on the ground (excluding swimming pools, fences, and walls used as fences).

Subdivision - The division of a tract of land into defined lots, either improved or unimproved, which can be separately conveyed by sale or lease, and which can be altered or developed. "Subdivision" includes a condominium project as defined in Section 1350 of the California Civil Code and a community apartment project as defined in Section 11004 of the Business and Professions Code.

Subdivision Map Act - Division 2 (Sections 66410 *et seq*) of the California Government code, this act vests in local legislative bodies the regulation and control of the design and improvement of subdivisions, including the requirement for tentative and final maps. (See "Subdivision.")

Subsidize - To assist by payment of a sum of money or by the granting of terms or favors that reduce the need for monetary expenditures. Housing subsidies may take the forms of mortgage interest deductions or tax credits from federal and/or state income taxes, sale or lease at less than market value of land to be used for the construction of housing, payments to supplement a minimum affordable rent, and the like.

Substandard Housing - Residential dwellings which, because of their physical condition, do not provide safe and sanitary housing.

Substantial - Considerable in importance, value, degree, or amount.

Topography - Configuration of a surface, including its relief and the position of natural and man-made features.

Transit - The conveyance of persons or goods from one place to another by means of a local, public transportation system. Para-transit refers to transportation services and which operate vehicles, such as buses, jitneys, taxis, and vans for senior citizens, and/or mobility-impaired.

Transit-dependent - Refers to persons unable to operate automobiles or other motorized vehicles, or those who do not own motorized vehicles. Transit-dependent citizens must rely on transit, para-transit, or owners of private vehicles for transportation. Transit-dependent citizens include the young, the handicapped, the elderly, the poor, and those with prior violations in motor vehicle laws.

Transit, Public - A system of regularly-scheduled buses and/or trains available to the public on a fee-per-ride basis. Also called "Mass Transit."

Transitional Housing - Shelter provided to the homeless for an extended period, often as long as 18 months, and generally integrated with other social services and counseling programs to assist in the transition to self-sufficiency through the acquisition of a stable income and permanent housing. (See "Homeless" and "Emergency Shelter.")

Undue - Improper, or more than necessary.

Uniform Building Code (UBC) - A national, standard building code which sets forth minimum standards for construction.

Uniform Housing Code - State housing regulations governing the condition of habitable structures with regard to health and safety standards and which provide for the conservation and rehabilitation of housing in accordance with the Uniform Building Code (UBC).

Use - The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, erected, moved, altered, and/or enlarged in accordance with the County's zoning ordinance and General Plan land use designations.

Use Permit - The discretionary and conditional review of an activity or function or operation on a site or in a building or facility.

Vacant - Lands or buildings which are not actively used for any purpose.

Variance - A departure from any provision of the zoning requirements for a specific parcel, except use, without changing the zoning ordinance or the underlying zoning of the parcel. A variance usually is granted only upon demonstration of hardship based on the peculiarity of the property in relation to other properties in the same zone district.

Very Low-income Household - A household with an annual income usually no greater than 50 percent of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program.

Zoning - The division of a County by legislative regulations into areas, or zones, which specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the General Plan.

Source: California Planning Roundtable, *The California General Plan Glossary*, 1991.

Chapter 3
Population

CHAPTER 3

POPULATION

3.1 INTRODUCTION

Information on the characteristics of the Placer County population is essential to the process of updating the general plan. The size of the population and the rate at which it changes determines levels of need for all types of community resources and facilities. More people require more water, more housing, more commercial facilities, and drive more cars, which affect the traffic capacity of county roads and have secondary effects on air quality. The number of people in various age groups will determine demands for particular types of community services and facilities that are based on age. For example, a community with a population mainly comprised of young families will have greater needs for elementary school and child day care facilities than a community of mostly retired people. The elderly have special needs for transportation and medical services.

This chapter provides a detailed summary of the population characteristics of Placer County as reported in the *U.S. Census of Population and Housing, 1990: Summary Tape File 1* (a computer file available from the Census Bureau). The population characteristics covered include the size of the population and its distribution among the various cities and unincorporated areas; the ages of the population and where different age groups live; and the racial and ethnic characteristics of the population. Where appropriate, this information is compared to data from the 1980 census.

The chapter concludes with an examination of several projections of future county population growth, prepared by various government organizations.

3.2 POPULATION CHARACTERISTICS

The population of Placer County in 1990 was 172,796, according to the U.S. Census. Table 3-1 shows how the total population in 1990 was divided between the cities of Placer County and the unincorporated areas, and also how those population components have changed from 1960 to 1990.

The number of people living in Placer County more than tripled in the 30 years between 1960 and 1990, growing at an average annual rate of about 3.8% per year. Since 1980, the population has become increasingly concentrated in the incorporated cities; while 38% of the population lived within the incorporated cities in 1980, that percentage increased to 51% in 1990. This resulted mainly from the incorporation of Loomis in 1984, as well as relatively high growth rates in the cities of Rocklin, Roseville, and Lincoln.

There were 64,101 Placer County households in 1990, resulting in an average household size of 2.69 persons.

Figure 3-1 shows decennial (every 10 year) U.S. census information, for both the incorporated and unincorporated areas of Placer County. Table 3-2 shows the distribution of the 1990 population among the county's six incorporated cities and the unincorporated portion of the county.

Figure 3-1

POPULATION GROWTH
Placer County

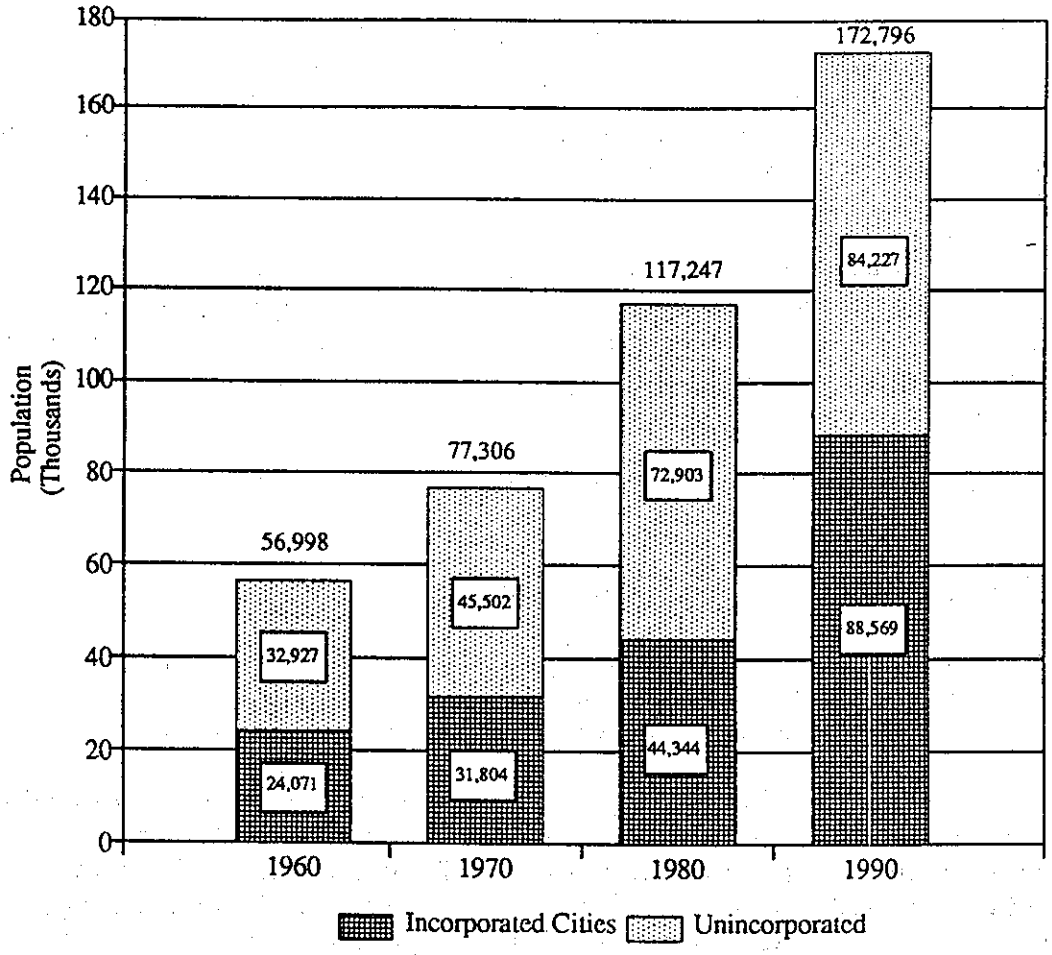


TABLE 3-1

PLACER COUNTY POPULATION
1960 to 1990

	1960		1970		1980		1990	
Incorporated Cities	24,071	42%	31,804	41%	44,344	38%	88,569	51%
Unincorporated Areas	32,927	58%	45,502	59%	72,903	62%	84,227	49%
Total County	**56,998**	**100%**	**77,306**	**100%**	**117,247**	**100%**	**172,796**	**100%**

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TABLE 3-2

PLACER COUNTY POPULATION DISTRIBUTION
1980 to 1990

Jurisdiction	1980	1990	1980-1990 % Change
Auburn	7,540	10,592	40.5%
Colfax	981	1,306	33.1%
Lincoln	4,132	7,248	75.4%
Loomis[1]	NA	5,705	NA
Rocklin	7,334	19,033	159.2%
Roseville	24,347	44,685	83.5%
Unincorporated	72,903	84,227	15.5%
Total County	**117,247**	**172,796**	**47.4%**

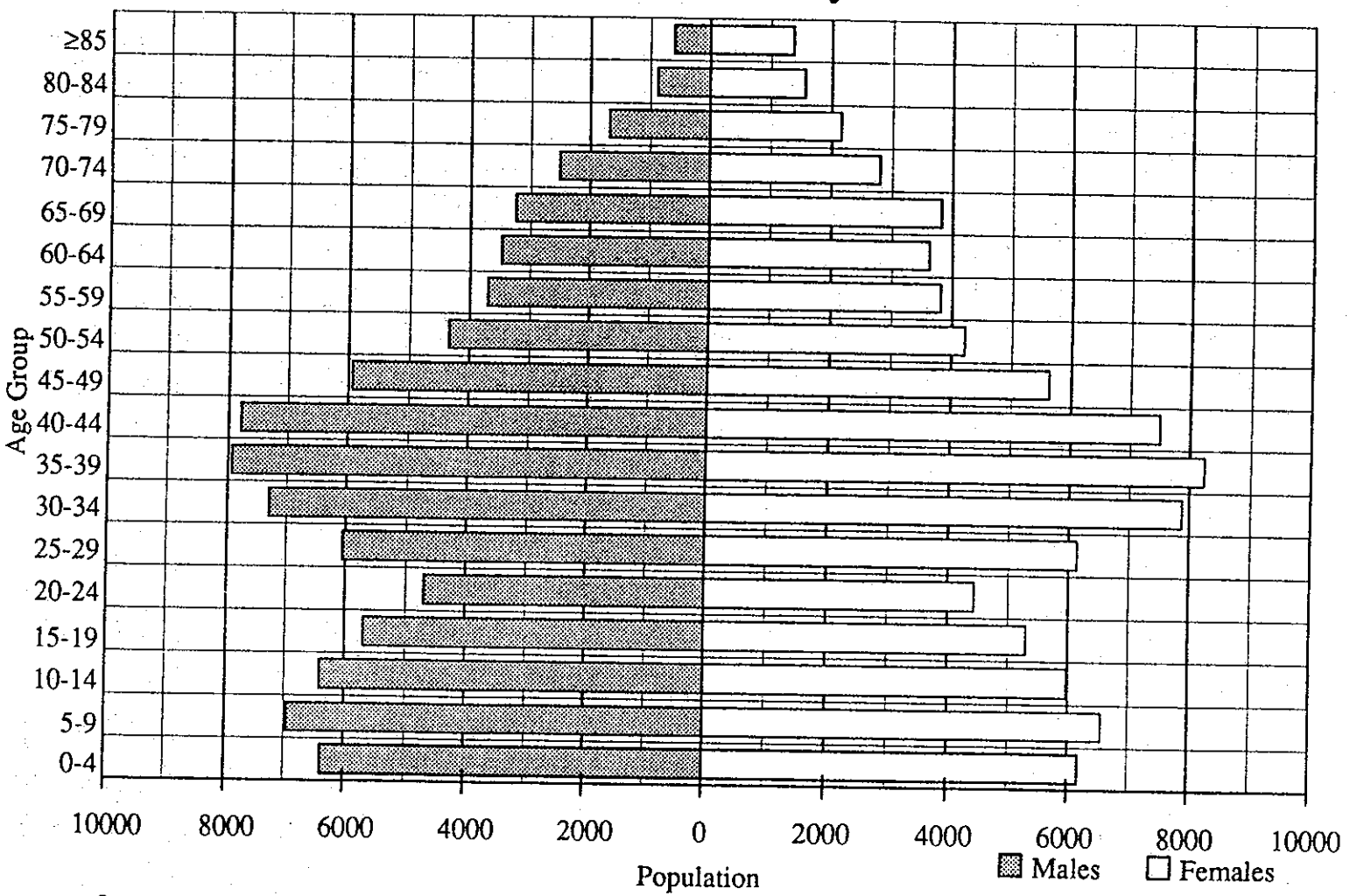
Note: [1] Loomis was incorporated in 1984; no census data exist for 1980.
Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

AGE

The following three tables and figure show the age characteristics of the county population. Table 3-3 shows the distribution of the population among four age groups and between the incorporated cities and the unincorporated portion of the county. Table 3-4 shows the distribution of children (less than 18 years old) within the county. Table 3-5 shows the distribution of elderly residents (greater than 65 years of age) within the county. Figure 3-2 differentiates between the male and female populations in groups of ages (cohorts) at five-year intervals.

FIGURE 3-2

FIVE YEAR AGE COHORTS
Placer County



Source: U.S. Census of Population and Housing, Summary Tape File 1, 1990

The age distribution in Placer County reflected in the 1990 census is not substantially different from the 1980 census, when 6.5% of the county population was in the 0-4 age group, 21.0% in the 5-17 group, 61.3% in the 18-64 group, and 11.2% in the 65 and older category.

TABLE 3-3

AGE DISTRIBUTION
Placer County 1990

Age Group	Incorporated Cities		Unincorporated Areas		Placer County Total	
	No.	%	No.	%	No.	%
0 to 4 Years	7,105	8.0%	5,458	6.5%	12,563	7.2%
5 to 17 Years	17,078	19.3%	15,585	18.5%	32,663	18.9%
18 to 64 Years	53,915	60.8%	53,030	62.9%	106,945	61.8%
65 Years and Older	10,471	11.8%	10,154	12.0%	20,625	11.9%
Total Population	**88,569**	**100%**	**84,227**	**100%**	**172,796**	**100%**

Note: Sum of percentages may not equal 100 because of rounding.

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TABLE 3-4

DISTRIBUTION OF CHILDREN
Placer County 1990

	Children	Total Population	Percent Children
Auburn City	2,207	10,592	20.8%
Colfax City	348	1,306	26.6%
Colfax-Summit Area	2,795	11,173	25.0%
Dollar Point	306	1,449	21.1%
Foresthill	407	1,409	28.9%
Foresthill-Back Country Area	821	3,290	24.9%
Kings Beach	739	2,796	26.4%
Lake Tahoe	465	2,225	20.9%
Lincoln City	2,299	7,248	31.7%
Loomis Basin-Folsom Lake	5,343	20,193	26.4%
Loomis Town	1,649	5,705	28.9%
Meadow Vista	724	3,067	23.6%
North Auburn Area	2,354	10,301	22.8%
Rocklin City	5,399	19,033	28.4%
Roseville City	12,191	44,685	27.3%
Sunnyside-Tahoe City	374	1,643	22.7%
Tahoe Vista	275	1,144	24.0%
Unincorporated Auburn Area	3,958	16,266	24.3%
Unincorporated Roseville Area	708	2,713	26.0%
West Valley Area	1,774	6,558	27.0%
Total Children	**45,226**	**172,796**	**26.2%**

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TABLE 3-5

DISTRIBUTION OF ELDERLY PEOPLE
(65 and Over)
Placer County 1990

Location	Number of Elderly	Total Population	Percent Elderly
Auburn City	1,500	10,592	14.1%
Colfax City	183	1,306	14.0%
Colfax-Summit Area	637	11,173	8.2%
Dollar Point	81	1,449	5.6%
Foresthill	131	1,409	9.3%
Foresthill-Back County Area	306	3,290	9.3%
Kings Beach	81	2,796	2.9%
Lake Tahoe Area	139	2,225	6.2%
Lincoln City	515	7,248	7.1%
Loomis Basin-Folsom Lake	1,329	20,193	6.6%
Loomis Town	416	5,705	7.3%
Meadow Vista	287	3,067	9.3%
North Auburn Area	1,481	10,301	14.4%
Rocklin City	1,277	19,033	6.7%
Roseville City	3,306	44,685	7.4%
Sunnyside-Tahoe City	46	1,643	2.8%
Tahoe Vista	56	1,144	4.9%
Unincorporated Auburn Area	1,421	16,266	8.7%
Unincorporated Roseville Area	265	2,713	9.7%
West Valley Area	473	6,558	7.2%
Total Elderly Population	**14,213**	**172,796**	**8.2%**

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

GENDER

The percentages of men and women in Placer County in 1990 were virtually identical to the 1980 census when the population was 49.3% male and 50.6% female. There are more women than men in all of the incorporated cities except Loomis, where there were seven more men than women; however, there are more men than women residing in the unincorporated parts of the county. Table 3-6 shows the distribution of men and women within the county.

TABLE 3-6

POPULATION DISTRIBUTION BY SEX, 1990
Placer County

Jurisdiction	Male		Female	
	No.	%	No.	%
Auburn	4,833	46.1%	5,709	53.9%
Colfax	621	47.5%	685	52.5%
Lincoln	3,567	49.2%	3,681	50.8%
Loomis	2,856	50.1%	2,849	49.9%
Rocklin	9,461	49.7%	9,572	50.3%
Roseville	21,576	48.3%	23,109	51.7%
Total Incorporated	42,914	48.5%	45,605	51.5%
Unincorporated Areas	42,664	50.6%	41,613	49.4%
Total County	**85,578**	**49.5%**	**87,218**	**50.5%**

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

ETHNICITY

The ethnic composition of Placer County did not change significantly between 1980 and 1990. The population of Placer County is predominantly white. Racial minorities are more represented in the cities than in the unincorporated parts of the county. Eight percent of the county population is Hispanic, with the Hispanic population concentrated in Lincoln, Roseville, and Kings Beach. The Lake Tahoe area, Auburn, and Dollar Point areas have much lower than average percentages of Hispanics. Tables 3-7 and 3-8 show the ethnicity of Placer County residents.

TABLE 3-7

ETHNICITY
Placer County 1990

Ethnic Group	Incorporated Cities		Unincorporated Areas		Placer County Total	
	No.	%	No.	%	No.	%
White	81,831	92.3%	80,117	95.1%	161,948	93.7%
Black	656	0.7%	377	0.4%	1,033	0.6%
American Indian	908	1.0%	953	1.1%	1,861	1.0%
Asian or Pacific Islander	2,425	2.7%	1,381	1.6%	3,806	2.2%
Other (1)	2,749	3.1%	1,399	1.6%	4,148	2.4%
Total Population	**88,569**	**100%**	**84,227**	**100%**	**172,796**	**100%**

Note: Sum of percentages may not equal 100 because of rounding.

1. Other includes predominantly persons of Hispanic origin. The census distinguishes between ethnicity (or race) and place of origin. The census define Hispanic origin as persons from Mexico, Spain, and other Latin American countries. Racially, most Hispanics are white.

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

TABLE 3-8

DISTRIBUTION OF HISPANIC POPULATION
Placer County 1990

Location	Hispanic Population	Total Population	Percentage Hispanic
Auburn City	454	10,592	4.3%
Colfax City	81	1,306	6.2%
Colfax-Summit Area	518	11,173	4.6%
Dollar Point	57	1,449	3.9%
Foresthill	72	1,409	5.1%
Foresthill-Back Country Area	162	3,290	4.9%
Kings Beach	922	2,796	32.9%
Lake Tahoe Area	71	2,225	3.2%
Lincoln City	1,796	7,248	24.7%
Loomis Basin-Folsom Lake	936	20,193	4.6%
Loomis Town	414	5,705	7.2%
Meadow Vista	117	3,067	3.8%
North Auburn	512	10,301	5.0%
Rocklin City	1,333	19,033	7.0%
Roseville City	4,825	44,685	10.8%
Sunnyside-Tahoe City	76	1,643	4.6%
Tahoe Vista	71	1,144	6.2%
Unincorporated Auburn Area	745	16,266	4.6%
Unincorporated Roseville Area	202	2,713	7.4%
West Valley Area	507	6,558	7.7%
Total Population	**13,871**	**172,796**	**8.0%**

Source: *U.S. Census of Population and Housing, Summary Tape File 1*, 1990.

3.3 STATE DEPARTMENT OF FINANCE POPULATION ESTIMATES

The California State Department of Finance (DOF) prepares annual population estimates of all cities and unincorporated areas of the state. The base data for the estimates come from three primary sources.

First, all cities and counties provide DOF with annual residential building permit data. Together with previously obtained information on existing housing units, such data indicate the theoretical maximum number of dwellings available for habitation. Second, DOF analyzes county birth and death records to account for natural changes in population. Finally, DOF examines driver's license address change

information from the State Department of Motor Vehicles to attempt to account for migration. These three variables are combined to provide a reasonable estimate of annual population changes within each jurisdiction.

These figures are calibrated to the decennial census of population that occurs every ten years.

Table 3-9 summarizes DOF data for Placer County from 1975 to 1990. It is important to note that the 1990 figures have not yet been calibrated to the 1990 census information. With the exception of Rocklin, the cities within Placer County and the unincorporated area grew at rates similar to the rest of the state.

TABLE 3-9

DOF POPULATION ESTIMATES
Placer County, 1975 to 1990

Jurisdiction	1975	1980	1985	1990	% Change 1975-1990
Auburn	6,462	7,012	7,767	9,467	2.58%
Colfax	752	986	1,004	1,056	2.29%
Lincoln	3,405	4,141	5,053	6,461	4.36%
Loomis (1)	NA	NA	4,868	6,271	5.20%
Rocklin	3,481	7,221	9,141	16,649	11.00%
Roseville	19,689	23,709	27,502	40,079	4.85%
Unincorporated	54,281	71,228	78,221	85,559	3.08%
Total County	**88,070**	**114,297**	**133,556**	**165,542**	**4.30%**

Note: 1. Loomis incorporated in 1984; there are no figures for prior years.

Source: Placer County Population and Housing Estimates, Report E-5, 1975-1990.

3.4 POPULATION PROJECTIONS

This section documents and evaluates population projections that have been made for Placer County by the State Department of Finance (DOF), Sacramento Area Council of Governments (SACOG) and the Sierra Planning Organization (SPO). These projections are also compared to estimates prepared by Crawford Multari & Starr.

DEPARTMENT OF FINANCE

The Population Research Unit of the California State Department of Finance (DOF) prepares projections of the future population of each of California's 58 counties. DOF uses a baseline cohort method to project future population by age and sex. This method separates the total population into smaller categories based on age and sex. Once a baseline count is established, it is possible to "age" the population into the future on the basis of three important assumptions.

First, the survival rate estimates the percentage of each age group that is expected to survive each year. Second, the fertility rate is applied to women of child-bearing age to estimate the number of children born each year. Finally, migration rates are used to estimate the number of new people that will move into each county each year. Each of these factors is derived for each county within California based upon examination of past trends. In addition, the DOF model assumes no major social distortions such as war or economic depression, no major natural catastrophes such as famine or disease, and that people have the right to migrate where and when they choose.

DOF projects that the population of Placer County will increase by 91,800 people between 1990 and 2005. Of that total, 76,800 will result from net in-migration (that is, the difference between people moving to Placer County and those moving away); while 15,040 will result from natural changes (that is, the difference between births and deaths).

The following table shows the results of DOF estimates for Placer County

TABLE 3-10

DOF POPULATION PROJECTIONS
Placer County

	1990	1995	2000	2005
Placer County	175,600	209,900	238,700	267,400

Source: DOF, *Interim Population Projections for California Counties 1980-2005*, April 1991.

DOF also produces annual estimates of population and housing for all of the cities and counties in the state. The annual estimates should not be confused with the above projections. For more information on the annual DOF estimates, see the previous section of this report (page 3-7).

SACRAMENTO AREA COUNCIL OF GOVERNMENTS

The Sacramento Area Council of Governments (SACOG) is a regional planning agency whose area of jurisdiction includes the counties of Sacramento, Sutter, Yolo, Yuba and a portion of Placer. SACOG does not prepare independent population projections, but instead relies upon State DOF information, and periodically adjusts those projections. Adjustments are made when past trends change significantly.

SACOG is most interested in how population changes will affect their regional traffic modeling program. Thus SACOG allocates revised population projections to "minor zones," which have been delineated for traffic modeling. SACOG reviews the existing DOF projections and compares them with the annual DOF estimates. If the projections appear to diverge from annual DOF estimates, SACOG will adjust the DOF projections after discussions with city and county planners in the affected jurisdictions.

Once the base information is derived, SACOG iteratively updates the minor zone information by evaluating completed building permit information and field work, if necessary. For future projections, SACOG examines city and county general plans for buildout potential within the projected time frame.

The following table provides SACOG's population projections through 2010.

TABLE 3-11

SACOG POPULATION PROJECTIONS
Placer County

Jurisdiction	1990	1995	2000	2005	2010
Auburn	10,157	11,992	13,414	14,773	16,281
Colfax	1,056	1,316	1,526	1,769	2,051
Lincoln	6,649	9,107	11,604	14,796	18,878
Loomis	6,271	6,650	6,950	7,300	7,600
Rocklin	16,671	21,686	27,682	35,361	45,121
Roseville	41,883	54,590	69,477	86,433	103,379
Unincorporated	87,847	98,879	104,290	106,870	109,400
Total County	**170,534**	**204,150**	**234,943**	**267,314**	**302,726**

Source: SACOG Projection Methodology and Base Line Projections, Placer County, August 2, 1990.

SIERRA PLANNING ORGANIZATION

The Sierra Planning Organization and Economic Development District (SPO) was established through a joint powers agreement and includes portions of El Dorado, Nevada, portions of Placer and Sierra counties. SPO serves dual functions in the region. Similar to a Council of Governments, SPO prepares the Regional Housing Allocation Plan for its members (see Chapter 2 of this report). SPO also was designated in 1970 by the U.S. Economic Development Administration as a "Model District" to undertake economic development activities in the region.

SPO prepares periodic population projections to assist in their planning duties. SPO's projections begin with the decennial census figures. From the census baseline, SPO applies past growth rates into the future. The following table presents population projections by the Sierra Planning Organization for the portions of Placer County within SPO's jurisdiction.

TABLE 3-12

SIERRA PLANNING ORGANIZATION POPULATION PROJECTIONS
Portion of Placer County

Jurisdiction	1990	1995	2000
Auburn	10,592	12,887	15,679
Colfax	1,306	1,536	1,807
Loomis	5,705	6,146	6,621
Unincorporated	84,119	90,620	97,624
Total	**101,802**	**122,671**	**147,819**

Source: SPO Growth Projections.

When comparing SPO projections to others, it is important to note that SPO's jurisdiction does not cover the cities of Lincoln, Rocklin or Roseville. Thus the totals in Table 3-12 are not directly comparable to DOF or SACOG totals.

TREND LINE PROJECTIONS

The land use consultant for the General Plan Update, Crawford Multari & Starr (CMS), prepared three estimates of future population using trend lines developed from the State Department of Finance's annual population estimates. CMS began with the 1990 census population, then generated linear regression equations based upon fifteen, ten and five years of DOF data, respectively. The results of that exercise appear in Table 3-13.

TABLE 3-13

TREND LINE COUNTY-WIDE POPULATION PROJECTIONS
Placer County

	1990	1995	2000	2005	2010	Average annual growth[1]
15-year trend	172,776	188,718	214,363	240,007	265,651	2.2 %
10-year trend	172,776	193,537	222,482	251,428	280,374	2.5 %
5-year trend	172,796	207,601	248,405	289,208	330,012	3.3 %

Note: [1] Average annual rate compounded.
Source: Crawford Multari & Starr, December 1991.

The five-year trend line substantially exceeds the other projections, while the ten and fifteen year trends fall within the boundaries of the other agency's projections. The five year trend exceeds the others because of the rapid growth that has occurred in the past five years, especially in the cities of Rocklin and Roseville.

While the five-year trend line appears quite high relative to the others, it is important to note that the DOF projections have been historically low. For example, DOF projections prepared in 1986 forecasted that Placer County would contain about 203,000 persons in 2000. The latest projections have increased this estimate to nearly 239,000. If this pattern persists, the high estimates may in fact be closer to the actual figure. Figure 3-3 compares the various population projections.

UNINCORPORATED AREA POPULATION PROJECTIONS

The preceding discussion presented population projections for the entire county, including the incorporated cities. This section examines projections and trends for the unincorporated portion of the county only.
The DOF projections are made for the entire county. Thus it is not possible to separate the unincorporated portion of the DOF projections.

SPO and SACOG separate their population projections by legal jurisdiction. CMS also prepared population projections for unincorporated Placer County using the same five, ten and fifteen year trend lines as described above. However, an adjustment to the data was needed to generate the ten and fifteen year trend lines.

The Town of Loomis incorporated in 1984, before which Loomis was included in the unincorporated portion of the county population. To account for this, we needed to deflate the unincorporated population figures prior to 1985 by the estimated population of Loomis. Unfortunately, the 1980 census information does not provide figures for the population of present-day Loomis.

We examined the population of Loomis as a percentage of the total county population since Loomis incorporated. That percentage has ranged between 3.64 percent and 4.00 percent, with a six-year average of 3.85 percent. Therefore, we deflated the unincorporated population prior to 1985 by 3.85 percent. In effect, this adjustment treats Loomis as if it were incorporated during the past fifteen years. We then used the adjusted unincorporated population figures to generate the 15 and 10 year trend lines.

Interestingly, the growth trends in the unincorporated county differ from the county as a whole. For the entire county, the five year trend line represents the highest growth potential while in the unincorporated county the fifteen year trend line is the highest. This is not surprising, however, when one considers the very high growth rates that have occurred in the cities during the past decade (see Table 4.3.1.2 above). As the cities have grown rapidly, this has relieved some of the pressure for growth in the unincorporated county. Thus the recent growth rates in the unincorporated county have declined.

The five- and 10-year trend lines closely mirror the projections made by SPO through the year 2000. SACOG's projection of unincorporated population growth assume a fairly rapid growth rate during the first decade of the projection, then declines significantly. Thus for the first ten years of the projection, SACOG's estimates are substantially higher than the five and ten year trend lines. The declining rate, however, allows the trend lines to catch up by the end of the projection period.

Figure 3-3

COMPARISON OF POPULATION PROJECTIONS
Placer County

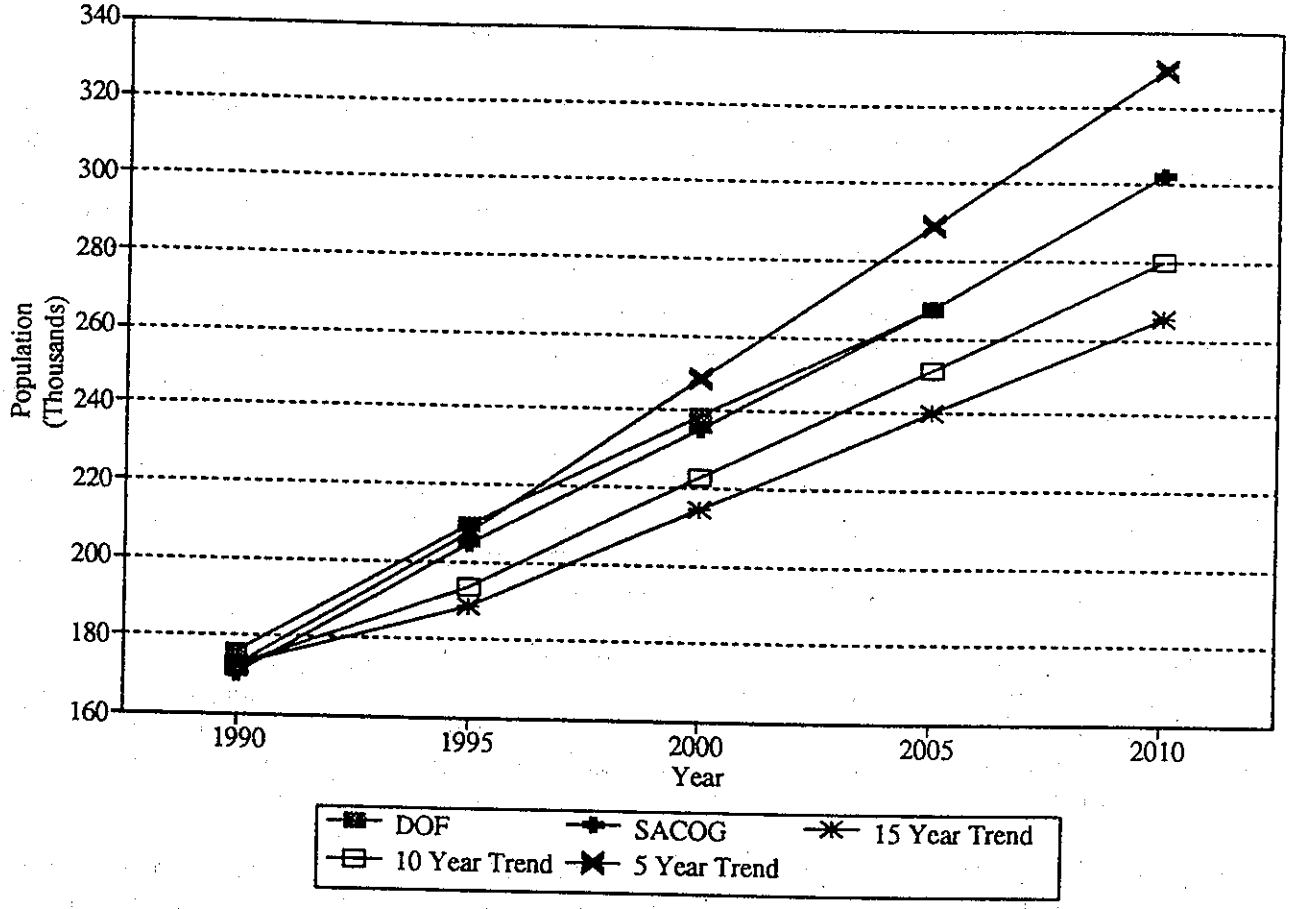


Figure 3-4

UNINCORPORATED POPULATION PROJECTIONS
Placer County

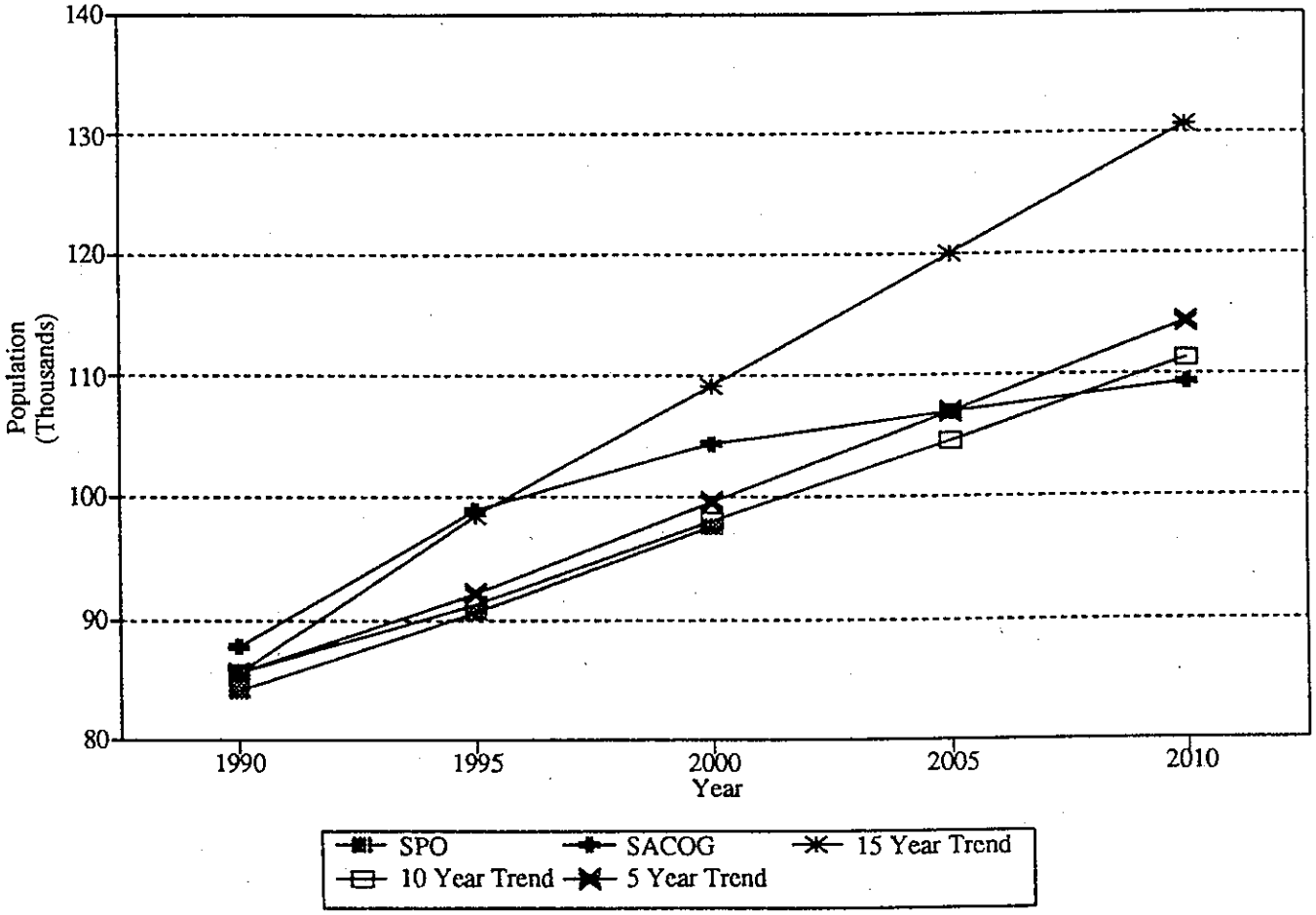


Table 3-14 summarizes and Figure 3-4 illustrates the various projections for unincorporated Placer County.

