

City of Sacramento
Planning and Design Commission Report
915 I Street Sacramento, CA 95814
www.cityofsacramento.org

File ID: 2026-00399

2/12/2026

Workshop: Preliminary Framework for Regulating Cottages on Wheels (LR26-001)

File ID: 2026-00399

Location: Citywide

Recommendation: Review and comment on a preliminary draft framework for a local ordinance to allow cottages on wheels.

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Presenter: Angel Anguiano, Associate Planner, (916) 808-5519, Community Development Department

Attachments:

- 1-Description/Analysis
- 2-Background
- 3-Jurisdictional Standards Matrix
- 4-Staff Presentation

Description/Analysis

Issue Detail: The City's 2021-2029 Housing Element outlines an eight-year strategy to support housing production at all income levels and meet the City's Regional Housing Needs Allocation of 45,580 housing units by 2029. As part of this effort, Housing Element Program H23 directs the City to consider amendments to the Planning and Development Code to allow moveable tiny homes as accessory dwelling units (ADUs). Within the tiny home industry, a tiny house is generally referred to as a "moveable tiny house", "tiny house", or "tiny house on wheels". To avoid conflation with other commonly used building code terminology, these units will be referred to as Cottages on Wheels (COWs). The Cottages on Wheels initiative will establish a local ordinance and review process to permit moveable Cottages on Wheels as accessory dwellings to primary residential uses only.

The purpose of this workshop is to provide the Commission and the public an opportunity to comment on the preliminary draft framework for regulating Cottages on Wheels as well as discuss key policy and program considerations.

Policy Considerations

The consideration of an ordinance to allow Cottages on Wheels as accessory dwellings to primary residential uses is consistent with the City's goals, policies and programs established in the 2040 General Plan and the 2021-2029 Housing Element, including:

2040 General Plan

- **Goal LUP-1** A compact urban footprint and sustainable development pattern with infrastructure that supports efficient delivery of public services while protecting surrounding open space lands.
 - **LUP-1.1 Compact Urban Footprint.** The City shall promote a land- and resource-efficient development pattern and the placement of infrastructure to support efficient delivery of public services and conserve open space, reduce vehicle miles traveled, and improve air quality.
- **Goal LUP-6** A city of healthy, livable, “complete neighborhoods” that provide for residents’ daily needs within easy walking or biking distance from home.
 - **LUP-6.2 Range of Residential Development Intensities.** The City shall allow for a range of residential development intensities throughout the community to cultivate a mix of housing types at varying sales price points and rental rates, provide options for residents of all income levels, and protect existing residents from displacement.
 - **LUP-6.3 Variety of Housing Types.** The City shall promote the development of a greater variety of housing types and sizes in all existing and new growth communities to meet the needs of future demographics and changing household sizes, including the following:
 - Single-unit homes on small lots,
 - Accessory dwelling units,
 - Tiny homes,
 - Alley-facing units,
 - Townhomes,
 - Lofts,
 - Live-work spaces,
 - Duplexes,
 - Triplexes,
 - Fourplexes,
 - Cottage/bungalow courts,
 - Neighborhood-scale multi-unit buildings, and

- Senior and student housing.

2021-2029 Housing Element

- **Goal 1. Increasing Overall Housing Production**
 - **H-1.4 Facilitate Infill Housing Development.** The City shall facilitate infill housing along commercial corridors, near employment centers, near high-frequency transit areas, and in all zones that allow residential development as a way to revitalize commercial corridors, promote walkability and increased transit ridership, and provide increased housing options.
- **Goal 4: Advancing Equity and Inclusion**
 - **H-4.1 Expand Housing Types Throughout the City.** The City shall take meaningful actions to allow for a greater array of housing types throughout the city to create more inclusive and equitable neighborhoods and to affirmatively further fair housing.
- **Program H23. Moveable Tiny Homes as ADU's.** The City shall consider amending the Planning and Development Code to allow moveable tiny homes to be considered an ADU.
 - Implements which Policy(ies): H-3.1
 - Timeframe: 2024
 - Responsible Department or Agency: Community Development
 - Objective: Streamline and reduce costs for ADUs throughout the City, but with a specific focus on areas of high opportunity to affirmatively further fair housing.

