



# REPORT TO COUNCIL

## City of Sacramento

# 12

915 I Street, Sacramento, CA 95814-2604  
www.CityofSacramento.org

CONSENT  
September 18, 2007

Honorable Mayor and  
Members of the City Council

**Title:** McClellan Heights and Parker Homes Plan (M03-190)

**Location/Council District:** The area generally bounded on the north by Bell Avenue, the east by Winters Street, the south by interstate 80, and the west by Raley Boulevard (Attachment 1-Exhibit A)./Council District 2

**Recommendation:** Adopt a Motion of Intent to adopt a Resolution (Attachment 2) to override the Airport Land Use Commission (ALUC) determination of inconsistency of the proposed McClellan Heights and Parker Homes Land Use and Infrastructure Plan with the McClellan Airport Comprehensive Land Use Plan.

**Contact:** Remi Mendoza, Assistant Planner, 808-5003; Jim McDonald, AICP, Senior Planner, 808-5723

**Presenters:** Remi Mendoza, Assistant Planner, 808-5003; Jim McDonald, AICP, Senior Planner, 808-5723

**Department:** Planning

**Division:** Long Range Planning

**Organization No:** 4912

### **Description/Analysis**

**Issue:** The proposed McClellan Heights and Parker Homes (MHPH) Plan is within the area of influence of the McClellan Comprehensive Land Use Plan (CLUP). Details of the MHPH planning effort are identified in Attachment 1. The CLUP was adopted in 1987 and regulates compatibility between airports and adjacent land use. The Airport Land Use Commission (ALUC) for Sacramento County used the 1987 McClellan CLUP as the basis for consistency review of the McClellan Heights and Parker Homes Plan. The ALUC determined that the MHPH Plan is inconsistent with noise policy in the CLUP, because the MHPH Plan is within the 65 Community Noise Equivalent Level (CNEL) or higher (attachment 4) and residential development is not permitted in these noise levels.

The McClellan Air Force Base (AFB) CLUP was adopted when McClellan still operated as an Air Force Base. The CLUP is currently undergoing a revision and will be updated to reflect the change from a military air base to a civilian airfield. This change has resulted in a smaller area being exposed to high levels of aircraft noise.



The reduced noise levels have been updated in the McClellan Park Noise Exposure-2022 map (attachment 5) that was adopted by the County Board of Supervisors, in 2002, as part of the McClellan AFB Reuse Plan. Staff has been preparing the McClellan Heights and Parker Homes Plan based on these more accurate noise contours, not the out-of-date CLUP contours. The revised noise levels would allow for the development of the land uses identified in the MHPH Plan, consistent with noise and land use policies in the existing General Plan.

Staff requests that City Council announce the intent to override the existing McClellan CLUP based on the significant change in airport operations and associated reduction in noise levels. Using the current McClellan Park Noise Exposure -2022 map, the McClellan Heights and Parker Homes Plan is outside of the 65 CNEL boundaries. Therefore the plan does not violate the 65 CNEL noise thresholds in either the existing General Plan or the existing noise policy in the McClellan CLUP.

Section 21676 of the Public Utilities Code requires the City Council to provide 45 days' prior notice to the ALUC of its proposed action to override the objections of the ALUC to the adoption of the Plan and to provide with the notice the proposed override findings. The ALUC then has 30 days to submit comments to the City. Staff is requesting that Council approve a motion of intent to adopt the attached resolution so that it can be forwarded to the ALUC and to the State of California Department of Transportation Division of Aeronautics, for their review and comment. The Plan and the resolution are scheduled to be submitted to the Council for adoption on November 27, 2007.

**Policy Considerations:** Overriding the McClellan CLUP is consistent with the City of Sacramento's General Plan which includes goals and policies that support residential development in the MHPH Plan area.


**Committee/Commission Action:** Staff has held two informational hearings with the Planning Commission. On August 17, 2006, and on August 16, 2007, Planning Commissioners provided review and comment on the McClellan Heights and Parker Homes Plan.

**Environmental Considerations:** Environmental Services staff has reviewed the action to formally announce the Council's intent to override the McClellan CLUP and have determined that this announcement is not a project pursuant to CEQA Guidelines Section 15378. However, an Environmental Impact Report is being prepared for the McClellan Heights and Parker Homes Land Use and Infrastructure Plan and will be presented to City Council for their certification prior to approvals of the proposed project.

**Rationale for Recommendation:** Overriding the McClellan CLUP is necessary because the existing noise contours are out of date. An override is consistent with goals and policies in the City's General Plan that support infill development within the McClellan Heights and Parker Homes Plan area.