TABLE 3-14

COMPARISON OF UNINCORPORATED AREA POPULATION PROJECTIONS
Placer County

	1990	1995	2000	2005	2010	Average Annual growth[2]
SPO	84,119	90,620	97,624	(1)	(1)	1.5 %
SACOG	87,847	98,879	104,290	106,870	109,400	1.1 %
15-year trend	85,559	98,418	109,207	119,996	130,784	2.1 %
10-year trend	85,559	91,222	97,925	104,628	111,330	1.3 %
5-year trend	85,559	92,089	99,558	107,027	114,496	1.5 %

Note: [1] SPO projections extend only to 2000.
[2] Average annual rate compounded.
Sources: SACOG Projection Methodology and Base Line Projections, Placer County, August 2, 1990.
SPO Growth Projections.
Crawford Multari & Starr, December 1991.

FACTORS AFFECTING POPULATION GROWTH

While interesting and generally valid, trend projections inherently assume that past growth trends will continue into the future. Past trends provide a good starting point for analysis, but should be tempered with knowledge of factors peculiar to Placer County. Several factors may affect the growth of population in Placer County.

Growth in the Cities

The census data and past trends lines indicate an increasing rate of population growth within the incorporated cities of Placer County. If this trend continues, one can expect to see relatively less growth pressure in the unincorporated county. The cities of Lincoln, Rocklin and Roseville are all poised for significant growth during the next 20 years.

Lincoln has adopted a fairly aggressive stance on growth. The 1990 census noted that the city population was 7,248; however, the holding capacity of the Lincoln General Plan area is estimated to be about 81,000.

Roseville has become the primary job center of the county. NEC and Hewlett-Packard have built manufacturing plants there; combined they generate about 4,500 jobs. Because of their large job base, Roseville is also the financially healthiest jurisdiction in the County. The city has a 1990 census population of about 44,000, with a general plan holding capacity of about 131,000.

Rocklin also has an aggressive attitude toward growth. Rocklin's population increased nearly 160% between 1980 and 1990. The holding capacity for their general plan is currently estimated to be about 80,000.

Growth in Nearby Counties

El Dorado County borders Placer County to the south. El Dorado is experiencing water delivery problems in many areas, which may create short run growth pressures in nearby, less constrained counties.

Nevada County, immediately north of Placer County, is also in the process of updating their general plan. Public sentiment in Nevada County appears to favor slow growth, maintenance of rural character, preservation of agriculture, and directing urban growth to the existing cities. The incorporated cities in Nevada County—Grass Valley and Nevada City—share such sentiments. This may push some development demand into Placer County.

Sierra County currently has a total population of less than 4,000. Much of the County is public lands; thus the potential for significant growth there is considered extremely low.

Sutter County has recently approved a proposal to create a new town called Sutter Bay in the extreme southeastern corner of the County. The boundaries of Sutter Bay will coincide with part of the western boundary of Placer County and the northwestern corner of Sacramento County. Sutter Bay is planned to have an ultimate population of 120,000 residents by 2040. Development within Sutter Bay may relieve some growth pressures in Placer County.

Resource Constraints

While some groundwater basins in the county are currently being overdrafted, the county has abundant supplies of surface water. Water constraints in the county are primarily delivery system inadequacies, rather than the availability of water. The Placer County Water Association (PCWA) is currently completing a master plan to address water issues within the county. Water availability in the Lake Tahoe/Truckee area is a resource constraint in that total consumptive extraction of groundwater and surface water is limited to 23,000 acre feet per annum in the California portion of the Lake Tahoe Basin.

In terms of air quality, Placer County has been designated non-attainment for ozone from the western edge of the county up to about Colfax. Not surprisingly, a significant portion of Placer County's air quality problem originates in the Sacramento area, though traffic within the Interstate Highway 80 corridor obviously contributes to the problem. The Air Pollution Control District (APCD) is currently preparing their Clean Air Plan. The effect this will have on future population growth depends upon the type and extent of land use control strategies adopted in Clean Air Plan.

Proposed Route 102

Caltrans and the California Transportation Commission (CTC) have proposed a new highway link between I-80 and I-5 that would create State Route 102. The proposed highway would intersect I-80 north of Auburn and connect with I-5 north of Sacramento. The intent of the proposal is to bypass the Roseville-Sacramento corridor, especially for truck traffic not destined for the Sacramento area. This project may create growth pressure by providing highway access through an area that is now

predominantly rural. The CTC has forwarded the project to a route adoption study. This project is at least 10 years away.

General Economic Conditions

The current recession may have varying effects on population growth within the Placer County. If the recession continues, state and county budgets will become increasingly lean. Declining revenues will hinder the ability of governments to provide services necessary to serve new population. On the other hand, as interest rates decrease during recessionary times, the cost of borrowing money for construction and development also decreases. This may result in increasing demand for new housing in the county.

Summary

The factors discussed above may affect population growth in varying ways. Some of the factors may spur growth, while other factors may dampen the potential for growth. Because such effects are unknown, the trend lines developed above probably represent a reasonable starting point for analysis. Like all projections, they should be periodically monitored and adjusted as circumstances change.

3.5 FINDINGS

- Placer County's population has increased at an average annual rate of 3.8 percent for the past 30 years (1960-1990).

- The population has become increasingly urbanized; that is, the percentage of the population living in the incorporated cities of the County has increased during the past 30 years.

- The Rocklin, Roseville, and Lincoln areas have experienced the highest growth rates in the last decade.

- There is a slightly lower percentage of children and a slightly higher percentage of elderly residents in the unincorporated parts of the county compared to the cities, though the differences are not significant.

- The incorporated cities of Lincoln, Loomis, Rocklin, and Roseville have significantly higher percentages of children than the rest of the county, while the Auburn, Dollar Point, and Lake Tahoe areas have lower percentages than the rest of the county.

- Auburn, Colfax, and the unincorporated North Auburn area have significantly higher percentages of elderly than the rest of the county, while Kings Beach and the Lake Tahoe area have lower percentages of elderly residents than the rest of the county.

- The population of Placer County is predominantly white. Racial minorities are more highly represented in the cities compared to the unincorporated parts of the county.

- Eight percent of the population is Hispanic. The Hispanic population is concentrated in Lincoln, Roseville, and Kings Beach. The Lake Tahoe area, Auburn, and Dollar Point areas have much lower than average percentages of Hispanic population.

- Projections of Placer County's total population prepared by the Sacramento Area Council of Governments (SACOG) and the California Department of Finance (DOF) closely mirror each other. These projections are higher than the past 10-year and 15-year trend lines. However, extrapolating the past 5-trend line yields the highest population estimate in 2010.

- Estimates of the total county population in 2010 range from about 265,000 to 330,000. While this range may seem large, it is important to note that historically population projections for the county have fallen below actual increases.

- Considering only population growth in the unincorporated portion of the county, the 15-year trend line yields the highest population estimate in 2010.

- Estimates of the unincorporated county population in 2010 range from about 109,000 to 131,000.

- Several factors may affect the rate of population growth within the county. The projections should be periodically monitored and modified to reflect changes in circumstances over time.

3.6 PERSONS CONTACTED

Clark, Loren. Senior Planner, Placer County Planning Department

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Malson, John. California Department of Finance.

Mirtoni, Dave, Placer County Planning Department.

Riley, Betty, Economic Analyst, Sierra Planning Organization.

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3.8 GLOSSARY

APCD - Air Pollution Control District.

Caltrans - California State Department of Transportation.

CTC - California Transportation Commission.

DOF - California State Department of Finance.

Decennial Census - The United States Department of Commerce, Bureau of Census, conducts a poll of the population and housing characteristics of the United States population on the first day of April in years that end with a zero. This poll is referred to as the "Census of Population." It is the most comprehensive source of demographic information for planning purposes.

Ethnicity - this term can include both the racial and sociocultural background of individuals. The census statistics simply reflect self-identification; that is, it does not denote any scientific classification of biological stock.

Hispanic origin - persons of hispanic origin are those who classified themselves in one of the specific Hispanic origin categories listed on the census questionnaire form. These categories include Mexican, Puerto Rican, Cuban and Other Spanish/Hispanic origin, which includes persons from Spain and the Spanish-speaking countries of Central and South America, or the Dominican Republic.

Linear regression - a statistical method of estimating the relationship between two variables (such as population over time) by fitting a straight line to a set of data points.

Quartile - A measure that divides a distribution into four equal parts. The first quartile (or lower quartile) is the value that defines the upper limit of the lowest one-fourth of the cases. The second quartile is the median. The median represents the point at which half the response lie below and half the response lie above. The third quartile (or upper quartile) defines the lower limit of the highest one-fourth of the cases.

SACOG - Sacramento Area Council of Governments.

SPO - Sierra Planning Organization.

Chapter 4
Economic Conditions and Fiscal Considerations

CHAPTER 4

ECONOMIC CONDITIONS AND FISCAL CONSIDERATIONS

4.1 INTRODUCTION

This chapter provides an overview of the economic and fiscal conditions in Placer County. The chapter is divided into three sections. The first section, Regional Economic Overview, reviews demographic and economic trends in Placer County and the surrounding area. Regional market factors affecting growth in the county are examined and existing population and employment projections are summarized. The second section, Fiscal Considerations, reviews trends in the Placer County budget - its revenues and expenditures, for the past ten years. The chapter concludes with a Public Facility Funding section that reviews how Placer County has financed infrastructure and other capital facilities and discusses the range of sources of funds and their potential uses in Placer County.

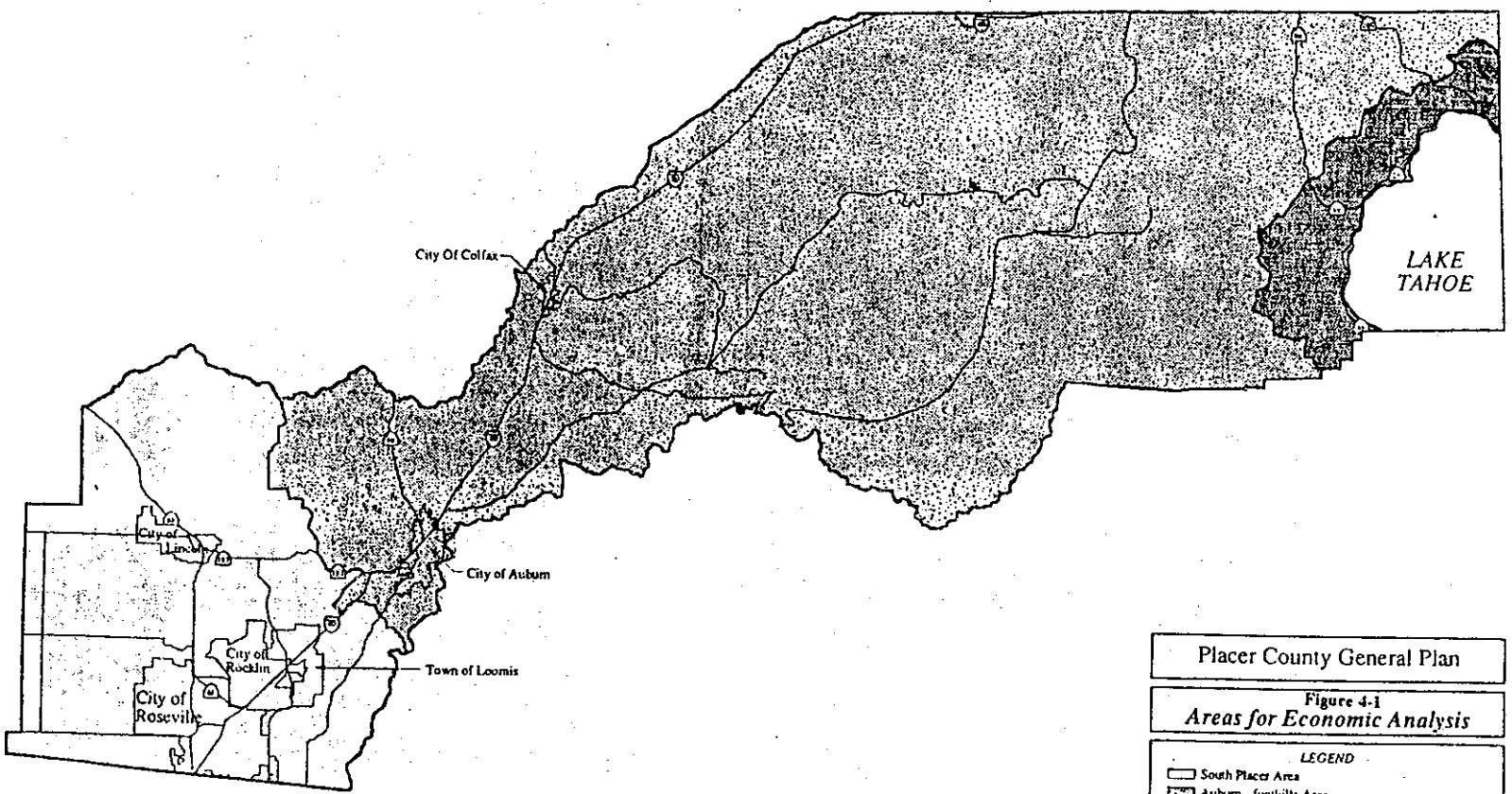
4.2 REGIONAL ECONOMIC OVERVIEW

PLACER COUNTY ECONOMY IN 1990

Population and employment are the driving forces behind the Placer County economy. Population stimulates residential development, housing market activity, retail sales, expansion of retail businesses, and retail development. Business activity and jobs generate income for residents, products and services for people and other businesses, as well as demand for commercial and industrial development.

Population

There were about 173,000 people living in Placer County in 1990. Slightly more than half (51.3 percent) of the population lived in cities. Of the incorporated population, 72 percent lived in the cities of Roseville (50.5 percent) and Rocklin (21.5 percent). Table 4-1 shows the distribution of Placer County population in 1990 according to three geographic areas useful for distinguishing the demographic and economic characteristics of different parts of the county: South Placer, Auburn-Foothills and Lake Tahoe (see Figure 4-1). South Placer, the location of the two largest cities in the county, accounted for almost 63 percent of the county's population. The Auburn-Foothills area had 32 percent of the population, and the Lake Tahoe area had five percent. Examination of the county's population by geographic area also provides information on where the unincorporated population lives. About half of the unincorporated population live in the Auburn-Foothills area: in North Auburn and east towards Lake Tahoe, including the communities of Bowman, Meadow Vista, Weimar, Applegate, Clipper Gap, Foresthill, and some more remote High Sierra communities west of the Lake. South Placer has 37.5 percent of the unincorporated population, and the remaining 11 percent live in the Lake Tahoe area.



Placer County General Plan

Figure 4-1
Areas for Economic Analysis

LEGEND
- South Placer Area
- Auburn - foothills Area
- Lake Tahoe Area

N

Date: 2/1/92
Prepared by
Crawford, Multari & Starr

TABLE 4-1

POPULATION BY LOCATION
Placer County
1990

Area of County	Number	Percent of Total
South Placer		
Roseville	44,685	25.9%
Rocklin	19,033	1.0%
Lincoln	7,248	4.2%
Loomis Basin/Folsom Lake	18,384	10.6%
West Placer-Ophir	18,924	11.0%
South Placer Subtotal	108,274	62.7%
Auburn-Foothills		
Auburn	10,592	6.1%
North Auburn	21,655	12.5%
Foothills	23,018	13.3%
Auburn-Foothill Subtotal	55,265	32.0%
Lake Tahoe	9,257	5.4%
Total Population	**172,796**	**100.0%**

Sources: U.S. Department of Commerce: *1990 Census of Population and Housing: Summary Population and Housing Characteristics, California*; Recht Hausrath & Associates.

The demographic characteristics of the Placer County population are similar to those of the population of other counties in the region. According to 1990 Census data, 62 percent of the population were in the 18 to 64 years old age group. The smallest percentage of the population was under five years old and people 65 years old and older constituted roughly 12 percent of the total; the remaining 19 percent were age five to 18 years old. El Dorado and Sacramento counties have age distributions similar to Placer's, while Nevada County has an older population (18 percent in the 65 years and older age group). By contrast, Yolo County has the fewest persons in this age group (9.5 percent) and the most in the 18 to 64 year old category (66 percent), most likely reflecting the university community. In terms of household size, Placer County, with 2.69 persons-per-household, falls in the middle of the range bounded by Nevada County (2.51 persons-per-household) and Sutter County (2.75 persons-per-household). Average household size was the same in El Dorado County as in Placer County. Although below the state average, average household income in Placer County in 1990 was high relative to household income in surrounding counties, ranking second only to household income in Yolo County. Income growth has been relatively slow in Placer as it has been in surrounding counties.

Jobs and Employed Residents

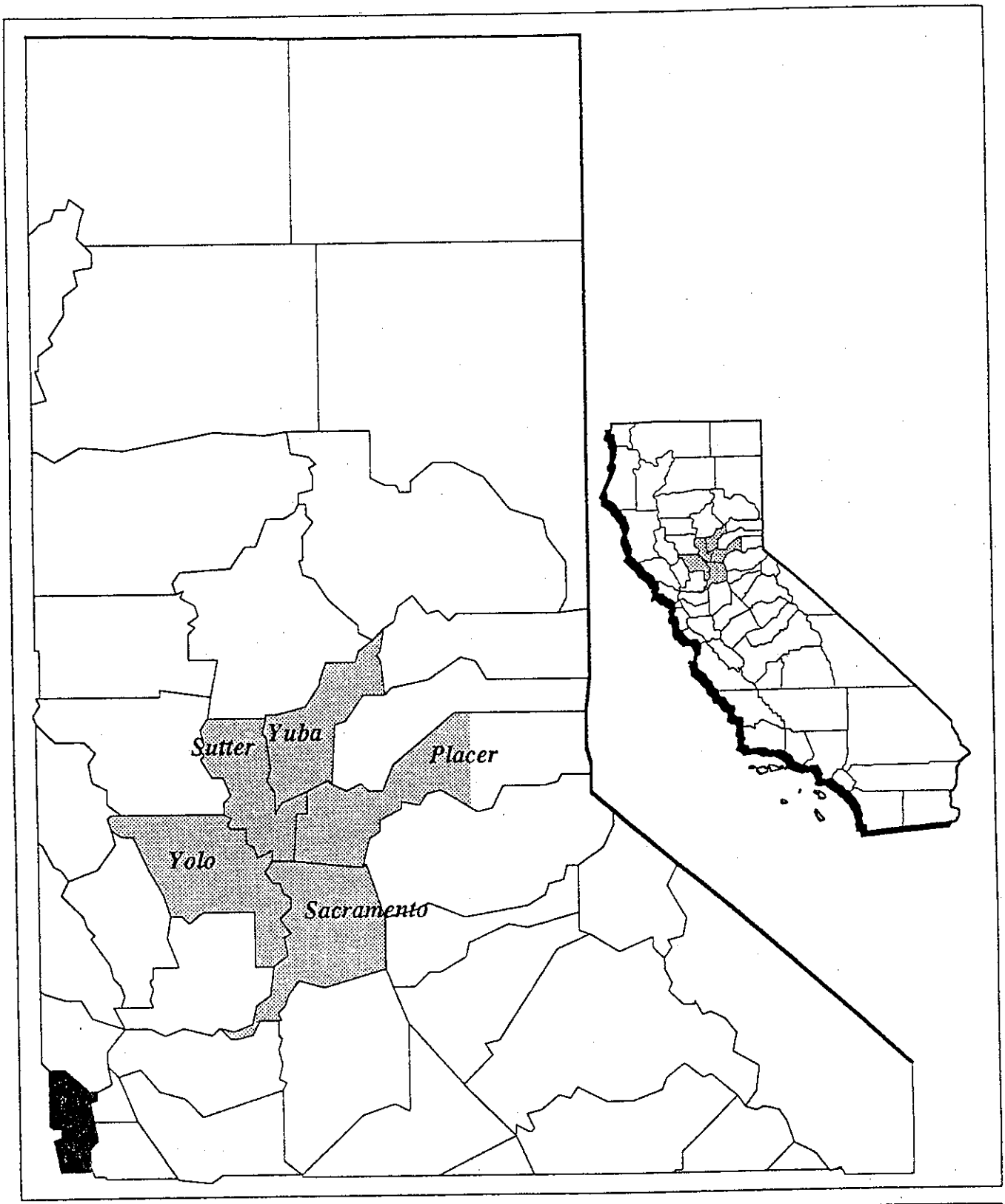
There were about 83,000 *jobs* in Placer County in 1990. One-quarter of those jobs (about 21,500) were held by people who were self-employed. The rest (75 percent) were full- and part-time jobs (wage and salary employment) at business establishments located in the county. Because of the likelihood that, in many cases, one person holds more than one part-time job, the number of *workers* is undoubtedly less than the number of *jobs*.

The 1990 Census reported a civilian labor force of about 80,300 for Placer County. These are people 16 years of age and older, living in Placer County and employed or looking for work. Of those in the labor force, 76,500 (95.3 percent) were employed. Placer County's unemployment rate (under five percent) has consistently been lower than the state average, in line with unemployment rates in coastal and other Sacramento area counties. In 1994, statistics for the Sacramento Metropolitan Statistical Area, which includes Placer County, show that Placer County's unemployment rate was 7.8%.

Placer County is part of a larger regional economic unit (the Sacramento metropolitan area); job opportunities for the region are concentrated in the central city (Sacramento), and people cross county lines commuting from home to work (see Figure 4-2). Therefore, it is not expected that the number of jobs in Placer County would match the number of employed residents in the county. Although most of the employed residents of Placer County also work in the county, many commute to Sacramento jobs. The 1990 Census reported that 57 percent of Placer County's employed residents also work in the county. A large share (34 percent) commute to the City of Sacramento. (Commuters to Sacramento are concentrated in South Placer County. In the City of Roseville, more than half (60 percent) of the employed residents hold jobs in the City of Sacramento. In Rocklin, the share is 40 percent and in Lincoln, 35 percent.) Some Placer County employed residents commute to jobs in Nevada, El Dorado, Yuba, and Yolo Counties, as well as to more distant job centers such as those in the Bay Area. At the same time, some jobs in Placer County are filled by workers who live in neighboring counties. Sacramento and Nevada Counties in particular supply workers for Placer County jobs. Finally, some Tahoe area residents cross state lines to take advantage of job opportunities along the South Shore in the State of Nevada.

Wage and Salary Employment by Industry

The State of California Employment Development Department (EDD) reports total wage and salary employment in Placer County in 1990 as 61,300 (see Table 4-2). (The EDD estimate is smaller than the total jobs estimate cited above because it does not include self-employed workers.) Three-quarters of those jobs are in manufacturing, retail trade, services, and government sectors. Within those sectors, jobs are relatively concentrated in a few types of activities. For example, manufacturing jobs are concentrated in establishments that make industrial and commercial machinery and equipment, including computers and other electrical components. Most of the retail trade jobs are in eating and drinking places and in comparison-goods retail stores and shops (e.g., apparel, home furnishings and appliances, building materials, and hardware and garden supply stores). Most of the service sector jobs are in health-related establishments, and professional, management, and other business consulting services.



Placer County General Plan

Figure 4-2
Sacramento Area Council of Governments Regional Analysis Area

N

Scale: 1" = 2000'

Date: 2/18/92

Prepared by:
Crawford Multari & Starr

LEGEND
Regional Analysis Area

TABLE 4-2

EMPLOYMENT BY INDUSTRY
Placer County
1990

Standard Industrial Classification	Number	Percent of Total
Agriculture, Forestry, & Fisheries	500	0.8%
Mining	200	0.3%
Construction	6,000	9.8%
Manufacturing	7,700	12.6%
Transportation, Communications, & Utilities	4,000	6.5%
Wholesale Trade	1,500	2.4%
Retail Trade Subtotal	13,500	22.0%
General Merchandise	1,000	1.6%
Food Stores	2,000	3.3%
Auto	2,000	3.3%
Eating & Drinking	5,400	8.8%
Other	3,100	5.1%
Finance, Insurance, & Real Estate	3,500	5.7%
Services Subtotal	13,500	22.0%
Hotels	1,300	2.1%
Personal	1,100	1.8%
Business	1,100	1.8%
Amusement & Recreation	1,500	2.4%
Health	4,300	7.0%
All Other	4,100	6.7%
Government Subtotal	10,900	17.8%
Federal	600	1.0%
State & Local	10,200	16.6%
Total Employment	**61,300**	**100.0%**

Source: State of California Employment Development Department, *Annual Planning Information: Placer County*, June 1991.

Self-Employed Workers

Self-employed workers are an important component of economic activity in Placer County, accounting for about one-third (0.35:1.00), as many jobs as does wage and salary employment alone. A similar ratio (0.40:1.00) holds in El Dorado County. By contrast, the ratio in more urban counties is lower: 0.15:1.00 in Sacramento County and 0.12:1.00 in San Francisco. The U.S. average is 0.17:1.00.

The EDD employment statistics presented in Table 4-2 do not include self-employed workers and private household workers. Data published by the U.S. Department of Commerce Bureau of Economic Analysis (BEA), gathered from Federal income tax returns, provide an estimate of the self-employed, i.e., sole-proprietors. BEA data for 1989 (the most recent data available) indicate that there were about 21,000 sole-proprietors in Placer County. A small share (about six percent) of the sole-proprietors are farmers; the majority are engaged in other types of business activity.

The overall difference between BEA employment data and EDD employment data is close to the independent BEA estimate of self-employed workers in the county. Therefore, comparing the two sets of data at the SIC level provides some insight as to the types of businesses in which the self-employed are engaged. The answers are not surprising. According to that comparison, proprietors are concentrated in a few types of activities: service businesses (40 percent); finance, insurance, and real estate businesses (24 percent); retail businesses (24 percent); and construction (13 percent). Over the decade of the 1980s, farm proprietors declined as a share of the total, from 10 percent to about six percent.

Location of Employment and Business Activity in the County

The county's diverse topography defines three geographic areas for describing the location of employment and business activity: South Placer, Auburn-Foothills, and Lake Tahoe. The South Placer area is characterized by flat, valley terrain, suitable for large-scale, planned business park and industrial development and is virtually indistinguishable from the urbanized development of neighboring Sacramento County. Although the Auburn-Foothills area is the historic heart of settlement and economic activity in the county, development is limited by the terrain and other natural features. Far to the east, beyond the vast stretches of remote mountain forest, the Lake Tahoe area supports a separate type of economic activity, based on recreation and tourism.

Table 4-3 presents estimates of the geographic distribution of employment in Placer County in 1990. [These estimates were prepared by the Sacramento Area Council of Governments (SACOG) and are not the same as the EDD estimates presented in Table 4-2. They are useful for describing the geographic distribution of employment, however.]

TABLE 4-3

EMPLOYMENT BY LOCATION
Placer County
1990

Area of County	Number of Employees	Percent of Total
South Placer	48,534	69.7%
Roseville & vicinity	34,502	49.6%
Rocklin	5,668	8.1%
Lincoln	1,602	2.3%
Loomis-Basin-Folsom Lake	3,022	4.3%
West Placer-Ophir	3,740	5.4%
Auburn-Foothills	18,396	26.4%
Auburn	7,582	10.9%
North Auburn	9,056	13.1%
Foothills	1,758	2.5%
Lake Tahoe	2,690	3.9%
Total Employment	**69,620**	**100.0%**

Source: Sacramento Area Council of Governments *Projections Series*, 8/23/91; Tahoe Regional Planning Agency, *Population and Employment Projections: 1992-2007*, September 1991; Recht Hausrath & Associates.

The SACOG estimates reflect the distribution of wage and salary employment. A similar pattern is likely to hold for the self-employed, most of whom work out of their home or close to where they live, or, in the case of construction workers, at various job sites. Seventy percent of the jobs in Placer County are located in the South Placer area. Most of those jobs are concentrated in and near the cities of Roseville and Rocklin, near the centers of population, and in business and industrial parks developed near those communities. In fact, "Roseville and vicinity" accounts for about one-half of the jobs in the county. There are more jobs in the unincorporated areas of South Placer (including areas covered by the Sunset and Lincoln General Plans) than there are in the City of Lincoln, although the estimate for 1990 is quite small compared to the estimates for Rocklin, Roseville, and vicinity. The Auburn-Foothills area (including the City of Auburn) claims about 25 percent of the jobs in the county in 1990. Only a small amount of employment is located outside the City of Auburn and the Highway 49 corridor. The retail activity and county government facilities in the unincorporated area surrounding Auburn account for about half of the jobs in this area. The Lake Tahoe area accounts for a small amount of employment (about 2,700 jobs, four percent of the county total). Land use inventory information for the North Shore area confirms this estimate. Employment in the Placer County part of the Lake Tahoe Basin is about equally divided between government activity and retail activity, with local-serving offices providing some job opportunities. Economic activity in other parts of the Lake Tahoe Basin is oriented heavily towards recreation and gaming which support relatively large numbers of jobs. As a consequence, Placer County accounts for only about 10 percent of total Lake Tahoe Basin employment.

TRENDS IN PLACER COUNTY POPULATION AND EMPLOYMENT

Population

Placer County has experienced steady population growth in the last twenty years. As shown in Table 4-4, the county had an annual growth rate of 4.2 percent from 1970 to 1980 and four percent from 1980 to 1990. The location of this growth has changed significantly during the twenty year period. In the 1970s growth occurred faster in the unincorporated areas (4.8 percent compared to 3.4 percent in the cities). The opposite trend occurred from 1980 to 1990, however, with the unincorporated area experiencing an annual increase of 1.5 percent compared to 7.2 percent for the cities.

In the 1980's growth rates in all but two of the cities outpaced growth in the county overall. The City of Rocklin had the highest growth rate at 10 percent, more than twice the county's annual increase. Much of Rocklin's growth can be attributed to annexations and the subsequent development of those areas. Rocklin annexed about 3,976 acres (42 percent of the current city total) in the 1980s, 75 percent of which is in the Stanford Ranch development. The City of Roseville had the second highest growth rate at 6.3 percent; Lincoln's rate of growth was 5.8 percent. The lowest annual growth rates were experienced by the cities of Colfax (2.9 percent) and Auburn (3.5 percent). The latter five years of this period, 1985 to 1990, were ones of significant growth for incorporated areas. Indeed, growth rates for the cities of Placer County are higher between 1985 and 1990 than for the 1980 decade as a whole. By contrast, the unincorporated areas had slower growth from 1985 to 1990 when compared to growth in the entire ten-year period.

TABLE 4-4

POPULATION GROWTH TRENDS
Placer County
1970-1990

	Annual Growth Rates		
Cities in Placer County	1970-1980	1980-1990	1985-1990
Auburn	1.4%	3.5%	4.9%
Colfax	2.1%	2.9%	5.2%
Lincoln	2.7%	5.8%	7.3%
Loomis[1]	NA	NA	3.1%
Rocklin	9.2%	10.0%	15.6%
Roseville	2.9%	6.3%	9.8%
All Cities	3.4%	7.2%	9.4%
Unincorporated Area	4.8%	1.5%	1.1%

[1]Because Loomis incorporated in 1984, there is no 1980 Census data available.

Sources: State of California Department of Finance; U.S. Department of Commerce: *1970 Census of Population General Population Characteristics, California; 1980 Census of Population, Volume 1, Characteristics of the Population, California; 1990 Census of Population and Housing: Summary Population and Housing Characteristics, California*; Recht Hausrath & Associates.

Table 4-5 shows the changes in the distribution of population by location from 1980 to 1990. In 1980, cities comprised 37.8 percent of the population. In 1990, however, incorporated areas represented slightly more than half (51.3 percent) of the population.

In terms of absolute numbers, the City of Roseville has been the primary recipient of the population increase: in the 1980s, that city captured 36.6 percent of the county's population growth. The City of Rocklin and the unincorporated areas of the county had approximately the same shares of increase in total population, 21.0 percent and 20.4 percent, respectively.

TABLE 4-5

POPULATION DISTRIBUTION TRENDS
Placer County
1980-1990

City	1980 Population	Percentage of County Total	1990 Population	Percentage of County Total
Auburn	7,540	6.4%	10,592	6.1%
Colfax	981	0.8%	1,306	0.8%
Lincoln	4,132	3.5%	7,248	4.2%
Loomis[1]	NA	NA	5,705	3.3%
Rocklin	7,344	6.3%	19,033	11.0%
Roseville	24,347	20.8%	44,685	25.9%
Incorporated Total	44,344	37.8%	88,569	51.3%
Unincorporated Total	72,903	62.2%	84,227	48.7%
Total County	**117,247**	**100.0%**	**172,796**	**100.0%**

[1]Because Loomis incorporated in 1984, there is no 1980 Census data available.

Source: U.S. Department of Commerce: *1980 Census of Population, Volume 1, Characteristics of the Population, California; 1990 Census of Population and Housing: Summary Population and Housing Characteristics, California.*

Employment

As indicated by the population trends, the Placer County economy grew rapidly during the 1980s. Total wage and salary employment almost doubled, increasing at a compound growth rate of 5.2 percent per year (see Table 4-6). All sectors except agriculture and forestry, mining, and transportation, communications, and utilities, experienced relatively strong rates of growth over the course of the decade. In those sectors without substantial growth, there were no significant declines in employment; small fluctuations resulted in maintaining a constant level of employment over the period. Thus, the share of Placer County wage and salary employment in those sectors declined as other sectors grew, some at a quite rapid pace.

TABLE 4-6

TRENDS IN EMPLOYMENT BY INDUSTRY
Placer County
1979 - 1990

Standard Industrial Classification	1979 Employment	1990 Employment	1979-1987 Growth Rate	1988-1990 Growth Rate	1979-1990 Change	Percent of Total
Agriculture, Forestry, & Fisheries	500	500	2.31%	-8.71%	0	0.0%
Mining	100	200	9.05%	0.00%	100	0.4%
Construction	2,900	6,000	5.05%	12.99%	3,100	11.9%
Manufacturing	2,700	7,700	10.50%	7.20%	5,000	19.2%
Transportation, Communications, & Utilities	4,000	4,000	-2.01%	5.41%	0	0.0%
Wholesale Trade	900	1,500	3.66%	3.51%	600	2.3%
Retail Trade	7,500	13,500	5.94%	3.92%	6,000	23.0%
General Merchandise	200	1,000	14.72%	11.80%	800	3.1%
Food Stores	1,000	2,000	6.86%	11.80%	1,000	3.8%
Auto	1,400	2,000	3.89%	2.60%	600	2.3%
Eating & Drinking	3,000	5,400	6.32%	0.94%	2,400	9.2%
Other	1,800	3,100	5.68%	5.22%	1,300	5.0%
Finance, Insurance, & Real Estate	1,800	3,500	5.68%	9.86%	1,700	6.5%
Services	7,000	13,500	5.45%	6.96%	6,500	24.9%
Hotels	800	1,300	5.20%	0.00%	500	1.9%
Personal	300	1,100	3.66%	48.32%	800	3.1%
Business	500	1,100	9.05%	10.55%	600	2.31%
Amusement & Recreation	800	1,500	6.26%	-3.18%	700	2.7%
Health	2,700	4,300	6.29%	3.68%	1,600	6.1%
All Other	1,900	4,100	2.96%	6.72%	2,200	8.4%
Government	7,800	10,900	2.08%	5.46%	3,100	11.9%
Federal	400	600	2.83%	9.54%	200	0.8%
State & Local	7,400	10,200	2.04%	4.73%	2,800	10.7
TOTAL EMPLOYMENT	**35,200**	**61,300**	**4.56%**	**6.35%**	**26,100**	**100.0%**

Note: Data for 1988-1990 are not comparable with prior data because of the SIC code revisions (changed from the 1972 SIC code to the 1987 SIC code). This particularly affects F.I.R.E., Services, and some parts of Manufacturing. Because of this change, annual growth rates by SIC are calculated separately for 1979-1987 and 1988-1990.

SOURCE: State of California Employment Development Department, Annual Planning Information: Placer County, June 1991, and Recht Hausrath & Associates.

According to BEA data, the number of self-employed workers in Placer County has been growing faster than wage and salary employment. Over the 11-year period from 1978 through 1989, the compound growth rate for the self-employed was about 7.2 percent per year. Most of the growth has been among the non-farm self-employed; while the number of farm proprietors remained relatively constant, the number of non-farm self-employed more than doubled during the 1980s.

Overall, however, the business activity mix in the county did not change much; retail trade, services, and government sectors predominated in 1979 as they do in the early 1990s. By 1979, the significant transition from a resource-based economy (agriculture and timber products) to a consumer-oriented and service-based economy had already occurred.

Changes in Placer County economic activity during the 1980s are attributable to the strong growth in households and population in the county during this period and to the establishment of a few large manufacturing facilities in the county. Job opportunities in the Sacramento metropolitan area, affordable housing, and the "quality of life" attracted workers and retirees to the county in the 1980s. Table 4-6 indicates how that household and population growth, in turn, stimulated Placer County economic activity. Of the total increase in wage and salary employment from 1979 through 1990 (26,100 jobs), about 70 percent was accounted for by increases in construction employment, retail employment, government employment, and service sector employment (primarily health-related and professional and business consulting services, with recent significant growth in personal service employment)--all categories related to serving a growing population. The increasing importance of self-employed workers also reflects economic activity closely tied to increases in population and demand for convenience and population-serving enterprises. Growth of jobs in the manufacturing sector (not dependent on population and household growth) contributed about 20 percent of the total increase in jobs in Placer County from 1979 through 1990. Recently, in the latter part of the 1980s, the finance, insurance, and real estate sector began to add jobs at a more rapid pace.

PLACER COUNTY IN THE REGIONAL CONTEXT

The Placer County economy and market factors influencing residential, commercial, and industrial development in the county are closely linked to economic activity in a broader regional area consisting of Placer, Sacramento, El Dorado, and Yolo counties. This regional economic unit is defined primarily by commute patterns. Most of the jobs (75 percent) are in Sacramento County; many of the workers live in the neighboring counties. Some live beyond the four-county region, in Sutter and Nevada counties.

Population Growth

Table 4-7 compares population trends in Placer County to those in the surrounding area. Placer County had the third highest annual growth rate from 1970 to 1980 and the second highest from 1980 to 1990. In the last five years, however, the annual growth rate in Placer County has surpassed that in the other counties.

