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**SUNSET AREA PLAN UPDATE**  
**PREFERRED ALTERNATIVE REPORT**  
Draft

September 2016

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# SECTION 1. INTRODUCTION

This Report presents the Preferred Alternative for the Sunset Industrial Area (SIA) Plan Update. In doing so, the Report first provides some background on the SIA Plan (in this Introduction) and explains Plan Update process (in Section 2). The Report then outlines a variety of factors that contributed to the definition of the Preferred Alternative before describing the Preferred Alternative and its underlying themes (in Section 3). Finally, the report lays out the balance of the SIA Plan Update process.

## 1.1 PROJECT SETTING

The Sunset Industrial Area is located in unincorporated southern Placer County. Southern Placer County is urban and suburban and is influenced by the Sacramento metropolitan area. Placer County stretches to the Nevada State Line and Lake Tahoe to the east. The SIA covers almost 14 square miles (9,000 acres) and is situated between the cities of Rocklin to the east, Roseville to the south, Lincoln to the north, and unincorporated Placer County to the west. The area to the west of the SIA is primarily farmland. Major landforms in the area include the Sierra Nevada Range to the east and Folsom Lake to the southeast. The area lies west of Highway 65 which connects to Interstate 80 in the south and State Route 99 to the north. The SIA is a 30-minute drive to downtown Sacramento via State Route 65 and Interstate 80.

For more than 50 years, Placer County has envisioned the SIA as a core employment-generating center that would serve as an economic engine for South Placer County. A successful SIA would create primary wage-earner jobs, fund county-wide services and provide opportunities to achieve a jobs/housing balance in west Placer County.

## 1.2 EXISTING SIA PLAN

### Introduction

The existing Sunset Industrial Area Plan was adopted by the Board of Supervisors in 1997. It is a long-range planning document designed to guide development in a manner that enhances the quality of life in the community.

The existing SIA Plan is divided into four parts. Part I includes the Introduction, a description of the plan area, and a description of the parts of the plan. Part II has nine chapters that contain the goals, policies, and implementation programs. Those chapters are:

- Land Use
- Transportation and Circulation
- Public Facilities
- Natural Resources
- Cultural Resources

- Noise
- Safety
- Economic Development
- Housing

Part III provides information on the administration and implementation of the plan. Lastly, Part IV contains appendices that include the glossary and resolutions of adoption.

The Land Use chapter in Part II contains the background information, goals, policies, and implementation programs that relate to the land use for the area. The chapter includes the land use diagram, as well as a description of the land use designations. The land use designations are consistent with those found in the Countywide General Plan.

- **Agriculture 80 Acre (AG 80) and Agriculture 20 Acre (AG 20).** These designations identify lands set aside for the production of food and fiber, including areas of prime and non-prime agricultural soils. Typical land uses allowed include crop production, orchards and vineyards, grazing, pasture and rangeland, other resource extraction activities, and facilities that directly support agricultural operations, such as agricultural products facilities. Allowable residential development in areas designated Agriculture includes one principal dwelling unit and one secondary dwelling unit per 80 or 20 acre parcel to allow for caretaker/employee housing and farm worker housing.
- **Open Space (OS).** This designation is intended to identify and protect important open space lands within the SIA, including public lands specifically reserved or proposed for watershed preservation, outdoor recreation, wildlife/environmental preserves, sites or portions of sites with natural features such as unique topography, vegetation, habitat, or stream courses, and areas providing buffers between potentially incompatible types of land use, such as residential areas in surrounding jurisdictions and important community facilities that may be viewed as nuisances by residents (e.g., the Western Regional Sanitary Landfill). Typical land uses allowed within Open Space areas are limited to low-intensity agricultural and public recreational uses, with structural development being restricted to accessory structures necessary to support the primary allowed uses, habitat mitigation areas, and necessary public utility and safety facilities.
- **General Commercial (GC).** This designation identifies a variety of urban commercial areas including shopping districts, service commercial areas, office areas, and neighborhood-serving commercial centers. This designation has been applied to areas near major transportation corridors (i.e., Sunset Boulevard and State Route 65). Typical land uses allowed include retail stores, restaurants, offices, service commercial uses, hotel and motel uses, recreation, education and public assembly uses, medical services, child care facilities, necessary public utility and safety facilities, and similar and compatible uses. This designation is intended to provide goods and services to the businesses and the employees working within the Sunset Industrial

Area in order to reduce vehicle trips to other areas in the vicinity which currently provide these goods and services. For areas adjacent to State Route (SR) 65, the designation is also intended to permit the provision of goods and services, such as service stations, hotel and motel uses, and restaurants. High density residential uses, typically permitted with the residential zone districts associated with this land use designation, are to be strongly discouraged. Only caretaker or employee housing is deemed an acceptable residential land use in this designation.

- **Business Park (BP).** This designation provides for all types of employee-intensive industrial and professional uses including manufacturing, assembly, professional offices, and research and development facilities in a campus-like setting. The Business Park designation is intended to provide for businesses which involve large numbers of employees and which construct facilities that are attractive and environmentally sensitive. The types of industrial and office land uses encouraged are those with a substantial percentage of employee positions at primary wage earner levels, whose salaries are comparable to the county's median income level. Land uses that involve outdoor manufacturing or storage, or that emit any appreciable amount of visible gases, particulates, steam, heat, odors, vibrations, glare, dust or excessive noise are discouraged. The Business Park designation is intended for areas with high visibility and good access to major transportation routes. The only residential use allowed in this designation is caretaker/employee housing.
- **Industrial (I).** This designation provides for all types of manufacturing, assembly, storage and distribution, and research and development activities in settings ranging from industrial parks dominated by light industrial activities to heavy industrial areas which could include power plants, batch plants, outdoor manufacturing and other heavy industrial uses. This designation is applied to areas with good access to major truck transportation routes and rail lines. Typical land uses allowed include all types of manufacturing and processing uses (limited where necessary to ensure compatibility between adjoining land uses), business support services, retail and service commercial uses necessary to support manufacturing and processing activities and their employees, necessary public utility and safety facilities, and similar and compatible uses. The only residential use allowed in this designation is caretaker/employee housing.
- **Public Facility (PF).** This designation is applied to government-owned facilities and quasi-public facilities. The designation is applied to areas with existing public or quasi-public facilities and land uses, or to publicly-owned lands intended for development with public facilities. Typical land uses allowed include government offices, service centers and other institutional facilities, schools, cemeteries, solid and liquid waste facilities, necessary public utility and safety facilities, landfills and other solid waste facilities, and similar and compatible uses.

## Land Use Map and Designations

Table 1 and Figure 1 show the total acreage for all land use designations within the SIA Plan area. The area consists of 3,827 acres of Industrial (46.8 percent), 3,357 acres of Agriculture

## SIA PLAN UPDATE

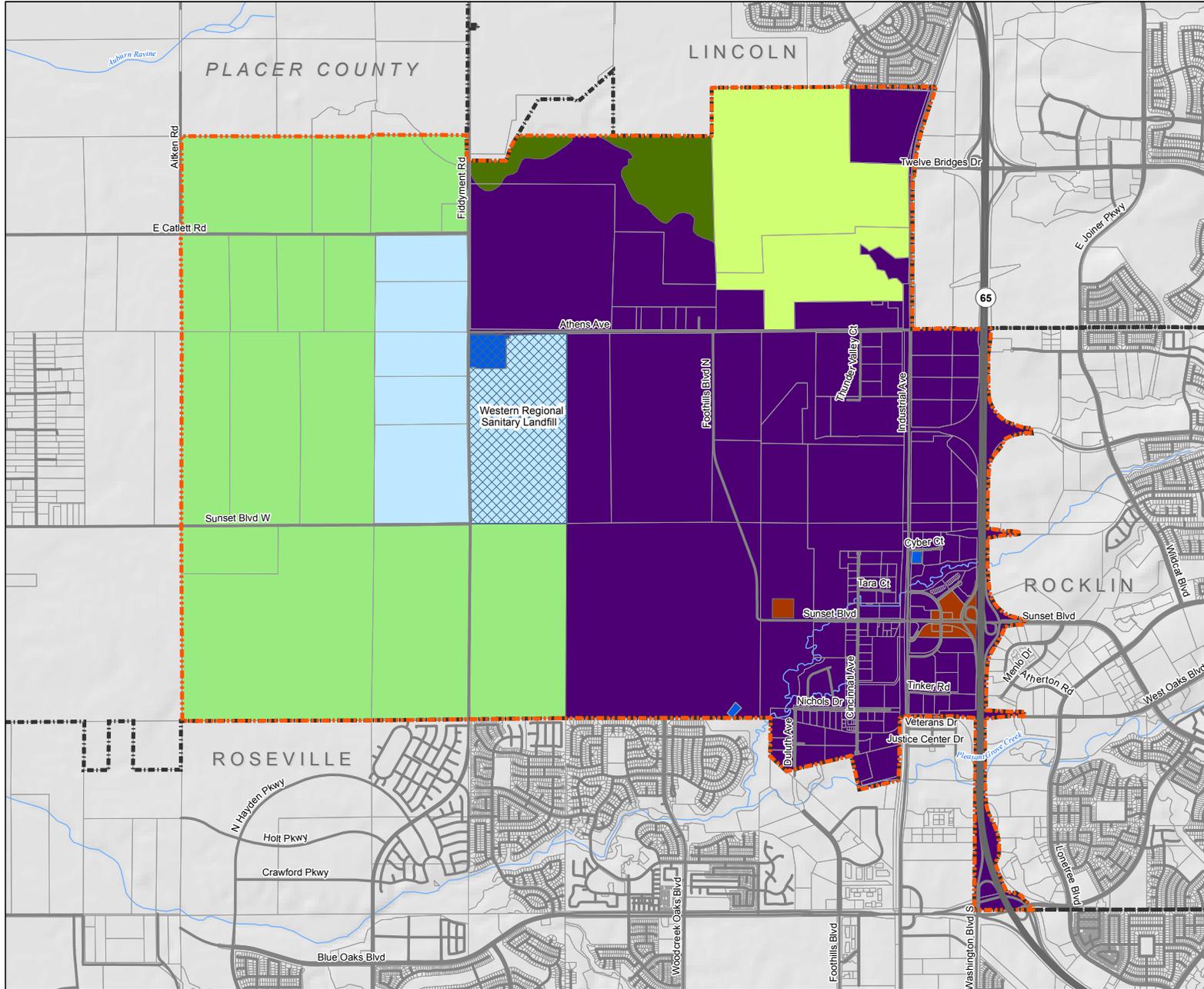
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(41.1 percent, 20 acre and 80 acre designations combined), and 783 acres of Public Facility (9.6 percent). Open Space and General Commercial make up the balance of the area's designated land uses.

<b>TABLE 1 EXISTING SIA PLAN LAND USE DESIGNATIONS Sunset Industrial Area 2015</b>		
<b>Land Use Designation</b>	<b>Acreage</b>	<b>Percent of Total</b>
Agriculture 20 Acre (AG 20)	627	7.7
Agriculture 80 Acre (AG 80)	2,730	33.4
General Commercial (GC)	41	0.5
Industrial (I)	3,827	46.8
Public Facility (PF)	783	9.6
Open Space (OS)	164	2.0
<b>Total</b>	<b>8,172</b>	<b>100</b>

*Source: Placer County, 2015*

Sunset Area Plan | Figure 01  
**Existing SIA Plan Land Use**



- Agricultural 20 Ac. Min.
- Agricultural 80 Ac. Min.
- Commercial
- Industrial
- Open Space
- Public Facility
- Public Facility/Agricultural 80 Ac. Min.
- Planning Area
- City Limits
- Western Regional Sanitary Landfill



Date: 01-26-2015  
 Source: Placer County, 2015

### 1.3 IMPLEMENTATION TO DATE

When the Placer County Board of Supervisors adopted the Sunset Industrial Area (SIA) Plan 1997, the County envisioned the area as a job center that would provide regional benefit and help to generate revenue to fund countywide services and create primary-wage earner jobs for residents of local cities and unincorporated areas. That vision has not yet been realized, with almost 90 percent of the area remaining undeveloped. The recent recession hit the area hard, resulting in high vacancy rates for industrial buildings. Generally, development has been uneven since the SIA Plan was adopted, resulting in patchwork pattern of sometimes incongruous uses and buildings. In addition, many buildings constructed for industrial use are being used for incompatible, non-industrial purposes, including churches and recreational uses. Such uses inconsistent with the County's vision for the Sunset Area because they generate few jobs and don't contribute the overall goals of establishing the area as Placer County's major employment base. Among other problems, these uses create conflicts with other industrial uses such as overtaxed parking lots (which were not originally sized for large congregations and sports tournaments), pedestrian circulation from parking on adjacent streets, and significant numbers of children within the industrial complexes. While these uses provide tenants for underutilized buildings, but they represent both a safety hazard and a deterrent for industrial users to co-locate with businesses catering to large gatherings of families and children.

There have, however, been some successes, with business expansions and new development activity. Thunder Valley Casino, located at the intersection of Athens and Industrial Avenues, is the most significant case, having expanded to become a full service casino with a 297- room hotel, spa, concert, and gaming facility.

### 1.4 UPDATE OBJECTIVE

The Placer County General Plan, of which the Sunset Industrial Area Plan is a part, is reviewed annually. County staff conducts a more comprehensive and thorough review and revision typically every five or ten years to document changes in local conditions based on the new data. State law permits the Board of Supervisors to amend the General Plan up to four times in any calendar year, unless special conditions apply as defined by Government Code Sections 65358(c) and (d). Each amendment may contain more than one change to the General Plan.

