

## 2. Land Use Element **DRAFT**

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This Land Use Element establishes the physical framework for development in Portola. It defines the location, use characteristics, and intensity of land uses throughout the City.

### Authority

The Land Use Element is mandated by the California Government Code. The statute requires:

*“a Land Use Element which designates the proposed general distribution, location, and extent of the uses of the land for housing; business; industry; open space, including agriculture, natural resources, recreation and enjoyment of scenic beauty; education; public buildings and grounds; solid and liquid waste-disposal facilities; and other categories of public and private uses of land”*

### Relationship to Other Elements

The Land Use Element is a cornerstone of the General Plan. All other aspects of the General Plan relate to the land use and the physical form of the City. The City form is established in the land use policies and the General Plan Diagram. The type, intensity and location of land use described in the Plan directly influences, and is influenced by, economic development potential, housing, traffic generation and circulation patterns, requirements for public services and utilities, safety from hazards, and environmental protection. All of these factors interact for the enhancement of the overall community.

The other General Plan elements are linked through the Land Use Element. In turn, the Land Use Element is influenced, and constrained in some instances, by the goals and policies established in other elements. Existing and potential land use in the City and surrounding area is affected by environmental factors. These factors establish design requirements that will influence the character and density of development and, in some instances, limit the potential for new development.

The Land Use Element and the Open Space and Conservation Element are closely related in that they both deal with the use of land. The Open Space and Conservation Element addresses the management of land and resources in the areas where urban development is excluded or minimized. Similarly, the Safety Element is linked to land use by defining potential hazard areas and limiting the extent and character of development that will be permitted in such areas.

Land use drives the need for circulation and public infrastructure, and thus the Land Use Element is linked to the Circulation Element and the Public Facilities Element. Land use is

also linked to the Housing Element by defining the land area and conditions for housing opportunities, and by establishing the employment-generating land uses that will create additional housing demand. Finally, the Land Use Element defines the land uses that influence the economic opportunities and fiscal stability of the community, and thus is linked to the Economic Development Element.

The Land Use Element is perhaps most closely linked to the Community Design Element. The two elements address the fundamental issues dealing with the use of land and development of urban uses. The Land Use Element focuses on the definition of land use categories and the location of land uses. The Community Design Element addresses the details of community form, and the quality of the built environment. The two elements are organized in parallel fashion to facilitate cross-referencing.

The land use element must reflect the specific contents from other elements. For example, the land use element must account for “rivers, creeks, streams, flood corridors, riparian habitats, and land that may accommodate floodwater for purposes of groundwater recharge and stormwater management,” as identified in the conservation element (Gov. Code § 65302(d)(3)). The law also requires the land use element to correlate with the circulation element (Gov. Code § 65302(b)); and to use the noise element (Gov. Code § 65302(f)) as a guide for establishing a pattern of land use that minimizes the exposure of community residents to excessive noise.

## Background

The most fundamental decisions in planning begin with land use. The City's Land Use Element contains goals, policies, and implementation actions related to the four topics of Land Use, Growth Management, Community Design, and Neighborhoods. Per Government Code §65302 (a), a land use element designates the proposed general distribution and general location and extent of the uses of land for housing, business, industry, open space, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, greenways (as defined in Section 816.52 of the Civil Code), and other categories of public and private uses of land. The 2017 General Plan Guidelines includes a Completeness Checklist to help ensure that the land use element addresses all required issues. The table below details the requirement and how it is addressed in this General Plan.

## Completeness Checklist & Required Contents

California Government Code Section	Brief Description of Requirement	Addressed in General Plan
	<b>General distribution, location, and extent of:</b>	
<b>65302(a)</b>	Housing: Density and intensity, Potential for flood?	√
<b>65302(a)</b>	Business: Density and intensity, Potential for flood?	√
<b>65302(a)</b>	Industry: Density and intensity, Potential for flood?	√
<b>65302(a)</b>	Open space: Density and intensity, Potential for flood?	√
<b>65302(a)</b>	Education: Density and intensity, Potential for flood?	√
<b>65302(a)</b>	Public Facilities: Density and intensity, Potential for flood?	√
<b>65302(a)</b>	Solid and liquid waste disposal: Density and intensity, Potential for flood?	√
<b>65302(a)(1)</b>	Timberland production: Density and intensity, Potential for flood?	√
<b>65302(a)</b>	Other: Density and intensity, Potential for flood?	√
<b>65302(a)</b>	Greenways, as defined in Civil Code Section 816.52	√
<b>65302(a)</b>	Identify areas subject to flood plain mapping, and annual review	√
<b>65302(a)(2)</b>	Impact on military land use compatibility and readiness	√
<b>65302(b)(1)</b>	Correlation with the Circulation Element	√
	Includes a diagram or diagrams	√

Government Code section 65302(a) describes the required content of a land use element. Specifically, the land use element must designate the proposed general distribution, general location, and extent of land uses for:

- Housing, business, and industry
- Open space, including agricultural land, watersheds, natural resources, and recreation
- Recreation facilities and opportunities

- Educational facilities
- Public buildings and grounds
- Future solid and liquid waste facilities
- Greenways
- Timberland Preserve Zone lands
- Areas subject to flooding, identified by either flood plain mapping prepared by the Federal Emergency Management Agency (FEMA) or the Department of Water Resources or mapped flood areas adopted by the local community on Flood Insurance Rate Maps
- Military land use compatibility and impacts to military readiness
- Other categories of public and private uses of land, such as marine protected areas

## Potential Impacts for Flooding

In 2007, Assembly Bill 162 amended sections of the Government Code related to local planning, which created overlapping requirements for flooding issues in the land use, conservation, and safety elements as follows:

- Require the Land Use Element to identify and annually review those areas covered by the general plan that are subject to flooding as identified by flood plain mapping prepared by the Federal Emergency Management Agency (FEMA) or the Department of Water Resources (DWR);
- Require, upon the next revision of the Housing Element, on or after January 1, 2009, the Conservation Element to identify rivers, creeks, streams, flood corridors, riparian habitat, and land that may accommodate floodwater for purposes of groundwater recharge and stormwater management; and
- Require, upon the next revision of the Housing Element, on or after January 1, 2009, the Safety Element to identify, among other things, information regarding flood hazards and to establish a set of comprehensive goals, policies, and objectives, based on specified information for the protection of the community from, among other things, the unreasonable risks of flooding.

In the City's General Plan, flooding issues are mainly discussed in the Safety Element. The following OPR-recommended data is included in the Land Use Element:

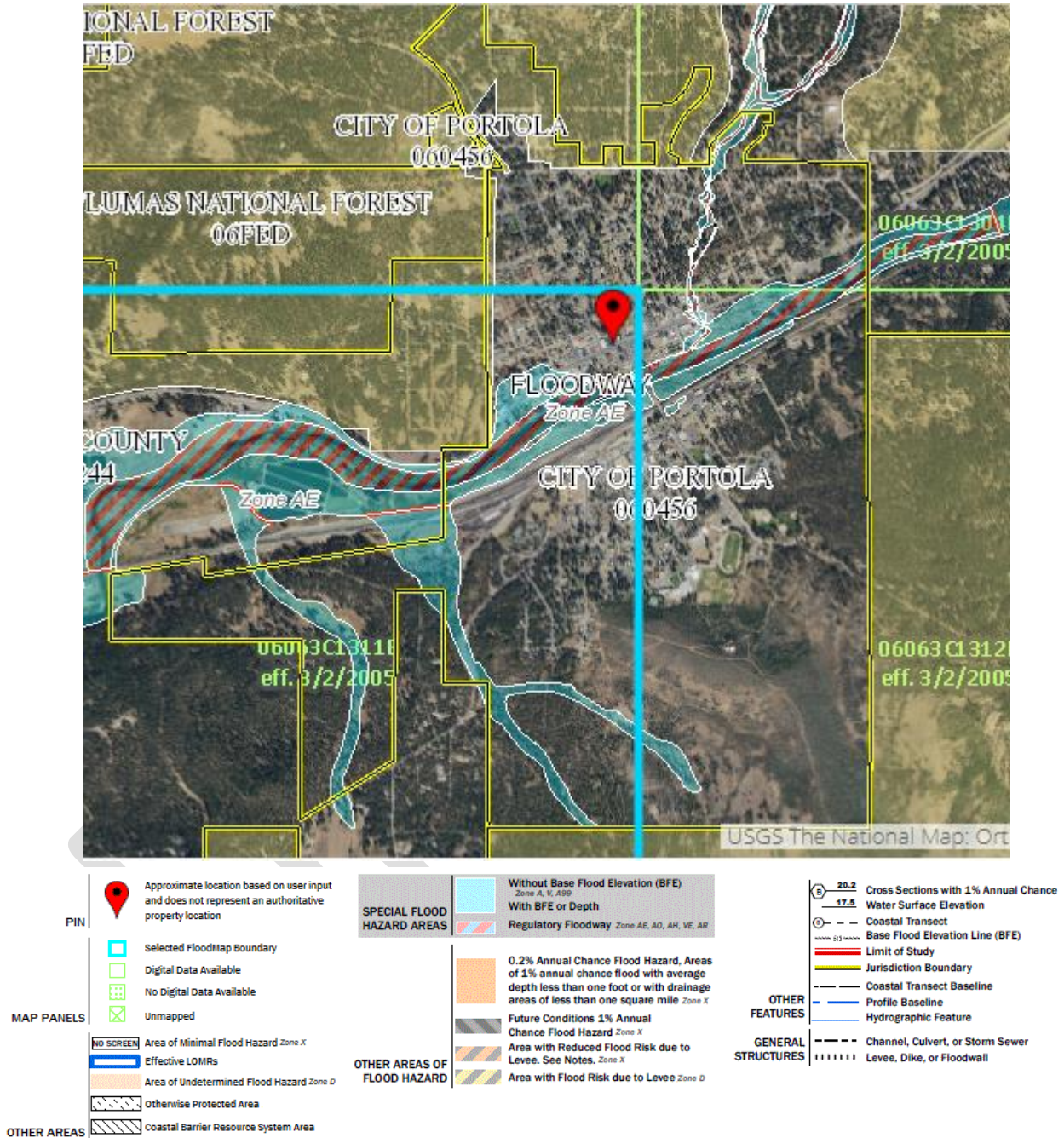
- Identification of waterways used in flood management; and
- Identification of potential for flooding impacts per land use designation.