TABLE 4-7

POPULATION TRENDS
Placer County and Surrounding Area
1970-1990

	Annual Growth Rates		
County	**1970-1980**	**1980-1990**	**1985-1990**
Placer	4.2%	4.0%	4.9%
El Dorado	7.0%	3.7%	3.9%
Nevada	7.0%	4.1%	3.0%
Sacramento	2.1%	2.8%	3.1%
Sutter	2.2%	2.1%	2.2%
Yolo	2.1%	2.2%	2.9%

Source: State of California Department of Finance; U.S. Department of Commerce: *1970 Census of Population General Population Characteristics, California; 1980 Census of Population, Volume 1, Characteristics of the Population, California; 1990 Census of Population and Housing: Summary Population and Housing Characteristics, California*; Recht Hausrath & Associates.

Placer County has also been one of the fastest growing counties in California. In the 1970s, Placer County had an annual growth rate twice that of the state, 4.2 percent compared to 1.7 percent. Placer's growth continued to outpace growth in the state in the 1980s. The state had an annual increase of 2.3 percent from 1980 to 1990, whereas, Placer County's growth rate was four percent.

The Center for Continuing Study of the California Economy (CCSCE) tracks population growth in the Sacramento Region (defined by CCSCE as the counties of El Dorado, Placer, Sacramento and Yolo). The CCSCE examined growth in this region from 1980 to 1990. They attribute 83.5 percent of the growth in Placer County to migration and the remaining 16.5 percent to natural increase (births minus deaths). The CCSCE reports the same ratio of migration to natural increase for El Dorado County. Sacramento and Yolo counties, however, had growth attributable to migration of 66.0 percent and growth attributable to natural increase of 34 percent. The large increase due to migration in Placer and El Dorado counties reflects the out-migration from Sacramento and Yolo counties and from the San Francisco Bay Area as both workers and retirees are attracted by the counties' rural atmospheres and relatively affordable housing.

Employment Growth

Table 4-8 presents wage and salary employment for the Sacramento Metropolitan Statistical Area (MSA) from 1972 through 1990. (The MSA consists of Placer, Sacramento, and Yolo counties.) During that almost 20-year period, employment more than doubled, increasing from 305,000 to about 640,000, at a compound growth rate of over four percent per year. For the region as a whole, the fastest growing sectors were finance, insurance, and real estate, the large services sector, and construction.

TABLE 4-8

EMPLOYMENT BY INDUSTRY
Sacramento Metropolitan Statistical Area
(El Dorado, Placer, Sacramento, & Yolo Counties)
1972-1990

Standard Industrial Classification	1972	1980	1990	Annual Growth Rates 1972-1987	Annual Growth Rates 1988-1990
Agriculture, Forestry, & Fisheries	9,300	9,100	8,900	-0.6%	2.9%
Mining	300	600	600	6.8%	-7.4%
Construction	14,900	20,900	40,700	5.3%	8.6%
Manufacturing	23,600	28,500	45,600	3.7%	3.8%
Transportation, Communications, & Utilities	18,000	22,700	28,500	2.1%	5.9%
Wholesale Trade	13,100	18,000	29,000	4.6%	3.1%
Retail Trade	51,600	80,300	116,700	5.0%	2.9%
Finance, Insurance, & Real Estate	12,600	23,200	41,100	6.7%	6.8%
Services	46,200	77,900	142,300	6.3%	6.6%
Government	115,500	145,800	185,000	2.4%	3.7%
Federal	27,600	26,400	30,000	0.5%	-0.5%
State & Local	87,900	119,400	155,000	3.0%	4.6%
Total Employment	**305,100**	**427,000**	**638,400**	**4.1%**	**4.8%**

Note: Data for 1988-1990 are not comparable with prior data because of the SIC code revisions (changed from the 1972 SIC code to the 1987 SIC code). This particularly affects F.I.R.E., Services, and some parts of Manufacturing. Because of this change, annual growth rates by SIC are calculated separately for 1979-1987 and 1988-1990.

Source: State of California Employment Development Department, *Annual Planning Information: Sacramento MSA*, June 1991 and Recht Hausrath & Associates.

Table 4-9 shows Placer County's contribution to the MSA total and how the County's share of regional employment has changed over time. (The comparative data is only published for the 1979 through 1990 period.) Placer County's share of regional employment has increased somewhat, from just over eight percent to just over nine percent of the metropolitan area total. The most dramatic change has been in

the manufacturing sector. In 1979, Placer County claimed nine percent of the region's manufacturing jobs; the share increased to 17 percent in 1990. In most of the other sectors, the pattern indicates that business activity in Placer County grew at about the same pace as that for the region as a whole.

TABLE 4-9

PLACER COUNTY AS A PERCENT OF MSA TOTAL EMPLOYMENT
By Industry
1979 and 1990

Standard Industrial Classification	1979	1990
Agriculture, Forestry, & Fisheries	5.4%	5.6%
Mining	20.0%	33.3%
Construction	11.5%	14.7%
Manufacturing	9.3%	16.9%
Transportation, Communications, & Utilities	17.7%	14.0%
Wholesale Trade	5.2%	5.2%
Retail Trade	9.5%	11.6%
Finance, Insurance, & Real Estate	8.2%	8.5%
Services	9.4%	9.5%
Government	5.5%	5.9%
Federal	1.6%	2.0%
State & Local	6.4%	6.6%
TOTAL	**8.4%**	**9.6%**

Sources: State of California Employment Development Department, *Annual Planning Information: Placer County* and *Annual Planning Information: Sacramento MSA*, June 1991.

REAL ESTATE MARKET ACTIVITY AND DEVELOPMENT PATTERNS

Residential Real Estate Market

The late-1980s were boom years for residential real estate in Placer County. The housing stock increased by almost 50 percent: from about 54,000 total housing units in 1980 to 78,000 housing units in 1990. On average, over those ten years, about 1,750 housing units were added to the county's housing inventory each year. Most of those units were added in the incorporated areas of the county.

County housing start data indicate fluctuations in the pace of development and shifts in the pattern of residential development. Of the 30,000 housing starts recorded in the county from 1980 through 1991, almost 12,000 (40 percent) were concentrated in the three years 1987-1989. (Housing start data, based on building permit records, do not correspond precisely to the net addition of units measured by the Census. The net addition number is smaller because it accounts for units lost to demolition or other causes and counts only those units completed and available for occupancy, not units under construction or in other stages of the development process.) Housing starts in those three years ranged from 3,300

per year to 4,500 per year. In 1990, annual starts dropped in 2,900 per year. Development in Roseville and Rocklin was largely responsible for the surge in those peak years, although housing starts in Auburn and in the vicinity of Colfax and Loomis also reached high points in the late 1980s. Over the course of the decade, Roseville and Rocklin accounted for about 50 percent of the housing starts in the county. During the non-peak years, housing starts were more evenly distributed between the cities and unincorporated areas.

The majority of new housing built in the last decade was single-family housing. Over three-quarters of the occupied housing units in Placer County cities and unincorporated areas are single-family housing. Most of the multi-family housing (in structures with three or more units) is in the cities: in Roseville, Rocklin, Lincoln, Auburn, and Colfax, anywhere from 17 percent to almost 30 percent of the housing units are in structures with three or more units.

Job growth in the Sacramento metropolitan area has fueled demand for housing in Placer County, particularly in South Placer communities. The market is regional, with competitive new development in Sacramento County: east of I-80, along the Highway 50 Corridor, and south of Sacramento on either side of Highway 99. New residential developments in Roseville and Rocklin offer large houses (3 and 4 bedrooms, multiple-car garages), with many amenities, targeting an "executive style". Those new communities offer housing at the high end of the price range for the region (starting close to $200,000), similar to northern Sacramento areas such as Folsom and El Dorado Hills. Other new housing in South Placer County is priced lower, starting at $130,000 to $150,000. Developments in the southern Sacramento parts of the market offer lower-priced housing, with starting prices ranging from $110,000 to $120,000.

Compared to other parts of the regional housing market, an important sub-market for Placer County residential real estate consists of home-buyers attracted by the semi-rural setting, particularly in the Foothills area around Auburn. Retirees and "equity-emigrants" from the San Francisco Bay Area have contributed to the strong demand for low-density rural-residential housing in Placer County.

Industrial Real Estate Market

Placer County's industrial real estate market emerged in the 1980s as a contender for significant development to accommodate high-technology and other light industrial businesses. The large tracts of land made available for this type of development along the Highway 65 Corridor in South Placer attracted a few major players early on (e.g., Hewlett-Packard and NEC), drawing lots of media attention as the beginning of a new electronics industry center. The influx that land developers prepared for, however, did not occur at the fast pace marketing and real estate industry analysts anticipated initially. In the last few years, many areas seeking to boost their local economies actively woo the large companies that can consider a variety of location options. South Placer industrial areas now compete not only with more improved and less costly industrial offerings nearby in Sacramento, but also with industrial land developers in Portland, Seattle, Salt Lake City, Colorado Springs, Phoenix, and Austin. The large supply makes for a very competitive marketplace, especially considering the cyclical uncertainties in the electronics industry and the scrutiny the corporate location decision receives.

The inventory of industrial space in Placer County includes space suitable for a variety of types of users: distribution/light manufacturing, multi-tenant office/warehouse, and high-tech/research and development. In 1991, there was about 12.3 million square feet of rentable industrial space in Placer County industrial areas, according to real estate broker surveys. Almost three-quarters of that space was in the Roseville/Rocklin area; the rest of the space was split between the Lincoln and Auburn/Newcastle areas.

Placer County represents a relatively small piece of the overall regional industrial market. Out of a 1991 inventory of 124.6 million square feet of space in the Sacramento region (extending from Vacaville/Fairfield to Auburn), Placer County industrial areas accounted for about 10 percent of the total. The largest concentrations of industrial space in the region are the Rancho Cordova/Highway 50 Corridor, the Power Inn Area in South Sacramento, and West Sacramento.

In the regional market overall, industrial absorption was down about one million square feet in 1991, from 6.7 million square feet absorbed in 1990 to 5.6 million square feet absorbed in 1991. Industrial occupancy was particularly slow in Placer County industrial areas. Only 160,000 square feet of industrial space was absorbed in Placer County industrial areas in 1991 (three percent of total regional absorption), down from over 400,000 square feet absorbed in 1990 (6.5 percent of total regional absorption). Vacancy rates in Placer County industrial areas are generally lower than vacancy rates in competing industrial areas and rental rates are at the higher end of the range for the region.

The pattern reflects both the preferences of space users as well as the differences in the features of the supply. Compared to more mature industrial areas in the region, Placer industrial areas offer relatively less existing space; they rely more heavily on land sales and build-to-suit development. In today's competitive market, the fact that Placer County industrial areas do not have an existing inventory of space that could be made available for occupancy within a relatively short planning horizon is a particular disadvantage. Projects in South Placer industrial areas require prospective firms to embark on a full-blown planning and development process, involving a substantially greater investment of time and money. The demand for this type of product is more limited, but remains a long-term prospect for land developers in the southern part of the county. Eventually, large-scale campus-type industrial development is a possibility, as smaller firms are attracted to the area to support large operations and an inventory of existing space can be developed to offer to other commercial and business service establishments.

In the meantime, high-tech/flex space is a sub-market of the Placer County industrial real estate market that, although small, is quite healthy, with low vacancy rates and consistent strong demand. This type of space performs an important "incubator" function. It appeals to small firms, often to start-ups, that combine cost-consciousness with a need to accommodate a variety of functions in one facility. Some of these businesses may eventually emerge as high-tech manufacturing operations, others as more purely office or sales operations. Both South Placer and the Auburn-Foothills area have attracted this type of activity and potentially stand to benefit from the growth and expansion of these firms.

Office Real Estate Market

The Sacramento region office market consists of a 1991 inventory of 31.5 million square feet of net rentable space. Most of that space (75 percent) is in the "suburban" sub-market, including the Placer County concentrations in Roseville and Rocklin. That office development in South Placer County represents a relatively small piece of the overall suburban inventory: in 1991, there were just over one million square feet of space in the Roseville/Rocklin area (4.5 percent of the suburban inventory). The largest amounts of office development in the region are in downtown Sacramento (7.7 million square feet) and the Highway 50 Corridor (6.2 million square feet).

Net absorption regionwide was low during 1991--about 1.2 million square feet in the downtown and suburban sub-markets combined. From the mid-1980s through 1990, absorption ranged from two - three million square feet per year. An increasing share of net absorption is occurring in Placer County; the Roseville/Rocklin area captured almost 12 percent of the 930,000 square feet absorbed in the suburban sub-market during 1991.

There is quite a range in the vacancy rates throughout the regional office market. Vacancy rates in South Placer County areas are on the high side of the range. The office vacancy rate in the Roseville/Rocklin area was 22 percent in 1991 and 23.5 percent in 1990. By contrast, the vacancy rate for the rest of the suburban office sub-market was about 16 percent in 1991, and the vacancy rate for downtown Sacramento was just over six percent. The high vacancy rate for Placer County reflects the relatively large amounts of new development recently completed or under construction in the Roseville/Rocklin area. Furthermore, considering the capacity of specific plans adopted by South Placer County cities over the last few years, the development potential for office space remains quite large.

As in the industrial development sector, land owners and developers anticipate future increases in absorption rates. In the near term, however, they continue to face strong competition from more established office locations. Over the long-term, the South Placer County area could become more attractive as a location for major office development: the labor force is growing, other areas will become more congested, space options in competitive areas will become more limited, and as the local economy matures, there will be demand from local-serving office operations.

Over time, the South Placer area could develop enough critical mass to become a recognized location for large-scale office facilities within the region. This may depend, initially, on the location decisions of a few major firms; subsequently, expansion of existing firms, coupled with new firms attracted by the area's particular office environment, as well as the demand generated for supporting office activity, could combine as the basis for longer-term development and absorption.

Distinct from the metropolitan Sacramento regional office market upon which much of the development in the South Placer area depends, there is a smaller, more locally-oriented market in the Auburn-Foothills area. (This sub-market overlaps with the sub-market for "high-tech/flex" space that is often categorized as industrial space.) Total amounts of space available are relatively small, the lease market has been strong, and vacancy rates are relatively low. Assuming no significant increase in speculative development, such a pattern is likely to be maintained over the long-term, with relatively moderate-cost space developed primarily for local-serving office activity and assorted small office businesses that do not require a central location and whose owners and employees value the semi-rural Foothills environment as a place to both live and work.

Retail Real Estate Market

The retail inventory in the Sacramento metropolitan area amounted to about 37 million square feet in 1991. Large amounts of retail development are distributed more evenly throughout the region than is the case for industrial and office development, since the retail market depends on the location of the resident population. South Placer County claimed 2.7 million square feet in 1991--7.3 percent of the regional inventory.

In the region overall, there has been a significant slowdown in retail absorption, from a high of 2.3 million square feet absorbed in 1987 to a ten-year low of 1.1 million square feet absorbed in 1991. Absorption in the Roseville/Rocklin area was about 130,000 square feet in 1991. The vacancy rate for retail space in the Roseville/Rocklin area has been around 12 percent for the 1990-1991 period, at the high end of the range for the region.

Population growth in Placer County has stimulated interest in retail development, ranging from regional shopping malls, regional auto centers, and "big-box", off-price retail development to both small and large convenience shopping centers. A disproportionate share of the large retail developments planned for the

region are located in South Placer County. Of the 5.5 million square feet of retail space under construction or planned in 1990 for the Sacramento area, 2.3 million square feet (40 percent) were located in Placer County. Currently, there are two competing proposals to develop a regional mall : one in Roseville and one in Rocklin. The development process has slowed for both as the retail developers, retailers, and lenders await an increase in housing starts and a better economic climate.

TOURISM AND THE VISITOR ECONOMY

Tourism and visitor activity are important to the Placer County economy. The economy of the Lake Tahoe/High Sierra area depends on tourism. Visitor spending represents an important source of support for employment and for public revenues (transient occupancy tax revenue and sales tax revenue). The Western Slope/Gold Country is a secondary visitor destination in Placer County.

Lake Tahoe/High Sierra

The primary visitor attractions in the county are Lake Tahoe and the surrounding mountains. The area is internationally recognized as a destination for skiing and other outdoor recreation and traditionally has been an important vacation and weekend getaway for residents of Northern California. Local jobs in hotels, other lodging, ski resorts, restaurants and bars, commercial and retail services, and construction depend on tourism. As a consequence, there are peaks and valleys of local economic activity, depending on the season of the year and on weather conditions in the mountains.

The Lake Tahoe Basin is split between Placer and El Dorado counties in California and Washoe and Douglas counties in Nevada. The North and Western Shores of the Lake Tahoe Basin are in Placer County. The visitor market and local economy of the North Shore area is quite different from that of the South Shore, where casino gaming and resort hotel development dominate. The North and Western Shores are characterized by a mixture of permanent and seasonal homes, visitor accommodations, and other commercial development.

Employment in the northern portion of Lake Tahoe Basin is concentrated in Washoe County in Nevada. Of the estimated 28,680 employees in the area in 1992, only nine percent (2,688) work in Placer County. Retail, service and recreational businesses account for slightly more than half (58 percent) of the employment in the Placer County part of Lake Tahoe. For Lake Tahoe as a whole, however, these sectors comprise 37 percent of the total. Gaming employment represents 47 percent of the total employment around the Lake and is located in Washoe County. All but 1,000 hotel units, or about 11 percent, are located in Nevada. Similarly, only 195, or nine percent, of the campground units are in Placer County.

Of the estimated 7,621 housing units in the Lake Tahoe Region, about 49 percent are occupied by permanent residents and 51 percent by seasonal residents. TRPA estimates that 18 percent of the resident households and 38 percent of the visitor households are located in Placer County.

The 1987 regional plan for Lake Tahoe established limits for the amount of new construction. The plan allows for no more than 400,000 square feet of commercial space and 400 net new visitor accommodation units to be built through the year 1996. Additionally, the plan limits new residential construction to 300 permits per year. Since 1987, TRPA reports that very little new commercial space has been added, but there have been remodels and renovations. Residential development, however, has used almost all of the annual allocations.

Economic studies of the Lake Tahoe economy have concluded that the North and Western Shores are in the "stable" period of the tourist destination spectrum. In other words, visitation to the area has been stagnant. Growth of tourism and recreational visitors has not kept pace with growth of the population base that is the source of those visitors. Survey responses indicate that two reasons for this are over-development around Lake Tahoe and congestion. The studies indicate that it is possible that portions of Lake Tahoe could shift into the "decline" stage unless preventative measures are taken.

Because of capacity limitations in the peak summer and winter periods (in terms of both the transportation system and visitor accommodations), the challenge for the future is attracting more seasonal residents and visitors for the mid-week periods and in the "shoulder seasons" on either side of the summer and winter peaks and converting day visitors to overnight visitors. Population growth in the southern parts of Placer County and in the rest of the Sacramento region provides a base from which to draw increased market support. Analysts also anticipate growth in the high-end visitor market and note that competing with other destination resorts for a share of this market would require a high-quality master-planned development different from the existing strip development that characterizes existing lodging along the North Shore.

Western Slope/Gold Country

Outdoor recreation opportunities, historic sites, and museums attract visitors to the Western Slope area of Placer County, generally defined as the area west of Baxter. The Western Slope area includes the Gold Country (the historic towns of Auburn and Colfax, with Highway 49 as the main north/south artery) and the South Placer areas bisected by Interstate 80. Tourism is not nearly as important to the local economy of this part of the county, but the potential visitor market is large and remains an untapped resource.

The Western Slope area is not as distinct or developed a visitor destination spot as the Lake Tahoe region. The principal attractions are water recreation areas (Folsom Lake State Recreation Area, Camp Far West Reservoir, Rollins Lake, the North Fork of the American River), hiking and backpacking areas, historical museums, and historic downtown Auburn. Currently, there is no significant coordinated marketing targeted to visitors (relative to efforts on behalf of the Lake Tahoe area) and comparatively little synthesized data about visitation to the area (an exception being historical museum visitors). A June 1991 report by Edcon for the Placer County Office of Economic Development indicates that the Western Slope area suffers from the "bridge syndrome" because it connects destination spots (Lake Tahoe, Sacramento, and the San Francisco Bay Area) and is typically viewed as the means to an end and not an end itself. Potentially, efforts to increase visitors to this part of the county could yield economic benefits.

FUTURE GROWTH POTENTIAL IN PLACER COUNTY

Population Projections

Population projections for parts or all of Placer County are prepared by the CCSCE, State Department of Finance (DOF), SACOG, and the Tahoe Regional Planning Agency (TRPA). A brief review of each agency's projections for the county is provided below. The projections are summarized in Table 4-10.

CCSCE: The CCSCE prepares population projections of county totals. The most current projections are for the year 2000 and use the 1990 Census results as a baseline. The projections for Placer County are prepared in the context of those for the Sacramento Region. The CCSCE defines the Sacramento Region (includes El Dorado, Placer, Sacramento, and Yolo counties) as a commuting basin; the Placer

County projections are thus part of a regional scenario that considers job growth, population growth, and commute patterns. The population projections are prepared using an economic model which analyzes the regional economy in the context of national and state job growth.

TABLE 4-10

POPULATION PROJECTIONS
Placer County
1990, 2000, and 2010

	Population				Annual Growth Rates			
Agency	1990	2000	2005	2010	1990 to 2000	2000 to 2010	1990 to 2005	1990 to 2010
1990 Census[1]	172,796							
CCSCE[2]	172,796	237,300	NA	NA	3.22%	NA	NA	NA
DOF (1986)[3]	159,424	203,741	NA	287,973	2.48%	3.52%	NA	3.00%
DOF (1991)[3]	175,600	238,700	267,400	NA	3.12%	NA	2.84%	NA
SACOG[4]	152,332	210,783	NA	283,255	3.30%	3.00%	NA	3.15%
TRPA[5]	9,257	10,283	10,975	NA	1.06%	NA	1.14%	NA

1 1990 Census count for April 1, 1990.

2 The 1990 figure is the April 1, 1990 Census count. The 2000 projection is for July 1, 2000.

3 The 1990 number is DOF's estimate for July 1, 1990. All DOF projections are also for July 1.

4 SACOG does not include that section of the county east of Nyack and Foresthill. In addition, the 1990 estimate reflects April 1, 1990 Census data for all areas except the cities of Lincoln, Rocklin and Roseville which are SACOG estimates for January 1, 1990.

5 The Tahoe Regional Planning Agency (TRPA) estimates and projections only include residential population in the Tahoe Basin (Placer County part). The 1990 estimate is from the 1990 Census. Projections for 2000 and 2005 are interpolations based on TRPA's 1997, 2002, and 2007 projections.

Source: CCSCE, *California County projections-1991 Edition*; DOF; SACOG, *Projections Series, 8/23/91*; TRPA, *Population and Employment Projections: 1991-2007*, September, 1991; U.S. Department of Commerce: *1990 Census of Population and Housing: Summary Population and Housing Characteristics, California*; Recht Hausrath & Associates.

DOF: DOF produces projections of county population totals using the cohort component method, i.e. the model uses fertility rates, death rates, and in-migration and out-migration trends to project population. Two sets of DOF projections are currently available. The first set use a 1986 baseline (DOF 1986) and project population to the year 2010. The second set are interim population projections, published in 1991, to the year 2005 (DOF 1991). (DOF is in the process of preparing updated 2010 projections for the state and its counties. That report should be available in 1992 or 1993.) The 1990 Census results revealed that DOF's 1990 projection (DOF 1986) was below the 1990 Census count for Placer County by roughly 16,000 people or ten percent of the total. In other words, Placer County experienced ten percent more growth than had been expected by DOF in 1986. The 1991 interim projections indicate a higher annual growth rate between 1990 and 2000 than was projected in 1986, thus reflecting the 1990 Census data.

SACOG: SACOG prepares projections for the years 2000 and 2010 for most of Placer County at the census tract level. SACOG does not cover the Tahoe Region or a part of the Foothills area (that part of the county east of Nyack and Foresthill and west of the Tahoe Region). Because SACOG does not

maintain data for all of Placer County, its 1990 estimate (and projections) are consequently lower than those of other agencies. A second reason for a lower 1990 SACOG number is that SACOG uses January 1990 estimates for the cities of Lincoln, Rocklin and Roseville rather than April 1990 Census results. Thus, SACOG's 1990 estimate is 20,464 less than that of the 1990 Census. The difference between SACOG and the Census for the three cities for which SACOG prepares independent estimates is 4,928. That area of the county not covered by SACOG accounts for the remaining difference of 15,536. (The 1990 Census reports that 9,257 people live in the Tahoe Basin; the remaining 6,279 people live in the Foothills area.)

TRPA: TRPA prepares projections for the Tahoe Region of California and Nevada for traffic modelling purposes. The most current projections are for 1992, 1997, 2002, and 2007. TRPA uses housing unit estimates and vacancy rate and persons-per-household assumptions in the projection calculations. The current projections do not reflect 1990 Census results.

Population Projections: 1990-2000

The CCSCE, DOF (DOF 1991), and SACOG assume fairly consistent annual growth rates ranging from 3.1 percent to 3.3 percent for the 1990-2000 period. It should be noted that SACOG's projection of 3.3 percent does not include the eastern area of the County, which is projected to have much lower growth rates than the rest of the county. For example, TRPA projects that the Tahoe area will have an annual growth rate of 1.1 percent. Calculation of a weighted average of the annual growth rates projected by SACOG and TRPA results in a rate of 3.17 percent (coincidentally, the midpoint of DOF's and CCSCE's projections). This average, however, still does not reflect the center of the Foothills area of the county.

SACOG projections, at the census tract level, provide insight to assumptions regarding the location of future growth. SACOG projects that the South Placer area will experience an overall annual growth rate of 4.2 percent; the Auburn-Foothills area is expected to have a much slower rate of growth at 1.2 percent, consistent with past trends.

Population Projections: 2000-2010

Projections for the year 2010 are limited. DOF's projection uses the 1986 baseline, and the SACOG projection does not cover the entire county. The projections are not as similar as those for the 1990-2000 period. DOF assumed that Placer County would experience more growth from 2000 to 2010 than in the previous decade; SACOG assumed the opposite trend would occur. DOF's interim population projections (DOF 1991) to the year 2000 show that DOF has modified its projections to reflect greater growth in the earlier period. Thus, updated 2010 projections (currently under preparation) may show a reduced growth rate for the 2000-2010 period similar to that projected by SACOG.

SACOG projects that growth will slow in South Placer but will continue to be significantly higher than in Auburn-Foothills. South Placer is projected to have a 3.6 percent annual rate of growth, whereas the growth rate in Auburn-Foothills is assumed to remain constant at 1.2 percent.

Population Projections: 1990-2010

The annual growth rates projected for the 20 year period, 1990-2010, are 3.00 percent (DOF 1986) and 3.15 percent (SACOG). Assuming that the SACOG growth rate would be slightly lower if slower growing areas in the county were not excluded, the agencies' projections are very similar. Both DOF and SACOG project that growth in Placer County in the next twenty years will be slower than in the

previous twenty years. Placer County had annual growth rates of 4.2 percent and 4.0 percent from 1970 to 1980 and 1980 to 1990, respectively, whereas future growth rates are projected to be less than 3.2 percent.

Growth rates for South Placer and Auburn-Foothills for 1990-2010 are 3.9 percent and 1.2 percent, respectively. Based on these growth rates, SACOG projects that South Placer will capture 90 percent of the growth (approximately 118,000 people) and Auburn-Foothills will experience an increase of 10 percent (13,000 people). These numbers are relative to SACOG's estimates only and do not reflect those areas not covered by SACOG.

In 2010, Placer County's projected population ranges from 283,000 (DOF 1986) to 288,000 (SACOG). The residential holding capacity of the county is approximately 492,000 people. (This reflects actual development capacity and does not include urban reserve areas.) Thus, the projections indicate that 60 percent of the county's available capacity will be developed by 2010. DOF's projection is potentially low due to the use of a pre-1990 Census baseline. SACOG's projection, which does not include all of the county, can also be considered low. If the difference between SACOG's 1990 estimate and the 1990 Census figure for the County is added to SACOG's 2010 projection, the resulting figure is roughly 304,000. (This is a simple and conservative way of trying to estimate a more realistic 2010 population.) Comparing this number to the county's residential holding capacity leaves 35 percent of the capacity available. Note: Both SACOG's estimates through to the year 2015 and Placer County's holding capacity have updated in 1993 and 1994 respectively. These updates will undoubtedly have an impact on the accuracy of the above figures. Additionally, changes to the holding capacity for the cities in Placer County will also affect these estimates.

Placer County Population Growth in the Regional Context

In 1990, Placer County represented 10.6 percent of the Sacramento region's population. The County's share is projected to increase to 13.4 percent by 2010 (see Table 4-11). Relative to other counties in the region, Placer County is projected to have strong growth. From 1990 to 2010, the county is expected to have the highest growth rate at 3.2 percent, roughly twice that of the region. These projections assume that there will be an increasing availability of jobs, principally in the South Placer area, that Placer County will continue to be attractive to retirees, and that the in-migration of workers who have jobs in other parts of the Sacramento region will continue.

Employment Projections

Projections of employment prepared by regional planning agencies indicate that the strong pace of growth in Placer County will continue over the long term, although job growth is expected to slow in the 1990s. SACOG projects an employment growth rate of 2.4 percent for South Placer and the Foothills areas from 1990 through 2000. The rate is expected to increase to almost four percent per year from 2000 through 2010. For the Lake Tahoe area, TRPA projects a somewhat slower employment growth rate of about two percent per year. According to these scenarios, the number of jobs in the county will almost double in 20 years, increasing from 69,000 in 1990 to 128,000 in 2010. (See Table 4-12.)

As shown in Table 4-12, existing trends in the location of business activity and jobs in Placer County are expected to continue. Employment growth in South Placer is expected to be faster than the county average and the growth rate in the Foothills is expected to be only about one percent per year. According to the SACOG projections, by 2010, 80 percent of the jobs in the county will be located in the South Placer area, up from 70 percent in 1990. The most significant changes are projected for the Rocklin and

West Placer areas: in combination, those fast-growing areas are shown adding about 2,400 jobs per year on average over the 20-year projection period. That growth is not expected to occur at such a steady pace: seventy percent of the 1990-2010 job growth is expected after the year 2000.

Table 4-13 shows Placer County's place in SACOG's regional scenario of employment growth by county. A strong rate of growth is projected for the region as a whole, with Sacramento County leading the way in terms of numbers, adding about 300,000 jobs from 1990 through 2010. SACOG projects that the region will support about one million jobs by 2010. The fastest rates of growth are projected for those parts of Placer and Yolo counties within the SACOG regional area. The percentage of total regional employment located in Placer County is expected to increase in the longer term.

The SACOG Placer County projections incorporate assumptions about general economic conditions and patterns of economic development in the county, as well as consideration of the regional economy and commercial/industrial development patterns. The projections reflect the fact that absorption of commercial and industrial space has not occurred as fast as might have been expected in the initial stage of development of the Highway 65 Corridor in South Placer County. Through the 1990s, employment growth in Sacramento County is expected to outpace employment growth in Placer County. In fact, the projections show Sacramento County capturing over eight times as much employment growth from 1990 through 2000 as Placer County. In the longer-term beyond the year 2000, however, the rate of employment growth picks up dramatically in Placer County. The scenario reflects the assumption that as the metropolitan Sacramento economy matures, Placer County will capture more business development from a broader range of economic sectors (including more manufacturing activities and larger-scale office activities, such as regional administrative and data-processing centers for large organizations, branch offices of large corporations, and headquarters operations for small to moderate-sized office operations). At the same time, continued strong population growth will sustain on-going expansion of population-serving business activity.

TABLE 4-11

REGIONAL POPULATION PROJECTIONS BY COUNTY
1990, 2000, and 2010

County	Population			Change			Annual Growth Rates		
	1990	2000	2010	1990 to 2000	2000 to 2010	1990 to 2010	1990 to 2000	2000 to 2010	1990 to 2010
Placer (part)[1]	152,332	210,783	283,255	58,451	72,472	130,923	3.30%	3.00%	3.15%
Sacramento	1,026,800	1,227,599	1,406,904	200,799	179,305	380,104	1.80%	1.37%	1.59%
Sutter	64,695	87,075	108,988	22,380	21,913	44,293	3.02%	2.27%	2.64%
Yolo (part)	141,092	177,500	233,500	36,408	56,000	92,408	2.32%	2.78%	2.55%
Yuba	58,862	70,250	81,200	11,388	10,950	22,338	1.78%	1.46%	1.62%
Total Region	**1,443,781**	**1,773,207**	**2,113,847**	**329,426**	**340,640**	**670,066**			
Placer as % of Total	**10.55%**	**11.89%**	**13.40%**	**17.74%**	**21.28%**	**19.54%**			

[1] If the total Placer County population was included in SACOG's estimates, the county would represent 11.8 percent of the total region in 1990.

Source: Sacramento Area Council of Governments, *Projections Series*, Placer County, Yuba County, and Sutter County (8/23/91), Sacramento County (5/20/91), and Yolo County (4/5/91).

TABLE 4-12

EMPLOYMENT PROJECTIONS OF EMPLOYMENT BY LOCATION
Placer County
1990, 2000, and 2010

Area of County	Population			Annual Rates			Percent of Total		
	1990	2000	2010	1990-2000	2000-2010	1990-2010	1990	2000	2010
South Placer	48,534	64,183	101,503	2.83%	4.69%	3.76%	69.7%	73.2%	79.1%
Auburn-Foothills	18,396	20,229	22,894	0.95%	1.25%	1.10%	26.4%	23.1%	17.8%
Lake Tahoe area	2,690	3,223	3,899	1.82%	1.92%	1.87%	3.9%	3.7%	3.0%
TOTAL	**69,620**	**87,635**	**128,296**	**2.33%**	**3.89%**	**3.10%**	**100.0%**	**100.0%**	**100.0%**

Source: Sacramento Area Council of Governments, *Projections Series*, Placer County (8/23/91), and Tahoe Regional Planning Agency, *Population and Employment Projections: 1991-2007*, September, 1991.

TABLE 4-13

REGIONAL EMPLOYMENT PROJECTIONS BY COUNTY
1990, 2000, 2010

County	Jobs			Change			Annual Rates		
	1990	2000	2010	1990-2000	2000-2010	1990-2010	1990-2000	2000-2010	1990-2010
Placer (part)	66,930	84,412	124,397	17,482	39,985	57,467	2.35%	3.95%	3.15%
Sacramento	466,220	615,064	767,782	148,844	152,718	301,562	2.81%	2.24%	2.53%
Yolo (part)	55,195	87,779	130,902	32,584	43,123	75,707	4.75%	4.08%	4.41%
Yuba	22,316	25,500	28,622	3,184	3,122	6,306	1.34%	1.16%	1.25%
Sutter	20,982	28,128	35,208	7,146	7,080	14,226	2.97%	2.27%	2.62%
Total Region	**631,643**	**840,883**	**1,086,911**	**209,240**	**246,028**	**455,268**	**2.90%**	**2.60%**	**2.75%**
Placer Percent of Total	**10.60%**	**10.04%**	**11.45%**	**8.35%**	**16.25%**	**12.62%**			

Source: Sacramento Area Council of Governments, *Projections Series*, Placer County, Yuba County, and Sutter County (8/23/91), Sacramento County (5/20/91), and Yolo County (4/5/91).

The SACOG projections scenario described above is based on several critical assumptions about economic activity and land use patterns. In the first place, the scenario presumes the Sacramento metropolitan area will continue to enjoy a strong economy, with continued growth in business activity and employment. The region's population will continue to grow, as a consequence of both natural increase and migration. In fact, SACOG, the State Department of Finance, and the Center for the Continuing Study of the California Economy all expect favorable conditions for long-term economic and population growth to prevail in the Sacramento region. Since the Sacramento region is well-positioned for long-term economic growth, demand for labor is expected to be strong over the long term. As a consequence, labor force participation rates are assumed to remain higher than national averages. Affordable and convenient residential development is expected to accommodate the necessary labor pool, and the projections also assume that transportation and other infrastructure are developed to support growth. Finally, the employment projections reflect the availability of land for commercial and industrial development. In particular, the locational allocation of employment growth in the SACOG projections is based on land use plans and policies for guiding future development.

4.3 REVIEW OF FISCAL CONSIDERATIONS

INTRODUCTION

From the perspective of public services, Placer County is not one jurisdiction, but a combination of three or even more. In one of its roles, the County provides municipal-like services to the unincorporated area. These services include police patrols, fire protection, and local park and recreation services. The County

also has a distinct role of its own, most notably as the administrator of the justice system, including courts and jails, but also as the collector of property tax. Finally, the County acts as an agent for the State and Federal governments by carrying out a number of social welfare programs.

The relationship between the County and other levels of government is key to understanding the County's fiscal condition. The State and Federal governments supply over 40 percent of the County's total budget. With very few exceptions, subvened revenues (revenues received from the State and Federal governments) are restricted in their use to specific mandated programs. For that reason, most of the revenues received from the State and Federal governments are referred to as "non-discretionary" revenues in this report.

"Discretionary" revenues are the main source of funding for County services in its role as a local government, and are generally locally-generated revenues such as property and sales tax. Despite the name, the County's discretion over discretionary revenues is often limited. For example, State funding formulas can control indirectly the allocation of discretionary revenues by requiring a matching contribution from the County. As the State or Federal governments reduce direct aid to the County, change matching requirements, or vary mandated service levels, the County must react by reallocating discretionary revenues. On the other side, the County's ability to raise local revenues is severely restricted by the stipulations of Proposition 13. To a large extent, therefore, the County is caught between changing priorities of the State, and an inability to control the most significant local revenue sources.

New development in the County affects some revenues significantly, and has little or no impact on others. For example, non-discretionary revenues that fund social services are tied to changes in caseloads, not necessarily population growth. In other words, if new population does not have the same need for social services as existing residents, then many revenues the County receives from the State will remain unchanged. Discretionary revenues, which tend to be locally generated, are more clearly impacted by growth. Property tax rises as a result of development, and other revenues such as fines and forfeits, charges for services, licenses and permits, and motor vehicle in-lieu taxes will also rise in step with population. The effect of growth on sales tax is more ambiguous, but in general sales tax revenues to the County should increase, if only marginally, from added population and employment.

The effect of growth on County costs is also complex. In the case of public protection, for example, a gated community with private security guards and burglar alarms may produce fewer calls for Sheriff's deputies related to burglary. On the other hand, those new residents will still get into traffic accidents, commit domestic violence, and abuse drugs. Absent some reliable survey data that shows that new residents have a lower demand for public services than the existing residents, this analysis assumes that the service demands of new development (and the County's cost to provide those services) approaches the existing average.

