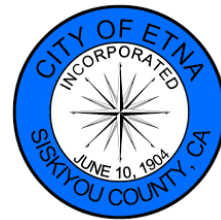

CITY OF ETNA

LAND USE ELEMENT

MAY 27, 2025

DRAFT

CITY OF ETNA
442 MAIN STREET
ETNA, CA 96027



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2.1 INTRODUCTION

The Land Use Element of the General Plan has the broadest scope of all seven required elements. The Land Use Element incorporates the issues, opportunities, and constraints identified throughout the General Plan in an effort to balance them with the community's goals for its future development. Together the Land Use Element and the Land Use Map designate the planned location, distribution, and extent of land uses to shape the future physical development of the community. The Land Use Element sets forth specific goals, policies, and programs to guide land use for the City of Etna through 2045.

2.2 STATUTORY REQUIREMENTS

The Land Use Element is one of seven state-mandated elements of the General Plan. Specifically, California Government Code Section 65302(a) requires that a city's general plan include:

A land use element that designates the proposed general distribution and general 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, greenways, . . . and other categories of public and private uses of land. . . The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan.¹

Also, while certain land uses may be expressed generally, property owners must be able to identify their property's land use classification on the General Plan Land Use Map.

2.3 POPULATION TRENDS

Population projections play an important role in the formulation of land use plans. The distribution and extent of land use classifications, including the need for supporting public facilities and services, is largely based on the expected demands of the projected population. And while population projections are based on assumptions about future demographic trends, they are informed through changes in population from past to present.

2.3.1 Population Past to Present

Following the development of a sawmill and the first housing in Etna's future townsite in 1853, a flour mill in 1855, and more housing in 1856, the settlement of Rough and Ready was born. By 1858, the community had grown to include a

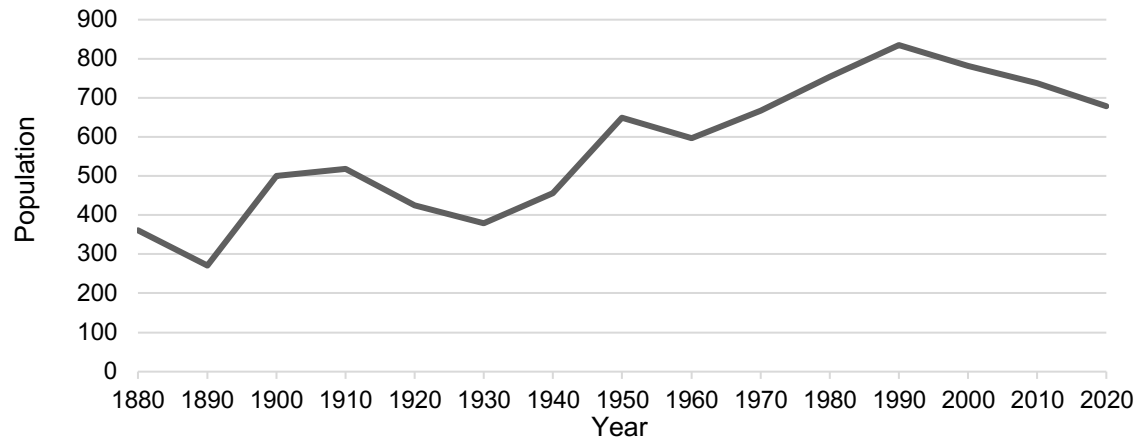


Figure 2-1, Main Street (ca 1910)

¹ State law also requires that the Land Use Element consider the potential impact of new growth on military readiness. Because there are no areas adjacent to military installations, military training routes, or underlying restricted airspace within the City's planning area, the Land Use Element does not discuss these considerations.

general store, a hardware store, two flour mills, two blacksmith shops, two livery stables, two hotels, and other small businesses. When the nearby community and commercial center of Aetna Mills was badly damaged by a flood in 1861-62, its residences, businesses, and post office were relocated to Rough and Ready, fueling growth of the community. To accommodate a growing population, the area west of Main Street was drained, streets and blocks were mapped out, and new home sites were established. In 1874, the community of Rough and Ready changed its name to Etna, and not long thereafter the City of Etna incorporated (1878). By the time of the City’s first census in 1880, Etna’s population had grown to 361. Etna’s population at the time of each decennial census since then is shown in **Figure 2-2** below.

Figure 2-2, City of Etna Historic Population: 1880-2020



Source: Department of Finance, Historical Census Populations: 1850-2020

As shown in **Figure 2-2**, the size of Etna’s population has fluctuated throughout the City’s history, occasionally with relatively significant swings. Due to the importance of gold mining in the Scott Valley from Etna’s beginning until World War II, it is anticipated that much of the change in population in Etna’s early years was tied to United States monetary policy relative to gold (e.g., adoption and abandonment of the gold standard) and the impact it and other significant global events had on gold mining in the region. Whatever the cause, following departure from the gold standard in the early 1930s, the City’s population experienced a period of mostly sustained growth that lasted until the mass closure of lumber mills in the region in the 1980s and 1990s. With the resultant impacts to the economy, many younger persons and families relocated. The size of the City’s population has continued to fall since then, the average age of the population is now older, and there are typically fewer persons per household as a result. Changes in population and household size since 1990 are reflected in greater detail in **Table 2-1** below.

Table 2-1
City of Etna Population: 1990 - 2020

Year	Population	Percent Change	Median Age	Persons per Household
1990	835	+ 10.7	--	2.63
2000	781	- 6.5	43.6	2.37
2010	737	- 5.6	48.5	2.26
2020	678	- 8.0	45.7	2.15

Source: U.S. Census Bureau Decennial Census of Population and Housing (1990-2020)

As shown in **Table 2-1**, the U.S. Census Bureau estimates that there were 157 fewer people living in Etna in 2020 than there were 20 years prior. This is equivalent to a population loss of 18.8 percent over the 20-year period and an annual loss of approximately 0.69 percent. Most recently, the California Department of Finance estimated the City's population to be 662 in 2025.

2.3.2 Population Projections

Making population projections over the next 20 years is difficult when dealing with a population base as small as that of Etna, and the State does not publish projections for small cities. Nevertheless, the California Department of Finance projects that the population of Siskiyou County as a whole will decrease by approximately 9.2 percent between 2020 and 2045. This is equivalent to an annual population loss of 0.384 percent. Should the projected population loss be experienced equally throughout the County, it would result in 79 fewer residents in Etna by the end of the planning period. The City's population last reached this level in the 1930s.

Making population projections over the next 20 years is difficult when dealing with a population base as small as that of Etna. The State does not publish projections for Etna, however, the California Department of Finance projects that the population of Siskiyou County as a whole will decrease by approximately 9.2 percent between 2020 and 2045. This is equivalent to an annual population loss of 0.38 percent. Should the projected population loss be experienced equally throughout the County, the City of Etna would have a population of 619 in 2044.

While the State's population projections for Siskiyou County are not favorable, and it is evident that the population growth that occurred in the past is unlikely to return without economic recovery, Etna remains an attractive place for families and retired persons seeking a rural, small-town lifestyle. Should new industries take hold and the region's economy recover, Etna would make an attractive community for new businesses and their employees. Further, the addition of a small apartment complex or new subdivision could easily attract residents, potentially adding 30 to 50 people to the community within a few years. The addition of 50 people to a population of 678 would represent a growth spike of approximately 7.4 percent. Such changes are possible given the strong demand for housing, despite the scarcity of better-paying jobs in the region.