The City's various general plan elements include text, maps, goals, policies, and implementation actions regarding flooding. The relationship between this information and land use is presented to meet the intent of the statutory requirements. The City will perform an annual review of the Land Use Element for those areas covered by the plan that are subject to flooding identified by FEMA or the Department of Water Resources. For further discussion on this topic, see the Safety Element.

A FEMA Flood Map that depicts areas of potential flooding within the incorporated City limits is included below. Individual projects are required to be reviewed when an application is submitted to the City, and individual parcels can be reviewed at any time at the FEMA Flood Map Service Center at <https://msc.fema.gov/portal/home>.

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Figure 2-1  
FEMA Flood Map





## Education

The City's Land Use Element includes public schools, which are designated as Public/Quasi-Public land use, private schools, and preschools described by name and site size in text, and located on the General Plan Map. In addition, the Circulation Element includes policies for school locations and transportation safety. There are no career colleges or adult education centers located in the City.

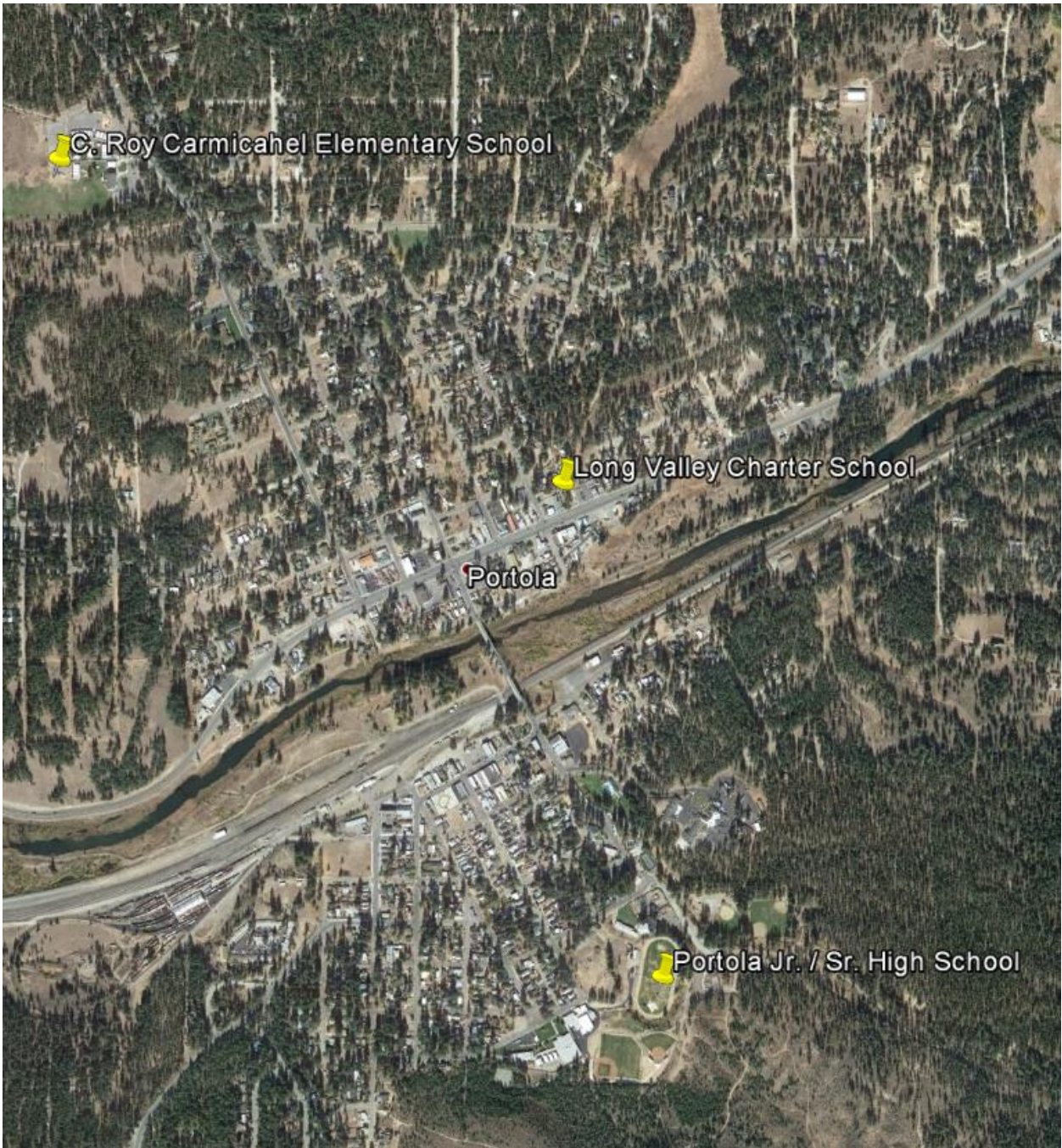
The schools in Portola, as shown in Figure 2-2 serve students that live in the City and surrounding communities, and have a current population of:

- C. Roy Carmichael Elementary School: +/- 350 Students
- Portola Jr. / Sr. High School: +/- 280 students
- Long Valley Charter School- Portola Resource Center (grades K-12): XX

Policies are included in the General Plan to ensure that development in Portola will be reviewed by the School District for future educational facility needs.

School facilities also provide for other community needs including recreation and community meeting facilities. The City has joint use agreement with the County and School District for use of the school facilities. The City also participates in outdoor education opportunities with the School District (i.e. park facilities).

