
4.0 LAND USE AND PLANNING

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INTRODUCTION

This chapter of the EIR analyzes the consistency of the Draft Sutter County General Plan (proposed General Plan) with existing regional land use plans and policies as well as land use compatibility with adjacent lands. CEQA Guidelines section 15125(d) states that the environmental setting of an EIR must discuss “any inconsistencies between the proposed project and applicable general plans and regional plans.” Potential inconsistencies between the proposed Sutter County General Plan, Sacramento Area Council of Governments (SACOG) Blueprint, City of Yuba City General Plan, Live Oak General Plan and the Sacramento International Airport Comprehensive Airport Land Use Plan (ALUP) are discussed in this chapter. Consistency with the General Plan land use designations of the surrounding counties of Yolo, Colusa, Butte, Yuba, Placer, and Sacramento are discussed as well as the General Plan land use designations of the City of Sacramento.

Potential land use inconsistencies with other regional plans including the Natomas Basin Habitat Conservation Plan (NBHCP), the not-yet-adopted Yuba-Sutter Habitat Conservation Plan and Natural Communities Conservation Plan (YSHCP/NCCP), and the Feather River Air Quality Management District (FRAQMD) Plan, are addressed in the applicable technical sections in this EIR including section 6.4 Air Quality, and section 6.5, Biological Resources as well as others. In addition, the reader is referred to the respective technical sections for a discussion of any potential physical/environmental effects and potential incompatibilities that may be considered in the determination of physical environmental impacts. For example, land uses that produce excessive noise, light, dust, odors, traffic, or hazardous emissions may be undesirable when they intrude on places where people sleep and recreate (residences and parks). Therefore, some industrial or agricultural uses (which can produce noise and odors) would not be considered compatible with residential uses, unless buffers, landscaping, or screening can be used to protect residents from health hazards or nuisances. These potential concerns or land use incompatibilities are addressed in the applicable technical sections.

An EIR may provide information regarding social and economic issues, but CEQA does not recognize these issues as direct physical impacts on the environment. More specifically, CEQA Guidelines section 15131 states “[E]conomic or social effects of a project shall not be treated as significant effects on the environment.” A direct physical change in the environment is a change caused by and immediately related to the project (CEQA Guidelines section 15064(d)(1)). This chapter does not identify environmental impacts due to plan inconsistencies which would not result in physical changes to the environment,

however, physical impacts on the environment that could result from implementation of General Plan or project alternatives are addressed in the appropriate technical sections.

This chapter summarizes the County's existing land use characteristics and overall land use pattern within the policy area and also provides a more detailed analysis by major land use type. This chapter also analyzes the compatibility of existing and proposed land uses set forth in the General Plan and evaluates their consistency with any applicable land use plans, policies, or regulations. The existing land use setting is described followed by the land use policies contained within the General Plan related to land use and housing.

Five comment letters associated with land use and planning were received in response to the March 22, 2010 Notice of Preparation (NOP) circulated for the Draft Sutter County General Plan (see Appendices A and B). The California Emergency Management Agency suggested that the General Plan Land Use Element should identify and annually review areas that are subject to flooding. The General Plan would comply with all state and federal requirements regarding flooding and related issues. Detailed information on procedures and timing would be included within the General Plan Implementation Plan. See section 6.10, Hydrology, Flooding, and Water Quality, for information pertaining to flooding within the policy area and the community of Sutter.

The County of Placer Community Development/Resources Agency commented that the Placer County Conservation Plan abuts Sutter County. Any new major urban/suburban land uses along the shared County line has the potential to introduce incompatible land uses. In particular, the East Nicolaus and Trowbridge communities should include appropriate agricultural and open space buffers. Comments from the City of Yuba City indicate that the General Plan should specify that the any development in the Industrial/Commercial Reserve areas (renamed Employment Corridor) located outside Yuba City's SOI should include restrictions placed on these properties prior to development. These issues are addressed in this chapter.

Caltrans included a request that Sutter County consider including "smart growth" goals and policies in the General Plan. The proposed General Plan Land Use Element goals and policies included later in this section address smart growth planning principles and land use strategies. New development activity under the proposed General Plan would involve locating new land uses within strategic areas adjacent to existing development, services, and infrastructure helping to use resources efficiently, create new employment and housing opportunities, and minimize adverse impacts to sensitive areas. The comment letter from Ms. Joan Wood expressed concern over potentially incorporating the Rural Planned Community Overlay (RPC) to the community of Sutter because of the resulting anticipated population growth, the additional public utilities associated with the growth and development, and the possibility for future flood risk in the Sutter area. As discussed in greater detail in this section, the General Plan includes goals and policies related to

development within a new Rural Planned Community. These policies would ensure that these areas would be subject to future comprehensive planning processes (such as a Specific Plan) and full environmental review before any development would occur. See also Section 5.0 Population, Employment, and Housing Analysis and Section 6.10, Hydrology, Flooding, and Water Quality, for further discussion pertaining to population and growth and flooding impacts within the policy area and the community of Sutter.

Information for this section was taken from the 2008 *Sutter County General Plan Update Technical Background Report (TBR)*, *Draft Environmental Impact Report for Sutter Pointe Specific Plan (2008)*, *City of Yuba City General Plan (2004)*, *City of Live Oak, 2030 Draft General Plan (2009)*, *Sacramento International Airport Comprehensive Land Use Plan (1994)*, *Sutter County Airport Comprehensive Land Use Plan (1994)*, *Yolo County Draft 2030 Countywide General Plan (2009)*, *Colusa County General Plan (1989)*, *Draft Butte County General Plan (2010)*, *Yuba County General Plan (1996)*, *Placer County General Plan (1994)*, *County of Sacramento General Plan (2010)* and *City of Sacramento General Plan (2009)*.

The TBR is available electronically on the County's website (<http://www.co.sutter.ca.us/pdf/cs/ps/gp/tbr/tbr.pdf>) and on CD at the back of this document.

ENVIRONMENTAL SETTING

Sutter County is located in the central portion of the Sacramento Valley, with its southern boundary located approximately 10 miles north of the City of Sacramento. Sutter County's jurisdictional boundaries are generally defined by Yolo and Colusa counties to the west, with the Sacramento River and Butte Sink forming the western boundary; Butte County to the north; Yuba and Placer counties to the east with the Feather and Bear rivers forming a portion of the eastern boundary; and Sacramento County to the south, with the southern boundary south of Riego Road. The County is comprised of 607 square miles of land or approximately 378,875 acres. The County is home to two incorporated cities; Yuba City and Live Oak which together encompass approximately 10,600 acres. The City of Yuba City is the major urban center within the county and is located along the Feather River in the east-central portion of the County where Highway 99 and State Route 20 intersect. The City of Live Oak is located in the northeast corner of the County north of Yuba City. Highway 99 is the major north-south transportation corridor through both cities (see Figure 3-2 in Chapter 3, Project Description).

Overall, Sutter County's land use pattern is rural in nature with a landscape dominated by extensive agricultural areas, significant natural and recreational resources, and relatively low population density. Exceptions are land uses within the two incorporated cities of Yuba City and Live Oak that contain the bulk of the urban-type land uses within the county, such as residences, commercial and industrial uses, parks, and public facilities.

The unincorporated area of the county includes several rural communities including: Meridian, in the northern portion of the county adjacent to the western county boundary; Sutter, located in the north-central portion of the County abutting the Sutter Buttes; Robbins, located in the southwest between the Sacramento River and the Sutter Bypass along Highway 113; and the communities of Rio Oso, Trowbridge, Nicolaus, and East Nicolaus, all clustered near the convergence of the Bear and Feather rivers in the southeast portion of the county. Pleasant Grove, another small community within the county that does not have an adopted community boundary, is located in the southeast portion of the county. Figure 3-2 within Chapter 3, Project Description shows the locations of the incorporated cities and rural communities within the county.

The following discussion describes the general distribution of existing land uses¹ within the General Plan policy area, which includes the area within Sutter County's boundaries.

Existing Land Uses

Existing land uses in the county have been grouped into the following seven general categories:

- *Agricultural* – includes lands used for agricultural purposes, including agricultural preserve areas, ranchettes, and agricultural residential.
- *Residential* – includes single-family homes, multi-family homes, mobile homes, and vacant residential lands.
- *Public and Vacant* – includes cemeteries, churches, schools, government lands and facilities, day cares, hospitals, parks, and miscellaneous vacant lands.
- *Commercial and Office* – includes all commercial uses, general office uses, and vacant commercial lands.
- *Industrial* – includes low, general, and heavy industrial uses, and vacant industrial lands.
- *Open Space* – includes all of the County's designated open space lands, which may be used for agricultural, recreational, limited residential, and mining. These areas may also contain significant natural vegetation or wildlife areas.
- *Transportation and Utilities*-- includes highways, airports, railroads, and natural gas and mining facilities.

Approximately 87 percent of Sutter County is designated for agricultural uses, as shown in Table 4-1 and Figure 4-1. In addition to lands currently used strictly for agricultural purposes, approximately 12 percent of the county (nearly 45,000 acres) is currently used as open space areas, primarily in areas susceptible to flooding, such as along rivers and within the

1 A detailed discussion of agricultural land and issues is provided in section 6.3, Agricultural Resources.

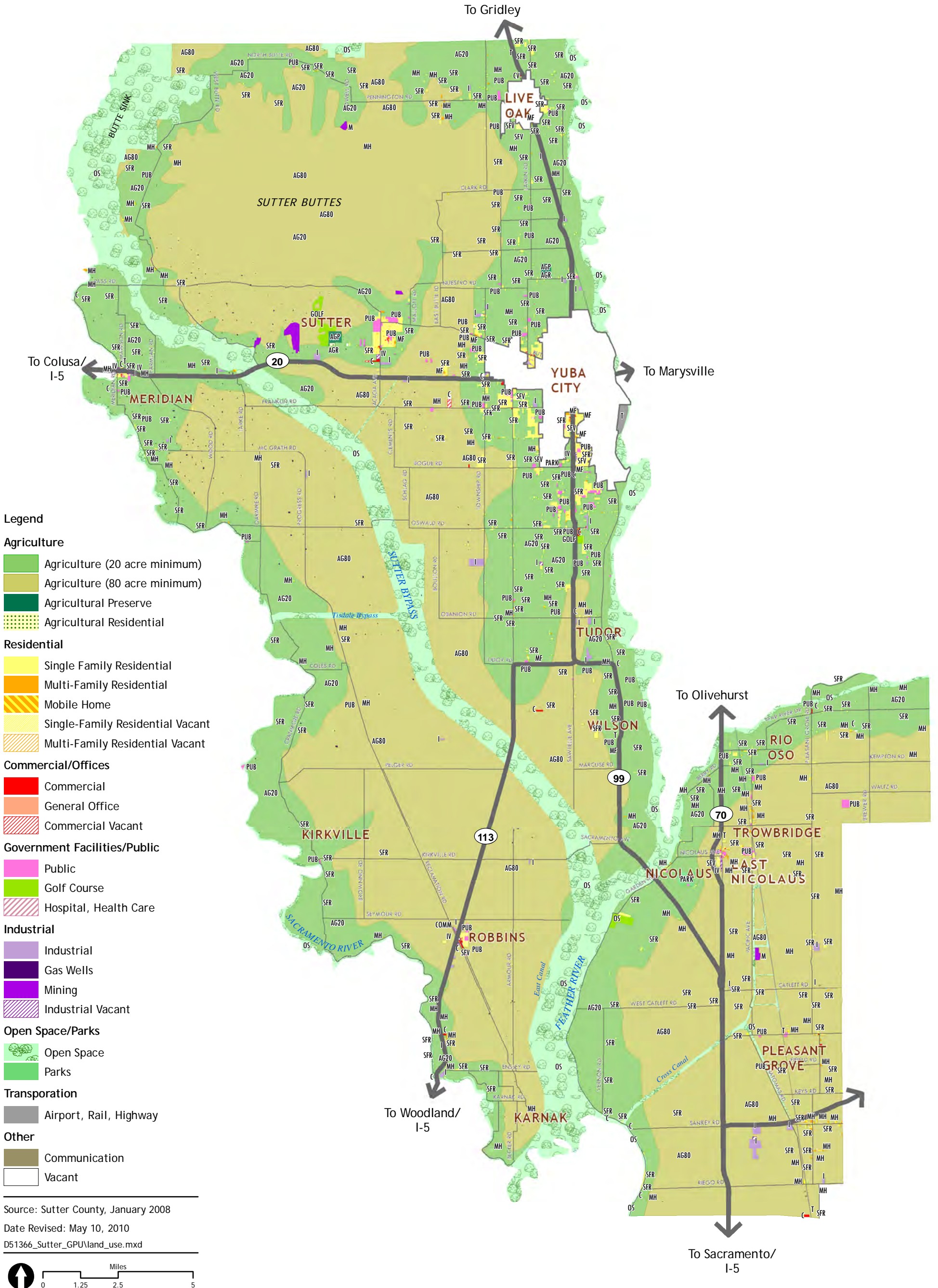


TABLE 4-1		
EXISTING LAND USES		
Land Use	Acres	Percentage of Total County Land
Agricultural	328,208	86.6%
Residential	1,971	1%
Public and Airport	472	0.1%
Commercial	424	0.1%
Industrial	749	0.2%
Open Space, Parks and Golf Course	44,919	11.9%
Transportation and Utilities	1,809	0.5%
Vacant	323	0.1%
Total	378,875	100%
Source: Sutter County, 2010.		