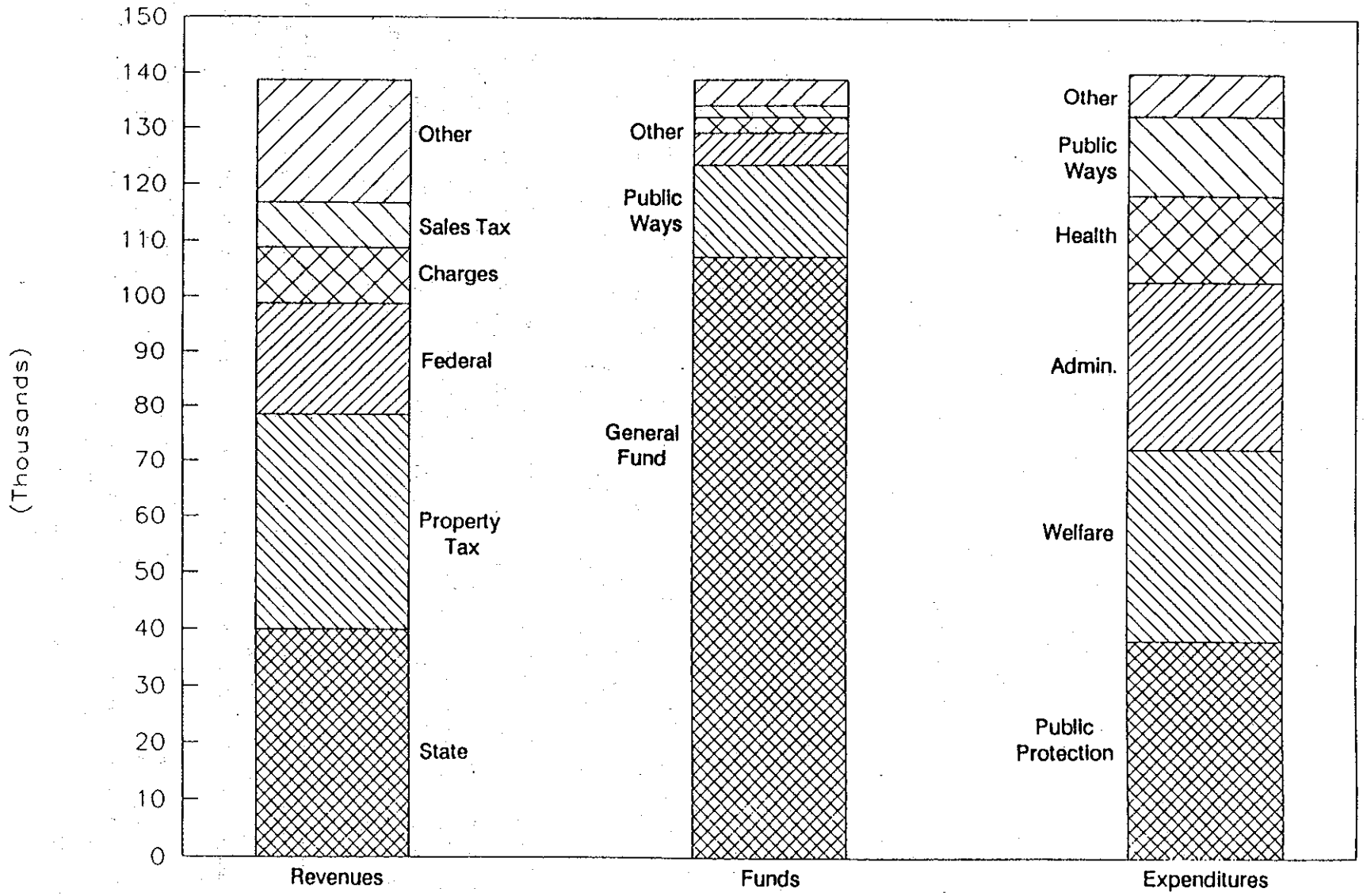
This section begins by reviewing the 13 funds that constitute the County's budget. These funds are in reality just places for the County to hold revenue as it is spent over the year. The sources of that revenue are more significant, and they are analyzed in greater detail. Revenues, in combination with State and court mandates, determine the direction of County expenditures, outlined at the conclusion of this section.

Unlike the Federal government, the County cannot carry a deficit into the next fiscal year, so revenues must always equal expenditures which in turn will equal allocations to funds. All three are basically different ways to slice up the same total amount, which was approximately $139 million for Placer County in 1990-91 (Estimated). Figure 4-3 compares the breakdown of Placer County's budget into revenue sources, expenditure categories, and funds.

Figure 4-3

Revenues, Funds and Expenditures

Placer County 1990/91 Actual Estimated Budget



Source: Recht Hausrath & Associates

FUNDS OF THE COUNTY BUDGET

The County's budget is organized into 13 total funds. The amounts allocated to each fund in the 1990/91 actual estimated budget are shown in Table 4-14.

TABLE 4-14

PLACER COUNTY BUDGETARY FUNDS (ACTUAL/ESTIMATED) [1]
(in 1,000s of dollars)
1990/91

Fund	Amount Budgeted	Percent of Budget
General	$ 107,328	77.2%
Public Ways and Facilities	16,320	11.7%
Mental Health	5,711	4.1%
Medically Indigent Services	2,770	2.0%
Community Services	2,109	1.5%
County Library	1,741	1.3%
County Office Building	1,214	0.9%
Advertising and Promotion	639	0.5%
Tahoe Convention Fund	564	0.4%
Fire Control	438	0.3%
Revenue Sharing	142	0.1%
Fish and Game	7	0.0%
Special Aviation	5	0.0%
Total	**$ 138,988**	**100.0%**

[1]The Actual/Estimated budget reflects actual revenues and expenditures to December 31, 1990. The remaining half of the fiscal year is estimated.

Source: Placer County Actual Estimated Budget, 1990/91; Recht Hausrath & Associates.

General Fund

The General Fund is by far the largest fund, representing 77 percent of the total budget. It holds revenue from all sources that is not specifically assigned to another fund and includes both discretionary and non-discretionary revenues. Some portion of expenditures for every County department and function also derives from the General Fund.

Public Ways and Facilities

This fund is second only to the General Fund in size. Administered through the Public Works Department, it provides monies for construction of new roads, and the operation and maintenance of the county's existing highway system. It also provides funding for maintenance of local roads in the unincorporated area and planning for highway expansion on a regional level.

Though it does not receive a share of property tax, the Public Ways and Facilities fund receives 8.3 percent of its funds from a portion of the sales tax generated in the county. The State also provides significant funding for public ways and facilities through the Highway tax and grants for road construction. In 1990/91, money from the State and Federal governments represented 38 percent of revenues for public ways and facilities (not counting revenues such as sales tax and motor vehicle in-lieu tax that are identified as state revenue in the budget but are really locally generated revenues).

County Library and Fire Control

These two funds are in some ways closest to the General Fund in that their main source of revenue is the property tax. Every dollar of property tax is split between a number of local jurisdictions, depending on the location of the property. Competing jurisdictions can include the County, the cities, school districts, redevelopment agencies, cemetery districts, mosquito abatement districts, etc. In certain parts of the county, the library and fire districts also receive a share of that property tax dollar.

The library fund supports the County library system that provides library services to the unincorporated area and four of the six cities in the County (See the Public Service Chapter for more detailed information on library service). The fire control fund provides fire protection services to areas of the county not served by any independent fire district. The Office of the County Fire Coordinator is also supported by the fire control fund.

Community Services, Mental Health, and Medically Indigent Funds

These three funds funnel Federal and State monies to specific social service programs. In the case of Community Services, the Federal government requires the County to maintain a separate fund for subventions. There are no requirements to maintain separate funds for Mental Health and Medically Indigent revenue; however as a general practice, the County prefers to segregate these monies from the General Fund for accounting purposes.

COUNTY REVENUES

Table 4-15 summarizes Placer County revenue sources for the 1990/91 fiscal year.

TABLE 4-15

PLACER COUNTY REVENUE SOURCES, 1990/91 (ACTUAL/ESTIMATED)
(in 1,000s of dollars)

Revenue Source	1990/91	Percent
Property Tax	$ 38,335	27.6%
Sales Tax	7,906	5.7%
Other Tax [1]	4,256	3.1%
Licenses, Permits, Franchises	3,976	2.9%
Fines & Forfeits	2,240	1.6%
State Aid	40,087	28.9%
Federal Aid	20,307	14.6%
Charges for Services	10,098	7.3%
Other [2]	11,536	8.3%
TOTAL	**$ 138,741**	**100%**

1 Other tax includes timber tax guarantee, aircraft tax, hotel/motel tax, documentary transfer tax, racehorse and livestock tax.
2 Other includes Use of Money, Other Government Aid, and Other Revenue.

Source: Placer County Actual Estimated Budget, 1990/91; Recht Hausrath & Associates.

The three most significant sources of revenue to the County are revenues from the State and Federal governments and property tax. In contrast to a city, where sales tax and property tax can be almost equal in magnitude, sales tax is a relatively small source of revenue for the County.

By comparison with 1980/81, total revenue to the County has not changed significantly once inflation and population growth have been accounted for. On a per capita basis in 1980/81, the County received $775 from all revenue sources (in 1990 dollars) as compared with $773 in 1990/91. (Per capita revenues dipped sharply between 1981/82 and 1982/83, and have been rising steadily since then to regain the 1980/81 level.)

While total revenues on a per capita basis have remained stable, the components that make up that total have changed significantly since 1980. Table 4-16 shows major revenue sources as a percentage of the total budget in 1980/81 and 1990/91.

TABLE 4-16

SELECTED REVENUE SOURCES AS A PERCENTAGE OF TOTAL PLACER COUNTY REVENUE

Revenue Source	1980/81	1990/91
Property Tax	19.5%	27.6%
Sales Tax	6.0%	5.7%
Licenses, Permits, Franchises	2.5%	2.9%
Fines & Forfeits	1.4%	1.6%
State Aid	28.0%	28.9%
Federal Aid	27.0%	14.6%
Charges for Services	6.2%	7.3%

Source: Placer County Actual Estimated Budget, 1990/91; Recht Hausrath & Associates.

The most striking change between 1980/81 and 1990/91 is the drop in Federal aid, a decrease in real terms of 20 percent. Growth of property tax revenue, which approximately doubled in real terms over the past decade, has offset most of the loss of Federal aid.

These trends are not unique to Placer County. Similar changes can be observed in the surrounding counties of Nevada, El Dorado, and Sacramento. Table 4-17 shows the percentage distribution of revenues for these counties in 1979/80 and 1989/90 (data are not generally available for all counties for the 1990/91 fiscal year as of yet).

TABLE 4-17
SELECTED REVENUES AS A PERCENTAGE OF TOTAL COUNTY REVENUE:
El Dorado, Nevada, and Sacramento Counties

	County					
	El Dorado		Nevada		Sacramento	
Revenue Source	**1979/80**	**1989/90**	**1979/80**	**1989/90**	**1979/80**	**1989/90**
Property Tax	24.4%	27.2%	20.6%	24.7%	14.8%	17.2%
Sales Tax	4.9%	4.4%	11.4%	5.9%	8.0%	6.8%
Licenses, Permits, Franchises	1.9%	5.6%	4.5%	4.3%	1.1%	2.2%
Fines & Forfeits	1.7%	1.9%	1.8%	3.3%	1.5%	1.4%
State Aid	26.1%	32.6%	28.1%	31.3%	35.0%	38.0%
Federal Aid	30.8%	13.0%	19.1%	10.7%	31.4%	21.3%
Charges for Services	3.3%	9.3%	5.9%	8.5%	2.7%	4.4%

Source: *Placer County Actual Estimated Budget*, 1990/91; Recht Hausrath & Associates.

Table 4-17 suggests that some of the trends that have been influencing revenue generation in Placer County are common to counties in the region. Property tax has become a more significant source of revenue to counties in the region while federal revenues have declined. State aid increased as a percentage of county revenues in El Dorado, Nevada and Sacramento counties but stayed at about the same level in Placer County. In all four counties, local revenues from any source have become more significant on a percentage basis.

All local revenue sources (and most non-local revenues) will increase with added population and employment. Many revenues, such as Motor Vehicle in-lieu tax and charges for services, are expected to maintain the same average amount per capita; in other words new development will not generate more or less of these revenues on a per capita basis than existing development. The two revenues that are most affected by growth are property tax and sales tax. Detailed information about revenue sources, including their sensitivity to growth, are described in the following paragraphs.

Property Tax

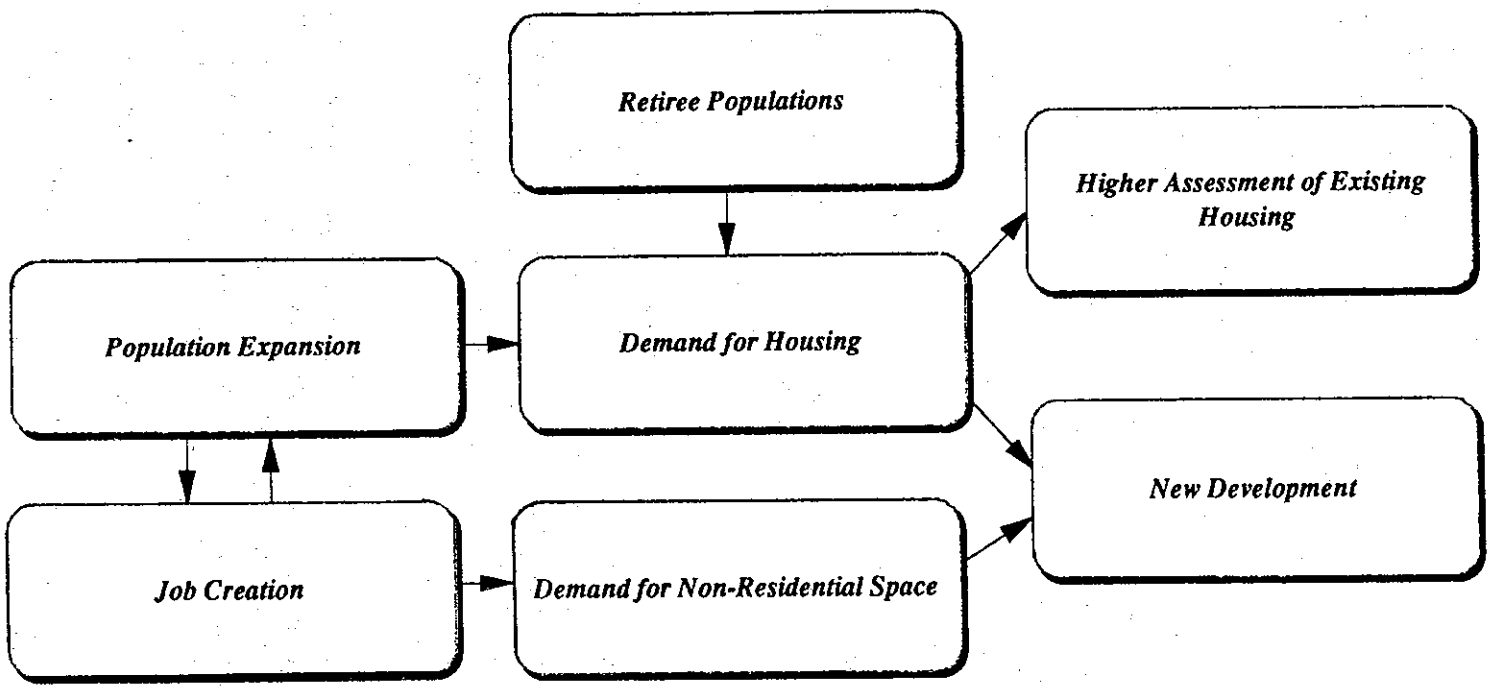
Property tax represented more than one fourth of the County's total revenues in 1990/91, and is the most important locally-generated, or discretionary, revenue available to the Board of Supervisors to fund local programs. The how and why of property taxes in California was radically reshaped by Proposition 13, passed by the voters in 1977. That proposition still has major impacts on property tax collection and the county General Fund in 1991. In brief, Proposition 13 requires that:

1. Property tax is limited to one percent of a property's assessed value (AV).

2. AV increases two percent per year, unless a property changes ownership. In that case, the property is reassessed at market rates.

FIGURE 4-4

DYNAMICS OF REGIONAL GROWTH AND INCREASING COUNTY ASSESSED VALUE



3. The property tax rate cannot be increased, and the County cannot incur debt through a General Obligation Bond, without a two-thirds vote of approval by the electorate.

Table 4-16 indicated that property tax has grown from 19.5 percent to 27.6 percent of total County revenue over the past decade. One of the reasons property tax has grown so significantly is that the total AV in the county has grown, reflective of new development. Table 4-18 shows total AV in the county in 1981/82 and 1990/91, and AV adjusted for inflation.

TABLE 4-18

TRENDS IN PLACER COUNTY ASSESSED VALUE (AV)
(in 1,000,000s of dollars)

	1981/82	1990/91	Annual Percentage Change
Total AV	$4,379	$11,118	10.9%
AV, 1990 Dollars	$7,189	$11,118	5.0%

Source: *Fiscal Transactions of Counties*, State Controller's Office, 1979/80 to 1989/90.

This growth in assessed value is related to economic growth of the county and the region over the past decade. Surrounding counties also show real growth in AV: 4.5 percent in El Dorado County, 10.6 percent in Nevada county, and 10.3 percent in Sacramento County. Figure 4-4 shows some of the economic forces that have contributed to this substantial growth in AV in the region.

Population grows as people move to Placer County and surrounding counties seeking affordable housing, job opportunities, and a place to retire near scenic/recreation areas, among other things. Population growth stimulates housing production and increases in population-serving business activity that translate to demand for commercial space. Business activity also increases as firms choose to locate in the area for a variety of other reasons, including access to a suitable labor force, access to markets, facility expansion requirements, and savings on land and space costs. That business activity growth in turn results in demand for commercial and industrial development.

Increased demand for housing and for commercial/industrial space translates to growth in AV in several ways. The most visible way that gross AV will rise is when new development occurs in the county. Housing demand also works to increase AV by causing an appreciation in existing housing. When existing housing changes ownership, it is generally reassessed at a higher market rate, increasing total AV in the county.

Assessed value is only one part of the equation that determines property tax revenue to the County. This is because the share of the property tax that the County receives varies substantially by tax rate area. Therefore, the County's share of property tax revenue depends on the location of new development, and consequent increased assessed value.

In 1990/91, the County received 28.99 percent of the Adjusted Gross Levy, or all the property taxes collected in the County. This compares with a 29.93 County share in 1980/81. This decline in share of property tax is not significant. The fact that more than three quarters of population growth in the county since 1980 has occurred in the cities would suggest that the decline in the County's share of property tax should be much larger.

Over that same time period, however, cities have captured less than one half of the growth in AV. One reason for the disparity in the location of population and AV is that industrial and commercial development have been located more frequently in the unincorporated area of the county over the past ten years. Non-residential development tends to generate higher amounts of property tax than residential development. That fact explains why AV in the unincorporated area has kept pace with the growth in AV in the cities, and why the County's share of property tax has stayed close to 29 percent.

Sales Tax

While sales tax is a small percentage of total County revenue, it is a significant source of discretionary revenue. In Placer County, for every sale of $1.00, the consumer pays 7.25 cents in sales tax (no sales tax is paid on food and prescription drugs). Sales tax is generated by both consumer purchases and any purchases by businesses of goods that are not later resold.

Currently, the State retains 5.5 of the 7.25 cents charged throughout the county. Of the remaining 1.75 cents, 1.25 cents are redistributed to the jurisdiction where the sale occurred (with 0.25 cents designated for local transportation improvements). The remaining 0.5 cents represents "realignment" revenue--a funding source instituted by the State Legislature in 1991. It is returned to the counties to replace State funding for specific mental health, health, and welfare programs. This part of the sales tax is not returned on a "situs" basis (according to where the sale took place) but instead is allocated relative to health and welfare caseloads. Under realignment, Placer County is a surplus county, i.e. it generates more than the average amount of sales tax and receives back less than average payments from the State because of relatively low caseloads.

A simplistic approach to analyzing trends in sales tax generation is to track retail development, since sales tax dollars are tied to the location of the sale. If an area is already fully served by retail, however, adding new establishments will not necessarily increase sales tax revenue. Additional retail must address a new source of demand - either it taps a wider market area or provides a unique product - or it will siphon off sales from existing businesses. In that case, new retail development will not generate any additional sales tax.

In fact, generation of sales tax revenue depends on the interaction between buyer and seller, not simply the location of the seller. Residential development in Rocklin, for example, could add to sales tax revenues in Rocklin, Roseville, and the County depending on the location of retail establishments. Table 4-19 shows total taxable sales in the County, the cities, and the unincorporated area.

TABLE 4-19

INFLATION ADJUSTED TAXABLE SALES IN CITIES AND THE UNINCORPORATED AREA[1] (in 1990 dollars)

		Sales occurring in:			
Year	Taxable Sales	Cities		Unincorporated Area	
1980	$1,030,780	$551,016	53%	$405,378	39%
1982	$955,879	$523,752	55%	$366,434	38%
1984	$1,211,810	$703,730	58%	$432,477	36%
1986	$1,363,314	$818,060	60%	$432,578	32%
1988	$1,538,171	$941,364	61%	$492,678	32%
1990	$1,797,263	$1,027,582	57%	$523,580	29%
Percent change 1980-1990	74%	86%		29%	

[1]These figures do not include unallocated sales, which were 14 percent of taxable sales in 1990.

Source: State Board of Equalization

Table 4-19 indicates that the sum of taxable sales in all jurisdictions of the County increased 74 percent between 1980 and 1990 (in real terms). There are a number of factors that might have contributed to that growth. They include:

- Population and employment growth,
- Higher incomes,
- Increased percentage of income being spent on consumer goods,
- Residents who previously shopped in surrounding counties now finding some of those commodities within Placer County,
- Placer County attracting more shoppers from outside the County (either from surrounding counties or people travelling through the County).

The explanation for the almost doubling in taxable sales throughout the County is some combination of these factors. It is certain that the increase in population and employment in the last decade accounts for a large percentage of that increase.

Table 4-19 also compares taxable sales that occurred in the cities with those that occurred in the unincorporated area. Clearly, while taxable sales and sales tax revenues have been increasing for all jurisdictions, the cities have fared significantly better than the County. In other words, of the total increase in sales tax revenues, the cities have captured a larger share than the County. Of course, the cities have also accounted for a much larger share of population growth over the past decade than the unincorporated area. To the extent that residents do a large percentage of their shopping near to their homes, it is reasonable that sales tax revenue exhibited strongest growth in the incorporated areas.

In 1990, however, population was approximately evenly divided between incorporated and unincorporated areas. Taxable sales were almost twice as likely to occur inside cities (one million dollars of taxable sales occurred within cities versus $524,000 in the unincorporated area), indicating that unincorporated area residents are much more likely to shop inside cities than the reverse.

Other Locally-Generated Revenues

These discretionary revenues include fees paid for licenses and permits, franchise tax, and fines and forfeits. Some of the more typical permits issued by the County are building construction permits and permits for underground tanks and septic systems. Anyone requiring a business license or animal license, among others, from the County also pays a fee. The franchise tax is paid by companies, such as utility and cable TV companies, that receive a franchise, or monopoly to operate in the County.

Fines and forfeits are mainly generated by the County court system. Vehicle code fines and consumer fraud fines are two examples of fines; narcotics seizures and library penalties are examples of penalties or forfeits. Some fines and forfeits are dedicated to specific expenditures (e.g., the Courthouse Construction Fund). Certain fines related to Driving Under the Influence (DUI) must fund alcohol rehabilitation programs.

In the 1990/91 fiscal year, the State instituted two new fees: booking fees and property tax collection fees. These both relate to functions unique to the County, i.e. justice and property tax collection. From now on, when a city police force arrests a criminal and transfers him or her from the local holding facility to the county jail, the cost to the County to process that booking procedure can be passed along to the city. Similarly, the County's costs to administer and collect property taxes will now be shared by the cities and possibly school districts.

It is not anticipated that the population and employment that result from new development will generate either more or less of these revenues, on a per capita basis, than the existing population.

Charges for Services

Many County departments charge the public for specific services such as sanitation, plan checks, engineering review, and the use of county parks. These charges are limited by State law to the actual cost to the County to provide the service. Charges for services are currently the second largest source of locally-generated revenue, representing seven percent of the total budget.

Charges for services, on a per capita basis, have been steadily increasing over time. Despite the increase, the County Executive's Office estimates that the County currently charges between 40 and 60 percent of the actual cost to provide most services. The County intends to increase charges gradually until they cover the full cost of corresponding services.

As with some other locally-generated revenues, there is no reason to believe that new development will generate more or less revenue from charges for services, on a per capita basis, than existing development.

Aid from Other Governments

Revenue from the State and Federal governments, or subvened revenue, constituted 44 percent of total County revenue in 1990/91 (See Table 4-15). With a few exceptions, subventions from the State and

Federal governments are given to the County in its role as the administrator of State and/or Federal programs.

In 1990/91, the County received Aid from the State through a total of 89 individual programs. Approximately six percent of State funding consists of revenues that are actually locally-generated, such as in-lieu taxes and homeowner's property tax relief. The State collects these revenues and returns them to the jurisdiction where they were generated, similar to the administration of sales tax revenue. Almost 60 percent of this aid funds health and welfare programs. These social service programs were originally formulated by the State and over time, the State has determined service levels and administrative procedures. Though the County provides a part of the funding for these programs, in reality the County's role is to implement the actual provision of health and welfare services as required, and funded, by the State. One exception is Trial Court Funding, initiated by the State in 1988/89, which aids the County in providing justice services.

Motor Vehicle In-Lieu fees, which amounted to $6.6 million in 1990/91, are included along with sales tax in the realignment program. In the future, the State will not simply funnel them back to the County but will reallocate Motor Vehicle In-Lieu fees in proportion to each county's need for health and welfare funding.

As previously mentioned, over the past ten years, aid from the Federal government has declined significantly. Programs such as CETA, Manpower and welfare medical administration have all been discontinued. Federal revenue sharing and community service grants were also eliminated in the 1980's.

In contrast, State support for health and welfare programs has generally been maintained. At the same time, the State has instituted quality control programs and additional programs for child welfare which have increased the administrative burden on the County. In other words, the State has asked the County to do more, but has not provided additional funds to compensate the County for that extra effort.

In 1991, the State legislature implemented a number of "realignment" measures, that have significantly altered the relationship between the State and the counties. Realignment raised the sales tax by one-half of a cent (0.5 cent) and also increased motor vehicle in-lieu fees. The incremental revenue is now pledged to specific social service programs. State subventions for these programs were discontinued. In theory, realignment should not affect the County's fiscal balance or level of services. One disadvantage of realignment is that in economic slowdowns such as the current recession, as health and welfare case loads rise, funding sources decline. The advantage of realignment is that these programs are now assured of a stable funding source.

Aid from the State and Federal governments can be grouped into three categories: locally-generated revenues that are returned to the County (cigarette tax, in-lieu taxes), social service revenues that are distributed based on caseload (Aid to Families with Dependent Children, realignment revenue), and aid related to specific, even one time programs (veteran's affairs, aid for the arts). New development in the county will increase the amount of cigarette tax and Motor Vehicle in-lieu tax, presumably at the same rate of revenue generation as existing development. The impact of growth on caseload-based revenues depends entirely on the need for social service, now or in the future, of new residents. Because the third category relates to specific programs, not necessarily population, growth will not have a significant effect on those revenues.

COUNTY EXPENDITURES

Prior to the passage of Proposition 13, the County and other local jurisdictions had some measure of control over the type of services they provided, and, more importantly, the quality of those services. For example, if there was a need to increase the standard of police protection by hiring additional Sheriff's deputies, the Board of Supervisors could raise revenues through its taxing power to upgrade its level of service. Under Proposition 13, that process is reversed. Revenues are constrained, and the availability, or lack of availability, of revenues determines level of service and overall County expenditures.

The Placer County budget groups expenditures into eight categories, shown in Table 4-20.

TABLE 4-20

TOTAL PLACER COUNTY EXPENDITURES (ACTUAL/ESTIMATED)
(in 1,000s)
1990-91

Expenditure Category	1990-91	Percent
General Administration	$ 30,491	22.4%
Plant Acquisition	3,888	2.9%
Public Protection	38,344	28.1%
Public Ways	14,122	10.4%
Health and Sanitation	15,397	11.3%
Public Assistance	34,117	25.0%
Education	1,724	1.3%
Recreation and Culture	773	0.6%
Debt Service	1,408	1.0%
Total Expenditures	**$ 136,376**	**100%**

Note: Plant acquisition is shown separately because these expenditures are large, one time outlays which are not consistent from year to year and therefore distort trend analysis.

Source: Placer County Actual Estimated Budget, 1990/91; Recht Hausrath & Associates.

Public protection, public assistance, and general county administration are the three largest expenditure categories in fiscal year 1990/91. To a large extent, expenditures of the County are determined by what the State and Federal governments choose to fund. Decreases in welfare expenditures, for example, are due to changing priorities of the State and Federal governments, as opposed to policy decisions by the County.

Activities that make up each expenditure category are reviewed in more detail below. The relevant service population for various County activities is also identified.

General Administration

This expenditure category consists of the legislative and administrative functions of the County, including,

- the Board of Supervisors,
- the County Executive's Office,
- the Department of Finance,
- Plant Acquisition and Property Management
- Promotion and Advertising,
- Management Information Services,
- Personnel
- Elections
- Communications
- County Counsel
- Economic Development

Since 1980/81, per capita expenditures for general administration have increased by 18 percent in real terms. Most of the increase in expenditures within this function can be traced to specific budget items such as implementation of Management Information Systems and the Tahoe convention center. In general, the costs to perform basic administrative services have not risen dramatically.

The majority of administrative services serve both the unincorporated and countywide populations. Some general services clearly benefit the unincorporated area, such as Tahoe special projects and promotion. Others are oriented to all residents of the county, most notably elections, and the offices of the assessor and tax collector.

Growth will increase the County's total expenditures for General Administration, but it is not expected to change current per capita costs. In other words, over the long term, the cost to the County to provide administrative services to growth will be roughly equivalent to existing per capita costs. In the short term, new development requires a number of administrative services from the engineering departments and the Board of Supervisors. Some of that short-term cost is recouped through charges for services.

Public Protection

Like General Administration, this category encompasses a variety of county activities. These include,

- Municipal and Superior Courts
- County Clerk
- the Public Defender
- the District Attorney
- the Marshal
- Coroner
- Recorder
- Department of Fish and Game
- the Tahoe Constable
- Detention and correction
- Sheriff patrol
- Fire protection
- Protective inspection
- Office of Emergency Services
- Animal Control
- Planning

Public protection services with a countywide orientation are those that one would not expect to find duplicated in cities. They include detention and correction, all justice functions, the Coroner, and Fish and Game. Services oriented only to residents of the unincorporated area include many (but not all) planning activities, animal control, and police patrol and investigation.

Per capita expenditures for public protection in Placer County increased by 11 percent in real terms during the 1980's. The bulk of this increase can be traced to the judiciary, as opposed to detention or police protection. One explanation for increased spending on justice is that crime, especially drug related crime, has increased much faster than population over the past decade throughout the State. Rising crime

rates are attributable partly to drugs, gangs and other criminal activities. The State and Federal levels of government have also criminalized a broader range of behaviors. For example, the change in the definition of legal intoxication from a blood alcohol level of 0.10 to 0.08 has resulted in a higher number of DUI cases. The cities also have a profound effect on county expenditures for justice. In their effort to carry out directives from higher levels of government, most cities have expanded their police forces. Larger police forces in turn apprehend more perpetrators, increasing demand on the county justice system to try, sentence, and detain them.

New development will increase the County's total costs to provide Public Protection services, but on a per capita basis there is no data to assume that new residents and employees will require more or less services in protection services from the County. There is some argument that increased urbanization and suburbanization have contributed to rising crime rates, especially in regards to gang related activities. While that contention may be true, more decisive data would be required to incorporate it into a fiscal analysis of county costs.

Public Assistance

This budget category consists of established welfare programs such as Aid to Families with Dependent Children, G.A.I.N., In-Home Supportive Services, and General Relief (the only welfare program completely funded by the County). Veteran's services, community services, and other programs that deal with child abuse, domestic violence, emergency shelter programs, and HUD Section 8 housing vouchers are also in this budget category. With the exception of Roseville, none of these services are duplicated by any city in the county; therefore the service population of public assistance departments includes residents of both the incorporated and unincorporated areas. The City of Roseville provides the following services:

1. The City of Roseville Housing Authority manages a Section 8 program for both the cities of Roseville and Rocklin.

2. The Roseville St. Vincent De Paul Society offers the only transitional housing program for families in Placer County. This program is partially funded by the City of Roseville.

3. A partnership of Placer County jurisdictions which include: Roseville, Rocklin, Lincoln, Auburn and Placer County provide financial and staffing support for the operation of the Winter Homeless Shelter in the Roseville National Guard Armory.

As described in the earlier discussion of revenues, a number of Federal welfare programs were discontinued in the 1980's and the total Federal funding level dropped. Part of the decrease in funding is attributable to a decreased need for welfare in Placer County during most of that decade. As population grew, welfare caseloads stayed level for several years. Table 4-21 shows the number of families receiving AFDC payments from 1985 to 1990.

TABLE 4-21

WELFARE PROGRAM CASELOADS AND TOTAL COUNTY POPULATION
1985 to 1990

Year	AFDC Families Receiving Aid
1985/86	1,819
1986/87	1,817
1987/88	1,883
1988/89	1,918
1989/90	2,020
1990/91	2,143
Percentage Change	18%

Source: Placer County Welfare Department

While the number of families receiving this particular welfare program has increased by 18 percent since 1985, population has increased by 28 percent. Welfare staff report that eligibility for welfare programs has been broadened, if anything, so that the decline in need for welfare services relative to population is not attributable to a reduction in services. In fact, it appears that the amount paid per case adjusted for inflation has actually increased since 1984.

The fact that there has been significant growth in the county in the 1980's and that welfare needs have declined does not necessarily mean that new development has not increased the need for public assistance programs. A more likely explanation is that both growth and declining welfare need stem from economic growth in the county. During the 1980's in Placer County, many new jobs were created, unemployment rates were low, and incomes rose. This prosperous economic climate stimulated the building industry; the lessened need for welfare services is also attributable to good economic times.

Public Ways and Facilities

The activities in this expenditure category include road construction and maintenance. The Public Ways and Facilities fund provides most of the funding for these projects which are generally carried out by the Public Works Department. The service population for Public Ways and Facilities is primarily the unincorporated area. The County performs regional transportation planning, however, that is countywide in nature.

Expenditures for Public Ways and Facilities has not shown any significant change since the recovery from the recession in the early 1980's. Approximately ten percent of each year's budget funds this category. Per capita expenditures for Public Ways and Facilities have also remained relatively stable over time. Given the constancy of total and per capita expenditures for Public Ways over time, it is not expected that growth will result in large variations in per capita costs for road construction and maintenance.

Health and Sanitation

The Health Department provides public health, environmental health and mental health services. Immunization programs and environmental health services benefit a wide segment of the County population. Special populations receiving health services include children, people with substance abuse problems, and people with limited income.

These services, like welfare services, are countywide in nature. No city provides comparable health care services. In fact, the County is the sole provider of some health services, public or private, in the region.

Many county health services are available on demand. They are more accessible than welfare services, for example, because they require less administrative qualifications, and demonstration of need, etc. Therefore, new development has a clear impact on the County to provide these services. There is not data to suggest that new development will require the County to increase its level of service, however.

The sanitation services included in this budget category refer to refuse collection and disposal in the unincorporated area. These services are supported entirely by user fees.

Education, Recreation, and Culture

Education expenditures fund the County library system and the Farm Advisor. The County library provides services to the unincorporated area and four cities, but is traditionally thought of as a municipal-like service as opposed to a countywide function such as justice or welfare. The Farm Advisor, on the other hand, is more typically classified as a county service, since it is not duplicated by any city.

County parks, historical sites and museums comprise the Recreation and Culture category. The County operates 12 park sites, a number of which function as local neighborhood and community parks for unincorporated populations. The County maintains several parks, such as Bear River, that by their size and type of public use qualify as regional facilities. County museums are similarly classified as unique facilities serving a regional population.

These are relatively small expenditure categories that fluctuate year to year. There are no discernible trends in per capita expenditures over time. As with other expenditure categories, growth is expected to require the same level of service, and expenditure, on a per capita basis, that the County currently provides to its existing population.

4.4 PUBLIC FACILITY FUNDING

INTRODUCTION

The following section reviews and evaluates the County's policies regarding funding of public facilities. We summarize how the County has funded the acquisition of public facilities and consider whether the same sources will be available and sufficient for the provision of capital facilities necessary to accommodate growth. Facilities for the following County functions are discussed:

- Parks and Recreation
- Justice
- Welfare
- Schools
- Jails
- Public and Mental Health
- Roads
- Public Protection

- General Government
- Water
- Libraries
- Sewage
- Drainage

In 1991, LAFCO agreed to consider the impacts that proposed annexations may have on the County's capital facilities. Thus, the County has recently begun notifying new development in the unincorporated and annexing areas that it may have to fund additional facilities that will be needed to serve growth. The County has initiated a study, the *Growth Impact Analysis*, that will quantify new development's share of the unfunded cost of facilities listed above.

PARKS AND RECREATION

County parks and recreation facilities are described in Chapter 8 of this report. For the purpose of describing historical funding methods, this section distinguishes Federal and State-owned regional parkland from County-owned regional, community, and neighborhood parks. Special districts (e.g., Auburn Recreation District, Tahoe City Public Utilities District, and North Tahoe Utilities District) are included in this latter category.

Placer County contains 300,000 acres of federal parkland and nine state parks. Section 8.2 of this report presents the location of federal and state land and describes the facilities and improvements (see Figure 8-1). The improvements to this land consist principally of hiking trails, staging areas and campsites.

The County provides 355 acres of regional, community and neighborhood parkland. In addition, the Auburn Recreation District (ARD) provides 120 acres of parkland in eight facilities (including two swimming pools, a golf course, fairgrounds, and administrative buildings). The County has also incorporated shared use of school playgrounds into its inventory of neighborhood and community parks. Another public agency, Nevada Irrigation District, operates recreational facilities at Rollins Reservoir near Colfax.

The County has required new unincorporated subdivisions to dedicate land and pay in-lieu fees for land acquisition and improvement costs for neighborhood and community parks. These dedication or in-lieu fees are authorized through the Subdivision Map Act (Quimby Act), but cannot be assessed to development that does not subdivide existing parcels.