Figure 2-2  
Educational Facilities Map

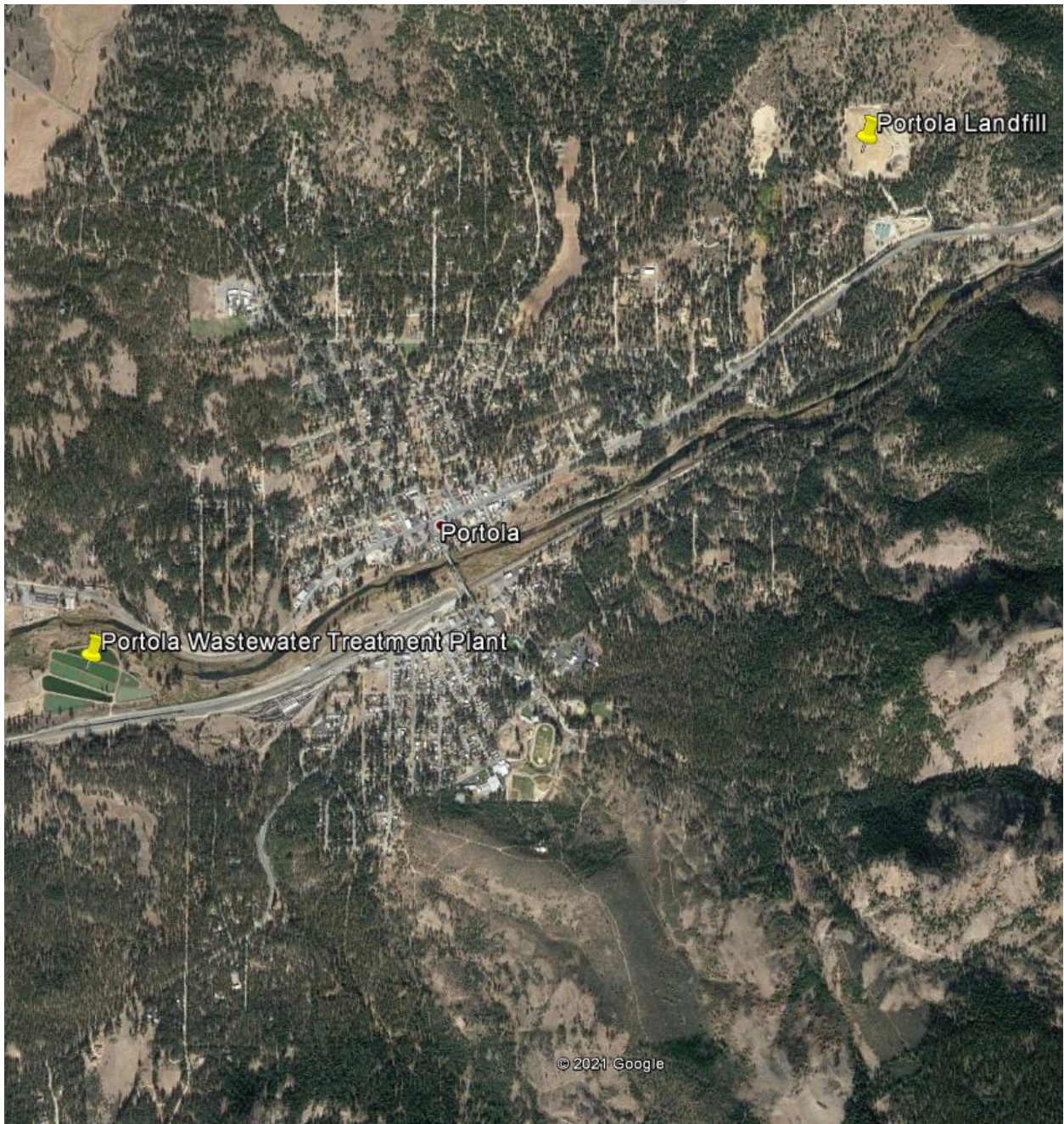




## Solid and Liquid Waste Disposal

The City's Wastewater Treatment Plant and Landfill are identified with a Utilities Land Use designation on the General Plan Land Use Map and shown below in Figure 2-3. Additional information regarding solid and liquid waste disposal is included in the Public Services and Facilities Element.

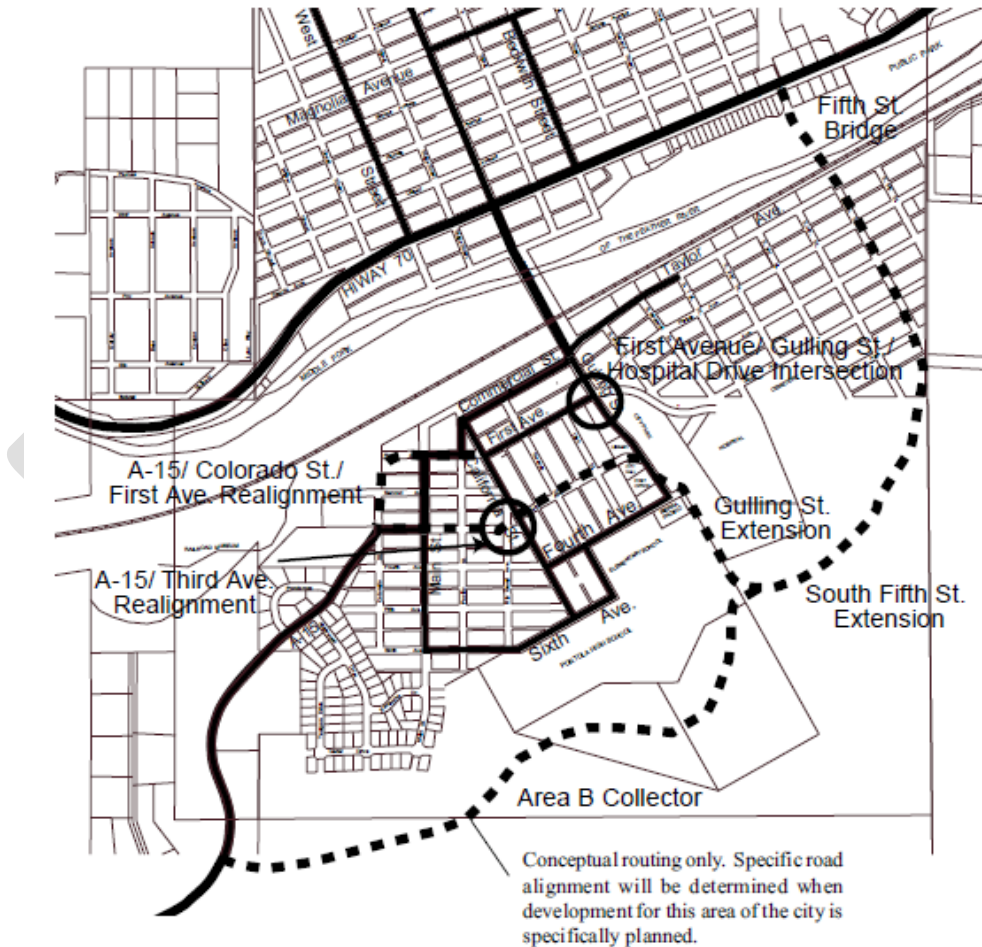
Figure 2-3  
Solid and Liquid Waste Disposal Map



# Circulation

The Circulation Element deals with the physical infrastructure of transportation including the streets, bikeway, and pedestrian networks. It also deals with the programming and operation of the circulation system such as rideshare programs and the operation of transportation system. It is crucial that the Circulation Element and the Land Use Element are consistent and that the Land Use Element allows for the implementation of the Circulation Element. The General Plan Land Use Map includes land use designations that allow for the new roads in the Core Area as designated on the Circulation Element. Conversely, the Circulation Element includes goals, policies, and implementation measures that implement the Land Use Element. See Figure 4-7, New Roads in the Core Area from the Circulation Element.

Figure 4-7 (From Circulation Element)  
New Roads in the Core Area





## Overall Land Use Goals

The land use goals will guide the overall development of the City. Guiding policies and implementation policies based on these goals will direct infill development, expansion of new land use areas, and improvement of existing land uses.

Goal LU-1.	Provide for land uses that expand employment, education, recreation, and cultural opportunities for residents. Reinforce Portola as the commercial and service center for eastern Plumas County.
Goal LU-2.	Protect and preserve natural environmental features and amenities.
Goal LU-3.	Reinforce strong urban design, quality development, and a compact City form.
Goal LU-4.	Encourage mixed land uses but provide physical separation or design buffers between incompatible land uses.
Goal LU-5.	Retain the existing commercial and civic core as the cultural and functional center of the City.
Goal LU-6.	Reinforce land use and development patterns that encourage walking and the use of local public transit within the community.
Goal LU-7.	Complete infill development of the unimproved portions of the City.
Goal LU-8.	Maintain access to open space within the urban portions of the City, particularly the Middle Fork Feather River.
Goal LU-9.	Provide multiple locations for recreation and cultural activities within the existing City core area.
Goal LU-10.	Ensure that the mix of land uses results in a balance between public revenues and public service demands.
Goal LU-11.	Establish orderly growth in new development areas to ensure logical public service areas.

## Key Land Use Issues

### Jobs/Housing Balance (Housing, Business, and Industry)

“Jobs/housing balance” is the relationship between the number of jobs (business and industry) and the number of housing units available within the community. In a balanced community, workers can find decent housing adequate to their household needs and affordable to their household income. Job growth and economic development depends on a supply of quality, affordable housing. A jobs/housing imbalance is detrimental to the economic stability of a community.

It is assumed that most households have between 1 and 1.3 workers. Therefore, the ideal condition for a small city is that number of local jobs is about equal to or slightly higher than the number of households. Where the number of jobs is in balance with the number of housing units there is less need for workers to commute outside the community to find work. Such is not the case in most contemporary American cities. Long commutes indicate that jobs and housing are not balanced. The future will find Portola residents working in a variety of settings: at home, at small businesses in town, at one of the nearby recreation communities, and commuting out to Reno and elsewhere. The General Plan is a tool for guiding land use so that jobs and housing grow together.