Sutter Bypass and Tisdale Bypass. These areas may also act as lands used for agricultural purposes, which would make agriculture and open space the predominant land uses within the county with over 98 percent of the county dedicated to these uses. The balance of the county's lands are used for a variety of purposes, including one percent for residential uses, and less than one percent for public, commercial, industrial, transportation and utilities uses.

The following describes the general distribution of existing land uses within Sutter County's boundaries, by area:

Unincorporated County

Land use throughout the unincorporated areas of the county is dominated by agriculture. The majority of the agricultural land, (not including the open space lands that may be used for agricultural purposes), is located in the unincorporated areas of the county outside of the boundaries of the unincorporated rural communities of Meridian, Sutter, Robbins, Nicolaus, East Nicolaus, Trowbridge, and Rio Oso.

The second-most prominent land use within the unincorporated county is open space. A key open space area within the community is Sutter Buttes, a privately owned area that includes 40,000 acres of open space which is often referred to as the world's smallest mountain range and is a symbolic focal point of the county. Other open space areas include the Sutter Bypass; a major flood control canal, running through the center of the county from north to south, and Butte Sink; a wetland area subject to annual flooding from the Sacramento River.

Although residential uses are concentrated in the two incorporated cities and rural communities of the county, approximately 8,800 acres of residential uses are scattered throughout the remainder of the county. Most of these residential uses are located in

unincorporated areas surrounding the cities, including the spheres of influence, and outside of the boundaries of the rural communities. Other clusters of residential land use occur along major transportation corridors, such as Highway 99 and State Route 20, as well as along each of the rivers and surrounding the Sutter Buttes.

Other smaller concentrations of industrial and public areas are also scattered throughout the unincorporated county, most often near the concentrations of residential uses mentioned earlier and outside of the rural communities' boundaries. Small clusters of commercial uses exist outside of the cities and rural communities, but in large part, occur either within or immediately surrounding these areas. Other notable land uses located in the unincorporated portion of the county include: two active mines in the vicinity of the Sutter Buttes; another mine in the southeast portion of the county south of the community of Trowbridge; natural gas wells in areas southwest of the Sutter Buttes and southeast of the community of Meridian; and two golf courses, one west of the rural community of Sutter and one near the Feather River southwest of the community of Nicolaus.

Rural Communities

Table 4-2 shows the acreages of existing land use within each of the rural communities. Each of the rural communities, except for Sutter, contains a majority of residential uses. Unlike the other rural communities within the County, Sutter contains a majority of agricultural uses. Sutter's existing land uses include 58 percent agricultural, 30 percent residential, 7 percent public and vacant, 2 percent industrial, and 2 percent commercial. Generally, each community, with the exception of Robbins and Sutter, is occupied by at least 40 percent residential uses or more. In most of the communities, the top land uses are residential, agricultural, and public uses. Communities such as Meridian and Robbins also have large industrial areas.

Although most of the rural communities within the county have similar distributions and percentages of residential, agricultural, and public and vacant land uses, three communities differ substantially from the general trend. The communities of Nicolaus and Rio Oso are both dominated by residential and agricultural land uses, but other land uses within these communities are very minor. The community of Robbins contains a larger presence of industrial and commercial land uses than the other rural communities. While the residential and agricultural land uses are still the largest land uses within the community, the percentages of those land uses are smaller than they are in the other communities.

Ranchettes

Ranchettes, an existing land use found primarily south and west of the city of Yuba City outside of Yuba City's SOI, are residences built on large lots generally in rural or agricultural areas. These large lot residences provide an attractive option to those seeking housing in a

TABLE 4-2		
RURAL COMMUNITIES EXISTING LAND USES		
Community and Land Use	Acres	Percentage
East Nicolaus		
Agricultural	25	15
Residential	87	53
Public and Vacant	21	13
Commercial	3	2
Industrial	14	9
Open Space	0	0
Transportation and Utilities	13	8
Total	163	100%
Meridian		
Agricultural	22	18
Residential	54	44
Public and Vacant	18	15
Commercial	3	2
Industrial	20	16
Open Space	>1	>1
Transportation and Utilities	5	4
Total	122	100%
Nicolaus		
Agricultural	13	28
Residential	29	62
Public and Vacant	3	6
Commercial	>1	2
Industrial	0	0
Open Space	>1	2
Transportation and Utilities	0	0
Total	47	100%
Rio Oso		
Agricultural	85	33
Residential	171	66
Public and Vacant	>1	0
Commercial	0	0
Industrial	0	0
Open Space	0	0
Transportation and Utilities	3	1
Total	260	100%
Robbins		
Agricultural	57	30
Residential	66	35
Public and Vacant	12	6
Commercial	21	11
Industrial	27	14
Open Space	0	0
Transportation and Utilities	5	3
Total	188	100%
Sutter		
Agricultural	995	58
Residential	523	30
Public and Vacant	113	7
Commercial	33	2

TABLE 4-2		
RURAL COMMUNITIES EXISTING LAND USES		
Community and Land Use	Acres	Percentage
Industrial	40	2
Open Space	0	0
Transportation and Utilities	11	1
Total	1,715	100%
Trowbridge		
Agricultural	90	28
Residential	150	47
Public and Vacant	60	19
Commercial	0	0
Industrial	2	1
Open Space	0	0
Transportation and Utilities	18	6
Total	320	100%
Source: Sutter County, 2008.		

rural setting. As the price of urban and suburban housing increases, ranchettes and large rural lots have become more competitive as a housing alternative. Some agricultural activities may take place on ranchette properties.

Cities

As the urban centers of the county, the cities of Yuba City and Live Oak contain the bulk of the urban-type land uses within the county, such as residences, commercial uses, industrial uses, parks, and public facilities. Yuba City's jurisdictional boundaries include approximately 14 square miles (8,965 acres) of land; the city of Live Oak is approximately two square miles (1,165 acres). Although the increased intensities of land uses found within the cities do not allow very large tracts of agricultural lands and open space, some of these areas do exist within the jurisdictional boundaries of Yuba City and Live Oak.

Specifically, the city of Yuba City contains approximately 598 acres of agricultural uses and 383 acres of open space; however, the agricultural parcels are not the large-tract agricultural parcels (80-acre minimum) found throughout much of the county, and the open space is located primarily along the Sacramento River within the floodplain area. Residential uses are the largest land use within Yuba City, making up nearly 56 percent, of the City's incorporated area, followed by nearly 1,100 acres of commercial and office uses, approximately 900 acres of public uses, and 800 acres of industrial uses.

The city of Live Oak contains approximately 98 acres of smaller agricultural parcels and no open space areas. The predominant land use in Live Oak is residential, making up approximately 70 percent of the City's existing land uses, followed by public uses, agricultural, transportation and utilities, commercial, and industrial uses.

Surrounding Land Uses

Sutter County's land use character is reflective of its rural traditions with a landscape dominated by agricultural and open space uses. Agriculture is a major industry in Sutter County and also within the surrounding counties of Colusa, Yolo, Butte, Yuba, and Placer, and to a lesser extent, Sacramento County. Reflective of this, land uses located to the west, east, and north are generally rural in nature and are similar to the land uses and low-density development pattern that exists within Sutter County.

Located along the western border of Sutter County are the counties of Colusa and Yolo. Both Colusa and Yolo counties are primarily rural, with a substantial portion of land devoted to agricultural and open space uses. These counties share some of the same open space resources and natural features that define Sutter County including the Sacramento River. Agriculture is also the primarily land use within Butte County located to the north with Butte and Sutter counties sharing Feather River, a source of water and a recreational amenity for the region.

Yuba and Placer counties are located to the east with the Feather and Bear rivers forming a portion of the eastern boundary. Similar to Sutter County, agriculture and open space are the predominant land use within the western portion of these counties. The exception to this is residential and commercial uses associated with the communities of Marysville, Linda and Olivehurst located within Yuba County directly to the east of Yuba City. In addition, Placer County recently approved a large development project, Placer Vineyards, adjacent to the southeast portion of the County. To the south are the Sacramento International Airport and the approved Metro Air Park (an industrial and business park) within Sacramento County.

Existing Plans

Sacramento Area Council of Governments

SACOG Blueprint

In March 2003, SACOG began a series of 37 local community workshops to help determine how the Sacramento region should grow through the year 2050. The motivation was to determine if there are alternatives to current transportation priorities and land use patterns that would make improvements to the region's travel patterns and air quality, while being consistent with local values. After three years, the SACOG Board of Directors, a 28-member board of cities and counties comprised of El Dorado, Placer, Sacramento, Sutter, Yolo, and Yuba counties as well as 22 cities adopted the Blueprint as a voluntary framework for guiding future growth in the region.

The SACOG Blueprint does not approve or prohibit growth in the region, but suggests general land uses and locations for growth; it is not a policy document. The SACOG Preferred Blueprint Scenario (or Blueprint), is a transportation and land use analysis suggesting how cities and counties should grow based on the following seven smart growth principles: 1) provide a variety of transportation choices; 2) offer housing choices and opportunities; 3) take advantage of compact development; 4) use existing assets; 5) mixed land uses; 6) preserve open space, farmland, and natural beauty through natural resources conservation; and 7) encourage distinctive, attractive communities with quality design.

The Blueprint is not intended to be applied or implemented in a literal, parcel-level manner, but rather the Blueprint is intended to provide guidance as to how each jurisdiction can make land use decisions based on smart growth principles and how these decisions would impact the greater Sacramento region.

Special Districts

There are multiple special districts that provide services within the county or partially within the county, depending on the type of district and the activity. These include Fire, School, Water, Cemetery, Drainage, Community Service Districts and the Mosquito Vector Control District.

There are six different fire districts in Sutter County. Four of them are governed by the County Board of Supervisors and are known as County Service Areas (CSA's) and two are independent districts that have their own governing boards (the Meridian Fire Department and Robbins Fire Department). Sutter County's public school system is comprised of 12 individual school districts. Water service for the community of Sutter is provided by the Sutter Community Service District (CSD). Irrigation water for use within Sutter County is maintained and operated by several irrigation water companies and districts including the Sutter Extension Water District; Sutter Mutual Water Company, Butte Water District, Biggs-West Gridley Water District, Feather Water District, Oswald Water District, Pelger Water District, Tisdale Water District, and Swinford Tract Irrigation District.

Six cemetery Districts are located within Sutter County. Other Special Districts include the Sutter-Yuba Mosquito Vector Control District and CSDs such as the Rio Ramaza CSD, and Tierra Buena CSD.

City of Yuba City General Plan

The City of Yuba City General Plan was comprehensively updated in 2004. According to the General Plan Land Use Diagram, last updated in April 2006, the City's General Plan land use designations are primarily for low density residential uses, although areas of medium and medium/high density residential do occur within the City's planning area. In particular,

the higher-density residential uses are found in the older portions of the City closest to the Feather River, along major transportation corridors such as Highway 99 and State Route 20, as well as near commercial centers. Commercial, public, and light industrial land use designations in the City tend to be distributed in a similar fashion: older portions of the City and along Highway 99 and State Route 20.

The Lincoln East Specific Plan (LESP) site is within Yuba City's Sphere of Influence (SOI) area and is designated for low density, medium and medium/high residential, parks/ recreation and open space, public/semi-public facility space, and commercial land uses. The LESP, approved by the City of Yuba City on June 15, 2010, includes the annexation and development of approximately 1,160 acres of unincorporated Sutter County land located adjacent to the city's southwest boundary. The annexation of this area by the City of Yuba City will require subsequent approval by the Sutter County Local Agency Formation Commission (LAFCO).

The LESP proposes a slight refinement to the mix of land uses than identified within Yuba City General Plan. These minor adjustments to land use required an amendment to the Yuba City General Plan that was approved in conjunction with the Specific Plan. Subsequent to City Council adoption of the Plan, an application for annexation will be submitted to the Sutter County LAFCO for approval.

Outside the LESP area, the Yuba City SOI areas are located north, west and southeast of Yuba City's municipal boundaries. These areas are primarily designated for residential, commercial and parks, recreation and open space uses under the Yuba City General Plan. The Draft Sutter County General Plan designates the SOI areas for the same mixture of land uses that is consistent with the City's General Plan. A possible future expansion of Yuba City's SOI is identified in the General Plan and is discussed in greater detail under the heading Proposed Land Use Changes. Any future changes or growth to the SOI would occur subject to a comprehensive and coordinated City-County planning effort likely followed by annexation to and provision of urban services from the City.