For the reasons noted above, **Table 2-2** below projects two growth rates. The "positive" projection assumes a 0.85 percent annual growth rate over the planning period, while the "negative" projection assumes a 0.45 percent annual decrease. For perspective, between 1990 and 2020 the City's population decreased annually by approximately 0.69 percent. Based on the city's historical growth rates and recognizing the still recovering condition of the regional economy, a 0.85 percent annual growth rate may not be reflective of actual future growth potential. Nevertheless, planning for a slightly higher growth rate ensures that the City can accommodate the development when economic conditions in the region improve, and it helps to ensure the availability of land to accommodate future growth.

Table 2-2
City of Etna Population Projections: 2025-2045

Year	0.85% Annual Growth	0.45% Annual Decrease
2025	662	662
2030	691	647
2035	720	633
2040	752	619
2045	784	605

Over the planning period, the “positive” projection results in a population increase of approximately 18.4 percent, or 122 persons, and the “negative” projection results in a decrease of approximately 8.6 percent, or 57 persons. While it is reasonable to expect the population to increase or decrease within this range, for the reasons previously noted, making projections over the next 20 years is difficult at best. Nevertheless, under the “positive” growth projection above, the population of Etna would rebound to previous levels such that the City’s existing infrastructure should be able to accommodate much of the community’s foreseeable development needs. However, should positive population growth occur at a significantly faster rate than noted above, the City will want to review the General Plan to determine if amendments to the Plan are needed to accommodate the greater population and the effects of accelerated growth. Should the population continue its decline, additional sources of funding will eventually be required to maintain the level of service provided by the City and expected by its residents.

2.4 LAND USE CLASSIFICATIONS

The City of Etna provides a range of land use classifications to meet the needs of the community, including various types of residential, mixed-use, commercial, industrial, public, and open space. For each land use classification, this section includes representative images, typical uses, residential density ranges, and building intensities.

2.4.1 Residential Land Uses

Residential uses in the City of Etna consist predominantly of single-family dwellings. The California Department of Finance estimates that these units comprise approximately 79.7 percent of the City’s total housing stock in 2025. Single family dwellings are followed by mobile homes, which comprise approximately 17.7 percent of the housing stock. Although permitted in all zoning districts that allow single-family dwellings, most of the mobile homes are located in two of the City’s three approved manufactured home parks. Multifamily developments comprise the remainder of the housing stock and include one apartment complex with 13 units and nine small multifamily dwellings, such as duplexes and triplexes, scattered throughout the community. Residential uses in the City of Etna are predominantly located in the following residential land use classifications:

Rural Residential

The Rural Residential (RR) land use classification is suitable for areas of the City developed with and/or capable of supporting low density residential development and limited, compatible agricultural use on larger parcels. Compatible agricultural uses include crop and tree farming and the pasturing of livestock provided there is sufficient buffering from adjoining residential lands and no use of municipal water supplies for feed or irrigation. This land use classification was established in the City’s 2005 General Plan as Residential Agriculture (RA) for the purpose of mitigating flood risks within Etna Creek’s 100-year flood hazard area and preserving the open space and agricultural uses afforded by it. However, the land use classification was never applied to lands within the City, and at the time the RA designation was



Figure 2-3, Rural Residential

introduced, the City's Flood Damage Prevention ordinance (2009) had not yet been adopted. This General Plan continues the RA land use classification as RR but expands the classification to other areas of the City used for agriculture that are outside of 100-year flood hazard areas.²

Low Density Residential

The Low Density Residential (LDR) land use classification is suitable for areas of Etna developed with and/or capable of supporting low density residential development and limited compatible nonresidential uses. Typical uses in the LDR land use classification include, but are not limited to, single-family dwellings, accessory dwelling units, home occupations, childcares, and places of worship and spiritual assembly.



Figure 2-4, Low Density Residential

Medium Density Residential

The Medium Density Residential (MDR) land use classification is suitable for areas of the City developed with and/or capable of supporting either low density or medium density residential development and limited, compatible nonresidential uses. Typical uses in the MDR land use classification include those uses described above in the LDR land use classification as well as small multifamily dwellings, such as duplexes and triplexes.



Figure 2-5, Medium Density Residential

High Density Residential

The High Density Residential (HDR) land use classification is suitable for areas of the City developed with and/or capable of supporting low, medium, and high density residential development and compatible nonresidential uses. Typical uses within the HDR land use classification include those uses described above in the LDR and MDR land use classifications, as well as apartment complexes, manufactured home parks, and community gardens.

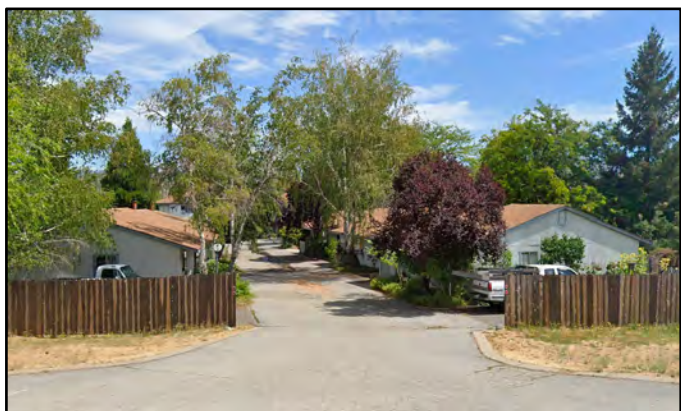


Figure 2-6, High Density Residential

More details on the housing stock are provided in the Housing Element of this General Plan.

² FEMA is presently updating the flood hazard maps for Etna and the surrounding area. Should the revised maps become effective, the size and extent of 100-year floodplain in Etna would be significantly reduced.

2.4.2 Mixed-Use Land Uses

In an effort to promote economic investment, redevelopment, and revitalization; improve access to jobs, housing, services, open space, and other destinations through non-vehicular transit modes; encourage a compact urban form; and safeguard the character of existing neighborhoods, the City has designated Etna's town center for mixed-use development. The area includes a combination of mostly commercial uses at street level with residential uses on the upper stories (i.e., vertical mixed use), as well as nonresidential and residential uses occurring on the same lot or in close proximity to one another (i.e., horizontal mixed use). While the area has experienced a renewal in recent years, several properties remain vacant or underutilized and the City desires to promote infill development and redevelopment of the properties with a combination of nonresidential and residential uses, in part through the introduction of a mixed-use land use classification that has been applied to the area. Additionally, the historic character of the town center is a valuable community asset that the City desires to protect and preserve as properties are improved.

Central Mixed Use

The Central Mixed Use (CMU) land use classification provides for a compatible mixture of nonresidential and residential uses in a centrally located area of the city to encourage a broad array of retail, entertainment, professional, social, civic, residential, and other uses that contribute to a vibrant, pedestrian-friendly environment. Typical land uses in the CMU land use classification include retail sales, offices, banks, personal services, grocery stores, public and quasi-public uses, parks, entertainment facilities, community gardens, and similar nonresidential uses, as well as low, medium, and high density residential uses.



Figure 2-7, Vertical Mixed Use – Residential Above Nonresidential



Figure 2-8, Horizontal Mixed Use – Adjacent Residential and Nonresidential

2.4.3 Nonresidential and Other Land Uses

Nonresidential lands (i.e., properties designated for uses other than residential or mixed use) comprise approximately 121.4 acres, or 25 percent of the City's total land area. This includes 44 parcels designated for commercial development, roughly half of which are vacant. The parcels are generally located in the north part of the City near State Route 3. The City has three areas designated for industrial use, two small areas in the southeast corner of the City and one larger area north of State Route 3. One of the areas in the south is developed with a ministorage facility, the other includes a combination of residential and commercial uses, and the larger area north of State Route 3 is developed with Siskiyou Telephone Company, a ministorage facility, and a

contractor's storage yard. Approximately five acres north of State Route 3 are undeveloped and have city utilities available in the nearby right-of-way.

