ELK GROVE

A BRIGHTER FUTURE

GENERAL PLAN

Adopt our Tigers

ELK GROVE
A BRIGHTER FUTURE

CITY OF ELK GROVE GENERAL PLAN

Amended

December 10, 2025

Submitted to:

CITY OF ELK GROVE

8401 Laguna Palms Way

Elk Grove, CA 95758

ELK GROVE
A BRIGHTER FUTURE

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HORHOOD
ker to rate the qualities of the area where you live.
POOR
GOOD
What Makes a Great Place?
WHAT'S YOUR VISION ?
When you imagine Elk Grove in the future, what do you want to see?
Step 1: Review the key topics to be addressed in the General Plan update (below).
Step 2: Write down your ideas for the future of Elk Grove on the sticky notes provided and add them to the poster surrounding each associated key topic.
Step 3: Did we miss anything? Share your ideas on the large note pad.
Key Topics of the General Plan Update
Economic Vitality
Infill Development and Outward Expansion
Sustainable and Healthy Community
Rural Areas
Neighborhood, District, and Community Identity
Coordinated Services, Technology, and Infrastructure
Regional Goals and Influence
Open Space and Resource Management
CHAPTER 1: INTRODUCTION

A PLAN FOR A BRIGHTER FUTURE

The Elk Grove General Plan sets a direction for a brighter future for the City. This document expresses shared future hopes and ideas from the community.

The General Plan is a fundamental planning document that directs future growth, development, and conservation policy and reflects the long-range vision of the community. The Plan capitalizes on the City's assets: its diversity, its family-oriented community values, its rural and agricultural heritage, its open space and natural resources, and its human capital. This General Plan presents a framework of goals and policies about issues of great relevance to the community, describing its imagined future, adapting to an ever-changing environment and economy, and providing workable solutions to matters affecting the quality of life in Elk Grove.

Key City Facts at a Glance (2003 v. 2015):

Area of the City:
34.8 square miles (2003)
42.24 square miles (2015)

Population:
88,954 (2003)
164,997 (2015)

Housing Units:
28,886 (2003)
52,723 (2015)

Persons per Household:
3.18 (2003)
3.23 (2015)

Jobs:
20,623 (2003)
30,287 (2015)

2015 is the baseline year used for existing conditions analysis.

The City's first General Plan was adopted in 2003, three years after the City's incorporation. Various elements were amended over the subsequent 15 years to address changes in legislation or respond to specific requests for development; however, during this period, the General Plan was not comprehensively updated. During this 15-year period, the City underwent a shift in demographics, roughly doubling in population and becoming increasingly diverse in its racial and ethnic makeup. The legal framework governing planning in California also changed. This General Plan reflects the community's updated vision of how to accommodate future growth, as well as what resources to protect and how quality of life is maintained or enhanced in the City while recognizing and adjusting for changes in the physical and legal framework.

Through the General Plan, the City informs the public of its goals, policies, and development and conservation priorities. The Plan is organized around issues that are considered integral to maintaining and improving the quality of life in Elk Grove. These issues emerged from community discussions about where the City has been, where it is going, and how it is going to get there. This General Plan and its goals and policies are structured around these concepts and context, and they are important parts of how Elk Grove will continue to move toward a brighter future.

ABOUT ELK GROVE

HISTORICAL SETTING

Elk Grove was established in 1850 as a stagecoach stop for those traveling between Sacramento and San Francisco. Because of its proximity to Sutter's Fort to the north, it became a focus for business, entertainment, and agriculture, as well as a base for gold miners during the Gold Rush. In 1868, the Central Pacific Railroad was located a mile east of Elk Grove, attracting additional hotels and businesses.

Elk Grove remained a small agricultural community until the late 1980s, when rapid growth and development caused a spike in population. Elk Grove incorporated on July 1, 2000, through the "Yes on J" campaign, the result of years of work by residents

and businesses in the community that saw the need for local control over decisions which affected the quality of life in this area.

Elk Grove's agricultural history remains a strong part of the community's identity, although increased pressures for housing and retail development have reduced the amount of agricultural land in the Planning Area. Livestock, vineyards, orchards, and row crops are still prevalent, but recently developed high-tech and professional employment and services have also gained prominence.

Historical Photo of Elk Grove

REGIONAL LOCATION

The City of Elk Grove covers approximately 42.24 square miles in southern Sacramento County. Elk Grove is bordered by the City of Sacramento to the northwest and by the unincorporated county in all other directions. The surrounding area to the east, south, and west is mostly rural residential and agriculture. Elk Grove is a primarily residential community, providing homes and a family-based lifestyle for a regional workforce. As such, most residents travel to other communities for work.

The City is located in a fast-growing region with a wide array of land uses and economic engines supporting a regional population of over 1.4 million. The metropolitan region includes six counties and 22 cities that are members of the Sacramento Area Council of Governments (SACOG)—an organization that provides transportation planning and funding for the region and serves as a forum for the study and resolution of regional issues, including land use and economic planning decisions.

Elk Grove's location, shown in Figure 1-2, allows easy access to other areas in the Sacramento metropolitan region and to other regions in California, including the Bay Area to the west and the San Joaquin Valley to the south. Two major freeways (Interstate 5 and State Route 99) and two active rail lines carrying both passenger and freight cargo provide direct access to other regions and link Elk Grove to major points of connection, including Sacramento International Airport and three major ports (the Port of Sacramento, the Port of Stockton, and the Port of Oakland). The City's location in the region and its direct access to major transportation routes and connections provide a strategic economic advantage.

In addition to access to major transportation routes, Elk Grove is located near a number of natural open space and habitat resources, including the Stone Lakes National Wildlife Refuge to the west, the Cosumnes River Preserve directly to the south, and the Regional County Sanitation District Bufferlands to the northwest. Opportunities to increase local and regional access to these resources present a range of potential benefits for residents and contribute to a quality of life that is unique to Elk Grove's location.

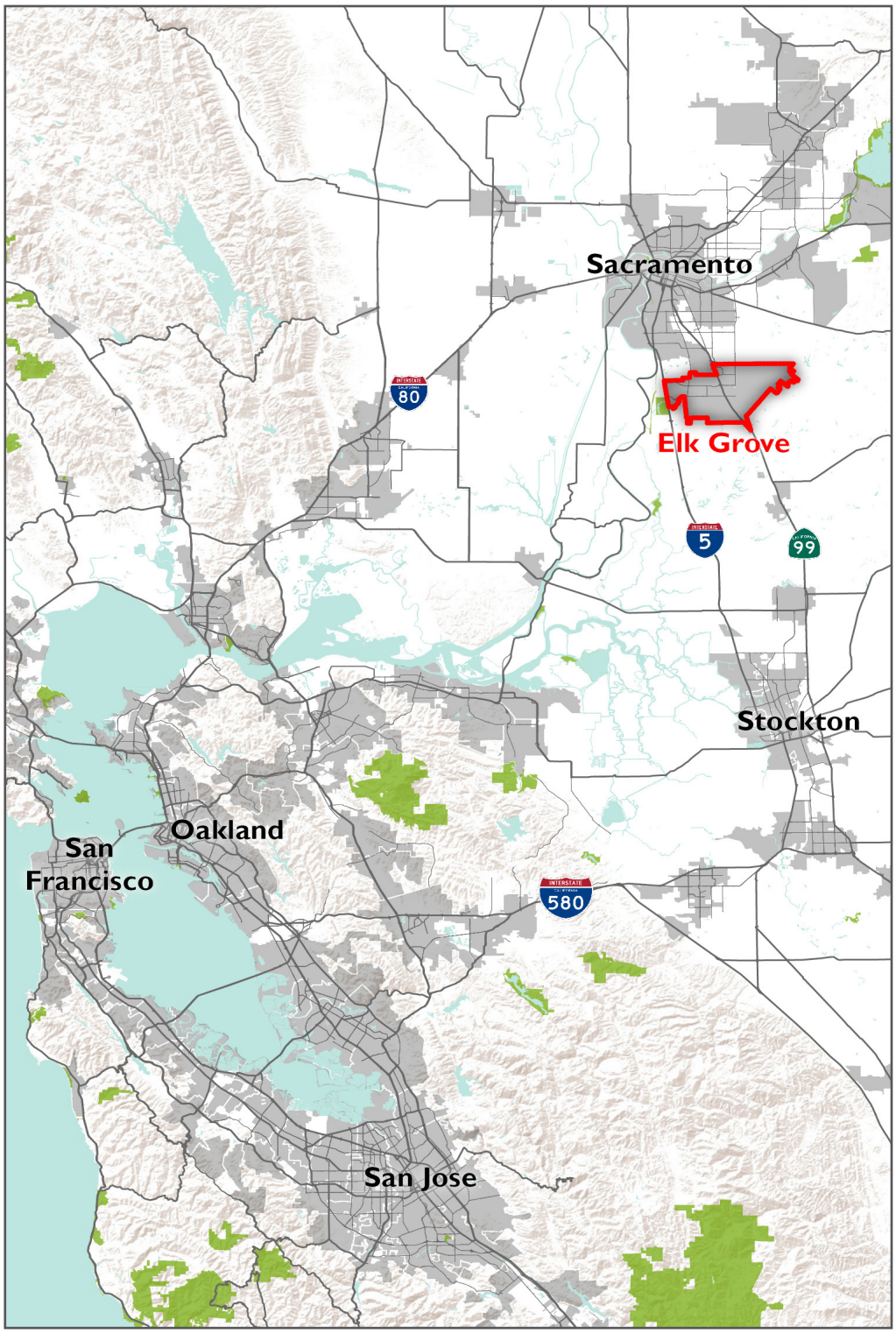

FIGURE 1-1:
CITY OF ELK GROVE'S
REGIONAL CONTEXT

GROWTH AND DEVELOPMENT PATTERNS

At the time of the last comprehensive General Plan update in 2003, the City covered approximately 34.8 square miles with a population of 88,954.[1] Since then, the City has seen significant population growth with some expansion in City boundaries. The annexation of the developed Laguna West area in 2004 contributed to that expansion, adding a population of approximately 13,000 to the City overnight.

Elk Grove was the fastest-growing city in the United States in 2004 and 2005, when population growth peaked. Since 2010, residential development in Elk Grove has continued, but at a more traditional growth rate. Nonresidential construction activity also began to decline in 2005 as the building industry was impacted by an economic downturn.

Despite a relative slowdown in growth compared to years past, Elk Grove's population in 2015 when the General Plan update was initiated was 164,997,[2] which is nearly double that at the time of the last comprehensive General Plan update, making Elk Grove the second largest city in the Sacramento metropolitan region. In the two years since this plan update was initiated, the City has continued its pace of rapid growth to a total population of 172,116 (2018).

Community outreach booth at a civic event

Over time, Elk Grove has developed with a variety of land uses typically found in a suburban setting, concentrated primarily in the western portion of the City. The City's eastern portion also includes a large rural community. The Rural Area reflects Elk Grove's rural and agricultural heritage and culture and contributes to the diversity of the community and its values. The City has made and continues to honor a long-standing commitment to maintain this heritage by protecting and supporting the character of the Rural Area.

Today, Elk Grove is a geographically and ethnically diverse, family-oriented community with an exceptional quality of life. The City is known for having a range of housing options at all levels, an award-winning school district, a historic district, and a first-rate parks system. Elk Grove has a prosperous business community with an entrepreneurial spirit that boasts a variety of shops and services.

In the coming decades, the City will continue to promote a high quality of life and diverse living options, while at the same time achieving a strengthened identity within the region and providing greater recreational opportunities, better access to higher education, improved lifestyle amenities, and expanded employment opportunities.

1. *California Department of Finance E-4 Population Estimates, January 2003.*
2. *California Department of Finance, 2015.*

OVERARCHING ISSUES AND CONSIDERATIONS

The General Plan was informed by the following issues and considerations identified through a community engagement process, analysis of existing conditions,[3] and a shared Community Vision.

Regional Role. The Plan focuses on communicating the role Elk Grove plays in the larger Sacramento area and moving Elk Grove forward as a prominent player in the region. Within the larger regional context, Elk Grove is often considered a bedroom community, with a large number of residents who live in the community but work elsewhere. Through the General Plan, the City will continue to encourage nonresidential development to provide opportunities for local employment. Designating areas for employment centers to act as hubs for new jobs and spaces for innovation is a central component of the Plan.

The community engagement process included a series of outreach activities designed to solicit input from the community and other interested parties on important topics.

The existing conditions analysis is a current snapshot of existing conditions in Elk Grove.

A shared Community Vision outlines a unified Vision Statement for the City and identifies a series of Supporting Principles on topics important to the General Plan and desired outcomes for Elk Grove's future.

Growth Management. The Plan strikes a desirable balance between growth—and the requisite increase in jobs, development, and amenities—and preserving existing structures, resources, and community character. These items are not necessarily in direct competition, but can become so if growth is not managed carefully and aligned with community desires and values. By establishing clear parameters for future development, the General Plan facilitates development on vacant or underutilized lots in the City while also providing opportunities for purposeful expansion aligned with the Community Vision and regional growth objectives.

Economic Vitality. The Plan supports balanced and diverse growth to increase the level of commercial and industrial activity in the City and improve opportunities for residents to work in the community and/or have improved accessibility to their place of employment. Economic development goals and policies focus on business retention and expansion, business attraction, and economic diversity by promoting advanced technologies such as fiber optic Internet and Citywide information services. The Plan also reaffirms the City's ongoing commitment to the preservation of rural lands in Elk Grove's eastern portion, providing an opportunity to showcase this aspect of Elk Grove's heritage through agritourism. A variety of housing across income levels and lifestyles creates options for employers and employees to live close to work or in an area with increased accessibility to work.

Community Identity. The Plan promotes a welcoming and thriving civic core, preservation of Old Town as a showcase for community heritage, and a continued focus on the integration of parks and schools as focal points in the community.

Rural and Agricultural Heritage. The Plan ensures that the character of Elk Grove, based on a legacy of agriculture and a rural lifestyle, is preserved. Rural housing and infrastructure options continue to protect agricultural uses.

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3. See the Existing Setting discussions in the General Plan Environmental Impact Report for existing conditions analysis.

Parks, Trails, and Open Space. The Plan maintains the high level of safety, cleanliness, and well-kept amenities that characterize the City's local parks. Supporting walking and biking connections locally and regionally increases access to and enjoyment of both active and passive open spaces, including enhanced access to natural resources such as the Cosumnes River Preserve.

Outreach Meeting on the General Plan Update

Mobility. The Plan recognizes the need to tailor mobility infrastructure to an area's surrounding context, particularly in the eastern, more rural portions of the City where the population density is lower. A complete street in a rural area will be different from one in an urban area. The Plan recognizes local, regional, and State transportation objectives, reflecting a need to shift goals and policies regarding how roadway operations are measured and analyzed. The Plan provides for a range of transportation choices, including transit as a clean, safe, and accessible mobility option.

Healthy Living. The Plan addresses sustainability and healthy living options in Elk Grove, such as improving resiliency to a changing climate, encouraging green technologies, and promoting resource conservation.

Community Services. The Plan considers the needs of all demographic segments of the community, including youth, the elderly, and disadvantaged families. The Plan encourages access to public services that provide assistance for community members as well as promoting gathering spaces throughout the community that meet basic needs and improve the quality of life.

These issues and considerations are expressed through nine Supporting Principles that provide specific guidance for General Plan goals and policies (see Chapter 2: Vision).

THE GENERAL PLAN

A general plan serves as the primary policy document for a community, designed to implement the long-term vision for what a community wants to be in the future and how it will grow in the coming decades.

PURPOSE AND USE OF THE GENERAL PLAN

Elk Grove's General Plan establishes an overarching framework for future planning. It guides private and public development of the City in a manner that reflects the community's vision and values. This General Plan is also adopted to comply with the State law requirement that each city prepare and adopt a comprehensive and long-range general plan for its physical development.[4] Accordingly, this General Plan is a legal document fulfilling statutory requirements relating to background data, policies, and maps. The mandated elements of a general plan are incorporated throughout the chapters, and summarized in Table 1-1 and Figure 1-3 later in this chapter.

The General Plan is intended to be used by a variety of people for different purposes:

Feedback Poster from the General Plan Update

- The Planning Commission and the City Council will consult the General Plan in decision-making activities.
- City staff will refer to General Plan policies and standards when approving development and resource conservation programs and projects.
- The development community will use the General Plan as guidance when preparing development proposals.
- Community members can use the General Plan as a valuable resource for understanding the future of Elk Grove and the types of development that may occur in various locations.

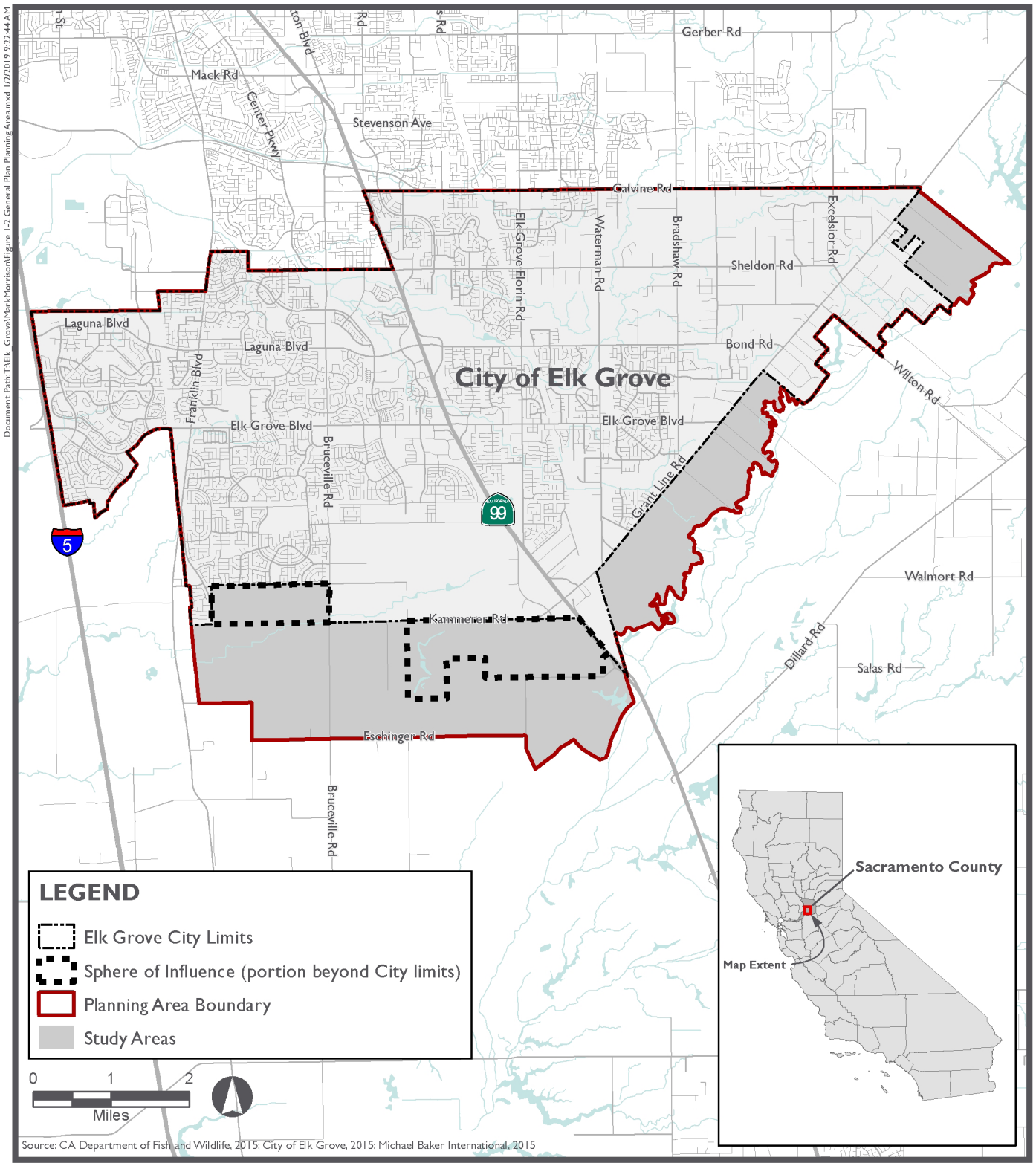
Through implementation of the goals, policies, and standards in the General Plan, the City is able to guide the community forward in a way that realizes the stated vision and desires for the future.

THE PLANNING AREA

The General Plan addresses all lands located within the City limits and an area beyond the City that, in the City's judgment, bears relation to its planning efforts. This entire area is referred to as the General Plan Planning Area and encompasses 31,238 acres, or roughly 48.8 square miles, as illustrated in Figure 1-2, Elk Grove has an interest in guiding land use and circulation decisions within the Planning Area because of the impacts that decisions made for these lands may have on quality of life in the City. The Planning Area includes an area into which the incorporated City boundaries may eventually expand, subject to approval by the Sacramento Local Agency Formation Commission.

4. *California Government Code Section 65300.*

FIGURE 1-2:
GENERAL PLAN PLANNING AREA



While State law allows for flexibility in how a general plan is structured, there are two requirements that must be met:

The general plan must be comprehensive. A general plan must address all mandated elements, regardless of organizational structure. Additionally, the geographic area addressed by the general plan must be comprehensive and cover all lands within the incorporated boundaries of a jurisdiction. The boundaries should also include lands that bear relation to planning efforts of the jurisdiction.

The general plan must be internally consistent. All chapters, including text and diagrams, of a general plan must be consistent with one another, meaning there are no internal conflicts in the provisions of any chapter. This requirement applies to mandated and optional topics addressed in the general plan, which are afforded equal weight.

Other policies and programs must be consistent with the General Plan. State law requires that the City's Municipal Code (including the Zoning Code), any specific plans, area plans, and other policies and standards must be consistent with the General Plan. For more information, see Chapter 10: Implementation Strategy.

Sacramento County has jurisdiction and land use authority over lands located outside of the City limits but within the Planning Area. While the City has no jurisdiction over the determination of land use policy in these areas, the City can communicate land use policy expectations to the County consistent with this Plan. Beyond the City limits, this General Plan is essentially advisory as it reflects the City's desire for the future uses in these areas.

TOPICS ADDRESSED IN THE GENERAL PLAN

State law mandates that general plans address eight topics (referred to as "elements"): land use, circulation, housing, conservation, open space, noise, safety, and environmental justice.[5] The local agency may incorporate optional elements to address issues of local importance. All elements, whether mandatory or optional, have the same level of importance and legal weight, and the plan must be an integrated, internally consistent, and compatible statement of policies.[6]

State law also specifically provides that a general plan may be adopted in any format deemed appropriate or convenient by the legislative body.[7] This flexibility in organization recognizes that each local agency should have discretion in determining a format that best fits its unique circumstances.

The Elk Grove General Plan takes advantage of this flexibility to organize chapters around a series of key themes to better reflect local issues and context and minimize redundancies between the mandated elements. This approach allows the General Plan goals and policies to focus on implementation of the Plan's vision while still incorporating the requirements of the eight mandated elements. Table 1-1 and Figure 1-3 demonstrates how each mandated element is addressed in the applicable chapter(s) of this General Plan.

5. *California Government Code Section 65302.*
6. *California Government Code Section 65300.5.*
7. *California Government Code Section 65301.*

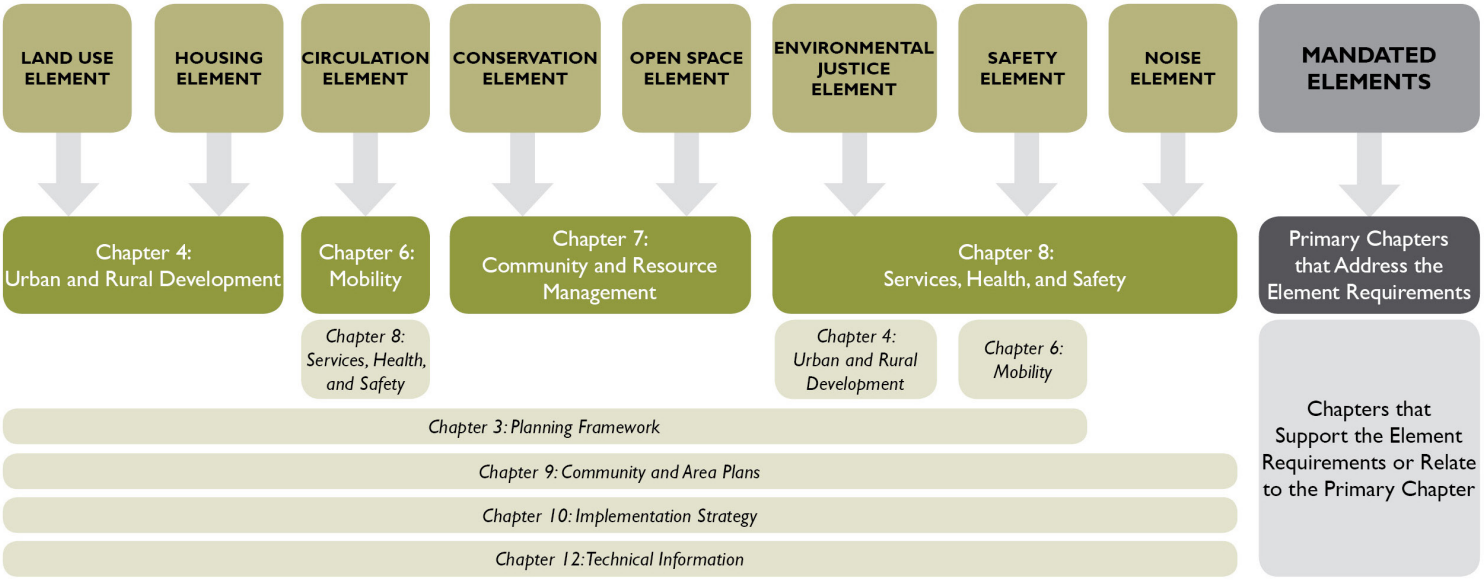
TABLE 1-1:
MANDATED ELEMENTS BY GENERAL PLAN CHAPTER

Elk Grove General Plan Chapters	Mandated Elements[1]							
	Land Use	Circulation	Housing	Conservation	Open Space	Noise	Safety	Environmental Justice
Chapter 1: Introduction								
Chapter 2: Vision								
Chapter 3: Planning Framework	O	O	O	O	O		O	O
Chapter 4: Urban and Rural Development[2]	X		X					O
Chapter 5: Economy and the Region								
Chapter 6: Mobility		X					O	
Chapter 7: Community and Resource Protection				X	X			
Chapter 8: Services, Health, and Safety		O				X	X	X
Chapter 9: Community and Area Plans	O	O	O	O	O	O	O	O
Chapter 10: Implementation Strategy[b]	O	O	O	O	O	O	O	O
Chapter 11: Glossary and Acronyms								
Chapter 12: Technical Information	T	T	T			T	T	T

Key:
X = Chapter that primarily addresses element requirements pursuant to the Government Code.
O = Chapter that has policies or discussion that supports the element requirements or addresses components pursuant to the Government Code not addressed in the primary chapter.
T = Chapter has technical information mandated by the element requirements in the Government Code.
Notes:

1. *California Government Code Section 65302.*
2. *Chapter 4: Urban and Rural Development contains the Housing Element goals and policies and Chapter 10: Implementation Strategy contains the Housing Element programs, which are updated separately from the remainder of the General Plan in order to comply with the mandated timelines for certification by the California Department of Housing and Community Development.*

FIGURE 1-3:
MANDATED ELEMENTS BY GENERAL PLAN CHAPTER



GENERAL PLAN ORGANIZATION

This General Plan is organized around a series of key themes, allowing the Plan to focus on implementation of the vision in a manner that reflects issues of importance to the community. The chapters of the General Plan include:

Chapter 1: Introduction. This chapter provides an overview of the purpose, intent, and organization of the General Plan.

Chapter 2: Vision. This chapter identifies the Community Vision for the City of Elk Grove, expressed as a Vision Statement and Supporting Principles.

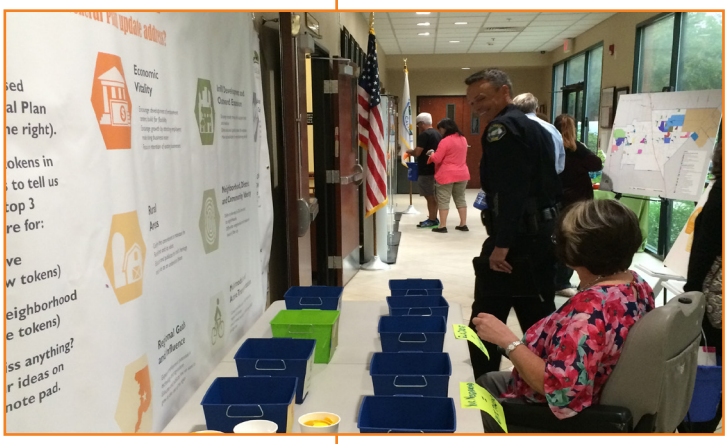
Chapter 3: Planning Framework. This chapter identifies the three main long-range planning policy diagrams—the Land Use Diagram, the Transportation Network Diagram, and the Resource Conservation Diagram—and lays out key concepts and factors underlying each diagram. These maps set the basic framework for all subsequent policy chapters.

Chapter 4: Urban and Rural Development. This chapter presents the City's goals and policies for development and expansion of urban areas, including both infill development and annexation of new land into the City, as well as ongoing preservation of rural areas and agricultural uses. It also summarizes key goals and policies from the City's Housing Element and how these relate to urban development and expansion.

Chapter 5: Economy and the Region. This chapter presents the City's goals and policies for economic vitality and economic development. It also discusses regional coordination with public and private entities related to economic goals.

Chapter 6: Mobility. This chapter presents the City's goals and policies for multimodal and active transportation circulation systems, including complete streets design, public transit, maintenance and expansion of the roadway system, and the rail transportation network. It also addresses related transportation topics, including safety and metrics for measuring roadway efficiency and vehicle miles traveled.

Chapter 7: Community and Resource Protection. This chapter presents the City's goals and policies for preserving the character and identity of neighborhoods and districts, protecting historic and cultural resources, promoting arts and culture, providing public open spaces and recreational facilities, and conserving the environment and natural resources. It also summarizes community governance and decision-making goals and processes.



General Plan Update Event

Chapter 8: Services, Health, and Safety. This chapter presents the City's goals and policies for health and safety, including disaster and emergency preparedness, public safety services (police and fire), and noise. It discusses specific risks, such as hazardous materials and waste, flooding and drainage, and geologic and seismic hazards, and outlines policies to address these risks. It also discusses environmental equity/justice and community health and presents the City's goals and policies for community services, including libraries, schools, and youth and senior services.

Chapter 9: Community and Area Plans. This chapter comprises four Community and Area Plans that further refine the goals and objectives of the General Plan in specific geographic areas of Elk Grove.

Chapter 10: Implementation Strategy. This chapter identifies actions to implement General Plan goals and policies and identifies the lead entity responsible for each action.

Chapter 11: Glossary and Acronyms. This chapter defines terms and lists common abbreviations and acronyms used throughout the General Plan.

Chapter 12: Technical Appendices. This chapter contains technical appendices to various sections of the General Plan, including a report on employment dynamics in Elk Grove, an analysis of disadvantaged communities in the Planning Area, a background report on the City's Housing Element, and an assessment of Elk Grove's vulnerability to risks related to climate change.

POLICY CHAPTER ORGANIZATION

Chapters 4 through 9 of this General Plan contain the goals, policies, and standards related to the various policy topics covered by the Plan. Each policy chapter is organized as follows.

- **Overview.** This section briefly explains what the chapter is intended to do and the reason for the particular chapter. The overview includes a brief summary of background information and considerations to establish the context and basis for goals and policies.

- **Relationship to Other Chapters.** This section identifies the other chapters of the General Plan that are related to or may provide support to the goals and policies presented in the chapter.

- **Supporting Principles.** This section identifies applicable Supporting Principle(s) and explains how they are carried out by the goals and policies of the chapter.

- **Goals, Policies, and Standards.** The goals and policies included in each policy chapter provide a blueprint for achieving the Community Vision for Elk Grove and will help guide future decisions. Standards for compliance may also be identified in association with select policies in each policy chapter. Certain policies and standards noted throughout the Plan have been identified as mitigation measures in the General Plan EIR.

  Goals. Each goal is accompanied by discussion that provides a basis for the implementing policies.

  Policies. Policies are organized by subject and identified by a policy topic. Because the General Plan is a comprehensive, coordinated document, many of the policies in each chapter are interrelated with policies in other chapters. Cross-references are provided at the policy topic level to assist the reader to make these connections and navigate to other applicable chapters of the General Plan.

  Standards. Standards are associated with select policies and identify specific metrics that would implement that policy.

Goal: Goals are "end-state." They are long-range statements of the desired outcomes for the community regarding a particular issue. Goals direct and organize the policies of the Plan.

Policy: A policy is a specific medium- or short-range statement of principle to guide decision-making so there is continuing progress toward the attainment of stated goals.

Standard: A standard is a specific metric identified to implement a policy.

Community Outreach Event

FIGURE 1-4:
EXAMPLE OF POLICY CHAPTER ORGANIZATION

GOALS AND POLICIES: COMMUNITY INFRASTRUCTURE AND FACILITIES (CIF)

GOALS

GOAL CIF-1: MINIMAL SOLID WASTE GENERATION

Elk Grove has implemented regulations to manage waste and promote the reduction, reuse, and recycling of materials. These regulations minimize the use of natural resources and encourage the use of innovative materials and technologies.

POLICY TOPIC

POLICIES: REDUCED SOLID WASTE GENERATION

POLICY

Policy CIF-1-1: Facilitate recycling, reduction in the amount of waste, and reuse of materials to reduce the amount of solid waste sent to landfill from Elk Grove.

POLICY

Policy CIF-1-2: Reduce municipal waste through recycling programs and employee education.

STANDARD

Standard CIF-1-2.a: Recycle waste materials for all municipal construction and demolition projects.

POLICY

Policy CIF-1-3: Encourage businesses to emphasize resource efficiency and environmental responsibility and to minimize pollution and waste in their daily operations.

GOAL CIF-2: COORDINATED UTILITY INFRASTRUCTURE AND IMPROVEMENTS

To maximize the efficiency of utility infrastructure improvements, Elk Grove can coordinate improvement projects with utility providers. This would allow facilities to be upgraded or installed at the same time to minimize service disruptions and impacts to surrounding properties during construction. Combining utility projects could also result in financial savings.

POLICIES: UTILITY UNDERGROUNDING

CIF-2-1: Where existing overhead utilities are undergrounded by the City or a utility at the direction of the City, no future overhead utilities shall be added at that location. (See Standard LU-5-3.b egarding private undergrounding of existing overhead utilities as part of development project approval.)

POLICIES: INFASTRUCTURE IMPROVEMENT COORDINATION

CHAPTER - PAGE NUMBER

EXAMPLE

FIGURE 1-4:
EXAMPLE OF POLICY CHAPTER ORGANIZATION

Policy CIF-2-2: Require that new utility infrastructure for electrical, telecommunication, natural gas and other services avoid sensitive resources, be located so as to not be visually obtrusive, and, if possible, be located within roadway rights-of-way or existing utility easements.

Policy CIF-2-3: To minimize damage to roadways and reduce inconvenience to residents and businesses, the City shall seek to coordinate roadway utility efforts so that they are installed in a single operation whenever possible. Multiple installations, in which separate utilities are installed at different times and/or in different trenches, are specifically discouraged.

Policy CIF-2-4: Maintain, improve, and modernize existing facilities and services when necessary to meet the needs of Elk Grove residents and businesses.

GOAL CIF-3: ELK GROVE IS A LEADER IN INNOVATIVE TECHNOLOGY INFRASTRUCTURE

To ensure Elk Grove's competitiveness for businesses and technologically focused residents, the City can partner with telecommunications providers to offer advanced technologies such as fiber optic internet and Citywide information services. Developing the infrastructure necessary for fiber optic internet can be hastened by requiring that fiber conduit be laid in new development areas. These technologies can be a significant incentive to companies and potential residents looking to relocate to Elk Grove.

Policies: Technology Infastructure

Policy CIF-3-1: Be a regional leader in technology infrastructure.

Policy CIF-3-2: Encourage and coordinate with service providers to utilize advanced technologies such as fiber optic internet and Citywide information services.

Standard CIF-3-2.a: Conduit to support future technologies shall be laid in new development areas as a condition of project approval.

Policy CIF-3-3: Support technology that builds on the City's agricultural legacy.

Policy CIF-3-4: Acknowledge and adapt to innovations in technology to facilitate infrastructure investments as appropriate.

EXAMPLE

NAVIGATING THE GENERAL PLAN

To assist the user of the General Plan in understanding how this Plan is intended to be applied, consider the following:

Community Outreach During Development of the General Plan

Directive Terms. Terms in goals, policies, and standards such as "shall," "require," and "must" are directive and are to be narrowly construed. Other terms such as "should," "encourage," and "may" are less rigid and may be interpreted as a flexible directive.

Language of Approximation. Terms such as "about," "approximately," or "roughly" are intended to be used flexibly and should not be read to either represent a specific amount or to mandate ratios or a particular margin of variation.

Priorities. Some policies and actions may be identified as a priority. When multiple policies or actions are identified as a priority for the same subject matter, all priorities and related context should be considered prior to reaching a decision. Multiple priorities identified for the same topic are not intended to confer priority of one policy or action over another.

Guidance Text. Some policies may include guidance text, typically preceded by "examples include" or some variation on this term. This guidance text is intended to assist staff to implement the related policy.

AMENDMENTS TO THE GENERAL PLAN

While the General Plan is a long-range planning tool, it is important for the Plan to remain current and to reflect local issues and policies. State law allows the City to amend the General Plan up to four times each year to ensure it is consistent with the conditions, values, expectations, and needs of the community. California's General Plan Guidelines note:

> *The general plan is a dynamic document because it is based on community values and an understanding of existing and projected conditions and needs, all of which continually change. Local governments should plan for change by establishing formal procedures for regularly monitoring, reviewing, and amending the general plan.*

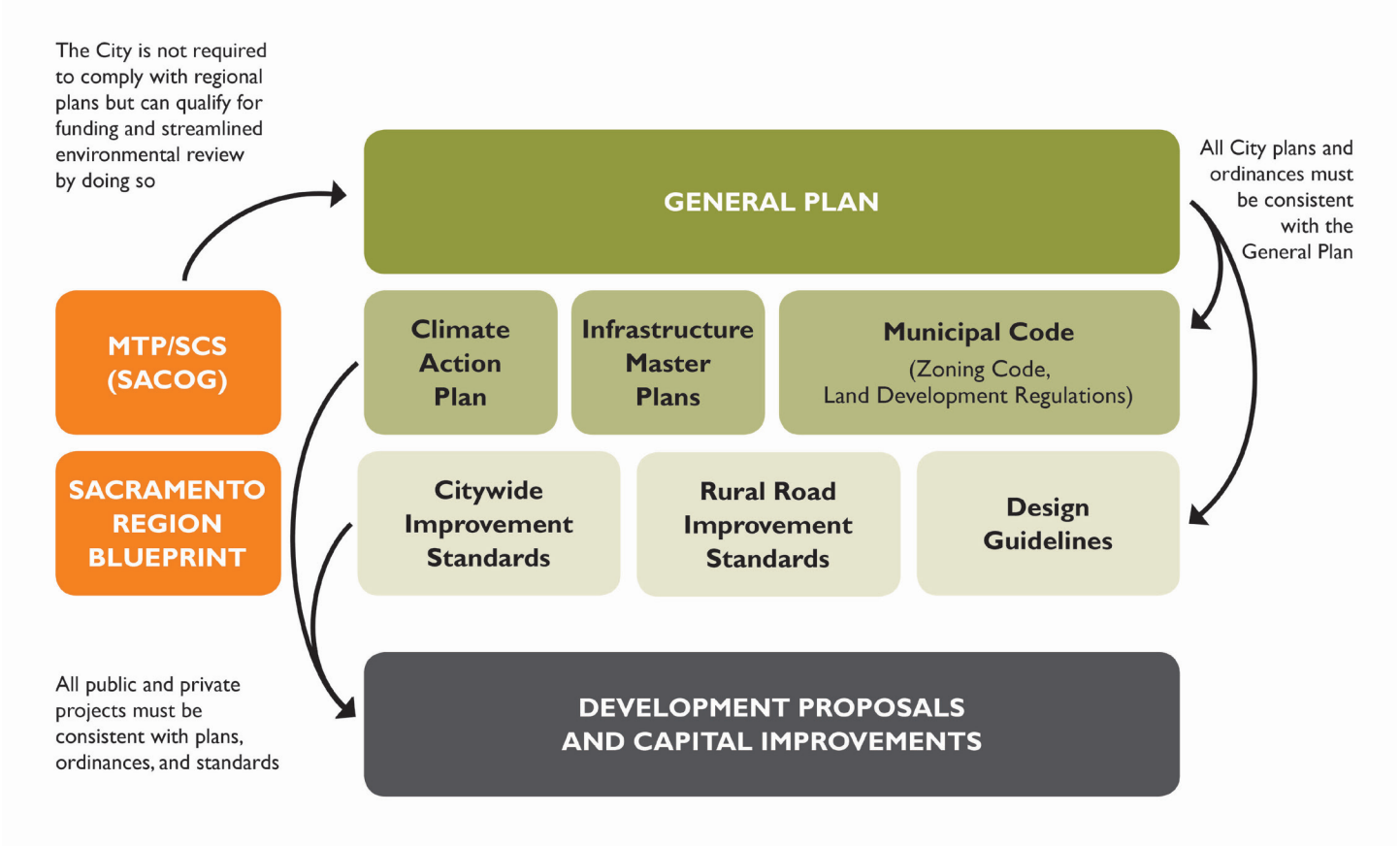
Good planning requires periodic review of the General Plan to accommodate changing conditions and priorities. As circumstances or the City's desires change, this General Plan may be amended by the City Council following review by the Planning Commission. The City Council's biannual retreat strategic planning process is one way in which the City will assess progress toward implementing the General Plan and ensuring it remains relevant on issues that may arise.

Periodic revisions to a jurisdiction's housing element are required by State law, but there is no required regular update for any other portion of the general plan. However, the State often mandates updates to specific elements of a general plan as part of the required housing element update.

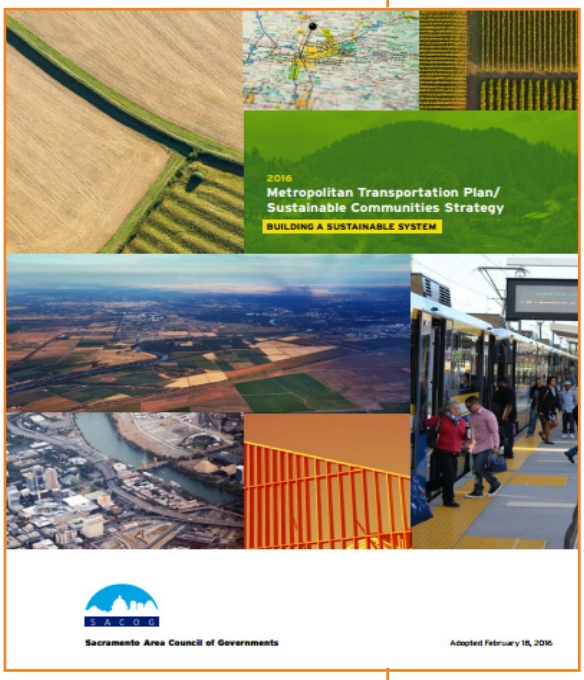
RELATIONSHIP TO OTHER PLANNING EFFORTS

While the General Plan is the primary policy document guiding City growth and decision-making related to development and conservation issues, it aligns with applicable regional planning efforts, as appropriate. The General Plan also relies on various related City documents to implement goals and policies (see **Figure 1-5**).

FIGURE 1-5:
GENERAL PLAN RELATIONSHIP TO OTHER PLANNING DOCUMENTS



Regional Planning Efforts



The SACOG MTP/SCS

In 2004, SACOG developed a Blueprint Transportation and Land Use Plan (Blueprint) to plan for a future that could support anticipated regional growth through 2050. The Blueprint addressed coordinated land use, air quality, and transportation needs in the region and informed the development of the Metropolitan Transportation Plan/ Sustainable Communities Strategy (MTP/SCS), adopted by SACOG pursuant to Senate Bill (SB) 375. The MTP/SCS provides policy and strategy suggestions for local jurisdictions to promote smart land use, environmental quality and sustainability, financial stewardship, economic vitality, access and mobility, and equality and choice while addressing the State-required reduction of greenhouse gas emissions from passenger vehicles.

While the City may strive to achieve this regional vision, the policies in the MTP/SCS are not mandatory for the City to follow, and the MTP/ SCS does not regulate local land use decisions. Rather, the MTP/ SCS relies on voluntary land use decisions by SACOG member cities and counties. However, SACOG works with local jurisdictions in the development and implementation of the MTP/SCS to ensure that any city, county, or public agency has access to federal transportation funding for individual transportation improvement projects included in the MTP/ SCS project list. As appropriate, applicable MTP/SCS strategies have been incorporated in this General Plan.

Implementing Documents

The City uses a number of plans and ordinances to implement General Plan goals and policies. Each provides additional guidance either for a specific topic or for subareas of the City, with varying levels of regulatory authority. These documents must remain consistent with the General Plan, as amended over time. See Chapter 10: Implementation Strategy for a summary of implementing documents.

California Environmental Quality act

The State legislature adopted the California Environmental Quality Act (CEQA) in response to a public mandate for thorough environmental analysis of projects that could affect the environment. The provisions of the law and environmental review procedures are described in the CEQA Statutes and Guidelines (Public Resources Code Sections 21000–21189). A separate Environmental Impact Report (EIR) prepared for the General Plan is the instrument for ensuring that the environmental impacts of the Plan are appropriately assessed and mitigated. Subsequent projects to the General Plan are also subject to CEQA review and may require further analysis.

GENERAL PLAN IMPLEMENTATION

While this General Plan includes policies and standards to guide Elk Grove's growth and decision-making, it is not intended to answer every question that will be faced by the City over the lifetime of the Plan. This General Plan is also not intended to be a step-by-step guidebook for its own implementation. Future work will be needed to fully implement this General Plan, as identified in the Implementation Strategy (Chapter 10).

The implementation strategy provides a framework to coordinate Citywide efforts to execute the policies identified throughout the General Plan and is organized around a series of implementation actions. Additional guidance text is included in the implementation strategy to assist staff in developing more meaningful work tasks when carrying out identified actions.

Community Outreach During Development of this General Plan

CITY OF ELK GROVE
Place a pin to show us where you live!
ELK GROVE
A BRIGHTER FUTURE
LEGEND
Parks/Open Space
City Boundary
Major Roadways
Interstate/Highway
Elk Grove City Hall
RATE YOUR NEIGH
Consider your neighborhood and place a stic
COMFORT & IMAGE
Overall attractiveness
Feeling of safety
Cleanliness/quality of maintenance
Comfort of places to sit
ACCESS & LINKAGES
Connectedness of roads leading to the place
Ease in walking or biking to the place
Transit access
Clarity of information/signage
USES & ACTIVITIES
Mix of stores/services
Frequency of community events/activities
Overall busyness of area
Economic vitality
SOCIABILITY
POOR
Ease of getting to know neighbors
Evidence of volunteerism
Sense of pride and ownership
Presence of children and seniors

CHAPTER 2: VISION

CREATING OUR VISION

The Community Vision for Elk Grove, expressed through a Vision Statement and a series of Supporting Principles, is a declaration of the kind of community that Elk Grove wants to become in the future and sets the course for this General Plan.

The Community Vision draws upon findings derived from research into existing conditions, demographics, and trends in Elk Grove, and was crafted based on input provided by the community during a visioning process. The City conducted community engagement events between August and December of 2015 to identify key values and issues, with subsequent outreach activities that allowed for refinement of the Community Vision. City staff and officials contributed their feedback at joint City Council/Planning Commission study sessions. Representatives from organizations with an interest in the community shared their visions through focused interviews. Members of the public offered input at mobile workshops conducted at community events held throughout the City and at an all-day visioning workshop.

What is a Community Vision

A community vision is a long-term aspiration describing a community's values and shared image of what a community wants to be in the future. Put simply, it describes the ideal condition of a community.

COMMUNITY VISION

The Community Vision establishes the basis for General Plan goals and policies. The Vision Statement describes the values and aspirations for Elk Grove in the future. It identifies key characteristics necessary for sustaining what is important to the community and for Elk Grove to achieve its potential. The Vision Statement is supported by nine Supporting Principles, statements that together contribute to the larger Community Vision and provide more specific guidance for General Plan goals and policies.

VISION STATEMENT

The City of Elk Grove is…

A great place to make a home, a great place to work, and a great place to play. Our community is diverse, healthy, safe, and family-oriented, with thriving schools and plentiful parks, shops, and places to work. Agriculture, rural homes, and urban life flourish together. Our natural resources, including water and open spaces, are protected and offer a variety of recreational opportunities. Community members travel easily by automobile, by bicycle, on foot, or using transit. The City is proactive in making daily life healthy and sustainable—considering the needs of future generations while protecting what is valued today.

Well-maintained infrastructure and the right mix of services and amenities draw new and dynamic businesses and development to Elk Grove. Development is guided to ensure responsible growth and opportunities for a diversity of individuals who call Elk Grove home.

SUPPORTING PRINCIPLES

Regional Goals & Influence – Our Regional Neighbors Know Us & Our Contributions

Elk Grove occupies a prominent place in the regional dialogue. The City's identity and brand are clear in the minds of its neighbors, and our unique sense of place makes our City an appealing destination to live, work and visit. Our contributions to the region continue to strengthen that identity and include recreational opportunities, higher education, job centers, and quality neighborhoods. City officials engage with other cities, Sacramento County, and other partners to plan and build for an ever more dynamic region. The City's employment potential within the regional economy is fulfilled.

New businesses have emerged, providing new employment centers that support technology and build from our agricultural roots. Both housing and jobs are available in the community, providing flexible opportunities for many lifestyles including the opportunity to live-work-and play, within the distance that can be walked in twenty-minutes.

Elk Grove City Hall

Infill Development & Outward Expansion – Development Fills in the Gaps & Expansion Occurs with Purpose

Unfinished, undeveloped gaps found throughout the City become opportunities to develop economically successful compact and walkable additions that provide added value to our community as well as new job opportunities and lifestyle improvements while reducing dependence on single occupancy vehicles. Existing small businesses are protected even as we invite in new businesses and different economic opportunities. New development plans are grounded by community needs and market demand, and are carried out efficiently and holistically. New housing built in a variety of shapes and sizes to meet the needs and desires of our diverse community also fills in these gaps.

Infill development is consistently executed with programs that address impacts and encourage innovative urban design and building solutions. A creative growth management strategy allows expansion to occur when economic need, community vision, and regional goals align. There is a strong system in place to guarantee that as the community accommodates new neighbors and new jobs, it continues to maintain and improve facilities and services, such as schools, roads, and parks. Our development review process works to ensure that new development is compatible with surrounding neighborhoods and to preserve the character of our community.

Economic Vitality – Our Economy is Diverse & Balanced & Enhances Quality of Life

Major employment centers make their home in Elk Grove, and where appropriate are seamlessly connected to emerging neighborhoods and expanded transit options providing employment opportunities and stimulating ancillary businesses as well. We continue to invite businesses that are competitive in the region and set the stage to attract these businesses by providing resources and amenities they need. Old and new businesses together improve our lives by providing new jobs as well

Community Retail

Old Town Elk Grove

Rural Elk Grove

as convenient places to access amenities and entertainment. Elk Grove has a diverse economy that builds from our heritage, but also invites in new and changing industries. Higher education and technical training are available to our community members as they pursue diverse job opportunities in these new industries. The City is leading the way in innovative technology infrastructure, technical education opportunities, sports activities and entertainment, and a safe and crime-free environment. Employment centers are set in exciting and vibrant neighborhoods and districts with great quality-of-life amenities including pedestrian friendly design and a mix of uses to attract and retain the best and the brightest in their respective disciplines. All these features combined attract business and offer a better quality of life for individuals and families of all incomes, ages, abilities, and backgrounds.

Growth and development in the City are built with our historic resources and identity in mind. These businesses bolster the community by providing jobs, services, goods, and recreational opportunities for residents.

Community Identity – City Core, Heritage & Well-Known Neighborhoods

The City includes a civic core that offers central gathering spaces which all community members may enjoy and feel welcome in. The City and community organizations partner to foster a thriving and safe civic core. Successful projects and annual events enhance vitality and camaraderie in this place.

Old Town Elk Grove continues to protect and showcase our heritage for the enjoyment of residents and visitors alike. This unique district is a source of pride and identity for Elk Grove residents.

All of our neighborhoods are built around our top-notch parks and schools. Preservation and change in our neighborhoods are guided by values of diversity, neighborly spirit, and small-town character.

Rural Areas – Protecting Our Farming Heritage & Rural Life

We celebrate the Rural Area and its heritage, and balance that heritage with other needs, services, and lifestyles desired in Elk Grove. The Rural Area is valued in our community for its aesthetic and cultural significance, as well as the economic and educational opportunities that agriculture provides. Our commitment to maintaining the Rural Area is clear and codified in core planning documents through programs that preserve the aesthetics and style of our rural heritage. Agricultural producers and other land uses remain good neighbors, each with desired services and infrastructure needs fully met.

Open Space & Resource Management – Outdoor Recreation Is Right Outside Our Door

Our parks and trails are high quality and highly valued, providing regional destinations for outdoor recreation and active living. We continue to enhance

and maintain our recreational open spaces so that they are safe, connected, and accessible to all. Our trails connect easily to other trails and parks in the region, and community gardens are a source of local food and local involvement. Homes in the Livable Employment Area are for the most part within an 1/8 mile of pocket parks or playgrounds, and ¼ mile from civic greens or parks.

Recreation at Elk Grove Park

Multimodal & Active Transportation – Moving Around Anywhere, Any Way

Our residents, workers, and visitors need to move about efficiently, and have a variety of ways to do so. Connected transportation networks, regional coordination, and public and active transportation options are priorities for our community. Connected and mobile community members have the ability to travel within the City and to other places in the region by a variety of methods, with seamless transitions between modes and regions. Our community has roadways in place that allow for efficient movement and safe travel spaces for all modes of travel. New roadways follow the principles of "Complete Streets". The infrastructure and facilities for pedestrians, bicyclists, and transit users are clean, safe, and well maintained, and walkways and bike lanes are continuous and complete with convenient connections to local and regional transit. Amenities such as bus shelters make riding transit comfortable and convenient in our community. We are committed to extending transit service with good frequency and route coverage to future expansion areas of the City.

Transit at Elk Grove

Sustainable & Healthy Community – Clean, Green Practices & Healthy Living

Sustainable practices are at the forefront of environmental concerns in Elk Grove. Organizations, businesses, and residents desire a city that is adaptive to and resilient against climate change, is a leader in conservation, and embraces innovations in green technologies. The City layout and land uses promote healthy living, with healthy grocery options and destinations nearby that people can get to by walking and biking. The City's residents and businesses recognize the importance of responsible resource use, and they work together to conserve and use water and energy to their full potential. The City follows good, innovative design principles for urban spaces and infrastructure to enhance sustainability and resiliency.

Opening of the Lewis Stein Bridge

Coordinated Services, Technology, & Infrastructure – Services for the Needs of All Residents

Safety and services are important to all members of our community, and services for youth, seniors, and disadvantaged families are readily available. Entertainment and social centers create a thriving and diverse economy and give residents a place to shop, play, and relax. The City ensures that important services in our community, including social, housing, transportation, health, and education, are available and efficiently obtainable for community members who choose or need them to thrive.

Community Outreach Event

CHAPTER 3: PLANNING FRAMEWORK

INTRODUCTION

Three fundamental components of this General Plan describe how the Community Vision will be realized in the Planning Area: the Land Use Plan, the Transportation Plan, and the Resource Conservation Plan. Together, these plans establish a physical framework for General Plan goals and policies. These components describe how land may be developed, how people and goods will get around, and how important natural resources will be protected in the future as Elk Grove becomes the community described in the Community Vision. They are presented together in this chapter along with background information describing how each plan was prepared in order to provide structure for goals and policies in subsequent chapters that support achieving the plans.

CITY LIMITS AND STUDY AREAS

As noted in Chapter 1: *Introduction*, the General Plan addresses all lands located in the Planning Area, which comprise both the City limits and an area located beyond the City that relates to its future planning goals. Within the Planning Area, four areas have been identified for potential expansion of the City limits, as shown in **Figure 3-1**. These areas are referred to as Study Areas, as described below.

- The **North Study Area** is an approximately 646-acre area adjacent to both the northeastern corner of the City limits and to Grant Line Road near the Sheldon area. The eastern boundary generally follows the 100-year floodplain boundaries.

- The **East Study Area** is an approximately 1,772-acre area southeast of Grant Line Road, running along the City boundary between existing 5-acre developments along Equestrian Drive and the railroad tracks to the southwest.

- The **South Study Area** is an approximately 3,675-acre area south of the City limit, with the north boundary at Kammerer Road (the southern edge of the Livable Employment Area); the south boundary at Eschinger Road, and the southeast corner dipping south and following the Cosumnes River back northeast to the east boundary at State Route 99; and the west boundary following Bruceville Road.

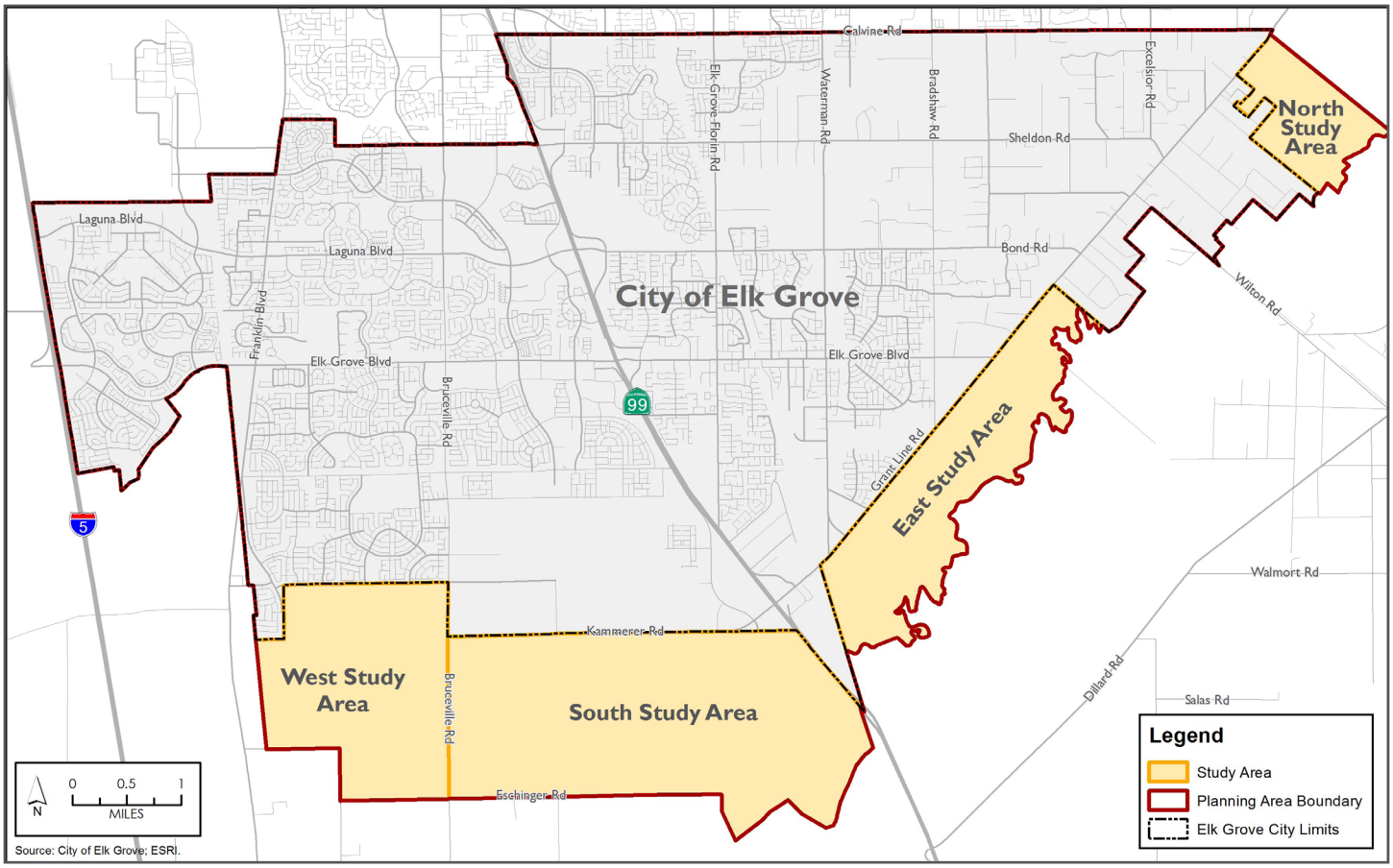
- The **West Study Area** is an approximately 1,914-acre area south of the City limit with a north boundary at Bilby Road; an east boundary along Bruceville Road; a south boundary at Eschinger Road, then north along Ed Rau Road and back west along Core Road; and a west boundary at the Union Pacific Railroad tracks.

It is the City's desire that these Study Areas provide options for future development when there is a demonstrated community benefit or need. While the Study Areas include much land currently (2017) classified as Farmland of Statewide or Local Importance, the City recognizes that there are limited opportunities for planned, orderly, efficient development of the City other than in these areas.

Components of the Planning Framework:

California Government Code Section 65302 requires that general plans contain several elements. It also requires diagrams to identify the location of land uses, circulation networks, and resources. The General Plan Guidelines emphasize that elements call for interrelated content. To reflect that interrelated nature, this chapter discusses and includes diagrams and maps that provide a basis for all required elements. It identifies key overlaps between related topics in the General Plan. Goals and policies for each specific topic are provided in later chapters.

FIGURE 3-1
GENERAL PLAN STUDY AREAS



Development in the Study Areas may provide opportunities for achieving the Community Vision that may not otherwise be accomplished through development exclusively within the City's existing limits. A growth strategy that balances economic need, community vision, and regional goals will guide potential expansion and development of the Study Areas, as identified in Chapter 4: *Urban and Rural Development*.

Change is a constant process observed over a specified time frame. Over the next several decades, Elk Grove expects a certain continuing level of change resulting from forces such as population growth, changing demographics, the need to replace aging buildings and improve existing homes, and an ever-evolving economy. Physical changes are guided by development that almost exclusively occurs through private forces based on market demand.

Varying levels of future change will occur throughout Elk Grove. There will be areas of the City where existing character and function will be largely preserved (such as single-family neighborhoods and rural areas). There will be older commercial corridors where reinvestment can benefit and enhance the community, including but not limited to: Elk Grove-Florin Road between Bond Road and Elk Grove High

School, and Elk Grove Boulevard between SR-99 and Old Town. Certain locations will be transformed by new development projects that provide jobs and/or housing for community members and new residents. This chapter describes these envisioned changes, the planned distribution and development density or intensity of future uses, and how land use goals will be achieved throughout the Planning Area and within each land use designation.

Land use is often considered the heart of the General Plan. The **Land Use Diagram** accounts for future changes by categorizing and mapping where housing, shopping areas, services, jobs, and open spaces are located today and where they are planned for the future. It considers existing land uses and anticipates where future development is expected to occur, based on market trends as well as input from the public and local decision-makers.

If land use is the heart of the General Plan, the transportation network is its circulatory system. The **Transportation Network Diagram** accounts for future roadways, pathways, and trails that meet the needs of all users, including motorists, pedestrians, bicyclists, public transportation users, individuals with disabilities, and seniors. The transportation system is a key public facility in Elk Grove that provides access to and mobility within the community and contributes to the design and character of the area. The design, location, and capacity of transportation infrastructure are based on intended priorities and levels of use as dictated by surrounding land uses and local and regional economic drivers.

Open space and conservation of natural resources are critical to the health and happiness of the City. The **Resource Conservation Diagram** identifies areas the City will endeavor to preserve and protect, including parks, waterways, ecological preserves, and places of historic significance. It also identifies areas within the 100-year and 200-year floodplains.

The **Composite General Plan Map** represents a composite of the Land Use Diagram, Transportation Network Diagram, and the Resource Conservation Diagram, illustrating their key components at a high level, as depicted in **Figure 3-2**. The Composite General Plan Map has been designed to achieve the Community Vision, while optimizing the performance of future land uses with respect to key objectives, including achieving a desirable jobs/housing ratio, reducing vehicle miles traveled (VMT) and greenhouse gas emissions, improving energy efficiency, and enhancing overall quality of life through a range of land uses and amenities.

Festival in Old Town Elk Grove

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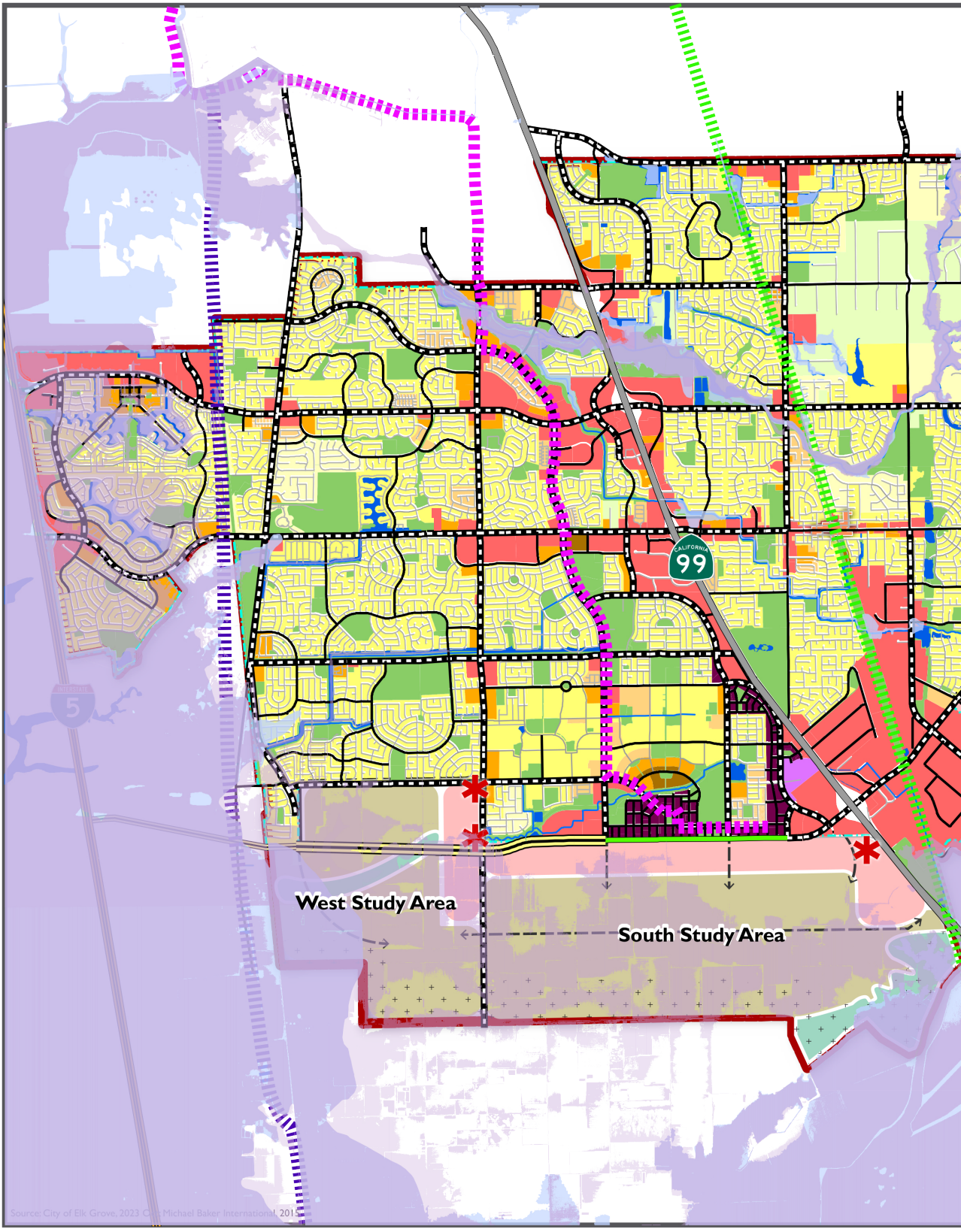
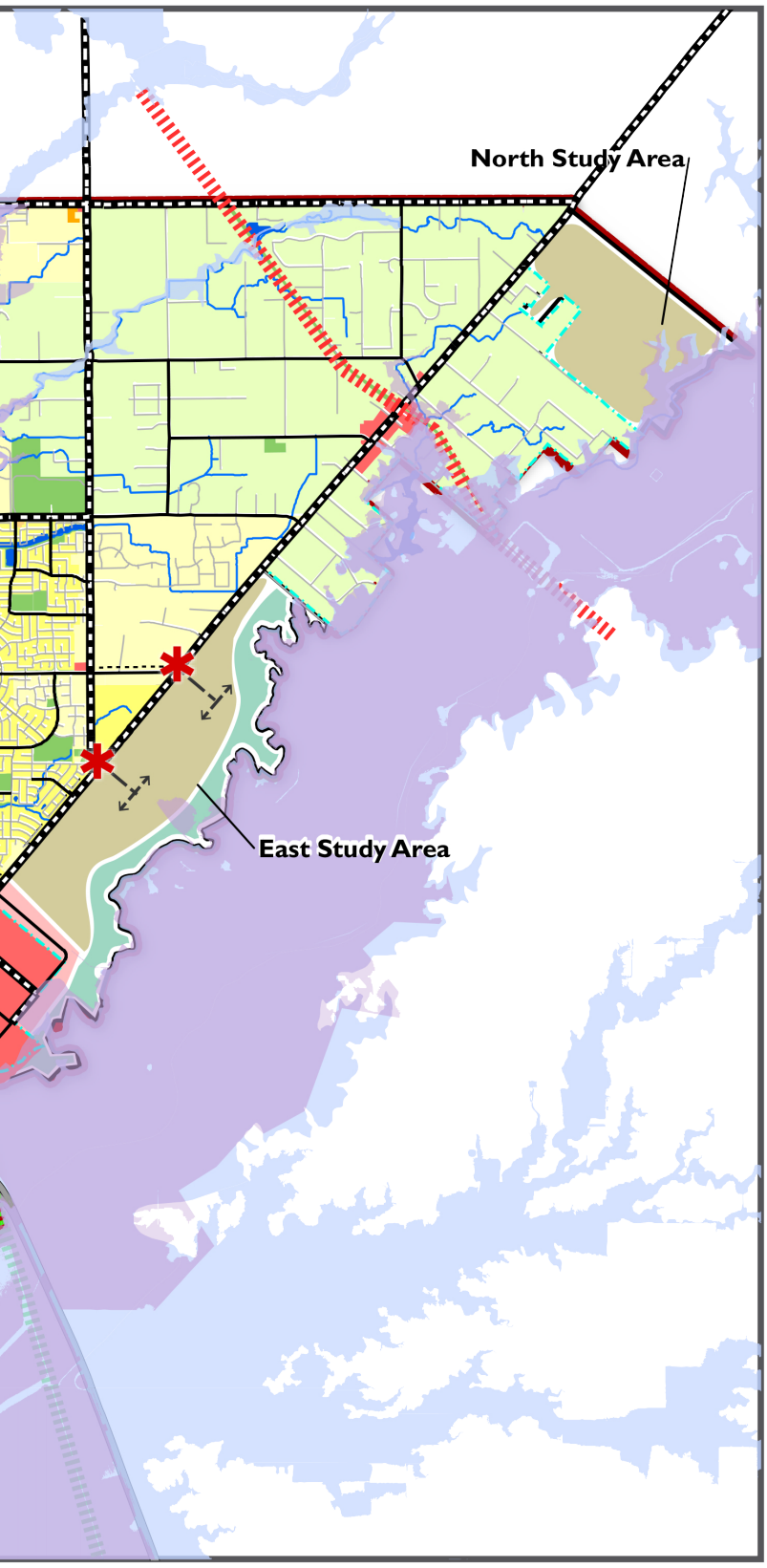


RE 3-2:
SITE MAP



LEGEND

- Planning Area Boundary
- Elk Grove City Limits
- Study Areas

General Plan Land Use

- Commercial and Employment
- Mixed Use
- Transect
- Rural Residential
- Estate Residential
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Public/Quasi-Public and Open Space
- Other

Study Areas

- Activity District
- Residential Neighborhood District
- Open Space District
- Agricultural Buffer
- Activity District Node
- Major Roadway

Resource Conservation

- Streams & Creeks (selected)
- Waterways and Drainage
- NRHP Listed Historic District - Elk Grove Historic District
- 100-year Floodplain
- 200-year Floodplain

Roadway Classification

- Freeway
- Principal Arterial
- Arterial
- Arterial/Collector
- Urban Avenue
- Future Fixed Transit Alignment
- Freight and Passenger Rail
- Freight Rail
- Historic Freight Rail

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THE LAND USE PLAN

The Land Use Plan establishes 24 different land use designations within six broad categories and identifies the density and/or intensity (as defined on pages 3-9 and 3-10) of development that may occur within each designation. The Land Use Diagram, presented later as **Figure 3-4**, illustrates in spatial form the general location and distribution of these land uses and intensities within the existing City. Land Use Programs for each Study Area, presented in Chapter 4: Urban and Rural Development, guide how areas outside the existing City may develop or be conserved in the future. Together, these strategies describe the future community form and character that Elk Grove residents, businesses, and decision-makers wish to achieve and a means to get there.

The Role of Land Use in Job Creation

The Land Use Plan provides opportunities for different types and scales of commercial and industrial development. Land use locations, sizes, and development requirements can be designed to be appropriate and allow for specific scales or types of business. However, market forces and individual business decisions ultimately drive development and job creation in a given area.

The City promotes desirable business development and job creation in a variety of ways. See Chapter 5: Economy and the Region.

KEY CONSIDERATIONS

A number of key considerations form the basis for the Land Use Plan, as described below.

Employment Growth and Jobs/Housing Balance

A healthy and sustainable economy is a critical component of the City's overall health and is often a prerequisite to achieving community goals including infrastructure improvements, adequate services, safety, and maintenance. Numerous factors determine the City's economic health, including the number and diversity of businesses, the number of jobs in relation to the resident workforce, resident income and wages, resident and business spending patterns, and levels of employment.

A jobs/housing ratio is a calculation of jobs per housing units available in a given area; a perfect balance is expressed as 1:1, or 1.0. A low jobs/housing ratio (less than 1.0) describes a housing-rich community with fewer available jobs for residents, while a high ratio (more than 1.0) describes a jobs-rich area with more jobs available for residents. In a community with a low jobs/housing ratio, working-age residents are more likely to need to commute to work, which, depending on their mode of travel, can contribute to regional congestion and air pollution and can increase individual time lost, stress, and travel costs. Establishing a better balance between jobs and housing can enhance quality of life and improve environmental conditions.

The Land Use Plan provides opportunities for a higher future jobs/housing ratio in Elk Grove than exists today. Elk Grove is located near Sacramento, which, as the State capital, is a large employment center. The City has relatively lower housing prices and generally offers more amenities than locations closer to the capital. These factors make the City an attractive housing location for many families, which, among other factors, contributes to a lower jobs/housing ratio (0.84) in Elk Grove compared to locations more proximate to the region's existing employment centers.

However, because Elk Grove is located at the edge of the Sacramento region, adding new jobs in Elk Grove without commensurate housing may be problematic. If the jobs added are not matched to the skill set of employees, workers will continue to commute

to jobs in Elk Grove from locations such as Natomas, Rancho Cordova, Folsom, and elsewhere in the region, contributing to longer commute times and higher VMT. To support reductions in both of these indicators and to improve resident quality of life, the Land Use Plan has been designed to support opportunities that would result in a jobs/housing ratio of approximately 1.2 at buildout. This ratio is considerably higher than existing conditions, but still below SACOG's planned regional average of 1.4, indicating that Elk Grove will increase its employment base while also continuing to serve an important role as a residential community for employees throughout the region.

The Land Use Plan is also designed to support the creation of a Major Employment Center according to SACOG's definition in the MTP/SCS. SACOG defines a Major Employment Center as an area (a) that supports concentrations of at least 10,000 "base" jobs (i.e., including manufacturing, office, medical, educational, and service employment, and excluding sectors like retail and restaurant uses), at an average density of eight or more jobs per acre; and (b) where 80 percent or more of the uses within the center are employment, not residential. While Elk Grove has both a substantial workforce and a concentration of jobs today (2017), there is a mismatch between the skills, experience, and aspirations of the local workforce and the employment opportunities that are locally available (see Chapter 12 for more information). The Land Use Plan has been designed to accommodate numerous locations that, when built out, would meet these criteria.

Rural Area Preservation

Rural areas, cropland, and irrigated pasture make up roughly one-third of Elk Grove's current land area. Much of this area, known as the Rural Area (or the Sheldon Area), has been identified by the community as an area with unique characteristics. The rural lifestyle of this area is typified by homes on lots generally 2 acres in size or larger. The Rural Area lacks the infrastructure typically found in an urban or suburban community, such as sidewalks, curbs and gutters, and widened, improved roads. The Rural Area is not part of the public sewer system; rather, parcels use individual or small combined septic systems. Most residents maintain their own wells for water. Another defining feature of the Rural Area is dedication to its agricultural roots, as small farms and livestock are allowed throughout the area.

Rural Elk Grove

Since incorporation, the City has established and affirmed a policy to retain the built and natural character of the Rural Area and to limit infrastructure. The Rural Area has enjoyed a level of self-determination, and protecting rural character is viewed as a fundamental local priority. Questions arise on a routine basis regarding why Elk Grove has sought outward expansion that is potentially inconsistent with regional plans and priorities, and the answers are related, in part, to preservation of the Rural Area. The growth strategy underlying the Land Use Plan maintains and codifies the City's long-standing commitment to maintain the heritage and character of the Rural Area. Many of the key preservation concepts are detailed in the Sheldon/Rural Area Community Plan presented in Chapter 9: *Community and Area Plans*.

Transit-Supportive Land Uses

Pedestrian Bridge over SR-99

Two key principles underlying the General Plan are providing for forms of urban development that are accessible by public transit and promoting development that supports levels of transit ridership that make quality public transit service in Elk Grove financially feasible. Land use and transit are closely linked and, if carefully planned and designed, can be mutually beneficial. Urban development that includes a diverse mix of active uses (e.g., residential, retail, services) and is dense enough to place high numbers of people near transit stops supports efficient transit service. Transit service that runs frequently and provides convenient routes throughout a community also encourages more people to use transit for their daily transportation needs, making more locations attractive and feasible for development.

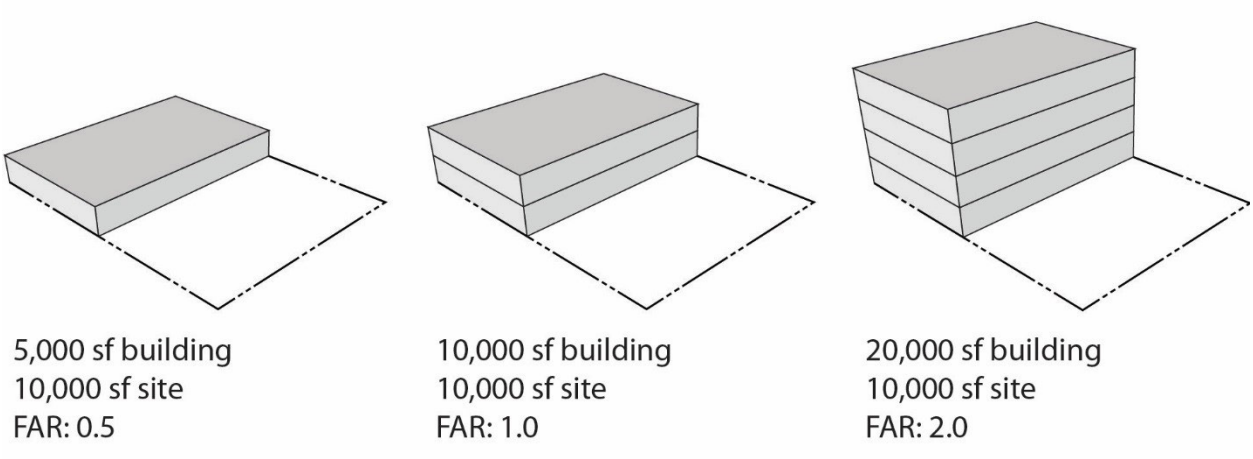
With this principle in mind, the Land Use Plan establishes land uses and corresponding development densities in appropriate locations of the City that will support efficient and high-quality transit service, giving residents and workers a broader range of transportation options. Transit routes, stations, and pickup locations will be selected to meet circulation needs, corridor functionality, and appropriateness within the neighborhood. In this way, the Land Use Plan supports the Transportation Plan as well as the goals and policies in Chapter 6: *Mobility*. These transit-supportive land uses will also help achieve other community goals related to air quality and greenhouse gas emissions, which are discussed in Chapter 7: *Community and Resource Protection*.

MEASURING AND CHARACTERIZING LAND USE

Density and intensity are two closely related concepts used to describe and measure the mass of buildings or other structures that occupy a given land area. For example, an urban downtown is a high-density form of development, while a typical single-family residential neighborhood represents a low-density form. Similarly, development intensity refers to the degree or scale of development on a site. High-intensity development is characterized by larger, more concentrated, and potentially multiple-story buildings on a site, preferably with parking accommodated in garages, whereas low-intensity development is characterized by smaller-scale building footprints with surface parking that may leave more open areas on a lot.

The density of residential land use is generally measured in terms of the number of dwelling units per gross acre (du/ac) of land (see definition of gross in Chapter 11); except that the Transect-Based Land Use Designations shall be based on net acre. The intensity of nonresidential (i.e., commercial or industrial) land use, as well as that of mixed land use areas, is generally measured in terms of floor area ratio (FAR), which describes the number of square feet of building on a site relative to the site's land area. FAR calculates the gross floor area of a building divided by the total net area of the site, expressed as a ratio. FAR generally excludes roof-top utility and surface or structured parking; see EGMC Title 23 for specifics on how to calculate FAR. The higher the FAR, the more intense the building may be on a site. For example, a site with 10,000 square feet of net land area would have a different FAR depending on the size of the building placed on the site, as shown in **Figure 3-3**.

FIGURE 3-3:
EXAMPLE FLOOR AREA RATIO CALCULATIONS



Density and building intensity are among the most important factors in shaping the character of the built environment. Higher-intensity built environments have a distinctly different "feel" and character than neighborhoods with a lower intensity of buildings and more open space. However, other factors such as design (e.g., architecture, site planning, landscaping) are also influential in defining the look, feel, and appeal of any built environment, whether low or high intensity. Density, intensity, and design of development must be carefully considered when seeking to create or preserve the character of a community in both newly developed areas and through changes to existing neighborhoods.

LAND USE DESIGNATIONS

This section describes the City's land use designations and the accompanying development characteristics for each. Development characteristics that are permitted under each land use designation include residential density and building intensity (as applicable). The land use designations are grouped into six categories as follows and outlined below:

- Commercial and Employment Land Use Designations
- Mixed Use Land Use Designations
- Transect-Based Land Use Designations
- Public/Quasi-Public and Open Space Land Use Designations
- Residential Land Use Designations
- Other Land Use Designations

COMMERCIAL AND EMPLOYMENT LAND USE DESIGNATIONS

Community Commercial (CC)

Community Commercial (CC) Development Characteristics	
Residential Density (where allowed):	Minimum: 15.1 du/ac Maximum: 40 du/ac
Building Intensity:	Maximum FAR of 1.0

Community Commercial uses are generally characterized by retail and service uses that meet the daily needs of residents in surrounding neighborhoods and community needs beyond the surrounding neighborhood. These uses may consist of a unified shopping center with or without a major anchor store. Retail and service uses are predominant, with limited office and professional spaces allowed. Limited residential uses may be allowed when integrated with nonresidential uses within an approved District Development Plan and consistent with zoning.

Community Commercial uses are generally oriented along at least one major roadway offering primary access.

Regional Commercial (RC)

Regional Commercial (RC) Development Characteristics	
Residential Density (where allowed):	Minimum: 15.1 du/ac Maximum: 40 du/ac
Building Intensity:	Maximum FAR of 1.0

Regional Commercial uses are generally characterized by retail and service uses that serve a regional market area. These uses typically consist of a unified shopping center with major anchor stores and encompass a larger total area than Community Commercial uses. Retail and service uses are intended to be the predominant use. Office and professional uses are also allowed. Limited residential uses may be allowed when integrated with nonresidential uses within an approved District Development Plan and consistent with zoning.

Regional Commercial uses are generally located near intersections of two or more major roadways offering primary access.

Employment Center (EC)

Employment Center (EC) Development Characteristics	
Residential Density:	N/A
Building Intensity:	Maximum FAR of 2.0

Employment Center uses are generally characterized by office uses and professional services or research and development facilities, which may include limited supporting and ancillary retail services. Limited light industrial spaces are allowed, generally as accessory uses.

Employment Centers may be located near residential areas with good transportation access.

Light Industrial/Flex (LI/F)

Light Industrial/Flex uses are generally characterized by a diverse range of light industrial activities, including limited manufacturing and processing, research and development, fabrication, wholesaling, warehousing, or distribution. These include manufacturing, processing, fabrication, and similar activities that occur entirely within an enclosed building. This designation provides for flexibility in developing a greater amount of office uses and professional services than would be allowed in the Light Industrial designation. Limited supporting retail uses are also allowed.

Light Industrial/Flex (LI/FX) Development Characteristics	
Residential Density:	N/A
Building Intensity:	Maximum FAR of 1.5

Light Industrial/Flex areas may serve as buffers between Heavy Industrial areas and residential and other sensitive land uses, and are generally located in areas providing adequate access and goods movement.

Light Industrial (LI)

Light Industrial uses are generally characterized by a diverse range of light industrial activities, including limited manufacturing, processing, research and development, fabrication, utility equipment and service yards, wholesaling, warehousing, or distribution. These include manufacturing, processing, fabrication, and similar activities that occur entirely within an enclosed building. Ancillary office spaces and supporting retail uses are also allowed.

Light Industrial (LI) Development Characteristics	
Residential Density:	N/A
Building Intensity:	Maximum FAR of 1.5

Light Industrial areas may serve as buffers between Heavy Industrial areas and residential and other sensitive land uses, and are generally located in areas providing adequate access and goods movement.

Heavy Industrial (HI)

Heavy Industrial uses are generally characterized by heavy industrial activities, including manufacturing, processing, fabrication, utility equipment and service yards, assembly, wholesaling, warehousing, and distribution occurring inside or outside of an enclosed building. Ancillary office spaces are also allowed.

Heavy Industrial (HI) Development Characteristics	
Residential Density:	N/A
Building Intensity:	Maximum FAR of 1.5

Heavy Industrial areas are generally located away from residential and other sensitive land uses in areas providing adequate access and goods movement.

MIXED USE LAND USE DESIGNATIONS

Village Center Mixed Use (VCMU) Development Characteristics	
Residential Density:	Minimum: 12.1 du/ac Maximum: 80 du/ac
Building Intensity:	Maximum FAR of 2.0

Village Center Mixed Use (VCMU)

Village Center Mixed uses are generally characterized by pedestrian-oriented development, including integrated public plazas, with mixes of uses that focus on ground-floor commercial retail or office uses and allow residential or office uses above. Vertical integration should be prioritized along public transportation corridors and in activity nodes. Single-use buildings may also be appropriate when integrated into the overall site through horizontal mixes of uses, including public plazas, emphasizing pedestrian-oriented design. The predominant use is intended to be office, professional, or retail use in any combination, and may be supported by residential uses.

Village Centers are generally located along transit corridors with access from at least one major roadway. Secondary access may be allowed from minor or local roadways.

Residential Mixed Use (RMU) Development Characteristics	
Residential Density:	Minimum: 15.1 du/ac Maximum: 40 du/ac
Building Intensity:	Maximum FAR of 2.0

Residential Mixed Use (RMU)

Residential Mixed uses are generally characterized by pedestrian-oriented development, including integrated public plazas, with vertical mixes of uses that feature ground-floor activity spaces, live-work units, or retail or office uses and allow residential uses above. Single-use buildings may also be appropriate. The predominant use is intended to be residential uses supported by commercial or office uses.

Residential Mixed Use areas are generally located along transit corridors with access from at least one major roadway. Secondary access may be allowed from minor or local roadways. These areas may also serve as buffers between commercial or employment land uses and residential areas.

TRANSECT-BASED LAND USE DESIGNATIONS

General Neighborhood Residential (T3-R)

General Neighborhood uses are generally characterized by small-lot single-family residential development (attached or detached), duplexes, townhomes, and small apartment buildings, but may also include small live-work spaces, home-offices or workspaces, and bed and breakfast inns. Limited amounts of local serving retail and small office structures, particularly at intersections are also permitted. Buildings are typically not taller than 3 stories and are surface parked (on the side or rear of the lot), though additional height may be allowed through zoning provisions.

General Neighborhood Residential (T3-R) Development Characteristics	
Residential Density:	Minimum: 10.0 du/ac Maximum: 20 du/ac
Building Intensity:	Maximum FAR of 1.0

Neighborhood Center Low (T3)

Neighborhood Center Low includes similar uses and densities as T3-R, however, a mix of uses is permitted throughout, with no preference provided for residential uses. Buildings are typically not taller than 3 stories and are surface parked (on the side or rear of the lot), though additional height may be allowed through zoning provisions.

Neighborhood Center Low (T3) Development Characteristics	
Residential Density:	Minimum: 14.0 du/ac Maximum: 30 du/ac
Building Intensity:	Maximum FAR of 2.0

Neighborhood Center Medium (T4)

Neighborhood Center Medium uses are generally characterized by a diverse mix of uses residential and commercial uses at higher intensities than T3. Residential building types generally include townhomes and urban apartment buildings, as well as live-work spaces. Retail, hotel, and office uses are permitted. Buildings are typically not taller than 5 stories (though additional height may be allowed through zoning provisions) and may have a mix of garage and or surface parking in the rear of the lot or the middle of the block, screened from view.

Neighborhood Center Medium (T4) Development Characteristics	
Residential Density:	Minimum: 20.0 du/ac Maximum: 40 du/ac
Building Intensity:	Maximum FAR of 5.0

Neighborhood Center High (T5)

Neighborhood Center High includes a diverse mix of uses at higher intensities than T4. Many individual buildings may have a mix of uses. Residential building types generally include apartment buildings as well as live-work spaces. Retail and Office uses as are hotels. Buildings are typically not taller than 7 stories (though additional height may be allowed through zoning provisions) and will have parking in garages that are screened from view or below ground. Development within the T5 designation is oriented around and accessible by transit services.

Neighborhood Center High (T5) Development Characteristics	
Residential Density:	Minimum: 30.0 du/ac Maximum: 100 du/ac
Building Intensity:	Maximum FAR of 7.0

PUBLIC/QUASI-PUBLIC AND OPEN SPACE LAND USE DESIGNATIONS

Parks and Open Space (P/OS) Development Characteristics	
Residential Density:	N/A
Building Intensity:	Maximum FAR of 0.3

Parks and Open Space (P/OS)

Parks and Open Space uses include public and private parks, public plazas, trails, paseos, and similar features that provide off-street connectivity, and similar spaces not included in the Resource Management and Conservation designation. Lands designated as Parks and Open Space are oriented toward active uses, rather than passive open space uses, which are included in the Resource Management and Conservation designation. This designation may also include commercial recreation facilities principally oriented toward outdoor use.

Resource Management and Conservation (RMC) Development Characteristics	
Residential Density:	N/A
Building Intensity:	Maximum FAR of 0.1

Resource Management and Conservation (RMC)

Resource Management and Conservation uses consist of both public and private lands, including but not limited to lands used for habitat mitigation, wetland protection, and floodways. Lands designated as Resource Management and Conservation are oriented toward passive open space uses, rather than active uses, which are include in the Parks and Open Space designation.

Public Services (PS) Development Characteristics	
Residential Density:	N/A
Building Intensity:	Maximum FAR of 2.0

Public Services (PS)

Public Services uses include lands owned by the City of Elk Grove, the Elk Grove Unified School District or other public school districts, the Cosumnes Community Services District (with the exception of public parks), and other public agencies. This designation also includes other institutional uses such as higher education, private schools, cemeteries, or post offices. This designation does not include hospitals or churches, which are accommodated in the Employment Center and Residential designations, respectively.

RESIDENTIAL LAND USE DESIGNATIONS

Rural Residential (RR) Development Characteristics	
Residential Density:	Minimum: 0.1 du/ac Maximum: 0.5 du/ac
Building Intensity:	N/A

Rural Residential (RR)

Rural Residential uses are generally characterized by large-lot rural residential development. Limited agricultural uses and animal-keeping are also allowed. Lot sizes typically range from 2 to 10 acres.

Estate Residential (ER)

Estate Residential uses are generally characterized by large-lot residential development, including but not limited to ranchette or estate homes. Lot sizes typically range from 0.25 to 2 acres.

Estate Residential (ER) Development Characteristics	
Residential Density:	Minimum: 0.51 du/ac Maximum: 4.0 du/ac
Building Intensity:	N/A

Low Density Residential (LDR)

Low Density Residential uses are generally characterized by single-family detached residential development. Lot sizes typically range from 6,000 to 10,000 square feet.

*Note: Subdivisions approved prior to August 2006 and zoned RD-4 that do not meet the minimum density requirements of the Low Density Residential designation may still be consistent with the designation, provided the lot sizes within the subdivision comply with the lot size range provided herein.

Low Density Residential (LDR) Development Characteristics	
Residential Density:	Minimum: 4.1 du/ac* Maximum: 7.0 du/ac
Building Intensity:	N/A

Medium Density Residential (MDR)

Medium Density Residential uses are generally characterized by small-lot single-family residential development (attached or detached), duplexes, townhomes, garden apartments, or apartments.

Surrounding land uses, existing or planned amenities, and accessibility should be considered when determining appropriate densities for developments within the Medium Density Residential range. Developments located along transit corridors or in close proximity to nonresidential uses should develop at the higher end of the density range.

Medium Density Residential (MDR) Development Characteristics	
Residential Density:	Minimum: 7.1 du/ac Maximum: 15.0 du/ac
Building Intensity:	N/A

High Density Residential (HDR)

High Density Residential uses are generally characterized by attached homes, townhomes, garden apartments, and apartments.

High Density Residential (HDR) Development Characteristics	
Residential Density:	Minimum: 15.1 du/ac Maximum: 40.0 du/ac
Building Intensity:	N/A

OTHER LAND USE DESIGNATIONS

Agriculture (AG) Development Characteristics	
Residential Density:	Maximum: 0.5 du/ac
Building Intensity:	Maximum FAR of 0.3

Agriculture (AG)

The Agriculture designation is generally characterized by agricultural lands. This land use may include ancillary uses that support agricultural production or processing, including but not limited to warehousing or packing sheds. Residential uses are also allowed with a limit of one dwelling unit per parcel.

Study Areas (SA) Development Characteristics	
Residential Density:	Varies, subject to compliance with the applicable land use program
Building Intensity:	

Study Area (SA)

Study Areas include lands outside the current City limits that have been identified for further study by the City. Any potential annexation and development of these areas shall be consistent with the applicable provisions of the General Plan.

Tribal Trust Lands (TTL) Exempt from local regulations
Exempt from local regulations

Tribal Trust Lands (TTL)

This designation includes lands held in trust by the United States of America for a Native American tribe.

LAND USE CONSISTENCY MATRIX

Table 3-1 illustrates the base zoning districts, which implement the land use designations shown on the Land Use Diagram (Figure 3-4) and described above.

TABLE 3-1:
CONSISTENCY MATRIX

Land Use Designation	Consistent Zoning District(s)[1]
Commercial and Employment Land Use Designations	
Community Commercial (CC)	LC, Limited Commercial GC, General Commercial
Regional Commercial (RC)	AC, Auto Commercial SC, Shopping Center
Employment Center (EC)	BP, Business and Professional Office MP, Industrial-Office Park
Light Industrial/Flex (LI/F)	LI/F, Light Industrial/Flex
Light Industrial (LI)	MP, Industrial-Office Park LI, Light Industrial
Heavy Industrial (HI)	HI, Heavy Industrial
Mixed Use Land Use Designations	
Mixed Use Village Center (VCMU)	VCMU, Village Center Mixed Use
Residential Mixed Use (RMU)	RMU, Residential Mixed Use
Transect-Based Land Use Designations	
General Neighborhood Residential (T3-R)	T3-R: General Neighborhood Residential
Neighborhood Center Low (T3)	T3: Neighborhood Center Low
Neighborhood Center Medium (T4)	T4: Neighborhood Center Medium
Neighborhood Center High (T5)	T5: Neighborhood Center High
Public/Quasi-Public and Open Space Land Use Designations	
Parks and Opens Space (P/OS)	O, Open Space Land Use PR, Park and Recreation C-O, Commercial Recreation
Resource Management and Conservation (RMC)	O, Open Space Land Use
Public Services (PS)	PS, Public Services Any zoning
Residential Land Use Designations	
Rural Residential (RR)[2]	AR-10, Agricultural Residential AR-5, Agricultural Residential AR-2, Agricultural Residential
Estate Residential (ER)	AR-1, Agricultural Residential RD-1, Very Low Density Residential RD-2, Very Low Density Residential RD-3, Very Low Density Residential RD-4, Low Density Residential

TABLE 3-1 (CONTINUED):
CONSISTENCY MATRIX

Low Density Residential (LDR)	RD-4, Low Density Residential [3] RD-5, Low Density Residential RD-6, Low Density Residential RD-7, Low Density Residential
Medium Density Residential (MDR)	RD-8, Medium Density Residential RD-10, Medium Density Residential RD-12, Medium Density Residential RD-15, Medium Density Residential
High Density Residential (HDR)	RD-18, Medium-High Density Residential RD-20, High Density Residential RD-25, High Density Residential RD-30, High Density Residential
Other Land Use Designations	
Agriculture (AG)	AR-10, Agricultural Residential AG-20, Agricultural AG-80, Agricultural
Study Area (SA)	AR-5, Agricultural Residential AR-10, Agricultural Residential AG-20, Agricultural AG-80, Agricultural
Tribal Trust Lands (TTL)	Exempt from local regulations

Notes:

1. *Special Purpose Zoning Districts including SP (Specific Plan) and SPA (Special Planning Area) may be considered consistent zones with any of the land use designations..*
2. *Lots smaller than 2 gross acres and/or zoned AR-1 within the Rural Area Community Plan that existed as legal lots as of November 19, 2003 are considered consistent with the Rural Residential General Plan designation.*
3. *Subdivisions approved prior to August 2006 and zoned RD-4 that do not meet the minimum density requirements of the Low Density Residential designation may still be consistent with the designation, provided the lot sizes within the subdivision comply with the lot size range provided herein.*

LAND USE DIAGRAM

The Land Use Diagram (**Figure 3-4**) illustrates the future development pattern in Elk Grove by applying the 19 Land Use Designations described above to the Planning Area in the context of the street network, the existing City limits, and the Study Areas.

DEVELOPMENT CAPACITY

Table 3-2 identifies the development capacity associated with the planned distribution of land uses described in the Land Use Plan. As the density and intensity standards for each land use designation are implemented by future development projects and land use decisions, the activities occurring on properties will (consistent with the General Plan) transition from one activity to another, and land uses and intensities will shift to align with the intent of this Plan.

The General Plan does not directly specify a maximum population for Elk Grove. The maximum possible number of residential units is determined by the different maximum densities allowed for each land use designation and the amount of land area within that designation. However, this maximum number of units is unlikely to be reached because every lot in Elk Grove would need to be developed to its maximum potential. Because much of the Planning Area is built out and existing buildings are generally in good condition, these changes will primarily occur on underutilized or vacant properties in the City and the Study Areas. Forecasting assumptions using reasonable inferences to determine the realistic expected development that could occur in Elk Grove after development or redevelopment of all properties that are expected to be developed, or redeveloped, are reflected in the development capacity.

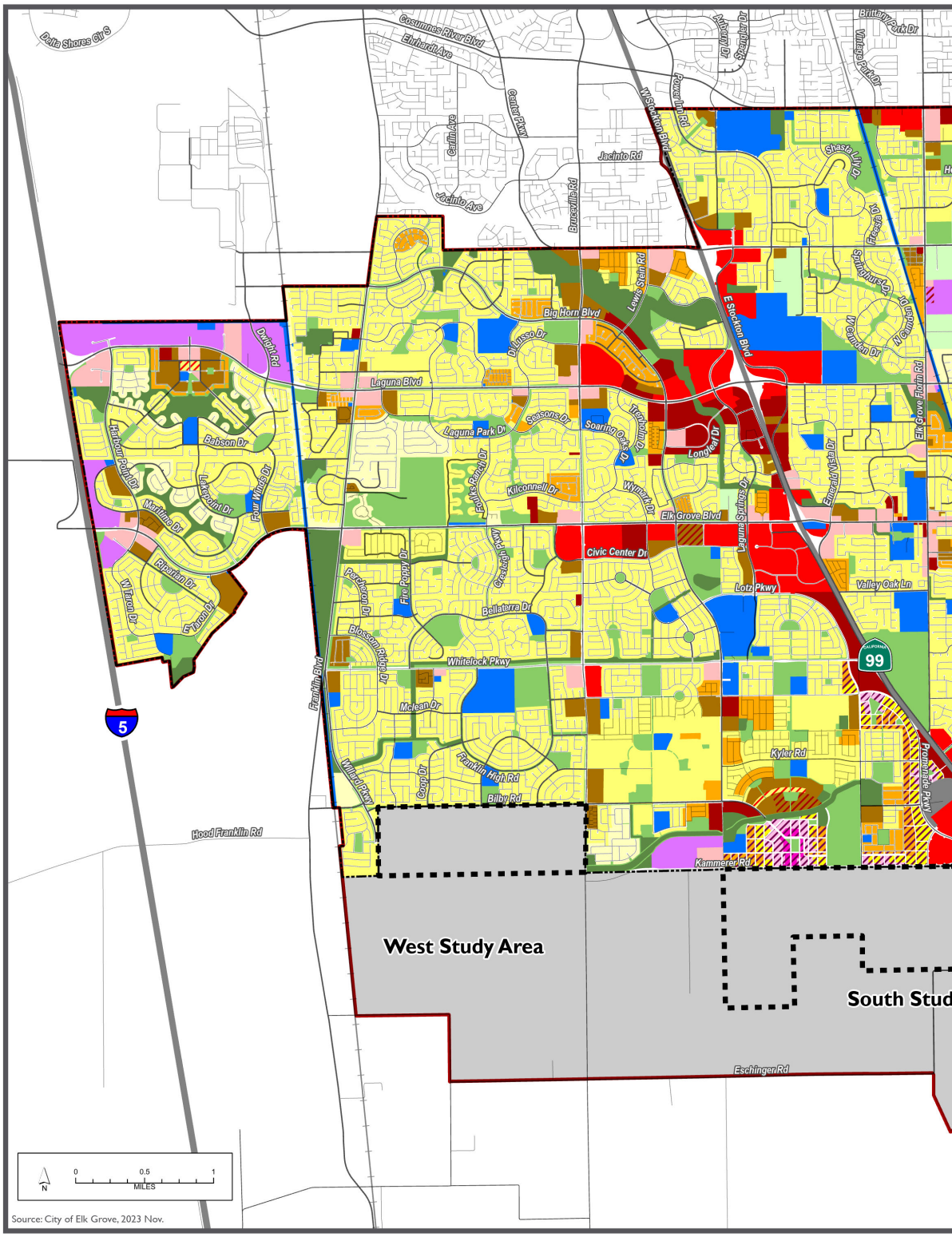
LAND USE POLICY AREAS

The City has also established a number of Land Use Policy Areas to reflect existing and pending major development project approvals or to reflect the need for more detailed land use planning at a future date. These Policy Areas, illustrated in **Figure 3-5**, typically specify the types of land uses to be permitted as well as desired circulation and infrastructure improvements. The City currently contains six Policy Areas. The objectives as well as goals and policies for specific Land Use Policy Areas are located in Chapter 4: *Urban and Rural Development*.

COMMUNITY AND SPECIFIC PLANS

The City uses a variety of tools to implement the General Plan. Two particular tools are community plans and specific plans. Community plans and specific plans are designed to implement the goals and policies of the General Plan for a defined geographic area of the City by providing greater specificity, covering some or all of the following topics: land use and infrastructure needs, economic development approach, design and development standards, and development phasing and implementation. Community plans differ from specific plans in that they are part of the General Plan (see Chapter 9: *Community and Area Plans)* and contain policy direction for a defined area, while specific plans are separately adopted documents (not a component of the General Plan) that implement General Plan policies.

FIGURE
LAND USE D



E 3-4:
DIAGRAM

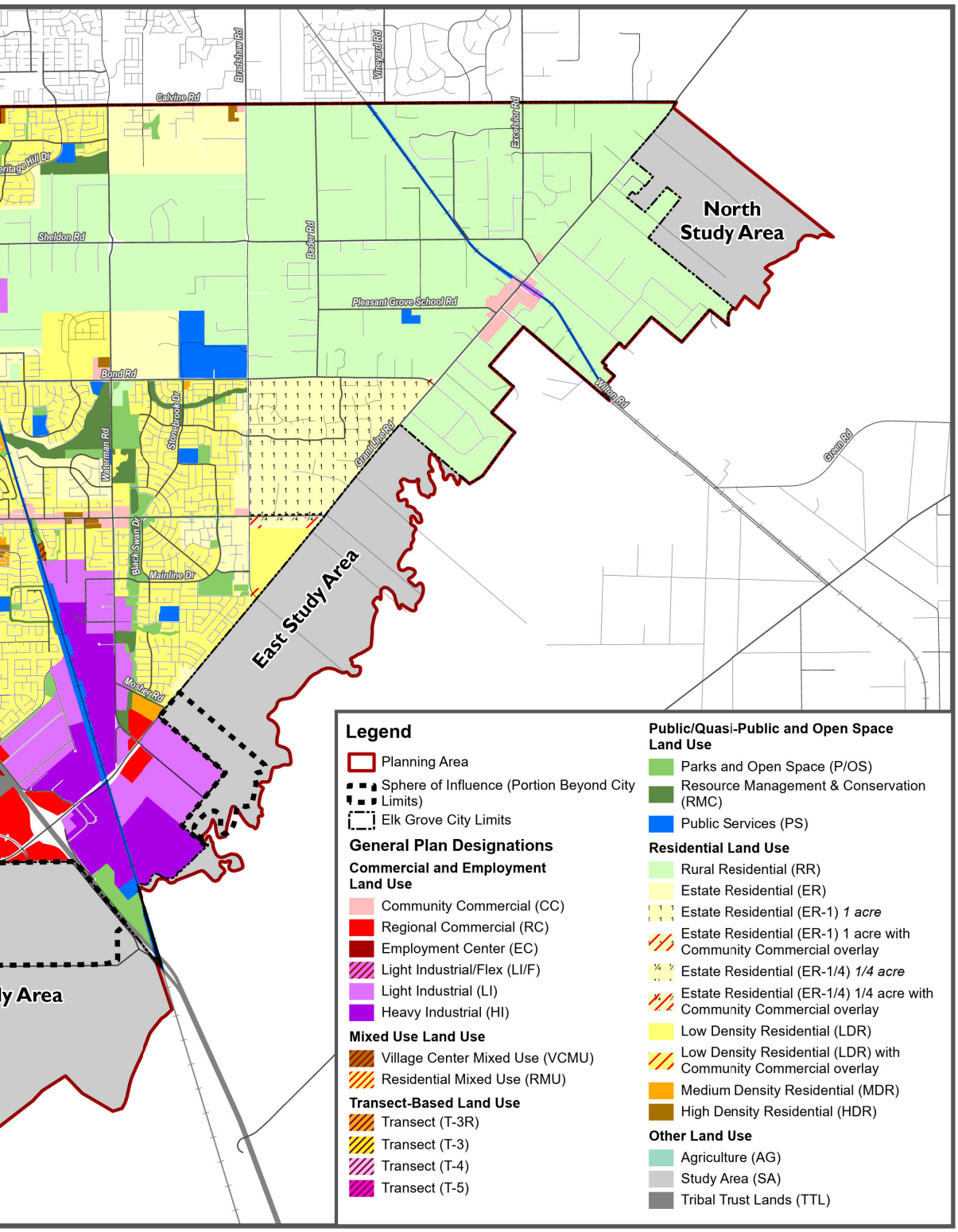

North Study Area
East Study Area
Calvine Rd
Bradshaw Rd
Vineyard Rd
Excelsior Rd
Sheldon Rd
Bader Rd
Pleasant Grove School Rd
Bond Rd
Stonebrook Dr
Waterman Rd
Grantline Rd
Dillon Rd
Green Rd
Black Swan Dr
Mainline Dr
Mosher Rd
Legend
Planning Area
Sphere of Influence (Portion Beyond City Limits)
Elk Grove City Limits
General Plan Designations
Commercial and Employment Land Use
Community Commercial (CC)
Regional Commercial (RC)
Employment Center (EC)
Light Industrial/Flex (LI/F)
Light Industrial (LI)
Heavy Industrial (HI)
Mixed Use Land Use
Village Center Mixed Use (VCMU)
Residential Mixed Use (RMU)
Transect-Based Land Use
Transect (T-3R)
Transect (T-3)
Transect (T-4)
Transect (T-5)
Public/Quasi-Public and Open Space Land Use
Parks and Open Space (P/OS)
Resource Management & Conservation (RMC)
Public Services (PS)
Residential Land Use
Rural Residential (RR)
Estate Residential (ER)
Estate Residential (ER-1) 1 acre
Estate Residential (ER-1) 1 acre with Community Commercial overlay
Estate Residential (ER-1/4) 1/4 acre
Estate Residential (ER-1/4) 1/4 acre with Community Commercial overlay
Low Density Residential (LDR)
Low Density Residential (LDR) with Community Commercial overlay
Medium Density Residential (MDR)
High Density Residential (HDR)
Other Land Use
Agriculture (AG)
Study Area (SA)
Tribal Trust Lands (TTL)

TABLE 3-2:
GENERAL PLAN DEVELOPMENT CAPACITY

	Acres	Dwelling Units	Population[1]	Employment (Jobs)	Jobs/ Housing Ratio
Existing Development Total[2]	31,449	53,829	171,059	45,463	0.84
General Plan Total	34,956	103,428	334,078	121,885	1.18
City Limits Subtotal	26,946	76,693	247,724	72,518	
Study Areas Subtotal	8,008	26,735	86,354	48,367	
North Study Area	*646*	*323*	*1,043*	*0*	
East Study Area	*1,772*	*4,806*	*15,523*	*9,183*	
South Study Area	*3,675*	*11,245*	*36,321*	*33,564*	
West Study Area	*1,915*	*10,361*	*33,466*	*5,620*	

Notes: Numbers may not sum due to rounding.