Environmental Consideration: This workshop is not a project under the California Environmental Quality Act (CEQA) because it is a request for input as an administrative activity that will not result in any direct or indirect physical change in the environment (CEQA Guidelines Section 15378(b)(5)) and is not subject to CEQA (Guidelines section 15060(c)(3)). Future efforts associated with Cottages on Wheels will be reviewed in accordance with CEQA Guidelines sections 15060 and 15061(a).

Economic Impacts: Not applicable.

Sustainability: A sustainable community provides housing for current and future households across all income levels within a sustainable development pattern. The City's Cottages on Wheels initiative supports this goal by facilitating infill development and expanding housing options that reduce housing costs and promote inclusive and equitable neighborhoods, consistent with affirmatively furthering fair housing.

Commission/Committee Action: None.

Rationale for Recommendation: This workshop provides an opportunity for Commission input and discussion to inform staff on how to proceed with the program.

Financial Considerations: None.

Local Business Enterprise (LBE): Not applicable.

Attachment 2: Background

On August 17, 2021, the City Council adopted the 2021-2029 Housing Element, committing the City to implement 49 programs over the eight-year planning period. The Housing Element is the City's primary housing policy document and identifies specific implementation programs required to maintain compliance with state housing law.

Housing Element Program H23 directs the City to evaluate potential amendments to the Planning and Development Code to allow moveable tiny homes to be permitted as a form of accessory dwelling unit (ADU). In response, Planning staff has initiated work on Program H23 and is seeking input from the Planning and Design Commission on possible implementation approaches.

As part of this effort, staff is evaluating how moveable dwelling units may be allowed on residential properties in a manner that is consistent with applicable health and safety requirements, and seeks to establish clear local standards for siting, design, utilities, and permitting. For clarity and to avoid confusion with state accessory dwelling unit statutes and California Building Code requirements, Moveable Tiny Homes on Wheels will be referred to as Cottages on Wheels (COWs).

Regulatory Framework

The City's Planning and Development Code establishes a residential regulatory framework that is generally premised on permanent construction. Under Title 17, a "Dwelling" is defined as a structure containing one or more dwelling units, and a "Dwelling unit" is defined as one or more rooms with permanent provision for living, sleeping, eating, cooking, and sanitation, occupied by a single housekeeping unit, with all rooms accessed from within the unit (§ 17.108.050). These definitions reflect the assumption that dwellings are permanent structures subject to the California Building Standards Code (Title 24).

The California Department of Housing and Community Development (HCD), in Information Bulletin 2016-01, clarifies that structures commonly referred to as "tiny homes" are not a distinct housing classification under state law. Instead, such units must fall within an existing statutory category in order to be lawfully occupied. These categories include dwellings constructed in compliance with the California Building Standards Code, HUD-code manufactured homes, factory-built housing, recreational vehicles (RVs), and park trailers (PTs). Only structures classified as dwellings or dwelling units under the Building Standards Code are recognized as permanent residential buildings.

Movable units constructed on a chassis and designed to be towable are typically classified as RVs or park trailers and are regulated under the California Health and Safety Code rather than the Building Standards Code. HCD guidance explains that these units are generally intended for temporary or seasonal occupancy and, unless specifically authorized by local regulation, may only be occupied within permitted

mobilehome parks or special occupancy parks that meet applicable health and safety standards.

Because movable dwelling units such as Cottages on Wheels do not have specified definitions in the City's Planning and Development Code, and because they are not regulated as permanent residential structures under the Building Standards Code, they are not expressly permitted as residential uses under the existing regulatory framework. HCD has confirmed, however, that local jurisdictions may authorize the residential use of movable tiny homes through locally adopted zoning and permitting regulations, provided applicable safety standards are met, and the units are not classified as Accessory Dwelling Units.