In the past, the County has supplemented its Quimby Act funding with State bond money and Federal grants to build community parks. The County, however, has used all of the available State bond money. Although future bond measures may be submitted for state-wide voter approval, the County assumes that it will have to fund future parkland acquisition and improvements entirely with local revenues.

JAILS

In 1985, the County constructed its main jail (96 beds) at the DeWitt Center for $5 million (1986 dollars). The funding for this facility came from one-time State revenues and a County match. Since 1985, the County has constructed two additional correction facilities, both at DeWitt Center. For the first project, the County used $780,000 in General Fund revenues to remodel some of the DeWitt Center's old barracks, creating 156 minimum security beds at a cost of $5,000 per bed. The second facility, a 260-bed high security jail, cost $5.3 million or about $20,400 per bed. The project received 80 percent of its funding from State bond money ($4.3 million from Propositions 2/16, 52 and 86) approved by the

Bureau of Corrections (BOC). The County provided $1 million in local matching funds from General Fund revenues.

In addition to the two jails, the County has just requested bids for a new $3.5 million central kitchen to serve all adult and juvenile facilities. The County has requested $2 million from remaining State bond money and will use General Fund revenues to fund the remaining cost. This latest disbursement of State bond money, if approved, will be the last of the State funding assistance available for jail construction unless future state-wide ballot measures are successful.

JUSTICE FACILITIES

The County's justice facilities include the Municipal and Superior Courts and offices for all related functions: District Attorney, Public Defender, Jury Services, Grand Jury, Juvenile Services, and Probation. The County's justice facilities are concentrated in Auburn. The Superior Court operates out of the newly renovated Old Courthouse in Auburn, and the Municipal Court is housed at the DeWitt Center and six branch facilities in Colfax, Foresthill, Lincoln, Loomis (leased), Roseville, and Tahoe. Probation is located at DeWitt and has offices in Tahoe and South Placer (Roseville Courthouse).

The County has just completed a $7 million renovation of the Old Auburn Courthouse. This facility now contains all Superior Courts and ancillary court functions (administration, clerk, library, etc.). The County funded the renovation with revenues from its Temporary Courthouse Construction Fund (TCCF) and some State Historic Preservation grants. The TCCF revenues are made up of the fines and forfeitures collected in Placer County. The County has committed the next fifteen years of annual TCCF revenues to the Auburn Courthouse debt service; thus, the stream of future revenues from this source of funds will not be available for new facilities needed to serve growth.

PUBLIC PROTECTION

Over the past decade, the County has used available space at the DeWitt Center to accommodate the Sheriff's need for larger facilities. The County has funded the costs of remodeling from General Fund revenues.

For the past eight years, the County has been planning to move its Tahoe operations to a new facility at Burton Creek. These facilities would include a temporary holding facility, D.A. office space, a justice court, patrol support, and dispatch. Recent budget problems, however, have made use of General Fund revenues unlikely, and the County has not identified other funding sources.

HEALTH AND WELFARE

Early in the 1980s, the operation of the County Mental Health Program was transferred from a non-profit organization to the County. State and Federal assistance was used to renovate leased space that served as a mental health office and general administration. Most of this assistance has been provided as grants or in the form of a two percent depreciation allowance incorporated into the annual Federal and State funding for specific programs. For example, the County charges the State for the amortized cost of a County-owned building over 50 years. The County has also applied the depreciation allowance to lease payments for welfare offices in Roseville.

Periodic State grants during the 1980s have funded other various renovations. In 1989, the County used State funding for foster care to renovate a DeWitt building to house a children's receiving home, and the

County applied for its share of Medically Indigent Assistance (MIA) to provide clinic space for MIA programs.

The only new facilities recently acquired include a modular clinic for the County's Medically Indigent Program. The clinic was funded by the new State tobacco tax revenues with a local match from General Fund revenues. The second facility is additional office space for Animal Control (modular trailer) funded with General Fund revenues.

During the last five years State funding for health and welfare facilities (and operations) has been declining. The County still receives Special Needs and Programs (SNAP) Grants from the State to renovate health facilities and it has used air pollution control block grants for County-run programs. But the State has cut these funding sources during the current "re-alignment" of its budget, and the County anticipates that it must use local funding sources to acquire additional capacity needed to serve growth.

LIBRARIES

The Auburn-Placer County Library (Library) operates a main branch in the City of Auburn, ten branch facilities, and a bookmobile. The 1967 consolidation of the Auburn Public Library and the Placer County library created the Auburn-Placer County Library System. The resulting system serves all of Placer County except the cities of Roseville and Lincoln which maintain municipal libraries.

The *Auburn-Placer County Library Long-Range Plan, FY 1992/93 - 1997/8* discusses the current Library facilities and service population and adopts guidelines to serve the existing and future population. At the present time, the Auburn-Placer County Library system owns 31,586 square feet of library facilities, is in the process of building a new 10,240 square foot library at Granite Bay, and leases 2,541 square feet of additional space. The overall collection of the Library includes 229,104 volumes. Table 4-22 details the facilities of the system.

TABLE 4-22
EXISTING LIBRARY FACILITIES
1992

Existing Facility	Owned Space (Square Feet)	Leased Space (Square Feet)	Volumes
Auburn	14,536		95,000
Applegate	1,800		9,446
Colfax		1,870	10,901
Dutch Flat		165	4,203
Foresthill	1,280		6,422
Granite Bay[1]	10,240		30,500
Kings Beach	1,380		9,741
Loomis	3,500		17,578
Penryn		506	7,406
Rocklin	6,434		14,168
Tahoe City	2,656		17,685
Bookmobile	-		6,054
Total	**41,826**	**2,541**	**229,104**

1 Reflects new Granite Bay Branch and its planned opening day collection

Sources: Auburn-Placer County Library, Recht Hausrath & Associates.

The Library received a State grant of $1.5 million from Proposition 85 Bond Act funds to build a new branch in Granite Bay. This 10,240 square foot branch will replace existing leased space. The local match requirement of the State grant ($0.9 million) will be met with existing County and Library reserves and donations from the community. In Table 4-22, the facilities of the new Granite Bay Branch are included in the existing facilities as this branch is currently fully funded and will be operational by 1994.

Rural areas of the county are served by the Bookmobile that stops at over 30 sites in the county. Capacity of the bookmobile is limited by its size; increasing service will require a second bookmobile or additional branches. The *Long-Range Plan* recommends that the Library System construct a branch in communities of 5,000 or more people.

At the present, only the Auburn Main Library branch has an automated catalog system. The Library is in the process of developing a request for proposal to automate the countywide system. The structure of the automation system will determine its final cost; current estimates range from $350,000 to $750,000. Library reserve funds include $150,000 targeted for automation. Funding sources for the remainder of the costs of automation have not yet been determined.

As illustrated by the funding of the Granite Bay branch, funding sources for new library construction can include State or Federal grants which typically require a local match. Community donations through various Friends of the Library groups have, in the past, also funded several renovations and improvements to the Auburn-Placer Library System branches to better serve existing residents.

The Library Reserve Fund has also been used for capital facility funding. This fund currently totals $650,000 and will contribute $150,000 for an automation system and $300,000 for local matching funds for the new Granite Bay branch facility. Looking forward, the Library System does not intend to use its operating revenues to fund capital acquisitions. Furthermore, the State's current fiscal circumstances will severely constrain the County's access to grant funding.

GENERAL GOVERNMENT

The County has remodeled buildings available at the DeWitt Center to provide additional general office space over the past decade. It has funded remodeling and renovation of the DeWitt space, as well as remodeling of the Domes in 1989, with General Fund revenues. The Facilities Master Plan, currently being drafted, identifies several alternative strategies to accommodate projected growth of general administration functions. These alternatives are described in Section of 4.5 of this report. The County has not identified a source of funding for additional general administration facilities.

WASTEWATER SYSTEMS

Section 6.3 of this report (*Public Facilities and Service: Community Wastewater Systems)* describes the existing conditions of the major community wastewater systems whose discharge permits are administered by the Regional Water Quality Control Board (RWQCB). Section 6.3 describes 37 community waste water systems; seven located in the eastern portions of the county and 30 in the central and western areas of the county.

The vast majority of these systems have been funded by the State Clean Water Grant Program. These funds, however, are no longer available for larger capacity treatment facilities. While small communities still have access to low interest loans for plant construction, the system's users must finance the cost of debt service and principal repayment through sewer fees or other charges.

Section 6.3 describes each system's specific methods of financing operations, maintenance, and capital improvements. The majority of these systems assess users a fee or charge that covers on-going operating and maintenance costs plus a depreciation allowance to fund each system's eventual replacement. New users are charged a connection fee to either recover the cost of existing capacity or fund additional capacity.

Overall, these systems seem to have adequate capacity and be satisfactorily operated and maintained, evidenced by the few State enforcement actions filed in the county. New and tougher EPA and State treatment regulations, however, are scheduled to go into effect by the Fall of 1993 (National Safe Drinking Water Act). These regulations will force many community wastewater systems and on-site sewage systems to invest in additional plant and equipment. Given these likely capital funding costs, current depreciation allowances are inadequate.

WATER

Sections 6.1 and 6.2 of this report (*Public Water Systems* and *Ground Water and Well Usage Within Placer County*) provide detailed descriptions of the water systems throughout Placer County. The county contains approximately 169 entities that distribute drinking water: 52 large water systems (over 200 connections) and 117 small water systems. These water agencies include special districts, community associations, utility companies, and private water companies.

Historically, most water agencies have funded development of their water systems with State grants and low-interest loans (repaid through their rate base). State funding has come from three bond measures (i.e., 1984, 1986, and 1988 Safe Drinking Water Bond Law Programs). The State has pending legislation for a fourth bond measure. The Department of Water Resources administers the distribution of these funds through grants up to $400,000 per entity or low-interest loans. The Department of Health Services oversees all technical matters in the distribution of the Bond funds, including establishing a priority list, reviewing plans, engineering specifications, and cost estimates.

In March of 1989 and April of 1991, the Placer County Water Authority (PCWA), the largest water agency in the county, received two $5 million State loans for a backbone pipeline system that will replace ditches currently used to distribute water.

In addition, the Farmer's Home Administration has made loans and grants available. The State Department of Housing and Community Development (HCD) and the Department of Water Resources award these joint block grants to fund a portion of water systems serving low income residents. The grant is usually in proportion to the percentage of qualified, low income, users. The State's Rural Economic Development Infrastructure Program (REDIP) also provides funding for smaller systems.

The Federal Safe Drinking Water Law, as enforced by the State Department Health Services, will require that all surface water sources construct filtration facilities by the fall of 1993. The U.S. Congress has twice postponed earlier deadlines for mandatory filtration. Nevertheless, the potential implementation of the new regulations has already motivated many entities to begin switching to alternative ground water sources. The cost of developing ground water is significantly lower than the high capital cost of constructing a filtration plant. For example, many agencies that have been using drinking water straight from Lake Tahoe have begun switching to wells.

Up until now, each independent entity has planned for its own source development and obtained its own funding. The pending implementation of new Federal regulations, however, will cause capital funding difficulties for the plethora of small agencies. Furthermore, the switch from surface sources to ground water will potentially overdraft the county's limited supply of groundwater.

The County Executive's office, at the request of the Board of Supervisors, is about to begin a countywide water organization study. The study's goals include an analysis of possible impacts of the Federal Safe Drinking Water regulations and the coordination of water development with land use policy. In addition, the study will address methods for consolidating the independent systems under County control.

DRAINAGE AND FLOOD CONTROL

Section 6.5 of this report describes drainage and flood control facilities and the extent and location of major drainage problems in Placer County. The Placer County Flood Control District has jurisdiction over the major watershed areas in the central and southern areas of the county. The County funds 50

percent of the District's budget and the six cities contribute the other half. The District has recently completed two studies that identify capital facility projects in two major watersheds: Dry Creek and Cross Canal.

The Dry Creek Watershed covers about 120 square miles and includes the cities of Rocklin, Loomis, Roseville, and about 75 square miles of unincorporated area in Placer County. In addition, about 25 percent of the land and 15 percent of all development located within the watershed are in Sacramento County. The Dry Creek study identifies construction of seven retention basins for comprehensive flooding control at a cost of roughly $21 million. About $7.5 million (20 percent) of this would be attributed to the increased runoff caused by new development covering approximately 20 square miles. Existing development's share would total about $13.5 million (80 percent).

The District is considering four alternative funding methods: development impact fees on new development and a benefit assessment district for existing development, formation of a Mello-Roos District for either new or both new and existing development, requesting the County and cities to create a community service agency (CSA), and setting up a joint-powers authority (JPA) utility with cities. This latter alternative represents a new method that has not been used widely in California.

Cross Canal Watershed covers 300 square miles in Southwest Placer County adjacent to the Dry Creek Watershed. The recently completed study identifies mitigation on downstream areas to protect future development. The total cost is $32 million. Existing development has created six square miles of impervious area (about two percent of the watershed). Future development is projected to increase the impervious area to 24 square miles (about eight percent of the total watershed area). The District is evaluating the same four alternative funding methods listed in the discussion of the Dry Creek Watershed (above).

Three other drainage studies have also been recently completed (i.e., City of Lincoln, West Roseville, and Cirby-Linda-Dry Creek). In addition, the County is continuously preparing erosion control projects in the Tahoe Basin. All of these studies are described in Section 6.5 of this report. None of the studies, however, have identified specific funding sources other than fees on new development and possible formation of special districts.

In the Tahoe area, funding needs have been identified for remedial erosion and drainage control projects and stream environment zone restoration projects which must be carried out in the Lake Tahoe Basin to implement the water quality control plans adopted for the Lake Tahoe Basin (the 208 Plan).

ROADS

The County Public Works Department administers the Public Ways and Facilities Fund which includes revenues from the gas tax, Proposition 111, proceeds from timber sales, and other smaller sources. The Department uses these funds for maintenance and operation of the existing road network, safety improvements, and transportation planning.

Capacity enhancements have been funded through the County's Traffic Limitation (TL) Program. TL programs are subregional transportation improvement plans that identify specific road projects needed to accommodate an area's projected growth. The Department started its first TL program, the Highway 49 corridor, in 1983. Since then, the Department has identified five more TL zones: Auburn/Bowman, Granite Bay, Dry Creek/West Placer (started in 1991), Squaw Valley, and Highway 65 (Interchanges only).

The six TL zones are contiguous with the Community Plans the County has been preparing in each area. The proposed traffic improvements are designed to accommodate traffic generation at buildout. The Department has begun updating the original plans (and redefining the zone boundaries) of the original Highway 49 and the Auburn/Bowman zones. The original TL zone improvements involved only road improvements, but the second round of updates has included capital funding for buses.

Within each zone, the County Public Works Department establishes a development fee program to fund needed traffic improvements. During the first few years of the TL program, the Department limited the number of projects to keep fees on new development low. After 1988, however, the County began charging new development the full cost of capacity enhancements.

The fee programs assess new development for the cost of accommodating traffic at buildout of the community. The Public Works Department uses a computer model to determine specific projects and then estimates costs. Costs do not include the purchase of land for right-of-way, which is funded through gas tax revenues.

The County designs TL fee programs to be self-funding. Some TL programs, however, are designed to assess new development in other jurisdictions that are outside the community plan area. For example, the County is trying to obtain funding from Sacramento and Roseville for their share of the cost of improvements in the Highway 65 TL zone. The County has also successfully established the South Placer JPA to fund four intersections on Highway 65. The JPA is composed of Rocklin, Roseville, and the County, and all three jurisdictions have adopted an ordinance authorizing the JPA to levy a fee.

In addition to road improvements funded through TL zones, the County uses Federal funding for improvements to Interstate 80 and public transit. Federal funding (ISTEA) will amount to only $1.2 million per year and it comes with significant conditions. These include requirements that all transportation improvements conform to strict air quality standards. Since road improvements that enhance capacity will not meet the air quality conformity finding, the County will probably use ISTEA funds for transit, safety, and maintenance.

Proposed Tahoe transit projects have encountered significant funding problems. The problem arise because TRPA's existing Air Quality Mitigation Fund, used to buy buses, derives its revenues from impact fees. The fee revenues, however, are limited because of tight restrictions on the amount of new development allowed in the Basin. The County, therefore, is planning to propose a half-cent sales tax in the next few years to fund the capital cost of transit improvements.

SCHOOLS

Chapter 7 of this report describes the County's current school system, including historical and projected enrollment trends, existing facilities, and projected capital needs. The county contains 22 school districts. Nineteen rely on the County Office of Education (COE) for most of their facility planning. A few districts including Grant High School District, Roseville Joint Unified High School District, Center Unified High School District, Dry Creek Elementary School District and the Roseville Elementary School District, plan their own facility needs. Sacramento County provides some administration for two districts in the southwestern portion of the county (Elverta and Center).

The school system currently lacks sufficient permanent space for 6,050 students countywide. Over the years, districts have used portables and trailers (considered non-permanent space) to house these students because that is a less costly and more expedient solution than permanent new construction. Permanent

space for these students would require approximately seven new schools at an estimated cost of about $27 million.

By the year 2001/02, Placer County school districts will have to accommodate a projected increase of 28,230 students. This growth will require about 40.5 additional schools that will cost an estimated $376 million to construct in today's dollars.

The school districts fund school construction through the State's School Building Program, development impact fees, Mello-Roos districts, and general obligation bonds. Presently, 18 school districts collect development impact fees, offering developers the choice of paying a one-time fee, an annual tax charge, or a combination fee/tax alternative. Two school districts currently receive revenue from landowner Mello-Roos districts and in 1992/93 up to five districts will seek approval of general obligation bond measures.

Fourteen districts are actively pursuing State funding through the State Office of Local Assistance (OLA). OLA has committed to funding 42 new construction projects in Placer County totaling $163 million. In addition, sixteen schools over 30 years old are slated for modernization work totaling $12 million.

4.5 CAPITAL IMPROVEMENT PLANS

Placer County has taken the initiative to prepare a facilities master plan (FMP) and a Criminal Justice Master Plan. The FMP analyzes the needs of the 14 general service departments, and the County's health and welfare facilities. This document presents each department's estimated facility needs through the year 2010. The FMP determines those needs by applying a "programmed standard" for space per employee. The programmed standard is an average of each department's historical staffing levels that is then adjusted for demographic trends and changes in programs. The result creates a benchmark for projecting future staffing needs to accommodate growth in each department's service population. The results provide two types of space requirements. The first estimates how much additional space each department needs at the current time to accommodate its existing staffing needs. The second projects future space required to accommodate growth.

The FMP's projection of future space needs are presented as four alternative strategies that depend on the preferred site and degree of centralization for additional County facilities. The four alternative strategies are listed below:

- **Centralize at DeWitt**: Strategy 1, estimated to cost approximately $184 million for non-correctional facilities, assumes all buildings at the DeWitt site would be demolished and replaced except for the jails and corporation yards. The Fulweiler and Juvenile Hall facilities would be abandoned. The Criminal Justice Master Plan, which is not yet adopted, will address additional facility needs for the criminal justice system.

- **Status Quo**: Strategy 2 would expand all facilities at their existing sites except Juvenile Hall and cost about $283 million.

- **Centralize at Fulweiler**: Strategy 3 would locate all facilities at Fulweiler except judicial and corporation yard functions, which would remain located at DeWitt. The total cost would be about $289 million.

- **Decentralized Option**: Strategy 4 proposes that the County locate Health and Human Services facilities at a south Placer site. All other functions are presumed to be expanded at the current location, except for Juvenile Hall which would be moved to DeWitt. Total cost is estimated at $255 million.

On May 19, 1992, the County Board of Supervisors selected a Strategy 1 (Centralize at DeWitt). The Board of Supervisors then adopted the FMP in July of 1993.

The FMP's proposed alternatives do not include specific funding programs. However, in this regard, the County recently completed the preparation of a *Growth Impact Analysis* that documents the amount of facilities needed to accommodate new development through the year 2010. The *Growth Impact Analysis* estimates the approximate cost of these facilities and presents alternative funding methods.

The Criminal Justice Master Plan projects the facility needs for jails, courts and ancillary services, and sheriff's patrol and investigation. The Plan applies the three following methods to forecast the number of judicial positions needed by the year 2010: 1) the rate of weighted average case load per capita adjusted for each filing category; 2) a regression of the historical total weighted caseload; and 3) current (1991) weighted caseload per capita extrapolated by forecasted county population growth. These methods produced low, medium, and high projections of Superior and Municipal court positions needed by 2010. The Plan recommends the County adopt its medium projection, which forecasted 9.8 positions for Superior Court in addition to the four existing positions and 15.3 Municipal Court positions in addition to the three existing positions.

The Plan proposes two alternative sites to accommodate the projected total need of 25.1 additional positions: a bi-polar option or a DeWitt option. The de-centralized option would cost an estimated $95.8 million to fully develop the site by the year 2010, while the DeWitt option would cost an estimated $2.6 million less. The plan, however, does not identify funding sources for its proposed capital expansion.

4.6 FINDINGS

Regional Economic Overview

- Placer County is part of a larger regional economic unit (the Sacramento metropolitan area), defined primarily as an area within which people cross county lines commuting from home to work. Most of the jobs in the region are in Sacramento County. Housing prices and preferences for a more rural environment have resulted in long commutes for the growing number of residents of Placer County and other outlying communities.

- Placer County can be divided into three geographic areas, defined by the county's diverse topography, that also represent distinct areas for economic and demographic analysis: South Placer, Auburn-Foothills, and Lake Tahoe. The basis for economic activity in each area is different, as are the rates of population growth and employment growth, and real estate market factors affecting residential, commercial, and industrial development patterns.

- During the 1980s, with high rates of population growth and employment growth, South Placer emerged with a pattern of development, and planned future land use, virtually indistinguishable from the urbanized development of neighboring Sacramento County.

- Development in the Auburn-Foothills area is limited by the terrain, other natural features and infrastructure constraints. Nevertheless, the area's semi-rural character and traditional function as the seat of County government are the bases for growth and development. Economic activity centers on government operations, population-serving businesses, and small businesses.

- The Lake Tahoe area represents a relatively small share of total Placer County population and employment. Economic activity in the area, based on recreation and tourism, is important to the county--attracting a large visitor population and associated retail, hotel, and recreational spending.

- Placer County is one of the fastest growing counties in California. The county's annual population growth rate is almost twice that of the state. This is attributable, in part, to out-migration from other communities in the Sacramento region and from the San Francisco Bay Area, as both workers and retirees are attracted by relatively affordable housing and the rural atmosphere.

- Historic population trends show that the fastest rates and largest amounts of population increase in Placer County are occurring in incorporated areas in the southern part of the county (e.g., Roseville and Rocklin). The majority of this growth has been to annexed to cities.

- As indicated by the population trends, the Placer County economy grew rapidly during the 1980s; total wage and salary employment almost doubled, and the number of self-employed workers in the county (a relatively large component of total jobs in the county) grew at an even faster pace.

- By 1979, the significant transition from a resource-based economy to a consumer-oriented and service-based economy had already occurred in Placer County. During the 1980s, the business activity mix in the county did not change much; retail trade, services, and government sectors predominated in 1979, as they do in the early 1990s.

- Growth in households and population and the establishment of a few large manufacturing facilities in the county were the key factors behind employment growth in the 1980s.

- The 1980s saw a significant increase in commercial and industrial development in Placer County. One result has been a substantial increase in the supply of land planned and available for potential future development. Almost all of this land is in the South Placer area (e.g., large tracts along the Highway 65 Corridor). Development and absorption has not occurred at as fast a pace as initially anticipated. Over the longer term, however, the South Placer area could emerge as a significant location for high-technology manufacturing and office business park development.

- Existing population projections for Placer County are fairly consistent; the most current projected annual growth rates range from 3.1 percent to 3.2 percent for the period 1990 to 2000. Projections for the following 10 years are 3.0 percent and 3.5 percent. It is assumed that past trends will continue and that most of the growth will be in the South Placer area.

- The county's annual population growth rate in the next 20 years is projected to be less than in the previous 20 years, roughly 3.0 percent from 1990 to 2010 compared to 4.1 percent from 1970 to 1990. This rate of growth, however, is higher than that projected for other counties in the Sacramento region.

- Projections of employment prepared by regional planning agencies indicate that the strong pace of growth in Placer County will continue over the long term, although job growth is expected to slow in the 1990s. By the latter part of the projection period, the rate of employment growth in Placer County picks up dramatically--to almost four percent per year, surpassing the long-term rates of growth for all other counties in the Sacramento region except Yolo County.

- Existing trends in the location of business activity and jobs are expected to continue. The scenario indicates Placer County will capture more business development from a broader range of economic sectors in the long-term future, reflecting the availability of land for commercial and industrial development and a maturing metropolitan economy.

Fiscal Considerations

- Placer County revenues and expenditures in the fiscal year 1990/91, on an inflation-adjusted per capita basis, are very close to levels in 1980/81. They are on an upward trend from the recession in the early part of the 1980s.

- Property tax revenue in Placer County has shown strong growth in the 1980s. Although the source of that increase is complex, new development is responsible for a major increase in property tax revenues.

- Sales tax revenue has grown significantly in the past decade, but has benefitted Placer County cities more than the County. On the other hand, most of the development that would contribute to increased sales tax revenue has occurred inside cities which must provide it with municipal services.

- The realignment of sales tax (and Motor Vehicle in-lieu tax) as mandated by the State in 1991 should substantially help fund particular social programs, thus making discretionary revenues available for other needs.

- Aid from the State to the County to implement mandated programs has kept pace with inflation. In many cases, however, the County is required to provide additional services, or more complex services, for the same amount of funding.

- Public protection, especially the judiciary, is one of the fastest growing County budgetary expenditure categories. Because police services, justice, and detention functions are all closely linked, this expenditure category will most likely continue to grow.

- Expenditures for public assistance have shown a marked decline since 1980/81. In part, this is due to declining need for welfare services, since the overall economic climate in the county has resulted in high employment rates. As the economy slows down in 1991/92, the need for welfare services could very well rise. Although most of the cost for welfare programs derives from subvened revenue, the County is responsible for approximately seven percent of its funding.

Public Facility Funding

- Funding for water, sewage, and drainage systems depends on revenues generated from assessments and utility rate bases. Those sources, however, may not be able to support the large capital outlays necessary to meet new Federal and State water quality regulations.

- Placer County has exhausted its share of existing State bond revenues available for jail construction. While the existing inventory of jail beds is sufficient for current needs, future growth will create additional demand.

- State and Federal sources have provided a critical share of the funding for recent park acquisitions, but economic constraints and budget priorities make it unlikely that these sources would be available to fund additional facilities needed to accommodate future growth.

- Insufficient permanent space in existing school facilities has forced school districts to accommodate 6,050 students countywide in temporary classrooms. This existing deficiency will grow as new development generates additional students. Existing funding sources provide inadequate capital revenues for the 40.5 new schools the County Office of Education predicts will be needed to accommodate students by the year 2001/02.

- The County's Facilities Master Plan, recommends a capital improvement plan costing between $184 million for non-correctional facilities. The plan, however, does not identify sources of funding. The majority of the cost involves additional facilities to accommodate countywide growth, to replace aging facilities and to consolidate County facility and services at the Dewitt site in North Auburn. These facilities will provide such county services as justice, public and mental health, welfare, public protection, and general administration.

4.7 PERSONS CONSULTED

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4.9 GLOSSARY

Absorption - The occupancy of housing or building space by households or businesses. Newly developed space or otherwise vacant space has been absorbed when it is occupied.

Adjusted gross levy - the total property tax collected in the County. Also defined as one percent of total assessed value.

Assessed value (AV) - the value of real property as it appears on the County Assessor's rolls. It is the basis for the calculation of property tax amounts.

Bureau of Economic Analysis (BEA) - Part of the U.S. Department of Commerce, this agency produces reports with historical data and projections of employment and income. The BEA is particularly useful as a source of information on self-employed workers.

Caseload - in welfare or health services, the number of residents benefitting from a program.

Center for the Continuing Study of the California Economy (CCSCE)

Civilian labor force - People 16 years of age and over who are employed and those unemployed but actively looking for work.

Discretionary revenue - these are revenues available to the County after all programs mandated by the State and Federal governments have been funded.

Driving While Under Intoxication (DUI) - defined as criminal behavior when the driver has a blood alcohol level of 0.08 or more.

Employed residents - People 16 years old and over who were at work or had jobs during the Census reference week, counted according to their place of residence.

Employment Development Department (EDD) - An agency of the State of California that prepares annual estimates of wage and salary employment by industry from employer reports.

Labor force participation - the ratio of those in the labor force to total population 16 years of age and over.

Metropolitan Statistical Area (MSA)

Non-discretionary revenue - subvened revenue that is earmarked for a particular program, usually a social welfare program.

Per capita revenues/expenditure - these are total budget amounts for any one year divided by that year's population.

Real Dollars - also described as constant dollars, they are dollar amounts that have been adjusted for inflation to one period in time, usually 1990 dollars in this report.

Realignment - a reallocation of state revenues to the county which substitutes increased sales tax and motor vehicle in-lieu money for State funding for various health, mental health and welfare programs.

Sacramento Area Council of Governments (SACOG)

Self-employed - People who work for profit or fees in their own unincorporated business, profession, or trade, or who operate a farm.

"Situs" basis - one method the State uses to distribute sales tax and other revenues based on where (or in which jurisdiction) the revenue was generated.

Standard Industrial Classification (SIC) - A system established by the Federal government to describe economic activity. All business establishments are identified by an SIC code.

State of California Department of Finance (DOF)

Subvened revenue - revenue that the state or federal governments transfer to the County. Locally generated revenues that are collected by the state and then given back to the County, such as sales tax or Motor Vehicle in-lieu tax, are not typically categorized as subvened revenues.

Tahoe Regional Planning Agency (TRPA)

Tax rate area - a geographic unit which has a uniform distribution of property tax revenue between taxing agencies.

Taxable sales - the total amount of sales that are subject to sales tax under State law.

User fees - also called charges for services, fees that the County imposes for particular functions, such as some planning and engineering services.

Wage and salary employment - Full-time and part-time employees who work in or receive compensation from private business establishments or government agencies. This is a job count, and the data are available by industry.

Chapter 5
Transportation and Circulation

CHAPTER 5

TRANSPORTATION AND CIRCULATION

5.1 INTRODUCTION

This chapter on Transportation and Circulation includes summary descriptions of transportation services and facilities and planned improvements as they existed in 1992. Information is provided regarding highway, transit, aviation, rail, and bikeway facilities and related programs. A discussion of Placer County's Congestion Management Program is included, as well as existing and planned Transportation System Management and Transportation Demand Management measures. Finally, the Findings section outlines the significant transportation issues that should be addressed in the development of the General Plan.

5.2 HIGHWAY SYSTEM

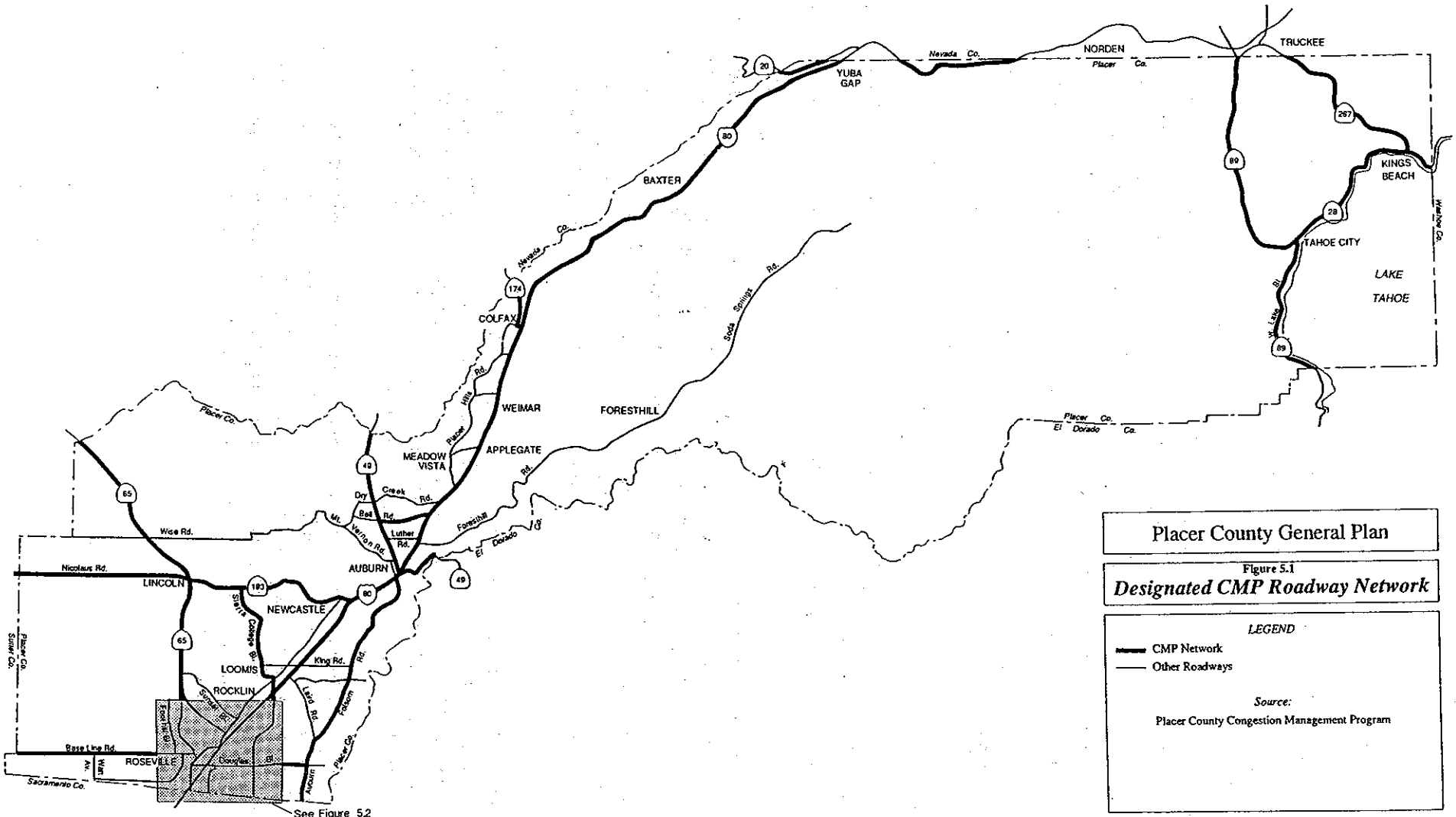
EXISTING ROADWAYS

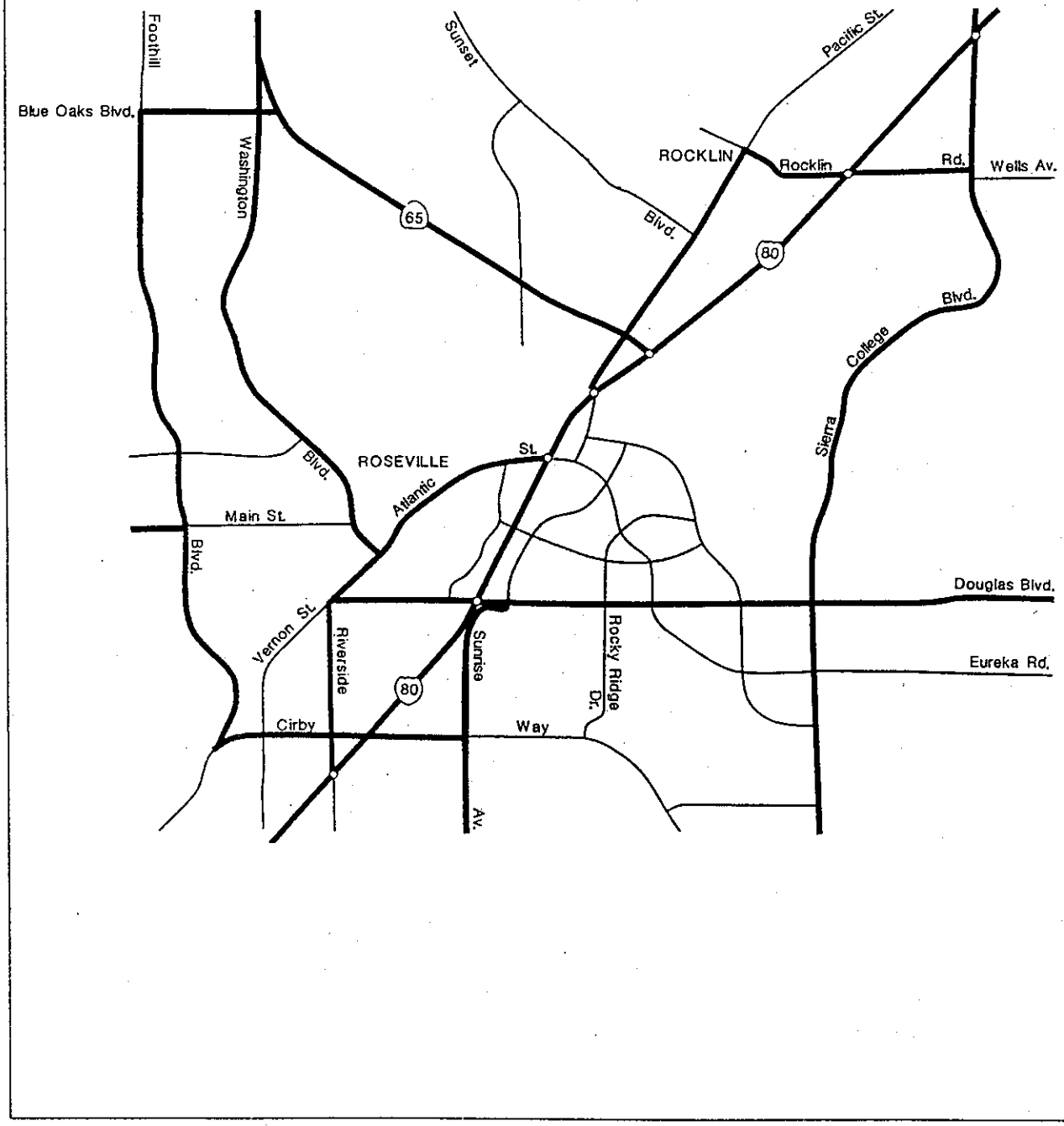
The circulation system for Placer County consists of a roadway network that until recently was primarily rural in character but is rapidly urbanizing in the southwestern portion of the County. The backbone of the County's roadway system are its state highways, particularly Interstate Route 80 which traverses the County from east to west.