As noted above, the SIA Plan is almost 20 years old, so a comprehensive update would be warranted based on the age of the document alone. In the case of the SIA, a variety of other factors have also come into play that suggest an update is timely. Chief among these is the County's interest in re-envisioning and re-branding the SIA to fully implement the County's long-term vision for the Plan Area and to maximize upon the economic opportunities within the region.

## SECTION 2. SIA PLAN UPDATE PROCESS

The Sunset Industrial Area Plan Update process consists of a logical framework that progresses through several steps intended to culminate in an updated plan that addresses local needs and satisfies legal requirements. The process consists of the following general steps:

1. Characterization and assessment of existing conditions
2. Outlining of key economic development and land use choices
3. Evaluation of opportunities and constraints influencing plan development
4. Selection of a preferred course of action
5. Preparation of draft plan
6. Preparation of corridor design standards and guidelines
7. Preparation of a capital improvement plan and finance plan
8. Preparation of an environmental impact report.

Three of these steps have been completed and are described in this section. Section 3 explains the selection of the preferred alternative, and Section 4 outlines the next steps (i.e., 5 through 8).

### 2.1 EXISTING CONDITIONS REPORT

The first step in the SIA Update process was the characterization and assessment of existing conditions. This information is documented in the Draft Existing Conditions Report was published in October 2015, which takes an objective, policy-neutral “snapshot” of the SIA’s current (2015) trends and conditions. It provides a detailed description of a wide range of topics within the SIA. The report provides decision-makers, the public, and local agencies with context for making policy decisions. The Existing Conditions Report also serves as a setting for the Environmental Impact Report to be prepared for the SIA Plan Update. Following is a summary of each of the chapters in the Draft Existing Conditions Report, including the key findings.

#### Chapter 1: Introduction

This chapter discusses the purpose and overview of the Existing Conditions Report.

#### Chapter 2: Land Use

This chapter describes the existing conditions, ownership, planning framework, and land uses in the SIA.

- The SIA’s buildings are currently a mix of low-value metal and tilt-up buildings, utilitarian industrial complexes, and large-scale industrial and warehouse facilities. Thunder Valley Casino Resort architecture is unique in the SIA.

- The SIA's **primary gateway is the Sunset Boulevard** entry from SR 65. Lesser gateways include Industrial Avenue and Athens Avenue, and where Fiddymment Road enters the SIA from the south.
- Over half (58.3 percent) of the land in the SIA is vacant. Agriculture is the second most common existing use (15.5 percent), and Open Space is the third most common existing use (9.1 percent).
- Over 97 percent of the land in the SIA is owned by just ten ownership groups.
- The SIA contains many areas with constraints that prevent or may limit future development. 3,161.8 acres of the SIA are constrained. Conservation and mitigation areas, as well as the Western Regional Sanitary Landfill, are significant constraints.
- The existing SIA Plan planning area can accommodate 140,866 square feet of commercial development, 16,975,874 square feet of industrial development, and 15,996 total employees. This holding capacity is based on the amount of existing (March 2015) land available for development.
- Placer County is in the process of developing the Placer County Conservation Program, a habitat conservation plan under the Federal Endangered Species Act.
- SACOG, in its Metropolitan Transportation Plan/Sustainable Communities Strategy report classifies the SIA as an "Established Community," but acknowledges that the area is expected to see significant continued growth through 2035.
- The city of Lincoln's Sphere of Influence extends into the SIA planning area in the northwest and overlaps 958 acres.

### Chapter 3: Transportation and Circulation

This chapter discusses the transportation network that serves the SIA, including roads, transit services, non-motorized facilities, and goods movement.

- The intersection of Sunset Boulevard and Lonetree Boulevard/Stanford Ranch and the intersection of SR 65 ramps and Twelve Bridges Drive exceed their respective LOS standards under existing conditions.
- All roadway study segments operate at an acceptable level of service (LOS) under existing conditions.
- All freeway study segments operate at an acceptable LOS under existing conditions.
- Over the three most recent years of available data (2011-2013), 12 of the study intersections experienced a total of 43 crashes (18 injury and 25 property damage only crashes). No fatality collisions were reported at any of the study intersections. Rear end collisions were the most common crash type at study intersections, followed closely by broadside collisions.

- Over the three most recent years of available data (2011-2013), a total of 78 collisions occurred on seven of the study roadway segments with the highest frequency on the Athens Avenue segment (27 crashes). Of these, two were fatal crashes, 37 were injury crashes and 39 were property damage only crashes. Rear end collisions comprised of 32.1 percent of all crashes on the study roadway segments. Other major crash types included hit object collisions (19.2 percent) and broadside collisions (15.4 percent).
- Before the opening of the Lincoln Bypass, SR 65 Southbound experienced a higher fatal crash rate than the average fatal crash rate for similar facilities in California. After the opening of the Lincoln Bypass, the crash rate for both directions of SR 65 decreased below the average for similar facilities for all crash severities.
- Placer County Transit (PCT) provides local and intercity public transportation with fixed-route and demand-response service. The county is also served by interregional private transit providers. One fixed-route bus line serves the SIA providing service to Lincoln, Rocklin, and Sierra College. The Lincoln/Sierra College Route operates Monday through Saturday from approximately 6 a.m. to 8 p.m. The service operates on one-hour headways.
- Within the vicinity of the SIA, three fixed-route bus lines are operated by the City of Roseville and provide a connection to greater Placer County and the Sacramento region. These routes include:
  - Route M provides east-west transit service south of the SIA between the Galleria and Vintage Square in the city of Roseville.
  - Route R provides north-south transit service south of the SIA between PRIDE industries and Louis/Orlando Transfer point, connecting to Sacramento Regional Transit and Placer County Transit south of Interstate 80 (I-80).
  - Route S provides transit service between the southeastern corner of the SIA and the Galleria.
- Under existing conditions, no unmet transit needs that are reasonable to meet have been identified within the SIA study area.
- There are Federal, State, and local regulations and policies that regulate and support existing operations and expansion of non-motorized facilities. Placer County Transportation Planning Agency (PCTPA) is responsible for developing and adopting the Bikeways Master Plan.
- There are approximately four miles of roadway within the SIA with sidewalk on one or both sides of the street. Sidewalk facilities are concentrated in the area around the Thunder Valley Casino and the southeast corner of the SIA.
- Within the SIA, there is a Class III bike route along Fiddymont Road and Industrial Avenue which provides access for bicyclists from north and south of the area.

- Within the vicinity of the SIA, there are approximately 2.5 miles of Class I Bike Paths, 14 miles of Class II Bike Lanes, and seven miles of Class III Bike Routes. Only Class III Bike Route facilities currently exist within the SIA.
- Union Pacific Rail Road (UPRR) owns the right-of-way for freight and passenger rail services and operates freight trains through Placer County with a terminal in the city of Roseville. The rail yard can serve 1,800-2,300 cars per day. UPRR freight tracks run along the eastern edge of the SIA, with some sidings extending from the mainline. All of the roadway crossings are grade-separated within the SIA with the exception of the at-grade crossing at Athens Avenue.
- The Capitol Corridor provides two daily passenger trains service between Auburn-Roseville-Sacramento with the nearest station to the SIA in the city of Roseville.
- Under existing conditions, no unmet rail transportation needs that are reasonable to meet have been identified within the SIA.
- The most common transportation modes for goods movement in Placer County are rail, truck, and air transport.
- There are Surface Transportation Assistance Act (STAA) designated truck routes near the SIA that can provide access for standard trucks within the area. Truck traffic mainly uses I-80 to travel through Placer County.
- Athens Avenue is currently serving truck traffic for the Western Regional Sanitary Landfill located within the SIA.
- Regional air freight can be handled at the Sacramento International Airport, Reno International Airport, or Mather Airport. Maritime freight can be handled at the Port of West Sacramento. Rail freight can be handled at the Roseville Rail Yard in the city of Roseville.
- There are programmed improvements listed (as part of the Capital Improvement Programs, or CIPs) for three roadways within the SIA, including Foothills Boulevard, Industrial Avenue, and Sunset Boulevard. Major funding sources for these projects include the County Traffic Impact Fee Program and Frontage Improvements Program.
- The County and Cities also have a Tier II fee on new development areas to fund the Placer Parkway project, a South Placer Regional Transportation Authority (SPRTA) fee for regional improvements, and a SR 65 Joint Powers Agreement fee that funds various interchanges on SR 65. The County has a Countywide Traffic Mitigation Fee Program with 11 districts, one of which covers the SIA.
- There are two regional roadway projects within the SIA including Placer Parkway connecting between SR 70/Highway 99 and SR 65 and SR 65 HOV lanes between I-80 and the Blue Oak Boulevard interchange.
- The 2010 Placer County Regional Transportation Plan (RTP) identifies funding sources for major roadway improvements through Federal (Regional Surface

Transportation Program (RSTP), Transportation Enhancement Activities (TEA), and Congestion Mitigation and Air Quality (CMAQ)), State (Regional Transportation Improvement Program (RTIP)), and local sources (Local Transportation Fund (LTF)) for a total revenue of \$510 million for the regional roadway network over the planning period.

- Transit improvement projects would be funded through LTF, Federal Transportation Administration (FTA) Section 5307, and FTA Section 5311 funds for a total of \$776.2 million over twenty years.
- Non-motorized improvement projects are eligible for both CMAQ and TEA funds. \$57 million will be available for CMAQ projects and TEA fund is folded in with RTIP. The Transportation Development Act (TDA) allows one-quarter cent state sales tax to be spent on transit projects and 2 percent of TDA fund to be spent on bicycle and pedestrian projects.

## Chapter 4: Public Services and Utilities

This chapter describes the water, wastewater, stormwater, solid waste, utilities, and other County and public services and systems in the SIA.

- Placer County Water Agency (PCWA) is the responsible agency for providing wholesale water supply and retail water distribution services to the SIA.
- PCWA currently supplies water to the SIA via a single 24-inch pipeline in Sunset Boulevard crossing Highway 65 with one interconnection with the City of Roseville’s water system. PCWA currently operates one 10 million gallon treated water tank in the SIA at the same site as this interconnection.
- Based on the PCWA 2010 Urban Water Management Plan (UWMP), PCWA has adequate surface water entitlements and infrastructure capacity to deliver treated surface water to existing customers in western Placer County, including the SIA, from existing water treatment plants through existing PCWA transmission pipelines.
- Local wastewater collection service is provided by County Service Area (CSA) 28, Zone 2A3.
- Regional wastewater collection, treatment, and disposal is provided by South Placer Wastewater Authority, through a joint powers agreement.
- The existing wastewater collection system provides adequate service to the existing land uses within the SIA.
- A Sewer System Master Plan should be prepared prior to additional major development coming on line to evaluate the current sewer system for deficiencies and plan for future pipeline extensions.
- The Placer County Flood Control and Water Conservation District (Flood Control District) is the responsible agency for protecting lives and property from the effects of flooding within the SIA.

- Although there is a recently developed Dry Creek Watershed Flood Control Plan, dated November 2011, a more detailed study of the Pleasant Grove Creek and Auburn Ravine should be performed to consider the effects of flooding as development increases within the SIA.
- Recology Auburn Placer is the solid waste collection franchisee for the SIA, which extends through FY 2022/23.
- Both the Material Recovery Facility (MRF) and the Western Regional Sanitary Landfill (WRSL) are located within the SIA.
- Western Placer Waste Management Authority (WPWMA) staff is currently identifying future uses for its western and eastern properties as well as other modifications to its existing facility layout, which should be considered in the SIA Plan.
- Electric and gas service is provided to business and residential customers within the SIA by Pacific Gas & Electric (PG&E)
- Telecommunication (including fiber optic) service is provided to business and residential customers within the SIA by American Telephone and Telegraph (AT&T) and Wave Broadband.
- Cable and television service is provided to business and residential customers within the SIA by Comcast and Consolidated Communications.
- The Placer County Sheriff's Office is organized into 24 units and provides protection and safety services via land, sea, and air.
- Sheriff's Office dispatchers answered 95.2 percent of 911 calls within 10 seconds, exceeding the State standard of 90 percent.
- The SIA is within two Sheriff's Office beats. Deputies responded to Priority 1 calls in those beats within 15 minutes, on average. Deputies responded to Priority 2 calls within 23 minutes, and Priority 3 calls within 49 minutes.
- Fire protection services in the SIA are provided by Placer County, who contracts with CAL FIRE.
- Fire service within the SIA is provided primarily by Placer County Fire Station #77, also known as the Sunset Station, which is located at 1300 Athens Avenue and immediately adjacent to the Thunder Valley Casino Resort. This station provides 24/7/365 fire and emergency medical service to the SIA.
- American Medical Response, a private ambulance service, provides the majority of EMS transports in Placer County.
- The SIA is served by three school districts: Western Placer Unified School District, Roseville City School District, and Roseville Joint Union High School District.

## Chapter 5: Natural Resources

This chapter describes the natural resources within the SIA, including soils, historical resources, oil and gas resources, open space, and scenic resources within the SIA.