Therefore, a local regulatory framework is needed to define how and where movable dwelling units may be used, clarify their relationship to existing residential zoning standards, and distinguish them from both permanent dwellings regulated under Title 17 and recreational vehicle uses regulated under state health and safety law.

Draft Ordinance Framework

Staff is proposing the adoption of a local ordinance to allow Cottages on Wheels that is distinct from locally- or state-defined Accessory Dwelling Units to implement Housing Element Program H23. Below is a list of considerations and a proposed approach to developing an ordinance to allow Cottages on Wheels in Title 17.

Locational Requirements

- Proposal: Allow COWs in the Single-Unit and Duplex Dwellings zones including R-1, R-1A, R-1B, and R-2.
- Rationale:
 - Single-unit and duplex zones are more likely to provide adequate lot sizes, access to utilities, and fire access necessary to safely accommodate a moveable dwelling unit.
 - This approach is consistent with peer jurisdictions, which typically limit moveable tiny homes to single-family or low-density residential zones.

Number

- Proposal: Allow a maximum of one COW on all lots developed with one or more dwellings.
- Rationale:
 - This limitation supports an incremental, evaluative approach to implementation, and will allow the City to monitor uptake, compliance, and impacts before considering future program expansion.

Permitting Process

- Proposal: Permit Cottages on Wheels through the Site Plan and Design Review Process. Applications conforming to applicable standards are approved at staff level; those requiring a deviation are reviewed by the Design Director at a noticed public hearing. A building permit application will also be required for applicable plumbing and electrical.
- Rationale:
 - SPDR provides an administrative review mechanism to ensure compliance with design guidelines, siting, and utility standards.
 - This approach balances efficiency with the need for interdepartmental review of a non-standard housing type.

Development Standards: The table below provides a summary of the proposed development requirements.

Standard	Proposed
Land Use	Cottage On Wheels
Zoning (Allowed by right)	Single-Unit and Duplex Dwellings zones including R-1, R-1A, R-1B, and R-2
Minimum and Maximum Size	Minimum: 150-square-feet Maximum: 400-square-feet
Registration	HCD or DMV
Construction Certification	American National Standards Institute (ANSI) 119.5 and National Fire Protection Association (NFPA) 1192
Appearance	Must resemble a house. Must include commonly used materials found in neighborhood. Specific details related to doors, windows, and roof pitches will apply, and all wheels and mechanical equipment must be screened. Properties located within a historic district, containing a contributing resource, and/or a historic landmark are subject to additional objective design standards for historic properties that vary by district and resource type.
Setbacks	Based on Zoning designation
Utilities	Shall be permanently connected to City water and sewer systems or on an approved well and/or septic system where City services are not available. Shall be connected to electric utilities.
Fire	Certified and Inspected for ANSI 119.5 and NFPA 1192 compliance

Foundation/Parking	Shall be placed on decorative pavers, asphaltic concrete or Portland cement, concrete paving, or alternative treatments providing comparable strength and performance for vehicles intended to use the facility
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Other Jurisdictional Standards

Several California cities and counties, including San José, Fresno, Nevada County, Placer County, and West Sacramento, have adopted local ordinances regulating tiny homes or moveable dwellings on residential lots.

Lessons learned from these jurisdictions have informed the City's approach to naming, classification, design standards, and permitting pathways for Cottages on Wheels (see Attachment 3 for a jurisdictional comparison matrix summarizing key standards).