### Public Service Land Area Requirements

Although the City has not seen population growth in recent years, it is imperative that the City plans for possible growth because there are approved housing developments. New population will generate the need for additional space for schools, parks, and institutional uses. The civic and commercial core should be augmented by multiple activity centers such as parks, public squares, and public buildings. The intent is to provide several locations that can accommodate special events and places of interest to attract tourists. Multiple activity centers will also provide spaces that can be coordinated to host large, multi-venue special events, or to host multiple small events concurrently.

### Balance Community Growth with Revenues Required for Public Services

Growth in land use will provide additional revenues, but will also place additional service burdens on the City of Portola. The challenge to cities is to balance growth with funds for required new services. All components, residential as well as commercial and industrial, are necessary to the overall stability of a city. The intent is to ensure that the City can provide needed public services and that the land uses generate sufficient revenues to fund services adequate to meet public needs.



## Types of Land Use

Once the overall form of the City and the general location of land use is established, the type of land uses, or “land use categories” applied in the Land Use Element are described in Section 2.5. The Land Use Element establishes land use categories tailored to meet the specific needs of the City. Economic development opportunities, housing needs and environmental characteristics are among the factors that determine the appropriate land use categories.

The land use categories established in this General Plan will be implemented through the City Municipal Code, Zoning Ordinance.

## Community Form, Scale, and Character

The developed portion of the City should retain its distinct, compact form with clear, well-defined edges. The existing civic and commercial core area should be retained and reinforced as the functional and social center of the City for residents. The scale of the City should permit walking and bicycling (during the appropriate seasons) to major activity centers such as shopping, recreation facilities, and schools. Commercial, employment, recreational and institutional land uses should be conveniently located to the residential neighborhoods. High activity areas should be located to facilitate the use of public transit.

The general form, scale and character of land use in the community, and the connection to open space and the location and character of public space are addressed in the Community Design Element, Section 3.4.

## Open Space and Natural Features

The land uses must ensure that scenic corridors and natural features are protected from incompatible development. Urban development should be located and designed so that natural features, such as creeks, the Feather River, the surrounding forest, and mountain vistas, are preserved as the defining visual characteristics of the City. The intent is to enhance the relationship of the creeks, forests, and river to the adjacent land uses by improving access for recreation, and by enhancing the view from the adjacent land uses.

## Land Use Location

The Land Use Element defines the location of all planned land use in the City, the Sphere of Influence and the General Plan study area. The distribution and intensity of land use is influenced by the physical characteristics of the City, the compatibility of land uses and proximity to major circulation routes, among many other factors. Preservation of open space and natural features integral to the character of the community are primary considerations in determining the appropriate location of land uses.

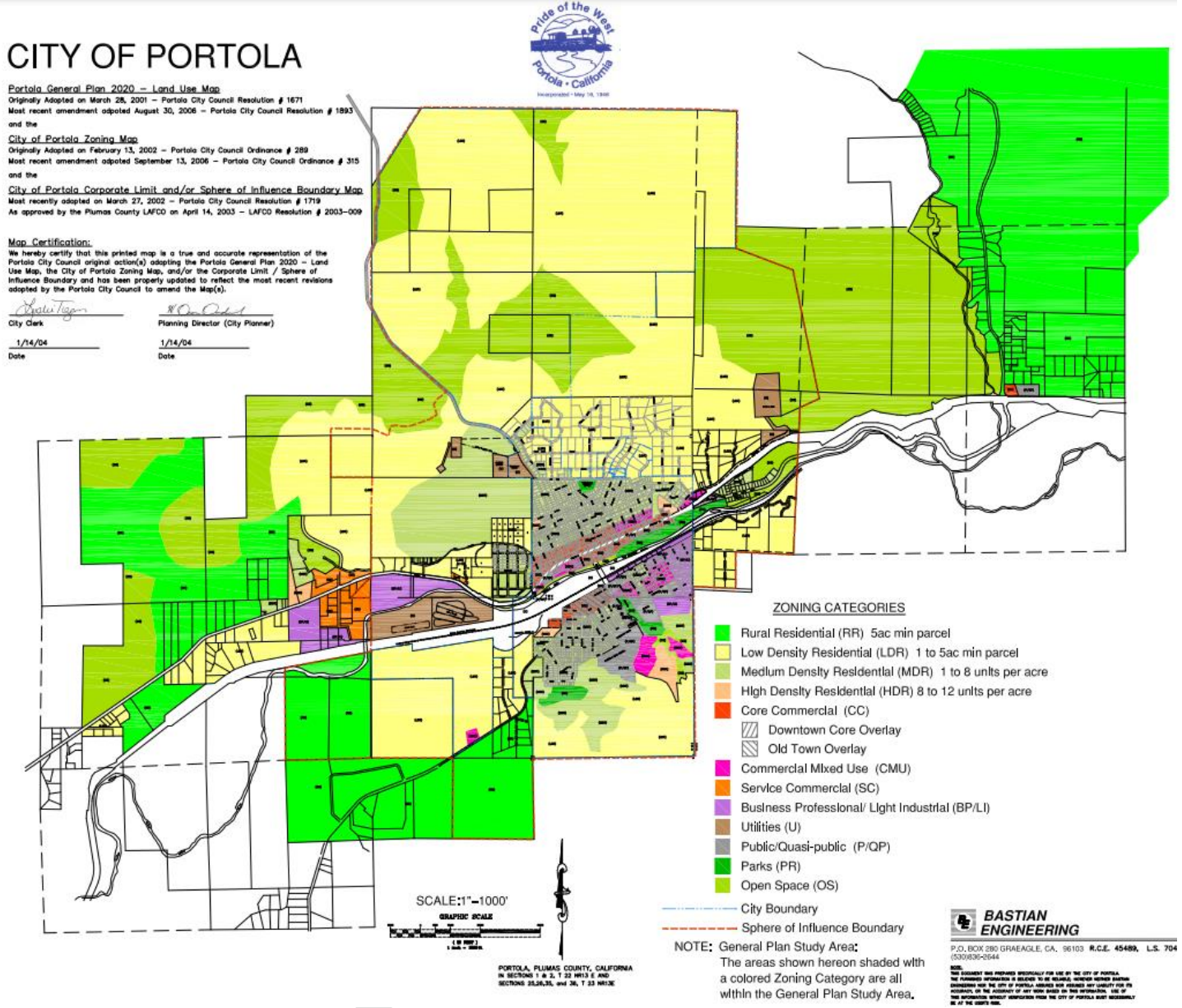
## General Plan Diagram (Land Use Map)

The Land Use Element illustrates the location of each land use category in a General Plan Diagram, or land use map shown in this Element as Figure 2-4. The location of each land use is affected by environmental constraints, compatibility with other land uses, the overall concept for development of the City, and the capacity of the circulation systems and public infrastructure systems to accommodate development. The text and policies of the Land Use Element and the General Plan Diagram establish a framework for the physical development of the City. As required by state law, land use classifications, shown as letter designations, labels or graphic patterns on the Diagram, specify a range for population density and building intensity for each type of designated land use.

The location of land uses in this General Plan considers environmental conditions, the compatibility of land uses, the capacity of the circulation system and the basic sewer and water systems to accommodate growth in subareas of the City. The General Plan Land Use Diagram also takes into consideration the urban form of the City and the distribution of activity centers that support community life and tourism.

The Land Use Map also identifies areas subject to flooding as identified by flood plain mapping prepared by FEMA or DWR, education facilities, and solid and liquid waste disposal facilities.

Figure 2-4  
 General Plan Diagram – Land Use Map (Full-Size Map available at  
<http://www.chamberorganizer.com/cityofportola/docs/ZONING-MAP-806.pdf>)



# General Plan Neighborhoods

The General Plan Study Area, including the land within the existing City and the surrounding land outside the City, is divided into neighborhoods that are useful in describing the General Plan land use concepts and intentions. Each neighborhood may contain more than one Land Use designation.

## North Neighborhood

This area contains the existing neighborhood north of Highway 70 extending up to Joy Way. The primary role of this neighborhood is to retain the existing stock of housing and to encourage infill in the existing lots. Further development is constrained by the lack of sewer, water and finished streets to serve the existing lots.

## Rural North

North of Joy Way is an area of rural large lot development. This area will most likely build out in the existing pattern of one-acre to five-acre home sites, but may also include clusters of smaller residential lots. They effect a transition between the small lots within the City and the forest and meadows further to the north and west along Lake Davis Road. There is additional potential in this area for large lot development and visitor commercial or recreation use, such as a guest ranch, conference center, or retreat.

## South Neighborhood

This area contains the existing neighborhood south of Commercial Street and west of Gulling Street, including Ridgewood. As with the North Neighborhood, the primary land use purpose here is to retain and improve the existing stock of housing and to encourage infill in the existing lots. This area also includes undeveloped land east of Third Street that requires additional sewer, water, and road improvement to make existing lots available for use.

