

# 10

## LAND USE



### ***Background and Present Situation***

Among other things, the Regional Transportation Plan is intended to support the area's general plans. Under state law, cities and counties are required to adopt a General Plan to guide land use development within their jurisdiction. The existing circulation system has been developed in coordination with the various general plan land use elements adopted by the county and cities. As development occurs, the circulation systems are designed to accommodate planned land uses. The RTP depends primarily on the circulation elements of these plans for formulating regional plan goals, objectives and policies.

Each time the Regional Transportation Plan is updated, the cities and county are consulted and asked to update the proposed actions of their jurisdictions listed in the regional plan.

There is a direct correlation between the allocation of land uses throughout the county and transportation. The lower the residential densities and the less the concentration of jobs and services, the more roads and streets must be extended to serve the transportation needs of the residents. These factors also affect the success of transit systems. Table 10-1 shows the land use density needed to support a variety of transit modes:

**TABLE 10-1  
TRANSIT MODES RELATED TO RESIDENTIAL DENSITY**

<b>Mode</b>	<b>Service</b>	<b>Minimum Necessary Residential Dwelling Units Per Acre</b>	<b>Remarks</b>
Dial-a-Bus	Many origins to many destinations	6	Only if labor costs are not more than twice those of taxis
Dial-a-Bus	Fixed destination or subscription service	3.5 to 5	Lower figure if labor costs twice those of taxis; higher if three times those of taxis

Mode	Service	Minimum Necessary Residential Dwelling Units Per Acre	Remarks
Local Bus	"Minimum," ½ mile route spacing, 20 buses per day	4	Average, varies as a function of downtown size and distance from residential area to downtown
Local Bus	"Intermediate," ½ mile route spacing, 40 buses per day	7	
Local Bus	"Frequent," ½ mile route spacing, 120 busses per day	15	
Express Bus - reached on foot	Five buses during two hour peak periods	15 - Average density of two square mile tributary area	From 10 - 15 miles away to largest downtowns only
Express Bus - reached by auto	Five to ten buses during two hour peak period	3 - Average density of 20 square mile tributary area	From 10 to 20 miles away to downtowns larger than 20 million square feet of nonresidential floor space
Light Rail	Five minute headways or better during peak hour	9 - Average density for a corridor of 25 to 100 square miles	To downtowns of 20 to 50 million square feet of nonresidential floor space
Rapid Transit	Five minute headways or better during peak hour	12 - Average density for a corridor of 100 to 150 square miles	To downtowns larger than 50 million square feet of nonresidential floor space
Commuter Rail	Twenty trains per day	1 to 2	Only to largest downtowns, if rail line exists

Source: Boris Rushbarev & Jeffery Zupan, Where Transit Works: Urban Densities for Public Transportation. Urban Transportation Perspectives and Prospects, 1982.

### **Redding**

Redding, the urban center of Shasta County, features a wide range of residential densities. Redding's general plan provides opportunities in selected areas for high-density residential development, up to 24 units per acre. However, recent development trends have led to construction of residential units at lower than the allowed maximum densities. This has resulted in a low overall residential density of three to four dwelling units per acre within the developed areas. Redding has also become decentralized, leaving a smaller portion of retail business in the downtown area. Most of the recent commercial development has occurred east of the Sacramento River. This eastern portion of Redding has also developed concentrated areas of higher density residential development including apartments, condominiums, and small lot single-family dwellings. The residents of the other cities, along with the residents of the unincorporated area, depend on Redding for much of their shopping, service and employment needs.

### **Anderson**

The City of Anderson General Plan allows for residential densities of up to 20 units per acre. The overall residential density in the developed portion of Anderson is slightly higher than in Redding with an average five to six dwelling units per acre. The commercial and industrial land uses are not centralized, in part because of State Route 273 bisecting the townsite. The central business district is experiencing high vacancy due to construction of commercial centers in other parts of Anderson.

### **Shasta Lake**

The City of Shasta Lake also supports denser overall residential development than Redding, but lacks enough commercial and service uses to compete with the draw from Redding's plentiful shopping and service opportunities. Shasta Lake is currently in the process of creating additional commercial opportunities through its redevelopment plans near Interstate 5.

### **Shasta County**

The unincorporated portion of the county is subject to the provisions of the Shasta County General Plan. This plan features a wide range of land uses. Large portions of the outlying areas of the county are designated for resource uses including open space, timber and agricultural use. Residential uses are incidental to the primary resource use of the land and feature extremely low residential densities. Rural residential uses featuring densities of one dwelling unit per two to five acres occupy approximately 99,000 acres out of a total of 186,000 acres in the entire SCR. The purpose of planning low-density rural residential areas is to focus growth in the rural community centers and the cities where urban services are available. Suburban residential densities of up to three dwelling units per acre are located next to the boundaries of the cities and in some unincorporated community centers. Urban residential densities of up to 16 dwelling units per acre are found primarily in the unincorporated communities of Cottonwood and Burney where supporting sewer and water service is available. Other rural community centers feature mixed-use designations that allow up to one residential unit per acre along with certain commercial uses.