Attachment 3: JURISDICTIONAL STANDARDS COMPARISON MATRIX

STANDARD	PLACER COUNTY Application Checklist Website	NEVADA COUNTY Application Checklist Website Ordinance / Definitions	WEST SACRAMENTO Application Checklist Ordinance Flow Chart	SAN JOSE Application Checklist Website	City of San Diego Information Bulletin
Naming Convention	Moveable Tiny Home	Moveable Tiny Home	Tiny Homes on Wheels	Tiny Homes on Wheels	Moveable Tiny House
Land Use	Primary, Accessory Dwelling Unit, or Community (4-12/du)	Primary or Accessory Dwelling Unit	Primary or Accessory Dwelling Unit	Accessory Dwelling Unit	Accessory Dwelling Unit
Zoning (Allowed-in)	Single-unit, multi-unit (ADU), commercial, mixed-use zones (ADU)	Single-unit dwelling zoning	Single unit zoning, Sometimes requires CUP or Minor Use Permits in some zones	Allowed in Single Family Zoning	Allowed in single-unit dwelling zone
Max Size	400 sq. ft. or less	400 sq. ft.	399 sq. ft. (includes loft areas)	150 sq. ft. – 400 sq. ft.	150 sq. ft. – 430 sq. ft.
Registration	DMV and HCD	DMV (maintained at all times)	DMV + ANSI/NFPA	DMV and HCD	DMV and HCD
Certification*	ANSI 119.5 / NFPA 1192	ANSI 119.5 / NFPA 1192	ANSI 119.5 / NFPA 1192	ANSI/NFPA 1192	ANSI/NFPA 1192
Appearance	Must resemble house, rather than an Recreational Vehicle (i.e.no slide-outs, etc.)	Must resemble house, typical housing materials such as siding or roofing	Must resemble house, pitched roofs/windows. One story structure; lofts are allowed	Must resemble house or “conventional structure”, no slide-outs, tip-outs, nor other forms of mechanically articulating room area extensions	<ol style="list-style-type: none"> 1. Cladding and Trim: Materials used on the exterior shall not be single piece composite, laminates, or interlocked metal sheathing; and 2. Windows and Doors: Windows shall be at least double pane glass, labeled for building use, and include exterior trim. Windows and doors shall not have radius comers; and 3. All mechanical equipment, including heating, ventilation, and air conditioning, shall be incorporated into the structure and not located on the roof; and 4. Living Area Extensions: The roof and all exterior walls shall not be fixed with slide-outs, tip-outs, or other forms of mechanically articulating room area extensions.
Setbacks	4 ft. (lot), 10 ft. (structures)	Based on zoning	Based on zoning	Based on zoning	<ol style="list-style-type: none"> 1. Shall be located on a premise adjacent to a public right-of-way that is at least 20 feet wide; and