- Creeks in the planning area are tributaries to the Sacramento River and support the beneficial uses of the Sacramento River, which include municipal and domestic supply; agricultural irrigation supply; water contact recreation, including canoeing and rafting; non-contact water recreation; warm freshwater habitat; cold freshwater habitat; warm and cold migration of aquatic organisms; warm and cold spawning, reproduction, and/or early development; wildlife habitat; and navigation.
- The most recently approved (2010) Clean Water Act Section 303(d) list (regulates impaired waters and Total Maximum Daily Loads) for California does not identify any impaired waters in the SIA; however, streams in the planning area are tributaries to the Natomas East Main Drainage Canal, which is listed for the pesticide diazinon and polychlorinated biphenyls (PCBs); and the Sacramento River, which is listed for mercury and unknown toxicity.
- Existing industrial uses in the planning area may have contaminated surface and groundwater in isolated locations.
- Placer County has adopted and implemented ordinances, plans, and policies, in compliance with Federal and State law, to address pollutants in urban water runoff into creeks, tributaries, and rivers.
- Valuable plant and wildlife habitat exists throughout the undeveloped portions of the SIA. Annual grasslands within existing conservation areas and other undeveloped portions in the SIA support vernal pool complexes, other seasonal wetlands, and special-status plant and wildlife species associated with those habitats.
- Development in the SIA would require compliance with the Placer County Conservation Program (PCCP) and Placer County Aquatic Resources Program (CARP) once these programs are adopted.
- Vernal pool complexes in the SIA may support federally listed vernal pool fairy shrimp and vernal pool tadpole shrimp. Additionally, nearly all of the SIA is located within a U.S. Fish and Wildlife Service (USFWS)-designated vernal pool species recovery core area.
- Grasslands in the SIA support foraging habitat for several raptor species including Swainson's hawk, white-tailed kite, and burrowing owl. These areas also potentially support nesting habitat for burrowing owl.
- Wetlands subject to U.S. Army Corps of Engineers (USACE) jurisdiction within the SIA include vernal pools, seasonal wetlands, streams, and ponds in the undeveloped portions of the planning area.
- Prior to construction on any undeveloped land, a site-specific assessment to determine the likelihood of specific parcels to support any special-status plant and

wildlife species should be completed. Based on the habitat assessment, protocol-level surveys for any special-status species with potential to occur and be affected may be required. Once the PCCP is adopted surveys should be completed per the condition on covered activities required by the permit.

- Of the soils mapped, the near surface soils that comprise about 90 percent the SIA belong to the Fiddymment-Kaseberg loams (map unit 147), Cometa-Fiddymment complex (map unit 141), and the Alamo-Fiddymment complex (map unit 104). (Figure 5-7).
- The SIA includes 17 known prehistoric and historic archaeological sites and four isolated prehistoric artifacts (Tables 5-6 and 5-7).
- The sacred lands search conducted by the NAHC did not identify any significant cultural resources or areas of cultural significance to the Native American community within the SIA.
- The SIA generally has a low sensitivity for the presence of archaeological and historical resources; however, areas within the SIA adjacent to watercourses should be considered sensitive for the presence of buried deposits of prehistoric archaeological resources.
- The overall sensitivity SIA for the presence of paleontological resources is low. However, the small area of the SIA that includes the Riverbank Formation should be considered sensitive for the presence of paleontological resources.
- Most soils in the planning area have low erosion potential and have slow to very slow rates of infiltration.
- There are no known mineral resources in the SIA.
- There are no known oil resources or active gas resources within the SIA.
- Methane gas generated by decomposing waste is collected from the Western Regional Sanitary Landfill (WRSL).
- Within the SIA, approximately 1,000 acres of land are in permanent open space.
- As of 2012 there were 5,687 acres of Important Farmland in the SIA
- From 1984 to 2012, 1,256 acres of land have been converted from important farmland to developed land uses.
- The SIA contains three existing reserves. The PCCP includes a large portion of the planning area as a possible reserve acquisition area.
- Views in the SIA include both urbanized and rural, agriculture and open space, and broad expanses of grassland.
- The visual character and views within the SIA are moderate in quality, due to the disruption of the rural character by major manmade features including Thunder Valley Casino and Resort, WRSL, power lines, business park and other urban development.

- Views beyond the SIA boundary include residential and other urban uses in the cities of Lincoln, Rocklin, and Roseville, as well as the foothills in the distance.
- There are no designated or eligible scenic highways within or near the SIA.
- There are no designated scenic resources within the area

## Chapter 6: Hazards and Safety

This chapter discusses potential geologic and seismic hazards including earthquake faulting, surface rupture, ground shaking and liquefaction during earthquakes, slope instability, expansion and shrinking of soils, and soil erosion.

- The SIA is not in an area of known faulting; there is a 10 percent chance for moderate ground shaking to occur on the site in a 50-year period.
- The SIA is in a wildland urban interface (WUI). Fires in such areas can result in major losses of property and structures.
- Past land uses may have resulted in undocumented contamination of soil and groundwater within the SIA.
- Potential safety concerns are associated with existing hazardous liquid and gas transmission lines, as well as the Union Pacific Railroad (UPRR) line and State Route (SR) 65.
- SR 65 has average daily traffic volumes in excess of 100,000 vehicles per day and is a potential source of mobile toxic air contaminants (TACs).
- Both the Sacramento Valley Air Basin (SVAB) and Placer County are in nonattainment for respirable particulate matter (PM<sub>10</sub>).
- The predominant noise sources are the trains travelling on the UPRR tracks and vehicles traveling on SR 65. Combined, these sources generate noise levels that exceed 60 dBA CNEL, which is the County's noise exposure standard for industrial land uses at receptors within 3,625 feet of the UPRR tracks.

## 2.2 MARKET ANALYSIS REPORT

### Overview

The Sunset Industrial Area Plan Update Market Analysis was completed in July 2015 as a companion to and source for the Existing Conditions Report. It provides an overview of the dynamics of the South Placer market and explores the development potential in the SIA from an economic perspective. It is divided into 6 chapters, as follows:

1. Executive Summary
2. Introduction

3. **South Placer Demographic and Economic Overview:** This chapter describes the demographic and economic conditions and trends in the South Placer market and provides a snapshot of business activity in the SIA.
4. **Viable Clusters:** This chapter evaluates industry clusters to define the potential types of users for SIA sites based on regional priorities and Placer County economic performance.
5. **Real Estate Market Analysis:** This chapter analyzes real estate market indicators and discusses regional and local performance in the office, industrial, retail, and land markets.
6. **Land Use Demand and Development Potential:** This chapter assesses development potential and examines forecasts of growth and various scenarios of potential net land demand in the SIA. This chapter also discusses strategies for maximizing success in the SIA and key concepts for consideration in the alternatives analysis phase of the plan update. The report also contains a number of technical appendices with data and analysis supporting the information embedded in the body of the report.

### Key Findings

1. *The SIA sits in the middle of the South Placer market, which is one of the major population and employment centers in the dynamic Sacramento Region.*

As one of the state's leading inland markets, the Sacramento Region has seen its population expand rapidly since 2000, growing by 23 percent compared to the statewide average of just 13 percent. Over the same period, the South Placer market (defined as the southwestern portion of the County centered around Lincoln, Rocklin, and Roseville) saw its population increase by 64 percent, more than double the rate of the Region. The South Placer market currently contains 13 percent of the Sacramento Region's population and accounted for 27 percent of the Region's absolute population growth between 2000 and 2014.

This market also contains about 13 percent of the Region's labor force, although approximately two-thirds of these working residents commute outside South Placer for employment opportunities. The number of jobs in the South Placer market has increased by 40 percent over the past 10 years with the market's share of the Region's employment base reaching 11 percent (notably below the corresponding share of population). Over this period, the South Placer market captured a significant share of the net absolute job gains in the Region, demonstrating the market's capacity to expand its employment base and play an even larger role in the regional economy.

2. *The SIA offers one of the greatest opportunities to generate desired economic development outcomes in the South Placer market.*

With an orientation toward employment-generating uses, the SIA represents a major opportunity to continue to expand the job base in the South Placer market to come closer to

the market’s role as a regional population center. At the same time, the SIA offers Placer County a means to realize a number of desirable economic development outcomes in a market area that has been dominated by dynamics in Roseville and Rocklin. Employment in economic activities that generate net new wealth and drive growth in other segments of the economy, generally referred to as the “economic base,” has been declining while local-serving activities have seen job gains in the past 10 years. With only 21 percent of all jobs in the market being part of the economic base (a measure notably below benchmarks), the SIA offers an opportunity area for business attraction and expansion efforts focused on boosting this measure. The expansion of employment-generating uses could create additional job opportunities that better utilize the large local labor force and reduce some of the out-commute and related roadway congestion in the long-term.

The SIA currently benefits from a number of competitive attributes that can be leveraged for economic development purposes. From a workforce perspective, the SIA has access to a high quality and growing labor force in the South Placer market. The South Placer workforce and business community benefit from the presence of existing higher education institutions, like William Jessup University and Sierra College, and will see investments from California State University, Sacramento, and the University of Warwick result in new campuses and partnerships. In terms of development, the SIA has an advantage in the fact that large areas of developable land are under the control of relatively few, but motivated, owner groups. Competitive development fees, major planned catalytic projects, and the connections supported by the proposed Placer Parkway alignment are also positive markers for development.

3. *Regional and local economic analysis indicates that Placer County economic development efforts could target a combination of 10 viable industry clusters.*

Through the Next Economy initiative, regional economic development organizations and local jurisdictions, including Placer County, have prioritized six industry clusters for targeted efforts to grow and retain jobs and investment: (1) Advanced Manufacturing; (2) Agriculture & Food; (3) Clean Energy Technology; (4) Education & Knowledge Creation; (5) Information & Communications Technology; and (6) Life Sciences & Health Services. Economic analysis also suggests that four other clusters present opportunities for growth and development in Placer County: (1) Advanced Materials; (2) Business & Financial Services; (3) Distribution & Electronic Commerce; and (4) Recreation & Tourism.

Economic activities that are part of these 10 viable clusters utilize all types of non-residential space with a weighting toward the office, flex, and industrial segments. Many of these clusters maintain staffing patterns that align with the South Placer labor force and a number of the activities are represented among the University of Warwick’s research priorities. Economic development potential in the South Placer market could be enhanced if future development patterns in the SIA account for the types of users within the 10 viable clusters. Growth in these clusters, all of which contain economic base activities, often generates other

benefits such as strong employment multiplier effects, regional linkages, and import substitution.

4. *General economic recovery and momentum created by major planned projects are prompting SIA landowners to explore development options.*

Most of the major land owners in the SIA have held properties for several economic cycles and anticipated being able to move development plans forward prior to the recent recession. The general economic recovery has led some of these owners to begin to seriously explore options that would allow them to take advantage of the current market expansion phase. In addition, the Placer Parkway, Placer Ranch (including the Sacramento State and Sierra College campuses), and University of Warwick plans have generated momentum in the market as other land owners are able to better understand the components and timing of these major projects.

A proposal has already been submitted to the County for an industrial park that incorporates the former Formica facility and adjacent undeveloped land to the east. The United Auburn Indian Community (UAIC) is also in the early stages of assessing opportunities in areas adjacent to the Thunder Valley Casino Resort. In addition, the owners of several hundred acres on both the east and west sides of the landfill and materials recovery facility and immediately north of the Placer Parkway and Placer Ranch plans have expressed a desire to effectively position their properties for future development.

5. *Real estate market indicators show that the South Placer office and retail segments have outperformed the flex and industrial uses since 2000.*

Annual average absorption between 2000 and 2014 has exceeded 330,000 square feet for office space and 250,000 square feet for retail space in the South Placer market. During this period of positive net absorption there was a notable amount of space constructed in these segments. Although annual average vacancy rates have been higher than the Sacramento Region overall, South Placer asking rents are around or above the regional average.

While industrial and flex space have both seen positive absorption on an annual average basis over the past 14 years, these segments have not performed as well as office and retail in the South Placer market. Combined, only about 132,000 square feet of flex and industrial space were absorbed annually in the 2000 to 2014 period while vacancy rates and asking rents were in line with the rest of the Region. These two segments represent the greatest amount of space available in the SIA at more than 3.9 million square feet, which equates to about one-quarter of the South Placer market. Just over 55,000 square feet of industrial and flex space were absorbed in the SIA on an annual average basis between 2000 and 2014 with nearly 59,000 square feet constructed annually.

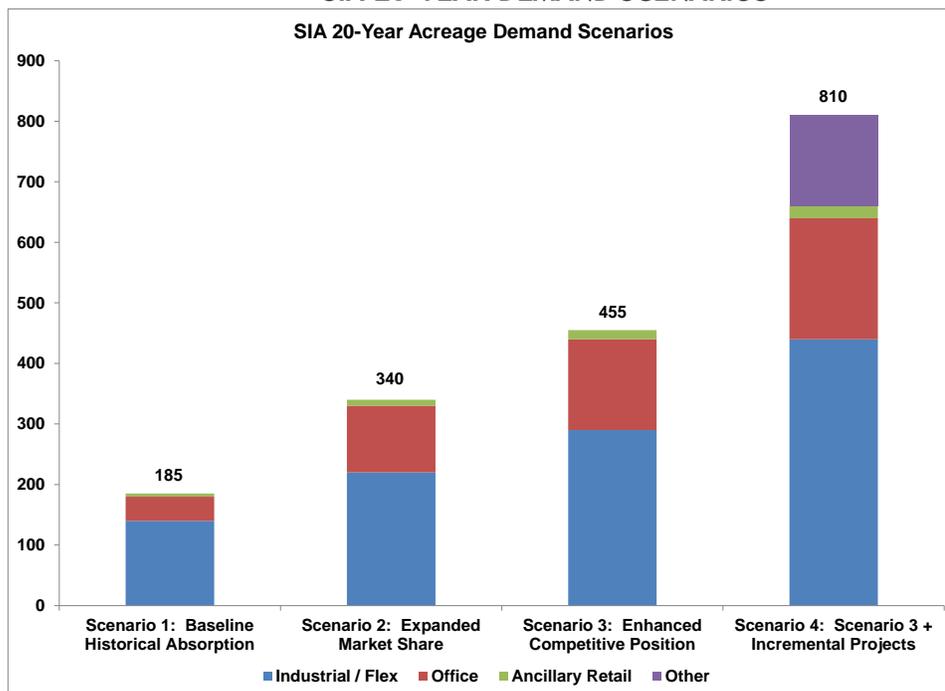
Combined, the flex, industrial, and office segments, those most closely aligned with SIA

opportunities, showed annual absorption equating to approximately 29 acres on an annual average basis in the South Placer market between 2000 and 2014.