City of Live Oak General Plan

The City of Live Oak recently adopted their 2030 General Plan Update in late 2009. The new 2030 General Plan accounts for major growth and changes in land use that have occurred in the City since the last update of the General Plan that occurred in the mid-1990s. The Live Oak 2030 General Plan includes some changes to land use designations within the existing developed city, as well as within planned new growth areas. The 2030 General Plan adds some commercial, civic, historical, and mixed use land use designations to the city's central area, within the current city limits. For example the General Plan includes a new land use designation called "Downtown Mixed Use" to be applied to a focused area in the city core.

The Live Oak 2030 General Plan addresses development and conservation within the city limits and within the City's SOI. No changes to the Live Oak SOI boundaries were proposed as part of the General Plan. The 2030 General Plan proposes agricultural, open space, and single family residential land use designations, with some areas designated for higher density residential, along with supporting uses, such as schools, parks, and commercial spread throughout the SOI. The proposed land uses within the Draft Sutter County General Plan for the Live Oak SOI are generally consistent with the existing on the ground uses and/or the proposed uses within the City of Live Oak 2030 General Plan.

Sutter Pointe Specific Plan

In November 2004, Measure M, an advisory measure regarding a proposed strategic plan for the south Sutter County area, was put before county voters and approved. Measure M stated that project site development would be located in the area of Sutter County designated Industrial-Commercial Reserve and subject to the advisory development caps established by Measure M. In compliance with Measure M, the Sutter Pointe Specific Plan was prepared and was approved by the Board of Supervisors on June 30, 2009. The Plan encompasses approximately 7,528 acres of land in south Sutter County. The site is generally bound by Natomas Road on the east and Powerline Road on the west. The northern boundary is approximately 4 miles north of the City of Sacramento, north of Sankey Road. State Route 99/70 divides the southern portion of the site and serves as the western boundary of the northern portion of the project site.

The project envisions establishment of an eventual city in south Sutter County. The project proposes a diverse mix of land uses, organized as a system of five villages and five activity centers, with complementary land use designations allowable within each area. Uses include employment centers, a variety of housing types, retail shopping villages, recreation amenities, schools, community services, supporting on-and off site infrastructure, roadway improvements, open space and various public uses. The General Plan does not change the Sutter Pointe Specific Plan land use designations. Detailed land use designations, densities and intensities, and associated development requirements for Sutter Pointe are defined within the adopted Sutter Pointe Specific Plan.

Lincoln East Specific Plan

Most of the county is of a rural, agricultural nature, so large-scale development projects are rarely developed outside of the Yuba City and Live Oak city limits. However, such projects are anticipated to occur within the cities' spheres of influence in the future. Until these areas are annexed into the cities, they remain under the jurisdiction of the County. As discussed earlier, the LESP was recently approved by the City of Yuba City. The Plan will ultimately include the annexation and development of approximately 1,160 acres of unincorporated county land located adjacent to the City's southwest boundary. The Specific Plan area is

bound by Franklin Road to the north; George Washington Boulevard to the west; Bogue Road to the south; and Sanborn Road, Cherry Street, and Harding Road to the east. The area contains a mix of uses including agricultural, residential, quasi-public, and undeveloped land. The LESP includes primarily single family residential uses and some medium to high density residential uses, along with parks, schools, public facilities, and neighborhood-serving commercial uses.

The existing Sutter County General Plan designates most of the LESP project area as agriculture, with selected portions designated for residential. Upon annexation into the City, Sutter County will no longer have jurisdiction over this land. Subsequent to City Council adoption of the Plan, an application for annexation will need to be submitted to the Sutter County LAFCO for approval.

Proposed Land Use Changes

The proposed General Plan supports a broad continuation of the current land use pattern, while affording new opportunities for growth and change. New growth is managed and directed to the cities within the County, as well as other clearly defined and comprehensively planned growth areas, to ensure that development occurs in a logical fashion, compliments adjacent uses, and maximizes the preservation of agricultural land, open space and other resources.

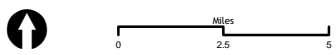
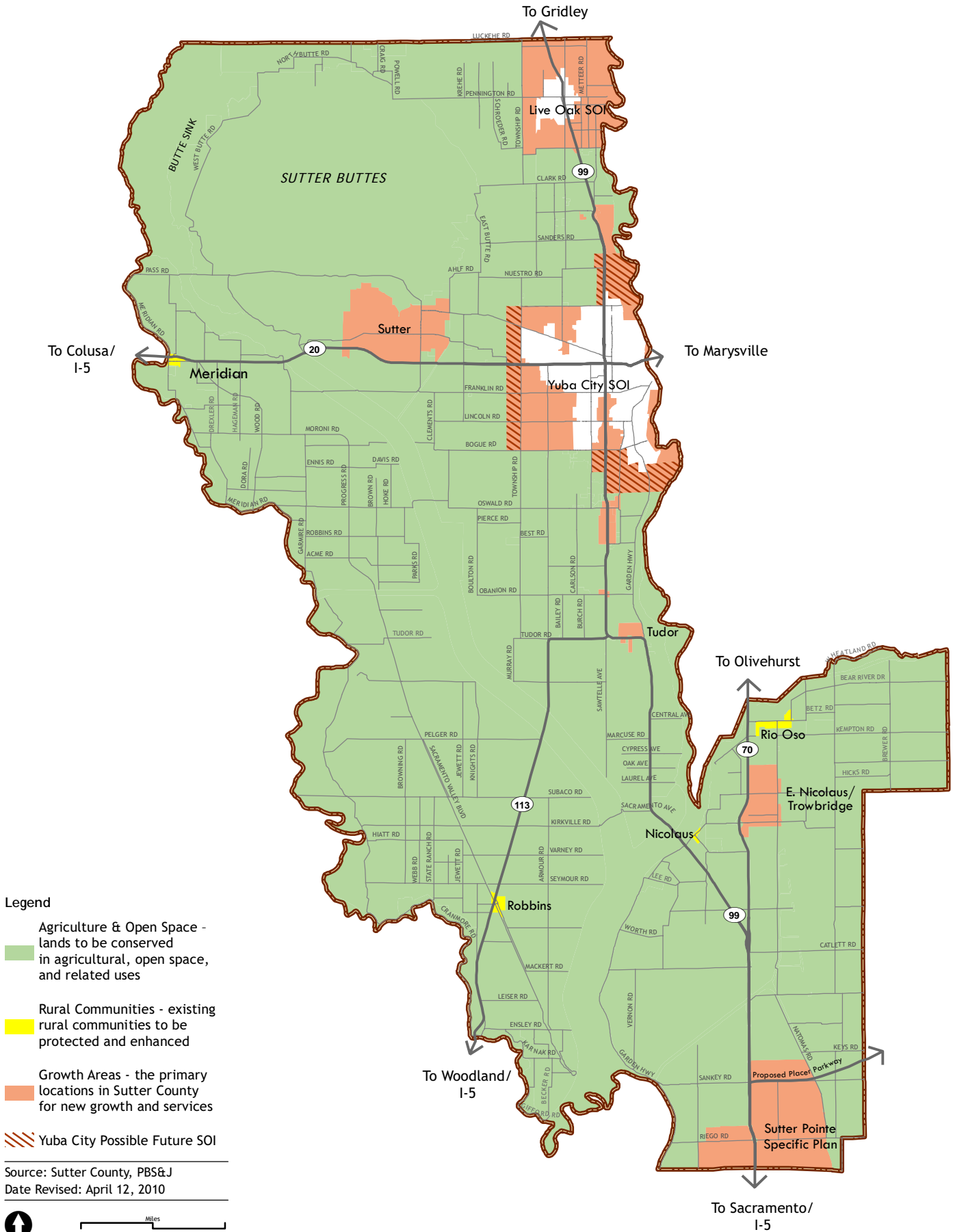
The proposed General Plan identifies five new Growth Areas which include those portions of the county that are in close proximity to, and may connect with, existing public infrastructure and services, can financially support the cost of independently providing such public services, or can rely on individual services with the intensity of uses correspondingly limited. The five specific locations identified for new growth are presented in Figure 4-2.

The vast majority of the land uses in the county will be preserved. Approximately 92 percent of the county is predicted to remain stable and is not expected to change in character within the timeframe of the General Plan. The areas of change are relatively few and small in size. In total, approximately 32,681 acres or slightly over 8 percent of unincorporated lands have been identified as potential growth areas, including the 7,528-acre Sutter Pointe Specific Plan area that has previously been analyzed as part of a separate EIR.

The specific growth areas are generally described below. Acreages for each are summarized on Table 3-3 within Chapter 3, Project Description.

Spheres of Influence

The spheres of influence for the County's incorporated cities; Yuba City and Live Oak, along with the possible future expansion of Yuba City's SOI are identified as potential areas of growth. As the urban centers of the County, the cities of Yuba City and Live Oak contain



the bulk of the urban-type land uses within the county, such as residences, commercial and industrial uses, parks, and public facilities. Both communities are adequately served by water and wastewater services, as well as public services such as police and fire protection. Therefore, new growth can be efficiently accommodated in and around these cities.

Yuba City Sphere of Influence

Within the City's existing SOI, the proposed General Plan proposes a mixture of agricultural, low and medium density residential, commercial, and industrial uses. These land uses are located near existing development and services and are consistent with the uses identified within the Yuba City General Plan for the SOI area.

Outside of the City's existing SOI, the proposed General Plan proposes three growth areas. North of Yuba City SOI, the future growth area includes primarily agricultural and open space with commercial and industrial land uses located along Highway 99. These new uses would complement existing nearby industrial and commercial uses and are regionally accessible from Highway 99.

South of Yuba City's SOI, the proposed General Plan proposes estate residential, low density residential, commercial, and some industrial, and agriculture uses near Highway 99. These low density uses would provide a transition from the single family development within the city limits to the north to the proposed commercial and industrial uses to the south.

Another growth area is located west of the Yuba City SOI. Land uses for this area are primarily designated for agriculture, with some limited estate, and low density residential uses. These uses are consistent with the nearby agriculture and limited residential development to the east.

City of Live Oak Sphere of Influence

No changes to the Live Oak SOI boundaries were proposed as part of the proposed General Plan. The General Plan proposes agricultural, open space, and single family residential land use designations, with some areas designated for higher density residential, commercial and industrial uses along with supporting uses, such as schools and parks, spread throughout the SOI. The proposed land uses within the Draft Sutter County General Plan for the Live Oak SOI are generally consistent with the existing on the ground uses and/or the proposed uses within the City of Live Oak General Plan and the SOI area.

It is intended that future growth in both the Yuba City and Live Oak SOI areas would occur subject to a comprehensive and coordinated City-County planning effort followed by annexation to and provision of urban services from the cities. It is also intended that Sutter County would enter into a memorandum of understanding with Yuba City prior to supporting the City's possible future expanded SOI. This memorandum of understanding

would address the timing of annexation, planning of land uses and infrastructure and mitigation of fiscal and environmental impacts.

Rural Planned Communities

Two potential new Rural Planned Communities, one in the community of Sutter and the other overlapping the communities of East Nicolaus and Trowbridge are proposed as part of the General Plan. To ensure appropriate and coordinated new growth and development for these areas, the General Plan designates these areas as Rural Planned Community Overlay. The proposed General Plan also includes specific policies for new rural communities to ensure that these areas would be subject to future comprehensive planning processes and environmental review. More detail on these communities is provided below.

Sutter

Located along State Route 20, Sutter's existing land uses include a mix of agricultural, residential, industrial and commercial development. The community of Sutter is currently served by a community potable water system. Due to its location, existing development, and presence of infrastructure, new development can be more efficiently accommodated than other rural areas of the County. Implementation of the proposed General Plan would include development of low density residential, commercial, industrial, and public uses within this area.

East Nicolaus/Trowbridge

The East Nicolaus and Trowbridge areas are located adjacent to Highway 70 in the southeast portion of the county. Both communities are occupied by a mixture of residential, agricultural, public and some industrial land. Implementation of the proposed General Plan would primarily result in the development of new complementary uses that would include residential, commercial, industrial, industrial/commercial reserve, and public uses.

Employment Corridor

Employment Corridor areas are located along the Highway 99 corridor, north and south of Yuba City. Existing land uses within the Employment Corridor growth area north of Yuba City include agricultural areas, industrial and limited residential units. Existing land uses within the Employment Corridor growth area south of Yuba City include residential, commercial, and industrial uses. Implementation of the General Plan would primarily result in the development of reserve areas for industrial and commercial uses along the Highway 99 corridor, north and south of the City of Yuba City. Reserving these uses would ensure the provision of new employment centers and services that are regionally accessible, and are close to the supporting services and infrastructure within Yuba City.

While the potential exists that public services and infrastructure may be extended to these uses, the type and intensity of development may be limited by the County based upon the availability of such services.

Tudor Industrial/Commercial

Located adjacent to Highway 99 within Tudor, the primary existing land use in this area is agricultural. Implementation of the proposed General Plan would primarily result in the development of new industrial and commercial uses that would be complementary to existing development and would be regionally accessible. The type and intensity of development allowed in this area may be limited by the County based upon the availability of public infrastructure and services and flood zone compliance.