Attachment 3: JURISDICTIONAL STANDARDS COMPARISON MATRIX

					<p>2. Shall be located behind or to the side of the primary dwelling unit and not in any front yard or front setback; and</p> <p>3. Shall be located so that exterior portions of a movable tiny house shall not be located more than 150 feet from the public right-of-way; an</p>
Utilities	<p>Hookup to water, sewer, electric (all mechanical equipment must be in structure)</p> <p>Building Permit shall be obtained for installation of a subpanel, electrical pedestal, and approved exterior outlets, unless otherwise designed to be self-contained.</p>	<p>Shall be connected to water supply and sewage disposal facilities. Management Plan (LAMP) and On-Site Wastewater Treatment System (OWTS)</p> <p>A building permit shall be obtained by the Building Department for the installation of a subpanel appropriately sized for the THOW's amperage, electrical pedestal, and approved exterior outlets in the location the THOW will be located unless otherwise designed to be self-contained to provide equal electrical accommodations. Utility connection features may require protective bollards at the discretion of the Building Official. A THOW may be connected to an off-grid electrical system consistent with the Building Department's off grid policy.</p>	<p>THOWs shall be connected to the City water and sewer systems or on an approved well and/or septic system where City services are not available.</p> <p>Energy: shall incorporate an electrical subpanel and connected to power the power grid</p>	<p>Required hookups: sewer, water, electrical (usually require minimum of two inspections: 1) sizing; 2) underground, before backfilling trenches). Natural gas is prohibited.</p> <p>RV and Tiny Home service hookups are different. RV more portable connections. Tiny homes are less transient and ability to be hard wired – connections need to be able flexible in case of earthquake.</p> <p>Very specific plumbing questions in application related to placement of water riser pipes, distance to drainage connections, and other requirements to be noted in site plan.</p>	<p>A MTH shall provide for independent living, sleeping, eating, cooking and sanitation independent from the primary dwelling and shall be connected to water, sewer, and electric utilities. Connections to natural gas are prohibited.</p> <p>Water and sewer utility connections shall comply with the California Plumbing Code and shall provide means for disconnection. If interconnection is proposed to an existing water meter and sewer system, the capacity of the existing utilities shall be shown to be adequate to accommodate the additional number of fixture units in the MTH.</p> <p>Electrical power extended from the main electrical panel shall be installed to comply with the California Electrical Code and the MTH shall include an electrical service panel with properly sized electrical disconnection means.</p>
Fire	Sprinklers if main house has	If required under the Fire Protection Plan and determined to be required.	Class A roof, egress standards: a minimum of two egress; 1 main entrance and one in every sleeping area	ANSI/NFPA 1192 (3 rd Party Inspection)	ANSI/NFPA 1192 (3 rd Party Inspection)
Foundation/Parking	<p>If placed on permanent foundation, must meet building and fire standards.</p> <p>Tied down with anchors or otherwise stabilized as designed by manufacturer;</p>	Gravel/paved pad, engineer tie-down	Paved pad, tie-downs,	Paved, compacted, engineer tie downs,	Shall be protected with an automatic fire sprinkler system installed even if located on a lot where primary dwelling units.

Attachment 3: JURISDICTIONAL STANDARDS COMPARISON MATRIX

Accessory Structures	Tiny Home Must be detached	Must be detached	Must be detached	Must be detached; Does not allow THOWS if there's a detached ADU or another THOWS. Ok if attached ADU or JADU.	Detached
Short Term Rental	Not specified	Long-term only (≥ 30 days)	Not specified	Not specified	Not specified
Other Items	N/A	Plan Submittal Requirements: Site Plan Floor Plan 3 rd Party Certification Skirting Detail Anchorage plans and engineering Stair/landing plans DMV registration	N/A	San Jose: Building Permit not required; only plumbing and electrical permits required. Plan Submittal Requirements: Site Plan Floor Plan Elevations Proof THOW Registration Proof of THOW certified for ANSI or NFPA compliance Detail showing the THOW is towable Detail of parking pad	N/A
Code References					
<ul style="list-style-type: none"> • California Department of Motor Vehicles Procedures Manual – Chapter 6.050 Park Trailers • HCD Manufactured Housing – List of Approved Design Approval Agencies & Quality Assurance Agencies • American National Standards Institute (ANSI) 119.5 <ul style="list-style-type: none"> • It sets requirements for plumbing, heating, electrical systems, and structural safety. • It basically ensures the tiny home is safe for people to live in, even though it's on wheels. • National Fire Protection Association (NFPA) 1192 <ul style="list-style-type: none"> • It adds rules for fire safety, electrical wiring, propane systems, and emergency egress. • Its main focus is to reduce fire hazards in small, movable dwellings. • California Electrical Code, Article 551, Article 552 • California Plumbing Code, Chapter 6, Chapter 7, Appendix E 					



February 12, 2026

Angel Anguiano, Associate Planner

A dark blue silhouette of the Sacramento city skyline, featuring various buildings of different heights and architectural styles, including the California State Capitol building on the right.