Commercial Center

The Commercial Center (CC) land use classification provides for many of the same residential and nonresidential uses provided for in the CMU classification in addition to some “heavier” commercial uses than typically considered compatible with residential use. For this reason, the corresponding zoning does permit residential uses by right. Although the heavier uses provided for in the CC land use classification are generally automobile oriented, the CC classification provides for a variety of commercial uses, including uses capable of generating and sustaining local, non-vehicular traffic. As such, development of these areas should include sidewalks, bicycle facilities, and interconnected parking lots and pedestrian walkways, as appropriate. Typical land uses in the CC land use classification include automobile service stations, banks, business and personal services, entertainment facilities, business and professional offices, restaurants, retail sales, wholesale businesses, and similar nonresidential uses.

Industrial

The Industrial (I) land use classification is intended to be applied to areas developed with and/or capable of supporting heavier commercial and manufacturing uses than permitted in the commercial and mixed-use zoning districts. Due to the rural nature of the community, it is unlikely there will be significant demand for conventional industrial development. Typical uses in the Industrial (I) land use classification include ministorage facilities, business and professional offices, and equipment and material storage yards. Because some manufacturing uses require a large amount of area for outdoor operations and storage and/or generate impacts to surrounding parcels and uses in terms of noise, vibrations, glare, dust, and emissions, City Council approval of the more intensive land uses is required.



Figure 2-9, Commercial Center



Figure 2-10, Industrial

Public Agency

The Public Agency (PA) land use classification is intended for larger properties developed with publicly owned and operated facilities, including but not limited to the schools and the water treatment plant. Smaller parcels in the downtown area developed with public facilities, such as City Hall, the police and fire departments, post office, museum, and library are provided for under the CMU land use classification and public parks are provided for under the Open Space

classification. Because of their importance to the community, **Figure 2-13** illustrates the location of all public and quasi-public facilities in Etna separate from the underlying land use classifications. Known flood hazards are also shown to assist in planning for the expansion or relocation of these essential public facilities.

Open Space

The Open Space (OS) classification is comprised of public lands that provide active and passive recreational opportunities and/or that should be preserved in a natural state for purposes of resource or flood protection. These areas buffer land uses, provide relief from urbanization, and are an important recreational, cultural, and visual resource for the community. Typical uses in the Open Space land use classification include parks, picnic areas, playgrounds, public facilities, natural resources, and recreation-related facilities. Periodic and intermittent uses, such as farmers' markets, special events, concessions, and similar uses may also occur within the Open Space land use classification with City approval. Properties included in the Open Space land use classification include Johnson-Joss Memorial Park, the Scott Valley Community Pool, and the Ashcraft Little League Park.



Figure 2-11 Public Agency

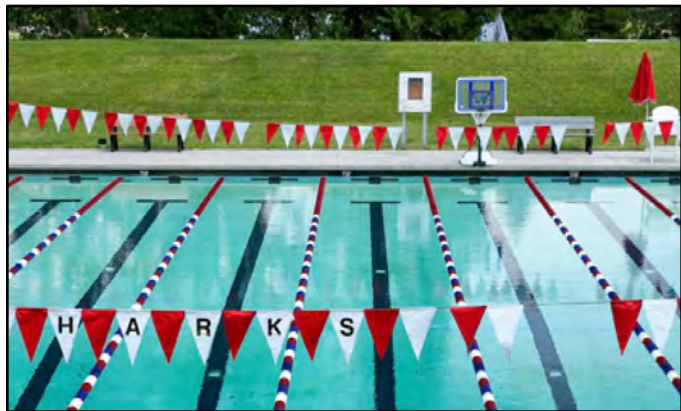


Figure 2-12, Open Space

2.4.4 Density and Intensity Standards

The term density in a land use context generally refers to the residential development capacity of the land. Residential density is expressed in terms of dwelling units per acre (du/ac). A dwelling unit is a building or part of a building used for human habitation. This can vary greatly in size from a live work unit to a multifamily apartment to larger single-family dwelling. For example, the density of a residential development with 24 townhouses on three gross acres of land is 8.0 du/ac. Population densities, however, are not absolute limits.

Land use intensity is used to refer to the amount of development allowed on a given parcel of land. Land use intensity can be expressed in different metrics. For the purposes of the Land Use Element, land use intensity is defined by lot coverage, which is the percentage of a lot covered by development, excluding areas designated for parking, landscaping, etc. Lot coverage does not regulate building placement or form, only the spatial relationship between building size and lot size; it represents an expectation of the overall intensity of future development.

The maximums assigned to the land use classifications below do not constitute entitlements, nor are property owners or developers guaranteed that an individual project, when evaluated against General Plan policies, will achieve these maximums. The density and intensity metrics establish

a maximum development envelope or density range under appropriate conditions. Many factors, such as applicable zoning standards, state regulations, physical site conditions, and owner or developer choices may impact the final project design and overall density and intensity of development in addition to this Plan. In particular, it should be noted that state regulations allow specified land uses to exceed maximums established by the City or to provide for density averaging.

**Table 2-3
Density and Intensity Standards**

Land Use Designation	Units/Acre Persons/Acre*	Max. Lot Coverage
Rural Residential (RR)	1 unit/acre 1-3 person/acre	20%
Low Density Residential (LDR)	1-4 units/acre 3-9 persons/acre	40%
Medium Density Residential (MDR)	1-10 units/acre 3-22 persons/acre	60%
High Density Residential (HDR)	1-20 units/acre 3-43 persons/acre	75%
Central Mixed Use (CMU)	1-20 units/acre 3-43 persons/acre	100%
Commercial Center (CC)	1-20 units/acre 3-43 persons/acre	80%
Industrial (I)	N/A	75%
Open Space (OS)	N/A	50%
Public Agency (PA)	N/A	100%

* For the purpose of specifying population density in this table, an average of 2.15 people per household is assumed (U.S. Census Bureau, 2020). Calculations resulting in fractions of a person have been rounded accordingly.

2.4.5 Land Use Map

The land use classifications described above are largely consistent with the general distribution, location, and extent of the various land uses they provide for, as shown on the Land Use Map (**Figure 2-14**) below.

2.4.6 Land Use and Zoning Consistency

The land use classification described above provide a broad description of development expectations within the City of Etna. To implement these designations and provide more guidance for property owners, **Table 2-4** identifies those zoning districts that correspond with the land use classifications. These zoning districts are not exclusive and zoning districts of similar nature may also be adopted and used in conformance with the General Plan. Zoning is a legislative act and can be amended within the parameters established by the land use classification. For example, when the City Council changes the zoning of property consistent with density and intensity limits for the broader land use classification.

Table 2-4
Land Use Classification & Zone District Consistency

Land Use Designation	Possible Zone Districts
Rural Residential (RR)	Rural Residential (R-R)
Low Density Residential (LDR)	Low Density Residential 10 (R-1-10) Low Density Residential 12 (R-1-12)
Medium Density Residential (MDR)	Low Density Residential 10 (R-1-10) Low Density Residential 12 (R-1-12) Medium Density Residential (R-2)
High Density Residential (HDR)	Low Density Residential 10 (R-1-10) Low Density Residential 12 (R-1-12) Medium Density Residential (R-2) High Density Residential (R-3) Mobile Home Residential (M-H)
Central Mixed Use (CMU)	Town Center (T-C)
Commercial Center (CC)	General Commercial (G-C)
Industrial (I)	Manufacturing (M)
Public Agency (PA)	Public Facilities (P-F)
Open Space (OS)	Open Space (O-S)

2.5 COMMUNITY DESIGN

The general image of a community is significantly affected by the appearance of its commercial areas and street scenes. To maintain and enhance Etna's unique and attractive small-town image, attention should be given to the appearance of areas and buildings that are highly visible. If properly done, the development of commercial areas will enhance the overall community image. A commercial area with pleasing architectural lines and use of natural materials, modest signing and effectively placed parking and landscaping will have a pleasing, positive effect. Alternatively, commercial development lacking a sense of design and surrounded by asphalt has little character and may present a negative image that reflects on the whole community.