Sutter Pointe Specific Plan

As discussed earlier, the Sutter Pointe Specific Plan, approved in June 2009, is located in the southern unincorporated portion of the County. Sutter Pointe is planned in accordance with the provisions of advisory Measure M (voter approved November 2004) as a mixed-use urban community and has been structured to fully fund required urban services and facilitate future incorporation as a freestanding new city. To reflect this new planned development, the proposed General Plan identifies this Specific Plan area as the Sutter Pointe Specific Plan land use designation. Detailed and specific land uses destinations, densities and requirements are contained within the Specific Plan.

The proposed General Plan includes a total of 14 different land use designations as well as areas identified as Special Designations. These designations are described more fully in Chapter 3, Project Description.

REGULATORY CONTEXT

Federal

There are no specific federal regulations pertaining to land use consistency or compatibility that would be applicable to the General Plan.

State

Government Code Section 65300 et seq.

Government Code Section 65300 et seq. establishes the obligation of cities and counties to adopt and implement general plans. The general plan is a comprehensive, long-term, and general document that describes plans for the physical development of a city or county

and of any land outside its boundaries that, in the city's or county's judgment, bears relation to its planning.

The general plan addresses a broad range of topics, including, at a minimum, land use, circulation, housing, conservation, open space, noise, and safety. In addressing these topics, the general plan identifies the goals, objectives, policies, principles, standards, and plan proposals that support the city's or county's vision for the area. Government Code section 65302(a) requires that the "land use element" designate "the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land." In addition, the land use element "shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan."

Senate Bill 375

Signed into law in September 2008, SB 375 (Chapter 728, Statutes of 2008) is intended to supplement AB 32 by providing incentives for local land use choices that reduce the reliance on the automobile and reduce green house gases. SB 375 aligns regional transportation planning efforts, regional greenhouse gas (GHG) reduction targets, and land use and housing allocations. SB 375 requires metropolitan planning organizations (MPOs) to adopt a sustainable communities strategy (SCS) or alternative planning strategy (APS) that will prescribe land use allocation in that MPOs regional transportation plan. The California Air Resources Board (CARB), in consultation with MPOs, will provide each affected region with reduction targets for GHGs emitted by passenger cars and light trucks in the region for the years 2020 and 2035. City or county land use policies (including general plans) are not required to be consistent with the regional transportation plan (and associated SCS or APS). Regional transportation decisions and funding, however, will be influenced by climate change considerations, thus giving local governments incentives to conform their general plans to policies contained in the governing regional transportation plans (RTP) and within its SCS or APS.

Local

Sacramento International Airport (SMF) Master Plan

The Sacramento International Airport is located in the northwest corner of Sacramento County, less than a half mile from the Sutter County line. The SMF Master Plan was adopted by the Sacramento County Board of Supervisors on August 7, 2007. The SMF Master Plan establishes a program for modifications of existing facilities and development of new facilities at SMF through the year 2020. The Master Plan addresses all aspects of the airport

including the airfield, terminals and related passenger services, cargo, general aviation, airport support, and airport access.

Implementation of the Master Plan would occur in three phases. Major improvements that would occur during Phase I (2007-2013) include construction of a new Terminal B and concourse, development of new airport, airfield and equipment maintenance facility buildings, roadway improvements, and other facilities, including a new employee parking lot south of I-5. In addition, Phase I improvements would also include the acquisition of land for approach protection and land use buffers. Major improvements that would occur during Phase II (2014-2020) include a 2,400-foot extension of Runway 16L/34R (east runway), taxiway modifications, and the expansion of terminal facilities. Improvements that would occur during Phase III (2020 and beyond) include a new 8,600-foot runway parallel to the existing Runway 16R/34L, a new mass transit link, and new commercial development north of I-5 and east of Airport Boulevard, and north of Elverta Road.

Sacramento International Airport Comprehensive Airport Land Use Plan

The 2002 California Airport Land Use Planning Handbook (California Department of Transportation 2002) is the guiding document for establishing, preparing, and modifying local airport land use compatibility plans (ALUCPs) (formerly known as comprehensive airport land use plans [CLUPs]) and their policies and procedures. ALUCP policies are intended to increase the awareness of residents, in residential communities of their possible exposure to aircraft operations; to limit the potential for conflict between the airport and adjacent communities; and to protect future airport development and aircraft operations. SACOG serves as the Airport Land Use Commission (ALUC) for Sacramento, Sutter, Yolo, and Yuba counties. It is responsible for developing and maintaining ALUCPs to protect public health and safety and ensure compatible land uses in the areas around each airport.

The Sacramento International Airport's ALUCP was adopted by the Sacramento County Board of Supervisors in October 1984 and amended in January 1994. The ALUCP establishes planning boundaries for the airport and defines compatible types and patterns of future land use. The purpose of the ALUCP is to provide the Sacramento International Airport land area with compatibility guidelines for height, noise, and safety. The current Sacramento International Airport ALUCP is more than 11 years old; in the time since publication, the level of growth in the region and expansion of operations at the airport has indicated the need for an update to the plan.

The Sacramento International Airport's ALUCP describes safety compatibility standards for public use airports, which include the Clear Zone, which is near the runway and is the most restrictive; the Approach-Departure Zone, which is located under the takeoff and landing slopes and is less restrictive; and the Overflight Zone, which is the area overflowed by aircraft

during the normal traffic pattern and is the least restrictive. New land uses proposed in any of these zones must comply with the standards identified by the ALUCP.

In addition, the ALUCP prohibits new residential development and school uses in those areas subject to noise levels of 65 decibels (dB) community noise equivalent level (CNEL) or above. Development in areas between the 60- and 65-dB CNEL are subject to an aircraft noise evaluation and implementation of recommended noise reduction measures. A portion of Sutter County falls within Sacramento International Airport's Overflight Zone and Noise Contours. Portions of the policy area fall within the designated flight paths. These areas are either designated as Agriculture or located within the Sutter Pointe Specific Plan.

Sutter County Airport Comprehensive Land Use Plan

The Sutter County Airport is located just east of the Garden Highway and west of the Feather River. The airport is located within Sutter County, but is surrounded to the north, south, and west by Yuba City and to the east by Yuba County. The airport is located on approximately 170 acres of land, and is operated by the Sutter County Public Works Department and currently includes one runway, Runway 17/35, which is 3,040 feet long and 75 feet wide. The airport is currently used primarily for agricultural aerial-spraying purposes and private use. Other uses include flight instruction, aircraft rentals, and aircraft sales. No commuter airlines use the Sutter County airport. The Sutter County Airport Comprehensive Land Use Plan was adopted in 1994.

The Airport's LUCP establishes planning boundaries for the airport and defines compatible types and patterns of future land use. The LUCP determines that residences and schools are incompatible within the CNEL of 65 and above. As development is proposed in the area between the 60 and 65 dB CNEL noise contours, affected cities and counties should evaluate the impact of aircraft noise on proposed development and consider requiring noise reduction measures, aviation noise easements and buyer-renter notification.

Sacramento Area Council of Governments (SACOG) is responsible for reviewing all new development projects located within over flight zones affecting Sutter County to ensure consistency with the ALUCP. A small portion of Sutter County located north and south of the airport may be impacted by aircraft noise, but these areas are primarily designated as open space. Other nearby sensitive uses such as residential development, are within the jurisdiction of Yuba City.

Sutter County 2015 General Plan

The Sutter County 2015 General Plan adopted in 1996 and most recently amended on September 15, 2009, includes goals, objectives, and policies for the unincorporated areas of

the county. The broad purpose of the County General Plan is to express policies that will guide decisions on future growth, development, and conservation of resources.

Upon approval of the proposed General Plan, all policies and implementation measures in the 2015 General Plan would be superseded. Therefore, they are not included in this analysis. However, an overview of the County's current General Plan is provided below.

The Sutter County 2015 General Plan consists of two main documents: The General Plan Background Report and the General Plan Policy Document. The Background Report documents existing and projected conditions within Sutter County and provides the necessary supporting documentation for the General Plan Policy Document. The General Plan Policy Document includes findings that have been brought forward as appropriate from the Background Report, goals, policies and implementation programs, as well as the plan's land use and circulation diagrams. The Policy Document sets forth Sutter County's formal policies for land use, development and the preservation of natural resources. Together, the Policy Document and corresponding sections of the Background Report constitute most of the County's general plan elements. The exception is the Housing Element. Since state law specifies the time intervals and dates by which housing elements must be updated, the County's Housing Element has been bound as a separate document.

The Policy Document is divided into nine sections or elements depicted in Table 4-3. As shown, the General Plan has not been comprehensively revised in recent years, although there was an update to the Housing Element in 2004. The proposed General Plan would comprehensively update all Elements and associated policies for the entire county.

Required Elements	Current Elements
Land Use	Land Use (1996)
Circulation	Transportation and Circulation (1996)
Housing	Housing (2004)
Open Space	Conservation/Open Space - Natural Resources (1996)
Conservation	Conservation/Open Space - Recreation and Cultural Resources (1996)
Safety	Health and Safety (1996)
Noise	Noise (1996)
—	Public Facilities and Services (1996)
—	Agricultural Resources (1996)
—	Rural Communities and Area Plans (1996)
Source: PBS&J 2010.	

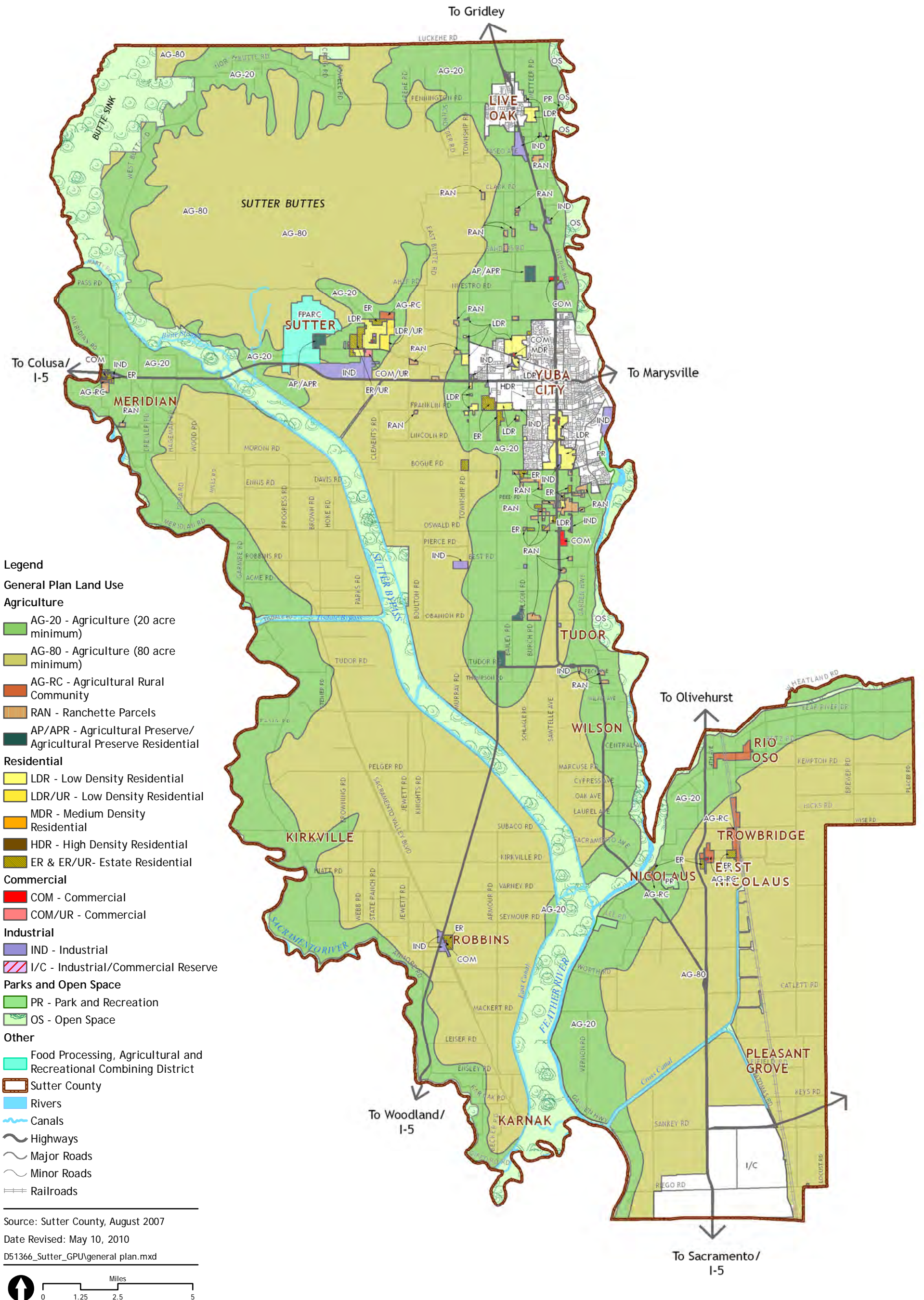
The incorporated cities of Yuba City and Live Oak each have their own adopted General Plans to guide development within their boundaries. The cities' General Plans may also include development plans for areas outside of their current city boundaries, but within their

spheres of influence. Areas within the spheres of influence are generally slated for eventual annexation into the cities, but until such time, are still within the jurisdiction of the County and its General Plan. The County General Plan guides development in the unincorporated area of Sutter County, which includes all rural communities. The adopted General Plan land use designations for the unincorporated county areas are shown on Figure 4-3 and in Table 4-4.