1. Based on 3.23 persons per household, average.

2. Existing development represents 2017 population and dwelling information and derived from 2013 jobs data (the most current year available at time of writing the General Plan).

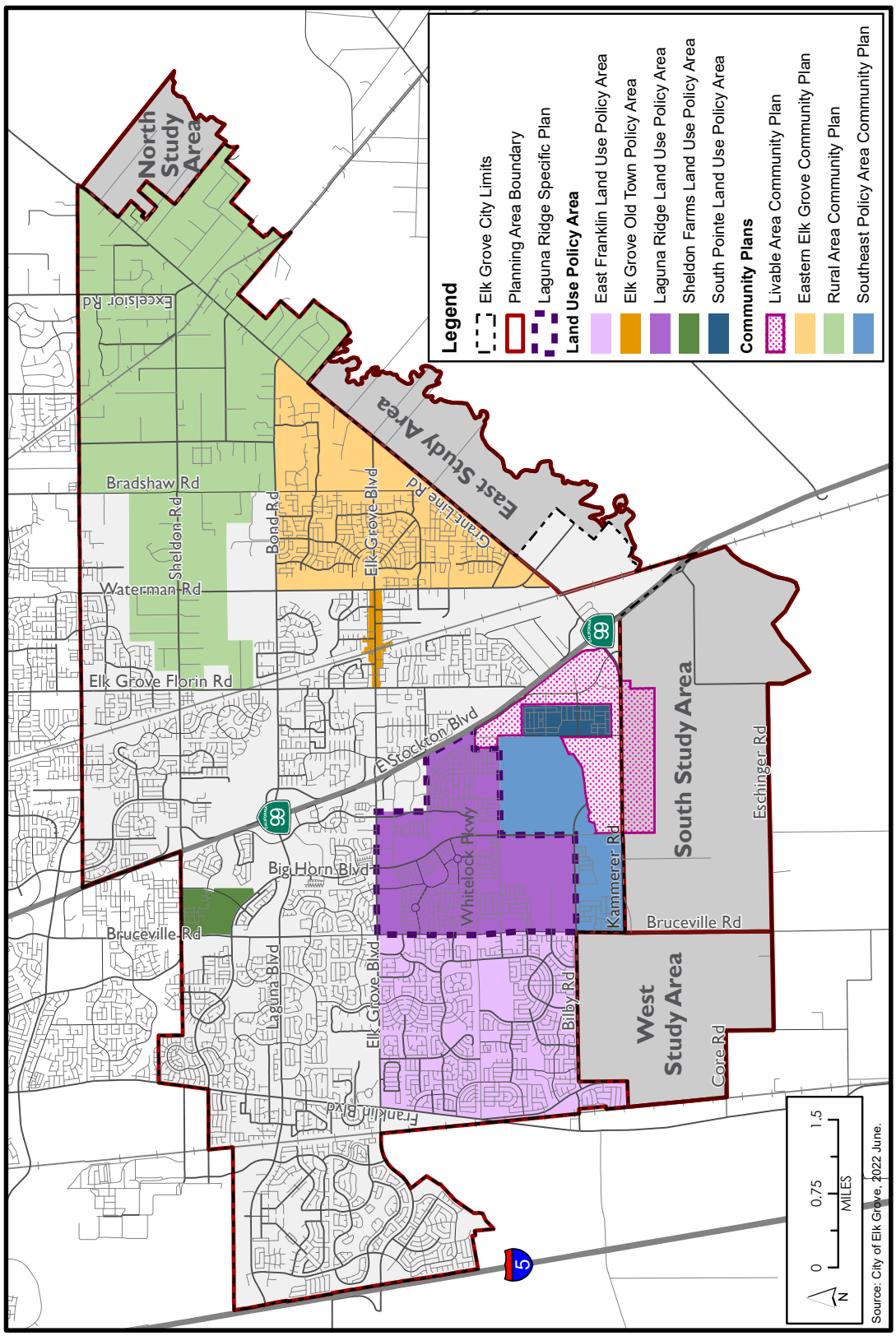
In conjunction with the General Plan, the City maintains community plans that correspond to certain Land Use Policy Areas. A community plan addresses a particular sub-area or community within the overall planning area and refines the policies of the General Plan as they apply to these smaller geographic areas. A community plan must contain specific development policies adopted for the identified area and measures to implement those policies, so that the policies which apply to each parcel of land can be determined. Community plans are adopted as part of the General Plan and are implemented by local ordinances such as the City's zoning and subdivision regulations.

The Southeast Policy Area Community Plan, the Livability Employment Area Community Plan, Sheldon/Rural Area Community Plan, and Eastern Elk Grove Community Plan are components of the General Plan, presented in Chapter 9: *Community and Area Plans*. Community plans for other Land Use Policy Areas will be created and maintained as resources allow.

The City of Elk Grove has one adopted specific plan, the Laguna Ridge Specific Plan. The primary focus of this plan has been to highlight community characteristics unique to Laguna Ridge and to customize the planning process and land use regulations and requirements that apply to this area of the City. The Laguna Ridge Specific Plan relies on existing development standards in the Zoning Code.

Locations of each of these plans and policy areas in Elk Grove are illustrated in **Figure 3-5**.

FIGURE 3-5:
COMMUNITY PLANS, SPECIFIC PLANS, AND LAND USE POLICY AREAS



STUDY AREAS

As discussed above, the General Plan addresses four areas located beyond the City known as Study Areas. These areas have been identified for potential expansion of the City limits. The City has developed specific objectives and development requirements to achieve those objectives for each area, which are contained in Chapter 4: *Urban and Rural Development*.

STATE MANDATES

Affordable Housing

The Land Use Plan and the Housing Element of the City's General Plan are closely linked. The Land Use Plan is required under State law to show the location and distribution of sufficient land, with appropriate use designations, to provide for construction of the number of housing units that the City must accommodate according to the Regional Housing Needs Allocation (RHNA). The housing inventory sites that can accommodate future housing growth in Elk Grove are shown in Chapter 4: Urban and Rural Development (see Figure 4-9) and have been incorporated into the land use designations appropriate to accommodate the densities necessary to facilitate the construction of affordable housing.

Military Facilities

The State of California (Government Code Section 65302(2)) requires that each local jurisdiction's general plan consider the potential impact of new growth on military readiness activities carried out on military facilities located in the vicinity of that jurisdiction.

While there are no military bases, installations, or operating facilities located within the Planning Area or within a reasonable distance of the City, there is a military recruitment center located at 9163 E. Stockton Boulevard. This center serves as a physical training facility for enlisted personnel living in the area. No impacts to military operations have been identified as a result of continued development of the City. The recruitment center is located within a retail shopping center and the surrounding area is substantially developed. This General Plan does not propose any major land use or circulation changes in the area that would impact these operations.

Additional military operations that may occur within the Planning Area are generally limited to general equipment and personnel movement and overflight of aircraft to or from Travis Air Force Base, Beale Air Force Base, or Mather Field. Additional Coast Guard air operations occur at McClellan Field.

Disadvantaged Communities

A city is required in its general plan to identify and describe any disadvantaged unincorporated communities that exist within a city's sphere of influence (SOI).[1] If any such communities are identified, the City must analyze the water, wastewater, stormwater drainage, and structural fire protection needs for each of these communities and identify financial funding alternatives for the extension of services to any identified communities. No such communities are located within the Planning Area.[2]

Community Event in Old Town Elk Grove

1. Pursuant to Government Code Section 65302.10.

2. See Chapter 12: Technical Information for information related to disadvantaged unincorporated communities.

THE TRANSPORTATION PLAN

The Transportation Plan addresses the many ways in which people and goods move from place to place in Elk Grove and the surrounding region. It identifies and describes the overall transportation system and network, including roadways, freight and passenger rail lines, public transit (including light rail and buses), and infrastructure and facilities for bicycles and pedestrians.

The Transportation Plan, along with the accompanying Transportation Network Diagram, presents an integrated and balanced approach to meeting the current and future circulation needs of users of all modes of transportation, including drivers of private vehicles, public transit passengers, and those using active forms of transportation such as walking and biking. It lays out a series of transportation network designations—the roadway network, the transit network, and the active transportation network (bike, pedestrian, and equestrian facilities)—and is closely linked to the physical layout of land uses established in the Land Use Plan. Along with related policies in Chapter 6: *Mobility*, the Transportation Plan provides for a range of mobility options in Elk Grove and helps to meet other General Plan goals and objectives, such as improving air quality and reducing greenhouse gas emissions.

KEY CONSIDERATIONS

A number of key considerations form the basis for the Transportation Plan, including the following:

Activity Centers

Community Race at the Pedestrian Bridge over SR-99

Areas focused on intensive pedestrian activity, such as Old Town, the Civic Center (District56), the future SEPA Village Center, the urban centers of the Livable Employment Area, and activity centers in the Study Areas require specific design treatment and planning considerations. A greater focus on pedestrian and bicycle infrastructure in these areas will allow for safe, comfortable, and convenient active transportation choices by designing roads, pathways, and facilities with these users in mind. Essential to walking and biking is a complete and connected system of sidewalks, crosswalks, off-street multiuse paths, painted bike lanes and signposted bike routes, along with amenities that enhance pedestrian comfort, convenience, and visibility and are incorporated into street and pathway design. The Transportation Plan prioritizes pedestrian, bicycle, or transit mobility within specific pedestrian-oriented areas and directs updates to street standards to implement enhanced infrastructure serving such modes of travel.

Transit

Transit services include a range of alternative vehicle-mobility, including bus and rail. Traditional public transit in Elk Grove is operated by Sacramento Regional Transit (SacRT) and includes both local and commuter bus service and on-demand microtransit. The service runs through the City's commercial core and along major arterials, serving locations such as the Laguna Gateway Shopping Center, the Elk Grove Marketplace, the Elk Grove Auto Mall, District56, Sky River Casino, Laguna Town Hall, as well as the transfer center at Cosumnes River College just outside of the City. Historically, the transit service's functionality and efficiency have been limited due to various fiscal constraints and overall system design. The dominant boarding and alighting location for local service is Cosumnes River College, indicating that more than half of all local trips are to places outside of Elk Grove. Differences between weekday and weekend service, low local route frequencies, and inadequate schedules and recovery times are also cited as major contributing factors to ridership. The commuter service, to and from downtown Sacramento and Rancho Cordova, has historically been well utilized, but would benefit from reduced time on arterial streets, expansion of peak period times, and improvements to park-and-ride lots; however, changing commute patterns due to increased telework have impacted ridership demand, which may be a potential constraint on the commuter service in the years ahead.

Transit in Elk Grove

High-frequency transit services, which do not currently exist in the City, are ones that run along an established route at high frequencies, with enhanced stops/stations, signal preemption, and, where possible, a dedicated right-of-way. It may include light rail or bus rapid transit. High-frequency transit routes may consist of express routes, such as commuter lines with fewer stops, or as feeder or circulator routes, which transport passengers from a neighborhood or employment area to stops along a connecting bus or rail line.

Amtrak also provides heavy passenger rail service through Elk Grove, As of 2017 there was no train stop in the City. However, the San Joaquin Joint Powers Authority, operators of the Amtrak San Joaquin and Altamont Corridor Express (ACE) services, is planning an expansion from Stockton to Sacramento with a stop in Elk Grove. Services are anticipated post-2024 and would provide heavy and regional rail service in Elk Grove.

The Transportation Plan has been designed to support ongoing local bus and commuter service, as well as the potential for future high-frequency transit service and heavy/regional rail. Roadway cross sections for certain arterials include lanes and rights-of-way reserved for high-frequency transit use. The Land Use Plan also anticipates future high-frequency transit service by promoting development of mixed-use, transit-supportive development projects in areas along planned high-frequency transit alignments that are designated Village Center Mixed Use, Residential Mixed Use, and Transect.

Goods Movement

The movement of freight is a crucial aspect of the regional transportation and economy. Goods movement takes place in Elk Grove in several forms: large trucks traveling through on freeways connecting west to ports, or inland to deliver goods or access major commercial and industrial facilities in the city; and trains running along the two Union Pacific Railroad lines passing through the City. Freight movement supports a strong economy and delivers products needed by both residents and businesses. It also has environmental and health impacts on nearby communities. Trucks can produce additional noise, wear and tear on roadways, and air pollution, and may carry loads that contain hazardous materials.

The City recognizes the essential role of goods movement as well as its potential impacts. The General Plan attempts to balance these with the need to increase economic growth and prosperity, reduce environmental impacts in communities most affected by goods movement, and provide safe, reliable, efficient, and well-maintained freight movement facilities.

Accessibility

Accessible Travel Crossing

Providing access for individuals is a key aspect of any transportation system. The system must provide both mobility, a path to get from one place to another, as well as infrastructure that allows individuals to reach their destinations safely and efficiently. Consequently, transportation planning must account for the connectivity of the grid; the ways in which the rights-of-way accommodate the needs of motorists, pedestrians, bicyclists, public transportation users, individuals with disabilities, and seniors; and getting users onto and off of the rights-of-way. Examples of infrastructure that can provide accessibility include ADA-compliant sidewalks and crossings, appropriate signaling that accommodates all users, wide and protected bike and pedestrian pathways, and bike and pedestrian amenities such as street trees, benches, and wayfinding signage. Chapter 6: *Mobility* includes goals and policies regarding accessibility for all users of Elk Grove's transportation system.

Efficiency and Mobility

California's Senate Bill 743 (2013) established that a project's effect on automobile delay does not constitute a significant environmental impact under the California Environmental Quality Act (CEQA). The State has been studying various alternative metrics to replace this analysis and has settled on the concept of VMT, which is a measurement tool used to identify environmental impacts (e.g., air quality, noise, greenhouse gas emissions) associated with automobile travel and to determine if mitigation measures are required under CEQA. While VMT does not reflect potential congestion or how mitigation measures for VMT would relieve congestion associated with development, it does produce a much stronger evaluation of the distance traveled and how many more cars will be on the road as a result of the

development, and provides information to assess air emissions impacts that would directly result.

The City is not limited to using CEQA to evaluate the effects of land development projects on congestion and to identify remedies for congested conditions. Managing and remedying congestion using efficiency metrics remains a consideration for the City in the land development approval process.

As described in Chapter 6: *Mobility*, this General Plan identifies performance standards for the circulation system that evaluate both efficiency and mobility. The Transportation Plan accommodates both the range of travel modes and the roadway widths and functions needed to achieve the City's desired levels of performance for both efficiency and mobility, including a new VMT standard designed to comply with CEQA.

TRANSPORTATION NETWORK

The City is required by the Complete Streets Act to plan for a balanced, multimodal transportation network that meets the needs of all users, including motorists, pedestrians, bicyclists, public transportation users, individuals with disabilities, and seniors. The transportation system is a public facility in Elk Grove that provides access to and mobility within the community and contributes to the design and character of the area.

The Transportation Network Diagram presented in **Figure 3-6** represents the recommended circulation system for Elk Grove. The City has established roadway classifications, which are based on intended priorities and levels of use by all types of users. The classifications relate to nearby land uses and circulation within the Planning Area and throughout the larger region. Roadway classifications are discussed in Chapter 6: *Mobility*.

The Transportation Network Diagram also identifies active transportation components that provide for access and safety of pedestrians and bicyclists and for high-frequency transit. More detailed policies and plans for active users are located in the Bicycle, Pedestrian, and Trails Master Plan. Future high-frequency transit sites are an ongoing point of discussion and planning for Elk Grove and the larger region.

The roadway classifications identified in **Figure 3-7** are based on intended priorities

Pedestrian Crossing

FIGURE 3-6:
TRANSPORTATION NETWORK DIAGRAM

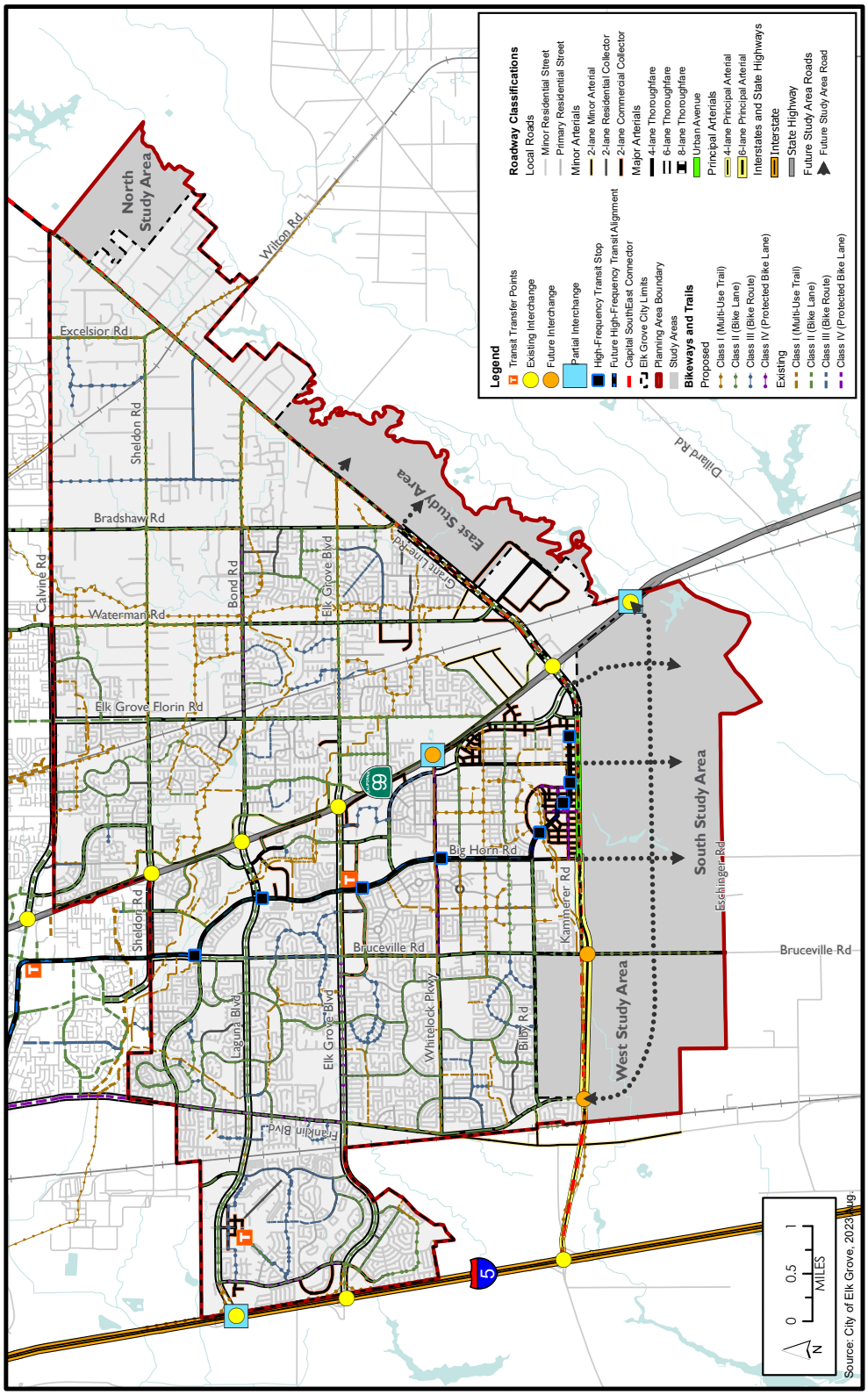
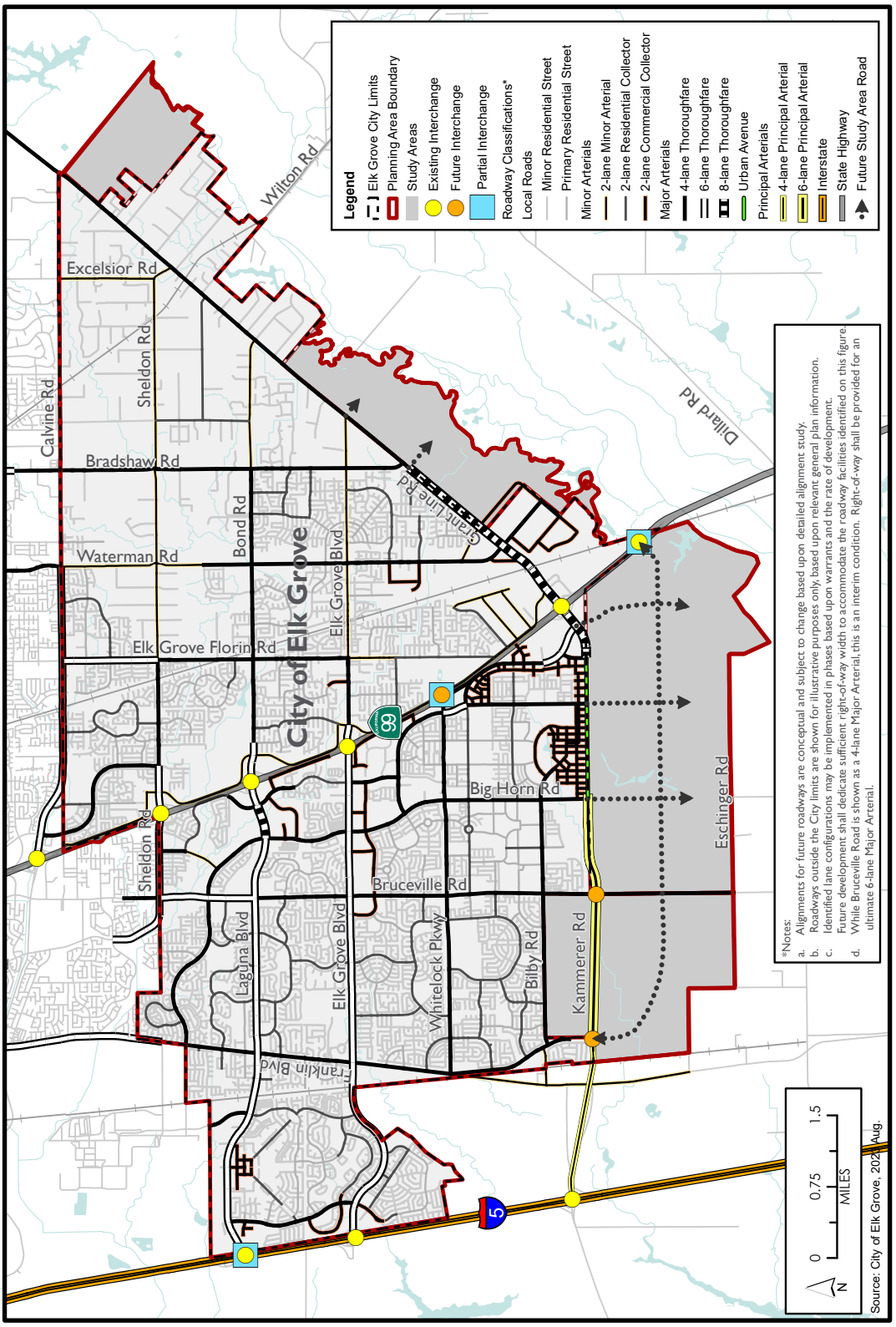


Figure 3-6 Transportation Network Diagram

and levels of use by pedestrians, bicyclists, transit vehicles, delivery vehicles, and automobiles in relation to nearby land uses and circulation within the Planning Area and to the larger region. The roadway classifications, in combination with the classification descriptions, are tools the City uses to accomplish land use and transportation goals and policies as well as related policies throughout the General Plan. Specific roadway dimensions for each classification are provided in the City's Roadway Improvement Standards.

Trail Along Whitelock Parkway

FIGURE 3-7
ELK GROVE ROADWAY CLASSIFICATIONS



Interstates and State Highways

State highways provide mostly uninterrupted travel by car, bus, or trucks, and are designed for high speeds over long distances. They have fully controlled access through on- and off-ramps, typically with separation between opposing traffic flows. Driveways and alternative modes of transportation such as walking or bicycling are forbidden, and intersections may only occur as freeway interchanges. There are two State highways that cross through the Planning Area: Interstate 5 and California 99.

Principal Arterials

Principal arterials provide limited access on high-speed roads with a limited number of driveways and intersections. Principal arterials also allow bicycles, and pedestrians may be permitted in limited locations. Principal arterials are generally designed for longer trips at the county or regional level.

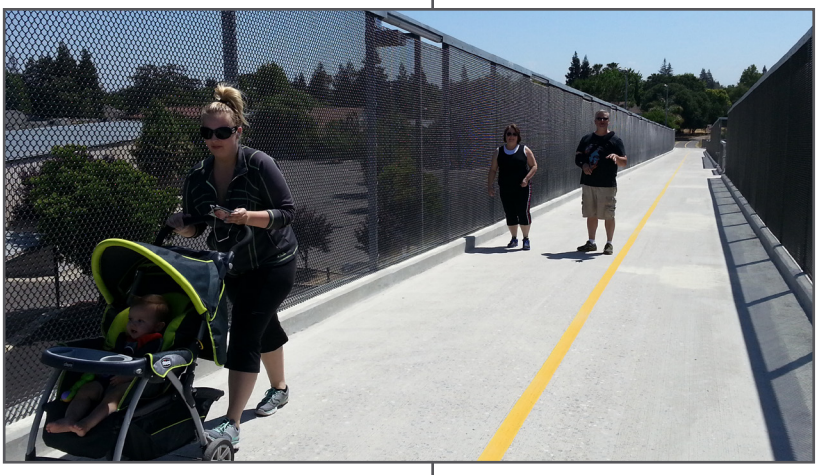
Major Arterials

Major arterials provide controlled access for all transportation modes to enter and leave the urban area. In addition, significant intra-area travel, such as between residential areas and commercial or business areas, should be served by this system. Major arterials can include sidewalks for pedestrian connections, linking land uses to transit. They may have street parking or bike lanes. Major arterials range in size from 4 to 8 lanes and include the following sub-types.

- **Thoroughfare** – Thoroughfares are the primary form of major arterials and consist of a divided roadway with pedestrian sidewalks in landscape corridors and on-street bicycle facilities.
- **Urban Avenue** - Urban Avenues are often referred to as Multi-way Boulevards. They consist of four-vehicular lanes and a median divide. A slip lane frontage assembly in each direction provides an attractive street for commercial and residential activity. The low traffic speed/volume environment is safe for a bike lane which is buffered by a parking lane and tree lined sidewalks that create a safe ambiance for pedestrians and cyclists alike. This type of frontage road provides high value. It also has a 16' lane to turn into the frontage road- which gives access to local streets- reducing traffic on the Urban Avenue itself.

Minor Arterial/Collectors

Minor arterial/collectors are two-lane roadways providing access to all transportation modes, with a focus on local access. Pedestrian connections link land uses to local destinations and transit. The right-of-way associated with minor arterial/



Pedestrian Bridge over SR-99

collectors may feature medians, parking lanes, and bike lanes. Arterial/collectors in the Rural Area are subject to the separate Rural Roads Improvement Standards, and may have separate pedestrian and multiuse pathways, but no sidewalks, and may have reduced speed requirements. This listing includes the following sub-types.

- **Minor Arterial** – Minor Arterials are extensions of the Major Arterials but are 2 lane facilities. Examples include Elk Grove Boulevard through Old Town and many of the arterials in the Rural Area.
- **Commercial Collector** – Commercial Collectors are 2 lane facilities found in commercial areas.
- **Residential Collector** – Residential Collectors are found in residential neighborhoods and connect the neighborhood with Major Arterials.

Local Roads

Local roads provide direct access to most properties and provide access to the higher roadway classifications described above. They are generally designed to discourage through traffic. Local roads are typically two-lanes and are designed for low vehicle speeds. In the urban area of the City they include pedestrian sidewalks. In the Rural Area there are no sidewalks. This listing includes the following sub-types.

- **Primary Residential Street** – Primary Residential Streets have wider street widths and often include detached landscape corridors along the street shoulder. This street type allows for residents to take access from the street.
- **Minor Residential Street** – Minor Residential Streets are the predominant street within residential neighborhoods. They provide direct access to homes.

State Mandates

Complete Streets

The Complete Streets Act (California Government Code Sections 65040.2 and 65302) requires that the General Plan include a plan for a multimodal network that meets the needs of all users in a safe and convenient manner. The City must identify how the transportation network will accommodate the needs of all users of streets, roads, and highways for safe and convenient travel. Because no two communities or streetscapes are alike, complete streets must be tailored to the area in context.

As previously mentioned, there is a significant Rural Area in Elk Grove. While the design of complete streets in the Rural Area differs from that in urban or suburban settings, a number of tools are available to improve multimodal access in the area. The Transportation Plan recognizes the different role and context of rural roadways while also accommodating complete streets considerations. Some examples of techniques used to design complete streets in the Rural Area include roadway design options that incorporate wide shoulders, offering options for various modes without designating formal facilities for these purposes, and providing connections to regional trails near rural areas.

Correlation with the Land Use Plan

There is a strong connection and interdependence between land use patterns and transportation systems. Roads, transit infrastructure and routes, and other components of transportation systems are major factors in shaping land development. Conversely, each land use and its spatial layout has a major impact on people's transportation choices and patterns. A dispersed pattern of low-density development creates and reinforces a dependence on automobiles as the primary mode of transportation, while medium- or higher-density development characterized by a mix of residential and commercial land uses in close proximity tends to encourage other modes of travel, such as public transit, walking, and bicycling. For these reasons, it is important to coordinate land use planning and transportation planning. California Government Code Section 65302 specifically calls for local governments to integrate planning for transportation/circulation and land use in their general plans.

The Transportation Plan is coordinated with the Land Use Plan, and Chapter 6: *Mobility* includes policies that recognize driving as a significant mode of transportation while also promoting other modes of travel such as transit, walking, and biking. As noted above, the General Plan's land use policies encourage transit-supportive land uses in appropriate areas of the City. Together, the transportation policies and land use policies aim to maximize transportation choices for residents and workers in Elk Grove, as well as to preserve the character and identity of the community.

THE RESOURCE CONSERVATION PLAN

The Resource Conservation Plan identifies current and future natural, undeveloped areas of the City, as well as public open spaces (passive and active recreation areas). In addition to the urbanized areas described and addressed in the Land Use Plan and the Transportation Plan, Elk Grove encompasses a mix of agricultural land uses and natural community types. Agricultural land uses include cropland, irrigated pasture, vineyards, and orchards. Several natural communities are also present, such as annual grasslands, mixed riparian scrub, mixed riparian woodland, valley oak riparian woodland, and blue oak woodland. Aquatic resources such as open water, streams, seasonal wetlands, and freshwater marshes are located throughout the Planning Area. The General Plan addresses policies related directly to habitat conservation in Chapter 7: *Community and Resource Protection* and policies related to agricultural land in Chapter 4: *Urban and Rural Development*.

Parks, recreation, and open space are important components of the quality of life for residents of Elk Grove. Parks and recreation services in Elk Grove are provided by the Cosumnes Community Services District (CCSD). The City and CCSD work collaboratively to plan for, fund, design, and construct new park facilities. In addition, the City designs, funds, and operates the Civic Center and Old Town Plaza.

A vital component of the Community Vision is retention, conservation, and management of open space in the Planning Area. Although many areas within the current City limits and the Study Areas are envisioned to be developed with urban

Feathering *refers to the staged or staggered reduction in density or intensity over a given area, transitioning from a more dense or intense area to a less dense or intense area.*

Buffering *is the establishment of an area with limited development potential, such as an open space area, easement, or other land use restriction, or some form of landscaped area, to address a compatibility concern between two land uses.*

uses, the City recognizes that there are also many important agricultural and open space resources located throughout the Planning Area. The Resource Conservation Plan identifies specific natural open spaces, water resources, parks, trails, and agricultural lands that the City has prioritized to protect and conserve. The City is committed to preserving valuable natural resources, balancing conservation with development and growth demands on land in the area. The Resource Conservation Diagram identifies these key resources. The Resource Conservation Plan also ensures that the City's vision for open space, as well as other habitat and conservation needs in the Planning Area, is articulated to the County of Sacramento, the Sacramento Local Agency Formation Commission (LAFCo), and other agencies and stakeholders in the area outside the City limits.

KEY CONSIDERATIONS

Habitat Conservation

Although no natural open spaces are located within the City, its urban parks and waterways provide habitat. There are also several notable open spaces in adjacent jurisdictions, such as the Stone Lakes National Wildlife Refuge and the Cosumnes River Preserve. Access to nearby open spaces for recreation and enjoyment of nature is important to Elk Grove residents. Habitat conservation for ecological diversity is also a valuable resource and a priority of the region and the State. The City recognizes that future development in Elk Grove could have impacts on these resources, since an increase in the local population would result in higher and more intensive use of nearby existing habitats of importance. Several plant and animal species present in the Planning Area are listed as threatened or endangered at the State and/or national level, including Swainson's hawk and the valley elderberry longhorn beetle.

Habitat conservation and agricultural protection is also covered on the regional level in great detail by the adopted South Sacramento Habitat Conservation Plan (SSHCP), a regional approach to addressing issues related to urban development, habitat conservation, and agricultural protection in southern Sacramento County and within the jurisdictions of Sacramento County, the City of Galt, and the City of Rancho Cordova. The SSHCP consolidates environmental efforts to protect and enhance wetlands (primarily vernal pools) and upland habitats to provide ecologically viable conservation areas. It also minimizes regulatory hurdles and streamline the permitting process for development projects. While the SSHCP does not apply to areas within the existing City limits, the North, East, and portions of the West Study Area may utilize it to streamline their permitting and mitigation. Nothing in the SSHCP compels projects to utilize the SSHCP as the mitigation program.

Agricultural Preservation

Active agricultural uses are present on lands located east and south of the City and

include both row crops and agricultural processing activities. The City wishes to ensure that agricultural practices south of the Study Areas may continue without conflict with new residential and commercial development built as identified in the Land Use Plan. To limit potential conflicts, the City will require land use densities and designs that make use of 'feathering' and 'buffering' concepts. Feathering of densities ensures that lower-density uses, such as Estate Residential, are located closest to agricultural uses, and uses with increasing densities are located in closer proximity to the more built-up areas of the City. Chapter 4: *Urban and Rural Development* includes land use diagrams that apply feathering and buffering concepts in the South, West, and East Study Areas.

Floodplain Management

Flooding affects a large part of the Planning Area. The areas most susceptible to flooding are located in the eastern portion of Elk Grove. In the Sheldon area, local flooding is widespread but generally minor; the flat land causes floodwaters to spread out, reducing threats to life. Along the eastern and southern edges of the Planning Area, the Cosumnes River represents a major flood hazard. Flood risk in Elk Grove is assessed using the 100-year floodplain and the 200-year floodplain. These floodplain zones are defined by the Federal Emergency Management Agency (FEMA). A 100-year floodplain zone estimates inundation areas based on a flood that has a 1 percent chance of occurring in any given year. A 200-year floodplain zone estimates inundation areas based on a flood that has a one-half percent chance of occurring in any given year. California State law and subsequent regional plans require assessment and specific requirements for new development in the 200-floodplain for all jurisdictions in the Delta region.

The Resource Conservation Diagram (**Figure 3-8**) identifies areas located in the 100-year and 200-year floodplains. Additional flood risk information as well as related goals and policies are found in Chapter 7: *Community and Resource Protection*.

Other Natural Hazards

In accordance with State law, Elk Grove tracks and evaluates the risk to the community of other potential hazards, including earthquake fault zones and liquefaction, unstable soils, fire, watershed quality and replenishment, and dam inundation. Risks associated with these hazards and policies for mitigation are discussed in Chapter 8: *Services, Health, and Safety*.

RESOURCE DESIGNATIONS

The General Plan identifies the following categories of important open space and natural resources within the City. These categories address the four categories of open space required by the California Government Code. The following summarizes the key components of each category and how they are addressed in the General Plan. The location of these resources, as described below, are identified on **Figure 3-8.**

Recreation

This category identifies places that support recreation, including both public parks and public trails. Parks and recreation services in Elk Grove are provided by the CCSD, an independent special district agency that is not affiliated with the City. As of 2018, the CCSD owns and maintains over 90 parks, more than a dozen miles of off-street trails, several aquatic complexes, and numerous community and recreation centers.

Parks are categorized by scale and uses. Park categories include neighborhood, community, regional, sports complexes and golf facilities, special use (including indoor spaces and specialized sport spaces), greenbelts and trails, and open space and natural areas. Additional parks are planned within the Study Areas, as described in Chapter 4: *Urban and Rural Development*. The City and the CCSD have a joint goal of providing a minimum of 5 acres of park land per 1,000 residents. Currently (2017), there are approximately 5.36 acres of parkland per 1,000 residents, providing a basis for the City/CCSD parkland standard.

The City has several existing and planned separated bike and pedestrian pathways that offer connections to other recreation resources in the City and to nearby major resources such as Stone Lakes National Wildlife Refuge, the Sacramento Regional County Sanitation District Bufferlands, and the Cosumnes River Ecological Reserve.

Historic, Cultural, and Scenic Resources

This category identifies places that support cultural preservation and enrichment. Agricultural landscapes and large or clustered adult trees are typical scenic resources found in Elk Grove. Notable historic, cultural, and scenic sites include listed historic buildings sprinkled across the City, the potential Winemaker Historic District, the Old Town neighborhood, and the Sheldon Rural area. These latter two areas are addressed in community plans that include specific goals and policies to protect and preserve the resources therein (see Chapter 9: *Community and Area Plans*.)

Natural Resource Preservation

This category includes areas that provide habitat for protected animal or plant species. Elk Grove has several conservation easements to protect habitat for threatened species, including Swainson's hawk. Waterways are often critical habitat areas, and several streams, creeks, and flood channels run through the City.

Natural Resource Management

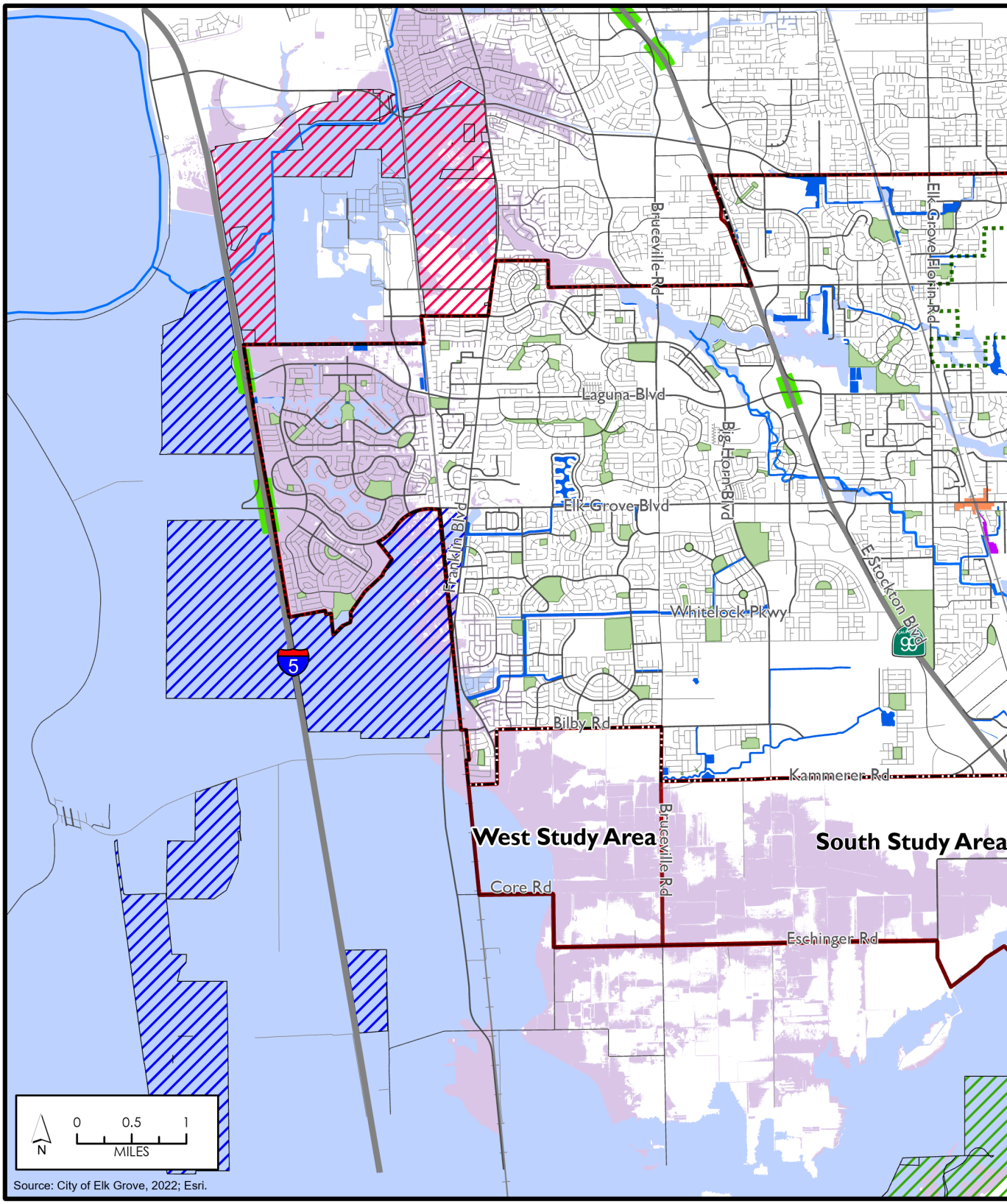
Additional natural resources of importance in the Planning Area include water recharge basins and flood channels located throughout the City, and agricultural lands that will remain in production until developed according to the Land Use Plan.

RESOURCE CONSERVATION DIAGRAM

Portions of the Planning Area that are designated for conservation are identified on the Resource Conservation Diagram (**Figure 3-8**). These areas have been identified in coordination with areas that are defined for existing and future urban development in the Land Use Plan.

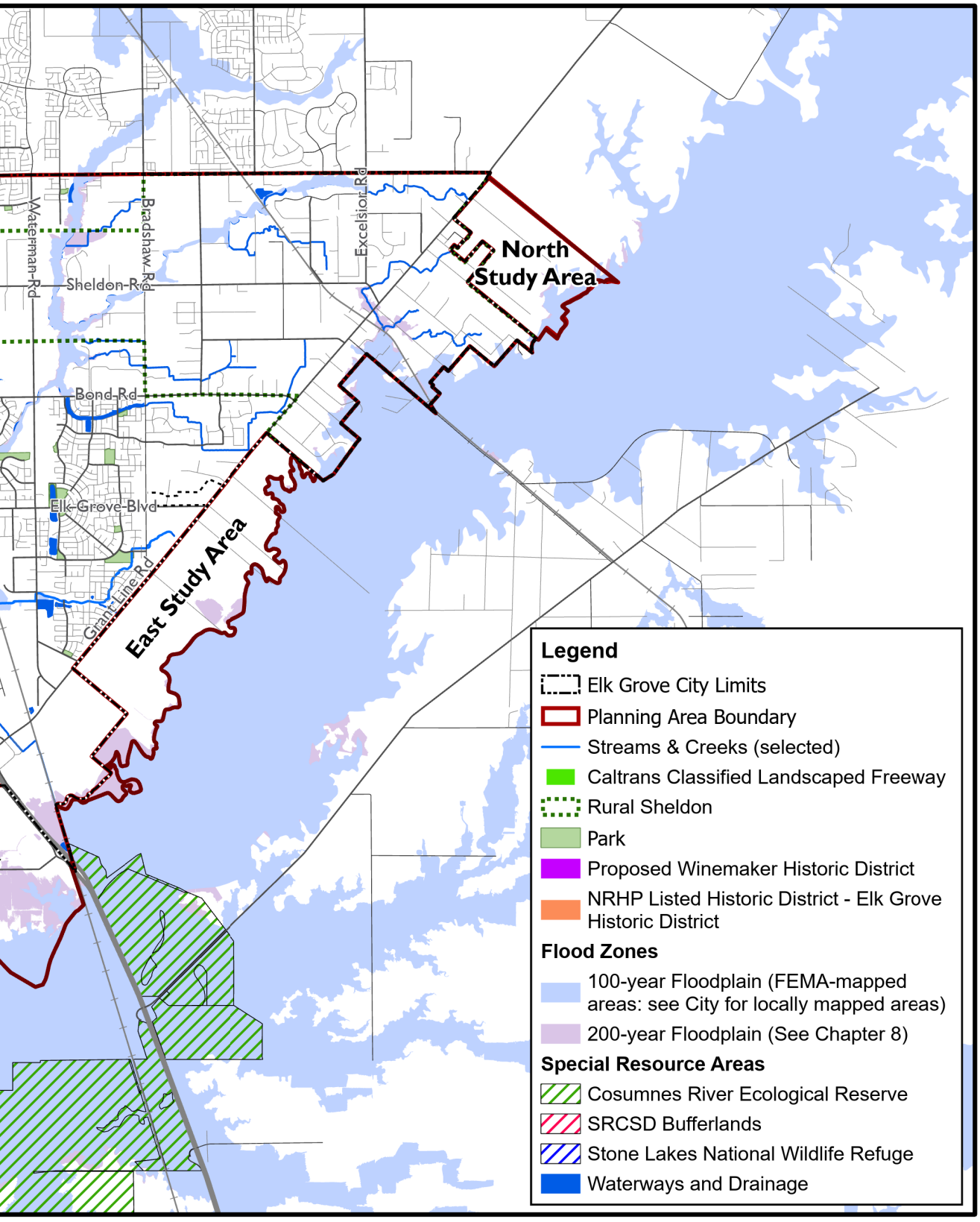
Parks and recreational spaces are distributed in and among developed areas to provide green space and facilitate contact with nature in urban and suburban living environments, and to offer opportunities for recreation and active living in close proximity to residential areas. Environmentally sensitive areas (terrestrial and aquatic), lands with high value as natural habitat for plant and animal species, and lands that create safety buffers for hazards around urbanized areas (e.g., floodplains) are assigned resource designations so that they are protected from urban encroachment.

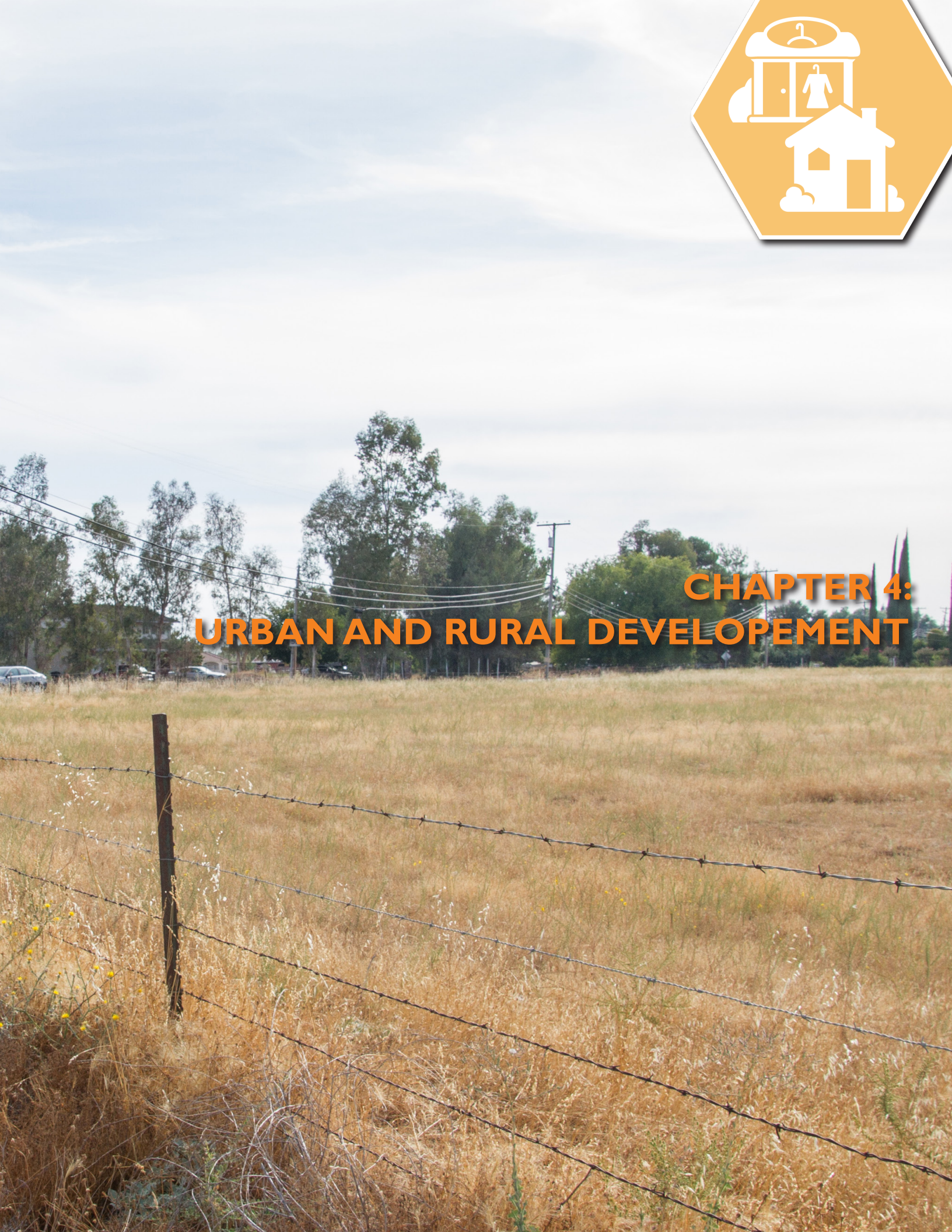
Open Space near Stone Lakes National Wildlife Refuge



Source: City of Elk Grove, 2022; Esri.

3-8:
ATION DIAGRAM





CHAPTER 4:
URBAN AND RURAL DEVELOPEMENT

OVERVIEW

The City of Elk Grove is often characterized by both urban and rural land uses. Both sides of SR 99 are surrounded by urban development, and the original location of Elk Grove (Old Town) is on the eastern side of SR 99 oriented around the Union Pacific railroad tracks (the Fresno Subdivision Line). In the future, urban and higher-density residential and commercial uses will continue to be concentrated in these areas as strategic infill. Elk Grove also includes areas that are, and are envisioned to remain, low-density suburban or rural in character, and future development in these locations will be limited. This chapter presents policies to strategically focus high-quality new growth in existing and expanding urban areas, while preserving and enhancing neighborhoods and existing character.

The chapter also establishes a pathway for strategic expansion, allowing growth beyond the current City limits in the Study Areas in a manner that aligns with broader economic and sustainability goals. These policies outline a path for the City to annex new areas that will result in a coordinated development pattern with enhanced connectivity, employment centers, and new housing options, while minimizing conflicts with surrounding land uses.

In coordinating future development of the City and the adjacent Study Areas, priority will be given to the goals of ensuring quality housing, enhancing connectivity across neighborhoods and to the wider region, and achieving economic prosperity and high-quality community design.

The *Urban and Rural Development* chapter contains goals and policies addressing three topics listed below, which are each assigned a one- or two-letter acronym. Within each topic, the following goals and policies further the Community Vision and Supporting Principles.

Land Use (LU)

- **GOAL LU-1:** A Coordinated Development Pattern
- **GOAL LU-2:** A Focus on Infill
- **GOAL LU-3:** Expansion with Purpose
- **GOAL LU-4:** Thriving Activity Centers
- **GOAL LU-5:** Consistent, High-Quality Urban Design
- **GOAL LU-6:** Context-Appropriate Development of Land Use Policy Areas
- **GOAL LU-7:** An Established, Protected, and Supported Rural Area

Housing (H)

- **GOAL H-1:** Adequate Sites to Accommodate the City's Housing Needs
- **GOAL H-2:** Adequate housing stock to meet the needs of extremely low-, very low-, low-, and moderate-income households and special-needs groups
- **GOAL H-3:** Development Regulations that Remove Constraints to the Maintenance, Improvement, and Development of Housing
- **GOAL H-4:** Maintenance and improvement of affordable housing conditions
- **GOAL H-5:** Housing Opportunities for All Persons, Regardless of Race, Religion, Sex, Marital Status, Ancestry, National Origin, Color, Familial Status, or Disability
- **GOAL H-6:** Preserved Assisted (Subsidized) Housing Developments for Lower-Income Households

Agriculture (AG)

- **GOAL AG-1:** Integrated and Sustained Agriculture
- **GOAL AG-2:** Urban Agriculture That Is Environmentally Sustainable and a Healthy Food Source

RELATIONSHIP TO OTHER CHAPTERS

The *Urban and Rural Development* chapter closely relates to the *Planning Framework*, *Community and Resource Protection*, and *Community and Area Plans* chapters.

- The *Planning Framework* chapter identifies desired future uses for all lands in the Planning Area and helps to shape future urban and rural development.
- The *Community and Resource Protection* chapter identifies community resources located throughout both urban and rural areas of Elk Grove—cultural, social, and natural—and identifies policies to protect those resources.
- The *Community and Area Plans* chapter outlines the community and area plans that will guide development in both infill areas and outward expansion areas in more detail.

SUPPORTING PRINCIPLES

The *Urban and Rural Development* chapter addresses the following three Supporting Principles:

Development Fills in the Gaps & Expansion Occurs with Purpose. This principle envisions that undeveloped and/or underutilized lands throughout the City will be developed as infill with quality establishments. It envisions that new infill developments will include community-serving businesses and a variety of housing types. This chapter establishes infill as the preferred form of development and identifies areas that are appropriate for infill projects. At the same time, the principle recognizes the opportunity for carefully planned and purposeful expansion through new development outside the existing City limits and annexation of those areas into the City's jurisdiction. This type of expansion and annexation can help Elk Grove achieve its goals related to providing new housing and jobs and promoting economic development.

City Core, Heritage & Well-Known Neighborhoods. This principle recognizes that the City has a thriving civic core and a well-preserved Old Town that provide gathering spaces for the entire community. It also calls for preservation of the quality of Elk Grove's neighborhoods. This chapter establishes the Civic Core, Old Town, and other strategic urban locations as activity centers and promotes a mix of uses, greater density, and transit access to these centers. New mixed-use land use designations and zoning districts will invite a wider variety of uses that serve neighborhoods and are safe and accessible for walking and bicycling. In addition, this chapter sets forth Land Use Policy Areas to provide more detailed direction for new development in established neighborhoods as well as community design standards for public spaces in these neighborhoods.

Protecting Our Farming Heritage & Rural Life. This principle celebrates the City's rural heritage and calls for preservation of the character of rural areas of Elk Grove. This chapter includes policies to protect and enhance existing rural neighborhoods and creates programs that support agricultural production and agritourism.

URBAN AND RURAL DEVELOPMENT: CONCEPTS AND POLICY FRAMEWORK

FOCUSED GROWTH

Elk Grove has historically functioned as a bedroom community, consisting primarily of low-density, single-family residential development and neighborhood-serving commercial uses. In recent decades, Elk Grove has expanded its focus, encompassing new growth in its more urban areas. During that time, the City has experienced growth that is both urban and suburban in nature, including a range of densities and styles of housing as well as commercial, office, and industrial uses. Most of the newer development has been concentrated west of SR 99. In the future, the City envisions continued development in specific growth areas to create several activity centers, with concentrations of commercial and civic uses and higher-density housing on or near the main corridors, that are comfortable to get to and around for pedestrians and bicyclists. These activity centers will include the Civic Center, Old Town, the Village Center of the Southeast Policy Area (SEPA), the Livable Employment Area, Laguna Crossroads shopping center, and others that may emerge as the City evolves (e.g., in the Study Areas). These activity centers, sometimes called nodes, are intended to serve as central locations for community gathering and social activities, as well as access to services and entertainment, and to function as engines of economic growth and job creation.

In addition, properties that are vacant or underutilized and surrounded by existing development are considered potential infill sites. Infill is anticipated primarily in areas adjacent to or near major transportation corridors including SR 99, existing and future transit corridors, the Civic Center, and in undeveloped pockets of the City. Smaller infill development projects may also be appropriate throughout much of the City, with the exception of the Rural Area.

The locations of primary activity centers, as well as those areas of the City where infill development of vacant or underutilized properties is appropriate, are identified in **Figure 4-1**.

Farm near Elk Grove

FIGURE 4-1:
POTENTIAL ACTIVITY AND INFILL AREAS IN ELK GROVE

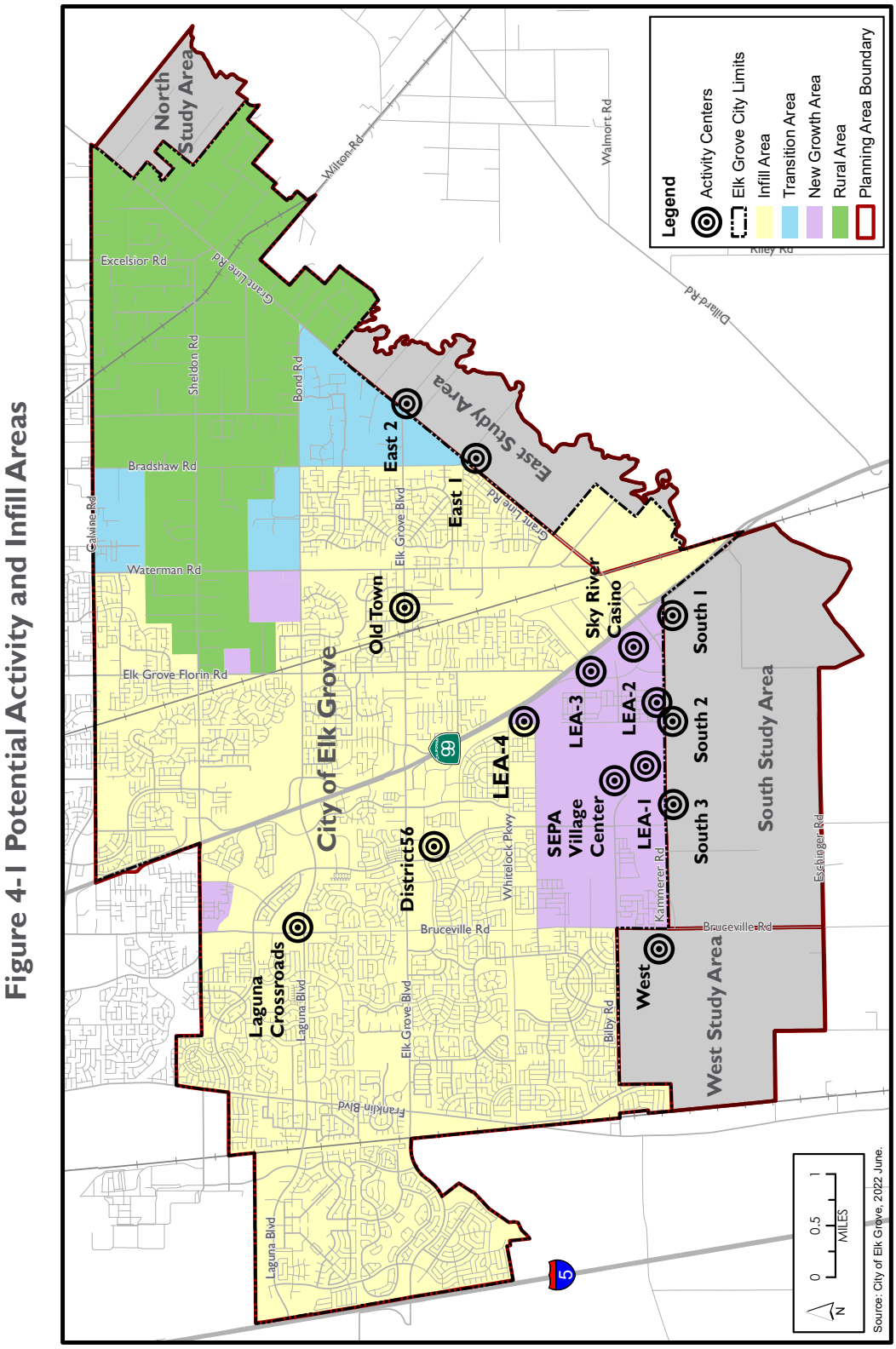


Figure 4-1 Potential Activity and Infill Areas

EXPANSION WITH PURPOSE

With limited opportunities to accommodate growth within the existing City limits, the City embraces greenfield development as a strategy to accommodate additional growth and development that benefits the community. Greenfield development can allow for new commercial and industrial growth that creates jobs and for new affordable housing to meet the region's deficiency, while maintaining the density and character of development that has come to define the community. New growth is anticipated in certain areas both within and beyond the current City limits, as illustrated in **Figure 4-1**. Areas identified for new growth in the City are vacant or contain agricultural uses, and have been approved for new development. These areas include SEPA and the portion of the Livable Employment Area within the (2021) City limits. Additionally, the four Study Areas are identified as new growth areas that may accommodate future development beyond the current City limits. It is the City's intent that these Study Areas offer options for future development when there is a demonstrated community benefit or need.

The goals and policies presented in this chapter offer opportunities for new industries and job creation in the City and beyond into the Study Areas. The Study Areas are described through three Land Use Districts that guide future development—the Activity District, the Residential Neighborhood District, and the Open Space/ Conservation District—each with specific development criteria regarding location, density, design, and use that connects back to the General Plan Land Use Categories.

NEIGHBORHOODS AND COMMUNITY CHARACTER

Elk Grove comprises several unique and defined neighborhoods with both urban and rural character. These neighborhoods feature parks, recreation centers, and high-quality schools that are valuable resources for the community. As the City matures and changes, established residential neighborhoods and amenities are intended to be preserved, with their land uses generally remaining consistent and their existing community character enhanced.

Community Outreach on Neighborhodd Planning

Notably, there is a large rural community in the eastern portion of the City, known as the Rural Area (see **Figure 4-1**). The Rural Area reflects Elk Grove's rural and agricultural heritage and culture and contributes to community values and diversity by offering residents a rural lifestyle characterized by ranch-style homes on large lots (2 acres or greater) with open space or farmland nearby. The Rural Area lacks the infrastructure typically found in an urban or suburban community, such as sidewalks, curbs and gutters, street lighting, or public water and sewer.

The areas identified in Figure 4-1 as Transition Areas are places characterized by a transition from the more urban areas to the Rural Area on the east side of the City. These areas may be designated as Estate Residential or Open Space to transition from the large lots in the Rural Area to the smaller Low-Density Residential lots. The primary purpose of Transition Areas is to buffer the Rural Area from higher-density development in the immediate vicinity.

LAND USE POLICY AREAS

Further development guidance is provided for certain areas of the City through the establishment of Land Use Policy Areas. These Land Use Policy Areas are shown in **Figure 4-2,** and specific policies for each are contained in this chapter. The Land Use Policy Areas include:

East Franklin Community

• **East Franklin Land Use Policy Area**: This area encompasses 2,740 acres of land that includes parks, schools, shopping centers, and more than 10,000 homes. It is the successor to the East Franklin Specific Plan, which was adopted by Sacramento County in April 2000, just prior to City incorporation. The area has been developing since the early 2000s and is an established community with few remaining infill sites. Any new development should reflect the existing residential character and enhance its active transportation connectivity and neighborhood services and amenities.

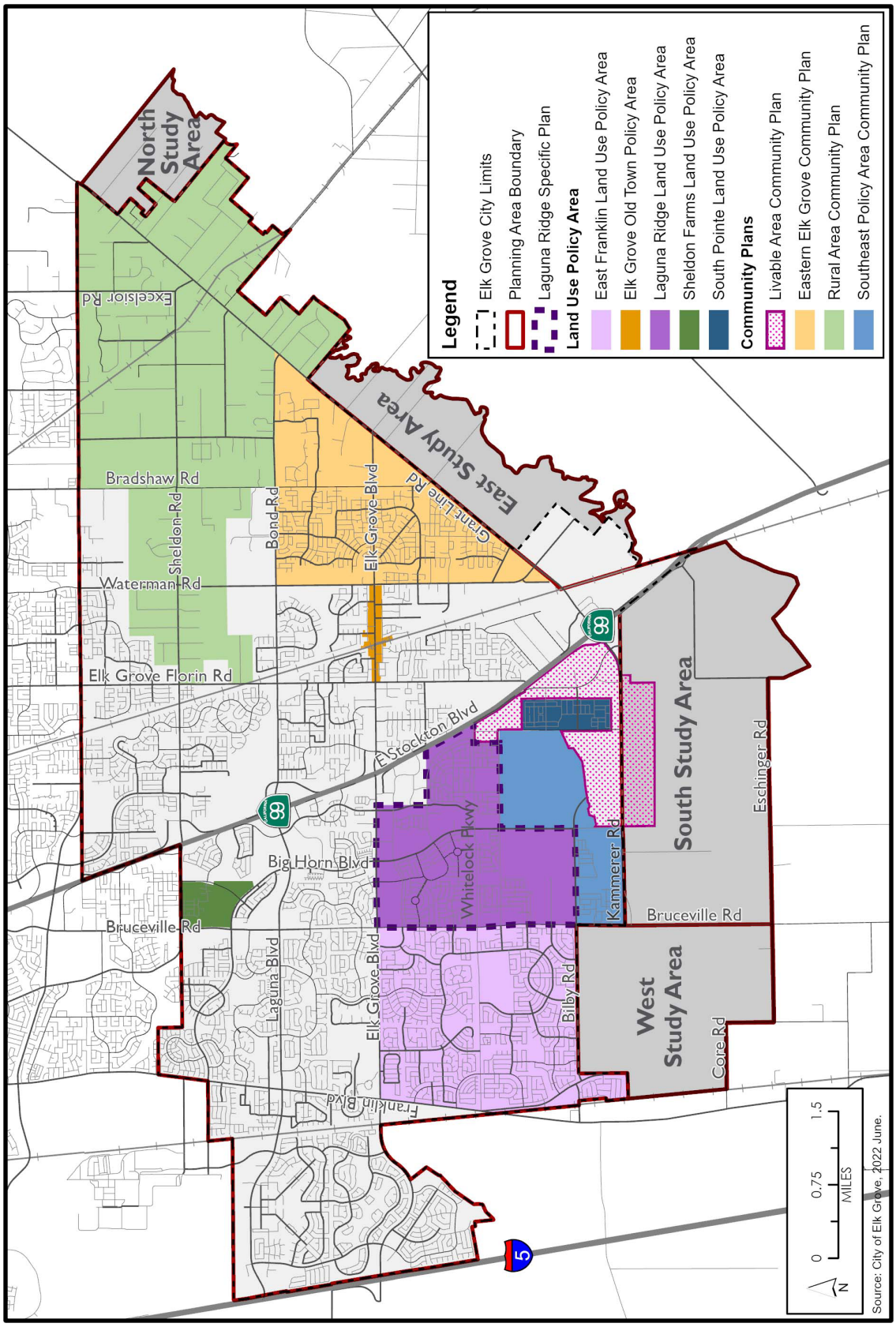
• **Laguna Ridge Land Use Policy Area**: The Laguna Ridge area is addressed in detail in the Laguna Ridge Specific Plan. The General Plan designates land use categories for the Laguna Ridge area and requires that the Specific Plan be used to implement the General Plan policies for the area. The Laguna Ridge Specific Plan area is included in the General Plan as a Policy Area to ensure that the Specific Plan serves to implement the policy direction of the General Plan for Laguna Ridge.

- **Old Town Land Use Policy Area:** This area encompasses a federally recognized Historic District and is the historic "center" of town. Infill development in Old Town should enhance the historic character and preserve it for current and future residents. To the extent feasible, infill should rehabilitate existing structures with minimal disruption to the lifestyle of residents. The development of an activity center with regional shopping and entertainment opportunities is part of the City's vision for this area. Site development is regulated by the Old Town SPA.

- **South Pointe Land Use Policy Area**: The South Pointe area is an approximately 180-acre site located between the SEPA Community Plan and the Livable Employment Area Community Plan, north of Kammerer Road and east of Lotz Parkway. Residential development was approved on the site as part of the Sterling Meadows Subdivision in 2008.

- **Sheldon Farms Land Use Policy Area**: Sheldon Farms is an approximately 146-acre area made up of two sites, one of which is, as of 2021, being developed. The sites are planned to contain a mixed-use village, a range of residential densities, and open space uses. Development of this area will support expanded and future transit services. Development should include street-level retail, access to transit, and should be designed to enhance walk-ability.

FIGURE 4-2:
COMMUNITY PLAN AND LAND USE POLICY AREAS



COMMUNITY PLANS, SPECIFIC PLANS, AND SPECIAL PLANNING AREAS

Some areas of the City require more detailed policy guidance than the broader policies of the General Plan require. To address this, the City has a variety of tools from which to draw upon. The first is a community or area plan, which is part of this general plan and contains development policies exclusively for that defined area in Elk Grove. The City's community plans include:

- Livable Employment Area Community Plan
- Southeast Policy Area (SEPA) Community Plan
- Elk Grove Rural Area Community Plan
- East Elk Grove Community Plan

The next tool is a specific plan, which is a document designed to implement the goals and policies of the General Plan for a defined geographic area of the City by providing greater specificity for land use and infrastructure needs, design and development standards, and development phasing and implementation. Specific plans differ from community plans in terms of the level of detail and relationship to the General Plan. Where community plans are part of the General Plan (and, therefore, focus more on policy), a specific plan is an implementation tool of the General Plan and is subject to specific State and local content requirements, including a phasing and financing strategy. Specific Plans also incorporate details on infrastructure requirements and, as such, are a good one-stop-shop for summarizing how development will occur within a given area. The City prefers that a specific plan rely on the development standards provided in the Citywide Zoning Code, rather than including deviations or creating new zones. Elk Grove has two adopted specific plans, the Laguna Ridge Specific Plan and the Southeast Industrial Area Specific Plan.

SPAs are a zoning tool used to regulate property in areas throughout the City that have unique environmental, historic, architectural, or other features which require special regulations not provided through the application of standard zoning regulations. They may be used to protect certain resources in the City from incompatible land uses and to preserve and enhance areas with unique social, architectural, or environmental characteristics that require special considerations and are not adequately addressed by zoning districts. SPAs may establish development standards for minimum lot area, building setbacks, lot width and depth, and building height that differ slightly from Citywide development standards. Development is encouraged to incorporate a variety of housing designs and densities for these areas, such as mixed-use commercial/residential and garden homes. However, all new development shall maintain minimum densities based on the General Plan designation(s) for the area. The SPAs may allow for a greater

variety of design treatments and densities. A listing of the SPAs in the City may be found in the Zoning Code.

COMMUNITY DESIGN

Elk Grove desires high-quality public spaces. In addition to preserving the existing character of the community through Land Use Policy Areas and Community Plans, this chapter includes general policies to enhance public spaces, including both the public right-of-way and the built elements that define streets as public spaces. Attractive community design is promoted through street-scape design and integrated architectural style requirements, pedestrian amenities, and place-making components such as public art and community gateways, the details of which are often determined through specific design guidelines and zoning requirements.

JOB CREATION

Because Elk Grove has historically functioned as a bedroom community, many residents work elsewhere, and the City has a lower number of jobs as compared to residents. Additional commercial, office, and retail uses would increase the jobs/housing ratio by boosting the number of jobs available in the City. This in turn would reduce commute times for some residents who could choose to work locally.

The range and distribution of land uses influence a city's economic conditions, including the number and types of jobs and the potential for economic development. The City desires to foster economic opportunity through carefully planned and coordinated urban and rural development. Land use policies and regulations in urban areas to encourage activity nodes and employment centers can create employment opportunities in various sectors, including professional services, healthcare, and technology. Similarly, land use policies in rural areas can foster agricultural production and agritourism-related jobs. The *Economy and the Region* chapter (see Chapter 5) of this General Plan includes further direction, goals, and policies to enhance economic development in Elk Grove.

JOBS AND HOUSING NEEDS

An appropriate balance between jobs and housing can enhance the quality of life and improve environmental conditions. However, because the City is located at the edge of the Sacramento region, adding new jobs in Elk Grove without also adding new housing could be problematic as it could cause new commute patterns where employees who live elsewhere in the region are attracted towards Elk Grove for employment opportunities. Further, if the jobs added within the City are not matched to the skill set of employees who reside in the City, workers will continue to commute to jobs outside Elk Grove despite these job gains. Additional housing in Elk Grove will allow greater flexibility for workers who choose to live closer to their places of employment. Conditions that support a variety of housing types for all income levels will allow Elk Grove to continue to serve an important role as a residential community.

ACCESSIBLE SERVICES AND AMENITIES

There is an important link between the diversity of land uses, job creation, and the accessibility of goods, services, entertainment, and amenities. In the past, residents of Elk Grove may have had to travel to other areas of the county to meet their daily needs for shopping, services, and entertainment. The City's Land Use Plan and policies now promote the development of activity centers, a greater mix of land uses, and easy access by pedestrians and bicyclists to these centers. The intended results are to facilitate easier access for residents to quality amenities and services and to limit the number and length of car trips.

PRESERVING AGRICULTURE

The City is committed to retaining the community's farming heritage, and preserving the Rural Area is a fundamental part of the City's housing and economic development strategy. The City recognizes that preserving large lots and rural infrastructure is an important strategy to balance new infill development within the existing City limits. In addition to supporting residents' desire for a rural lifestyle, the City supports related economic activities such as farmers markets, harvest events, and farm-to-fork dining.

Agriculture in Elk Grove

GOALS AND POLICIES: LAND USE

GOAL LU-1: A COORDINATED DEVELOPMENT PATTERN

The City recognizes the value of using its authority to regulate land use in Elk Grove, the location and configuration of new development, and the design of public and private buildings and facilities to create an attractive, vibrant community that fulfills the goals expressed in the General Plan. The *Planning Framework* chapter (see Chapter 3) includes the Land Use Diagram (see **Figure 3-4**), which illustrates the planned uses for lands in Elk Grove and the Study Areas outside the City limits. The following policies provide further direction for new development in the City.

To reinforce Elk Grove's commitment to fostering more complete urban spaces and employment centers while preserving traditional neighborhoods and rural areas, the following policies promote the City's economic well-being by setting aside lands for uses that will generate employment. The policies also promote the creation of safe, livable, and complete neighborhoods where daily activities may be accomplished within a short walking distance.

Policies: Development Pattern

Also consult Chapter 7: Community and Resource Protection for Air Pollutant Emissions Requirements policies related to buffering for sensitive land uses and odor-producing uses; Chapter 8: Services, Health and Safety for policies related to siting and land uses in areas subject to hazards; Chapter 9 Community and Area Plans for policies related to sub-areas of the City; and Chapter 5: Economy and the Region for Local Employment Opportunities policies.

Policy LU-1-1: Reference the land use designation descriptions and Table 3-1 Consistency Matrix, as identified in the *Planning Framework* chapter (see Chapter 3), in the assignment of zoning categories and in the review of proposed projects.

Policy LU-1-2: Foster development patterns that will achieve a complete community in Elk Grove, particularly with respect to increasing jobs and economic development and increasing the City's jobs-to-employed resident ratio while recognizing the importance of housing and a resident workforce.

Policy LU-1-3: Multifamily housing development should be located according to the general criteria as identified in Policy H-1-3 (see page 4-45).

Policy LU-1-4: Land uses in the vicinity of areas designated as Heavy Industry should include transitions in intensity, buffers, or other methods to reduce potential impacts on residential uses. Buffers may include land designated for other uses, such as light industry, commercial, or open spaces.

Policy LU-1-5: To support intensification of identified growth areas, restrict new development on properties in rural and transitional areas.

Policy LU-1-6: Support the development of neighborhood-serving commercial uses adjacent to residential areas that provide quality, convenient, and community-serving retail choices in a manner that does not impact neighborhood character.

Policy LU-1-7: Encourage disclosure of potential land use compatibility issues including but not limited to noise, dust, and odors, in order to provide potential purchasers with complete information to make informed decisions about purchasing property.

Policies: Employment Land Uses

Policy LU-1-8: Seek to designate sufficient land in all employment-generating categories to provide opportunities for Elk Grove's working population and jobs in categories matching resident's employment level.

Policy LU-1-9: Encourage employee-intensive commercial and industrial uses to locate within walking distance of high-frequency transit stops. Encourage regional public transit providers to provide or increase coordinated services to areas with high concentrations of residents, workers, or visitors.

Policy LU-1-10: The City discourage changes in the land use map that reduce or eliminate properties designated for employment uses, while at the same time encourage the development of employment uses within mixed-use areas.

GOAL LU-2: A FOCUS ON INFILL

Properties that are vacant or in some way underutilized and surrounded by development on multiple sides are considered potential infill sites by the City, as generally illustrated in **Figure 4-1**. The City supports the development of these infill sites into economically viable projects that contribute to the community's overall

fabric. These sites can contribute space for offices, manufacturing, or light industrial employment, satisfy the retail and service needs of the surrounding neighborhood, and/or provide for the housing needs of the community.

Policies: Infill Development

Policy LU-2-1: Promote a greater concentration of high-density residential, office commercial or mixed-use sites and the population along identified transit corridors and existing commercial corridors, in activity centers, and at other appropriate locations.

Policy LU-2-2: Support new development within the existing City limits by investing in public infrastructure.

Policy LU-2-3: Prioritize and incentivize development in infill areas identified in **Figure 4-1**.

Policy LU-2-4: Require new infill development projects to be compatible with the character of surrounding areas and neighborhoods, support increased transit use, promote pedestrian and bicycle mobility, and increase housing diversity.

Policy LU-2-1

Also see policies in Chapter 6: Mobility under MOB-5 relative to transit corridors.

GOAL LU-3: EXPANSION WITH PURPOSE

As described in the Planning Framework, four Study Areas have been identified for potential expansion of the City limits, as illustrated in **Figure 4-3**. It is the City's desire that these Study Areas provide an option for future development when there is a demonstrated community benefit or need. While the Study Areas include classified as Farmland of Statewide or Local Importance as of 2018, the City recognizes that there are limited opportunities for planned, orderly, and efficient future development other than in these areas. Development in the Study Areas may offer opportunities to achieve the City's Community Vision that may not otherwise be accomplished through development within the existing City limits.

The City will review all sphere of influence amendment applications, annexation applications, prezoning requests, specific plans or area plans, subdivision maps, and development agreements relative to both general siting criteria that apply to all Study Areas and the applicable Land Use Program for each Study Area. Proposed projects deemed to be consistent with the general siting criteria and applicable Land Use Program may be considered consistent with the General Plan and may not require a General Plan Amendment. Where the City identifies an inconsistency, a General Plan Amendment will be necessary prior to or in conjunction with approval of any subsequent development application(s).

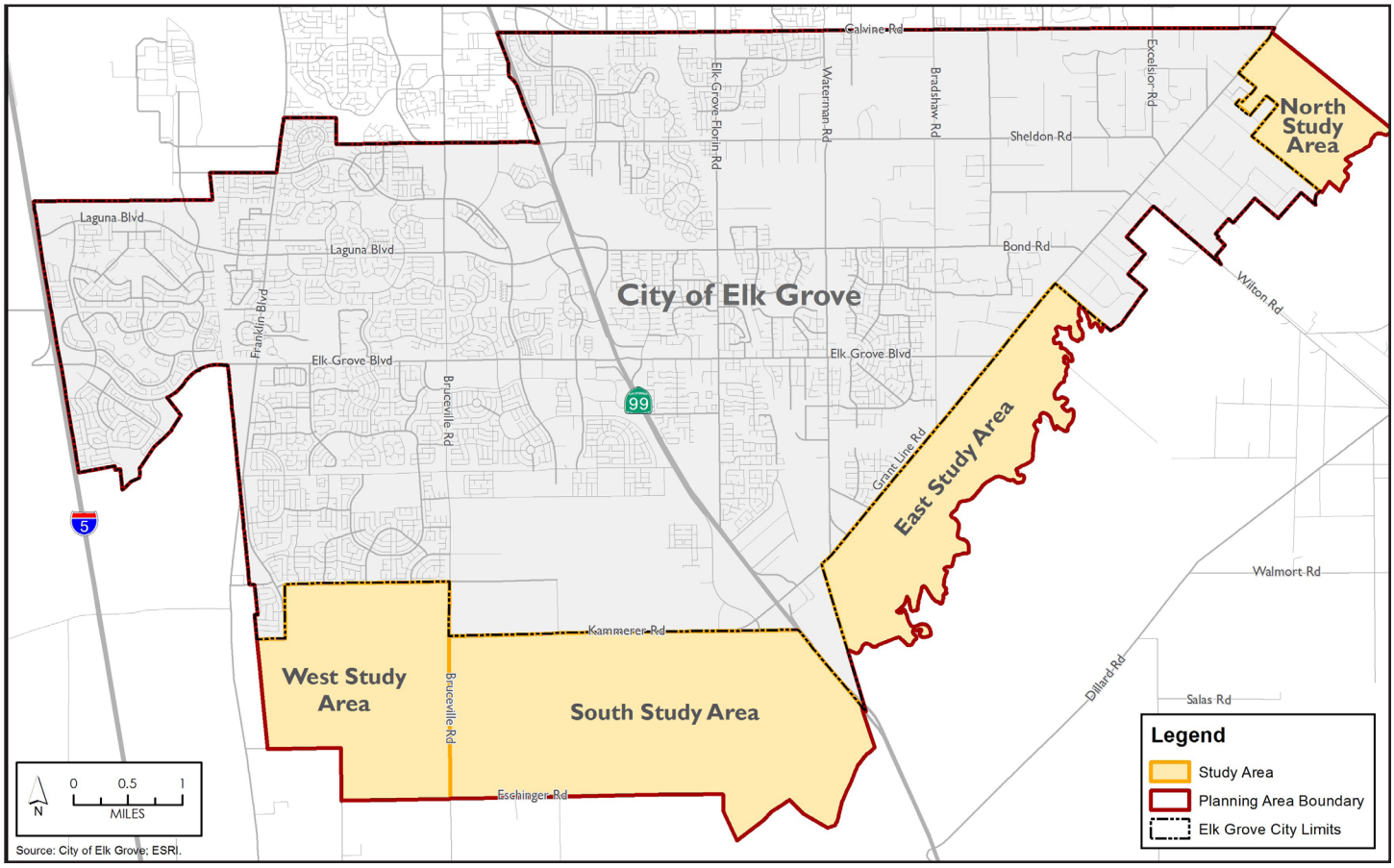
Future development of the Study Areas will require the creation of new and expanded infrastructure. The City intends for new development to ensure availability of adequate infrastructure as part of all phases of development consistent with the

General Plan, which may require both on-site and off-site improvements. Further, it is the City's expectation that the costs associated with development, maintenance, and operation of this infrastructure and related City services be sufficiently funded by the proposed development and not create a burden on existing residents and businesses.

Policies: Study Area Organizing Principles

Policy LU-3-1: Ensure that future development in the Study Areas is consistent with the City's Vision and Supporting Principles by implementing the Study Area organizing principles provided herein.

FIGURE 4-3
STUDY AREA BOUNDARIES



Study Area Organizing Principles

The City envisions that future development within the Study Areas will occur within a broader organizing framework of land use principles (referred to as organizing principles). Development shall occur within one or more of the following three districts, which are described in more detail on the following pages.

1. Activity District , which focuses on higher densities and intensities of retail, services, employment and residential uses.

2. Residential Neighborhood District, where residential development, with neighborhood-serving retail and parks and schools, occurs.

3. Open Space/Conservation District, which includes large urban parks, open spaces, and agriculture-related uses.

Figure 4-4, *Conceptual Illustration of General Siting Criteria,* illustrates how these districts and other community components (including parks and roadways) shall generally be organized. This graphic is included primarily for illustrative purposes and does not reflect any specific development proposal. As future land planning and development entitlements occur, these districts, as they are found in each Study Area, will be refined into the specific land use designations of this General Plan. Development in each district shall comply with the general standards below, as well as with specific Land Use Programs unique to each Study Area.

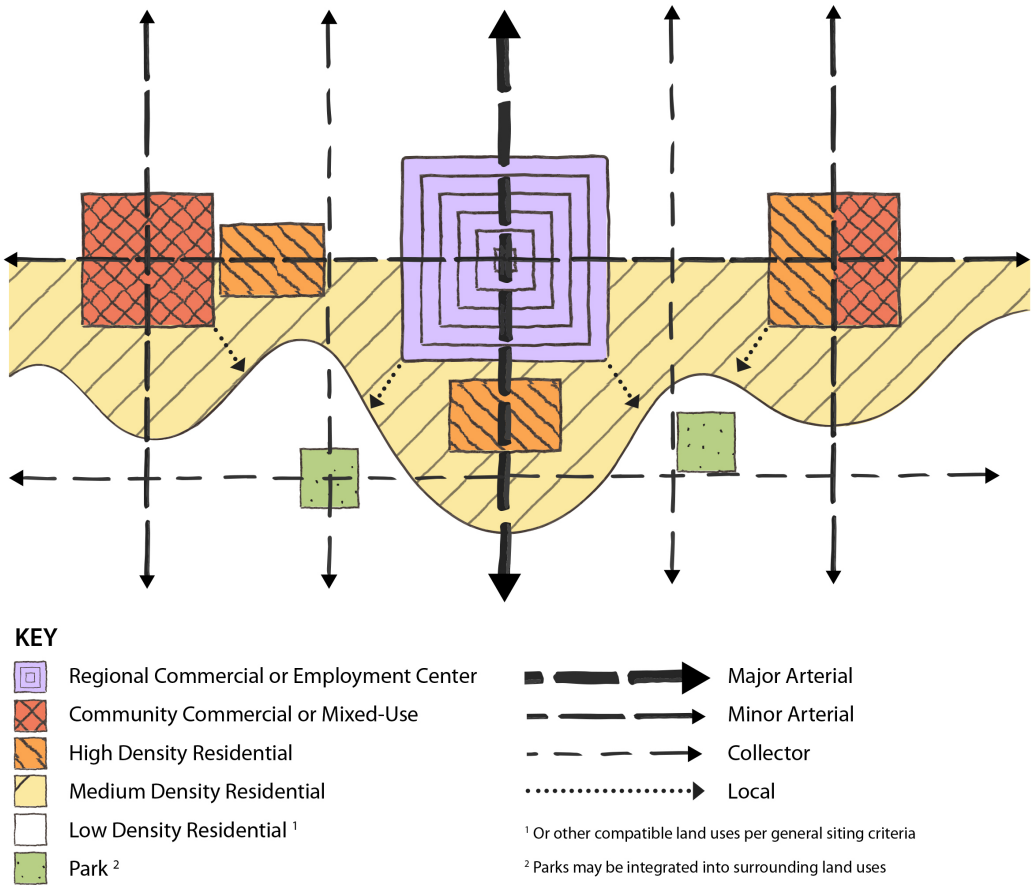
Policies: Activity District General Components

The Activity District includes higher densities and intensities of retail, services, employment, and residential uses. Activity Districts should be linked and supported by an interconnected network of streets and open spaces, with residential uses located within walking distance, facilitating options such as transit, biking, and walking for access to services and to the Residential Neighborhood District areas. **Figure 4-4** illustrates how various land uses and public spaces (e.g., streets) are intended to work together to implement this concept. This graphic is included primarily for illustrative purposes and does not reflect any specific development proposal. Each Activity District will have one or more activity nodes, which represent the center of commercial or employment uses, typically located at a major intersection or near a transit stop.

Policy LU-3-2: Employment land uses in Activity Districts should meet the following guidelines:

- Regional Commercial and Employment Center uses should be located along major arterial roadways and generally within one-quarter mile of major intersections and/or planned or existing transit stops.

FIGURE 4-4:
CONCEPTUAL ILLUSTRATION OF GENERAL SITING CRITERIA



- Community Commercial uses larger than 15 acres should be located along collector and arterial roadways, and adjacent to Mixed Use, Medium Density Residential, or High Density Residential uses.
- Regional Commercial and Community Commercial uses should be sited within walking distance (generally one-half mile) of planned or existing transit stops.
- Uses that may generate very high service populations (employees and/or customers) should be located within one-quarter mile of planned or existing transit stops.
- Heavy Industrial and Light Industrial uses should be buffered from Residential uses by Public Service, Open Space, or Commercial uses.

Policy LU-3-3: Transect-based land uses in Activity Districts shall implement the provisions of the Livable Employment Area Community Plan as provided in Chapter 9 and the provisions of the corresponding zoning designations.

- Parking should be located internally on the site, as opposed to fronting on public roads where feasible; structured parking is encouraged where feasible.

Policy LU-3-4: Residential land uses in Activity Districts should meet the following guidelines:

- High Density Residential uses shall be located within one-quarter mile of major intersections and planned or existing transit stops.

- Housing should be buffered via building designs or other features from uses that produce loud noises that frequently exceed 65 decibels.

Policy LU-3-5: Public and Quasi-Public land uses in Activity Districts should meet the following guidelines:

- Acreages for parks shall meet or exceed the minimums required by City and/or Cosumnes Community Services District standard(s).

- Acreages for Public Services land uses shall meet or exceed the minimums required by any applicable standards, including land to support future school sites.

- Proposed development projects should maximize efficiency of service delivery. New development should be located adjacent to existing development and should be connected or linked to uses with similar service and utility needs.

- Schools, community centers, and park and recreation sites shall be connected to nearby residential neighborhoods through separated pedestrian and bicycle pathways.

- Consistent with the Park Design Principles adopted by the Cosumnes Community Services District and the City, local and neighborhood parks shall be located within residential areas and not along arterial roads. Community parks may be located on arterials.

Park in Elk Grove

Policies: Residential Neighborhood District General Components

The Residential Neighborhood District includes a range of densities and housing types, as well as lower-density mixed-use and neighborhood-serving commercial, service, and retail uses. It also includes schools and parks. The district should be linked and supported by an interconnected network of streets and open spaces, facilitating options such as transit, biking, and walking for access to services within the district and to Activity Districts.

Policy LU-3-6: Employment and Mixed Use land uses in Residential Neighborhood Districts should meet the following guidelines:

- Serve the neighborhood by providing for services, goods, or entertainment desired by the district's residential population.
- Be located within one-half mile of major intersections and planned or existing transit stops.
- Fit with the surrounding neighborhood character.

Policy LU-3-7: Residential land uses in Residential Neighborhood Districts should meet the following guidelines:

- Rural Residential uses should be buffered from higher-intensity uses with Open Space, Community Commercial, or Estate or Low Density Residential uses.
- Low Density Residential uses should not be located adjacent to Heavy Industrial land uses.
- Medium and High Density Residential uses should be located within one-half mile of planned or existing transit stops, planned or existing commercial uses, and planned or existing Parks or Open Space areas.
- Agriculture uses should be buffered from higher-intensity uses that may result in conflict, including residential uses in the Estate Residential land

use designation and those uses of higher density. Buffering should occur within new development areas and shall include interim buffers for phased development such that the physical and economic integrity of agricultural lands is maintained.

Policy LU-3-8: Public and Quasi-Public land uses in Residential Neighborhood Districts should meet the following guidelines:

- Acreages for parks shall meet or exceed the minimums required by City and/or Cosumnes Community Services District standard(s).
- Acreages for Public Services land uses shall meet or exceed the minimums required by any applicable standards, including land to support future school sites.
- Proposed development projects should maximize efficiency of service delivery. New development should be located proximate to existing development and should be connected or linked to uses with similar service and utility needs.
- Schools, community centers, and park and recreation sites shall be connected to nearby residential neighborhoods through separated pedestrian and bicycle pathways.

Policies: Open Space/Conservation District General Components

The Open Space/Conservation District includes large urban parks, open spaces, agriculture-related uses, and natural resources such as rivers or streams and related floodplains. Only agriculture-related uses, public buildings, and public infrastructure, including parks and open space, should be located in this district. The district should be linked by a robust network of access trails and paths for biking and walking to Residential Neighborhood Districts and Activity Districts, unless such infrastructure would disrupt the rural character or resource conservation efforts.

Policy LU-3-9: Public, Open Space, and Conservation land uses in Open Space/Conservation Districts should meet the following guidelines:

- Provide a buffer between residential, commercial, and industrial uses.

- In areas designed to promote open space or recreational uses over conservation uses, provide nonvehicular access points within one-half mile of all residential uses.
- Be publicly accessible and, where feasible, be integrated with surrounding land uses.
- Maximize connectivity for both humans and animal life by connecting to an integrated network of passive and active open space corridors and uses.
- Contain all areas located in the 100-year or 200-year floodplain, unless this would result in "islanding" of higher-density land uses. Areas located in the 100-year or 200-year floodplain shall be retained for agriculture if it is the existing use, continues to be economically viable, and would not result in islanding of higher-density land uses.

Policy LU-3-10: Public and Quasi-Public land uses in Open Space/ Conservation Districts should meet the following guidelines:

- Acreages for parks shall meet or exceed the minimums required by City and/or Cosumnes Community Services District standard(s).
- Acreages for Public Services land uses shall meet or exceed the minimums required by any applicable standards, including land to support future school sites.
- Proposed development projects should maximize efficiency of service delivery. New development should be located adjacent to existing development and should be connected or linked to uses with similar service and utility needs.
- Schools, community centers, and park and recreation sites shall be connected to nearby residential neighborhoods through separated pedestrian and bicycle pathways, unless such infrastructure would disrupt rural character or resource conservation efforts.

Policies: Study Area Land Use Programs

Policy LU-3-11: Ensure that future development in the Study Areas is consistent with the City's Vision and Supporting Principles by implementing the Study Area Land Use Programs, as follows:

Study Area Land Use Programs

The Land Use Programs guide the appropriate balance between land development and conservation in each Study Area, using the organizing principles as a basis. The Land Use Programs will be used to guide the approval and development of individual projects in a manner that promotes long-term achievement of the Community Vision and Supporting Principles. The Land Use Program for each Study Area consists of the following:

1. General development objectives, describing the vision for the individual Study Area.
2. Conceptual land use character graphics that illustrate the appropriate siting of the various Land Use Districts.
3. Land Use Program standards, which describe the future land use designations that will implement the Land Use Districts and the desired land use range (based on the gross acreage of the individual Study Area).

FIGURE 4-5:
NORTH STUDY AREA LAND USE DIAGRAM

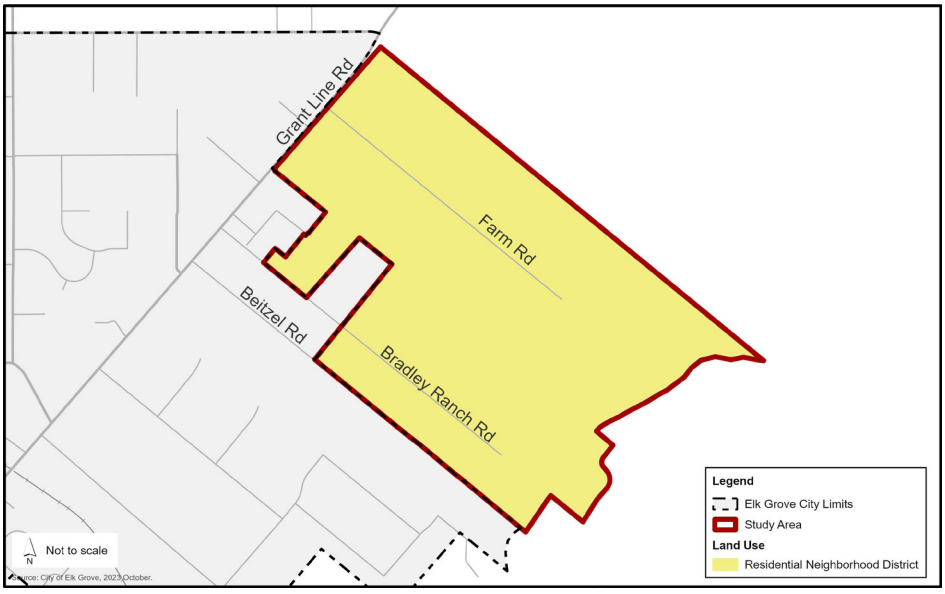


TABLE 4-1:
NORTH STUDY AREA LAND USE DISTRICT PROGRAM STANDARDS

Land Use District	Designations Allowed in District	Desired Land Use Range (gross acreage basis)[1,2]	
Residential Neighborhood District	Rural Residential (RR)	100%	646 acres

Policies: North Study Area Development Pattern

The North Study Area and the location of Land Use Districts within it are shown in **Figure 4-5**. The planning objective for the North Study Area is to create a rural residential neighborhood consistent with, and as an extension of, the Elk Grove Rural Area Community Plan. Only Rural Residential development and agriculture-related uses will be allowed in the Study Area.

The Capital SouthEast Connector is located along the northwestern boundary of the North Study Area (Grant Line Road). See the *Mobility* chapter (Chapter 6) for policies related to the transportation network.

Policy LU-3-12*:* Ensure that land use plans submitted for properties in the North Study Area are consistent with the following Land Use Diagram (**Figure 4-5**) and program standards (**Table 4-1**).

Note:
1. *Land use designations shall occur within the percentage range as listed.*
2. *Acreage range provided is based upon the gross acreage of the study area and the percent range listed. Where a discrepancy occurs between the two, the percentage shall control.*

Policies: East Study Area Development Pattern

The East Study Area and the location of Land Use Districts within it are shown in **Figure 4-6**. The planning objective for the East Study Area is to create a mix of employment activities in the southwest area that transition to residential neighborhoods towards the northeast. Employment uses will function as an extension adjoining industrial development to the north/northwest. The employment uses envisioned for the East Study Area will focus on industrial, office, and regional retail uses and include a regional recreation and sports center.

In the central and northeastern portions of the East Study Area, uses will transition to residential neighborhoods that are compatible with existing neighborhoods to the north of Grant Line Road, as well as with the rural and agricultural areas located to the northeast and southeast. Opportunities for community-oriented commercial uses exist at major intersections along Grant Line Road at Bradshaw Road and Elk Grove Boulevard.

The Capital SouthEast Connector is located along the northwestern boundary of the East Study Area (Grant Line Road). See the *Mobility* chapter (Chapter 6) for policies related to the transportation network.

Policy LU-3-13: Ensure that the land use plans submitted for properties in the East Study Area are consistent with the following Land Use Diagram (**Figure 4-6**) and program standards (**Table 4-2**).

FIGURE 4-6:
EAST STUDY AREA LAND USE DIAGRAM

Figure 4-6 East Study Area Land Use Diagram

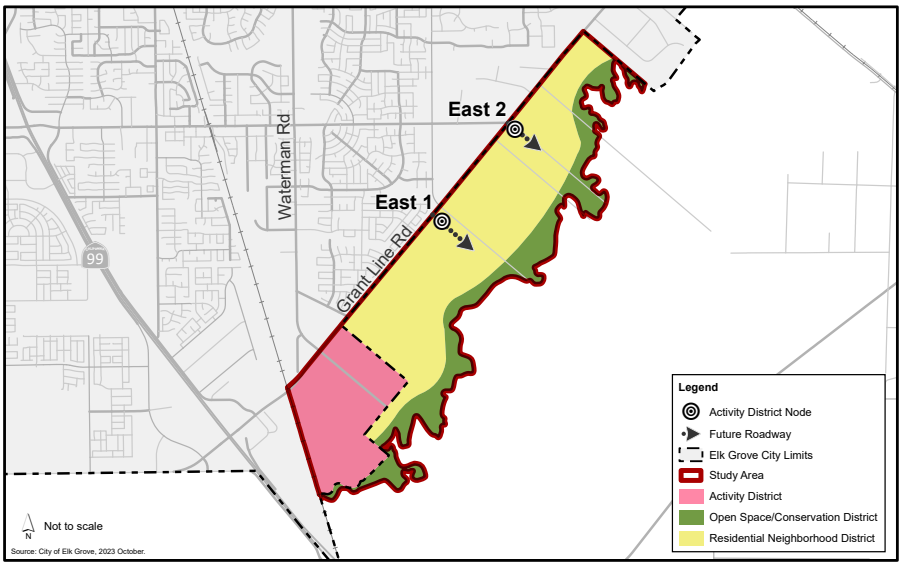
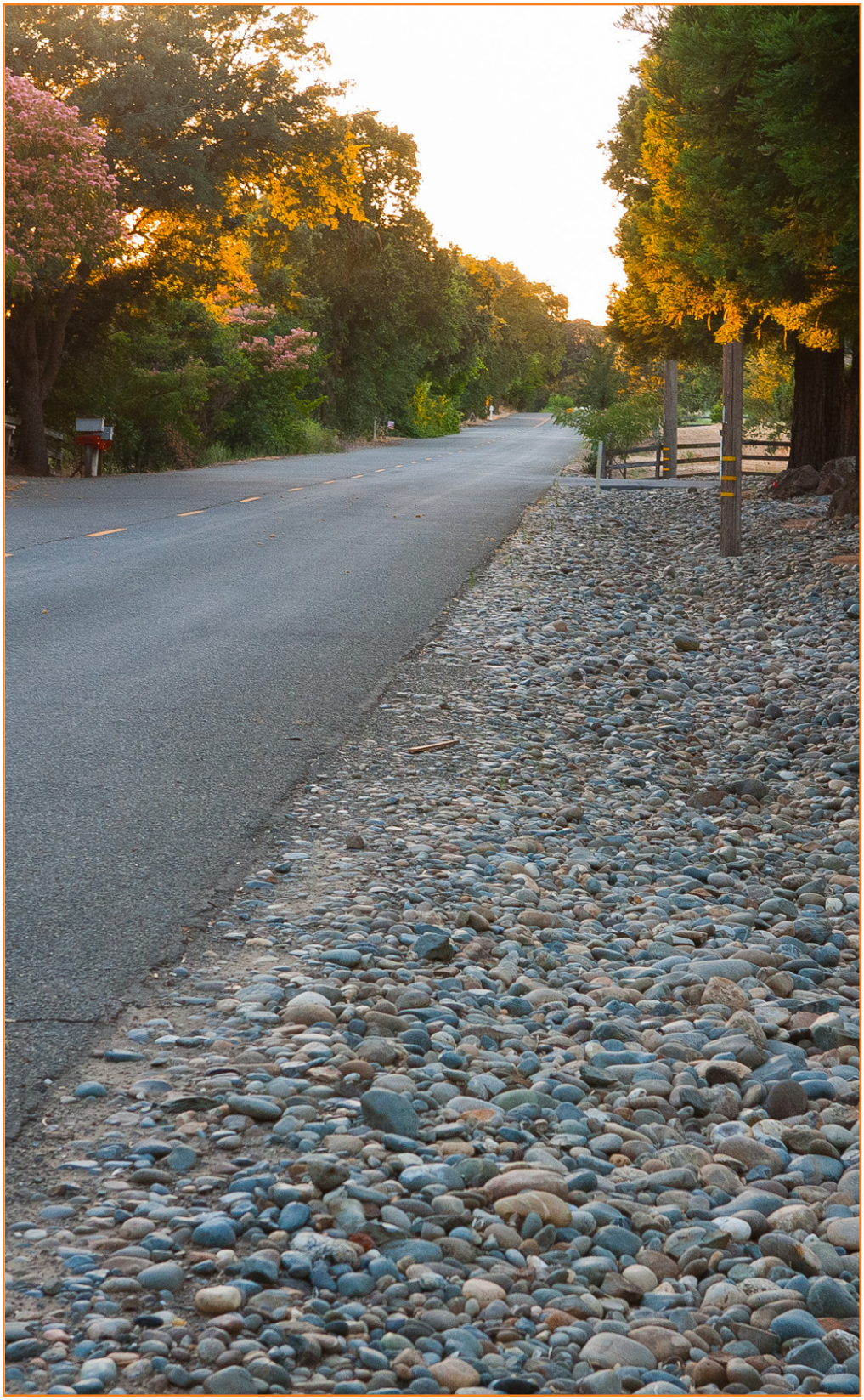


TABLE 4-2:
EAST STUDY AREA LAND USE DISTRICT PROGRAM STANDARDS

Land Use District	Designations Allowed in District	Desired Land Use Range (gross acreage basis)[1, 2]	
Activity District	Community Commercial (CC)	1%-5%	15-90 acres
	Regional Commercial (RC)		
	Light Industrial/Flex (LI/F)	15%–30%	260-500 acres
	Light Industrial (LI)		
	Heavy Industrial (HI)		
	High Density Residential (HDR)	1%–3% or as needed to meet RHNA	15-55 acres
	Public Services (PS)	1%–3% or as needed to support land uses	15-55 acres
Residential Neighborhood District	Community Commercial (CC)	1%–3%	15-55 acres
	Rural Residential (RR)	60%–65%	1,050-1,150 acres
	Estate Residential (ER)		
	Low Density Residential (LDR)		
	Medium Density Residential (MDR)	1%–3% or as needed to meet RHNA	15-55 acres
	High Density Residential (HDR)		
	Park and Open Space (P/OS)	8%–13% or as needed to support land uses	140-230 acres
	Public Services (PS)	1%–3% or as needed to support land uses	15-55 acres
Open Space/ Conservation District	Resource Management and Conservation (RMC)	5%–10% or as needed to meet resource conservation standards and/or to provide floodplain buffer	85-175 acres
	Public Services (PS)	1%–3% or as needed to support land uses	15-55 acres

Note
1. Land use designations shall occur within the percentage range as listed. For those land uses with a percent range listed "or as needed," if an amount more than the stated range is required in order to achieve the necessary amount of parks or other public services needed to serve the development, or increased higher density housing to comply with the City's RHNA, the other land use percentages shall be adjusted, as determined by the City Council, in order to achieve the development pattern for this study area.

2. Acreage range provided is based upon the gross acreage of the study area and the percent range listed. Where a discrepancy occurs between the two, the percentage shall control.