Most developers realize the benefits of providing a well-designed project and will attempt to create an attractive project. However, it may be desirable for the community to establish design guidelines and/or create a design review process, especially for those commercial areas that are highly visible. For instance, the entrances to Etna along State Route 3 at Collier Way and Main Street are the "front doors" to the City. Attractively developed properties at these locations will provide a positive first image of the City for travelers and help support community pride.

The design review process is typically applied through an overlay zoning district and amendment to the zoning ordinance to establish the design review process. As such, the City should evaluate, in consultation with affected landowners and other members of the public, whether to develop and adopt objectives design guidelines that can be considered in reviewing projects, and which will encourage and help builders develop plans with a good understanding of the City's objectives. In areas with historic structures, the City will want to consider design guidelines for new structures that will compliment, or at least not detract from, the historic character of existing structures.

2.6 SPHERE OF INFLUENCE

In accordance with state law, the Siskiyou Local Agency Formation Commission (LAFCo) has established a Sphere of Influence for the City of Etna (see **Figure 2-15**). The Sphere of Influence includes approximately 555 acres of land outside city limits and is intended to provide room for future expansion of the City when needed. Because properties must be included within a city's SOI in order to be annexed, and because lands within a city's SOI are potentially critical to a city's ability to expand, LAFCo is required to update each city's SOI update every five years and the County's Planning Department refers development requests within the SOI to the City for review and comment prior to taking action on those requests.

Should expansion of the City of Etna and/or its SOI be considered during the planning period, most of Etna's Sphere of Influence consists of land zoned by the County of Siskiyou for rural residential agricultural use, which allows for single-family dwellings, small acreage agriculture, crop and tree farming, greenhouses, and similar uses. There are no lands in the Sphere of Influence zoned for prime or non-prime agricultural use. Low density residential is the predominant land use in the Sphere of Influence with cattle ranching also occurring in the northeast, east, and south. Immediately adjacent to city limits to the north and south, but outside the City's current sphere of influence, are prime and non-prime agricultural lands. Some of the lands to the north are irrigated by pivot and are under active cultivation.

Etna is now and has always been a city that values, supports, and complements the agricultural community that surrounds it. Due to the City's location in an agricultural area, outward expansion of the City has the potential to transition the use of land from agriculture to urban development. As a result, the City wishes to pay particular attention to issues of land use compatibility and to ensure that new development minimizes the impacts of growth on the agricultural community that has long supported Etna. Through the use of land use buffers and transitions, sensible design, and a planned and methodical pattern of expansion, the impacts to surrounding agriculture can be minimized.

As noted above, the County of Siskiyou currently regulates land use in the City's Sphere of Influence. In accordance with Government Code Section 65859, the City may pre-zone the unincorporated area in the Sphere of Influence or zone the land upon annexation consistent with the General Plan. The City General Plan Land Use Map does not propose land uses within the Sphere of Influence. Rather, the City of Etna Zoning Code states that "Territory annexed to the city and not shown as part of the city by the zoning map... shall upon the effective date of such annexation be classified and zoned as Rural Residential (R-R), unless the city council has prior to such effective date zoned said territory to another classification, subject to annexation."

Annexation requests within the Sphere of Influence are initiated by the City at the request of those landowners who wish to obtain city services so that they can develop their land with urban uses and/or at urban densities. Annexation proposals must be evaluated carefully, taking care to ensure that the annexation and future service needs will not become a burden to the City. For this reason, the annexation process requires that the cost of providing services to the annexed territory be fully disclosed. The City's most recent annexation was a 0.52-acre addition annexed in 2006 for a small commercial development that ultimately did not occur. Due to the abundant supply of vacant land in Etna and limited development pressure within and adjacent to the City over the past 20-plus years, there have been no annexation proposals since then. Nevertheless, any changes proposed to the SOI or city limits during the planning period will need to be considered and the General Plan updated as appropriate.

2.7 DISADVANTAGED UNINCORPORATED COMMUNITIES

In accordance with Senate Bill 244 (2011), the Land Use Element must address any disadvantaged unincorporated communities located within the City or its sphere of influence. For the purposes of SB 244, a “community” is defined as an inhabited area within a city or county that is comprised of no less than 10 dwellings adjacent or in close proximity to one another, and a “disadvantaged unincorporated community,” or DUC, is defined as a fringe, island, or legacy community in which the median household income is 80 percent or less than the statewide median household income. The three types of DUCs are further defined as follows: “fringe community” means any inhabited and unincorporated territory that is within a city’s sphere of influence; “island community” means any inhabited and unincorporated territory that is surrounded or substantially surrounded by one or more cities or by one or more cities and a county boundary or the Pacific Ocean; and a “legacy community” means a geographically isolated community that is inhabited and has existed for at least 50 years. SB 244 defines “inhabited territory” as an area where 12 or more registered voters reside (Government Code Section 56046); however, LAFCOs may also redefine “inhabited area” as determined by local commission policy.

When DUCs are present, cities must address fringe communities and island communities in their land use elements, and counties must address legacy communities in theirs. In particular, the city or county’s land use element must address the sewer, water, storm drain, and structural fire protection service needs or deficiencies of the DUC and provide an analysis of potential funding mechanisms that could make the extension of services to the identified communities financially feasible.

The presence of DUCs within the City’s planning area would be of importance at the time LAFCo amends Etna’s sphere of influence and when annexing territory into the City. SB 244 requires that any city annexation proposal greater than 10 acres, or as determined by LAFCo policy, that is contiguous to a DUC cannot be approved without a companion annexation of the DUC unless a prior application for annexation of the same DUC area was received in the prior five years or LAFCo finds, based upon written evidence, that a majority of the residents within the DUC are opposed to annexation. It also requires that, for an update of a sphere of influence for a city or special district that provides public facilities and/or services for sewers, municipal and industrial water, or structural fire on or after July 1, 2012, a written statement of the present and probable need for those services within the DUC must be reviewed and considered by LAFCo.

2.7.1 Disadvantaged Unincorporated Community Analysis

DUCs may lack basic infrastructure, such as sewer, water, or stormwater drainage, because they may have been developed prior to infrastructure being installed in proximity to them. Therefore, to promote equality and environmental justice in accordance with SB 244, the proximity of any potential “community” to the City was analyzed to determine if any such community exists and whether an analysis of the water, wastewater, stormwater drainage, and structural fire protection needs or deficiencies of the community should be prepared. The City’s analysis was based on American Community Survey 2023 median household data developed by the U.S. Census Bureau, a review of Census Designated Places and Census Block Groups,³ an understanding of the community and surrounding area, the general distribution, location, and extent of existing and proposed infrastructure, and aerial photographs.

³ There are no Census Designated Places in the sphere of influence. The three Census Block Groups that comprise the City and its sphere of influence, while larger in area larger than the potential “communities” being assessed, provided the necessary Median Household Income data.

As shown on **Figure 2-16**, the median household income for the entire planning area was less than 80 percent of the statewide median household income in 2023.⁴ Within the sphere of influence, the City identified 75 parcels and 78 residences in four clusters surrounding the City (see areas A, B, C, and D on **Figure 2-16**). Each cluster was assessed relative to the number of dwellings, registered voters, and residentially developed parcels within it. The neighborhood density of the residentially developed parcels in each cluster was then calculated using PolicyLink methodology to evaluate proximity of dwellings to one another.⁵ The City's findings are summarized in **Table 2-5** below.