Land Use Designation	Designation	Acres in County
Agriculture (20-acre minimum)	AG-20	111,614
Agriculture (80-acre minimum)	AG-80	205,237
Agriculture Rural Community	AG-RC	754
Agricultural Preserve / Agricultural Preserve Residential	AP/APR	224
Commercial	COM	201
Commercial / Urban Reserve	COM/UR	39
Estates Residential	ER	842
Estates Residential / Urban Reserve	ER/UR	78
Food Processing, Agriculture and Recreational	FPARC	1,819
High Density Residential	HDR	42
Industrial / Commercial Reserve	I/C	9,400
Industrial	IND	1,479
Low Density Residential	LDR	2,017
Low Density Residential / Urban Reserve	LDR/UR	194
Medium Density Residential	MDR	27
Open Space	OS	44,063
Park and Recreation	PR	640
Ranchette	RAN	643
Live Oak	Live Oak	1,165
Yuba City	Yuba City	8,965
Total		389,443
<small>Source: Sutter County, <i>General Plan Update Technical Background Report</i>, February 2008, p. 2.1-15.</small>		

Unincorporated County

In general, the unincorporated areas of the county outside of the rural communities are designated for agricultural uses in the 2015 General Plan. The distribution of agricultural land is similar to the distribution described above under Existing Land Uses, with the larger parcel agricultural designations being located toward the center of the county, and the smaller parcel agricultural General Plan designations being located along the rivers at the edges of the county. The Sutter Buttes are designated as large-parcel (80-acre minimum) agricultural parcels, and the Sutter Bypass and Butte Sink are designated as Open Space, similar to the existing land uses in those areas.



EXISTING GENERAL PLAN LAND USE
Figure 4-3

Although General Plan land use designations may not necessarily coincide with actual existing land uses, in Sutter County, they are generally matched or compatible. One major exception to this is a large area of approximately 10,500 acres, located in south Sutter County adjacent to the Sacramento and Placer county borders. This area was redesignated with the adoption of the Sutter Pointe Specific Plan. This area is currently used primarily for agriculture, although it does contain a 50-acre warehousing and distribution center operated by Sysco Corporation, as well as a Holt Tractor Manufacturing facility.

Rural Communities

The rural community of Sutter contains a variety of General Plan land use designations, but is dominated by industrial and low density residential. The community also contains land use designations for estates residential, agriculture (20 and 80-acre minimum), and commercial.

The southern portion of the community of Sutter contains a large area of land designated in the General Plan as industrial along State Route 20. West of the community of Sutter is the County's only area containing the Food Processing, Agricultural and Recreation Combining District (FPARC) land use designation.

Other rural communities within the county do not have the same diversity of General Plan land use designations as the community of Sutter. Overall, General Plan land use designations within the boundaries of the rural communities, with the exception of Sutter, are dominated by land use designations for very low density residential housing, such as the Agricultural-Rural Community (AG-RC) and Estates Residential (ER) designations. Some of the communities, such as East Nicolaus and Meridian, include smaller areas designated for commercial and industrial uses. Unlike any of the other rural communities, Meridian also has a few small areas designated for High Density Residential (HDR). Robbins has a small area designated in the General Plan as Commercial (COM) and a relatively large area (104 acres) designated as Industrial (IND).

It should be noted that due to the individual nature of each of the rural communities, the County's 1996 General Plan (2015 General Plan) included separate specific land use policies for each rural community. As a result, the County determined that additional land use planning for these areas would be carried out on an individual basis.

Sutter County Zoning Code

The Sutter County Zoning Code serves as the primary implementation tool of the General Plan. Whereas the General Plan is a policy document adopted by resolution and sets forth direction for development decisions, the Zoning Code is a regulatory ordinance that establishes specific standards for the use and development of all properties in the County.

The Code regulates development intensity using a variety of methods, such as setting limits on building setbacks, yard landscaping standards, and building heights. The Zoning Code also indicates which land uses are permitted in the various zones.

California law requires that zoning be brought into conformance with the General Plan within a reasonable time period. This time period is typically within one year. The County will update relevant portions of the Zoning Code after the proposed General Plan is adopted to achieve consistency with the General Plan. In the interim period, for areas where zoning has not been brought into conformity with the General Plan and a discretionary permit is required for development, the County shall allow property owners to either (1) develop consistent with existing zoning provided the County makes a finding that approval of the project would not interfere with the long-term development of the area consistent with the General Plan, or (2) develop under the General Plan designation, in which case the County will facilitate a rezoning consistent with the General Plan.

LAND USE EVALUATION METHODS OF ANALYSIS

This section evaluates the proposed General Plan for consistency with the principles of the SACOG Blueprint and any other applicable planning document. Physical environmental impacts resulting from future development under the proposed General Plan are discussed in the applicable technical sections in this EIR. This chapter differs from impact discussions in that only plan or policy consistency issues are discussed, as opposed to a discussion of the physical impacts on the environment that could occur with future implementation of the General Plan. This discussion complies with section 15125(d) of the CEQA Guidelines, which requires EIRs to discuss potential conflicts with local or regional plans as part of the environmental setting. Therefore, the following discussion analyzes the proposed General Plan for effects resulting in: (1) physically dividing an established community; (2) conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the proposed project adopted for the purpose of avoiding or mitigating an environmental effect; or (3) short or long-term land use conflicts due to the placement of incompatible uses in proximity to one another.

Potential inconsistencies between the proposed Sutter County General Plan, Sacramento Area Council of Governments (SACOG) Blueprint, City of Yuba City General Plan, Live Oak General Plan and the Sacramento International Airport Comprehensive Airport Land Use Plan are discussed in this chapter. Consistency with the General Plan land uses designations of Yuba City and Live Oak and the surrounding counties of Yolo, Colusa, Butte, Yuba, Placer, Sacramento and the City of Sacramento are also discussed.

Potential land use inconsistencies with other regional plans including the Natomas Basin Habitat Conservation Plan (NBHCP), the not-yet-adopted Yuba-Sutter Habitat Conservation Plan, and the Feather River Air Quality Management District (FRAQMD) Plan, are addressed

in applicable technical sections in this EIR including Section 6.4 Air Quality, and Section 6.5, Biological Resources as well as others.

Proposed Sutter County General Plan Goals and Policies

The proposed Sutter County General Plan supports a broad continuation of the current land use pattern, while affording new opportunities for growth and change. Future urban development is managed and directed to the County's cities, as well as other clearly defined and comprehensively planned growth areas, to ensure that development occurs in a logical fashion and maximizes the preservation of farmland and open space. Significant natural assets such as the Sutter Buttes and river corridors are preserved, while outdoor recreational opportunities are enhanced.

The proposed Sutter County General Plan is based on the following key principles that were formed by an extensive public involvement program:

- Maintain a High Quality, Rural Lifestyle
- Support a Vibrant and Sustainable Economy
- Ensure Managed and Efficient Growth
- Protect and Enhance Natural Resources
- Provide a Safe Place to Live
- Support a Variety of Mobility Options
- Provide Adequate and Equitable Community Services and Infrastructure
- Promote Resource Conservation and Sustainability

These key principles reaffirm the County's long standing policy that urban growth should occur in the cities. Accordingly, a key focus for potential new urban growth is the County's incorporated cities, Yuba City and Live Oak, and their respective SOIs. Beyond the SOIs, urban growth is also designated for the Sutter Pointe Specific Plan area in the southern unincorporated portion of the county. Other opportunities for growth are located adjacent to existing infrastructure such as the Highway 99 corridor where the potential exists for future growth and the extension of public services.

The General Plan Land Use Policies are organized under five general headings:

1. *Countywide Land Uses*: Policies within this section articulate a vision for balanced land uses that conserve important agriculture and open space areas, comprehensively and efficiently manage new growth and ensure compatibility with adjacent uses and valued resources.
2. *Agricultural and Open Space*: These policies provide direction for the preservation of agricultural, natural resources, and related uses.

3. *Rural Communities*: Policies protect and enhance small, unincorporated communities in the county, and provide potential opportunities for new limited intensity development areas.
4. *Growth Areas*: These policies facilitate orderly, well planned sustainable and efficient growth that balances aesthetics, resources and economic considerations. Below are the specific proposed Sutter County General Plan policies that relate to land use, organized by section.
5. *Governmental Uses and Coordination*: These policies guide the creation and compatible development of governmental/public sites and uses.

COUNTYWIDE LAND USE

Goal LU-1 Promote the efficient and sensitive use of lands to protect and enhance Sutter County's quality of life and meet the needs of existing and future residents and businesses.

Policies:

- LU 1.1 **Conservation and Growth Areas.** Assign land use designations consistent with the boundaries and intent of the Agriculture and Open Space, Rural Community, and Growth Areas reflected on Figure LU-1. Avoid General Plan amendments that would conflict with these boundaries and intent.
- LU 1.2 **Balanced Land Use Pattern.** Maintain a balance of land uses that allows residents the opportunity to live, work, and shop in the County.
- LU 1.3 **Adequate Land Use Supply.** Retain an ample supply of Commercial and Employment designated land to promote a wide range of employment and revenue generating land uses, provide a choice of sites, and enhance the County's jobs to housing ratio and fiscal vitality.

COMPATIBILITY

- LU 1.5 **Minimize Land Use Conflicts.** Avoid/minimize conflicts between land uses and ensure that new development maintains the viability of adjacent agricultural, open space, and rural uses and minimizes impacts upon existing residents, businesses, and resources.
- LU 1.6 **Buffers.** Require new development adjacent to agricultural and open space lands to provide buffers and incorporate mitigation to minimize impacts as appropriate. Agricultural buffers shall be in accordance with the Sutter County Design Guidelines and project environmental review.
- LU 1.7 **Growth Inducement.** Locate and size infrastructure to not induce growth within adjacent agricultural and open space areas.
- LU 1.8 **Commercial and Industrial Buffers.** Require new commercial and industrial development to incorporate, as appropriate, buffers, landscape setbacks,

masonry screening walls, berms, building setbacks and placement, performance standards, and other measures that mitigate visual and operational impacts to adjacent uses in compliance with the Sutter County Design Guidelines and project environmental review.

- LU 1.9 **Truck Traffic.** Require that heavy truck and vehicle access in new commercial and industrial areas be managed to ensure that it minimizes noise, odor, vibration, and safety impacts to adjacent uses.

FORM AND DESIGN - GENERAL

- LU 1.10 **Separate and Distinct Communities.** Support land use patterns that result in separate and distinct communities within the County.

- LU 1.11 **Efficient Land Use Patterns.** Encourage land use patterns that support the efficient use of resources, enhance the timely provision of services and infrastructure, promote a variety of transportation modes, facilitate pedestrian mobility, and support health and wellness.

- LU 1.13 **Green Building Standards.** Promote project design that incorporates “smart growth” planning principles and cost effective “green” building standards applicable to the type and scale of development.

FORM and DESIGN – KEY ROADWAYS & HIGHWAYS

- LU 1.14 **Discourage Strip Development.** Discourage strip commercial and/or industrial development, particularly along the Highway 20 corridor between Yuba City and the Community of Sutter, and along the Highway 99 corridor between the spheres of influence for Yuba City and Live Oak. Support retention of an agricultural atmosphere along these corridors.

- LU1.15 **Views from Rural Roadways and Highways.** Prohibit new projects and activities that would obscure, detract from, or negatively impact the quality of views from the County’s rural roadways and highways. Limit off-site advertising along County roadways and highways.

- LU 1.16 **Sutter Buttes Views.** Require that new development along Highway 20, North Butte Road, West Butte Road, East Butte Road, South Butte Road, and Pass Road incorporate design and development standards that protect views of the Sutter Buttes.

- LU 1.17 **Garden Highway.** Require that new development along Garden Highway not distract from the quality of views to adjacent agricultural and open space areas and retain a rural character. For the corridor extending north from Highway 99 at Tudor, acknowledge its visual importance as an entry to Yuba City including consideration of the City’s design guidelines and standards as appropriate.

AGRICULTURE AND OPEN SPACE

- Goal LU 2 Preserve Sutter County’s agricultural heritage and natural resources.**

Policies:

LAND USE

- LU 2.1 **Long-term Conservation.** Promote the long-term conservation of agricultural and open space lands in accordance with the goals and policies of the Agricultural Resources and Environmental Resources elements.
- LU 2.2 **Isolated Urban and Rural Uses.** Prohibit the designation of new, and the expansion of existing, isolated rural or urban land uses within agricultural or other resource lands.
- LU 2.3 **Agriculture Rural Community.** Prohibit the allocation of new Agriculture Rural Community land use designations in the County. Allow undeveloped existing Agriculture Rural Community designated land to develop in accordance with previously established standards and criteria.
- LU 2.4 **Ranchette.** Prohibit the allocation of new Ranchette zoning in the County. Allow undeveloped existing Ranchette designated land to develop in accordance with previously established standards and criteria.
- LU 2.5 **Commercial Recreation Overlay.** Allow for the allocation of the Commercial Recreation Overlay land use designation within, or “inside” the levees along the Sacramento, Feather, and Bear River corridors. Consider allocation of this land use designation to adjacent areas “outside” the levees when determined to be necessary for the proposed use and if the use will not have an adverse impact on adjacent agricultural operations or natural resources.