6. *Market forecasts suggest that there could be demand for as much as 460 acres of industrial/flex and office land in the SIA through 2035 with major “game-changing” projects bringing total demand up to 810 acres.*

Estimates from SACOG suggest that roughly 94 percent of the projected acreage demand for Placer County will be captured in the South Placer market. Translating Placer County employment forecasts from various sources to land use for the 20-year period from 2015 to 2035 results in an estimated demand of approximately 360 acres of industrial/flex uses and 740 acres of office uses. Several different scenarios reflect the SIA’s ability to capture the South Placer market demand ranging from baseline conditions to an enhanced competitive position plus the insertion of major “game-changing” projects like a corporate campus or destination entertainment/retail use. As shown in Figure 1, total SIA acreage demand across these scenarios—inclusive of industrial/flex, office, and ancillary, employee-serving retail—ranges from 190 to 810 acres or between 10 and 40 acres per year over the 20-year period. This land demand could support between 3,700 and 15,300 additional jobs in the SIA by 2035.

FIGURE 2  
SIA 20-YEAR DEMAND SCENARIOS



The most conservative scenario essentially accounts for status quo conditions that translate to an industrial/flex and office footprint smaller than what is being proposed in the Placer Ranch project. The opportunity for the SIA to develop an enhanced competitive position in the South Placer market and broader Sacramento Region is reflected in the more aggressive scenarios. The enhanced competitive position considers the fact that the Placer Ranch, Placer Parkway, and University of Warwick developments could all act as catalysts and raise the visibility of the area plus the SIA could further leverage the increased labor force housing planned in surrounding development areas. The large amount of contiguous developable land in the SIA also opens up the opportunity to attract one or more major “game changing” projects in the area, which could incrementally add to the overall land demand. Where the SIA falls on the range of land use demand depends on the County’s ability to address opportunities and challenges and implement strategies to maximize its capture.

7. *A distinct group of real estate prototypes represent the types of facilities that could be competitive in the SIA and align with users in the viable clusters.*

Primary prototypes are expected to include light industrial/flex developed on a speculative basis, complemented by owner-user manufacturing and office. Light industrial/flex development is characterized by its adaptability and can be configured as office, sales-service, assembly, and light manufacturing space. In addition, one to three story office development will be an important component of Placer Ranch and could also be developed on select parts of the remainder of the SIA. A wide variety of manufacturing prototypes will be facilitated by the Placer Parkway, and can be part of a larger manufacturing complex

anchored by the Placer Materials Recovery Facility (MRF), which has the essential ingredients of a bona fide eco industrial complex. Cluster analysis indicates manufacture of advanced materials and other advanced manufacturing is a strong prospect for the SIA based on excellent land and labor resources in the South Placer market. While speculative light industrial/flex product is beginning to emerge in the region (and possibly SIA) based on improving market fundamentals (e.g., lease rates escalating faster than construction costs), additional market improvement is needed to develop office and upper end office/flex-R&D products in the South Placer market. The ability to locate such product in the SIA is dependent on the success of the University-driven Placer Ranch project and related new road connections to Roseville (e.g., Foothills Blvd.) to improve access to the SIA from nearby employment districts. Manufacturing product is likely to be developed on a build-to-suit basis and varies substantially in its form and function. SIA presents itself as a leading prospect in the region to capture any new large-scale campus users, which could result in one or more collections of multiple building prototypes within a given project.

8. *There is a significant amount of vacant acreage and a number of major planned projects throughout the South Placer market and broader Sacramento Region that will introduce competitive industrial/flex and office space over the next few decades.*

Users seeking commercial and industrial space in the Sacramento Region over the next 20 years will have a number of options including existing vacant space and facilities in expanded or new projects. The SIA will be competing with some very formidable projects for its market share as nearly every major market area in the Region is planning for new capacity. There is a significant amount of land available for future development in the South Placer market with nearly 1,800 acres of vacant flex, industrial, and office space outside the SIA in Lincoln, Roseville, and Rocklin. Approximately 23 percent of this acreage can be considered “shovel-ready” with almost 91 percent falling in the flex and industrial categories.

The SIA benefits from a strong labor force housed in high quality of life communities and a number of catalytic proximate planned projects with higher education institution presence. Commercial real estate brokers believe that competition for users spans a geographic area much larger than the Sacramento Region and includes Reno, the Central Valley, and the East Bay, all of which have plans for extended development.

9. *The long-term competitiveness of the SIA will be affected by the extent to which the County is able to build on its strengths and mitigate existing challenges in the area.*

To move into the realm of the more aggressive demand scenarios, the County will need to directly establish policies and programs and help facilitate the conditions necessary to encourage development and compete for projects within the South Placer market and the broader region. The ability to leverage the strengths and opportunities and address the identified weaknesses and threats will help the County realize outcomes that are aligned

with its vision of supporting economic development and establishing a base of employment in the South Placer market.

10. *The size of the SIA, along with existing and proposed development patterns, suggest that planning and marketing efforts for the area would best be served by a district concept.*

Current zoning in the SIA is primarily industrial and agriculture with some commercial zoning in the southeast corner and public use related to the landfill and materials recovery facility. There are several constraints related to land use including the landfill, biomass, and propane tank buffers and wetland areas. The light and heavy industrial facilities that have developed along Cincinnati Avenue and on Athens Avenue near the northeast corner of the landfill in addition to Thunder Valley Casino also have land use implications for the SIA due to the need to consider consistent uses. With the Placer Parkway and Placer Ranch proposals as well as growth in surrounding communities, the blanket industrial and agriculture designations of the existing SIA Plan seem inappropriate, particularly in consideration of the goal of creating employment-generating uses.

11. *Placer Ranch will have a major impact on land use planning and market dynamics in the SIA.*

The Placer Ranch area is nearly equal in acreage to the identified vacant and underutilized sites in the rest of the Sunset Area. The most recent Placer Ranch plans include over 300 acres of “Campus Park” space, which was tentatively defined as a mix of industrial/flex and office uses. Noting the proposed types of residential units, university campus, amenities, and location, it seems likely that Placer Ranch will position itself for higher end uses, which could translate to a greater concentration on office and R&D products over light industrial, manufacturing, or warehouse space. As a result, it might be expected that Placer Ranch could capture roughly 20 percent of the projected industrial/flex acreage and 80 percent of the office acreage in the land demand scenarios. The other Placer Parkway interchange serving Placer Ranch is surrounded by the Campus Park uses primarily to protect the retail and services being contemplated within the nearby university village concept. Should the university village concept change as the project moves through the planning process, it would be reasonable to assume that some of the Campus Park space would be reallocated to a use like Regional Commercial that takes advantage of the major interchange location. This could result in a somewhat smaller share of the projected industrial/flex and office uses in the SIA.

## 2.3 OPPORTUNITIES AND CONSTRAINTS REPORT

### Overview

Taking cues from the Existing Conditions Report and the Market Analysis, as well as the observations of County staff and the Consultant team, the Opportunities and Constraints Report focused on key issues and opportunities with potential policy implications development of the

SIA. The intent of the report, published in January 2016, was to inform the development of Area Plan goals, policies, and implementation programs; it will not be adopted as part of the final Sunset Area Plan. The Opportunities and Constraints Report covered eight topical sections:

1. Demographics and Economics
2. Land Use
3. Transportation and Circulation
4. Waterways and Flood Risk Areas
5. Agricultural and Natural Resources
6. Infrastructure and Public Services
7. Industrial Contamination
8. Hazards and Safety

Each of these sections was further divided into sub-topics, each of which identified assets, issues, opportunities, and/or constraints that could affect the development of the SIA Plan. The findings of the Opportunities and Constraints are distilled in Section 3 of this report.

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## SECTION 3. PREFERRED ALTERNATIVE

This section describes the Preferred Alternative and the factors that contributed to defining it. It begins with descriptions of key policy and planning influences, the transportation system framework, infrastructure and service elements, and natural resource influences. It then explains district-based themes that respond to these factors. Finally, it describes the Preferred Alternative Land Use Diagram and the land use designations that it reflects.

### 3.1 KEY PLANNING AND POLICY INFLUENCES

As described in Section 2 of this report, the County completed extensive analysis of baseline conditions in the SIA, including a market analysis and a characterization of opportunities and constraints affecting the area. Following are brief summaries of the key findings of these assessments in terms of their potential influence on planning and policy development for the SIA Plan Update. In many cases, these observations relate directly to the development vision for the area and how it will be expressed via district themes and the proposed Land Use Diagram. In other cases, the findings will affect subsequent policy and program development, including an overall phasing strategy for the SIA.

#### **Economic/Market Context**

While industrial and flex space have both seen positive absorption on an annual average basis over the past 14 years, these segments have not performed as well in the South Placer Region as office and retail have. The Sunset Area has a variety of competitive attributes, including rail access, large expanses of developable land, and proximity to high-amenity residential communities, which provide a potentially high-quality labor supply. These attributes should convert, or should already have converted, into opportunities to expand the local job base to establish the Sunset Area as a regional employment center, as has long been the County's vision for area. Among many benefits, this would allow new employers to tap into the large local labor force, thereby reducing out-commuting and related roadway congestion in the long term.

#### **Lack of Identity**

The Sunset Area currently lacks a clear identity that resonates with potential investors. There is no cohesion in the development pattern and there are very few economic linkages among existing uses. The major existing developed areas are scattered throughout the SIA, with WPWMA facilities to the northwest, the Thunder Valley Casino and Resort to the northeast, and a mix of warehousing, manufacturing, indoor recreation, and religious institutional uses along the southeastern edge. The lack of a clear identity presents an opportunity to create a new brand for the area as a whole that draws on its many assets and opportunities. The County has the opportunity to build upon the positive characteristics in the area as starting points for developing a cohesive brand and marketing campaign.

### **Expanded Employment Base**

With an orientation toward employment-generating uses, the Sunset Area represents a major opportunity to continue to expand the job base in the South Placer market area to achieve its role as a regional employment center. At the same time, the Sunset Area offers Placer County a means to realize a number of desirable economic development outcomes in a market area that has been dominated by dynamics in Roseville and Rocklin. Employment in economic activities that generate net new wealth and drive growth in other segments of the economy, generally referred to as the “economic base,” has been declining while local-serving activities have seen job gains in the past 10 years. With only 21 percent of all jobs in the market being part of the economic base (a measure notably below benchmarks), the Sunset Area represents an opportunity for business attraction and expansion efforts focused on boosting this measure. The expansion of employment-generating uses could create additional job opportunities that better use the large local labor force and reduce some of the out-commute and related roadway congestion in the long term.

### **Proactive Economic Development**

To accomplish more ambitious economic development objectives, the County will need to directly establish policies and programs and help facilitate the conditions necessary to encourage new development in order to compete for projects within the South Placer market and the broader region. The ability to leverage strengths and opportunities and offset weaknesses and threats will help the County realize outcomes that are aligned with its vision of supporting economic development and establishing a base of employment in South Placer.

### **Development Demand**

Within the South Placer market, the Sunset Area has a number of competitive attributes such as a rail spur, large pieces of undeveloped land, and proximity to communities with high quality of life. As summarized above under the discussion of the Market Study Report, annual demand for industrial/flex space in the South Placer market could average of 360 acres over the next 20 years, while annual demand for office uses could average of 740 acres. The report further estimates that the SIA could capture industrial/flex use demand in the range of 140 to 440 acres annually and office land demand in the range of 40 to 200 acres annually over 20 years.

While the SIA presents itself as a leading prospect in the region to capture any new large-scale campus users, marketing the area as a traditional industrial zone will probably not be effective. Potential users will have a preference for more amenities and a more upscale identity with fewer heavy manufacturing uses. There is already interest in the development of an industrial park which incorporates the former Formica facility and undeveloped land to the east. In addition, the owners of several hundred acres on both the east and west sides of the landfill and materials recovery facility and immediately north of the Placer Parkway and Placer Ranch plans have expressed a desire to effectively position their properties for future development.

## **Land Availability and Land Ownership**

The large amount of contiguous developable land in the Sunset Area opens up the opportunity to attract one or more major “game changing” projects in the area, which could incrementally add to the overall land demand. Where the Sunset Area falls on the range of land use demand depends on the County’s ability to address opportunities and challenges and implement strategies to maximize its capture.

The development potential for the Sunset Area is intricately tied to the perspectives and interests of major land owners in the area. Six land owners control the majority of the developable area in the Sunset Area. Most of these owners have held their properties through several economic cycles and anticipated being able to move development plans forward prior to the recent recession. The general economic recovery has led some of these owners to begin to seriously explore options that would allow them to take advantage of the current recovery and expansion phases. These owners are closely monitoring infrastructure investments that may be made in conjunction with Placer Ranch that could benefit their property.