Table 2-5
Analysis of Potential DUCs

Area	Acres	Less Than 80 Percent State MHI	10 or More Dwellings	Dwellings in Close Proximity	12 or More Registered Voters	Disadvantaged Unincorporated Community
A	73.7	Yes	Yes	No	Yes	No
B	40.8	Yes	No	No	Yes	No
C	60.9	Yes	Yes	No	Yes	No
D	111.3	Yes	Yes	No	Yes	No

As shown on **Figure 2-16** and **Table 2-5** above, it was determined through the City's analysis that there are no inhabited, unincorporated territories surrounded by or substantially surrounded by the City (i.e., no island communities), nor are there any inhabited and unincorporated territories within Etna's sphere of influence (i.e. no fringe communities).

Because none of the residential clusters surrounding the City met all of the criteria for a DUC, the City is not required to prepare an assessment of the service needs of the residents within these areas. However, conditions may change in the future such that an update of the Land Use Element could become necessary to address and plan for the extension of services outside city limits. Furthermore, even though no assessment is required at this time, it should be noted that there are no known service deficiencies within the sphere of influence. Most developed parcels in the sphere of influence are served by individual well and septic systems (a few receive city water service), and as discussed in the Safety Element, the City of Etna Fire Department currently responds to all calls for structural fire protection services in the planning area. While the unincorporated parcels lack complete storm drainage improvements, the City similarly lacks curb and gutter throughout much of the City, and the unincorporated properties are typically larger than city lots and more capable of accommodating stormwater.

2.7.2 Potential Infrastructure Funding Sources

Although the City is not required to provide an analysis of potential funding mechanisms that could make the extension of services outside city limits financially feasible, many of the funding sources available for extending infrastructure outside the City are the same sources that are available for developing infrastructure inside the City. For that reason, **Table 2-6** summarizes the funding programs that may be available to the City for infrastructure development and is included as a resource.

⁴ In 2023, the Statewide Median Household Income was \$95,521 (80% = \$76,147).

⁵ Consistent with the methodology used by the Siskiyou Local Agency Formation Commission (LAFCo), the City utilized the methodology in PolicyLink's 2013 "California Unincorporated: Mapping Disadvantaged Communities in the San Joaquin Valley Technical Guide" to evaluate neighborhood density.

**Table 2-6
Potential Infrastructure Funding Sources**

Program	Agency	Description
Community Development Block Grants (CDBG)	California Department of Housing and Community (HCD)	These grants can fund the construction of sewer and water facilities, street maintenance, and other public work projects.
Community Facilities Direct Loan and Grant Program	United States Department of Agriculture and Rural Development (USDA RD)	This program provides funding to develop essential community facilities in rural areas. An essential community facility is defined as a facility that provides an essential service to the local community for the orderly development of the community in a primarily rural area, and does not include private, commercial, or business undertakings.
Impact Fees	Local Governments	Development impact fees can be imposed at the time of building permit application to provide the funding for new capital facilities.
Taxation	Local Governments and Public Agencies	In 1982, the California State Legislature enacted the Community Facilities Act, commonly referred to as Mello-Roos. The Act authorized local jurisdictions to establish community facility districts that serve as a funding mechanism for financing public work projects and services.
Clean Water State Revolving Fund (CWSRF)	The State Water Resources Control Board	The CWSRF provides financial assistance for a wide range of water infrastructure projects. It is a partnership between the US EPA and states governments. States have the flexibility to fund a range of projects that address their highest priority water quality needs. Using a combination of federal and state funds, CWSRF provides loans to eligible recipients to construct municipal wastewater facilities and decentralized wastewater treatment systems, among other projects.
Emergency Community Water Assistance Grants	United States Department of Agriculture Rural Development	This program helps eligible communities prepare for, or recover from, an emergency that threatens the availability of safe, reliable drinking water for households and businesses.
Drinking Water State Revolving Fund (DWRSF)	California Department of Public Health	The DWRSF program assists public water systems in financing the cost of drinking water infrastructure projects needed to achieve or maintain compliance with Safe Drinking Water Act requirements.

Program	Agency	Description
Bonds	Local Governments	Bonding is a funding mechanism that can be used to fund large infrastructure projects. There are two primary bond types: revenue bonds and general obligations bonds. Revenue bonds are typically ensured by the project being constructed. Once the bond is paid, ownership is turned over to the jurisdiction. General obligation bonds are issued for the improvement and enhancement of real property. Local governments can raise property taxes to cover the costs of the bond and infrastructure project. Unlike revenue bonds, general obligation bonds require voter approval.
Household and Small Water System Drought Assistance Program	State Water Resources Control Board	The State Water Resources Control Board authorized \$5 million to assist individual households and small water systems address drought-related drinking water emergencies. Funding is available as low interest loans and/or grant based on recipient's income and affordability.
Integrated Regional Water Management (IRWM)	California Department of Water Resources	The IRWM grant programs include funding for planning, community involvement, implementation, and companion grant programs that support sustainable groundwater planning and water-energy programs and projects.
Proposition 84	State Water Resources Control Board	The Safe Drinking Water, Water Quality and Supply, Flood Control, River and Coastal Protection Bond Act (Prop 84) provides funding for capital costs on projects addressing excessive stormwater runoff, including projects related to the collection of stormwater and treatment of water to reduce contamination.

2.8 CORRELATION WITH OTHER GENERAL PLAN ELEMENTS

The Land Use Element is often the most visible and frequently used element in the General Plan because it incorporates the issues, opportunities, and constraints identified throughout the General Plan and renders them into a comprehensive set of land use policies and a concise land use diagram. However, it is important to review all relevant goals, policies, and programs of the General Plan when evaluating discretionary projects, actions, and activities to ensure City decisions are consistent with and further the General Plan. For instance, a project proposed near the highway may be affected by transportation noise and be subject to the noise mitigation standards in the Noise Element, or if proposed adjacent to agricultural lands, the project may be subject to policies in the Open Space & Conservation Element.

The correlation between the Circulation Element and Land Use Element is especially important to the development of the City. This is because the City of Etna endeavors to maintain its small-town character through sound planning, orderly growth, and good design that recognizes the City's compact, grid-based urban form. The City's compact form enhances non-vehicular circulation opportunities and supports the circulation system. Should Etna grow from a small city of under 680 people to become a city significantly larger than its current size, the movement of people in and around the City will become increasingly important. Streets will need to be designed

to facilitate additional modes of travel, and transit options expanded to better serve the needs of the population. Land use and transportation planning will need to go hand in hand to ensure transportation decisions and infrastructure are an integral component of the City's growth.

Additionally, although the information contained in the maps and diagrams throughout the General Plan has been incorporated into the policies and land use map contained herein, the maps and diagrams in the other elements should be referenced directly, the information they contain periodically reviewed, and the maps and diagrams updated as needed. When this occurs, the Land Use Element and Land Use Map should be evaluated and updated as necessary. This is particularly the case with changes to maps in the Open Space & Conservation Element and Safety Element showing the extent of 100-year and 500-year floodplains and fire hazard severity zones within and adjacent to the City.

2.9 LAND USE ELEMENT GOALS, POLICIES & PROGRAMS

GOAL LU-1: A sufficient variety and quantity of land uses to meet the housing, employment, service, and social needs of the existing and future population.

GOAL LU-2: Etna's rural small-town character conserved and enhanced.

GOAL LU-3: A strong economic base that provides more job opportunities for residents of the city.