FORM and DESIGN

- LU 2.6 **Rural Character.** Ensure that the density, intensity, and design of new development within agricultural areas is consistent with and maintains Sutter County’s rural/agricultural character.

RURAL COMMUNITIES

Goal LU 3 Protect the character of the County’s unincorporated rural communities while allowing appropriate opportunities for new growth.

Policies:

- LU 3.1 **Assignment of Land Uses.** Assign new residential, commercial, and industrial land uses, densities, and intensities to rural communities in a manner compatible with the character of each community, existing development patterns, the availability of infrastructure and services, and environmental constraints.
- LU 3.2 **Estate Residential.** Limit new Estate Residential development to existing Rural Communities, new Rural Planned Communities, and unincorporated areas within the Live Oak sphere of influence and both the existing and possible future Yuba City sphere of influence.

- LU 3.3 **Sutter and East Nicolaus/Trowbridge.** Direct development within the rural communities of Sutter and East Nicolaus/Trowbridge to be consistent with the Rural Planned Community policies.
- LU 3.4 **Robbins.** Limit the development of new uses, and expansion or intensification of existing uses, within the community of Robbins to correspond with the provision of required services, infrastructure, and flood control.
- LU 3.5 **Infill Development.** Encourage infill development within rural communities prior to expansion beyond current community boundaries.
- LU 3.6 **Community Expansion.** Permit expansion of rural communities beyond current community boundaries only upon approval of a comprehensive plan addressing land use, community design and character, and the provision of public services and facilities.
- LU 3.7 **Community Plans.** Use Community Plans or other similar tools when appropriate to comprehensively plan expansions to, or revise existing land uses within, rural communities.

FORM and DESIGN

- LU 3.8 **Landmarks and Resources.** Preserve and protect local landmarks and significant natural resources within rural communities.
- LU 3.9 **Rural Hubs.** Promote opportunities to enhance rural communities as retail, service, and employment hubs for local residents as well as the residents in surrounding agricultural areas.
- LU 3.10 **Community Centers.** Promote and preserve clearly defined community centers or “downtowns” in rural communities.
- LU 3.11 **Gateways.** Require new development at entries to rural communities to be designed to include elements such as signage, landscaping, and appropriate architectural detail to help create gateways and enhance identity for the communities.
- LU 3.12 **Mixed Use.** Provide opportunities for mixed-use projects, such as second floor residential units above commercial businesses, within rural communities.

GROWTH AREAS

GENERAL GROWTH

Goal LU 4 Facilitate orderly, well planned, sustainable, and efficient growth that balances aesthetic, functional, resource, and economic considerations.

Policies:**LAND USE**

- LU 4.1 **Growth Areas.** Direct future growth and development to the growth areas identified on Figure LU-1.
- LU 4.2 **Urban and Suburban Residential.** Direct new urban and suburban residential development to defined Growth Areas where adequate public facilities and services are available. For Estate Residential uses, public facilities may be provided by either community or individual water and wastewater systems.
- LU 4.3 **New Commercial and Industrial Development.** Direct new urban and suburban commercial and industrial development to defined Growth Areas suitable for such development. Reserve lands in a range of parcel sizes to accommodate a variety of retail, office, manufacturing, business and other commercial and industrial uses.
- LU 4.4 **Estate Residential.** Limit new Estate Residential development to existing Rural Communities, new Rural Planned Communities, and unincorporated areas within the Live Oak sphere of influence and both the existing and possible future Yuba City sphere of influence.
- LU 4.5 **Incorporation.** Allocate higher intensity residential, commercial, and industrial land uses within areas that can be annexed by existing cities, or where potential incorporation of a new city can be facilitated.
- LU 4.6 **Discontinuous Development.** Prohibit the establishment of new growth areas that are separated from existing cities and/or rural communities.

FORM and DESIGN - GENERAL

- LU 4.7 **Boundaries.** Reinforce the boundaries of growth areas through appropriate mechanisms such as buffers, greenbelts, and conservation easements.
- LU 4.8 **Quality New Development.** Require high quality, efficient, and well designed new development.
- a. Use significant natural, historic, and visual site features to guide site planning and design, and incorporate such features as focal points when feasible.
 - b. Enhance scenic views to the Sutter Buttes, rivers, agricultural lands, and other visual resources through project siting and design.
 - c. Provide for a mix of interconnected uses and a compact development form that makes efficient use of the land.
 - d. Facilitate non-automobile transportation modes.
 - e. Screen visually obtrusive activities and facilities from roadways and other public spaces through the use of landscaping, walls, building orientations, and other methods.
 - f. Design and locate lighting to avoid spillage and glare on adjacent properties and protect the rural night sky.

FORM and DESIGN - RESIDENTIAL

- LU 4.9 **Existing Neighborhoods.** Promote the conservation of existing neighborhoods by permitting infill housing development that is compatible with the density, scale, setbacks, and character of existing homes.
- LU 4.10 **New Neighborhoods.** Promote well defined new residential neighborhoods that provide a wide range of housing types, densities, and affordability and are served by parks, schools, trails, and open space.
- LU 4.11 **Diverse Housing.** Promote the development of innovative forms of housing that increase the diversity and affordability of housing options in the County.
- LU 4.12 **Second Units.** Allow for the development of second residential units in appropriate residential zones provided that parking, design, and other neighborhood impacts are fully addressed in accordance with State statutory requirements
- LU 4.13 **Medium and High Density Housing.** Locate medium and high density housing at strategic locations that maximize access to multi-modal transportation and services.
- LU 4.14 **Mix of Uses.** Provide for the integration of residential, non-residential, and mixed-use within Growth Areas to allow residents to easily walk or bike to shopping, services, employment, and leisure activities.
- LU 4.15 **Residential Neighborhoods.** Provide for the development of new residential neighborhoods that are diverse, distinct, and highly livable.
- a. Establish a network of attractive streets, sidewalks, paths and other routes that promote neighborhood connectivity, a pedestrian friendly environment, and safe and convenient access to parks, schools, and adjacent uses.
 - b. Promote diversity of architecture, materials, colors, and rooflines within neighborhoods.
- LU 4.16 **Housing Design.** Promote well designed and articulated new single-family detached and multi-family attached housing.

FORM and DESIGN – COMMERCIAL & INDUSTRIAL

- LU 4.17 **Higher Intensity Commercial and Industrial Uses.** Concentrate higher intensity commercial and industrial uses along highways and other strategic locations that maximize access to multi-modal transportation options.
- LU 4.18 **Consolidate Uses.** Combine commercial, service, public, higher density residential, transit, and similar uses within new large scale mixed-use communities when feasible. Evenly distribute these uses within new development for the convenience of surrounding residents.
- LU 4.19 **Contiguous Industrial Development.** Encourage new industrial uses to be developed in contiguous or generally consolidated areas to reduce the potential

for conflicts with surrounding uses, and to facilitate the opportunity to create integrated and attractive business and industrial parks.

- LU 4.20 **Industrial Expansion.** Maintain areas for expansion around existing industrial development where feasible, and generally discourage the redesignation of industrial lands to uses not compatible with industrial development.
- LU 4.21 **Employee Serving Businesses.** Allow businesses such as childcare, restaurants, banks, family medical offices, convenience retail, and other similar services within industrial areas to provide services to employees near their workplace.
- LU 4.22 **Aesthetic Appearance.** Require that the Sutter County Design Guidelines be applied to all industrial and commercial areas to improve the aesthetic appearance of those developments.
- LU 4.23 **Commercial and Industrial Development.** Promote well designed and articulated new commercial and industrial development.
- a. Consider the relationship and orientation of commercial and industrial buildings to arterials and other major roadways to enhance street frontage.
 - b. Ensure commercial and industrial development provides pedestrian access to surrounding neighborhoods where feasible and within the development itself.
 - c. Ensure the scale, massing, and architectural detail of commercial and industrial buildings compliments adjacent residential uses.
 - d. Create visually interesting and consistent commercial and industrial projects by utilizing consistent design elements and materials throughout individual centers/complexes. Consider variations of wall planes, rooflines, and building forms, and articulating all building elevations visible from streets and other public spaces.
 - e. Reduce the perceived scale of large scale commercial and industrial uses through modulating building mass, façade articulation, well defined entries, use of different colors and materials, landscaping, and other similar techniques.
 - f. Screen utilities, HVAC units, waste collection and other similar areas from public view.
 - g. Provide for consistent sign types, materials and graphics within commercial and industrial centers/complexes that compliment project design and are appropriately scaled to the buildings.
 - h. Incorporate transit facilities such as turnouts, drop-offs, and shelters within and/or adjacent to commercial and industrial development when supported by transit services.
 - i. Minimize the visual impact of parking areas from roadways and other public spaces.
 - j. Encourage shared access and reciprocal parking between adjacent commercial and industrial parcels to reduce curb cuts along streets.

- k. Provide flexibility in commercial and industrial development standards to allow opportunities for mixed-use development and unique uses

CITIES' SPHERES OF INFLUENCE

Goal LU 5 Promote a collaborative process for the planning and annexation of the area within the cities spheres of influence.

Policies:

- LU 5.1 **Live Oak SOI.** Recognize the sphere of influence identified on the General Plan Land Use Diagrams as Live Oak's boundary of future planned urban growth.
- LU 5.2 **Yuba City Existing SOI.** Recognize the existing sphere of influence identified on the General Plan Land Use Diagrams as Yuba City's boundary of future planned urban growth.
- LU 5.3 **Yuba City Possible Future SOI.** Consider the possible future expanded sphere of influence identified on the General Plan Land Use Diagrams as Yuba City's possible boundary of future planned urban growth.
- LU 5.4 **Sphere Expansion.** Discourage the modification or expansion of Yuba City's and Live Oak's spheres of influence beyond the boundaries identified on the General Plan Land Use Diagrams until substantial build out has occurred within the existing spheres, and a clear market demand exists for new uses that cannot be more efficiently accommodated in other defined growth areas in the County.
- LU 5.5 **Planning Coordination.** Work with Yuba City and Live Oak to establish formal agreements for the comprehensive planning and environmental review of lands within each city's respective sphere of influence. In general, the cities will lead and be responsible for land use planning in their spheres of influence. Such plans shall be prepared in coordination and cooperation with the County.
- LU 5.6 **County approvals within Spheres of Influence.** Discourage County processing and approval of requests for changes to General Plan land use designations within the cities spheres prior to their annexation. Processing of a request by the County should only occur when, after consultation with the City, it is determined that annexation of the subject property is not feasible and the proposed land use change will not conflict with the City's ultimate plans for the area.
- LU 5.7 **Impacts and Outcomes.** Ensure that fiscal and environmental impacts to the County from proposed development within the cities and their spheres of influence are mitigated to less than significant levels, support the County's General Plan policies, and achieve mutually beneficial outcomes relating to affordable housing, protection of agricultural lands and natural resources, public services, flood protection, water resources, transportations, and other issues.
- LU 5.8 **Employment and Revenue Generating Uses.** Coordinate with the cities to create projects that result in employment and revenue generating land uses that result in benefits to both the County and cities.

- LU 5.9 **Revenue Sharing Agreements.** Update as necessary revenue sharing agreements with Live Oak and Yuba City to ensure that sufficient revenue is provided with each annexation to fully cover projected County revenue losses and costs.
- LU 5.10 **Orderly Progression.** Support annexation proposals that include land areas of adequate size to be planned and developed in a comprehensive fashion, extend in an orderly progression outward from the incorporated cities, and do not result in the creation of unincorporated islands.

RURAL PLANNED COMMUNITIES

Goal LU 6 Provide for the consideration of new Rural Planned Communities within/adjacent to the existing Rural Communities of Sutter and East Nicolaus/Trowbridge.