## **Placer Ranch/CSU Sacramento Satellite Campus**

Placer Ranch accounts for about 2,195.6 acres along the southern portion of the Sunset Area (26.9 percent of the total land area). This is nearly equal in acreage to all of the other vacant and underutilized sites in the Sunset Area combined. With the proposed CSU Sacramento satellite campus, Placer Ranch has the potential to act as a market signal and a catalyst for infrastructure investments that could create momentum and make development in other parts of the Sunset Area more viable over time. The momentum created by the project has the potential to redefine the Sunset Area as an area with significant economic development opportunities. Placer County has an opportunity to optimize the development of the Placer Ranch project to provide a compelling product appealing to consumers, generating higher assessed values, supporting the emergence of university-led innovation businesses, and providing more overall balance in the Sunset Area. With the County assuming leadership of the Placer Ranch Specific Plan process, the demand for and viability of uses proposed while the project was under the auspices of the City of Roseville are now open to broader discussion and analysis, specifically in light of their relationships to the balance of the Sunset Area.

## **Thunder Valley Casino Resort**

Thunder Valley Casino Resort opened in 2003 in the northeastern corner of the Sunset Area, changing the character of the surrounding area and attracting a significant number of entertainment-oriented visitors. The United Auburn Indian Community (UAIC) is also in the early stages of assessing opportunities in areas adjacent to Thunder Valley. UAIC has acquired substantial holdings around its primary resort area and may consider compatible, entertainment-related uses such as theme parks and various retail concepts. It will be important to establish supportive relationships between this area and the rest of the Sunset Area.

### Higher Education Catalysts

In addition to the proposed CSU Sacramento satellite campus in Placer Ranch, the University of Warwick has announced plans to develop a campus on 600 acres of land to the west of the Sunset Area in the Regional University Specific Plan area. These campuses would join Sierra College and William Jessup University as catalysts for continued economic growth in the area.

### Incompatible Uses

A number of buildings within the existing industrial areas are occupied by non-industrial users, such as indoor recreation or churches. These non-industrial uses have the potential to be incompatible with industrial activities, because of truck traffic, noise, and vibration. These non-industrial uses also reduce the available space for employment-based land uses. In addition to these potentially incompatible uses, there are older, heavy industrial uses along Cincinnati Avenue and on Athens Avenue near the northeast corner of the Western Regional Sanitary Landfill that may be inconsistent with the long-term vision for compatible development in the Sunset Area. These potential incompatible uses present an opportunity to reassess the vision for the Sunset Area and develop solutions to better integrate existing uses into future development.

### Western Placer Waste Management Authority Facilities

The 320-acre WPWMA facility is located at the center of the Sunset Area and includes a materials recovery facility (MRF), composting facility, and the Western Regional Sanitary Landfill (WRSL). The WPWMA is a joint powers authority, whose member agencies are Placer County, the City of Lincoln, the City of Roseville, and the City of Rocklin. The 2013 Placer County General Plan stipulates that when considering land use changes near the landfill, the County will consider the landfill as the dominant land use. The General Plan establishes a one-mile buffer around the WPWMA facilities that prohibits new residential development. Buffers of 1,000 and 500 feet prohibit commercial and recreational land uses, respectively. There is no buffer requirement for industrial uses (2013 Placer County General Plan, Policy 4.G.11.).

The WPWMA also owns approximately 160 acres to the east of the landfill, which is currently designated as buffer space. Based on current observations related to anticipated growth in the number of users and recent regulatory and environmental trends, WPWMA staff believes the physical size of the WPWMA facility may be insufficient to safely and efficiently accommodate projected needs over the next 20 years. In consideration of this, WPWMA staff has begun identifying future uses for its western and eastern properties as well as other possible modifications to its existing facility layout.

While the WPWMA facilities currently present constraints to development, primarily due to odor impacts, there are potential opportunities to mitigate these effects and reduce the necessary buffer around the site. This could lead to greater flexibility in the types of acceptable uses that could locate nearby.

## 3.2 TRANSPORTATION SYSTEM FRAMEWORK

The existing and planned roadway system establishes the framework for development of the SIA by creating the area's major form-giving elements. The absence of defining natural features such as landforms or water elements means that the roadway network (including highways and major arterials) assumes the most influential role in defining the space within the SIA.

### State Route 65

State Route 65 (SR 65) is a north-south State highway that begins at I-80 in the city of Roseville and extends north through the Placer/Yuba County line and connects with SR 70 south of the City of Marysville in Yuba County. SR 65 defines the eastern edge of the SIA and provides access to the SIA through its interchanges at Blue Oaks Boulevard, Sunset Boulevard, and Twelve Bridges Drive.

### Placer Parkway

The primary purpose of the ultimate Placer Parkway project is to provide a connection between the SR 65 corridor and the SR 70/99 corridor. It will serve the communities of Lincoln, Rocklin, Roseville, southwestern Placer County, and southern Sutter County by providing an alternative to SR 65, I-80, and the local roadway network. One of its key objectives is to improve regional accessibility for businesses and jobs and, in doing so, to advance economic development goals in southwestern Placer County. The SIA will be the main benefactor of this improved accessibility, with interchanges at SR 65, Foothills Boulevard, and Fiddymont Road (the only interchanges in the Placer County segment).

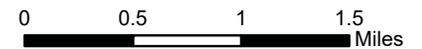
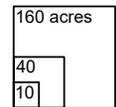
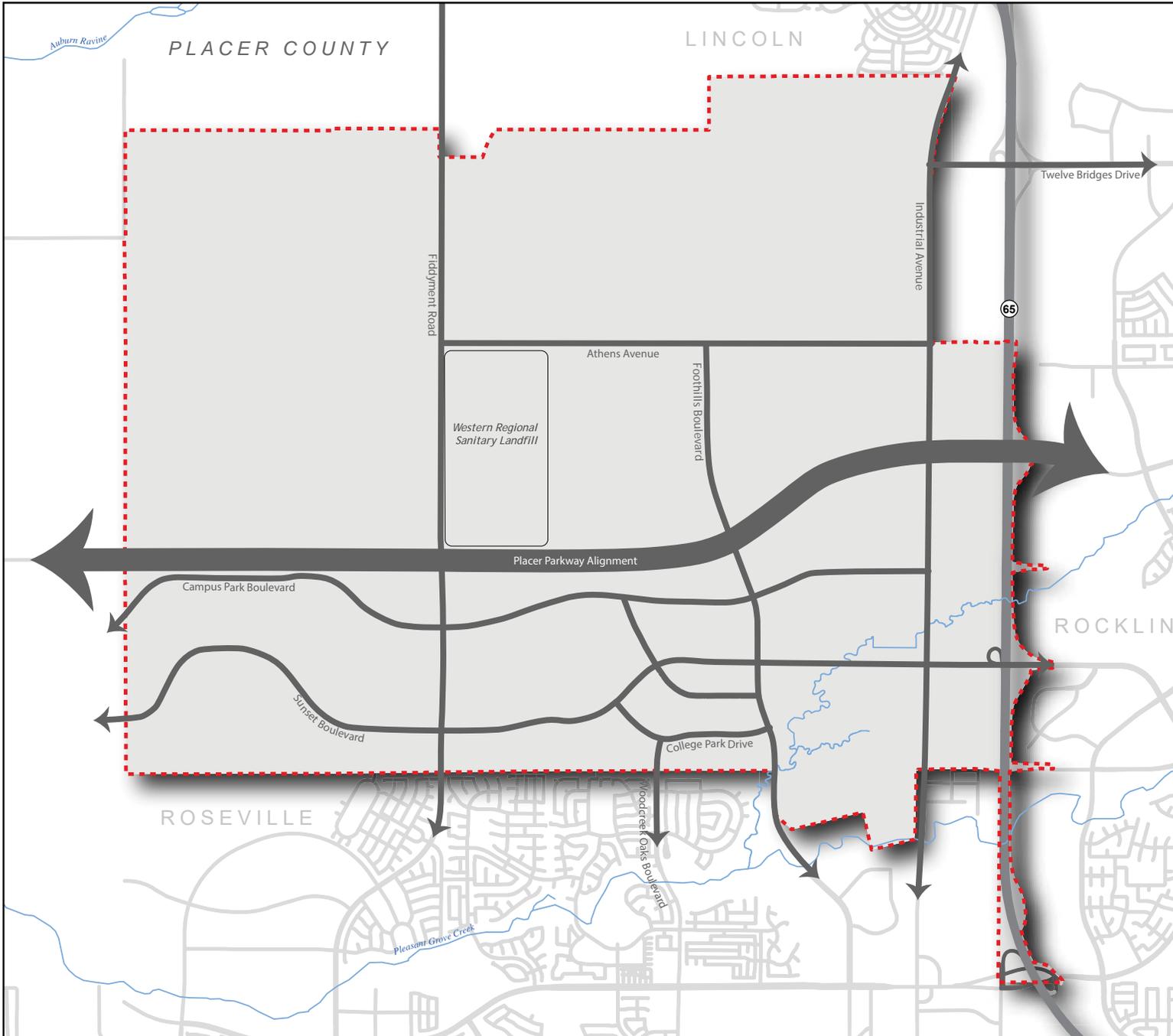
In addition to providing access to the SIA, Placer Parkway will also establish a well-defined edge, dividing the area at the northern border of Placer Ranch. The only two north-south connections in the four-mile stretch within the SIA will be at Foothills Boulevard and Fiddymont Road. The scarcity of linkages between Placer Ranch and areas to the north will make the distinctions between the areas more pronounced, which could be either an opportunity or a constraint.

### Sunset Boulevard

Sunset Boulevard is currently a two-lane, east-west thoroughfare connecting Foothills Boulevard North to the west into the city of Rocklin. The road transitions from two lanes to six lanes at the Sunset Boulevard/SR 65 interchange and continues east into the city of Rocklin. The Placer Ranch Specific Plan envisions Sunset being expanded to a four- to six-lane facility that will serve as the "Front Door" to Placer Ranch. It will be extended westward from its current terminus at Foothills Boulevard to become one of two east-west arterials providing continuous access through the entire area and defining the edges of key districts in Placer Ranch.

Sunset Area Plan | Figure 03  
**Transportation System Framework**

-  Planning Area
-  Western Regional Sanitary Landfill



Date: 06-06-2016  
 Source: Placer County, 2015

## **Foothills Boulevard**

Foothills Boulevard North is a two-lane, north-south thoroughfare that currently runs from Athens Avenue to the north to Sunset Boulevard to the south. With construction of Placer Ranch, it will eventually be improved to a six-lane arterial that extends into Roseville to the south. It will also be served by the first interchange to be constructed on Placer Parkway, so it will become a key economic development focal point in the area.

## **Industrial Avenue/Lincoln Boulevard/UPRR Tracks**

Industrial Avenue/Lincoln Boulevard is a north-south arterial that parallels SR 65 between Roseville and Lincoln. Industrial Avenue extends from Washington Boulevard in Roseville to SR 65 and becomes Lincoln Boulevard through Lincoln. It is the main north-south roadway serving the currently-developed parts of the SIA. The UPRR freight tracks run parallel to Industrial Avenue through the SIA, with some sidings extending from the mainline to provide freight rail access to adjacent properties. All of the railroad crossings are grade-separated within the SIA with the exception of the at-grade crossing at Athens Avenue.

## **Fiddymment Road**

Fiddymment Road is a two-lane north-south arterial that currently connects between Baseline Road to the south and Moore Road to the north. It will be a key north-south roadway serving Placer Ranch, essentially bisecting the project and serving as the dividing line between the more urban uses to the east and suburban uses to the west.

## **Athens Avenue**

Athens Avenue is a two-lane, east-west road that runs between Fiddymment Road and Industrial Avenue. It currently provides primary access to both the Thunder Valley Casino and Hotel and the WPWMA facilities. With completion of Placer Parkway, WPWMA-related truck traffic will access the facilities via the Fiddymment interchange, which will reduce WPWMA-bound traffic around the Thunder Valley Casino Resort and other future businesses in and around the SIA. This will change the function of Athens Avenue, providing an associated opportunity to change its character to better suit future commercial uses in the area.

### **3.3 INFRASTRUCTURE AND SERVICE ELEMENTS**

Infrastructure and services covers a broad range of elements essential to the growth and development of the SIA. These elements include water (supply, treatment, and distribution), wastewater (collection, treatment, reclamation, and disposal), storm drainage, solid waste (collection, recycling, and disposal), utilities (electricity, natural gas, telecommunications), and public safety services (law enforcement, fire protection, and emergency medical). Because the SIA Plan area, exclusive of Placer Ranch, includes no proposed residential land uses, facilities and services typically associated with residential uses (e.g., schools, parks) are not addressed here. The Placer Ranch Specific Plan will address those residentially-related services and facilities for that portion of the SIA.

Currently (2016) necessary infrastructure and services in the SIA Plan Area are provided only to the existing developed areas, predominantly in the southeastern corner. The Sunset Industrial Area Plan Background Report (October 2015) provides a comprehensive description of the existing infrastructure and services in the Plan area. The vast majority of the Plan area lacks essential infrastructure and services. Development, expansion, and extension of all backbone infrastructure will be necessary to support significant growth in the SIA Plan area.

### Assumptions

- **Water.** PCWA has adequate surface water entitlements and infrastructure capacity to deliver treated surface water to existing customers in western Placer County, including the SIA, from existing water treatment plants through existing PCWA transmission pipelines.
- **Wastewater.** The Lincoln Wastewater Treatment and Reclamation Facility (WWTRF) and Pleasant Grove Wastewater Treatment Plant (WWTP) have adequate existing or planned capacity to serve future SIA Plan area development.
- A Sewer System Master Plan should be prepared prior to additional major development coming on line to evaluate the current sewer system for deficiencies and plan for future pipeline extensions.
- **Storm Drainage.** The existing storm drainage system will need to be assessed and evaluated for condition and capacity to determine the most effective method to extend service and provide capacity for the conveyance of drainage and surface runoff from the future land uses within the remainder of the SIA Plan area.
- **Solid Waste.** The WPWMA landfill has sufficient capacity for at least 40 years, but the overall facility may be insufficient to safely and efficiently accommodate projected demand. WPWMA staff have begun identifying future uses for its western and eastern properties as well as other possible modifications to its existing facility layout.
- **Utilities.** Electrical, natural gas, and telecommunication utilities and services can be expanded as necessary to accommodate future SIA Plan area development.
- **Safety Services.** Law enforcement, fire protection, and emergency medical services can be expanded as necessary to accommodate future SIA Plan area development.
- **Other Services.** Schools, parks, and other services and facilities intended to serve residents will be addressed in the Placer Ranch Specific Plan.