Workshop: Preliminary Framework for Regulating Cottages on Wheels (LR26-001)

Planning and Design Commission

Policy Context

Program H23. Movable Tiny Homes as ADUs



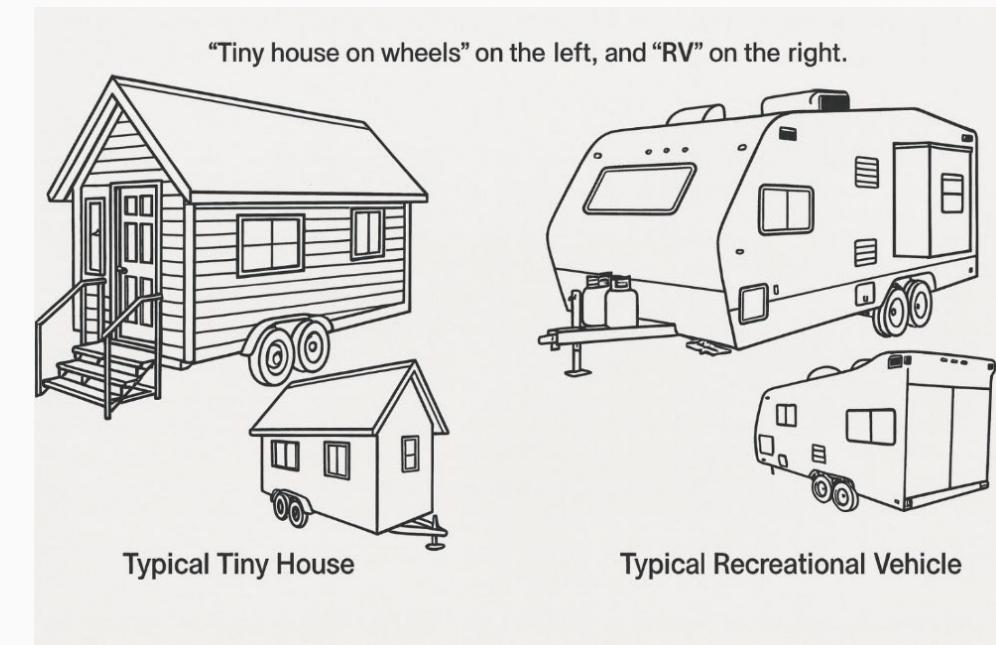
The City shall consider amending the Planning and Development Code to allow movable tiny homes to be considered an ADU.

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



What are Cottages on Wheels?

Category	Description
Housing Type	Small dwelling units designed to be placed on a wheeled chassis.
Dwelling Features	Includes complete facilities for living, sleeping, eating, and sanitation, allowing the unit to function independently as a dwelling.
Unit Size	Between 150 and 400-square-feet.
Mobility	Towable, but not designed or intended for self propelled movement.
Construction Standards	Constructed in compliance with American National Standards Institute (ANSI) 119.5 and National Fire Protection Association (NFPA) 1192 , with certification by a qualified third-party inspector.
Registration	Registered with the California Department of Motor Vehicles (DMV)



Why a Local Framework Is Needed

- **Regulatory Context**
 - Not expressly defined as a housing type in state law.
 - State ADU laws apply to permanent buildings (COWs are not considered permanent)
 - Local zoning and permitting needed for clarity and safety standards