City of Elk Grove's Rural Area

Policies: South Study Area Development Pattern

The South Study Area and the location of Land Use Districts within it are shown in **Figure 4-7**. The planning objective for the South Study Area is to serve as a second phase of the Livable Employment Area that builds off of development to the north. The balance of the activity center shall focus on industrial and other regional uses. There must also be easily accessible open space areas, parks, recreational sites, and public services available to residents and workers. The Open Space/Conservation District will maintain agricultural lands for the long term and serve as a buffer to the Cosumnes River. The Residential Neighborhood District will allow for a range of residential neighborhoods. Development proximate to the existing Eschinger Road will serve as a buffer to the agricultural land south of the Study Area. From a circulation perspective, parallel access to Kammerer Road will be via a new arterial located approximately halfway between Kammerer Road and Eschinger Road (an extension of Willard Parkway from the west). Eschinger Road will maintain its rural character and not serve as an arterial into the Study Area.

Policy LU-3-14: Ensure that land use plans submitted for properties in the South Study Area are consistent with the following Land Use Diagram (**Figure 4-7**) and program standards (**Table 4-3**).

FIGURE 4-7:
SOUTH STUDY AREA LAND USE DIAGRAM

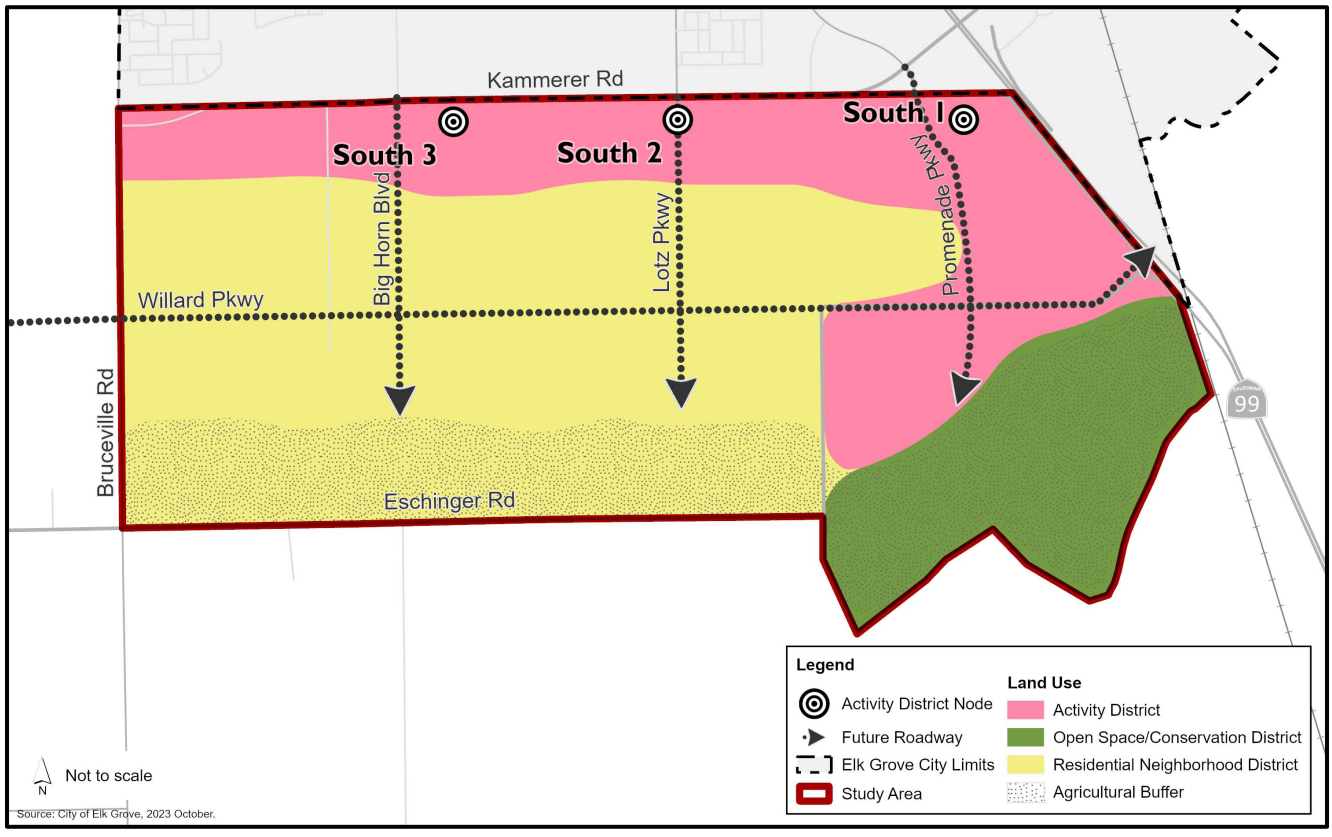


TABLE 4-3:
SOUTH STUDY AREA LAND USE DISTRICT PROGRAM STANDARDS

Land Use District	Designations Allowed in District	Desired Land Use Range (gross acreage basis)[1, 2]	
Activity District	Community Commercial (CC)	1.5%–2%	50 – 75 acres
	Regional Commercial (RC)		
	Employment Center (EC)	8%–11%	300 – 400 acres
	Light Industrial/Flex (LI/FX)		
	Light Industrial (LI)		
	Heavy Industrial (HI)		
	General Neighborhood Residential (T3-R)	1.5%–2%	50 – 70 acres
	Neighborhood Center Low (T3)	1.5%–2%	60 – 75 acres
	Neighborhood Center Medium (T4)	1%–1.5%	30-50 acres
	Neighborhood Center High (T5)		
	High Density Residential (HDR)	1%-3% or as needed to meet RHNA	20-50 acres
	Parks and Open Space (P/OS)	3%-6%	120-200 acres
Residential Neighborhood District	Community Commercial (CC)	1%–2%	35 – 75 acres
	Rural Residential (RR)	30%–38%	1,100 – 1,400 acres
	Estate Residential (ER)		
	Low Density Residential (LDR)		
	Medium Density Residential (MDR)	6%-8%	225 – 300 acres
	High Density Residential (HDR)	1.5%-3% or as needed to meet RHNA	40-100 acres
	Park and Open Space (P/OS)	5%–10% or as needed to support land uses	185 – 370 acres
	Public Services (PS)	4%–6% or as needed to support land uses	110 – 295 acres
	Resource Management and Conservation (RMC)	As needed to meet drainage requirements	TBD
Open Space/ Conservation District	Resource Management and Conservation (RMC)	8%-11%, or as needed to meet resource conservation standards and/or to provide floodplain buffer	300-400 acres
	Public Services (PS)		

Note:

1. Land use designations shall occur within the percentage range as listed. For those land uses with a percent range listed "or as needed," if an amount more than the stated range is required in order to achieve the necessary amount of parks or other public services needed to serve the development, or increased higher density housing to comply with the City's RHNA, the other land use percentages shall be adjusted, as determined by the City Council, in order to achieve the development pattern for this study area.

2. Acreage range provided is based upon the gross acreage of the study area and the percent range listed. Where a discrepancy occurs between the two, the percentage shall control.

Policies: West Study Area Development Pattern

The West Study Area and the location of Land Use Districts within it are shown in **Figure 4-8**. The planning objective for the West Study Area is to create diverse, walkable residential neighborhoods featuring parks, public services, and lower-intensity employment opportunities. The Study Area will include a range of residential densities, including High Density Residential, Medium Density Residential, Low Density Residential, and Estate Residential housing. Development options rely on completing the extension of Kammerer Road to meet Interstate 5. Willard Parkway shall extend south into the Study Area before turning east into the South Study Area. Development proximate to the existing Eschinger Road and Core Road will serve as a buffer to the agricultural land south of the Study Area. Resource conservation land will also be located along waterways (e.g., Shed C channel) to protect water resources and guard against flood hazards.

FIGURE 4-8: WEST STUDY AREA LAND USE DIAGRAM

Figure 4-8 West Study Area Land Use Diagram

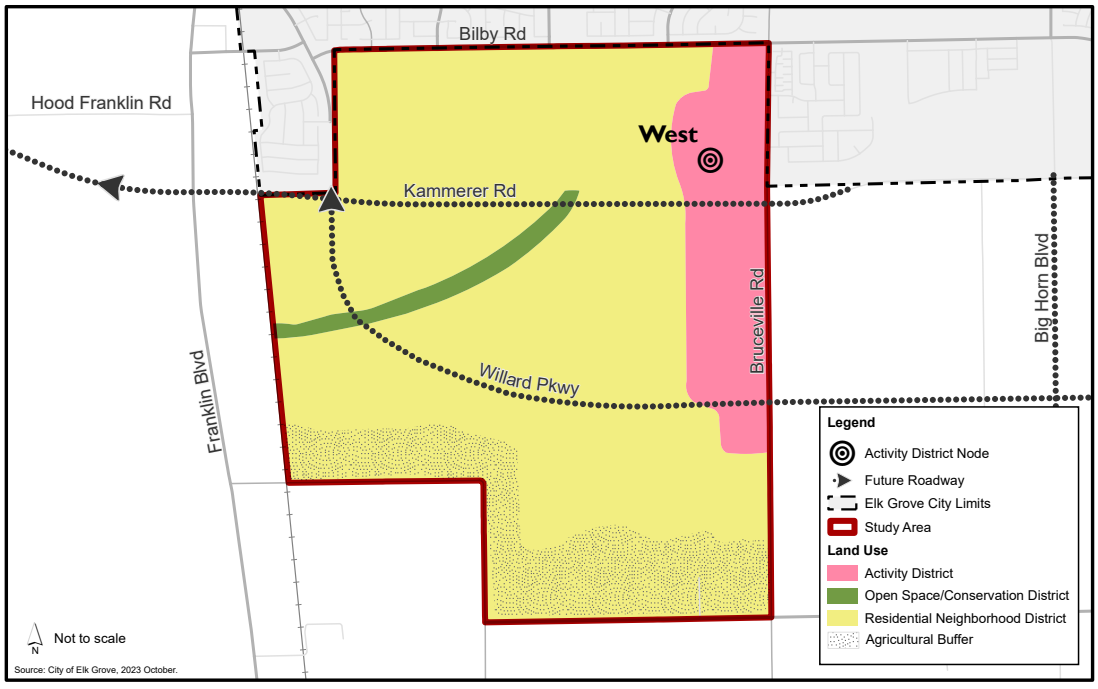


TABLE 4-4:
WEST STUDY AREA LAND USE DISTRICT PROGRAM STANDARDS

Land Use District	Designations Allowed in District	Desired Land Use Range (gross acreage basis)[1, 2]	
Activity District	Community Commercial (CC)	1%–3%	20-60 acres
	Employment Center (EC)	3%–5%	60-100 acres
	High Density Residential (HDR)	5%–8% or as needed to meet RHNA	110-150 acres
Residential Neighborhood District	Community Commercial (CC)	1%–3%	20-60 acres
	Rural Residential (RR)	50%–60%	950-1,150 acres
	Estate Residential (ER)		
	Low Density Residential (LDR)		
	Medium Density Residential (MDR)	8%-10%	150-190 acres
	High Density Residential (HDR)	3%-5% or as needed to meet RHNA	60-100 acres
	Park and Open Space (P/OS)	8%–15% or as needed to support land uses	150-290 acres
	Public Services (PS)	5%–8% or as needed to support land uses	100-150 acres
Open Space/ Conservation District	Resource Management and Conservation (RMC)	2%-8% or as needed to support land uses	40-150 acres
	Public Services (PS)		

Note:

1. Land use designations shall occur within the percentage range as listed. For those land uses with a percent range listed "or as needed," if an amount more than the stated range is required in order to achieve the necessary amount of parks or other public services needed to serve the development, or increased higher density housing to comply with the City's RHNA, the other land use percentages shall be adjusted, as determined by the City Council, in order to achieve the development pattern for this study area.

2. Acreage range provided is based upon the gross acreage of the study area and the percent range listed. Where a discrepancy occurs between the two, the percentage shall control.

Community Outreach

Policy LU-3-15: Ensure that land use plans submitted for properties in the West Study Area are consistent with the following Land Use Diagram (**Figure 4-8**) and program standards (**Table 4-4**).

Policies: City Expansion

Policy LU-3-16: Support applications (both public and private projects which are in conformance with the General Plan) to the Sacramento LAFCo to expand the City's Sphere of Influence and corporate boundaries that implement this General Plan. Expansion of the City limits shall occur only within the identified Study Areas, as shown in **Figure 4-3,** when in conformance with the policies contained herein.

Policy LU-3-17: Seek to have the area outside of the City's Sphere of Influence but within the Planning Area designated as an Area of Concern, consistent with Sacramento LAFCo policy.

Policy LU-3-18: Work with Sacramento County to establish agreement(s) regarding Sphere of Influence amendments, a master tax sharing agreement applicable to future annexations, and potentially a master agreement relative to the fair share of regional housing needs.

Policy LU-3-19: Work with the Cosumnes Community Services District (and other affected agencies and independent districts, as necessary) to promote expansion of its Sphere of Influence and territory by LAFCo so that its services may continue to be provided to the residents of Elk Grove as annexations occur.

Policy LU-3-20: Prezone all properties subject to an annexation application prior to the initiation of an annexation application with LAFCo. The prezoning shall be consistent with the General Plan.

Policy LU-3-21: Accept annexation proposals when located within the City's Sphere of Influence and contiguous with the existing City limits at the time of application, providing a contiguous development pattern.

Policy LU-3-22: Identify a mitigation program for critical habitat for special status species known to occur within

the Study Areas. A proposed project determined to have a significant impact to habitat for special-status species shall implement all feasible mitigation measures established in the program, including but not limited to land dedication (which may be located either inside or outside the corresponding Study Area) or fee payment, or both.

Policy LU-3-23: Annex additional land into the City, as appropriate, where the proposed project implements the Community Vision and regional growth objectives.

Policy LU-3-24: Ensure that annexation proposals provide a demonstrated community benefit, such as incentives through the project that include transportation, utility, park, and other public improvements or that address mobility or service needs, or impact fees that support such improvements. The City may establish zoning incentives, density bonuses, or other land use tools where higher development potential may be allowed based on contributions toward desired community benefits.

Policies: Annexation Criteria and Submittal Requirements

Policy LU-3-25: Allow expansion when economic need, the Community Vision, and regional goals align.

Policy LU-3-26: Require annexation proposals to demonstrate compliance with all of the following criteria:

- **Criteria 1.** The annexation proposal is consistent with the applicable Land Use Program and Study Area organizing principles.
- **Criteria 2**. The annexation proposal is consistent with the City's multimodal transportation goals, including integration of alternative transportation facilities as applicable.
- **Criteria 3**. The annexation proposal provides for the planned, orderly, efficient development of the City within near-term time frames, recognizing opportunities or limitations to achieving substantially the same project within the existing City consistent with the General Plan. Options to achieve this criteria include, but are not limited to, a market demand/feasibility analysis.

Policy LU-3-27:

- *Land Plan*
- *Infrastructure Plan*
- *Financing Plan and Fiscal Analysis*
- *Service Level Analysis*
- *Performance Standards*
- *Market Study*
- *Supporting Principles*

- **Criteria 4**. The annexation proposal is consistent with and furthers the Community Vision, as shown by demonstrating one or more of the following:
  - How the proposal furthers regional goals as expressed through the Sacramento Region Blueprint and the MTP/SCS.
  - How the proposal facilitates development of a regional attractor (e.g., Major Employment Center) or use that implements one or more of the General Plan Supporting Principles.
  - How the proposal furthers General Plan goals or objectives.
  - How the proposal provides key infrastructure or facilities needed to maintain or improve community service levels.
- **Criteria 5**. The annexation proposal does not reduce safety, utility, and infrastructure service levels within the City limits to less than the acceptable service standards or work level standards adopted by the City or the applicable service agency.
- **Criteria 6.** The annexation proposal identifies the source of future water supply for areas proposed for new development, in compliance with the Sustainable Groundwater Management Act.

Policy LU-3-27: Require that the following items be submitted with all annexation applications:

- **Land Plan.** A land plan addressing land use, circulation, infrastructure, public facilities, and public services for the subject property, and interfaces with planned facilities and services for the balance of the subject Study Area or the adjacent Study Area(s) or the existing City. Sufficient detail shall be provided to determine consistency with the applicable Land Use Program and allow for prezoning of properties.

- **Infrastructure Plan.** An infrastructure plan identifying the backbone infrastructure necessary to serve the subject property, and interfaces with planned facilities and services for the balance of the subject Study Area or the adjacent Study Area(s) or the existing City. A process for phasing of infrastructure shall be identified (if improvements are to be phased), and connections to existing and planned infrastructure beyond the limits of the subject property and/or Study Area may be required.

- **Financing Plan and Fiscal Analysis.** A financing plan and fiscal analysis indicating anticipated funding for the infrastructure identified in the infrastructure plan. The fiscal analysis shall evaluate the impact of development and the associated construction and maintenance of infrastructure on the City's general fund.

- **Service Level Analysis.** An analysis of service levels for safety, utility, and infrastructure facilities at buildout of the proposed land plan. The analysis will compare service levels at buildout of the proposed land plan with adopted City or agency service standards or established work level standards.

- **Performance Standards.** An analysis of the projected vehicle miles traveled (VMT) and greenhouse gas emissions for the proposed development.

- **Market Study.** A market study demonstrating demand for the uses identified in the land plan. The market study should consider the local and regional market as well as the availability and feasibility of sites located within the City limits that may support similar development.

- **Supporting Principles**. A list and discussion of which General Plan Supporting Principle(s) are implemented by the proposal and why. Particular attention should be given to meeting economic need, the Community Vision, and regional goals.

Policy LU-3-28: Except as otherwise determined by the City Council, require that applications for annexation be provided as specific plans. The format, content, and structure of each specific plan shall be consistent with State law and local regulations, to the satisfaction of the City. In considering if a specific plan will not be required, the City shall give consideration to the size of the project, the proposed mix of uses, and other factors as it deems relevant.

Policy LU-3-29: While the City encourages property owners within each Study Area to work together proactively and with the City to address common planning issues, each development/annexation proposal is not required to individually plan its entire Study Area.

Policies: Infrastructure Financing

Policy LU-3-30: When reviewing subsequent land use entitlements (e.g., tentative map, conditional use permit) that deviate from the land plan approved as part of an annexation process, the City may require an updated fiscal analysis if the proposed development materially varies from the development contemplated in the fiscal analysis prepared for the annexation, and/or a substantial change in market or other financial conditions has occurred.

Policy LU-3-31: Only allow projects in growth areas that are proposed in tandem with infrastructure improvements that minimize potential burden from the new project to existing ratepayers.

Elk Grove Library

Policy LU-3-32: Establish funding mechanisms for the expansion of public services and infrastructure to ensure new development is carrying its cost burden.

Policies: Service Levels

Policy LU-3-33: Ensure infrastructure and facilities are planned and designed to meet projected future demands.

Policy LU-3-34: Ensure backbone infrastructure and facility improvements are installed concurrent with projected development demands to meet adopted City or agency service standards or adopted work level standards.

GOAL LU-4: THRIVING ACTIVITY CENTERS

The City envisions continued development in specific areas to create multiple activity centers that could include some combination of civic, commercial, and recreational uses which will provide a central gathering space for community members. Activity center locations will include the Civic Center, Old Town, the Village Center of SEPA, the centers of the Livable Employment Area, Laguna Crossroads shopping center, the Activity Centers in the Study Areas, and others that may emerge as the City evolves. These activity centers are intended to provide central locations for community gathering and social activities, facilitate access to services and entertainment, and function as engines of economic growth and job creation. To reinforce and enhance the civic core, the City will improve pedestrian- and bicycle-oriented connectivity and support pedestrian-friendly commercial and other supporting uses in the area.

Each activity center will provide for a vertical or horizontal mix of land uses and be transit accessible. The exact locations and boundaries, as well as detail density and intensity, mix of land uses, and specific design and access requirements, are reflected in zoning requirements, design guidelines, and/or district development plans that will be developed for each area.

Policies: Activity Centers

Policy LU-4-1: Establish activity centers as community gathering places characterized by the following design element related actions:

- Devote portions of street frontage to commercial, cultural, and recreation uses to meet the needs of residents in nearby neighborhoods.
- Ensure development includes spaces available to the public for community events and gatherings.
- Prioritize pedestrian and bicycle access.

Store-front Design in Old Town Elk Grove

- Ensure local and regional transit connections are provided throughout each activity center.
- Provide a mechanism to ensure development occurs in line with a cohesive design theme established for each activity center.
- Incorporate public art in central locations.

GOAL LU-5: CONSISTENT, HIGH-QUALITY URBAN DESIGN

"Urban design" generally refers to the design of public and private buildings and spaces. Good urban design is essential in creating attractive, appealing, and livable districts and neighborhoods. The City recognizes that the public's interest is served by ensuring that new development in Elk Grove is of a high level of design and quality.

Policies: Street-front Visual Character

Also consult Chapter 8: Services, Health and Safety for Utility Undergrounding policies which affect the visual character of right-of-way.

Policy LU-5-1: Ensure that new development reflects the City's desire to create a high-quality, attractive, functional, and efficient built environment.

Policy LU-5-2: Provide and implement regulations that encourage high-quality signage, ensure that businesses and organizations can effectively communicate through sign displays, promote wayfinding, achieve visually vibrant streetscapes, and control excessive visual clutter.

Policy LU-5-3: Reduce the unsightly appearance of overhead and aboveground utilities by requiring the undergrounding of appropriate services within the urban areas of the City.

Standard LU-5-3.a: New utility facilities should be located underground to the extent possible. Facilities to be placed underground should include electrical transformers (where consistent with the guidelines of the electrical utility), water backflow preventers, and similar items.

Standard LU-5-3.b: Require that existing overhead utility facilities be undergrounded as a condition of project approval. This shall include electrical service lines under

Standard LU-5-3.b

See also Policy CIF-2-1 on page 8-46.

69kV. Electrical service lines of 69kV and higher are encouraged to be undergrounded.

Policy LU-5-4: Require high standards of architectural and site design, and apply strong design controls for all development projects, both public and private, for the enhancement and development of community character and for the proper transition between areas with different types of land uses. Design standards shall address new construction and the reuse and remodeling of existing buildings.

Standard LU-5-4.a: Nonglare glass shall be used in all nonresidential buildings to minimize and reduce impacts from glare. Buildings that are allowed to use semi-reflective glass must be oriented so that the reflection of sunlight is minimized. This requirement shall be included in subsequent development applications.

Policy LU-5-5: Improve the visual appearance of business areas and districts by applying high standards for architectural design, landscaping, and signs for new development and the reuse or remodeling of existing buildings.

Policy LU-5-6: When resources are available, seek to enliven the public right-of-way with attractive landscaping, public art, lighting, civic landmarks, sidewalk cafés, gateways, water features, interpretive/wayfinding signage, farmers markets, festivals, outdoor entertainment, pocket parks, street furniture, plazas, squares, or other amenities in spaces for public use.

Policy LU-5-7: Encourage incorporation of publicly accessible spaces, such as plazas or squares, into new commercial and mixed-use developments.

Policy LU-5-8: Require developers to provide pedestrian amenities, such as trees, lighting, recycling and refuse containers, seating, awnings, and/or art, in pedestrian areas along project frontages. Where appropriate, install pedestrian amenities in public rights-of-way.

Policy LU-5-9: Emphasize placemaking design principles in new development projects.

Standard LU-5-9.a: Prioritize the pedestrian by implementing the following measures:

- Minimize parking areas and curb cuts along commercial street frontages.
- Encourage a vertical and horizontal mix of land uses.
- Provide urban plazas and gathering spaces in commercial and multifamily development.
- Provide pedestrian amenities such as lighting, landscaping, and benches.

Standard LU-5-9.b: Encourage public art in all new large-scale development projects equal to or greater than 100,000 square feet.

Policy LU-5-10: Consider ways for the City to formally recognize examples of outstanding private development projects or practices, such as establishing an annual award program for architecture, site design, historical preservation, and/or landscaping treatment.

Rain Garden in Elk Grove

Policy LU-5-11: Design neighborhoods and buildings in a manner that is likely to prevent crime and provides security and safety for people and property when feasible.

Policies: Low Impact Development

Policy LU-5-12: Integrate sustainable stormwater management techniques in site design to reduce stormwater runoff and control erosion, during and after construction.

Standard LU-5-13.a: Where feasible, require on-site natural systems such as vegetated bioswales, green roofs, and rain gardens in the treatment of stormwater to encourage infiltration, detention, retention, groundwater recharge, and/or water reuse on-site.

GOAL LU-6: CONTEXT-APPROPRIATE DEVELOPMENT OF LAND USE POLICY AREAS

Land Use Policy Area: Old Town

Policy LU-6-1: Maintain and improve the aesthetic quality and architectural diversity of the Old Town historical district.

Land Use Policy Area: Laguna Ridge

Policy LU-6-2: Land uses in the Laguna Ridge Policy Area shall conform to the general layout of land uses shown in the Land Use Diagram in the Planning Framework (see Chapter 3).

Policy LU-6-3: Development in the Laguna Ridge Policy Area shall take place under the guidance of a Specific Plan which includes land use designations, development standards, infrastructure standards, infrastructure plans, a financing plan, and design guidelines and implementation.

Policy LU-6-4: The Laguna Ridge Specific Plan and any related implementation plans (including, but not limited to, capital facilities plans and public facilities financing plans) shall be consistent with this General Plan and shall be used to implement the land use and other policies of this General Plan.

Land Use Policy Area: Sheldon Farms

Policy LU-6-5: Ensure that street fronts provide a positive pedestrian experience through street-level retail, appropriate setbacks, open window architecture, and pedestrian amenities.

Policy LU-6-6: Support the development of transit-friendly land uses and densities in the Land Use Policy Area, consistent with the City-preferred alignment and station locations for fixed route transit.

Land Use Policy Area: South Pointe

Policy LU-6-7: Land uses in the South Pointe Policy Area shall conform to the land uses shown in the Land Use Diagram in the Planning Framework (see Chapter 3) and shall include a range of residential uses with parks and other public facilities.

GOAL LU-7: AN ESTABLISHED, PROTECTED, AND SUPPORTED RURAL AREA

A defining feature of the Rural Area is the community's dedication to preserving the agricultural and rural lifestyle of the area as an important part of Elk Grove's heritage. Small farms and the keeping of livestock are allowed throughout the Rural Area. Residents of this area have generally indicated that they value preserving the rural feel of their community, as well as the existing type and character of infrastructure.

The community recognizes that retaining its farming heritage is an important economic strategy. In addition to attracting residents who desire this lifestyle, certain economic activities are encouraged in the Rural Area, including farmers markets, harvest events, and farm-to-fork dining.

Detailed standards for development, roadway design, utilities, and land uses and zoning densities in the Rural Area are provided in the Rural Area Community Plan (see Chapter 9: *Community and Area Plans*).

Policies: Rural Area Preservation

Also consult Chapter 9: Community and Area Plans for policies specific to the Rural Area.

Policy LU-7-1: Development in the Rural Area shall take place under the guidance of a Sheldon/Rural Area Community Plan that includes land use designations, development standards, infrastructure standards, infrastructure plans, a financing plan, and design guidelines and implementation.

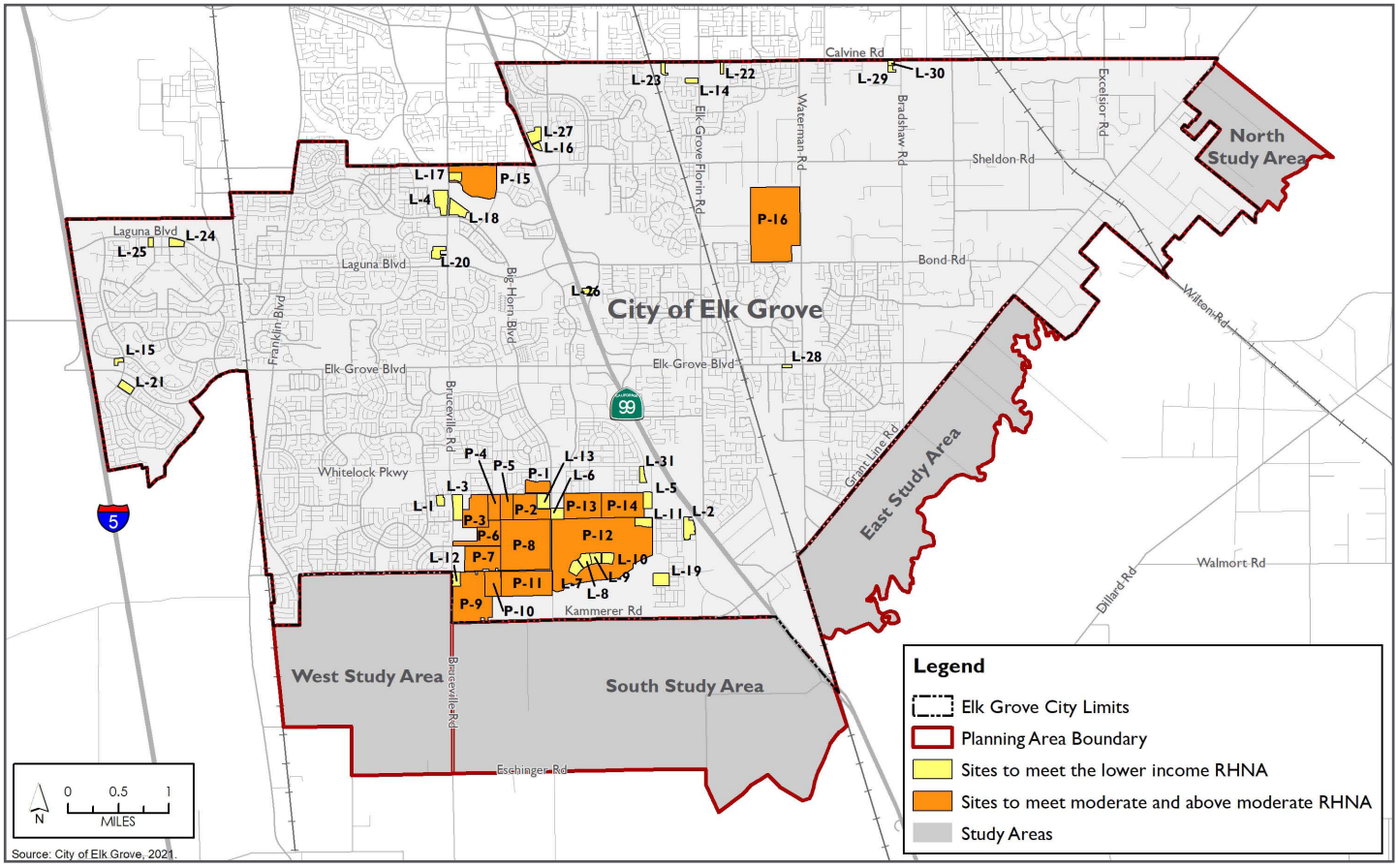
GOALS AND POLICIES: HOUSING

GOAL H-1: ADEQUATE SITES TO ACCOMMODATE THE CITY'S HOUSING NEEDS.

Regional projections by SACOG estimate a need for an additional 8,263 housing units in Elk Grove by 2029. The City has identified housing sites for future development to fulfill this need and will ensure that sites will be available throughout the 2021–2029 planning period. Additional sites have also been anticipated in the Study Areas to accommodate future RHNA beyond the current Housing Element planning period.

The Land Use Plan and the Housing Element of the City's General Plan are closely linked. The Land Use Plan is required under State law to show the location and distribution of sufficient land, with appropriate use designations, to provide for construction of the number of housing units that the City must accommodate according to the Regional Housing Needs Allocation (RHNA). The housing

FIGURE 4-9:
HOUSING INVENTORY SITES



Note:

Figure 4-9 Shows only a portion of sites available for housing; only the ones listed towards Elk Grove's RHNA are shown.

inventory sites that can accommodate future housing growth in Elk Grove are shown in Figure 3 and have been incorporated into the land use designations appropriate to accommodate the densities necessary to facilitate the construction of affordable housing. Additional housing-related assessments and data to address Housing Element requirements are contained in Chapter 12.

Policy H-1-1: Maintain an adequate supply of appropriately zoned land with available or planned public services and infrastructure to accommodate the City's projected housing needs for all income levels and for special needs groups.

Policy H-1-2: Continue to support zero-lot-line or reduced setback single-family residential developments and corner duplexes, in addition to multifamily projects, to increase affordable housing supply.

Policy H-1-3: Promote development where affordable housing is near services, shopping, and public transportation.

Standard H-1-3.a: Utilize the following non-binding guidelines in the analysis process of identifying opportunity locations for new multifamily housing:

1. Proximity to public transit or bus service.
2. Proximity to commercial and social services.
3. Parcel size and configuration that enhances the feasibility of development.
4. Lack of physical constraints (e.g. noise, wetlands).
5. Provision for a variety of housing types, including single-family housing, multi-family housing, ADUs, mobile homes, duplexes, residential care homes, and more, and affordable housing opportunities.
6. An appropriate size to provide for on-site management.
7. Integration into and compatibility with surrounding development.

The City may also consider other criteria, as it deems appropriate, to determine the feasibility and potential constraints of new multifamily development.

Policy H-1-4: Provide for the subdivision of larger high-density housing sites into smaller sites that have demonstrated increased financial viability.

Standard H-1-4.a: 1. Have adequate access and project visibility from arterial and collector roadways.

2. Have sufficient site acreage such that each lot can be developed independently with an adequate minimum number of units such that each site has financial viability.

3. That the subdivision does not create awkward lot configurations that present challenges to subsequent development, including but not limited to odd angles between lot lines.

The City may require market and design analysis/ studies to support the review of the proposed subdivision for consistency with these standards.

Policy H-1-5: The City shall allow housing developments with at least 20 percent affordable housing by-right on lower-income housing sites that have been counted in previous housing element cycles, consistent with Government Code Section 65583.2(c).

GOAL H-2: ADEQUATE HOUSING STOCK TO MEET THE NEEDS OF EXTREMELY LOW-, VERY LOW-, LOW-, AND MODERATE-INCOME HOUSEHOLDS AND SPECIAL-NEEDS GROUPS

Elk Grove is primarily a residential community with workers commuting to jobs outside of the City. Residential uses comprise 55 percent of the Planning Area, including rural residential, single-family, multifamily, mixed-use, and mobile homes. As development pressures increase and housing prices rise, the City intends to plan for the provision of housing for all economic segments of the community.

Policy H-2-1: Facilitate and encourage the construction of housing affordable to extremely low-, very low-, low-, and moderate-income households by assisting nonprofit and for-profit developers with financial and/or technical assistance in a manner that is consistent

with the City's identified housing needs.

Policy H-2-2: Increase access to homeownership by coordinating with developers to identify units appropriate for homeownership for low- and moderate-income households and by working with other agencies to increase access to homeownership for first-time homebuyers and low- and moderate-income households.

Policy H-2-3: Support energy-conserving programs in the production and rehabilitation of affordable housing to reduce household energy costs, improve air quality, and mitigate potential impacts of climate change in the region.

Policy H-2-4: Continue to housing opportunities for agricultural workers, homeless people, seniors, single-parent households, large families, and persons with disabilities.

Policy H-2-5: Assist extremely low-, very low-, and low-income households in locating affordable housing and finding sources of assistance with housing payments and rent.

GOAL H-3: DEVELOPMENT REGULATIONS THAT REMOVE CONSTRAINTS TO THE MAINTENANCE, IMPROVEMENT, AND DEVELOPMENT OF HOUSING

interrelated factors can constrain the private and public sectors' abilities to provide adequate housing and meet the housing needs for all economic segments of the community. These factors can be divided into two categories: governmental and nongovernmental. Governmental constraints may include land use controls, development standards, processing fees, development impact fees, code enforcement, site improvement costs, development permit and approval processing, and provision for a variety of housing types. Possible nongovernmental constraints include land availability, environmental factors, vacancy rates, land cost, construction costs, and availability of financing. The City will identify and remove, where appropriate as determined by the City Council, governmental constraints to the maintenance, improvement, and development of housing in Elk Grove.

Policy H-3-1: Continue to monitor Title 23 of the Municipal Code, entitled Zoning, and other regulations to ensure that the City's policies and regulations do not inappropriately constrain housing development and affordability.

Policy H-3-2: Continue to make efforts to keep the review process for extremely low-, very low-, and low-income housing developments and special-needs housing as streamlined as possible.

Policy H-3-3: Encourage creative and flexible design for residential developments.

GOAL H-4: MAINTENANCE AND IMPROVEMENT OF AFFORDABLE HOUSING CONDITIONS

Housing units built over 30 years ago are generally in need of moderate or substantial rehabilitation. Older units, even when properly maintained, require periodic major repairs such as new roofing and plumbing. Older units may also require significant upgrades to prevent loss from fire and earthquakes. The City will consider potential displacement because of housing conversion, demolition, or substandard conditions. As Elk Grove's housing units age, the City will work to conserve and improve the condition of the existing housing stock.

Policy H-4-1: Ensure that affordable housing stock is maintained in good, safe, and decent condition.

Policy H-4-2: Retain the City's mobile home park.

Policy H-4-3: Monitor the conversion of rental housing to condominiums to retain the supply of rental housing.

GOAL H-5: HOUSING OPPORTUNITIES FOR ALL PERSONS, REGARDLESS OF RACE, RELIGION, SEX, MARITAL STATUS, ANCESTRY, NATIONAL ORIGIN, COLOR, FAMILIAL STATUS, OR DISABILITY

Federal fair housing laws prohibit discrimination in the sale, rental, lease, or negotiation for real property based on race, color, religion, sex, national origin, familial status, and disability. The California fair housing laws are built on the federal laws and add gender, gender identify, gender expression, sexual orientation, marital status, ancestry, veteran or military status, source of income, and genetic information as protected categories under the laws (Government Code Section 12955). The City is dedicated to Affirmatively Furthering Fair Housing for all residents and will ensure compliance with all applicable laws throughout the community.

Policy H-5-1: Prohibit discrimination in the sale or rental of housing to anyone on the basis of race, color, ancestry, national origin, religion, disability, sex, familial status, marital status, or other characteristics protected by the California Fair Employment and Housing Act (Part 2.8 (commencing with Section 12900) of Division 3 of Title 2), Government Code Section 65008, and any other state and federal housing and planning law.

GOAL H-6: PRESERVED PRESERVATION OF ASSISTED (SUBSIDIZED) HOUSING DEVELOPMENTS FOR LOWER-INCOME HOUSEHOLDS

Prices for market-rate housing units are often not affordable to lower-income households. Subsidized housing provides housing at an affordable price to qualifying households. The City's affordable housing projects include those funded by low-income housing tax credits, HUD funding, and local funding. The majority of the City's deed-restricted housing is in rental apartment complexes. In addition, the Housing Choice Voucher (HCV, formerly known as Section 8) program assists low-income households by paying the difference between what the household can afford to pay for rent and the market-rate rent cost. The City will work to preserve assisted housing development for lower-income households.

Policy H-6-1: Preserve affordable housing developments at risk of converting to market rate. Included in this section is a listing of the housing actions the City will implement to achieve these goals and policies. Each proposed action also describes the implementation time frame and identifies the party responsible for carrying out the action.

Avery Gardens Apartment Complex in Elk Grove

GOALS AND POLICIES: AGRICULTURE

GOAL AG-1: INTEGRATED AND SUSTAINED AGRICULTURE

Elk Grove remained a small agricultural community until the late 1980s, when rapid development caused a spike in population. Elk Grove's agricultural history remains strong in the community, and livestock, vineyards, orchards, and row crops are still prevalent in the Planning Area. Maintaining this agricultural heritage is part of the City's strategy for promoting economic development and community identity.

Land in agricultural production is located adjacent to residential and commercial uses in Elk Grove. While many residents value rural living, agricultural production uses can conflict with other land uses. Typical causes of conflict include noise from harvest or production equipment, poor air quality from dust, or odors produced by livestock. However, Elk Grove recognizes the importance of and supports the continuation of agricultural activities.

Policies: Agriculture

Policy AG-1-1: Celebrate and promote Elk Grove's farming heritage through community engagement with agriculture.

Policy AG-1-2: As appropriate, protect agricultural lands from conversion.

Policy AG-1-3: Recognize the right of existing agricultural uses to continue as long as individual owners/farmers desire. As appropriate for the neighborhood, allow for buffers or feathering of lot sizes where appropriate between farmland and urban uses. Additionally, continue implementing the City's Right to Farm regulations and property title disclosures to notify prospective buyers of agricultural activities in the area.

Standard AG-1-3.a: Notify prospective buyers of property adjacent to agricultural land through the title report that they could be subject to inconvenience or discomfort resulting from accepted farming activities as per provisions of the City's right-to-farm regulations.

Policy AG-1-4: Cultivate local food systems that encourage healthy eating and support the regional economy.

Policy AG-1-5: Protect agricultural lands from future risk of conversion by requiring mitigation of the loss of qualified agricultural lands at a 1:1 ratio.

Policy AG-1-6: Limit the siting of projects with land uses that might result in conflicts near existing agriculture due to noise, air quality, or odors.

GOAL AG-2: URBAN AGRICULTURE THAT IS ENVIRONMENTALLY SUSTAINABLE AND A HEALTHY FOOD SOURCE

Policy AG 2-1: Maintain existing, and facilitate the development of new and expanded, community gardens and farmers markets throughout Elk Grove.

Policy AG-2-2: Support urban agriculture opportunities such as backyard, rooftop, indoor, and other gardens that produce ecologically sound food for personal consumption.

Policy AG-2-3: Utilize the City's public works projects (e.g., parks, street tree planting, planted medians) as community gardens in locations deemed appropriate by the City.

WELCOME TO
ELK GROVE
CITY OF ELK GROVE
RURAL
COMMUNITY
Established 1850
Calvine Rd

CHAPTER 5: ECONOMY AND THE REGION

OVERVIEW

Commerce in Elk Grove

Office in Elk Grove

A healthy and sustainable economy is a critical component of Elk Grove's overall well-being and enables City government to achieve and sustain community goals, such as enhanced resident employment options, reduced commute times, and an overall higher quality of life through the generation of wealth in the community. A healthy economy also provides the City with needed revenue for infrastructure improvements, core City services, safety, and maintenance. A range of factors determine the economic health of a city, including the number and diversity of businesses, the number and diversity of jobs in relation to the resident workforce, levels of employment, resident income and wages, and resident and business spending patterns.

Elk Grove has a complex local economy; it is currently a bedroom community, but is also the second largest City in the Sacramento region. The City contains a highly educated multicultural resident population that primarily works in government, healthcare, education, and tech industries. The City is home for commuters who travel to other cities to work but has a significant and growing business base of its own that employs a mix of residents and imported daily workers.

In addition, there is a strong relationship between Elk Grove's local economy and that of the greater Sacramento and San Joaquin Valley regions, and the eastern portions of the Bay Area and Silicon Valley. The City's economy and its residents rely on the flow of jobs, goods, and capital from these surrounding areas. The success of these larger regions in attracting and retaining a diversity of companies and jobs affects Elk Grove in a multitude of ways, particularly given the relationship between many City residents and employment opportunities in other jurisdictions. How the City is positioned in the Sacramento region is especially important both politically and economically. The City benefits from coordination on regional economic development efforts with outside organizations and public agencies, such as Sacramento County, the City of Sacramento, the Sacramento Metropolitan Chamber of Commerce, the Sacramento Area Council of Governments, the Greater Sacramento Economic Council, and the San Joaquin Valley Partnership.

The City seeks to maintain and enhance many of the economic patterns present in the community today, while at the same time becoming a more self-sufficient and self-sustaining economy by:

- growing and diversifying its business and employment base;
- building up its emerging employment centers;
- supporting residents' commutes to employment centers outside the City, while also supporting opportunities to provide local employment options that reduce commute burdens;

- increasing residents' overall quality of life through better lifestyle amenities;
- establishing effective rural-urban connections that preserve both land use types;
- preserving Elk Grove's unique identity and heritage; and
- contributing to regional economic development and transportation goals.

The Economy and the Region chapter contains goals and policies addressing the following two topics, which are each assigned a two-letter acronym. Within each topic, the following goals further the Community Vision and Supporting Principles.

Office in Elk Grove

Economic Development (ED)

- **GOAL ED-1:** A Diverse and Balanced Mix of Land Uses
- **GOAL ED-2:** More Residents Employed Locally
- **GOAL ED-3:** Successful Local Businesses

Regional Coordination (RC)

- **GOAL RC-1:** A New Regional Employment Center
- **GOAL RC-2:** Strong Interagency Coordination on Economic Development Efforts
- **GOAL RC-3:** Regional Mobility and Infrastructure to Support the Local Economy

Commerce in Elk Grove

RELATIONSHIP TO OTHER CHAPTERS

The Economy and the Region chapter most closely relates to the Urban and Rural Development, Mobility, and Community and Resource Protection chapters, as follows.

- The Urban and Rural Development chapter (Chapter 4) presents policies related to land uses and development intensities allowed in various locations, which have major impacts on the number and types of businesses and jobs that exist or can exist in the City.

- The Mobility chapter (Chapter 6) lays out the City's policies for an efficient, multimodal transportation system. It is essential to have strong and well-functioning transportation connections within the City and region, and between Elk Grove and other cities in the state and beyond, to ensure the efficient movement of people and goods on which a healthy economy depends. Providing a range of transportation modes for people to commute to work or school can support a thriving job market. Reducing traffic congestion also improves quality of life, which in turn contributes to a prosperous region.

- The Community and Resource Protection chapter (Chapter 7) includes policies to ensure the conservation and protection of natural and cultural resources, as well as other community assets that contribute to the quality of life in Elk Grove. The viability and strength of the local and regional economy depend on maintaining a clean, healthy environment and a vibrant community where people want to live and work. In turn, a robust economy ensures that the City and the community have the necessary resources to properly care for and protect the environment and other important resources.

SUPPORTING PRINCIPLES

The Economy and the Region chapter carries out the following Supporting Principles:

Our Economy Is Diverse & Balanced & Enhances Quality of Life. This principle calls for a strong, diverse, and balanced local economy that supports existing and prospective businesses, from large to small, and attendant job growth, revenue generation, and capital investment. The policies in this chapter aim to strengthen the economy in Elk Grove through a number of measures. These include increasing economic diversity by offering a broad range of companies, jobs, goods, and services in the City. In addition, the City seeks to attract new businesses in targeted industries including government, healthcare, corporate office, higher education, light and advanced manufacturing, and other types of industries (e.g., retail, entertainment, hospitality) that enhance resident quality of life.

Our Regional Neighbors Know Us & Our Contributions. This principle speaks to Elk Grove's place and function within the larger Sacramento region, and relationship to nearby regions such as San Joaquin Valley, the San Francisco Bay Area, and Silicon Valley. Since the economy in Elk Grove is strongly influenced by regional factors and trends, the policies in this chapter aim to enhance the City's prominence in the regional economy in a variety of ways. These include establishing a major regional employment center in Elk Grove pursuant to the regional transportation and land use strategy (discussed in further detail on pages 5-8 and 5-9); improving coordination between the City and regional agencies and organizations on economic development matters; and strengthening Elk Grove's linkages to the regional transportation network to support local economic development.

Commerce in Elk Grove

GOALS AND POLICIES: ECONOMIC DEVELOPMENT

THE LOCAL ECONOMY

Historical Economic Conditions

Elk Grove's economy was predominantly agricultural from the time of its founding in 1850 and continued that way for nearly a century. However, starting in the 1950s, job growth in Sacramento and elsewhere spurred a steady increase of residents to Elk Grove who commuted to Sacramento or other predominantly northern destinations for work—a trend that continues today. During the 1990s, Elk Grove's population grew by more than 70 percent, while corresponding job growth during that period was primarily happening in other parts of Sacramento County and the region. Sacramento County's General Plan vision for the unincorporated Laguna and Elk Grove Community Plan Areas was primarily that those communities would continue to function as suburbs of Sacramento.

The City of Elk Grove was incorporated on July 1, 2000, establishing control over land use and development services. In 2003, the City completed its first comprehensive General Plan, establishing a long-term vision for the community, including a desire to both preserve a rural lifestyle in portions of east Elk Grove and boost economic development and local employment. In 2011, the City established an Economic Development Department to facilitate economic growth in the community and ensure the success of its businesses.

Recent Jobs and housing Trends

According to the City's 2016 Employment Dynamics Report, at the end of 2013 the City had 44,806 jobs at 8,710 business establishments. Between 2000 (the year the City incorporated) and 2013, the City added 6,603 businesses (net of known losses), an 8.7 percent average annual increase. Over the same period, the City added 29,601 jobs (net of known losses), an 11.5 percent average annual increase. Only 11 percent of job growth and 5 percent of business growth was due to annexation. At the end of 2013, Elk Grove's 25 largest employers employed 34.4 percent of the City's total employment base, 65 percent of businesses employed less than 150 people, and 37 percent of businesses and 11 percent of jobs were home-based.

Elk Grove was impacted by the national housing and banking crisis known as the Great Recession in the late 2000s, similar to other communities in California and throughout the country. From an employment standpoint, however, Elk Grove was impacted only modestly.

By the early 2010s, the local economy began to recover from the recession. Elk Grove added 11,499 jobs and 2,705 businesses between 2009 and 2013. The largest employers are a mix of public and private entities, including educational institutions, healthcare institutions, major retailers, and technology companies.

What is the jobs/housing ratio?

The ratio of available jobs to available housing in the community has been commonly used by planners and decision-makers to identify the need for attracting and retaining employment-generating uses. A 1:1 ratio indicates there is one job for every household in a community.

Neither the City nor SACOG has a specific jobs/housing ratio goal, but it remains a useful metric for shorthand assessment of overall land use character, economic condition, and commute patterns.

Other useful employment indicators include:

Jobs to working resident ratio

Unemployment rate

Percentage of workforce locally employed

Worker outflow/inflow

Wages vs. cost of living

Job skills needed by employers vs. residents' job skills

1 EPS, Elk Grove Employment Dynamics, March 2016.

Elk Grove's jobs/housing ratio was approximately 0.86:1 in 2013. A potential implication of this indicator is that a high proportion of residents commute elsewhere for work, based either on limited employment opportunities available in the City or a mismatch in the types of jobs or wages available and the skills of the workforce.

Figure 5-1 shows the change in the jobs/housing ratio in Elk Grove between 2000 and 2013. As the graph illustrates, there has been a general upward trend in the jobs/housing ratio since the mid-2000s (i.e., a greater number of jobs relative to the number of housing units in the City). The increase in the jobs/housing ratio has been most significant in the years following the recession—rising from 0.71 to 0.86, an increase of 21 percent, between 2010 and 2013. This demonstrates that not only is the absolute number of jobs in Elk Grove growing, but also that the balance between jobs and housing is improving despite significant housing unit growth over the same time period. This potentially indicates that a greater number of residents have the option to work in Elk Grove as opposed to commuting elsewhere in the region.

Largest Employers by Industry (2013):

Education, Health, Care, and Social Assistance 22%

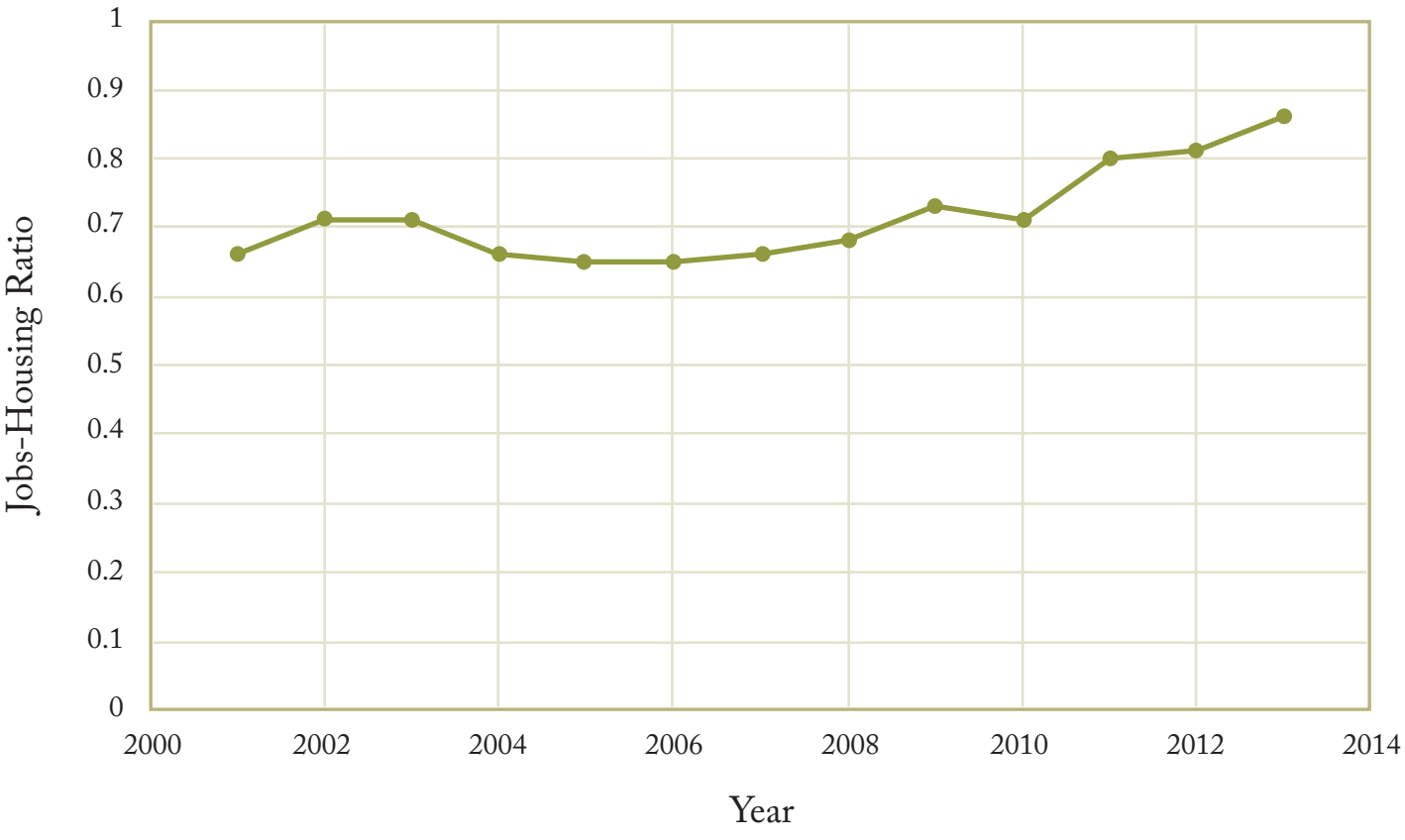
Retail Trade 22%

Administrative and Waste 10%

Accommodations and Food 7%

Professional, Scientific, and Technical 6%

FIGURE 5-1:
JOBS/HOUSING RATIO IN ELK GROVE, 2001–2013



Source: EPS, Elk Grove Employment Dynamics, March 2016

The Future Economy

Elk Grove is a fast-growing community, known for its family-friendly features, competitive living costs, affordable housing options and top-notch public schools, parks, and recreation programs. Elk Grove is a multicultural community, with many prosperous households, and is a community of choice for many millennials. Elk Grove is also an affordable and business-friendly location for companies to grow in or relocate to within an emerging major metropolitan region with excellent access and proximity to the Bay Area and to neighboring states. The City intends to build on and market these strengths, and implement strategies to grow, diversify, and balance the economy with increased employment, entertainment, recreation, and housing opportunities.

Strategies to achieve the vision for economic vitality require a focus on the following objectives, as identified in the goals and policies included in this chapter:

- Establishing land use policies, regulations, programs, and incentives that encourage desired development at appropriate locations.
- Attracting new businesses in targeted industries, in accessible employment centers throughout the City.
- Retaining and expanding existing businesses.
- Developing an entrepreneurial and startup culture and ecosystem in which small businesses can launch and thrive.
- Developing needed and enhanced lifestyle amenities (retail, restaurants, entertainment, recreation, and civic facilities).
- Developing increased hospitality and visitation assets to foster increased business and personal travel to the City.
- Attracting companies that more closely align with resident skills and work choices.
- Maintaining low resident unemployment by increasing available local jobs that align with resident skills, wages, and work choices; connecting resident workers with regional workforce services and local employers; and assisting Elk Grove companies with their hiring needs.
- Increasing the City's jobs/housing ratio while providing a greater diversity of housing options.
- Building critical public and private infrastructure and utilities to serve employment centers.
- Coordinating effectively with neighboring jurisdictions, regional agencies, and service providers on economic development matters.

GOAL ED-1: A DIVERSE AND BALANCED MIX OF LAND USES

The City of Elk Grove is a developing community with the opportunity to expand its existing commercial and employment base. As described in Chapter 3: Planning Framework, flexible land use designations allow the City to accommodate shifts in market trends over time, which will facilitate new investment and complementary land uses to meet local and regional shopping needs, provide a broader range of job opportunities to improve the jobs/housing ratio, and grow the City's tax base. The City's vision is for Elk Grove to be a community in which people can live, work, shop, and play.

Policies: Business Diversity

Policy ED-1-1: Allow for a variety of sizes and types of commercial development in order to attract a diverse range of job opportunities and types.

Policy ED-1-2: Promote programs and services that support a diverse local economy.

Policies: Business Attraction and Expansion

The reader should also consult Chapter 3: Planning Framework and Chapter 4: *Urban and Rural Development* for additional policies related to infill and expansion areas that accommodate a variety of business types.

Policy ED-1-3: Encourage the full and efficient use of vacant and underutilized parcels in appropriately designated areas to support the development and expansion of targeted commercial uses.

Policy ED-1-4: Use public/private partnerships as a means to revitalize existing employment and/or retail spaces, and to catalyze development of vacant sites.

Policy ED-1-5: Support existing and prospective businesses that contribute to meeting Elk Grove's strategic economic goals and facilitate their relocation and expansion as appropriate.

GOAL ED-2: MORE RESIDENTS EMPLOYED LOCALLY

The City will seek to increase the number of jobs in Elk Grove to improve the jobs/housing ratio, and increase the number of Elk Grove residents employed by Elk Grove businesses to reduce commute times.

The reader should also consult Chapter 4: Urban and Rural Development for Development Patterns policies related to allowances for minor changes in residential configurations and densities under certain conditions.

Policies: Local Employment opportunities

Policy ED-2-1: Continue to improve Elk Grove's jobs/housing ratio by expanding local employment opportunities, with an emphasis on attracting jobs in sectors and industries that are well matched for the skills of the local workforce.

Policy ED-2-2: Maximize the use of nonresidential land for employment-generating and revenue-generating uses.

Policy ED-2-3: Support efforts to provide residents with training opportunities, in particular helping residents acquire new skills needed for employment opportunities in coordination with targeted industries.

Policy ED-2-4: Provide for a range of housing options that match the anticipated preferences and income levels of potential workers associated with planned employment-generating projects.

Policy ED-2-5: Support the creation and retention of jobs that provide sustainable wages and benefits.

GOAL ED-3: SUCCESSFUL LOCAL BUSINESSES

As part of its overall economic development strategy, the City will make special efforts to encourage local businesses that reflect, strengthen, and reinforce a balanced and diverse economy in Elk Grove.

Policies: Busines reflecting Local Values

Policy ED-3-1: Promote a thriving locally owned business sector in a diversity of industries, particularly in the civic core, Old Town, and the retail portion of the Rural Area.

Policy ED-3-2: Support existing and prospective small and home-based businesses and enable them to launch and grow into larger thriving, successful companies and employers.

GOALS AND POLICIES: REGIONAL COORDINATION

ELK GROVE AND THE REGIONAL ECONOMY

Elk Grove is part of the Sacramento Metropolitan Region, which includes six counties (Sacramento, El Dorado, Placer, Sutter, Yolo, and Yuba); the cities in these counties share economic conditions and a common labor market. The region is served by the agency known as the Sacramento Area Council of Governments (SACOG). SACOG provides transportation planning and funding for the region and serves as a forum for the study and resolution of regional issues. In addition to preparing the region's long-range transportation plan, the Metropolitan Transportation Plan/ Sustainable Communities Strategy (MTP/SCS), SACOG allocates the distribution of affordable housing in the region and assists in planning for transit, bicycle networks, clean air, and airport land uses.

It is part of Elk Grove's vision to play a unique and active role in the region. In terms of the economy, that goal consists of two parts. First, Elk Grove seeks to better establish itself in the regional market as an activity and employment center by attracting additional high-quality jobs, enhanced amenities, visitation, and additional tax revenue to the City. Second, Elk Grove seeks to support the economic growth, circulation, and sustainability goals established for the region. To achieve the former, the City will encourage the growth of businesses in targeted industries and at targeted locations by providing a regulatory framework, business support, and infrastructure to attract these new businesses. To achieve the latter, in addition to local activities, the City will work to meet the goals set by regional plans.

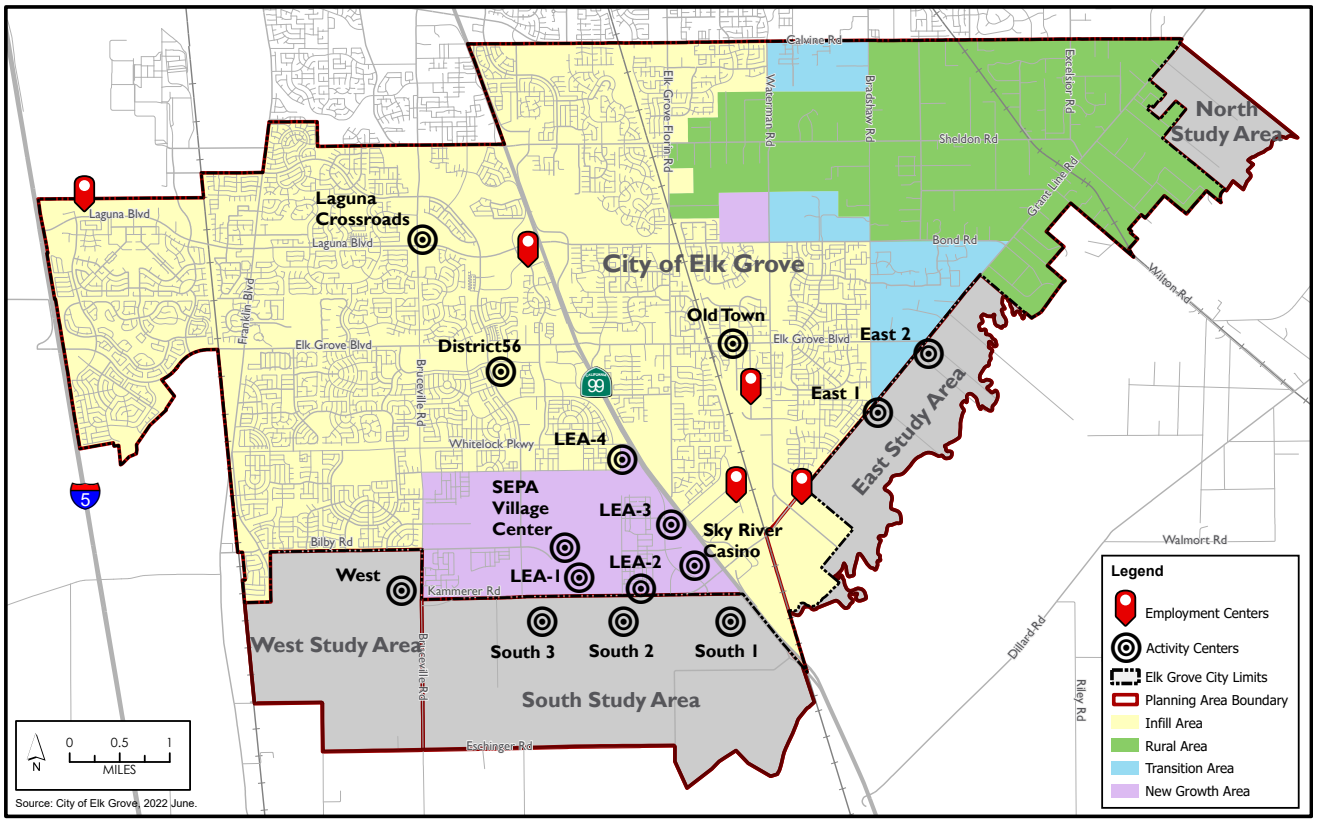
Development in Elk Grove

The development of activity and employment centers in the City provides opportunities to employ residents locally, improving opportunities for work-life balance and reducing vehicle miles traveled. It also provides opportunities to diversify the City's employment and tax base, improving community sustainability.

Several activity and employment centers exist in the City and there are multiple opportunities for creating new centers in the future. Figure 5-2 illustrates the locations of these existing and planned centers. The development of these will occur over time and as market conditions provide.

Elk Grove also recognizes that jobs in the retail, restaurant, hospitality, and related sectors are, and will continue to be, important to Elk Grove. The City's economic strategy includes actions to continue to foster these types of employment uses in the community.

FIGURE 5-2:
EXISTING AND PLANNED CENTERS



GOAL RC-1: A CENTER WITHIN THE REGION

Elk Grove aims to become a center within the larger region, providing opportunities for employment, recreation, education, retail, industry, and residential development. This objective aligns with regional goals for economic development, sustainability and resiliency, and quality of life.

Policies: Employment Centers

The reader should also consult Chapter 4: Urban and Rural Development for additional policies establishing the type of land uses and growth allowed within centers as well as Chapter 9: Community Plans for a description of the Livable Employment Area.

Policy RC-1-1: Establish and maintain a sufficient area for business and job locations, including office and industrial.

Policy RC-1-2: Continue efforts to attract larger employers in target industries.

Policy RC-1-3: Continue to invest in public infrastructure to attract target industries to Elk Grove, such as improved broadband capacity and reliability, road and protected bike lane construction and maintenance, safe and adequate pedestrian facilities including crosswalks, and shaded sidewalks, public transit, new and upgraded public utilities, great public spaces including urban plazas and parks, and adequate community services.

New Growth Area Infrastructure Project 2018

Policy RC-1-4: Encourage the facilitation and attraction of companies in emerging industries, both known or to be identified, in both private and public sectors. Many emerging technology companies prefer to be located in exciting, vibrant communities with great quality-of-life amenities that are able to attract and retain the best and the brightest in their respective disciplines.

Standard RC-1-4a: Create a public realm allowing venture capitalists, technology entrepreneurs, creative engineers, and designers to mix and network.

Standard RC-1-4b: Create places that will inspire architects, artists, engineers, and others employing design thinking to mix with one another as well as technology professionals to inspire and be inspired. This will require great placemaking and a vital public realm.

Policy RC-1-5: Consider options to develop activity centers in portions of the City with enough available undeveloped land and potential sufficient transit access to support such a center. The reconstruction of Kammerer Road as a Throughfare and Urban Avenue provides an opportunity for the City to advance this initiative by targeting the centers toward the type of employment centers that will appeal to companies and employees participating in the knowledge economy of 21st century.

GOAL RC-2: STRONG INTERAGENCY COORDINATION ON ECONOMIC DEVELOPMENT EFFORTS

Encouraging new businesses to locate in Elk Grove will require coordination with regional partners and a focus on providing the infrastructure needed to support employment centers, including both base jobs and targeted industries.

Policies: Interagency Coordination

Policy RC-2-1: Coordinate with adjacent cities, counties, and the Sacramento Area Council of Governments on local land use and transportation planning efforts.

Policy RC-2-2: Coordinate with regional planning agencies working on land use and environmental issues, and cooperate in the implementation of programs consistent with General Plan policy.

Policy RC-2-3: Support efforts to coordinate education and job training programs among the Elk Grove Unified School District, Los Rios Community College District (Cosumnes River College), other community college districts and local colleges and universities, employment training and service agencies, and employers.

Policy RC-2-4: Improve interagency coordination during the development review process for major commercial developments, to provide faster, more streamlined, cost-effective and predictable review and approval processes, thereby making it easier for businesses to locate or expand in Elk Grove.

Policy RC-2-5: Coordinate with regional economic development agencies on economic development and related issues, and cooperate in the implementation of coordinated programs consistent with General Plan policy and City-adopted economic development strategies.

GOAL RC-3: REGIONAL MOBILITY AND INFRASTRUCTURE TO SUPPORT THE LOCAL ECONOMY

Transportation infrastructure and transportation choices are a major determinant for regional and local economic success. The City will work to ensure that the transportation network and related infrastructure serve the economic needs of the local community and region. These facilities are further addressed in Chapter 6: Mobility.

Policies: Regional Mobility

The reader should also consult Chapter 6: Mobility for additional policies related to regional mobility.

Policy RC-3-1: Integrate economic development and land use planning in Elk Grove with planning for regional transportation systems.

Policy RC-3-2: Ensure that decisions regarding transportation between regions result in benefits to the Elk Grove community, including decisions regarding regional roadways, airport, port, and passenger and freight rail **services.**

Policy RC-3-3: Coordinate and participate with the City of Sacramento, Sacramento Area Council of Governments, Sacramento County, the Capital SouthEast Connector Joint Powers Authority, Caltrans, and other regional and local agencies on roadway improvements that are shared by the jurisdictions in order to improve operations, including joint transportation planning efforts, roadway construction, and funding.

Policy RC-3-4: Advocate for fixed-route transit service in Elk Grove as part of a coordinated regional network designed and routed to serve Major Employment Centers, employment, residential, and shopping centers, and colleges and universities.

Policy RC-3-5: Identify and advocate for future, as yet unknown or fully developed, transportation technologies that would be of benefit to Elk Grove and surrounding regions.

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CHAPTER 6: MOBILITY

OVERVIEW

Mobility (synonymous with the term circulation) is the beating heart and circulatory system of a city, enabling the movement of people and goods that keep a community thriving. Mobility describes the many ways to move around—typically called "modes"—including driving private motor vehicles, taking rail and transit, and options for active transportation such as walking and biking. The Mobility chapter describes Elk Grove's plan to improve how people and goods move from place to place by utilizing these modes.

Elk Grove's mobility strategy is informed by each of the following factors that affect how people and goods move around:

- **Transportation infrastructure:** The mobility goals, policies, and actions described in this chapter rely on completion of the roadway network presented in the Transportation Network Diagram (see Chapter 3: Planning Framework), along with a complete network for alternative modes including fixed transit, pedestrian and bicycle routes, and trails separated from the roadway. Complete streets design is a fundamental component of the entire network, but varies by location and surrounding context.

- **Land use distribution:** The ease of use, cost, and functionality of the mobility system is driven by the distribution of current and planned land uses. Where people choose to live, work, shop, and play translates into distances and time spent traveling to connect places in the community, as well as wear and tear on the mobility system.

- **Access:** Although the mobility system is designed to benefit all modes and users, providing equitable access to the system for all community members is equally important. Overcoming barriers to accessing the mobility system includes addressing physical barriers, such as access for disabled persons to sidewalks, and considering the financial barriers related to vehicle ownership and viable alternatives, such as bus and transit ticket fares for lower-income community members, when evaluating the mobility system.

- **Safety, comfort, and design:** In addition to their primary function of moving people and goods, streets represent a public space where community activities occur and people should feel safe and comfortable. Street designs should include features and amenities on and adjacent to the right-of-way to enhance access, safe movement, and comfort for users of the system, such as parking facilities, trees, bicycle parking, and adequate lighting.

Why does land use affect mobility?

The feasibility of alternative transit options such as public transit and pedestrian accessibility relies on housing density and proximity to facilities. A minimum level of ridership is necessary for transit systems to collect adequate fares and engender political support to maintain and expand operations to more places and provide more frequent service.

Similarly, the proximity of job centers, retail stores, and services to people's homes determines the likelihood of whether individuals will bike or walk to get there. Research shows that the ideal distance to a final destination is a quarter mile for pedestrians and a half mile for bicyclists.

- **Transit operations:** Elk Grove's role within the region is defined in part by providing a community that supports desirable and affordable housing, schools, and services for a workforce that largely commutes outside the City for employment. Thus, transit represents a fundamental component of the mobility system. The extent, comfort, and frequency of service offered by transit system operators are essential to ensuring that a range of transportation options is available to Elk Grove community members.

- **Efficiency and environmental impacts:** Historically, mobility system performance has been characterized by how well the system moved people and goods with minimal delay and congestion. However, use of the system has environmental and social costs: air pollution, increased greenhouse gas emissions, urban heat island effects, and potentially decreased community health and well-being. Going forward, an assessment of these environmental and social costs will be considered in relation to the potential benefits of efficiently moving people and goods when making circulation system decisions.

The Mobility chapter contains goals and policies addressing the primary topic of mobility, with the assigned acronym MOB. Within this topic, the following goals further the community's vision and Supporting Principles:

Mobility (MOB)

GOAL MOB-1: A Connected Transportation Network that Provides for the Safe and Efficient Movement of People and Goods Across All Modes while Accounting for Environmental Effects

GOAL MOB-2: Support Safe Operation of Aircraft through Land Use and Infrastructure Design in the Planning Area

GOAL MOB-3: All Streets in the City, both Public and Private, are Complete and Sensitive to Context

GOAL MOB-4: Active Transportation for All

GOAL MOB-5: A Safe, Connected, and Convenient Transit System

GOAL MOB-6: Freight Rail Lines Facilitate Safe Goods Movement and Do Not Interrupt Community Connectivity

GOAL MOB-7: Adequate Mobility System Maintenance and Operation

How are transportation-related impacts evaluated?

The chapter identifies two key metrics for evaluating the effectiveness and impacts resulting from Elk Grove's mobility system. The first metric is vehicle miles traveled (VMT), which measures land use connectivity and describes environmental impacts resulting from the transportation system. The second metric is a roadway performance target (RPT), which measures efficient movement of vehicles and safe movement of walkers and bicyclists.

Multimodal & Active Transportation – Moving Around Anywhere, Any Way

Our residents, workers, and visitors need to move about efficiently, and have a variety of ways to do so. Connected transportation networks, regional coordination, and public and active transportation options are priorities for our community. Connected and mobile community members have the ability to travel within the City and to other places in the region by a variety of methods, with seamless transitions between modes and regions. Our community has roadways in place that allow for efficient movement and safe travel spaces for all modes of travel. The infrastructure and facilities for pedestrians, bicyclists, and transit users are clean, safe, and well maintained, and walkways and bike lanes are continuous and complete with convenient connections to local and regional transit.

RELATIONSHIP TO OTHER CHAPTERS

The Mobility chapter closely relates to the Planning Framework, Urban and Rural Development, and Community and Area Plans chapters. These chapters govern land use and growth in the number of jobs, dwellings, and population, which in turn affect the City's mobility system.

- The Planning Framework chapter (Chapter 3) identifies desired future uses for all lands in the Planning Area. The location of each land use will result in trip demand, which will in turn dictate transportation infrastructure, transit services, and amenities that must be incorporated for access. This chapter also identifies the future transportation network to support these land uses.

- The Urban and Rural Development chapter (Chapter 4) directs the City's approach on development both inside the existing City and as part of future annexations, with the intent of preserving the rural character of portions of the City while allowing for development that will result in new jobs, housing, and attractions in the City and the Study Areas. Roadway design must reflect the character of the area through which a road travels and facilitate access between urban and rural areas.

- The Community and Area Plans chapter (Chapter 9) outlines the area plans that will guide development for four designated areas of the City and Study Areas in more detail, including needed transportation infrastructure and roadway design criteria.

SUPPORTING PRINCIPLE

The Mobility chapter carries out the Multimodal & Active Transportation – Moving Around Anywhere, Any Way Supporting Principle (see Chapter 2: Vision). This Supporting Principle envisions that residents, workers, and visitors have a variety of ways to move around. The Mobility chapter incorporates and expands the City's Complete Streets policies, which require design for all modes, appropriate to surrounding context, on every right-of-way. It also supports key implementation tools such as the Bicycle, Pedestrian, and Trails Master Plan, the Transportation Analysis Guidelines, and the Climate Action Plan, all of which include specific standards, programs, and measures to support alternative transportation investments as well as transit-friendly and active transportation-friendly development.

The Supporting Principle also envisions regional coordination and the ability to travel within the City and to other places in the region by various methods, with seamless transitions between modes and regions. Two goals of this chapter are to increase emphasis on providing continued connectivity to the region's transit and trail systems, and to work with regional and state transit planners to bring additional light rail or bus rapid transit service opportunities into Elk Grove.

Finally, the Supporting Principle affirms that the City will have roadways in place that allow efficient movement and safe travel spaces for all modes of getting around. Proper maintenance and minimum thresholds for roadway capacity remain core components of Elk Grove's approach to mobility; thus, this chapter includes roadway performance targets (RPT) to address these issues.

Pedestrian Bridge over SR-99

GOALS AND POLICIES: TRANSPORTATION MODES

GOAL MOB-1: A CONNECTED TRANSPORTATION NETWORK THAT PROVIDES FOR THE SAFE AND EFFICIENT MOVEMENT OF PEOPLE AND GOODS ACROSS ALL MODES WHILE ACCOUNTING FOR ENVIRONMENTAL EFFECTS

Since the City's incorporation, and for decades before as an unincorporated community in the county, development in Elk Grove (and much of California in general) embraced more highways, expanded intersections, widened roads, and intricate, indirect residential street patterns. Elk Grove's land use and transportation pattern emphasized the automobile as the primary mode of transportation in terms of behavior, accommodation, and facility development.

Through this General Plan, the City desires to provide roadways that allow efficient movement and safe travel spaces for all modes of travel, while limiting the social, environmental, and fiscal impacts that can result from extensive road systems, vehicles on the road, and vehicle miles traveled (VMT). At the same time, the City wishes to allow new development consistent with the General Plan to proceed without undue confusion or extensive delays.

The City will use VMT as a measure of transportation effectiveness in development review to provide a local process for compliance with both State targets and procedures and with expectations when projects exceed thresholds of significance. VMT reductions can be achieved through a diverse land use mix that includes both employment and service uses, allowing residents to meet daily needs within a short distance from their homes. This reduces trip lengths and improves access to alternative transportation modes (e.g., walking, bicycle, transit). The City will use RPT to ensure that roadways have the capacity to accommodate vehicles and to safely convey bicyclists and pedestrians.

Policies: Vehicle Miles traveled Limits

Policy MOB-1-1: Achieve State-mandated reductions in VMT by requiring land use and transportation projects to comply with the following metrics and limits. These metrics and limits shall be used as thresholds of significance in evaluating projects subject to CEQA.

Projects that do not achieve the daily VMT limits outlined below shall be subject to all feasible mitigation measures necessary to reduce the VMT for, or induced by, the project to the applicable limits. If the VMT for or induced by the project cannot be reduced consistent with the performance metrics outlined below, the City may consider approval of the project, subject to a statement of overriding

considerations and mitigation of transportation impacts to the extent feasible, provided some other stated form of public objective including specific economic, legal, social, technological or other considerations is achieved by the project.

(a) **New Development** – Any new land use plans, amendments to such plans, and other discretionary development proposals (referred to as "development projects") are required to demonstrate a 15 percent reduction in VMT from existing (2015) conditions. To demonstrate this reduction, conformance with the following land use and cumulative VMT limits is required:

(i) **Land Use** – Development projects shall demonstrate that the VMT produced by the project at buildout is equal to or less than the VMT limit of the project's General Plan land use designation, as shown in Table 6-1, which incorporates the 15 percent reduction from 2015 conditions.

Traffic in Elk Grove

TABLE 6-1:
VEHICLE MILES TRAVELED LIMITS BY LAND USE DESIGNATION

Land Use Designation	VMT Limit (daily per service population)
Commercial and Employment Land Use Designations	
Community Commercial (CC)	26.7
Regional Commercial (RC)	26.9
Employment Center (EC)	20.2
Light Industrial/Flex (LI/FX)	15.5
Light Industrial (LI)	22.4
Heavy Industrial (HI)	26.5
Mixed Use Land Use Designations	
Mixed Use Village Center (VCMU)	19.4
Residential Mixed Use (RMU)	20.6
Transect-Based Land Use Designations	
General Neighborhood Residential (T3-R)	20.7
Neighborhood Center Low (T3)	21.1
Neighborhood Center Medium (T4)	20.2
Neighborhood Center High (T5)	15.7
Public/Quasi Public and Open Space Land Use Designations	
Parks and Open Space (P/OS)	n/a[1]
Resource Management and Conservation (RMC)	n/a[1]
Public Services (PS)	n/a[1]
Residential Land Use Designations	
Rural Residential (RR)	25.2
Estate Residential (ER)	20.6
Low Density Residential (LDR)	19.3
Medium Density Residential (MDR)	17.9
High Density Residential (HDR)	17.7
Other Land Use Designations	
Agriculture (AG)	n/a[1]
Study Areas	n/a[2]
Tribal Trust Lands	n/a[3]

Notes:

1. These land use designations are not anticipated to produce substantial VMT, as they have no residents and few to no employees. These land use designations therefore have no limit and are exempt from analysis.

2. Lands within the Study Areas shall be analyzed based upon their ultimate land use designation, not the interim "Study Area" designation.

3. Tribal Trust Lands are exempt from VMT analysis as they are not subject to City policy.

(ii) **Cumulative for Development Projects in the Existing City**-Development projects within the (2017) City limits shall demonstrate that cumulative VMT within the City including the project would be equal to or less than the established Citywide cumulative limit of 8,066,247 VMT (total daily VMT).

(iii) **Cumulative for Development Projects in Study Areas –** Development projects located in Study Areas shall demonstrate that cumulative VMT within the applicable Study Area would be equal to or less than the established limit shown in **Table 6-2**

TABLE 6-2:
STUDY AREA TOTAL VEHICLE MILES TRAVELED DAILY LIMITS

Study Area	VMT Limit (total VMT at buildout)
North Study Area	27,383
East Study Area	584,786
South Study Area	1,594,674
West Study Area	773,103

(b) Transportation Projects – Transportation projects likely to lead to measurable increase in VMT shall:

(i) Not increase VMT per service population. Projects must demonstrate that the VMT effect of the project does not exceed the project's baseline condition VMT.

Transportation projects that are exempt from these requirements because they are not likely to lead to a substantial or measurable increase in VMT are listed in the Transportation Analysis Guidelines.

(ii) Be consistent with the regional projections and plans. The project shall be specifically referenced or listed in the region's MTP/SCS and represented in accompanying the regional travel forecasting model. Subject transportation projects that are not consistent with the MTP/SCS shall instead demonstrate that the cumulative VMT effect does not increase regional VMT per service population.

Roadway performance targets are contained in the City's Transportation Analysis Guidelines, which are available on the Elk Grove Development Services Department website. The Transportation Network Diagram reflects the implementation of the RPT policy at a macro level.

Policies: Roadway Performance Targets

Additional standards for timed completion of new roadways constructed by developers in accordance with the Transportation Network Diagram are covered under Policy MOB-7-1.

Policy MOB-1-2: Consider all transportation modes and the overall mobility of these modes when evaluating transportation design and potential impacts during circulation planning.

Policy MOB-1-3: Strive to implement the roadway performance targets (RPT) for operations of roadway segments and intersections, while balancing the effectiveness of design requirements to achieve the targets with the character of the surrounding area as well as the cost to complete the improvement and ongoing maintenance obligations. The Transportation Network Diagram reflects the implementation of the RPT policy at a macro level; the City will consider the specific design of individual segments and intersections in light of this policy and the guidance in the Transportation Network Diagram.

To facilitate this analysis, the City shall use the following guidelines or targets. Deviations from these metrics may be approved by the approving authority (e.g., Zoning Administrator, Planning Commission, City Council).

(a) Vehicular Design Considerations – The following targets apply to vehicular mobility:

(i) Intersection Performance – Generally, and except as otherwise determined by the approving authority or as provided in this General Plan, the City will seek to

achieve, to the extent feasible and desired, the peak-hour delay targets identified in **Table 6-3.**

TABLE 6-3:
VEHICULAR DESIGN CONSIDERATIONS:
INTERSECTION PERFORMANCE TARGETS

Intersection Control	Intersection Control (Delay in Seconds)
Stop (Side-Street & All-Way)	< 35.1
Signal	< 55.1
Roundabout	< 35.1

(ii) **Roadway Performance** – Generally, and except as otherwise determined by the approving authority or as provided in this General Plan, the City will seek to achieve, to the extent feasible and desired, the average daily traffic design targets identified in Table 6-4.

Traffic Circle in East Elk Grove

TABLE 6-4:
VEHICULAR DESIGN CONSIDERATIONS: SEGMENT PERFORMANCE TARGETS

Facility Type	Number of Lanes	Median	Speed (mph)	Average Daily Traffic Design Target (Number of Vehicles)
Arterial or Arterial\ Collector	2	No	25	13,600
			30	14,600
			35	15,700
			40	16,600
			45	17,700
			55	18.600
		Yes	25	14,300
			30	15,600
			35	16,500
			40	17,500
			45	18,600
			55	19,600
	4	No	30	29,800
			35	31,600
			40	33,500
			45	35,300
	4	Yes	30	31,400
			35	33,300
			40	35,300
			45	37,200
	5	Yes	45	45,600
	6	Yes	30	46,400
			35	48,900
			40	51,500
			45	54,000
	7	Yes	45	59,400
	8	Yes	45	64,800
			55	72,000
Expressway	4*	Yes	55	64,800
	6	Yes	55	97,200
Freeway	4	Yes	55+	74,400
	6	Yes	55+	111,600
	8	Yes	55+	148,800

For the South East Connector Expressway, the City may implement alternative design targets in consultation with the JPA.

(iii) Pedestrian and Bicycle Performance – The City will seek the lowest stress scores possible for pedestrian and bicycle performance after considering factors including design limitations and financial implications.

GOAL MOB-2: SUPPORT SAFE OPERATION OF AIRCRAFT IN THROUGH LAND USE AND INFRASTRUCTURE DESIGN IN THE PLANNING AREA

Although no airports exist within the City limits as of 2017, a general aviation airport, Franklin Field, is located within 3 miles of the Planning Area. This airport affects land uses within the City and provides an opportunity for general aviation uses near the City. Additionally, a number of larger regional and international airports, including the Sacramento International Airport, Sacramento Executive Airport, and Mather Airport, are outside the Planning Area but produce frequent overflights of approaches and departures. Figure 6-1 identifies the location of these aviation facilities and their proximity to the City.

Policies: Land Use Standards and Comatibility Around Airports

Policy MOB-2-1: The City shall consider the recommendations in the Comprehensive Land Use Plans (CLUPs) for airports near to Elk Grove in the review of potential land uses or projects.

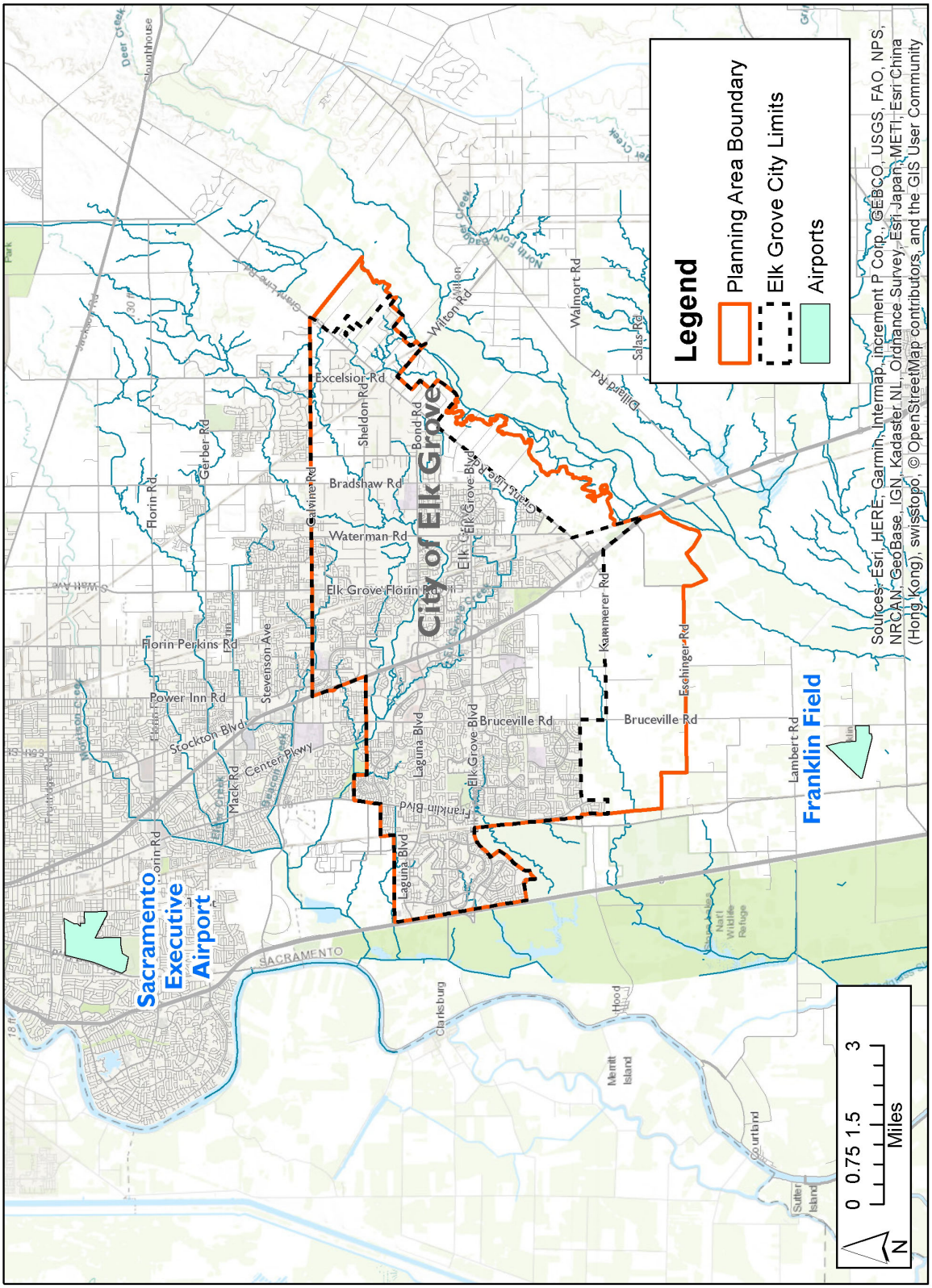
Policy MOB-2-2: The City shall ensure that new development is designed to protect public safety from airport operations consistent with recommendations and requirements of the Airport Land Use Commission, Caltrans, and the Federal Aviation Administration.

What is Stress Scoring?

Stress scoring refers to the comfort associated with roadways, or the mental ease people experience walking or biking on them. Factors influencing the score include:

- *Number of travel lanes*
- *Speed of traffic*
- *Number of vehicles*
- *Presence of bike lanes, sidewalks, crosswalks, and medians*
- *Width of bike lanes and sidewalks*
- *Presence of physical barriers between car traffic and active users*

FIGURE 6-1:
LOCATION OF AVIATION FACILITIES



GOAL MOB-3: ALL STREETS IN THE CITY ARE COMPLETE AND SENSITIVE TO CONTEXT

Complete streets are designed for safety and accessibility by all users and all modes of transportation. A well-designed complete street acknowledges that transportation may include vehicles as well as pedestrians, bicyclists, and public transit, and that streets will be traveled by a variety of individuals with a wide range of needs, destinations, and abilities.

The City is required by the Complete Streets Act to plan for a balanced, multimodal transportation network that meets the needs of all users (e.g., motorists, pedestrians, bicyclists, children, individuals with disabilities, seniors, movers of commercial goods, and users of public transportation). 1 The City must identify how streets, roads, and highways will accommodate the needs of all users for safe and convenient travel in a manner that is suitable to the surrounding rural, suburban, and/or urban context. Therefore, the policies contained herein shall apply to all types of streets in the City, including both public and private streets.

The Complete Streets Act allows the City to consider different policies, standards, and implementation measures that are context sensitive. The City recognizes that the roadway system is a major component of the "feel" of the community. Therefore, the City's Complete Streets policies recognize the need for modified design standards in certain areas of Elk Grove that are consistent with the character of the neighborhood but still facilitate access by all users.

Policies: Complete Streets Design

See Chapter 9 for policies specifically related to complete streets in the Sheldon/Rural Area Community Plan Area.

Policy MOB-3-1: Implement a balanced transportation system using a layered network approach to building complete streets that ensure the safety and mobility of all users, including pedestrians, cyclists, motorists, children, seniors, and people with disabilities.

Policy MOB-3-2: Support strategies that reduce reliance on single-occupancy private vehicles and promote the viability of alternative modes of transport.

Standard MOB-3-2.a: Require new development to install conduits for future installation of electric vehicle charging equipment.

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1. The Complete Streets Act (AB 1358) was chaptered in 2008, updating California Government Code Section 65302(b)(2)(A).

Policy MOB-3-3: Whenever capital improvements that alter street design are being performed within the public right-of-way, retrofit the right-of-way to enhance multimodal access to the most practical extent possible.

Policy MOB-3-4: As new roads are constructed, assess how the needs of all users can be integrated into the street design based on the local context and functional classification.

Policy MOB-3-5: Strive to balance needs for personal travel, goods movement, parking, social activities, business activities, and ease of maintenance when planning, operating, maintaining, and expanding the roadway network.

Policy MOB-3-6: Execute complete streets design in accordance with neighborhood context and consistent with specific guidance in community plans or area plans, as applicable.

Policy MOB-3-7: Develop a complete and connected network of sidewalks, crossings, paths, and bike lanes that are convenient and attractive, with a variety of routes in pedestrian-oriented areas.

Policy MOB-3-8: Provide a thorough and well-designed wayfinding signage system to help users of all modes of travel navigate the City in an efficient manner.

Policy MOB-3-9: As funds become available, provide for the operation and maintenance of facilities for bicycle and pedestrian networks proportionate to the travel percentage milestone goals for each mode of transportation in the Bicycle, Pedestrian, and Trails Master Plan.

Policy MOB-3-10: Design Kammerer Road to be an Urban Avenue, as shown in Figure 3-7, supported by an adjacent street grid.

Policies: Safety for All Users of the Mobility System

Policy MOB-3-11: Design and plan roadways such that the safety of the most vulnerable user is considered first using best practices and industry design standards.

Policy MOB-3-12: Consider the safety of schoolchildren as a priority over vehicular movement on all streets within the context of the surrounding area, regardless of street classifications. Efforts shall specifically include tightening corner-turning radii to reduce vehicle speeds at intersections, reducing pedestrian crossing distances, calming motorist traffic speeds near pedestrian crossings, and installing at-grade pedestrian crossings to increase pedestrian visibility.

Policy MOB-3-13: Provide for safe and convenient paths and crossings along major streets within the context of the surrounding area, taking into account the needs of the disabled, youth, and the elderly.

Policy MOB-3-14: Continue to design streets and approve development applications in a manner that reduces high traffic flows and parking demand in residential neighborhoods.

Pedestrian Beacon

Policies: Vehicle Parking

Policy MOB-3-15: Regulate the provision and management of parking on private property to align with parking demand, with consideration for access to shared parking opportunities.

Policy MOB-3-16: Utilize reduced parking requirements when and where appropriate to promote walkable neighborhoods and districts and to increase the use of transit and bicycles.

Policy MOB-3-17: Establish parking maximums, where appropriate, to prevent undesirable amounts of motor vehicle traffic in areas where pedestrian, bike, and transit use are prioritized.

Policy MOB-3-18: Ensure new multifamily and commercial developments provide bicycle parking and other bicycle support facilities appropriate for the users of the development.

GOAL MOB-4: ACTIVE TRANSPORTATION FOR ALL

Transportation is deeply implicated in the health of both human beings and natural systems. Mobility directly impacts human physical and mental health and wellness. Active transportation modes such as bicycling and walking can improve personal fitness and create new opportunities for social interaction while reducing impacts on the environment. Elk Grove recognizes these benefits as well as the increasing desire within the community for safe and accessible active transportation options, a growing number of residents and employees seeking alternatives to traveling by car, and an aging population that may need to rely more on transportation alternatives to the automobile. A transportation system that is more balanced is also more equitable, providing a means of cost-effective travel for individuals with less means and expanding opportunities for transit-dependent individuals by better connecting people to work, education, and recreation.

Active transportation policies are integrally linked to Complete Streets policies, as complete streets provide for safe and comfortable access and connectivity. However, additional steps beyond infrastructure can be taken to improve active transportation opportunities.

The City has adopted the Bicycle, Pedestrian, and Trails Master Plan (2014) as the primary implementation tool for improving active transportation in Elk Grove. The plan identifies existing facilities, opportunities, constraints, and destination points for bicycle users, pedestrians, and trail users. The plan also includes goals and supporting policies for planning and implementation of bikeway, pedestrian, and off-street multiuse trail facilities.

Policies: Improvements to the Bicycle and Pedestrian Network and Overall Experience

Policy MOB-4-1: Ensure that community and area plans, specific plans, and development projects promote context-sensitive pedestrian and bicycle movement via direct, safe, and pleasant routes that connect destinations inside and outside the plan or project area. This may include convenient pedestrian and bicycle connections to public transportation.

Policy MOB-4-2: Provide on-site facilities and amenities for active transportation users at public facilities, including bicycle parking and/or storage and shaded seating areas.

Policy MOB-4-3: Prioritize infrastructure improvements that benefit bicycle and pedestrian safety and convenience over vehicle efficiency improvements within and near community facilities, activity centers, and other pedestrian-oriented areas.

What Is Active Transportation?

Active transportation supports the needs of pedestrians and bicyclists. It refers to an interconnected system of facilities for pedestrians and bicyclists that are integrated with and supportive of public transit use. Community-level active transportation is linked to both physical features and perceptions:

Block layout & features: *bike lane/sidewalk size and continuity, city block length, traffic volume/ speed, tree canopy*

Architectural design: *building transparency, frontage complexity, building scale, signage, parking lots in back*

Individual reaction: *perception of safety, comfort, interest, physical ability*

Policies: Transportation Demand Management

Policy MOB-4-4: Employ the recommendations and guidelines in the Bicycle, Pedestrian, and Trails Master Plan when planning and designing bicycle, pedestrian, and trail facilities and infrastructure, including updates to the Capital Improvement Program.

Policy MOB-4-5: Encourage employers to offer incentives to reduce the use of vehicles for commuting to work and increase commuting by active transportation modes. Incentives may include a cash allowance in lieu of a parking space and on-site facilities and amenities for employees such as bicycle storage, shower rooms, lockers, trees, and shaded seating areas.

GOAL MOB-5: A SAFE, CONNECTED, AND CONVENIENT TRANSIT SYSTEM

Providing transit service for residential and commercial areas and ensuring continued connections to the larger transit network in the Sacramento region are important components of mobility in Elk Grove. An array of viable and desirable transit options can greatly increase mobility for residents and employees and aid significantly in achieving VMT reduction goals.

Improved access to transit and increased transit service are particular priorities along the future high-frequency transit alignment (see Transportation Network Diagram, Chapter 3), in the activity centers (see Figure 4-1: Potential Activity and Infill Areas in Elk Grove, Chapter 4), in higher-density residential areas, and in employment and entertainment areas. However, transit access is important in many areas of Elk Grove so that transit-dependent residents can access needed services, employment, and social connections.

Components of the transit system in the region include Sacramento Regional Transit's (SacRT's) local and commuter bus systems and future light rail/high-frequency system and Amtrak and ACE rail services.

Local and Commuter Bus

Sacramento Regional Transit provides both local and commuter bus services in Elk Grove. Routes are coordinated with buses, light rail, and South County Transit/Link (SCT Link) to areas outside Elk Grove. SacRT also operates complementary paratransit service addresses federal Americans with Disabilities Act (ADA) requirements to serve ADA-eligible passengers, such as disabled and elderly community members.

Light Rail/High-Frequency Transit

The City views light rail (or other high-frequency transit, such as bus rapid transit) as an important part of the overall transit plan for Elk Grove, including the use of light rail to connect workers to current and future employment centers in the City. The planned route for light rail service is illustrated on the Transportation Network Diagram in Chapter 3. However, current funding constraints must be addressed to advance planning and construction efforts. The City will work closely with SacRT, SACOG, and other jurisdictions in the region to identify funding strategies and other resources that could advance the services and infrastructure.

Railroad Tracks near Elk Grove

Interregional/Interstate and Intercity/ Interurban Rail

Amtrak is a national passenger rail service that offers both medium- and long-distance service throughout the country. Amtrak operates interregional and interstate passenger train service through a station in downtown Sacramento, with regular service to Los Angeles and Seattle (via the Coast Starlight) and Chicago (via the California Zephyr).

The San Joaquin Joint Powers Authority (SJJPA) operates the Amtrak San Joaquin services, which currently runs through the City but without a rail stop; a connecting bus is available to Stockton. SJJPA also operates the Altamont Corridor Express (ACE) service from Stockton to San Jose. The SJJPA is pursuing an expansion of both systems, which would create a station in Elk Grove for both Amtrak and ACE services.

Land Use Coordination

The expansion of transit infrastructure and vehicles must be paired with supportive land use planning for compact development and a mix of uses both in the City and in the wider region. The region has established a vision for land use and transportation for all of Sacramento County called the Preferred Blueprint Scenario. The Preferred Blueprint Scenario depicts a way for the region to grow through the year 2050 in a manner generally consistent with growth principles established by SACOG. The Preferred Blueprint Scenario is part of SACOG's Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS) for 2035, the long-range transportation plan for the six-county region. It also serves as a framework to guide local government in growth and transportation planning through 2050.

Policies: Transit-Supportive Land Use Planning

Policy MOB-5-1: Support a pattern of land uses and development projects that are conducive to the provision of a robust transit service. Consider amendments to the land use plan, as appropriate, that increase the density and intensity of development along the City's high-frequency transit alignment and other major transit corridors.

Policy MOB-5-2: Advocate for the City's preferred high-frequency transit alignment for light rail or bus rapid transit from north of the city through the Livable Employment Area and ensure proposed projects are complementary to such an alignment.

Policy MOB-5-3: Consult with the Sacramento Regional Transit District when identifying and designing complete streets improvements near likely light rail alignment corridors in order to prioritize access to and use of transit to sites along that corridor.

Policy MOB-5-4: Support mixed-use and high-density development applications close to existing and planned transit stops.

Policy MOB-5-5: Promote strong corridor connections to and between activity centers that are safe and attractive for all modes.

Policy MOB-5-6: The City shall work to incorporate transit facilities into new private development and City project designs including incorporation of transit infrastructure (e.g. electricity and fiber-optic cable), alignments for transit route extensions, new station locations, bus stops, and transit patron waiting area amenities (e.g. benches and real-time traveler information screens).

Policies: Effective Transit Operation

Policy MOB-5-7: Provide the appropriate level of transit service in all areas of Elk Grove, through fixed-route service in urban areas, and complementary demand response service in rural areas, so that transit-dependent residents are not cut off from community services, events, and activities.

City e-Tran Bus

Policy MOB-5-8: Maintain and enhance transit services throughout the City in a manner that ensures frequent, reliable, timely, cost-effective, and responsive service to meet the City's needs. Enhance transit services where feasible to accommodate growth and transit needs as funding allows.

Policy MOB-5-9: Continue working with community partners to expand public transit service that benefits Elk Grove workers, residents, students, and visitors. Examples of expanded transit service include increased service

frequency, establishing additional routes and stops, and creating dedicated transit lanes.

Policy MOB-5-10: Encourage the extension of bus rapid transit and/or light rail service to existing and planned employment centers by requiring a dedication of right-of-way. Advocate and plan for light rail alignment and transit stop locations that best serve the needs of the community and fit within the planned mobility system.

Policy MOB-5-11: Encourage commuter rail transportation by providing for a potential train station location for Amtrak and/or other rail service providers along the Union Pacific Railroad's Sacramento Subdivision **line.**

Policy MOB-5-12: The City will work towards the enhancement and improvement of transit service with the objective of creating major transit corridors with frequent service (i.e. less than 30-minute headways) and street segments where transit is prioritized.

Policy MOB-5-13: Consider the implementation of traffic signal priority, queue jumps, and exclusive transit lanes to reduce transit passenger delay and improve transit speed, reliability and operating efficiency.

GOAL MOB-6: FREIGHT RAIL LINES FACILITATE SAFE GOODS MOVEMENT AND DO NOT INTERRUPT COMMUNITY CONNECTIVITY

Two major rail lines, currently owned by the Union Pacific Railroad (UPRR), traverse the City in a north-south direction, through both the City's eastern and western areas. The Fresno Subdivision UPRR line (east line), which is located east of State Route 99, bisects some of Elk Grove's major arterials, including Grant Line Road, Elk Grove Boulevard, Bond Road, Elk Grove Florin Road, Sheldon Road, and Calvine Road. Except for Grant Line Road, all of these crossings are at grade. The Sacramento Subdivision UPRR line (west line) is located west of State Route 99 near Interstate 5, and bisects Franklin Boulevard, Elk Grove Boulevard, and Laguna Boulevard. Crossings of this western line at Franklin Boulevard and Bilby Road are at grade, while all other crossings are grade separated. These rail lines carry a range of goods and products, including limited passenger traffic on the Fresno Subdivision line.

The California Central Traction Company also owns a railroad line that runs through the Sheldon area. These tracks are currently nonoperational, but are being kept for future options.

Policies: Freight Rail

Policy MOB-6-1: Plan and pursue funding to construct strategic grade-separated crossings of rail lines, prioritizing available funds using appropriate metrics.

Policy MOB-6-2: Coordinate with the UPRR to ensure freight rail lines and crossings are maintained.

Policy MOB 6-3: Work with the UPRR to minimize the impact of train noise on adjacent sensitive land uses through the continued implementation of Quiet Zones.

Policy MOB 6-4: Regulate truck travel as appropriate for the transport of goods, consistent with circulation, air quality, congestion management, and land use goals.

Policy MOB 6-5: Safely accommodate truck traffic serving the City's industrial areas.

GOAL MOB-7: ADEQUATE MOBILITY SYSTEM MAINTENANCE AND OPERATION

The City of Elk Grove continues to secure and administer local, State, and federal funding to support the construction, maintenance, administration, and operation of its transportation system. The City further supports ongoing maintenance and improvements to transportation features within City-owned and operated rights-of-way such as roadways, sidewalks, separated bike and pedestrian paths, signals, and amenities such as trees and benches. The City also coordinates with other jurisdictions in the region to ensure timely and adequate maintenance and improvements to State and federally operated highways. The City uses a variety of local, State, and federal resources to fund right-of-way maintenance. Federal and State funding will continue to be used for projects that serve both local and regional travel needs.

In addition, the City pursues opportunities to improve efficient use of the roadway, including smarter signals (intelligent transportation systems, or ITS), use of resilient roadway designs to deal with storm drainage, heat, and other environmental conditions, and use of environmentally safe and recycled materials.

Policies: Construction on the Roadway System

Policy MOB-7-1.: Prioritize roadway improvements that result in appropriate capacity and multiuser facilities on major arterials consistent with the Transportation Network Diagram.

Roadway Construction in Elk Grove

Standard MOB-7-1.a: Generally, new roadway construction or road widening shall be completed to the ultimate width as provided in this General Plan and shall also provide required bicycle and pedestrian improvements and paths. However, phased improvements may be allowed based upon the timing of development and facility demand as determined by the City Engineer or as otherwise provided in this General Plan or an applicable specific plan or other area plan. Regardless, all roadways, pedestrian facilities, and bike routes or bikeways shall be constructed in logical and complete segments, connected from intersection to intersection, to provide safe and adequate access.

Policy MOB-7-2: Coordinate and participate with the City of Sacramento, Sacramento County, Capital SouthEast Connector Joint Powers Authority and Caltrans on roadway improvements that are shared by jurisdictions in order to improve operations. This may include joint transportation planning efforts, roadway construction, and funding.

Policy MOB-7-3: Require the dedication of right-of-way and the installation of roadway improvements as part of the review and approval of development projects. The City shall require the dedication of major road rights-of-way (generally, arterials and expressways) at the earliest opportunity in the development process

Policy MOB-7-4: Require new development projects to provide funding or to construct roadway/intersection improvements to implement the City's Transportation Network Diagram. The payment of adopted roadway development or similar fees, including the City Roadway Fee Program and the voluntary I-5 Subregional Fee, shall be considered compliant with the requirements of this policy with regard to those facilities included in the fee program, provided the City finds that the fee adequately funds required roadway and intersection improvements.