### Discussion

One of the major challenges in encouraging and supporting growth and development in the SIA Plan Area is the provision of adequate infrastructure, particularly water and wastewater. Only a small portion of the Plan area has access to basic infrastructure. Extension of water and wastewater trunk lines represents a major financial investment that so far has inhibited development in major portions of the area. Including Placer Ranch, about 5,000 acres of unconstrained land in the Plan area remain undeveloped and without access to water and wastewater facilities. The extension of infrastructure is directly tied to the timing and phasing of

new development. Conversely, the timing of new development is dependent, in part, on the availability of adequate infrastructure.

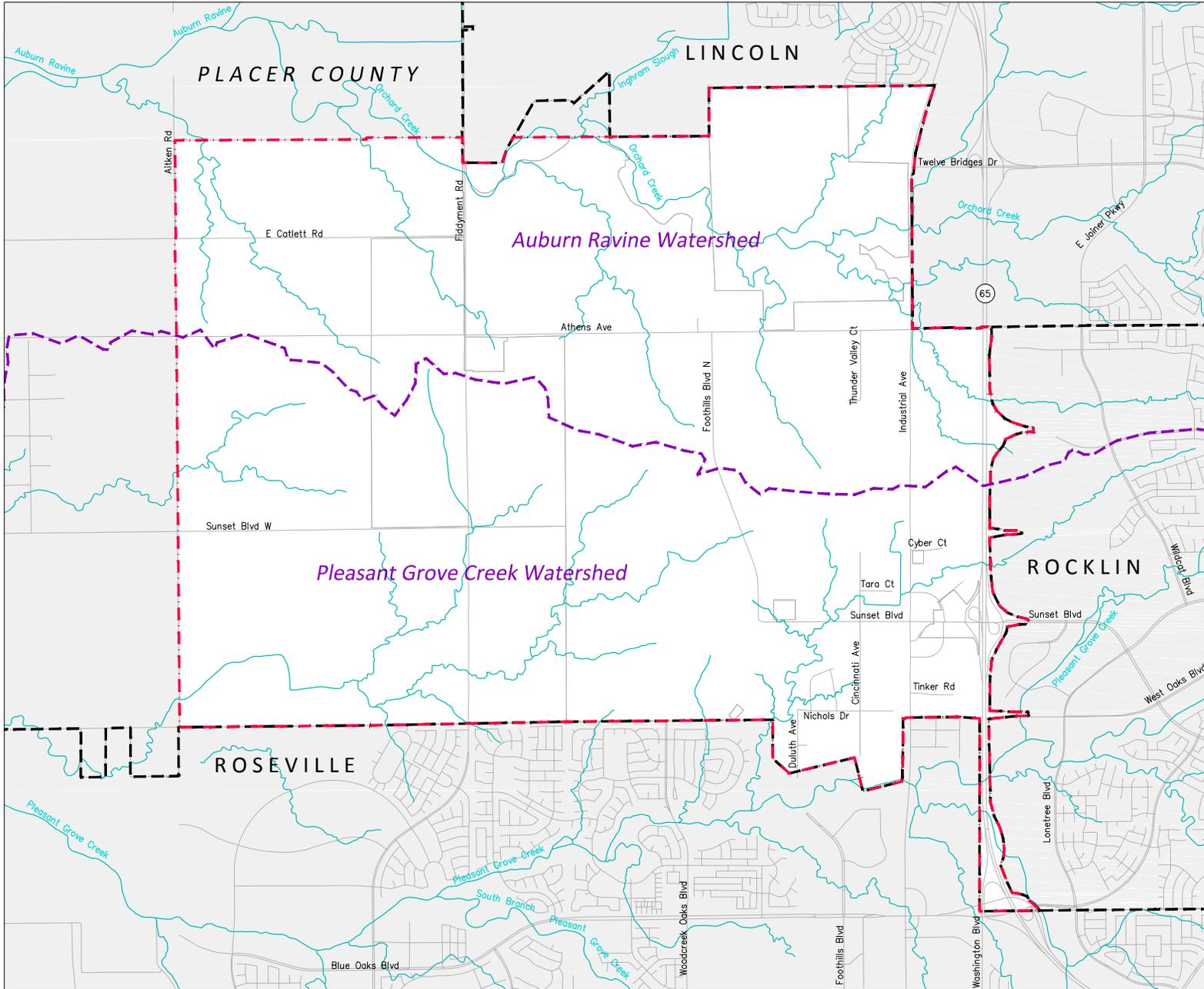
There are two characteristics of the SIA Plan area that figure significantly into the consideration of infrastructure extension: a small number of major property owners and a limited demand (relative to the large supply) for industrial/flex and office land. Over 97 percent of the land is owned by just 10 ownership groups. Excluding the 914 acres owned by the WPWMA, 8 groups own 7,258 acres, of which about 5,000 acres is available for development. Placer Ranch covers about 2,200 of those acres. The limited number of major property owners should increase the likelihood of one or more of those owners initiating development, which would be the catalyst for infrastructure extension. In particular, many have looked to the Placer Ranch development as the catalytic project in the SIA Plan area.

The other SIA characteristic influencing infrastructure extension is the relatively limited demand for industrial/flex or office development in the area, particularly compared to land supply. Projections indicate a relatively modest demand for industrial/flex and office uses over the next 20 years, particularly in light of the amount of land available for development. This modest demand is likely a major factor in the unwillingness of private property owners to front the costs for major infrastructure extension.

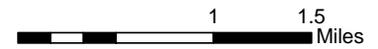
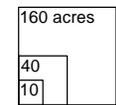
Two basic alternatives are available to address the challenge of providing basic infrastructure: new major development initially financing the infrastructure or Placer County strategically extending infrastructure to preferred areas to create “shovel-ready” development sites. Should a new, major development, such as Placer Ranch, be approved and initiated, the extension of infrastructure as a part of the development will determine the timing and phasing of new infrastructure. Should the County take a more proactive approach to create “shovel-ready” sites for major development, infrastructure and development phasing would be determined by the County.

Another consideration related to wastewater infrastructure is the division of treatment service between the City of Lincoln WWTRF and the City of Roseville Pleasant Grove WWTP. The operating assumption has been that the northern portion of the SIA area within the Auburn Ravine Watershed would be serviced by the Lincoln facility and that the southern portion, within the Pleasant Grove Creek Watershed, would be served by the Pleasant Grove facility (see Figure 4). Currently (2016), all existing SIA development is served by Pleasant Grove, with the exception of the Thunder Valley Casino, which maintains its own wastewater treatment plant. If this current assumption regarding wastewater service remains in place, phasing of development may be further complicated by this division of service and the need for two main trunk lines for the SIA area. The County is currently considering alternatives to this plan, one of which would be for the Pleasant Grove facility to serve the entire SIA.

Sunset Area Plan | Figure 04  
SIA WATERSHEDS



- Planning Area
- City Limits
- Watershed Limits



Date: 01-26-2015

Source: Placer County, 2015

## 3.4 NATURAL RESOURCES, OPEN SPACE, AND HABITAT

The SIA Plan Area’s extensive natural resources have historically affected the development of the area in a variety of ways and they will continue to influence how the area develops. The represent both a constraint to development and a valuable scenic resource that adds to the attractiveness of the area and contributes to defining the area.

### Surface Waters

Surface waters in the Sunset Area include a number of seasonal wetlands (including vernal pools), intermittent streams, ponds, and a portion of Pleasant Grove Creek. Intermittent streams in area flow north toward Orchard Creek and Auburn Ravine and south toward Pleasant Grove Creek. Orchard Creek and its associated streams are most prominent north of Athens Avenue and Catlett Road, in areas that either already are or will be covered by open space reserves. As a result, they will have very little effect on the development capacity of the SIA. Pleasant Grove Creek and its associated streams are isolated mostly within Placer Ranch and are accounted for as open space in the site planning that has been completed for the area.

Virtually all of the Sunset Area is within a Federally-designated vernal pool “recovery” core area. This status and its implications are being addressed through the Placer County Conservation Program (see discussion below).

### Open Space Reserves

Approximately 1,000 acres of the Sunset Area is preserved as permanent open space, including the Orchard Creek Conservation Bank, Warm Springs Mitigation Bank, and Moore Ranch Conservancy. Additionally, a large part of the Sunset Area (approximately 1,300 acres) adjacent to these existing reserves is identified and being considered in the Placer County Conservation Program (PCCP) as a possible reserve acquisition area. These areas will serve to define the northern edge of the SIA’s development area.

### Placer County Conservation Program

The Placer County Conservation Program (PCCP) encompasses western Placer County, including the Sunset Area. The goal of the PCCP is to provide an effective framework to protect, enhance, and restore the natural resources in specific areas of western Placer County, while streamlining the permitting of a range of land development, infrastructure improvements, and habitat restoration actions known as “covered activities.” The PCCP includes two separate, but complementary, plans or programs that support two sets of State and Federal permits:

1. Western Placer County Habitat Conservation Plan and Natural Community Conservation Plan, referred to as the HCP/NCCP or “Plan.” The Plan is a joint HCP and NCCP that will protect fish and wildlife and their habitats and fulfill the requirements of ESA, CESA, and the California Natural Community and Conservation Planning Act (NCCP Act).
2. Western Placer County Aquatic Resources Program, referred to as the CARP. The CARP will protect streams, wetlands, and other water resources and fulfill the requirements of the Federal Clean Water Act (Section 401 and 404) and analogous State laws and regulations.

Together, these permits represent all of the major wetland and endangered species act permits that are required for land development activity that may occur on public and private property in Western Placer County and the Sunset Area. The PCCP represents an opportunity to streamline development approvals once it is adopted by the Board of Supervisors and approved by the Federal and State regulatory agencies.

### **3.5 THEMATIC DISTRICTS**

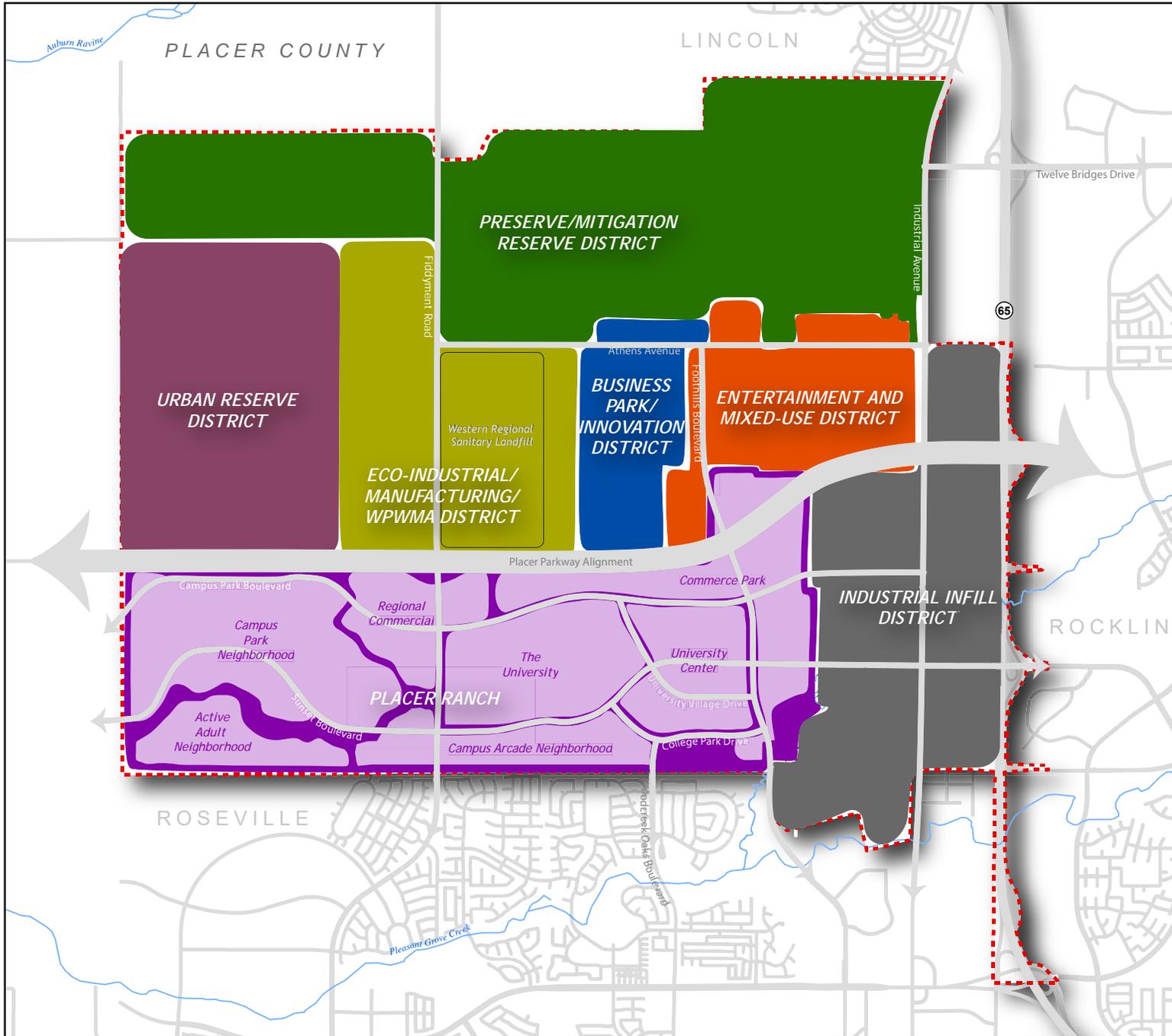
To better crystallize the County's economic development vision, the SIA has been divided into thematic districts that reflect discrete development opportunities (see Figure 5). These districts reflect a combination of the recommendations of the SIA Plan Update Market Analysis (July 2015), the seven districts proposed in the June 2015 draft of the Placer Ranch Specific Plan, and conclusions concerning the preservation of open space and habitat mitigation land. The proposed district structure is not intended to provide regulatory guidance, which is the function of the proposed Preferred Alternative Land Use Diagram (see Section 3.6).