Policies:

- LU 6.1 **Comprehensive Planning.** Require the comprehensive planning and environmental review of each Rural Planned Community reflected on Figure LU-1.
- LU 6.2 **Initiation of Planning Process and Boundaries.** Secure Board of Supervisor's authorization to proceed prior to initiating planning of each Rural Planned Community. As part of such authorization, the Board may review and adjust the boundaries of the Rural Planned Community. Authorization to initiate planning and the review of boundaries shall consider the market demand for the proposed land uses, potential benefits to the County, ability to facilitate comprehensive planning and provide a full range of public infrastructure and services, and consistency with General Plan policies.
- LU 6.3 **Specific Plans.** Require the preparation and approval of a specific plan to ensure the comprehensive and logical planning of each Rural Planned Community and to implement the goals and policies of the General Plan.
- LU 6.4 **Concurrent Approvals.** Require the preparation and approval of the following concurrent with the approval of a specific plan for each Rural Planned Community:
- a. General Plan Amendment and Consistency Analysis
 - b. Zoning Entitlements and Regulations
 - c. Environmental Impact Report
 - d. Infrastructure Master Plans
 - e. Fiscal Impact Analysis
 - f. Urban Services and Public Facilities Financing Plans
 - g. School Mitigation Agreements
 - h. Design Guidelines
 - i. Development Agreement(s)

- LU 6.5 **Pre-Specific Plan Development Projects.** Allow for the processing and approval of development projects within the boundaries of a defined Rural Planned Community prior to the comprehensive planning of that area for properties where the General Plan Land Use Diagram identifies existing residential, commercial, or industrial land use. The type and intensity of permitted development may be limited by the County based upon the level of public infrastructure and services available at the time of project consideration.
- LU 6.6 **Pre-Specific Plan Land Use Amendments.** Discourage land use amendments, including the conversion of agricultural land, within the boundaries of a defined Rural Planned Community prior to the comprehensive planning of that area. Exceptions may be granted by the Board of Supervisors if the proposed amendment is accompanied by a development project (is not speculative) and the Board finds that the project provides significant benefit to the County, furthers the County's interest in the planning of new employment and revenue generating uses, can provide the required level of public services and infrastructure, and does not jeopardize the future comprehensive planning of the Rural Planned Community.
- LU 6.7 **FPARC.** Include the Food Processing, Agricultural and Recreational Combining District in any proposed Specific Plan for the Sutter Rural Planned Community, if it is repealed (note it can only be repealed by the voters). If it is not repealed, or a Specific Plan is proposed prior to a successful repeal, a Specific Plan may proceed without the FPARC lands.
- LU 6.8 **Relationship to Existing Rural Communities.** Ensure that the comprehensive planning for each new Rural Planned Community respects the form, character and development patterns of the existing rural communities (Sutter and East Nicolaus/Trowbridge) and promotes opportunities to enhance these communities.)
- LU 6.9 **Mix of Uses.** Ensure each rural planned community provides for a balanced mix of uses, particularly for phased development.
- a. Residential neighborhoods that provide a diversity of quality housing choices.
 - b. Commercial activity centers that supply goods and services to residents and businesses.
 - c. Employment uses with infrastructure and road access within the initial phases of development.
 - d. Public and open space uses adequate to serve the needs of the community.
- LU 6.10 **Community Identity.** Promote the incorporation of a mixed-use town center/focal point, and visually attractive gateways, to help define a distinct identity for each Rural Planned Community.
- LU 6.11 **Sutter Buttes.** Ensure that the Specific Plan for the Sutter Rural Planned Community incorporates land use and design measures to protect the Sutter Butte's natural,

historic, cultural, and visual resources and implements/expands upon the Sutter Buttes overlay zone.

- LU 6.12 **Funding of Services & Infrastructure.** Ensure that each Rural Planned Community is self-sufficient generating the revenue necessary to fully fund the urban services and infrastructure necessary to serve the new community with no added costs, or decline in service levels, to existing residents and employees within the County.
- LU 6.13 **Incorporation.** Explore incorporation of each Rural Planned Community as a potential city. If it is determined that incorporation would be beneficial to the County and community, the timing of incorporation, and establishment of a civic center and other facilities to support the civic functions of the community, shall be addressed in the corresponding Specific Plan and accompanying documents.
- LU 6.14 **Community Involvement.** Provide for the meaningful engagement and participation of the residents and businesses within the existing Rural Communities in the planning process for each new Rural Planned Community.

INDUSTRIAL/COMMERCIAL AND EMPLOYMENT CORRIDOR

Goal LU 7 Provide for the consideration of appropriately planned and designed new Industrial/Commercial and Industrial/Commercial Reserve uses along the Highway 99 corridor.

INDUSTRIAL/COMMERCIAL AND EMPLOYMENT CORRIDOR USES

Policies:

- LU 7.1 **Type and Intensity of Development.** Limit the type and intensity of development in Industrial/Commercial and Employment Corridor areas based upon the infrastructure and services available at the time of project approval.
- LU 7.2 **Quality Design.** Ensure that projects within Industrial/ Commercial and Employment Corridor areas provide high quality site design, architecture, screening, buffering, landscaping, signage, lighting, and other design elements, in particular along the Highway 99 corridor, in accordance with the Sutter County Design Guidelines and applicable General Plan policies.
- LU 7.3 **Reuse of Existing Structures.** Encourage the reuse/revitalization of existing and vacant structures as appropriate within the Industrial/Commercial and Employment Corridor. Require such structures and site improvements (i.e. parking areas, landscaping, etc.) to be improved to current design standards to the extent feasible.
- LU 7.4 **Industrial Buffers.** Require new development in Industrial/Commercial and Employment Corridor to incorporate, as appropriate, buffers, landscape setbacks, masonry screening walls, berms, building setbacks and placement, performance standards, and other measures that mitigate visual and operational impacts to adjacent uses in compliance with the Sutter County Design Guidelines and project environmental review.

- LU 7.5 **Access.** Coordinate access from Industrial/Commercial and Employment Corridor projects to Highway 99 with Caltrans. Encourage shared access opportunities and appropriate internal access between projects and to County roadways.

EMPLOYMENT CORRIDOR

- LU 7.6 **Design Review Required.** Require a Design Review application for specific project development plans (not speculative) for all projects proposing to locate within the Employment Corridor area. The Design Review shall be reviewed by the Planning Commission, who shall forward a recommendation to the Board of Supervisors, who shall either approve or deny the project.
- LU 7.7 **Expedited Processing.** Expedite the processing of Design Review applications within the Employment Corridor that adequately demonstrate upon submittal that they meet the following criteria:
- a. The proposed project furthers the County's interest in planning and providing new employment and revenue generating land uses;
 - b. The proposed project is a "dry" user and can be adequately served by services and infrastructure available at the time of project approval (either community or individual water and wastewater systems);
 - c. The proposed project demonstrates compliance with flood protection requirements;
 - d. The proposed project is compatible with adjacent and nearby uses; and
 - e. The proposed project, if proposed to be accessed from Highway 99, has or can obtain, approved access from Caltrans.
- LU 7.8 **Coordination with Yuba City.** Explore opportunities to coordinate the planning and provision of services to Employment Corridor areas near Yuba City along Highway 99 with the City.
- LU 7.9 **Comprehensive Planning.** Encourage the comprehensive planning of contiguous parcels within Employment Corridor areas. Require a specific plan or other comprehensive planning tool for Employment Corridor areas where the extension of public services and infrastructure are proposed.

SUTTER POINTE

Goal LU 8 Facilitate well planned large scale mixed-use residential, industrial and commercial development, bringing housing and jobs to South Sutter County consistent with the terms of advisory Measure M.

Policies:

- LU 8.1 **Specific Plan.** Implement the Sutter Pointe Specific Plan, zoning and other associated entitlements for all lands within the Sutter Pointe Specific Plan Area.
- LU 8.2 **Development Agreements.** Execute development agreements, and other agreements necessary, to ensure that Measure M standards are met.

- LU 8.3 **Natomas HCP.** Ensure that the Sutter Pointe Specific Plan and future land development proposals within the Specific Plan Area are consistent with the Natomas Basin Habitat Conservation Plan.
- LU 8.4 **Funding of Services & Infrastructure.** Provide a self-sufficient community generating the revenue necessary to fully fund the urban services and infrastructure necessary to serve the new community.
- LU 8.5 **Incorporation.** Support incorporation of the Sutter Pointe Specific Plan Area as a city as soon as reasonable and practicable.
- LU 8.6 **Phasing.** Phase development within the Sutter Pointe Specific Plan Area to allow for efficient infrastructure and facilities planning to ensure that each phase of development will include the necessary public improvements required to meet defined service standards, and to maximize cost sharing opportunities with planned development in surrounding counties.
- LU 8.7 **Employment and Commercial Uses:** Identify a minimum of 3,600 acres for industrial and commercial uses within the Specific Plan Area to promote regional employment growth, increased tax revenues, and economic development.
- a. Provide for large and contiguous employment sites and locations adjacent to existing and planned infrastructure and future freeway access points.
 - b. Provide zoned employment land, and the backbone infrastructure and services required to support development of that land, with the initial phases of Specific Plan development.
 - c. Protect existing industrial development along Pacific Avenue from encroachment from incompatible uses.
 - d. Provide for activity centers throughout the Specific Plan Area that supply goods and services to surrounding residents and businesses.
- LU 8.8 **Public Facilities:** Provide for a minimum of 1,000 acres for community facilities to meet the needs of residents and employees. Such facilities include, but are not limited to: parks, open space, schools, library, general governmental services, corporation yard, fire protection, law enforcement, and public transit.
- a. Provide sites for public facilities that enhance access by local residents and facilitate opportunities for joint use.
 - b. Require an Urban Services Plan identifying the level of community services to be provided and how these services will be fully funded by Plan Area development with no added costs to existing residents.
 - c. Require School Mitigation Agreements between the landowners and the local school districts that identify the timing and funding of school facilities to mitigate school impacts.
 - d. Establish a civic center facility to support the administrative and civic functions of the community.

- LU 8.9 **Residential Uses:** Provide for a maximum of 2,900 acres of residential construction, and a maximum of 17,500 units, on land protected from the 100-year flood event.
- Assist in meeting the needs of very low-, low-, and moderate-income groups through compliance with the County's Affordable Housing Ordinance.
 - Identify the mix of housing types, number of each type of unit, and distribution of the various types of residential units.
 - Prohibit residential development within the 100-year floodplain, with the exception of those lands that will be removed from the 100-year floodplain through drainage and flood control improvements required as a condition of such development.
- LU 8.10 **Infrastructure:** Provide the infrastructure and improvements necessary to support the Sutter Pointe Specific Plan and ensure that this infrastructure is paid for by Plan Area development. Such infrastructure includes, but is not limited to: roadways, trails, bridges, drainage & flood control, wastewater, potable water, electricity, natural gas, and telephone.
- Provide for efficient regional and local mobility systems that support multi-modal transportation including automobiles, trucks, transit, bicycles and pedestrians.
 - Require that the Specific Plan include infrastructure master plans that define the size, location, phasing, and cost estimates for all public infrastructure required to serve the Plan Area.
 - Ensure the timely provision of public utilities and infrastructure consistent with adopted master plans.
 - Require that the Specific Plan include a Public Facilities Financing Plan identifying the funding mechanisms required for the capital costs of all public infrastructure required to support buildout of Sutter Pointe, and how such infrastructure will be fully funded by Plan Area development with no added costs, and no decline in service levels, to existing residents and employees within the County.

GOVERNMENTAL USES AND COORDINATION

Goal LU-9 Designate adequate and compatible sites for governmental/public uses, and take a lead role when feasible on regional issues of importance to Sutter County, its residents, and businesses.

Policies:

- LU 9.1 **Co-Location.** Promote the co-location of parks, schools, police, fire, libraries, community centers and other community facilities to support community interaction, enhance neighborhood identity, support joint use, and leverage resources.
- LU 9.2 **County Facilities.** Ensure that the County's structures, sites, and improvements are designed at a high level of visual, architectural, and landscape quality that compliments adjacent neighborhoods and uses.

- LU 9.3 **Non-County Public Facilities.** Encourage school, utility and other non-County public agencies to plan and design their structures and improvements at a high level of visual, architectural, and landscape quality that compliments adjacent neighborhoods and uses.
- LU 9.4 **Impacts to Nearby Uses.** Require public facilities such as wells, pumps, tanks, and yards to be located and designed to ensure that noise, light, odors, and appearance do not adversely affect nearby land uses.
- LU 9.5 **Regional Planning Efforts.** Support and participate as appropriate in countywide, regional, and other multi-agency planning efforts related to land use, housing, revenue, economic development, tourism, agriculture, natural resources, air quality, habitat conservation, transportation, transit, infrastructure, water supply, flood control, solid waste disposal, emergency preparedness, and other issues relevant to the County.
- LU 9.6 **LAFCO.** Work closely with the Local Agency Formation Commission (LAFCO) to ensure that the County's General Plan and concerns are considered in the review of all boundary changes.
- LU 9.7 **Project Consultation.** Encourage early consultation with adjacent jurisdictions on development proposals that may have an impact to them. Respond to and comment on development proposals in other jurisdictions that may have an impact to Sutter County to ensure consistency with the County's General Plan and that appropriate mitigation is incorporated.

Physical Division of an Established Community

A majority of the County has historically been set aside for agriculture, open space and resource uses, with rural development focused within the County's unincorporated communities. The General Plan supports a broad continuation of the current land use pattern, while affording new opportunities for growth and change.

Approximately 92 percent of the county is predicted to remain stable and is not expected to change its character within the timeframe of the proposed General Plan. The areas of change are relatively few and small in size. New growth has largely been directed to areas near the incorporated cities, Yuba City and Live Oak and other small developed areas. The proposed General Plan would allow for more intensive development where appropriate, near compatible development, services, and infrastructure in lieu of expanded development outward into natural areas and open spaces. New growth would be guided by standards to assure seamless integration and connectivity with adjoining areas and open spaces.