If payment of adopted fees is used to achieve compliance with this policy, the City may also require the payment of additional fees if necessary to cover the fair share cost of facilities not included in the fee program.

Policy MOB-7-5: Assist Caltrans in implementing improvements to Interstate 5 and State Route 99 within the City as outlined in the most recent Caltrans Transportation Concept Report.

Policy MOB-7-6: Support efforts to develop the Capital SouthEast Connector, providing a regional roadway connection from Interstate 5 and State Route 99 to US 50. The City will work with the Capital SouthEast Connector Joint Powers Authority in implementing the planned roadway improvements.

Policy MOB-7-7: Discourage the creation of private roadways unless the roadways are constructed to public roadway standards.

Policies: Effecient and Innovative Operation of the City Roadway System

Policy MOB-7-8: Support and use infrastructure improvements and technological advancements such as intelligent transportation management tools to facilitate the movement and security of goods throughout the City in an efficient manner.

Policy MOB-7-9: Assist in the provision of support facilities for emerging technologies such as advanced fueling stations (e.g., electric and hydrogen) and smart roadway signaling/signage.

Policy MOB-7-10: Work with a broad range of agencies to encourage and support programs that increase regional average vehicle occupancy. Examples include providing traveler information, shuttles, preferential parking for carpools/vanpools, transit pass subsidies, road and parking pricing, and other methods.

Policy MOB-7-11: Encourage and create incentives for the use of environmentally friendly materials and innovative approaches in roadway designs that limit runoff and urban heat island effects. Examples include permeable pavement, bioswales, and recycled road base, asphalt, and concrete.

What are Road and Parking Pricing?

Road pricing refers to road user charges, such as road tolls, distance- or time-based fees, congestion charges, and other charges to discourage use of certain travel modes.

Parking pricing refers to charging a user fee for parking. These types of pricing programs have been shown in other cities and regions to help increase vehicle share and occupancy loads for commutes and to otherwise reduce driving.

Bike Lane in Elk Grove

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CHAPTER 7: COMMUNITY AND RESOURCE PROTECTION

OVERVIEW

One of the City's key responsibilities is to support and protect the community's quality of life. Elk Grove's culture and identity are built on a foundation of natural and cultural assets: history, art, recreational pastimes, and local and surrounding natural resources. Conserving these assets is vital to fortifying Elk Grove's character and livability. Balancing community growth with the desire to maintain natural assets and local institutions that contribute to quality of life requires the City to protect and manage historic and natural resources, ensuring they continue to benefit the community.

Another important strategy for protecting local assets and strengthening local identity is to promote effective governance, including both civic engagement among residents and decisions made by elected and appointed community representatives. The City uses a variety of traditional and nontraditional methods to determine community needs and desires, and strives to ensure that all residents understand the process and feel included in decision-making.

This chapter of the General Plan establishes goals and policies to foster effective governance; to maintain and preserve natural resources, parks and open spaces, trails and other recreational amenities, cultural and historic assets, and the character of neighborhoods and districts; and to promote sustainability and livability. Each of these elements plays an important role in forming the unique identity of Elk Grove and making it a desirable place to live, and ensuring careful management and protection of the City's natural and cultural heritage for current residents and future generations.

The Community and Resource Protection chapter contains goals and policies addressing six topics listed below, which are each assigned a two- or three-letter acronym. Within each topic, the following goals further the Community Vision and Supporting Principles.

Government Overance (GOV)

- **GOAL GOV-1:** A Transparent and Collaborative Decision-Making Process
- **GOAL GOV-2:** An Engaged and Informed Community

Arts and Culture (ART)

- **GOAL ART-1:** Celebrated Arts and Culture
- **GOAL ART-2:** Art That Is Accessible to All Community Members

Historic and Cultural Resources (HR)

- **GOAL HR-1:** Preserved and Enhanced Historic Resources

- **GOAL HR-2:** Protected Cultural and Tribal Resources
- **GOAL HR-3:** A Celebrated Heritage and Culture

Parks and trails (PT)

- **GOAL PT-1:** Plentiful Parks and Open Spaces that are Safe, Clean, and High Quality
- **GOAL PT-2:** A Connected Parks and Trails System

Natural Resources(NR)

- **GOAL NR-1:** Protected Natural Open Space Lands that Provide Recreation and Habitat for Native Species
- **GOAL NR-2:** Preserved Trees and Urban Forest
- **GOAL NR-3:** A Clean and Adequate Water Supply
- **GOAL NR-4:** Improved Air Quality
- **GOAL NR-5:** Reduced Greenhouse Gas Emissions that Align with Local, State, and Other Goals
- **GOAL NR-6:** Reduced Energy Demand and Increased Renewable Sources

Sustainable Development (SD)

- **GOAL SD-1:** Sustainable City Management
- **GOAL SD-2:** Green Building

Community Outreach on this General Plan

RELATIONSHIP TO OTHER CHAPTERS

The Community and Resource Protection chapter most closely relates to the *Planning Framework, Mobility,* and *Services, Health, and Safety* chapters.

The *Planning Framework* chapter (Chapter 3) identifies desired future uses for all lands in the Planning Area. Uses related to the Community and Resource Protection chapter include parks, recreational facilities, and public and privately owned open spaces, as well as any uses or design elements that contribute to the culture and heritage of a neighborhood or the City as a whole.

The *Mobility* chapter (Chapter 6) includes goals and policies that identify and ensure access to open spaces and recreational areas, as well as contribute to the overall character of a neighborhood. The Mobility chapter also supports key implementation tools such as the Bicycle, Pedestrian, and Trails Master Plan and the Climate Action Plan, which include specific standards, programs, and measures to support alternative transportation investments, such as trail systems for pedestrians, bicyclists, and equestrians in open spaces.

The *Services, Health, and Safety* chapter (Chapter 8) includes goals and policies addressing services provided by the City such as waste treatment, utilities, and public health and safety, including open space lands such as parks and trails.

SUPPORTING PRINCIPLES

The *Community and Resource Protection* chapter carries out the following Supporting Principles:

City Core, Heritage, & Well-Known Neighborhoods. This principle recognizes that the City has a thriving civic core and a well-preserved Old Town that provide gathering spaces for the community. It also calls for preservation of the quality of Elk Grove's neighborhoods. Goals and policies in this chapter support the preservation and enhancement of the City's historic and natural resources that contribute to the character and heritage of the community. Policies in this chapter also support a thriving arts and cultural environment and connected parks and open space system, which emphasize and strengthen these community assets.

Outdoor Recreation Is Right Outside Our Door. This principle ensures that Elk Grove continues to enhance and maintain recreational open spaces so that they are safe, connected, and accessible. Goals and policies in this chapter both address the provision of parks and open space and reinforce how these facilities are connected to a larger network of open space amenities, providing access to recreational opportunities both within the City and beyond.

Clean, Green Practices & Healthy Living. This principle identifies the City's desire to be adaptive to and resilient against climate change. It also recognizes the importance of responsible resource use and working together to conserve and wisely use water and energy. Goals and policies in this chapter address preservation and management of natural resources, support healthy living options through a complete and connected parks and open space system, and enhance quality of life through arts, culture, and preservation of the City's heritage.

Native Plantings in Elk Grove

GOALS AND POLICIES: GOVERNANCE

Governance refers to the process of making and implementing decisions in the public interest. Effective governance requires public participation and decision-making processes that are accountable, transparent, inclusive, and efficient. When governance systems and processes in a community are strong and effective, community members have greater confidence in their elected officials, which provides an ethical basis for local government and leads to better decisions.

A community that actively participates in civic decision-making has greater influence over its quality of life. Without an engaged community, decision-makers must rely on other information when determining a course of action. The public can be involved in and influence local governance by attending public meetings and events, community organizing efforts, and advocating to the City Council and City commissions and committees.

Civic engagement is a right and responsibility of community members, but the City also must provide clear and easy avenues by which the public can be involved. To maximize participation, the City needs to meet the public in places where community members are most comfortable and in ways that correlate to their daily lives.

GOAL GOV-1: A TRANSPARENT AND COLLABORATIVE DECISION-MAKING PROCESS

Transparency in the decision-making process fosters a sense of trust and understanding in the community when issues are being considered by decision-makers. Identifying consistent criteria for the evaluation of proposals can increase predictability, which will build a common community understanding of what considerations are being made in the process, allow for more meaningful community participation, and hold decision-makers accountable.

Policies: Decision Making Process

Policy GOV-1-1: Promote community involvement and public participation.

Policy GOV-1-2: Establish a predictable, transparent, and accessible decision-making process for planning determinations that is available to all community members.

Policy GOV-1-3: Require that major planning efforts, policies, or projects (for example, General Plan updates, development of specific plans, large commercial development projects) include an outreach effort.

Policy GOV-1-4: Encourage and facilitate collaboration between organizations, service districts, schools, and City departments.

Policy GOV-1-5: Consider three components of sustainability—the environment, the economy, and the community—in decision-making for new development projects, special projects, and proposed policies and programs.

GOAL GOV-2: AN ENGAGED AND INFORMED COMMUNITY

The City should ensure decisions are transparent and derived from substantial evidence, with community members given the option to voice their support or concerns in a productive way. Offering a range of outreach forums and venues, reaching out to different segments of the population, and engaging with the community early in a decision-making process will ensure that the many perspectives and priorities of community members are heard, considered, and incorporated as appropriate. The City can also play a role in facilitating conversations and disseminating public information on relevant topics in order to increase community engagement.

Policies: Community Engagement

Policy GOV-2-1: Distribute important information on government actions and processes in multiple open data formats using digital and physical venues to reflect diverse community needs and preferences.

Policy GOV-2-2: Reach out to segments of the community that could potentially be left out of the decision-making process, including youth, immigrants, minority racial and ethnic groups, nonnative English speakers, and low-income households.

Policy GOV-2-3: Provide opportunities for, and actively recruit, diverse representation on City boards, commissions, and advisory committees that contribute to City decision-making.

Policy GOV-2-4: Continue to support the use of volunteers and community groups in public safety and community engagement.

Community Engagement at an Old Town Event

GOALS AND POLICIES: ARTS AND CULTURE

Community members cherish the many ways in which art and culture are incorporated into the City. Artistic venues and events offer opportunities for leisure and enjoyment of community life; they contribute to Elk Grove's unique character and sense of place. Supporting artistic and cultural institutions and programming is an important way that the City can enhance community identity and residents' quality of life.

- City Hall
- Civic Center
- Police Service Center
- Special Waste Collection Center

There are also recognizable, permanent art installations in other public places and private developments throughout the City, including utility boxes. Elk Grove hosts arts and culture events, such as festivals and art receptions, throughout the year. Various other arts expositions and events occur throughout the community.

As part of its function, the City's Arts Commission maintains a virtual Citywide Art Guide for the benefit of residents and visitors, which includes a comprehensive inventory of art pieces and art events in Elk Grove.

GOAL ART-1: CELEBRATED ARTS AND CULTURE

The City sponsors or supports a number of arts and culture programs and events in the community. Building on the success of these events, the City can continue to support and promote expanded arts in Elk Grove that provide amenities for existing and future residents and celebrate the City as a cultural destination in the region.

Policies: Public art

Policy ART-1-1: Incorporate artistic considerations, including architecture, public art, and event opportunities, in local decision-making.

Policy ART-1-2: Increase public awareness of the arts in Elk Grove through greater promotion of community arts programs and events.

GOAL ART-2: ART THAT IS ACCESSIBLE TO ALL COMMUNITY MEMBERS

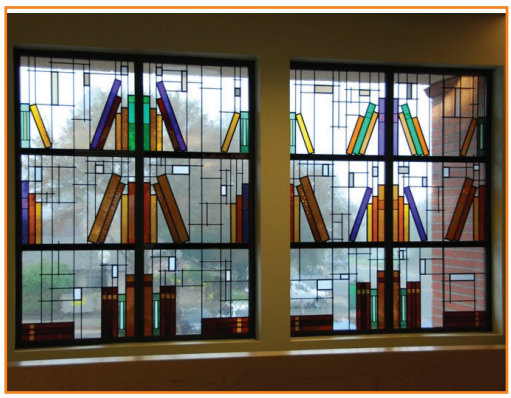
Elk Grove is a diverse community that values arts and culture. The City can showcase the arts community through continued support for existing programs and events and by expanding community members' access to a variety of programs and events.

Policies: Accessible Art

Policy ART-2-1: Improve access to creative and artistic involvement through events and learning opportunities for all neighborhoods, cultural communities, and socioeconomic segments of the City.

Policy ART-2-2: Support and facilitate arts and cultural programs that embrace and represent diverse populations.

Policy ART-2-3: Support provision of adequate work spaces, show spaces, publicity, and events for local artists.



Local Art in Elk Grove

GOALS AND POLICIES: HISTORIC AND CULTURAL RESOURCES

Historic and cultural resources are physical representations of the City's history and culture. Elk Grove has cultural roots in Native American life, the rich Delta lands, early ranching settlements, the Gold Rush and the railroad, the American dream of homeownership, and the ongoing tradition of agriculture in California's Central Valley.

Historic resources exist in and around the City, including ranches, transportation features, burial sites and cemeteries, religious structures, cultural landscapes, and agricultural, residential, educational, commercial, industrial, and civic facilities. These historic places lend a strong sense of character and place to Elk Grove, reinforcing our community's roots and identity.

Old Town Elk Grove

Buildings and ranch holdings in Elk Grove date back to the late 1800s and early 1900s. Some of the first buildings in modern Elk Grove developed along Elk Grove Boulevard and became what is known today as Old Town Elk Grove, which is a federally recognized Historic District. The community also historically had notable neighboring agricultural communities that have been incorporated into Elk Grove proper. The community of Sheldon, in the vicinity of Sheldon Road, Excelsior Road, Grant Line Road, Pleasant School Road, and Wilton Road, evolved as a small farming community and retains its agricultural economy roots and farmstead feel. This agricultural heritage, in Sheldon and beyond, is an integral part of Elk Grove's identity. Elk Grove is also home to some California Historical Landmarks. (Note: Agricultural resources and related issues are discussed in Chapter 4, Urban and Rural Development.)

Due to its location in the Sacramento-San Joaquin Delta, the area where Elk Grove sits today has been the site of human endeavors for many hundreds of years. More than 35 archaeological sites have been identified in the City, including settlement foundations, pestles, glass and bottle fragments, wells, cisterns, and machinery.

A number of community institutions are dedicated to the preservation of historical and cultural resources, including the California Native American Heritage Commission, the Elk Grove Historical Society, the Old Town Foundation, and the Elk Grove Historic Preservation Committee.

GOAL HR-1: PRESERVED AND ENHANCED HISTORIC RESOURCES

Preservation of local historic resources, including the Old Town historic district, the agricultural heritage community of Sheldon, and the many individual State-designated landmarks in the community, contributes to the ongoing community legacy of Elk Grove and helps to enhance community livability. The City will engage in ongoing efforts to identify and preserve these historic resources.

Policies: Historic Ewaources

Policy HR-1-1: Encourage the appropriate adaptive reuse of historic resources and buildings.

Policy HR-1-2: Strive to preserve historic buildings and resources through adaptive re-use.

Policy HR-1-3: Encourage efforts that prevent the misuse, disrepair, and demolition of historic resources and buildings.

GOAL HR-2: PROTECTED CULTURAL AND TRIBAL RESOURCES

Preservation of archaeological sites and other cultural resources associated with Native American tribes requires coordination with various institutions, such as the Native American Heritage Commission, dedicated to preserving these resources.

Policies: Cultural Resources

Policy HR-2-1: Protect and preserve prehistoric and historic archaeological resources throughout the City.

Policy HR-2-2: Consult when appropriate with local Native American tribes, the California Native American Heritage Commission, and any other appropriate organizations and individuals to minimize potential impacts to cultural and tribal resources.

Policy HR-2-3: Identify and evaluate local archaeological resources for inclusion in the National Register of Historic Places.

Policy HR-2-4: Ensure that City ordinances, programs, and policies create an environment that fosters the preservation, rehabilitation, and maintenance of historic, archaeological, and tribal resources.

Open Space near Elk Grove

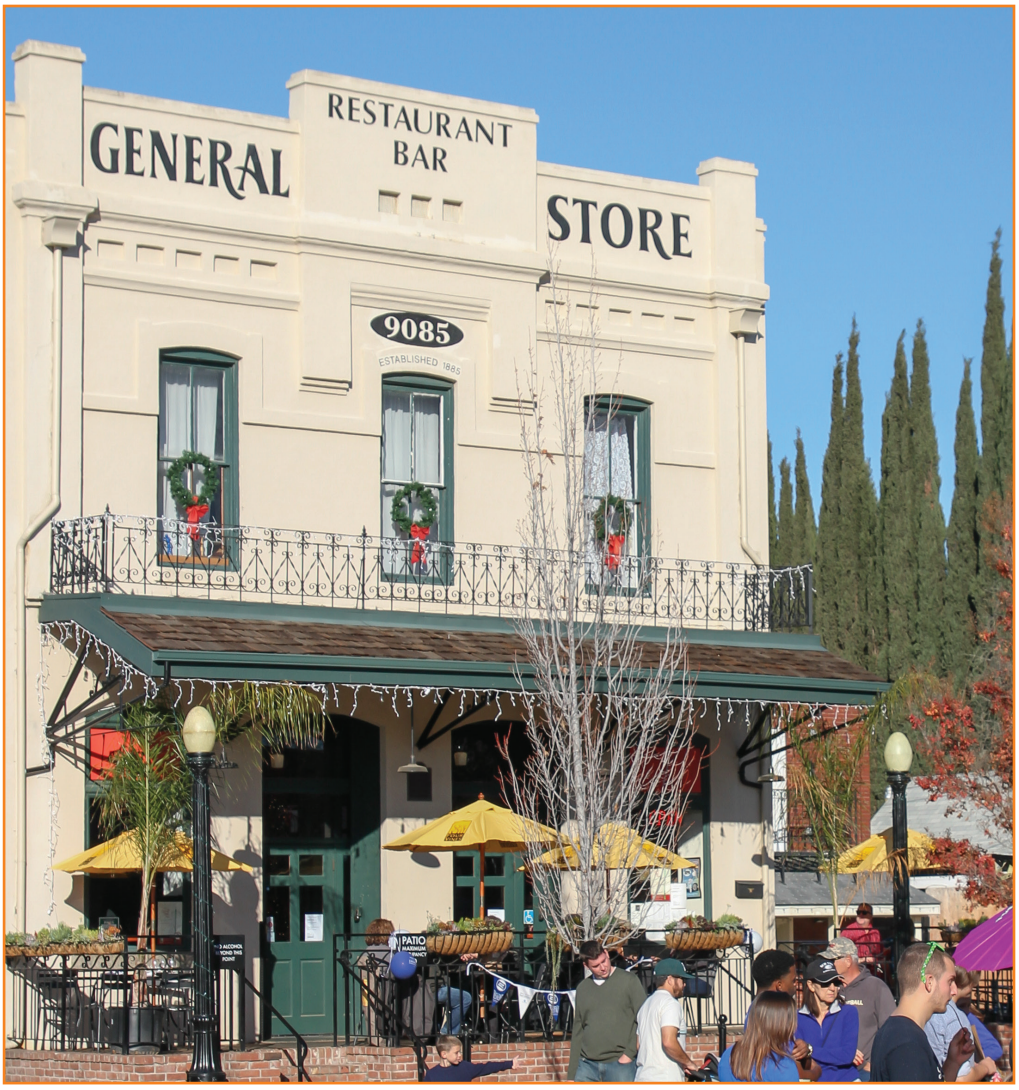
GOAL HR-3: A CELEBRATED HERITAGE AND CULTURE

Historic resources are physical representations of our history and culture; as such, it is important to identify and protect these resources. In addition to preservation, embracing and emphasizing these historical features is important to maintaining Elk Grove's historical identity. Working with historical societies, displaying informational signage in areas of historic or cultural significance, and facilitating events and participation that highlight the City's historical character are ways to promote these resources and the stories they tell.

Policies: Historic Design Considerations

Policy HR-3-1: Communicate Elk Grove's history using a variety of methods.

Policy HR-3-2: Encourage new development to be compatible with adjacent existing historic structures in terms of scale, massing, building material, and general architectural treatment.



Historical Building in Old Town Elk Grove

GOALS AND POLICIES: PARKS AND TRAILS

Parks and trails in Elk Grove are a significant point of pride for the community and contribute to the health and quality of life of residents and visitors. Access and proximity to recreational facilities is one of the most important ways to foster a livable community. Parks and recreation services in Elk Grove are provided by the Cosumnes Community Services District (CCSD). The City and the CCSD work collaboratively to plan for, fund, design, and construct new park facilities. Together, the CCSD and City maintain a Parks and Recreation Master Plan that identifies standards for maintaining existing parks as well as standards and desired locations for future parks.

Elk Grove has a growing network of trails that connect the developed areas of the community with parks, open space, greenbelts, and wildlife areas. The Bicycle, Pedestrian, and Trails Master Plan contains policies and implementation measures for improving and expanding the multimodal network throughout the City.

An important future goal for the City and the CCSD is to expand the existing trails system to make connections to open space resources outside the Planning Area, including the Stone Lakes National Wildlife Refuge and the Cosumnes River Preserve.

GOAL PT-1: PLENTIFUL PARKS AND OPEN SPACES THAT ARE SAFE, CLEAN, AND HIGH QUALITY

Elk Grove's parks and open spaces are essential assets that offer residents opportunities for recreation and contact with nature. The City will continue to work with the Cosumnes Community Services District (CCSD) to ensure that there is an adequate amount of open space as Elk Grove grows; to maintain existing parks and recreational facilities in good condition; and to provide high-quality recreational programming.

Policies: Park Facilities

Policy PT-1-1: Work in conjunction with the CCSD to provide parks and recreation services for Elk Grove residents in accordance with the Parks and Recreation Master Plan, the Park Design Principles, and the Bicycle, Pedestrian, and Trails Master Plan and any successor policies or regulations in these or any other documents.

Policy PT-1-2: Land use and management of parks and facilities will be provided in conjunction with all other agencies that provide park and trail facilities.

Policy PT-1-3: Require the provision of park land at a minimum of 5 acres per 1,000 residents, consistent with the Quimby Act.

Policy PT-1-4: Promote investment in and upgrades to park infrastructure and services within the City's limited role under the Memorandum of Understanding with the CCSD.

Policy PT-1-5: Funding for maintenance of parks and/or trails shall be assured to the City's satisfaction prior to approval of any Final Subdivision Map which contains or contributes to the need for public parks and facilities.

Policy PT-1-6: Work with the CCSD to provide accessible designated park and open space areas in growth areas, and require developers to incorporate open space where appropriate as a condition of project approval.

Policy PT-1-7: Coordinate with the CCSD to prioritize the development of new parks and other recreational services, including low-impact facilities and equipment for older adults and the disabled, in underserved neighborhoods.

Policy PT-1-8: To the extent appropriate and mutually agreed, partner with CCSD on programs and activities that benefit residents and/or improve services.

Policies: Recreation Programs

Policy PT-1-9: Work with the CCSD, Wilton Rancheria, and other local organizations to promote equitable recreation programs that engage underserved communities and people with health concerns in a culturally sensitive manner.

Policies: Open Space in New Development

Policy PT-1-10: Design projects adjacent to open space areas in a manner that protects the integrity and function of the open space area.

Policy PT-1-11: In land uses adjacent to natural open space areas, provide on-site landscaping as a transition to natural habitats to the extent feasible.

Policy PT-1-12: Where feasible, provide accessible multi-use trails in open space areas, with an emphasis on trail connections to area-wide systems.

Standard PT-1-12.a: Require the provision of pedestrian and bicycle access between the industrial properties and trail systems in adjacent open space areas.

Policy PT-1-13: Locate streets and other public infrastructure improvements so as to minimize intrusion into and, to the extent feasible, preserve open space areas, particularly wetlands and areas of cultural significance.

Policy PT-1-14: Restrict wetland preserves to passive recreation activities compatible with the natural communities.

Policy PT-1-15: Acquire or designate new wildlife and wetland preservation areas.

GOAL PT-2: A CONNECTED PARKS AND TRAILS SYSTEM

Continuing to provide plentiful parks and connected trails that are accessible to all community members, and expanding locations to accommodate future growth, are top priorities for the City. A park system that is connected by a complete system of multiuse trails will require coordination with those agencies involved in the planning and maintenance of open space facilities.

Policies: Park and Trail Connections

Trails are also discussed in Mobility (Chapter 6) under the policies titled Complete Streets Design and Improvements to the Bicycle and Pedestrian Network and Overall Experience.

Policy PT-2-1: Work with nearby jurisdictions to plan for a connected network of trails and parks throughout the region that link to housing, employment and commercial centers, public transit, and community facilities.

Policy PT-2-2: Explore additional trail and path connections between parks, greenbelts, waterways, and regional open spaces to both enhance access and recreational opportunities for the community, in addition to serving as a wildlife corridor. Consider stream corridors, floodways, electrical transmission corridors, and similar features as possible opportunity sites.

Policy PT-2-3: Continue to implement the adopted Bicycle, Pedestrian, and Trails Master Plan and complete regular updates to the plan as necessary.

Policy PT-2-4: Encourage the creation of a regional trail/open space system that links the Cosumnes River with the Sacramento River and provides for trail connections between Elk Grove and these open space areas.

Policy PT-2-5: Increase and improve access points and connections to open space areas from local and regional trails.

Policy PT-2-6: Locate trails which parallel streams beyond riparian corridors and wetlands to minimize wildlife impacts and serve as a wildlife linkage. Rrestrict such trails to nonmotorized traffic.

Policy PT-2-7: Avoid placing recreational trails adjacent to or on farmland if feasible alternative routes exist elsewhere in the vicinity. However, if no other feasible routes exist, design trail facilities in cooperation with adjacent property owners to minimize adverse impacts on farming practices.

Policy PT-2-8: Investigate opportunities to establish new parks, open space areas, greenways, and trail networks to connect existing green spaces and ensure all residents have access to nature. Explore participation in the Land and Water Conservation Fund (LWCF) and Outdoor Recreation Legacy Partnership (ORLP) programs administered through California State Parks, which support the acquisition and development of public parks and other outdoor recreation sites.

GOALS AND POLICIES: NATURAL RESOURCES

NATURAL RESOURCE PRESERVATION

Elk Grove is located in a natural ecosystem that includes underlying soils and geology, habitat for plant species and wildlife, and waterways such as rivers and streams that form part of the larger Sacramento-San Joaquin Delta. Conservation and stewardship of these natural resources are essential to ensure the long-term health and viability of the human community that depends on the surrounding ecosystem. Similarly, maintaining good air quality by reducing harmful pollutants in the air, including greenhouse gas emissions, is critical to support both human and ecological health.

Elk Grove Park

Open Space and Habitat Conservation

Open space is defined as lands that are undeveloped and maintained in their natural state. Although no natural open spaces exist within the Planning Area, there are several notable open spaces in adjacent jurisdictions, such as the Stone Lakes National Wildlife Refuge and the Cosumnes River Preserve. Access to nearby open spaces for recreation and enjoyment of nature is important to Elk Grove residents. The City recognizes that future development in Elk Grove could have impacts on these areas, since an increase in the local population would result in higher and more intensive use of nearby open space lands. Therefore, the City has policies designed to protect, enhance, and access these nearby open spaces.

Some streams and creeks in Elk Grove are surrounded by dense riparian vegetation, and these areas provide wildlife habitat as well as recreational opportunities for residents and visitors. Maintenance in these areas is often necessary for flood protection and fire prevention, to limit homeless activity, and to address other unsafe conditions. In addition, there are plant and animal species in the Planning Area that are listed as threatened or endangered at the State and/or national level, including Swainson's hawk and the valley elderberry longhorn beetle. These special-status species require special consideration when planning future development.

Some jurisdictions elect to adopt Habitat Conservation Plans (HCPs), a tool for the management and preservation of lands providing valuable natural habitat that seek to balance the needs of endangered or threatened species with the needs and desired uses of the property owner. The adoption and implementation of HCPs is provided under the federal Endangered Species Act (ESA). An HCP is a voluntary agreement between the federal government and a landowner (private or state/local government) that allows development projects to obtain an incidental take permit under the ESA in exchange for establishing protections and management strategies for endangered and threatened species. A local example of an HCP is the South Sacramento Habitat Conservation Plan (SSHCP), adopted by the County of Sacramento and other public agency partners (including the City of Rancho Cordova, City of Galt, Sacramento County Water Agency, and others) in October 2018. The City may consider adopting a Habitat Conservation Plan to enhance management and protection of lands within the Planning Area that are known to contain habitat for threatened or endangered species. With any such HCP, rewilding opportunities should be addressed. Rewilding focuses on returning ecosystems to their former states as close as possible while allowing for plant, animal, and other ecosystem substitutions to account for changing future conditions. Identifying opportunities for rewilding would provide a nature-based solution that supports sustainability, enhances quality of life, and builds long-term environmental and social resilience.

In seeking to balance development pressures with the need to conserve open space in and around Elk Grove, clustered development is a valuable tool that can be applied in the planning and design of new subdivisions. Clustered development, an alternative approach to conventional subdivision development, is when residential lots in a proposed subdivision are grouped or clustered closer together in order to preserve the rest of the land for open space.

As noted in previous chapters, there are also large amounts of agricultural land in and around Elk Grove. The General Plan addresses policies related to agricultural land in Chapter 4, Urban and Rural Development.

Trees and Urban Forestry

Trees are a natural resource that contribute to the ecological health of Elk Grove and the surrounding area. Trees provide habitat for birds and other animals, produce oxygen and improve air quality, absorb carbon dioxide that is emitted from the burning of fossil fuels, provide shade and reduce temperatures in urban areas, and absorb and filter stormwater.

In addition to their numerous environmental benefits, trees are a scenic resource and enhance Elk Grove's visual character, aesthetic quality, and livability. The City has made a commitment to preserve existing trees by establishing protections for trees designated as landmark trees, trees of local significance, secured trees, or trees in the right-of-way. Title 19 of the Elk Grove Municipal Code includes definitions of each classification of tree. These protections apply to mature trees as well as to trees planted in the course of development. Under this classification system, older trees that have historical significance as well as unusual or unique trees are considered historic resources (see Historic and Cultural Resources section on page 7). The City has regulations related to trees and urban forestry located in Chapter 19.12 (Tree Preservation and Protection) of the Municipal Code.

Waterways and Water Quality

Surface Waterways

The Sacramento-San Joaquin Delta is California's most complex waterway in terms of social, economic, and ecological factors. Water in the Delta has essential agricultural applications in California's Central Valley, provides clean water for cities across the State, and is necessary to maintain the region's rich aquatic habitats.

Elk Grove is located in the Sacramento River watershed, which covers 27,000 square miles from Lake Shasta to the Sacramento-San Joaquin Delta. Surface water resources in Elk Grove are part of the Morrison Creek Stream Group and include Elder, Elk Grove, Laguna, Morrison, Strawberry, and Whitehouse Creeks. Florin, Gerber, and Unionhouse Creeks are located close to the City. Deer Creek is located in the eastern portion of the City, parallel to the Cosumnes River, which forms the City's eastern border. All of the creeks in the area drain into the Morrison Creek Stream Group, then into the Sacramento River.

Water Quality

With a potential increase in developed land in and around Elk Grove, increases in impervious surface area have the potential to increase the flow (volume and speed) of stormwater runoff. This can exacerbate erosion, and the amount of pollutants picked up from roadways, which can diminish water quality in nearby streams. Incorporation

of low-impact development (LID) and water quality features (e.g., bioswales, rain gardens, and permeable pavements) into development projects can reduce the impacts of stormwater on water bodies in and around the Planning Area.

Elk Grove's standards for water quality are guided by the Sacramento County National Pollutant Discharge Elimination System (NPDES) Permit, under which the City is a co-permittee. The permit allows the City to discharge urban runoff from Municipal Separate Storm Sewer Systems (MS4s) in its jurisdiction. Urban stormwater is a primary source of diazinon and chlorpyrifos in Sacramento County's urban creeks. These chemicals were banned for nonagricultural uses in the early 2000s, significantly reducing pesticide contamination in local water bodies. In the Sacramento County NPDES region, exceedance of diazinon and chlorpyrifos since 2007 has been observed outside of the Planning Area.

Pollutants in stormwater that runs over Elk Grove's streets and is carried into neighboring water bodies can exacerbate water quality issues. The City has developed and implements a Stormwater Quality Improvement Plan that includes details on how to reduce runoff from construction, commercial and industrial uses, municipal operations, illicit discharges, and new development.

Air Quality

Elk Grove is located in the Sacramento Valley Air Basin. This portion of the Sacramento Valley Air Basin is designated as a nonattainment area for air quality standards for ozone and particulate matter (i.e., the levels of these contaminants exceed the air quality standards established under State and federal regulations). Specifically, 8-hour and 1-hour ozone levels in Elk Grove fail to meet State standards, and particulate matter fails to attain several State and national standards.

The primary source of air pollution in the region is emissions from the transportation sector. As development in Elk Grove continues, new vehicle trips and activities will contribute to reduced air quality. As a result, growth will pose further challenges for air quality to attain and maintain State and national pollutant standards. Additional growth could exacerbate the conditions that degrade air quality, as well as cause increased levels of exposure to air pollutants as more people live and work in the community.

The City's efforts toward State and federal air quality compliance occur through implementation of policies that encourage cleaner, alternative modes of travel such as public transit, walking, and bicycling, as outlined in Chapter 6: Mobility. In addition, the land use policies in Chapter 4: Urban and Rural Development aim to improve the accessibility of services by placing them in closer proximity to where people live and work, which will help improve local air quality.

Other sources of air pollution in the Sacramento Valley include heavy construction equipment and wood burning in residential fireplaces and woodstoves.

Greenhouse Gas Emissions

Greenhouse gas (GHG) emissions contribute to local air quality concerns. The Global Warming Solutions Act (Assembly Bill [AB] 32) requires that California significantly reduce its emissions of GHGs in order to minimize the impacts of climate change. To ensure the City is taking steps to meet its fair share of the State's GHG reduction goals, Elk Grove has completed an inventory of GHG emissions and adopted a Climate Action Plan (CAP). Table 7-1 categorizes Citywide GHG emissions by sector as of 2013 (listed as metric tons of carbon dioxide equivalents, or MTCO2e) the most recent year for which an inventory has been completed.

The CAP and the General Plan outline GHG emissions reduction targets for

TABLE 7-1:
2013 CITYWIDE EMISSIONS BY SECTOR

Sector	2005 $MTCO_2e$	Percent of Total	2013 $MTCO_2e$	Percent of Total
Residential built environment	225,190	28%	231,400	25%
Nonresidential built environment	103,170	13%	129,860	14%
Transportation (on-road vehicles)	348,370	43%	430,340	47%
Off-road equipment	83,800	10%	93,340	10%
Solid waste	36,380	5%	26,260	3%
Water and wastewater	3,070	<1%	6,562	<1%
Agriculture	5,450	<1%	1,030	<1%
Total	808,410	100%	918,790	100%

Source: Compiled by Ascent Environmental 2018

future years that are designed to reduce emissions within the Elk Grove community in a manner consistent with State regulations and guidelines. Because GHGs are generated by a variety of sources, a varied approach to reducing GHG emissions is most effective. The CAP inventory of GHG emissions indicate that major emissions sources in the city include residential and commercial/industrial building energy use, on-road vehicles, off-road vehicles, solid waste, and wastewater. The CAP establishes that emissions in the baseline year, 2013, were 5.6 MTCO2e per capita and community equaled 918,790 MTCO2e.

If all community activities were to continue under a business-as-usual scenario with no reduction measures they would reach 1,523,936 MTCO2e by 2030, a 65 percent increase over 2013. However, the CAP estimates that with measures taken as a result of the State's legislative actions emission would reduce those emissions to 4.5 MTCO2e per capita by 2030 and 4.3 MTCO2e per capita by 2050, resulting in community emissions of 888,509 and 978,881 respectively for those years. Measures

outlined in the General Plan and CAP would further reduce the community's emissions to 3.8 MTCO2e per capita by 2030 and 3.0 MTCO2e per capita by 2050. These reductions are projected results of twenty-one reduction measures contained in the CAP in three broad policy areas: built environment, resource conservation, and transportation. The greatest percentage of these reductions, 56%, would be achieved through efficiency and renewable energy improvements to the built environment, while resource conservation measures would result in a 12% reduction, and transportation alternatives and congestion management measures would result in a 32% reduction.

Co-Benefits

Preserving natural resources offers a wide range of co-benefits that extend beyond environmental protection. Co-benefits can be additional social, economic, or environmental benefits derived from a program, policy, or intervention. For example, expanding the urban tree canopy will reduce greenhouse gases by absorbing carbon dioxide, reduce the urban heat island by providing more natural shade and evapotranspiration, and can improve public health and quality of life by encouraging walking, cycling, and other physical activities. Intact natural systems improve public health through better air and water quality, support greater community resilience through providing natural flood control, help reduce greenhouse gas emissions by supporting carbon storage, and create greater local food production through improved soil health. Additionally, protecting natural resources may help advance social equity by ensuring that all communities have access to the environmental, cultural, and health benefits nature provides.

NATURAL RESOURCE MANAGEMENT

In addition to conserving and protecting the natural ecosystem in and around Elk Grove, long-term planning requires careful management of elements of the natural environment that provide resources which residents of Elk Grove use to meet their daily needs. These include the local water supply as well as the generation of energy to power homes and businesses.

Creek in Elk Grove

Water Resources

Important water resource issues to consider in Elk Grove include water supply, groundwater recharge, recycled water, and water conservation.

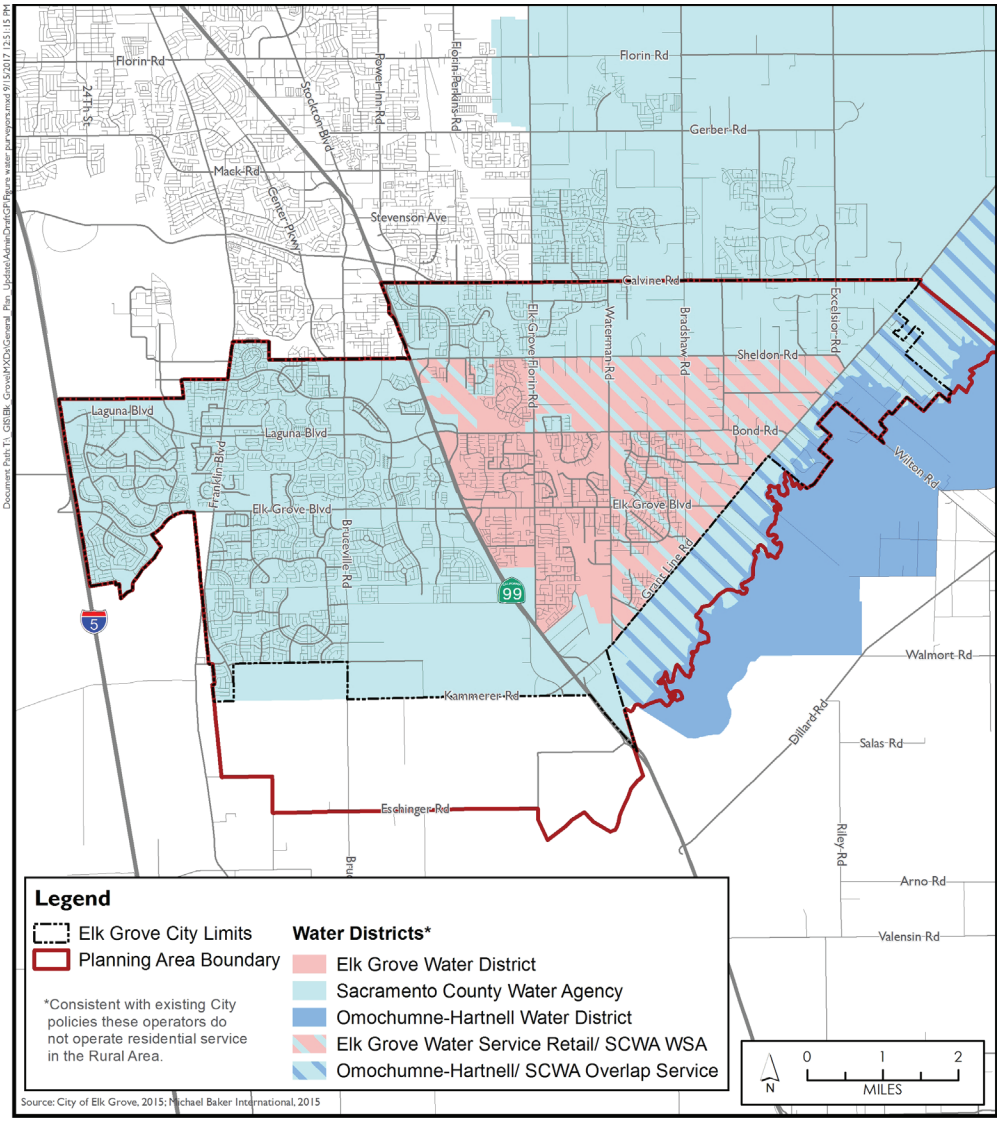
Water Supply

Water supply in Elk Grove consists of both surface water and groundwater sources. Runoff from precipitation and snowmelt from the Sierra Nevada are the main sources of surface water supply in the City. However, a majority of the City's water supply comes from groundwater. The South American Subbasin of the Sacramento Valley Groundwater Basin is the hydrologic basin underlying this area.

There are three water service providers in the Planning Area: the Elk Grove Water District (EGWD), which is managed by the Florin Resource Conservation District;

the Omochumne-Hartnell Water District (OHWD); and the Sacramento County Water Agency (SCWA) (see Figure 7-1). The EGWD serves residents and businesses in a triangular area of approximately 13 square miles within the 2018 City limits. The service area is bounded to the north by Sheldon Road, to the east by Grant Line Road, to the south by Union Industrial Park, and to the west by State Route (SR) 99. The SCWA's South Service Area provides water service to all other portions of incorporated Elk Grove, as well as to the area to the north and east of the City boundaries. The OHWD, which expands across the eastern portion of the Planning Area, overlaps with parts of the SCWA. The OHWD serves only agricultural users while the SCWA serves customers in both the incorporated City and the Planning Area. The notable exception is the Rural Area, which is located within the service territory of these water agencies but, consistent with City policies, is not provided service for residential hookups where water is provided from individual wells. There are no water providers to the south of the City past Kammerer Road; this portion of the Planning Area is occupied primarily by agriculture and properties utilize water from on-site wells.

FIGURE 7-1:
MAP OF WATER SERVICE PROVIDERS/DISTRICTS



The State of California's Sustainable Groundwater Management Act (SGMA), signed into law in 2014, requires governments and water agencies of high and medium priority basins to stop the practice of overdrawing groundwater and to balance levels of groundwater pumping and recharge. Under the SGMA local Groundwater Sustainability Agencies that manage critical groundwater basins in California are required to adopt Groundwater Sustainability Plans.

The California Department of Water Resources has classified the South American Subbasin as high priority under the draft 2018 SGMA Basin Prioritization framework. In 2018 the Sacramento Central Groundwater Authority initiated development of a Groundwater Sustainability Plan for the South American Subbasin, which is expected to be completed in 2022.

Groundwater Recharge

The Sacramento Valley subregion of the Central Valley aquifer system is the source of groundwater in the Planning Area. Elk Grove is situated above the Central Basin, in the middle of the Sacramento Valley subregion. A majority of the Planning Area is located within the service area of the SCWA. The southern portion of the Planning Area is managed by the Sacramento Central Groundwater Authority. Groundwater in Elk Grove is generally classified as occurring in a shallow aquifer zone or in an underlying deeper aquifer zone extending approximately 200 to 300 feet below the ground surface. Groundwater used in the Central Basin is supplied from both the shallow and deeper aquifer systems.

Recycled Water

In 2003, the SCWA, in partnership with the Sacramento Regional County Sanitation District (Regional San), developed a recycled water system that treats and delivers up to 5 million gallons per day of recycled water to the Elk Grove neighborhoods of Laguna West, Lakeside, and Stonelake. Specifically, recycled water is used to irrigate street medians, commercial landscaping, parks, and school sites. The recycled water begins as treated wastewater processed at the regional wastewater treatment plant, operated by Regional San. It then undergoes further treatment to disinfect the water via chemical treatment and filtration. The water can then be recycled back to the community for use in nonpotable water systems, such as landscaping and irrigation. This recycled water is clean, clear, and safe for the purposes for which it is used. It is guided under different rules and regulations than potable water for use

Agriculture near Elk Grove

in the Planning Area and is not safe for human consumption. The SCWA and the City intend to extend this system to include the East Franklin, Laguna Ridge, and Southeast Policy Areas of Elk Grove once additional treated water is available from Regional San after 2023.

Additionally, Regional San is developing the South County Agriculture Program, which would offer multiple benefits, including providing a safe and reliable supply of tertiary-treated water for agricultural uses, reducing groundwater pumping, supporting habitat restoration efforts, and providing near-term benefits to the Sacramento-San Joaquin Delta. The South County Agriculture Program will serve agricultural operations in the South and West Study Areas and could be adapted into backbone recycled water infrastructure when these areas convert to urban uses in the future.

Water Conservation

Conservation is a key part of the strategy for maintaining an adequate water supply. While Elk Grove is not a water service provider, the City works closely with local water purveyors to support water conservation efforts. These efforts include water conservation activities, such as water restriction schedules, and incentive programs, such as rebate programs for water conservation improvements and home water audits. As a water user, the City has taken steps to conserve water Citywide through the use of reclaimed water for irrigation when available, and installation of water-efficient upgrades at City facilities. As a regulatory agency, the City has adopted and implements a modified version of the State Model Water Efficient Landscape Ordinance, which requires public and private facilities to incorporate drought-resistant landscaping and water-efficient irrigation systems into new development projects. These efforts have reduced water use Citywide; however; Elk Grove should continue to eliminate water use inefficiencies and maintain ongoing communication with its water suppliers to ensure a sustainable supply.

LED Stop Sign in Elk Grove

Energy Resources

As Elk Grove continues to grow, it is anticipated that energy use in the community will increase proportionately. Gas and electricity use contribute to the consumption of land for power plants and powerlines, with resulting impacts on air quality and GHG emissions. While aggressive State standards for buildings and utilities will continue to help Elk Grove achieve more efficient energy use and reduce impacts, the City has an opportunity to develop additional appropriate local solutions for energy efficiency and conservation. While community-wide energy use may increase due to population growth and new development, the City aims to ensure that per capita energy use decreases. Given that Elk Grove is still growing and developing, perhaps the greatest opportunity to reduce future energy use will come from new development. All new construction is required to comply with the energy efficiency standards in the California Building Standards Code (Title 24).

In addition to addressing energy efficiency and conservation efforts, the feasibility of small-scale renewable energy systems such as rooftop solar panels has improved in recent years because of reduced costs, multiple incentive and education programs, and rapid technological improvements. Rooftop solar panels and other forms of small-scale renewable energy ultimately save money, reduce dependence on utility companies and large-scale power plants, help increase the value of buildings, and improve community livability through cleaner energy sources. Elk Grove has an opportunity to extend these benefits to community residents by promoting the installation of rooftop solar panels, particularly on new homes.

Mineral Resources

There are no mineral deposits or mineral extraction activities located within the Planning Area.

Open Fields near Elk Grove

GOAL NR-1: PROTECTED NATURAL OPEN SPACE LANDS THAT PROVIDE RECREATION AND HABITAT FOR NATIVE SPECIES

The City shall work to ensure that natural, undeveloped lands in the Planning Area and the surrounding region are protected and responsibly managed, balancing the recreational needs of residents with the well-being of natural ecosystems. Open space areas will be made accessible for recreational activities such as hiking, walking, and bird-watching, when such activities are compatible with the ecological health of plant and animal communities. In more ecologically sensitive natural areas, such as those where special-status species are present, appropriate measures will be taken to protect these communities.

Protection of other natural features and open space resources, including agricultural, historic, or cultural resources, continues to be a priority for the City. Clustering development is a method to facilitate the preservation and protection of open space resources. When development is clustered, density is determined for an entire specified area, rather than on a lot-by-lot basis. Within the specified area, a developer can exercise greater flexibility in designing and placing structures, as long as the total density requirement is not exceeded.

Policies: Oprn Space

Additional policies relating to open space as dictated by land use are found in Chapter 4: Urban and Rural Development in the Open Space/Conservation District General Components policies section and each of the Study Areas' policy sections.

Policy NR-1-1: Facilitate access to and use of open space areas located in and near Elk Grove.

Policy NR-1-2: Preserve and enhance natural areas that serve, or may potentially serve, as habitat for special-status species.

Where preservation is not possible, require that appropriate mitigation be included in the project.

Standard NR-1.2a: Require a biological resources evaluation for private and public development projects in areas identified to contain or possibly contain special-status plant and animal species.

Standard NR-1.2b: Require development projects to retain movement corridor(s) adequate (both in size and in habitat quality) to allow for the continued wildlife use based on the species anticipated in the corridor.

Standard NR-1.2c: Development adjacent to a natural stream(s) shall provide a "stream buffer zone" along the stream. "Natural streams" shall be generally considered to consist of the following, subject to site-specific review by the City:

• Deer Creek • Elk Grove Creek • Laguna Creek and its tributaries • Morrison Creek • Strawberry Creek • White House Creek

The following are examples of desired features for this transition zone; the specific design for each transition zone shall be approved on a case-by-case basis by the City.

Stream buffer zones shall measure at least 50 (fifty) feet from the stream centerline (total width of 100) feet or more, depending on the characteristics of the stream, and shall include:

1. Sufficient width for a mowed fire-break (where necessary), access for channel maintenance and flood control, and for planned passive recreation uses.

2. Sufficient width to provide for:

a. Quality and quantity of existing and created habitat,

b. Presence of species as well as species sensitivity to human disturbance,

c. Areas for regeneration of vegetation,

d. Vegetative filtration for water quality,

e. Corridor for wildlife habitat linkage,

f. Protection from runoff and other impacts of urban uses adjacent to the corridor

g. Trails and greenbelts.

3. The stream buffer zone shall not include above ground water quality treatment structures designed to meet pollutant discharge requirements.

Standard NR-1.2d: Completed activities (including roads) shall be maintained to avoid the spread of invasive species into natural areas.

Policy NR-1-3: Support the establishment of multipurpose open space areas to address a variety of needs, including but not limited to maintenance of agricultural uses, wildlife habitat, passive recreational open space, aesthetic benefits, flood control, cultural resources and culturally sensitive areas, and other climate co-benefits relevant to the City (such as heat mitigation and improved air quality). To the extent possible, lands protected in accordance with this policy should be in proximity to Elk Grove to facilitate use of these areas by Elk Grove residents, assist in mitigation of habitat loss within the City, and provide an open space resource close to the urbanized areas of Elk Grove.

Policy NR-1-4: Avoid impacts to wetlands, vernal pools, marshland, and riparian (streamside) areas unless shown to be technically infeasible. Ensure that no net loss of wetland areas occurs, which may be accomplished by avoidance, revegetation, restoration on-site or through creation of riparian habitat corridors, or purchase of credits from a qualified mitigation bank.

Trail Along Franklin Channel

Cluster Development in Elk Grove

Policy NR 1-5: Recognize the value of naturally vegetated stream corridors, commensurate with flood control and public desire for open space, to assist in removal of pollutants, protect native and endangered species habitats, slow stormwater flood flows, and provide community amenities.

Policy NR-1-6: Encourage the retention of natural stream corridors, and the creation of natural stream channels where improvements to drainage capacity are required.

Standard NR 1-6a: Stream crossings shall be minimized and be aesthetically compatible with the natural appearance of the stream channel. The use of bridges and other stream crossings with natural (unpaved) bottoms shall be encouraged to minimize impacts to natural habitat.

Standard NR 1-6b: Uses in the stream corridors shall be limited to recreation and agricultural uses compatible with resource protection and flood control measures. Roads, parking, and associated fill slopes shall be located outside of the stream corridor, except at stream crossings.

Standard NR 1-6c: Open space lands within a stream corridor shall be required to be retained as open space as a condition of development approval for projects that include a stream corridor. Unencumbered maintenance access to the stream shall be provided.

Standard NR 1-6d: To the extent possible, retain natural drainage courses in all cases where preservation of natural drainage is physically feasible and consistent with the need to provide flood protection. Where a stream channel is to be created, such man-made channels shall be designed and maintained such that they attain functional and aesthetic attributes comparable to natural channels.

Policy NR-1-7: Consider the adoption of Habitat Conservation Plans to protect rare, threatened, or endangered species.

Policy NR-1-8: Within the Primary Zone of the Legal Delta (as defined by the State of California in the State Water Code, Section 12220), the City's land use and other policies shall conform with the "Land Use and Resource Management Plan for the Primary Zone of the Delta" developed by the Delta Protection Commission.

Policy NR-1-9: Promote opportunities to work with Wilton Rancheria on the alignment of open space opportunities with culturally sensitive areas.

Policies: Cluster Development

Policy NR-1-10: Encourage development clustering where it would facilitate on-site protection of woodlands, grasslands, wetlands, stream corridors, scenic areas, or other appropriate features such as active agricultural uses and historic or cultural resources under the following conditions and requirements. Clustering shall not be allowed in the Rural Area.

- Urban infrastructure capacity is available for urban use.
- On-site resource protection is appropriate and consistent with other General Plan policies.
- The architecture and scale of development are appropriate for and consistent with the intended character of the area.
- Development rights for the open space area are permanently dedicated and appropriate long-term management, with funding in perpetuity, is provided for by a public agency or another appropriate entity.

GOAL NR-2: PRESERVED TREES AND URBAN FOREST

Trees serve an important function in the aesthetic and environmental quality of the community. In addition to contributing to the City's visual character, large oak and other tree species can help filter pollutants from the air, furnish shade, reduce energy use for cooling, facilitate natural storm drainage, mitigate the heat island effect of the built environment, and provide places for relaxation and refuge from busy city life. The City will continue its commitment to preserving trees, recognizing the many benefits of maintaining these resources.

Elk Grove Park

Policies: Tress Preservation and Canopy Expansion

Policy NR-2-1: Preserve large native oak and other native tree species as well as large nonnative tree species that are an important part of the City's historic and aesthetic character. When reviewing native or non-native trees for preservation, consider the following criteria:

- Health of the tree
- Safety hazards posed by the tree
- Suitability for preservation in place
- Biological value
- Aesthetic value
- Shade benefits
- Water quality benefits
- Runoff reduction benefits
- Air quality benefits (pollutant reduction)

Policy NR-2-2: Maximize tree canopy coverage on public lands and in open spaces by continuing to plant new trees and ensuring sufficient right-of-way width for new developments to provide tree plantings. Prioritize planting trees in areas that will address equity and provide overall benefit to all residents, taking into consideration canopy coverage. New trees shall be appropriate for the site location to reduce maintenance costs and reduce unnecessary tree removals due to poor plant selection.

Policy NR-2-3: Maintain tree health and canopy coverage throughout Elk Grove by managing and caring for all trees on public lands, as well as implementing best practices in watering.

Policy NR-2-4: Preserve and plant trees in appropriate densities and locations to maximize energy conservation and air quality benefits.

Policy NR-2-5: Ensure that trees that function as an important part of the City's or a neighborhood's aesthetic character or as natural habitat on public and private land are retained or replaced to the extent possible during the development of new structures, roadways (public and private, including roadway widening), parks, drainage channels, and other uses and structures.

Policy NR-2-6: Promote the planting of drought-resistant shade

trees, appropriate for the planting site, with substantial canopies as part of private development projects and require, where feasible, site design that uses trees to shade rooftops, parking facilities, streets, and other facilities, except where tree canopy may conflict with solar photovoltaic systems.

Policy NR-2-7: Support regional and community-led arborization efforts, including the joint annual campaign by the Sheldon Community Association and the Greater Sheldon Road Estates Homeowners Association to increase native oak tree cover in the Rural Area.

GOAL NR-3: A CLEAN AND ADEQUATE WATER SUPPLY

After several years of low precipitation and drought conditions throughout California, there is a statewide mandate to adopt and implement new policies related to water use and conservation. In addition, as the demand for water resources increases to support agricultural production and a growing population, it is important to protect the quality of the water supply. The City will take actions to encourage water conservation and the efficient use of water resources and to ensure that the water supply is clean and safe.

Policies: Water Quality

Policy NR-3-1: Ensure that the quality of water resources (e.g., groundwater, surface water) is protected to the extent possible.

Policy NR-3-2: Integrate sustainable stormwater management techniques in site design to reduce stormwater runoff and control erosion.

Standard NR-3-2.a: Where feasible, employ on-site natural systems such as vegetated bioswales, living roofs, and rain gardens in the treatment of stormwater to encourage infiltration, detention, retention, groundwater recharge, and/or on-site water reuse.

Standard NR-3-2.b: Roads and structures shall be designed, built and landscaped so as to minimize erosion during and after construction.

Standard NR-3-2.c: Post-development peak storm water run-off discharge rates and velocities shall be designed to prevent or reduce downstream erosion, and to protect stream habitat.

Policy NR-3-3: Implement the City's National Pollutant Discharge Elimination System permit through the review and approval of development projects and other activities regulated by the permit.

Policies: Water Supply and Conservation

Policy NR-3-4: Ensure adequate water supply is available to the community by working with water providers on facilities, infrastructure, and appropriate allocation.

Policy NR-3-5: Continue to coordinate with public and private water users, including users of private wells, to maintain and implement a comprehensive groundwater management plan.

Policy NR-3-6: Support and coordinate with the efforts of the Sacramento Central Groundwater Authority in the development, adoption and ongoing implementation of the Groundwater Sustainability Plan for the South American Subbasin.

Policy NR-3-7: Continue interagency partnerships to support water conservation.

Policy NR-3-8: Continue to eliminate water use inefficiencies and maintain ongoing communication with water suppliers to ensure sustainable supply.

Policy NR-3-9: Reduce the amount of water used by residential and nonresidential uses by requiring compliance with adopted water conservation measures.

Policy NR-3-10: Promote the use of greywater systems and recycled water for irrigation purposes.

Policy NR-3-11: Improve the efficiency of water use at City facilities through retrofits and employee education.

Policy NR-3-12: Promote upgrades to existing buildings to support water conservation.

Policy NR-3-13: Advocate for native and/or drought-tolerant landscaping in public and private projects.

Standard NR-3-13.a: Require the planting of native and/or drought-tolerant landscaping in landscaped medians and parkway strips to reduce water use and maintenance costs.

Policy NR-3-14: Encourage water supply service providers and Sacramento Regional County Sanitation District and Sacramento Area Sewer District to design water supply and recycled water supply facilities in a manner that avoids and/or minimizes significant environmental effects. The City shall specifically encourage the Sacramento County Water Agency to design well facilities and operation to minimize surface flow effects to the Cosumnes River.

GOAL NR-4: IMPROVED AIR QUALITY

Improving air quality is a key challenge for the Sacramento Valley region and is one of the City's top policy priorities. Because vehicle emissions are the major source of air pollution in Elk Grove and the surrounding area, promoting clean, sustainable transportation options—including public transit, bicycling, and walking—as alternatives to motorized vehicles is an important strategy for reducing air pollution and improving air quality. Other strategies include measures to control dust and reduce construction emissions, and standards for locating sensitive land uses (such as hospitals, schools, day care facilities, and senior housing) away from sources of air pollution.

Policies: Air Pollutant Emissions Requirements

Also consult Chapter 4: Urban and Rural Development for other Development Pattern policies and Chapter 8: Services, Health and Safety for Hazardous Facilities and Acceptable Risks policies both of which are linked to land use and project siting requirements identified here.

Policy NR-4-1: Require all new development projects which have the potential to result in substantial air quality impacts to incorporate design, and/or operational features that result in a reduction in emissions equal to 15 percent compared to an "unmitigated baseline project." An unmitigated baseline project is a development project which is built and/or operated without the implementation of trip reduction, energy conservation, or similar features, including any such features which may be required by the Zoning Code or other applicable codes.

Standard-4-1a: As part of the environmental review of projects that are not exempt, the City shall identify the air quality impacts of development proposals to avoid significant adverse impacts and require appropriate mitigation measures to the extent feasible and appropriate, potentially

Promote Pedestrian and Bicycle Access and Circulation

Public Transit in Elk Grove

including—in the case of projects which may conflict with applicable air quality plans—emission reductions in addition to those required by Policy NR-4-1.

Policy NR-4-2: Minimize air pollutant emissions from all City facilities and operations (including in-house and contracted) to the extent feasible and consistent with the City's need to provide a high level of public service.

Policy NR-4-3: Implement and support programs that reduce mobile source emissions.

Policy NR-4-4: Promote pedestrian/bicycle access and circulation to encourage residents to use alternative modes of transportation in order to minimize direct and indirect emissions of air contaminants.

Policy NR-4-5: Emphasize demand management strategies that seek to reduce single-occupant vehicle use in order to achieve State and federal air quality plan objectives.

Policy NR-4-6: Offer a public transit system that is an attractive alternative to the use of private motor vehicles.

Policy NR-4-7: Support intergovernmental efforts directed at stringent tailpipe emission standards and inspection and maintenance programs for all feasible vehicle classes, as well as revisions to the Air Quality Attainment Plan.

Policy NR-4-8: Require that development projects incorporate best management practices during construction activities to reduce emissions of criteria pollutants.

Standard NR-4-8.a: Require all future projects with construction emissions to incorporate the Sacramento Metropolitan Air Quality Management District's (SMAQMD) Basic Construction Emission Control Practices as identified in the most current version of the SMAQMD CEQA Guide in effect at the time of construction.

Standard NR-4-8.b: All projects with construction emissions exceeding the SMAQMD ozone precursors thresholds shall implement enhanced exhaust control practices as identified in the most current version of the SMAQMD CEQA Guide in effect at the time of construction.

Standard NR-4-8.c: All projects with construction emissions exceeding the SMAQMD fugitive particulate matter (PM) thresholds shall implement enhanced fugitive PM dust control practices as identified in the most current version of the SMAQMD CEQA Guide in effect at the time of construction.

Standard NR-4-8.d: For projects exceeding the SMAQMD NOx and PM construction emissions thresholds that cannot be mitigated to less than significant with implementation of Standards NR-4-8.a, NR- 4-8.b, and NR-4-8.c, the project shall pay a mitigation fee into the SMAQMD's off-site mitigation program.

Policy NR-4-9: Prohibit the future siting of sensitive land uses, such as hospitals, schools, day care facilities, elderly housing, convalescent facilities, and all residential facilities within the distances recommended by the California Air Resources Board and applicable guidance from SMAQMD for air pollutant emission sources, unless adequate mitigation measures are adopted and implemented.

Policy NR-4-10: Require new air pollution point sources, such as industrial, manufacturing, and processing facilities, to be located an adequate distance from residential areas and other sensitive land uses.

Standard NR-4-10.a: Require the provision of buffers between sensitive land uses and sources of odor and toxic air contaminants. The City shall implement this policy when siting future sensitive land uses within the proximity of existing odor and toxic air contaminant sources or when siting new odor-producing or toxic air contaminant generating land uses within the proximity of existing sensitive land uses.

Policy NR-4-11: Work with Sacramento County and the Sacramento Metropolitan Air Quality Management District to address cross-jurisdictional and regional transportation and air quality issues.

Policy NR-4-12: Coordinate with the Sacramento Metropolitan Air Quality Management District on the review of proposed development projects, specifically projects that could conflict with any applicable air quality plans and/or the State Implementation Plan.

Policy NR-4-13: Minimize the exposure of sensitive land uses to objectionable odors.

Standard NR-4-13.a: Future sensitive land uses, such as hospitals, schools, day care facilities, elderly housing, convalescent facilities, and all residential uses shall not be sited within the distance from odor sources recommended in the SMAQMD's most current CEQA Guide - Recommended Odor Screening Distance Table unless documentation is provided that the proposed site would not expose a substantial number of people to objectionable odors.

GOAL NR-5: REDUCED GREENHOUSE GAS EMISSIONS THAT ALIGN WITH LOCAL, STATE, AND OTHER GOALS

In accordance with State law aimed at combatting climate change, the City will take steps to reduce local GHG emissions, as set forth in Elk Grove's adopted CAP. This includes working to achieve GHG reduction targets related to transportation and energy usage in buildings, as well as coordinating with regional and State agencies to reduce GHG emissions from other stationary sources.

Policies: Green house Gas Emissions

Policy NR-5-1: By 2030, reduce per capita emissions greenhouse gas emissions to 4.1 MTCO2e. By 2050, reduce per capita greenhouse gas emissions 1.4 MTCO2e to meet the State's 2050 greenhouse gas emissions reduction goals.

Policy NR-5-2: Improve the health and sustainability of the community through improved regional air quality and reduction of greenhouse gas emissions that contribute to climate change.

Policy NR-5-3: Support efforts by the Sacramento Metropolitan Air Quality Management District and the California Air Resources Board to decrease greenhouse gas emissions from stationary sources.

Policy NR-5-4: Preserve, protect, and enhance, as appropriate, the community's carbon sequestration resources to improve air quality and reduce net carbon emissions.

GOAL NR-6: REDUCED ENERGY DEMAND AND INCREASED RENEWABLE SOURCES

The City seeks to promote sustainable energy in Elk Grove through

an integrated approach that addresses both the demand and supply sides of the energy equation. This includes steps to reduce energy consumption through energy conservation and efficiency and to encourage the use of energy derived from renewable sources, particularly solar energy.

Elk Grove will need to continue increasing available renewable energy options to meet rising State standards and consumer demands. Investing in renewable energy technologies, incentivizing private clean energy projects, and ensuring ease of installation and use of renewable energy infrastructure will help the City meet or exceed these goals.

Policies: Energy Conservation

Policy NR-6-1: Promote energy efficiency and conservation strategies to help residents and businesses save money and conserve valuable resources.

Policy NR-6-2: Improve energy efficiency by identifying savings measures for City facilities in building materials and operations.

Standard-6-2.a: Design new municipal facilities to meet at a minimum the baseline Leadership in Energy and Environmental Design (LEED) certification criteria.

Policy NR-6-3: Promote innovation in energy efficiency.

Policy NR-6-4: Explore public-private partnerships to upgrade existing buildings for energy efficiency.

Policy NR-6-5: Promote energy conservation measures in new development to reduce on-site emissions and seek to reduce the energy impacts from new residential and commercial projects through investigation and implementation of energy efficiency measures during all phases of design and development.

Policies: Renewable Energy Resources

Policy NR-6-6: Encourage renewable energy options that are affordable and benefit all community members.

Policy NR-6-7: Encourage the use of solar energy systems in homes, commercial businesses, and City facilities as a form of renewable energy.

GOALS AND POLICIES: SUSTAINABLE DEVELOPMENT

Sustainability in Elk Grove is the ability to live responsibly within available means and to manage finite natural resources, meeting present needs without compromising the ability of future generations to meet their own needs. It is the capacity to endure, and therefore applies to everything done now and in the future. The challenge is to incorporate the three components of sustainability "the environment, the economy, and the community" into City policies and actions. All three components work together as an integrated system to achieve a sustainable and livable community.

The General Plan contains numerous policies and actions related to sustainability that fall under various topics, including land use and urban development, transportation, public services, waste management, community health, and economic development. In addition to the sustainability policies discussed in other chapters, the policies presented throughout this chapter are intended to promote sustainability as it relates to open space, habitat preservation, and the conservation and management of natural resources.

Another way the City can further sustainability goals is by requiring development projects to comply with State green building standards related to energy and water efficiency, sustainable building materials, and similar requirements. The City also has an important role to play in achieving sustainability through strategic partnerships with other public agencies and the private sector, and through ongoing municipal operations and management.

GOAL SD-1: SUSTAINABLE CITY MANAGEMENT

The City of Elk Grove will seek to establish partnerships and integrate the components of sustainability into the day-to-day management of City affairs. These connections help the City work toward its sustainability goals. In addition, the City is committed to purchasing local and environmentally responsible products and services to improve the health of the environment, its people, and local businesses.

Policies: Sustainability

Policy SD-1-1: Participate in local, regional, and Statewide sustainability efforts and programs that further the goals and policies outlined in the General Plan.

Policy SD-1-2: Assess the City's progress toward achieving its sustainability objectives.

Policy SD-1-3: Promote the use of local and environmentally friendly products and services for municipal purchases and contracts.

Policy SD-1-4: Use funding and financing mechanisms to support sustainability and environmentally friendly government programs.

GOAL SD-2: GREEN BUILDING

Green building techniques are an effective way of reducing the environmental impacts created by development, and green buildings have been shown to use significantly less energy than traditional buildings. These policies demonstrate the City's leadership in promoting green development in Elk Grove.

Policies: Green Building

Policy SD-2-1: Incorporate green building techniques and best management practices in the site design, construction, and renovation of all public projects.

Standard SD-2-1.a: Require all new municipal developments to exceed State Title 24 Energy Efficiency Standards by 15 percent, to the extent such efficiencies are possible.

Policy SD-2-2: Support innovation and green building best management practices for all new private development.

Trail in Elk Grove

CHAPTER 8: SERVICES, HEALTH, AND SAFETY

OVERVIEW

Elk Grove's services and amenities, and the quality of its infrastructure, influence the decisions of both residents and businesses about locating in the City. The City strives to provide services that benefit all members of the community, including disadvantaged families, seniors, and youth.

Medical Services in Elk Grove

Blending top-ranked education, first-rate parks, and access to community programs and services with a safe environment, Elk Grove provides community members with a high quality of life. Maintaining quality of life is one of the most important issues expressed by community members as they consider the future of the City, and it is a visible and central focus for City staff and decision-makers as they manage and adapt to changes in Elk Grove. In addition to providing some services directly, the City coordinates with various other agencies and service providers to maintain high levels of infrastructure services, and coordinate disaster management and response to reduce risks to human life and the built environment. The Services, Health, and Safety chapter includes services provided by local government, healthy living strategies, and policies and programs to ensure that the City's residents and businesses are protected from and resilient to known and reasonably foreseeable hazards.

Elk Grove's strategy to maintain and enhance community health, services, and safety is informed by each of the following factors that affect quality of life in the community.

- **Coordinated emergency preparedness and response:** Proactive disaster and emergency response planning helps reduce and mitigate community losses in the event of a disaster. Coordinating with partner agencies early and often improves the community's emergency preparedness.

- **Critical facilities:** Critical facilities in Elk Grove include essential facilities for emergency response, lifeline infrastructure, public-serving structures of very high value, and natural or cultural assets. There are 507 critical facilities that have been identified in Annex B of the Sacramento County Local Hazard Mitigation Plan. Of these, 183 are essential to government operations and emergency response in Elk Grove. Essential government facilities include police stations, fire stations, the City Corporate Yard, Emergency Operations Center, vector control facilities, 911-emergency call centers, and sandbag storage locations. Essential healthcare facilities include assisted living centers, hospitals, and urgent care centers.

- **Resilient design against natural and man-made disasters:** Identifying the potential risk for public health and safety hazards allows for more effective emergency response planning. Potential risks from natural and man-made hazards include accidental exposure to hazardous materials, loss of life or property during flood, earthquake, fire events, accidents at railroad crossings, and an increased severity of natural hazards resulting from a changing climate.

Acknowledging that the City cannot eliminate all risk, the City focuses on reducing risks to acceptable levels.

- **A focus on public safety and emergency responsiveness:** City policies focus on coordination with local police and fire service providers to ensure they are adequately staffed and facilities are available to maintain public safety service levels, including proactive programs and emergency response.

- **High standards for providing and funding urban infrastructure:** Infrastructure, including roadways, bicycle, and pedestrian pathways, water and wastewater service and treatment, solid waste capture and disposal, and drainage facilities, provides valuable urban services. The alignment of infrastructure capacity with service demands enhances the health, safety, welfare, and economic viability of the community. City policies focus on infrastructure phasing and financing strategies to ensure that these basic services are available prior to development to minimize impacts on existing services.

- **Innovative community services:** The exchange and flow of information is a primary factor in how residents and businesses function and relate to the economic vitality of a community. However, anticipating how information is shared can be challenging because of rapidly shifting technologies. City policies focus on accommodating shifts in technology and adapting to how technology infrastructure can be implemented appropriately.

- **Equitable access to programs and services:** Access to community services and programs that support all users can enhance quality of life and increase economic and social opportunities for residents. Access to services should consider both physical and economic access while also recognizing that different populations, including youth, the elderly, and disadvantaged groups, have different accessibility needs.

- **A healthy community:** In order to promote community well-being, accessibility, health, safety, and diversity, Elk Grove is proactively making daily life more healthy and sustainable. Land use decisions that encourage physical activity and access to healthy food options are essential when developing healthy communities. Healthy communities encourage physical activity and good nutrition while facilitating access to healthcare and clean air.

The *Services, Health, and Safety* chapter contains goals and policies addressing the nine topics listed below, which are each assigned a one-, two-, or three-letter acronym. Within each topic, the following goals further the Community Vision and Supporting Principles.

Disaster and Emergency Management (EM)

- **GOAL EM-1:** Coordinated Disaster and Emergency Management

Disaster and Emergency Risk Reduction (ER)

- **GOAL ER-1:** Minimal Risk from Accidental Release of Hazardous Materials
- **GOAL ER-2:** Minimal Damage from Flooding and Drainage
- **GOAL ER-3:** Minimal Risk from Geologic and Seismic Hazards
- **GOAL ER-4:** Minimal Risk from Fire Hazards
- **GOAL ER-5:** Safe Crossings and Goods Movement on Railroads
- **GOAL ER-6:** An Adaptable and Resilient Community

Disaster and Emergency Response and Public Safety (SAF)

- **GOAL SAF-1:** A Safe Community

Urban Infastructure (INF)

- **GOAL INF-1:** An Efficient Water Delivery and Storage System
- **GOAL INF-2:** An Efficient Wastewater Collection and Treatment System
- COMMUNITY INFRASTRUCTURE AND FACILITIES (CIF)
- **GOAL CIF-1:** Minimal Solid Waste Generation
- **GOAL CIF-2:** Coordinated Utility Infrastructure and Improvements
- **GOAL CIF-3:** Elk Grove is a Leader in Innovative Technology Infrastructure
- **GOAL CIF-4:** Schools Are an Integral Part of the Community
- **GOAL CIF-5:** Community Facilities that Serve the Needs of the Community

Infastructure Financing and Phasing (IFP)

- **GOAL IFP-1:** Infrastructure Improvement Costs Are Secured Prior to Development

Community Health (HTH)

- **GOAL HTH-1:** Healthy Living Options for Residents

Community Services (CS)

- **GOAL CS-1:** A Library System That Empowers Public Learning for Residents
- **GOAL CS-2:** Services and Programs Support and Are Accessible to Children, Youth, and Seniors

Noise (N)

- **GOAL N-1:** Sensitive Uses Are Protected from Noise Intrusion
- **GOAL N-2:** Community Noise Exposure is Minimized

Elk Grove Library

Many of the goals and policies of this chapter correspond to priorities established in the Sacramento County Local Hazard MItigation Plan, a multijurisdictional plan that includes Sacramento County and the Cities of Citrus Heights, Elk Grove, Folsom, Galt, Isleton, Rancho Cordova, and Sacramento, as well as various special districts within the county. Annex chapters of the Sacramento County Local Hazard Mitigation Plan provide specific analysis for each partner city. Annex B of the document is specific to Elk Grove. This plan, which is typically updated every five years, forms the foundation for the City's long-term strategy to reduce disaster losses and break the cycle of disaster damage, reconstruction, and repeated damage. The 2021 Sacramento County Local Hazard Mitigation Plan, inclusive of Annex B, fulfills the requirements of Section 322 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. 5165, as amended by the Disaster Mitigation Act of 2000. The Services, Health, and Safety chapter goals, policies, and related standards support and are consistent with the 2017 Local Hazard Mitigation Plan.

In 2006, the state adopted Assembly Bill (AB) 2140 which added provisions specifying what is to be included in a Local Hazard Mitigation Plan (LHMP) and requiring a linkage between a local jurisdiction's LHMP and the Safety Element of their General Plan. AB 2140 requires a jurisdiction to adopt the LHMP into the Safety Element of the General Plan to be fully eligible for disaster relief funding under the California Disaster Assistance Act. The Services, Health, and Safety chapter goals, policies, and related standards support and are consistent with the 2017 2021 Local Hazard Mitigation Plan. To meet the requirements of AB 2140, the City adopts and incorporates by reference the 2021 LHMP (adopted February 2022) as part of this General Plan, which should be consulted when addressing known hazards to ensure the general health and safety of people within the City. The most recent plan can be found on the City's website at www.elkgrovecity.org/generalplan.

RELATIONSHIP TO OTHER CHAPTERS

The *Services, Health and Safety* chapter most closely relates to Chapter 7: *Community and Resource Protection*. Chapter 7 establishes goals and policies to foster effective governance and to maintain and preserve natural resources, parks and open spaces, trails and other recreational amenities, cultural and historic assets, and the character of neighborhoods and districts.

SUPPORTING PRINCIPLES

The *Services, Health, and Safety* chapter carries out the following Supporting Principles:

Our Regional Neighbors Know Us & Our Contributions. This principle identifies Elk Grove as a center in the region for recreational opportunities, higher education, job opportunities, and quality neighborhoods. This chapter establishes goals and policies to protect and maintain those resources.

Our Economy is Diverse & Balanced & Enhances Quality of Life. This principle envisions Elk Grove leading the way in innovative technology infrastructure, technical education opportunities, plentiful activities and entertainment, and a safe environment. Policies in this chapter focus on accommodating shifts in technology and adapting to how technology infrastructure can be implemented appropriately. In addition, this chapter provides for coordination with local police and fire services to ensure they are adequately staffed to respond to local needs.

Outdoor Recreation Is Right Outside Our Door. This principle ensures that Elk Grove continues to enhance and maintain recreational open spaces so that they are safe, connected, and accessible to all. Goals and policies in this chapter improve healthy options for all residents, including access to open space.

Clean, Green Practices & Healthy Living. This principle identifies the City's desire to be adaptive to and resilient against climate change. It also recognizes the importance of responsible resource use and working together to conserve and use water and energy. Goals and policies in this chapter address adaptability to disasters, healthy living options, and access to services and programs to improve community health and well-being.

Services for the Needs of All Residents. This principle recognizes that safety and services are important to all members of the community, including youth, seniors, and disadvantaged families. Goals and policies in this chapter ensure services in Elk Grove are responsibly provided and maintained, including disaster and emergency management, police, fire, infrastructure, schools, and libraries.

GOALS AND POLICIES: DISASTER AND EMERGENCY MANAGEMENT (EM)

GOAL EM-1: COORDINATED DISASTER AND EMERGENCY MANAGEMENT

Ground-level assessments, coordination of mutual aid, and resource management, along with disaster planning, can help mitigate community losses in the event of a disaster. Several potential safety hazards exist in Elk Grove, including:

- Potential release of toxic or hazardous substances as the result of accidents on truck routes and/or railroad lines
- Release of toxic or hazardous substances that are used by commercial and industrial businesses
- Potential targets of terrorism, including key service distribution centers, large gathering spots and activities, and military facilities
- Regional seismic activity and other geologic hazards
- Flooding
- Fire hazards
- Traffic accidents at at-grade railroad crossings

Policies: Community Safety and Disaster Management

Policy EM-1-1: Seek to maintain acceptable levels of risk of injury, death, and property damage resulting from reasonably foreseeable safety hazards.

Policy EM-1-2: Cooperate with other local, regional, State, and

Acceptable Risk *is the determination by public authorities through a process involving industry and the public of levels of risk which are considered acceptable if all reasonably practical measures have been taken to reduce risks. Acceptability depends on trade-offs between risks, costs, and benefits.*

federal agencies and with rail carriers in an effort to secure the safety of all residents and businesses.

Policy EM-1-3: Establish local ordinances and programs to guide and support disaster recovery efforts.

GOALS AND POLICIES: DISASTER AND EMERGENCY RISK REDUCTION (ER)

GOAL ER-1: MINIMAL RISK FROM ACCIDENTAL RELEASE OF HAZARDOUS MATERIALS

A hazardous material is any material that, due to its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released. Hazardous materials include, but are not limited to, hazardous substances, hazardous wastes, and any material that a business or local implementing agency has a reasonable basis to believe would be injurious to the health and safety of persons or would be harmful to the environment if released. Factors that influence the health effects of exposure to a hazardous material include the dose to which the person is exposed, the frequency of exposure, the exposure pathway, and individual susceptibility.

Numerous uses throughout Elk Grove—from dry cleaners to filling stations to industrial users—maintain stocks of hazardous substances on-site and therefore raise the potential for the accidental release of these substances. In addition, two freeways, several major surface routes, and two active rail lines traverse the Planning Area. Vehicles and rail cars carrying hazardous materials use all of these routes and bring the risk of an accident involving hazardous substances to large areas of Elk Grove.

A major source of energy supplies in the Planning Area and an additional risk site for hazardous materials risks is propane. Suburban Propane maintains a distribution facility in Elk Grove on Grant Line Road near State Route 99. The facility is one of the largest propane storage facilities in the state and several residential subdivisions are located within less than a half a mile from the storage tanks. The facility has never had a major incident in the past; however, a triggered explosion or fire on the site could result in loss of life and property.

Natural gas pipeline failures are considered to pose an unlikely and low risk to the City; however, occurrences could potentially result in economic losses as a result of service interruptions. The transmission and distribution infrastructure for natural gas consists primarily of underground pipes, which vary widely in size depending on how much natural gas they are required to carry. Large transmission pipes transport the natural gas to a central point, whereas smaller distribution pipelines carry the fuel to the individual end users. Transmission pipelines are also connected to numerous facilities called stations, which help to store gas, maintain pressure and reliability in the pipelines, and add compounds with a strong and recognizable odor so people can perceive if there is a leak.

Pacific Gas and Electric Company (PG&E) owns and operates the natural

gas transmission and distribution infrastructure in its service area. Natural gas transmission lines are located in the following general locations in the Planning Area:

- Along the rail line in western Elk Grove
- Along Elk Grove Boulevard between Interstate 5 and State Highway 99
- Between Elk Grove Boulevard and Franklin Boulevard via Bruceville Road and Big Horn Boulevard
- Roughly along Laguna Boulevard and Bond Road east from Big Horn Boulevard

Policies: Hazardous Facilities and Acceptable Risks

The reader should also consult Chapter 4: Urban and Rural Development for Development Pattern policies related to transitions between land uses.

Policy ER-1-1: In considering the potential impact of hazardous facilities on the public and/or adjacent or nearby properties, the City will consider the hazards posed by reasonably foreseeable events. Evaluation of such hazards will address the potential for events at facilities to create hazardous physical effects at off-site locations that could result in death, significant injury, or significant property damage. The potential hazardous physical effects of an event need not be considered if the occurrence of an event is not reasonably foreseeable as defined in Policy ER-1-2. Hazardous physical effects shall be determined in

Foreseeable risks and maximum acceptable exposures to risk were determined by the City using definitions and calculations established in the Risk-Based Land Use Planning Guidelines published by the Major Industrial Accidents Council of Canada.

TABLE 8-1:
ACCEPTABLE PROBABILITY OF REASONABLY FORESEEABLE RISKS TO INDIVIDUALS BY LAND USE

Land Use	Risk of death over 365 days of exposure
Agriculture, Light Industrial and Industrial Uses involving continuous access and the presence of limited number of people but easy evacuation, e.g., open space, warehouses, manufacturing plants	Between 100 in one million and 10 in one million (10^{-4} to 10^{-5})
Commercial Uses involving continuous access but easy evacuation, e.g., commercial uses, offices	Between 10 in one million and 1 in one million (10^{-5} to 10^{-6})
Residential All other land uses without restriction including institutional uses, residential areas, etc.	1 in one million and less (10^{-6})

accordance with Policy ER-1-3.

Policy ER-1-2: For the purpose of implementing Policy ER-1-1, the City considers an event to be "reasonably foreseeable" when the probability of the event occurring is as indicated in Table 8-1.

Policy ER-1-3: For the purpose of implementing Policy ER-1-1, use the Threshold of Exposure standards shown in Table 8-2 to determine the potential "hazardous physical effect" from either:

(a) Placing a use near an existing hazardous facility which could expose the new use to hazardous physical effects, or

(b) Siting a hazardous facility that could expose

Propane in Elk Grove

TABLE 8-2:
POLICY THRESHOLD OF EXPOSURE CRITERIA FOR AGRICULTURAL, RESIDENTIAL, AND NONRESIDENTIAL LAND USES

Land Use	Maximum Policy Threshold of Exposure			
	Overpressure	**Airborne Toxic Substances**	**Radiant Heat**	**Shrapnel**
Agriculture	3.4 psig[a]	**Dose = ERPG-2[b] ppm for 60 min** **Exposure time = 60 min** ***For example: chlorine*** ***ERPG-2 = 3 ppm*** *Dose = 3 ppm x 60 min = 180 ppm-min* ***Target concentration = dose/exposure time*** ***Target concentration =*** ***(180 ppm-min) / 60 min*** ***Target concentration = 3 ppm chlorine***	Radiant dose = 200 kJ/m^2 [c] Exposure time = 30 sec ***Target radiant energy =*** ***radiant dose/exposure time*** *Target radiant energy =* *(200 kJ/m^2) / 30 sec* *Target radiant energy =* *6.67 kW/m^2*	All uses will be located such that the possibility of injury to an unprotected person due to shrapnel released by a reasonably foreseeable event[d] is less than 1/10^{-6} (1/1,000,000)
Residential (all density ranges)[e]	1.0 psig			
Office/ Commercial	1.0 psig			
Light Industrial	1.25 psig	Dose = ERPG-2 ppm for 60 min Exposure time = 30 min *For example: chlorine* *ERPG-2 = 3 ppm* *Dose = 3 ppm x 60 min = 180 ppm-min* *Target concentration = dose/exposure time* *Target concentration =* *(180 ppm-min) / 30 min* *Target concentration = 6 ppm chlorine*	Radiant dose = 200 kJ/m^2 Exposure time = 15 sec *Target radiant energy = radiant dose/exposure time* *Target radiant energy =* *(200 kJ/m^2) / 15 sec* Target radiant energy = 13.34 kW/m^2	
Industrial	3.4 psig	Dose = ERPG-2 ppm for 60 min Exposure time = 15 min *For example: chlorine* *ERPG-2 = 3 ppm* *Dose = 3 ppm x 60 min = 180 ppm-min* *Target concentration = dose/exposure time* *Target concentration =* *(180 ppm-min) / 15 min* *Target concentration = 12 ppm chlorine*		

Notes:

a. psig: pounds per square inch gauge

b. ERPG-2: Emergency Response Planning Guidelines. The maximum airborne concentration below which it is believed that nearly all individuals could be exposed for up to one hour without experiencing or developing irreversible or other serious health effects or symptoms which could impair an individual's ability to take protective action; ppm: parts per million

c. kJ/m2: kiloJoules per square meter (a measure of radiant heat received); kW/m2: kilowatts per square meter; 1.0 kJ/m2 = 1.0 kW/m2 for 1 sec = 1 kW/(m2-sec)

d. As defined in Policy ER-1-2.

e. Includes schools, parks, libraries, and other similar public gathering places regardless of their location.

other nearby uses to hazardous physical effects.

Reasonably foreseeable level of risk standards may be considered by the City when supported by substantial evidence.

Policies: Storage of Hazardous Materials

Policy ER-1-4: Work to identify and eliminate hazardous waste releases from both private companies and public **agencies.**

Standard ER-1-4a Industries which store and process hazardous or toxic materials shall provide a buffer zone between the installation and the property boundaries sufficient to protect public safety, the adequacy of which will be determined by the City of Elk Grove.

Policy ER-1-5: Storage of hazardous materials and waste will be strictly regulated, consistent with State and federal law.

Standard ER-1-5.a: Future land uses that are anticipated to utilize hazardous materials or waste shall be required to provide adequate containment facilities to ensure that surface water and groundwater resources are protected from accidental releases. This shall include double-containment, levees to contain spills, and monitoring wells for underground storage tanks, as required by local, state and federal standards..

Standard ER-1-5.b Prior to site improvements for properties that are suspected or known to contain hazardous materials and sites that are listed on or identified on any hazardous material/waste database search shall require that the site and surrounding area be reviewed, tested, and remediated for potential hazardous materials in accordance with all local, state, and federal regulations.

Policy ER-1-6: Seek to ensure that all industrial facilities are constructed and operated in accordance with up-to-date safety and environmental protection standards.

Policies: Transport of Hazardous Material

Policy ER-1-7: To the extent feasible, uses requiring substantial transport of hazardous materials should be located such that traffic is directed away from the City's residential and commercial areas.

Policy ER-1-8: Support continued coordination with the California Office of Emergency Services, the California Department of Toxic Substances Control, the California Highway Patrol, the Sacramento County Department of Environmental Health Services, the Cosumnes Community Services District Fire Department, the Elk Grove Police Department, and other appropriate agencies in hazardous materials route planning and incident response.

GOAL ER-2: MINIMAL DAMAGE FROM FLOODING AND DRAINAGE

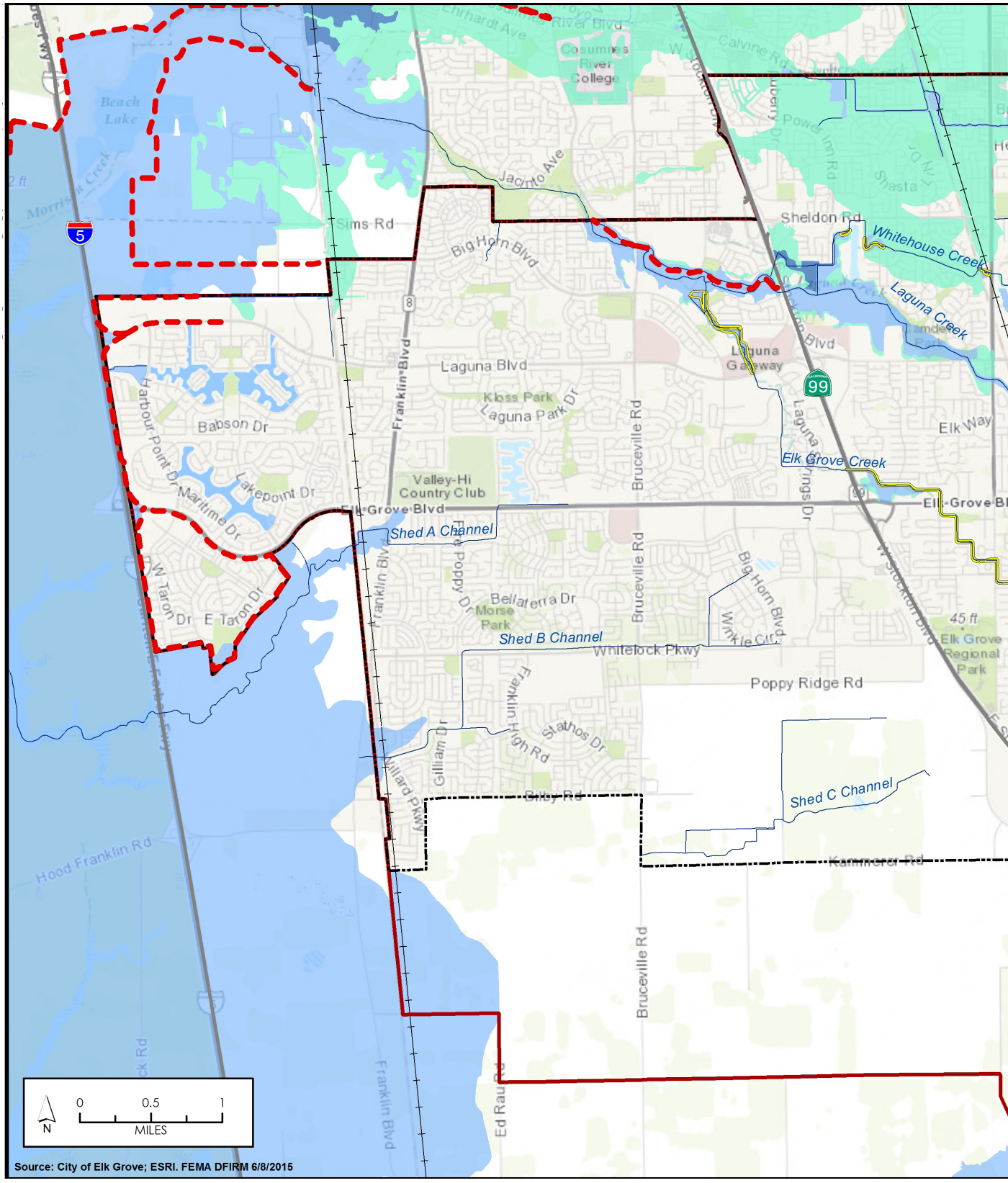
Flooding affects a part of the Planning Area. The areas most susceptible to flooding are in the eastern portion of Elk Grove where major drainage facilities have not been built and stormwater flows either in natural channels or in small ditches where capacity is frequently exceeded. Another area susceptible to flooding is the Sheldon area, where local flooding is widespread but generally minor; the flat land causes floodwaters to spread out, reducing threats to life and property.

Finally, along the eastern and southern edges of the Planning Area, the Cosumnes River (and Deer Creek tributary) represents a major flood hazard. The Cosumnes River is the last river in California that remains undammed along its entire length, so flooding caused by this river can be extensive.

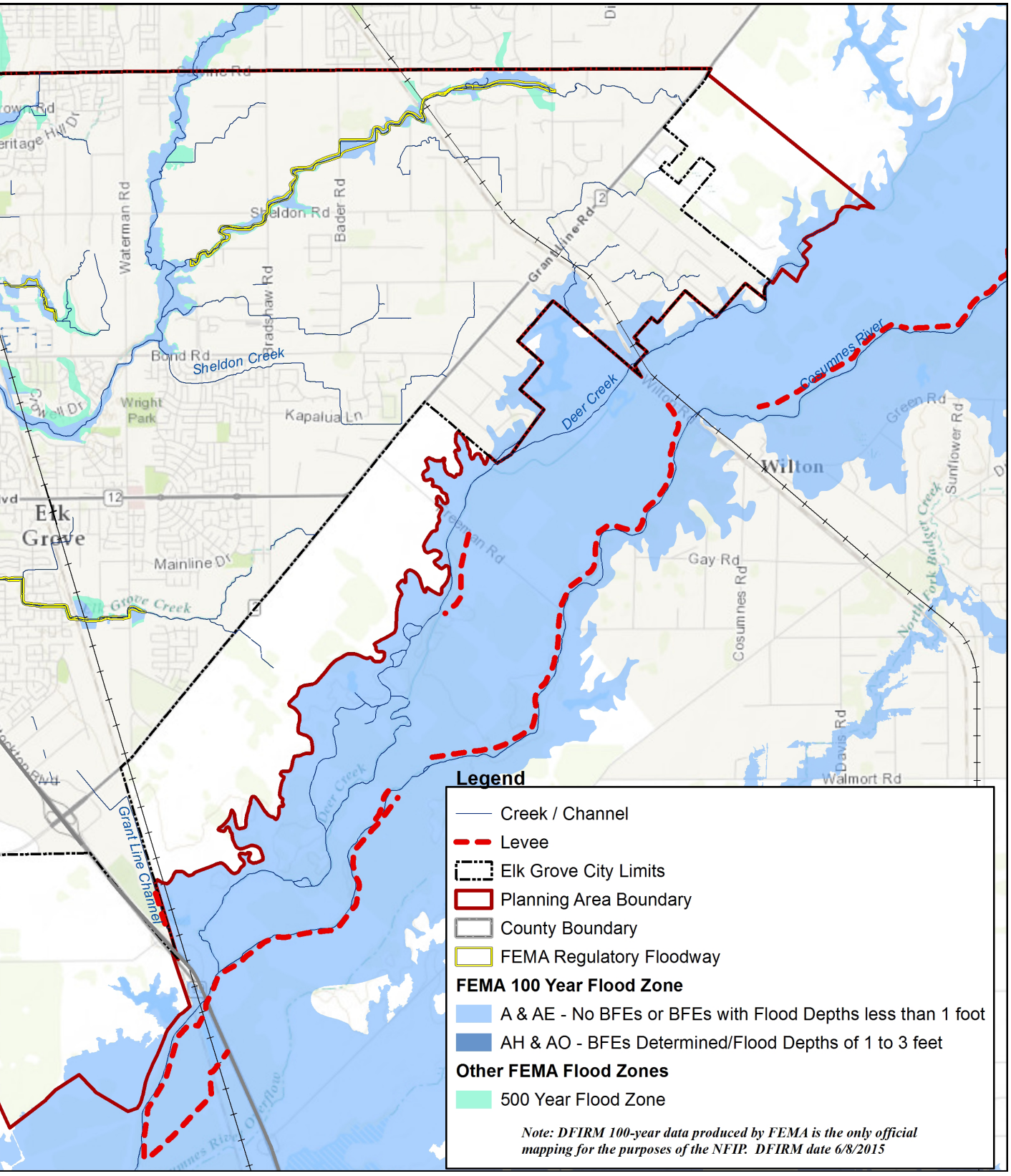
A 100-year floodplain zone estimates inundation areas based on a flood that has a 1 percent chance of occurring in any given year. These floodplain zones are often defined by the Federal Emergency Management Agency (FEMA), though some areas of the City remain unmapped in FEMA's records. In these cases, the City maintains a flood combining district in the Zoning Code to identify all known land covered by rivers, creeks, and streams and land subject to flooding within the City. In Elk Grove, 100-year flood zones include areas along Laguna Creek in the northwest and north-central portion of the City, and along the Cosumnes River to the southeast, primarily outside of the City limits, but within the Planning Area. Flood risk is intensified in the lower stream reaches by the likelihood of coincident high tides and strong offshore winds during heavy rainfall.

Pursuant to Government Code Sections 65007, 65300.2, 65302.9, 65302, 65303.4, 65584.04, 65584.06, 65865.5, 65962, and 66474.6, as well as portions of Chapter 4 of the California Water Code relating to flood management, as amended by Assembly Bill 162 (2007) and Senate Bill 5, the California Department of Water

FIGUR
100-YEAR FLOO



RE 8-1:
DDPLAIN ZONES



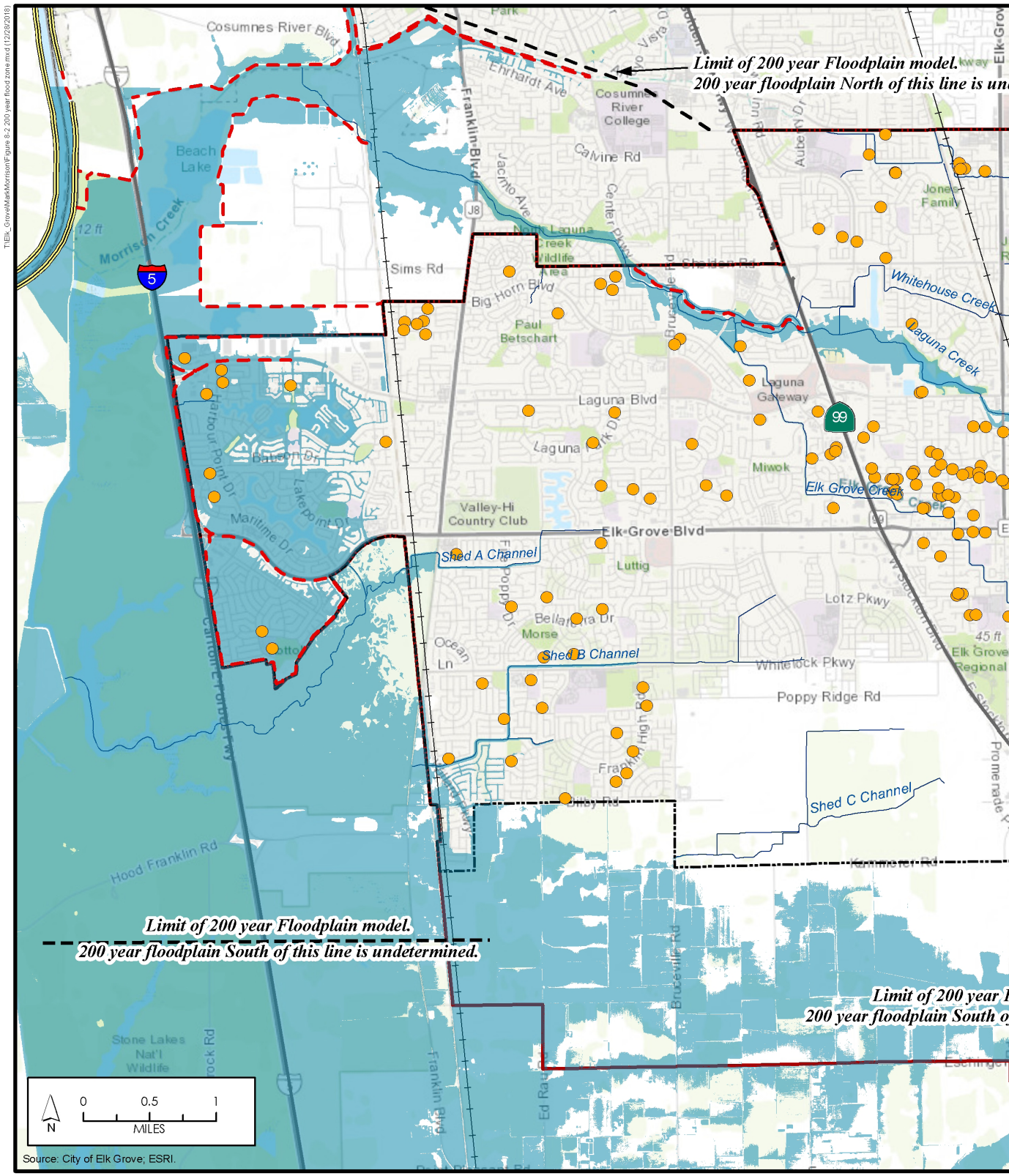
Resources (DWR) and the Central Valley Flood Protection Board (formerly the State Reclamation Board) adopted a Central Valley Flood Protection Plan (CVFPP) in 2012. The amendments established flood protection requirements for local land use decision-making to be aligned with the CVFPP. These laws set a higher standard for flood protection for the Sacramento-San Joaquin Valley area, which covers the entire Delta region and includes the Elk Grove Planning Area. These laws also established a requirement for jurisdictions to attain an urban level of flood protection necessary to withstand a flood with a 1 in 200 chance of occurring in any given year (200-year flood) for areas developed or planned to have a population of at least 10,000. They do not apply to areas of shallow flooding or areas of flooding from local drainage equivalent to less than 3 feet in depth.

Figure 8-1 shows areas within the 100-year floodplain zones. The map uses Flood Insurance Rate Map 100-year floodplain data produced by FEMA. The Flood Insurance Rate Map is the only official mapping for the purposes of National Flood Insurance Program regulations and coverage areas. Additional flood risk data, including 200-year flood data shown in Figure 8-2, described below, is not approved by FEMA for use in relation to the National Flood Insurance Program.

Figure 8-2 shows areas within the 200-year floodplain that are potentially subject to urban level of flood protection requirements when flood depths of 3 feet or greater could occur. This map identifies areas where higher standards of development and **flood protection may be required prior to the issuance of building permits.**

Trail Along Elk Grove Creek

FIGUR
200-YEAR FLOO



RE 8-2:
ODPLAIN ZONES

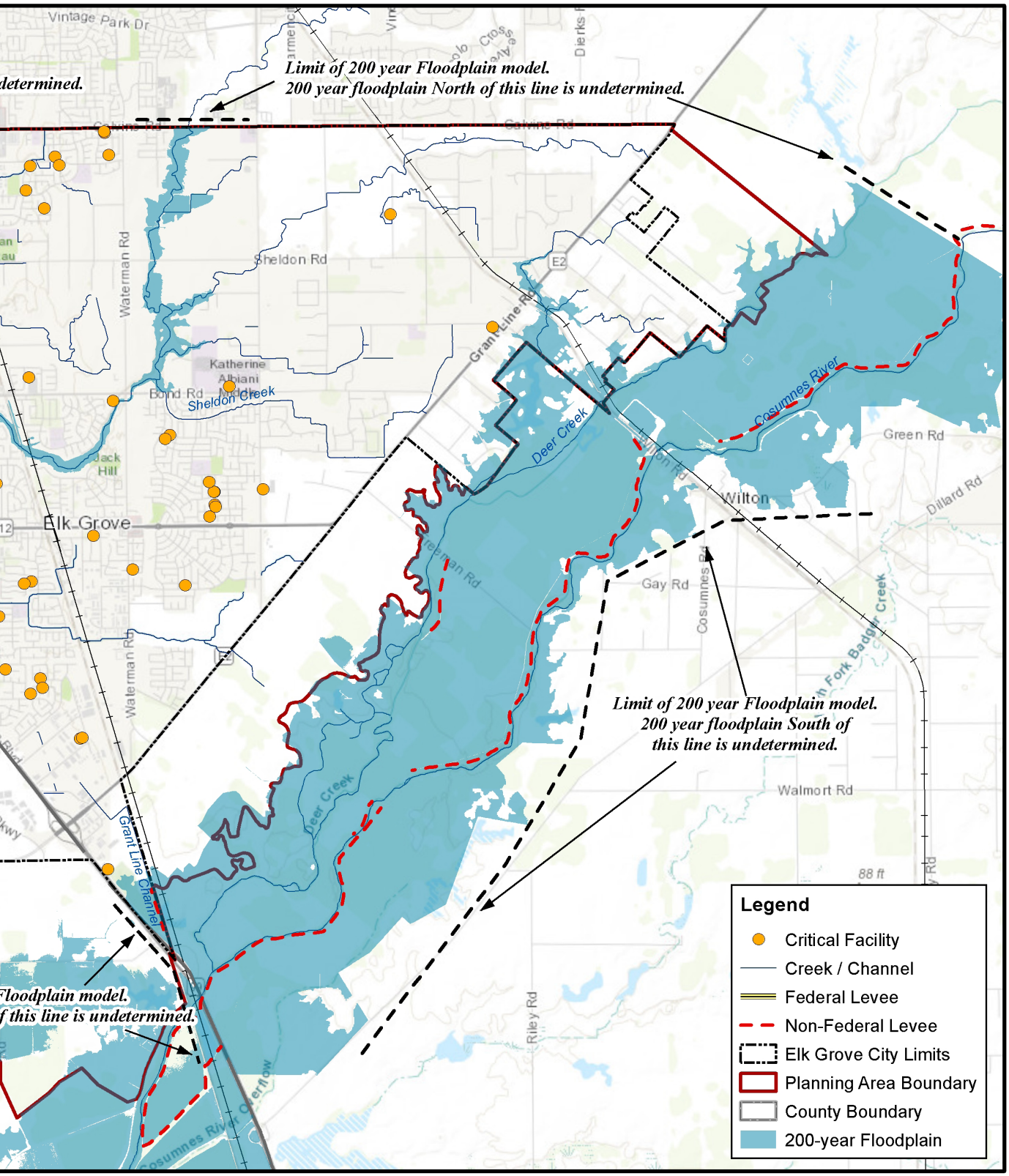


Figure 8-2 was developed using data provided by the DWR, supplemented by floodplain studies commissioned by the City, covering local creek systems that have watershed areas of at least 10 square miles. These areas include the Laguna Creek and Deer Creek/Cosumnes River watersheds, North Delta, and Shed C Channel, as well as the Sacramento River watershed, which affects local creek systems.

The City commissioned hydrologic modeling to supplement the DWR 200-year floodplain mapping of Laguna Creek and the Cosumnes River to account for levee improvements completed or in process that were not included in DWR mapping. The Sacramento Area Flood Control Agency is in the process of implementing a levee improvement project to provide 200-year flood protection for the Sacramento River, and the US Army Corps of Engineers is completing improvements to the Folsom Dam spillway on the American River. These projects were not accounted for on the DWR mapping. Because of these improvements, the City's supplemental 200-year floodplain calculations use a scenario in which the levees and dams along the Sacramento and American Rivers north of the City (except as described below) do not fail.