GOAL LU-4: Sustainable planned growth in the planning area balanced with preservation and protection of the viability of agricultural areas surrounding the city.

GOAL LU-1: A sufficient variety and quantity of land uses to meet the housing, employment, service, and social needs of the existing and future population.

Policy LU-1.1: The City strives to ensure a compatible mix and quantity of land designated and zoned to serve the needs of the community.

Policy LU-1.2: The City maintains flexibility within the Zoning Ordinance by allowing development opportunities through the use permit process as well as through approval of similar uses not otherwise listed in the Zoning Ordinance.

Policy LU-1.3: The City supports the development of residential, mixed-use, commercial, and industrial areas where suitable land exists with good access, adequate infrastructure, and where such uses will have a minimum of conflict with current and future adjacent land uses.

Policy LU-1.4: The City encourages an integrated mix of housing types and sizes within residential areas to promote housing opportunities for people of all ages and abilities.

Program LU-1A: Adopt the General Plan Land Use Map (**Figure 2-14**), as the official land use diagram for the City of Dorris.

Program LU-1B: Adopt zoning regulations that are consistent with and support implementation of the General Plan Land Use Element.

Program LU-1C: Review the General Plan’s residential and commercial capacities every eight years and modify, as necessary, to reflect development that has occurred, its impacts, evolving market and economic conditions, and consistency with community values.

Program LU-1D: Implement the programs of the Housing Element related to residential development.

GOAL LU- 2: Etna’s rural small-town character conserved and enhanced.

Policy LU-2.1: The City strives to maintain Etna’s small town character while allowing for population and business growth, as well as increased employment, shopping, cultural, and recreational opportunities, and other tax revenue generating uses.

Policy LU-2.2: The City applies land use classifications and zoning in a manner that is consistent with the prominent existing development, taking care not to encroach upon an established neighborhood with potentially incompatible uses.

Policy LU-2.3: The City protects existing neighborhoods from added noise, traffic, light, and other characteristics that may negatively affect them.

Policy LU-2.4: The City ensures that proposed uses will be compatible with existing land uses when approving discretionary development proposals.

Policy LU-2.5: The City avoids the overconcentration of land uses in any area of the City where the resultant increase in traffic, noise, and other impacts would adversely impact the public health, safety, peace, and general welfare of residents.

Policy LU-2.6: The City desires to keep commercial and industrial developments in scale with the small-town atmosphere, in part through controls on the size and height of structures and the scale and quantity of signs.

Program LU-2A: Include development standards in the Zoning Ordinance that provide adequate separation, buffering, landscaping, screening, and other provisions as needed to ensure compatibility between potentially incompatible land uses.

Program LU-2B: During review of discretionary proposals, require buffers when warranted between dissimilar land uses; urban uses and open space; environmentally sensitive areas and habitats; biological, historical, and cultural resources; and agricultural lands. Buffers may include additional setbacks, solid barriers, redesign, or other means to protect the resource.

Program LU-2C: Upon review of discretionary permits, add conditions to the project approval, when warranted, to support the public peace, health, safety, and general welfare.

Program LU-2D: Evaluate, in consultation with affected landowners and other members of the public, whether to develop and adopt objectives design guidelines or other development standards for the Collier Way and Main Street intersections with State Route 3 (i.e., the “gateways” to the community).

Program LU-2E: Preserve and strengthen the character of existing residential neighborhoods by developing and maintaining sidewalks and encouraging property owners to maintain their properties.

Program LU-2F: Support neighborhood watch initiatives and partner with community and neighborhood organizations to combat crime and promote public safety.

Program LU-2G: Encourage the design of projects that enhance public safety and discourage crime by orienting homes and buildings toward the street, providing adequate lighting and sight lines, and selectively installing fencing and landscaping.

Program LU-2H: Encourage high standards of property maintenance and provide for rapid abatement of conditions contributing to blight.

GOAL LU-3: A strong economic base that provides more job opportunities for residents of the city.

Policy LU-3.1: The City supports the expansion and retention of existing businesses and facilitates business development in the City.

Policy LU-3.2: The City encourages infill development, adaptive reuse of existing buildings, and the restoration of historic structures to revitalize the downtown as a center of community activity.

Policy LU-3.3: The City promotes a mix of daytime and evening uses in the downtown, including restaurants, professional offices, entertainment, and housing to encourage activity throughout the day.

Policy LU-3.4: The City fosters redevelopment and revitalization of older and deteriorating portions of the City.

Program LU-3A: Reinforce the town center as the physical and cultural center of the City, recognizing its importance to the community's sense of place.

Program LU-3B: As resources permit, seek funding via grant and loan programs to aid business development through improvement and expansion of city services and facilities (e.g., roadway improvements, water and sewer infrastructure, streetscaping and other beautification efforts, etc.).

Program LU-3C: Develop and maintain an inventory of vacant and underdeveloped mixed-use, commercial, and industrial properties that are or can be served with city utilities to aid businesses in the site selection process.

Program LU-3D: Identify and actively promote development of key vacant or underutilized sites for commercial and mixed-use development in and adjacent to the downtown area.

Program LU-3E: Evaluate in consultation with residents, and the business community in particular, whether to develop and adopt an objective design review process for the downtown that compliments the City's history and small-town feel and which could be applied to new development and to existing development at the time of façade improvements, and as signs are proposed.

Program LU-3F: Allow home-based businesses in residential neighborhoods when there is no indication of a home-based business from outside the home, the nonresidential use is compatible with adjacent uses, and the home-based business is at a scale that is accessory to the residential use.

Program LU-3G: Provide for and encourage the development of a broad range of uses in the downtown area to reduce the need for travel to adjoining communities and to capture a greater share of local spending.

Program LU-3H: Support the formation of a merchants' association to provide a forum for promoting healthy local businesses.

GOAL LU-4: Sustainable planned growth in the City's planning area balanced with preservation and protection of the viability of agricultural areas surrounding the city.

Policy LU-4.1: The City encourages, promotes, and facilitates infill development and phased extension of city services in an effort to discourage sprawl and maintain a compact urban form.

Policy LU-4.2: The City protects agricultural land uses surrounding the City through maintenance of firm urban boundaries, incorporation of agricultural buffers, and support for the agricultural industry.

Program LU-4A: Establish, as a high priority, the conservation of existing residential and commercial structures through preservation and rehabilitation and support appropriate grant applications when they are proposed to aid this effort.

Program LU-4B: Update the General Plan Land Use Element, as needed, in response to proposed amendments and updates to the Sphere of Influence.

Program LU-4C: To minimize conflicts between urban uses within the City and agricultural uses outside of the City, require a minimum 100-foot-wide physical separation between agricultural uses (not including agricultural support industries) and new residential dwellings. The buffer may include roadways, pedestrian/bicycle routes, stormwater basins, open space, etc.

Program LU-4D: As vacant land in the city becomes limited, work with LAFCo to annex suitable land within the SOI that can be readily served with city utilities, where the relationship between existing and planned land uses moderates Vehicle Miles Traveled, and where impacts to agricultural lands would be minimized.

Program LU-4E: In response to annexation proposals, pre-zone lands within the Sphere of Influence as a means to maintain a variety of land uses that meet the needs of the community.