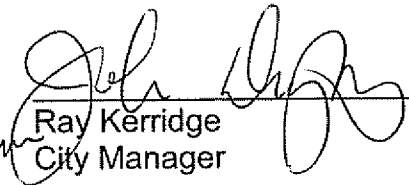
**Financial Considerations:** Not Applicable

**Emerging Small Business Development (ESBD):** Not Applicable

Respectfully Submitted by:    
Jim McDonald, AICP  
Senior Planner

Approved by:   
Carol Shearly, Director  
Planning Department

Recommendation Approved:

  
Ray Kerridge  
City Manager

**Table of Contents:**

	Report	Pg	1-3
<b>Attachments</b>			
1	Background	Pg	4-6
	Exhibit A-Project Boundaries	Pg	7
	Exhibit B-Existing Zoning	Pg	8
	Exhibit C-Proposed Zoning	Pg	9
2	Resolution	Pg	10-12
3	ALUC Letter of Consistency Determination	Pg	13-16
4	McClellan CLUP Noise Contours map	Pg	17
5	McClellan Park Noise Exposure 2022 map	Pg	18

## **Attachment 1**

### **Background**

In October 2000, the former McClellan Air Force base was designated as a redevelopment area. At that time, the City and County of Sacramento made an unprecedented move to provide funds from both the City and future McClellan redevelopment, for Parker Homes and McClellan Heights neighborhoods housing and infrastructure. Parker Homes is a residential neighborhood area where temporary military housing was built during the World War II. Many of these homes lack foundations and have other structural issues, and continue to present significant housing quality issues. The neighborhood also has severely deteriorated substandard and at times non-existent sewer, water and roadway infrastructure improvements.

McClellan Heights, just east of Parker Homes, is a semi-rural residential area comprised of primarily post-war construction. Homes in McClellan Heights are newer and of more modern construction. However, the area has not been fully built out, is lacking in infrastructure improvements, and has experienced difficulties resulting from the mix of incompatible residential and industrial uses. For these reasons the City and County of Sacramento agreed to a joint planning effort to improve these two neighborhoods. Currently there are approximately 840 housing units and 2,500 residents in these two neighborhoods. There is potential for additional new development, including 250 residential units, 15,000 square feet of retail, and some industrial development.

In 2000, \$6 million of future housing set-aside tax increment funds was pledged for the area to be matched by \$6 million of City funds for housing and infrastructure improvements in these two neighborhoods. It was also agreed that the City would prepare an updated land use and zoning plan for the area. Because of the many vacant parcels within the McClellan Heights area, the land use plan is of particular importance in this area, as the plan will facilitate future infill housing and commercial development opportunities, as well as provide a road map for infrastructure needs.

In 2004, once funds for the McClellan redevelopment area had sufficiently accrued, Council directed redevelopment and planning department staff to initiate the planning effort for the Parker Homes and McClellan Heights neighborhoods. At this time, the City Council adopted an interim ordinance (2004-035) establishing a special permit requirement for non-residential development within the McClellan Heights/Parker Homes plan area. This was put in place so that the land uses in the area could be studied and the community consulted about the site planning and design of this development. The McClellan Heights/Parker Homes Land use plan is consistent with the City's desire to make improvements to the infrastructure and housing, and to modify land uses to make them more compatible with the existing residential development.

#### Public Outreach.

Staff has held four community workshops to involve the community in the McClellan Heights and Parker Homes Planning effort (February 28, 2005, March 14, 2005, June

14, 2006, and October 26, 2006).

### Plan Vision

The McClellan Heights and Parker Homes Plan provides a vision for land use changes intended to facilitate and support the transition of the area into two strong, primarily residential neighborhoods that are served by retail and other amenities with high quality housing at varying levels of affordability.

### Design

In order to provide for quality design, staff propose expanding the Del Paso Heights Design Review District to encompass the McClellan Heights and Parker Homes plan area. Application of the Del Paso Heights Residential and Commercial Design Guidelines will contribute to the creation of a complete neighborhood with a positive, cohesive sense of place, and can improve the overall character of the neighborhood by making it a more attractive, safe, and inviting place to live.

### Special Planning District

A Special Planning District (SPD) will be implemented via ordinance and will apply to the entire Plan Area in order to enact the zoning designations. Enactment of the SPD will ensure that the proposed development is compatible with surrounding development including the McClellan Airport by requiring a Recorded Deed Notice for new residential development to address airport noise.

### Land Use

The McClellan Heights/Parker Homes Land Use and Infrastructure Plan would amend the existing zoning (Exhibit B) in the Plan Area. The Plan proposes using existing zoning code designations combined with an SPD overlay (Exhibit C). A summary of the proposed changes from existing zoning is described below.