The City's supplemental mapping also differs from DWR 200-year floodplain mapping by adding 200-year water surface elevations along Deer Creek. The DWR did not assess Deer Creek since no State flood improvement projects are located in this watershed. Levees in this area have not been certified to provide 100-year protection and have failed in the past during large storm events. Therefore, modeling for this area considers the possibility of extensive levee failure, especially along the north bank of the Cosumnes River.

The area potentially affected by a 200-year flood event in Elk Grove is in the southeast portion of the Planning Area, along Deer Creek and the Cosumnes River. Much of this land is preserved for agricultural use and would be at limited risk of damage from flood hazard zones. However, a 200-year flood event caused by levee breaks along the Sacramento River could result in flooding in small portions of Laguna West, an existing residential neighborhood on the western side of the City. If, in the future, the City were to consider expanding beyond its existing Planning Area north or south along Interstate 5, development in these areas would also be at risk in a 200-year flood event.

The City recognizes that flood risk conditions can change over time through natural processes or project improvements on the local or regional scale. Therefore, the 200-year flood map is considered the base case for establishing potential flood risk. The City will keep updated data on the 200-year floodplain through an annual review, accounting for the results of new technical studies and changes in flood protection infrastructure. This updated information is available and will be referenced during the development review process for areas on the base case 200-year flood map, as shown in **Figure 8-2**.

As required by the flood management requirements in the Government Code, the City of Elk Grove has incorporated CVFPP measures into policies under Goal ER-2 of the

General Plan through the inclusion of Urban Level Flood Protection mapping, as well as through more extensive flood risk analysis. The City has also incorporated related measures into Title 23 (Zoning) of the Elk Grove Municipal Code. The City applies these more stringent development standards in identified areas when considering approval of future projects and developments.

Mapping analysis conducted by the City shows that none of the 343 critical facilities in the Planning Area are located within the 100-year floodplain; however, nine essential service facilities are located within the 200-year floodplain, as shown in **Figure 8-2**.

AGENCIES RESPONSIBLE FOR FLOOD PROTECTION

Federal Emergency Management Agency

FEMA is a federal agency whose mission is to reduce the loss of life and property from natural and human-made disasters through a comprehensive, risk-based emergency management system. One of the agency's responsibilities is to maintain flood zone maps.

California Department of Water Resources

The DWR implements the California Water Code, including the Cobey-Alquist Flood Plain Management Act. The DWR regulates activities in California's floodways, encourages preventive flood control maintenance, and operates some flood control projects.

Central Valley Flood Protection Board and Plan

The Central Valley Flood Protection Board developed and adopted the CVFPP in 2012 and continues to oversee the plan's implementation. The CVFPP includes conceptual guidance to reduce the risk of flooding for about one million people in California and $70 billion in infrastructure, homes, and businesses, with a goal of providing 200-year flood protection to urban areas.

Sacramento Area Flood Control Agency

The Sacramento Area Flood Control Agency is charged with providing the Sacramento region with increased flood protection along the American and Sacramento Rivers. The agency was formed through a joint powers agreement between the City of Sacramento, the County of Sacramento, the County of Sutter, the American River Flood Control District, and Reclamation District No. 1000. The agency conducts flood control improvement projects such as levee enforcement and dam improvements.

Sacramento County Department of Water Resources

The Sacramento County Department of Water Resources is the county-level agency that manages floodplain information, flood insurance, and the ALERT System and distributes up-to-date information to the community and public agencies on potential flooding in Sacramento County.

Elik Grove Police Department and Consumnes Commmunity Services District (CCSD) Fire Department

The City Police Department and CCSD Fire Department play an active role in disaster planning, preparedness, and first response in Elk Grove.

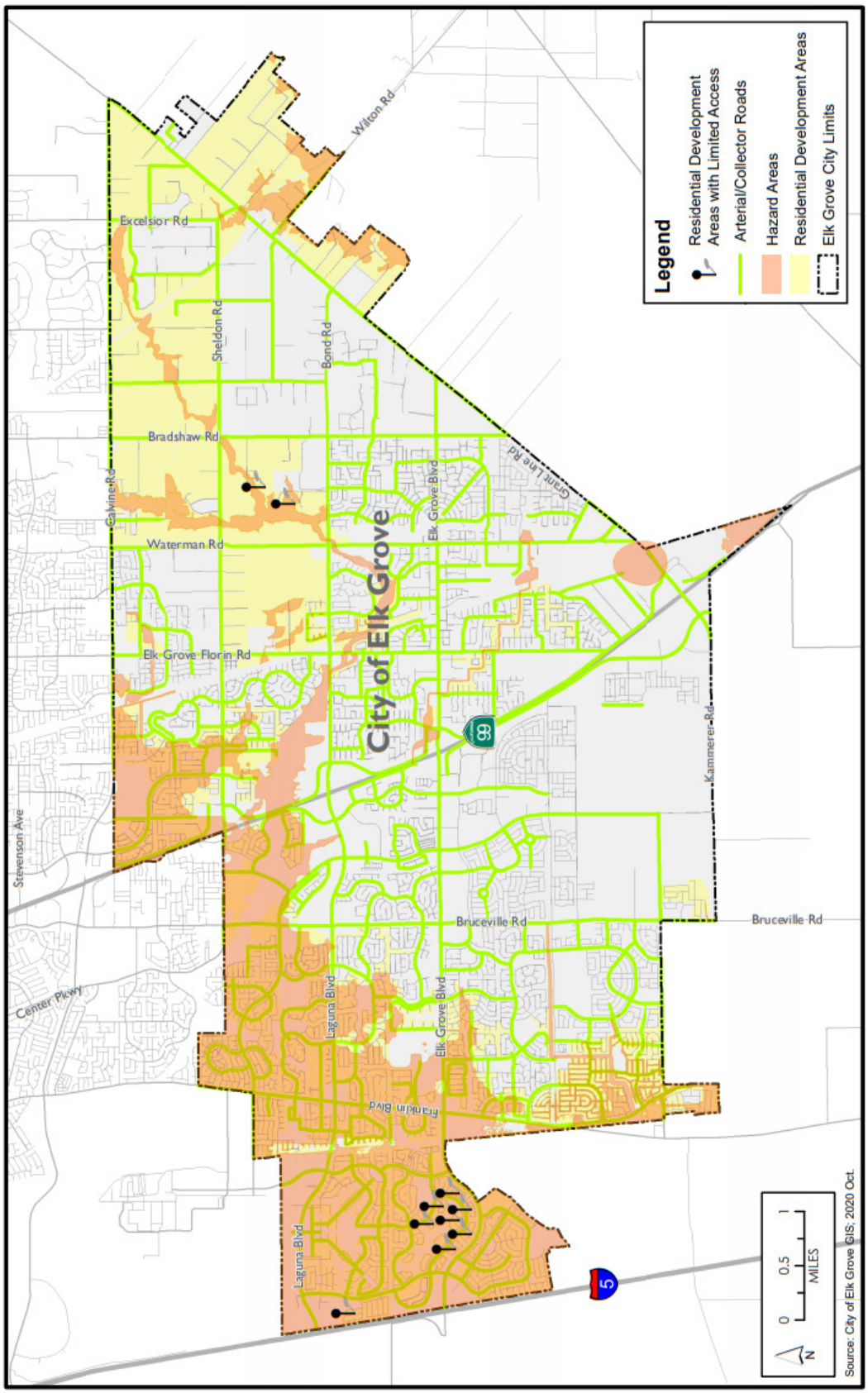
California Office of Emergency Dervices (CAL OES)

Dam inundation occurs when a dam is not structurally sound or is unable to withstand damages resulting from seismic activity. The degree and rapidity of dam failure depend on the dam's structural characteristics. Figure 8-3 shows inundation areas from potential dam failures, based on maps prepared by Cal OES. Cal OES estimates the degree and extent of flooding that would occur in the case of a dam failure.

Failure of the regulation dams at Folsom (along the American River and influencing the Sacramento River) and Sly Parks (along the Cosumnes River and influencing Deer Creek) has the potential to cause human injury or loss of life in Elk Grove.

Creek in Elk Grove

FIGURE 8-3:
DAM INUNDATION AREAS

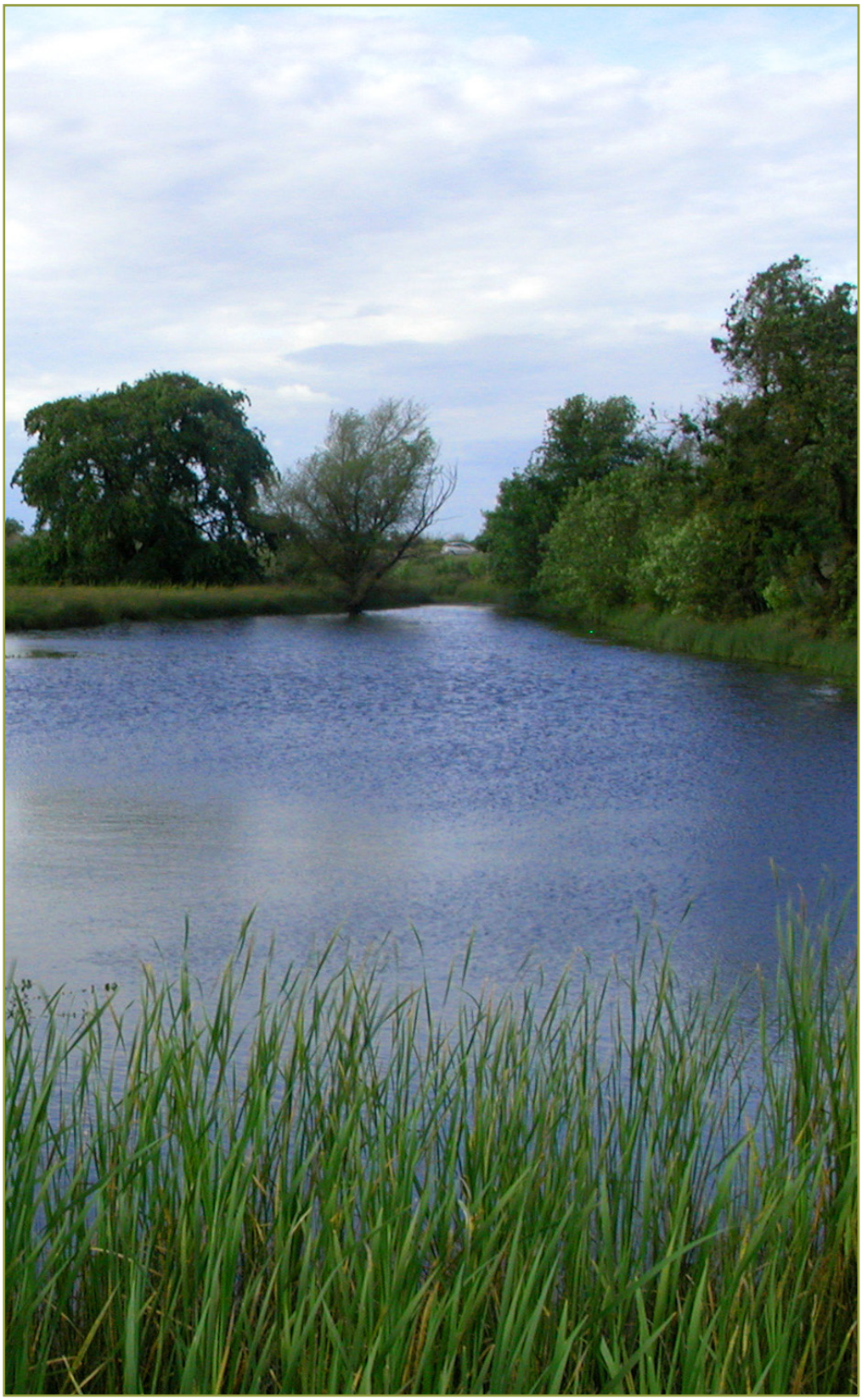


Since neither dam is located in the Planning Area, however, to reduce the likelihood of dam inundation, policies and programs focus on partnerships with regional agencies, including Sacramento County, to track inundation profiles (flood depth) and prepare accordingly, and include requirements for project features that may reduce dam failure hazards.

CANAL OR LEVEE FAILURE

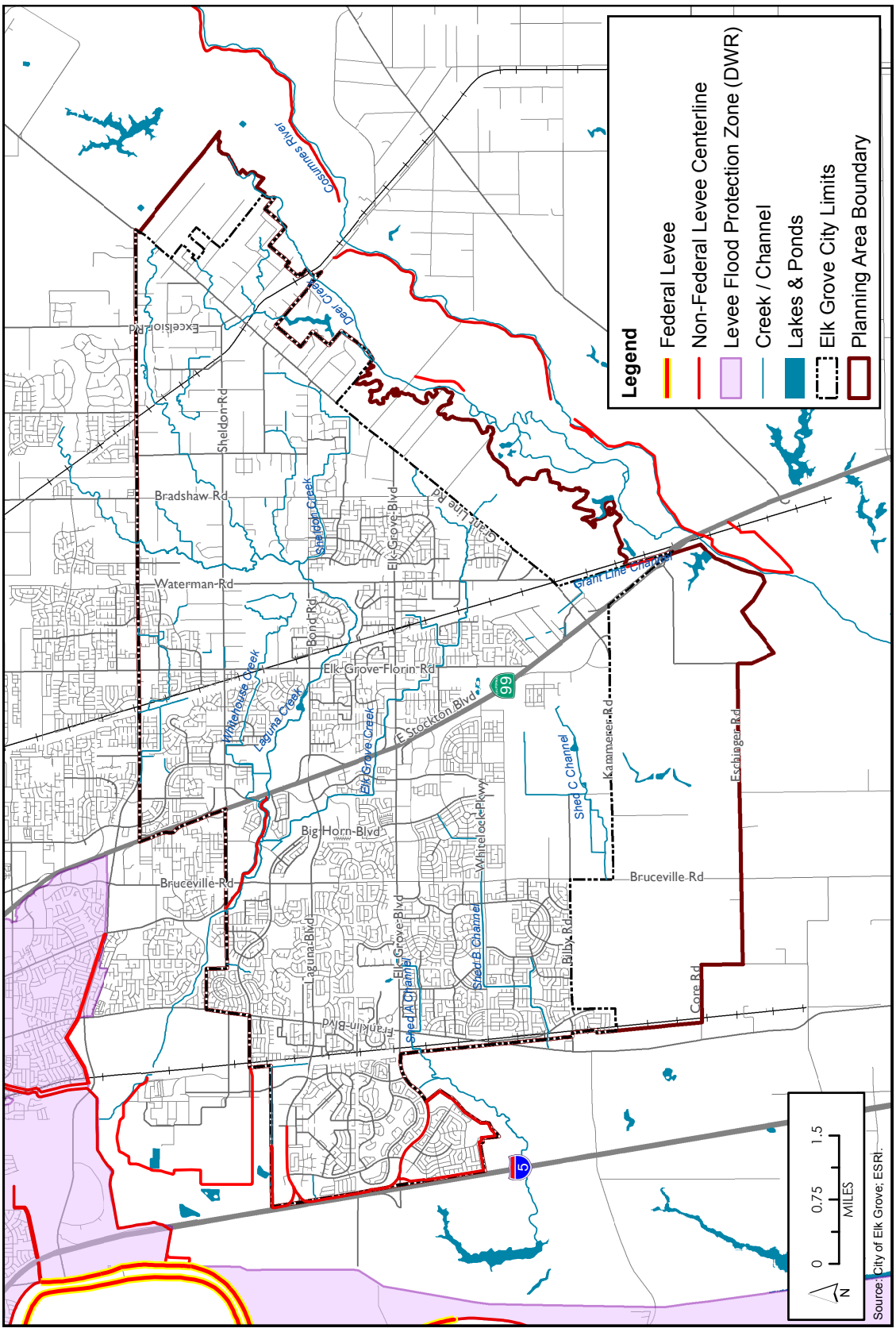
Generally, levees fail due to overtopping or collapse. A catastrophic levee failure resulting from collapse would occur quickly with little warning. Levees may fail because of earthquake-induced slumping, landslides, and liquefaction. The existing levee system in areas surrounding Elk Grove was initially constructed by hand labor, and later by dredging to hold back river floods and tidal influences, to obtain additional lands for grazing and crop growing. Constant maintenance is necessary to hold these levees against the river floods that threaten surrounding areas. Because levees are vulnerable to peat oxidation as well as sand, silt, and peat erosion, new material is continually added to maintain them. Subsiding farmlands adjacent to levees may increase water pressure against the levees, adding to the potential for levee failure. In addition, many levees, known as non-project levees, are not maintained to any specified standard, which can increase the likelihood of failure and inundation. Levee failures can be difficult to predict, since even inspected project levees are prone to failure under certain conditions. Using the best available information, the DWR has identified areas where flood levels would be more than 3 feet deep if a project levee were to fail; these areas are known as Levee Flood Protection Zones.

The Elk Grove Planning Area is protected by a number of project levees that are part of federally authorized flood projects and are considered part of the State Plan of Flood Control. There are no project levees in Elk Grove, but several project levees located outside of the Planning Area affect flooding in the Planning Area along the Sacramento River. A number of non-project levees also provide flood protection to the community. These non-project levees were generally constructed prior to project levees and without federal or State assistance. They are not part of the State Plan of Flood Control. Non-project levees are located along the eastern side of Interstate 5 and along Morrison Creek, Laguna Creek, and the Cosumnes River. Figure 8-4 identifies the locations of project levees, non-project levees, and DWR Levee Flood



Creek in Elk Grove

FIGURE 8-4:
LEVEES AND LEVEE FLOOD PROTECTION ZONES



Protection Zones that affect the Elk Grove Planning Area.

The City conducts levee operation and maintenance activities that result in recommendations as well as requirements for specific levee inspections and maintenance operations.

CLIMATE CHANGE

The California Climate Change Center, a research arm of the California Energy Commission, has found that climate change will result in new flooding concerns throughout California. Climate change-induced sea level rise is likely to create significant impacts in the San Francisco Bay and Delta. In a 2012 report, the California Natural Resources Agency estimated that sea levels along the California coast will rise between 3 and 5 feet by 2100. A combination of increased storm intensity and saltwater intrusion in the Sacramento-San Joaquin Delta resulting from higher sea levels could increase the risk for flood-caused levee failures, increasing flood risk and contaminating freshwater supplies stored and conveyed in the Delta. The California Ocean Protection Council released sea level rise planning guidance in 2013, which recommends assessing and planning for 5 to 24 inches of sea level rise by mid-century and 17 to 66 inches by the end of the century. The San Francisco Bay Conservation and Development Commission and other State agencies are evaluating expected impacts using these projections. While uncertainty exists regarding the extent of sea level rise, there is consensus that it will increase the frequency, duration, and magnitude of flood events in the San Francisco Bay and Sacramento-San Joaquin Delta (Bay-Delta) area that borders the western edge of Elk Grove.

Given a 1-foot rise in sea level, as predicted in low-end sea level rise projections, the occurrence of a 100-year storm surge-induced flood event would shift to once every 10 years. In other words, the frequency of a 100-year event could increase tenfold. Sea level rise and the associated increases in flood events would place greater strain on existing levee systems and could expand floodplains affecting Elk Grove.

In addition to the pressure resulting from sea level rise, climate change will result in increased severity of winter storms, particularly in El Niño years. Such weather events will produce higher levels of seasonal flooding than those currently experienced. This too will strain levees and increase floodplain areas.

The possible increased flooding risk to Elk Grove as a result of sea level rise may require additional policies or changes to flood mapping. The need for such changes will be considered by the City during the annual review of the General Plan.

Policies: Flooding and Drainage Risk Mitigation and Preparation

Policy ER-2-1: Oppose the construction of flood management facilities that would alter or reduce flows in the Cosumnes River and support retention of the Cosumnes River floodplain in nonurban uses consistent with location in an area subject to

flooding.

Policy ER-2-2: Require that all new projects not result in new or increased flooding impacts on adjoining parcels or on upstream and downstream areas.

Policy ER-2-3: Locate, and encourage other agencies to locate, new essential government service facilities and essential healthcare facilities outside of 100-year and 200-year flood hazard zones, except in cases where such locations would compromise facility functioning.

Policy ER-2-4: Relocate or harden existing essential government service facilities and essential healthcare facilities that are currently located inside of the 100-year and 200-year flood hazard zones.

Policy ER-2-5: Give priority to the designation of appropriate land uses in areas subject to flooding to reduce risks to life and property. Construction of new flood management projects shall have a lower priority, unless land use controls (such as limiting new development in flood-prone areas) are not sufficient to reduce hazards to life and property to acceptable levels.

Policy ER-2-6: Development shall not be permitted on land subject to flooding during a 100-year event, based on the most recent floodplain mapping prepared by FEMA or updated mapping acceptable to the City of Elk Grove. Potential development in areas subject to flooding may be clustered onto portions of a site which are not subject to flooding, consistent with other policies of this General Plan.

Policy ER-2-7: A buildable area outside the 100-year floodplain must be present on every residential lot sufficient to accommodate a residence and associated structures. Fill may be placed to create a buildable area only if approved by the City and in accordance with all other applicable policies and regulations. The use of fill in the 100-year floodplain to create buildable area is strongly discouraged and shall be subject to review to determine potential impacts on wildlife, habitat, and flooding on other parcels.

Policy ER-2-8: The City will not enter into a development agreement, approve a building permit or entitlement, or approve a tentative or parcel map for a project

located within an urban level of flood protection area, identified in Figure 8-2, unless it meets one or more established flood protection findings. Findings shall be based on substantial evidence, and substantial evidence necessary to determine findings shall be consistent with criteria developed by the DWR.

The four potential findings for a development project within the 200-year floodplain, as shown on Figure 8-2, are: 1) the project has an urban level of flood protection from flood management facilities that is not reflected in the most recent map of the 200-year floodplain; 2) conditions imposed on the project will provide for an urban level of flood protection; 3) adequate progress has been made toward construction of a flood protection system to provide an urban level of flood protection for the project, as indicated by the Central Valley Flood Protection Board; or 4) the project is a site improvement that would not result in the development of any structure, and would not increase risk of damage to neighboring development or alter the conveyance area of a watercourse in the case of a flood.

Policy ER-2-9: Ensure common understanding and consistent application of urban level of flood protection criteria and conditions.

Policy ER-2-10: Work with regional, county, and State agencies to develop mechanisms to finance the design and construction of flood management and drainage facilities to achieve an urban level of flood protection in affected areas.

Policy ER-2-11: Vehicular access to the buildable area of all parcels must be at or above the 10-year flood elevation.

Policy ER-2-12: Creation of lots whose access will be inundated by flows resulting from a 10-year or greater storm shall not be allowed. Bridges or similar structures may be used to provide access over creeks or inundated areas, subject to applicable local, State, and federal regulations.

Policy ER-2-13: Discourage the number of crossings over natural creeks to reduce potential flooding and access problems.

Policy ER-2-14: Parcels should not be created where any of the parcel's access or preservation easements, floodplain, marsh or riparian habitat, or other features would

leave insufficient land to build and operate structures. This policy shall not apply to open space lots, landscape corridors, or other City-approved use specifically created for dedication to the City or another appropriate entity for habitat protection, flood hazard management, drainage, or wetland maintenance.

Policy ER-2-15: Where necessary due to clear dangers to life or property, the City will support the construction of flood hazard management projects.

Policy ER-2-16: New and modified bridge structures shall not cause an increase in water surface elevations of the 100-year floodplain exceeding 1 foot unless analysis clearly indicates that the physical and/or economic use of upstream property will not be adversely affected.

Laguna Creek in Elk Grove

Policy ER-2-17: Require all new development projects to incorporate runoff control measures to minimize peak flows of runoff and/or assist in financing or otherwise implementing comprehensive drainage plans.

Policy ER-2-18: Drainage facilities shall be properly maintained to ensure their proper operation during storms.

GOAL ER-3: MINIMAL RISK FROM GEOLOGIC AND SEISMIC HAZARDS

No active or potentially active fault zones are known to pass through Elk Grove or Sacramento County. However, even faults far from the Planning Area have the potential to cause damage in Elk Grove resulting from primary seismic hazards, including ground shaking and fault rupture. Seismic ground shaking is one of the biggest risks to human life and property in an earthquake. The amount of damage from ground shaking varies based on factors such as strength of infrastructure, duration of shaking, and surrounding geology. Fault rupture describes the sudden release of energy that occurs when two parts of the earth's crust slide past one another. If strong enough, fault rupture can create fractures on the earth's surface, damaging infrastructure. Elk Grove's distance from active or potentially active fault zones means that the likelihood of ground shaking, fault rupture, or both is low.

Ground shaking from seismic activity can cause damage in its own right and can set off a chain reaction of secondary natural and man-made hazards that threaten public safety. Landslides and liquefaction are two of the most prominent secondary hazards. In Elk Grove, the ground surface is relatively flat with no major slopes, creating a very low risk for landslides to occur. Liquefaction is the loss of soil strength due to seismic forces generating various types of ground failure. Soil, groundwater, and ground-shaking conditions in Elk Grove pose a low potential for liquefaction. Settlement from seismic events can cause structural damage by rearranging and compacting the minerals in soils beneath structures and infrastructure. Because portions of the City's flood zones are protected by earthen dams, seismic-induced settlement has the potential to create flooding hazards for some residents.

The low risk of ground shaking in Elk Grove minimizes associated seismic hazards. However, adequate preparation, including the implementation of applicable building codes and geotechnical investigations, can ensure that buildings and infrastructure are developed to minimize potential damage resulting from primary or secondary seismic hazards.

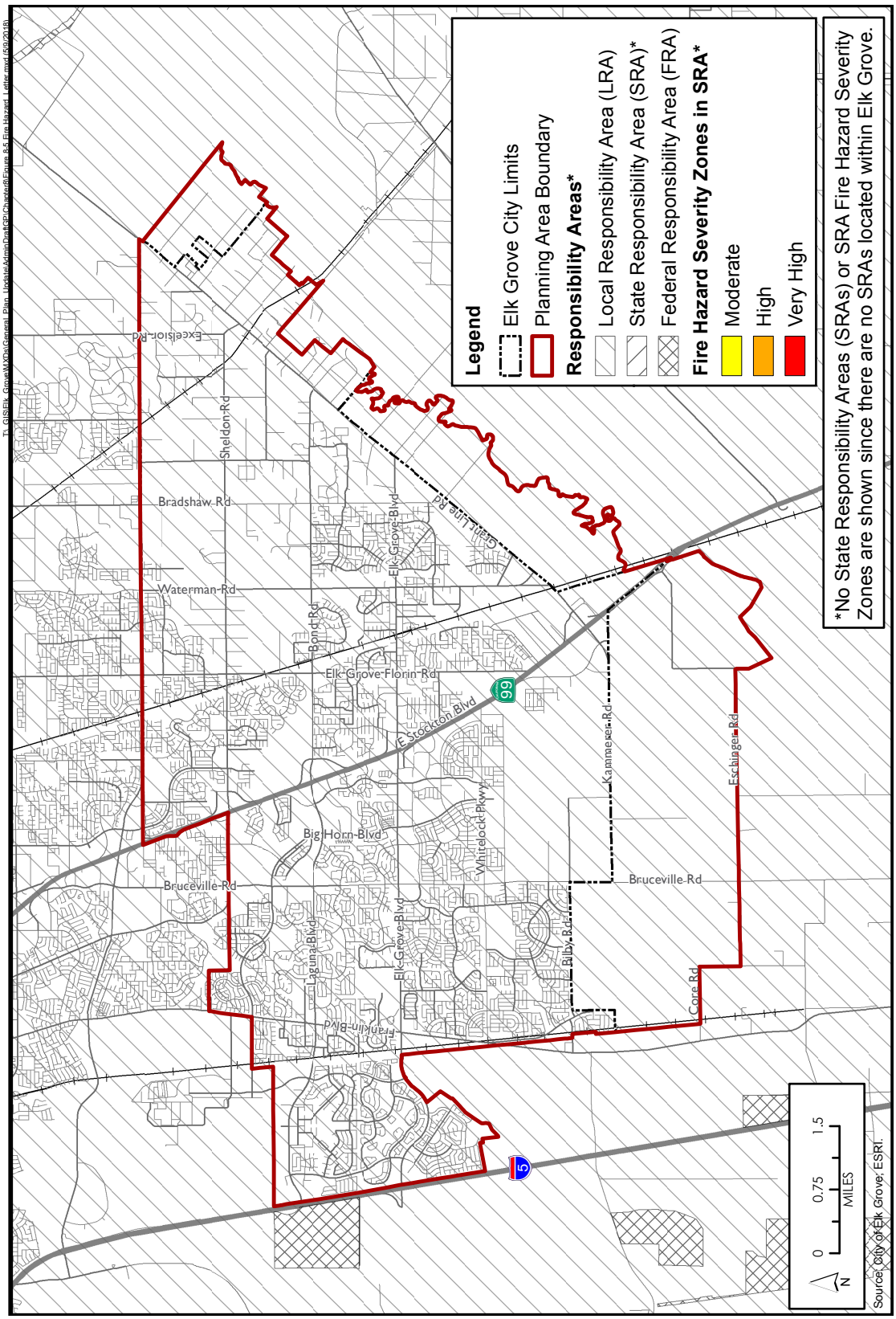
Policies: Geotechnial and Seismic Activity Preparation

Policy ER-3-1: Support efforts by federal, State, and other local jurisdictions to investigate local seismic and geological hazards and support those programs that effectively mitigate these hazards.

Policy ER-3-2: Seek to ensure that new structures are protected from damage caused by geologic and/or soil conditions.

Firefighter at work in Elk Grove

FIGURE 8-5:
FIRE RESPONSIBILITY AREAS WITHIN THE PLANNING AREA



GOAL ER-4: MINIMAL RISK FROM FIRE HAZARDS

Fire hazards within the Planning Area are limited. There are no Moderate, High, or Very High Fire Hazard Severity Zones identified by the California Department of Forestry and Fire Protection (Cal Fire). The Planning Area is located entirely within a Local Responsibility Area and contains no State Responsibility Areas, as shown in **Figure 8-5**.

The City faces greater danger from urban fires, which have the potential to cause property damage, injury, and loss of life. In addition to fire-related hazards from structures in urbanized areas, wildland fire in the Planning Area primarily occurs where natural resource and habitat areas interface with development (for example, undeveloped grassland areas near residential structures in Sheldon). Additionally, several new and proposed developments in the Planning Area contain natural vegetation, which, if ignited, poses safety risks to adjacent and surrounding development. Fire planning and prevention activities in Elk Grove are provided by the Cosumnes Fire Department, part of the CCSD. The CCSD operates a Fire Prevention Bureau that provides community prevention services related to fire, life, occupational hazards, property damage, and environmental safety. Diverse services, including fire safety plan reviews and fire investigations, are a part of what the bureau does to help keep the community safe.

The City's wildfire planning and prevention strategy focuses on techniques that reduce wildfire and other fire source potential and ensure the use of fire-safe building methods. The City provides for coordinated fire protection and emergency medical services that address the needs of Elk Grove residents and businesses. Community members have access to information regarding potential risks and fire prevention techniques, and existing and new development will continue to be required to incorporate fire prevention and suppression measures.

POLICIES: FIRE PROTECTION

Policy ER-4-1: Cooperate with the Cosumnes Community Services District (CCSD) Fire Department to reduce fire hazards, assist in fire suppression, and promote fire safety in Elk Grove.

Standard ER-4-1.a: Require, where appropriate, on-site fire suppression systems for all new commercial and industrial development to reduce the dependence on fire department equipment and personnel.

Standard ER-4-1.b: Require the installation of earthquake-triggered automatic gas shut-off sensors in high-occupancy facilities and in industrial and commercial structures.

Policy ER-4-2: Work with the CCSD to develop a fire prevention plan that lists major fire hazards, proper handling and storage procedures for hazardous materials, potential ignition sources and their control, and the type of fire protection equipment necessary to control each major hazard.

Policies: Water Supply for Fire Fighting

Please see Policies: Water Service below for water supply.

GOAL ER-5: SAFE CROSSINGS AND GOODS MOVEMENT ON RAILROADS

Two major rail lines run through the City. One Union Pacific Railroad (UPRR) rail line runs north–south and enters the City limits at the overpass of State Route (SR) 99. The UPRR line bisects some of Elk Grove's major arterials, including Grant Line Road, Elk Grove Boulevard, Bond Road, Elk Grove Florin Road, Sheldon Road, and Calvine Road. Except for Grant Line Road, all of these crossings are at grade—the roadway crosses the rails, with crossing gates halting vehicle traffic while the train passes through. While at-grade crossings are generally safe, the potential for accidents is present.

Another active UPRR line travels through Elk Grove in the west, which runs north–south and bisects Franklin Boulevard, Elk Grove Boulevard, and Laguna Boulevard. Crossings of this western line at Franklin Boulevard and Bilby Road are at grade, while all other crossings are grade separated – trains and road vehicles cross at physically separate levels (e.g., an underpass beneath elevated tracks) so as to not disrupt the other's flow.

These rail lines carry a range of goods and products, sometimes including fuel or other materials that could be hazardous in the event of an incident.

Policies: RAILROAD CROSSING DESIGN

Train tracks in Elk Grove

Policy ER-5-1: Initiate as well as cooperate in improvements at existing at-grade railroad crossings to improve public safety. This may include construction of grade-separated crossings and other appropriate safety features.

Policy ER-5-2: Take appropriate measures to ensure that railroad crossings in Elk Grove are made as safe as reasonably possible.

GOAL ER-6: AN ADAPTABLE AND RESILIENT COMMUNITY

Section 65302 of the California Government Code requires every general plan safety element to include a vulnerability assessment identifying the risks that climate change poses and the geographic areas at risk from climate change impacts. The City has conducted a Vulnerability Assessment (VA) consistent with State guidance, as detailed in the California Climate Adaptation Guide, which forms the technical basis informing policies in this section. The full VA is contained within Chapter 12.

The VA provides a best estimate of likely future conditions, based on local demographic projections and the most recently available scientific projections of future climate conditions, given current trends. This Plan considers the expected changes to population and the economy, and the needs of the community as a result of these changes. Note that goals in this chapter and throughout the General Plan contain policies that also provide adaptive capacity to increased risk from climate change.

Policies: Increased Temperature, Extreme heat, and heat Waves

Policy ER-6-1: In the event of severe weather conditions such as excessive heat, provide dedicated response services including the deployment of emergency services, opening of local cooling shelters, and community notifications.

Policy ER-6-2: Coordinate with Sacramento County Office of Emergency Services and the County Department of Public Health to provide information to vulnerable populations on available resources and key actions to take for mitigation on their property in preparation of excessive heat events and services during events.

Policy ER-6-3: Participate in regional activities and initiatives to help reduce risks and economic impacts of potential disasters related to extreme weather.

Policy ER-6-4: In construction of new roadways, utilize cool pavements and higher-albedo impervious materials as well as trees and foliage along rights-of-way.

Policy ER-6-5: Allocate funds as appropriate to address anticipated additional repairs to damaged infrastructure that will be required due to increased stress from climate effects such as extreme heat and storms.

Policies: Loss of Snowpack and Decreased Water Supply

Policy ER-6-6: Work with the Sacramento County Water Agency, Elk Grove Water District, and other water utilities to support programs and conservation activities intended to help water customers voluntarily conserve approximately 10 percent over time.

Policy ER-6-7: Enforce the City's water-efficient landscape ordinance that is as strict as or stricter than the State Water Resources Control Board regulations affecting local water agencies and ensure future state updates are incorporated in some form to the City's ordinance. Provide opportunity for and encourage public reporting of violations.

Policy ER-6-8: Continue to participate in the Sacramento Stormwater Quality Partnership to educate and inform the public about urban runoff pollution, work with industries and businesses to encourage pollution prevention, require construction activities to reduce erosion and pollution, and require developing projects to include pollution controls that will continue to operate after construction is complete.

Policies: Fire Protection Adaptation

Policy ER-6-9: Participate in the development and implementation of Cosumnes Fire Department's Community Wildfire Protection Plan (CWPP) for the protection of human life and reduction in loss of property, critical infrastructure, and natural resources associated with wildfire.

Policy ER-6-10: Distribute information that Sacramento Metropolitan Air Quality Management District publicizes on the status of air quality on a daily basis, providing alerts on poor air quality days and educational material on the health effects of air pollution.

Policies: General Climate Adaptation

Policy ER-6-11: Seek to provide the community with information relating to sustainability, climate change, and innovative development strategies.

GOALS AND POLICIES: DISASTER AND EMERGENCY RESPONSE AND PUBLIC SAFETY (SAF)

GOAL SAF-1: A SAFE COMMUNITY

Police Services

Police protection in Elk Grove is provided by the Elk Grove Police Department (EGPD), which operates from its headquarters on Laguna Palms Way and has four divisions: Field Services (Patrol), Investigative Services, Support Services, and Administrative Services. The EGPD is a public safety agency charged with the preservation of constitutional rights, maintenance of civil order, assurance of public health and safety, detection and prevention of crime, enforcement of federal and State law, and administration of the laws, Elk Grove Municipal Code, and regulations of the City.

Fire and Emergency Medical Services

The CCSD provides fire protection, fire prevention, and emergency medical and rescue services to the cities of Elk Grove and Galt, as well as unincorporated areas in the region covering over 157 square miles. The CCSD Fire Department operates out of eight fire stations: six in Elk Grove and two in Galt, and a state-of-the-art training facility. The fire stations are currently located in Elk Grove, East Franklin, East Elk Grove, Laguna Creek, Lakeside, the Elk Grove-West Vineyard area and Galt.

Fire Protection

The Cosumnes Fire Department maintains an extensive system of fire stations throughout Elk Grove and a portion of the Planning Area outside the City limits. Because the City of Elk Grove does not furnish fire protection services, this General Plan does not contain policies or action items that provide for the construction or operation of fire stations or related facilities; these facilities will be constructed pursuant to the Cosumnes Fire Department's Master Plan. This chapter instead focuses on providing for land uses to accommodate fire and other emergency facilities outside potential hazard areas, and policies and action items aimed at coordinating the City's efforts with those of the Cosumnes Fire Department to ensure an adequate level of fire protection is available at all times in Elk Grove.

The established response time goal for the department is the first unit should arrive on the scene within seven minutes of the receipt of the 911 call in the dispatch center, 90 percent of the time.

What is CPTED?

Community Protection through Environmental Design (CPTED) is a crime prevention philosophy based on the theory that proper design and effective use of the built environment can lead to a reduction of the fear and incidence of crime, as well as an improvement in the quality of life because of the potential increase in safety.

The four principles of CPTED are:

- ***Natural surveillance.*** *Surveillance or the placing of 'eyes on the street' increases the perceived risk to offenders.*
- ***Natural access control.*** *Natural access control relies on doors, fences, shrubs, and other physical elements to keep unauthorized persons out of a place.*
- ***Territorial reinforcement.*** *Clear boundaries between public and private areas is ae way to express ownership. Identifying intruders is much easier in such well-defined spaces.*
- ***Maintenance and management.*** *The more dilapidated an area, the more likely it is to attract unwanted activities.*

Emergency Medical Services

The Cosumnes Fire Department also provides Emergency Medical Services (EMS) to Elk Grove. The department includes emergency medical technicians and paramedics, and operates full-time ambulance companies serving both Elk Grove and Galt.

Automatic and Mutual Aid Agreements

The CCSD is the primary fire protection and emergency medical response service within the SOIA Area. Sacramento Metropolitan Fire District (SMFD), the City of Sacramento Fire Department (SFD), and the CCSD share common jurisdictional boundaries and participate in a regional automatic/mutual aid agreement. The CCSD Fire Department also has a mutual aid agreement with the surrounding volunteer fire districts in southern Sacramento County, including Wilton, Courtland, Walnut Grove, and Herald Fire Districts. As a result of the existing automatic and mutual aid agreements the closest unit available is dispatched to an incident and fire district boundaries are not an issue when an incident occurs.

Elk Grove's Police Department

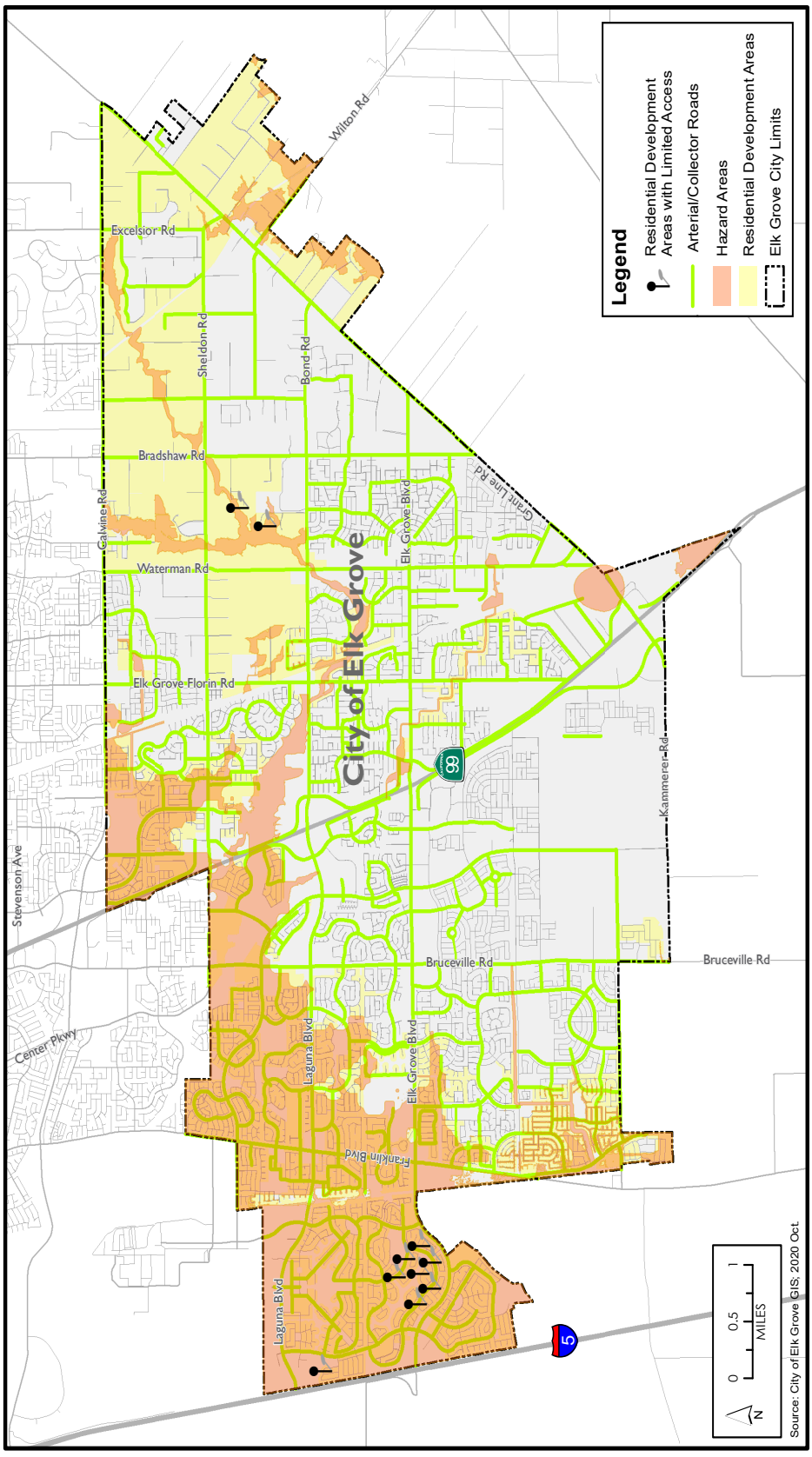
Evacuation Routes

In the event of a major natural disaster or significant incident (e.g., plane crash, explosion), it may be necessary to evacuate portions of the City. The extent of the evacuation and route(s) that may be utilized depend upon the nature of the incident, anticipated extent of the impact, and available routes. Generally, the arterial and collector roadway network illustrated in Figure 3-7 (Elk Grove Roadway Classifications) will be utilized as evacuation routes.

To ensure that viable evacuation routes are available in residential areas of the City, the City requires (through Municipal Code Chapter 22.110) that new subdivision have adequate public access for safety and emergency egress. Specifically, for subdivisions of forty units or more, two points of public access are required unless otherwise approved by the City Engineer through a design exception. Additional design requirement in the Fire Code may also be applicable.

Pursuant to Government Code Section 65302(g)(5), the City has conducted an analysis of existing residential developments within hazard areas in the City. For purposes of this analysis, a hazard area includes both the 100-year and 200-year floodplain (see Figures 8-1 and 8-2), dam inundation areas (see Figure 8-3), fire hazard areas (see Figure 8-5), and risk probability areas (see Tables 8-1 and 8-2). Residential developments that were reviewed in the analysis focused on those that did not have a minimum of two points of access to a arterial or collector roadway as provided in EGMC Chapter 22.110. The results of this analysis are provided in Figure 8-6, Residential Development in Hazards Areas with Limited Access. The analysis shows three unique conditions as follows:

FIGURE 8-6
RESIDENTIAL DEVELOPMENT IN HAZARD AREAS WITH LIMITED ACCESS



- One site in Laguna West has a single primary point of access to Harbour Point Drive, though there is a minor connection to an adjoining subdivision adjoining the Harbour Point Drive access.
- Seven subdivisions in the Lakeside area of Laguna West near Elk Grove Boulevard. These are gated subdivisions. No secondary access is provided to these subdivisions, including emergency vehicle access.

Two sites on the east side of the City are subdivisions with extremely long cul-de-sacs or private drives with multiple residences, or with the potential for further subdivision. One site is in the Rural Area and another is adjacent to the Rural Area.

The City has also completed the analysis required by Government Code Section 65302.15 and has prepared the Evacuation Scenario Analysis Report, which is included as Chapter 12.6 of this General Plan. The Report identifies potential evacuation routes that may be utilized, under a variety of emergency scenarios, and provides recommendations for a best-practice response and evacuation plan for residents, community members, and City staff.

Policies: Police Services

Policy SAF-1-1: Regularly monitor and review the level of police staffing provided in Elk Grove and ensure that sufficient staffing and resources are available to serve local needs.

Policy SAF-1-2: Encourage the use of Crime Prevention Through Environmental Design (CPTED) principles in the design of projects and buildings, as well as parks and trails.

Policies: Fire Protection and Emergency Medical Services

Policy SAF-1-3: Coordinate with the CCSD Fire Department to ensure that new station siting and resources are available to serve local needs.

Policies: Emergency Response Services

Policy SAF-1-4: Expand emergency response services as needed due to community growth.

Policy SAF-1-5: Address traffic congestion in areas that have been identified as being detrimental to achieving targeted response times.

Policies: Evacuation Routes

A properly planned and implemented roadway system will facilitate the efficient movement of police and firefighting equipment and the safe evacuation of residents. Please refer to Chapter 6: Mobility, for policies related to the City's overall circulation system.

Policy SAF-1-6: Require adequate emergency access for new development projects.

GOALS AND POLICIES: URBAN INFRASTRUCTURE (INF)

The policies below regarding urban infrastructure do not apply to the Sheldon/Rural Community Plan area, which has a unique rural character and is not intended to accommodate the same kind of development as Elk Grove's urban areas. Please see Chapter 9: Community and Area Plans for policies related to the Sheldon/Rural Area.

GOAL INF-1: AN EFFICIENT WATER DELIVERY AND STORAGE SYSTEM

Domestic water service in Elk Grove is provided by two public water service providers: the Sacramento County Water Agency (SCWA) and the Elk Grove Water District (EGWD). No residential water service is provided in the Rural Area consistent with City policies. The southern portion of the Planning Area (west of SR-99) is outside of any water district, although is managed by the Sacramento Central Groundwater Authority; homes and businesses located in this area are generally on private well systems but will transition to water service upon urban development.

The water supply serving the Planning Area comes from groundwater and from surface water allocations. Water is provided to the end-user through a delivery system that is maintained by one of the water suppliers. Both the storage (whether in the ground or on the surface) and the delivery of water in urban areas are the focus of the water infrastructure policies in this chapter. Additional policies are included in Chapter 7: Community and Resource Protection, as noted below, regarding the management, use, and quality of water.

Policies: Water Services

Policy INF-1-1: Water supply and delivery systems shall be available in time to meet the demand created by new development.

Standard INF-1-1.a: The following shall be required for all subdivisions to the extent permitted by State law:

Proposed water supply and delivery systems shall be available at the time of tentative map approval to the satisfaction of the City. The water agency providing service to the project may use several alternative methods of supply and/or delivery, provided that each is capable individually of delivering water to the project.

The agency providing water service to the subdivision shall demonstrate prior to the City's approval of the Final Map that sufficient capacity shall be available to accommodate the subdivision plus existing development, and other approved projects in the same service area, and other projects that have received commitments for water service.

Off-site and on-site water infrastructure sufficient to provide adequate water to the subdivision shall be in place prior to the approval of the Final Map or their financing shall be assured to the satisfaction of the City, consistent with the requirements of the Subdivision Map Act.

Off-site and on-site water distribution systems required to serve the subdivision shall be in place and contain water at sufficient quantity and pressure prior to the issuance of any building permits. Model homes may be exempted from this policy as determined appropriate by the City, and subject to approval by the City.

Policy INF-1-2: Require that water flow and pressure be provided at sufficient levels to meet domestic, commercial, industrial, and firefighting needs.

Policy INF-1-3: Protect the quality and quantity of groundwater resources, including those which serve households and businesses which rely on private wells. The City shall support and participate in local efforts to implement the State's Sustainable Groundwater Management Act.

Policies: Water Conservation

Please refer to Chapter 7: Community and Resource Protection for water conservation policies.

Policies: Recycled Water

Policy INF-1-4: Work with Regional San and SCWA to expand recycled water infrastructure for residential, commercial, industrial, and recreational facilities and support the use of reclaimed water for irrigation wherever feasible.

GOAL INF-2: AN EFFICIENT WASTEWATER COLLECTION AND TREATMENT SYSTEM

Two regional entities, the Sacramento Area Sewer District (SASD) and the Sacramento Regional County Sanitation District (Regional San), provide Elk Grove with wastewater collection and treatment. The SASD is responsible for the collection of wastewater from Elk Grove, as well as from other cities in the region and unincorporated areas of Sacramento County. The SASD owns and operates thousands of miles of lower lateral and mainline pipes and is responsible for the day-to-day operations and maintenance of those pipes and related infrastructure (e.g., pump stations). Once wastewater is collected, it flows into the Regional San interceptor system and is ultimately conveyed to the Sacramento Regional Wastewater Treatment Plant located just outside Elk Grove.

Policies: Wastewater Service

Policy INF-2-1: Sewage conveyance and treatment capacity shall be available in time to meet the demand created by new development.

Standard INF-2-1.a: The following shall be required for all development projects, excluding subdivisions:

Sewer/wastewater treatment capacity shall be available at the time of project approval.

All required sewer/wastewater infrastructure for the project shall be in place at the time of project approval, or shall be assured through the use of bonds or other sureties to the City's satisfaction.

Standard INF-2-1.b: The following shall be required for all subdivisions to the extent permitted by State law:

Sewage/wastewater treatment capacity shall be available at the time of tentative map approval.

The agency providing sewer service to the subdivision

Policy CIF-2-1

See Standard LU-5-3.b on page 4–39 regarding private undergrounding of existing overhead utilities as part of development project approval.

shall demonstrate prior to the City's approval of the Final Map that sufficient capacity shall be available to accommodate the subdivision plus existing development, and other approved projects using the same conveyance lines, and projects which have received sewage treatment capacity commitments.

On-site and off-site sewage conveyance systems required to serve the subdivision shall be in place prior to the approval of the Final Map, or their financing shall be assured to the satisfaction of the City, consistent with the requirements of the Subdivision Map Act.

Sewage conveyance systems in the subdivision shall be in place and connected to the sewage disposal system prior to the issuance of any building permits. Model homes may be exempted from this policy as determined appropriate by the City, and subject to approval by the City.

Policy INF-2-2: Development along corridors identified by sewer providers in their master plans as locations of future sewerage conveyance facilities shall incorporate appropriate easements as a condition of approval.

Policies: Septic Systems

Conduits Installation in Elk Grove

Also consult Chapter 9: Community and Area Plans for Sheldon/Rural Area Context-Sensitive Services, which differ in some circumstances from sewer system requirements in other areas of the City.

Policy INF-2-3: Reduce the potential for health problems and groundwater contamination resulting from the use of septic systems.

Policy INF-2-4: Residential development on lots smaller than 2 gross acres shall be required to connect to public sewer service, except in the Rural Area. This policy shall not apply to lots smaller than 2 gross acres within the Rural Area Community Plan that existed as legal lots as of November 19, 2003 and these lots shall not be required to connect to public sewer service as a condition of development.

Policy INF-2-5: Independent community sewer systems shall not be established for new development.

GOALS AND POLICIES: COMMUNITY INFRASTRUCTURE AND FACILITIES (CIF)

GOAL CIF-1: MINIMAL SOLID WASTE GENERATION

Elk Grove has implemented regulations to manage waste and promote the reduction, reuse, and recycling of materials. These regulations minimize the use of natural resources and encourage the use of innovative materials and technologies.

Policies: REDUCED SOLID WASTE GENERATION

Policy CIF-1-1: Facilitate recycling, reduction in the amount of waste, and reuse of materials to reduce the amount of solid waste sent to landfill from Elk Grove.

Policy CIF-1-2: Reduce municipal waste through recycling programs and employee education.

Standard CIF-1-2.a: Recycle waste materials for all municipal construction and demolition projects.

Policy CIF-1-3: Encourage businesses to emphasize resource efficiency and environmental responsibility and to minimize pollution and waste in their daily operations.

GOAL CIF-2: COORDINATED UTILITY INFRASTRUCTURE AND IMPROVEMENTS

To maximize the efficiency of utility infrastructure improvements, Elk Grove can coordinate improvement projects with utility providers. This would allow facilities to be upgraded or installed at the same time to minimize service disruptions and impacts to surrounding properties during construction. Combining utility projects could also result in financial savings.

Policies: Utility Undergrounding

Policy CIF-2-1: Where existing overhead utilities are undergrounded by the City or a utility at the direction of the City, no future overhead utilities shall be added at that location.

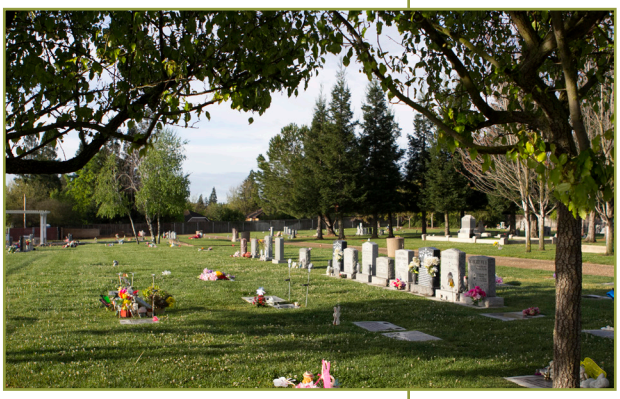
Policies: Infastructure Improvement Coordination

Policy CIF-2-2: Require that new utility infrastructure for electrical, telecommunication, natural gas and other services avoid sensitive resources, be located so as to not be visually obtrusive, and, if possible, be located within roadway rights-of-way or existing utility easements.

Policy CIF-2-3: To minimize damage to roadways and reduce inconvenience to residents and businesses, the City shall seek to coordinate roadway utility efforts so that they are installed in a single operation whenever possible. Multiple installations, in which separate utilities are installed at different times and/or in different trenches, are specifically discouraged.

Policy CIF-2-4: Maintain, improve, and modernize existing facilities and services when necessary to meet the needs of Elk Grove residents and businesses.

GOAL CIF-3: ELK GROVE IS A LEADER IN INNOVATIVE TECHNOLOGY INFRASTRUCTURE



Hilltop Cemetery in Elk Grove

To ensure Elk Grove's competitiveness for businesses and technologically focused residents, the City can partner with telecommunications providers to offer advanced technologies such as fiber optic internet and Citywide information services. Developing the infrastructure necessary for fiber optic internet can be hastened by requiring that fiber conduit be laid in new development areas. These technologies can be a significant incentive to companies and potential residents looking to relocate to Elk Grove.

Policies: TECHNOLOGY INFRASTRUCTURE

Policy CIF-3-1: Be a regional leader in technology infrastructure.

Policy CIF-3-2: Encourage and coordinate with service providers to utilize advanced technologies such as fiber optic internet and Citywide information services.

Standard CIF-3-2.a: Conduit to support future technologies shall be laid in new development areas as a condition of project approval.

Policy CIF-3-3: Support technology that builds on the City's agricultural legacy.

Policy CIF-3-4: Acknowledge and adapt to innovations in technology to facilitate infrastructure investments as appropriate.

GOAL CIF-4: SCHOOLS ARE AN INTEGRAL PART OF THE COMMUNITY

Public schools in the Planning Area are part of the Elk Grove Unified School

District (EGUSD), an independent agency that includes elementary, middle, and high schools, as well as special education facilities and services. A range of private and charter schools also operate in the City. Los Rios Community College's outreach center and Cosumnes River College also serve Elk Grove residents.

The EGUSD is known for the high quality of its schools, which consistently perform well in standardized tests. Continuing growth in the district's service area will result in the need to add new capacity, both at new schools and at existing schools.

Under State law, for the most part, the district can act independently of the City when siting schools with regard to the location, construction, and operation of public schools, subject to certain noticing and hearing requirements. In practice, the City and the EGUSD have enjoyed a cooperative working relationship.

Policies: SCHOOL SITING

Policy CIF-4-1: While recognizing that public school siting and development are not within the jurisdiction of the City to control, the City strongly encourages the school district to consider the following school siting criteria:

- Traffic impacts on nearby roadways should be addressed and mitigated to meet City standards for roadway performance targets.
- Schools should not be located on main roadway corridors characterized by high speeds (>35 miles/hr).
- Schools should serve as a focal point of neighborhood activity and be interrelated with congregation facilities, parks, greenways and off-street paths whenever possible.
- Almost all residences should be within walking distance of a school (1 mile or less) and all residences should be located within 2 miles of a school whenever possible.
- New schools should be located adjacent to neighborhood and community parks whenever possible and designed to promote joint use of appropriate facilities.
- New schools should link with trails, bikeways, and pedestrian paths wherever possible.

Policy CIF-4-2: Require specific plans and other land use master plans to identify existing and planned school sites within their project areas and to propose guidance for incorporating new schools into overall neighborhood design.

Policy CIF-4-3: Support legislative efforts to secure additional State funding for school construction and ensure maintenance of local district priorities for funds in the State school bond program.

GOAL CIF-5: COMMUNITY FACILITIES THAT SERVE THE NEEDS OF THE COMMUNITY

Community facilities serve many purposes in Elk Grove. Some facilities are focused on providing specific services and some facilities offer a variety of activities for the community. The planning and development of community facilities require coordination between the City and numerous service providers to ensure that the needs of the community are met.

Policies: Community Facilities

Policy CIF-5-1: Community facilities should be planned and designed to provide services and programs available for residents.

Policy CIF-5-2: Work with the Elk Grove Cosumnes Cemetery District to site new cemeteries that meet the needs of the community.

What are "zipper streets"?

"Zipper streets" combine narrow and wide sections and are the result of deferred roadway construction policies in place prior to the incorporation of Elk Grove.

GOALS AND POLICIES: INFRASTRUCTURE FINANCING AND PHASING (IFP)

GOAL IFP-1: INFRASTRUCTURE IMPROVEMENT COSTS ARE SECURED PRIOR TO DEVELOPMENT

In Elk Grove, much of the infrastructure development that occurred prior to the City's incorporation used a "pay-as-you-go" approach (although bond financing was used for some facilities). The policies of Sacramento County also allowed the incremental construction of roadways.

This section discusses the City's policy to establish protocols for the timing and phasing of infrastructure facilities so that roadways, water and sewer infrastructure, drainage facilities, and other infrastructure can be completed commensurate to the level of construction occurring. This will help avoid the use of interim facilities and the creation of traffic congestion and other problems resulting from insufficient capacity.

Policies: Infastructure Finanacing

Policy IFP-1-1: Consider the importance of tax generation (retail, hotel, auto, and business-to-business uses) to support the fiscal health of the community and to fund municipal services.

Policy IFP-1-2: Coordinate with independent public service providers, including schools, parks and recreation, reclamation, water, transit, electric and other service districts, in developing financial and service planning strategies.

Policy IFP-1-3: Require secure financing for all components of the transportation system through the use of special taxes, assessment districts, developer dedications, or other appropriate mechanisms in order to provide for the completion of required major public facilities at their full planned widths or capacities consistent with this General Plan and any applicable service master plan. For the purposes of this policy, "major" facilities shall include the following:

- Any roadway of an arterial/collector classification or above, including any roadway shown on the Transportation Network Diagram (Figure 3-6).
- All wells, water transmission lines, treatment facilities, and storage tanks needed to serve the project.
- All sewer trunk and interceptor lines and treatment plants or treatment plant capacity.

Policy IFP-1-4: Use financial capacity to secure financing for major facilities as identified in Policy IFP-1-3 if necessary, including, but not limited to:

- Issuing bonds
- Using City funds directly, with repayment from future development fees

- Fee programs
- Developer financing

Policy IFP-1-5: Fee programs and/or other finance mechanisms for roadway and related infrastructure shall include sufficient funding for all of the following items:

- Design, engineering, environmental compliance, and construction of roadway lanes, traffic signals, and bridges.
- Right of way acquisition, design, engineering, environmental compliance, and construction costs sufficient to ensure that "zipper streets" are not created by nonparticipating owners.
- Drainage and other facilities related to new roadway construction.
- Installation of landscaped medians and streetscaping where appropriate.
- Installation of sidewalks or other facilities where needed to provide safe passage for pedestrians.

Exercise Equipment on Elk Grove Park

Policy IFP-1-6: Fee programs and/or other finance mechanisms shall be reviewed regularly to ensure that sufficient funding will be available to construct all required facilities.

Policy IFP-1-7: New development shall fund its fair share portion of impacts to all public facilities and infrastructure as provided for in State law.

Policy IFP-1-8: Infrastructure improvements must be financed and/or constructed concurrent with or prior to completion of new development.

Standard IFP-1-8.a: Establish concurrency measures to ensure infrastructure adequately serves future development:

1. Department of Public Health, California Wellness Plan, 2014

2. California EPA uses the CalEnviroScreen modeling tool to determine areas of designated disadvantaged communities.

- Coordinate public facility and service capacity with the demands of new development.
- Require that the provision of public facilities and service to new development does not cause a reduction in established service levels for existing residents.
- Ensure that new infrastructure will meet the required level of service standards set by the City's General Plan and Municipal Code.

Standard IFP-1-8.b: Phase new development in expansion areas to occur where public services and infrastructure exist or may be extended to serve the public interest with minimal impact.

Policies: Infastructure Phasing

Policy IFP-1-9: Public facilities, such as drainage, water, sewer and roadways, should be phased in a logical manner which avoids "leapfrog" development and encourages the orderly development of roadways, water and sewer, and other public facilities. The City shall not provide public financing or assistance for projects that do not comply with the planned phasing of public facilities. Interim facilities may be used only if specifically approved by the City Council.

Policy IFP-1-10: Except when prohibited by state law, the City will endeavor to ensure that sufficient capacity in all public services and facilities will be available on time to maintain desired service levels and avoid capacity shortages, traffic congestion, or other negative effects on safety and quality of life.

GOALS AND POLICIES: COMMUNITY HEALTH (HTH)

GOAL HTH-1: HEALTHY LIVING OPTIONS FOR RESIDENTS

Environmental Equity and Community Health

Environmental equity (also known as environmental justice) ensures that no one group or community receives an unfair share of the harmful effects of pollution or environmental hazards. Clean air and water, access to healthy foods, and access to healthcare should be made available to all community members.

Automobile-centric living and development have created communities that are vulnerable to sedentary lifestyles and unhealthy diets. Exercise and diet are two of the most effective ways of managing or preventing chronic diseases. In addition to being a public health concern, the prevalence of chronic disease also has economic impacts. In 2002, 80 percent of California's healthcare spending went toward people with chronic conditions.

Elk Grove has excellent opportunities to encourage healthy living by providing links between open space and active transportation. Parks and trails can be integrated with new and existing streets. Community gardens in parks and other public spaces can also combine active transportation with the generation of local food, which increases the availability of healthy food options.

Designated Disadvantaged Communities

Cities and counties are required to address environmental justice concerns of designated disadvantaged communities in the general plan. Disadvantaged communities are those identified by the California EPA as low income and which are disproportionately affected by environmental pollution, stressors, and social vulnerabilities that can lead to negative health effects, exposure, or environmental degradation.

Per analysis conducted by the City during the 2013-2021 Housing Element update, there are no designated disadvantaged communities in the Elk Grove Planning Area.

While Elk Grove does not have any areas with significant environmental equity concerns, it is nevertheless important that the City continually consider the effects of planning and land use decisions on the lives of residents and ensure that no area or population is disproportionately affected.

Policies: Environmental and Community Equity

See also Chapter 4: Urban and Rural Development for Development Pattern policies related to transitions between land uses.

Policy HTH-1-1: Consider proximity to environmental health risks when planning for residential uses.

Policy HTH-1-2: Promote community equity and ensure that new policies, services, and programs support and align with the community's greatest needs, including the needs of persons living in poverty, older adults, children, persons with disabilities, people of color, and immigrants.

Standard HTH-1-2.a: Locate community facilities equitably so that they are accessible to all members of the community.

Standard HTH-1-2.b: Encourage disclosure of potential land use compatibility issues such as noise, dust, odors, etc., in order to provide potential purchasers with complete

information to make informed decisions about purchasing property.

Policies: Opportunities for Physical Activity

Policy HTH-1-3: Provide comfortable, safe pedestrian and bicycle connections between residential areas and recreational opportunities.

Standard HTH-1-3.a: Designate recreational-access street corridors and provide inviting infrastructure, especially at street intersections, for people walking and people biking along the corridors.

Policy HTH-1-4: Support programs that promote healthy living.

Policies: Access to Healthy Food Options

Policy HTH-1-5: Promote access to healthy food options by preserving and expanding local food production.

Policy HTH-1-6: Support and consider incentives to encourage the development of new retail venues that sell local, fresh produce, including farmers markets, community-supported agriculture programs, and grocery stores, especially in underserved areas and near schools.

Traffic in Elk Grove

Policy HTH-1-7: Strive to increase the number of farmers markets and community gardens throughout the City and provide for urban farming opportunities.

Policy HTH-1-8: Support programs that provide school gardens and garden-based nutrition education and cooking classes for students, parents, and community members.

Policies: Access to Medial and Related healthcare Services

Policy HTH-1-9: Promote development of one or more community hospitals.

GOALS AND POLICIES: COMMUNITY SERVICES (CS)

GOAL CS-1: A LIBRARY SYSTEM THAT EMPOWERS PUBLIC LEARNING FOR RESIDENTS

Elk Grove is served by the Elk Grove Library and the Franklin Community Library, which is an extension of the Sacramento Public Library Authority. The Sacramento Public Library Authority is governed by a Joint Exercise of Powers Agreement

TABLE 8-3:
MAXIMUM ALLOWABLE NOISE EXPOSURE, TRANSPORTATION NOISE SOURCES

Land Use	Outdoor Activity Areas[A,B] Ldn/dB	Interior Spaces	
		Ldn, dB	Leq, dB[c]
Residential	60[d,g]	45	-
Residential subject to noise from railroad tracks, aircraft overflights, or similar noise sources which produce clearly identifiable, discrete noise events (the passing of a single train, as opposed to relatively steady noise sources as roadways)	60[d,g]	40[f]	-
Transient Lodging	60[e,g]	45	-
Hospitals, Nursing Homes	60[d,g]	45	-
Theaters, Auditoriums, Music Halls	-	-	35
Churches, Meeting Halls	60[d,g]	-	40
Office Buildings	-	-	45
Schools, Libraries, Museums	-	-	45

a. Where the location of outdoor activity areas is unknown, the exterior noise level standards shall be applied to the property line of the receiving land use. Where it is not practical to mitigate exterior noise levels at patios or balconies of apartment complexes, a common area such as a pool or recreation area may be designated as the outdoor activity area.

b. Transportation projects subject to Caltrans review or approval shall comply with the Federal Highway Administration noise standards for evaluation and abatement of noise impacts.

c. As determined for a typical worst-case hour during periods of use.

d. Where it is not possible to reduce noise in outdoor activity areas to 60dB, Ldn or less using a practical application of the best-available noise reduction measures, an exterior noise level of up to 65 dB, Ldn may be allowed provided that available exterior noise level reduction measures have been implemented and interior noise levels are in compliance with this table.

e. In the case of hotel/motel facilities or other transient lodging, outdoor activity areas such as pool areas may not be included in the project design. In these cases, only the interior noise level criterion will apply.

f. The intent of this noise standard is to provide increased protection against sleep disturbance for residences located near railroad tracks.

g. In cases where the existing ambient noise level exceeds 60 dbA, the maximum allowable project-related permanent increase in ambient noise levels shall be 3 dBA /Ldn.

between the County of Sacramento and the Cities of Citrus Heights, Galt, Isleton, Elk Grove, Rancho Cordova, and Sacramento. The Elk Grove Library was established in 1908 and has existed in its current location since 2008. The Franklin Community Library is jointly managed by the EGUSD and the City, and is located adjacent to the Franklin High School campus and serves those students as well as neighboring schools (e.g., Toby Johnson Middle School) and the public.

Policies: Library Facilities and Services

Policy CS-1-1: Cooperate with the Sacramento Public Library Authority in the planning, financing, and implementation of future library facilities and facility expansions in Elk Grove.

Policy CS-1-2: Recognize the role of libraries as multipurpose community centers.

GOAL CS-2: SERVICES AND PROGRAMS SUPPORT AND ARE ACCESSIBLE TO CHILDREN, YOUTH, AND SENIORS

TABLE 8-4:
NOISE LEVEL PERFORMANCE STANDARDS FOR NEW PROJECTS AFFECTED BY OR INCLUDING NON-TRANSPORTATION NOISE SOURCES*

Performance Standards for Stationary Sources	Noise Level Descriptor	Daytime (7 a.m. to 10 p.m.)	Nighttime (10 p.m. to 7 a.m.)
Performance Standards for Typical Stationary Noise Sources[a]	Hourly Leq, dB	55[c,d]	45[c,d]
Performance Standards for Stationary Noise Sources Which Are Tonal, Impulsive, Repetitive, or Consist Primarily of Speech or Music[b]	Hourly Leq, dB	50[c,d]	40[c,d]

** Applies to noise-sensitive land uses only*

a. These standards will apply generally to noise sources that are not tonal, impulsive, or repetitive in nature. Typical noise sources in this category would include HVAC systems, cooling towers, fans, and blowers.

b. These standards apply to noises which are tonal in nature, impulsive, repetitive, or which consist primarily of speech or music (e.g., humming sounds, outdoor speaker systems). Typical noise sources in this category include: pile drivers, drive-through speaker boxes, punch presses, steam valves, and transformer stations. HVAC/pool equipment are exempt from these standards.

c. These noise levels do not apply to residential units established in conjunction with industrial or commercial uses (e.g., caretaker dwelling). HVAC/pool equipment are exempt from these standards

d. The City may impose noise level standards which are more or less restrictive based upon determination of existing low or high ambient noise levels.

The provision of human services to vulnerable populations supports community members in leading long, healthy, and fulfilling lives, and contributes to a more positive and satisfied community. Policies that support community services will help to sustain the City's current population and secure a promising future for children in Elk Grove.

Policies: Child, Youth. and Senior Servics

Policy CS-2-1: Continue to establish and support public and private partnerships to promote community events, services, and/or programs for children, youth, and seniors.

Policy CS-2-2: Promote continuing education and job training for residents.

GOALS AND POLICIES: NOISE (N)

GOAL N-1: SENSITIVE USES ARE PROTECTED FROM NOISE INTRUSION

Noise Sources and Land Use Compatebility

The preservation and enhancement of the acoustical environment relates directly to the quality of life that can be achieved in a community. By recognizing existing sources of noise pollution, taking reasonable steps to mitigate future impacts, and preventing additional sources of noise, the City seeks to achieve a pleasant environment and a comfortable and calming community.

Transportation Noise Sources

The most common source of noise in most rural and semirural environments is transportation-related. Transportation noise sources include automobiles, trucks, other vehicles, aircraft operations, and railroads. Traffic on the City's roadways is the most significant and pervasive source of noise in the City. Several key factors are associated with roadway or traffic noise, including traffic volumes, the speed of the traffic, the type or "mix" of vehicles using a particular roadway, and pavement conditions.

Trains are another source of transportation-related noise. The extent of the noise impact from a passenger and freight train pass-by event will depend on many factors, including the frequency of train operations, the number of railway cars, the type of engine, and the number of grade crossings that require warning bells or horns. In addition, train pass-by events may cause adjacent land uses to be affected by groundborne vibration. Table 8-3 identifies the maximum allowable noise exposure for sensitive land uses resulting from transportation noise sources.

It is anticipated that roadway improvement projects (such as widening of existing roadways) will be needed to accommodate buildout of the General Plan. Therefore, existing noise-sensitive uses may be exposed to increased noise levels due to increased

roadway capacity, higher travel speeds, and other factors. It may not be practical to reduce increased traffic noise levels consistent with those levels shown in Table 8-3.

Non-transportation Noise Sources

Non-transportation-related noise generators are commonly called "stationary" or "point" sources of noise. Industrial processing, mechanical equipment, pumping stations, and heating, ventilating, and air conditioning (HVAC) equipment are examples of stationary non-transportation-related noise sources in the City. Some non-transportation sources are not stationary but are typically assessed as point sources due to the limited area in which they operate, such as truck deliveries and agricultural field machinery. Noise generated by industrial and commercial operations, maintenance, manufacturing, truck traffic (loading docks), and warehouses can affect surrounding noise-sensitive land uses. Table 8-4 identifies noise level performance standards for non-transportation noise sources.

Some noise-generating activities, such as pile-driving as part of construction operations, may also result in excessive levels of groundborne vibration that may affect nearby land uses. Intermittent or temporary neighborhood noise from amplified music, public address systems, barking dogs, landscape maintenance, stand-by power generators, and construction activities are disturbing to residents but are difficult to attenuate and control.

However, noise sources associated with minor maintenance and operation of residential real property such as HVAC, pool equipment, and lawn maintenance equipment are exempt during reasonable daytime hours. Proper land use practices can minimize the proximate placement of conflicting uses. This chapter contains policies that promote methods other than sound walls in all cases and discourage their construction in existing neighborhoods. While the City discourages the use of sound walls because of the potential for unsightly streetscapes they may create, particularly if they are installed in front yard areas and redirect noise to other parts of the community, in some instances their benefits may outweigh their drawbacks, therefore making them the most viable solution to achieve the policies and standards of this General Plan.

NOISE CONTOURS AND IMPACT AREAS

Noise level contours are used as a guide for minimizing the exposure of community residents to noise. Noise contours represent lines of equal noise exposure, just as the lines on a weather map indicate equal temperature or atmospheric pressure. Contours provide a general visualization of sound levels and should not be considered absolute lines of demarcation. Noise contours for major transportation noise sources in the City were developed for future conditions resulting from development as allowed for in this plan. Future noise contours for roadways are presented on Figure 8-7.

Noise impacts can detract from residents' health and quality of life for noise-sensitive land uses, such as schools, residences, hotels/motels, and community facilities

including hospitals, convalescent homes, and day care facilities. Transportation sources, such as automobiles, trains, and airplanes, can produce noise that interferes with sleep and disrupts communication and relaxation. Railroad noise affects many residential areas in Elk Grove.

Policies: Noise sources and land Use Compatibility

Policy N-1-1: New development of the uses listed in Table 8-3 shall conform with the noise levels contained in the table. All indoor and outdoor areas shall be located, constructed, and/or shielded from noise sources in order to achieve compliance with the City's noise standards.

Policy N-1-2: Where noise mitigation measures are required to achieve the standards of Tables 8-3 and 8-4, the emphasis of such measures shall be placed upon site planning and project design. The use of noise barriers shall be considered a means of achieving the noise standards only after all other practical design-related noise mitigation measures, including the use of distance from noise sources, have been integrated into the project.

Policy N-1-3: Use the noise contour mapping identified in Figure 8-7 to inform land use decisions.

Policies: Sensitive Land Uses

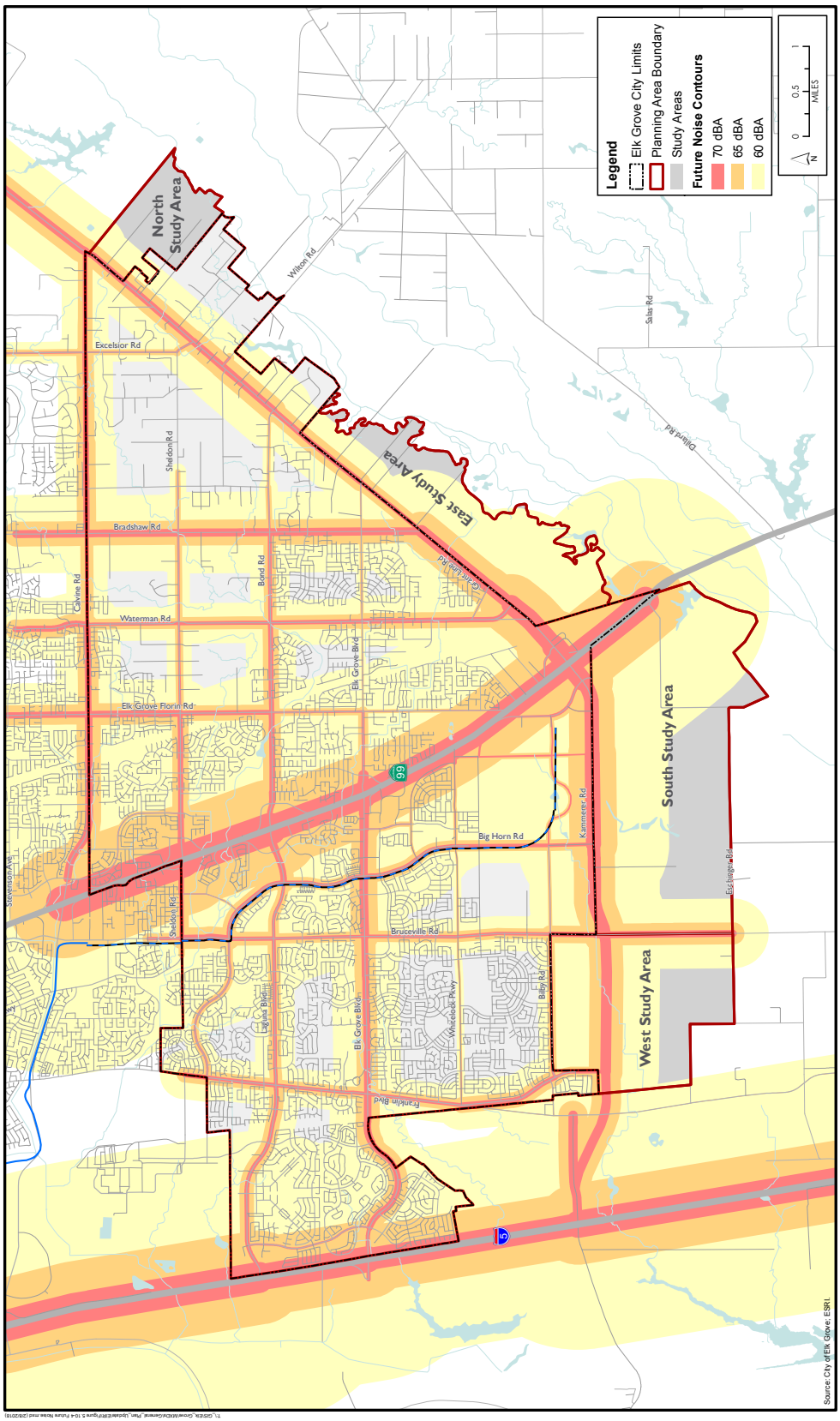
Policy N-1-4: Protect noise-sensitive land uses, identified in Table 8-3, from noise impacts.

Policy N-1-5: Where noise-sensitive land uses are proposed in areas exposed to existing or projected exterior noise levels exceeding the levels specified in Table 8-3 or the performance standards of Table 8-4, an acoustical analysis shall be required as part of the environmental review process so that noise mitigation may be included in the project design.

Policy N-1-6: Where proposed nonresidential land uses are likely to produce noise levels exceeding the performance standards of Table 8-4 at existing or planned noise-sensitive uses, an acoustical analysis shall be required as part of the environmental review process so that noise mitigation may be included in the project design.

Policy N-1-7: The standards outlined in Table 8-4 shall not apply to transportation- and City infrastructure-related

FIGURE 8-7
FUTURE NOISE CONTOURS



Noise levels after implementation of General Plan policies and prior to site-specific noise mitigation

construction activities as long as construction occurs between the hours of 7 a.m. and 7 p.m., Monday through Friday, and 8 a.m. and 5 p.m. on weekends and federally recognized holidays. Work may occur beyond these time frames for construction safety or because of existing congestion that makes completing the work during these time frames infeasible.

Policy N-1-8: For development projects that are subject to discretionary review, the City may require applicants to assess potential construction noise impacts on nearby sensitive uses and to minimize impacts on those uses.

Policy N-1-9: For projects involving the use of major vibration-generating equipment (e.g., pile drivers, vibratory rollers) that could generate groundborne vibration levels in excess of 0.2 in/sec ppv, the City may require a project-specific vibration impact assessment to analyze potential groundborne vibrational impacts and may require measures to reduce ground vibration levels.

Policy N-1-10: For new development involving noise-sensitive receptors that could be exposed to high levels of ground vibration levels generated by freight or transit rail, the City may require a project-specific vibration impact assessment to analyze potential groundborne vibrational impacts and may require measures to reduce ground vibrational levels.

GOAL N-2: COMMUNITY NOISE EXPOSURE IS MINIMIZED

The City is committed to implementing best management practices for all development and construction in Elk Grove to help reduce noise sources and exposure to noise. These strategies range from limiting construction hours to limiting commercial vehicle hours, particularly in areas where people live.

Policies: noise reduction Stratigies

Policy N-2-1: Noise created by new proposed non-transportation noise sources shall be mitigated so as not to exceed the noise level standards of Table 8-4 as measured immediately within the property line of lands designated for noise-sensitive uses.

Policy N-2-2: The following criteria shall be used as CEQA significance thresholds for transportation and

stationary noise sources:

- Where existing ambient noise levels are less than 60 dB Ldn at the outdoor activity areas of noise-sensitive uses, a +5 dB Ldn increase in noise levels shall be considered significant; and

- Where existing ambient noise levels range between 60 and 65 dB Ldn at the outdoor activity areas of noise-sensitive uses, a +3 dB Ldn increase in noise levels shall be considered significant; and

- Where existing ambient noise levels are greater than 65 dB Ldn at the outdoor activity areas of noise-sensitive uses, a +1.5 dB Ldn increase in noise levels shall be considered significant. Public roadway improvements to alleviate traffic congestion and safety hazards shall utilize FHWA noise standards to allow a reasonable dollar threshold per dwelling to be used in the evaluation and abatement of impacts.

- The standards outlined in Table 8-4 shall not apply to public projects to alleviate traffic **congestion and safety hazards.**

Policy N-2-3: Emphasize methods other than installation of sound walls in front yard areas to reduce noise to acceptable levels in residential areas that were originally constructed without sound walls.

Policy N-2-4: Where sound walls or noise barriers are constructed, strongly encourage and consider requiring a combination of berms and walls to reduce the apparent height of the wall and produce a more aesthetically appealing streetscape.

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CHAPTER 9: COMMUNITY AND AREA PLANS

OVERVIEW

In conjunction with the General Plan, the City maintains various community plans that address a particular sub-area or community within the overall Planning Area and refine the policies of the General Plan as they apply to these smaller geographic areas. A community plan must contain specific development policies adopted for the identified area and include measures to implement those policies, so that the policies which will apply to each parcel of land can be determined. See Chapter 10: Implementation Strategy for information on how community plans are adopted and amended.

This chapter includes the following community plans:

- Southeast Policy Area Community Plan
- Rural Area Community Plan
- Eastern Elk Grove Community Plan

Each of these plans can be updated or expanded upon, based on the needs of the community over time. Community plans for other areas may be created and maintained as resources allow.

Existing Development in East Elk Grove

SOUTHEAST POLICY AREA COMMUNITY PLAN

In July 2012, the City Council directed staff to initiate master planning (in the form of a strategic plan) for the Southeast Policy Area (SEPA). SEPA includes a high-level supportive infrastructure analysis (including traffic/transportation planning, drainage, water, and wastewater), community design guidelines and standards, and programmatic environmental review.

The SEPA Community Plan forms the overall policy basis for successive programs, regulations, and guidelines for development of the Plan Area. All subsequent actions and development approvals must be consistent with this Community Plan, as well as with the overall General Plan and subsequent regulations.

PLAN SETTING

SEPA is approximately 840 acres and is surrounded by several major existing and planned roadways. Kammerer Road is planned as a four to six-lane arterial in the General Plan and has further been identified as part of the route for the Capital SouthEast Connector, forming a link between Elk Grove, south Sacramento County, Rancho Cordova, Folsom, and El Dorado County. Light rail/ high-frequency transit service is planned to extend from Cosumnes River College, along Big Horn Boulevard, through SEPA.

It is also important to note the presence of Shed C drainage channel. This drainage channel takes stormwater from the Livable Employment area and the detention basin on the Sterling Meadows property (South Pointe Policy Area) and carries it to the Stone Lakes National Wildlife Refuge. The man-made Shed C drainage channel has historically served agricultural purposes. A preliminary analysis of the Shed C drainage channel was conducted as part of the City's Storm Drainage Master Plan. Additional analyses and improvement studies were necessary and contemplated in the Storm Drainage Master Plan.

GUIDING PRINCIPLES

In March 2013, the City Council identified a series of Guiding Principles for the SEPA. The Guiding Principles identify the overall objectives of the Community Plan and guide the formulation of the land use plan and the policies and standards in the Community Plan and accompanying documents. With the creation and adoption of the Livable Employment Area (which abuts and was created, in part, from SEPA), these Principles and policies have been comprehensively updated.

Vision Statement

The primary objective for SEPA is to provide a transition in density and intensity of development from the traditional suburban residential neighborhoods to the north (e.g., Laguna Ridge) to the Livable Employment Area to the south and east. SEPA will integrate with surrounding land uses through the incorporation of parks and open space, trails, and landscape buffers. A complete transportation network made up of roadways, sidewalks, trails, and transit (including future light rail and/or bus rapid transit) will allow for the safe and effective movement of people and goods within the

Plan Area and connect them with other parts of the City and the region. Development will be of quality design and materials that contribute to the sense of place and identity for the area.

Guiding Principles

The following principles outline an overarching development framework for the SEPA.

I. Urban Design/Public and Private Realm Design

Trail in Elk Grove

- Create a strong sense of identity, community, neighborhood, and development at a personal scale.
- Implement quality urban design elements throughout the Plan Area by incorporating locally and environmentally sensitive landscaping, site amenities (e.g., sidewalk furniture, pedestrian lighting, bike racks), and complementary architectural design.
- Locate land uses so that they are complementary to each other, thereby reducing the potential for interface conflicts.

II. Land Use

- Create a plan with a mix of land uses, including employment and residential opportunities supported by commercial and neighborhood-oriented uses and services such as parks, pedestrian and bike paths/trails, and recreational opportunities.
- Provide for varying and increasing intensity and density of land uses.
- Mixed Uses
    - Encourage mixed-use development (e.g., mixed-use buildings with retail uses on the ground floor and office or residential on upper floors) within a community core that includes a future transit station (e.g., light rail or bus-rapid transit) as part of a village center. Locate the community core along the Shed C Channel between Big Horn Boulevard and Lotz Parkway and make it easily accessible for a range of uses and services.
- Residential Uses
    - Provide a diverse range of housing densities and product types from low-density estate housing to higher-density multifamily residential opportunities.
    - Encourage multifamily residential uses to be located near transit

facilities and, where feasible, near commercial and employment uses.

- Public Services and Community-Oriented Uses

    - Locate educational facilities in the most effective locations for successful attendance, usefulness to the community, and utilization of existing and future public transit facilities.

    - Provide landscaped paseos and/or other off-street pedestrian and cycling amenities, increasing walkability and pedestrian connectivity throughout the Plan Area as well as into adjacent properties. Provide linkages in both east–west and north–south directions.

    - Create a plan that makes active and passive park facilities available at a level consistent with City and Cosumnes Community Services District (CCSD) policies.

III. Circulation

- Organize land uses and provide linkages to allow for a significant percentage of Plan Area employees, students, and residents to be located within close proximity of, and have easy access to, existing and future transit facilities.

- Provide the sufficient intensity of employment and residential opportunities to attract and maintain an appropriate level of public transit services.

- Create landscaped parkways and pedestrian and bicycle connections throughout the Plan Area to provide linkages between internal land uses and to surrounding areas.

- Design a circulation system that adequately supports the anticipated level of traffic in the Plan Area.

IV. Environmental Sensitivity

- Design the Plan Area in a manner which comprehensively addresses drainage and flood control for both on-site and off-site properties.

- Create a self-mitigating plan that, to the extent feasible, incorporates environmental mitigation measures into project design.

- Promote the efficient use of energy and resources.

Community Trail

V. Contextual Compatibility

- Develop a plan that recognizes the right of existing uses (both within the Plan Area and adjacent), including agricultural/rural residences, to continue and to minimize impacts upon these uses during the transition from rural to urban/suburban uses.

- Create a plan compatible with adjacent Plan Areas. Accommodate connectivity of roadways, pedestrian and bicycle access, and recreation facilities across Plan Area boundaries.

LAND USE PLAN

The General Plan's Land Use Diagram is one of the most important functions of the General Plan, as the map and policies will determine the City's future land uses and character. The land plan for the SEPA is equally critical. The SEPA Land Use Map (**Figure SEPA-1**) illustrates the planned uses for properties in the Community Plan area and is consistent with the land use categories described in Chapter 3: *Planning Framework*.

Trail in Residential Neighborhood

GOALS AND POLICIES: SOUTHEAST POLICY AREA COMMUNITY PLAN

The following goals and policies apply to the SEPA and are in addition to, and in support of, the Citywide policies and actions in the General Plan.

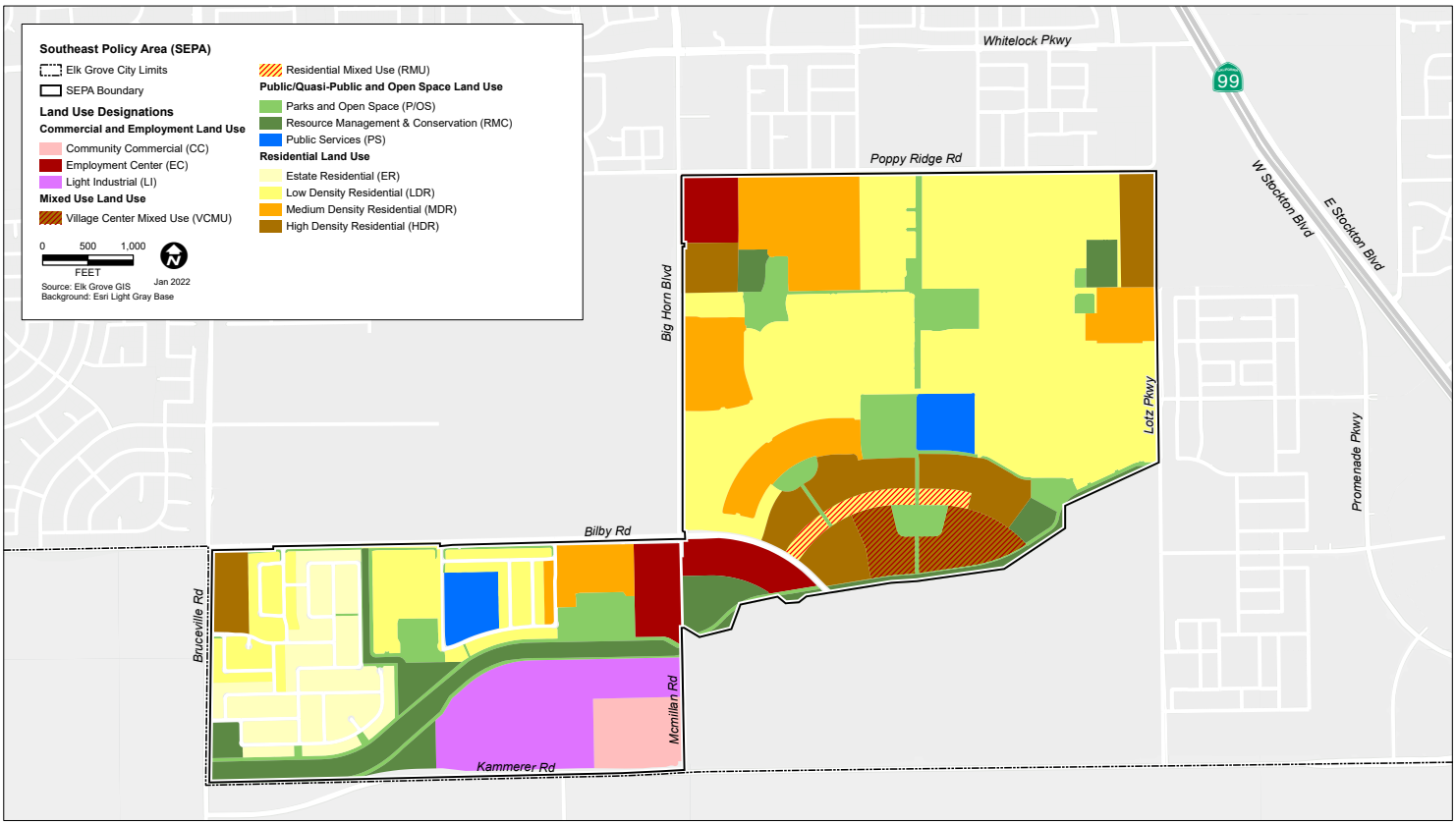
GOAL SEPA-1: AN EFFICIENT ROADWAY NETWORK

Policies: Circulation

Policy SEPA-1-1: Develop an efficient roadway network across the Plan Area. Major roadways shall continue the street network established by adjacent developments. Local roads should extend the established roadway pattern to the extent feasible.

Policy SEPA-1-2: Establish protocols for the timing and phasing of roadway improvements that reflect the level of development that is occurring.

FIGURE SEPA-1:
SOUTHEAST POLICY AREA LAND USE MAP



Standard SEPA-1-2.a: Backbone roads shall be constructed concurrent with projected development demands both on-site (within the Plan Area) and off-site (outside the Plan Area) to meet City standards

Standard SEPA-1-2.b: The City shall either establish a process for, or require applicants to provide, analysis to ensure adequate infrastructure is in place prior to the demands of the proposed development.

Standard SEPA-1-2.c: No tentative maps or building permits for projects not requiring tentative maps shall be approved within the Plan Area until such time as off-site infrastructure needs and thresholds have been identified.

Standard SEPA-1-2.d: All roadways, pedestrian facilities, and bike routes or bikeways shall be constructed in logical and complete segments, connecting from intersection to intersection, to provide safe and adequate access with each phase of development as conditioned with the approval of tentative maps.

Standard SEPA 1-2.e: Roadways shall consist of the full section from curb to curb, streetlights, sidewalks, and median landscaping, where applicable. Phased construction of sidewalks, temporary asphalt sidewalks, and other measures may be allowed at the discretion of the City. Roadside landscaping (and walls where required) shall be installed concurrent with adjacent development consistent with project phasing. The City may allow the design and construction of portions of arterial or thoroughfare roadways to be deferred where capacity associated with such portions is not immediately needed, provided such deferral is consistent with General Plan Standard MOB-7-1.a, as set forth in the General Plan and/or applicable environmental document(s). If the deferral involves improvements within or adjacent to a development and the improvements are not eligible under the Elk Grove Roadway Fee Program, the City will require the developer to make an in-lieu payment pursuant to Elk Grove Municipal Code Chapter 12.03 (Street Improvements) or establish and/or participate in a finance mechanism acceptable to the City to fund the differed improvements.

Standard SEPA-1-2.f: All development shall comply with the

requirements of the Landscape Planning Protocol Manual for SEPA to the satisfaction of the City.

Policy SEPA-1-3: Provide for the future extension of fixed-route transit service through the Plan Area via Big Horn Boulevard and Bilby Road.

Standard SEPA 1-3.a: Development shall dedicate (in fee title or through irrevocable offers of dedication) sufficient right-of-way along the planned alignment for track/dedicated right-of-way, electrical infrastructure (to the extent necessary), and station platforms. Standard

SEPA 1-3.b: A transit facility shall be constructed as part of the Village Center. The facility should include areas for boarding/off-loading, and, to the extent feasible, park-and-ride, drop-off zones, and transfers between public transportation modes (e.g., bus to light rail).

GOAL SEPA-2: THE CREATION OF AQUATIC AND UPLAND HABITAT

Policies: Conservation and Air Quality

Policy SEPA-2-1: Ensure that the reconstruction of the Shed C drainage channel provides area for both drainage of stormwater from the Plan Area and the restoration (to the extent they currently exist) and creation of aquatic and upland habitat in conformance with requirements of the environmental agencies.

Policy SEPA-3-2: Encourage and support the development of jobs-producing uses (e.g., office, industrial) within the Plan Area.

GOAL SEPA-3: A WIDE RANGE OF HOUSING TYPES

Policies: Housing

Policy SEPA-3-1: Support a wide range of housing types in the Plan Area. Residential developers are encouraged to be innovative and responsive to the changing lifestyles of future residents and trends toward transit, telecommuting, zero-emissions vehicles, and others.

Policy SEPA-3-2: Encourage the following housing types to incorporate affordable housing opportunities throughout the community: residential units placed above retail uses, live-work housing units, secondary dwelling units,

and a mix of duplex and fourplex units within single-family residential areas.

Policy SEPA-3-3: Encourage residential developers to provide upscale housing through lower densities and additional amenities. Upscale housing is intended to attract move-up homebuyers who wish to move to or remain in the Elk Grove area. Homes with custom-style features would help create a more diverse and interesting neighborhood. Custom-style features could include high-quality exterior building materials, larger lot sizes, and varied setbacks. Large lots would include those that are 6,500 square feet or larger. Other features included in upscale housing are architectural variations, quality landscaping, extra vehicle storage, homeowners associations, and other attractive marketing features.

GOAL SEPA-4: QUALITY DEVELOPMENT

Policies: Land Use

Policy SEPA-4-1: Ensure that development in the Plan Area is of quality architectural character and contributes to a positive image of the City.

Standard SEPA-4-1.a: All development shall comply with the requirements of the Architectural Style Guide for SEPA to the satisfaction of the City.

Standard SEPA-4-2.b: All development shall implement the public realm urban design features (e.g., project monumentation/ signage, lighting, benches) specified in the SEPA SPA and the Landscape Planning Prototype Manual that visually unify the Plan Area and help establish a sense of place.

Example of Residential Development

Policy SEPA-4-3: Make certain that the heart of SEPA consists of a community Village Center that includes a mix of uses (commercial, office, residential) and civic spaces and serves as the focal point of the Plan Area.

Policy SEPA-4-6: Ensure that retail uses located in the Village Center Mixed Use designation are complementary to adjoining plan areas.

GOAL SEPA-5: ACCEPTABLE NOISE LEVELS

Policies: Noise

Policy SEPA-5-1: Except as provided herein, require that all development in the SEPA complies with the City's noise standards and policies as outlined in the General Plan and the Municipal Code.

GOAL SEPA-6: A CONNECTED PARKS, TRAILS, AND OPEN SPACE NETWORK

Policies: Parks, Trails, and Open Space

Policy SEPA-6-1: Develop an off-street trail network that connects employment and residential areas with parks, school, mixed-use, and commercial-service areas.

Standard SEPA-6-1.a: Backbone trail facilities shall be constructed concurrently with backbone infrastructure (e.g., roadway) facilities.

Standard SEPA-6-1.b: To the extent feasible, trails that cross major roadway (arterial or major collectors) shall be grade-separated. The City encourages the trail to be placed under roads and to be constructed as part of the roadway system. Specifically, the trails along Shed C shall be grade separated where they cross Big Horn Boulevard and Bilby Road.

Policy SEPA-6-2: Require that parks are provided in the SEPA at a minimum of 5 acres of park land per 1,000 residents.

Policy SEPA-6-3: Ensure that parks are developed as an integral part of the community.

Standard SEPA-6-3.a: Parks shall be located in the areas shown on the land use plan. Precise configuration of park sites shall be determined at the time of Tentative Subdivision Map approval for each residential project.

Standard SEPA-6-3.b: Parks and open space areas shall be linked by a public pedestrian and bicycle circulation system.

Standard SEPA-6-3.c: To the extent feasible, parks shall, at a minimum, shall be bordered on two sides by streets in order to facilitate public access and surveillance,

and on three sides when feasible. The remaining one or two sides may be bordered by other land uses such as schools, open spaces, or residential uses.

Standard SEPA-6-3.d: Parks shall be designed, and features within them oriented, to minimize noise and visual impacts on adjoining development.

Standard SEPA-6-3.e: Where parks are adjacent to drainage corridors or parkways, require the park to include pedestrian connections to these facilities.

Standard SEPA-6-3.f: Ensure that parks adjacent to drainage corridors or parkways include appropriate fencing or plant buffering to separate active recreation areas in the park from the drainage corridor.

Standard SEPA-6-3.g: Require that all parklands, paseos, and other open space be dedicated to the City, as well as all drainage and publicly maintained roadside landscape corridors.

Standard SEPA-6-3.h: Continue to implement provisions in the SEPA SPA regarding joint-use park and drainage facilities on a case-by-case basis. Ultimate designs for these facilities, if approved, shall balance active park land needs with drainage facility design requirements.

GOAL SEPA-7: AN AREA-WIDE INFRASTRUCTURE SYSTEM

Policies: Public Facilities and Finance

Drainage

Policy SEPA-7-1: Establish an area-wide drainage infrastructure system, consistent with the Citywide Storm Drainage Master Plan, which reflects natural ecological and hydrological systems.

Standard SEPA-7-1.a: New development shall implement the Drainage Master Plan.

Policy SEPA-7-2: Establish a drainage system pursuant to the needs of the adopted land plan in the Community Plan. Review and approve all phased drainage facilities prior to implementation. Phased facilities shall be reviewed to ensure consistency with the concepts in the Drainage Master Plan and successful implementation of the ultimate facilities identified in the plan.

Policy SEPA-7-3: Ensure that adequate drainage facilities are in place and operational concurrent with each new increment of development.

Off-street Trails

Infrastructure Financing

Policy SEPA-7-4: Support financing opportunities for public infrastructure across the Plan Area.

Policy SEPA-7-5: Ensure the long-term financing of public infrastructure. Prior to approval of a Final Map, or issuance of building permits for projects that do not require a tentative map, require the subject property to be included in a finance district that provides ongoing maintenance funding for the following:

- Public parkways;
- Parks and open space;
- Landscape corridors;
- Trails;
- Landscaped medians;
- Environmental preserves;
- Sound walls and other barrier and property fencing;
- Entryway monuments; and
- A fair share contribution to the community center.

Valuing Public and Quasi-Public Lands

Policy SEPA-7-6: Land necessary for the development of public infrastructure and facilities that serve the SEPA Community Plan and which are included in a development impact fee program or public facilities financing plan shall be compensated at fair market value based upon an appraisal.

Water and Sewer Infrastructure

Policy SEPA-7-7: Support the efficient and timely development of water and sewer infrastructure in the Plan Area.

GOAL SEPA-8 SUSTAINABLE DESIGN

Policies: Sustainability

Policy SEPA-8-1: Require development in the Plan Area to provide opportunities for implementation of sustainable design principles. Design opportunities include, but are not limited to, the following:

Designated Areas for Channels and Detention Basins in Elk Grove

- Orienting homes and buildings in an east–west alignment for southern exposure to take advantage of passive or natural heating or cooling.
- Incorporating photovoltaic and other renewable energy systems into building and site design.
- Incorporating low-impact development features, such as bioswales and permeable materials for paved areas.
- Utilizing a roadway network with a clear, logical hierarchy that is organized on a modified grid. Connectivity to adjacent areas, including potential future development, is encouraged.
- Features that reduce the Urban Heat Island effect, including cool roofs, walls and pavement, locally appropriate green roofs and walls, and shading.

RURAL AREA COMMUNITY PLAN

Since incorporation, the City has established and affirmed a policy to retain the built and natural character of the Rural Area and provide limited, rural-oriented infrastructure to support it. The Rural Area has enjoyed a certain level of self-determination and has been identified by the community as an area with unique characteristics. Protecting rural character is viewed as a local priority.

Several targeted planning and outreach efforts have occurred in the Rural Area since 2006, primarily focused on circulation issues. Based on this work, it was determined that customized policies are necessary to ensure development reflects the existing character. The Rural Area Community Plan contains policies that provide specific guidance for preserving the unique character of the area and its contribution to the community.

PLAN SETTING

The Rural Area Community Plan encompasses approximately 5,265 acres, as illustrated on **Figure RA-1**. The area is typified by agricultural and rural residential areas with a select number of commercial uses focused around the Sheldon town area that surrounds the intersection of Grant Line Road and Wilton Road. Large agricultural fields, rural residential development, and natural landscapes contribute to the visual character of the Rural Area.

The Rural Area as a matter of policy lacks the infrastructure typically found in an urban or suburban community, such as sidewalks, curbs and gutters, and widened improved roads. The area is not part of the public sewer system; rather, parcels use individual or small combined septic systems. Residents and businesses also maintain their own wells for water. Another defining feature of the Rural Area is dedication to its agricultural roots, as small farms and livestock are both allowed and encouraged throughout the area.

It is important to note that Grant Line Road bisects the eastern portion of the Rural Area and is identified as part of the route for the Capital SouthEast Connector, linking Elk Grove, south Sacramento County, Rancho Cordova, Folsom, and El Dorado County.

Rural Mobility Context

The State of California passed the Complete Streets Act in 2008 (Assembly Bill 1358, Government Code Section 65302(b)(2)), requiring cities and counties to include complete streets policies when making significant revisions to the circulation element of their general plan. The act acknowledges that the specifics of such policies should accommodate local context and priorities; therefore, the act does not contain a rigid regulatory format. Rather, it establishes a mandate to plan for a multimodal transportation system "that meets the needs of all users … in a manner that is suitable

to the rural, suburban, or urban context," allowing flexibility and local control of policymaking and design.

A complete street in a rural area is different from one in an urban area, and different issues need to be addressed. In addition, community members, stakeholders, and policymakers have varying interests that guide complete streets policies and implementation. A variety of infrastructure features are available to create complete streets and improve multimodal access in these rural areas; some examples include wide shoulders to allow for safer walking and bicycling, and connections to regional trails and public transportation. Together these features create a "toolbox" of options, and each tool can be evaluated individually and used appropriately for each location.

Rural Elk Grove

Rural Road Improvement Policy and Standards

In 2007, Elk Grove established the Rural Road Improvement Policy and accompanying Rural Road Standards to better evaluate and act on roadway improvements specific to the Rural Area. The Rural Road Improvement Policy calls for phasing road improvements incrementally to maintain the character of the City's rural residential areas. This policy works in conjunction with the Rural Road Standards, which establish unique road improvement design standards that are rural (rather than urban) in character. The policy and the standards together ensure that the rural character is maintained and also require that public workshops be held to gather input on any proposed road improvements, prior to any changes to the policy, standards, or actions in the area.

GUIDING PRINCIPLES

The Rural Area represents Elk Grove's proud heritage and agricultural roots. It is the primary agricultural area in the City with rural residential, agricultural, open space, and supporting commercial uses. As new development occurs, preserving and enhancing this rural lifestyle and heritage is a priority for the community.

The following Guiding Principles identify the overall objectives of the Community Plan and guide the formulation of the land use plan and the policies and standards in the plan.