Proposed changes to established areas focus on enhancing the quality of life through improved connectivity with other parts of the county, greater access to amenities, enhanced safety, and greater housing and employment choices. None of the proposed

land use changes associated with the Draft General Plan includes the extension of roadways or other development features through currently developed areas that could result in the physical division of an established community. Rather, the proposed General Plan includes a substantial number of goals and policies which are intended to provide a policy framework supporting the character of existing rural communities and habitats, requiring new development to incorporate buffers and other measures to reduce impacts to the adjacent uses, protecting views and landmarks, and discouraging leap-frog development. Allowing growth and change in limited areas where new development would build upon existing services and infrastructure and capitalize on the beneficial relationships of nearby land uses (i.e., more customers for service land uses and/or more services for existing residents). This would promote sustainable development, and ensure land uses which would provide for appropriate transitions and compatibility with adjoining communities.

As stated, the protection of the rural development pattern, agricultural heritage and natural resources is an important objective of the proposed General Plan. While some parts of the County are expected to undergo change over time, the proposed General Plan seeks to ensure that existing communities and agricultural and open space areas are buffered from the potential adverse impacts of changes elsewhere and further proposes no substantial land use or circulation changes that would physically divide an established community. Therefore, implementation of the General Plan would not divide any established communities.

Conflicts with Existing Plans, Policies, or Regulations

Sutter County Ordinance Code

The Sutter County Ordinance Code is one of the primary means of implementing the General Plan. Adoption of the proposed General Plan would require a review of the Zoning Ordinance and policies pertaining to land use, density/intensity, design and development, resource conservation, public safety, and other pertinent topics to assure consistency. In particular, the Zoning Map would need to be revised, as appropriate, to be consistent with the General Plan Land Use Element, incorporating new land use categories and density limits for parcels subject to new or different land use designations, and other recommended design and development standards. Further, the General Plan proposes new land designations in specific areas that would need to be reflected in the Zoning Code, such as the Rural Planning Community Overlay. However, State law requires that the Zoning Code be revised to reflect the adopted General Plan within a reasonable period of time, which is typically one year. During this time, there could be temporary conflicts between the Zoning Code and the General Plan; however, any future development within the County would be required to adhere to the adopted General Plan and would be required to request a rezone consistent with the land use designation.

Sacramento International Airport (SMF) Master Plan and Sacramento International Airport Comprehensive Airport Land Use Plan

The Sacramento International Airport is located in the northwest corner of Sacramento County, less than a half mile from the Sutter County line. The airport has two parallel runways oriented in a north/south direction. Because Sacramento International Airport serves the travel demands of the greater Sacramento region, many commercial flights arrive and depart from the airport frequently.

The primary new growth area that has been identified in the proposed General Plan that could be affected by the Sacramento International Airport is located within the recently adopted Sutter Pointe Specific Plan area. Besides the Sutter Pointe Specific Plan area, other areas within Sutter County that could be affected by the Airport are designated for agricultural uses.

Any proposed expansion of the airport would be located within existing airport property and would involve the construction of compatible airport-related uses. The purchase of land for approach protection and land use buffers could be required to the west of the airport's boundary. Development within the General Plan policy area would not encroach or interfere with planned airport improvements and land acquisition. Therefore, implementation of the General Plan would not conflict with implementation of the SMF Master Plan.

According to the Sutter Pointe Specific Plan Draft EIR, (2008), land uses within the recently adopted Sutter Pointe Specific Plan have been designed to comply with the land use requirements and restrictions of the Sacramento International Airport Comprehensive Land Use Plan. The State Aeronautics Act requires each county to establish an Airport Land Use Commission to regulate land use around airports, in order to protect public safety and ensure that land uses near airports do not interfere with aviation operations. The Sacramento International Airport CLUP establishes planning boundaries for the airport and defines compatibility guidelines for height, noise, and safety and patterns of future land use. New land uses proposed in any of these zones must comply with the standards identified by the Sacramento International Airport ALUCP. In addition, the ALUCP prohibits new residential development and school uses in those areas subject to noise levels of 65-dB CNEL or above.

(Refer to Sections 6.09 Hazards and Hazardous Materials and 6.11 Noise, for further discussion of physical noise impacts on the environment related to the Sacramento International Airport ALUCP.)

Sacramento Area Council of Governments, SACOG Blueprint

As discussed earlier, the SACOG Blueprint does not approve or prohibit growth in the region, but suggests general land uses and locations for growth; it is not a policy document. The SACOG Preferred Blueprint Scenario (or Blueprint), is a transportation and land use analysis suggesting how cities and counties should grow based on the following seven smart growth principles: 1) provide a variety of transportation choices; 2) offer housing choices and opportunities; 3) take advantage of compact development; 4) use existing assets; 5) mixed land uses; 6) preserve open space, farmland, and natural beauty through natural resources conservation; and 7) encourage distinctive, attractive communities with quality design.

The Sacramento Region Blueprint is advisory and therefore does not establish land use restrictions on the County. SACOG has no land use authority. Although it is only advisory, the General Plan incorporates the following principles that reflect the Blueprint adopted by SACOG:

- Maintain a High Quality, Rural Lifestyle
- Support a Vibrant and Sustainable Economy
- Ensure Managed and Efficient Growth
- Protect and Enhance Natural Resources
- Provide a Safe Place to Live
- Support a Variety of Mobility Options
- Provide Adequate and Equitable Community Services and Infrastructure
- Promote Resource Conservation and Sustainability

New growth under the proposed General Plan would involve locating new land uses within strategic areas adjacent to existing development, services, and infrastructure designed to use resources efficiently, create new employment and housing opportunities, and minimize adverse impacts to sensitive areas. The General Plan provides opportunities to support a full range of housing types, locations, and densities to address the community's fair share of regional housing needs. The mix, density, size, and location are specifically determined based on the projected needs specified in the Housing Element.

In addition, the General Plan includes policies related to sustainable development consistent with the SACOG Blueprint. Policies encourage efficient land use patterns, enhance the timely provision of services and infrastructure, promote a variety of transportation modes, and facilitate pedestrian mobility and support health and wellness. The General Plan contains policies that promote environmental sustainability and "green" building standards which minimizes consumption of scarce resources, pollution, greenhouse gas emissions, wastes and the exposure of residents and visitors to toxics and hazards.

Therefore, implementation of the proposed General Plan is generally consistent with the SACOG Blueprint and related principles.

General Plans of Yolo, Colusa, Butte, Yuba, Placer and Sacramento Counties

Yolo County General Plan

The Yolo County 2030 General Plan designates the majority of land along the Yolo and Sutter border as Agriculture with a small portion designated as Residential Rural to reflect the existing land uses within the Yolo County community of Knights Landing. Within the General Plan the proposed land use along the boundary with Yolo County are similar, with adjacent land designated as Agriculture and Open Space.

Colusa County General Plan

The portion of Colusa County adjacent to Sutter County is designated Agricultural-General, Designated Floodway, and Community Planning Area (for the community of Grimes). These land use designations are similar to the General Plan's Agricultural designation for the majority of the western Sutter County/Colusa County border. Some Commercial, Industrial, Estate Residential and Ranchette land uses associated with the existing community of Meridian are located within Sutter County along the border with Colusa County. However, these adjacent land uses designations are considered consistent and compatible with the types of uses proposed within the Colusa County General Plan.

Butte County General Plan

The Butte County General Plan 2030 Land Use diagram designates Agricultural (20-acre to 320 acre minimum) and Resource Conservation along the Butte/Sutter County border. These land uses are similar to the proposed land uses along the northern border of Sutter County that prescribes Agricultural (20-acre and 40-acre minimum) and Open Space land use designations. A small amount of commercial development is designated within the City of Live Oak SOI's approximately one mile from the Butte County border that is buffered by the Agricultural (20 acre minimum) land use designation.

Yuba County General Plan

Within the Yuba County General Plan, the majority of land uses that border Sutter County to the west are designated as Valley Agriculture, with higher density development associated with the communities of Marysville, Linda and Olivehurst located east of Yuba City. The proposed General Plan designates the majority of land along the Sutter/Yuba County border as Agricultural with the exception of residential, commercial and industrial land uses designated within the proposed growth areas located north and south of Yuba City, within the Yuba City SOI and industrial/commercial land uses within the Tudor Industrial/

Commercial area. These new land uses are located adjacent to the developed communities of Marysville, Linda and Olivehurst within Yuba County.

Land uses within Sutter County are compatible with the Yuba County General Plan. Although some growth areas near the community of Yuba City are anticipated, adjacent land uses to the east within Yuba County also consist of higher density designations and contain a complementary mixture of land uses within the developed areas of Marysville, Linda and Olivehurst.

Placer County General Plan

The Placer County General Plan designates all of the land uses along its western border adjacent to Sutter County as Agriculture. This is consistent with the Agricultural land use designation included in the General Plan.

Sacramento County General Plan

Sacramento County is located directly south of Sutter County. The Sacramento County General Plan designates the area adjacent to the Sutter County border as Agricultural with some Industrial areas adjacent to the Sacramento International Airport. The City of Sacramento also has identified land uses south of Sutter County within the City's SOI as the Natomas Joint Vision Study Area which is currently undergoing a planning study by both the County and City of Sacramento. As of 2010, the Natomas Joint Vision Study Area is currently in process and a formal plan has not been adopted.

The proposed Sutter County General Plan designates areas adjacent to the Sacramento County border as Agriculture and Sutter Pointe Specific Plan. The Sutter Pointe Specific Plan and associated EIR were approved in June 2009. The proposed General Plan does not propose new types of land uses for the Sutter Pointe Specific Plan beyond what has already been approved and evaluated as part of the Specific Plan and EIR. Adjacent land use compatibly related to uses proposed by the Sutter Pointe Specific Plan has already been evaluated as part of the approved Sutter Pointe Specific Plan EIR. Implementation of the Sutter Pointe Specific Plan would be compatible with the nearby industrial land uses and more developed areas that are located within Sacramento County.

General Plans of Yuba City and Live Oak

As discussed previously, Yuba City and Live Oak each have their own General Plans which guide development within each city's incorporated boundary. These cities also have adopted SOIs that extend beyond their incorporated boundaries. The respective General Plans include policy guidance for future annexations into these SOIs, but ultimately, until the land is annexed it technically remains under the jurisdiction of the County. The proposed

General Plan identifies potential changes within the SOI areas for Yuba City and Live Oak, along with the future expansion of Yuba City's SOI as possible growth areas.

Within Yuba City's existing SOI, the proposed General Plan proposes a mixture of agricultural, residential, commercial, and industrial uses consistent with the uses identified within the Yuba City General Plan for the SOI area. Outside of the City's existing SOI, the General Plan proposes three growth areas discussed in greater detail earlier in this chapter. Land uses within these new growth areas would complement existing development within Yuba City, would be accessible via major transportation corridors, and would be close to public services and infrastructure.

No changes to the Live Oak SOI boundaries were proposed as part of the Draft General Plan. The General Plan proposes a mix of agricultural, open space, residential, commercial and industrial uses along with supporting uses, such as schools, and parks, spread throughout the SOI. These land uses are consistent with existing development and/or the proposed land uses within the Live Oak 2030 General Plan for the SOI area.

Any changes to the Yuba City or Live Oak SOI's were discussed during joint City Council/Board of Supervisors meetings held during the General Plan process. It is intended that future growth in the spheres of influence would occur subject to a comprehensive and coordinated City-County planning effort likely followed by annexation to and provision of urban services from the cities. Therefore, implementation of the General Plan would not conflict with adjacent land use plans, policy, or regulations.

Land Use Compatibility with Adjacent Lands

As described earlier, much of the surrounding land uses within the adjacent counties of Colusa, Yolo, Butte, Yuba, and Placer, and Sacramento County are similar to Sutter County. Reflective of this, land uses located to the west, east, and north are generally rural in nature and are similar to the land uses and low-density development pattern that exists within Sutter County. Higher density development is located in Yuba County associated with the communities of Marysville, Linda and Olivehurst. These communities are adjacent to Yuba City and have a similar mixture of land uses. More developed areas are located south of Sutter County within Sacramento County that include the Sacramento International Airport and the approved Metro Air Park (an industrial and business park).

Implementation of the Draft General Plan would preserve the vast majority of the land use pattern as it currently exists. Areas designated for future development are proposed in designated Growth Areas that comprise approximately 8 percent of the County's land area. These areas include much of the southeastern portion of the policy area within the Sutter Pointe Specific Plan area, the northern portion of the policy area within the Sutter Rural Planned Community, south of the Sutter Buttes, and the eastern portion of the policy

area adjacent to the cities of Yuba City and Live Oak. Growth is appropriate and compatible in these areas since similar types of land uses would be developed adjacent to one another and new development would be located near existing infrastructure, and services.

If there are any specific incompatibilities associated with noise, odor, light, or traffic, these concerns are addressed in the applicable technical section. Based on the analysis of the proposed General Plan, this EIR concludes that the proposed land use designations under the General Plan would not produce excessive noise, light, odors, or traffic that could result in a land use incompatibility with adjacent lands.