- *Single Family Alternative Zone (R-1A-SPD)*. The majority of parcels in the Plan area would be rezoned to R-1A-SPD from the existing R-1 (Single-Family Zone). There are also parcels in the northern and eastern part of the Plan Area that have existing zoning of M-1, M-1-S and M-1-S-R which would change to R-1A-SPD. The R-1A-SPD zone allows for flexible development standards, which would facilitate the development of small or otherwise constrained lots in the area.
- *Residential Mixed Use Zone (RMX-SPD)*. The Plan Area includes a residential mixed use area along Winters Street and along the eastern section of Bell Avenue. These parcels, with existing zoning M-1 and M-1-R and R-1, would be rezoned to RMX-SPD. This zone allows a mix of moderate density residential and neighborhood-serving commercial uses.
- *General Commercial (C-2-SPD) Zone*. Three areas within the Plan boundaries would have C-2-SPD zoning.
  - Bell Avenue and Raley Boulevard.
  - Marysville and North Avenue.
  - Winters street between North and Harris Avenues.

- *Light Industrial (M-1-SPD) Zone.* The area bounded by Tate Street, North Avenue, the former McClellan Air Force Base, and Harris Street is intended to continue to have industrial uses. There are approximately 30 acres in the area bounded by Pinell Street, Bell Avenue, Astoria Street, and Rene Avenue that will continue to be zoned for industrial uses. These industrial uses are on the edge of the plan area and are not impeding on the residential neighborhood. These parcels are not considered to be vacant or underutilized industrial properties.

### Infrastructure

Based on the community comments and the infrastructure evaluation the following were identified as top priority roadway and utility infrastructure needs for the plan area:

1. Street and drainage improvements on Nimitz Street
2. Traffic Signal at Bell and Winters Street
3. Interim street lighting on Sacramento Municipal Utility District (SMUD) Poles
4. Drainage Improvements-Pipe and culvert upgrades

### Policy Considerations

Policy 1- Quality of Life:

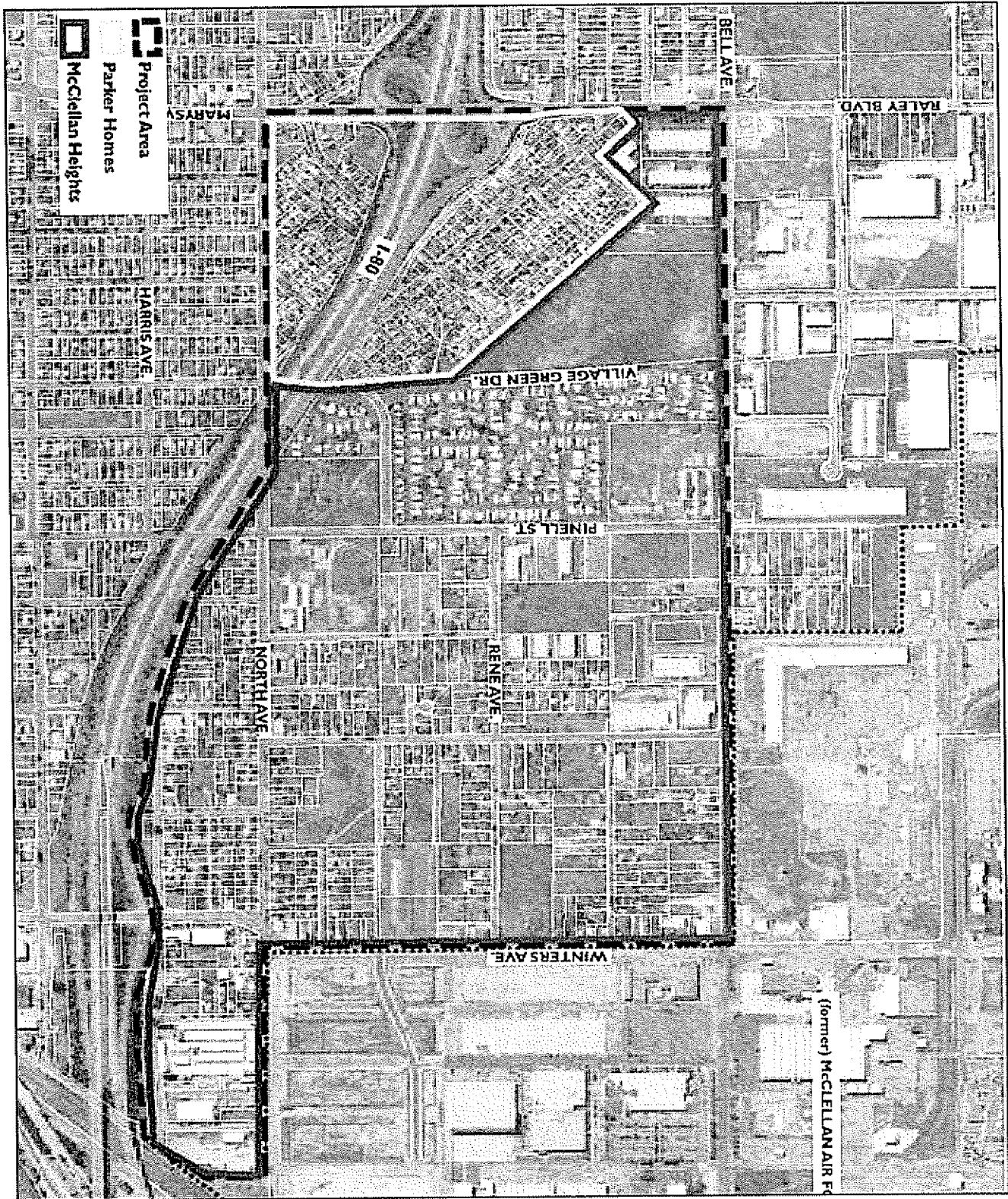
It is the objective of the City to require that new development be consistent with established guidelines for noise and safety near McClellan and Mather Air Force Base. It was not the intent of California Airport Land Use Commission Law, however, to affect areas substantially devoted to development already, such as is found in most of the area south and west of McClellan. Thus existing development, approved subdivisions, and infill areas should not be required to be compatible with the McClellan Comprehensive Land Use Plan.