#### **Industrial Infill District**

This area, located on the eastern edge of the SIA and anchored by Industrial and Cincinnati Avenues, will continue to see a range of light industrial, sales-service, and ancillary highway service commercial (e.g., hotels, services). With time, this area should cycle toward uses that are more consistent with the County's vision of employment-intensive industrial uses and away from many of the incompatible tenants that now occupy buildings in the area.

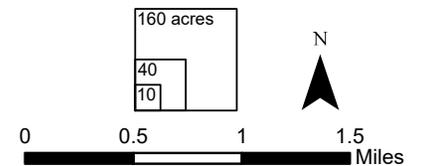
#### **Eco-Industrial/Manufacturing/WPWMA District**

In the area including and surrounding the West Placer Waste Management Authority landfill and materials recovery facility (MRF), there is an opportunity to build an integrated eco-industrial and manufacturing district that has the parcel sizes to accommodate major users involved in goods production. A key premise of this concept is the transformation of the WPWMA's property, including the existing landfill and MRF, from a constraint to an asset. This is consistent with the WPWMA's ongoing investigation of transformative uses, including a pilot project focused on alternative waste-to-energy technologies, manufacturing facilities focused on recovery and reuse of solid waste, and solid waste-related research and development facilities in collaboration with local universities. WPWMA is also investigating strategies to reorient its operations within its property, including consideration of technologies that would minimize nuisances associated with its operations, particularly odor.



Sunset Area Plan | Figure 05  
**Thematic Districts**

- Planning Area
- Western Regional Sanitary Landfill



Date: 06-06-2016  
 Source: Placer County, 2015

### **Business Park/Innovation Center District**

The Innovation Center concept highlights a mix of industry clusters, a mix of small and large industries in all stages of firm life-cycles, and inclusion of retail and other amenities to serve other users in the immediate area. University-related facilities (either within or proximate to the area) can be an important component. Users in the Innovation Center can benefit from agglomeration; that is, individual firms in similar industries can increase their productivity through their proximity to one another. These tend to be vertically integrated, including research, administration, production, and distribution. Users in this district will have a preference for more of an upscale environment with more amenities and fewer heavy manufacturing uses. Users in this district will have a preference for more of an upscale environment with more amenities and fewer heavy manufacturing uses.

### **Entertainment and Mixed-Use District**

The United Auburn Indian Community (UAIC) has acquired substantial holdings around its existing Thunder Valley facilities with an interest in developing compatible, entertainment-related uses such as theme parks and various retail concepts. The combination of available land and the prospect of high-capacity transportation access make the SIA one of very few regional locations suitable to accommodate a super-regional destination center. This could include an entertainment complex, a shopping and restaurant area, a recreational facility, or other uses that pull visitors from outside the South Placer market. This district could also address the potential future demand for hotel and regional retail opportunities, including healthcare-related services to support nearby medical facilities.

### **Urban Reserve District**

With its good access and visibility from the future Placer Parkway, the area west of the WPWMA facilities will eventually be excellent setting for urban uses (e.g., commerce park, business park, innovation centers). In the short- and mid-term, however, this area should remain in a reserve designation that will allow for more detailed planning once the market is ready. Until that time, the area will continue to be developed with agricultural uses.

### **Preserve/Mitigation Reserve District**

This area covers the entire northern extent of the SIA. Approximately 1,000 acres of this area are already preserved as permanent open space in three existing reserves—Orchard Creek Conservation Bank, Warm Springs Mitigation Bank, and Moore Ranch Conservancy. Another 1,300 acres are being considered for reserve acquisition, including the proposed 798-acre Antonio Mountain Ranch Conservation and Mitigation Bank.

### 3.6 PROPOSED LAND USE DESIGNATIONS AND LAND USE DIAGRAM

As the County moves into the preparation of the updated SIA Plan, the lynchpin of the process will be the Land Use Diagram. It will provide the basis for defining the specific types and intensities of development that will be pursued and permitted in the SIA. The Land Use Diagram will be the primary expression of the development regulations of the SIA Plan.

As described in Section 3.5 and depicted in Figure 5, the SIA Plan will be organized around a district-based framework that focuses on economic development themes. The Land Use Diagram converts these themes into land use designations that specify permitted uses, residential densities (for Placer Ranch), and non-residential intensities (in terms of floor-area ratios). In establishing the range of designations necessary to implement the SIA land use and development vision, the County first considered the designations used in the County's General Plan and the existing SIA Plan. These existing plans rely on a relatively broad set of land use designations that are better suited to rural or suburban settings than to the more urbanized, employment-intensive vision of the SIA, and particularly to the types of development anticipated in Placer Ranch. In recognition of the limited applicability of the existing General Plan and SIA Plan designations, the County evaluated the designations proposed for the Placer Ranch Specific Plan to determine if they would be suitable for broader application within the SIA. Based on this evaluation, the County concluded that a new set of designations based more directly on the economic development themes would provide the best starting point for the development of the Draft SIA Land Use Diagram. This approach is particularly well-suited for the large undeveloped areas north of the Placer Parkway alignment. The County expects that these areas will require more detailed planning to better define how development will achieve the County's economic development objectives. The County is investigating approaches to structure the relationship between the SIA Plan and the implementation plans. The existing developed areas in the southeastern part of the SIA will maintain the more traditional designations used in the current SIA Plan and Placer Ranch will be designated as a Special Planning Area that will develop according to the Placer Ranch Specific Plan currently being prepared under County direction.

Table 2 lists the land use designations proposed for the Sunset Area Plan Land Use Diagram. It includes specification of the permitted floor-area ratio (FAR) range, a general description of the designation, and the typical uses envisioned under the designation.

Figure 6 shows the proposed Preferred Alternative Land Use Diagram and Table 3 shows the distribution of land use designations within SIA Plan Area according to the Preferred Alternative. Table 3 also shows estimates of developable acreage, building square footage, and employee yield (see footnotes for assumptions).

**TABLE 2  
DRAFT LAND USE DESIGNATIONS**

Designation	Floor-Area Ratio		Description	Typical Allowed Uses
	Min	Max		
General Commercial (GC)	0.20	0.35	This designation provides for retail and service commercial uses along Sunset Boulevard near SR 65. It is intended to provide goods and services to the businesses and the employees working within the Sunset Area as well as travelers using SR 65.	<ul style="list-style-type: none"> <li>▪ Retail stores</li> <li>▪ Restaurants</li> <li>▪ Service commercial uses</li> <li>▪ Similar and compatible uses.</li> </ul>
Entertainment Mixed-Use (EMU)	0.25	1.00	This designation provides for entertainment-oriented and visitor-serving uses that would draw customers from beyond South Placer County. It is intended to leverage the excellent transportation access at the future Placer Parkway/Foothills Boulevard interchange, visibility from Placer Parkway and SR 65, and proximity to Thunder Valley Casino.	<ul style="list-style-type: none"> <li>▪ Entertainment venues</li> <li>▪ Theme parks</li> <li>▪ Super-regional destination retail</li> <li>▪ Shopping</li> <li>▪ Restaurants</li> <li>▪ Recreational facilities</li> <li>▪ Lodging</li> <li>▪ Healthcare-related services</li> </ul>
Business Park (BP)	0.20	0.50	This designation provides for employee-intensive industrial and professional uses, including in a campus-like setting. The Business Park designation is intended to provide for businesses that involve large numbers of employees and facilities that are attractive and environmentally sensitive. The BP designation is located in areas with high visibility and good access to major transportation routes.	<ul style="list-style-type: none"> <li>▪ Professional offices</li> <li>▪ Research and development facilities</li> <li>▪ Light manufacturing and assembly</li> <li>▪ Retail and service commercial uses necessary to support other allowed uses</li> <li>▪ Uses that involve outdoor manufacturing or storage, or that emit any appreciable amount of visible gasses, particulates, steam, heat, odors, vibrations, glare, dust, or excessive noise are not encouraged to locate within this designation.</li> </ul>

**TABLE 2  
DRAFT LAND USE DESIGNATIONS**

Designation	Floor-Area Ratio		Description	Typical Allowed Uses
	Min	Max		
Innovation Center (IC)	0.20	0.50	This designation accommodates a mix of industry clusters (e.g., information technology, life sciences, knowledge creation, etc.), with a mix of small and large operations, in an amenity-rich setting with a high level of finish. The proximity to the CSUS campus in Placer Ranch and the Warwick University facility to the west provides an opportunity to academically-related businesses with a preference for vital and dynamic town center surroundings.	<ul style="list-style-type: none"> <li>▪ Light industrial/Flex</li> <li>▪ Office</li> <li>▪ Laboratories</li> <li>▪ Retail and other services catering to other tenants/users in the area</li> <li>▪ Warehousing and distribution</li> </ul>
Eco-Industrial (EI)	0.20	0.60	This designation provides for industrial and manufacturing uses focused on alternative waste-to-energy technologies, recovery and reuse of materials, solid waste-related research and development, and related advanced manufacturing, perhaps in conjunction with the nearby universities. The viability of these uses would be enhanced by reorientation of the WPWMA operations within its property so as to minimize nuisances.	<ul style="list-style-type: none"> <li>▪ Manufacturing, including advanced materials</li> <li>▪ Construction &amp; demolition debris recycling</li> <li>▪ Plastics processing (grinding, washing, pelletizing, molding)</li> <li>▪ Paper conversion plant</li> <li>▪ Wood salvage and re-milling</li> <li>▪ Glass processing/manufacturing</li> <li>▪ Scrap tire recycling/baling</li> <li>▪ Electronics repair, de-manufacturing, recycling</li> <li>▪ Non-profit/small industry incubator</li> </ul>

**TABLE 2  
DRAFT LAND USE DESIGNATIONS**

Designation	Floor-Area Ratio		Description	Typical Allowed Uses
	Min	Max		
Light Industrial (LI)	0.20	0.50	This designation provides for a wide variety of uses including office/flex, research and development, light manufacturing, assembly, and distribution activities. This designation is applied to areas with good access to major truck transportation routes and rail lines, located near concentrated residential areas so that employee commute times and distances are minimized. The range of uses within this designation may call for the identification of sub-districts to minimize car/truck conflicts.	<ul style="list-style-type: none"> <li>▪ Light manufacturing and assembly</li> <li>▪ Storage and distribution</li> <li>▪ Research and development activities</li> <li>▪ Business support services</li> <li>▪ Retail and service commercial uses necessary to support other allowed uses</li> <li>▪ Necessary public utility and safety facilities</li> <li>▪ Similar and compatible uses</li> </ul>
Public Facility (PF)			This designation is applied to government-owned facilities and quasi-public facilities in a variety of rural and urban settings. In the Sunset Area, this designation is applied to areas with existing public or quasi-public facilities and land uses, or to publicly-owned lands intended for development with public facilities.	<ul style="list-style-type: none"> <li>▪ Government offices</li> <li>▪ Service centers and other institutional facilities</li> </ul>