## Sierra Street Commercial Core

The Sierra Street (Highway 70) Commercial Core will be the regional business center and a tourism and recreation center. Land uses will include conventional retail and service businesses oriented to the regional needs, restaurants, tourist-oriented lodging, retail and service shops, space for public events and recreation. The core extends from one end of the City to the other along Highway 70. The east end is oriented more to offices, small shops, and local-serving businesses on the north side of the highway. The west end is envisioned as oriented to regional as well as local businesses. A site suitable for redevelopment as a shopping center with a market and other shops and services is designated.



## River Park (River Walk)

The river front along the north side of the river provides a unique setting for commercial and service land uses. Businesses, shops and restaurants, lodging and public spaces are envisioned along the south side of Sierra Street to the river. Existing buildings overlooking the river can be converted to resident services and tourist business use.

## Old Town

This includes the area along Commercial Street and extends to Colorado Street and the old railroad hospital site on the west. The intent is to establish a special commercial and tourist core area with shops, restaurants, public space for recreation and leisure activities. The Portola Railroad Museum is a key element in this area that will attract visitors to the City.

## Southeast Quadrant

This area includes the mix of residential, light industrial, and institutional uses (park, churches, hospital, and cemetery) east of South Gulling Street. Although platted as individual lots in the original City subdivision map, this area includes substantial vacant land and has limited sewer, water, and roads. It can be redeveloped in any pattern suitable for more modern development. This area is planned to become an expanded residential neighborhood and a new business/light industrial center. It may also include additional public or private institutional uses such as a conference center, a health center, recreation facilities, and other special purpose facilities.

## Portola Highlands

This area south of the high school has long been designated as a residential neighborhood. Uses as approved in the Tentative Map include commercial, business professional/light industrial, various types of housing clustered in the relatively flatter areas and low density housing in the steeper areas, and an extensive open space and trail system.

## Southwest Quadrant

The southwest quadrant is located along the south side of the river, west of the existing City boundary. This area is suitable for providing additional housing. Development of this area will provide the local circulation routes that could ultimately be required for connection to a second crossing of the river near Delleker.

## Portola Heights

Portola Heights is an existing underdeveloped neighborhood immediately west of the City and north of Highway 70 (not in the City limits, but some lots are served by City sewer and water). The area is designed and designated for small-lot residential development. The

developed portions have public sewer and water provided by the City. It is anticipated that this area will develop in the existing pattern with minor changes for more efficient development.

### West Neighborhood

To the west of Lake Davis Road and north of Portola Heights is an area suitable for a new residential neighborhood. The area includes a 160-acre parcel owned by the US Forest Service that would have to be acquired or exchanged, and annexed to the City, to allow new development. The location could easily be served by the City sewer and water system and is relatively flat. It would accommodate residential uses in clusters and additional park/recreation land to serve the City residents. Development of this area would include a through street that connects the Lake Davis Road to Highway 70 west of Delleker and thereby provides a northern route paralleling the highway.

### Highway 70 Corridor

The Highway 70 Corridor extends from the existing City boundary to Mabie on the west. The corridor includes the existing Delleker area and the commercial, quasi-industrial and residential uses permitted by the County along the highway. With relatively flat land and good highway access this area will continue to attract development. The General Plan anticipates additional commercial, light industrial, institutional, and residential uses in this area. The Community Design Element establishes design concepts and standards that will enhance this area such that it will provide an attractive entry to the City.

### West Meadows

Between the Highway Corridor and the steep slopes to the north is an area that may develop in cluster residential use. The residences will be in predominantly low-density designations, but medium density residential development may occur where the housing is clustered for aesthetic reasons and to avoid environmentally sensitive areas.

### Northeast Quadrant

The area east of the existing City boundary and Sphere of Influence is primarily designated for residential and recreation use. The area extends to east of Grizzly Road in the County and includes the Cedars project area. The General Plan does not propose changes to the uses in this area.

# Land Use Designations

The Land Use Element is required to include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the General Plan. This section describes the types of land use the City will need to meet environmental protection, economic development, jobs/housing balance and public service goals. The land use categories established in this General Plan define the range of activities that are permitted in Portola.

The categories define specific classes of land use, but they are intended to provide flexibility in implementing the General Plan policies. Under state law, the Land Use Element of the General Plan must establish standards of population density and building intensity for each land use category.

The density/intensity standards do not indicate that development projects will be approved at the maximum density or intensity specified for each use. Zoning regulations consistent with General Plan policies and/or site conditions may reduce development potential within the stated ranges. The City's Zoning Ordinance contains more detailed provisions and standards for regulating the use and intensity of permitted development.

More than one zoning district may be consistent with a General Plan land use category.

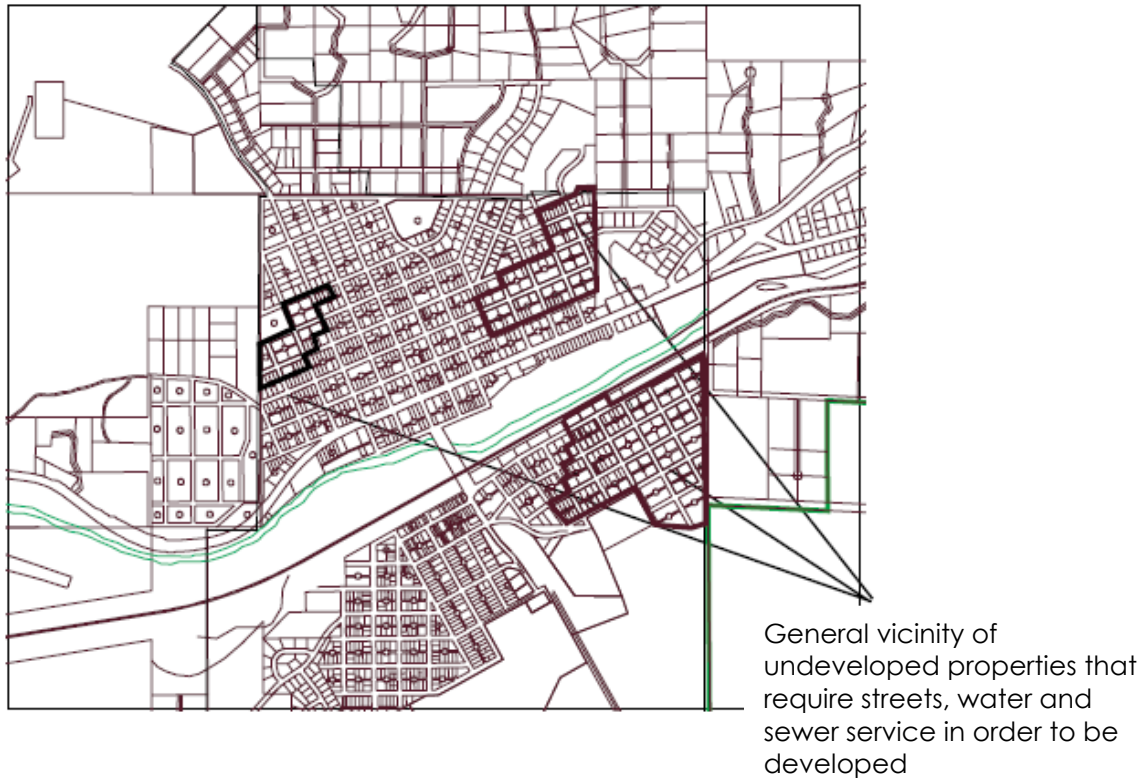
## Residential Land Use Categories

Four residential land use categories are established to provide for development of a full range of housing types appropriate in the City. Housing densities are stated as the number of housing units per gross acre of developable land, excluding areas subject to physical, environmental, or geologic constraints and areas dedicated for green ways or natural resource protection. At least one housing unit may be built on each existing legal lot designated for residential use. Dwelling units may be clustered within a General Plan land use category according to standards established in the City's Zoning Ordinance and in the Community Design Element of this General Plan.

Residential units in addition to the number of dwellings permitted in the conventional zoning districts may occur as:

- second dwelling units on single family lots permitted by the City's Zoning Ordinance;
- state-mandated density bonuses for provision of affordable housing; and
- residential units included in the various commercial land use categories.

Figure 2-5  
Infill Neighborhoods



Rural Residential (RR): Up to 0.2 units per gross acre (5-acre minimum parcel size)

The Rural Residential (RR) category is intended to accommodate large estate residential properties at the periphery of Portola. This designation will allow private equestrian facilities and tourist or recreation commercial uses such as a guest ranch, equestrian center, a golf course and golf training center, cross-country ski area, or conference center. Special use structures such as lodges and recreation activity structures may also occur. Such uses allow non-resident over-night guests or participants that are not included in the population for this residential category.