Health and Safety Element of the General Plan:

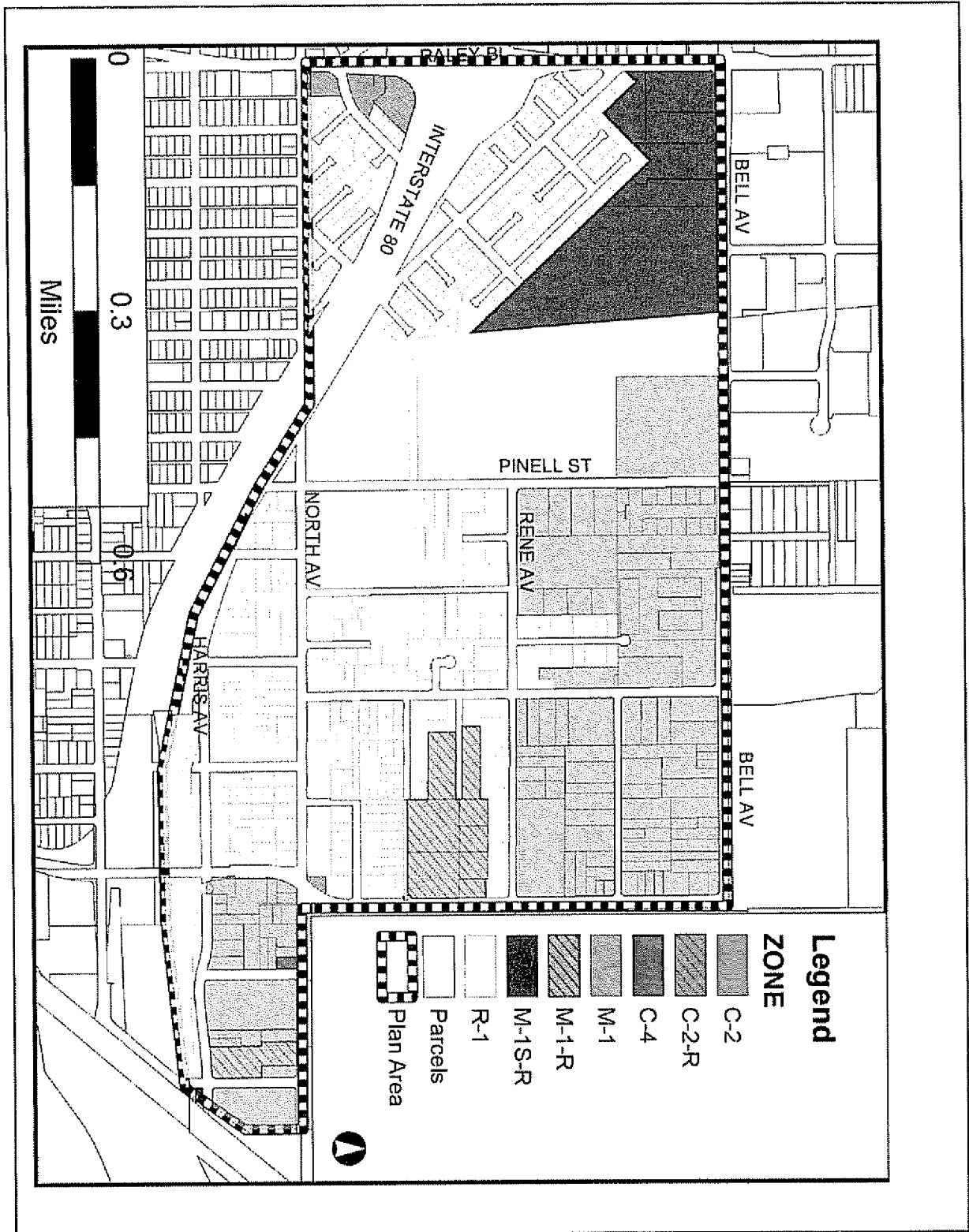
Goal A- Future development should be compatible with the projected year 2016 noise environment