Interstate Route 80 is the only east-west Interstate freeway crossing the Sierras and Cascades in a 1000-mile stretch between Bakersfield, California on the south, and Portland, Oregon on the north. Interregional and interstate business, freight, tourist, and recreation travel between the Pacific Coast, the San Joaquin and Sacramento Valleys, and points east use this route. I-80 also serves as an important commuter route in South Placer County, and it provides the only major route connecting the western and eastern portions of Placer County. As a result, the economic well being and quality of life of not only local communities, but the whole northern portion of California, is highly dependent on this regional travel facility.

In addition to I-80, Placer County is also served by State Routes 20, 28, 49, 65, 89, 174, 193, and 267. These state highways, together with certain important arterial roadways in the County, have been classified as "principal arterials" in the Draft Placer County Congestion Management Program (CMP). The proposed CMP network of principal arterials is presented in Table 5-1 and shown in Figures 5-1 and 5-2. It represents approximately 230 miles of roadway in Placer County.

In addition to the principal arterial system, the County is also served by other major roadways that serve local traffic and provide access to the principal arterial system. Some of these roadways function as "arterial" roadways, but have not been officially classified as such since Placer County does not have a comprehensive "functional classification" for its roadway system. The County's current General Plan Map indicates only three roadway designations: freeways, major highways and scenic routes.


Placer County General Plan
Figure 5.1
Designated CMP Roadway Network
LEGEND
CMP Network
Other Roadways
Source:
Placer County Congestion Management Program
Date: 1/16/92
Prepared by:
DKS Associates
See Figure 5.2
YUBA GAP
NORDEN
TRUCKEE
BAXTER
COLFAX
WEIMAR
MEADOW VISTA
APPLEGATE
FORESTHILL
AUBURN
LINCOLN
NEWCASTLE
LOOMIS
ROCKLIN
ROSEVILLE
KINGS BEACH
TAHOE CITY
LAKE TAHOE
Nevada Co.
Placer Co.
El Dorado Co.
Sacramento Co.
Placer Co. Sutter Co.
Wise Rd.
Nicolaus Rd.
Base Line Rd.
Dry Creek Rd.
Bell Rd.
Mt. Vernon Rd.
Luther Rd.
Foresthill Rd.
Soda Springs Rd.
Wills Rd.
Placer Rd.
King Rd.
Sierra College Blvd.
Lead Hill Blvd.
Folsom Rd.
Auburn Folsom Rd.
Douglas Blvd.
Sunset Blvd.
Fiddyment Rd.
Watt Ave.
Interstate Ave.
Truckee River
Lake Tahoe
Squaw Valley Rd.
Alpine Meadows Rd.
Donner Lake
Truckee River
Placer Co.
Nevada Co.
Placer Co.
El Dorado Co.
Placer Co.
Sacramento Co.
Placer Co.
Sutter Co.



Placer County General Plan

Figure 5.2

Designated CMP Roadway Network

N

Not to Scale

Date: 1/16/92

Prepared by:
DKS Associates

LEGEND

- CMP Network
- Other Roadways

Source:
Placer County Congestion Management Program

TABLE 5-1

CMP-DESIGNATED ROADWAY SYSTEM OF PRINCIPAL ARTERIALS

Roadway	Limits	Jurisdiction	Length (miles)
I-80	Sacramento Co to Nevada Co	Auburn, Colfax, Loomis, Rocklin, Roseville, Placer County	66.2
State Route 20	Nevada Co to I-80	Placer County	1.8
State Route 28	SR 89 to Nevada State Line	Placer County	10.9
State Route 49	Nevada Co to El Dorado Co	Auburn and Placer County	11.4
State Route 65	Yuba Co to I-80	Lincoln, Rocklin, Roseville, Placer County	21.0
State Route 89	Nevada Co to El Dorado Co	Placer County	21.8
State Route 174	Nevada Co to I-80	Colfax and Placer County	2.8
State Route 193	SR 65 to I-80	Lincoln and Placer County	10.2
State Route 267	Nevada Co to SR 28	Placer County	9.7
Auburn-Folsom Rd	Lincoln Wy (Auburn.) to Sac Co	Auburn and Placer County	14.1
Baseline Road	Sutter Co to Foothills Blvd	Roseville and Placer County	9.5
Bell Road	State Route 49 to I-80	Placer County	2.7
Blue Oaks Blvd	Foothills Blvd to SR 65	Roseville	0.9
Cirby Road	Foothills Blvd to Sunrise Ave	Roseville	1.5
Douglas Blvd	Vernon St to Auburn-Folsom Road	Roseville and Placer County	5.1
Foothills Blvd	Blue Oaks Blvd to Cirby Way	Roseville	4.1
Nicolaus Road	Sutter Co to SR 65	Lincoln and Placer County	9.5
Pacific St/Taylor Rd	I-80 to Rocklin Road	Rocklin and Roseville	2.2
Riverside Ave	Vernon St to I-80	Rocklin	1.4
Rocklin Road	Pacific St to Sierra College Blvd	Rocklin	1.7
Sierra College Blvd	SR 193 to Sacramento Co	Loomis, Rocklin, Roseville and Placer County	12.6
Sunrise Ave	Douglas Blvd to Sacramento Co	Roseville	1.7
Vernon St/Atlantic St	Douglas Blvd to I-80	Roseville	1.8
Washington Blvd	SR 65 to Oak Street	Roseville	3.4

Source: Placer County Congestion Management Plan, 1993.

FUNCTIONAL CLASSIFICATION

Every aspect of roadway development and operations rests on system selection - another name for functional classification. "Function" implies purpose. Since every road and street has more than one function and serves many purposes, functional classification is neither easy to define nor to accomplish. The objective of functional classification is to form integrated systems of roads and streets having similar

functions, purposes, and importance in the roadway network. In turn, the systems (e.g., arterial street system, collector street system) are distinguished by their general functions and levels of importance.

The motoring public utilizes the street system in accordance with their perception of the role of each roadway in the overall circulation plan, without regard to "official" classification. By establishing a classification system, appropriate design parameters (widths, number of lanes, traffic control devices, circuity) can be used to guide motorists onto the appropriate roadway classes for their purposes.

Roadways have two functions, which are incompatible from a design standpoint: to provide mobility and to provide land access. High and constant speeds are desirable for mobility, while low speeds are more desirable for land access. A functional classification provides a functional specialization in meeting the access and mobility requirements of the roadways. Local facilities emphasize the land access function, arterials emphasize a high level of mobility for through movement, and collectors offer a more balanced service for both functions.

State law requires that the Circulation Element of the General Plan identify "major thoroughfares" and "transportation routes". It does not require a functional classification that also defines arterials, collector and local roadways. However, such a classification is an important policy statement since it would assist in the following:

- Long-range planning and coordination
- Determining right-of-way requirements and preserving right-of-way
- Defining design standards and operations of facilities in each class
- Developing budgets and funding programs according to priority
- Determining acceptable levels of traffic volumes, especially on the local and collector street systems.

Defining collector and local street categories may be difficult in portions of the County because the mobility and land access functions are not always compatible. As a minimum, the General Plan Update should define a comprehensive arterial roadway system. This would include the "principal" arterials that were defined in the Congestion Management Program, and other major roadways that **function** as arterials. The functional classification process should involve the development and utilization of a set of criteria to identify which streets should be placed in each class. The primary criteria should be a roadway's function (mobility versus access). The remaining criteria would be "general characteristics" rather then determinants. These should include existing and future traffic volumes, and current and planned travel lanes.

EXISTING TRAFFIC VOLUMES AND LEVELS OF SERVICE

Table 5-2 summarizes existing daily traffic volumes on Placer County's major roadway network. The evaluation of traffic volumes on the roadway network provides an understanding of the general nature of travel conditions in the County. However, traffic volumes do not indicate the quality of service provided by the roadway facilities nor the ability of the roadway network to carry additional traffic. To accomplish this, the concept of "level of service" has been developed.

Level of service is a qualitative measure of the effect of a number of factors which include speed and travel time, traffic interruptions, freedom to maneuver, safety, driving comfort and convenience, and operation costs. Levels of service are designated "A" through "F" from the best to worst, which cover

the entire range of traffic operations that might occur. Level of service "E" describes conditions approaching or at maximum capacity.

Some of the incorporated cities in Placer County have adopted level of service standards as part of their General Plans. Level of service standards were also adopted in the recent updates to the Granite Bay and Dry Creek/West Placer Community Plans. However, Placer County does not have an adopted comprehensive level of service standard.

TABLE 5-2
EXISTING ROADWAY OPERATING CONDITIONS

Roadway/Segment	Length (Miles)	Lanes	Capacity Class	Capacity	Existing ADT	1990/91 V/C Ratio	Level of Service
STATE HIGHWAYS							
I-80							
Sacramento Co to Riverside Avenue	0.3	8	1	144,000	98,000	0.681	C
Riverside Avenue to Douglas Boulevard	1.7	6	1	108,000	98,000	0.907	D
Douglas Boulevard to Atlantic Street	1.1	6	1	108,000	96,000	0.889	D
Atlantic Street to Route 65	1.2	6	1	108,000	74,000	0.685	C
Route 65 to Rocklin Road	1.8	6	1	108,000	73,000	0.676	C
Rocklin Road to Sierra College Boulevard	1.4	6	1	108,000	70,000	0.648	C
Sierra Coll Blvd to Nixon-Loomis Rd	1.3	6	1	108,000	69,000	0.639	C
Nixon-Loomis Road to Penryn Road	1.6	6	1	108,000	67,000	0.620	C
Penryn Road to Route 193	3.9	6	2	90,700	64,000	0.706	C
Route 193 to Auburn Limits	1.0	6	2	90,700	61,000	0.673	C
Auburn Limits to Route 49	2.2	6	2	90,700	61,000	0.673	C
Route 49 to Auburn Ravine	1.9	6	2	90,700	41,000	0.452	B
Auburn Ravine to Bell Road	1.7	6	2	90,700	40,000	0.441	B
Bell Road to Dry Creek Road	1.1	6	2	90,700	38,000	0.419	B
Dry Creek Road to Clipper Gap Road	1.2	6	2	90,700	38,000	0.419	B
Clipper Gap Road to Applegate Road	2.7	6	2	90,700	32,000	0.353	B
Applegate Road to Heather Glen	1.2	4	2	60,500	33,000	0.545	B
Heather Glen to Weimar Cross Road	1.9	4	2	60,500	31,000	0.512	B
Weimar Cross Road to Illinois Town	2.5	4	2	60,500	29,500	0.488	B
Illinois Town to Colfax/Route 174	1.3	4	2	60,500	29,000	0.479	B
Colfax/Route 174 to Magra	4.7	4	3	38,900	25,500	0.656	C
Magra to Gold Run	3.6	4	3	38,900	25,000	0.643	C
Gold Run to Monte Vista	1.8	4	3	38,900	23,400	0.602	C
Monte Vista to Alta Road	1.6	4	3	38,900	23,400	0.602	C
Alta Road to Baxter	2.2	4	3	38,900	23,400	0.602	C
Baxter to Drum Forebay Road	2.1	4	3	38,900	21,000	0.540	B
Drum Forebay Road to Blue Canyon	4.4	4	3	38,900	21,700	0.558	B
Blue Canyon to Putts Lake	1.5	4	3	38,900	21,700	0.558	B
Putts Lake to Carpenter Flat	1.3	4	3	38,900	21,200	0.545	B
Carpenter Flat to Yuba Gap (Nevada Co)	2.8	4	3	38,900	21,000	0.540	B
Nevada County line to Cisco Grove	1.5	4	3	38,900	22,400	0.576	B
Cisco Grove to Hampshire Rocks	2.7	4	3	38,900	22,300	0.573	B
Hampshire Rocks to Kingsvale	3.0	4	3	38,900	22,700	0.584	B
Route 65							
I-80 to Harding Boulevard	1.0	4	1	72,000	16,400	0.228	A
Harding Blvd to Blue Oaks Blvd	3.3	4	1	72,000	16,400	0.228	A
Blue Oaks Boulevard to Sunset Boulevard	1.2	2	4	20,000	15,300	0.765	C
Sunset Boulevard to Industrial Boulevard	2.4	2	4	20,000	14,300	0.715	C
Industrial Boulevard to Moore Road	2.1	2	4	20,000	14,500	0.725	C
Moore Road to Gladding Road	1.4	2	5	18,000	14,100	0.783	C

Roadway/Segment	Length (Miles)	Lanes	Capacity Class	Capacity	Existing ADT	1990/91 V/C Ratio	Level of Service
Gladding Road to Sheridan (F Street)	7.0	2	7	25,000	8,900	0.356	A
Sheridan (F Street) to Yuba Co Line	2.7	2	7	25,000	9,800	0.392	A
Route 193							
Route 65 to Auburn Ravine	0.5	2	5	18,000	7,400	0.411	A
Auburn Ravine to Sierra College Blvd	2.5	2	7	25,000	6,500	0.260	C
Sierra College Blvd to Clark Tunnel Rd	1.5	2	7	25,000	4,600	0.184	B
Clark Tunnel Road to Gold Hill Road	1.9	2	7	25,000	3,350	0.134	B
Gold Hill Road to I-80	3.8	2	8	20,100	4,550	0.226	C
Route 49							
Foresthill Road to Lincoln Way	2.4	2	8	20,100	6,200	0.308	C
Lincoln Way to I-80 (EB)	1.0	4	5	36,000	13,500	0.375	A
I-80 (EB) to Palm Avenue	0.6	4	5	36,000	30,000	0.833	D
Palm Avenue to Luther Road	1.4	4	4	40,000	36,000	0.900	D
Luther Road to Bell Road	1.2	4	4	40,000	40,000	1.000	E
Bell Road to Dry Creek	1.1	4	4	40,000	27,500	0.688	B
Dry Creek to Nevada County Line	3.9	2	7	25,000	20,000	0.800	E
Route 174							
I-80 to Auburn Street	0.2	2	5	18,000	10,400	0.578	A
Auburn Street to Main Street	0.5	2	5	18,000	3,900	0.217	A
Main Street to Rollins Lake Road	0.9	2	8	20,100	5,000	0.249	C
Rollins Lake Road to Nevada Co Line	1.2	2	8	20,100	3,700	0.184	B
Route 20							
I-80 to Nevada Co Line	1.8	2	8	20,100	2,700	0.134	B
Route 89							
El Dorado Co Line to Pineland Dr	6.5	2	7	25,000	6,600	0.264	C
Pineland Drive to Route 28	2.1	2	5	18,000	14,100	0.783	C
Route 28 to Squaw Valley	5.2	2	7	25,000	11,800	0.472	D
Squaw Valley to Nevada Co Line	8.0	2	7	25,000	8,800	0.352	C
Route 28							
Route 89 to Tahoe State Park	0.7	2	5	18,000	16,500	0.917	E
Tahoe State Park to Lake Forest Drive	1.0	2	5	18,000	14,800	0.822	D
Lake Forest Dr to Lardin Way	2.4	2	5	18,000	11,600	0.644	B
Lardin Way to Carnelian Bay Road	1.6	2	5	18,000	9,800	0.544	A
Carnelian Bay Road to Granite Road	1.4	4	5	36,000	11,700	0.325	A
Granite Road to National Avenue	1.1	4	5	36,000	12,700	0.353	A
National Avenue to Route 267	1.0	4	5	36,000	16,800	0.467	A
Route 267 to Coon Street	0.5	4	5	36,000	15,900	0.442	A
Coon Street to Nevada State Line	1.2	2	5	18,000	13,700	0.761	C
Route 267							
Nevada Co to Tahoe-Truckee Airport	0.3	2	7	25,000	7,100	0.284	C
Tahoe-Truckee Airport Rd to North Star	2.9	2	7	25,000	6,700	0.268	C
North Star to Martis Peak Road	3.0	2	8	20,100	6,100	0.303	C
Martis Peak Road to North Avenue	3.0	2	8	20,100	8,100	0.403	D
North Avenue to Junction Route 28	0.5	2	7	25,000	8,200	0.328	C
PLACER COUNTY UNINCORPORATED AREAS							

Roadway/Segment	Length (Miles)	Lanes	Capacity Class	Capacity	Existing ADT	1990/91 V/C Ratio	Level of Service
Nicolaus Road							
Sutter Co to Brewer Road	1.0	2	4	20,000	900	0.045	A
Brewer Road to South Dowd Road	4.0	2	4	20,000	700	0.035	A
South Dowd Road to Nelson Lane	2.0	2	4	20,000	450	0.023	A
Nelson Lane to Lincoln Limits	2.0	2	4	20,000	N/A		
Baseline Road							
Sutter Co to Watt Avenue	5.0	2	4	20,000	2,800	0.140	A
Watt Avenue to Fiddyment Road	1.8	2	4	20,000	4,400	0.220	A
Douglas Boulevard							
Sierra College Boulevard to Barton Road	2.0	2	4	20,000	19,000	0.950	E
Barton Road to Auburn-Folsom Road	1.0	2	4	20,000	19,000	0.950	E
Auburn Folsom Road to Oak Knoll Road	0.5	3	5	18,000	8,900	0.494	A
Oak Knoll Road to State Park	0.5	2	5	18,000	1,900	0.106	A
Sierra College Boulevard							
Sacramento Co. to Douglas Boulevard	3.4	2/4	5	27,000	22,100	0.820	D
Douglas Boulevard to Rocklin So. Limit	3.4	2	8	21,000	18,200	0.867	D
Rocklin No. Limits to English Colony Way	1.4	2	4	20,000	N/A		
English Colony Way to Route 193	2.5	2	4	20,000	4,400	0.220	A
Auburn-Folsom Road							
Sacramento Co to Douglas Boulevard	2.1	2	4	20,000	15,000	0.750	C
Douglas Blvd to Cavitt-St/Stallman Rd	1.6	2	4	20,000	11,000	0.550	A
Cavitt-St./Stallman Rd to Dick Cook Rd	2.6	2	4	20,000	4,400	0.220	A
Dick Cook Road to King Road	2.1	2	4	20,000	4,000	0.200	A
King Road to Newcastle Road	1.2	2	4	20,000	3,900	0.195	A
Newcastle Road to Shirland Tract Road	1.4	2	4	20,000	2,400	0.120	A
Shirland Tract Road to Auburn Limit	0.8	2	4	20,000	N/A		
Bell Road							
Route 49 to New Airport Road	1.0	4	5	36,000	13,000	0.361	A
New Airport Road to I-80	1.7	2	4	20,000	16,000	0.800	C
Bowman Road							
Auburn Ravine Road to Bowman U.C.	1.1	2	5	18,000	9,800	0.544	A
Bowman U.C. to Bell Road	0.6	2	5	18,000	1,400	0.078	A
Bell Road to Dry Creek Road	0.9	2	5	18,000	1,750	0.097	A
Foresthill Road							
Lincoln Way to Old Foresthill	3.9	2	8	20,100	5,000	0.249	C
Old Foresthill to Yankee Jims Road	11.0	2	8	20,100	5,700	0.284	C
Lincoln Way							
Auburn City Limits to Auburn Ravine	0.5	2	5	18,000	8,100	0.450	A
Auburn Ravine Road to Bowman U.C.	0.7	2	5	18,000	13,500	0.750	C
Luther Road							
Highway 49 to Bowman Road	1.6	2	5	18,000	9,400	0.522	A
Placer Hills Road							
I-80 to Meadow Vista Road	1.9	2	4	20,000	8,700	0.435	A
Meadow Vista Road to Dog Bar Road	5.2	2	4	20,000	2,200	0.110	A

Roadway/Segment	Length (Miles)	Lanes	Capacity Class	Capacity	Existing ADT	1990/91 V/C Ratio	Level of Service
Dog Bar Road to Colfax Limits	2.8	2	4	20,000	950	0.048	A
Taylor Road							
Loomis Town Limit to Callison Road	2.6	2	5	18,000	N/A		
Callison Road to State Route 193	1.3	2	5	18,000	N/A		
Wise Road							
Lozanos Road to Crater Hill Road	2.4	2	4	20,000	1,100	0.055	A
Crater Hill Road to Crosby Harold Road	8.3	2	4	20,000	700	0.035	A
Crosby Harold Road to McCourtney Road	1.5	2	4	20,000	500	0.025	A
McCourtney Road to Manzanita Road	2.3	2	4	20,000	500	0.025	A
Manzanita Road to Dowd Road	3.2	2	4	20,000	200	0.010	A
Dowd Road to Brewer Road	5.3	2	4	20,000	100	0.005	A
Indian Hill Road							
I-80 to Auburn-Folsom Road	2.4	2	5	18,000	3,700	0.206	A
PLACER COUNTY INCORPORATED AREAS							
City of Roseville							
Baseline Road/Main Street							
Fiddyment Road to Cook-Riolo Road	1.2	2	5	18,000	6,000	0.333	A
Cook-Riolo Road to Foothills Boulevard	1.5	2	5	18,000	7,500	0.416	A
Foothills/Blue Oaks							
Route 65 to Carlsberg Drive	2.2	4	5	36,000	7,900	0.220	A
Pleasant Grove to Junction Boulevard	1.0	4	5	36,000	12,500	0.345	A
Junction Boulevard to Baseline Road	0.5	4	5	36,000	22,700	0.631	B
Baseline Road to Vineyard	0.5	4	5	36,000	17,500	0.542	A
Vineyard Road to Cirby Way	1.1	4	5	36,000	27,700	0.769	C
Cirby Way							
Foothill Boulevard to Riverside Avenue	0.7	4	5	36,000	28,300	0.786	C
Riverside Avenue to Sunrise Avenue	1.0	4	5	36,000	30,500	0.847	D
Douglas Boulevard							
Vernon Street to Harding Boulevard	0.9	4	5	36,000	17,200	0.478	A
Harding Boulevard to Sunrise Avenue	1.2	6	5	54,000	55,000	1.019	F
Sunrise Avenue to Sierra College Blvd	1.0	6	5	54,000	36,900	0.683	B
Riverside Avenue							
Douglas Boulevard to Darling Way	0.5	2	5	18,000	21,300	1,183	F
Darling Way to Cirby Way	0.5	4	5	36,000	19,500	0.542	A
Cirby Way to I-80 (EB)	0.4	6	5	54,000	49,200	0.911	E
Vernon/Atlantic							
Douglas Boulevard to Grant Street	0.4	4	5	36,000	20,289	0.564	A
Grant Street to I-80	1.4	2	5	18,000	14,700	0.817	D
Sunrise Avenue							
Sacramento Co to Cirby Way	0.7	4	5	36,000	30,000	0.833	D
Cirby Way to Douglas Boulevard	0.7	4	5	36,000	26,500	0.736	C
Washington Boulevard							
Route 65 to Industrial Boulevard	1.3	2	5	18,000	4,200	0.233	A

Roadway/Segment	Length (Miles)	Lanes	Capacity Class	Capacity	Existing ADT	1990/91 V/C Ratio	Level of Service
Industrial Boulevard to Junction Blvd	1.2	2	5	18,000	8,300	0.461	A
Junction Boulevard to Oak Street	0.9	4	5	36,000	31,000	0.861	D
CITY OF ROCKLIN							
Sierra College Boulevard							
Rocklin So Limits to Rocklin Road	1.8	2	4	20,000	8,400	0.420	A
Rocklin Road to I-80	1.0	2	5	18,000	9,200	0.511	A
I-80 to King Road	1.3	2	5	18,000	6,200	0.344	A
King Road to Rocklin No Limits	1.2	2	5	18,000	N/A		
Sunset Boulevard							
Pacific Avenue to Whitney Boulevard	0.7	4	5	36,000	16,600	0.461	A
Whitney Boulevard to Stanford Ranch Rd	1.0	4	5	36,000	7,600	0.211	A
Rocklin Road							
Pacific Avenue to I-80	0.8	4	5	36,000	12,900	0.338	A
I-80 to Sierra College Boulevard	0.9	4	5	36,000	5,200	0.144	A
Pacific/Taylor Street							
Rocklin City Limits to Sunset Boulevard	0.8	4	5	36,000	18,000	0.522	A
Sunset Boulevard to Rocklin Road	0.7	4	5	36,000	12,800	0.356	A
Rocklin Road to Sierra College Boulevard	2.2	4	5	36,000	9,500	0.264	A
TOWN OF LOOMIS							
Taylor Road							
Sierra College Bld to Horseshoe Bar Road	1.0	2	5	18,000	9,000	0.500	A
Horseshoe Bar Road to King Road	0.3	2	5	18,000	13,200	0.733	C
King Road to Loomis Town Limits	1.0	2	5	18,000	6,600	0.367	A
King Road							
Sierra College Boulevard to Taylor Road	1.4	2	5	18,000	6,600	0.367	A
Taylor Road to Loomis Town Limits	0.6	2	5	18,000	4,100	0.228	A
Horseshoe Bar Road							
Taylor Road to I-80		2	5	18,000	8,000	0.444	A
I-80 to Loomis Town Limits		2	5	18,000	2,000	0.111	A
CITY OF AUBURN							
Auburn-Folsom Road							
Auburn Limits to Maidu Road	1.0	2	5	18,000	N/A		
Maidu Road to Lincoln Way	1.3	2	5	18,000	7,200	0.400	A
Lincoln Way							
El Dorado Street to Oak Street	0.4	2	5	18,000	11,600	0.644	B
Oak Street to Auburn City Limits	0.7	2	5	18,000	8,100	0.450	A
Nevada Street							
I-80 to Fulweiler Avenue	0.5	2	5	18,000	8,000	0.444	A
Fulweiler Avenue to Palm Avenue	0.4	2	5	18,000	11,900	0.661	B
Elm Avenue							
Highway 49 to I-80	0.3	4	5	36,000	15,600	0.433	A
Auburn Ravine Road							
Fulweiler Avenue to Palm Avenue	0.3	2	5	18,000	N/A		
Palm Avenue to Auburn City Limits	0.9	2	5	18,000	6,600	0.367	A

The Congestion Management Program requires that levels of service standards be established for Placer County's principal arterials. The proposed level of service standards in the Draft CMP are as follows:

- Level of Service "E" on State highways in Placer County, unless the highway is **currently** operating at LOS "F", in which case the LOS standard shall be "F".
- Level of Service "D" on all principal arterials other than State highways in Placer County, unless the roadway is **currently** operating at worse then LOS "D" conditions. Such roadways operating at LOS "E" conditions shall have a LOS standard of "E" while roadways operating at LOS "F" shall have a LOS standard of "F".

The County's roadway network has been divided into 9 categories for level of service determination. Table 5-3 summarizes these categories. In general, these categories are based upon access control (i.e., the number of interruptions to traffic from intersections and driveways) and terrain.

TABLE 5-3

ROADWAY CAPACITY CLASSES
General Criteria

Roadway Capacity Class	Stops/Mile	Driveways	Free Flow Speed Range	Lanes
1. Freeway - Level Terrain	0	None	55 - 65	4+
2. Freeway - Rolling Terrain	0	None	55 - 65	4+
3. Freeway - Mountain Terrain	0	None	50 - 60	4+
4. Arterial - High Access Control	1-2	Limited	35 - 50	2+
5. Arterial - Moderate Access Control	2-4	Moderate	30 - 35	2+
6. Arterial - Low Access Control	4+	High	25 - 35	2+
7. Rural 2-lane Highway - Level Terrain		Limited	55 - 65	2
8. Rural 2-lane Highway - Rolling Terrain	< 1	Limited	55 - 65	2
9. Rural 2-lane Highway - Mountain Terrain	2	Limited	50 - 60	2

Source: Highway Capacity Manual, Transportation Research Board, 1985.

Tables 5-4 through 5-6 summarize the level of service definitions for each of the facility categories. A review of these tables indicates that traffic operations start to deteriorate (i.e., level of service "D") at a volume/ capacity ratio of .78 or .80 for freeways and arterial roadways. On two-lane rural highways, however, level of service "D" begins at a much lower volume to capacity ratio (0.39 for level terrain and 0.31 for mountainous terrain). This level of service distinction recognizes that two-lane rural highways are used for long-distance travel and passing is required to maintain high travel speeds. Passing on two-lane highways becomes difficult at relatively low volume to capacity ratios, thus causing drivers frustration. Many two-lane roadways in the rural portions of West Placer County were categorized as arterials rather then rural highways since they generally accommodate short not long-distance trips.

TABLE 5-4

FREEWAY LEVEL OF SERVICE DESCRIPTIONS

LOS	V/C Ratio	Description
A	0.00 - 0.35	Free Flow: Vehicles completely unimpeded to maneuver in traffic stream. Average speeds near 60 mph.
B	0.35 - 0.54	Free Flow: Ability to maneuver with traffic stream only slightly restricted. Average speeds over 57 mph.
C	0.55 - 0.77	Stable Flow: Freedom to maneuver in traffic stream noticeably restricted. Average speeds over 54 mph.
D	0.78 - 0.93	Approaching Unstable Flow: Freedom to maneuver in traffic stream is severely limited. Average speed over 46 mph.
E	0.94 - 1.00	Unstable Flow: Volumes at or near capacity. Maneuvering extremely limited. Average speeds over 30 mph.
F	> 1.00	Forced Flow: Queues form behind breakdown points. Average speeds less than 30 mph.

Source: Highway Capacity Manual, Transportation Research Board, 1985.

TABLE 5-5

ARTERIAL LEVEL OF SERVICE DESCRIPTIONS

LOS	V/C Ratio	Description
A	0.00 - 0.59	Free Flow/Insignificant Delays: No approach phase at a signalized intersection is fully utilized by traffic and no vehicle waits longer than one red indication.
B	0.60 - 0.69	Stable Operation/Minimal Delays: An occasional approach phase is fully utilized. Many drivers begin to feel somewhat restricted within platoons of vehicles.
C	0.70 - 0.79	Stable Operation/Acceptable Delays: Major approach phases fully utilized. Most drivers feel somewhat restricted.
D	0.80 - 0.89	Approaching Unstable/Tolerable Delays: Drivers may have to wait through more than one red signal indication. Queues may develop but dissipate rapidly, without excessive delays.
E	0.90 - 0.99	Unstable Operation/Significant Delays: Volumes near or at capacity. Vehicles may wait through several signal cycles. Long queues form upstream from intersection.
F	> 1.00	Forced Flow/Excessive Delays: Represents jammed conditions. Intersection operates below capacity with low volumes. Queues may block upstream intersections.

Source: Highway Capacity Manual, Transportation Research Board, 1985.

TABLE 5-5

TWO-LANE RURAL HIGHWAY LEVEL OF SERVICE DESCRIPTIONS

LOS	Level	Rolling	Mountainous	Description
A	0.00-0.12	0.00-0.08	0.00-0.06	Free Flow: Almost no platoons of three or more cars. Driver delayed no more than 30 percent by slow moving vehicles.
B	0.13-0.24	0.09-0.21	0.08-0.17	Free Flow: Some platoons form. Driver delayed no more than 45 percent by slow moving vehicles.
C	0.25-0.38	0.22-0.38	0.18-0.30	Stable Flow: Noticeable increase in platoon formation and size. Drivers delayed more than 60 percent by slow moving vehicles.
D	0.39-0.62	0.39-0.57	0.31-0.49	Approaching Unstable Flow: Heavy platooning. Passing becomes difficult. Drivers delayed no more than 75 percent by slow moving vehicles.
E	0.63-1.00	0.58-1.00	0.50-1.00	Unstable Flow: Intense platooning. Passing is virtually impossible. Drivers delayed more than 75 percent by slow moving vehicles.
F	> 1.00	> 1.00	> 1.00	Forced Flow: Queues form behind breakdown points.

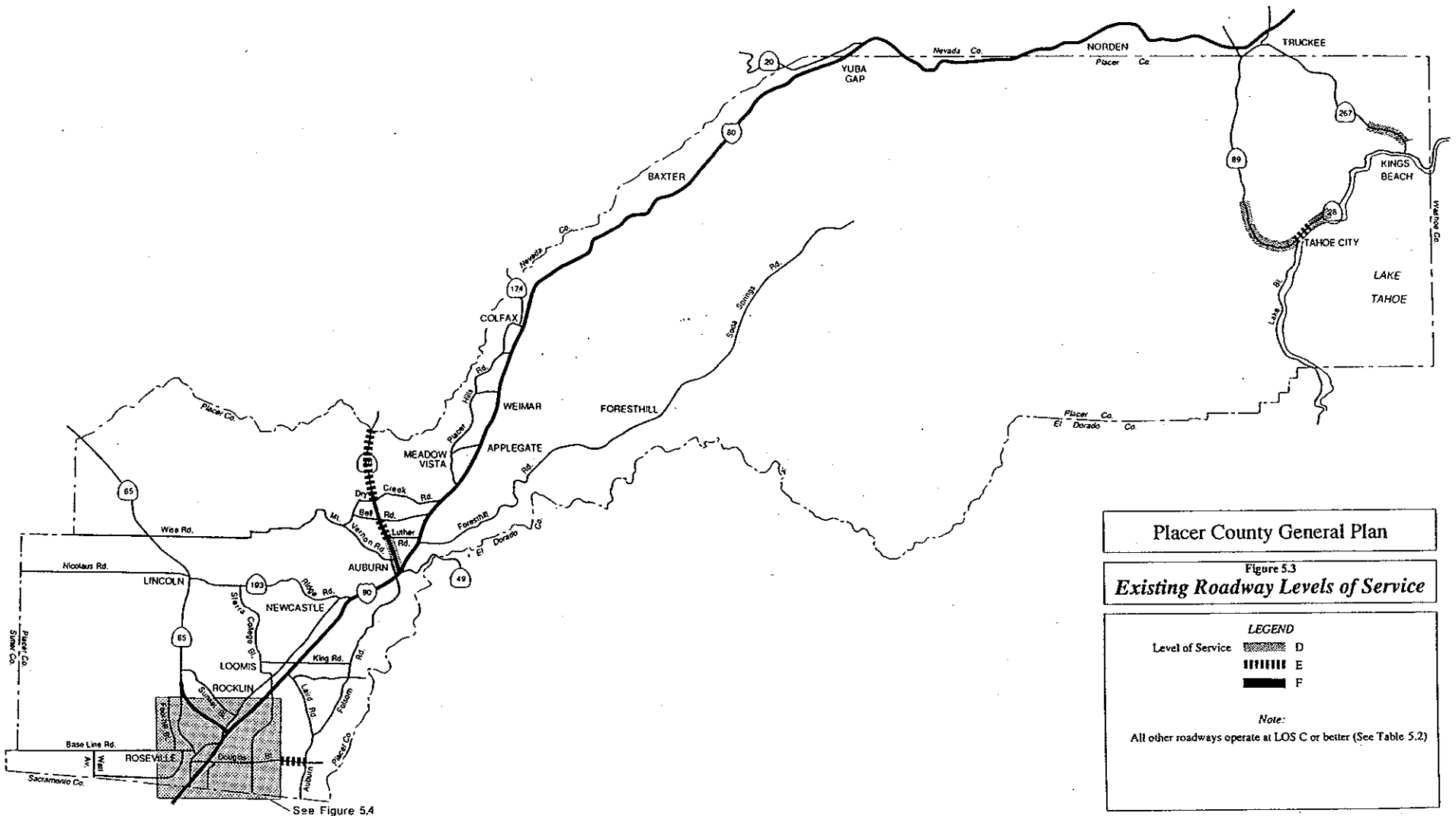
Note: Assumed conditions include 60/40 directional split, 5% heavy vehicles, and 20%, 40%, and 60% no passing zones for level, rolling and mountainous terrain, respectively.

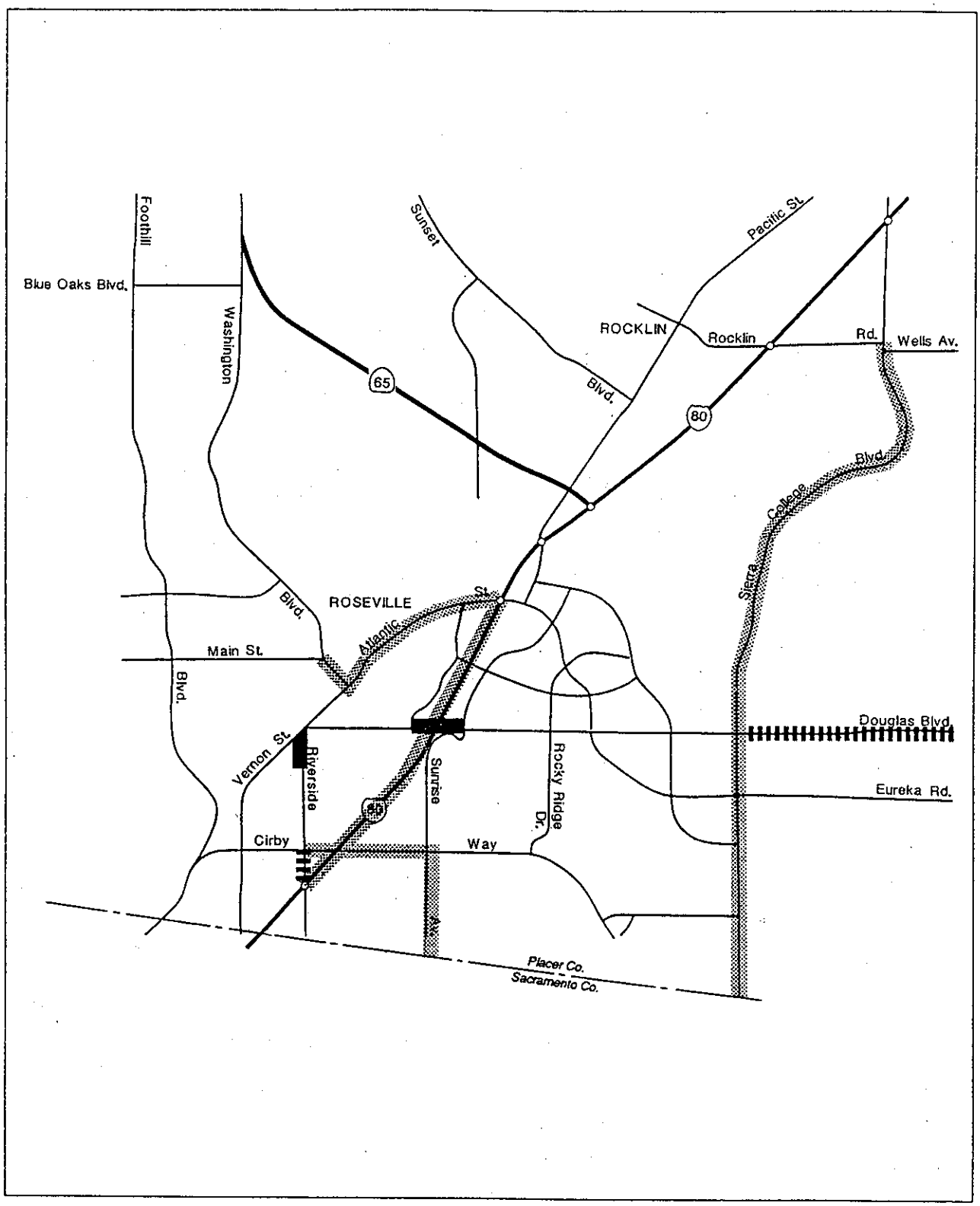
Source: Highway Capacity Manual, Transportation Research Board, 1985.