Development will typically be single family residences and accessory structures. In order to protect environmental resources, such as meadows and creeks, the residential lots may be clustered in densities that are higher than the nominal density permitted in this designation. Where appropriate to the environmental setting and the type of development, attached dwellings will be considered in the Zoning Ordinance under conditional use permit provisions. Dwelling units may be clustered on smaller lots provided that:



- Plumas County standards for septic systems are met, except that any lot less than 2.5 acres in size shall have public sewer and water.
- A minimum of 25 percent of the project is allocated to permanent open space.
- The average density in the cluster area does not exceed 0.4 units per gross acre.
- The minimum lot size in the cluster development shall be 1/3 acre with a minimum frontage of 100 feet.

Examples of an appropriate cluster or attached type of development include a guest ranch or conference center. The design of such structures and the associated improvements shall be consistent with the environmental setting. This will typically mean buildings in proportion to the surroundings, use of traditional, durable materials and minimal site grading.

The local roads in the Rural Residential designated areas may be constructed to a rural standard where the average lot is one half acre or larger in size.

The Rural Residential uses are located in areas constrained by slopes, meadows and environmentally sensitive areas. The land use restrictions defined in the Open Space and Conservation Element and the Community Design Element will affect the potential density and location of residential development in this category. The category will typically be in proximity to low density residential use and open space, but may be near compatible commercial uses and higher density special purpose residential uses.

The average density assumed for General Plan buildout calculations is 0.2 units per gross acre.

**Low Density Residential (LDR): From 0.2 to 1 unit per gross acre (1 acre to 5 acre parcels)**

The Low Density Residential designation is intended to provide single family lots and related uses similar to those currently found on the periphery of the City. The category will typically provide a transition to medium density residential use from rural residential land use, but may be near compatible institutional and commercial uses and higher density special purpose residential uses.

Development within this land use category will typically be single family residences and accessory structures. Accessory structures are limited to garages, storage structures, planting sheds and green houses, and similar structures ancillary to the primary residence. This designation will also allow tourist or recreation commercial uses such as a guest ranch, equestrian center, a golf course and golf training center, cross-country ski area or conference center. Such uses allow non-resident over-night guests or participants that are not included in the population for this residential category.

Roads and other public improvements may be developed to rural standards, as described in the Circulation Element and the Community Design Element of this General Plan, provided that the roads can meet the standards for maintenance, and on-street parking, where permitted.

Clustering is encouraged to avoid areas of environmental sensitivity and to minimize the length of roads and public utilities. The maximum density in this designation may be increased to 2 units per gross acre for clustered development with smaller lots if a minimum of 25 percent of the project is allocated to permanent open space, and the average density does not exceed 1 unit per gross acre. The minimum lot size in the clustered development shall be 1/4 acre with a minimum frontage of 80 feet. Any lot less than 2.5 acres in size shall have public sewer and water.

The average density assumed for General Plan buildout calculations is 1 unit per gross acre.

**Medium Density Residential (MDR): From 1 to 8 units per gross acre (1 acre to 4,000 square foot parcels)**

The Medium Density Residential designation is intended primarily for single family detached dwellings on individual lots, although this density range will also accommodate duplex and attached dwellings, including apartments and condominiums. Typical lots would range from 6,000 to 20,000 square feet, however, lots as small as 4,000 square feet may be permitted in cluster configurations to avoid environmentally sensitive areas.

This category includes the existing urban style residential neighborhoods in the City. Neighborhoods in the medium density land use category will include the standard residential street with curb and gutter as described in the Circulation Element and the Community Design Element.

The average density assumed for General Plan buildout calculations is 4 units per gross acre.

**High Density Residential (HDR): From 8 to 15 units per gross acre) (4,000 square foot to 2,250 square foot parcels)**

The High Density Residential category provides for attached or multi-family dwelling units. Such units are to be located in close proximity to public services and commercial uses, but may also be included as a component in recreation-oriented developments in the peripheral areas of the City. The minimum building area allocated for each dwelling unit in a multi-unit project shall be 2,250 square feet of net area (i.e. exclusive of streets, open space and other public rights-of-way). Lot sizes will include a minimum of two residential units and will typically be a minimum of 5,000 square feet.

Dwelling types may include attached or detached single-family housing, duplexes, triplexes, townhouses and apartments.

The average density assumed for General Plan buildup calculations is 10 units per gross acre.

## Home Occupancy

All residential uses will allow home occupancy businesses subject to the standards established in the City's Zoning Ordinance. It is anticipated that the percentage of individuals working at home will increase during twenty year span of this General Plan. At home workers may include telecommuters, professional service sole practitioners, small service businesses, mail order businesses, and other entrepreneurial endeavors. It is the intent of this General Plan to support such activities as a means of furthering local economic development. The residential design standards are intended to provide the flexibility to include most types of small business within the premises.

## Commercial Land Use Categories

Although Portola is a relatively small community the commercial land uses, both existing and potential, are varied. Therefore, the General Plan Diagram identifies two distinct commercial land use categories.

For nonresidential uses the land use intensity is addressed as the maximum percent of a lot that can be covered by a building. The Zoning Ordinance shall provide specific exceptions to the building coverage limitations for uses with low employee densities, such as wholesaling and distribution, or low peak-hour traffic generation, such as a hospital.

### Core Commercial (CC)

The Core Commercial category is intended to accommodate the businesses, institutions and services for the residents of Portola and eastern Plumas County. It includes retail and service businesses oriented to tourists and travelers, eating and drinking establishments, commercial recreation, service stations, financial, business and personal services, motels, public recreation and social services. Open air cafes and retail sales are permitted in this land use designation provided that the outdoor sales and restaurant areas are separated from the pedestrian walkway and street by a low, open type fence. Umbrellas, canopies and other temporary coverings, pedestrian scale lighting and signs will be permitted in these areas as regulated by the City Zoning Ordinance.

The Core Commercial designation will include live/work/sales environments to support the local production of arts such as sculpture, murals, paintings, furniture, and similar artists products. The product of such activities may be sold and the artist may maintain living quarters on the premises. The intent is to encourage the development of artist and craftsman workshops as a component of local economic development and the character of the community.

The Core Commercial designation is generally applied to properties on Commercial Street and the Sierra Street (Highway 70) corridor.

The maximum allowable building coverage is 50 percent. Limitations on the size and location of parking and the orientation of the buildings and design standards may restrict the building coverage to less than 50 percent. The parking requirements in this category are described in the City's Zoning Ordinance. Each use shall have sufficient parking to meet the requirements set forth in these standards either in a parking lot on-site, or in a common parking area within 800 feet of the site.

### Commercial Mixed Use (CMU)

The purpose of the Commercial Mixed Use designation is to establish locations that include residential use in addition to employment centers, retail commercial, professional office, tourist commercial, visitor-oriented commercial activities, including hotels and motels, private commercial and public recreation facilities, convention and meeting facilities, recreational vehicle parks, campgrounds, retail shops, restaurants and related services. Properties fronting on the river are suitable for small retail, lodging, restaurants, services, and office space. The uses are to be oriented to the river view and the recreation amenities planned along the north side of the river. Other than pre-existing uses, residential uses cannot be the primary land use and must be a minimum of four dwelling units per acre. The Commercial Mixed-Use category may also be used as a transition between the commercial uses and adjacent residential neighborhoods. The maximum building coverage ratio (exclusive of residential uses) is 50 percent.

### Service Commercial (SC)

Service Commercial is intended for commercial uses that have heavy truck traffic, are engaged in the sale of bulk products, such as sand and gravel, or automobile repair and tire sales. Service commercial uses typically require large retail space, large storage areas, and large parking areas. The Service Commercial areas are located along Sierra Street, primarily in Delleker. The maximum building coverage ratio is 50 percent.

### Business Professional/Light Industrial (BP/LI)

The Business Professional/Light Industrial designation is intended to accommodate light industrial, light assembly regional services, public and private commercial recreation, small warehouse and distribution, communications and information services, mail order services, and research and development businesses appropriate to the City's setting.

The designation is intended to accommodate relatively small buildings in wooded settings. Buildings will be integrated with the site and the maximum building coverage will be 50 percent. Design standards specified in the Community Design Element will guide the development and use of this designation such that business uses in this will be compatible with and may be integrated with other uses in the City.



## Public/Quasi-Public (P/QP)

This designation includes civic and institutional uses such as the City Hall, the library, the hospital, the post office, parks, and schools. Private institutional uses include meeting halls, private schools, and churches.

## Utilities (U)

The Utilities designation includes the "infrastructure" in the community, such as the landfill, wastewater treatment plant and ponds, and the railroad. Development within these areas is generally restricted to the facilities associated with the primary utility.