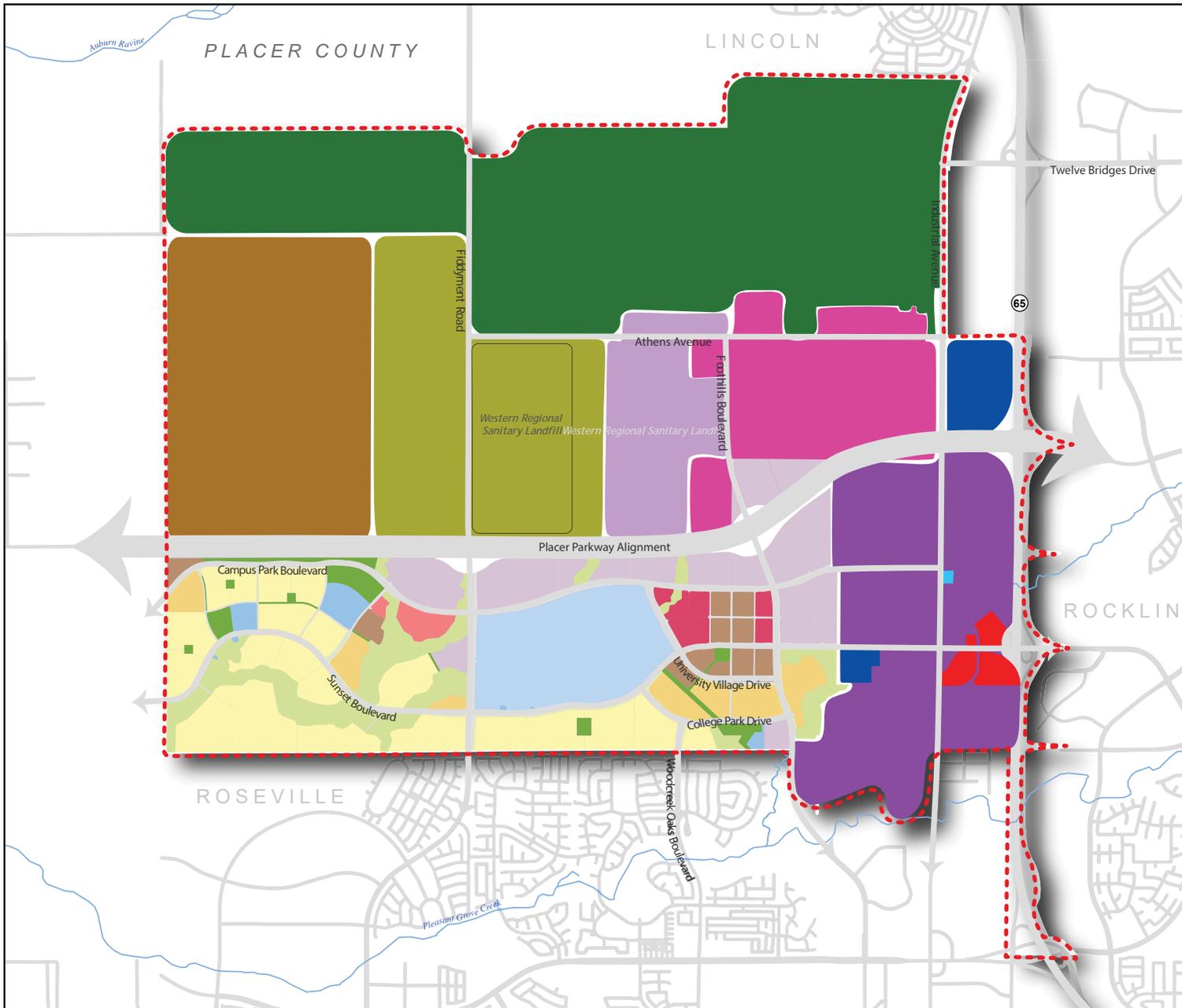
**TABLE 2  
DRAFT LAND USE DESIGNATIONS**

Designation	Floor-Area Ratio		Description	Typical Allowed Uses
	Min	Max		
Preserve/Mitigation Reserve (P/MR)		0.02	Lands specifically reserved or proposed for watershed preservation, outdoor recreation, wilderness or wildlife/environmental preserves; sites or portions of sites with natural features such as unique topography, vegetation, habitat, or stream courses; areas providing buffers between different, potentially incompatible types of land use such as intensive agricultural operations and residential uses, hazardous areas and/or land uses and areas with concentrations of population, and residential areas and important community facilities that may be viewed as nuisances, such as the Western Regional Sanitary Landfill; and areas intended to preserve community identity by providing separation between communities. This designation covers three existing reserves—Orchard Creek Conservation Bank, Warm Springs Mitigation Bank, and Moore Ranch Conservancy, as well as other land suitable for future reserves and mitigation banks.	<ul style="list-style-type: none"> <li>▪ Mitigation banks</li> <li>▪ Natural resource conservation areas</li> <li>▪ Similar and compatible uses</li> <li>▪ Structural development is restricted to accessory structures necessary to support the primary allowed uses</li> <li>▪ Necessary public utility and safety facilities</li> </ul>

**TABLE 2  
DRAFT LAND USE DESIGNATIONS**

Designation	Floor-Area Ratio		Description	Typical Allowed Uses
	Min	Max		
Urban Reserve (UR)		0.02	With extension of urban infrastructure and high-capacity transportation access, this area will be well-suited for urban uses (e.g., commerce park, business park, innovation centers). In the short- and mid-term, however, this area should remain in a reserve designation that will allow for interim agricultural uses. More detailed planning will be required once the market is ready.	<ul style="list-style-type: none"> <li>▪ Crop production, orchards and vineyards, grazing, pasture and rangeland</li> <li>▪ Facilities that directly support agricultural operations, such as agricultural products processing</li> <li>▪ Necessary public utility and safety facilities.</li> <li>▪ Allowable residential development in areas used for agriculture includes one principal dwelling and one secondary dwelling per lot.</li> </ul>
Placer Ranch Specific Plan (PRSP)			This area is covered by the Placer Ranch Specific Plan, which is being prepared for the County. Applied to the southern part of the Sunset Area, covering approximately 2,200 acres, located mostly south of Placer Parkway.	<ul style="list-style-type: none"> <li>▪ The Specific Plan calls for mixture of residential, commercial, employment, educational, and public uses, with a new CSU Sacramento satellite campus as the centerpiece. At buildout, the Specific Plan will accommodate approximately 5,800 dwelling units and 13,677 residents. In addition, it has the capacity to accommodate approximately 9.3 million square feet of commercial, employment, and university-related non-residential uses.</li> </ul>

# Sunset Area Plan | Figure 06 Draft Land Use Diagram



**Planning Area**

**Western Regional Sanitary Landfill**

**SUNSET AREA**

- General Commercial
- Entertainment Mixed-Use
- Business Park
- Innovation Center
- Eco-Industrial
- Light Industrial
- Public Facility
- Preserve/Mitigation Reserve
- Urban Reserve

**PLACER RANCH**

- Low Density Residential
- Medium Density Residential
- High Density Residential
- General Commercial
- Commercial Mixed Use
- Campus Park
- University
- Public Facilities
- Parks and Recreation
- Open Space

160 acres

40

10

0 0.5 1 1.5 Miles

N

Date: 09-06-2016  
Source: Placer County, 2015

**TABLE 3**  
**PREFERRED ALTERNATIVE LAND USE DESIGNATIONS AND DEVELOPMENT CAPACITY ESTIMATES**  
 Sunset Area  
 September 2016

Land Use Designation	Effective FAR <sup>1</sup>	Acres		Developable Acres <sup>2</sup>		Building Square Footage <sup>3</sup>		Jobs <sup>4</sup>	
		Total	% of Total	Total	% of Total	Total	% of Total	Total	% of Total
General Commercial	0.25	34.2	0.4%	26.8	1.6%	218,760	1.1%	410	1.6%
Entertainment Mixed-Use	0.25	516.8	6.4%	416.5	24.3%	3,401,500	17.7%	6,390	25.7%
Business Park	0.35	141.6	1.8%	81.3	4.7%	929,720	4.8%	1,710	6.9%
Innovation Center	0.35	286.7	3.6%	276.5	16.1%	3,161,850	16.4%	5,810	23.3%
Eco-Industrial	0.40	927.4	11.5%	605.8	35.3%	7,916,360	41.1%	7,280	29.2%
Light Industrial	0.35	744.3	9.2%	308.3	18.0%	3,615,440	18.8%	3,300	13.3%
Public Facility		2.3	0.0%	-		-		-	
Preserve/Mitigation Reserve		1,955.4	24.2%	-		-		-	
Urban Reserve		1,278.4	15.8%	-		-		-	
Specific Plan		2,186.2	27.1%	-		-		-	
<b>Total</b>		<b>8,073.2</b>	<b>100.0%</b>	<b>1,715.1</b>	<b>100.0%</b>	<b>19,243,630</b>	<b>100.0%</b>	<b>24,900</b>	<b>100.0%</b>

<sup>1</sup> Typical buildout intensity for each use type.

<sup>2</sup> Includes vacant and underutilized land.

<sup>3</sup> Reflects gross-to-net acreage conversion factor of 75 percent (accounting for public rights-of-way, on-site open space, etc.).

<sup>4</sup> Assumes 500 square feet per employee for General Commercial, Entertainment Mixed-Use, Business Park, and Innovation Center; assumes 1,000 square feet per employee for Eco-Industrial and Light Industrial; assumes 6 to 8 percent vacancy rates.

## SECTION 4. NEXT STEPS

The selection of a Preferred Alternative sets the stage for subsequent phases of the SIA Plan Update process.

### 4.1 SIA PLAN PREPARATION

Based on the Preferred Alternative, the County will begin the process of refining the SIA Plan goals and policies. This process will start by resolving big picture challenges and opportunities that will then filter down into specific policy amendments and additions. This will include a detailed evaluation of the existing Plan strengths and weaknesses and the effectiveness of its goals, policies, standards, and implementation programs. The evaluation will draw upon the County's experience working with the existing SIA Plan, as well as the findings of the Existing Conditions Report, the Market Analysis Report, and the Opportunities and Constraints Report. Based on the evaluation, the County will develop recommendations for revising the Plan's objectives, goals, policies, standards, and implementation programs. These recommendations will provide the foundation for a new SIA Plan that will be highly-graphical, relying on photos, photo simulations, and diagrams to illustrate key policies and programs. The updated Plan will be published in preliminary draft form for review and confirmation by the Planning Commission and Board of Supervisors prior to publication of the Public Review Draft SIA Plan. The Public Review Draft will define the project for CEQA review purposes.

### 4.2 CORRIDOR DESIGN STANDARDS AND GUIDELINES

In parallel with the preparation of the Draft SIA Plan, the County will prepare Corridor Design Standards and Guidelines for key areas of the SIA, including Sunset Boulevard, Athens Avenue, Foothill Boulevard, and Placer Parkway. The design guidelines will cover streetscape and project standards/guidelines, including graphic illustrations to convey the vision for these key corridors and gateways into the SIA. There will be an emphasis on providing information visually through the use of highly illustrative descriptions of streetscapes and setbacks, public uses of the rights-of-way, both public and private landscape features and buffers, and lighting and signage. The guidelines will highlight design features that contribute to creating a distinct identity for the SIA, as well as reinforcing thematic district concepts and linkages to the greater area.

The Design Standards and Guidelines will also cover site design along the SIA's key transportation corridors, as well as visual and sound buffers, project entries, and the relationship of buildings, parking, and service areas to the street. Building massing, materials, entries, and fenestration will be important aspects of creating a high value jobs and lifestyle community and these will be included to support a commitment to high quality and cohesiveness while allowing for individuality and corporate identity.

### 4.3 CAPITAL IMPROVEMENT PLAN AND FINANCE PLAN

The County will identify the infrastructure requirements to support the land uses identified in the Preferred Alternative. These infrastructure improvements will be summarized in the project Capital Improvement Program (CIP) that identifies all required basic (backbone) infrastructures including new or expanded utilities (i.e., electrical distribution lines), storm drainage, roadway, and sewer and water improvements. The County will use the project CIP, as well as available data regarding estimated costs of environmental remediation, as necessary and appropriate, in evaluating the financial feasibility of the Plan. This will include the preparation of a Cost Burden Analysis that assesses the relationship between major public improvements and land values. This analysis will determine whether the burdens are within industry standards of feasibility (i.e., whether the financial capacity of the project is sufficient to finance the improvements). In addition, to the extent that land uses are expected to be established in the area that have clearly distinguishable service demands, the County will distribute the cost of required infrastructure and public facilities to specific land uses based on 1) the demand for each improvement generated by each land use, and 2) the ability of various land uses to absorb costs.

Based on the CIP and the Cost Burden Analysis, the County will conduct a multi-year sources and uses of funds analysis, including consideration of costs for any property acquisition, relocation, and other requirements for the Plan's implementation. A key issue to be addressed will be the best method by which to initiate development, in order to market to multiple market segments, but keep initial capital expenditures to a minimum. To this end the County will develop an effective phasing strategy married to appropriate public financing concepts.

A matrix of sources and uses of funds will show required improvements, associated costs, and potential funding sources. As part of this analysis, the County will calculate the land-secured financing capacity of the Preferred Alternative to assess the level of funding that could be generated by various funding mechanisms. Other potential funding sources may include a specific plan impact fee program, joint public/private financing of certain improvements, and tax increment financing through methods enabled by either existing or emerging infrastructure finance district (IFD) legislation. The result will be a unique funding strategy specific to the SIA. The strategy will also include recommended methods for addressing capital funding shortfalls, as appropriate, including modifications to land use and phasing strategies. Above all, this task will engage a multi-disciplinary team to optimize the project with the goals of minimizing initial public investments and maximizing the long-term financial feasibility of the SIA.

### 4.4 ENVIRONMENTAL REVIEW

The County will oversee the completion of environmental review for the SIA Plan, which will likely take form as a combination of programmatic and project level review (in light of the County's assumption of regulatory oversight of Placer Ranch). The programmatic review will focus on the overall SIA Plan Area, while the project level review will focus on Placer Ranch. The environmental review will be prepared in accordance with the California Environmental Quality Act (CEQA), State CEQA Guidelines, and the Placer County Environmental Review Ordinance.

## 4.5 PUBLIC REVIEW AND ADOPTION

Following completion of the Draft EIR, the County will host a series of meetings and public hearings to review the Public Review Draft SIA Plan, culminating in Board adoption of the updated Plan. This will include at least one community workshop to review the Draft SIA Plan, Draft Corridor Design Standards and Guidelines, CIP and Financing Strategy, and Draft EIR prior to commencing with formal public hearings. The Planning Commission will then conduct at least two public hearings to review the Draft SIA Plan and Draft EIR. At the conclusion of these hearings, the Planning Commission will make a recommendation to the Board of Supervisors regarding the Draft SIA Plan and Draft EIR. The Board will then conduct at least two hearings to review the Draft SIA Plan and Draft EIR. At the conclusion of the hearings, it is expected that the Board will direct County staff to incorporate their recommendations and prepare the Final SIA Plan documents and Final EIR, which will be adopted and certified, respectively, at a subsequent hearing.

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