Preservation of the rural lifestyle and heritage

- Support the rural area as a key feature of the City's identity.
- Maintain agricultural and related uses, such as horticulture, animal husbandry, and the keeping of large animals.
- Promote conservation and restoration of native flora and fauna and of both surface and ground water resources.
- Create and foster agriculture and conservation-related community activities and educational events.

- Continue to prohibit urban sewer services.
- Continue to prohibit urban sewer services.
- Identify service needs in the rural area that reflect rural values.
- Develop design standards that retain the visual character of the area but provide for needed services.

Agricultural production and compatibility

- Establish protections for active agriculture uses.
- Develop protections for existing farmland at risk of conversion.
- Update land use regulations to identify and support agricultural activities.
- Protect groundwater recharge and groundwater quality when considering new development projects.

Rural circulation standards and design limitations

- Provide for mobility that is safe, efficient, and reflective of the existing rural character.

Example of Rural Area Road Improvements

LAND USE PLAN

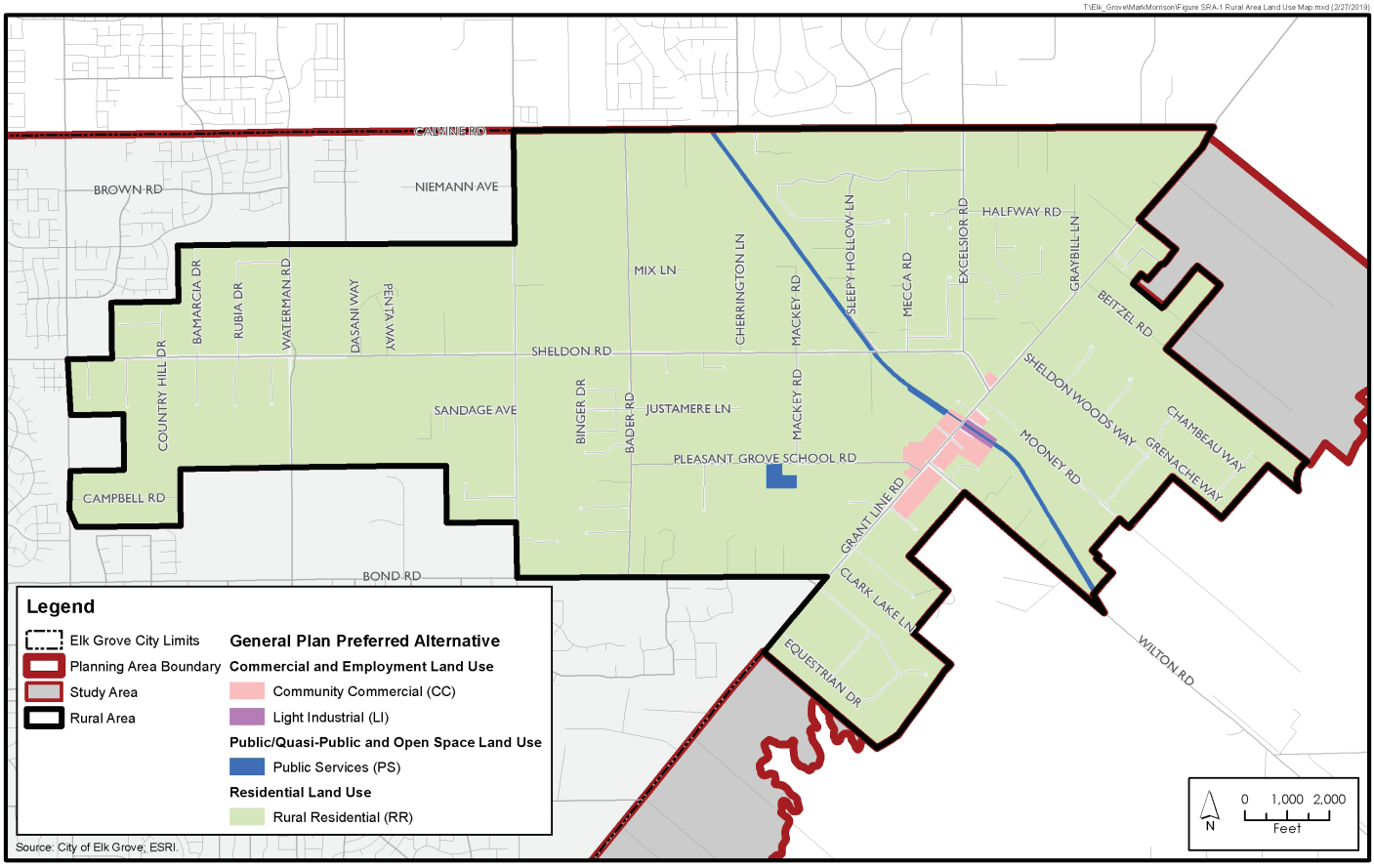
The Rural Area Land Use Plan map, as shown in **Figure RA-1**, is based on the land use categories described in Chapter 3: *Planning Framework* for areas within the City limits and Chapter 4: *Urban and Rural Development* for the North Study Area.

GOALS AND POLICIES: RURAL AREA

GOAL RA-1: AN ESTABLISHED RURAL COMMUNITY

The Rural Area reflects Elk Grove's rural and agricultural heritage and culture and contributes to the diversity of the community and its values by offering residents a rural lifestyle characterized by farm-style homes on lots generally 2 acres and larger with open space or farmland nearby. The City desires to conserve the heritage and culture of the rural lifestyle for future generations as a way of celebrating community history and providing diversity of housing stock. This occurs through the preservation of this area through planning and limiting the potential for conversion to more intensive uses and densities.

FIGURE RA-1:
RURAL AREA LAND USE MAP



Policies: Land Use

Policy RA-1-1: Ensure that new residential lots are no less than 2 gross acres in size.

Policy RA-1-2: Retain the built and natural character of the Rural Area through the following:

- Establish and retain rural area land use designations on the General Plan Land Use Map that specifically preclude urban levels of development.
- Develop and maintain standards for development and infrastructure in the Rural Area context.
- As expansion occurs, require that new development in the North Study Area is compatible with the character of the Rural Area with lots a minimum of two gross acres.

Example of the Rural Area

Policy RA-1-3: Consider both positive and negative effects on the Sheldon/Rural Area when making Citywide land use and economic development decisions.

Policy RA-1-4: Identify improvements and service needs in the Rural Area that support and enhance the rural lifestyle.

Policy RA-1-5: Support the establishment or continuation of land uses unique to the Rural Area, including horticulture, keeping of large animals, and other uses that support ongoing agricultural and conservation activities.

Example of the Rural Area

Policy RA-1-6: Celebrate Elk Grove's farming and ranching heritage and include it as part of the City's overall economic strategy.

Policy RA-1-7: Promote community engagement with agriculture activities in the Rural Area and the broader community. Promotional activities may include farmers markets, community gardens, harvest events, farm-to-fork dining events, or educational events.

Rural Elements

GOAL RA-2: CONTEXT-SENSITIVE SERVICES

The Rural Area lacks the infrastructure typically found in an urban or suburban community, such as connection to a sewer system; rather, parcels utilize septic systems. Most residents also maintain their own water wells. This lack of urban infrastructure is consistent with the character of the community, and continuing this approach for services is a key component to preservation of the Rural Area's unique setting in the larger community.

Policies: Sewer Service

Policy RA-2-1: Prohibit the extension of sewer service into the Rural Area. Lots in the Rural Area shall be large enough to accommodate septic systems. This policy shall not be construed to limit the ability of any sewer agency to construct interceptor lines through or adjacent to the Rural Area (provided that no trunk or service lines are included) in order to serve other areas of the City or region.

Policy RA-2-2: The City shall not require the installation of dry sewers as a condition of approval of development.

Policy RA-2-3: The City shall not require residential development on lots less than 2 gross acres which existed as legal lots as of November 19, 2003, to connect to public sewer service.

Policies: Water Service

Policy RA-2-4: Limit the extension of water service into the Rural Area. Lot sizes shall be large enough to accommodate private water wells. This policy shall not be construed to limit the ability of any water agency to construct transmission lines through or adjacent to the Rural Area in order to serve other areas of the City.

Policy RA-2-5: Lots shall be at least two gross acres to accommodate both private water wells and septic systems in order to minimize the potential for groundwater contamination.

GOAL RA-3: CONTEXT-SENSITIVE MOBILITY

Recognizing that a complete street in a rural area is different from a complete street in a more urban setting, the following policies encourage design flexibility to ensure that the rural context in the Sheldon/Rural Area remains intact when improvements to the street network are being planned and implemented.

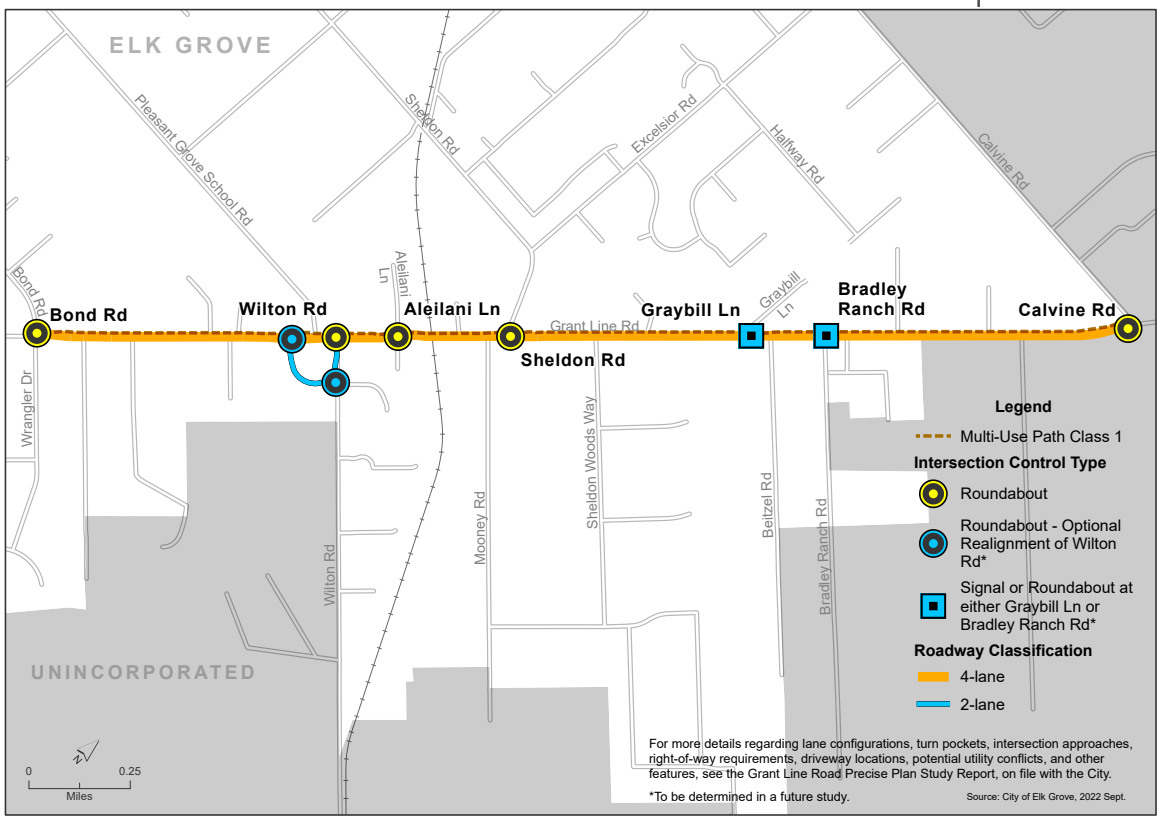
Policies: Mobility Improvements

Policy RA-3-1: Make context-sensitive design improvements to roadways in the Rural Area, when warranted, consistent with the Rural Road Improvement Policy and consistent with the intent of the Complete Streets Act.

Policy RA-3-2: In planning and implementing street projects, allow flexibility in design to maintain sensitivity to local conditions and a local sense of place, including preservation of mature native trees.

Policy RA-3-3: Support improvements necessary to ensure safe, efficient, and improved access for mobility in the Rural Area consistent with the Rural Road Improvement Policy.

FIGURE RA-2: GRANT LINE ROAD PRECISE PLAN



Policy RA-3-4: Improvements to Grant Line Road shall implement the Grant Line Road Precise Plan, as illustrated in Figure RA-2, which implements regional planning activities and projects, including the Capital SouthEast Connector. These improvements support the local context including driveway accessibility, needs of larger vehicles and agricultural trailers, and the regional intent of the roadway.

GOAL RA-4: RURAL NEIGHBORHOOD CENTER

The Sheldon town area offers residents access to goods and services near home. The City will continue to preserve and encourage the development of commercial uses that are compatible with the rural character. The City should safeguard the area's economic vitality to ensure residents continue to have access to local goods and services reflective of community needs.

Policies: Commercial Uses

Policy RA-4-1: Improve, develop, and reuse Community Commercial areas in a manner compatible in design and scale with the existing character of the Sheldon town area, consistent with the Old Town Sheldon Supplemental Design Guidelines and the Rural Commercial Combining Zone (RUC).

Policy RA-4-2: Encourage commercial uses that support the rural and agricultural lifestyle and serve the needs of the Rural Area.

EASTERN ELK GROVE COMMUNITY PLAN

The Eastern Elk Grove (EEG) Community Plan incorporates the prior East Elk Grove Specific Plan area (between Waterman Road, Bond Road, Bradshaw Road, and Grant Line Road) and the Elk Grove Triangle (Bradshaw Road, Bond Road, and Grant Line Road). These areas have been combined into one community plan to illustrate and manage the transition from urban Elk Grove to the west, Rural Area to the north, and the future development areas and the Cosumnes River corridor to the southeast.

PLAN SETTING AND ORGANIZATION

The EEG Community Plan consists of approximately 2,165 acres located in the eastern portion of the Planning Area, as illustrated on **Figure EEG-1**. The EEG Community Plan is made up of two distinct sub-areas as follows:

- The East Elk Grove Sub-Area: This supersedes the East Elk Grove Specific Plan adopted by the County of Sacramento in 1996. This sub-area is created to retain the development capacity limitations that were provided in the East Elk Grove Specific Plan and incorporate other policies relevant to the sub-area.

- Triangle Sub-Area: The Triangle neighborhood recognizes the historic rural character of the area by incorporating a variety of Estate and Low Density Residential densities and neighborhood-serving commercial uses.

Clarke Farms in Eastern Elk Grove

GUIDING PRINCIPLES

The following Guiding Principles identify the overall objectives of the Community Plan and guide the formulation of the land use plan and the policies and standards in the Community Plan.

- Provide a diverse set of housing types that address demographic trends and market needs.

- Transition residential lot sizes between the western portion of the Plan Area and the Rural Area to the north and east.
- Provide adequate public facilities (e.g., parks, schools).
- Promote a pattern of land uses and streets that support walking, bicycling, and transit, within the context of the planned density and intensity of development, as well as convenient automobile use.
- Create an integrated open space and recreation network.
- Offer convenient shopping opportunities for residents and employees.
- Provide employment opportunities within the Plan Area, specifically along the western edge.
- Encourage flexibility in the design of drainage corridors in the area to permit recreational uses and create attractive open spaces.

LAND USE PLAN

The EEG Community Land Use Plan map, as shown in **Figure EEG-1**, is based on the land use categories described in Chapter 3: *Planning Framework*. The Estate Residential designation as it occurs within the Triangle sub-area has been further divided into the following minimum lot sizes:

- Estate Residential (ER-1) with a 1-gross acre minimum lot size
- Estate Residential (ER-1/4) with a 1/4-gross acre minimum lot size
- Low Density Residential (LDR) with a maximum density of 5 units per gross acre

Land uses within the EEG Community Plan are implemented through the City's Zoning Code. A SPA implements the Triangle sub-area of the EEG Community Plan and an overlay zoning district implements the prior East Elk Grove Specific Plan sub-area. Each zoning mechanism provides further guidance on development of land uses in each sub-area, including allowed uses, density and intensity, and development standards.

GOALS AND POLICIES: EASTERN ELK GROVE

GOAL EEG-1: DEFINED RESIDENTIAL COMMUNITIES

The EEG Community Plan comprises two residential communities: the East Elk Grove sub-area and the Triangle sub-area. East Elk Grove is governed by a set of residential unit caps, while the Triangle is governed by minimum residential lot sizes that can be used to establish a maximum development level.

The East Elk Grove sub-area has a total maximum buildout of 4,378 dwelling units with unit allocations designated to individual properties, as established under the East Elk Grove Specific Plan. The City tracks residential development in this sub-area and maintains records to ensure compliance with the maximum allowable dwelling units for each designated property. Individual property accounting will continue to be tracked by the City. **Table EEG-1** summarizes the status of total dwelling units approved against the maximum allowable dwelling units in the East Elk Grove sub-area as of the date of adoption of this Community Plan. The anticipated dwelling unit capacity for the Triangle sub-area is also included.

TABLE EEG-1:
EASTERN ELK GROVE DEVELOPMENT CAPACITY

Plan Sub-Area	Existing Residential Development (2018)	Future Residential Development	Total Residential Development
East Elk Grove	3,747	669	4,416
Triangle[1]	297	769	1,066
Total	4,044	1,438	5,482

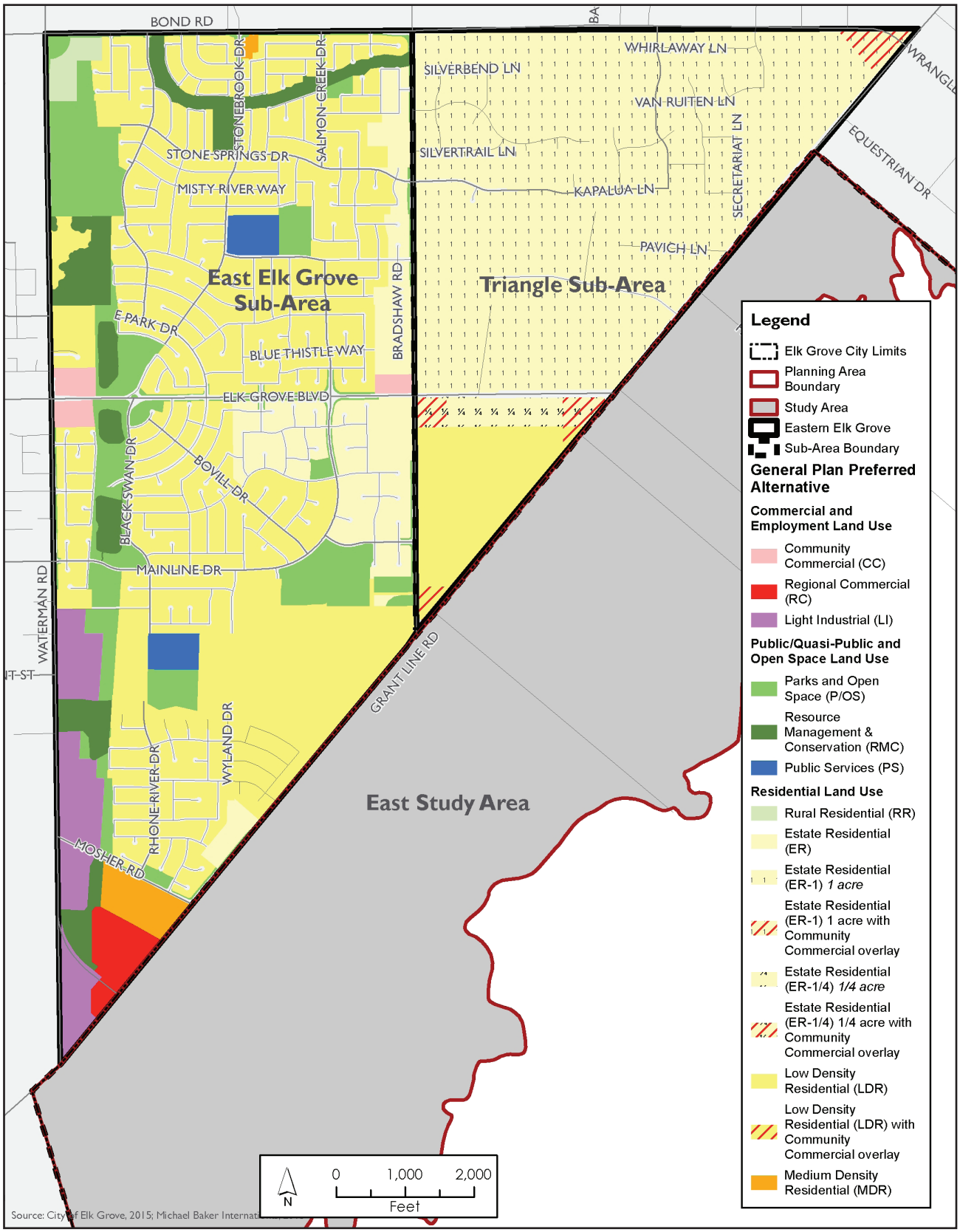
[1] *Based on average buildout of residential properties. Does not represent a maximum allowable residential dwelling unit capacity.*

Policies: Community Plan Land Use and Character

Policy EEG-1-1: **(East Elk Grove Sub-Area):** Development within the East Elk Grove sub-area shall conform to the development capacity limits provided in Table EEG-1 and the land use map provided in Figure EEG-1. Uses shall generally transition from commercial and industrial development along Waterman Road (west of the powerline corridor) to suburban residential development in the central area, to larger residential lots along Bradshaw Road. Residential development shall be designed with more suburban development patterns and characteristics, including curbs and gutters, sound walls along arterial roadways, sidewalks, and street lights.

Policy EEG-1-2 **(Triangle Sub-Area):** Development within the Triangle sub-area shall transition from Low Density and Estate Residential developments in the south and southwest to larger lots in the north and northeast. This area shall recognize the historic rural character of the area and incorporate more rural characteristics, including roadside ditches for drainage, sidewalks generally constrained to one side of the street, street lighting limited to intersections, and other, similar, improvements that reflect a more rural character.

FIGURE EEG-1:
EASTERN ELK GROVE LAND USE MAP



GOAL EEG-2: ENHANCED STREAM CORRIDORS AND WETLANDS

The EEG Community Plan is crossed by two major stream corridors, as shown in **Figure EEG-2**. The northerly corridor is an unnamed tributary to Laguna Creek; the southerly branching corridor is the upstream reach of Elk Grove Creek. Both corridors are to be reconstructed as natural-appearing riparian channels to improve local drainage and flood control. Reconstructed channels are often necessary in the vicinity of Elk Grove, since some stream corridors have been modified over time by farming activities. Reconstruction of these channels can return more natural elements to these corridors. The cost of stream channel reconstruction work that is performed in conjunction with land development projects is to be borne by the developer.

Meandering stream channels are preferred from an environmental standpoint because this pattern provides for the slowing of water flows and reduces the sediment carried through the water, which in turn improves water quality. The reconstructed meandering channels also create an important visual open space, and functionally establish a habitat link to the various outlying detention ponds and to the power transmission corridor. The wide channel section contains a meandering low-flow channel or multithreaded channel to create random islands of vegetation and ponds along the bottom. Just above the low-flow channel, terraced areas provide habitat zones for wetland flora and fauna. Planted side slopes and riparian areas beyond the banks act as an ancillary habitat zone and also serve as a protection buffer for created wetlands.

Reconstructed creek corridors offer opportunities for wetland mitigation, compensation, and enhancement measures, with riparian edges acting as buffers to surrounding development. The powerline easements are 10-foot-wide paved trails with 2-foot-wide decomposed granite shoulders, visible and accessible from adjacent parks and from multiple points along the local street network. Within stream corridors, the trail will be located at the top of the bank, serving as a dual-purpose channel maintenance access road. Within the transmission corridor, the trail will meander to complement the adjacent roadway and lotting edge design. An important aspect of the transmission corridor trail route is the potential for a north–south trail intertie between two other planned off-site regional trails, namely the Laguna Creek trail and the Cosumnes River trail.

Portions of the on-site open space greenway network may also accommodate a separated equestrian trail (a dual trail design avoids potential user conflicts). Within the Elk Grove Creek stream corridor, a 5foot unpaved equestrian trail may be placed on the opposite bank from the pedestrian/bicycle trail. A separate equestrian trail may also be developed within the power transmission corridor, away from activity areas. Like the pedestrian/bicycle trail, an equestrian trail within the transmission corridor potentially forms an intertie between similar planned facilities for the Laguna Creek and Cosumnes River corridors.

Policies: Stream Corridor Recreation

Policy EEG-2-1: Preserve areas around stream and creek corridors to provide for riparian habitat, open space buffers

between developments and recreational use. Facilitate development of habitat supporting recreational trails as appropriate recreational use.

GOAL EEG-3: A COMPLETE CIRCULATION SYSTEM

Policies: Circulation

Policy EEG-3-1: New roadways shall provide for connections to other properties and ensure that a logical, efficient roadway system is constructed.

Policy EEG-3-2: Encourage project proponents to work with the community and City staff to identify alternative forms of traffic control (such as roundabouts) on minor roadways within the Community Plan area.

Policy EEG-3-3: Include a network of interconnected bicycle and pedestrian facilities within the Community Plan area.

GOAL EEG-4: ADEQUATE PUBLIC SERVICES AND PROTECTION

The existing and planned facilities identified in the Community Plan are to be provided to serve the Plan Area and surrounding properties with an adequate level of parks, recreation, and fire protection.

Policies: Public Services

Policy EEG-4-1: Cooperate with the CCSD to ensure the provision of fire protection services and facilities within the Community Plan area, including the development of a fire station on Bradshaw Road, are at a level sufficient to address public health and safety needs.

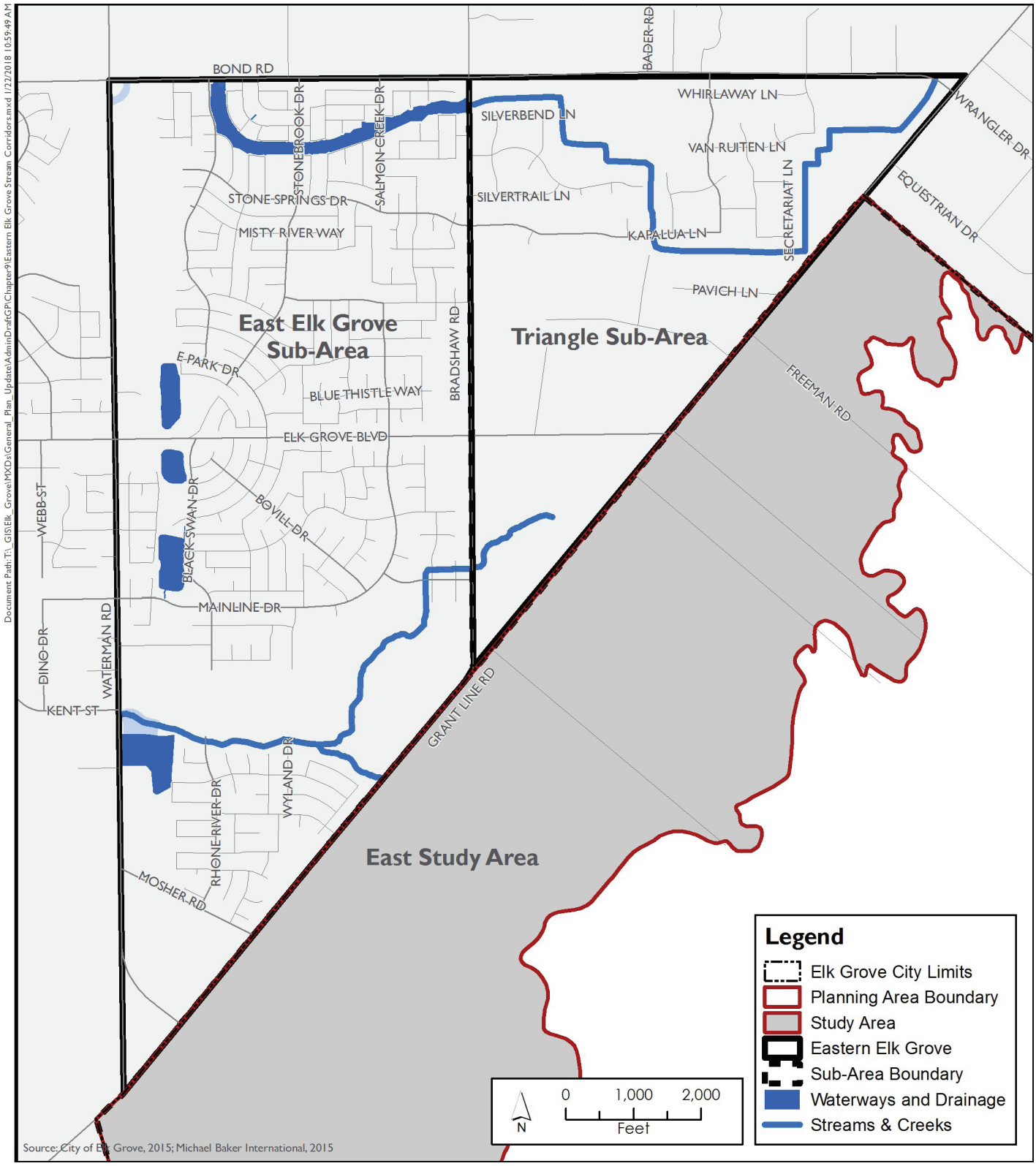
Policy EEG-4-2: Provide park facilities and locations in conformance with the CCSD's Master Plan.

Policy EEG-4-3: Locate park facilities throughout the Community Plan area to maximize resident accessibility by active transportation modes.

Policy EEG-4-4: Encourage the incorporation of connections to and/or through parks throughout the bicycle, pedestrian, and trail network.

Policy EEG-4-5: Provide the number, type, design, and location of school facilities consistent with the Elk Grove Unified School District's Master Plan.

FIGURE EEG-2:
MAJOR STREAM CORRIDORS AND DRAINAGE FEATURES



THE LIVABLE EMPLOYMENT AREA COMMUNITY PLAN

In 2019, the City Council directed staff to study how to leverage the value of a planned new thoroughfare, Kammerer Road, beyond its ability to carry vehicle traffic, but to lay the foundation for economic development in the form of a 21st century employment center. The charge was to connect transportation with land-use planning and design in recognition that the most economically, socially, and environmentally successful communities, are walkable and contain a mix of uses. There is a reason that the regions of the country leading the world in venture capital funding are walkable urban places. In the old, auto-dominated model, one drives from one business park to the next. However, in livable employment centers, everything is happening within a 1-mile radius. Technology investors have argued that it's about running into people and building relationships, because people want to work with and invest in people they know and trust.

The Kammerer Road and Promenade Parkway corridors provide an opportunity to develop a walkable, urban area for Elk Grove. Roadway facilities can be reimagined as more than traditional arterials and collectors, to a more finely grained network providing a higher density of intersections which is more typical of high-value, walkable urban communities. The reconstruction of Kammerer Road as urban avenue provides an opportunity for the City to advance these initiatives by targeting them toward the type of employment centers that will appeal to companies and employees participating in the knowledge economy of 21st century.

PLAN SETTING AND RELATIONSHIP TO OTHER PARTS OF THIS GENERAL PLAN

The Livable Employment Area encompasses approximately 1,150 Acres. It includes some areas that were previously part of the Southeast Policy Area (SEPA), as well as areas that were previously part of the South Pointe Land Use Policy Area and the Lent Ranch Marketplace Policy Area. It also overlays a portion of the South Study Area; as this area develops, future land plans will incorporate the planned land uses and circulation system.

The land plan, as shown in Figure LEA-1, is developed using the urban planning concept of the Transect. The Transect defines a series of zones that transition from sparse rural farmhouses to the dense urban core (Figure LEA-2). Each zone is fractal in that it contains a similar transition from the edge to the center of the neighborhood. For the Livable Employment Area, Transects T-3, T-4, and T-5 have been selected. An additional T-3R has been created, which leverages the density and street structure of the T-3 but focuses the uses on more residential activities. The basic uses and densities/intensities for these Transects are described in Chapter 3 (Planning Framework) and will be implemented in a new Special Planning Area document, adopted as part of the City's Municipal Code.

Utilizing the Transect, the land plan is organized around four centers. Each center is defined with higher densities/intensities of uses (typically T-4 and T-5), with the areas between centers having relatively lower intensities (T-3 and T-3R). The character

of each center is defined by both the assemblage of diverse and dense land use and the features of the public realm, including plazas, parks, and other gathering spaces and access to public transit (typically light rail/high-frequency transit or, in some instances, traditional or other bus service). The location of the centers is shown in Figure LEA-3.

GUIDING PRINCIPALS

Vision Statement

The primary objective for the Livable Employment Area is to create a physical environment that supports the growth of 21st century employment opportunities. The epicenters of advanced research and application of the sciences and technologies that will survive through the 21st Century and beyond must be set in a walkable, exciting, vibrant community with great quality-of-life amenities that will attract and retain the best and the brightest in their respective disciplines.

To that end the Livable Employment Area will be a place where:

- Venture capitalists, technology entrepreneurs and creative engineers and designers can mix and network.
- Inventors and entrepreneurs can walk or bike to work, or lunch, and enjoy the cultural amenities of the immediate neighborhood, the City, or the region.
- Artists, architects and other designers mix with one another as well as technology

FIGURE LEA-1: LOCATION AND LAND PLAN FOR THE LIVABLE EMPLOYMENT AREA COMMUNITY PLAN

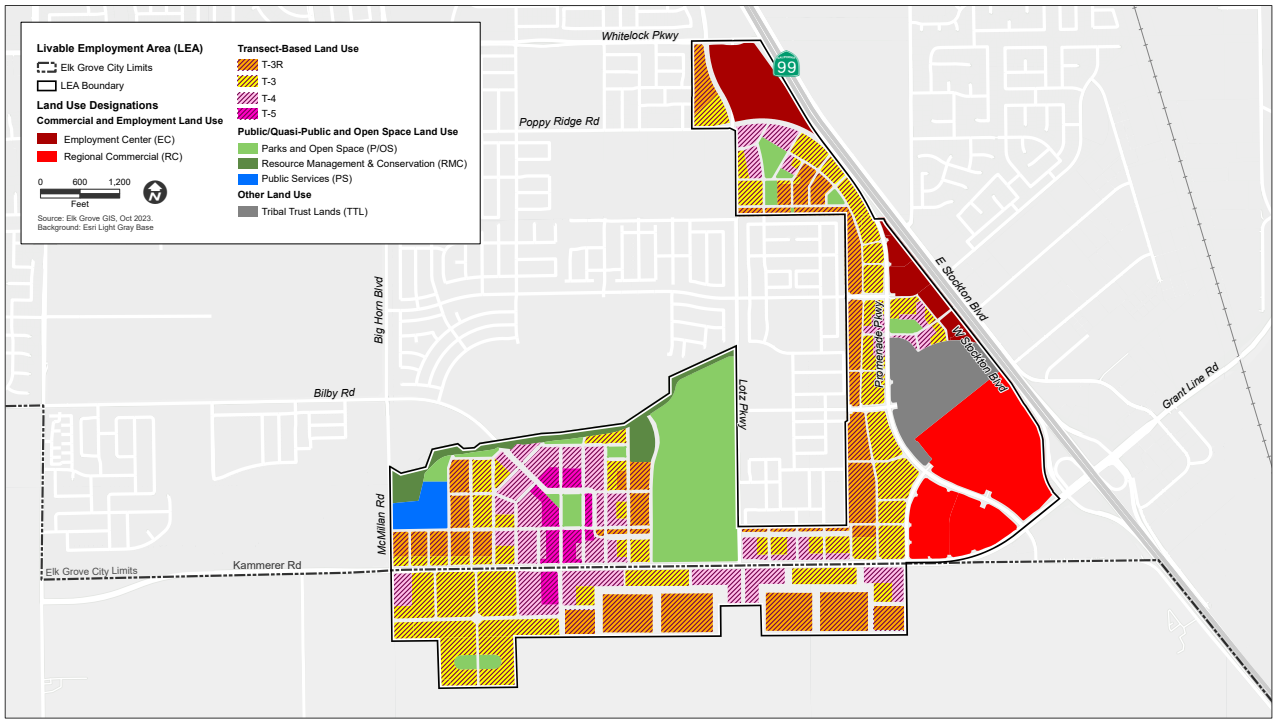


FIGURE LEA-2: TRANSECT OF URBANISM

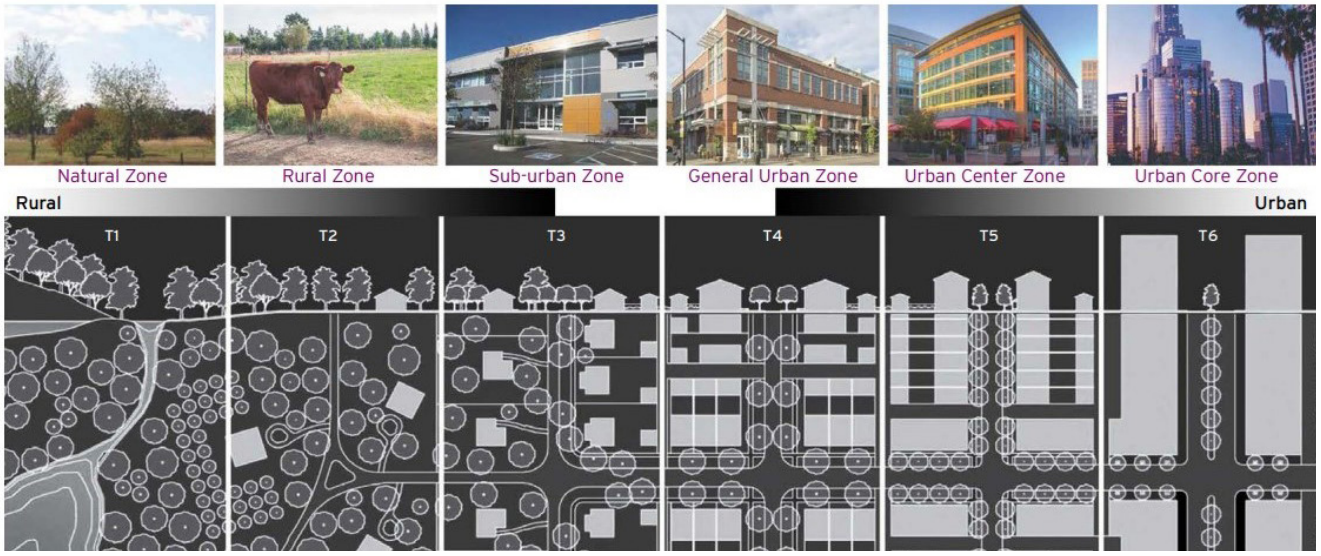
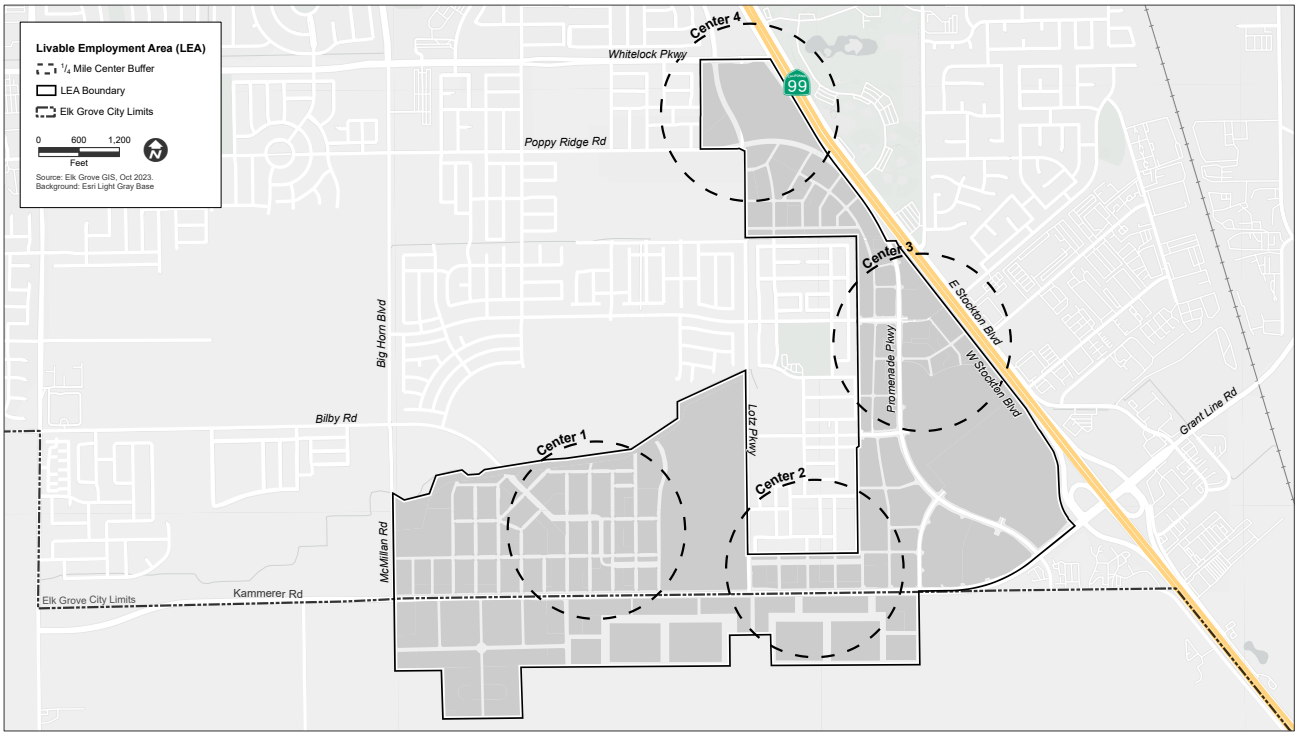


FIGURE LEA-3: CENTER LOCATIONS



professionals to inspire and be inspired.

- Old and young can easily access public squares, greens, and parks and trails.
- A variety of mobility options allow for ease of movement within the area to the region at large.
- Neighborhood streets (inclusive of the roadways and adjoining sidewalks and bike

lanes/facilities) are valued beyond their ability to carry traffic. These elements of the public realms serve as significant urban places in and of themselves, because they are where neighbors, friends, and colleagues meet and socialize. They are supported with sidewalk cafes, lively plazas, and restful parks.

Guiding Principles

The following principles outline an overarching development framework for the Livable Employment Area

I. Urban Design/Public and Private Realm Design:

- Create neighborhoods with distinct and differentiated centers.
- Encourage mixed-use development patterns - both horizontal and vertical mixes – to bring daily necessities within an easy walk of many residents, reducing stress on transportation systems.
- Multi-modal connectivity between adjoining neighborhoods and activity centers is key to unlocking the value of mixed-use infill development, which builds value by offering convenient access to nearby jobs, housing, recreation and commercial amenities.
- Emphasize Place-making by carefully coordinating public circulation and open space networks with existing and new private development, allowing each new increment of development to add value to surrounding, connected neighborhoods and properties.
- Create new local street networks and walkable block structures within the existing large parcels.
- Ensure that new development fronts those streets with human-scale, pedestrian-oriented frontages.
- Encourage shared parking arrangements at various scales for different mixes of uses.
- Refine the design of Kammerer Road itself to increase its compatibility with each of the subareas through which it passes.

II. Land Use

- Locate the four-new centers around future transit stations (LRT or Bus) and implement principles of Transit Oriented Development (TOD) around these Station Areas. TOD is a growth strategy whose ultimate objective is to bring people and businesses close enough to transportation options so that people utilize transit from home to work, to school, to shopping, and to recreational opportunities.

- Create a range of densities (both housing and commercial) at each Station Area, which will allow new development to meet varying market conditions. The range of densities should be developed on a graduated scale from the center of a station area to its edge, known as the Transect of Urbanism. This shall be the basis for Zoning Regulations governing this area.

- The Livable Employment Area is diverse and includes a mix of places to work, live, learn, shop and play – all within a walkable area. These mixed use communities will be more resilient and engender collaboration – one of the hallmarks of the modern employment center. Diversity can exist along a cross-section of an entire Neighborhood regardless of who owns which parcel of land or even when it is developed. In other words, not every building needs to be mixed-use for the diversity of a neighborhood to emerge.

II. Circulation

- Organize neighborhoods around centers, at which future light rail/high-frequency transit stations or feeder bus stops are located.

- Develop Kammerer Road as a Urban Avenue.

- Implement a Circulation Plan that

    - Promotes higher rates of walking, bicycling, and transit than other parts of the City.

    - Incorporates safety features and design elements that recognize safety as more important than speed.

    - Includes safe spaces for all users (e.g., pedestrians, cyclists, transit, motorists).

- Connect Kammerer Road to an adjacent street grid that features an interconnected pattern of neighborhood streets and walkable blocks. Ensure that intersection density achieves at least 150 intersections per square mile.

- Create "complete streets", which are designed and operated to enable safe use and support mobility for all users. Those include people of all ages and abilities, regardless of whether they are traveling as drivers, pedestrians, bicyclists, or public transportation riders.

- Provide links to larger regional trail and bicycle networks. Include infrastructure to accommodate ride-, bike, scooter-, and carsharing.

- Create the occasional "pedestrian priority streets", a shared street characterized by narrow widths, and absence of curbs and sidewalks. Vehicles are slowed by placing trees, planters, parking areas, and other obstacles in the street

- Designated Bike Lanes. Protected lanes for cyclists mean safer roads for people on bikes and people in cars and on foot which consequently motivates residents and workers to cycle more often.

II. Environmental Sensitivity

Seek to achieve carbon neutrality in development through efficiency and moderation in the use of materials, and energy. Utilize a conscious approach to energy and ecological conservation in the design of the built environment.

- Development within the Plan Area should incorporate the latest in blue/green infrastructure. Examples include stormwater management that captures and treats rainwater before releasing to a storm drain system. This would include integrating storm water management into the design of streets and parking areas and even green roofs, where practicable.

- Implement the latest CalGreen Building Code requirements and any higher efficiency provisions of the City's Climate Action Plan. Support solutions that provide renewable energy solutions at the district or Plan Area level.

- Streets should include native or adapted street trees as part of the infrastructure. Not only do these provide shade, thereby reducing the urban heat island effect, but they also help with the re-absorption of water into the ground for recharge while absorbing sediments and other pollutants.

- Emphasize the importance of natural daylighting in new construction, which not only provides many aesthetic and health benefits, but can lead to substantial energy savings.

II. Contextual Compatibility

- Develop a plan that recognizes the right of existing uses (both within the Plan Area and adjacent), including agricultural/rural residences, to continue in the near-term and to minimize impacts upon these uses until they are ready to convert to urban uses.

- Provide for connectivity of roadways, pedestrian and bicycle access, and recreation facilities between the Plan Area and adjoining development.

LAND USE PLAN

The General Plan's Land Use Diagram is one of the most important functions of the General Plan, as the map and policies will determine the City's future land uses and character. The land plan for the Livable Employment Area is equally critical. The Livable Employment Area Land Use Map (**Figure LEA-1**) illustrates the planned uses for properties in the Community Plan area and is consistent with the land use categories described in Chapter 3: Planning Framework.

GOALS AND POLICIES: LIVABLE EMPLOYMENT AREA COMMUNITY PLAN

The following goals and policies apply to the Livable Employment Area Community Plan and are in addition to, and in support of, the Citywide policies and actions in the General Plan.

LEA-1: THE DEVELOPMENT OF FOUR MIXED-USE PEDESTRIAN-FRIENDLY CENTERS

POLICIES: CIRCULATION

Policy LEA -1-1: Identify a route close to Kammerer Road for an extension of the fixed route transit from Sacramento with at and at least two additional station locations.

Policy LEA -1-2: Identify at least two additional locations along or near Promenade Parkway for significant bus stops/transfer locations that define the locations of Centers 3 and 4.

Policy LEA -1-3: Within the Livable Employment Area construct Kammerer Road as a "urban avenue"/"multi-way boulevard". See Figure **LEA-4**.

Standard LEA-1-3.a: The multi-way boulevard shall consist of two vehicular lanes in each direction (total of four lanes) and a 12' median. Adjacent to and on each side of this roadway, construct a one-way slip lane to provide an attractive and pedestrian streetscape for residences and commercial activity.

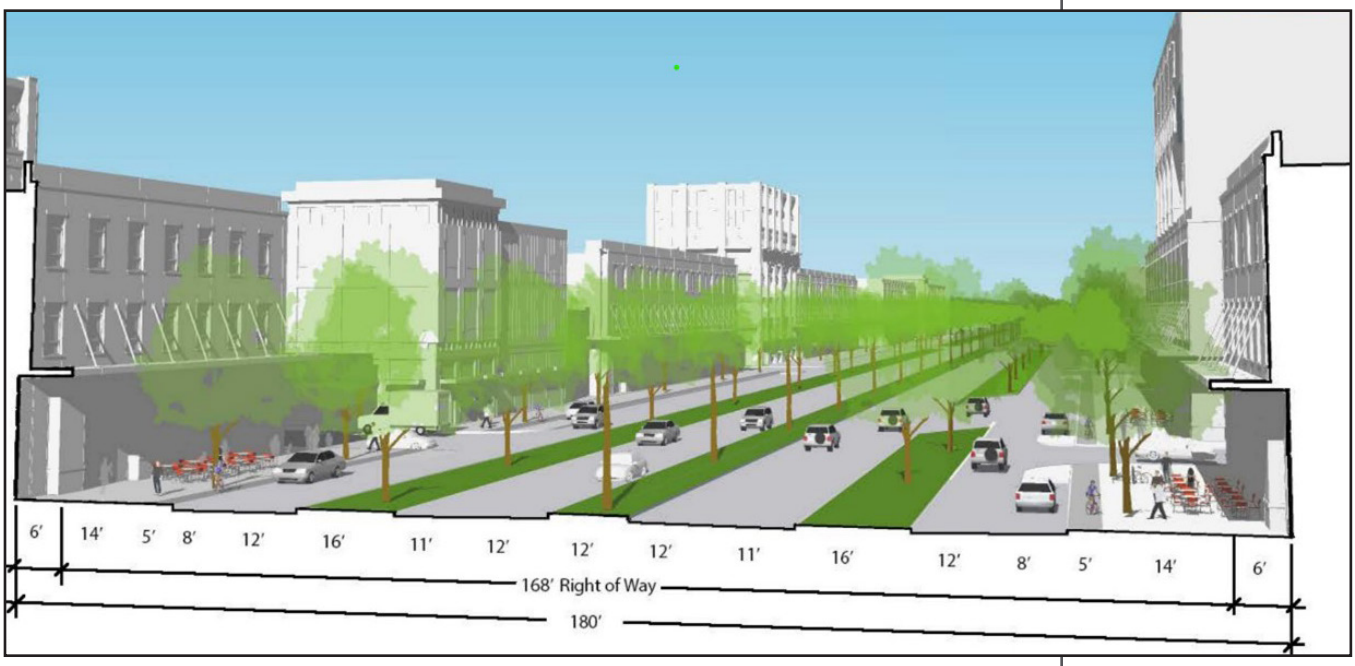
Standard LEA-1-3.b: Design these slip lanes to have a low traffic speed/volume making them safe for a bike lane which should be buffered by a parking lane and tree lined sidewalks.

Standard LEA-1-3.c: Separating the slip lane from the main thoroughfare shall be a 16' median allowing space for through traffic to merge into the slip lane, which in turn will provide access to local streets.

Policy LEA-1-4: The Livable Employment Area shall be developed with a grid of streets.

Standard LEA-1-4.a: New development shall be designed as part of the street grid and have an intersection density of no less than 150 vehicular intersections per square mile.

FIGURE LEA-4: KAMMERER ROAD
URBAN AVENUE/MULTI-WAY BOULEVARD



Standard LEA-1-4.b: Within each block, service roads, such as alleys, lanes, and driveways, as well as pedestrian and bicycle only passages should be provided. The combined number of vehicular street and non-vehicular (pedestrian passages) intersections should exceed 300 intersections per square mile.

Standard LEA-1-4.c: Establish and implement provisions for the phasing of the street grid system, including the use of Irrevocable Offers of Dedication to the City. Only allow for phased implementation where the ultimate right of way is secured as part of the first phase development and long-term implementation and construction is assured.

Policy LEA-1-5: Require that the street network be designed to define blocks whose perimeters (measured as the sum of all sides) should generally not exceed: 3,000 feet in T3 Zones; 2,500 feet in T4 Zones; and 2,000 feet in T5 Zones.

Policy LEA 1-6: Future development should be designed such that new streets intersect at other streets forming the street grid. Streets in new developments should connect to existing streets in existing development where at all possible.

Policy LEA 1-7: Require that large lot developments, such

as shopping centers, be designed to allow transformation to the street grid standards in Policies LEA 1-3, and 1-4, over time. Drive aisles in shopping centers are to form part of the street grid and should be designed to meet the standards of city streets (with appropriate sidewalks and streetscape) so that parking fields can be converted to blocks with the drive aisles as streets

Policy LEA 1-8: Cul-de-sacs and other non-through streets (such as loop roads) should be minimized and used to accommodate specific site conditions only (e.g., abutting drainage facilities).

Policy LEA 1-9: Require that all new thoroughfares are designed under a "Complete Streets" policy consisting, generally, of vehicular lanes and Public Frontages (the latter of which will vary from street to street). Consider Class 2 or Class 3 bicycle lanes on all streets. The Public Frontage is an ensemble that is tailored to specific street types and includes sidewalks, curbs, planters, bicycle facilities, and street trees.

Policy LEA 1-10: Require that streets are designed in context with the urban form and desired design speed of the Transect Zones through which they pass. Streets may include vehicular lanes in a variety of widths for parked and for moving vehicles, including bicycles.

Standard LEA-1-10.a: Vehicular lane width should generally not exceed 10' in T-3 and T-4 zones, and 11' in T-5 zones, except for the through lanes of Kammerer Road.

Policy LEA 1-11: A bicycle network consisting of Bicycle Trails, Bicycle Routes and Bicycle Lanes should also be provided.

Policy LEA 1-12: Within the Transect Zones (T3 through T5), pedestrian comfort is a primary consideration of Street Design. Design conflict between vehicular and pedestrian movement generally shall be decided in favor of the pedestrian.

Policy LEA 1-13: Within the Transect Zones (T3 through T5), pedestrian comfort is a primary consideration of Street Design. Design conflict between vehicular and pedestrian movement generally shall be decided in favor of the pedestrian.

What is a Form-Based Code?

A Form-Based Code is a type of development regulation that prioritizes the form of buildings, rather than the use within them. This contrasts with traditional zoning regulations, which tend to be more use-based.

Form-based codes address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks.

LEA-2: LIVEABLE EMPLOYMENT AREA DEVELOPMENT

POLICIES: STRUCTURE AND ORGANIZATION

Policy LEA 2-1: Implement the recommended organization and structure of neighborhood areas and mixed-use centers in relation to Kammerer Road and Promenade Parkway and the existing and proposed street network development patterns as shown in Figures LEA-1, LEA-2, LEA-3, and LEA-4.

Policy LEA-2-2: Within the Livable Employment Area, established new zoning regulations that implement the Transect concept through a new Special Planning Area. The Special Planning Area shall be formatted as Form-Based Code, calibrated to the applicable transect zones to ensure that building form and placement, as well as the design of streets and public spaces support evolution of walkable, thriving, public realm.

Policy LEA 2-3: Identify the locations and characteristics of the four centers, including application of the Transect, proposed land use and circulation patterns, public space, and building forms.

Policy LEA 2-4: Center 1 is to be the most urban of all the centers, a high concentration of retail centers and offices as well as higher density residential development. Buildings will range from two to seven stories, though additional height may be allowed.

- Center 2 is to be considered the gateway to the Plan Area and contains the terminus station of the future light rail line. Development shall be transit-supportive, urban in style while providing a transition to the existing single-family neighborhood to the north.
- Center 3 is to take advantage of the adjacent Sky River Casino and embrace surrounding development.
- Center 4 has important streets connecting in it, including to State Route 99. This center will also have adjacent expansion opportunities.

Policy LEA 2-5: Residential development shall occur through building configurations and lot types that implement the intended urban form and character in terms of density/intensity, architectural design, and diversity of product (e.g., missing middle products including

bungalows, townhomes, duplexes, fourplexes, cottage courts, courtyard buildings; mid-rise residential; vertically-integrated mixed use) so as to result in a full spectrum of housing affordability options.

LEA-3: PARKING IS "RIGHT-SIZED" FOR FUTURE REQUIREMENTS

POLICIES: PARKING

Policy LEA 3-1: Utilize Transportation Demand Management solutions (TDMs) to reduce the requirements for parking particularly at employment centers including incentives for car-pooling, parking cash-out strategies, subsidized transit passes for employees and incorporating changing rooms with showers for employees who bike or who walk long distances to work.

Policy LEA 3-2: Minimize (or eliminate) off-street parking requirements. Parking maximums should be explored in future discussions as trends and paradigms evolve. Couple this with residential parking permits to ensure that on-street parking in residential areas is preserved for use by the residents. Consider phased reductions in parking requirements as densities increase over time.

Policy LEA 3-3: Where off-street parking requirements exist, consider creation of a fee in lieu system allowing developers to pay into a parking fund that will provide for the construction of centralized parking for common use.

Policy LEA 3-4: Un-bundle off-street parking from the land uses it was built to serve, so that any excess parking can be leased on the open market.

Policy LEA 3-5: Utilize fair-market managed on-street parking at parking meters where parking is in demand. Set the price (utilizing computer-controlled meters) so that one out of every nine spaces is always available.

Policy LEA 3-6: In lower intensity areas, such as T-3 and T-4 zones, where surface parking may be the norm, screen such lots from primary street frontages with buildings, and from secondary street frontages with screening devices such as fences, walls or hedges when buildings are not feasible along those edges.

Policy LEA 3-7: In higher intensity areas, such as higher density T4 zones and T5 zones, parking should, ultimately, be placed in garages. Such garages should be screened and out of view from primary streets and be lined with active uses to enhance the pedestrian experience. Garages may also be joint-use facilities, shared with transit services.

LEA-4: A HEALTHY AND SAFE COMMUNITY

Policies: Pedestrian and Bicycle Oriented Design

Policy LEA 4-1: Pedestrian comfort is prioritized throughout the area, though appropriately sized, tree-shaded sidewalks

Policy LEA 4-2: Design standards emphasize the continuity of public frontages with buildings or landscape edges while discouraging surface parking lots and/or blank walls.

Policy LEA 4-3: The frequency of vehicular intersections is at least 150 / square mile allowing multiple opportunities for pedestrians to cross streets.

Policy LEA 4-4: Mid-block pedestrian crossings are provided where blocks are unusually long

Policy LEA 4-5: Intersections are designed to reduce the distance pedestrians have to cross through the use of curb-extensions and reduced curb-return radii.

Policy LEA 4-6: Crime Prevention through Environmental Design (CPTED) principles, which emphasize "eyes on the street" are utilized in the design of the public realm

Policy LEA 4-7: Schools sites should be provided, sized, and designed to support walking to school as the norm.

Policy LEA 4-8: Create a bicycle plan which provides Class I or IV bike facilities on the heaviest trafficked streets, Class II routes on lesser trafficked but through streets, and Class III routes on more intimate neighborhood streets.

Policy LEA 4-9: Build in areas for bike racks and bike-share stations in the higher intensity T-4 and T-5 areas of the plan area.

LEA-5: A NETWORK OF PARKS AND OPEN SPACES INTEGRATED INTO THE DEVELOPMENT AREA

Policies: Parks and Open Space

Policy LEA 5-1: Parks shall be generally located in the areas shown on the land use plan. Precise configuration of park sites shall be determined at the time of Tentative Subdivision Map approval.

Policy LEA 5-2: Require that each center include at least 5% of its Urbanized area to Civic or Public Space with there being at least one main Civic Space within 800 feet of the geographic center of each sub-area.

Policy LEA 5-3: Within 800 feet of every lot provided for Residential use, a Civic Space designed and equipped as a playground should be provided.

Policy LEA 5-4: Civic Spaces including Plazas and Squares shall be defined by building on at least one side, or up to three sides, and activated by ground floor uses.

Policy LEA 5-5: Parks shall be fronted by streets and buildings ensuring "eyes on the park" except on sides adjacent to drainage corridors and parkway.

Policy LEA 5-6: Require that Parks shall be designed for users of all ages.

Policy LEA 5-7: Require that all parklands, paseos, and other open space, as well as all drainage and publicly maintained roadside landscape corridors, be dedicated to the City and/or CCSD, as applicable.

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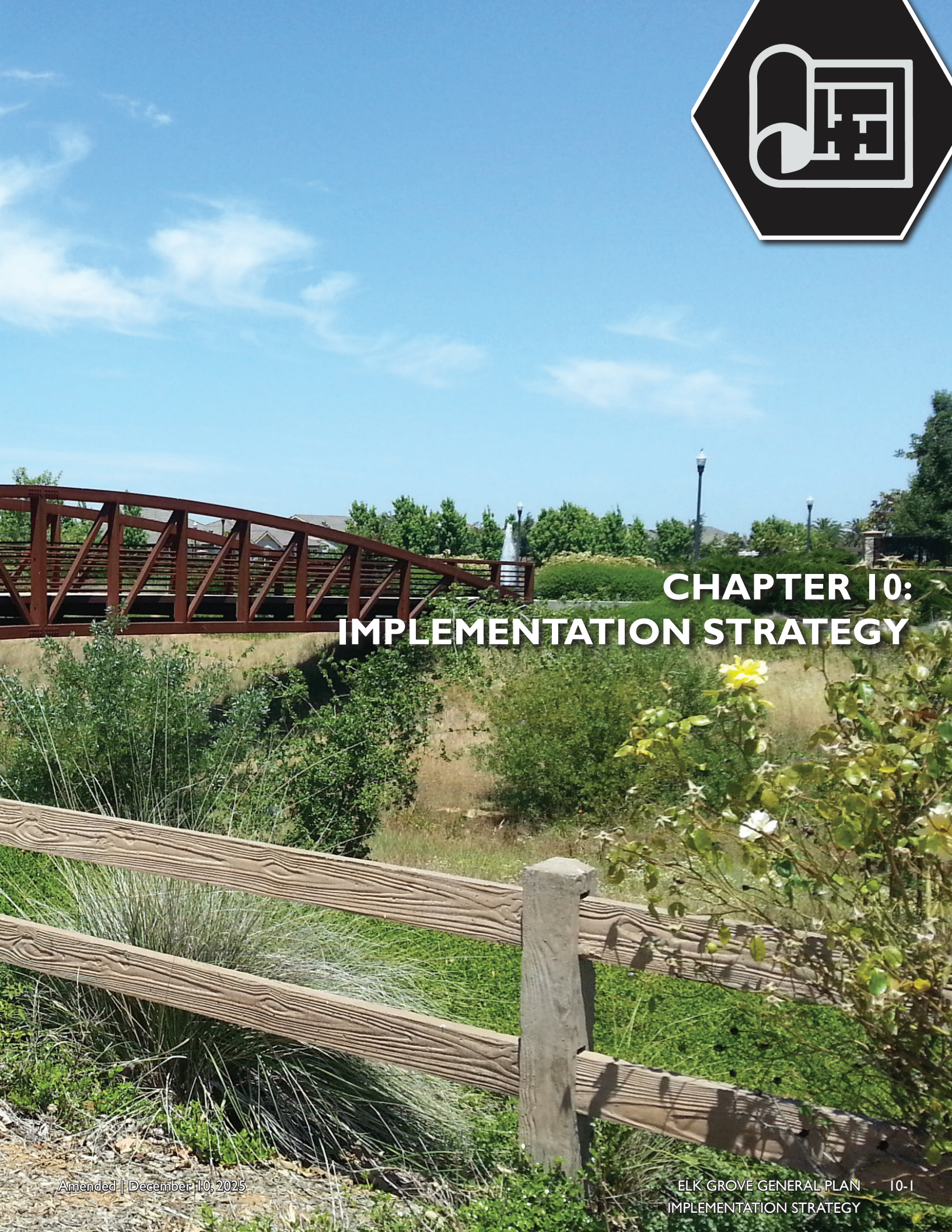


CHAPTER 10: IMPLEMENTATION STRATEGY

INTRODUCTION

The General Plan is a living document that serves as the City's blueprint for creating the future desired by the community. It is intended to guide decision-making in Elk Grove across a wide range of policy areas. The City's ability to achieve the vision expressed in the General Plan depends on its success in creating and carrying out an effective implementation strategy.

This General Plan implementation strategy provides a framework to coordinate Citywide efforts to execute the policies identified throughout the General Plan, and a structure for monitoring, maintaining, and updating the document throughout the planning horizon. The strategy identifies a pathway from the broad, long-term goals and vision that underlie the General Plan, to the more specific policies in each chapter, to the day-to-day activities that guide change on the ground.

The City will use a variety of administrative procedures and regulatory mechanisms to implement the General Plan. Implementation will involve close coordination between City offices and departments, including the City Council, City boards and commissions, the City Manager's Office, Development Services Department, Economic Development Department, Public Works Department, and Police Department. It will also require coordination between the City and outside agencies, such as the Cosumnes Community Services District, the Elk Grove Unified School District, the County of Sacramento, the Sacramento Area Council of Governments, the Sacramento Air Quality Management District, the Sacramento Regional Transit District, and various other regional and state agencies.

GENERAL PLAN MAINTENANCE AND MONITORING

ANNUAL GENERAL PLAN IMPLEMENTATION REPORT

State law requires that every city and county in California (with the exception of charter cities) submit an annual report on the status of its general plan and progress in its implementation to the jurisdiction's legislative body, the Governor's Office of Planning and Research (OPR), and the California Department of Housing and Community Development. In Elk Grove, City staff usually prepares the Annual General Plan Implementation Report during the first quarter of each year and presents it to the City Council at a public hearing, which allows an opportunity for public review and comment. The annual report is then submitted to the State by April 1 of each year. The annual report informs City staff in multiple departments, elected officials, and community members about the status of the General Plan and progress toward achieving the vision, and helps prioritize work plan activities and budget needs for the upcoming year.

COORDINATION WITH BIENNIAL CITYWIDE SURVEY

Since 2009, every two years, the City of Elk Grove has conducted a citywide survey to solicit input from residents that helps inform program planning, goal setting, budgeting, and performance measurement. The survey is a useful tool for evaluating public opinion about a wide range of community characteristics and indicators. Reports summarizing the results of the biennial survey are available on the City's website.

The information collected through the citywide survey is closely related to and aligned with General Plan goals and policies. For example, the survey typically includes questions about community characteristics such as the overall quality of life, safety, mobility, economy, recreation and wellness, and the natural and built environments. City staff will coordinate the annual General Plan progress reviews with the process of collecting resident input via the biennial survey. The City will also develop an online tracking tool for General Plan implementation that links with the online biennial citizen survey and progress reports.

GENERAL PLAN UPDATES AND AMENDMENTS

The General Plan guides growth, change, and conservation efforts in Elk Grove over a long-term planning horizon. As such, the plan must be reviewed and monitored on a regular basis as well as updated periodically to remain current and keep pace with changing times. In addition, the need arises from time to time for specific, targeted amendments to the General Plan—for example, in response to a current, pressing local issue; new requirements imposed by State legislation; or circumstances that necessitate a substantial change in the City's policy direction on a particular topic.

As deemed necessary, the City will conduct a comprehensive review of the General Plan and update it as needed. This periodic review and update will examine the General Plan in its entirety, including goals, policies, and implementation actions.[1] The update process will take into consideration successes and challenges in implementing the General Plan, as well as other factors such as changing demographics and economic conditions.

The City will also consider proposed focused amendments to the General Plan on an as-needed basis. Proposed amendments may include changes to the land use designations, maps contained in the plan, or the goals and policies. The need for the proposed amendment and its potential benefits and impacts will be evaluated, as well as consistency with the overall vision of the General Plan implementing documents.

A broad range of documents will be used to further the goals and policies set forth in the General Plan. The various categories of documents, specific examples of each, and the relationship of these documents to the General Plan are illustrated in **Figure 10.1**. Each source provides additional guidance, either for a specific topic or for subareas of the City, with varying levels of regulatory authority. These documents must remain consistent with the General Plan, as amended over time.

1 The Housing Element will be updated through a special, focused effort and on a separate timeline due to State housing law requirements.

FIGURE 10-1:
GENERAL PLAN IMPLEMENTING DOCUMENTS

PLANNING AND POLICY DOCUMENTS

Community Plans

Elk Grove's community plans are presented in detail in Chapter 9. As detailed there, community plans are part of the General Plan and are adopted through the City Council's approval of the General Plan. Consequently, in order to amend a community plan, the City Council must adopt a General Plan amendment. The procedures for amending a community plan are the same as those for amending the General Plan.

Specific Plans

As described in Chapter 4, a specific plan is an instrument that serves to implement the goals and policies of the General Plan for a certain geographic area of the City. A specific plan is adopted and amended separately from the General Plan, by resolution or ordinance by the City Council.

A specific plan typically addresses land use and development intensity at a more

granular level than the General Plan. The legally required elements for a specific plan are listed in California Government Code Section 65451, and generally include:

- A statement of the relationship of the specific plan to the general plan.
- Distribution and location of land uses.
- Distribution and location of major components of public and private transportation, as well as utilities and other infrastructure (e.g., sewer, water, energy, solid waste disposal).
- Standards and criteria for development and natural resource conservation.
- Implementation measures to carry out the specific plan, such as regulations, public works projects, and financing mechanisms.

Climate Action Plan

The Climate Action Plan (CAP) is a strategic planning document that identifies greenhouse gas emissions and their sources, and forecasts how those emissions may grow within the City with ongoing development and economic activity. The CAP then identifies energy use, transportation, land use, water use, and solid waste strategies to reduce these emissions. The CAP is updated regularly to reflect new development, conditions, and technology.

DEVELOPMENT REGULATIONS AND STANDARDS

Elk Grove Municipal Code

The Elk Grove Municipal Code implements General Plan policies by establishing specific regulations and obligations for new development and property maintenance. Examples of these regulations include:

Title 22, Land Development

When a piece of land is divided into two or more lots, the land is considered to have been subdivided. This type of land division is regulated by Title 22, which specifies certain minimum requirements and standards for all land divisions. Compliance with these regulations ensures that when land is subdivided, each resulting lot is provided with minimum services such as public streets, sewer and water systems, and storm drains, and is adequately sized to accommodate the type of development planned for the property.

Title 23, Zoning

This title outlines the development review process for the City and establishes a number of zoning districts to regulate land uses. The General Plan includes a Land Use Plan identifying land use designations and a Land Use Diagram showing where

each designation applies within the City (see Chapter 3: *Planning Framework*). These designations are implemented by zoning districts. The Zoning Code lists the uses that are allowed in a given district and the development standards that apply to each district and/or use. The Zoning Code also specifies special purpose zone districts, which allow the City to enact customized planning standards and regulations for designated areas that warrant special treatment.

Special Planning Areas

Chapter 23.40 of the Municipal Code defines the special planning area (SPA) district as one of the City's special purpose zoning districts. Chapter 23.16 of the Municipal Code defines SPAs as "areas throughout the city that have unique environmental, historic, architectural, or other features which require special conditions not provided through the application of standard zone regulations." There are several SPAs designated on the City's zoning map.

SPAs provide a mechanism for carrying out the intent of the General Plan for those areas of the City that have special character, and therefore warrant the adoption of customized standards and regulations to protect and enhance the scale, visual quality, and other defining aspects of the district.

The Municipal Code lays out processes for establishing and amending SPAs and allowed land uses. Designation of an SPA as well as future amendments are accomplished through the City Council's adoption of an ordinance. An SPA ordinance is required to include the reasons for establishing the SPA district in that specific location, as well as a list of permitted and conditionally permitted uses, performance and development standards (e.g., yards, lot area, development intensity, parking, landscaping) and other design standards as appropriate. Title 23 also includes requirements for legal nonconforming uses and facilities, the timing and phasing of development projects, infrastructure and circulation plans, and other topics related to land use and development.

Design Guidelines

The City has established Citywide Design Guidelines, which apply to most areas. Supplemental guidelines have been established for the Laguna Ridge area to address landscaping and single-family residential architecture. Additionally, the Southeast Policy Area has its own design protocol, which is independent from the Citywide Design Guidelines. These guidelines and the design review process through which they are administered promote preservation of the historic, cultural, and architectural resources that reflect the history and character of Elk Grove.

PUBLIC FACILITY AND CAPITAL IMPROVEMENT PLANS AND DOCUMENTS

Master Plans

The City maintains a number of master plans that guide the provision, expansion, and maintenance of infrastructure, public services, and civic facilities. Infrastructure master plans define the necessary backbone infrastructure and improvement projects, such as water, sewer, and storm drain system, which are required to support existing and planned development. The City has a Bicycle, Pedestrian, and Trails Master Plan that outlines policies, programs, and standards for infrastructure and facilities to support biking and walking. Master plans are also often prepared for the construction or improvement of major City development projects, such as the Civic Center and Aquatics Center.

In addition, a number of master plans created and adopted by external agencies address planning and operation of certain public facilities and services in Elk Grove. The Parks and Recreation Master Plan for Elk Grove is prepared and administered jointly by the Cosumnes Community Services District and the City. The Sacramento Regional County Sanitation District, provider of local wastewater service, maintains a master plan for the Sacramento Regional Wastewater Treatment Plant. The Elk Grove Unified School District has a Facilities Master Plan that addresses all K-12 public schools and related facilities in the area.

All master plans are maintained and updated as necessary by the applicable service agency. Amendments to these plans are prepared and adopted separately from the General Plan though they are required to be consistent with the General Plan.

Public Road Standards

The City has two sets of standards for the design and construction of public roads. The Citywide Improvement Standards identify design standards and details for new roadways in urban portions of the City, and the Rural Road Improvement Standards apply to roadways in the Rural Area defined in this General Plan. Both documents describe how future planned roadways will be built in a manner consistent with the roadway classifications defined in the Transportation Plan. These standards contain information such as road and lane widths, parking requirements, sidewalk details, and signals for various roadway types in a manner consistent with the surrounding land use context.

Precise Plans

The City's Public Works Department prepares precise plans as a tool for planning and phasing major infrastructure projects. Some degree of engineering is typically completed as part of the precise plan to inform implementation of infrastructure projects. Precise plans are adopted by City Council and must be consistent with the General Plan.

Capital Improvement Program

The City's Capital Improvement Program (CIP) lists all active capital projects (improvements to public buildings, roads, traffic signals, bicycle and pedestrian facilities, storm drain system, and other infrastructure) as well as those that are planned to be undertaken during the next five fiscal years. It is used both for planning the timing and implementation of these projects and for budgeting purposes. The CIP is updated on an annual basis. All projects included in the CIP must be consistent with the General Plan.

GENERAL PLAN IMPLEMENTATION WORK PROGRAM

Implementation of the General Plan will be accomplished through a series of specific actions, which are presented in **Table 10-1.** These actions include ongoing City programs and activities as well as new initiatives that will require a one-time dedication of time and resources to complete. These implementation actions represent an extension of the policies and standards identified in General Plan Chapters 4 through 9. In general, each action provides a means to achieve the intent of multiple policies.

The implementation actions are organized into the following categories corresponding to various areas and levels of City responsibility.

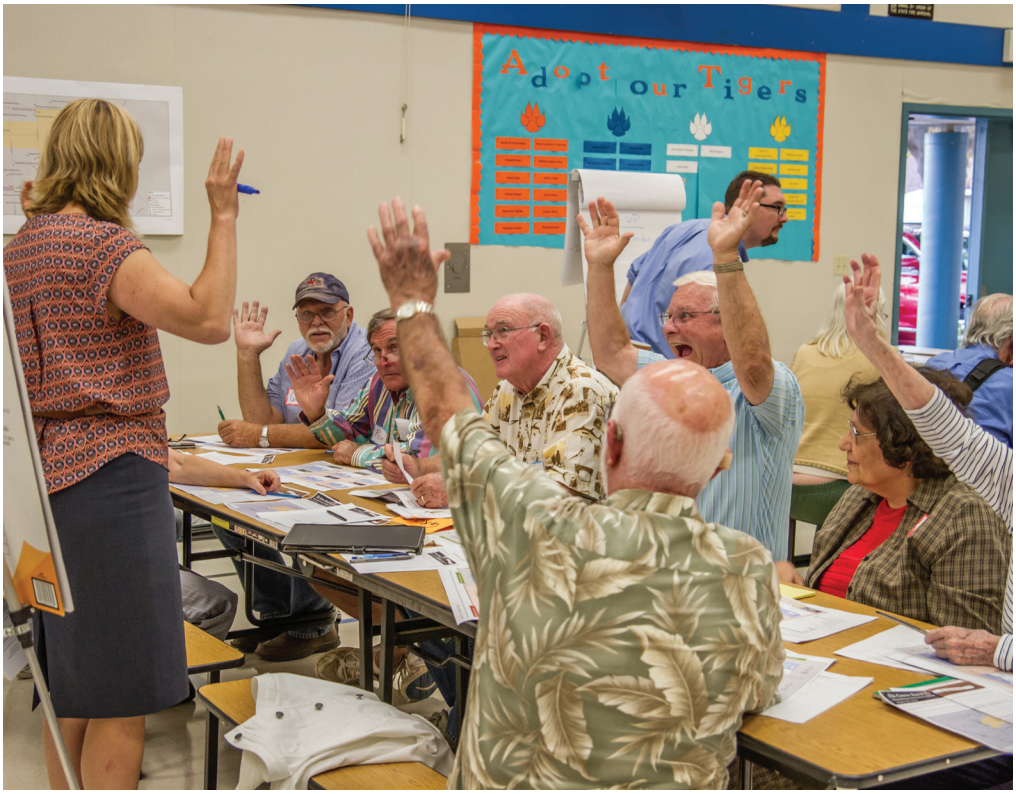
- Development Regulations and Review
- Housing Programs
- Economic Development Programs
- Transportation Plans and Programs
- Arts, Culture, And Historic Preservation
- Agriculture
- Environment, Conservation, And Sustainability
- Parks, Recreation, And Open Space
- Hazard Mitigation and Emergency Management

Table 10-1 presents the full range of implementation actions by category, along with the corresponding General Plan policies and standards. The City department leading or overseeing each action is indicated. In some cases, one department may have a lead role in carrying out an action, with other departments having a supporting or advisory role.

The desired time frame for completing each action is noted. The time frames are as follows:

- Ongoing
- Annually
- FY 18/19–FY 19/20 (1–2 years from adoption)
- FY 20/21–FY 22/23 (3–5 years from adoption)
- FY 23/24–FY 27/28 (6–10 years from adoption)
- Other (custom time frames as appropriate to specific actions)

The stated time frames are targets intended to help the City to prioritize, manage, and track the implementation work program. Time frames may be adjusted as needed to reflect changing priorities of the City, changes in conditions, or other factors.



Action
1. DEVELOPMENT REGULATION AND REVIEW
1.1 Municipal Code Updates. Prepare regular updates to the Elk Grove Municipal Code to bring the City's development regulations into consistency with the guiding principles, goals, and policies of the General Plan and for consistency with State law. This includes annual updates due to changes in State law and case law, improvements for operational efficiency, and, as applicable, updates to the Building Code and related building regulations.
1.2 Old Town Special Planning Area (SPA). Review and update the application requirements and materials and the review procedures and criteria for proposed annexations to be consistent with the General Plan policies related to urban expansion, Study Areas, and annexation.
1.3 Annexation Submittal Requirements and Review Criteria. Complete a comprehensive update to the Old Town Special Planning Area.
1.4 Development Review Requirements and Process Refinements. Update the submittal requirements and review processes for land use applications for consistency with General Plan policies and changes in State law as applicable.
1.5 Development Review Process Streamlining. The City will regularly review and evaluate the process for development projects and identify ways to decrease review time, increase efficiency for staff, and increase certainty for applicants.
1.6 Right-of-way Dedication Requirements for Future Transit Lines. When reviewing applications for development projects located along planned future bus rapid transit and/or light rail lines to serve planned employment centers, require property owners to dedicate right-of-way for these future transit lines. The City's Capital Facilities Fee (CFF) provides credit or reimbursement to property owners for such dedication.
1.7 Drought-Tolerant Plant List. Develop a handout for project applicants listing recommended drought-tolerant and native tree and plant species to be used in site and landscape design for development projects. Review landscape plans for development projects to ensure the selected plants are appropriate and meet the requirements of the City's Water Efficient Landscape Ordinance.

	Related Policies and Standards	Time Frame	Action Lead	Action Support
	LU-1-1, LU-1-2, LU-1-3, LU-1-5, LU-1-6, LU-1-7, LU-1-8, LU-1-9, LU-2-1, LU-2-4, LU-4-1, LU-5-6, LU-5-7, LU-5-8, LU-6-1, LU-6-2, LU-6-3, LU-6-4, LU-6-5, LU-6-6, LU-6-7, AG-1-1, AG-1-2, AG-1-6, AG-2-1, AG-2-2, ED-1-1, ED-1-2, ED-1-3, ED-1-5, ED-2-1, ED-2-2, ED-2-4, ED-3-1, ED-3-2, RC-1-1, MOB-3-2, MOB-3-2.a, MOB-3-14, MOB-3-15, MOB-3-16, MOB-3-17, MOB-5-1, MOB-5-4, MOB-7-9, GOV-1-5, ART-2-3, HR-1-1, HR-1-2, HR-1-3, HR-2-4, HR-3-2, PT-1-5, NR-1-1, NR-1-3, NR-1-8, NR-4-3, NR-4-4, NR-4-6, NR-4-10, NR-5-1, NR-5-2, HTH-1-1, HTH-1-5, EEG-1-2	Ongoing	Community Development – Advanced Planning	Community Development – Development Services
	LU-4-1, LU-5-1, LU-5-2, LU-5-4, LU-5-5, LU-5-6, LU-5-9, LU-6-1, ED-3-1, HR-1-1, HR-1-2, HR-1-3, HR-3-2	FY25/26	Community Development – Advanced Planning	Community Development – Development Services
	LU-3-1, LU-3-2, LU-3-3, LU-3-4, LU-3-5, LU-3-6, LU-3-7, LU-3-8, LU-3-9, LU-3- 10, LU-3-11, LU-3-12, LU-3-13, LU-3-14, LU-3-15, LU-3-16, LU-3-17, LU-3-18, LU-3-19, LU-3-20, LU-3-21, LU-3-22, LU-3-23, LU-3-24, LU-3-25, LU-3-26, LU-3-27, LU-3-28, LU-3-29, LU-3-30, LU-3-31, LU-3-32	FY27/28	Community Development – Development Services	Community Development – Advanced Planning
	LU-3-28, LU-3-31, MOB-1-1, MOB-1-3, MOB-1-4, MOB-1-5, MOB-1-6, MOB-2-2, MOB-7-1, N-1-5, N-1-6, NR-4-9	Ongoing	Community Development – Development Services	
	RC-2-4	Ongoing	Community Development – Development Services	Economic Development
	MOB-5-2, MOB-5-9	Ongoing	Community Development – Development Services	Civic Innovation – Transportation Public Works
	NR-3-8, NR-3-12, SD-2-1, SD-2-2	FY26/27	Community Development – Development Services	Public Works

Action
2.HOUSING PROGRAMS
2.1 Housing Inventory. To the extent that there are high-density residential sites identified as accommodating the City's Regional Housing Needs Allocation (RHNA) that ultimately develop with a use other than high-density residential development, the City will ensure that it maintains adequate inventory to accommodate the RHNA, including by rezoning as necessary. Potential Funding Source: City Development Services Fund
2.2 Rezone Housing Sites. The City has a lower-income regional housing need of 4,265 units. To meet the lower-income regional housing need, the City will, concurrently with adoption, identify and rezone some or all of the sites identified in Table 34 of Chapter 12.4 (Technical Appendix). These sites will require a minimum of 20.1 units per acre and will allow up to 30 units per acre. The rezone will result in a minimum of 4,265 units to accommodate the lower income RHNA. The City will encourage integration of low-income units throughout the sites identified. If the City does not complete the rezone prior to the start of the planning period (May 15, 2021), sites will be rezoned consistent with Government Code Section 65583, subdivision (c)(1) and 65583.2 subdivisions (h) and (i). The rezone will accommodate 100 percent of the shortfall during the planning period and will include the following components. •Permit owner-occupied and rental multifamily uses by right and do not require a conditional use permit or other discretionary review or approval for developments in which 20 percent or more of the units are affordable to lower income households. •Permit the development of at least 16 units per site and a minimum of 20 dwelling units per acre for suburban and metropolitan jurisdictions; •Ensure at least 50 percent of the shortfall of low- and very low-income regional housing need can be accommodated on sites designated for exclusively residential uses; •Ensure sites will be available for development during the planning period where water and sewer can be provided. The City has, since 2003, required Design Review for all multifamily development. Design Review would be required for multifamily projects on these sites. Projects under 151 units are reviewed at the "staff-level" through consideration by the Zoning Administrator, while larger projects are reviewed by the Planning Commission. Potential Funding Source: City Development Services Fund, SB2/LEAP or REAP Funding

	Related Policies and Standards	Time Frame	Action Lead	Action Support
	H-1-1	Review the sites inventory annually and as sites are developed to ensure sufficient capacity	Community Development – Advanced Planning	Community Development – Housing and Public Services
	H-1-1	Concurrent with adoption of the Housing Element, or within the first 3 years of the planning period. Encourage integration as projects are processed through the Planning Division. Monitor affordability and location of rezoned sites. As part of additional rezoning for purposes of maintaining adequate sites (e.g., no net loss law), the City will continue to identify and rezone sites at appropriate densities throughout the City to promote more inclusive communities.	Community Development – Advanced Planning	Community Development – Housing and Public Services

Action
2.HOUSING PROGRAMS
2.3 Unit Replacement. Pursuant to California Government Code, Section 65583.2, replacement units are required for all sites identified in the site inventory when any new development (residential, mixed-use, or non-residential) occurs on a site that has been occupied by or restricted for the use of lower-income households at any time during the previous five years. Replacement requirements are set forth in Government Code Section 65915(c)(3). This requirement applies to: • Non-vacant sites • Vacant sites with previous residential uses that have been vacated or demolished Objectives: Require new housing developments to replace all affordable housing units lost due to new development. Quantified Objective: Replace any of the 31 units identified in the sites inventory if a) they are planned to be demolished for purposes of building new housing, and b) they are determined to be occupied by low-income households, provide assistance to prevent displacement of lower-income households due to loss of affordable units Potential Funding Source: City Development Services Fund
2.4 Lot Configuration and Large Lot Development. To facilitate the development of affordable housing and provide for development phases of 50 to 150 units, the City will routinely coordinate with property owners and give high priority to processing subdivision maps that include affordable housing units. Additionally, the City will adopt incentives for development of high-density residential sites such as reducing minimum front and side yard setbacks to enhance design flexibility and create a more pedestrian-oriented environment and modifying parking standards. Potential Funding Source: City Development Services Fund

	Related Policies and Standards	Time Frame	Action Lead	Action Support
	H-1-1	The replacement requirement will be implemented immediately and applied as applications on identified sites are received and processed.	Community Development – Development Services (Planning Division)	
	H-1-1	As projects are processed through the Development Services Department throughout the planning period and incentives will be adopted as part of Title 23 within one year of adoption of the Housing Element.	Community Development – Development Services (Planning Division)	

Action
2.HOUSING PROGRAMS
2.5 Lot Consolidation. To ensure that there is a sufficient supply of multifamily zoned land to meet the City's RHNA, the City will help facilitate lot consolidations to combine small residential lots into larger developable lots by providing information on development opportunities and incentives for lot consolidation to accommodate affordable housing units available on the City's website and discussing with interested developers. As developers/owners approach the City interested in lot consolidation for the development of affordable housing, the City will offer the following incentives on a project-by-project basis: • Allow affordable projects to exceed the maximum height limits, • Lessen set-backs, and/or • Reduce parking requirements. The City will also consider offsetting fees (when financially feasible) and concurrent/fast tracking of project application reviews to developers who provide affordable housing. Potential Funding Source: City Development Services Fund Quantified Objective: 149 lower-income units in high opportunity areas to facilitate mobility.
2.6 Zoning for Missing Middle Housing Types. The City shall review and amend the Zoning Code and applicable design guidelines to encourage and promote a mix of dwelling types and sizes, specifically missing middle-density housing types (e.g. duplexes, triplexes, fourplexes, courtyard buildings) to create housing for middle- and moderate-income households and increase the availability of affordable housing in a range of sizes to reduce displacement risk for residents living in overcrowded units or overpaying for housing. Potential Funding Source: City Development Services Fund, SB2/LEAP or REAP Funding Quantified Objective: 40 middle- and moderate-income units to support housing mobility and access to high opportunity areas. Quantified Objective: 149 lower-income units in high opportunity areas to facilitate mobility.
2.7 Development Streamlining. The City will establish a written policy or procedure and other guidance, as appropriate, to specify the Senate Bill (SB) 35 streamlining approval process and standards for eligible projects, as set forth under California Government Code, Section 65913.4. Potential Funding Source: City Development Services Fund

	Related Policies and Standards	Time Frame	Action Lead	Action Support
	H-1-1	Ongoing, as projects are processed through the Development Services Department. Annually meet with local developers to discuss development opportunities and incentives for lot consolidation.	Community Development – Development Services (Planning Division)	
	H-1-1	Ongoing and within three years from adoption of the Housing Element.	Community Development – Development Services (Planning Division)	
	H-2	Ongoing, as projects are processed through the Development Services Department.	Community Development – Development Services (Planning and Building Divisions)	

Action
2.HOUSING PROGRAMS
2.8 Financial Assistance. Support affordable housing development through provision of direct assistance from the Affordable Housing Fund and/or other City-controlled housing funding sources and, as needed, facilitate developers' applications for State and Federal affordable housing funding. City assistance could be provided in the form of land, in line with the City's strategic land acquisition program, or in the form of loans or grants for specific projects. Quantified Objective: Provide funding assistance for the development of 300 affordable housing units, targeting development of 60 of these units in areas of concentrated overpayment to reduce displacement risk and 200 in high opportunity areas to facilitate mobility for lower-income households. Potential Funding Source: Affordable Housing Fund, CalHome, Community Development Block Grant (CDBG), HOME, or other U.S. Department of Housing and Urban Development (HUD) or California Department of Housing and Community Development (HCD) funding.
2.9 Fee Waivers. When feasible, continue to provide deferrals or exemptions from select fees to all affordable housing projects and participate in the Sacramento Regional County Sanitation District's fee waiver and deferral program to reduce impact fees for affordable housing development. Potential Funding Source: City Development Services Fund, Sacramento Regional County Sanitation District Quantified Objective: 4 affordable housing projects (approximately 450 units) to increase supply and prevent displacement of lower-income households.
2.10 Homeless Needs Assessment. Continue to contribute funding to Elk Grove Homeless Assistance Resource Team (HART), Sacramento Self Help Housing, and other local and regional entities and work closely with these groups to assess the needs of people experiencing homelessness and develop plans to address homelessness at a regional level. The City will annually meet with local service providers and regional agencies (as applicable) to assess the needs regarding homelessness in the City and region. To City will also review and amend provisions and standards for emergency shelters to ensure they are objective and in compliance with Government Code Section 65583(a)(4)). Potential Funding Source: CDBG funds (when available), City Community Service Grant funds (as determined by the City Council).
2.11 Developmental Disability Services. Work with the Alta California Regional Center to implement an outreach program that informs families within the City about housing and services available for persons with developmental dis-abilities. The program could include the development of an informational brochure, including in-formation on services on the City's website, and/or providing housing-related training for individuals/families through workshops. Potential Funding Source: City Development Services Fund

	Related Policies and Standards	Time Frame	Action Lead	Action Support
	H-2-1	Ongoing, as funding allows. Consider updating the Affordable Housing Fee by December 2022.	Community Development – Housing and Public Services	
	H-2-1	Ongoing, review and amend standards for emergency shelters by December 2021.	Community Development – Housing and Public Services Division	
	H-2-4	Ongoing, as projects are processed through the Development Services Department.	Community Development – Development Services (Planning and Building Divisions)	
	H-2-4	Development of an outreach program within one year of adopting the Housing Element, and annually coordinate with regional offices and developers to pursue opportunities.	Community Development - Housing and Public Services Division	

Action
2.HOUSING PROGRAMS
2.12 Low-Barrier Navigation Centers. Amend the City's zoning regulations to add low-barrier entry practices to the City's Navigation Housing use and permit them by right in areas zoned for mixed use and nonresidential zones permitting multifamily uses, if the center meets certain statutory requirements. See Government Code section 65662. Low-barrier practices may include, but are not limited to: • Permitting the presence of partners if it is not a population-specific site; • Allowing pets; • Providing space for the storage of possessions; and • Providing privacy such as partitions around beds or private rooms. Potential Funding Source: City Development Services Fund
2.13 Affordable Housing Database. Continue to update the affordable housing unit database and to provide information regarding affordable housing opportunities, through direct response to inquiries, making information available on the City's website and targeted marketing to affirmatively further fair housing as new city-funding projects are developed. The City will make multi-lingual information available as requested. Potential Funding Source: Affordable Housing Fund Quantified Objective: Assist 400 lower-income households locate potential housing opportunities to reduce displacement risk and facilitate mobility throughout the community.
2.14 Development Incentives for Low Income Households and Special-Needs Groups. Continue to provide regulatory incentives for the development of units affordable to extremely low-, very low-, and low-income households, including second dwelling units, senior housing, infill projects, mixed-use and multifamily units, and housing for special-needs groups, including agricultural employees, persons with disabilities (including developmental disabilities), and individuals and families in need of emergency/transitional housing. The City will take subsequent action, as appropriate, to make the development of such units more financially feasible including providing financial incentives, such as reducing, waiving, and/or deferring fees, where feasible, offering fast track/priority processing, density bonuses, and flexibility in development standards. Additionally, the City will amend the Zoning Code to comply with State Density Bonus Law. Quantified Objective: 350 units over the planning period; of these, 200 units in high opportunity areas to promote access to resources and mobility for target households. Potential Funding Source: City Development Services Fund, CDBG, Affordable Housing Fund

	Related Policies and Standards	Time Frame	Action Lead	Action Support
	H-2-4	Within one year from adoption of the Housing Element	Community Development – Advanced Planning	
	H-2-5	Ongoing, at least annual targeting	Community Development – Housing and Public Services	
	H-2-4, H-2-5	Ongoing, as projects are processed through the Development Services Department, amend the Zoning Code to comply with State Density Bonus Law within one year from adoption of the Housing Element. Following this, review the Zoning Code and revise as needed annually. Annually outreach to developers, review and prioritize local funding at least twice in the planning period, and support expediting applications on an ongoing basis.	Community Development - Development Services (Planning Division)	

Action
2.HOUSING PROGRAMS
2.15 Rehabilitation Programs. Continue to operate housing repair and/or rehabilitation programs that assist lower-income households occupying housing in need of repair, including the Minor Home Repair Program, which offers forgivable loans to low-income homeowners whose homes have one or more health and safety hazards. Identify areas of concentrated rehabilitation need, beginning with areas with a higher concentration of lower-income households as identified in the Assessment of Fair Housing, to assist in repairs and potential mitigation of costs, displacement, and relocation impacts on residents. Provide information on available housing repair programs to homeowners by having flyers in multiple languages (English, Hmong, Chinese, Vietnamese, Spanish) available on the City's website and at City Hall, and through mailings of the City newsletter. The City will also assist homeowners to identify and apply for rehabilitation funding and will develop a code enforcement process in which code enforcement staff will follow up with landlords to ensure repairs are made so that the unit can be occupied Quantified Objective: 40 households; facilitate place-based revitalization by connecting 15 lower-income households with rehabilitation programs and promoting availability of programs in areas of concentrated substandard housing. Potential Funding Source: CDBG funds (when available)
2.16 Utility Assistance. Continue to refer individuals interested in utility assistance to the appropriate local energy provider, including the Sacramento Municipal Utility District (SMUD) and Pacific Gas and Electric (PG&E), both of which offer programs to assist with utility costs, and to nonprofit organizations that may offer utility assistance. The City will also provide assistance with paying past-due utility bills (electric, gas, and water) to low-income households that are at risk of experiencing utility shutoff due to non-payment. Temporarily increase the level of funding available to serve households experiencing a COVID-related loss of income. Quantified Objective: 520 households; of these, 220 will be lower-income households to prevent displacement due to utility costs, particularly in areas of concentrated overpayment. Potential Funding Source: City Development Services Fund, CDBG funds as available), City Community Service Grant funds (as awarded by City Council)

	Related Policies and Standards	Time Frame	Action Lead	Action Support
	H-4-1	Ongoing, as homeowners approach the City. Identify neighborhoods every two years. Create flyers in multiple language within by June 2022 and at least annual mailings.	Community Development – Housing and Public Services	
	H-4-1	Ongoing, at least annual marketing	Community Development – Housing and Public Services	In partnership with nonprofit entities

Action
2.HOUSING PROGRAMS

2.17 Affirmatively Further Fair Housing. Implement the regional Analysis of Impediments to Fair Housing Choice (AI), prepared in 2019, to address disparities in housing needs and in access to opportunity for all persons regardless race, color, religion, sex, national origin, familial status, disability gender, gender identify, gender expression, sexual orientation, marital status, ancestry, veteran or military status, source of income, and genetic information as protected categories by the California Fair Employment and Housing Act (Part 2.8 [commencing with Section 12900] of Division 3 of Title 2), Section 65008, and any other state and federal fair housing and planning law.

The City identified barriers to fair housing through the Fair Housing Assessment (see Chapter 12.4, Section 4, Housing Needs Assessment). Actions the City may take to address the identified barriers, and foster an inclusive community, include:

• Implement the following actions to affirmatively further fair housing in coordination with the efforts of Action 19:

  o Place-based revitalization strategies: Action 17
  o Strategies to facilitate housing mobility: Actions 5, 6, 8, 15, 16, 21, 22, and 23
  o Strategies to expand affordable housing in high opportunity areas: Actions 2, 5, 6, 16, and 23
  o Strategies to reduce or prevent displacement risk: Actions 3, 8, 9, 15, 18, and 21

• By December 2022, develop a targeted program to connect lower-income residents with affordable homeownership and rental opportunities. During the planning period, facilitate housing mobility by assisting 400 lower income households to locate affordable housing opportunities.

• Promote the availability of multi-lingual resources by ensuring that City provided services and materials are available in languages other than English or that they make clear the availability of interpretation or translation services. Translate materials and make materials available by December 2021.

• Work with fair housing providers such as Renters Helpline on an annual basis to track fair housing complaints and identify areas of fair housing law in need of increased enforcement.

• Meet biannually, with the first meeting occurring by June 2022, with local and regional transit agencies to assess whether the current routes and frequency meet demand and determine additional needs, if necessary.

• Where possible, improve bus stops to allow the safe deployment of wheelchair lifts and, where not possible, determine if a new stop can be added near the original that does al-low life deployment. Assess where bus stops need improvements by August 2022.

• Encourage development of multifamily housing in areas with high performing schools to improve access to these schools for lower-income households by annually providing developers with information on incentives for affordable multifamily development and maintaining a list of available sites near high performing schools. Encourage the development of 200 multifamily units to improve housing mobility opportunities in high resource areas.

• Provide information about fair housing choices to residents by distributing fair housing materials upon request and contracting with a fair housing rights nonprofit to provide fair housing services on an ongoing basis, including fair housing complaint intake, investigation, resolution, general housing (landlord/tenant) counseling, mediations, assistance, referrals, and resolution.

	Related Policies and Standards	Time Frame	Action Lead	Action Support
	H-5-1	Ongoing. Refer to each strategy in the AFFH program for specific timeframes	Community Development – Housing and Public Services	

Action
2.HOUSING PROGRAMS
• Proactively monitor rental housing providers for discriminatory practices by contacting fair housing service providers biannually for information on housing providers with complaints filed against them and using CDBG funds for fair housing enforcement and technical assistance activities. • Meet with other jurisdictions in the region by June 2023 to identify fair housing strategies and discuss whether a regional fair housing strategy would be beneficial from a cost and/or efficiency perspective. • Use local permitting and approval processes to ensure all new multifamily construction meets the accessibility requirements of the federal and state fair housing acts. Through these processes, facilitate the development of 45 new accessible housing units throughout the community. • Increase residential infill opportunities through changes in zoning and long-range plans. Process zone changes as requested by developers. Implement zoning and development incentives, such as inclusionary zoning, in-lieu fees, and density bonuses. Encourage place-based revitalization through facilitating development of 140 residential infill units. • Support development or resale of affordable homeownership opportunities through both developers' operations and obtaining resources to support low-income homebuyers, including affirmatively marketing to under-represented homeowners and developing and funding a first-time homebuyers' program. See Action 15 for quantified objective to connect lower-income households with housing opportunities to facilitate housing mobility.
2.18 Monitor At-Risk Units. Maintain and update the City's affordable housing database as a mechanism to monitor and identify units at risk of losing their affordability subsidies or requirements. For complexes at risk of converting to market rate, the City may: • Contact property owners of units at risk of converting to market-rate housing within one year of affordability expiration to discuss the City's desire to preserve complexes as affordable housing. • Reach out to owners to see their intent on renewing affordability restrictions. In addition, the City will coordinate with owners of expiring subsidies to ensure the required notices to tenants are sent out at 3 years, 12 months, and 6 months. • Reach out to agencies interested in purchasing and/or managing at-risk units. • Work with tenants to provide education regarding tenant rights and conversion procedures pursuant to California law. Potential Funding Source: City Development Services Fund

	Related Policies and Standards	Time Frame	Action Lead	Action Support
	H-4-1	Annually monitor and apply for funding as Notices of Funding Availability are released	Community Development – Housing and Public Services	

Action
2.HOUSING PROGRAMS
2.19 Innovative Housing Options. Explore innovative and alternative housing options that provide greater flexibility and affordability in the housing stock. This may include consideration for further reduction in regulatory barriers for ADUs and junior ADUs, tiny houses, inclusionary housing, microhomes and other alternative housing types as well as explore a variety of densities and housing types in all zoning districts. To promote and incentivize the development of ADUs, the City will provide pre-approved building plans by December 2021 and consider eliminating impact fees for ADUs (e.g., roadway, facilities). The City will use the findings of this program to target development of a variety of housing types in areas of concentrated overpayment to reduce displacement risk as well as promote inclusion and support integration of housing types based on income to facilitate mobility opportunities in high resource areas and areas of high median income. Potential Funding Source: City Development Services Fund, Affordable Housing Fund, SB2/LEAP or REAP funding Quantified Objective: Approximately 15 ADUs and/or other innovative housing options to increase supply and prevent displacement of lower-income households.
2.20 Housing Choice Voucher Acceptance. Evaluate the rate of usage of tenant-based Housing Choice Vouchers (Section 8) in affordable housing properties in which the City has a financial investment, in order to ensure that voucher holders are fairly represented. Provide education to property owners and managers at properties where voucher usage is lower than expected, ensuring properties throughout the city accept tenant-based Housing Choice Vouchers to facilitate mobility and provide choices for lower-income households throughout the City. Potential Funding Source: Affordable Housing Fund Quantified Objective: Balance usage of vouchers throughout the City by encouraging 50 property owners and landlords in areas with underrepresented lower-income population to accept vouchers.
2.21 Housing Choice Voucher Education. Implement a Housing Choice Voucher (Section 8) education program to share information about the program and available incentives with rental property owners and managers as well as training on avoiding discriminatory practices based on income or other protected classes. Distribute this information to property owners and managers across the City, increasing marketing as needed in areas with a lower proportional number of voucher holders, to improve access to affordable housing in all areas of the City. When the waitlist for tenant-based vouchers is open, publicize the opportunity through the City's social media and/or other public information channels. The City will target education and outreach in areas of the city with a disproportionately low rate of voucher holders compared to the City overall in an effort to increase availability of voucher-accepting units in these areas and facilitate mobility opportunities for lower-income households throughout the City. Quantified Objective: 250 households; of these, Increase the supply of voucher-accepting units by 50 units to provide additional housing opportunities throughout the City Potential Funding Source: Affordable Housing Fund

	Related Policies and Standards	Time Frame	Action Lead	Action Support
	H-1, H-2, H-3	Ongoing. Monitoring of ADU and innovative housing legislation.	Community Development – Development Services (Planning Division)	
	H-2-5	Biennially (every two years)	Community Development – Housing and Public Services	
	H-2-5	Annually for rental property owners/ managers, when waitlist is open for general public.	Community Development - Housing and Public Services	

Action
3. ECONOMIC DEVELOPMENT PROGRAMS
3.1 Streamline commercial entitlement and permit processes. Review current processes for commercial entitling and permitting improvements supporting business retention, expansion, and attraction efforts. Identify areas for improvement, efficiency, and increased speed, and develop and execute an implementation strategy ensuring the city provides the fastest and most cost effective commercial entitlement and permitting processes in the region.
3.2 Update business licensing processes. Review current business licensing procedures, identify areas for improvement and efficiency, and develop and execute an implementation strategy ensuring the business license application and renewal processes are simple, effective, and affordable, businesses are permitted consistent with City Zoning and Building regulations, and the improvements result in a comprehensive, accurate database of all licensed businesses in the city.
3.3 Facilitate development in the Grant Line Business Park. Work with property owners, businesses, City departments, and other stakeholders to facilitate development in the Grant Line Business Park. Strategically construct infrastructure where opportunities and mutual goals align.
3.4 Facilitate development in the Kammerer Livable Employment Area. Work with property owners, businesses, City departments, and other stakeholders to facilitate development in the Kammerer Livable Employment Area
3.5 Facilitate development of key infill commercial sites. Work with property owners, businesses, City departments, and other stakeholders to facilitate development of key infill commercial sites.

	Related Policies and Standards	Timeframe	Action Lead	Action Support
	GOALS ED-1, 2, and 3	Ongoing	Economic Development Community Development – Development Services	
	GOALS ED-1, 2, and 3	FY 25/26	Economic Development	Community Development – Development Services Finance
	GOALS ED-1, 2, and 3, RC-1, 2	Ongoing	Economic Development	Community Development – Development Services Public Works
	GOALS ED-1, 2, and 3, RC-1, 3	Ongoing	Economic Development	Community Development – Development Services
	GOALS ED-1, 2, and 3	Ongoing	Economic Development	Community Development – Development Services

Action
4. TRANSPORTATION PLANS AND PROGRAMS
4.1 Transportation Management Program. Develop a transportation management program that works with relevant developments to promote carpool, transit, active transportation programs, and other services to reduce vehicle miles traveled.
4.2 Safe Streets For All. Develop a Comprehensive Safety Action Plan (CSAP) for the City, building off past efforts such as the Systemic Safety Analysis Report and Bicycle, Pedestrian, and Trails Master Plan. The CSAP will include extensive data collection, analysis, and community outreach, culminating in a set of projects and strategies to address safety for all road users.
4.3 Review of and Modifications to Transit Service. Coordinate with Sac RT on their comprehensive operational analysis update for improved transit services in Elk Grove.
4.4 Coordination for Interjurisdictional Roadway Improvements Meet with representatives from the City of Sacramento, Sacramento County, Caltrans, the Capital Southeast Connector Joint Powers Authority, and others as needed to advance interjurisdictional roadway improvement initiatives.
4.5 Incentives for Alternative Fueling Stations. Develop incentives and compile information to encourage property owners of existing gas stations to install facilities for alternative/clean fuels, such as hydrogen, biodiesel and EV charging.
4.6 EV Charging Facility Incentives. Partner with SMUD to develop incentives for existing commercial and multifamily residential properties seeking to install electric vehicle charging facilities. Incentives may relate to subsidize or waived fees for City permits and inspections.