## Open Space/Conservation (OSC)

The Open Space and Conservation designation covers those areas of the City in which development is constrained by an historic, cultural, aesthetic, or natural environmental condition. These areas include drainages and the river front area.

Open space areas may permit rural residential uses, recreation uses, visitor commercial or interim uses, such as special events under conditions prescribed in the City Zoning Ordinance, the Community Design Element and the Open Space and Conservation Element.

## Overlay Designations

### Wild and Scenic River (WSR)

The Middle Fork Feather River is Federally designated as a Wild and Scenic River. The Wild and Scenic River Act (Public Law 90-542, October 2, 1968) declares that ". . . certain selected rivers of the Nation which, with their immediate environments, possess outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural, or other similar values shall be preserved in free-flowing condition, and that they and their immediate environments shall be protected for the benefit and enjoyment of present and future generations". The Act prohibits new commercial or industrial uses which do not preserve the free-flowing condition of the river, and which do not protect the river's immediate environment. The Act also requires protection of the bank lands by means of acreage, frontage, and setback requirements on development.

The General Plan Land Use Diagram does not include a separate category for the Feather River corridor other than the Federal Wild and Scenic River designation. However, the General Plan includes specific development and open space standards and guidelines intended to guide use of this special resource. The Community Design Element includes specific design standards for the buildings along the river and community access to the river (Section 3.7). The Public Services and Facilities Element includes recommended

recreation facilities to be included in the river corridor, and the Circulation Element describes the bikeway connections that will use the open space adjacent to the river. The Conservation and Open Space Element includes specific policies for the use of the land within the Wild and Scenic River designation.

## Floodplain (FP)

The area immediately adjacent to the Middle Fork Feather River falls within a designated Federal Emergency Management Agency (FEMA) floodplain. This floodplain is a special flood hazard area that is inundated by a 100-year flood. The use of the land within the 100-year flood plain is regulated by standards that require all occupiable development to be above the predicted flood elevation.

## Projected Population Growth

The land area required to accommodate future development is determined by population increases and economic development. The land plan seeks to maintain a balance between population and economic growth, and the effects of growth.

The Portola population grew steadily from 1910 to 1950, but declined from 1950 through 1970. From 1970 through the early 1990's population gained slowly, but did not recover to the same level of population found in 1950. Population growth was modest through the 1990's, then slowly declined from 2000 to 2020.

This General Plan accommodates new population growth in Portola is likely to come from three primary sources:

1. Population growth in California and northern Nevada will generate a spillover effect as people seek to relocate to small communities from increasing development in more urban areas.
2. An aging population will generate an increase in retirees seeking small communities for second homes or a permanent retirement home.
3. Economic development will generate new job growth in service and tourism industries, and growth in small businesses whose leaders can choose a location based primarily on quality of life considerations.

The cumulative effect of these factors is difficult to project because the current population in the City is very small. The overall growth rate in California will increase the pressure for population growth throughout the state, but the rate of increase will not be matched in all areas. Individual communities will grow faster or slower than the overall state projection. Moreover, in a small community like Portola the annual percent of growth is not as significant as the actual number of new residents. Because the community is relatively small, population projections based on an annual average percentage increase are not

meaningful. With a population base just under 2,000 residents, a relatively small increase in absolute population could translate to a high growth rate, yet there would be little noticeable effect on the community from year to year.

Nonetheless, the cumulative effect over time will be noticeable, and significant in a small community such as Portola. Table 2-1 summarizes a projection of population growth in the City through 2045, a twenty-five-year time horizon. The table applies three growth rate assumptions: 1 percent, 2 percent and 3 percent.

At a compound growth rate of 3 percent annually the population in the City will reach a total of 4,020 persons in 2045, a net increase of 2,100 persons.

Table 2-1  
Population Growth Projection

Annual Population Change			
Year	1%	2%	3%
2020	1,920	1,920	1,920
2021	1,939	1,958	1,978
2022	1,959	1,998	2,037
2023	1,978	2,038	2,098
2024	1,998	2,078	2,161
2025	2,018	2,120	2,226
2026	2,038	2,162	2,293
2027	2,058	2,205	2,361
2028	2,079	2,250	2,432
2029	2,100	2,295	2,505
2030	2,121	2,340	2,580
2031	2,142	2,387	2,658
2032	2,164	2,435	2,737
2033	2,185	2,484	2,820
2034	2,207	2,533	2,904
2035	2,229	2,584	2,991
2036	2,251	2,636	3,081
2037	2,274	2,688	3,173
2038	2,297	2,742	3,269
2039	2,320	2,797	3,367
2040	2,343	2,853	3,468
2041	2,366	2,910	3,572
2042	2,390	2,968	3,679
2043	2,414	3,028	3,789
2044	2,438	3,088	3,903
2045	2,462	3,150	4,020

## Projection of Land Area to Accommodate Future Growth

Full development of all land use in the General Plan Study Area would accommodate a population substantially larger than 4,020. However, the population growth anticipated in this Land Use Element can be accommodated within the existing City boundary if adequate land area is allocated in appropriate locations, and the necessary supporting land uses and infrastructure is available when needed. If additional land is annexed to the City, the potential population will increase in proportion to the development potential of the new land area.

The estimate of the required land area is determined by the projected population in twenty years, the average number of persons in a dwelling, and the average density (dwelling units per acre). Land area for commercial uses, schools and parks are added to support the projected population. This estimate provides a general guideline, not an absolute benchmark for future land use allocations. Within broad ranges of land use mix the City can assign specific land use and adjust to accommodate changes in demand over the period of this General Plan.

### Average Household Size

The average household size during the General Plan time horizon is assumed to be 2.34 persons per household (2010 Census). The household size may fluctuate over a period of decades. For example, if Portola attracts a significant number of retired persons the average household size may actually decline over time.

### Average Dwelling Density

For the purposes of estimating future land area required, it is assumed that the average density of all dwelling units constructed in the next twenty years will be three units per acre. This allows for a mix of higher density infill development on existing urban lots at approximately seven units per acre, and development of new residential neighborhoods including small lots and multi-family residences, manufactured housing, and larger single family and estate lots. The dwelling density is the average number of dwelling units on a developed acre in the City. Dwelling density depends on many other factors, such as the type of employment available, the amount of infill development that occurs, the percentage of retirees that locate in the City.

The land area allocated for residential use in the Land Use Element will accommodate the highest level of growth anticipated, five percent. This will be considered the “build-out” population for this General Plan. However, the General Plan will also be effective if a lower



rate of growth occurs. At an average of 2.8 persons per household the number of dwelling units required to house the projected population is shown in Table 2-2.

Table 2-2  
Projection of Residential Units and Acres

Year	Annual Population Change					
	1%		2%		3%	
	Dwellings	Acres	Dwellings	Acres	Dwellings	Acres
2020	764	255	764	255	764	255
2021	772	258	779	260	787	263
2022	779	260	795	265	811	271
2023	787	263	811	271	835	279
2024	795	265	827	276	860	287
2025	803	268	844	282	886	296
2026	811	271	860	287	912	304
2027	819	273	878	293	940	314
2028	827	276	895	299	968	323
2029	836	279	913	305	997	333
2030	844	282	931	311	1,027	343
2031	852	284	950	317	1,058	353
2032	861	287	969	323	1,089	364
2033	870	290	988	330	1,122	374
2034	878	293	1,008	336	1,156	386
2035	887	296	1,028	343	1,190	397
2036	896	299	1,049	350	1,226	409
2037	905	302	1,070	357	1,263	421
2038	914	305	1,091	364	1,301	434
2039	923	308	1,113	371	1,340	447
2040	932	311	1,135	379	1,380	461
2041	942	314	1,158	386	1,421	474
2042	951	317	1,181	394	1,464	489
2043	960	321	1,205	402	1,508	503
2044	970	324	1,229	410	1,553	518
2045	980	327	1,253	418	1,600	534

### Land Area Required for Jobs/Housing Balance

The land area requirements for development of the City also include the non-residential land uses, public facilities and open space. Retail and service commercial, business-professional and industrial land use will increase as the population of the City and east Plumas County increases. Tourism and other economic development may increase the

demand of service and retail commercial land above that created solely by population growth.

The precise amount of commercial land area cannot be projected, but an approximation of the land area required can be estimated on the basis of an average jobs/housing ratio. The jobs/housing ratio depends on:

- the number of resident workers,
- the number of households,
- the average commercial or industrial space required per employee, and
- the average density of housing supply.

An estimate of the ratio of land required for a balance of jobs and housing in the City is based on the following assumptions. On average, there will be 1.3 workers per household, that is, each dwelling unit will have 1.3 workers. However, this average could be less if the population includes a large percentage of retired persons. The percentage of retired persons cannot be estimated in this General Plan.