### **The Land Use/Transportation Link**

There is a documented need to reduce vehicle miles traveled to reduce air pollution and traffic congestion. Decentralized low-density development within the county will have a direct adverse impact on the ability of jurisdictions to provide transportation facilities to their residents. More compact urban form featuring infill development with higher residential densities closer to jobs and services would result in more efficient use of the existing transportation system. Development should also focus on identified transit corridors. This type of development increases the efficiency of public transit and allows for less dependence on the auto.

Currently, the cities and the county are exploring planning options to create communities or nodes of development that are less dependent on the automobile. Air quality, traffic congestion, fiscal constraints, and quality of life concerns have all

stimulated these efforts. Pedestrian and transit-oriented designs with mixed-use development are being experimented within other communities. They show promise in addressing the land use/transportation link and other related issues.

## **Issues**

- A. Development trends of the cities and the county have resulted in low-density decentralized land use patterns that hinder the effective use of alternative transportation modes.
- B. Significant, long-term changes in land use planning by the cities and the County is required to create a land use pattern that promotes alternatives to the automobile.
- C. There is a direct link between land use and transportation. Land development can impact existing transportation facilities as well as create the need for new facilities. Failure to identify impacts and mitigation at the time of development will result in over-utilization and deterioration of the transportation system. Worse, local government will be left to fund costly improvements from existing resources.

## **Goal**

Provide a Regional Transportation Plan that is supportive of the land use goals of the cities and county General Plans and focuses transportation investments along major transportation corridors to encourage infill development within the urbanized area.

## **Objectives**

### **Short-Range (2004-2014)**

- O-1 Focus residential growth and commercial uses near transit corridors and design them for efficient, convenient transit use.
- O-2 Promote developments designed to encourage non-motorized trips by providing efficient, convenient, and safe pedestrian and bicycle facilities.
- O-3 Encourage increased non-motorized accessibility by placing residential development, employment and commercial uses near each other.
- O-4 Ensure that transportation improvements necessary for development are fiscally constrained.
- O-5 Perform a periodic review of Traffic Impact Fees developed by the Agencies.

- O-6 Encourage the agencies to keep the RTPA in the loop at the onset of an application process.

### **Long-Range (2014-2024)**

- O-7 Integrate land use planning with supporting transportation programs to stabilize and, over time, reduce trip length.

### **Policies**

- P-1 Conduct a land use analysis as part of a major investment study for large capacity increasing transportation projects.
- P-2 Coordinate local land use planning with the Regional Transportation Plan.
- P-3 Address capital and operating fiscal issues when proposing to expand the transportation system as a result of land use changes.
- P-4 Include functional, mixed-use provisions and design standards that reduce use of the single-occupant automobile in local general plans and zoning ordinances.
- P-5 Consider neighborhood commercial service uses during the design of infill and redevelopment projects in residential areas.
- P-6 Identify and designate transit corridors in each locality.
- P-7 Impacts to transportation facilities must be identified at the time of local development approval and methods for funding/implementing necessary mitigation identified.
- P-8 Encourage information sharing and communication among the local agencies, Shasta County, Redding, Anderson, Shasta Lake, and the RTPA on regional significant land use applications.

### ***Actions***

#### **Short-Range (2004-2014)**

##### ***All Jurisdictions***

- Shasta County, Redding and Anderson have recently updated the air quality element of their general plans. These elements are primarily aimed at land use policies and lessen vehicle miles traveled.

- ❑ Utilize TAC Meetings as a forum to discuss current land uses/issues in the region.
- ❑ Encourage cities and county to provide a listing of pending land use applications and or hearing notices to the RTPA and adjacent cities, to enhance interagency communication and coordination.

***Regional Transportation Planning Agency***

- ❑ The RTPA is continuing its land use impact analysis program which tracks building permit activity in each jurisdiction. This information is added to the traffic model database to determine transportation impacts and the cause of impacts.

***Shasta County***

- ❑ Shasta County is in the process of updating the circulation element of the general plan.

**Long-Range (2014-2024) All Jurisdictions**

- ❑ Land Use and Air Quality Elements of county and city general plans will continue to be monitored, evaluated for effectiveness and updated as necessary.

***Regional Transportation Planning Agency***

- ❑ It is anticipated that certain segments of highways may become congested with traffic during the long-range period. For these road segments, a plan will need to be developed to ease congestion that will include land use strategies.