To determine roadway level of service, relationships have been developed between daily traffic volumes and level of service based on facility type, number of lanes, temporal distribution of traffic, terrain, and volume-capacity ratio. Table 5-7 summarizes approximate maximum daily traffic volumes for each facility/level of service combination. Note that level of service represents peak hour conditions although it is based on daily traffic and capacity estimates.

The results of these analyses were compared to observed roadway operating characteristics and were found to compare favorably. Figures 5-3 and 5-4 illustrate those roadway segments which are presently operating at level of service "D", "E", or "F" during typical weekday peak periods. The existing levels of service for all segments of Placer County's major roadways are shown in Table 5-2.

Most roadways in Placer County currently operate at level of service "C" or better. The major roadways that operate at level of service "D" or worse include I-80 in Roseville, Highway 49 north of I-80, Highway 28 and Highway 89 near Tahoe City, Highway 267 north of Kings Beach and certain arterial roadways within the City of Roseville.


Placer County General Plan
Figure 5.3
Existing Roadway Levels of Service
LEGEND
Level of Service
D
E
F
Note:
All other roadways operate at LOS C or better (See Table 5.2)
Date: 1/16/92
Prepared by:
DKS Associates
See Figure 5.4
TRUCKEE
NORDEN
YUBA GAP
BAXTER
COLFAX
WEIMAR
MEADOW VISTA
APPLEGATE
FORESTHILL
AUBURN
LINCOLN
NEWCASTLE
LOOMIS
ROCKLIN
ROSEVILLE
KINGS BEACH
TAHOE CITY
LAKE TAHOE
Nevada Co.
Placer Co.
El Dorado Co.
Sutter Co.
Sacramento Co.
Wise Rd.
Nicolaus Rd.
Base Line Rd.
Dry Creek Rd.
Bell Rd.
Luther Rd.
Mt. Vernon Rd.
Foresthill Rd.
Ridge Rd.
Sierra College Blvd.
King Rd.
Laird Rd.
Folsom
Auburn
Douglas Blvd.
Taylor Rd.
Pacific St.
Watt Av.
Placer Hills Rd.
Secret Ravine
Squaw Valley Rd.
Lake Bl.
Tahoe City
Truckee River
Yuba River
American River
Interstate 80
Interstate 65
Interstate 5
Highway 20
Highway 49
Highway 174
Highway 193
Highway 89
Highway 267
Highway 28



Placer County General Plan

Figure 5.4

Existing Roadway Levels of Service

N

Not to Scale

Date: 1/16/92

Prepared by:
DKS Associates

LEGEND

Level of Service: D, E, F

Note:
All other roadways operate at LOS C or better (See Table 5.2)

TABLE 5-7

EVALUATION CRITERIA FOR LEVEL OF SERVICE

Roadway Capacity Class	Level of Service Maximum Daily Traffic Volume Per Lane				
	A	B	C	D	E
1. Freeway - Level Terrain	6,300	10,620	13,680	16,740	18,000
2. Freeway - Rolling Terrain	5,290	8,920	11,650	14,070	15,120
3. Freeway - Mountain Terrain	3,400	5,740	7,490	9,040	9,720
4. Arterial - High Access Control	6,000	7,000	8,000	9,000	10,000
5. Arterial - Moderate Access Control	5,400	6,300	7,200	8,100	9,000
6. Arterial - Low Access Control	4,500	5,250	6,000	6,870	7,500
7. Rural 2-lane Highway - Level Terrain	1,500	2,950	4,800	7,750	12,500
8. Rural 2-lane Highway - Rolling Terrain	800	2,100	3,800	5,700	10,500
9. Rural 2-lane Highway - Mountain Terrain	400	1,200	2,100	3,400	7,000

Source: DKS Associates, based upon Highway Capacity Manual, Transportation Research Board, 1985.

5.3 PUBLIC TRANSIT SERVICES

LOCAL TRANSIT SERVICE

Local transit service in Placer County is currently provided by local governments and social service agencies. Most of these services are oriented toward senior citizens, handicapped persons and other transit dependents (i.e., those without access to a car). The majority of systems are not geared toward intercity congestion relief. Placer County Transit, Roseville Commuter Service, and Lincoln Transit currently provide some limited commuter services. The general services provided by each operator within the County follows:

Placer County Transit (PCT)

Placer County Transit (PCT) is a "deviated", fixed route scheduled transit system operated by Placer County that principally services the I-80 and Highway 49 corridors. There are currently 7 runs a day in each direction, 5 days a week, between Auburn and Roseville along the I-80 corridor, with 2 runs during each commute period (i.e., 6 A.M. to 8 A.M. and 4 P.M. to 6 P.M.). These buses connect in Roseville with the Roseville Urban Shuttle (RUSH) and Sacramento Regional Transit. Two runs per day extend service to Granite Bay, but during non-commute hours. There are also 7 runs a day in each direction between Auburn and North Auburn (Dry Creek Road) along the Highway 49 corridor with 4 of these runs extending into Nevada County (Combie Road) to connect with Nevada County Transit. A special service to Colfax, Alta and Baxter is provided, but only 2 days per week. PCT also connects directly with the Roseville Area Dial-A-Ride (RADAR) service in the City of Roseville.

PCT has recently updated their Short Range Transit Plan (SRTP) to assess transit demand and needs in the County. As part of the SRTP, on-board surveys were conducted to indicate how much of PCT's

ridership is commuters, elderly, disabled, etc. These surveys indicate that a significant portion of PCT's riders on its Auburn/Roseville and North Auburn/Nevada County routes are community college students or commuters.

Placer County Vanpool

Placer County Vanpool is a commuter oriented vanpool program coordinated by Placer County. The County acts as a broker for the vanpools, and also provides gasoline. Drivers collect fares from riders and insurance is provided by the van leasing company. There are currently 3 vanpools in the program providing service to Downtown Sacramento and McClellan Air Force Base.

Roseville Commuter Service

Roseville Commuter Service is a fixed route scheduled transit system operated by the City of Roseville that provides commute service between Roseville and Downtown Sacramento. There are currently four runs in each direction during both the morning (6 A.M. to 8 A.M.) and evening (4 P.M. to 6 P.M.) commute periods.

Roseville Urban Shuttle (RUSH)

Roseville Urban Shuttle (RUSH) is a fixed routed scheduled transit system operated by the City of Roseville within the city. There are currently three scheduled routes operating Monday through Friday between 7:00 A.M. and 6:30 P.M. One route has 30 minute headways, the other two consist are looped on a 30 minute headway with a 60 minute headway for the entire route. The three routes are "hubbed" at the Sierra Gardens Transfer Point and connect every 30 minutes at this location. Approximately one half of the RUSH riders are elderly and/or handicapped; few commuters use the system. The RUSH system connects to both Placer County Transit and Sacramento Regional Transit.

Roseville Area Dial-A-Ride (R.A.D.A.R.)

Roseville Area Dial-A-Ride (R.A.D.A.R.) is a door-to-door system operated by the City of Roseville within the city, six days a week. As a "dial-a-ride" service, it does not operate on fixed routes or schedules, and most of its ridership is elderly and/or disabled (75% of total rideshare).

Lincoln Transit

Lincoln Transit is a fixed route scheduled transit system operated by the City of Lincoln. A commuter service from Lincoln to McClellan Air Force Base consists of one run in the morning and one in the evening with a stop in Roseville to pick up McClellan-bound riders. Another route provides service within the city but is mostly used by school children and the elderly. A special service to an elderly meals program is also provided.

Auburn Transit

Auburn Transit is a fixed route scheduled transit system operated by the City of Auburn within the city. Service is provided on two routes, six days a week to a largely transit dependent senior and disabled ridership.

Tahoe Area Regional Transit (TART)

Tahoe Area Regional Transit (TART)is a fixed route scheduled transit system operated by Placer County which serves the North Shore and West Shore of Lake Tahoe. It operates two routes: one between Tahoma and Tahoe City and the other between Tahoe City and Incline Village with a transfer point in Tahoe City. These routes operate on a 60 minute headway, seven days per week, between 6:30 A.M. and 6:30 P.M. The portion of the North Shore route between Crystal Bay and Incline Village is provided under a cooperative agreement with the Regional Transportation Commission (REC) in Washoe County, Nevada. It is believed that a significant portion of the riders on these routes are commuters. During the winter ski season, TART has also been operating bus service between Tahoe City and Truckee.

Consolidated Transportation Services Agency (CTSA)

Consolidated Transportation Services Agency (CTSA), originally a part of the Association of Retarded Citizens - Placer County, is now an independent provider of transportation services to the elderly and disabled. The service provided is basically subscription service: door-to-door service for regular riders, typically patrons of social service programs in Placer County. Service is provided five days a week.

The transit and paratransit services currently being offered by the transportation and social service agencies within Placer County are summarized in Table 5-8.

TABLE 5-8

PUBLIC TRANSIT PROVIDERS IN PLACER COUNTY

Transit Provider	Operator/Administrator	Service Area	Type of Service
Auburn Transit	City of Auburn	Auburn area	Fixed Route
RADAR	City of Roseville	Roseville area	Dial-a-Ride
RUSH	City of Roseville	Roseville area	Fixed Route
Roseville Commuter Service	City of Roseville	Roseville to Sacramento	Fixed Route/Express
Lincoln Transit	City of Lincoln	Lincoln area	Fixed Route
Lincoln Transit Commuter Service	City of Lincoln	Lincoln to McClellan AFB	Fixed Route/Express
Placer County Transit Service	Placer County	Unincorporated County area	Fixed Route/Deviation
TART	Placer County	North and West Shore of Tahoe	Fixed Route
CTSA	CTSA of Placer	Placer County	Demand Response

Source: Draft Placer County Congestion Management Program, DKS Associates, October, 1991.

The Placer County Transportation Commission assisted in the preparation of a Short Range Transit Plan to determine the overall demand for transit and paratransit services and to determine if all transit needs are being met in the County. The Plan recommends service restructuring, a capital improvement plan to meet the service recommendations, and a financial plan addressing the operating and capital requirements of Placer County Transit over the next seven years. The City of Roseville has developed similar Short Range Transit Plans for its Roseville Commuter Service, RUSH and RADAR systems. The City has also prepared a 20-year Long Range Transit Plan to guide the development of trnasit programs to the year 2010.

Extension of light rail service from Sacramento to Roseville has been studied as part of (Sacramento) Regional Transit's Systems Planning Study. There is no implementation schedule for the full extension at this time, although plans are underway to extend service as far as Antelope Road to Roseville Parkway in Sacramento County by 1996 and interest in the project remains high..

The Placer County Transportation Commission undertook a study of commuter rail service from Placer County through Sacramento to Davis in Yolo County along the Southern Pacific corridor. Stations in Placer County would be served at Roseville, Rocklin, Loomis, Newcastle, Auburn, Bowman, and Colfax. The Rail Transportation Bond Act (Proposition 116) provides funding of "not more than $35 million" for capital costs of such service. There is no implementation schedule for this project, although interest remains high.

INTERCITY TRANSIT SERVICE

Greyhound

Greyhound provides intercity bus transportation in Placer County. Service is provided to major urban centers throughout the nation. Two routes travel through Placer County:

Portland - San Francisco - This bus service provides one trip in each direction daily, with Placer County stops at Roseville, Lincoln, and Sheridan.

Reno - San Francisco - This bus service provides seven eastbound and eight westbound trips daily that service stops in Placer County. Most trips stop at Roseville, Auburn, and Colfax. On some trips, service is also provided at Rocklin, Applegate Junction, Weimar Turnout, Dutch Flat Turnout, Baxter Turnout, Emigrant Gap Turnout, and Cisco Grove Turnout.

Amtrak

Amtrak provides intercity rail service to Placer County via stations in Roseville and Colfax. The "California Zephyr" provides east-west service between Chicago and Oakland with one stop in each direction daily. Placer County residents can also access the California Zephyr at Truckee in Nevada County. Other Amtrak trains can be accessed at Sacramento, or by using the Amtrak Thruway Bus Connections to Roseville.

Capital Corridor Intercity Rail

Capital Corridor Intercity Rail began operation in December, 1991. This service links the Bay Area with the Sacramento area and Placer County. At present, one round trip train accesses Roseville daily. Additional trains and an extension as far as Rocklin and Bowman are planned. Amtrak also provides a bus connector service throughout the day between Roseville and Sacramento.

Proposition 116 funds will be used to further assist in the implementation of this transit alternative.

5.4 AVIATION

EXISTING CONDITIONS

On the Western Slope of Placer County, there are three general purpose airports; Auburn Municipal Airport, Blue Canyon Airport, and Lincoln Municipal Airport. The Blue Canyon Airport, which is operated by the County, is an emergency airstrip. It presently has only two based aircraft, both single engine. From the standpoint of overall aviation in Placer County, the Blue Canyon Airport plays a relatively minor role.

The Truckee-Tahoe Airport is located near the northeastern edge of the County. The airport lies northwest of the Lake Tahoe Basin, about two miles east of the town of Truckee along Highway 267 and roughly in the center of a 70 square mile area known as the Martis Valley. The majority of the airport lies in Nevada County. Only 15% of the airport is in Placer County. The Truckee-Tahoe Airport District owns and operates the airport. As of August 1985, there were 12 based aircraft and an estimated 74,100 annual operations. In 1988, the Truckee-Tahoe Airport Master Plan was completed. This study predicts that aircraft operations at the airport will remain primarily single and multi-engine, although business jet activity is expected to show strong growth. While certified air carrier service is not expected to occur during the master plan time frame, it is predicted that there will be extensive air passenger movement by commuter airlines and aircraft charter, by air taxi operations related to the fixed-base operators, and by personal and business aircraft.

Auburn Municipal Airport is located north of the City of Auburn on Airport Road, north of Bell Road. In 1989, there were 206 based aircraft, 195 single engine and eleven multi-engine at the airport. The airport had a total of 68,000 operations in 1989. Future projections range from an estimate of 249 based aircraft in 2005 with 77,400 annual operations (preliminary California Aviation System Plan) to 360 based aircraft with 144,000 annual operations in 2007 (Auburn Municipal Airport Master Plan and Environmental Impact Report, 1989).

Lincoln Municipal Airport is operated by the City of Lincoln. It is located on the western edge of the City, north of Nicolaus Road. The City of Lincoln reports that in FY 1989-90, there were 244 based aircraft including 213 single engine, 22 multi-engine, 4 turbo-props, 2 turbo jets and 1 rotocraft. The total number of operations for FY 1989-90 was 103,000. Future projections, according to City of Lincoln, are for 125,500 operations per year and 404 based aircraft in 2005.

For long-distance commercial air travel, Placer County residents generally utilizes the major airports in South Lake Tahoe, Sacramento, Reno, Oakland, and San Francisco.

NEEDS ASSESSMENT

The existing and future growth of the Placer County region warrants the development and improvement of the general aviation airports. This anticipated growth will increase the need for advanced technological equipment (i.e., instrument landing systems, advanced runway lighting) and additional aircraft parking and tiedown areas. Replacement of aging equipment will also become necessary. The Auburn Municipal Airport Master Plan (1989) outlines the existing operations of the airport and provides recommendations for improving the daily operations of the airport up to the year 2007 planning horizon. The Lincoln Municipal Airport Layout Plan (1988 Update) also provides existing and future operational data for the airport up to the year 2005 planning horizon. The Truckee-Tahoe Airport Master Plan includes

recommendations through the year 2000 to upgrade the operational safety of the airport to meet Federal Aviation Administration criteria and to accommodate future demand increases.

The Master Plans for the Auburn Municipal Airport, Lincoln Municipal Airport and Truckee-Tahoe Airport outline the needed improvements to continue meeting the demand for air transportation in the future. Improvements include new runways, runway widening and lengthening, taxiway lighting, instruments landing systems, control towers, added parking and tiedowns, fire fighting equipment, runway approach lighting, and improved terminal facilities.

5.5 HIGHWAY FREIGHT TRANSPORTATION

The majority of goods movement in Placer County is provided by truck transportation. Placer County has considerable long-distance trucking activity, because of the presence of Interstate Route 80. Trucks are defined as heavy freight vehicles which meet the Service Transportation Assistance Act of 1982 (STAA) definitions as found in the California State Vehicle Code. Truck routes on City or County roads can be designated by the specific City or County. Additionally, the County can specifically prohibit trucks from using State or National highway if needed. Placer County has not developed a system of truck routes for the unincorporated county. However, trucks are prohibited from using specific bridges and roadways. Table 5-9 summarizes the weight restriction on County bridges. In Table 5-10, commercial vehicle exclusions on County roadways are listed.

TABLE 5-9

VEHICLE RESTRICTIONS ON PLACER COUNTY BRIDGES

Facility	Waterway Crossed	Limitations
Colfax-Foresthill Road (Yankee Jim's Road)	North Fork American River	5 tons per axle
Colfax-Iowa Hill Road (Former alignment)	North Fork American River	No vehicles (pedestrians only)
Dog Bar Road	Bear River	17 tons per vehicle 24 tones per semi-trailer combination 27 tons per truck and full trailer
Highway 174 (Former alignment)	Bear River	No vehicles (pedestrians only)
Critter Creek Road	Markham Ravine	5 tons per vehicle
Brewer Road, 1.5 miles north of Nicolaus Road	Coon Creek	21 tons per vehicles 32 tons per semi-trailer combination
Brewer Road, 2.0 miles north of Baseline Road	Curry Creek	10 tons per vehicles
Gold Hill Road	Doty Ravine	15 tons per vehicle
McCourtney Road	Doty Creek	21 tons per vehicle 25 tons per semi-trailer combination 20 tons per truck and full trailer
McCourtney Road	Coon Creek	9 tons per vehicle 12 tons per semi-trailer combination 13 tons per truck and full trailer
Dick Cook Road	Miner's Ravine	22 tons per vehicle

Source: Placer County Department of Public Works

TABLE 5-10

COMMERCIAL VEHICLE PROHIBITIONS ON PLACER COUNTY ROADWAYS
Vehicles Exceeding Gross Weight of 14,000 Pounds Prohibited

Roadway	Segment
Luther Road	All
Dry Creek Road	All
Camp Far West Road	From 1,000 feet south of Porter Road to Riosa Road
MacDuff Drive	All
Oak Leaf Way	All
Weimar Crossroad	All
Pahatsi Road	All
Kidd Lakes Road	From Soda Spring Road to end
Finning Mill Road	All
Fiddyment Road	From Baseline Road to Athens Avenue
Dowd Road	From Wise Road to Highway 65
Oak Hill Drive	All
Cooper Penny Lane	All
Meadow Brook Drive	All
New Airport Road	From Bell Road to Highway 49
Cook Riolo Road	From PFE Road to Baseline Road

Source: Placer County Department of Public Works

5.6 RAIL FREIGHT TRANSPORTATION

Rail freight service in Placer County is provided by the Southern Pacific Transportation Company. Roseville is the site of a major Southern Pacific Rail Yard. From Roseville, lines extend northeast across the Sierra, north through the Sacramento Valley, and southwest into Sacramento and on to the Bay Area and San Joaquin Valleys. The route from Sacramento through Roseville and across the Sierra is a major transcontinental rail corridor. The Roseville yard serves as a major switching center as eastbound railcars and locomotives are organized for the substantial climb over the Sierra, and westbound railcars are redistributed for delivery to west coast destinations.

5.7 BIKEWAYS

Bikeways are provided in several areas of Placer County. Officially designated bicycle facilities are classified as follows:

Class I: Off-street bike trails or paths which are physically separated from streets or roads used by motorized vehicles.

Class II: On-street bike lanes with signs, striped lane markings, and pavement legends.

Class III: On-street bike routes marked by signs and shared with motor vehicles and pedestrians. Optional four inch edge lines painted on the pavement.

Bikeway plans have been developed within a number of community plan areas, within the Tahoe area, the specific plan areas of the City of Roseville, and on a county-wide basis through the Placer County Bikeways Master Plan. This master plan includes the communities of Colfax, Weimar, Meadow Vista, Auburn, Newcastle, Lincoln, Penryn, Loomis, Rocklin, Roseville, and Granite Bay.

Specific funding for bikeways has been allocated by the Placer County Transportation Commission by dedicating two percent of Transportation Development Act funds for bicycle and pedestrian projects. These funds are distributed to Cities and the unincorporated County based upon population and other criteria. A set of bicycle improvement guidelines has been developed. Table 5-11 summarizes the Placer County Bikeways Master Plan prioritization list of Bikeway needs.

TABLE 5-11

PLACER COUNTY BIKEWAY MASTER PLAN

Roadway	Section	Class	Priority[1]
Auburn-Folsom Road	Sacramento County Line to Highway 193	3	1
Sierra College Boulevard	Sacramento County Line to Roseville City Limit	3	1
	Old Auburn Road to Milepost 0.50	3	1
	Eureka Road to Rocklin City Limit	3	1
	Rocklin Road to I-80	3	1
	Loomis Town Limit to Highway 193	3	1
Lincoln Way	Auburn City Limit to Bowman Undercrossing	2	1
Bowman Road	Bell Road to Dry Creek Road	2	1
	Dry Creek Road to Luther Road	2	1
	Luther Road to Auburn Ravine Road	3	1
Lake Arthur Road	Dry Creek Road to Crother	3	1
Applegate Road	South and to I-80	3	1
Giesendorfer Road	I-80 to I-80	3	1
Canyon Way	I-80 to Colfax City Limit	3	1
Douglas Boulevard	Sierra College to Oak Knoll Drive	2	2
Luther Road	Highway 49 to Bowman Road	3	2
Bell Road	Bowman Road to Wilson Road	3	2
	Wilson Road to Joeger Road	3	2
King Road	Loomis Town Limit to Sugarloaf Mountain Road	2	2
	Sugarloaf Mountain Road to Auburn-Folsom Road	3	2
Sunset Boulevard	Rocklin City Limit to Highway 65	2	2
	Highway 65 to Placer Boulevard	3	2
	Placer Boulevard to West end	2	2
Indian Hill Road	I-80 to Auburn-Folsom Road	3	2
Horseshoe Bar Road	Loomis Town Limit to Auburn-Folsom Road	2	2
	Auburn-Folsom Road to East end	3	2
Dry Creek Road	Richardson Drive to Lake Arthur Road	3	2
W. Weimar Cross Road	Placer Hills Road to I-80	2	2
Placer Hills Road	Lake Arthur Road to Colfax City Limit	3	2
Wells Road	Loomis Town Limit to Val Verde Road	2	2
Ophir Road	Highway 193 to Wise Road	3	2
Industrial Avenue	Roseville City Limit to Highway 65	3	3
Newcastle Road	Rattlesnake Bar Road to Indian Hill Road	3	3
English Colony Road	Sierra College Boulevard to Taylor Road	3	3
Rock Springs Road	Taylor Road to Auburn-Folsom Road	3	3
Penryn Road	King Road to Taylor Road	3	3
Val Verde Road	Wells Road to King Road	3	3
Crother Road	Placer Hills Road to Applegate Road	3	3
Atwood Road	Richardson Road to Highway 49	3	3
Tokayana Road	Placer Hills Road to Ben Taylor Road	3	3
Rattlesnake Bar Road	Shirland Tract Road to Folsom Lake State Park	3	3
Foresthill Road	Lincoln Way to Clementine Road	3	3

1. Highest Priority Elements are numbered "1".

Source: Placer County Bikeways Master Plan, Omni-Means Engineers-Planners, 1988.

5.8 CONGESTION MANAGEMENT PROGRAM

Besides increasing the gasoline tax by 5 cents a gallon, when voters approved Proposition 111 in June 1990, they also enacted a sweeping set of changes to law regarding transportation planning in the state. These revisions, collectively known as Congestion Management Programs, or CMP, are probably the most far-reaching changes in the way transportation projects are planned and funded that have been made in 20 years. The legislation is at best complex and its interpretation is still evolving. The legislation:

- Attempts to better integrate decisions about land use, transportation facilities, and air quality.
- Requires that every urban County in the state prepare a CMP.
- Requires designation of a congestion management agency (CMA), which in Placer County is the Placer County Transportation Commission (PCTC).
- Requires designation of a system of principal routes in the county, and annual monitoring of those routes.
- Requires each county to adhere to locally determined level of service standards for the designated system.
- Requires that each county designate transit standards.
- Requires a travel demand management (TDM) and trip reduction element.
- Generally focuses on near term improvements (7-10 years), rather than the long term plans (10-20 years) often made for transportation facilities.
- Requires that the Placer County Transportation Commission establish and maintain a computerized transportation forecasting model, and use this model for determining the impacts of land use/development decisions upon the designated highway and transit networks.
- Requires that the CMP be updated annually.

The Placer County CMP and its Environmental Impact Report (EIR) was adopted in 1993.

5.9 TRIP REDUCTION AND TRAVEL DEMAND MANAGEMENT

INTRODUCTION

Peak period traffic congestion in Placer County is growing worse. One factor is an increased population: the number of residents has increased by about 53 percent between 1980 and 1991. But this is not the whole story: the number of jobs in Placer County are also increasing dramatically, and higher household incomes are leading to higher auto ownership and use.

Along with highway and transit improvements, Placer County clearly needs to more efficiently use the existing transportation system if it is to meet the increased demand of the future. Management techniques such as ridesharing, variable work hours, high occupancy vehicle lanes, and increased use of public

transit are receiving increased attention. Transportation Demand Management (TDM) focuses on reducing the number of vehicles on highways during peak periods through techniques such as ridesharing, increased use of transit, and staggered work hours. Such measures can be integrated into the land use planning process by providing incentives to developers, such as reduced parking requirements or reduced development impact fees, when certain trip reduction techniques are implemented. TDM is an approach to solving transportation problems by improving the efficiency of the existing transportation system by better managing the demand for transportation facilities. TDM considers existing streets and highways, rail trackage, parking facilities, bike and pedestrian facilities, and public and private vehicles as elements of a single transportation system. TDM attempts to organize these elements through operating, regulatory, and pricing policies into one efficient, productive, and integrated transportation system.

The Placer County Congestion Management Program includes a Trip Reduction and Travel Demand Management Element, as required by California Government Code section 65089(b)(3). This legislation requires that the trip reduction and travel demand element of a CMP promote alternative transportation methods, such as carpools, vanpools, transit, bicycles, and park-and-ride lots; improvements in the balance between jobs and housing; and other strategies, including flexible work hours and parking management programs. The CMP legislation also makes this element a conformance requirement; local governments that do not adopt trip reduction and travel demand ordinances by May 1992 may risk losing the increment in their gasoline tax subvention provided by Proposition 111.

TRIP REDUCTION ORDINANCES

A trip reduction ordinance (TRO) requires employers to implement TDM measures applicable to job sites. The requirements are usually *effort*, rather than *performance*, based: they require the employers to undertake certain actions, but do not require that the employer achieve specific *results*. TROs can include local government employees. At a minimum, TROs usually require dissemination of information on alternative travel modes to employees (e.g., rideshare matching, transit services), conduct of employee travel surveys, and other informational and educational measures. More stringent requirements may include an on-site transit coordinator (part or full-time), and may require that specific, measurable objectives be reached (e.g., an X% reduction in peak hour traffic to and from the employment site). Programs may be voluntary, or may include penalties (e.g., fines) for violation. Most programs have been "tiered," i.e., the stringency of the requirements increase as the size of the employment center increases. Smaller employers (those with fewer than 25 or 50 employees at a site) are sometimes exempted entirely from the trip reduction ordinance.

One of the key areas of concern in Placer County is the relatively small number of people employed by most firms. Some agencies have attempted to set the employer size covered by a TRO at a level that includes about half of a jurisdiction's employment. Census Bureau data indicates that the average (mean) business establishment in Placer County employs only 9 people, and to cover half of all employees, the TRO would have to cover establishments that have as few as 20 to 25 employees. TRO's and TDM programs are typically easiest to apply to large firms, since these firms can afford to dedicate a person (at least part time) to providing the "transportation coordinator" functions within that company.

EXISTING PROGRAMS

All of the cities have adopted trip reduction ordinances (TRO) in Placer County. The County itself also has a trip reduction ordinance in the unincorporated areas of the county.

All of these ordinances are "tiered," (i.e., they provide different requirements depending upon the employer or establishment size.) The TRO's use "establishment" and/or "complex" as the physical unit for measuring compliance. These are defined as follows:

- **Establishment:** An establishment is a single physical location where business is conducted or where services or industrial operations are performed. Establishment size designations are measured by paid employment in the mid-March pay period. (Census Bureau definition)

- **Complex:** A single physical location where services or industrial operations are performed, consisting of more than one building and more than one tenant. Complexes usually involve single ownership of property, centralized building management or services covering all building sites, and usually buildings in a complex are no more than a half-mile from each other. It is possible for a public street to bisect an employment complex.

A brief discussion of the requirements in the Placer County and Roseville ordinances follows.

Placer County

Three tiers are provided: 10-49 employees, 50-199, and 200+ employees. The tiers apply to employers at a single site (same definition as "establishment"). Firms in the smallest tier are required to provide information only, by posting information on commute alternatives and annually disseminating information on ridesharing services provided by Caltrans. Firms in the 50-199 category must designate a commute coordinator; perform a mode of travel survey of employees every other year; provide preferential carpool/vanpool parking; and provide bicycle parking as needed.

Firms in the largest tier must, in addition to all of the above, prepare a transportation plan that provides an estimate of commute characteristics of employees, and implements enough mitigation measures to achieve a 30% reduction in commute trips (compared to a baseline in which all employees were to drive alone). These mitigation measures are selected from the following "menu":

- In-house carpool matching service
- Vanpool program
- Shuttle bus/buspool subsidy
- Transit pass subsidy
- Transit shelters
- Preferential carpool/vanpool parking
- Secure bicycle parking facilities
- Showers and lockers
- Parking fee
- Variable work hours

In addition, the applicant may negotiate a trip reduction credit with another program of the applicant's choosing.

Reduction in parking space requirements are allowed. Penalties are as provided under the Zoning Code of the county (civil penalty of up to $500 per day), or as set forth in the Transportation Plan Agreement (if any).

City of Roseville

The Roseville ordinance applies to common work locations (employment "complex") that employ 10 or more people. These tiers are provided: 10 to 49 employees, and 50 to 199 employees, and 200 or more employees. Firms employing more than 200 employees are required to meet a goal of a 30% trip reduction compared to 20% in the 50-199 employee category. Complexes in the smallest tier are required to post informational materials about ridesharing, and distributing rideshare application forms on an annual basis. At employment complexes with 50 or more employees, a TSM coordinator is required, along with submittal of a written TSM plan for the site. Mandatory actions for these employers or complexes include:

- TSM Coordinator
- Commuter matching
- Posting of TSM information
- Provision of bike racks for 5% of all employees

Optional mitigation measures to achieve the ridesharing goal include:

- In-house carpool matching
- Participate in a Transportation Management Association with other employers
- Vanpool program
- Shuttle bus/buspool subsidy
- Transit pass subsidy
- Preferential carpool/vanpool parking
- Transit shelters
- Secure bicycle parking facilities
- Showers and lockers
- Variable work hours

Other measures may be negotiated with the Roseville Transportation Commission.

RELATIONSHIP TO TRANSPORTATION CONTROL MEASURES (TCMS)

The California Clean Air Act (CCAA). in an effort to expedite needed emissions reductions, requires that areas classified as non-attainment areas (such as Placer County) develop and implement Transportation Control Measures (TCMs) that will substantially reduce the rate of increase in vehicle miles of travel (VMT) and total vehicle trips. Placer County is designated as a "severe" non-attainment area because it is not expected to show ozone attainment until after 1997, despite aggressive programs. Therefore, not only do TCMs need to be applied to reduce precursor emissions, but the CCAA mandates that the control measures must achieve an average, during weekday commute hours, of 1.5 or more persons per passenger vehicle by 1999. Actual verification of the increased number of passengers per vehicle will be provided by Caltrans, using traffic calculation methodologies that they will develop.

The Placer County Air Pollution Control District (APCD), in cooperation with SACOG, has identified the following TCMs as (1) being of specific value to the County's efforts to attain compliance with the emission reductions and (2) considered to be workable and feasible **at this time** in Placer County, given the County's population distribution, annual VMT, and emission reduction needs:

1. Areawide Carpool/Vanpool Matching Assistance

2. City or County Trip Reduction Ordinances
3. Employer-Sponsored Car/Van/Buspool Programs
4. Staggered Work Schedules, Flexible Work Hours, Compressed Work Week
5. Suburban Park and Ride Lots
6. Provision of Bikeway and Bicycling Support Facilities
7. Public Awareness Campaign

These measures are described in detail in the *"Placer County 1991 Air Quality Attainment Plan -- Public Review Draft."* These recommendations represent the "easy" measures that can be implemented immediately to improve air quality and also reduce congestion. However, their effectiveness on meeting these goals will likely be limited. The Placer County APCD has received numerous comments on their *Public Review Draft*, some requesting that the recommended mid-term (1991-1994) and long-term (after 1994) TCM's be included in the short-term (1991) list.

The PCTC staff is working with the APCD to revise its TCM's. Currently, the following measures are included as mid-term (1991-1994) TCM's:

8. Capitol Corridor Intercity Rail (some service initiated in December, 1991).
9. Telecommuting
10. Teleconferencing
11. Alternative Motor Fuels
12. Jobs/Housing Balance Requirements
13. Mixed Land Use Requirements
14. Transit Service Expansion, Operational Changes, and Transit Fare Policy changes
15. Signal System Improvements, Roadway Improvements and Vehicle Operation Restrictions (applicable to all jurisdictions except Colfax)

The PCTC staff and APCD are currently including the following measures as long-term (after 1994) TCM's:

16. Commuter Rail from Colfax to Davis
17. Automobile Restricted Periods
18. Freeway HOV lanes (applicable to I-80 in Roseville and Rocklin)
19. Freeway Control/Ramp Metering (applicable in unincorporated area, Rocklin, Loomis, Roseville)
20. Pricing to Discourage Automobile Parking (applicable to Lincoln, Rocklin, Roseville, Auburn, Loomis)
21. Parking Supply Limits (applicable to Lincoln, Rocklin, Roseville, Auburn, Loomis)
22. Fringe Area Park & Ride Lots
23. Expansion of Light Rail Transit

Many of these measures would demand substantial public expenditure and/or impose limitations on personal mobility. As a result, it may be difficult to obtain political and public support for these programs. Despite these shortcomings, the APCD feels that the potential emission reductions that these programs could provide must not be overlooked in long range planning efforts.

AIR QUALITY PLAN FOR TAHOE REGION

The Tahoe Regional Planning Agency (TRPA) has prepared a combined Region Transportation Plan (RTP) and Air Quality Plan for the Tahoe Region. It contains the following basic elements:

- A problem definition for air quality and transportation issues
- An action element for the RTP and control strategies for the Air Quality Plan
- A Capital Improvement Program (CIP) with an implementation schedule
- An Environmental Impact Statement (EIS) on the Plan

The plan contains a large number of short-term and long-term trip reduction and transportation system management (TSM) measures that TRPA believes are appropriate for reducing air pollution and/or traffic congestion in the Tahoe Region. Separate measures are provided for north versus south shores of Lake Tahoe, therefore measures appropriate to the Placer County portion of the Tahoe Region can be identified. These measures are summarized below:

- **Short-term transit improvements.** These include an expansion of the existing bus system, and greater hours of operation on the north shore, including local shuttle service and "demand responsive" service outside the main corridors. Ski shuttles and service to other recreational activities (i.e., rafting, lake excursions, etc.) will be encouraged. Transit connections between north and south shore during summer months will also be explored.

- **Long-term transit improvements.** This will include a potential tramway between Tahoe City and Alpine Meadows, and extension of Intercity Rail service beyond the currently planned Auburn/Colfax terminus to Truckee with direct bus connections to the major areas around the lake.

- **Employer-based trip reduction plans.** A trip reduction plan for larger employers (i.e., 50 or more employees) will be explored to increase the average home to work auto occupancy to 1.5 persons per vehicle. The plan will require employers to join the Truckee-North Tahoe TMA, and implement measures such as carpool promotion and matching, guaranteed ride home, bike facilities, transit subsidies, etc.

- **Parking management.** As part of the employer trip reduction plans, TRPA will explore paid parking in larger lots along the north shore (especially near Stateline).

- **Shuttle program.** Hotel/motels will be encouraged to develop shuttle service for their patrons.

- **Discourage rental cars.** TRPA will seek to discourage rental cars in the Tahoe Basin and encourage transit services to facilitate visitors travel needs. Rental cars using alternative fuels will also be explored.

- **Improvements to traffic flow.** These measures will concentrate on key intersections along the north shore on Highways 28 and 89. Access control and turn lane improvements will also be encouraged along these highways to reduce turning conflicts. In addition, a passing lane will be considered on Highway 28 near Dollar Hill.

- **Bus lanes.** A study of a bus lane on Highway 89 north of Tahoe City will be pursued to determine design and travel demand feasibility.

- **Bike facilities.** Closing of gaps in the current bikeway system will be pursued including both Class I and Class II bikeways.

- **Pedestrian facilities.** Improvements to pedestrian ways will be considered along Highway 28 in the Tahoe City, Tahoe Vista, Kings Bench and Stateline areas.

TRPA currently has a Traffic and Air Quality Mitigation Program that is applicable to all additional development or transferred development and all changes in operation in the Tahoe Basin. The program requires a traffic analysis to determine if a project would result in a significant increase in daily vehicle trips. Projects that exceed 100 daily vehicle trips are required to offset impacts by contributing to the Air Quality Mitigation Fund or by providing approved mitigation measures.

5.10 PLANNED AND PROPOSED TRANSPORTATION PROJECTS

The major planned and proposed transportation projects in Placer County are outlined in the following plans and programs:

- **The Regional Transportation Plan (RTP)** examines the demand for roads, transit and other transportation modes over a 20 year period and formulates strategies to meet those needs. The Draft 1992 RTP contains a short-term (1992-2000) and long-term (thru 2010) list of improvement needs and a proposed Capital Improvement Program to meet those needs.

- **The Regional Transportation Improvement Program (RTIP)** is assembled by the Placer County Transportation Commission (PCTC) and represents Placer County's request to the California Transportation Commission (CTC) for in inclusion in the State Transportation Improvement Program (STIP).