Other Jurisdiction Examples

STANDARD	PLACER COUNTY	NEVADA COUNTY	WEST SACRAMENTO	SAN JOSE	City of San Diego
Naming Convention	Moveable Tiny Home	Moveable Tiny Home	Tiny Homes on Wheels	Tiny Homes on Wheels	Moveable Tiny House
Land Use	Primary, Accessory Dwelling Unit, or Community (4-12/du)	Primary or Accessory Dwelling Unit	Primary or Accessory Dwelling Unit	Accessory Dwelling Unit	Accessory Dwelling Unit
Zoning (Allowed-in)	Single-unit, multi-unit (ADU), commercial, mixed-use zones (ADU)	Single-unit dwelling zoning	Single unit zoning, Sometimes requires CUP or Minor Use Permits in some zones	Allowed in Single Family Zoning	Allowed in single-unit dwelling zone
Max Size	400 sq. ft. or less	400 sq. ft.	399 sq. ft. (includes loft areas)	150 sq. ft. – 400 sq. ft.	150 sq. ft. – 430 sq. ft.
Appearance	Must resemble house, rather than an Recreational Vehicle (i.e.no slide-outs, etc.)	Must resemble house, typical housing materials such as siding or roofing	Must resemble house, pitched roofs/windows. One story structure; lofts are allowed	Must resemble house or “conventional structure”, no slide-outs, tip-outs, nor other forms of mechanically articulating room area extensions	Exterior standards: Durable cladding, double-pane windows, integrated HVAC, no slide-outs
Utilities	Hookup to water, sewer, electric (all mechanical equipment must be in structure) Building Permit shall be obtained for installation of a subpanel, electrical pedestal, and approved exterior outlets, unless otherwise designed to be self-contained.	Shall be connected to water supply and sewage disposal facilities. Management Plan (LAMP) and On-Site Wastewater Treatment System (OWTS) Building Permit shall be obtained for installation of a subpanel, electrical pedestal, and approved exterior outlets, unless otherwise designed to be self-contained.	Shall be connected to the City water and sewer systems or on an approved well and/or septic system where City services are not available. Energy: shall incorporate an electrical subpanel and connected to power the power grid	Must include sewer, water, and electrical connections; natural gas is prohibited. Tiny homes require less transient, hard-wired connections (with flexibility for seismic safety), unlike RV-style hookups. Applications must detail plumbing specifics, including water riser placement, drainage distances, and site plan compliance.	Must support full independent living (sleeping, cooking, sanitation) and connect to water, sewer, and electric utilities; natural gas is prohibited. Water/sewer connections must meet California Plumbing Code, allow disconnection, and verify capacity if sharing existing systems. Electrical must comply with California Electrical Code, include a dedicated service panel, and proper disconnection means.

Draft Framework: Zoning, Design, and Utilities

Standard	Proposed
Land Use	Cottage on Wheels
Zoning (Allowed by right)	Single-Unit and Duplex Dwellings zones including R-1, R-1A, R-1B, and R-2
Minimum and Maximum Size	Minimum: 150-square-feet Maximum: 400-square-feet
Registration	HCD and DMV
Construction Certification	American National Standards Institute (ANSI) 119.5 and National Fire Protection Association (NFPA) 1192
Appearance	Must resemble a house. Must include commonly used materials found in neighborhood. Specific details related to doors, windows, and roof pitches will apply and all wheels and mechanical equipment must be screened.
Setbacks	Based on Zoning
Utilities	Shall be connected to City water and sewer systems or on an approved well and/or septic system where City services are not available. Shall be connected to electric utilities All utility systems must be designed for safe disconnections
Fire	Certified and Inspected for ANSI 119.5 and NFPA 1192 compliance (3 rd Party). No fire sprinklers required.
Foundation/Parking	Shall be placed on decorative pavers, asphaltic concrete or Portland cement, concrete paving, or alternative treatments providing comparable strength and performance for vehicles intended to use the facility

Draft Ordinance Framework

- Locational Requirements
 - Proposal: Allow COWs in the Single-Unit and Duplex Dwellings zones including R-1, R-1A, R-1B, and R-2.
- Number
 - Proposal: Allow a maximum of one COW on all lots developed with one or more dwellings.
- Permitted through Site Plan and Design Review Process
 - Approved at staff level if applications conform with applicable standards
 - Deviations are reviewed by the Design Director at a noticed public hearing.
 - **Step 1:** Planning review and approval through Site Plan and Design Review
 - **Step 2:** Building Review for Building Permits (Utilities) and inspections

Next Steps

- **Spring 2026:** Housing Policy Working Group + Other Stakeholder Outreach
- **Summer 2026:** Ordinance Adoption (PDC, L&L, Council)

Feedback on Draft Ordinance Framework

Staff is seeking input from the Commission on draft ordinance details such as:

- Permitted zones
- # of permitted COWs per lot
- Review level and type

Thanks!

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City of
SACRAMENTO