	Related Policies and Standards	Timeframe	Action Lead	Action Support
	MOB-3-2, MOB-7-10, NR-4-3, NR-4-5	Ongoing	Civic Innovation – Transportation	Community Development
	MOB-3-3, MOB-3-4, NR-4-3, NR-4-4, NR-4-6, HTH-1-3	FY 26/27	Civic Innovation – Transportation	Community Development Public Works
	LU-1-9, MOB-5-6, MOB-5-7, MOB-5-8, NR-4-6	FY25-FY27	Civic Innovation – Transportation	Community Development
	MOB-7-2, MOB-7-6, GOV-1-4	Ongoing	Public Works	City Manager Civic Innovation – Transportation
	MOB-7-9, NR-4-3	FY 20/21–FY 22/23	Civic Innovation – Sustainability	Economic Development Community Development
	NR-4-3, NR-5-1, NR-5-2	FY 20/21–FY 22/23	Civic Innovation – Sustainability	Economic Development Community Development

Action
5. ARTS, CULTURE, AND HISTORIC PRESERVATION
5.1 Public Art in Public Spaces and Civic Facilities. Include public artwork as focal points in public spaces and at civic facilities to be commissioned and funded through the Percent for Art program.
5.2 Arts and Cultural Programs and Events. Support and encourage local arts and culture in Elk Grove through percent for the arts program, City events, sponsorship grants, and use of City facilities for community-led events. Events produced or supported by the City include art fairs/festivals, live music, crafts for children, cultural events, and food festivals. Special efforts are made to promote the arts and culture that reflect Elk Grove's diverse community.
5.3 Historic Preservation Program. Regularly update and expand the sites and structures listed in the City's Registry of Historic Places. Maintain information on the City web page with information about Elk Grove's history, local historic districts and historic sites, and Native American cultural resources. The web page should also include resources and incentives for property owners to encourage historic preservation.
5.4 Archaeological Resources. Continue coordination with Wilton Rancheria and other Native American Tribes on mitigating for impacts to archaeological and cultural resources.
5.5 Partnerships for Historical Events and Information. Partner with local organizations such as the Historic Preservation Committee, the Elk Grove Historical Society, Old Town Elk Grove Foundation, the Farm Bureau, local historic societies, local cultural organizations, and Native American tribes to showcase the City's history and culture through events, informational signs, monuments in community gathering spaces, historic tours, virtual tour apps, educational materials, and other methods.

	Related Policies and Standards	Timeframe	Action Lead	Action Support
	LU-4-1, LU-5-10, ART-1-1	Ongoing	City Manager	Public Works
	ART-1-1, ART-1-2, ART-2-1, ART-2-2, HR-3-1, HTH-1-2	Ongoing	Public Affairs City Manager	
	HR-1-1, HR-1-2, HR-1-3, HR-2-1, HR-2-4, HR-3-1	Ongoing	Community Development	Public Affairs
	HR-2-1, HR-2-2, HR-2-3, HR-2-4	Ongoing	Community Development – Development Services Public Works	
	HR-3-1	Ongoing	Public Affairs	

Action
6. AGRICULTURE
6.1 Promotion of Community Agricultural Events. Help to promote and publicize community events and activities related to agriculture. When possible, provide sponsorship, low-cost or free use of City-owned facilities, or other forms of financial support to these events.
6.2 Support Community Agricultural Education Programs. Provide promotional support for community educational programs on agricultural processes and products.
6.3 Agricultural Land Conservation Partnerships. Partner with community land trusts and conservation organizations to implement conservation easements for agricultural areas of value at risk of development.
6.4 Urban Farms or Community Gardens on City Land. Consider establishing urban farms or community gardens on City land when part of the long-term strategy for the site.

	Related Policies and Standards	Timeframe	Action Lead	Action Support
	AG-1-1	Ongoing	Public Affairs	
	AG-1-1	Ongoing	Public Affairs	
	AG-1-2	Ongoing	Community Development – Advanced Planning	
	AG-2-3, HTH-1-7	Ongoing	City Manager	

Action
7. ENVIRONMENT, CONSERVATION, AND SUSTAINABILITY
7.1 Integrate Sustainability Into Projects. Incorporate sustainability principles into development projects, special projects, and City plans and programs through the implementation of the Building Code, the Climate Action Plan, and best practices for sustainable development.
7.2 Public Information on Water Conservation Requirements. Work with Elk Grove Water District, Sacramento County Water Agency, and other water providers to inform the public of mandatory water use restrictions and to encourage voluntary water conservation measures.
7.3 Water Conservation Programs and Incentives Outreach. Conduct public education and outreach on water conservation and efficiency strategies, programs, and incentives offered by water purveyors and other organizations through a variety of communication methods, including the City's website, mailings or flyers, and tabling at special events.
7.4 Participation in Regional Air Quality Programs. Designate elected officials and City staff to participate in regional air quality improvement efforts led by the Sacramento Metropolitan Air Quality Management District and the California Air Resources Board, and to address cross-jurisdictional air quality issues.
7.5 GHG Reduction Monitoring. Monitor the City's progress toward achieving the GHG reduction targets in the Climate Action Plan on an annual basis.
7.6 GHG Emissions Inventory Update. Conduct an update of the community-wide GHG emissions inventory every five years at a minimum.
7.7 Energy Conservation and Renewable Energy Programs and Incentives Outreach. Conduct public education and outreach on energy conservation, energy efficiency, and renewable energy strategies, programs, incentives, and financing options offered by SMUD and other organizations through a variety of communication methods, including the City's website, mailings or flyers, and tabling at special events.
7.9 Sustainability Monitoring and Reporting. Monitor progress on sustainability through the following tasks: • Identify sustainability indicators. • Develop measurable targets. • Research current best management practices (BMPs) and provide links to public agency BMPs on the City's website as a resource for the community. • Participate in conferences and meetings that promote sustainability. Annually assess and report on these targets and indicators to monitor the City's progress toward sustainability and make recommendations based on current best practices and innovation.

	Related Policies and Standards	Timeframe	Action Lead	Action Support
	GOV-1-5	Ongoing	Civic Innovation – Sustainability	Community Development Public Works
	NR-3-4, NR-3-5, NR-3-6, NR-3-7, ER-6-6, ER-6-7	Ongoing	Public Affairs	
	NR-3-6, NR-3-7, NR-3-11, NR-3-12, ER-6-6	Ongoing	Public Affairs	
	NR-4-3, NR-4-7, NR-4-11	Ongoing	City Manager	
	NR-5-1, NR-5-2, NR-5-3, NR-5-4	Ongoing	Civic Innovation – Sustainability	Community Development Public Works Finance Development Services
	NR-5-1, NR-5-2, NR-5-3	Ongoing	Civic Innovation – Sustainability	Community Development
	NR-6-1, NR-6-2, NR-6-3, NR-6-4, NR-6-5, NR-6-6	Ongoing	Civic Innovation – Sustainability	Public Affairs
	SD-1-1, SD-1-2	Ongoing	Civic Innovation – Sustainability	Community Development

Action
8. PARKS, RECREATION, AND OPEN SPACE
8.1 Parks, Recreation, and Facilities Master Plan updates. Work with the Cosumnes Community Services District (CCSD) on updates to the Parks, Recreation, and Facilities Master Plan periodically, as needed.
8.2 Coordination with CCSD for Parks and Recreation Programs. Work with the CCSD, as established in the City's Memorandum of Understanding with CCSD, to support maintenance of existing parks; current recreation programs; and planning, design, and construction of new parks. Ensure that park facilities and recreational programming takes into consideration the diverse recreational needs of all segments of Elk Grove's population.

	Related Policies and Standards	Timeframe	Action Lead	Action Support
	GOV-1-4, PT-1-1, PT-1-3, PT-1-5, PT-1-6, PT-1-7, PT-1-8, PT-2-1, HTH-1-4	Ongoing	Community Development	Public Works
	GOV-1-4, PT-1-1, PT-1-3, PT-1-5, PT-1-6, PT-1-7, PT-1-8, HTH-1-2, HTH-1-4	Ongoing	Public Works Community Development	Public Affairs

Action`
9. HAZARD MITIGATION AND EMERGENCY MANAGEMENT
9.1 Local Hazard Mitigation Plan Updates. Work with Sacramento County and other participating jurisdictions to update the County's Local Hazard Mitigation Plan every five years, as required by the Federal Emergency Management Agency (FEMA).
9.2 Post-Disaster Recovery Ordinance. Consider developing and adopting an ordinance for post-disaster recovery and reconstruction that includes provisions for debris clearance, damage assessment, demolitions, reoccupancy and building moratorium criteria, fee waivers and deferrals, and expedited permitting procedures for repair and reconstruction.
9.3 Hazardous and Toxic Materials Standards Update. Review the Municipal Code periodically as needed to ensure that City regulations reflect the most up-to-date standards for the storage, handling, and use of hazardous and toxic materials.
9.4 Floodplain Data Update. Review the 200-year floodplain and prepare updates as necessary using available data sources. Updated information shall be made available and referenced during the development review process for areas within the 200-year floodplain.
9.5 Infrastructure to Reduce Flood Hazards. Work with the City of Sacramento, the Army Corps of Engineers, and other federal, State, and local governments and agencies to develop policies to finance, construct, and plan infrastructure improvements to reduce potential flood hazards in Elk Grove.
9.6 Fire Prevention Programs. Work with the CCSD to develop high visibility fire prevention programs, including those which provide voluntary home inspections and awareness of home fire prevention measures.
9.7 CCSD Emergency Response Plan testing. Work with CCSD to periodically test the effectiveness of its Emergency Response Plan, and to update the plan accordingly as needed.
9.8 Rail Crossing Safety Improvements. Work with the Union Pacific Railroad to improve safety at rail crossings by testing gates and warning devices and making improvements as needed.
9.9 Response Procedures for Extreme Heat and Severe Weather Conditions. Implement the City's guide of City procedures to be followed in the event of severe weather conditions, such as excessive heat, including emergency services deployment, opening of local cooling shelters, and community notifications.
9.10 Public Information on Preparedness and Services for Extreme Weather Events. Work with SacOES and the Sacramento County Department of Public Health to prepare information for the public, with an emphasis on vulnerable populations, on actions to take in preparation for extreme weather events, and resources and public services available during such events. Disseminate this information both online and in print formats.
9.11 Climate-related Infrastructure Repair Reserve. Establish funding reserves for future repairs to damaged infrastructure that may be required due to increased stress from extreme heat, extreme storms, and other climate impacts.
9.12 Crime Prevention Through Environmental Design Program. Implement a Crime Prevention Through Environmental Design (CPTED) program to apply CPTED principles to the design of proposed development projects. Train key Police Department and Development Services Department staff in CPTED principles and approaches. Planning staff shall consult with Police Department representatives with CPTED expertise when reviewing development projects to ensure that safety is incorporated into project design.

	Related Policies and Standards	Timeframe	Action Lead	Action Support
	EM-1-1, EM-1-2	FY 26/27	Community Development – Advanced Planning	Civic Innovation Public Works
	EM-1-3	FY 28/29	Community Development – Advanced Planning	Public Works
	ER-1-4, ER-1-5	Ongoing	Community Development – Advanced Planning	
	ER-2-3, ER-2-4	FY26	Public Works	Community Development
	ER-2-15	Ongoing	Public Works	
	ER-4-1	Ongoing	Community Development Police	
	ER-4-1	Ongoing	Police	Public Works
	ER-5-1, ER-5-2	Ongoing	Public Works	
	ER-6-1	Ongoing	Police	Public Affairs
	ER-6-2	Ongoing	Public Affairs	
	ER-6-5	Ongoing	Finance	Civic Innovation - Sustainability Public Works
	SAF-1-2	Ongoing	Community Development	Police

Action
10. EQUITY AND COMMUNITY HEALTH
10.2 City Healthy Living at Work Program. Demonstrate leadership in efforts to promote community health by implementing a Healthy Living at Work Program for City employees. A Healthy Living at Work Program may include, but should not be limited to: • Provision of healthy food at meetings, on-site cafeterias, vending machines, and food vendors. • Flexible work hours so that employees have more opportunities to participate in fitness programs as part of their working day. • Employee Assistance Program. • Health education programs and online web tools that help employees work toward their health goals. • Planned events and group activities to encourage employees to become active, such as team sports or lunchtime walks.
10.3 Access to Health Care Services. Work with healthcare providers to expand facilities and services in the community, including a new community hospital.

	Related Policies and Standards	Timeframe	Action Lead	Action Support
	HTH-1-4	Ongoing	Human Resources	Police
	HTH-1-9	Ongoing	Economic Development	

Action
11.NOISE
No Actions

	Related Policies and Standards	Timeframe	Action Lead	Action Support

Action
12. CITY SERVICES AND OPERATIONS
12.1 Urban Forestry. Develop BMPs for tree planting and maintenance, including a preferred tree list and specifications for street trees (e.g., spacing, planting requirements, increased shading requirements to mitigate for higher temperatures). Update the City's Tree Preservation and Protections regulations.
12.2 Low-emission City Vehicles. Transition the City fleet to zero emission vehicles, as appropriate vehicles become available. This would include light-, medium-, and heavy-duty vehicles as they are developed and need to be replaced. Add needed infrastructure at City facilities to support this transition.
12.3 Recycling and Composting Education Campaign. Continue to implement an education campaign to encourage businesses to take an active role in recycling and composting, focusing on businesses that generate a large amount of compostable and/or recyclable waste.
12.4 Recycling and Composting Facilities. Work with the waste and recycling services provider to ensure that food scrap composting and recycling facilities are available and convenient to use for businesses.
12.5 Review of Recycling Collection Materials. Review the City's recycling services contract to ensure that the range of materials accepted is consistent with the latest recycling technology and best practices available in the area.
12.6 Library Services Expansion. Support the expansion of library services to provide areas for community learning and activities. Future needs and improvements will be guided by a community library needs assessment, and may include educational and community programming, a larger and more diverse collection of books and materials, and physical space expansions.
12.7 Student Internships. Continue the Civic Summer program in partnership with the Elk Grove Unified School District, fostering civic engagement and leadership among the community's youth. Develop a City of Elk Grove Student Internship Program, to provide high school and college students with valuable opportunities to gain hands-on experience in various city departments. This initiative will empower the next generation of leaders while enhancing community involvement.

	Related Policies and Standards	Timeframe	Action Lead	Action Support
	NR-2-1, NR-2-4, NR-5-4, ER-6-4	FY 26/27	Community Development Public Works	
	NR-4-2, NR-4-3, NR-5-1, NR-5-2	Ongoing	Public Works	Civic Innovation – Sustainability Purchasing
	CIF-1-1	Ongoing	Public Works	Public Affairs
	CIF-1-1	Ongoing	Public Works	
	CIF-1-1	Ongoing	Public Works	
	CS-1-1, CS-1-2	Ongoing	Civic Innovation	Public Works
	CS-1-1, CS-1-2	Ongoing	City Manager	All City Departments

Action
13. PUBLIC FACILITIES AND CAPITAL IMPROVEMENTS
13.1 Projects for Capital Improvement Program (CIP). Create a prioritized list of capital improvement projects called for in the General Plan to be added to future CIPs. The list should include the following projects: • Identify needed infrastructure improvement projects (e.g., streetscape, landscaping, street lighting) in areas where the City seeks to encourage private development and investment, including the civic core, Old Town, and major transit stops. (LU-2-2, ED-3-1) • Generate a prioritized list of desired public realm amenities such as landscaping, public art and other decorative features, street lighting, plazas, and wayfinding signage, and priority locations or areas for such facilities. (LU-5-7) • Update and expand the City's wayfinding signage system for key destinations. (MOB-3-8) • Bicycle and pedestrian amenities at public facilities (bike parking/storage, shaded seating areas). (MOB-4-2) • Priority projects and core facilities identified in the Bicycle, Pedestrian and Trails Master Plan. (MOB-4-3, MOB-4-4) • Construction of strategic grade-separated crossings of rail lines. (MOB-6-1) • Roadway improvements for major arterials that provide appropriate vehicular capacity and multimodal facilities, consistent with Transportation Network Diagram. (MOB-7-1) • Electric vehicle charging facilities at key public sites and facilities (e.g., parks, libraries, community centers, Civic Center / Aquatic Complex). (MOB-7-9) • Smart roadway signaling / signage. (MOB-7-9) • Cultural and performing arts center as part of District56. (ART-2-1, ART-2-2, ART-2-3) • Technology infrastructure. (CIF-3-2) • Regularly review existing facilities and services and identify necessary improvements and upgrades as part of the City's Capital Improvement Program. (CIF-2-4)
13.2 Public Works Standards. Update standards for public roads, utilities, and other infrastructure for consistency with General Plan policies, as follows: • Review public works standards for utilities (electrical services) and update to require undergrounding of electrical services under 69kV. (Policy LU-5-3) • Review the Citywide Improvement Standards for public roads and update as needed to incorporate Complete Streets design concepts and best practices. (MOB-3-1, MOB-3-3, MOB-3-4, MOB-3-5, MOB-3-6, MOB-3-7, MOB-3-10, MOB-3-11, MOB-3-12, MOB-3-13, MOB-5-3) • Update Citywide Improvement Standards for roads to encourage the use of environmentally friendly design features where appropriate, such as bioswales and recycled road base, asphalt and concrete, and to encourage the use of permeable pavement for on-street parking areas. (MOB-7-11) • Include standards for utilizing cooling strategies and higher-albedo impervious materials in construction of new roadways to mitigate for increased temperatures. (ER-6-4)

	Related Policies and Standards	Timeframe	Action Lead	Action Support
	LU-2-2, LU-5-7, ED-3-1, RC-1-3, MOB-2-1, MOB-3-8, MOB-4-2, MOB-4-3, MOB-4-4, MOB-6-1, MOB-7-1, MOB-7-9, ART-2-1, ART-2-2, ART-2-3, CIF-3-2, CS-3-1	Annually	Public Works	Finance/Budget City Manager Economic Development Community Development Civic Innovation
	LU-5-3, MOB-3-1, MOB-3-3, MOB-3-4, MOB-3-5, MOB-3-6, MOB-3-7, MOB-3-10, MOB-3-11, MOB-3-12, MOB-3-13, MOB-5-3, MOB-7-11, ER-6-4	FY 18/19–FY 19/20	Public Works	Community Development – Development Services

Action
13. PUBLIC FACILITIES AND CAPITAL IMPROVEMENTS
13.4 Recycled Water for Landscaping in Public Facilities. Strategically expand the use of recycled water for irrigating landscaping in street medians, public parks, and commercial and multiple-unit residential development in coordination with SCWA and SacSewer.
13.5 Solar Energy Systems for City Facilities. Assess the feasibility and cost effectiveness of retrofitting City buildings, parking lots, and other City facilities with solar energy systems (photovoltaics), and install these systems as financial resources allow.

	Related Policies and Standards	Timeframe	Action Lead	Action Support
	NR-3-6, NR-3-9, INF-1-3	Ongoing	Community Development	Civic Innovation – Sustainability Public Works
	NR-6-6	Ongoing	Public Works	Civic Innovation – Sustainability

Action
14. FINANCING AND BUDGETING
14.1 Development Impact Fees. Review the citywide development impact fee program periodically as needed and update the nexus study and methodology for calculating impact fees, to ensure that impact fees are adequately addressing new development's fair share of new infrastructure and public facilities.

	Related Policies and Standards	Timeframe	Action Lead	Action Support
	LU-3-29, MOB-7-4, IFP-1-3, IFP-1-4, IFP-1-5, IFP-1-6, IFP-1-7	Ongoing	Finance	City Manager Public Works Community Development

Action
15. PUBLIC INFORMATION AND OUTREACH
15.1 Public Information and Community Outreach Methods. Use a variety of outreach techniques to reach the broadest and most diverse public audience when seeking community input on City actions, decisions, and opportunities. Establish community outreach and engagement guidelines for appropriate methods based on project type and scale. Examples of outreach methods may include traditional public hearings and community workshops, tabling and outreach at public and community locations such as grocery stores and libraries, and information and features on the City's website.
15.2 Outreach Techniques for Minority and Disadvantaged Communities. Identify ways to enhance the City's communications with and outreach to residents from minority and disadvantaged communities. Potential new strategies could include augmenting the City's multilingual translation and interpretation services and adopting innovative and non-traditional approaches to community outreach aimed at groups with typically low participation in civic and government affairs.

	Related Policies and Standards	Timeframe	Action Lead	Action Support
	GOV-1-1, GOV-1-2, GOV-1-3, GOV-2-1, GOV-2-2	Ongoing	City Manager Public Affairs	Community Development Public Works Civic Innovation
	GOV-2-1, GOV-2-2, HTH-1-2	Ongoing	City Manager Public Affairs	Community Development Public Works Civic Innovation

Action
16. INTERGOVERNMENTAL COORDINATION
16.1 Interjurisdictional Coordination. Continue meeting regularly with staff and decision makers from Sacramento County, Cosumnes CSD, Elk Grove Unified School District, SACOG, SMAQMD, and other agencies to coordinate efforts on a variety of topics, including services to the community, transportation, and land use planning.
16.2 Regional Planning and Sustainability Efforts. Continue to designate elected officials and City staff to participate in regional land use planning, transportation planning, and sustainability initiatives led by SACOG, the Sacramento Regional Transit District, and other public agencies. These designees should report periodically to the City Council, boards and commissions, and the public on current issues and progress related to regional land use and transportation and sustainability.

	Related Policies and Standards	Timeframe	Action Lead	Action Support
	RC-2-1, MOB-5-1, GOV-1-4, PT-2-2	Ongoing	City Manager	Civic Innovation Community Development Public Works Economic Development
	RC-2-1, RC-2-2, RC-3-1, RC-3-2, MOB-5-1, MOB-5-2, MOB-5-3, MOB-5-9, MOB-5-10, GOV-1-4, SD-1-1	Ongoing	City Council City Manager	Civic Innovation Community Development Public Works Economic Development

Action
17. COMMUNITY AND AREA PLAN ACTIONS
17.1 Sheldon/Rural Area Transportation Improvements. Implement transportation improvements on a segment-by-segment basis only when warrants are reached.
17.2 Sheldon/Rural Area Pedestrian and Bicycle Improvements. Implement pedestrian and bicycle improvements on a segment-by-segment basis to improve access to community destinations consistent with the Rural Road Improvement Policy and Bicycle, Pedestrian, and Trails Master Plan.
17.3 Sheldon/Rural Area Community Plan Update. Prepare an update to the Rural Area Community Plan.

	Related Policies and Standards	Timeframe	Action Lead	Action Support
	SRA-3.3	Ongoing	Public Works	
	SRA-3.3	Ongoing	Public Works	
	LU-7-1, RA-1-1, RA-1-2, RA-1-3, RA-1-4, RA-1-5, RA-1-6, RA-1-7, RA-3-1, RA-3-2, RA-3-3, RA-4-1, RA-4-2	FY27/28	Community Development – Advanced Planning	Public Works

CHAPTER 11: GLOSSARY AND ACRONYMS

DEFINITIONS

The following glossary defines some common planning terms. The definitions in this glossary may be used to interpret policies in the General Plan, but shall not be interpreted as policies, standards, thresholds, guidelines, etc.

100-YEAR FLOOD

A flood that has 1 percent likelihood of occurring in any given year.

100-YEAR FLOODPLAIN

The areas that have a 1-in-100 chance of flooding in any given year using criteria consistent with, or developed by, the Federal Emergency Management Agency.

ACRES, GROSS

The entire acreage of a site. Gross acreage is calculated to the centerline of proposed bounding streets and to the edge of the right-of-way of existing or dedicated streets.

ACRES, NET

The acreage of a site that is available for development, excluding features such as roads and other rights of way, utilities, easements, and dedicated open space

ADVERSE IMPACT

A negative consequence for the physical, social, or economic environment resulting from an action or project.

AFFORDABLE HOUSING

Housing capable of being purchased or rented by a household with very low, low, or moderate income, based on a household's ability to make monthly payments. Housing is considered affordable when a household pays less than 30 percent of its gross monthly income for housing and utilities.

AGENCY

The governmental entity, department, office, or administrative unit responsible for carrying out local, State, or federal regulations.

AGRICULTURE

Use of land for the production of food and fiber, including the growing of crops and/or the grazing of animals on natural or improved pastureland.

AGRICULTURE-RELATED USES

Feed mills, manufacturing, processing, creameries, auction yards, and other uses supporting local agriculture.

AIR POLLUTION

Concentrations of substances found in the atmosphere that exceed naturally occurring quantities and are undesirable or harmful in some way.

AMBIENT

Surrounding on all sides; used to describe measurements of existing conditions with respect to traffic, noise, air, and other environments.

ANNEX

To incorporate a land area into an existing district or municipality, with a resulting change in the boundaries of the annexing jurisdiction.

APPROPRIATE

Suitable for a particular person, place, or condition.

AQUIFER

An underground, water-bearing layer of earth, porous rock, sand, or gravel, through which water can seep or be held in natural storage. Aquifers generally hold sufficient water to be used as a water supply.

AREA OF CONCERN

The geographic area, as approved by the Local Agency Formation Commission, beyond a sphere of influence of a local agency in which land use decisions or other governmental actions impact directly or indirectly upon the local agency, or in which urbanization may be anticipated in the intermediate or long-range planning horizons.

AVERAGE DAILY TRAFFIC (ADT)

The total volume of traffic carried by a roadway segment in an average 24-hour period or the average number of vehicle trips generated by a project or projects in a 24-hour period.

BIKE LANE (CLASS II FACILITY)

A corridor expressly reserved for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles, delineated by painted stripes and other identifying features.

BIKE PATH (CLASS I FACILITY)

Off-road bicycle routes located along designated multiuse trails or vacated rail lines, and separated from streets.

BIKE ROUTE (CLASS III FACILITY)

A facility shared with motorists and identified only by signs. A bicycle route has no pavement markings or lane stripes.

BUILDOUT; BUILD-OUT

Development of land to its full potential or theoretical capacity as permitted under current or proposed planning or zoning designations. Used in determining the potential of an area to absorb development:

- The level of land use, human activity, or development for a specific area that can be accommodated permanently without an irreversible change in the quality of air, water, land, or plant and animal habitats.
- The upper limits of development beyond which the quality of human life, health, welfare, safety, or community character within an area will be impaired.
- The maximum level of development allowable under current zoning.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

A statute that requires State and local agencies to identify the significant environmental impacts of their actions and to avoid or mitigate those impacts, if feasible.

CAPITAL IMPROVEMENTS PROGRAM (CIP)

The City's program that identifies active projects and those expected to be undertaken during the coming five fiscal years, including scheduled completions, and intended to implement the General Plan, respond to traffic patterns and improvements needs, and generally establish a coherent roadway network.

CHARACTER

Special physical characteristics of a structure or area that set it apart from its surroundings and contribute to its individuality.

CIRCULATION SYSTEM

A network of transit, automobile, bicycle, and pedestrian rights-of-way that connects origins and destinations.

CITY

City with a capital "C" refers to the City of Elk Grove as both the incorporated government agency ("The City will enact ordinances") and as the geographic area ("The City has experienced both urban and suburban growth"). City with a lower case "c" refers to a city, in general terms, other than Elk Grove.

CLUSTERING

A form of planned development that concentrates buildings on a portion of the site (cluster area) to allow the remaining undeveloped land to be preserved to protect sensitive land areas, preserve historic or cultural resources, preserve agricultural operations, or provide passive open space and recreation.

COMMUNITY FACILITIES DISTRICT

Under the Mello-Roos Community Facilities Act of 1982 (Government Code Section 53311, et seq.), a legislative body may create within its jurisdiction a special district that can issue tax-exempt bonds for the planning, design, acquisition, construction, and/or operation of public facilities, as well as provide public services to district residents. Special tax assessments levied by the district are used to repay the bonds.

COMPATIBLE

The characteristics of different uses or activities or design that allow them to be located near or adjacent to each other in harmony. Some elements affecting compatibility include the following: height, scale, mass and bulk of structures, pedestrian or vehicular traffic, circulation, access and parking impacts, landscaping, lighting, noise, and odor. Compatibility does not mean "the same as." Rather, it refers to the sensitivity of development proposals and limiting conflict with existing development. For instance, an apartment complex may be located next to a single family home if it addresses elements such as lighting, noise, and building mass along the shared property line.

COMPLETE STREETS

A transportation policy and design approach, as defined and required by California State law, that dictates streets to be planned, designed, operated, and maintained to provide safe mobility for all users, including bicyclists, pedestrians, transit vehicles, truckers, and motorists, appropriate to the function and context of the facility.

COUNTY

County with a capital "C" generally refers to the government or administration of a county. In this General Plan, "The County" generally refers to the County of Sacramento, either as a governmental agency or as a geographic area.

CRITICAL FACILITY

Facilities housing or serving many people, which are necessary in the event of an earthquake or flood, such as hospitals, fire, police, and emergency service facilities; utility "lifeline" facilities, such as water, electricity, and gas supply; sewage disposal; and communications and transportation facilities.

CUMULATIVE IMPACT

As used in CEQA, the total impact resulting from the accumulated impacts of individual projects or programs over time. (*See "California Environmental Quality Act."*)

DB

Decibel; a unit used to express the relative intensity of a sound. Every increase of 10 dBA doubles the perceived loudness though the noise is actually ten times more intense.

DBA

The "A-weighted" scale for measuring sound in decibels; adjusts the effects of low and high frequencies in order to simulate human hearing.

DEDICATION

The turning over of private land by an owner or developer for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses are often made conditions of approval for a development by a city or county. Dedications may be required of an owner or developer as a substitute for a cash payment, and are usually calculated in dollars per lot, and referred to as in-lieu fees or in-lieu contributions.

DENSITY, RESIDENTIAL

The number of permanent residential dwelling units per acre of land. Densities specified in this General Plan may be expressed in units per gross acre. (*See "Acres, Gross."*)

DEVELOPABLE ACRES, NET

(See "Acres, Net.")

DEVELOPER

An individual or business that prepares raw land for the construction of buildings or causes to be built physical building space for use primarily by others, and in which the

preparation of the land or the creation of the building space is in itself a business and is not incidental to another business or activity.

DEVELOPMENT

Any building, construction, renovation, mining, extraction, dredging, filling, excavation or drilling activity or operation; or any material change in the use or appearance of any structure or in the land itself. Development activities include, but are not limited to, subdivision of land; construction or alteration of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill materials; and clearing of natural vegetative cover (with the exception of agricultural activities).

DEVELOPMENT AGREEMENT

A legislatively approved (with a recommendation from the Planning Commission) contract between a jurisdiction and a person having legal or equitable interest in real property within the jurisdiction (California Government Code Section 65864 et seq.); this document "freezes" certain rules, regulations, and policies applicable to development of a property for a specified period of time, usually in exchange for certain concessions by the owner.

DEVELOPMENT FEE

(See "Impact Fee.")

DEVELOPMENT PROPOSAL

A plan for an area or tract of land submitted to the City for review and approval.

DISADVANTAGED UNINCORPORATED COMMUNITY

An area of inhabited territory located within an unincorporated area of a county with 10 or more dwelling units in close proximity in which the annual median household income is less than 80 percent of the Statewide median household income.

DRY SEWER

Public and/or private sewer facilities designed and constructed in accordance with standards and specifications for future connection into the public sanitary sewer system. The facilities are constructed from the future connection point in the existing public right-of-way or easement to each structure they serve. Sewer services are not operational at the time of construction and the pipe remains "dry" until public service is extended and connected to the improvements.

EASEMENT, CONSERVATION

A tool for acquiring open space with a less than full-fee purchase, whereby a public

agency buys only certain specific rights from the landowner. These may be positive rights (providing the public with the opportunity to hunt, fish, hike, or ride over the land), or restrictive rights (limiting the uses to which the landowner may devote the land in the future.)

EMISSION STANDARD

The maximum amount of pollutant legally permitted to be discharged from a single source, either mobile or stationary.

EROSION

- The loosening and transportation of rock and soil debris by wind, rain, or running water.
- The gradual wearing away of the upper layers of earth.

EVENT

As used in the Services, Health, and Safety Element of this General Plan, an event is an accidental release of a substance, material, or energy from a facility that may cause a hazardous physical effect beyond the exterior boundary of the facility. An event may occur as the end result of a series of related circumstances or actions; however, the individual circumstances or actions are not themselves considered events for the purposes of implementation of Services, Health, and Safety Element policies.

FEATHERING

Gradual transitions between land use or zoning densities to avoid conflicting adjacent land uses, typically resulting in adjacent densities that are less than one standard category higher or lower in density.

FIRE HAZARD SEVERITY ZONE

An area where, due to slope, fuel, weather, or other conditions, the potential loss of life and property from a fire necessitates special fire protection measures and planning before development occurs.

GREENFIELD; GREENFIELD DEVELOPMENT

A greenfield is a large area of open land (typically vacant or in agricultural production) where there has been very limited or no prior development. Greenfield development is development on undeveloped greenfield parcels.

HUMAN CAPITAL

The skills, knowledge, and experience possessed by an individual or population, viewed in terms of their value or cost to an organization or country.

IMPACT

The effect of any direct man-made actions or indirect repercussions of man-made actions on existing physical, social, or economic conditions.

IMPACT FEE

A fee, also called a development fee, levied on the project developer by a city, county, or other public agency as compensation for otherwise-unmitigated impacts the project will produce. California Government Code Section 66000 et seq. specifies that development fees shall not exceed the estimated reasonable cost of providing the service for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document proper restrictions on use of the fund.

IMPERVIOUS SURFACE

Surface through which water cannot penetrate, such as roof, road, sidewalk, and paved parking lot. The amount of impervious surface increases with development and establishes the need for drainage facilities to carry the increased runoff.

INFILL DEVELOPMENT

Development of vacant land (usually individual lots or leftover properties) within areas that are already largely developed.

INTELLIGENT TRANSPORTATION SYSTEM (ITS)

An advanced information and telecommunications network which aims to provide innovative services relating to different modes of transport and traffic management and enable users to be better informed and make safer decisions.

INTENSITY, BUILDING

For residential uses, the actual number or the allowable range of dwelling units per net or gross acre. For nonresidential uses, the actual or the maximum permitted floor area ratios.

ISLANDING

The creation of an island of land surrounded by potential flood waters.

JOBS/HOUSING BALANCE; JOBS/HOUSING RATIO

The jobs/housing ratio divides the number of jobs in an area by the number of employed residents. A ratio of 1.0 indicates a balance. A ratio greater than 1.0 indicates a jobs-rich area, while less than 1.0 describes a housing-rich community with fewer available jobs for residents.

METRIC TON OF CARBON DIOXIDE EQUIVALENT ($MTCO_2E$)

MITIGATE

To ameliorate, alleviate, or avoid to the extent reasonably feasible. Under CEQA, measures used to avoid or minimize impacts which have not been determined to be significant should not be considered or labeled "mitigation." Avoidance measures are utilized to avoid potential adverse environmental effects which are otherwise not significant under CEQA.

MIXED USE, HORIZONTAL

A land use zone that combines single-use buildings on distinct parcels in a range of land uses within one block to achieve the goal of placemaking by bringing together complementary uses in one place.

MIXED USE, VERTICAL

A land use zone that combines different uses in the same building where lower floors should have more public uses with more private uses on the upper floors to allow multiple uses in one place.

NATIONAL ENVIRONMENTAL POLICY ACT (NEPA)

An act passed in 1974 establishing federal legislation for national environmental policy, a council on environmental quality, and the requirements for environmental impact statements.

NATIONAL FLOOD INSURANCE PROGRAM

A federal program that authorizes the sale of federally subsidized flood insurance in communities where such flood insurance is not available privately.

NATIONAL HISTORIC PRESERVATION ACT

A 1966 federal law that established a National Register of Historic Places and the Advisory Council on Historic Preservation, and that authorized grants-in-aid for preserving historic properties.

NATIONAL REGISTER OF HISTORIC PLACES

The official list, established by the National Historic Preservation Act, of sites, districts, buildings, structures, and objects significant in the nation's history or whose artistic or architectural value is unique.

NATIVE PLANT OR ANIMAL

A plant or animal species that originates from a particular area.

NATURAL STATE

The condition existing prior to development.

NOISE CONTOUR

A line connecting points of equal noise level as measured on the same scale. Noise levels greater than the 60 Ldn contour (measured in dBA) require noise attenuation in residential development.

NONATTAINMENT

The condition of not achieving a desired or required level of performance. Frequently used in reference to air quality. (*See "Attainment."*)

PEAK HOUR/PEAK PERIOD

For any given roadway, a daily period during which traffic volume is highest, usually occurring in the morning and evening commute periods. Under some conditions, the "peak hour" may stretch into a "peak period" of several hours in duration.

PERFORMANCE STANDARDS

Zoning regulations that permit uses based on a particular set of standards of operation rather than on particular type of use. Performance standards provide specific criteria limiting noise, air pollution, emissions, odors, vibration, dust, dirt, glare, heat, fire hazards, wastes, traffic impacts, and visual impact of a use.

PLACEMAKING

A multifaceted approach to the planning, design, and management of public spaces by focusing on the local community's assets, inspiration, and potential, with the intention of creating public spaces that promote community health, enjoyment, and well-being.

PLANNING AREA

The area directly addressed by the General Plan. A city's planning area typically encompasses the city limits and potentially annexable land within its sphere of influence.

ROADWAY PERFORMANCE TARGETS (RPT)

A measure for proper maintenance and minimum thresholds for roadway capacity to allow efficient movement and safe travel spaces for all modes of travel.

SENSE OF PLACE

A unique collection of qualities and characteristics included in the design – visual, cultural, social, and environmental – that provide meaning to a location and

differentiate one area or entire city from another.

SPHERE OF INFLUENCE

The probable physical boundaries and service area of a local agency, as determined by the Local Agency Formation Commission of the County.

STANDARDS

A rule or measure establishing a level of quality or quantity that must be complied with or satisfied.

TRANSIT CORRIDOR

A geographic area that accommodates travel or potential travel.

TRANSPORTATION MODES

The various modes used for movement ranging from travel via air, water, rail, road, and off-road transport.

TRIP

A one-way journey that proceeds from an origin to a destination via a single mode of transportation; the smallest unit of movement considered in transportation studies. Each trip has one "production end" (the origin – often from home, but not always), and one "attraction end" (destination).

URBAN DESIGN

The attempt to give form, in terms of both beauty and function, to selected urban areas or to whole cities. Urban design is concerned with the location, mass, and design of various urban components and combines elements of urban planning, architecture, and landscape architecture.

URBAN SERVICES

Utilities (such as water, gas, electricity, and sewer) and public services (such as police, fire, schools, parks, and recreation) provided to an urbanized or urbanizing area.

USE

The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, erected, moved, altered, and/or enlarged in accordance with the City or County zoning ordinance and General Plan land use designations.

WATER-EFFICIENT LANDSCAPING

Landscaping designed to minimize water use and maximize energy efficiency.

WETLANDS

Transitional areas between terrestrial and aquatic systems where the water table is usually at or near the surface, or the land is covered by shallow water. Under a "unified" methodology now used by all federal agencies, wetlands are defined as "those areas meeting certain criteria for hydrology, vegetation, and soils."

ZONING

The division of a city or county by legislative regulations into areas, or zones, which specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the general plan.

ACRONYMS, ABRREVIATIONS, INITIALISMS

CALTRANS	California Department of Transportation
CAP	Climate Action Plan
CCSD	Cosumnes Community Services District
CEQA	California Environmental Quality Act
CIP	Capital Improvement Program
COA	Comprehensive Operational Analysis
DWR	Department of Water Resources
EGUSD	Elk Grove Unified School District
EGWD	Elk Grove Water District
FAR	Floor Area Ratio
FEMA	Federal Emergency Management Agency
GHG	Greenhouse Gases
HCV	Housing Choice Voucher
HUD	U.S. Department of Housing and Urban Development
LAFCo	Local Agency Formation Commission
LEED	Leadership in Energy and Environmental Design

LID	Low Impact Development
MS4s	Municipal Separate Storm Sewer Systems
MTCO2e	Metric Ton of Carbon Dioxide Equivalent
MTP	Metropolitan Transportation Plan
NPDES	National Pollutant Discharge Elimination System
OHWD	Omochumne-Hartnell Water District
REGIONAL SAN	Sacramento Regional County Sanitation District
RHNA	Regional Housing Needs Allocation
RPT	Roadway Performance Targets
SACOG	Sacramento Area Council of Governments
SASD	Sacramento Area Sewer District
SCS	Sustainable Communities Strategy
SEPA	Southeast Policy Area
SOI	Sphere of Influence
SR	State Route
SPA	Special Planning Area
UPRR	Union Pacific Railroad
VMT	Vehicle Miles Traveled

Street in Elk Grove

CHAPTER 12: TECHNICAL APPENDIX

The following technical documents provide background and additional supporting information for what is presented in the General Plan. References to these documents are made throughout the General Plan, as referenced in the chapters' text.

12.1 Elk Grove Employment Dynamics, 2000-2013

12.2 Disadvantaged Communities

12.3 Disadvantaged Unincorporated Communities

12.4 Housing Element Background Report

12.5 Vulnerability Assessment

12.6 Elk Grove Evacuation Analysis Report

12.1: ELK GROVE EMPLOYMENT DYNAMICS, 2000-2013

The following staff report and attached memorandum summarizes a report commissioned by the City of Elk Grove to assess employment dynamics in Elk Grove since the City's incorporation in 2000. Employment estimates in this report were used as baseline data points for various job discussions and projections used in this General Plan.

CITY OF ELK GROVE
CITY COUNCIL STAFF REPORT

AGENDA TITLE:	**Receive a Report on Elk Grove Employment Dynamics and provide direction as deemed appropriate**
MEETING DATE:	**March 23, 2016**
PREPARED BY:	**Darrell A. Doan, Economic Development Director**
DEPARTMENT HEAD:	**Laura S. Gill, City Manager**

RECOMMENDED ACTION:

Staff recommends that the City Council receive a report on Elk Grove's employment dynamics and provide direction to staff as deemed appropriate.

BACKGROUND INFORMATION:

In order to better understand employment trends in Elk Grove, staff commissioned consultant firm Economic & Planning Systems, Incorporated (EPS) to perform a comprehensive analysis of employment dynamics in Elk Grove between the years 2000 and 2013.

The attached report, entitled *Elk Grove Employment Dynamics*, provides the most comprehensive review to date of employment (i.e., jobs) and establishment (i.e., businesses) gains and losses since the City's incorporation in 2000 through 2013 (the last year for which reliable and comprehensive data is available). The data used in the report is derived from the National Employment Time-Series Database (NETs) and City and EPS research.

In addition to chronicling employment and establishment gains and losses by year and by industry, the report also details home based businesses and employment, the City's jobs-to-housing ratio (a frequently relied upon regional planning metric), and the effects of annexation on the City's employment and establishments. The report classifies both employment

and establishments by industry sector using broad North American Industry Classification System (NAICS) categories, the accepted industry standard classification system.

Key findings of the report include:

- As 2013, Elk Grove had 44,806 jobs at 8,710 businesses.
- Between 2000 and 2013, 29,601 jobs were added in the City (net of losses); 8.7% average annual growth per year.
- Between 2000 and 2013, 6,603 businesses were added in the City (net of losses); 11.5% average annual growth per year.
- As of 2013, the jobs-to-housing ratio in Elk Grove was 0.86.
- As of 2013, the City's top 25 largest employers had 15,392 jobs; 34.4% of the City's total employment.
- As of 2013, Elk Grove has 3,206 home-based businesses with 5,076 jobs, representing 11.3% of total City employment.
- 3,250 jobs were added to the City as a result of annexation; 10.9% of total employment gains.

More recently:

- Between 2009 and 2013, 11,499 jobs were added; averaging 2,299 per year.
- Between 2009 and 2013, 2,705 businesses were added; averaging 541 per year.
- Between 2009 and 2013, job gains were realized in 16 of 20 categories analyzed.
- Between 2009 and 2013, the top five gainers in order by category were:
    - Educational services, health care, and social assistance—4,353
    - Retail trade—1,923
    - Administrative and waste services—1,675
    - Professional, scientific, and technical services—702
    - Accommodation and food services—610

FISCAL IMPACT:

The City Council's receipt of this report has no fiscal impact.

ATTACHMENT:

1. *Elk Grove Employment Dynamics*

MEMORANDUM

To: Darrell Doan, City of Elk Grove

From: David Zehnder, Ellen Martin, and Eric Simundza

Subject: Elk Grove Employment Dynamics; EPS #152109

Date: March 14, 2016

The Economics of Land Use

The City of Elk Grove (City) engaged Economic & Planning Systems, Inc. (EPS) to conduct an analysis detailing employment dynamics in the City since incorporation in 2000. The City is looking to gain a more nuanced understanding of its employment dynamics over time, including an accounting of the major employer expansions, contractions, and migrations, as well as the impact of annexation and the Great Recession on its jobs base.

EPS used the National Establishment Time-Series (NETS) Database to establish a baseline of the employers that operated in the City from 2000 to 2013 and their employees. EPS triangulated the NETS data with estimates from the City, as well as a variety of third-party sources.[1]

This memorandum and the attached analysis offer a synopsis of EPS's findings, documenting establishments and location-based employment by industry sector for each year from 2000 to 2013, the last year for which NETS data is available.

Economic & Planning Systems, Inc.
2295 Gateway Oaks Drive, Suite 250
Sacramento, CA 95833-4210
916 649 8010 tel
916 649 2070 fax

Oakland
Sacramento
Denver
Los Angeles

www.epsys.com

[1] While EPS has made every effort to evaluate and verify the estimates provided by NETS, which come from employer-verified business records provided by Dun & Bradstreet (D&B), the accuracy of this employment analysis, as with any employment analysis, cannot be fully verified. EPS has made every attempt to verify the data provided but cannot be held responsible for any inaccuracies in the source data.

Summary of Analysis and Results

The EPS analysis provides information on changes in establishments and employment in the City from 2000 to 2013. All estimates are based on the City boundaries in the given year. Employment estimates, which include sole proprietors and the self-employed, are based on self-reported data from the establishments, and as a result, they represent a more stable measurement of jobs, as opposed to a count of employees that will fluctuate based on normal turnover and seasonality. EPS's analysis results are summarized in the enclosed tables. A brief description of the contents of the quantitative analysis is offered below.

Table 1 shows the City's largest current employers, based on the most current estimates available from City sources, the employers themselves, and NETS data.

Table 2 summarizes the change in establishments and employment from the City's incorporation in 2000 to 2013. Figures are reported by industry sector, using the 2-digit North American Industry Classification System (NAICS) code categories.[2]

Table 3 evaluates the change in establishments and employment from 2003 to 2004, during which time the City annexed Laguna West, and shows what share of growth over that time period can be attributed to the City's expansion.[3]

Tables 4 and **5** detail the number of establishments and employees for each year from 2000 through 2013 by major industry sector, as well as absolute year-over-year growth.

Tables 6 and **7** provide additional information related to home-based businesses, detailing the number of home-based establishments and employees for each year from 2000 through 2013 by major industry sector, as well as absolute year-over-year growth.

Table 8 shows the City's jobs-housing ratio for each year from 2000 through 2013.

Appendix A offers detail regarding the total establishments and employees for each year from 2000 through 2013. Figures are reported by major industry sector.

Appendix B provides a comparison of the NETS employment estimates to other available data sources.

Appendix C provides definitions of each 2-digit NAICS code category and details the component subcategories.

The remainder of the analysis focuses on employment dynamics from 2000 to 2013, using NETS data as adjusted by EPS.

Key Employment Dynamics and Major Milestones

Elk Grove's annexation of Laguna West accounted for 75 percent of the more than 4,000 jobs added from 2003 to 2004. More than half of the jobs added as a result of the annexation were

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[2] Definitions of the 2-digit NAICS code categories are provided in **Appendix C**.

[3] The City annexed Franklin Crossing in 2008. As there were no businesses located in the annexation area at that time, this annexation was not examined as part of the employment dynamics analysis.

Retail jobs. The annexation also brought significant growth in Wholesale Trade, Educational Services, Health Care & Social Assistance, and Manufacturing.

From 2004 until 2008, the City enjoyed steady growth of between 1,700 and 2,400 jobs annually, driven largely by gains in Retail, as well as Administrative & Waste Services.

Employment dynamics became quite uneven following 2008, as Elk Grove felt the impacts of the Great Recession. Employment increased by more than 2,800 jobs in 2009, largely because of gains in very small firms in Administrative & Waste Services. This sharp increase was followed by a decline of both establishments and jobs in 2010, the only year in which the number of jobs fell.

Since 2010, job growth has been rapid. In 2011, both establishments and employment experienced their biggest absolute gains over the period tracked, driven by growth in Administrative & Waste Services, as well as Professional, Scientific, & Technical Services.[4] Home-based businesses accounted for almost a third of the City's overall employment growth in 2011. Studies have shown that business startup activity often increases in recessionary times, as people who have been laid off use downturns as opportunities to go into business for themselves. While this dynamic is very important in maintaining productivity, many of these new businesses do not last. While jobs continued to increase in 2012 and 2013, the number of establishments declined. Moreover, home-based employment declined significantly in 2013 after weak growth in 2012. This is likely the result of many startups that were birthed from the recession closing and the associated entrepreneurs returning to more stable employment as larger employers began to expand again.

Recent job growth has been driven by a few prominent expansions and new facilities. Apple has expanded operations at its Elk Grove campus, resulting in several hundred new jobs in the past few years.[5] The opening of the Dignity Health Medical Plaza in late 2012 resulted in an increase of more than 1,000 jobs the following year. Also in 2012, the relocation and consolidation of California Correctional Health Care Services' facilities into a new headquarters in Elk Grove resulted in an additional 1,500 jobs. These two new facilities alone accounted for more than 80 percent of the employment growth experienced from 2012 to 2013.

Jobs-Housing Balance

Housing and employment choices are very dependent on each other. Communities that keep the provision of both housing and employment opportunities in balance tend to reduce regional congestion and lost productivity in commuting by allowing workers to live where they work. If the balance tips too far in either direction, a community can either become a bedroom

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[4] The majority of the jobs added in Administrative & Waste Services in the past few years are for establishments that filed as "Business Service Not Elsewhere Classified," a broad category that covers a wide variety of activities. This category includes independent business consultants operating in many capacities, including services such as packaging and labeling, auctioning and appraisal, inventory computing, et cetera.

[5] Based on conversations between the City and Apple. Some of the jobs at Apple's Elk Grove campus are filled by contracting agencies headquartered elsewhere. For purposes of this analysis, all jobs at the Apple campus are counted as employe e within the City.

community where residents must commute large distances, or a jobs center that must draw its employees from elsewhere. While an exact match of housing and jobs would result in a ratio of 1.0, it ignores the reality that a housing unit can house multiple workers. The prevailing consensus establishes that 1.5 is the ideal number of jobs per housing unit. The jobs-housing ratio should be used as a guide only. While some degree of jobs-housing balance is necessary if a community wants to reduce overall travel, the benefits can only be reaped if a match also exists between the skills of the residents and the employment opportunities offered.

In 2015, the Sacramento Area Council of Governments (SACOG) reported a jobs-housing ratio in 2008 of 1.22 for Sacramento County and 1.18 for the Sacramento Region.[6] As seen in **Table 8**, from the time of its incorporation, the City's jobs-housing ratio has fluctuated from a low of 0.65 to a high of 0.86 in 2013.[7] The considerable rise in jobs-housing ratio in the last few years is a direct result of the large expansions and new facilities discussed earlier.[8]

Data and Methodology Overview

EPS used the NETS Database prepared by Walls and Associates as the primary source of employment and establishment data. Walls and Associates uses annual D&B establishment data snapshots to construct a time series database providing longitudinal data on various dynamics of the economy, including establishment job creation and loss, sales performance, establishment mobility, and other factors.

The NETS Database supplied establishment information for the entire Sacramento Region for each year from 2000 to 2013 that included establishment address, employment, and sales. Using the NETS address information, the City GIS department evaluated which establishments were located in the City based on then-current City boundaries for each year. To conduct this analysis, the City relied on two address locators (Master Address Database and Elk Grove Streets) maintained by the City to determine the location of Elk Grove establishments by year.

Through this process, the City and EPS identified several establishments that either had insufficient (or no) address information or that otherwise did not match the address data maintained by the City. For establishments with no address data, EPS independently verified the location of the establishment for 2013. EPS then adjusted prior-year data using an adjustment factor derived from the 2013 analysis.

For those establishments with address data that did not match the City's address locators, EPS used a third-party address locator to determine which establishments were located in the City for each year included in the analysis.

This process provided EPS with a foundational database confirming initial establishment and employment data at the individual establishment level for each year from 2000 to 2013. EPS

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[6] Metropolitan Transportation Plan/Sustainable Communities Strategy, 2016.

[7] The 2010 Elk Grove Market Study reported the City's jobs-housing ratio as 0.62 in 2008. This study reports a higher figure of 0.68 for 2008, largely because of several key employment revisions, such as counting Apple's employees at its Elk Grove campus as jobs in Elk Grove.

[8] This ratio may decrease in the future if planned residential development is not accompanied by sufficient new employment opportunitie ain or improve the jobs-housing balance.

conducted a targeted verification process using several alternative sources of data (e.g., Reference USA, Manta.com, Sacramento Business Journal, and California Worker Adjustment and Retraining Notification [WARN] Notices) to review and verify the City's largest employers, as well as major job gains and losses over time. Working with City staff to confirm and verify proposed changes, EPS made several adjustments to the NETS data based on this review and triangulation.

A comparison of the estimates based on NETS data to other available sources is provided in **Table B-1**. It should be noted that the NETS Database differs from other sources of employment information in several key ways:

- The NETS Database includes all sole proprietors and counts owners as employees, unlike the US Census OnTheMap (OTM) and the Bureau of Labor Statistics (BLS), both of whose data is based on Employment and Wage (ES-202) data. ES-202 data is derived from reports filed by all employers subject to unemployment compensation laws. This data source excludes the self-employed, proprietors, domestic workers, unpaid family members, and some other groups. Consequently, the more comprehensive NETS estimates will appear higher than corresponding BLS or OTM estimates.

- Job counts in the NETS Database tend to be more consistent from year to year and less impacted by the effects of normal turnover. When contacted by D&B, a business of 4 employees where 1 has recently quit will often still report 4 jobs if it plans to replace that employee. Changes in job counts, especially for small firms, often are reported only when they seem significant to the hiring manager. For this reason, the NETS Database is best thought as reporting "jobs" rather than "employees."

- The NETS Database, similar to the County Business Patterns data source, does not differentiate between full- and part-time employees.

- As opposed to other Federal sources that use sample survey methods to estimate their establishment counts, a business does not appear in the NETS Database unless its existence has been verified, meaning that the NETS establishment count is a complete census rather than an estimate based on a sample.

- Employment in the NETS Database is attributed to the place of work, not the place of residence of the employee. This is essential to measuring the success of the City's economic development efforts. While OTM data also measures employment by place of work, several established data sources, such as the California Employment Development Department, as well as the US Census Bureau's American Community Survey, only measure employment by place of residence.

- The NETS Database categorizes employment using the NAICS, which applies definitions based on the type of activities in which a business engages, not based on ownership. Therefore, many government-owned establishments are categorized in sectors other than Public Administration, such as Educational Services (Public Schools), Health Care (Public Hospitals), Transportation & Warehousing (Postal Service), and Utilities.

While no employment analysis can guarantee the accuracy of its estimates, the enclosed analysis comprises one of the most comprehensive examinations of Elk Grove employment to date, based on rigorous triangulation of the most rol ıble data sources.

Table 1
Elk Grove Employment Dynamics
Elk Grove Major Employers

Rank	Company	Estimated Current Employment [1]
1	Elk Grove Unified School District [2]	3,313
2	Apple, Inc. [3]	3,199
3	California Correctional Health Care Services [4]	1,500
4	Dignity Health [4]	1,133
5	Raley's	799
6	Wal-Mart Stores, Inc.	680
7	Cardinal Health, Inc.	430
8	Autozone, Inc. (including ALLDATA)	412
9	Kaiser Foundation Health Plan, Inc. [4]	387
10	Elk Grove, City of [4] [5]	370
11	Sacramento, County of	336
12	California, State of	331
13	Sutter Medical Group, Inc. [4]	272
14	Kohls Corporation	246
15	Farmers & Merchants Bancorp	214
16	Schneider National, Inc.	205
17	Target Corporation	200
18	Elk Grove Auto Group, Inc.	200
19	Home Depot, Inc.	200
20	Universal Custom Display	168
21	Decore-Ative Specialties	165
22	Maita Chevrolet Geo	164
23	Cosumnes Community Services District	162
24	Starbucks Corporation	156
25	F Radich Motors, Inc.	150
	Total	**15,392**

major

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

[1] Consitutes best estimate of current employment from available sources. As noted, many records have been verified through contact with the City or the employer. All other estimates are based on NETS estimates from 2013, and are subject to further verification based on recent changes.
[2] Based on total employment reported to NETS for the entire EGUSD. Employment was apportioned to Elk Grove based on the percentage of EGUSD students enrolled at schools in Elk Grove.
[3] Based on 2015 estimates from the City of Elk Grove. While some employees at this location are contracted by other employment agencies, for purposes of this analysis, all employees at this location are considered Apple employees.
[4] Based on 2015 estimates fron f Elk Grove.
[5] Includes permanent and contract staff.

red by EPS 3/14/2016

DRAFT

Table 2
Elk Grove Employment Dynamics
Elk Grove Growth in Establishments and Employment by Major Sector, 2000-2013

Change 2000-2013

Industry (NAICS)	Establishments			Employment		
	Absolute Growth	Avg. Annual Growth	% of Total Growth	Absolute Growth	Avg. Annual Growth	% of Total Growth
Agriculture, Forestry, Fishing and Hunting (11)	6	1.1%	0.1%	(5)	(0.4%)	(0.0%)
Mining (21)	2	8.8%	0.0%	(2)	(0.8%)	(0.0%)
Utilities (22)	1	3.2%	0.0%	8	4.6%	0.0%
Construction (23)	522	9.5%	7.9%	1,033	5.0%	3.5%
Manufacturing (31-33)	91	4.9%	1.4%	709	4.9%	2.4%
Wholesale Trade (42)	235	10.9%	3.6%	1,134	10.0%	3.8%
Retail Trade (44-45)	504	7.4%	7.6%	6,294	8.4%	21.3%
ansportation and Warehousing (48-49)	194	11.9%	2.9%	745	8.8%	2.5%
ormation (51)	98	7.9%	1.5%	172	1.4%	0.6%
iance and Insurance (52)	324	11.9%	4.9%	1,631	12.2%	5.5%
.al Estate and Rental and Leasing (53)	371	13.5%	5.6%	896	9.3%	3.0%
Professional, Scientific, and Technical Services (54)	919	12.2%	13.9%	1,875	10.4%	6.3%
Management of Companies & Enterprises (55)	16	N/A	0.2%	36	N/A	0.1%
Administrative and Waste Services (56)	1,867	21.0%	28.3%	3,661	15.2%	12.4%
Educational Services, Health Care and Social Assistance (61-62)	593	11.1%	9.0%	7,111	10.6%	24.0%
Arts, Entertainment, and Recreation (71)	99	9.6%	1.5%	316	5.2%	1.1%
Accommodation and Food Services (72)	115	6.9%	1.7%	1,651	6.0%	5.6%
Other Services (81)	615	10.3%	9.3%	1,352	6.5%	4.6%
Public Administration (92)	20	10.1%	0.3%	946	13.5%	3.2%
Uncoded and Not Classified	11	21.1%	0.2%	38	32.6%	0.1%
Total	**6,603**	**11.5%**	**100.0%**	**29,601**	**8.7%**	**100.0%**

NAICS_00-13

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

Table 3
Elk Grove Employment Dynamics
Elk Grove Growth in Establishments and Employment by Major Sector Because of Annexation, 2003-200

Annexation Growth 2003-2004

Industry (NAICS)	Establishments			Employment		
	Citywide Growth 2003-2004	Laguna West 2004	Growth because of Annexation	Citywide Growth 2003-2004	Laguna West 2004	Growth because of Annexation
Agriculture, Forestry, Fishing and Hunting (11)	(4)	2	N/A	31	40	129.0%
Mining (21)	0	0	N/A	0	0	N/A
Utilities (22)	0	0	N/A	0	0	N/A
Construction (23)	27	26	96.3%	72	88	122.2%
Manufacturing (31-33)	23	19	82.6%	266	202	75.9%
Wh[illegible]le Trade (42)	30	22	73.3%	520	482	92.7%
Ret[illegible]ade (44-45)	75	48	64.0%	1,902	1,941	102.1%
Tra[illegible]rtation and Warehousing (48-49)	8	7	87.5%	67	11	16.4%
Infc[illegible]ion (51)	18	14	77.8%	24	23	95.8%
Finance and Insurance (52)	34	15	44.1%	492	30	6.1%
Real Estate and Rental and Leasing (53)	24	16	66.7%	121	37	30.6%
Professional, Scientific, and Technical Services (54)	41	56	136.6%	88	111	126.1%
Management of Companies & Enterprises (55)	0	0	N/A	0	0	N/A
Administrative and Waste Services (56)	48	33	68.8%	110	46	41.8%
Educational Services, Health Care and Social Assistance (61-62)	30	27	90.0%	402	78	19.4%
Arts, Entertainment, and Recreation (71)	12	6	50.0%	39	27	69.2%
Accommodation and Food Services (72)	12	11	91.7%	7	58	828.6%
Other Services (81)	25	24	96.0%	63	76	120.6%
Public Administration (92)	1	0	0.0%	152	0	0.0%
Uncoded and Not Classified	0	0	N/A	0	0	N/A
Total	**404**	**326**	**12.3%**	**4,356**	**3,250**	**74.6%**

growth_annex

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

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Table 4
Elk Grove Employment Dynamics
Elk Grove Establishment Growth, 2000-2013

Establishments 2000-2013

Industry (NAICS)	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	Growth 2000-2013
Total Establishments															
Agriculture, Forestry, Fishing and Hunting (11)	38	40	40	42	38	38	40	39	39	48	39	46	42	44	
Mining (21)	1	2	3	3	3	4	4	5	4	4	3	3	3	3	
Utilities (22)	2	3	2	2	2	2	2	2	5	5	4	4	3	3	
Construction (23)	233	253	274	334	361	404	438	462	510	587	569	838	795	755	
Manufacturing (31-33)	105	119	127	140	163	178	179	184	194	209	184	215	201	196	
Wholesale Trade (42)	83	97	110	123	153	168	164	171	204	237	221	339	338	318	
Retail Trade (44-45)	331	372	415	452	527	578	619	632	695	765	688	877	878	835	
Transportation and Warehousing (48-49)	59	64	82	92	100	114	130	134	161	189	175	249	249	253	
Information (51)	58	63	69	88	106	113	110	116	121	132	114	169	164	156	
Finance and Insurance (52)	98	118	133	159	193	231	279	306	368	428	348	443	439	422	
Real Estate and Rental and Leasing (53)	89	110	125	152	176	216	282	309	342	372	330	454	480	460	
Professional, Scientific, and Technical Services (54)	264	303	360	421	462	493	551	583	673	821	816	1,234	1,287	1,183	
Management of Companies & Enterprises (55)	0	0	0	0	0	0	2	3	7	11	10	17	17	16	
Administrative and Waste Services (56)	171	189	293	374	422	561	884	1,027	1,277	1,946	1,933	2,695	2,389	2,038	
Educational Services, Health Care and Social Assistance (61-62)	202	239	288	314	344	384	410	441	504	567	555	747	804	795	
Arts, Entertainment, and Recreation (71)	43	58	64	68	80	76	91	103	111	118	124	159	152	142	
Accommodation and Food Services (72)	84	102	113	128	140	150	168	199	192	191	187	210	209	199	
Other Services (81)	237	271	349	385	410	440	474	515	580	646	640	871	907	852	
Public Administration (92)	8	9	10	9	10	11	11	13	13	13	13	16	25	28	
Uncoded and Not Classified	1	1	4	4	4	3	5	7	5	8	8	10	11	12	
Total	**2,107**	**2,413**	**2,861**	**3,290**	**3,694**	**4,164**	**4,843**	**5,251**	**6,005**	**7,297**	**6,961**	**9,596**	**9,393**	**8,710**	
Total Employment [1]	***15,205***	***16,671***	***19,067***	***20,623***	***24,979***	***27,341***	***29,617***	***31,367***	***33,307***	***36,204***	***36,106***	***40,768***	***41,651***	***44,806***	
Year-Over-Year Growth (Absolute)															
Agriculture, Forestry, Fishing and Hunting (11)		2	0	2	(4)	0	2	(1)	0	9	(9)	7	(4)	2	**6**
Mining (21)		1	1	0	0	1	0	1	(1)	0	(1)	0	0	0	**2**
Utilities (22)		1	(1)	0	0	0	0	0	3	0	(1)	0	(1)	0	**1**
Construction (23)		20	21	60	27	43	34	24	48	77	(18)	269	(43)	(40)	**522**
Manufacturing (31-33)		14	8	13	23	15	1	5	10	15	(25)	31	(14)	(5)	**91**
Wholesale Trade (42)		14	13	13	30	15	(4)	7	33	33	(16)	118	(1)	(20)	**235**
Retail Trade (44-45)		41	43	37	75	51	41	13	63	70	(77)	189	1	(43)	**504**
Transportation and Warehousing (48-49)		5	18	10	8	14	16	4	27	28	(14)	74	0	4	**194**
Information (51)		5	6	19	18	7	(3)	6	5	11	(18)	55	(5)	(8)	**98**
Finance and Insurance (52)		20	15	26	34	38	48	27	62	60	(80)	95	(4)	(17)	**324**
Real Estate and Rental and Leasing (53)		21	15	27	24	40	66	27	33	30	(42)	124	26	(20)	**371**
Professional, Scientific, and Technical Services (54)		39	57	61	41	31	58	32	90	148	(5)	418	53	(104)	**919**
Management of Companies & Enterprises (55)		0	0	0	0	0	2	1	4	4	(1)	7	0	(1)	**16**
Administrative and Waste Services (56)		18	104	81	48	139	323	143	250	669	(13)	762	(306)	(351)	**1,867**
Educational Services, Health Care and Social Assistance (61-62)		37	49	26	30	40	26	31	63	63	(12)	192	57	(9)	**593**
Arts, Entertainment, and Recreation (71)		15	6	4	12	(4)	15	12	8	7	6	35	(7)	(10)	**99**
Accommodation and Food Services (72)		18	11	15	12	10	18	31	(7)	(1)	(4)	23	(1)	(10)	**115**
Other Services (81)		34	78	36	25	30	34	41	65	66	(6)	231	36	(55)	**615**
Public Administration (92)		1	1	(1)	1	1	0	2	0	0	0	3	9	3	**20**
Uncoded and Not Classified		0	3	0	0	(1)	2	2	(2)	3	0	2	1	1	**11**
Total		**306**	**448**	**429**	**404**	**470**	**679**	**408**	**754**	**1,292**	**(336)**	**2,635**	**(203)**	**(683)**	**6,603**
Total Year-Over-Year Growth in Employment [1]		***1,466***	***2,396***	***1,556***	***4,356***	***2,362***	***2,276***	***1,750***	***1,940***	***2,897***	***(98)***	***4,662***	***883***	***3,155***	***29,601***

estabgrowth

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

[1] See Table 5.

Table 5
Elk Grove Employment Dynamics
Elk Grove Employment Growth, 2000-2013

Employment 2000-2013

Industry (NAICS)	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	Growth 2000-2013
Total Employment															
Agriculture, Forestry, Fishing and Hunting (11)	96	101	103	105	136	138	141	145	144	158	117	123	80	91	
Mining (21)	20	23	24	24	24	26	10	12	20	20	18	18	18	18	
Utilities (22)	10	12	11	11	11	14	14	14	22	22	20	21	18	18	
Construction (23)	1,177	1,231	1,473	1,580	1,652	1,776	1,919	1,962	1,849	1,907	1,855	2,134	2,213	2,210	
Manufacturing (31-33)	819	889	912	1,031	1,297	1,430	1,340	1,333	1,346	1,388	1,340	1,433	1,501	1,528	
Wholesale Trade (42)	460	477	542	606	1,126	1,256	1,279	1,227	1,315	1,392	1,321	1,560	1,551	1,594	
Retail Trade (44-45)	3,376	3,917	3,982	4,365	6,267	6,910	7,343	7,365	7,747	8,090	8,147	8,585	8,746	9,670	
Transportation and Warehousing (48-49)	373	414	466	660	727	887	936	950	1,017	1,084	1,044	1,087	1,010	1,118	
Information (51)	856	572	612	851	875	900	787	1,189	1,096	1,096	1,069	1,167	1,032	1,028	
Finance and Insurance (52)	474	487	1,018	801	1,293	1,390	1,561	1,632	1,778	2,065	1,822	1,965	2,078	2,105	
Real Estate and Rental and Leasing (53)	409	440	502	565	686	805	986	1,112	1,208	1,271	1,190	1,360	1,414	1,305	
Professional, Scientific, and Technical Services (54)	718	859	993	1,037	1,125	1,216	1,398	1,684	1,891	2,148	2,129	2,642	2,797	2,593	
Management of Companies & Enterprises (55)	0	0	0	0	0	0	4	6	14	23	21	35	35	36	
Administrative and Waste Services (56)	696	704	986	1,078	1,188	1,449	1,951	2,238	2,682	3,847	3,888	4,978	4,669	4,357	
Educational Services, Health Care and Social Assistance (61-62)	2,637	2,909	3,251	3,501	3,903	4,336	4,673	4,968	5,395	5,775	5,918	6,656	6,987	9,748	
Arts, Entertainment, and Recreation (71)	339	366	470	520	559	481	601	604	592	623	640	693	700	655	
Accommodation and Food Services (72)	1,441	1,614	1,900	2,107	2,114	2,222	2,398	2,544	2,482	2,450	2,633	2,988	3,126	3,092	
Other Services (81)	1,077	1,199	1,346	1,367	1,430	1,538	1,643	1,725	1,951	2,080	2,167	2,512	2,526	2,429	
Public Administration (92)	226	456	471	409	561	563	622	643	750	750	752	789	1,120	1,172	
Uncoded and Not Classified	1	1	5	5	5	4	11	14	8	15	15	22	30	39	
Total	**15,205**	**16,671**	**19,067**	**20,623**	**24,979**	**27,341**	**29,617**	**31,367**	**33,307**	**36,204**	**36,106**	**40,768**	**41,651**	**44,806**	
Total Establishments [1]	***2,107***	***2,413***	***2,861***	***3,290***	***3,694***	***4,164***	***4,843***	***5,251***	***6,005***	***7,297***	***6,961***	***9,596***	***9,393***	***8,710***	
Year-Over-Year Growth (Absolute)															
Agriculture, Forestry, Fishing and Hunting (11)		5	2	2	31	2	3	4	(1)	14	(41)	6	(43)	11	**(5)**
Mining (21)		3	1	0	0	2	(16)	2	8	0	(2)	0	0	0	**(2)**
Utilities (22)		2	(1)	0	0	3	0	0	8	0	(2)	1	(3)	0	**8**
Construction (23)		54	242	107	72	124	143	43	(113)	58	(52)	279	79	(3)	**1,033**
Manufacturing (31-33)		70	23	119	266	133	(90)	(7)	13	42	(48)	93	68	27	**709**
Wholesale Trade (42)		17	65	64	520	130	23	(52)	88	77	(71)	239	(9)	43	**1,134**
Retail Trade (44-45)		541	65	383	1,902	643	433	22	382	343	57	438	161	924	**6,294**
Transportation and Warehousing (48-49)		41	52	194	67	160	49	14	67	67	(40)	43	(77)	108	**745**
Information (51)		(284)	40	239	24	25	(113)	402	(93)	0	(27)	98	(135)	(4)	**172**
Finance and Insurance (52)		13	531	(217)	492	97	171	71	146	287	(243)	143	113	27	**1,631**
Real Estate and Rental and Leasing (53)		31	62	63	121	119	181	126	96	63	(81)	170	54	(109)	**896**
Professional, Scientific, and Technical Services (54)		141	134	44	88	91	182	286	207	257	(19)	513	155	(204)	**1,875**
Management of Companies & Enterprises (55)		0	0	0	0	0	4	2	8	9	(2)	14	0	1	**36**
Administrative and Waste Services (56)		8	282	92	110	261	502	287	444	1,165	41	1,090	(309)	(312)	**3,661**
Educational Services, Health Care and Social Assistance (61-62)		272	342	250	402	433	337	295	427	380	143	738	331	2,761	**7,111**
Arts, Entertainment, and Recreation (71)		27	104	50	39	(78)	120	3	(12)	31	17	53	7	(45)	**316**
Accommodation and Food Services (72)		173	286	207	7	108	176	146	(62)	(32)	183	355	138	(34)	**1,651**
Other Services (81)		122	147	21	63	108	105	82	226	129	87	345	14	(97)	**1,352**
Public Administration (92)		230	15	(62)	152	2	59	21	107	0	2	37	331	52	**946**
Uncoded and Not Classified		0	4	0	0	(1)	7	3	(6)	7	0	7	8	9	**38**
Total		**1,466**	**2,396**	**1,556**	**4,356**	**2,362**	**2,276**	**1,750**	**1,940**	**2,897**	**(98)**	**4,662**	**883**	**3,155**	**29,601**
Total Year-Over-Year Growth in Establishments [1]		***306***	***448***	***429***	***404***	***470***	***679***	***408***	***754***	***1,292***	***(336)***	***2,635***	***(203)***	***(683)***	***6,603***

empgrowth

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

[1] See Table 4.

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Table 6
Elk Grove Employment Dynamics
Elk Grove Home-Business Establishment Growth, 2000-2013

Home-Business Establishments 2000-2013

Industry (NAICS)	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	Growth 2000-2013
Total Establishments															
Agriculture, Forestry, Fishing and Hunting (11)	18	19	20	21	18	17	19	19	20	24	20	24	23	21	
Mining (21)	0	0	1	1	1	1	1	1	1	1	1	1	1	1	
Utilities (22)	0	1	1	1	1	1	1	1	1	1	1	1	1	1	
Construction (23)	86	90	105	122	134	158	184	197	228	264	257	376	389	357	
Manufacturing (31-33)	30	38	45	48	55	61	68	69	72	74	65	72	70	62	
Wholesale Trade (42)	20	26	33	37	41	45	47	52	66	76	76	103	107	96	
Retail Trade (44-45)	65	88	96	101	121	137	144	162	182	199	164	250	266	258	
Transportation and Warehousing (48-49)	20	20	24	28	33	40	51	55	65	73	67	100	102	103	
Information (51)	22	29	33	36	40	41	44	46	52	52	43	57	60	55	
Finance and Insurance (52)	9	14	24	29	38	47	64	74	101	114	86	111	105	110	
Real Estate and Rental and Leasing (53)	18	26	27	36	40	52	87	98	110	119	98	141	148	135	
Professional, Scientific, and Technical Services (54)	84	102	123	132	166	180	226	237	274	334	342	562	609	550	
Management of Companies & Enterprises (55)	0	0	0	0	0	0	0	0	1	2	2	3	4	3	
Administrative and Waste Services (56)	52	66	121	149	169	238	455	539	700	945	1,000	1,388	1,322	1,085	
Educational Services, Health Care and Social Assistance (61-62)	26	35	40	44	53	62	65	74	85	99	89	140	152	138	
Arts, Entertainment, and Recreation (71)	13	20	21	23	28	26	28	32	37	35	36	47	43	40	
Accommodation and Food Services (72)	3	8	11	10	12	12	15	17	18	21	19	19	17	15	
Other Services (81)	43	51	61	71	75	88	101	116	133	147	127	175	185	173	
Public Administration (92)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
Uncoded and Not Classified	0	0	0	0	0	0	0	0	0	0	0	1	2	2	
Total	**510**	**634**	**787**	**890**	**1,026**	**1,207**	**1,601**	**1,790**	**2,147**	**2,581**	**2,494**	**3,572**	**3,607**	**3,206**	
Percent of Total Elk Grove Establishments	**24%**	**26%**	**28%**	**27%**	**28%**	**29%**	**33%**	**34%**	**36%**	**35%**	**36%**	**37%**	**38%**	**37%**	
Total Employment [1]	***821***	***1,002***	***1,254***	***1,409***	***1,582***	***1,847***	***2,476***	***2,709***	***3,272***	***3,977***	***3,901***	***5,361***	***5,515***	***5,076***	
Year-Over-Year Growth (Absolute)															
Agriculture, Forestry, Fishing and Hunting (11)		1	1	1	(3)	(1)	2	0	1	4	(4)	4	(1)	(2)	**3**
Mining (21)		0	1	0	0	0	0	0	0	0	0	0	0	0	**1**
Utilities (22)		1	0	0	0	0	0	0	0	0	0	0	0	0	**1**
Construction (23)		4	15	17	12	24	26	13	31	36	(7)	119	13	(32)	**271**
Manufacturing (31-33)		8	7	3	7	6	7	1	3	2	(9)	7	(2)	(8)	**32**
Wholesale Trade (42)		6	7	4	4	4	2	5	14	10	0	27	4	(11)	**76**
Retail Trade (44-45)		23	8	5	20	16	7	18	20	17	(35)	86	16	(8)	**193**
Transportation and Warehousing (48-49)		0	4	4	5	7	11	4	10	8	(6)	33	2	1	**83**
Information (51)		7	4	3	4	1	3	2	6	0	(9)	14	3	(5)	**33**
Finance and Insurance (52)		5	10	5	9	9	17	10	27	13	(28)	25	(6)	5	**101**
Real Estate and Rental and Leasing (53)		8	1	9	4	12	35	11	12	9	(21)	43	7	(13)	**117**
Professional, Scientific, and Technical Services (54)		18	21	9	34	14	46	11	37	60	8	220	47	(59)	**466**
Management of Companies & Enterprises (55)		0	0	0	0	0	0	0	1	1	0	1	1	(1)	**3**
Administrative and Waste Services (56)		14	55	28	20	69	217	84	161	245	55	388	(66)	(237)	**1,033**
Educational Services, Health Care and Social Assistance (61-62)		9	5	4	9	9	3	9	11	14	(10)	51	12	(14)	**112**
Arts, Entertainment, and Recreation (71)		7	1	2	5	(2)	2	4	5	(2)	1	11	(4)	(3)	**27**
Accommodation and Food Services (72)		5	3	(1)	2	0	3	2	1	3	(2)	0	(2)	(2)	**12**
Other Services (81)		8	10	10	4	13	13	15	17	14	(20)	48	10	(12)	**130**
Public Administration (92)		0	0	0	0	0	0	0	0	0	0	0	0	0	**0**
Uncoded and Not Classified		0	0	0	0	0	0	0	0	0	0	1	1	0	**2**
Total		**124**	**153**	**103**	**136**	**181**	**394**	**189**	**357**	**434**	**(87)**	**1,078**	**35**	**(401)**	**2,696**
Percent of Total Elk Grove Establishment Growth/Loss		**41%**	**34%**	**24%**	**34%**	**39%**	**58%**	**46%**	**47%**	**34%**	**26%**	**41%**	**(17%)**	**59%**	**41%**
Total Year-Over-Year Growth in Employment [1]		***181***	***252***	***155***	***173***	***265***	***629***	***233***	***563***	***705***	***(76)***	***1,460***	***154***	***(439)***	***4,255***

home_estab

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

[1] See Table 7.

Table 7
Elk Grove Employment Dynamics
Elk Grove Home-Business Employment Growth, 2000-2013

Home-Business Employment 2000-2013

Industry (NAICS)	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	Growth 2000-2013
Total Employment															
Agriculture, Forestry, Fishing and Hunting (11)	23	26	29	30	24	21	23	23	25	30	27	33	33	31	
Mining (21)	0	0	1	1	1	1	1	1	1	1	1	1	1	1	
Utilities (22)	0	2	2	2	2	2	2	2	2	2	2	2	2	2	
Construction (23)	141	144	179	189	194	229	262	268	311	367	376	533	575	550	
Manufacturing (31-33)	41	56	64	70	79	96	101	100	105	109	96	107	103	93	
Wholesale Trade (42)	27	41	55	65	74	78	80	80	103	115	113	154	162	155	
Retail Trade (44-45)	113	145	158	152	182	204	218	241	268	301	248	362	391	394	
Transportation and Warehousing (48-49)	29	29	35	37	45	55	75	81	102	116	105	150	159	169	
Information (51)	28	39	44	49	54	57	59	64	72	76	60	85	87	83	
Finance and Insurance (52)	12	19	34	43	56	71	103	122	175	209	155	205	198	209	
Real Estate and Rental and Leasing (53)	35	46	49	64	65	89	154	170	193	209	174	258	272	246	
Professional, Scientific, and Technical Services (54)	120	148	174	184	234	255	309	322	382	460	466	711	778	728	
Management of Companies & Enterprises (55)	0	0	0	0	0	0	0	0	2	4	4	6	8	6	
Administrative and Waste Services (56)	73	90	184	251	272	359	727	843	1,095	1,499	1,649	2,181	2,134	1,870	
Educational Services, Health Care and Social Assistance (61-62)	48	64	71	74	91	103	108	120	130	149	134	204	224	202	
Arts, Entertainment, and Recreation (71)	58	67	71	83	87	83	86	86	99	94	89	103	101	57	
Accommodation and Food Services (72)	7	13	15	13	15	15	20	22	24	27	24	24	22	20	
Other Services (81)	64	71	87	100	105	127	146	162	181	207	176	239	260	255	
Public Administration (92)	2	2	2	2	2	2	2	2	2	2	2	2	2	2	
Uncoded and Not Classified	0	0	0	0	0	0	0	0	0	0	0	1	3	3	
Total	**821**	**1,002**	**1,254**	**1,409**	**1,582**	**1,847**	**2,476**	**2,709**	**3,272**	**3,977**	**3,901**	**5,361**	**5,515**	**5,076**	
Percent of Total Elk Grove Employment	**5%**	**6%**	**7%**	**7%**	**6%**	**7%**	**8%**	**9%**	**10%**	**11%**	**11%**	**13%**	**13%**	**11%**	
Total Establishments [1]	***510***	***634***	***787***	***890***	***1,026***	***1,207***	***1,601***	***1,790***	***2,147***	***2,581***	***2,494***	***3,572***	***3,607***	***3,206***	
Year-Over-Year Growth (Absolute)															
Agriculture, Forestry, Fishing and Hunting (11)		3	3	1	(6)	(3)	2	0	2	5	(3)	6	0	(2)	**8**
Mining (21)		0	1	0	0	0	0	0	0	0	0	0	0	0	**1**
Utilities (22)		2	0	0	0	0	0	0	0	0	0	0	0	0	**2**
Construction (23)		3	35	10	5	35	33	6	43	56	9	157	42	(25)	**409**
Manufacturing (31-33)		15	8	6	9	17	5	(1)	5	4	(13)	11	(4)	(10)	**52**
Wholesale Trade (42)		14	14	10	9	4	2	0	23	12	(2)	41	8	(7)	**128**
Retail Trade (44-45)		32	13	(6)	30	22	14	23	27	33	(53)	114	29	3	**281**
Transportation and Warehousing (48-49)		0	6	2	8	10	20	6	21	14	(11)	45	9	10	**140**
Information (51)		11	5	5	5	3	2	5	8	4	(16)	25	2	(4)	**55**
Finance and Insurance (52)		7	15	9	13	15	32	19	53	34	(54)	50	(7)	11	**197**
Real Estate and Rental and Leasing (53)		11	3	15	1	24	65	16	23	16	(35)	84	14	(26)	**211**
Professional, Scientific, and Technical Services (54)		28	26	10	50	21	54	13	60	78	6	245	67	(50)	**608**
Management of Companies & Enterprises (55)		0	0	0	0	0	0	0	2	2	0	2	2	(2)	**6**
Administrative and Waste Services (56)		17	94	67	21	87	368	116	252	404	150	532	(47)	(264)	**1,797**
Educational Services, Health Care and Social Assistance (61-62)		16	7	3	17	12	5	12	10	19	(15)	70	20	(22)	**154**
Arts, Entertainment, and Recreation (71)		9	4	12	4	(4)	3	0	13	(5)	(5)	14	(2)	(44)	**(1)**
Accommodation and Food Services (72)		6	2	(2)	2	0	5	2	2	3	(3)	0	(2)	(2)	**13**
Other Services (81)		7	16	13	5	22	19	16	19	26	(31)	63	21	(5)	**191**
Public Administration (92)		0	0	0	0	0	0	0	0	0	0	0	0	0	**0**
Uncoded and Not Classified		0	0	0	0	0	0	0	0	0	0	1	2	0	**3**
Total		**181**	**252**	**155**	**173**	**265**	**629**	**233**	**563**	**705**	**(76)**	**1,460**	**154**	**(439)**	**4,255**
Percent of Total Elk Grove Employment Growth/Loss		**12%**	**11%**	**10%**	**4%**	**11%**	**28%**	**13%**	**29%**	**24%**	**78%**	**31%**	**17%**	**(14%)**	**64%**
Total Year-Over-Year Growth in Establishments [1]		***124***	***153***	***103***	***136***	***181***	***394***	***189***	***357***	***434***	***(87)***	***1,078***	***35***	***(401)***	***2,696***

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Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

[1] See Table 6.

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Table 8
Elk Grove Employment Dynamics
Elk Grove Jobs-Housing Ratio 2000-2013

Jobs-Housing Ratio 2000-2013

Industry (NAICS)	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Total Employment	15,205	16,671	19,067	20,623	24,979	27,341	29,617	31,367	33,307	36,204	36,106	40,768	41,651	44,806
Housing Units [1] [2]	N/A	25,211	27,004	28,886	37,580	41,905	45,696	47,878	49,011	49,833	50,634	50,869	51,207	51,973
Jobs-Housing Ratio	**N/A**	**0.66**	**0.71**	**0.71**	**0.66**	**0.65**	**0.65**	**0.66**	**0.68**	**0.73**	**0.71**	**0.80**	**0.81**	**0.86**

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Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

[1] CA Dept. of Finance, Report E-8: Historical Population and Housing Estimates for Cities, Counties, and the State, 2000-2010.
[2] CA Dept. of Finance, Report E-5: Population and Housing Estimates for Cities, Counties and the State, January 1, 2011-2015, with 2010 Benchmark.

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Appendix A: Detailed Employee and Establishment Data by Year

Appendix B: Comparison to Other Data Sources

Appendix C: NAICS Code Definitions

APPENDIX A:

Detailed Employee and Establishment Data by Year

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Table A-1
Elk Grove Employment Dynamics
Elk Grove Establishments and Employment by Major Sector, 2000

2000

Industry (NAICS)	Establishments Total	Establishments Share	Employment Total	Employment Share
Agriculture, Forestry, Fishing and Hunting (11)	38	1.8%	96	0.6%
Mining (21)	1	0.0%	20	0.1%
Utilities (22)	2	0.1%	10	0.1%
Construction (23)	233	11.1%	1,177	7.7%
Manufacturing (31-33)	105	5.0%	819	5.4%
Wholesale Trade (42)	83	3.9%	460	3.0%
Retail Trade (44-45)	331	15.7%	3,376	22.2%
Transportation and Warehousing (48-49)	59	2.8%	373	2.5%
Information (51)	58	2.8%	856	5.6%
Finance and Insurance (52)	98	4.7%	474	3.1%
Real Estate and Rental and Leasing (53)	89	4.2%	409	2.7%
Professional, Scientific, and Technical Services (54)	264	12.5%	718	4.7%
Management of Companies & Enterprises (55)	0	0.0%	0	0.0%
Administrative and Waste Services (56)	171	8.1%	696	4.6%
Educational Services, Health Care and Social Assistance (61-62)	202	9.6%	2,637	17.3%
Arts, Entertainment, and Recreation (71)	43	2.0%	339	2.2%
Accommodation and Food Services (72)	84	4.0%	1,441	9.5%
Other Services (81)	237	11.2%	1,077	7.1%
Public Administration (92)	8	0.4%	226	1.5%
Uncoded and Not Classified	1	0.0%	1	0.0%
Total	**2,107**	**100.0%**	**15,205**	**100.0%**

NAICS_2000

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

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Table A-2
Elk Grove Employment Dynamics
Elk Grove Establishments and Employment by Major Sector, 2001

2001

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	40	1.7%	101	0.6%
Mining (21)	2	0.1%	23	0.1%
Utilities (22)	3	0.1%	12	0.1%
Construction (23)	253	10.5%	1,231	7.4%
Manufacturing (31-33)	119	4.9%	889	5.3%
Wholesale Trade (42)	97	4.0%	477	2.9%
Retail Trade (44-45)	372	15.4%	3,917	23.5%
Transportation and Warehousing (48-49)	64	2.7%	414	2.5%
Information (51)	63	2.6%	572	3.4%
Finance and Insurance (52)	118	4.9%	487	2.9%
Real Estate and Rental and Leasing (53)	110	4.6%	440	2.6%
Professional, Scientific, and Technical Services (54)	303	12.6%	859	5.2%
Management of Companies & Enterprises (55)	0	0.0%	0	0.0%
Administrative and Waste Services (56)	189	7.8%	704	4.2%
Educational Services, Health Care and Social Assistance (61-62)	239	9.9%	2,909	17.4%
Arts, Entertainment, and Recreation (71)	58	2.4%	366	2.2%
Accommodation and Food Services (72)	102	4.2%	1,614	9.7%
Other Services (81)	271	11.2%	1,199	7.2%
Public Administration (92)	9	0.4%	456	2.7%
Uncoded and Not Classified	1	0.0%	1	0.0%
Total	**2,413**	**100.0%**	**16,671**	**100.0%**

NAICS_2001

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

Table A-3
Elk Grove Employment Dynamics
Elk Grove Establishments and Employment by Major Sector, 2002

2002

Industry (NAICS)	Establishments Total	Establishments Share	Employment Total	Employment Share
Agriculture, Forestry, Fishing and Hunting (11)	40	1.4%	103	0.5%
Mining (21)	3	0.1%	24	0.1%
Utilities (22)	2	0.1%	11	0.1%
Construction (23)	274	9.6%	1,473	7.7%
Manufacturing (31-33)	127	4.4%	912	4.8%
Wholesale Trade (42)	110	3.8%	542	2.8%
Retail Trade (44-45)	415	14.5%	3,982	20.9%
Transportation and Warehousing (48-49)	82	2.9%	466	2.4%
Information (51)	69	2.4%	612	3.2%
Finance and Insurance (52)	133	4.6%	1,018	5.3%
Real Estate and Rental and Leasing (53)	125	4.4%	502	2.6%
Professional, Scientific, and Technical Services (54)	360	12.6%	993	5.2%
Management of Companies & Enterprises (55)	0	0.0%	0	0.0%
Administrative and Waste Services (56)	293	10.2%	986	5.2%
Educational Services, Health Care and Social Assistance (61-62)	288	10.1%	3,251	17.1%
Arts, Entertainment, and Recreation (71)	64	2.2%	470	2.5%
Accommodation and Food Services (72)	113	3.9%	1,900	10.0%
Other Services (81)	349	12.2%	1,346	7.1%
Public Administration (92)	10	0.3%	471	2.5%
Uncoded and Not Classified	4	0.1%	5	0.0%
Total	**2,861**	**100.0%**	**19,067**	**100.0%**

NAICS_2002

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

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Table A-4
Elk Grove Employment Dynamics
Elk Grove Establishments and Employment by Major Sector, 2003

2003

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	42	1.3%	105	0.5%
Mining (21)	3	0.1%	24	0.1%
Utilities (22)	2	0.1%	11	0.1%
Construction (23)	334	10.2%	1,580	7.7%
Manufacturing (31-33)	140	4.3%	1,031	5.0%
Wholesale Trade (42)	123	3.7%	606	2.9%
Retail Trade (44-45)	452	13.7%	4,365	21.2%
Transportation and Warehousing (48-49)	92	2.8%	660	3.2%
Information (51)	88	2.7%	851	4.1%
Finance and Insurance (52)	159	4.8%	801	3.9%
Real Estate and Rental and Leasing (53)	152	4.6%	565	2.7%
Professional, Scientific, and Technical Services (54)	421	12.8%	1,037	5.0%
Management of Companies & Enterprises (55)	0	0.0%	0	0.0%
Administrative and Waste Services (56)	374	11.4%	1,078	5.2%
Educational Services, Health Care and Social Assistance (61-62)	314	9.5%	3,501	17.0%
Arts, Entertainment, and Recreation (71)	68	2.1%	520	2.5%
Accommodation and Food Services (72)	128	3.9%	2,107	10.2%
Other Services (81)	385	11.7%	1,367	6.6%
Public Administration (92)	9	0.3%	409	2.0%
Uncoded and Not Classified	4	0.1%	5	0.0%
Total	**3,290**	**100.0%**	**20,623**	**100.0%**

NAICS_2003

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

Table A-5
Elk Grove Employment Dynamics
Elk Grove Establishments and Employment by Major Sector, 2004

2004

Industry (NAICS)	Establishments Total	Establishments Share	Employment Total	Employment Share
Agriculture, Forestry, Fishing and Hunting (11)	38	1.0%	136	0.5%
Mining (21)	3	0.1%	24	0.1%
Utilities (22)	2	0.1%	11	0.0%
Construction (23)	361	9.8%	1,652	6.6%
Manufacturing (31-33)	163	4.4%	1,297	5.2%
Wholesale Trade (42)	153	4.1%	1,126	4.5%
Retail Trade (44-45)	527	14.3%	6,267	25.1%
Transportation and Warehousing (48-49)	100	2.7%	727	2.9%
Information (51)	106	2.9%	875	3.5%
Finance and Insurance (52)	193	5.2%	1,293	5.2%
Real Estate and Rental and Leasing (53)	176	4.8%	686	2.7%
Professional, Scientific, and Technical Services (54)	462	12.5%	1,125	4.5%
Management of Companies & Enterprises (55)	0	0.0%	0	0.0%
Administrative and Waste Services (56)	422	11.4%	1,188	4.8%
Educational Services, Health Care and Social Assistance (61-62)	344	9.3%	3,903	15.6%
Arts, Entertainment, and Recreation (71)	80	2.2%	559	2.2%
Accommodation and Food Services (72)	140	3.8%	2,114	8.5%
Other Services (81)	410	11.1%	1,430	5.7%
Public Administration (92)	10	0.3%	561	2.2%
Uncoded and Not Classified	4	0.1%	5	0.0%
Total	**3,694**	**100.0%**	**24,979**	**100.0%**

NAICS_2004

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

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Table A-6
Elk Grove Employment Dynamics
Elk Grove Establishments and Employment by Major Sector, 2005

2005

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	38	0.9%	138	0.5%
Mining (21)	4	0.1%	26	0.1%
Utilities (22)	2	0.0%	14	0.1%
Construction (23)	404	9.7%	1,776	6.5%
Manufacturing (31-33)	178	4.3%	1,430	5.2%
Wholesale Trade (42)	168	4.0%	1,256	4.6%
Retail Trade (44-45)	578	13.9%	6,910	25.3%
Transportation and Warehousing (48-49)	114	2.7%	887	3.2%
Information (51)	113	2.7%	900	3.3%
Finance and Insurance (52)	231	5.5%	1,390	5.1%
Real Estate and Rental and Leasing (53)	216	5.2%	805	2.9%
Professional, Scientific, and Technical Services (54)	493	11.8%	1,216	4.4%
Management of Companies & Enterprises (55)	0	0.0%	0	0.0%
Administrative and Waste Services (56)	561	13.5%	1,449	5.3%
Educational Services, Health Care and Social Assistance (61-62)	384	9.2%	4,336	15.9%
Arts, Entertainment, and Recreation (71)	76	1.8%	481	1.8%
Accommodation and Food Services (72)	150	3.6%	2,222	8.1%
Other Services (81)	440	10.6%	1,538	5.6%
Public Administration (92)	11	0.3%	563	2.1%
Uncoded and Not Classified	3	0.1%	4	0.0%
Total	**4,164**	**100.0%**	**27,341**	**100.0%**

NAICS_2005

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

Table A-7
Elk Grove Employment Dynamics
Elk Grove Establishments and Employment by Major Sector, 2006

2006

Industry (NAICS)	Establishments Total	Establishments Share	Employment Total	Employment Share
Agriculture, Forestry, Fishing and Hunting (11)	40	0.8%	141	0.5%
Mining (21)	4	0.1%	10	0.0%
Utilities (22)	2	0.0%	14	0.0%
Construction (23)	438	9.0%	1,919	6.5%
Manufacturing (31-33)	179	3.7%	1,340	4.5%
Wholesale Trade (42)	164	3.4%	1,279	4.3%
Retail Trade (44-45)	619	12.8%	7,343	24.8%
Transportation and Warehousing (48-49)	130	2.7%	936	3.2%
Information (51)	110	2.3%	787	2.7%
Finance and Insurance (52)	279	5.8%	1,561	5.3%
Real Estate and Rental and Leasing (53)	282	5.8%	986	3.3%
Professional, Scientific, and Technical Services (54)	551	11.4%	1,398	4.7%
Management of Companies & Enterprises (55)	2	0.0%	4	0.0%
Administrative and Waste Services (56)	884	18.3%	1,951	6.6%
Educational Services, Health Care and Social Assistance (61-62)	410	8.5%	4,673	15.8%
Arts, Entertainment, and Recreation (71)	91	1.9%	601	2.0%
Accommodation and Food Services (72)	168	3.5%	2,398	8.1%
Other Services (81)	474	9.8%	1,643	5.5%
Public Administration (92)	11	0.2%	622	2.1%
Uncoded and Not Classified	5	0.1%	11	0.0%
Total	**4,843**	**100.0%**	**29,617**	**100.0%**

NAICS_2006

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

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Table A-8
Elk Grove Employment Dynamics
Elk Grove Establishments and Employment by Major Sector, 2007

2007

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	39	0.7%	145	0.5%
Mining (21)	5	0.1%	12	0.0%
Utilities (22)	2	0.0%	14	0.0%
Construction (23)	462	8.8%	1,962	6.3%
Manufacturing (31-33)	184	3.5%	1,333	4.2%
Wholesale Trade (42)	171	3.3%	1,227	3.9%
Retail Trade (44-45)	632	12.0%	7,365	23.5%
Transportation and Warehousing (48-49)	134	2.6%	950	3.0%
Information (51)	116	2.2%	1,189	3.8%
Finance and Insurance (52)	306	5.8%	1,632	5.2%
Real Estate and Rental and Leasing (53)	309	5.9%	1,112	3.5%
Professional, Scientific, and Technical Services (54)	583	11.1%	1,684	5.4%
Management of Companies & Enterprises (55)	3	0.1%	6	0.0%
Administrative and Waste Services (56)	1,027	19.6%	2,238	7.1%
Educational Services, Health Care and Social Assistance (61-62)	441	8.4%	4,968	15.8%
Arts, Entertainment, and Recreation (71)	103	2.0%	604	1.9%
Accommodation and Food Services (72)	199	3.8%	2,544	8.1%
Other Services (81)	515	9.8%	1,725	5.5%
Public Administration (92)	13	0.2%	643	2.0%
Uncoded and Not Classified	7	0.1%	14	0.0%
Total	**5,251**	**100.0%**	**31,367**	**100.0%**

NAICS_2007

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

Table A-9
Elk Grove Employment Dynamics
Elk Grove Establishments and Employment by Major Sector, 2008

2008

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	39	0.6%	144	0.4%
Mining (21)	4	0.1%	20	0.1%
Utilities (22)	5	0.1%	22	0.1%
Construction (23)	510	8.5%	1,849	5.6%
Manufacturing (31-33)	194	3.2%	1,346	4.0%
Wholesale Trade (42)	204	3.4%	1,315	3.9%
Retail Trade (44-45)	695	11.6%	7,747	23.3%
Transportation and Warehousing (48-49)	161	2.7%	1,017	3.1%
Information (51)	121	2.0%	1,096	3.3%
Finance and Insurance (52)	368	6.1%	1,778	5.3%
Real Estate and Rental and Leasing (53)	342	5.7%	1,208	3.6%
Professional, Scientific, and Technical Services (54)	673	11.2%	1,891	5.7%
Management of Companies & Enterprises (55)	7	0.1%	14	0.0%
Administrative and Waste Services (56)	1,277	21.3%	2,682	8.1%
Educational Services, Health Care and Social Assistance (61-62)	504	8.4%	5,395	16.2%
Arts, Entertainment, and Recreation (71)	111	1.8%	592	1.8%
Accommodation and Food Services (72)	192	3.2%	2,482	7.5%
Other Services (81)	580	9.7%	1,951	5.9%
Public Administration (92)	13	0.2%	750	2.3%
Uncoded and Not Classified	5	0.1%	8	0.0%
Total	**6,005**	**100.0%**	**33,307**	**100.0%**

NAICS_2008

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

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Table A-10
Elk Grove Employment Dynamics
Elk Grove Establishments and Employment by Major Sector, 2009

2009

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	48	0.7%	158	0.4%
Mining (21)	4	0.1%	20	0.1%
Utilities (22)	5	0.1%	22	0.1%
Construction (23)	587	8.0%	1,907	5.3%
Manufacturing (31-33)	209	2.9%	1,388	3.8%
Wholesale Trade (42)	237	3.2%	1,392	3.8%
Retail Trade (44-45)	765	10.5%	8,090	22.3%
Transportation and Warehousing (48-49)	189	2.6%	1,084	3.0%
Information (51)	132	1.8%	1,096	3.0%
Finance and Insurance (52)	428	5.9%	2,065	5.7%
Real Estate and Rental and Leasing (53)	372	5.1%	1,271	3.5%
Professional, Scientific, and Technical Services (54)	821	11.3%	2,148	5.9%
Management of Companies & Enterprises (55)	11	0.2%	23	0.1%
Administrative and Waste Services (56)	1,946	26.7%	3,847	10.6%
Educational Services, Health Care and Social Assistance (61-62)	567	7.8%	5,775	16.0%
Arts, Entertainment, and Recreation (71)	118	1.6%	623	1.7%
Accommodation and Food Services (72)	191	2.6%	2,450	6.8%
Other Services (81)	646	8.9%	2,080	5.7%
Public Administration (92)	13	0.2%	750	2.1%
Uncoded and Not Classified	8	0.1%	15	0.0%
Total	**7,297**	**100.0%**	**36,204**	**100.0%**

NAICS_2009

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

Table A-11
Elk Grove Employment Dynamics
Elk Grove Establishments and Employment by Major Sector, 2010

2010

Industry (NAICS)	Establishments Total	Establishments Share	Employment Total	Employment Share
Agriculture, Forestry, Fishing and Hunting (11)	39	0.6%	117	0.3%
Mining (21)	3	0.0%	18	0.0%
Utilities (22)	4	0.1%	20	0.1%
Construction (23)	569	8.2%	1,855	5.1%
Manufacturing (31-33)	184	2.6%	1,340	3.7%
Wholesale Trade (42)	221	3.2%	1,321	3.7%
Retail Trade (44-45)	688	9.9%	8,147	22.6%
Transportation and Warehousing (48-49)	175	2.5%	1,044	2.9%
Information (51)	114	1.6%	1,069	3.0%
Finance and Insurance (52)	348	5.0%	1,822	5.0%
Real Estate and Rental and Leasing (53)	330	4.7%	1,190	3.3%
Professional, Scientific, and Technical Services (54)	816	11.7%	2,129	5.9%
Management of Companies & Enterprises (55)	10	0.1%	21	0.1%
Administrative and Waste Services (56)	1,933	27.8%	3,888	10.8%
Educational Services, Health Care and Social Assistance (61-62)	555	8.0%	5,918	16.4%
Arts, Entertainment, and Recreation (71)	124	1.8%	640	1.8%
Accommodation and Food Services (72)	187	2.7%	2,633	7.3%
Other Services (81)	640	9.2%	2,167	6.0%
Public Administration (92)	13	0.2%	752	2.1%
Uncoded and Not Classified	8	0.1%	15	0.0%
Total	**6,961**	**100.0%**	**36,106**	**100.0%**

NAICS_2010

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

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Table A-12
Elk Grove Employment Dynamics
Elk Grove Establishments and Employment by Major Sector, 2011

2011

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	46	0.5%	123	0.3%
Mining (21)	3	0.0%	18	0.0%
Utilities (22)	4	0.0%	21	0.1%
Construction (23)	838	8.7%	2,134	5.2%
Manufacturing (31-33)	215	2.2%	1,433	3.5%
Wholesale Trade (42)	339	3.5%	1,560	3.8%
Retail Trade (44-45)	877	9.1%	8,585	21.1%
Transportation and Warehousing (48-49)	249	2.6%	1,087	2.7%
Information (51)	169	1.8%	1,167	2.9%
Finance and Insurance (52)	443	4.6%	1,965	4.8%
Real Estate and Rental and Leasing (53)	454	4.7%	1,360	3.3%
Professional, Scientific, and Technical Services (54)	1,234	12.9%	2,642	6.5%
Management of Companies & Enterprises (55)	17	0.2%	35	0.1%
Administrative and Waste Services (56)	2,695	28.1%	4,978	12.2%
Educational Services, Health Care and Social Assistance (61-62)	747	7.8%	6,656	16.3%
Arts, Entertainment, and Recreation (71)	159	1.7%	693	1.7%
Accommodation and Food Services (72)	210	2.2%	2,988	7.3%
Other Services (81)	871	9.1%	2,512	6.2%
Public Administration (92)	16	0.2%	789	1.9%
Uncoded and Not Classified	10	0.1%	22	0.1%
Total	**9,596**	**100.0%**	**40,768**	**100.0%**

NAICS_2011

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

Table A-13
Elk Grove Employment Dynamics
Elk Grove Establishments and Employment by Major Sector, 2012

2012

Industry (NAICS)	Establishments Total	Establishments Share	Employment Total	Employment Share
Agriculture, Forestry, Fishing and Hunting (11)	42	0.4%	80	0.2%
Mining (21)	3	0.0%	18	0.0%
Utilities (22)	3	0.0%	18	0.0%
Construction (23)	795	8.5%	2,213	5.3%
Manufacturing (31-33)	201	2.1%	1,501	3.6%
Wholesale Trade (42)	338	3.6%	1,551	3.7%
Retail Trade (44-45)	878	9.3%	8,746	21.0%
Transportation and Warehousing (48-49)	249	2.7%	1,010	2.4%
Information (51)	164	1.7%	1,032	2.5%
Finance and Insurance (52)	439	4.7%	2,078	5.0%
Real Estate and Rental and Leasing (53)	480	5.1%	1,414	3.4%
Professional, Scientific, and Technical Services (54)	1,287	13.7%	2,797	6.7%
Management of Companies & Enterprises (55)	17	0.2%	35	0.1%
Administrative and Waste Services (56)	2,389	25.4%	4,669	11.2%
Educational Services, Health Care and Social Assistance (61-62)	804	8.6%	6,987	16.8%
Arts, Entertainment, and Recreation (71)	152	1.6%	700	1.7%
Accommodation and Food Services (72)	209	2.2%	3,126	7.5%
Other Services (81)	907	9.7%	2,526	6.1%
Public Administration (92)	25	0.3%	1,120	2.7%
Uncoded and Not Classified	11	0.1%	30	0.1%
Total	**9,393**	**100.0%**	**41,651**	**100.0%**

NAICS_2012

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

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Table A-14
Elk Grove Employment Dynamics
Elk Grove Establishments and Employment by Major Sector, 2013

2013

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	44	0.5%	91	0.2%
Mining (21)	3	0.0%	18	0.0%
Utilities (22)	3	0.0%	18	0.0%
Construction (23)	755	8.7%	2,210	4.9%
Manufacturing (31-33)	196	2.3%	1,528	3.4%
Wholesale Trade (42)	318	3.7%	1,594	3.6%
Retail Trade (44-45)	835	9.6%	9,670	21.6%
Transportation and Warehousing (48-49)	253	2.9%	1,118	2.5%
Information (51)	156	1.8%	1,028	2.3%
Finance and Insurance (52)	422	4.8%	2,105	4.7%
Real Estate and Rental and Leasing (53)	460	5.3%	1,305	2.9%
Professional, Scientific, and Technical Services (54)	1,183	13.6%	2,593	5.8%
Management of Companies & Enterprises (55)	16	0.2%	36	0.1%
Administrative and Waste Services (56)	2,038	23.4%	4,357	9.7%
Educational Services, Health Care and Social Assistance (61-62)	795	9.1%	9,748	21.8%
Arts, Entertainment, and Recreation (71)	142	1.6%	655	1.5%
Accommodation and Food Services (72)	199	2.3%	3,092	6.9%
Other Services (81)	852	9.8%	2,429	5.4%
Public Administration (92)	28	0.3%	1,172	2.6%
Uncoded and Not Classified	12	0.1%	39	0.1%
Total	**8,710**	**100.0%**	**44,806**	**100.0%**

NAICS_2013

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

APPENDIX B:

Comparison to Other Data Sources

Table B-1 Absolute Employment Growth Comparison for the City of Elk Grove, NETS vs. Alternative Sources (2 pages) B-1

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Table B-1
Elk Grove Employment Dynamics
Absolute Employment Growth Comparison for the City of Elk Grove, NETS vs. Alternative Sources

Employment Data Source Comparison 2000-2013

Industry (NAICS)	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
NETS [1]														
Agriculture, Forestry, Fishing and Hunting (11)	96	101	103	105	136	138	141	145	144	158	117	123	80	91
Mining (21)	20	23	24	24	24	26	10	12	20	20	18	18	18	18
Utilities (22)	10	12	11	11	11	14	14	14	22	22	20	21	18	18
Construction (23)	1,177	1,231	1,473	1,580	1,652	1,776	1,919	1,962	1,849	1,907	1,855	2,134	2,213	2,210
Manufacturing (31-33)	819	889	912	1,031	1,297	1,430	1,340	1,333	1,346	1,388	1,340	1,433	1,501	1,528
Wholesale Trade (42)	460	477	542	606	1,126	1,256	1,279	1,227	1,315	1,392	1,321	1,560	1,551	1,594
Retail Trade (44-45)	3,376	3,917	3,982	4,365	6,267	6,910	7,343	7,365	7,747	8,090	8,147	8,585	8,746	9,670
Transportation and Warehousing (48-49)	373	414	466	660	727	887	936	950	1,017	1,084	1,044	1,087	1,010	1,118
Information (51)	856	572	612	851	875	900	787	1,189	1,096	1,096	1,069	1,167	1,032	1,028
Finance and Insurance (52)	474	487	1,018	801	1,293	1,390	1,561	1,632	1,778	2,065	1,822	1,965	2,078	2,105
Real Estate and Rental and Leasing (53)	409	440	502	565	686	805	986	1,112	1,208	1,271	1,190	1,360	1,414	1,305
Professional, Scientific, and Technical Services (54)	718	859	993	1,037	1,125	1,216	1,398	1,684	1,891	2,148	2,129	2,642	2,797	2,593
Management of Companies & Enterprises (55)	0	0	0	0	0	0	4	6	14	23	21	35	35	36
Administrative and Waste Services (56)	696	704	986	1,078	1,188	1,449	1,951	2,238	2,682	3,847	3,888	4,978	4,669	4,357
Educational Services, Health Care and Social Assistance (61-62)	2,637	2,909	3,251	3,501	3,903	4,336	4,673	4,968	5,395	5,775	5,918	6,656	6,987	9,748
A tertainment, and Recreation (71)	339	366	470	520	559	481	601	604	592	623	640	693	700	655
A nodation and Food Services (72)	1,441	1,614	1,900	2,107	2,114	2,222	2,398	2,544	2,482	2,450	2,633	2,988	3,126	3,092
C ervices (81)	1,077	1,199	1,346	1,367	1,430	1,538	1,643	1,725	1,951	2,080	2,167	2,512	2,526	2,429
P dministration (92)	226	456	471	409	561	563	622	643	750	750	752	789	1,120	1,172
U d and Not Classified	1	1	5	5	5	4	11	14	8	15	15	22	30	39
Total	**15,205**	**16,671**	**19,067**	**20,623**	**24,979**	**27,341**	**29,617**	**31,367**	**33,307**	**36,204**	**36,106**	**40,768**	**41,651**	**44,806**
OnTheMap [2] [5]														
Agriculture, Forestry, Fishing and Hunting (11)	-	-	76	83	68	58	67	71	76	74	46	53	66	55
Mining (21)	-	-	0	0	0	0	0	0	0	0	2	1	13	8
Utilities (22)	-	-	59	72	59	76	96	82	124	91	103	109	134	118
Construction (23)	-	-	1,530	1,698	1,735	1,907	2,070	1,789	1,422	1,214	1,058	973	891	1,172
Manufacturing (31-33)	-	-	729	757	859	874	887	1,507	1,658	1,736	1,685	1,654	1,519	1,606
Wholesale Trade (42)	-	-	200	281	342	360	498	398	490	365	403	535	658	651
Retail Trade (44-45)	-	-	3,827	4,008	4,140	5,004	5,361	4,958	5,287	4,606	5,087	5,695	5,280	5,324
Transportation and Warehousing (48-49)	-	-	343	392	432	461	467	524	535	542	403	401	426	456
Information (51)	-	-	399	315	333	321	354	337	305	302	348	365	314	288
Finance and Insurance (52)	-	-	865	866	1,077	1,171	1,258	1,063	996	809	734	561	587	658
Real Estate and Rental and Leasing (53)	-	-	233	220	252	367	354	343	345	289	294	262	260	276
Professional, Scientific, and Technical Services (54)	-	-	534	635	602	713	867	736	845	886	779	829	1,069	1,087
Management of Companies & Enterprises (55)	-	-	112	119	98	103	89	84	81	68	70	56	137	164
Administrative and Waste Services (56)	-	-	577	795	741	711	671	607	527	498	654	1,392	1,574	1,006
Educational Services, Health Care and Social Assistance (61-62)	-	-	4,410	4,468	4,721	4,995	5,381	4,866	5,637	5,979	6,050	6,444	6,404	7,759
Arts, Entertainment, and Recreation (71)	-	-	324	348	351	350	378	377	408	426	414	512	590	661
Accommodation and Food Services (72)	-	-	2,183	2,690	2,729	3,079	3,342	3,351	3,596	3,399	3,254	3,544	3,708	4,145
Other Services (81)	-	-	717	754	841	821	715	1,483	1,793	1,921	1,979	2,051	1,954	940
Public Administration (92)	-	-	373	373	410	507	500	702	973	853	1,218	1,157	1,047	1,019
Total	-	-	**17,491**	**18,874**	**19,790**	**21,878**	**23,355**	**23,278**	**25,098**	**24,058**	**24,581**	**26,594**	**26,631**	**27,393**

Table B-1
Elk Grove Employment Dynamics
Absolute Employment Growth Comparison for the City of Elk Grove, NETS vs. Alternative Sources

Employment Data Source Comparison 2000-2013

Industry (NAICS)	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
SACOG [3] [6]														
Total	**54,000**	**55,300**	**56,500**	**57,400**	**57,900**	**58,700**	**59,300**	**59,500**	**58,700**	**56,300**	**55,400**	**55,400**	**56,500**	**57,600**
American Community Survey [4] [6]														
Agriculture, forestry, fishing and hunting, and mining	-	-	-	-	-	-	121	97	841	-	283	113	874	482
Construction	-	-	-	-	-	-	3,777	4,921	3,983	-	2,995	3,155	2,283	2,083
Manufacturing	-	-	-	-	-	-	4,353	3,306	4,690	-	4,003	2,551	3,500	4,433
Wholesale trade	-	-	-	-	-	-	2,057	2,803	2,297	-	1,656	1,476	1,496	1,050
Retail trade	-	-	-	-	-	-	8,301	7,324	7,626	-	6,702	10,136	6,587	7,405
Transportation and warehousing, and utilities	-	-	-	-	-	-	3,345	4,985	3,916	-	3,628	3,341	4,207	2,736
Information	-	-	-	-	-	-	1,812	1,416	1,602	-	1,756	1,489	1,340	2,774
Finance and insurance, and real estate and rental and leasing	-	-	-	-	-	-	6,681	5,313	5,767	-	4,978	2,556	7,534	4,352
Professional, scientific, and mgmt., and admin & waste services	-	-	-	-	-	-	7,233	5,345	5,882	-	7,197	7,686	7,041	6,433
Educational services, and health care and social assistance	-	-	-	-	-	-	14,902	12,381	15,970	-	18,465	20,200	15,927	16,249
Arts, entertainment, & rec., & accommodation & food services	-	-	-	-	-	-	4,751	6,940	5,372	-	4,746	5,405	5,894	4,613
Other services, except public administration	-	-	-	-	-	-	3,061	3,337	2,716	-	3,032	3,272	3,654	3,612
Public administration	-	-	-	-	-	-	9,949	9,579	9,975	-	11,009	9,426	9,463	10,281
Total	-	-	-	-	-	-	**70,343**	**67,747**	**70,637**	-	**70,450**	**70,806**	**69,800**	**66,503**

source_compare

[1] National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.
[2] U.S. Census Bureau, OnTheMap, and LEHD Origin Destination Employment Statistics.
[3] SACOG 2014 estimates based on data from California Employment Development Department. Approximates City of Elk Grove as Elk Grove CDP, Laguna CDP, and Laguna West Lakeside CDP in each year, including 2000-2003.
[4] US Census Bureau, American Community Survey.
[5] Based on Employment and Wage (ES-202) data, which does not include sole proprietors or count owners as employees.
[6] Measures employment by place of residence rather than place of work.