Policy 2: Require mitigation measures to reduce noise exposure to the "Normally Acceptable Levels" except where such measures are not feasible. It is recognized that there are many areas within the City for which it is not feasible to provide further noise mitigation. It is also recognized that some projects, because of their location, design, or size may not be able to incorporate mitigation measures that are feasible for larger projects or for projects in different locations. Specifically, around McClellan Air Force Base, there are areas where the noise contours indicate that it may be clearly infeasible to achieve the "normally acceptable" noise level. Projects in these areas may be allowed to exceed the maximum acceptable noise level. However, each project shall be subject to mitigation measures to maximum extent feasible.

### Exhibit A Project Boundaries



### Exhibit B Existing Zoning





**Attachment 2**

**RESOLUTION NO.**

Adopted by the Sacramento City Council

**ADOPTING FINDINGS OF FACT SUPPORTING  
OVERRIDE OF THE AIRPORT LAND USE COMMISSION  
DETERMINATION OF INCONSISTENCY OF THE  
PROPOSED MCCLELLAN HEIGHTS AND PARKER  
HOMES LAND USE AND INFRASTRUCTURE PLAN WITH  
THE MCCLELLAN AIRPORT COMPREHENSIVE LAND  
USE PLAN**

**BACKGROUND**

- A. The Board of Directors of the Sacramento Area Council of Governments (SACOG), sitting as the Airport Land Use Commission (ALUC), adopted the Comprehensive Land Use Plan for the McClellan Air Force Base (CLUP) on January 1987 and last amended it in December 1992. The CLUP has not been amended since the McClellan Air Force Base was closed to account for the current civilian general aviation use of this airport.
- B. The ALUC is empowered under State law to make determinations regarding the compatibility of proposed developments located within the CLUP and cities and counties within ALUC's jurisdiction are required to send specific plans to the ALUC for review.
- C. The City, in cooperation with the Sacramento Housing and Redevelopment agency, prepared the McClellan Heights and Parker Homes Land Use and Infrastructure Plan (Plan) for the 306 acre area, generally bounded on the north by Bell Avenue, the east by Winters Street, the south by interstate 80, and the west by Raley Boulevard, based on the 2022 noise contours for the McClellan Airport adopted by the County of Sacramento in 2002 (County Noise Contours).
- D. The Plan proposes to allow residential development within the Overflight Zone of the Sacramento County's McClellan Airport that would be subject to noise levels above 60 Community Noise Equivalent Level (CNEL) but below the 65 CNEL threshold based on the County's Noise Contours, and the Special Planning District that will guide implementation of the Plan incorporates the CLUP's land use safety restrictions for development within the Overflight Zone.
- E. The City forwarded the Plan to the ALUC for its review for compatibility with the

CLUP. The ALUC found the Plan was inconsistent with the CLUP because based on the prior operations of the McClellan Airport as an Air Force Base, the CLUP indicates that the entire Plan area is within the 65 CNEL noise level contour and the CLUP does not allow any residential development in the 65 CNEL noise level contour. The ALUC notified the City of its inconsistency finding on August 10, 2007.

- F. On September 18, 2007, the City Council approved a motion of intent to override the ALUC's finding that the Plan is inconsistent with the CLUP based on the findings set out below, and a copy of the proposed resolution was forwarded to the ALUC for their information along with a notice of the date of the public hearing when the City Council is scheduled to formally vote on overriding the ALUC's CLUP inconsistency finding.
- G. Section 21676 of the Public Utilities Code provides that the City Council may override the ALUC's finding of inconsistency of the Plan with the CLUP after providing advanced notice to the ALUC of the proposed action, holding a hearing, and the override vote is carried by a two-thirds vote of the City Council.