2.10 REFERENCES

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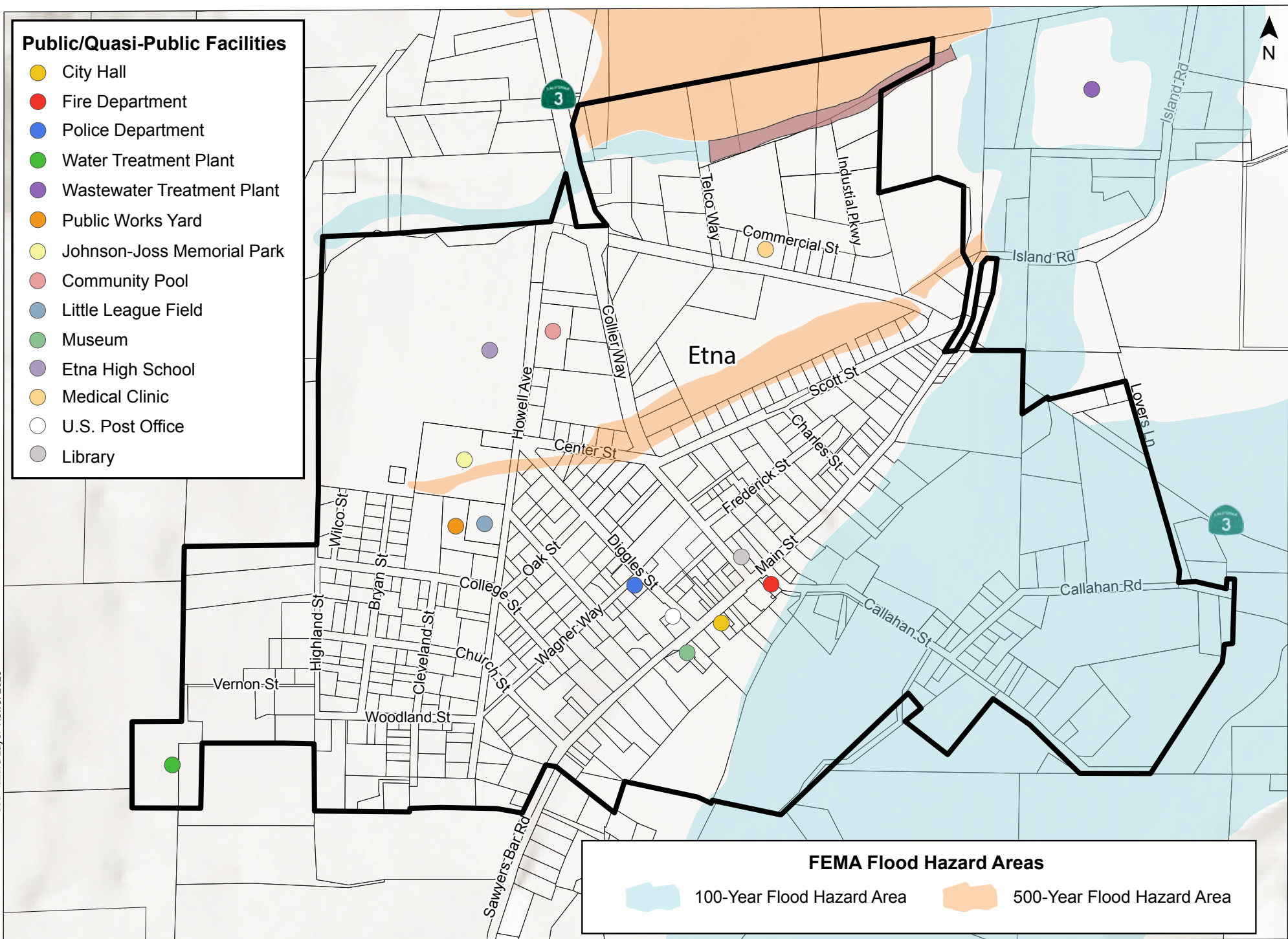


Figure 2-13, Public Facilities and Flood Hazards

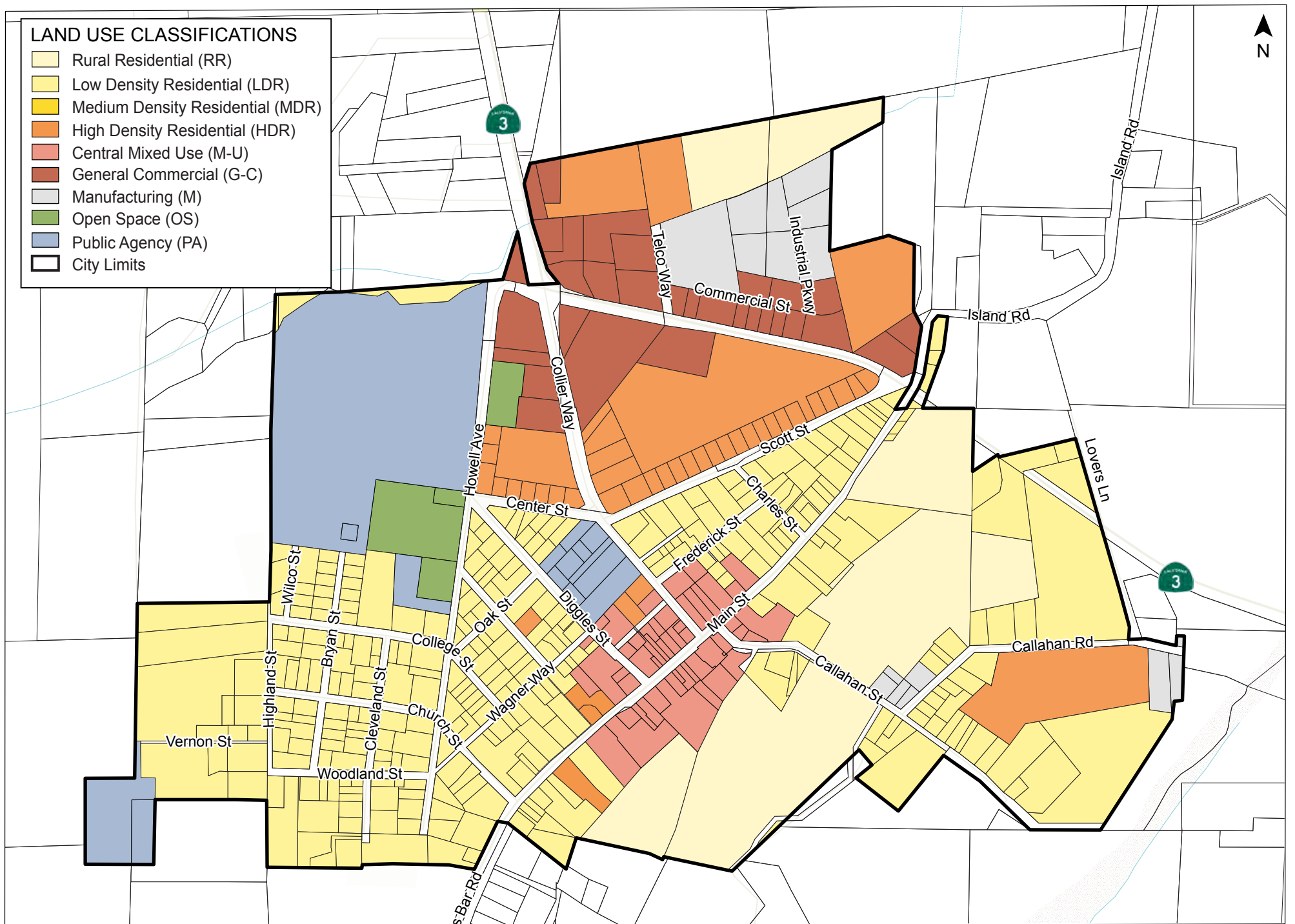
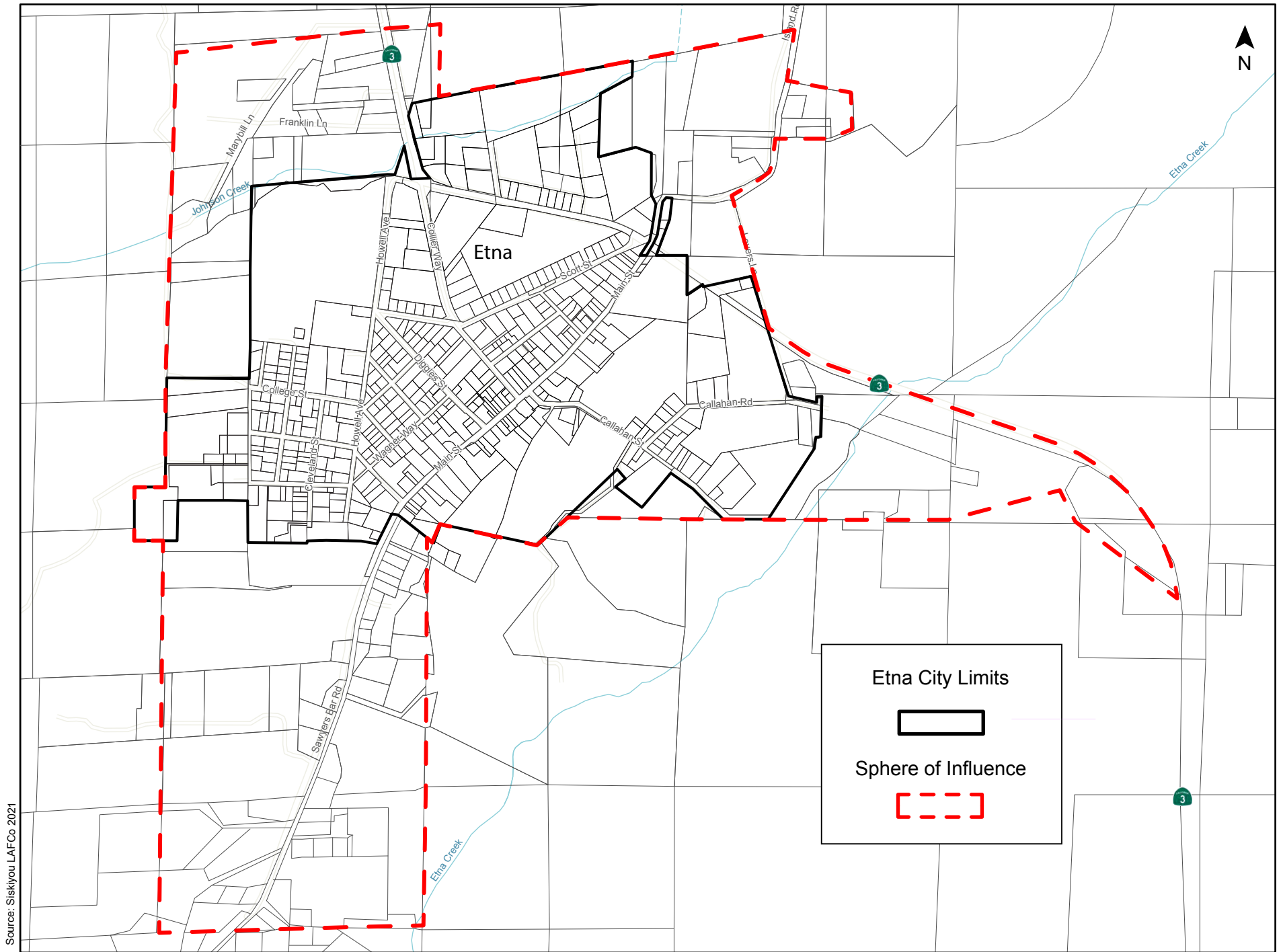