### Land Area Required to Accommodate Employed Residents

The land area required to accommodate each worker varies greatly from industry to industry. For the purposes of establishing a balance of land use in the General Plan it is assumed that on average each worker will require approximately 500 square feet of work space. The average commercial space in Portola covers approximately thirty percent of the land. Each acre of non-residential land use can accommodate about 25 employees. At a ratio of 1.3 workers per dwelling unit and an average of three dwelling units per acre, there are approximately four resident workers for each acre of residential land use. On this assumption, one acre of commercial, business/professional or industrial land is required to balance six acres of residential use.

### Land Area Required for Institutional Uses and Public Services

Public facilities, including schools, parks, hospitals, civic centers and fire stations require additional land area on the ratio of approximately 1 acre for each 10 acres of residential use. Open space and natural resource areas occupy approximately 30 percent of the total land area in the community.

### Land Area Required for Fiscal Balance

The revenues required to support City services come from many sources, but two of the most important continue to be sales tax and property tax. In the foreseeable local government financing environment cities must consider the balance between the demand for services and the potential for new development to generate revenue. The overall health of the community depends on a balance of land uses. Non-residential uses

may generate high revenues relative to service demands, but the residential uses are necessary to support the non-residential uses. The intent in this Land Use Element is to ensure that the overall balance of land use is sustained over time.

### Infill Neighborhoods

The City includes three neighborhoods that were by-passed and not developed in the early years of the City growth. Despite being located near the center of the City, see Figure 2-2, these neighborhoods were passed over because the terrain made the area uneconomical to develop. Nonetheless, the lots were subdivided, and exist today as legal lots. Development of these areas remains impractical for individual land owners due to the high cost of extending roads, sewer, water and other utilities to single family residential lots. Yet, the neighborhoods are ideally located relative to existing and planned services and retail areas. These infill areas will provide additional land area needed for population growth and economic development. Due to the high cost of development for individual owners it is likely that the City of Portola, or other public or private entity in cooperation with the City, will take the lead in organizing the property owners to plan and develop these areas. Organizing and developing these lots may require reconfiguring them to provide larger lots and/or new lot shapes and street alignments to conform to the terrain.

### Growth Monitoring: Balancing Land Use and Public Needs

The mix of land use in the City should be monitored periodically to inform future decisions on land use, public service levels, and capital investments. The process for monitoring growth should occur in the annual budgeting process. The annual budget statement should include a summation of the overall mix of land use.

The mix of land uses in the City will vary from time-to-time. The changes in land use will be particularly noticeable because Portola is a small community. Any single new industrial use or a single new residential subdivision will affect the balance of land uses. There is a range of land uses that will provide a balance of jobs and housing, adequate space for public uses, fiscal stability, and quality of life.

This range provides a general guideline for the mix of all land use in the City. It is not intended to be a specific measure of community health and stability and should be expected to shift and change over five to ten years. The mix of land uses in the City is a mosaic that will change and evolve as the community continues to diversify and mature. The range established in this Land Use Element is intended to gauge the course of future development. The range in Table 2-3 should be considered a picture of the unfolding future. Individual development proposals should be evaluated as to how well they contribute to completion of the picture. If the picture is incomplete, such as a shortage of adequate space for new jobs, or parks or new housing, the City should seek to maintain the balance and complete the picture. This can be done by amending the General Plan

to change the available supply of land and implementing strategies to accelerate economic development.

Table 2-3  
Target Range of Land Use Mix

<u>Land Use Type</u>	<u>Percent of Total Land Area</u>
Residential Low/Medium Density	55% to 65%
Residential High Density	3% to 6%
Commercial and Other Non-Residential	9% to 12%
Public Land Use (including roads)	15% to 20%
Urban Open Space	20% to 30%

Urban open space in Table 2-3 primarily includes the undeveloped land along stream corridors and other open space set aside for safety, habitat protection, or aesthetic purposes. The Feather River is a substantial area that significantly increases the percentage of open space within Portola, compared to what may typically be found in other communities. Open space is an important characteristic of the City of Portola. A discussion of open space policies is found in the Conservation and Open Space Element (Section 8.5) in this General Plan.

## Land Use Policies and Implementation

Policies: Land Use

- LU-P-1.** The City shall manage and plan for growth in population and economic development.
- LU-P-2.** The City shall encourage a pattern of development that promotes the efficient and timely development of urban infrastructure and preserves valuable natural and environmental resources.
- LU-P-3.** Growth shall mitigate its own impacts and shall provide a positive benefit to the community.



- LU-P-4.** The City shall consider the regional context for growth when evaluating a development proposal or opportunity within the City boundary.
- LU-P-5.** Growth must provide a strong diversified economic base and a reasonable balance between employment and affordable housing.
- LU-P-6.** Growth should occur on the basis that projected revenue of all land uses in the City will be sufficient to support public service costs.
- LU-P-7.** The City shall encourage a development pattern that is contiguous with the boundary of the City.
- LU-P-8.** Development shall be managed to ensure that adequate public facilities and services, as defined in the Public Services Element, are planned and provided and the public health, safety, and welfare is protected.
- LU-P-9.** The City of Portola will accommodate projected population and employment growth in areas where the appropriate level of public infrastructure and services are planned or will be made available concurrent with development.
- LU-P-10.** The City will assert its authority in reviewing proposals for residential, commercial, or industrial development in unincorporated areas within the General Plan Study Area. Urban development should occur within the City boundary.
- LU-P-11.** The City may initiate studies to investigate the potential of annexing areas within its Sphere of Influence or expanding the Sphere of Influence boundary. The studies should be focused on those areas that would be logically served and planned by the City in a manner consistent with the City General Plan goals and policies and the City's Annexation Policy.
- LU-P-12.** The City will consider applications for annexations that are consistent with the City's Annexation Policy and:
- a. Are contiguous with City boundaries and provide for a logical expansion of the City;
  - b. Create clear and reasonable boundaries;
  - c. Ensure the provision of adequate municipal services;
  - d. Are a fiscal benefit to the City and its residents;

- e. Are consistent with State law and Plumas County Local Agency Formation Commission standards;
- f. Are consistent with the General Plan.

**LU-P-13.** The City may consider expanding its sphere of influence to incorporate areas that logically should be planned and serviced by Portola. Pursuant to LU-P-11, the City shall consider the following factors when making determinations involving sphere of influence boundaries:

- a. Present and planned land uses in the area;
- b. Present and probable need for public facilities and services in the area;
- c. Present capacity of public facilities and adequacy of public services;
- d. Existence of any social or economic communities of interest in the area; and
- e. Open space and forest lands.

**LU-P-14.** The City shall seek to encourage development of the infill areas and may participate in public-private development arrangements to implement this policy.

**LU-P-15.** The City shall encourage and support the exchange of US Forest Service land for urban land use and open space within the City sphere of influence.

**LU-P-16.** The City shall manage growth in such a way to ensure that significant open space areas will be preserved.

**LU-P-17.** The City shall review the General Plan's residential and commercial capacities every five years and modify, as necessary, to reflect development that has occurred, its impacts, evolving market and economic conditions, and consistency with community values.

**Implementation:** Land Use

**LU-I-1.** The City will continue to pursue a regional approach to planning and growth in the eastern Plumas County area. The City will seek public comment and early consultation with applicable agencies for major projects proposed either within or outside Portola. The intent of this consultation will be to provide public input to the process and to coordinate planning efforts between jurisdictions and minimize the impacts of growth to Portola and the surrounding region.

- LU-I-2.** The City Manager will coordinate preparation of a five-year public services report to the City Council in concert with that year's budget report. This report should document growth trends the capacity and level of service for public services and facility planning efforts.
- LU-I-3.** The City Manager will coordinate preparation of a five-year land use summary report to the City Council in concert with the that year's budget report. This report will document the growth in residential and commercial development and estimate the increase in employment in the City over the previous five year period.
- LU-I-4.** The land use summary shall include a reference to the range of land use mix in Table 2-3 in this Land Use Element and determine the then current and five year projection of land use in the City.
- LU-I-6.** With input from the public and the affected property owners, the City shall initiate a study to determine an appropriate and feasible land plan for the infill areas. The City shall coordinate the preparation of a master plan that may result in reconfiguration of existing lots to achieve a more efficient and feasible land use and street plan.
- LU-I-7.** With input from the public and the affected property owners, the City shall initiate a plan for providing infrastructure to the infill areas. The plan will include a finance plan to enable the development of infrastructure funded by the properties that benefit from the improvements.
- LU-I-9.** The City will forward development applications that affect student population to the school district for review of future educational facility needs.