**BASED ON THE FACTS SET FORTH IN THE BACKGROUND, THE CITY COUNCIL RESOLVES AS FOLLOWS:**

- Section 1. The City Council held a noticed public hearing, at which time the issue of the Plan's potential inconsistency with the CLUP was discussed and considered.
- Section 2. At the public hearing, the issue regarding allowing residential development within the 65 CNEL noise contour as shown in the CLUP and the ALUC's determination of the inconsistency of the Plan with the CLUP was considered and public testimony received.
- Section 3. The City Council hereby finds that the Plan is consistent with the CLUP for the following reasons:
  - a. The updated aircraft noise contours for McClellan Airport, as approved by the County of Sacramento as part of the McClellan Park EIR, demonstrate that current and future noise levels within the Plan area will not exceed 65 CNEL.
  - b. The Plan area is comprised of two existing residential communities, the Parker Homes and McClellan Heights neighborhoods. The Parker Homes neighborhood is fully built out and almost exclusively residential, consisting of 270 housing units. The McClellan Heights neighborhood is mostly residential with small concentrations of light industrial and commercial uses. The McClellan Heights neighborhood contains approximately 570 housing units and many

underutilized or vacant parcels.

- c. While the Plan does allow for the development of approximately additional 241 additional residential units within the CLUP's 65 CNEL noise contour, this amount would be a small increase from the existing 840 residential units and allowing additional residential development will provide an incentive for property owners to make improvements to the existing homes.
- d. The CLUP allows for residential uses within the Overflight Zone because most of the existing homes were built prior to the adoption of the CLUP.
- e. Mitigation measures will be included as part of the Special Planning District that will guide implementation of the Plan to ensure compatibility between the McClellan Airport and the Plan, including height limitations and recorded deed notices regarding the location of the property within the Overflight Zone.

Section 4. The City Council has determined that its findings in support of its decision to override the ALUC determination are consistent with the purposes of protecting the public from the creation of new noise and safety hazards and minimizing the public's exposure to excessive noise and safety hazards as set forth in Public Utilities Code Section 21670.

Section 5. The City's override is consistent with the purpose of the CLUP to provide for orderly development of the area surrounding the McClellan Airport. The City Council has determined that the Plan allows for the protection of the airport's runways because the new residential development in the Plan area does not interfere with approaches to the airport runways and the Plan, as implemented by the Special Planning District, employs safety and noise mitigation measures to ensure protection of the McClellan Airport operations for the 2022 timeframe.

Section 6. Based on the foregoing findings, the City Council hereby overrides the decision of the Airport Land Use Commission insofar as it would restrict the City's discretionary authority for approval of the Plan which would allow new residential development within the CLUP's 65 CNEL noise level contour. In so doing, the City Council specifically finds that this action is in the public interest of the citizens of the City of Sacramento and promotes the protection of the public health, safety and welfare because adoption of the Special Planning District will insure that the public's exposure to excessive noise levels and safety hazards is minimized and the current and future projected noise levels around the McClellan Airport are significantly less than what is set out in the CLUP.

**Attachment 3  
ALUC Letter of Consistency Determination**

**Sacramento Area  
Council of  
Governments**

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Date: August 10, 2007

To: Scott Johnson, City of Sacramento Dept of Development Services

From: Greg Chew, Airport Land Use Commission/SACOG *mc*

Re: Draft EIR for McClellan Heights consistency determination

I have reviewed the documentation for the Draft EIR for McClellan Heights/Parker Homes Special Planning District Land Use and Infrastructure Plan that you have provided. My comments serve on behalf of the Airport Land Use Commission (ALUC) for Sacramento County.

The SPD area falls within the area of influence for McClellan Field. The McClellan Comprehensive Land Use Plan (CLUP) regulates the compatibility between land use and airports. The current CLUP, last amended in December 1992, is the basis for the ALUC's consistency review. The geographic area within the McClellan Heights/Parker Homes SPD is inside the Area of Influence of the CLUP, and therefore, proposed development applications would be subject to this plan. The Attachment 1 shows the CLUP's policy areas.

There are two specific CLUP policies that affect the SPD: noise and safety. First, the entire SPD is within the 65 Community Noise Equivalent Level (CNEL) or higher (see Attachment 2). The CLUP does not allow any residential development in these noise levels. However, all other types of land use development are allowed.

The second affected CLUP policy is safety. The SPA lies within one of the safety areas called the Overflight Zone, as shown in Attachment 1. The Overflight zone is less restrictive of the CLUP's three safety zones. The CLUP allows most land uses except for those that are may yield a highly combustible environment, such as petroleum refining, or rubber and plastic manufacturing. In addition, land uses that will yield very high concentrations of people are prohibited, such as regional shopping centers, elementary and secondary schools, colleges and universities, stadiums and arenas, and movie theaters. For the complete list of identified land uses that are allowed or not allowed, please refer to the CLUP.