Figure 2-14, Land Use Map



Source: Siskiyou LAFCo 2021

Figure 2-15, Sphere of Influence

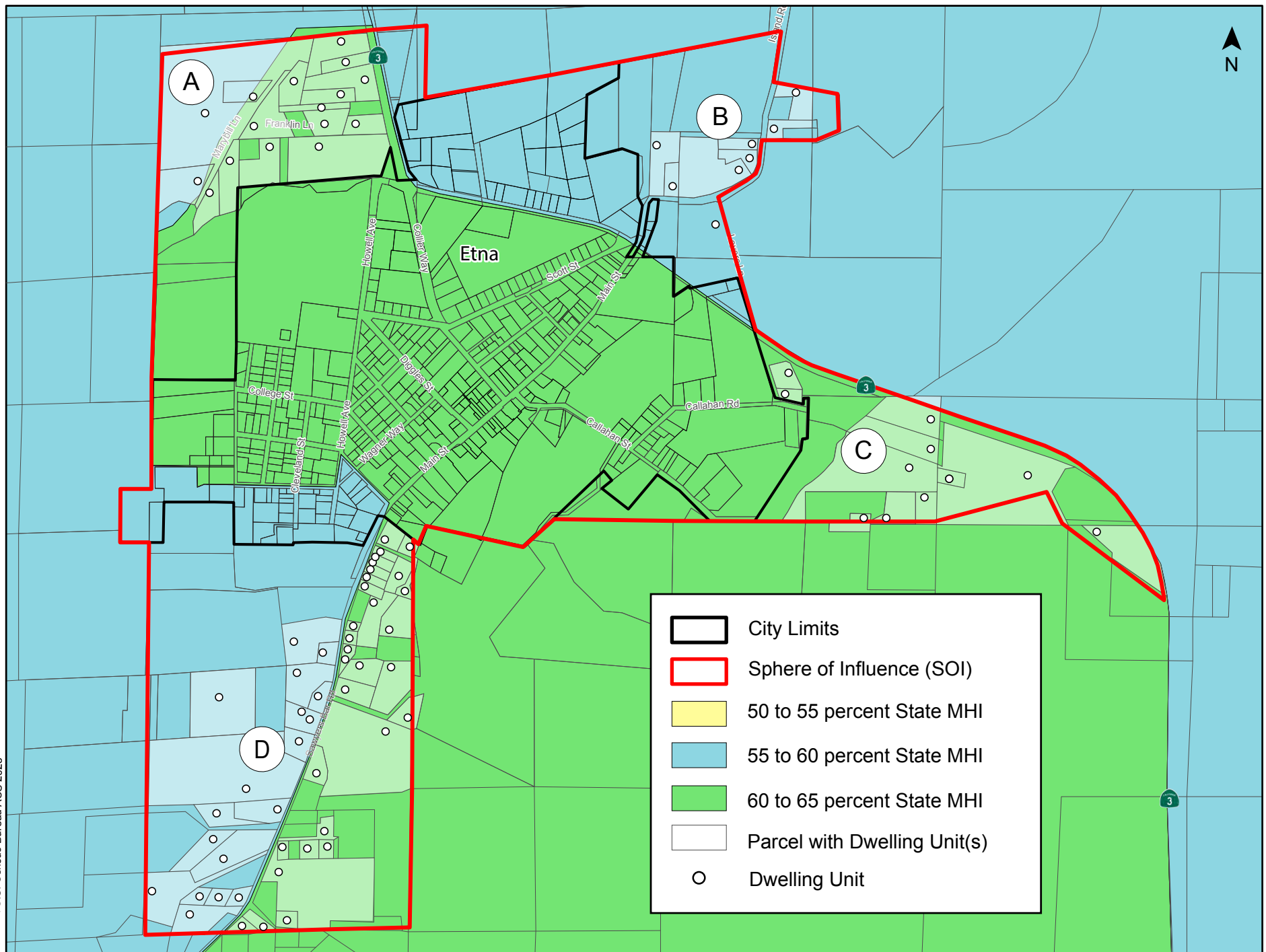


Figure 2-16, SB 244 DUC Analysis