- **The Congestion Management Program**, which is required by Proposition 111, includes a Capital Improvement Program (CIP). This CIP becomes the basis for the RTIP since projects included in the RTIP must first be included in the CMP.

REGIONAL TRANSPORTATION IMPROVEMENT PROGRAM

As a first step in the development of the RTIP, PCTC requests a list of candidate projects from each local government in the County, as well as from Caltrans and the transit operators in Placer County. This list of projects is then ranked by the PCTC. The ranking procedure includes the following criteria:

1. **Consistency with past years' STIP requests**. It is important that the County imparts a sense of project stability to the California Transportation Commission (CTC).

2. **Level of current congestion**. The Flexible Congestion Relief draft guidelines provide criteria which emphasize the choice of locations with the highest congestion. For purposes of the CMP, an unacceptable LOS is defined as LOS F.

3. **Planning** -- the planning of future routes is important in Placer County due to the growth and development occurring in the areas of Roseville, Rocklin, Lincoln, and Auburn.

4. **Major corridors** -- Projects should be major projects on important corridors that would be difficult to fully fund at the local level. A STIP project request implies a long-term

commitment and should be of regional significance in order to attract and retain Caltrans and CTC support.

PCTC staff used these criteria to rate a set of candidate projects in a memorandum to the PCTC on the 1992 RTIP. The staff's rating of these projects is provided in Table 5-12.

The PCTC considered its staff's input and developed its priority ranking of projects for the 1992 RTIP. PCTC's recommendations to the California Transportation Commission (CTC) for the Placer County RTIP is shown in Tables 5-13 thru 5-15.

TABLE 5-12

PCTC STAFF'S RANKING OF 1992 RTIP CANDIDATE PROJECTS

Facility	Description	Program Year	Consist	Congest	Plan	Major Corridor	Local Benefit	Inter-Regional Traffic	Local Match
Candidate Projects									
Highway 65	Lincoln Bypass	94/95	X	Med	X	X	High	High	Med
Highway 49	6-lane-widening from I-80 to Dry Creek Road	95/96	X	High		X	High	Med	Med
Highway 65	4-lane widening from Blue Oaks to Lincoln	96/97	X	Med		X	Med	High	High
Light Rail	Extension to Roseville	98/99	X	High		X	Med	High	Low
Highway 49	Bypass, North Auburn	94/95	X	Med	X	X	Med	Med	Med
I-80	Auburn Ravine/Foresthill Interchange Improvements	96/97	X	Med			High	Med	Med
I-80	Rocklin Road Interchange Improvements	96/97	X	High			High	Low	High
Sunrise Ave @ Douglas Blvd	Grade Separations	96/97	X	High			High	Low	High
Cirby Way @ Riverside Ave	Grade Separation	94/95		High			High	Low	High
Sunrise Ave @	Intersection Improvements	94/94		High			High	Low	High
Atlantic Street	Widen from Vernon to Harding	92/93		Med			High	Low	High
Locally Funded Highway Projects									
Sunrise Ave @ Douglas Blvd	Grade Separations	96/97	X	High			High	Low	High
I-80	Sierra College Interchange Improvements	96/97		Low			High	Low	High
Highway 65 @ Blue Oaks	Interchange Improvements	92/93		Low			Med	Low	High
TRPA Projects									
Highway 28	Hwy 267 Interchange Improvement	96/97	X	Low		X	Low	Med	Low
Highway 89	I-80 to Tahoe City Exclusive Bus Lane			Season		X	Med	Med	Low
Highway 28	Tahoe City Bypass through State Park			Low		X	Med	Med	Low

TABLE 5-13

RECOMMENDED FLEXIBLE CONGESTION RELIEF PROJECTS FOR 1992 RTIP
In Order of Priority

	Facility	Description	Current Year Cost in Millions	Program Year	Total Program Cost in Millions	Local Program Cost in Millions	State Program Cost in Millions
1.	Highway 65	Lincoln Bypass Phase I: Right-of-way purchase (full project $38-$44 million)	$10	94/95	$11.4	$0	$11.4
2.	Highway 49	6-lane Widening Phase I: New Airport Road to Quartz Dr. 1.4 mi. (full project - $25.1 million)	$5.4	96/97	$6.6	$0	$6.6
3.	Highway 65	4-lane Widening Full Project from Blue Oaks to Lincoln	$10.8	97/98	$14	$0	$14
4.	Highway 89	Bikeway from Midway Bridge to Squaw Bridge	$0.9				

TABLE 5-14

RECOMMENDED LOCALLY FUNDED PROJECTS ON THE STATE HIGHWAY SYSTEM FOR THE 1992 RTIP

Facility	Description	Current Year Cost in Millions	Program Year	Total Program Cost in Millions	Local Program Cost in Millions	State Program Cost in Millions
Douglas at Sunrise	Grade separations	$16.6	96/97	$19	$19	$0
I-80	@ Sierra College Blvd Interchange Improvements	$12	96/97	$13.7	$13.7	$0
Highway 65	@ Blue Oaks, Phase II: Interchange Improvements (full project - $10.5 million)	$7	92/93	$7	$7	$0
I-80	Rocklin Road undercrossing	$.4	96/97	$.45	$.45	$0

TABLE 5-15

RECOMMENDED SPECIAL STUDIES IN THE 1992 RTIP

State Route	Limits	Description of Study
SR 49	I-80 to Cool	Route Adoption Study - The construction of the Auburn Dam and increases in intercounty traffic indicate a need to plan and reserve right-of-way along the future corridor.
SR 89 and Costs	I-80 to south of the Tahoe City Wye	Planning/Corridor Study - The study would examine the feasibility and costs of an exclusive bus lane on Highway 89 to provide attractive bus service to recreation destinations. it would also examine a bypass of the Wye in Tahoe City through the "64-acre" site owned by the U.S. Forest Service.

CONGESTION MANAGEMENT PROGRAM

The *1993 Congestion Management Program (CMP)* recommended that some additional criteria to those used in the 1992 RTIP be included in the priority ranking of projects for the CMP and RTIP. These are as follows:

- **Air Quality**. The proposed project is consistent with the most recent air quality attainment plan. This screening criteria includes the provision that for a project which proposes to increase roadway capacity, all feasible TSM measures contained in the congestion management program will be evaluated for suitability prior to the capacity project being further evaluated.

- **Ability to Maintain and Operate**. The sponsoring entity certifies that it has sufficient resources to operate and maintain the proposed improvement once it is completed.

- **Project Study Report**. A project study report (PSR) or its equivalent has been prepared for the project.

- **Pavement Management Certification**. The sponsoring entity certifies that it complies with the Pavement Management Program, if applicable.

For the CMP, local governments and Caltrans were requested to submit candidate projects for inclusion in the seven-year CIP for the 1992 CMP and 1992 RTIP (program years 1992-1999). These agencies were also requested to submit "long-term" projects that are contemplated for the years 2000-2010. This request was made since there may be funding requests in the RTIP for preliminary work on these projects (i.e., right-of-way preservation, feasibility/engineering studies, etc.).

The seven year (1991-1999) CIP in the Draft 1992 CMP was divided into the following funding categories:

- State Urban Commuter Rail Program

- State Flexible Congestion Relief (FCR) Program
- Caltrans Traffic System Management (TSM) Program
- Locally Funded Projects

The projects in these categories are outlined in Tables 5-16 thru 5-18. The draft long-term (2000-2010) CIP projects are presented in Table 5-19.

TABLE 5-16

CAPITAL IMPROVEMENT PROGRAM FOR THE DRAFT 1992 CMP
STATE URBAN AND COMMUTER RAIL PROGRAM

State Route	Project Description	Program Costs in Millions	Program Year
I-80 Corridor	Intercity Rail Service to Colfax	117,000	1994/95[1]
I-80 Corridor	Right-of-Way for Light Rail Extension from Antelope Road to Roseville	N/A	1995/96[2]

1. Initial intercity rail service to Roseville to be implemented by 1991/92. Program year and cost from PCTC staff.
2. Program year from PCTC staff.

TABLE 5-17

CAPITAL IMPROVEMENT PROGRAM FOR THE DRAFT 1992 CMP
CALTRANS TRAFFIC SYSTEMS MANAGEMENT (TSM) PROGRAM

Route	Project Description	Program Costs in Millions	Program Year
SR 28	Widen shoulders and left turn lane from 0.1 mi. W/O SR 89 to Tahoe State Recreation Area	393	1994/95[1]
SR 28	Construct left and right turn lanes at SR 267 Junction	2,600	1996/97[2]
I-80	Improve ramps at Whitmore, 4.0 mi.E/O Baxter overcrossing	N/A	N/A
I-80	Improve ramp intersections with traffic signals and turn lane at Horseshoe Bar Road	400	1997/98[4]
SR 174	Signals in Colfax	N/A	N/A
SR 267	Construct SB passing lane from 0.2 mi. E/O North Star Road to 0.3 mi. W/O Carnelian Bay Road	1,635	1998/99[3]
SR 193	Widen for shoulders from Lincoln to Newcastle	N/A	N/A

1. Program year from 1990 STIP. Program costs from Caltrans.
2. Program year from PCTC proposed 1990 RTIP. Project costs from Caltrans.
3. Program year and cost from Caltrans.
4. Project year and cost from Town of Loomis.

TABLE 5-18

CAPITAL IMPROVEMENT PROGRAM FOR THE DRAFT 1992 CMP LOCALLY FUNDED PROJECTS

Route	Project Description	Program Costs in Millions	Program Year
Atlantic Street	Widen to 4 lanes from Vernon Street to Harding Boulevard	4,592	1992/93[1]
Auburn-Folsom Rd.	Install signals at Indian Hill Rd. and Maidu Dr.	250	1997/98[2]
Bell Road	Widen to 4 lanes from Richardson to I-80	N/A	N/A
Douglas Blvd.	Widen to 4 lanes from Sierra College Blvd. to Auburn-Folsom Road	N/A	N/A
Riverside Ave.	Improve intersection with Cirby Way	10,500	1995/96[1]
Sierra	Widen to 4 or 6 lanes from Douglas Blvd. to College Blvd.County Line	N/A	N/A
Sierra	At Brace Road, improve intersection with College Blvd.new traffic signal and turn lanes	175	1992/93[3]
Sunrise Avenue	Improve intersections at Cirby Way and Douglas Blvd.	N/A	1992/93[1]
Various	Implement Placer County Transit's Short Range Transit Plan (SRTP)	--	1991/98
Pacific Street	Widen for 4 lanes from I-80 to Rocklin Road	N/A	N/A
Rocklin Road	Widen for 6 lanes from I-80 to Sierra College	N/A	N/A
I-80	Revise Sierra College Interchange	12	1996/97
Sierra College Blvd	Widen to 4 lanes from Douglas Blvd toTaylor Road	N/A	N/A
I-80	Revise Rocklin Road interchange	0.4	1996/97

1. Project year and cost from City of Roseville.
2. Project year and costs from City of Auburn.
3. Project year and cost from Town of Loomis.

TABLE 5-19

LONG-TERM CAPITAL IMPROVEMENT PROGRAM FOR THE DRAFT CMP (2000-2010)

Route	Project Description	Program Costs in Millions
I-80 Corridor	Light Rail Extension from Antelope Road to Roseville	N/A
I-80 Corridor	Commuter rail service from Colfax to Davis	28,000
SR 49	Construct 2-lane highway on new alignment with new bridge from Auburn to Cool	N/A
I-80	At Horseshoe Bar Road, improve interchange with ramp realignment and bridge widening/replacement	4,000
SR 89	Widen to accommodate an exclusive bus lane from I-80 to Tahoe City	N/A
SR 65 Corridor	Intercity rail service from Marysville to Roseville via Lincoln	N/A
Auburn-Folsom Rd.	Widen to 4 lanes from Douglas to County Line	N/A
Baseline Road	Widen to 4 lanes from City of Roseville to Watt Avenue	N/A
Sierra College	Granite Drive to Taylor Road widen to 6 lanes	750
Sierra College	Taylor Road to Del Mar widen to 4 lanes	1,500

5.11 EXISTING FUNDING SOURCES

Presently, there are a variety of federal, state, and locally-generated funds available for roadway construction, reconstruction, maintenance, capital acquisition, and planning activities. The following funding sources were outlined in the *Draft 1992 Regional Transportation Plan.*

STREETS AND HIGHWAYS

Excluding funding sources which are primarily aimed at roadway maintenance, safety enhancement, bridge replacement, etc., the available sources of funding for new roadway and roadway widenings include:

Federal Funding

Major changes in federal funding of streets and highways are being implemented through the passage of the Intermodal Surface Transportation Efficiency Act of 1991, also known as ISTEA. Under ISTEA, funds are provided for major program components that replace the Federal-aid interstate, primary, secondary, and urban system categories, as well as expanding the scope to provide for the following programs:

- Interstate Construction
- Interstate Maintenance
- Bridges
- National Highway System
- Surface Transportation
- Congestion and Air Quality

Interstate construction, interstate maintenance, and bridge programs are fairly self-explanatory, providing funding for the completion and maintenance of vital links in the overall transportation system. The National Highway System program provides funds for interstates and other urban and rural principal arterials.
The Surface Transportation Program replaces the old Federal-aid primary, secondary, and urban system programs into a more flexible program with a multi-modal approach. Acceptable uses of funds under this program include transit capital, traffic management, transportation control measures for air quality, safety projects, and bicycle and pedestrian projects, as well as road and bridge projects. The Congestion Mitigation and Air Quality Improvement Program provides additional funding to Federal air quality non-attainment areas for transportation projects that are expected to help attain air quality standards.

The scope of the effect of changes in federal funding as a result of the ISTEA legislation are not fully determined, as the interpretation and implementation of the act is currently ongoing.

State Funding

The adoption of State Constitutional Amendment #1 by the legislature and the passage of Propositions 111, 108 and 116 have profoundly changed the method by which the State funds transportation improvement projects. Since the 1990 State Transportation Improvement Program (STIP), funds have been allocated as shown on the following pie chart. The chart shows estimated funding over the next 10 years. The Placer County "bid target" for the 1992 STIP was $17.8 million, and the PCTC submitted projects via the RTIP consideration by the California Transportation Commission. Subsequently, only one project, the Tahoe area bike lane, was approved and included in the 1992 STIP.

The California Transportation Development Act includes two funding sources, the Local Transportation Fund and State Transit Assistant Fund. Each of these programs is intended for the development of alternative transportation modes. However, if the local transportation authority charged with administering the funds finds that there are no unmet transit needs that are reasonable to meet, the remaining monies are available for use on development of streets and highways. Funds are generated for the program through the 7-1/4% Statewide sales tax, with 1/4 cent returned to the counties based on their sales tax revenue.

Local Funding Sources

Funding for street and highway construction on a local level is generated from primarily three programs. These include the Motor Vehicle Fuel Tax, General Funds and Special Assessments.

The motor vehicle fuel tax is a Statewide 14 cent per gallon tax on gasoline and will increase to 18 cents under provisions of Proposition 111.

The general funds of each jurisdiction are made up of all sources of revenue available to the cities and county. The use of the general fund is, to a certain extent, determined by the governing body of the jurisdiction and, therefore, can include funding of street and highway construction.

Negotiated development agreements are arranged during the course of project approval. They can require a developer to provide a portion of the infrastructure associated with a project. A negotiated facility can either be constructed directly by the developer or can be paid for with developer contributions. The amount of revenues from private development fees depends on the types of development proposed and on their expected transportation impacts. Special assessments are also used by local jurisdictions to generate monies for street and highway purposes. These programs include:

Special Assessment Districts

The California Streets and Highway Code provides methods for establishing special assessment districts. Assessment districts are comprised of properties which benefit from public improvements. Essentially, the special district is formed by the benefiting property owners, bonds are issued and sold to pay for the improvement(s), and the debt is secured by assessments on the properties which are guaranteed by loans. Assessment districts are an effective means of generating the necessary capital for certain roadway improvements.

A drawback to this funding technique is that the assessment district is formally created by the benefiting property owners. In developed areas, there could be difficulty in creating special assessment districts to pay for improvements because owners of existing developed parcels are less likely to indebt themselves than are developers of new residential, commercial, or industrial property.

Mello-Roos Financing

Mello-Roos Community Facilities District financing is very similar to Special Assessment District Financing. It involves a bonded indebtedness secured by liens on property. The primary difference between Assessment District financing and Mello-Roos financing is in the definition of the area of benefit. An assessment district must include all areas which derive benefit from a proposed project. On the other hand, this is not the case with Mello- Roos financing. Mello-Roos financing, therefore, is used primarily when a group of property owners are willing to indebt their property for the benefit of a public works improvement although they will not be the only properties benefiting. Like special assessment districts, this type of financing is essentially brought about by the property owners who decide, by vote, as to whether the Mello-Roos district is formed. Therefore, similar to Special Assessment Districts, this type of financing is not well suited for developed areas, where it is unlikely that property owners would tax themselves for a roadway improvement which would benefit many other properties.

Benefit Assessment Districts

A Benefit Assessment District allows local governments to recover the costs of public improvements directly from property owners benefiting from the project(s). The assessment is based on the premise that the transportation improvement project(s) enhances the value of the affected property. Assessments are enacted according to a zone of benefit, with each affected parcel being assessed a specified dollar amount. Assessments can be based on three criteria:

- proximity of the property to the improvement
- size of the property in area or street frontage
- enhanced value of the property due to the improvement

Under most conditions, but depending upon local ordinances, a Benefit Assessment District may be created following appropriate public hearings and a two-thirds majority vote of the property owners within the proposed district.

Traffic Limitation Zones

Placer County has implemented "traffic limitation zones" (TLZs) which are used to generate revenues for specific capital improvements. TLZs have been implemented in the SR 65 Bypass Corridor, Loomis Basin, Auburn Ravine Road/I-80 area, and SR 49 Corridor in Auburn. Based on a trip-end fee, funds are generated

by an assessment on the trip generation of new development and earmarked for a specific capital improvement program for the traffic limitation zone.

PUBLIC TRANSPORTATION

Presently, there are few funding sources for public transportation. They include a number of federal grant programs of the Federal Transit Administration (FTA) (formerly Urban Mass Transportation Administration (UMTA)), the State of California Transportation Act, Local General Funds, Social Services and fare box revenues.

The Federal Transit Administration (FTA) administrative grant programs are intended for public transportation. This includes:

Section 3	Discretionary capital improvement funds
Section 8	Planning, engineering, special studies
Section 9	Formula capital and operating funds
Section 16 (b)(2)	Capital improvements to provide non-profit elderly and handicapped
Section 18	Formula capital and operating to rural areas

State funding for public transportation includes the transportation development funds discussed in the street and highway section of this Financial Element. To reiterate, 1/4 cent of the 7-1/4 cent sales tax is returned to each county in the form of Transportation Development Act funds. These funds are for the planning, development and administration of public transportation.

Caltrans also administers the Transit Capital Improvement program. Selected by the CTC for funding, this funding source is for projects which involve guideways, intermodal transfer facilities, abandoned railroad rights-of-way, grade separation and bus rehabilitation.

Local sources of funding public transportation include general funds of each jurisdiction and fare box revenues. Local Transportation Funds (LTF) allocated to cities and counties are applied to public transit under Article 8 and they may also be applied to streets and roads if it is determined by the PCTC that no unmet transit needs exist.

AVIATION

There are five primary sources of funds for development of the aviation system. These include the Federal Aviation Administration, the California Aid to Airports Program, the California Aeronautics Account, General Funds, and user fees.

PEDESTRIANS, BICYCLES & NON-MOTORIZED TRANSPORTATION

The actual location of bicycle and non-motorized facilities may well dictate the availability of funding.

Presently, there are four sources of State funding specifically earmarked for bicycle and pedestrian facilities: Transportation Development Act monies, the State Bicycle Lane Account, Proposition 116 Commuter Bicycle Program, and the Flexible Congestion Relief Fund for Bikeways. The use of TDA monies for bicycle and non-motorized facilities is at the discretion of the PCTC. The State Bicycle Lane Account is a discretionary funding source with a 10% local match required. Proposition 116 allocates $4 million per year for bicycle trails through 1996 and $720 K of the 1992 STIP is set aside for bikeways.

A major potential source of funding for bicycle and pedestrian facilities would be to include such facilities with other projects. For example, on a roadway widening project, funded from a street and highway fund source, bicycle lanes would be included. Likewise, the various park and recreation funding sources may be tapped to include bicycle, pedestrian and/or equestrian facilities.

Local funding for bicycle, pedestrian, and equestrian paths can be provided through developer exactions or fees at the time of project approval. The developer may agree to provide such improvements at the time of construction in lieu of fee payments. Also, LTF funds allocated to cities and counties may be applied to bicycle and pedestrian projects under Article 8. The PCTC currently allocates 2% of LTF funding for bikeways in the region.

POTENTIAL REVENUE SOURCES

Between the demand placed on existing revenue sources by existing facility needs, maintenance and future needs, there will be a need to augment existing funding sources. Potential methods of enhancing the revenues available are discussed below.

Sales Tax Increase

The State legislature has given local jurisdictions the ability to increase the retail transaction use tax which can be earmarked for specific purposes. The increase requires a majority vote of the electorate on such an increase. Placer County submitted this question in the November 8th, 1988 general election. The specific proposal called for a 10-year increase in the sales tax by 1/2 cent. Passage of this measure would have raised approximately $105,000,000 which would have been programmed to specific projects by each local jurisdiction. The programmed improvements included roadway widenings; public transportation capital, operating and fare subsidies; bicycles and pedestrian facilities; and maintenance and safety improvements. The measure did not pass.

Fuel Tax Increase

The State has raised the gas tax through the passage of Proposition 111. The tax will eventually rise to 18 cents per gallon. Similar to the retail transaction use tax, local counties can ask the voters for an increase in the motor vehicle fuel tax. Successful passage requires 2/3 approval by the voters.

Traffic Mitigation Fees

Currently used by Placer County through traffic limitation zones, traffic mitigation fees can be a means to fund roadway, transit, bicycle and other improvements through assessment of trip-end fees on new development. A capital improvement program is developed based on needs established for future development. A per-trip fee is then calculated based on the total trip generation of new development.

Air Quality Mitigation Fees

Similar to traffic mitigation fees, air quality mitigation fees are assessed on new residential and commercial construction based on the amount of pollutants expected to be generated. The Tahoe Regional Planning Agency (TRPA) currently combines traffic and air quality mitigation fees based chiefly on the number of trips expected to be generated by a development, using one method to mitigate both the congestion and air quality degradation that may be expected as a result of additional vehicle trips. These fees are then claimed by jurisdictions for transit and roadway capital improvement programs.

The following discussion of various financing mechanisms is derived from the *Transportation 2000 Financing Study* by Santa Clara County, as referenced in the MTC publication, *Non-Sales Tax Local Funding Mechanisms Used to Finance State Highway Projects in the MTC Region.*

Motor Vehicle Fee

The State currently charges a fee on those who own and operate vehicles in the State of California, for registration and for licensing. Two special programs have been authorized to assess special fees on the motor vehicle tax; $1 is assessed to fund freeway call box systems and up to $4 is assessed for air quality programs. Counties are not currently authorized to impose a vehicle registration fee; enabling legislation would have to be enacted by the State legislature to allow such a program.

Parking Fee/Tax

A parking fee is a charge for a vehicle to park in a particular space, and can be effectively used for on- or off-street parking. The fee could be linked with the transportation-system impact of persons using those parking spaces. A parking tax is a levy on the use of off-street commercial or employer provided parking spaces. The tax is typically collected as a percentage of the total parking charge paid by the motorist and forwarded to the agency (e.g. city) by the parking lot owner or operator.

Counties are not presently authorized to levy parking taxes; however, cities in California may implement a tax under their individual charters. In order for a county to levy a parking tax, state enabling legislation would have to be passed. Then, a 2/3 voter approval is needed before such a tax could be implemented in a jurisdiction to be used specifically for transportation improvements.

In general, a parking fee would not provide as much revenue as parking taxes due to the need to directly link costs and benefits. A fee may not require a public vote but would need to be adopted by each of the city councils where it is implemented. The fee or tax, while raising additional funds, has secondary benefits for transportation systems. The imposition or increase of parking charges creates a disincentive to the use of single occupancy vehicle by increasing the cost of driving versus other forms of transportation. As a result, public transportation becomes a more attractive substitute for driving.

Joint Development

Joint development describes an improvement that results from the cooperative efforts of a private company and public agency. Examples of joint development include the private development of a public facility, cooperative financing of public facilities, transfer of development rights, and density bonuses. The legal basis for joint development depends on the circumstances of the agreement. In general, however, the authority to require dedication of land or exactions as a condition of development derives from the agency's police power to protect public interests.

Peak Hour Congestion Pricing

This is a fee charged to those using transportation facilities during the peak period. As a user charge, it is not a tax nor a toll, and therefore not subject to state or federal tax restrictions.

Congestion pricing, while raising additional funds, has secondary benefits for transportation systems. The imposition of such charges creates a disincentive to the use of transportation systems during peak periods through increased cost. This provides financial motivation for transportation system users to spread their use

to non-peak hours. As a result, systems demand is more evenly distributed, thus creating greater efficiency of use.

Tax Increment Financing

Sometimes known as redevelopment, tax increment financing results from the designation of an area as blighted and in need of significant improvements. Debt is incurred, often through bonds, to provide these capital improvements, which may include transit and roadway systems and facilities. Property values increase as a result of these improvements, which consequently increases the amount of property tax. The debt is paid through the difference between the property tax paid prior to improvements and that paid on the higher property values after improvements.

Bond Measures

Cities and counties may issue general obligation bonds payable through increased property taxes by a 2/3 majority vote of the general electorate. These bonds may be used to fund government services, such as transportation improvements.

5.12 FINDINGS

- While the state highways and certain important arterial roadways have been classified as "principal arterials" in the Placer County Congestion Management Program (CMP), these and some other major roadways have not been officially classified as such since Placer County does not have a system for designating "functional classifications" for its roadways.

- Placer County did not have an adopted, comprehensive level of service standard, although such standards were adopted in recent updates of the Granite Bay and Dry Creek/West Placer Community Plans. Some cities in Placer County have also adopted level of service standards as part of their General Plans.

- Most roadways in Placer County currently operate at level of service "C" or better. The major roadways that operate at level of service "D" or worse include I-80 in Roseville, Highway 49 north of I-80, Highway 28 and Highway 89 near Tahoe City, Highway 267 north of Kings Beach, and certain arterial roadways within Roseville.

- Anticipated growth will place increasing demands on the existing system. The General Plan Circulation Element should outline a program to accommodate traffic associated with growth through a well-balanced and integrated system of complementary transportation modes. The Congestion Management Program will play a key role in this effort.

- Public transit systems are currently limited in geographic area and operating schedules. They are primarily oriented to elderly and/or handicapped transportation. A substantial increase in transit services will be an important element in a balanced transportation system for Placer County.

- While planning for bikeways has occurred throughout the county, substantial implementation of a system of bikeways has not occurred. Bikeway implementation should be addressed in the General Plan Update, and should be coordinated with other improvements in transportation infrastructure.

- The General Plan Transportation and Circulation Elements must be developed in accord with the legislative mandates of the Congestion Management Plan and the Clean Air Act.

- Trip reduction and travel demand management measures may lead to more efficient use of the transportation system; with corresponding improvements in environmental and funding areas. Trip reduction ordinances were adopted by all of the cities and the County.

- There is a need to link land use and transportation planning.

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5.15 GLOSSARY

Abbreviations

ADT: Average daily traffic made by vehicles in a 24-hour period
CIP: Capital Improvements Program
CMP: Congestion Management Plan
EIR: Environmental Impact Report (State)
FHWA: Federal Highway Administration
HOV: High Occupancy Vehicle
LOS: Level of Service
LRT: Light (duty) Rail Transit
RTC: Placer County Transportation Commission
TDM: Transportation Demand Management
TSM: Transportation Systems Management
UMTA: Urban Mass Transportation Administration
VMT: Vehicle Miles Traveled

Access/Egress - The ability to enter a site from a roadway and exit a site onto a roadway by motorized vehicle.

Airport-related Use - A use that supports airport operations including, but not limited to, aircraft repair and maintenance, flight instruction, and aircraft chartering.

Alley - A narrow service way, either public or private, which provides a permanently reserved but secondary means of public access not intended for general traffic circulation. Alleys typically are located along rear property lines.

Arterial - Medium-speed (30-45 mph), medium-capacity (10,000-40,000 average daily trips) roadway that provides intra-community travel and access to the county-wide highway system. Access to community arterials should be provided at collector roads and local streets, but direct access from parcels to existing arterials is common.

Average Daily Traffic - The average total volume passing a point or segment of a highway facility, in both directions, for a 24-hour period.

Average Travel Speed - The average speed of a traffic stream computed as the length of a highway segment divided by the average travel time of vehicles traversing the segment, in miles per hour.

Bicycle Lane (Class II facility) - A corridor expressly reserved for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles.

Bicycle Path (Class I facility) - A paved route not on a street or roadway and expressly reserved for bicycles traversing an otherwise unpaved area. Bicycle paths may parallel roads but typically are separated from them by landscaping.

Bicycle Route (Class III facility) - A facility shared with motorists and identified only by signs, a bicycle route has no pavement markings or lane stripes.

Bikeways - A term that encompasses bicycle lanes, bicycle paths, and bicycle routes.

Busway - A vehicular right-of-way or portion thereof--often an exclusive lane--reserved exclusively for buses.

Caltrans - California Department of Transportation.

Capacity - The maximum rate of flow at which persons or vehicles can be reasonably expected to traverse a point or uniform segment of a lane or roadway during a specified time period under prevailing roadway, traffic, and control conditions; usually expressed as vehicles per hour or persons per hour.

Capital Improvements Program (CIP) - A program, administered by a city or county government and reviewed by its planning commission, which schedules permanent improvements, usually for a minimum of five years in the future, to fit the projected fiscal capability of the local jurisdiction. The program generally is reviewed annually, for conformance to and consistency with the general plan.

Channelization - (1) The straightening and/or deepening of a watercourse for purposes of storm-runoff control or ease of navigation. Channelization often includes lining of stream banks with a retaining material such as concrete. (2) At the intersection of roadways, the directional separation of traffic lanes through the use of curbs or raised islands that limit the paths that vehicles may take through the intersection.

Circulation Element - One of the seven State-mandated elements of a local general plan, it contains adopted goals, policies, and implementation programs for the planning and management of existing and proposed thoroughfares, transportation routes, and terminals, as well as local public utilities and facilities, all correlated with the land use element of the general plan.

Collector - Relatively-low-speed (25-35 mph), relatively-low-volume (5,000-20,000 average daily trips) street that provides circulation within and between neighborhoods. Collectors usually serve short trips and are intended for collecting trips from local streets and distributing them to the arterial network.

Congestion Management Plan (CMP) - A mechanism employing growth management techniques, including traffic level of service requirements, standards for public transit, trip reduction programs involving transportation systems management and jobs/housing balance strategies, and capital improvement programming, for the purpose of controlling and/or reducing the cumulative regional traffic impacts of development. AB 1791, effective August 1, 1990, requires all cities, and counties that include urbanized areas, to adopt by December 1, 1991, and annually update a Congestion Management Plan.

Cul-de-sac - A short street or alley with only a single means of ingress and egress at one end and with a large turnaround at its other end.

Expressway - A divided multi-lane major arterial street for through traffic with partial control of access and with grade separations at major intersections.

Free-flow Speed - (1) The theoretical speed of traffic when density is zero, i.e., there are no vehicles present; (2) the average speed of vehicles over an arterial segment not close to signalized intersections under conditions of low volume.

Freeway - A multilane divided highway having a minimum of two lanes for exclusive use of traffic in each direction and full control of access and egress.

Guideway - A roadway system that guides the vehicles using it as well as supporting them. The "monorail" is one such system. The most familiar and still most used guideway is the railroad. Most guideway transit systems make use of wayside electrical power for propulsion.

High Occupancy Vehicle (HOV) - Any vehicle other than a driver-only automobile (*e.g.*, a vanpool, a bus, or two or more persons to a car).

Highway - High-speed, high-capacity, limited-access transportation facility serving regional and county-wide travel. Highways may cross at a different grade level.

Level of Service (LOS) - (1) A scale that measures the amount of traffic a roadway may be capable of handling on a roadway or at the intersection of roadways. Levels range from "A" to "F", with A representing the highest level of service, and "E" representing condition at or near capacity. See Tables 5-4 through 5-6 for level of service definitions.

Level Terrain - Any combination of horizontal and vertical alignments which permits heavy vehicles to maintain approximately the same speed as passenger cars; this generally includes short grades of no more than 1 to 2 percent.

Light (duty) Rail Transit (LRT) - "Street cars" or "trolley cars" that typically operate entirely or substantially in mixed traffic and in non-exclusive, at-grade rights-of-way. Passengers typically board vehicles from the street level (as opposed to a platform that is level with the train) and the driver may collect fares. Vehicles are each electrically self-propelled and usually operate in one or two-car trains.

Mountainous Terrain - Any combination of horizontal and vertical alignment causing heavy vehicles to operate at crawl speeds for significant distances or at frequent intervals.

Official County Scenic Highway - A segment of state highway identified in the Master Plan of State Highways Eligible for Official Scenic Highway Designation and designated by the Director of the Department of Transportation (Caltrans).

Para-transit - Refers to transportation services and that operate vehicles, such as buses, jitneys, taxis, and vans for senior citizens, and/or mobility-impaired.

Parking Management - An evolving TDM technique designed to obtain maximum utilization from a limited number of parking spaces. Can involve pricing and preferential treatment for HOVs, non-peak period users, and short-term users. (See "High Occupancy Vehicle" and "Transportation Demand Management.")

Parkway - An expressway or freeway designed for non-commercial traffic only; usually located within a strip of landscaped park or natural vegetation.

Passing Sight Distance - The visibility distance required to allow drivers to execute safe passing maneuvers in the opposing traffic lane of a two-lane, two-way highway.

Peak Hour/Peak Period - For any given roadway, a daily period during which traffic volume is highest, usually occurring in the morning and evening commute periods. Where "F" Levels of Service are encountered, the "peak hour" may stretch into a "peak period" of several hours' duration.

Planning Analysis - A use of capacity analysis procedures to estimate the number of lanes required by a facility in order to provide for a specified level of service based on approximate and general planning data in the early stages of project development.

Platoon - A group of vehicles or pedestrians traveling together as a group, eight voluntarily or involuntarily due to signal control, geometrics, or other factors.

Rideshare - A travel mode other than driving alone, such as buses, rail transit, carpools, and vanpools.

Right-of-way - A strip of land occupied or intended to be occupied by certain transportation and public use facilities, such as roadways, railroads, and utility lines.

Rolling Terrain - Any combination of horizontal and vertical alignments causing heavy vehicles to reduce their speed substantially below that of passenger cars, but not causing heavy vehicles to operate at crawl speeds for any significant amount of time.

Scenic Highway Corridor - The area outside a highway right-of-way that is generally visible to persons travelling on the highway.

Scenic Highway/Scenic Route - A highway, road, drive, or street that, in addition to its transportation function, provides opportunities for the enjoyment of natural and man-made scenic resources and access or direct views to areas or scenes of exceptional beauty or historic or cultural interest. The aesthetic values of scenic routes often are protected and enhanced by regulations governing the development of property or the placement of outdoor advertising. Until the mid-1980s, general plans in California were required to include a Scenic Highways element.

Speed, Average - The sum of the speeds of the cars observed divided by the number of cars observed.

Streets, Local - (See " Streets, Minor.")

Streets, Major - The transportation network that includes a hierarchy of freeways, arterials, and collectors to service through traffic.

Streets, Minor - Local streets not shown on the Circulation Plan, Map, or Diagram, whose primary intended purpose is to provide access to fronting properties.

Streets, Through - Streets that extend continuously between other major streets in the community.

Traffic Model - A mathematical representation of traffic movement within an area or region based on observed relationships between the kind and intensity of development in specific areas. Many traffic models operate on the theory that trips are produced by persons living in residential areas and are attracted by various non-residential land uses. (See "Trip.")

Transit - The conveyance of persons or goods from one place to another by means of a local, public transportation system.

Transit-dependent - Refers to persons unable to operate automobiles or other motorized vehicles, or those who do not own motorized vehicles. Transit-dependent citizens must rely on transit, para-transit, or owners of

private vehicles for transportation. Transit-dependent citizens include the young, the handicapped, the elderly, the poor, and those with prior violations in motor vehicle laws.

Transit, Public - A system of regularly-scheduled buses and/or trains available to the public on a fee-per-ride basis. Also called "Mass Transit."

Transportation Demand Management (TDM) - A strategy for reducing demand on the road system by reducing the number of vehicles using the roadways and/or increasing the number of persons per vehicle. TDM attempts to reduce the number of persons who drive alone on the roadway during the commute period and to increase the number in carpools, vanpools, buses and trains, walking, and biking. TDM can be an element of TSM (see below).

Transportation Systems Management (TSM) - A comprehensive strategy developed to address the problems caused by additional development, increasing trips, and a shortfall in transportation capacity. Transportation Systems Management focuses on more efficiently utilizing existing highway and transit systems rather than expanding them. TSM measures are characterized by their low cost and quick implementation time frame, such as computerized traffic signals, metered freeway ramps, and one-way streets.

Trip - A one-way journey that proceeds from an origin to a destination via a single mode of transportation; the smallest unit of movement considered in transportation studies. Each trip has one "production end," (or origin--often from home, but not always), and one "attraction end," (destination). (See "Traffic Model.")

Trip Generation - The dynamics that account for people making trips in automobiles or by means of public transportation. Trip generation is the basis for estimating the level of use for a transportation system and the impact of additional development or transportation facilities on an existing, local transportation system. Trip generations of households are correlated with destinations that attract household members for specific purposes.

Truck Route - A path of circulation required for all vehicles exceeding set weight or axle limits, a truck route follows major arterials through commercial or industrial areas and avoids sensitive areas.

Two-lane Highway - A roadway having a two-lane cross section with one lane for each direction of flow, on which passing maneuvers must be made in the opposing lane.

Vehicle Miles Traveled (VMT) - A key measure of overall street and highway use. Reducing VMT is often a major objective in efforts to reduce vehicular congestion and achieve regional air quality goals.

Volume - The number of persons or vehicles passing a point on a lane, roadway, or other trafficway during some time interval, often taken to be one hour, expressed in vehicles.

Volume-to-Capacity Ratio - The ratio of demand flow rate to capacity for a traffic facility.