Please note that the CLUP is currently undergoing a revision and will be updated to reflect the change from a military air base to a civilian airfield. The SACOG Board of Directors will likely not review the updated Airport Land Use Compatibility Plan (it will no longer be referred to as a CLUP) until sometime in 2008. The new plan will regulate land use and airport compatibility matters.

- Auburn
- Citrus Heights
- Colfax
- Davis
- El Dorado County
- FA Grove
- Folsom
- Galt
- Healdsburg
- Lincoln
- Live Oak
- Lucas
- Marysville
- Placer County
- Placerville
- Rancho Cordova
- Rocklin
- Roseville
- Sacramento
- Sacramento County
- Sutter County
- West Sacramento
- Woodland
- Yuba County
- Yuba City
- Yuba County

• Page 2

August 10, 2007

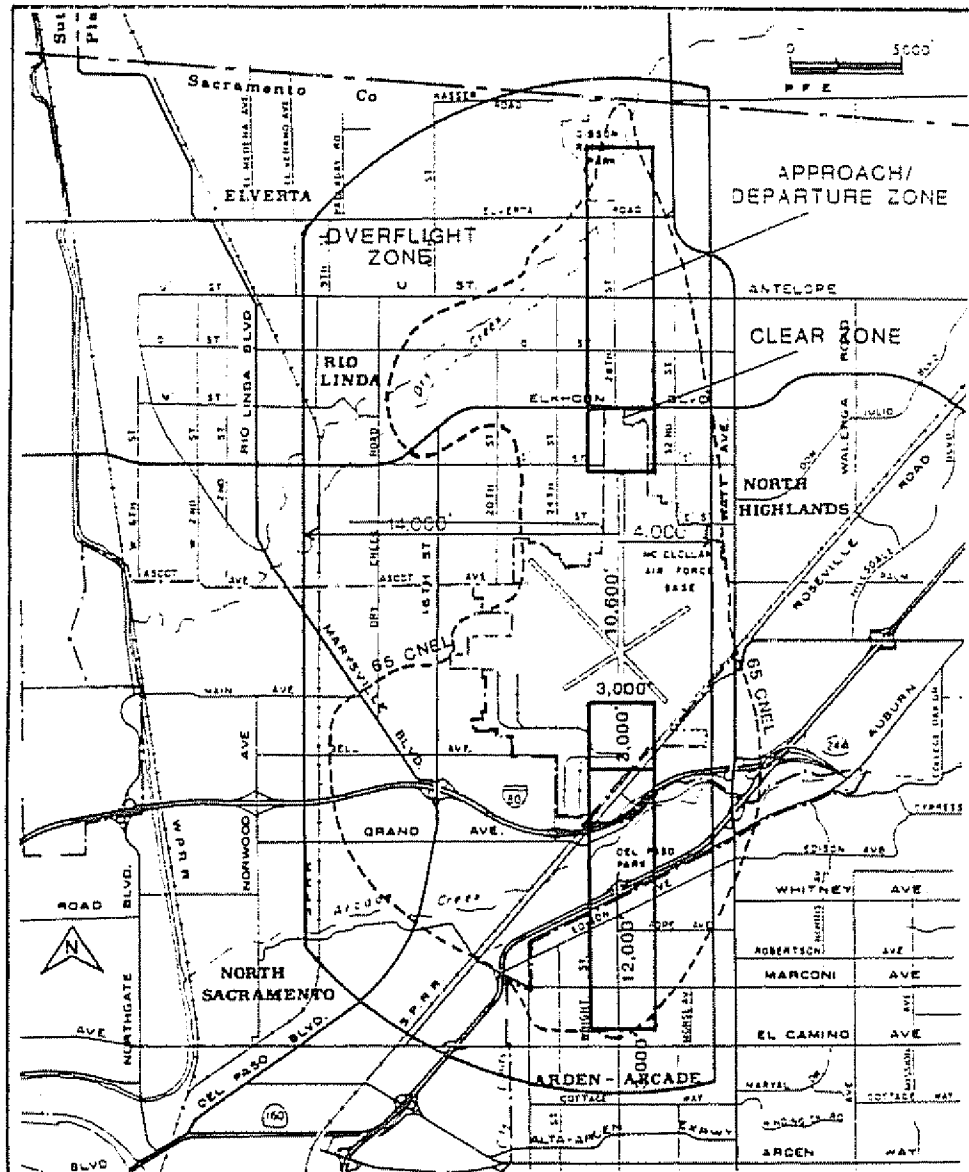
State law allows the local governing body (in this case the Sacramento County Board of Supervisors) to override the findings of the ALUC, if done in accordance with California Public Utilities Section 21676.5(a).

These are my preliminary comments on the SPD as it relates to the McClellan CLUP. If you have any questions, please feel free to contact me at (916) 340-6227.

ATTACHMENT 1

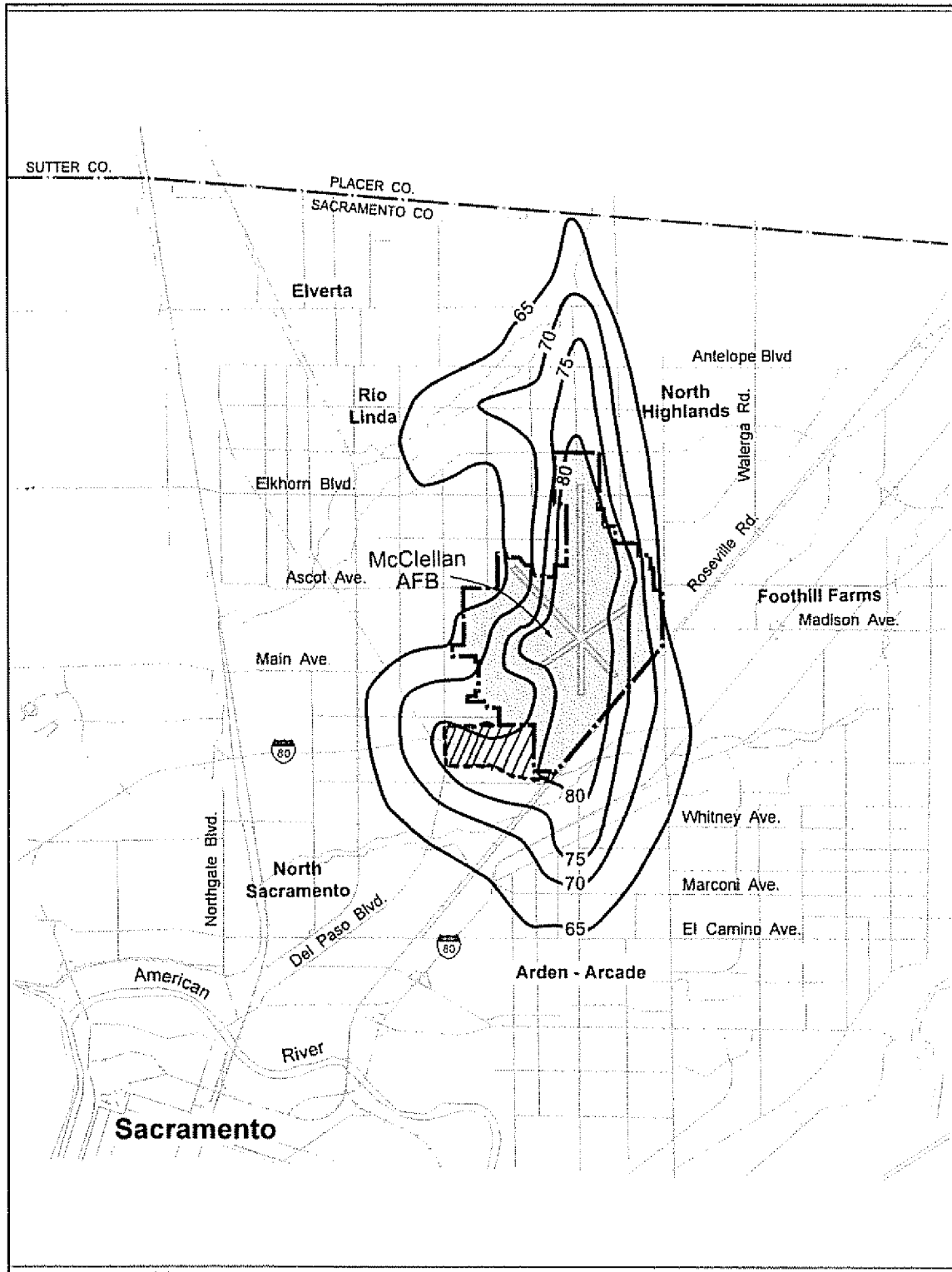
FIGURE 16

McCLELLAN AFB AREA OF INFLUENCE





**Attachment 4  
McClellan CLUP Noise Contours Map- Adopted 1987**



### Attachment 5 McClellan Park Noise Exposure 2022 Map