APPENDIX C:

NAICS Code Definitions

Table C-1 NAICS Definitions (7 pages).....C-1

Table C-1
Elk Grove Employment Dynamics
NAICS Definitions

NAICS Industry Code	NAICS Industry Name	2012 NAICS Definition	NAICS Subcategories Code	NAICS Subcategories Name
11	**Agriculture, Forestry, Fishing and Hunting**	Comprises establishments primarily engaged in growing crops, raising animals, harvesting timber, and harvesting fish and other animals from a farm, ranch, or the animals' natural habitats. The establishments in this sector often are described as farms, ranches, dairies, greenhouses, nurseries, orchards, or hatcheries.	111	Crop Production
			112	Animal Production and Aquaculture
			113	Forestry and Logging
			114	Fishing, Hunting and Trapping
			115	Support Activities for Agriculture and Forestry
21	**Mining, Quarrying, and Oil & Gas Extraction**	Comprises establishments that extract naturally occurring mineral solids, such as coal and ores; liquid minerals, such as crude petroleum; and gases, such as natural gas. The term mining is used in the broad sense to include quarrying, well operations, beneficiating (e.g., crushing, screening, washing, and flotation), and other preparation customarily performed at the mine site or as a part of mining activity. Industries include establishments that develop the mine site, extract the natural resources, or those that beneficiate (i.e., prepare) the mineral mined.	211	Oil and Gas Extraction
			212	Mining (Except Oil & Gas)
			213	Support Activities for Mining
	Utilities	Comprises establishments engaged in the provision of the following utility services: electric power, natural gas, steam supply, water supply, and sewage removal. In this sector, the specific activities associated with the utility services provided vary by utility: electric power includes generation, transmission, and distribution; natural gas includes distribution; steam supply includes provision or distribution; water supply includes treatment and distribution; and sewage removal includes collection, treatment, and disposal of waste through sewer systems and sewage treatment facilities. Solid waste management services are excluded from this sector.	2211	Electric Power Generation, Transmission & Distribution
			2212	Natural Gas Distribution
			2213	Water, Sewage, & Other Systems
23	**Construction**	Comprises establishments primarily engaged in the construction of buildings or engineering projects (e.g., highways and utility systems). Also includes establishments primarily engaged in the preparation of sites for new construction and subdividing land for sale as building sites. Establishments primarily engaged in activities to produce a specific component (e.g., masonry, painting, and electrical work) of a construction project are commonly known as specialty trade contractors. Activities of specialty trade contractors are usually subcontracted from other construction establishments, but especially in remodeling and repair construction, the work may be done directly for the owner of the property.	236	Construction of Buildings
			2361	Residential Building Construction
			2362	Nonresidential Building Construction
			237	Heavy and Civil Engineering Construction
			2371	Utility System Construction
			2372	Land Subdivision
			2373	Highway, Street, and Bridge Construction
			2379	Other Heavy and Civil Engineering Construction
			238	Specialty Trade Contractors
			2381	Foundation, Structure, and Building Exterior Contractors
			2382	Building Equipment Contractors
			2383	Building Finishing Contractors
			2389	Other Specialty Trade Contractors

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Table C-1
Elk Grove Employment Dynamics
NAICS Definitions

NAICS Industry		2012 NAICS Definition	NAICS Subcategories	
Code	Name		Code	Name
31-33	**Manufacturing**	Comprises establishments engaged in the mechanical, physical, or chemical transformation of materials, substances, or components into new products. The assembling of component parts of manufactured products is considered manufacturing, except in cases where the activity is appropriately classified in Sector 23, Construction. Establishments in the Manufacturing sector are often described as plants, factories, or mills and characteristically use power-driven machines and materials-handling equipment. However, establishments that transform materials or substances into new products by hand or in the worker's home and those engaged in selling to the general public products made on the same premises from which they are sold, such as bakeries, candy stores, and custom tailors, may also be included in this sector. Manufacturing establishments may process materials or may contract with other establishments to process their materials for them. The boundaries of manufacturing and the other sectors of the classification system can be somewhat blurry. The establishments in the manufacturing sector are engaged in the transformation of materials into new products. Their output is a new product.	311	Food Manufacturing
			312	Beverage & Tobacco Product Manufacturing
			313	Textile Mills
			314	Textile Product Mills
			315	Apparel Manufacturing
			316	Leather & Applied Product Manufacturing
			321	Wood Product Manufacturing
			322	Paper Manufacturing
			323	Printing & Related Support Activities
			324	Petroleum & Coal Products Manufacturing
			325	Chemical Manufacturing
			326	Plastics & Rubber Products Manufacturing
			327	Nonmetallic Mineral Product Manufacturing
			331	Primary Metal Manufacturing
			332	Fabricated Metal Product Manufacturing
			333	Machinery Manufacturing
			334	Computer & Electronic Product Manufacturing
			335	Electrical Equipment, Appliance, & Component Manufacturing
			336	Transportation Equipment Manufacturing
			337	Furniture & Related Product Manufacturing
			339	Miscellaneous Manufacturing
42	**Wholesale Trade**	Comprises establishments engaged in wholesaling merchandise, generally without transformation, and rendering services incidental to the sale of merchandise. The merchandise described in this sector includes the outputs of agriculture, mining, manufacturing, and certain information industries, such as publishing. Wholesalers sell merchandise to other businesses and normally operate from a warehouse or office. This sector comprises two main types of wholesalers: merchant wholesalers that sell goods on their own account and business-to-business electronic markets, agents, and brokers that arrange sales and purchases for others generally for a commission or fee.	423	Merchant Wholesalers, Durable Goods
			424	Merchant Wholesalers, Nondurable Goods
			425	Wholesale Electronic Markets & Agents & Brokers

Table C-1
Elk Grove Employment Dynamics
NAICS Definitions

NAICS Industry Code	NAICS Industry Name	2012 NAICS Definition	NAICS Subcategories Code	NAICS Subcategories Name
44-45	**Retail Trade**	Comprises establishments engaged in retailing merchandise, generally without transformation, and rendering services incidental to the sale of merchandise. The retailing process is the final step in the distribution of merchandise; retailers are, therefore, organized to sell merchandise in small quantities to the general public. This sector comprises two main types of retailers: store and nonstore retailers. 1. Store retailers operate fixed point-of-sale locations, located and designed to attract a high volume of walk-in customers. They typically sell merchandise to the general public for personal or household consumption, but some also serve business and institutional clients. 2. Nonstore retailers, like store retailers, are organized to serve the general public, but their retailing methods differ. The establishments of this subsector reach customers and market merchandise with methods, such as the broadcasting of "infomercials," the broadcasting and publishing of direct-response advertising, the publishing of paper and electronic catalogs, door-to-door solicitation, in-home demonstration, selling from portable stalls (street vendors, except food), and distribution through vending machines. Establishments engaged in the direct sale (nonstore) of products, such as home heating oil dealers and home delivery newspaper routes are included here.	441 442 443 444 445 446 447 448 451 452 4521 4529 453 4531 4532 4533 4539 454 4541 4542 4543	Motor Vehicle & Parts Dealers Furniture & Home Furnishings Stores Electronics & Appliance Stores Building Material & Garden Equipment & Supplies Dealers Food & Beverage Stores Health & Personal Care Stores Gasoline Stations Clothing & Clothing Accessories Stores Sporting Goods, Hobby, Musical Instrument & Book Stores General Merchandise Stores Department Stores Other General Merchandise Stores Miscellaneous Store Retailers Florists Office Supplies, Stationery, & Gift Stores Used Merchandise Stores Other Miscellaneous Store Retailers Nonstore Retailers Electronic Shopping & Mail-Order Houses Vending Machine Operators Direct Selling Establishments
48-49	**Transportation & Warehousing**	Includes industries providing transportation of passengers and cargo, warehousing and storage for goods, scenic and sightseeing transportation, and support activities related to modes of transportation. Establishments in these industries use transportation equipment or transportation related facilities as a productive asset. The type of equipment depends on the mode of transportation. The modes of transportation are air, rail, water, road, and pipeline.	481 482 483 484 485 486 487 488 491 492 493	Air Transportation Rail Transportation Water Transportation Truck Transportation Transit & Ground Passenger Transportation Pipeline Transportation Scenic & Sightseeing Transportation Support Activities for Transportation Postal Service Couriers & Messengers Warehousing & Storage

Table C-1
Elk Grove Employment Dynamics
NAICS Definitions

NAICS Industry Code	NAICS Industry Name	2012 NAICS Definition	NAICS Subcategories Code	NAICS Subcategories Name
51	**Information**	Comprises establishments engaged in the following processes: (a) producing and distributing information and cultural products, (b) providing the means to transmit or distribute these products as well as data or communications, and (c) processing data. The main components of this sector are the publishing industries, including software publishing, and both traditional publishing and publishing exclusively on the Internet; the motion picture and sound recording industries; the broadcasting industries, including traditional broadcasting and those broadcasting exclusively over the Internet; the telecommunications industries; Web search portals, data processing industries, and the information services industries.	511	Publishing Industries (Except Internet)
			5111	Newspaper, Periodical, Book & Directory Publishers
			5112	Software Publishers
			512	Motion Picture & Sound Recording Industries
			515	Broadcasting (Except Internet)
			5151	Radio & Television Broadcasting
			5152	Cable & Other Subscription Programming
			517	Telecommunications
			518	Data Processing, Hosting & Related Services
			519	Other Information Services
52	**Finance & Insurance**	Comprises establishments primarily engaged in financial transactions (transactions involving the creation, liquidation, or change in ownership of financial assets) and/or in facilitating financial transactions. Three principal types of activities are identified: 1. Raising funds by taking deposits and/or issuing securities and, in the process, incurring liabilities. Establishments engaged in this activity use raised funds to acquire financial assets by making loans and/or purchasing securities. Putting themselves at risk, they channel funds from lenders to borrowers and transform or repackage the funds with respect to maturity, scale, and risk. This activity is known as financial intermediation. 2. Pooling of risk by underwriting insurance and annuities. Establishments engaged in this activity collect fees, insurance premiums, or annuity considerations; build up reserves; invest those reserves; and make contractual payments. Fees are based on the expected incidence of the insured risk and the expected return on investment. 3. Providing specialized services facilitating or supporting financial intermediation, insurance, and employee benefit programs.	521	Monetary Authorities - Central Bank
			522	Credit Intermediation & Related Activities
			523	Securities, Commodity Contracts, & Other Financial Investments & Related Activities
			524	Insurance Carriers & Related Activities
			525	Funds, Trusts & Other Financial Vehicles
53	**Real Estate & Rental & Leasing**	Comprises establishments primarily engaged in renting, leasing, or otherwise allowing the use of tangible or intangible assets, and establishments providing related services. The major portion of this sector comprises establishments that rent, lease, or otherwise allow the use of their own assets by others. The assets may be tangible, as is the case of real estate and equipment, or intangible, as is the case with patents and trademarks. This sector also includes establishments primarily engaged in managing real estate for others, selling, renting and/or buying real estate for others, and appraising real estate.	531	Real Estate
			5311	Lessors of Real Estate
			5312	Office of Real Estate Agents & Brokers
			5313	Activities Related to Real Estate
			532	Rental & Leasing Services
			5321	Automotive Equipment Rental & Leasing
			5322	Consumer Goods Rental
			5323	General Rental Centers
			5324	Commercial & Industry Machinery & Equipment Rental & Leasing
			533	Lessors of Nonfinancial Intangible Assets (Except Copyrighted Works; e.g., patents and trademarks)

Table C-1
Elk Grove Employment Dynamics
NAICS Definitions

NAICS Industry Code	NAICS Industry Name	2012 NAICS Definition	NAICS Subcategories Code	NAICS Subcategories Name
54	**Professional, Scientific, & Technical Services**	Comprises establishments that specialize in performing professional, scientific, and technical activities for others. These activities require a high degree of expertise and training. The establishments in this sector specialize according to expertise and provide these services to clients in a variety of industries and, in some cases, to households. Activities performed include: legal advice and representation; accounting, bookkeeping, and payroll services; architectural, engineering, and specialized design services; computer services; consulting services; research services; advertising services; photographic services; translation and interpretation services; veterinary services; and other professional, scientific, and technical services.	541	Professional, Scientific & Technical Services
			5411	Legal Services
			5412	Accounting, Tax Preparation, Bookkeeping & Payroll Services
			5413	Architectural, Engineering & Related Services
			5414	Specialized Design Services
			5415	Computer Systems Design & Related Services
			5416	Management, Scientific & Technical Consulting Services
			5417	Scientific Research & Development Services
			5418	Advertising, Public Relations & Related Services
			5419	Other Professional, Scientific & Technical Services
	Management of Companies & Enterprises	Comprises (1) establishments that hold the securities of (or other equity interests in) companies and enterprises for the purpose of owning a controlling interest or influencing management decisions or (2) establishments (except government establishments) that administer, oversee, and manage establishments of the company or enterprise and that normally undertake the strategic or organizational planning and decision making role of the company or enterprise. Establishments that administer, oversee, and manage may hold the securities of the company or enterprise. Establishments in this sector perform essential activities that are often undertaken in-house by establishments in many sectors of the economy. By consolidating the performance of these activities of the enterprise at one establishment, economies of scale are achieved.	551	Management of Companies & Enterprises
56	**Administrative & Support & Waste Management & Remediation Services**	Comprises establishments performing routine support activities for the day-to-day operations of other organizations. These essential activities are often undertaken in-house by establishments in many sectors of the economy. The establishments in this sector specialize in one or more of these support activities and provide these services to clients in a variety of industries and, in some cases, to households. Activities performed include: office administration, hiring and placing of personnel, document preparation and similar clerical services, solicitation, collection, security and surveillance services, cleaning, and waste disposal services.	561	Administrative & Support Services
			5611	Office Administrative Services
			5612	Facilities Support Services
			5613	Employment Services
			5614	Business Support Services
			5615	Travel Arrangement & Reservation Services
			5616	Investigation & Security Services
			5617	Services to Buildings & Dwellings
			5619	Other Support Services
			562	Waste Management & Remediation Services

Table C-1
Elk Grove Employment Dynamics
NAICS Definitions

NAICS Industry Code	NAICS Industry Name	2012 NAICS Definition	NAICS Subcategories Code	NAICS Subcategories Name
61	**Educational Services**	Comprises establishments that provide instruction and training in a wide variety of subjects. This instruction and training is provided by specialized establishments, such as schools, colleges, universities, and training centers. These establishments may be privately owned and operated for profit or not for profit, or they may be publicly owned and operated. They may also offer food and/or accommodation services to their students.	611	Educational Services
			6111	Elementary & Secondary Schools
			6112	Junior Colleges
			6113	Colleges, Universities, & Professional Schools
			6114	Business Schools & Computer & Management Training
			6115	Technical & Trade Schools
			6116	Other Schools & Instruction
			6117	Educational Support Services
62	**Health Care & Social Assistance**	Comprises establishments providing health care and social assistance for individuals. The sector includes both health care and social assistance because it is sometimes difficult to distinguish between the boundaries of these two activities. The industries in this sector are arranged on a continuum starting with those establishments providing medical care exclusively, continuing with those providing health care and social assistance, and finally finishing with those providing only social assistance. The services provided by establishments in this sector are delivered by trained professionals. All industries in the sector share this commonality of process, namely, labor inputs of health practitioners or social workers with the requisite expertise.	621	Ambulatory Health Care Services
			622	Hospitals
			623	Nursing & Residential Care Facilities
			624	Social Assistance
			6241	Individual & Family Services
			6242	Community Food & Housing, Emergency & Other Relief Services
			6243	Vocational Rehabilitation Services
			6244	Child Day Care Services
71	**Arts, Entertainment & Recreation**	Includes a wide range of establishments that operate facilities or provide services to meet varied cultural, entertainment, and recreational interests of their patrons. This sector comprises (1) establishments that are involved in producing, promoting, or participating in live performances, events, or exhibits intended for public viewing; (2) establishments that preserve and exhibit objects and sites of historical, cultural, or educational interest; and (3) establishments that operate facilities or provide services that enable patrons to participate in recreational activities or pursue amusement, hobby, and leisure-time interests.	711	Performing Arts, Spectator Sports & Related Industries
			712	Museums, Historical Sites & Similar Institutions
			713	Amusement Gambling & Recreation Industries
72	**Accommodation & Food Services**	Comprises establishments providing customers with lodging and/or preparing meals, snacks, and beverages for immediate consumption. The sector includes both accommodation and food services establishments because the two activities are often combined at the same establishment. Excluded from this sector are civic and social organizations; amusement and recreation parks; theaters; and other recreation or entertainment facilities providing food and beverage services.	721	Accommodation
			7211	Traveler Accommodation
			7212	RV Parks & Recreational Camps
			7213	Rooming & Boarding Houses
			722	Food Services & Drinking Places

Table C-1
Elk Grove Employment Dynamics
NAICS Definitions

NAICS Industry Code	NAICS Industry Name	2012 NAICS Definition	NAICS Subcategories Code	NAICS Subcategories Name
81	**Other Services (Except Public Administration)**	Comprises establishments engaged in providing services not specifically provided for elsewhere in the classification system. Establishments in this sector are primarily engaged in activities such as equipment and machinery repairing, promoting or administering religious activities, grantmaking, advocacy, and providing dry cleaning and laundry services, personal care services, death care services, pet care services, photofinishing services, temporary parking services, and dating services.	811	Repair & Maintenance
			812	Personal & Laundry Services
			813	Religious, Grantmaking, Civic, Professional & Similar Organizations
			814	Private Households
92	**Public Administration**	Consists of establishments of federal, state, and local government agencies that administer, oversee, and manage public programs and have executive, legislative, or judicial authority over other institutions within a given area. These agencies also set policy, create laws, adjudicate civil and criminal legal cases, provide for public safety and for national defense. In general, government establishments in the Public Administration sector oversee governmental programs and activities that are not performed by private establishments. Establishments in this sector typically are engaged in the organization and financing of the production of public goods and services, most of which are provided for free or at prices that are not economically significant. Government establishments also engage in a wide range of productive activities covering not only public goods and services but also individual goods and services similar to those produced in sectors typically identified with private-sector establishments. In general, ownership is not a criterion for classification in NAICS. Therefore, government establishments engaged in the production of private-sector-like goods and services should be classified in the same industry as private-sector establishments engaged in similar activities.	921	Executive, Legislative, & Other General Government Support
			922	Justice, Public Order & Safety Activities
			923	Administration of Human Resources Programs
			924	Administration of Environmental Quality Programs
			925	Administration of Housing Programs, Urban Planning & Community Development
			926	Administration of Economic Programs
			927	Space Research & Technology
			928	National Security & International Affairs

"naics_defin"

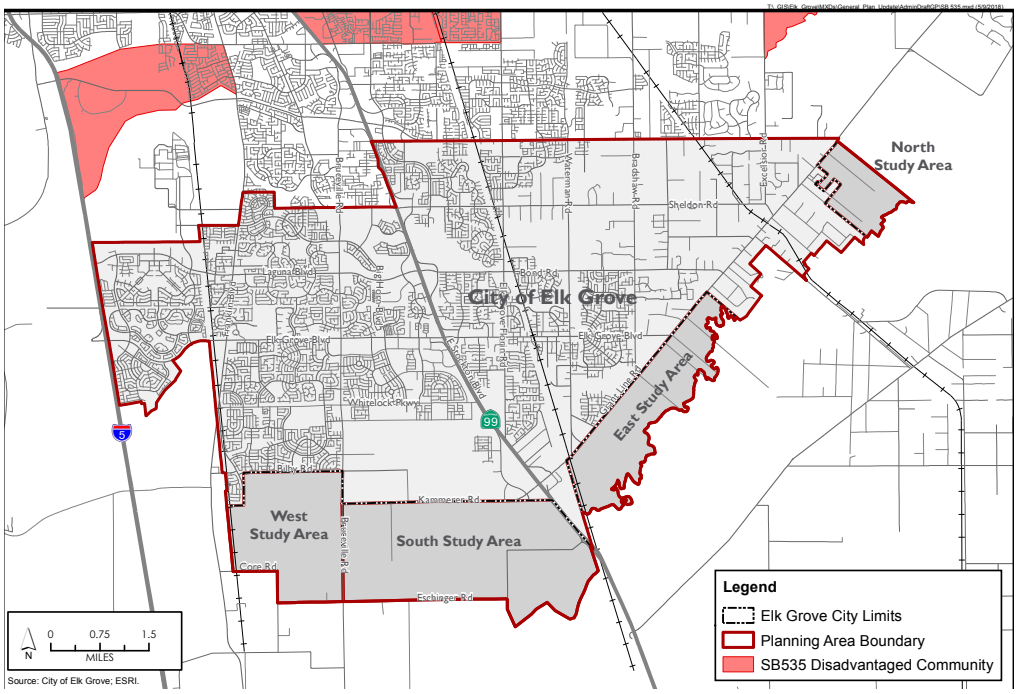
Source: US Census Bureau.

12.2: DISADVANTAGED COMMUNITIES

Government Code Section 65302, as amended by Senate Bill 1000 (SB 1000), requires cities and counties with disadvantaged communities to incorporate environmental justice (EJ) policies into their general plans. Disadvantaged communities were defined under Senate Bill 535 (SB 535) and are areas that are low–income and disproportionately affected by environmental pollution and other hazards that can lead to negative health effects, exposure, or environmental degradation. The City of Elk Grove evaluated the presence of disadvantaged communities within its Sphere of Influence (SOI) as of December 2017 using California EnviroScreen3.0, a tool developed by the Office of Environmental Health Hazard Assessment on behalf of the California Environmental Protection Agency, which includes methods to identify disadvantaged communities, as defined by state law.

As shown in Figure 12.2-1 below, there are no disadvantaged communities located in the City' limits.

FIGURE 12.2-1:
SB-1000 DISADVANTAGED COMMUNITIES 'ELK GROVE' CALENVIROSCREEN3.0 SCREENSHOT



12.3: DISADVANTAGED UNINCORPORATED COMMUNITIES

Senate Bill 244 (SB 244) requires local governments to include data and an analysis of any unincorporated, fringe, island, or legacy communities inside or near its boundaries that are determined to be disadvantaged unincorporated communities (DUC). State law (Government Code Section 65302.10) defines a disadvantaged unincorporated community as a place that meets all of the following criteria:

1) Contains 10 or more dwelling units in close proximity to one another;

2) Is either within a city sphere of influence ("fringe community"), is an island within a city boundary ("island community"), or is geographically isolated and has existed for more than 50 years ("legacy community"); and

3) Has a median household income that is 80 percent or less than the statewide median household income.

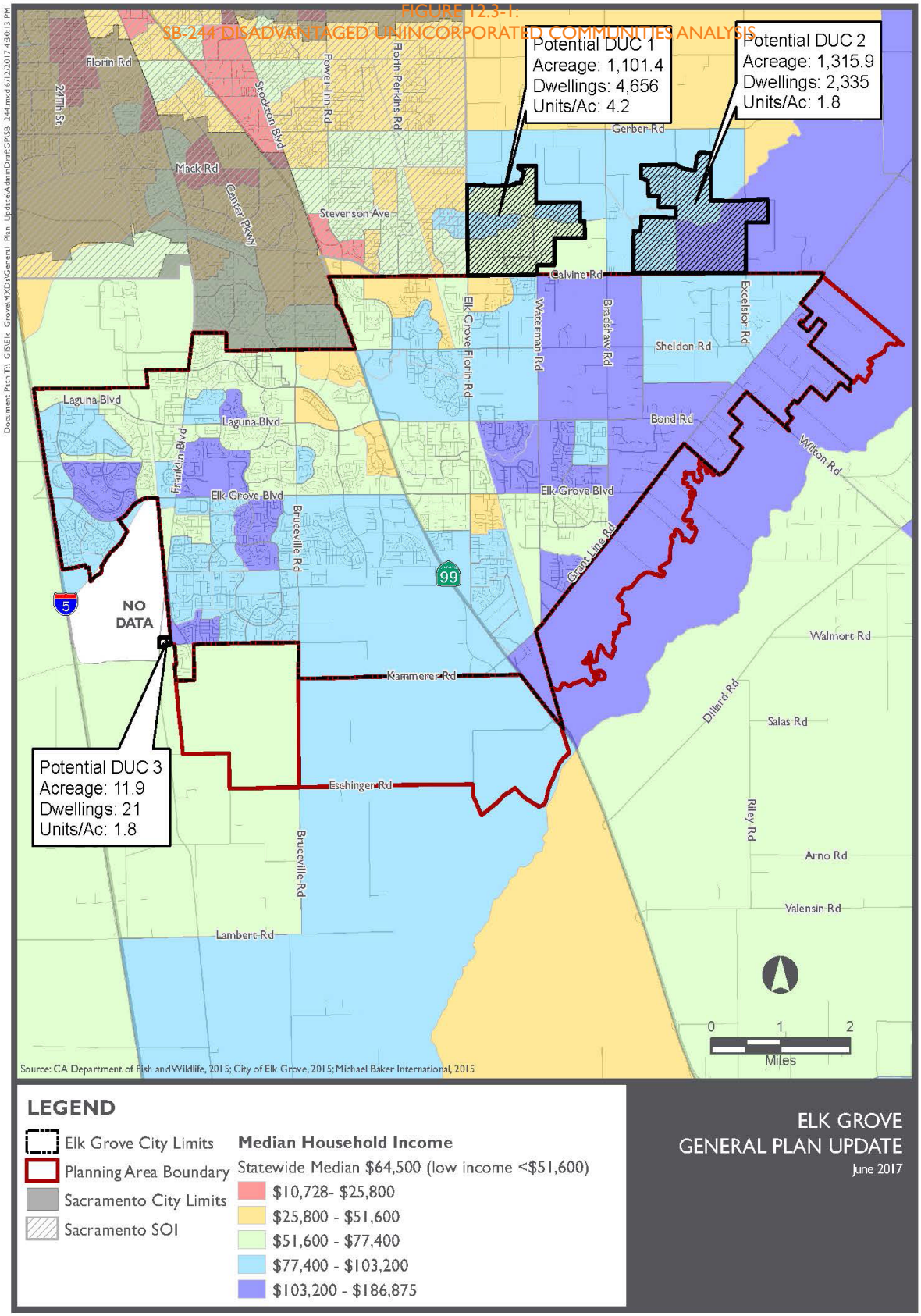
Analysis identified three potential disadvantaged unincorporated communities adjacent to, but not within, the City's General Plan Planning Area as shown in Figure 12.3-1 and summarized below.

- **Potential DUC 1:** This area is located north of the City and northeast of the intersection of Calvine Road and Elk Grove Florin Road. It is approximately 1,100 acre in size and includes 4,656 dwellings with an average density of 4.2 units per acre. This area is predominately developed with single family uses. It is contiguous with other developed unincorporated areas of Sacramento County.

- **Potential DUC 2:** This area is also located north of the City, just north of Calvine Road and between Bradshaw and Excelsior Roads. It is slightly over 1,300 acres in size and has an average density of 1.8 units per acre. It is developed as suburban-style single family subdivisions, and is adjacent to rural and agricultural land uses in unincorporated Sacramento County to the west, north and east.

- **Potential DUC 3:** This is a small area located just west of the southwestern boundary of the City, directly to the east of Franklin Boulevard. It is 11.9 acres in size with a density of 1.8 units per acre. It is contiguous with single family subdivisions in Elk Grove to the east, and is surrounded on other sides by undeveloped land in the unincorporated county.

FIGURE 12.3-1:
SB-244 DISADVANTAGED UNINCORPORATED COMMUNITIES ANALYSIS



12.4: HOUSING ELEMENT BACKGROUND

The following Housing Element Background Report was prepared in support of the 2021-2029 Housing Element. Supporting information for key findings on housing needs assessments, adequate sites location, and goals and policies of this General Plan are contained in this Background Report.

CITY OF ELK GROVE 2021–2029 HOUSING ELEMENT BACKGROUND REPORT

Adopted May 2021
Amended December 2021

Submitted to:

CITY OF ELK GROVE
8401 Laguna Palms Way
Elk Grove, CA 95758

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OVERVIEW

This document contains the required background information and data analysis for the Housing Element of the General Plan as required by State law.

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1. SUMMARY OF HOUSING NEEDS

REGIONAL HOUSING NEEDS ALLOCATION

The Sacramento Area Council of Governments (SACOG) Regional Housing Needs Plan (RHNP), finalized in March 2020, projected a Regional Housing Needs Allocation (RHNA) requirement for the City of Elk Grove of 2,661 extremely low- and very low-income units, 1,604 low-income units, 1,186 moderate-income units, and 2,812 above-moderate-income units for the projection period from June 30, 2021, to August 31, 2029. **Table 1** depicts a summary of the regional housing needs allocation for the City.

Table 1
Regional Housing Needs Allocation

Income Category	RHNA 2021–2029
Extremely Low	1,331[1]
Very Low	1,330
Low	1,604
Subtotal Affordable Units	**4,265**
Moderate	1,186
Above Moderate	2,812
Total	**8,263**

Source: SACOG Regional Housing Needs Plan 2020.

[1] *Extremely low-income need was determined by assuming the need is 50% of the very low-income RHNA allocation.*

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2. QUANTIFIED HOUSING OBJECTIVES

Quantified housing objectives are provided in **Table 2** for the new construction (new units), rehabilitation (existing units), and preservation (at-risk units) of affordable and special-needs housing units and or households, as a result of implementation of the actions set forth in the Goals and Policies and Actions sections of this element.

Table 2
Quantified Objectives: 2021–2029

Task	Income Level					
	Extremely Low	Very Low	Low	Moderate	Above Moderate	Total
Fair Share Allocation	**1,331**	**1,330**	**1,604**	**1,186**	**2,812**	**8,263**
New Construction[1]	100	350	360	200	6,000	**7,010**
Rehabilitation[2]	0	20	20	0	0	**40**
Conservation/Preservation[3]	460	182	130	0	0	**772**
Totals	560	552	490	200	6,000	**7,822**

Source: City of Elk Grove, May 2021.

1 New construction estimates are based on projections of 500 - 800 market-rate units annually during the planning period. At the present affordable housing fee of $4,593 per unit, the City would generate about $24 million to subsidize affordable housing during the eight-year timeframe. At a subsidy of $52,000 per unit, about 460 lower-income units could be funded. The actual number of units built will vary based on funding availability (including tax credits), construction costs, etc.

2 Rehabilitation numbers are based on the availability of funding, primarily at the state or federal level.

3 Based on objectives from Programs 3, 18, and 23.

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3. HOUSING NEEDS ASSESSMENT

Demographic and socioeconomic variables, such as population, household characteristics, and housing stock conditions must be analyzed to adequately determine the present and future housing needs of the City.

Most of the data presented in this section was provided to the City by the Sacramento Area Council of Governments (SACOG) in the form of a data package. This data package relied on data from the 2014–2018 American Community Survey (ACS), California Department of Finance (DOF), and other various sources. The City also relied on internal documents from the Development Services Department, data collected to inform affordable housing need in the City, and other sources.

The 2020 Census was not available when this document was prepared. As mentioned, the City relied on the 2014–2018 ACS, which provides a much larger range of data, but also comes with a greater margin of error.

DOF is another source of valuable data that is more current than the Census and provides provisional population and housing estimates for January 1, 2001, through 2020. However, the DOF does not provide the depth of information that can be found within the ACS. Whenever possible, DOF data and other local sources were used in the Housing Needs Assessment to provide the most current profile of the community.

POPULATION CHARACTERISTICS

According to DOF estimates, the City's population in 2020 was 176,145 and is projected to continue to grow at a modest rate over the next 20 years (0.78 percent), reaching over 202,000 by 2040. Population growth in the City has slowed over the past decade, growing annually by 1.79 percent between 2013 and 2019, as compared to 4.35 percent between 2005 and 2010. From incorporation in 2000 until 2010, the population of the City increased by 111 percent, an average increase of 11 percent annually. The City's rapid development came as a result of an increase in jobs in the Sacramento region and the availability of land outside the downtown Sacramento area (**Table 3**). It also includes the annexation of the Laguna West community in 2004, which, at the time, was substantially developed.

Table 3
Population Trends

Year	Population	Change	Percentage Change	Annual Percentage Change
[1] 2000	72,665	--	--	--
[2] 2005	125,703	53,038	72.99%	14.60%
[3] 2010	153,015	27,312	21.73%	4.35%
[2] 2013	159,074	6,059	3.96%	1.32%
[3] 2020	176,145	17,071	10.73%	1.79%
[4] 2040	202,630	26,485	15.04%	0.72%

Source: [1]2000 Census; [2]Department of Finance; [3]2010 Census, Elk Grove 2012, and Center for Strategic Economic Research, 2010; [4] SACOG 2016–2040 Estimates

Population by Age

According to the 2014–2018 ACS, the City's residents are approximately the same age as Sacramento County residents. The median age is 36.6 years for the City and 36.0 years for the County. In the City, children (age 14 and under) account for 21.44 percent of the total population, compared with 20.04 percent for Sacramento County. The City and the County both have a majority of their population under the age of 55; the 55 and over age group accounts for approximately 24 percent of the City's population, whereas persons 55 and older make up approximately 26 percent of Sacramento County's population. The largest age group for the City is made up

of individuals 35 to 44 years old, who make up nearly 14 percent of the total City population, compared with over 13 percent for Sacramento County.

Generally, persons aged 25 to 44 are considered to be in the family-forming age group. This family-forming age group represents approximately 26 percent of the population in the City and just under 29 percent of Sacramento County. These age characteristics suggest that the City's housing needs will be somewhat similar to Sacramento County.

Table 4 shows the age characteristics for the City and Sacramento County as of 2018.

Table 4
Elk Grove and Sacramento County Population by Age

	Elk Grove		Sacramento County	
Age Group	**Number**	**Percentage**	**Number**	**Percentage**
Under 5 years	10,809	6.41%	99,356	6.58%
5 to 9 years	12,632	7.50%	101,293	6.71%
10 to 14 years	12,688	7.53%	102,000	6.75%
15 to 19 years	12,901	7.66%	94,932	6.29%
20 to 24 years	10,772	6.39%	100,159	6.63%
25 to 34 years	20,920	12.42%	234,363	15.52%
35 to 44 years	23,278	13.81%	197,732	13.09%
45 to 54 years	24,144	14.33%	195,044	12.92%
55 to 59 years	11,110	6.59%	95,111	6.30%
60 to 64 years	9,156	5.43%	87,826	5.82%
65 to 74 years	11,551	6.86%	117,908	7.81%
75 to 84 years	6,266	3.72%	57,619	3.82%
85 years and over	2,276	1.35%	26,680	1.77%
Median Age	36.6		36.0	

Source: 2014 – 2018 American Community Survey, 2014–2018

Population by Race and Ethnicity

According to the 2014–2018 ACS, white individuals made up the largest racial group in the City, comprising slightly less than 35 percent of the City's population. The white population also represented the County of Sacramento's largest racial group, making up over 45 percent of the County's total population. The Asian population, which includes Chinese, Hmong, Filipino, Asian Indian, Vietnamese, and other Asian groups, make up the second-largest ethnic group, just under 28 percent, in the City and the third-largest, approximately 15 percent, in Sacramento County. African Americans represented nearly 10 percent of the County's population and just over 10 percent for the City. In the City, 18 percent of residents are Hispanic, compared to 23 percent for all of Sacramento County.

Race characteristics for the City and Sacramento County are shown in **Table 5.**

Table 5
Elk Grove and Sacramento County Population by Race/Ethnicity

	Elk Grove		Sacramento County	
Race	**Number**	**Percentage**	**Number**	**Percentage**
White	58,684	34.83%	682,500	45.20%
African American	18,317	10.87%	144,003	9.54%
American Indian and Alaska Native	611	0.36%	5,469	0.36%
Asian	47,144	27.98%	231,740	15.35%
Native Hawaiian or Pacific Islander	2,665	1.58%	16,335	1.08%
Other Race	188	0.11%	6,086	0.40%
Two or More Races	10,542	6.26%	76,865	5.09%
Total	**168,503**	100.00%	**1,510,023**	100.00%
Ethnicity	**Number**	**Percentage**	**Number**	**Percentage**
Hispanic	30,352	18.01%	347,025	22.98%
Not Hispanic	138,151	81.99%	1,162,998	77.02%
Total	**168,503**	100.00%	**1,510,023**	100.00%

Source: 2014 – 2018 American Community Survey

EMPLOYMENT CHARACTERISTICS

The work force in the Sacramento metropolitan area encompasses professional, technical, production, transportation, and service occupations. The region's manufacturing sector has grown steadily since the late 1970s, spurred by the expansion of high-technology industries. The City's major employers reflect this economic diversity and include technology, healthcare, financial, and retail activities (see **Table 6**). The top 10 major employers in the City provide about 16 percent of jobs in the community.

Table 6
Major Employers: City of Elk Grove (2019)

Employer	Employees
Apple Inc.	5,000
Elk Grove Unified School District	4,055
California Correctional Health Care Services	1,124
Cosumnes Community Services District	779
Walmart	515
Kaiser Permanente	443
Raley's/Bel Air Markets	398
AllData LLC	378

Source: City of Elk Grove Comprehensive Annual Financial Report, 2019

According to the 2014–2018 ACS, just over 25 percent of employed City residents (20,104 individuals) were employed in the education, health, and social assistance industries (see **Table 7**). Approximately 15 percent worked in public administration; just over 10 percent in retail trade industries; and over 9 percent in professional, scientific, management, administrative, and waste management service positions.

Table 7
Elk Grove Employment by Industry

Sector	Number	Percentage
Educational services, and healthcare and social assistance	20,104	25.76%
Public administration	11,366	14.57%
Retail trade	7,916	10.14%
Professional, scientific, management, and administrative and waste management services	7,588	9.72%
Finance and insurance, and real estate and rental and leasing	5,269	6.75%
Arts, entertainment, and recreation, and accommodation and food services	6,106	7.82%
Manufacturing	4,068	5.21%
Transportation and warehousing, and utilities	4,779	6.12%
Construction	3,161	4.05%
Other services, except public administration	3,551	4.55%
Wholesale trade	1,808	2.32%
Information	1,761	2.26%
Agriculture, forestry, fishing and hunting, and mining	555	0.71%
Total	**78,032**	100.00%

Source: 2014–2018 American Community Survey

According to SACOG population estimates, the City had 44,316 jobs in 2016. Between 2016 and 2040, the number of jobs in the City is expected to grow by 35.54 percent, as shown in **Table 8**.

Table 8
Elk Grove Jobs Projections

Year	Jobs	Percentage Change
2016	44,316	—
2040	60,068	35.54%

Source: SACOG Draft 2040 Projections

Jobs-Housing Balance

One way to determine a jobs-to-housing ratio is to divide the number of jobs in an area by the number of occupied housing units in that same area to estimate the number of jobs per housing unit.

Using SACOG Draft 2040 Projections data, it is possible to estimate the ratio of employed residents, whether working in the City or elsewhere, to the total population. This calculation excludes members of the City's community that are not part of the labor force and therefore not in need of a job. As shown in **Table 9,** the City had a lower jobs-to-housing ratio in 2016 than Sacramento County as a whole, suggesting that the City experiences a net worker outflow with more workers leaving the area for employment than coming into it. Sacramento County may experience a net inflow of workers from outside counties or may have a nearly net-neutral exchange of workers between other counties.

Table 9
Elk Grove Jobs–Housing Balance, 2016

	Elk Grove	Sacramento County
Housing Units	53,631	570,360
Employment	44,316	688,897
Jobs per Housing Unit	0.83	1.21

Source: SACOG Draft 2040 Projections

HOUSEHOLD CHARACTERISTICS

According to the 2019 DOF numbers, 51,243 households were in the City. **Table 10** shows the change in the number of households in the City since 2010. While the number of households continues to increase, the rate of household growth is slightly decreasing. The number of households increased by approximately four percent from 2010 to 2015, but just over two percent from 2015 to 2019.

Table 10
Elk Grove Household Growth

	Households	Change	Percentage Change	Annual Percentage Change
2010	47,927	-	-	-
2012	48,588	661	1.38%	0.69%
2015	50,000	1,412	2.91%	0.97%
2017	50,765	765	1.53%	0.77%
2018	50,883	118	0.23%	0.23%
2019	51,243	361	0.71%	0.71%

Source: 2010 Census; 2012, 2015, 2017, 2018, 2019 Department of Finance Estimates

Household Income

California Department of Housing and Community Development (HCD) publishes annual income limits for each county in the State. The 2020 area median income (AMI) in Sacramento County (for a four-person household) is $86,300. **Table 11** shows the maximum annual income level for each income group adjusted for household size for Sacramento County, as determined by HCD. The maximum annual income data is then used to calculate the maximum affordable housing payments for different households (varying by income level) and their eligibility for federal housing assistance.

On average, the household incomes for the City are higher compared to household incomes for Sacramento County. According to the 2014–2018 ACS, the household median income in the City was $90,770, compared to $63,902 for all of Sacramento County. In the City, approximately 45 percent of households had income of at least $100,000, compared to 30 percent for all of Sacramento County.

Table 11
Maximum Household Income Level for Income Groups by Household Size, 2020

Household Size	Maximum Income Level				
	Extremely Low	Very Low	Low	Median	Moderate
1-Person	$18,150	$30,250	$48,350	$60,400	$72,500
2-Person	$20,750	$34,550	$55,250	$69,050	$82,850
3-Person	$23,350	$38,850	$62,150	$77,650	$93,200
4-Person	$26,200	$43,150	$69,050	**$86,300**	$103,550
5-Person	$30,680	$46,650	$74,600	$93,200	$111,850
6-Person	$35,160	$50,100	$80,100	$100,100	$120,100
7-Person	$39,640	$53,550	$85,650	$107,000	$128,400
8-Person	$44,120	$57,000	$91,150	$113,900	$136,700

Source: Department of Housing and Community Development, Division of Housing Policy Development, April 2020

Extremely Low-Income Households

Lower-income households generally have a higher incidence of housing problems and tend to overpay for housing (paying 30 percent or more of their monthly income toward housing costs). Households that earn 30 percent or less than the County's median income (up to $26,200 for a family of four in 2020) are considered "extremely low-income." Extremely low-income households typically consist of minimum-wage workers, seniors on fixed incomes, disabled persons, and farmworkers. To estimate the number of households in this income category, the City reviewed 2012–2016 Comprehensive Housing Affordability Strategy (CHAS) data for the number of households in the extremely low-income (ELI) range.

As shown in **Table 12,** extremely low-income households make up less than 10 percent of all households. When looking at overpayment data for ELI households, 3,695 households were overpaying for housing of which 2,265 (61.3%) were renter occupied households, and 1,430 (38.7%) were owner occupied households. (*Please note, the numbers included for overpayment rely on the 2006- 2015 CHAS data.)*

Over the past 10 years, the following projects have been constructed in the City, which have provided 37 units for extremely low-income households. Additionally, all affordable housing built during the 5th cycle (2013-2021) Housing Element period included ELI units. The City also implemented a limited preference for new affordable housing that benefits households experiencing homelessness, many of which are ELI.

- Gardens at Quail Run – 10 ELI units, 96 total
- Bow Street Apartments – 10 ELI units, 98 total
- Avery Gardens – 10 ELI units, 64 total
- Vintage at Laguna II – 7 ELI units, 69 total

The City also supports ELI households through utility assistance, motel vouchers for vulnerable populations experiencing homelessness, and nonprofit partnerships (listed below).

- Alchemist CDC – matching funds for use of CalFresh at farmers' markets
- Chicks in Crisis – services to MediCal households who are pregnant or parenting
- Elk Grove Food Bank – food and clothing assistance, Support Works case management and referral program

- EG HART – homelessness services, including shelter and motel vouchers for vulnerable populations experiencing homelessness
- Elk Grove United Methodist Church – free weekend meals for anyone in need
- Meals on Wheels – free home-delivered and congregate meals for seniors
- Sacramento Self Help Housing – transitional housing, housing counseling and location assistance, homeless navigation services
- Uplift Elk Grove – poverty reduction program

The City has included Action 8, 11, 16, 17, 18, 22, and 23 to provide the following that could assist ELI households.

- Support for affordable housing development through provision of direct assistance from the Affordable Housing Fund and/or other City-controlled housing funding sources.
- Continue to contribute funding to Elk Grove Homeless Assistance Resource Team (HART), Sacramento Self Help Housing, and other local and regional entities and work closely with these groups to assess the needs of people experiencing homelessness and develop plans to address homelessness at a regional level.
- Provide regulatory incentives for the development of units affordable to extremely low-, very low-, and low-income households, including second dwelling units, senior housing, infill projects, mixed-use and multifamily units, and housing for special-needs groups, including agricultural employees, persons with disabilities (including developmental disabilities), and individuals and families in need of emergency/transitional housing. The City will take subsequent action, as appropriate, to make the development of such units more financially feasible including providing financial incentives, such as reducing, waiving, and/or deferring fees, where feasible, offering fast track/priority processing, density bonuses, and flexibility in development standards.
- Continue to operate housing repair and/or rehabilitation programs that assist lower-income households occupying housing in need of repair, such as the Minor Home Repair Program.
- Continue to refer individuals interested in utility assistance to the appropriate local energy provider which offer programs to assist with utility costs, and to nonprofit organizations that may offer utility assistance.
- Evaluate the rate of usage of tenant-based Housing Choice Vouchers in affordable housing properties in which the City has a financial investment, in order to ensure that voucher holders are fairly represented and implement a Housing Choice Voucher) education program to share information about the program and available incentives with rental property owners and managers.

Table 12
Extremely Low-Income Households (Estimate)

Income Range	Owners		Renters	
	Number	Percentage	Number	Percentage
Extremely Low (<30% of AMI)*	1,870	5.1%	2,830	20.0%
Very Low (30-50% of AMI)	2,100	5.8%	1,780	12.6%
Low (51-80% of AMI)	4,040	11.1%	2,415	17.1%
Moderate (81-100% AMI)	3,730	10.2%	1,590	11.3%
Above Moderate (>100% of AMI)	24,700	67.8%	5,515	39.0%
Total ELI Households	**4,700**			
ELI Percent of All Households	**9.29%**			

Source: 2012–2016 Comprehensive Housing Affordability Strategy

Household Size

According to the 2014–2018 ACS, two-person households are the most common in the City. **Table 13** displays the number of households by size and percentage of each household size within the community.

Table 13
Household Size of Elk Grove Residents

Household Size	Number of Households	Percentage
1-person	8,929	17.16%
2-person	14,207	27.31%
3-person	9,745	18.73%
4-person	9,526	18.31%
5-person	5,821	11.19%
6-person	2,470	4.75%
7+-person	1,327	2.55%
Total	**52,025**	100.00%
Average Household Size	**3.2**	

Source: 2014–2018 American Community Survey

Household Type

According to the 2014–2018 ACS, the significant majority of households in the City were family households (approximately 80 percent); the remaining 20 percent were non-family households. In Sacramento County, 66.3 percent of households were family households and 33.7 percent were non-family households. Married couples made up approximately 62 percent of all the households in the City. A summary of the City's household characteristics is provided in **Table 14**.

Table 14
Household Characteristics of Elk Grove Residents

	Number	Percentage
Family Households	**41,650**	**80.06%**
Married Couple Households	31,970	**61.45%**
Female Householder, no husband present[1]	7,267	**13.97%**
Male Householder, no wife present[1]	2,413	**4.64%**
Non-Family Household	**10,375**	**19.94%**
Householder living alone	8,929	**17.16%**
Householder not living alone	1,446	**2.78%**
Total	**52,025**	**100.00%**

Source: 2014–2018 American Community Survey, DP02

[1] Census data reported for the 2014-2018 ACS and earlier reports the presence of a husband or wife and may not represent all single-parent households.

Household Tenure

As shown in **Table 15**, the 2014–2018 ACS reported that most households (approximately 73 percent) in the City were owner-occupied. Approximately 27 percent of households in the City were occupied by renters, a significantly lower amount than for all of Sacramento County, in which 44 percent of occupied households lived in rental units. There were 52,025 occupied housing units in the City.

Table 15
Household Tenure

	Elk Grove		Sacramento County	
Owner-Occupied	37,870	72.79%	300,082	55.98%
Renter-Occupied	14,155	27.21%	235,947	44.02%
Total Occupied Housing Units	**52,025**	**100.00%**	**536,029**	**100.00%**

Source: 2014–2018 American Community Survey

Overcrowded Households

Overcrowding is defined as a household where there is more than one person per room in an occupied housing unit. Overcrowding can result from a low supply of affordable and adequate housing units. Households that are unable to afford larger housing units may be forced to rent or purchase housing that is too small to meet their needs. According to the 2014–2018 ACS, 2.95 percent of all occupied households in the City were overcrowded to some degree and just over 26 percent of all overcrowded units (0.62 percent of total units in the community) were considered "severely overcrowded," meaning that there were 1.5 people or more per room in the household (see **Table 16**).

Table 16
Overcrowded Households

	Owner		Renter		Total Occupied Housing Units	Percentage of Housing Units
Overcrowded (1.01–1.49 persons per room)	531	73.96%	681	83.35%	1,212	2.33%
Severely Overcrowded (1.50 persons or more per room)	187	26.04%	136	16.65%	323	0.62%
Total Overcrowded Units by Tenure	**718**	**100.00%**	**817**	**100.00%**	1,535	2.95%

Source: 2014 – 2018 American Community Survey

HOUSING STOCK CHARACTERISTICS

Housing Type

HCD defines a housing unit as a house, an apartment, a mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall. For vacant units, the criteria of separateness and direct access are applied to the intended occupants whenever possible.

There were 53,728 dwelling units in Elk Grove according to the 2014–2018 ACS. This represents a 13.90 percent increase (6,555 units) from the 47,173 units identified in 2010. Approximately 86.27 percent of the housing units in Elk Grove in 2018 were single-family detached units, with the second largest category being structures with 20 units or more, making up approximately 4.34 percent of the housing stock. The remaining housing types combined made up approximately 9.39 percent of the total housing units and included single-family attached units, 2-unit structures, structures with 3 to 19 units, mobile homes, boats, RVs, vans, and any other dwelling units.

e of Housing Stock

cording to the 2014–2018 ACS, more than two-thirds (approximately 70 percent) of all housing units in the City re constructed between 1990 and 2009, and more than three-quarters of the City's houses have been built ce 1990. Less than 1 percent of housing units in the community were constructed prior to 1950 (see **Table 17**).

Table 17
Age of Housing

Year	Number	Percentage	Accumulated Percentage
Built 1939 or earlier	326	0.61%	0.61%
Built 1940 to 1949	137	0.25%	0.86%
Built 1950 to 1959	571	1.06%	1.92%
Built 1960 to 1969	1,211	2.25%	4.18%
Built 1970 to 1979	3,223	6.00%	10.18%
Built 1980 to 1989	7,228	13.45%	23.63%
Built 1990 to 1999	15,731	29.28%	52.91%
Built 2000 to 2004	22,249	41.41%	94.32%
Built 2005 or later	3,052	5.68%	100.00%
Total	**53,728**	100.00%	—

Source: 2014–2018 American Community Survey

ndition of the Housing Stock

e is one measure of housing stock conditions and a factor for determining the need for rehabilitation. Without per maintenance, housing units deteriorate over time. Thus, units that are older are more likely to need major airs (e.g., a new roof or plumbing). Generally, houses 30 years and older are considered aged and are more ly to require major or minor repairs. In addition, older houses may not be built to current standards for fire and thquake safety. According to the 2014–2018 ACS, approximately 23.6 percent of the housing stock in Elk Grove s built prior to 1990. Based on this, approximately 23.6 percent of the housing stock, or 12,690 units, are in need ome type of rehabilitation. In 2020 the City handled 2,392 code enforcement cases. Of those, 145 cases or 6 cent could be classified as health and safety violations, including 135 fire hazards, 3 safety hazards, 3 hazmat, d 4 mosquito breeding violations.

City conducted a local assessment of housing conditions as part of a Housing Market Analysis completed for City's *2020-2025 Consolidated Plan*. This assessment found that housing units in Elk Grover are generally in od condition, in contrast to the assumed condition drawn from ACS data. About 90 percent of units were built er 1980, and over 46 percent since 2000. However, community engagement through the Sacramento Valley gional AI Survey that informed the Consolidated Plan revealed that one in four low-income households con- er their housing to be in poor condition. Additionally, residents whose household includes a member with a ability experience are more likely to consider their home to be in poor condition (24 percent of households n a disability compared to 12 percent of all households). Rental units are also more likely than owner-occupied s to have a physical condition in need of repair (46 percent of rental units compared to 31 percent of owner- cupied). While the total number of units in need of rehabilitation may be lower than the ACS estimate, these lings suggest that those units that need repair are a more prevalent issue for certain households. In an effort assist with the rehabilitation needs, the City offers a Minor Home Repair Program that offers forgivable loans to -income homeowners for necessary health and safety improvements.

HOUSING AFFORDABILITY AND OVERPAYMENT

The cost of housing can be compared to a household's ability to pay for housing to determine the "affordability gap," or the difference between housing costs and the income levels of area residents. To avoid overpaying for housing at the expense of other needs (e.g., food, clothing, medical care, etc.), an affordable home is one that costs 30 percent or less of the household's income. Across the State, this affordability gap has created challenges for households' overall cost of living. In the past five years, factors such as increased population, new household formation, low vacancy rates, and limited development of new housing have increased prices for both for-sale and rental housing.

According to the Sacramento Association of Realtors, the median home sales price in the City in September 2020 varied by zip code from $464,000 to $538,000, as shown in **Table 18.** This represents an increase of between 45.32 and 51.39 percent of the median home price between 2015 and 2020, depending on the zip code. Additionally, the median home sale price for houses with any number of bedrooms in the City is not affordable for extremely low- and very low-income households, and three- and four-bedroom houses are not considered affordable for low-income households. When comparing the average sales value over the past 5 years for single-family homes with the projected average sale value for the next 20, the trend of increasing home values is expected to continue.

Table 18
Median Home Prices in Elk Grove, 2015–2020

	September 2020	One Year Prior	Five Years Prior (September 2015)
95624	$505,000	$427,500	$347,500
95757	$538,000	$505,000	$370,000
95758	$464,000	$420,000	$306,500

Source: Sacramento Association of Realtors, 2020

Based on a 2019 projection of the average household income of families moving into new housing between 2020 and 2040, new housing is predicted to primarily serve moderate-income and above-moderate income households as compared to the current income level for the area (**Table 19**). As noted previously, the median income for a four-person family in Sacramento County is $83,600. The projected average household income among families moving into single-family detached houses is higher than that of a five-person, moderate-income household today (120% of AMI). Maximum affordable sales prices are based on 5 percent down, 30-year fixed rate mortgage at 4.5 percent. Note, this calculation does not include PMI (Primary Mortgage Insurance).

Projected incomes for households moving into for-sale multifamily housing is markedly lower, at $69,500. As compared with current area income thresholds, the projected average income for households moving into for-sale multifamily homes falls within the low-income range for a family of five or closer to the current median income for a smaller family. However, the projected average sales value for new multifamily housing is expected to be higher than the current affordable sales price for a similar income level, indicating that new for-sale multifamily housing development may skew toward higher-income households.

Table 19
Projected Averages for For-Sale Housing, 2020–2040, Compared to Affordability Thresholds, 2019

Household Averages, Single-Family Detached						
Estimated Average Sales Value 2020–2040	$553,000		Estimated Average Household Income 2020–2040	$113,900		
Household Averages, Multifamily						
Estimated Average Sales Value 2020–2040	$315,000		Estimated Average Household Income 2020–2040	$69,500		
Affordable Sales Prices, by Unit Size and Income Level						
Unit Size	**Very Low Income**		**Low Income**		**Moderate Income**	
	Affordable Sale Price	**Maximum Income**	**Affordable Sale Price**	**Maximum Income**	**Affordable Sale Price**	**Maximum Income**
2 Bedrooms	$161,907	$37,650	$259,095	$60,250	$388,105	$90,250
3 Bedrooms	$179,754	$41,800	$287,692	$66,900	$431,323	$100,300
4 Bedrooms	$194,160	$45,150	$310,914	$72,300	$465,725	$108,300

Sources: PlaceWorks, 2019, using data from ListSource, Sacramento Association of Realtors, US Department of Housing and Urban Development; HCD, 2019

Note: Affordable Sale Price estimate assumes 4.5% interest rate and 5% down payment and includes property taxes; it does not include direct assessments. Two-bedroom income level assumes a three-person household, three-bedroom income level assumes a four-person household, and four-bedroom income assumes a five-person household.

In rental housing, the projected average household income for new households in multifamily rental units over the next 20 years is expected to be within today's moderate-income range (**Table 20**). However, the estimated average rent for new households is expected to be lower than the maximum affordable rent for that income level. This suggests that new rental housing may be more accessible to households nearer to the median income but will still not be accessible to low- and very low-income households.

Table 20
Projected Averages for Rental Housing, 2020–2040, Compared to Affordability Thresholds, 2019

Household Averages, Multifamily						
Estimated Average Rent 2020–2040	$1,930		**Average Household Income 2020–2040**	$86,000		
Affordable Rents, by Unit Size and Income Level						
Unit Size	**Very Low Income**		**Low Income**		**Moderate Income**	
	Maximum Affordable Rent	**Maximum Income**	**Maximum Affordable Rent**	**Maximum Income**	**Maximum Affordable Rent**	**Maximum Income**
1 Bedroom	$836	$33,450	$1,338	$53,500	$2,006	$80,250
2 Bedrooms	$941	$37,650	$1,506	$60,250	$2,256	$90,250
3 Bedrooms	$1,045	$41,800	$1,673	$66,900	$2,508	$100,300

Sources: PlaceWorks, 2019, using data from ListSource, Sacramento Association of Realtors, US Department of Housing and Urban Development; HCD, 2019

Note: Affordable rent assumes 30% of income spent on housing and does not include utility costs. One-bedroom income level assumes a two-person household, two-bedroom income level assumes a three-person household, and three-bedroom income level assumes a four-person household.

Overpayment

Overpayment occurs when a household's monthly shelter cost exceeds 30 percent of the household's income. Shelter cost is defined as the monthly owner costs (e.g., mortgages, taxes, insurance on the property, and utilities) or the gross rent (contract rent plus the estimated average monthly cost of utilities).

According to the 2012–2016 CHAS data, approximately 39 percent of the owner-occupied households and approximately 47 percent of the renter-occupied households in the City were overpaying for housing. **Table 21** illustrates the extent of overpayment by income group for the City. In total, 8,580 lower-income households (very low- and low-income)—4,265 households in owner-occupied units, or 11 percent of owner-occupied households, along with 4,315 lower-income households in renter-occupied units, or just under 31 percent of all rental households—were overpaying. The overpayment rates among homeowners may be a result of the subprime mortgage collapse combined with lower incomes because of the 2009 recession. Lower incomes may also be a factor in overpayment by households living in rental units, along with the increased difficulty in gaining homeownership of entry-level single-family homes and may signal a need for the availability of a variety of rental housing types.

Table 21
Total Households Overpaying by Tenure

Household Type	Renters		Owners		Total	
	Number	Percentage	Number	Percentage	Number	Percentage
Very Low-Income (31–50% MFI)	1,625	11.50%	1,575	4.32%	3,200	6.33%
Low-Income (51–80% MFI)	2,690	19.04%	2,690	7.38%	5,380	10.64%
Total Lower Income Households Overpaying	***4,315***	30.54%	***4,265***	11.70%	8,580	16.97%
Moderate and Above Moderate-Income (>81% MFI)	965	6.83%	4,490	12.32%	5,455	10.79%
Total Households Overpaying	***6,625***	46.89%	***14,130***	38.78%	20,755	41.04%
Total All Households	14,130	-	36,440	-	50,570	-

Source: 2012–2016 CHAS data

Middle-Income Households

In 2020, the City completed an economic analysis of "missing middle" housing for middle-income households in Elk Grove. This analysis identified middle-income households as those that earn between $41,000 and $107,000 annually and considered the potential for middle-density housing types (i.e. duplexes or triplexes) to meet the needs of this income group. While the study found that household size in the City appears to increase as household income increases, approximately 75 percent of middle-income households in Elk Grove have three or fewer people and appear to have smaller housing needs than the typical detached single-family home. Additionally, the range of household incomes for middle-income households in Elk Grove includes some households that might be eligible for affordable housing programs while some may have no difficulty obtaining housing at market rate prices, supporting the need for a variety of mid-scale housing types.

Given the variety of households that are considered middle-income, the City determined that middle-density housing types may provide options at both ends of the income spectrum and to varying household sizes. The report discusses the development potential for multiple housing types to serve this group, including small lot single-family homes, courtyard clusters of single-family homes, multiplexes, rowhomes and townhomes, mixed housing types, and garden court apartments. The City has included Action 6 in this Housing Element to support and promote this development to serve middle-income households and meet the City's housing needs.

Housing Vacancy

Vacancy trends in housing are analyzed using a "vacancy rate," which establishes the relationship between housing supply and demand. For example, if the demand for housing is greater than the supply, then the vacancy rate is probably low, and the price of housing will most likely increase. According to "Raising the Roof, California Housing Development Projections and Constraints, 1997–2020," the desirable vacancy rate in a community is considered 5 percent. Generally, when the vacancy rate drops below 5 percent, the demand for housing exceeds the supply of housing. Subsequently, prospective buyers and renters may experience an increase in housing costs.

According to the 2014–2018 ACS, the vacancy rate was 3.17 percent for the City and 5.50 percent for Sacramento County. **Table 22** shows the City's vacancy rates by type of housing. Sacramento County has a larger percentage of vacant rental housing units than the City. The majority of vacant housing units in Elk Grove were not actively being marketed for rent or for sale.

Table 22
Household Vacancy Status

	Elk Grove		Sacramento County	
Total	53,728	100.00%	567,220	100.00%
Occupied Housing Units	52,025	96.83%	536,029	94.50%
Vacant Housing Units	1,703	3.17%	31,191	5.50%
For rent	298	0.55%	10,117	1.78%
For sale only	246	0.46%	3,681	0.65%
Rented or sold, not occupied	533	0.99%	4,194	0.74%
For seasonal, recreational, or occasional use	317	0.59%	2,310	0.41%
For migrant workers	0	0.00%	63	0.01%
Other vacant	309	0.58%	10,826	1.91%

Source: 2014–2018 American Community Survey

FUTURE HOUSING NEEDS

SACOG's current RHNP covers October 31, 2021, through October 31, 2029. Pursuant to the provisions of the RHNP and to adequately provide affordable housing for all income groups, specifically very low- and low-income groups, the City will need to identify sites for 4,265 new extremely low-, very low-, and low-income housing units through 2029. The City's allocated number of affordable housing units is equal to approximately 52 percent of the 8,263 total housing units the City is projected to need by 2029.

Regional Housing Needs Allocation

An RHNP is mandated by the State of California (California Government Code Section 65584) for regions to address housing issues and needs based on future growth projections for the area. The RHNP is developed by SACOG and allocates to cities and counties their "fair share" of the region's projected housing needs. The RHNP allocates "fair-share" housing by household income groupings over the eight-year planning period for each specific jurisdiction's Housing Element.

The intent of the RHNP is to ensure that local jurisdictions not only meet the needs of their immediate areas but also jointly take steps toward filling the housing needs for the entire region. Additionally, a major goal of the RHNP is to ensure that every community provides an opportunity for a mix of housing affordable to all economic segments of its population. The RHNP jurisdictional allocations are made to ensure that adequate sites and zoning are provided to address existing and anticipated housing demand during the planning period and that market forces are not inhibited in addressing the identified housing needs. **Table 23** provides the RHNA target for the planning period 2021 through 2029 (also referred to as "basic construction needs") for each of the five household income groups for the City of Elk Grove.

Table 23
Regional Housing Needs Allocation

Income Level	Allocation	Percent of Total
Extremely low (below 30% AMI)	1,331[1]	16.1%
Very low (30% to 50% AMI)	1,330	16.1%
Low (51% to 80% AMI)	1,604	19.4%
Moderate (81% to 120% AMI)	1,186	14.4%
Above moderate (over 120% AMI)	2,812	34.0%
Total	**8,263**	**100%**

Source: SACOG 2021–2029 Regional Housing Needs Assessment – Final Allocations

[1] *Extremely low-income was determined by assuming the need is 50 percent of the very low-income RHNA.*

SPECIAL HOUSING NEEDS

Household groups with special needs include seniors, persons with disabilities, including developmental disabilities, female-headed households, large family households, agricultural workers, and homeless persons. Households with special housing needs often have greater difficulty in finding decent and affordable housing. As a result, these households may experience a higher prevalence of overpayment, overcrowding, and other housing problems.

Senior Households

Senior households have special housing needs primarily resulting from physical disabilities and limitations, fixed income, and healthcare costs. Additionally, senior households have other needs that help preserve their independence, including protective services to maintain their health and safety, in-home supportive services to perform activities of daily living, conservators to assist with personal care and financial affairs, public administration assistance to manage and resolve estate issues, and networks of care to provide a wide variety of services and

daily assistance. According to the 2014–2018 ACS, there were 7,932 households in the City headed by a person 65 years or older. Of the senior households in the City, approximately 80 percent are owner-occupied and just under 20 percent are renter-occupied, as shown in **Table 24**.

Table 24
Senior Householders by Tenure

Householder Age	Owners	Renters	Total
65–74 years	5,212	902	6,114
75 plus years	2,720	1,047	3,767
Percentage	80.28%	19.72%	100.00%
TOTAL	7,932	1,949	9,881

Source: 2014–2018 American Community Survey

Senior Housing

Residential care facilities for the elderly (for six or fewer people) are a permitted use in all residential and agricultural zones, as well as the General Commercial (GC), Village Center Mixed-Use (VCMU), and Residential Mixed-Use (RMU) zones. Residential care facilities for the elderly (for more than six people) are a permitted use in the higher-density residential designations (RD-20, RD-25, RD-30, and RD-40) and are allowed with a Conditional Use Permit (CUP) in all agricultural zones and in the Limited Commercial (LC), General Commercial (GC), Shopping Center (SC), and Commercial Recreation (C-O), and RMU zones. Adult daycare centers are a permitted use in all agricultural zones and all residential zones, except for the higher-density designations (where they are allowed with a CUP), as well as being a permitted use in LC, GC, SC, Business and Professional Office (BP) zones and permitted with a CUP in Industrial Office Park (MP) and Public Services (PS). Housing types for persons with disabilities are provided for in the Zoning Code adequately and no constraints are present. No special design or permitting standards have been established for residential care facilities other than the CUP where required. In addition, the City ensures compliance with all standards of the Americans with Disabilities Act (ADA).

Several residential care homes and facilities for the elderly are located in the City and provide living assistance to persons 60 years of age and older. As of early 2020, licensed care homes and facilities and those with their licenses pending had a capacity of 1,304 people. In addition to care homes, the City has four affordable senior apartment complexes, providing a total of 595 units for persons 55 and over.

Disabled Persons

California Government Code Section 12926 defines "mental disability" and "physical disability" to include a variety of disorders and confirms that if, in any circumstance, a definition of either is used in the federal Americans with Disabilities Act of 1990 that would result in broader protections, that definition should be used.

"Mental disability" includes, but is not limited to, having any mental or psychological disorder or condition, such as intellectual disability, organic brain syndrome, emotional or mental illness, or specific learning disabilities, that limits a major life activity.

"Physical disability" includes, but is not limited to, having any physiological disease, disorder, condition, cosmetic disfigurement, or anatomical loss that affects one or more of the following body systems: neurological, immunological, musculoskeletal, special sense organs, respiratory, including speech organs, cardiovascular, reproductive, digestive, genitourinary, hemic and lymphatic, skin, and endocrine, or limits a major life activity, meaning it makes any physical, mental, or social activities or work difficult.

Physical, mental, and/or developmental disabilities could prevent a person from working, restrict a person's mobility, or make caring for oneself difficult. Therefore, disabled persons often have special housing needs related to accommodating potential limited earning capacity, the lack of accessible and affordable housing, and higher health costs associated with disabilities. Additionally, people with disabilities require a wide range of

different housing, depending on the type and severity of their disability. Housing needs can range from institutional care facilities to facilities that support partial or full independence (e.g., group care homes). Supportive services such as daily living skills and employment assistance need to be integrated in the housing situation. The disabled person with a mobility limitation requires housing that is physically accessible. Examples of accessibility in housing include widened doorways and hallways, ramps, bathroom modifications (e.g., lowered countertops, grab bars, adjustable showerheads) and special sensory devices, including smoke alarms and flashing lights.

The U.S. Census defines three types of disabilities, including work disability, mobility limitation, and self-care limitation. According to the 2014–2018 ACS, 6,451 people in the City between the ages of 18 and 64 possessed some type of disability. **Table 25** shows the total number of disabilities by employment status. Many of these persons have more than one disability, which is the reason for a higher number of disabilities than disabled persons. The greatest proportion of disabilities are employment disabilities followed closely by physical disabilities, which are often related to each other, meaning a person with a physical disability may not be able to work.

According to the 2014–2018 ACS, of the 80,395 people in the City's labor force, 2,861 people are employed with a disability, and 70 members of the labor force are unemployed and possess a disability.

The City incorporates the Federal Fair Housing Act, the California Fair Employment and Housing Act of 1964, and the ADA as supported in Title 24 of the California Government Code, as a part of its building requirements. These three statutes address the fair housing and building standards adhered to by the City for persons with disabilities.

Table 25
Disability Type by Employment Status (Ages 16–64)

Total Disabilities	Number	Percentage
	6,451	**100%**
Employed	2,861	-
Hearing difficulty	870	30.41%
Vision difficulty	553	19.33%
Cognitive difficulty	612	21.39%
Ambulatory difficulty	1,383	48.34%
Self-care difficulty	161	5.63%
Independent living difficulty	459	16.04%
Unemployed	70	-
Hearing difficulty	22	31.43%
Vision difficulty	0	0.00%
Cognitive difficulty	70	100.00%
Ambulatory difficulty	0	0.00%
Self-care difficulty	0	0.00%
Independent living difficulty	22	31.43%
Not in Labor Force	3,520	-
Hearing difficulty	393	11.16%
Vision difficulty	296	8.41%
Cognitive difficulty	1,874	53.24%
Ambulatory difficulty	1,843	52.36%
Self-care difficulty	1,040	29.55%
Independent living difficulty	1,861	52.87%

Source: 2014–2018 American Community Survey

** Figures in each category may not add up to the total because some individuals may report having multiple disabilities.*

In accordance with Government Code Section 65583, an analysis of the City's codes and development procedures to identify any constraints to the development of housing for persons with disabilities was completed as a part of this 2021 Housing Element update.

Residential care homes for the chronically ill (for six or fewer persons) are allowed by right in all residential and agricultural zones, as well as in the GC, VCMU, and RMU zones. Residential care facilities for the chronically ill for more than six persons are allowed by right in higher-density residential zones (RD-20, -25, -30, -40) and with a conditional use permit in all agricultural zones and the LC, GC, C-O, and RMU zones. Adult day health care center uses are also allowed by right in all agricultural zones and the LC, GC, SC, and BP zones. This use is also permitted by right all residential zones except in the RD-20, -25, -30, and -40. A conditional use permit is required for adult day health care centers in the RD-20, -25, -30, -40, MP, and PS zones. Further, caretaker housing is allowed with a CUP in the industrial zones and is permitted by right in all commercial zones. No special design or permitting standards have been established for residential care facilities other than the CUP where required. Housing types for persons with disabilities are provided for in the Zoning Code adequately and include no siting requirements or other standards specifically for residential care facilities that affect the cost or development of housing for persons with disabilities.

Supportive housing, which may also serve residents with disabilities, is permitted by right in all agricultural and residential zones, as well as in RMU zones. In addition, the City ensures compliance with all the standards of the ADA. The Zoning Code's definition of family is consistent with State law.

The City has 55 adult residential care homes that are licensed or have licenses pending. While most of these residential care homes target the senior populations, there are some, including Quinley Residential Care, that provide living assistance to persons 18 to 59 years of age.

Additionally, the City's current definition of "Family" is consistent with state law and is defined as "one (1) or more persons living together in a dwelling unit, with common access to, and common use of all living, kitchen, and eating areas within the dwelling unit" (Chapter 23.100.020 of the EGMC).

Persons with Developmental Disabilities (Senate Bill 812)

Government Code Section 65583(a)(7) requires the City to discuss the needs of individuals with a developmental disability in the special needs housing analysis. A developmental disability is defined in Section 4512 of the Welfare and Institutions Code as a disability that originates before an individual is 18 years old, continues or can be expected to continue indefinitely, and constitutes a substantial disability for the individual, including intellectual disability, cerebral palsy, epilepsy, and autism. This includes disabling conditions found to be closely related to intellectual disability or requiring treatment similar to that required for individuals with intellectual disability but does not include other handicapping conditions that are solely physical in nature.

Many developmentally disabled persons can live and work independently in a conventional housing environment, although more severely disabled individuals may require a supervised group living environment. The most severely affected individuals may require an institutional environment where medical attention and physical therapy are available. Because developmental disabilities appear during childhood, the first issue in supportive housing for the developmentally disabled is the transition from the person's living situation as a child to an appropriate level of independence as an adult.

The California Department of Developmental Services provides community-based services to approximately 243,000 individuals with developmental disabilities and their families through a statewide system of 21 regional centers, 4 developmental centers, and 2 community-based facilities. The City is serviced by the Alta California Regional Center in Sacramento, which provides a point of entry to services for people with developmental disabilities. The center is a private nonprofit community agency that contracts with local businesses and nonprofits to offer a wide range of services.

As of November 2019, the Alta California Regional Center provided services to 23,640 people across six counties; 767 of these individuals lived in the City. **Table 26** summarizes the number of City residents being served by age

group.

Table 26
Developmentally Disabled Persons in Elk Grove Assisted by Alta California Regional Center by Age

Age Group	Number	Percentage of total Population
0 to 17 years old	352	45.89%
18+ years old	415	54.11%
Total	**767**	**100%**

Source: Alta California Regional Center Data, Sacramento County, 2019

There are a number of housing types appropriate for people living with a developmental disability, including rent-subsidized homes, licensed and unlicensed single-family homes, Housing Choice Vouchers, special programs for home purchase, HUD housing, and SB 962 homes. The design of housing, accessibility modifications, the proximity to services and transit, and the availability of group living opportunities represent some of the considerations that are important in serving these individuals.

Female-Headed Households

Government Code Section 65583(a)(7) identifies families with female heads of households as a group that may have special housing needs and requires the City to analyze the housing needs of these households. Female-headed households are households led by a single female with one or more children under the age of 18 at home. These households' living expenses generally take up a larger share of income than is the case in two-parent households. Therefore, finding affordable, decent, and safe housing is often more difficult for female-headed households. Additionally, female-headed households have special needs involving access to daycare or childcare, healthcare, and other supportive services.

Table 27 illustrates the percentage of all families that are female-headed with no husband present (as reported by the Census Bureau), as reported by the 2014–2018 ACS. Female-headed families made up 17.45 percent of all families in the City, and over half of female-headed families (56 percent) have children under 18. Approximately 15.58 percent of all-female headed households are below the poverty line and, among those, 74.56 percent have children under 18.

Table 27
Female-Headed Households

Householder Type	Number	Percentage
Female-Headed households (no husband present) with Children under 18[1]	4,085	56.21%
Female-Headed households (no husband present) without Children under 18	3,182	43.79%
Total Female-Headed (no husband present) households	7,267	100.00%
Total Female-Headed Families (no husband present) under the Poverty Level	1,132	15.58%
Female-Headed Families (no husband present) with Children under 18 under the Poverty Level	844	74.56%
Total All Households	*41,650*	--

Source: 2014–2018 American Community Survey

[1] *Census data reported for the 2014-2018 ACS and earlier reports the presence of a husband or wife, the data sets dated 2015 – 2019 and later, identify this category as spouse. For the purpose of consistency, the City has used the 2014- 2018 ACS data set.*

Large-Family Households

Large-family households are defined as households containing five or more persons. Large-family households are considered a special needs group because there is limited supply of adequately sized housing to accommodate their needs. The more persons in a household, the more rooms are needed to accommodate that household. Specifically, a five-person household would require three or four bedrooms, a six-person household would require

four bedrooms, and a seven-person household would require four to six bedrooms. According to the 2014–2018 ACS, approximately 18 percent of all households in the City include five or more people, as shown in **Table 28**. Approximately 71 percent of large households own their homes and 29 percent rent.

According to the 2014–2018 ACS, more than 85 percent of all housing units in the City had at least three bedrooms. Approximately 94 percent of all owner-occupied units and 62 percent of all renter-occupied units had three or more bedrooms. Because the number of units with at least three or more bedrooms significantly exceeds the number of large households in the community, there does not appear to be a housing shortage for large households in the City. However, affordability of larger housing units for large lower-income families may still be an issue.

Table 28
Large Households

Household Size	Number	Percentage
1 person	8,929	17.16%
2 people	14,207	27.31%
3 people	9,745	18.73%
4 people	9,526	18.31%
5 people	5,821	11.19%
6 people	2,470	4.75%
7 people or more	1,327	2.55%
All large households (five or more people)	**9,618**	18.49%
All households	**52,025**	100.00%

Source: 2014–2018 American Community Survey

Agricultural Workers

Agricultural workers earn their primary income through permanent or seasonal agricultural labor. According to the 2014–2018 ACS, 555 people (0.71 percent of all employed civilians) in the City worked in the agriculture, forestry, fishing, hunting, and mining economic sectors. Forestry, fishing, hunting, and mining are minimal or non-existent industries within, and nearby, the City of Elk Grove. Therefore, the City estimates that most, if not all, of the 555 people are employed in the agricultural industry and may be commuting to jobs in neighboring communities. In all of Sacramento County, 0.86 percent of workers are employed in these industries.

The types of agricultural production in the City do not require large numbers of migrant and seasonal farm laborers and a large influx of farm labor does not occur. The housing need for the limited number of farmworkers in the City is met through existing housing. However, housing for employees is a permitted use in all agricultural zones, consistent with Health and Safety Code Section 17021.5 and 17021.6. Employee housing serving six or fewer employees is considered a single-family residence and allowed in all residential zones. Employee housing that serves more than six employees and consists of no more than thirty-six beds in group quarters or twelve units or spaces designed for use by a single family or household is treated as an agricultural use. Any application for farmworker housing is treated in the same way as other affordable housing projects and all the resources the City has to offer for affordable housing are made available for the development of the project. Incentives such as fee reduction, expedited permit process, and streamlining and modification of development standards are available for the production of farmworker housing.

Persons Experiencing Homelessness

Individuals and families experiencing homelessness have perhaps the most immediate housing need of any group. They also have one of the most difficult sets of housing needs to meet, due to both the diversity and complexity of the factors that lead to homelessness and to community opposition to the location of facilities that serve persons experiencing homelessness. California state law requires that housing elements estimate the need for emergency shelter for homeless people (Government Code Section 65583(a)(7)).

According to the 2019 Sacramento County Point-in-Time Homelessness Count, 5,570 persons were homeless throughout the County on a given night in January of that year, approximately 30 percent of whom were considered chronically homeless (someone with a disabling condition who has either been continuously homeless for at least a year or has been homeless at least four times in the previous three years). The California DOF projected that approximately 0.36 percent of the County population (1,541,301 total population in January 2019) was homeless, and 0.11 percent was chronically homeless.. While the Sacramento County Point-in-Time Homelessness Count reported 7 homeless individuals, based on estimates from , the City of Elk Grove Police Department, a more accurate estimate is approximately 70-100 people experiencing unsheltered homelessness at any given time.

The City has three main providers of homeless services: Elk Grove Homeless Assistance Resource Team (HART), the Elk Grove Food Bank, and Sacramento Self-Help Housing (SSHH).

- Elk Grove HART provides a winter shelter program for 12-14 weeks each winter, serving up to 20 adults per night. The winter shelter program, which rotates between locations, provides a hot dinner, clean sleeping accommodations, a cold breakfast, and transportation to and from shelter locations. In 2019-20, they served 61 individuals over the course of 12 weeks. Elk Grove HART also provides information and referral services, mentoring to persons in transitional housing, and during the pandemic provided meals, hygiene supplies, clothing, and outdoor sleeping items to people experiencing homelessness.

- During the 2018–2019 fiscal year, the Elk Grove Food Bank indicated that it served approximately 6,000 individuals each month. In that year, two percent of their emergency food distribution went to clients experiencing homelessness. The Food Bank also provides case management, food, clothing, and other assistance to homeless veterans through its Kay Foundation Veteran's Assistance Program.

- SSHH assists City residents in need of housing, with a focus on persons who are homeless or at risk of becoming homeless. Along with housing counseling available to all Elk Grove residents, SSHH provides a homeless services navigator, who works closely with the Police Department and nonprofit partners to establish relationships with persons experiencing homelessness and help them to obtain services and find housing. In 2019-20, the navigator served 86 residents. SSHH also operates the City's two transitional houses: the Grace House, which serves primarily single adults, and the Meadow House, which serves families with minor children. SSHH also operates the Sun Sprite house, which has seven bedrooms to rent to persons with disabilities who are exiting homelessness.

Overall, the City has 20 seasonal shelter beds and transitional housing serving five single adults and three to four families.

Emergency Shelter Provisions

Government Code Section 65589.5 requires local jurisdictions to strengthen provisions for addressing the housing needs of the homeless, including the identification of a zone or zones where emergency shelters are allowed as a permitted use. Emergency shelters are permitted without any discretionary action in the General Commercial (GC), Light Industrial (LI), and Light Industrial/Flex (LI/FX) zones in the City, provided that they have no more than 100 beds; shelters with more than 100 beds are allowable under a CUP.

Development Standards for Emergency Shelter include:

Location and Separation.

- Emergency shelter facilities should be located within one-half (1/2) mile of a transit corridor or existing bus route.
- All emergency shelter programs must be situated more than three hundred (300' 0") feet from any other emergency shelter or day program serving primarily homeless individuals or households.

Physical Characteristics.

- The maximum number of beds for emergency shelters shall be one hundred (100) unless a conditional use permit is applied for and approved.
- The maximum number of beds does not apply in situations of Citywide or Statewide designated disasters or catastrophic conditions.
- Smoke detectors, approved by the Fire Department, must be provided in all sleeping and food preparation areas.
- The facility shall have adequate private living space, shower and toilet facilities and secure storage areas for its intended residents.
- The size of an emergency facility shall be in character with the surrounding neighborhood.
- The facility shall have at least one (1) room, which has one hundred twenty (120 ft2) square feet of floor area. Other habitable rooms shall have an area not less than seventy (70 ft2) square feet. When more than two (2) persons occupy a room used for sleeping purposes, the required floor area shall be increased at the rate of fifty (50 ft2) square feet for each occupant in excess of two (2).

B. Operational Standards.

- If the emergency shelter is proposed for location in an area either zoned or developed as a residential area, all intake and screening shall be conducted off site.
- If an emergency shelter includes a drug or alcohol abuse counseling component, appropriate State and/or Federal licensing shall be required.
- The emergency shelter shall provide accommodations appropriate for a maximum stay of one hundred eighty (180) days per client/family.
- The emergency shelter shall identify a transportation system that will provide its clients with a reasonable level of mobility including, but not limited to, access to social services, housing and employment opportunities.
- The emergency shelter shall include clear and acceptable arrangements for facility occupants, such as on-site meal preparation or food provision and disbursement.
- The emergency shelter, where applicable, shall provide child care services and ensure that school-aged children are enrolled in school during their stay at the facility.
- The emergency shelter provider shall have a written management plan including, as applicable, provisions for staff training, neighborhood outreach, security, screening of residents to ensure compatibility with services provided at the facility and for training, counseling, and treatment programs for occupants.

- Emergency shelters shall establish written expectations of residents – behavioral, medical, etc. Expectations of residents will be available to each resident at entry to the shelter, and to the public (upon request).
- Emergency shelters shall have infection control policies in accordance with guidelines of the Centers for Disease Control covering but not necessarily limited to HIV/AIDS, hepatitis, and tuberculosis.
- Emergency shelters shall maintain a record of clients and visitors at all times. Clients will have immediate twenty-four (24) hour access to shelter staff and no walk-in services will be provided at any time in the safe house itself.
- Emergency shelters shall provide on-site management and support staff at all times during shelter use.

To City has included language in Action 11 to review and amend standards to ensure they are objective and in compliance with Government Code Section 65583(a)(4)).

The GC zone is especially appropriate as it is intended to support the development of urban villages that offer a mixture of retail, offices, services, entertainment, and commercial. As of April 2021, there were 27 parcels (68.03 acres) of vacant GC zoned land, ranging in size from 0.11 to 19.81 acres (refer to **Table 28a**), which provides ample opportunity for the development of emergency shelters. The available parcels with the a.

Table 28a
Parcels Available for Emergency Shelters

APN	Acres	Zone
1260260006	0.20	GC
1260260005	0.20	GC
1270100004	0.11	GC
1160012054	0.58	GC
1211100001	2.02	GC
1160144002	0.37	GC
1260260004	1.24	GC
1340450001	4.46	GC
1322170007	7.10	GC
1270100017	3.93	GC
1322480005	0.80	GC
1270090098	1.02	GC
1191970027	6.32	GC
1260260001	0.30	GC
1250092001	0.47	GC
1340550010	3.14	GC
1191970021	1.84	GC
1160420019	3.07	GC
1271030008	1.99	GC
1260250014	4.18	GC
1322170008	0.69	GC
1322480007	0.76	GC
1160011108	0.70	GC
1271030005	0.88	GC
1150150042	19.81	GC

APN	Acres	Zone
1271030009	0.94	GC
1271030010	0.92	GC

Source: City of Elk Grove, April 2021

The vacant parcels are close to services and current and future transit, as development occurs. The properties surrounding these available sites are mainly offices and retail and include a variety of services. Additionally, many of the sites are in areas where urban village uses will expand with future development.

Emergency shelters are also allowed with a CUP in the RD-7, RD-8, RD-10, RD-12, RD-15, RD-18, RD-20, RD-25, RD-30, RD-40, PR, and PS zones. The CUP requirement does not constrain the development of emergency shelters, because the application must comply with only two criteria: (1) the proposed use is consistent with the General Plan and appliable provisions of this title (i.e., Housing Element goals and policies); and (2) that the establishment, maintenance, or operation of the use will not (under the circumstances of the particular case (location, size, design, and operating characteristics) be detrimental to the health, safety, peace, morals, comfort, or general welfare of persons residing or working in the neighborhood of such use, or the general welfare of the City.

Transitional and supportive housing are defined by Section 50675.2 of the Health and Safety Code. Transitional and supportive housing may be designated for a homeless individual or family transitioning to permanent housing. Taking several forms, transitional housing can be group housing or multifamily units and may include supportive services. Transitional housing is a permitted use in all residential zoning districts. The City permits transitional and supportive housing are permitted as a residential use and only subject to those restrictions that apply to other residential dwellings of the same type in the same zone consistent with Government Code section 65583(a)(5). Additionally, the City permits 100-percent affordable developments that include a percentage of supportive housing units, either 25 percent or 12 units, whichever is greater, to be allowed without a conditional use permit or other discretionary review in all zoning districts where multifamily and mixed-use development is permitted consistent with Government Code section 65651).

Individuals and families who are homeless or are at risk of becoming homeless are usually part of the extremely low-income group. Government Code Section 65583, as amended in 2006, requires the identification and analysis of the housing needs of extremely low-income households. A Housing Element must also identify zoning to encourage and facilitate supportive housing and single-room occupancy units. Supportive housing types differ slightly from transitional housing. According to Section 50675.14 of the Health and Safety Code, supportive housing has no limit on the length of stay when occupied by a target population as defined in Health and Safety Code Section 53260 (i.e., low-income person with mental disabilities, AIDS, substance abuse or chronic health conditions, or persons whose disabilities originated before the person turned 18), and is linked to on-site or off-site services that assist residents in retaining housing, improving their health skills, maximizing their ability to live and, when possible, work in the community. The City allows supportive housing as a permitted use in all residential zoning districts. Additionally, single-room occupancy units are specifically allowed with a CUP in RD-8, RD-10, RD-12, RD-15, RD-18, RD-20, RD-25, RD-30, RD-40, and RMU zones, as well as being a permitted use in GC zones.

FAIR HOUSING ASSESSMENT

Assembly Bill (AB) 686 requires that all housing elements due on or after January 1, 2021, must contain an Assessment of Fair Housing (AFH) consistent with the core elements of the analysis required by the federal Affirmatively Furthering Fair Housing (AFFH) Final Rule of July 16, 2015.

Under state law, affirmatively further fair housing means "taking meaningful actions, in addition to combatting discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity based on protected characteristics."

AB 686 requires the City, and all jurisdictions in the state, to complete three major requirements as part of the housing element update:

- Conduct an Assessment of Fair Housing that includes a summary of fair housing issues, an analysis of available federal, state, and local data knowledge to identify patterns of segregation or other barriers to fair housing, and prioritization of contributing factors to fair housing issues.
- Prepare the Housing Element Land Inventory and identification of sites through the lens of affirmatively furthering fair housing.
- Include a program in the Housing Element that affirmatively furthers fair housing and promotes housing opportunities throughout the community for protected classes and addresses contributing factors identified in the AFH (applies to housing elements beginning January 1, 2019).

In order to comply with AB 686, the City has completed the following outreach and analysis.

Outreach

The City of Elk Grove conducted extensive and varied outreach to solicit input and feedback from community members, advocacy groups, and other stakeholders to inform the Housing Element Update.

In 2019, the City of Elk Grove participated in a joint effort with other jurisdictions in the Sacramento Valley region to develop the Sacramento Valley Analysis of Impediments to Fair Housing Choice (AI) to guide actions that will guide the participating communities to overcome historic patterns of segregation, foster inclusive communities, and promote fair housing. The AI resulted in several goals and actions that the City is committed to pursuing.

During the development of the AI, extensive community engagement was conducted with residents and stakeholders across the Sacramento region to gather their experiences with fair housing. Engagement techniques included focus groups and subsequent in-depth interviews, "pop ups" at local events, and a resident survey. Resident focus groups targeted protected classes and groups who experience discrimination in housing, including African American and Hispanic residents, low-income families, residents with disabilities, and transgender residents. Stakeholder focus groups included those who work in housing, real estate, supportive services, education, transportation, advocacy, and more. While this engagement process included residents and stakeholders from across the region, the findings are representative of Elk Grove as well.

Additionally, as discussed in the Public Participation section of this Housing Element, the City held two sets of two town halls, for a total of four town halls, and published an interactive site selection tool online so community members could engage in the planning process and provide feedback to directly inform rezoning and site selection decisions. Two of the town halls were held in July 2020, on July 27 and July 29; one was offered midday and the second was offered in the evening. The third and fourth town halls were both held on October 7, 2020, again one was offered midday and the second in the evening. The City offered the town halls at different times in order to reach residents that may work evenings or nights, and thus are free during the day, as well as those that may work during the day and are only free in the evenings. The town halls provided four opportunities for participants to learn about the Housing Element update and bring questions and comments to the City. Due to

the COVID-19 pandemic, the town halls were held virtually, which enabled community members to attend regardless of their location. Residents were also provided the option to call in the meeting from a landline or cell phone to participate regardless of their access to internet to view the meeting live; the slides and a recording of all presentations were posted on the City's website following the town halls so residents could view them at a later date through a public internet option if needed. The City of Elk Grove also offers translation services to all residents through means of an interpreter or larger scale translation for events such as these town halls. However, no residents requested translation for any Housing Element update events or materials. Additional information on these events and their associated outreach efforts is discussed in detail in Chapter 12 Public Participation of this Housing Element.

The RHNA site selection tool was published on the City website, along with a request for additional public comment, for residents to create their own housing plan and understand the factors that are used to identify sites. These outreach efforts were conducted in addition to standard public hearings. The tool presented 43 possible sites for consideration that had been selected based on their current use, vacant or underutilized status, proximity to transit and services, and their surrounding uses. Residents had the opportunity to use the interactive site selection tool to understand RHNA requirements, recommend possible rezones, or raise any concerns about specific sites or changes. This interactive outreach tool provided an opportunity for extended outreach to give residents time to consider and respond to the list of potential sites. City staff then reviewed the responses to select sites that most equitably distributed them across the City and access to resources while responding to the current population's preferences.

Finally, the City conducted one-on-one consultation meetings with service providers and community organizations who serve special needs groups and other typically hard to reach groups during the outreach process. The purpose of these consultations was to solicit direct feedback on housing needs, barriers to fair and affordable housing, and opportunities for development from all community groups, not just those who are able to attend the public hearings and town halls. The primary concerns raised by stakeholders included availability of affordable housing and land accessible to non-profit developers, accessibility of public transit options, and limited capacity of services and housing for homeless individuals.

Assessment of Fair Housing

State Government Code Section 65583 (10)(A)(ii) requires the City of Elk Grove to analyze areas of segregation, racially or ethnically concentrated areas of poverty, disparities in access to opportunity, and disproportionate housing needs including displacement risk. According to the 2020 TCAC/HCD Opportunity Maps, the City of Elk Grove does not include any areas of high segregation or poverty, or areas of low access to resources. However, as seen in **Figure A-1**, the areas immediately north and west of the City are areas of low resource and areas of segregation and poverty. While the City does not plan for housing for these areas, it is likely that many of these residents rely on Elk Grove for services and it is possible that people that work in Elk Grove live in these areas. As such, the City has taken a broader view than just the City limits when assessing fair housing issues.

Some of the indicators identified by TCAC and HCD to determine the access to opportunity include high levels of employment and close proximity to jobs, access to effective educational opportunities for both children and adults, low concentration of poverty, and low levels of environmental pollutants, among others. These indicator scores decrease as the level of designation decreases until "Low Resource" areas, which typically have limited access to education and employment opportunities and may have poor environmental quality. The City also individually analyzed several factors, described below, to assess patterns that may further fair housing issues and identify actions to combat these. The results of the AI have also been incorporated in this Assessment of Fair housing.

Elk Grove had its start in 1850 when stage lines connected the area that is now the City of Elk Grove to Sacramento and Stockton. At this time, small residences and businesses began to be constructed, forming a small town at the intersection of today's Elk Grove Boulevard and Highway 99. When the Central Pacific Railroad came to the Sacramento region in the late 1860s, it was not extended to Elk Grove, stunting the growth of the community

at a time when other communities in the region began to flourish with new connections to the railroad. By the mid-1870s, the railroad was extended to Elk Grove and growth began. This new wave of growth was followed quickly by construction of a high school and public amenities such as a library and park. As with many jurisdictions in the Sacramento region, agriculture was the original industry of Elk Grove and supported the City's growth over the next century until its incorporation in 2000. The agricultural history resulted in low-density development that has filled in over time but informs existing land use patterns dominated by single-family development. Significant growth in the past three decades has seen a reduction in the non-Hispanic white population and an overall increase in diversity in Elk Grove, while maintaining the family oriented-culture and development patterns. Additionally, as result of most of the City's growth occurring in the last 30 years, land use regulations and patterns were not influenced by historic segregation trends such as redlining, a discriminatory lending practice in the 1930s that resulted in racially segregated communities, or exclusionary zoning. Elk Grove's growth was largely free from these discriminatory practices and has resulted in a diverse community, as described in this assessment. The trends resulting from recent growth are analyzed in detail in the Assessment of Fair Housing.

Patterns of Integration and Segregation

During the AI process and analysis conducted as part of this Housing Element, the City assessed patterns of segregation with a focus on segregation based on disability, race and ethnicity, income, and familial status. The Analysis of Impediments included extensive surveying of residents in Elk Grove, and throughout the region, and ultimately found that Elk Grove has low rates of segregation based on all of these protected characteristics compared to the region. However, patterns still emerge.

Poverty rates tend to be lower among non-Hispanic White residents than any other group, and there has been a very slight increase in the percent of the population below the poverty line compared to 2010. Additionally, as **Figure A-2** shows, the household median income in Elk Grove is higher than most surrounding areas and there are no areas of concentrated poverty (4-person households earning less than $26,200 in 2020). Similarly, while there is one neighborhood with a slightly higher rate of poverty, most of Elk Grove has seen a decrease in poverty since 2014 (see **Figures A-3** and **A-4**). However, the AI process found that Elk Grove neighborhoods are more likely to be economically strong than other areas of the region. There is one area within the City that has a higher rate of poverty, between Elk Grove Florin Road and Waterman Road, south of Elk Grove Boulevard, that also has a significantly higher concentration of linguistically isolated residents than most of the City. Therefore, the City has included **Actions 15** and **19** to ensure that low-income residents of this area, and others, are aware of affordable rental and homeownership options and to increase availability of multi-lingual resources.

Since 1990, Elk Grove has experienced a significant shift from a predominantly non-Hispanic White population (75 percent) to a more diverse community (as seen in **Figure A-5**), where the non-Hispanic White population has decreased to 36 percent of the total population. While the predominant population is still White in much of the City (see **Figure A-6**), this has decreased in recent years as diversity has increased, particularly west of Highway 99. Additionally, the percent of foreign-born residents has doubled since 1990. Most areas of the City have a diversity index between 70 and 85, with 100 being perfect integration. However, there are two areas of the City with higher levels of racial segregation as shown in **Figure A-5**: the area located between Elk Grove Boulevard, Elk Grove Florin Road, and Highway 99 and the area south of Laguna Creek Trail, east of the railway, and the intersection of Waterman Road and Elk Grove Boulevard. These areas do not have notably higher concentrations of poverty or other characteristics of protected class, but do have higher concentrations of non-English speaking (linguistically isolated) households, which may be the cause of lower levels of diversity and higher segregation. Across the SACOG region, jurisdictions west of the foothills of the Sierra Nevada mountain range tend to have higher rates of diversity, as is the case in the City of Elk Grove. Elk Grove mirrors many of the suburban communities surrounding the City of Sacramento and many areas of Yolo and Sutter counties. The City will monitor fair housing complaints to ensure that there are not increased rates of discrimination based on race in these areas and will work with fair housing advocates to address ways to promote integration. There are no areas of racially or ethnically concentrated poverty in Elk Grove.

Elk Grove is family oriented, with the highest rate of families with children of anywhere in the region (56 percent

of households) (**Figure A-7**). In nearly all areas of the City, the percent of the population that lives alone does not exceed 10 percent. The dominance of single-family development and the presence of families does not inherently suggest segregation based on familial type, but the low rate of vacancy (3.17 percent overall, 0.55 percent for rental units, and 0.46 percent for ownership units) and dominance of single-family development may present a barrier to households and families seeking other housing options.

In 2014, there was a concentration of persons with a disability in the residential area between Highway 99, Bond Road, and Elk Grove Florin Road. At that time, more than 45 percent of the population in this area had at least one disability, higher than all other areas of the City. By 2019 however, this concentration had decreased and the percent of the population with a disability became more constant across the developed areas of the City. In contrast, the percent of the population with a disability, and areas of higher concentration, has remained stable across the SACOG region over time. Elk Grove has a similar or lower percent of the population with a disability than all areas of the SACOG region. As discussed in the Special Housing Needs section above, the most common disability among Elk Grove residents is ambulatory. To meet the needs of these residents, there are 55 adult residential care homes that are licensed or have licenses pending. In addition to housing facilities, Elk Grove Adult Community Training, Inc. and Aim Higher Inc. both provide education, training, and social services for adults with developmental disabilities, and E-Van, operated by the City, provides transportation service for residents with disabilities. Therefore, there are no patterns of segregation or limited access to opportunity for residents with a disability in the City of Elk Grove or surrounding areas.

The dominance of single-family zones in the City may also contribute to patterns of segregation by limiting where households that may rely on the lower cost of multifamily housing may live. While zones that allow multifamily development are integrated throughout the City within all residential neighborhoods and near commercial areas and services, there are still large areas dominated by single-family development. Throughout the public participation process, which relied on a variety of methods to reach all socio-economic segments of the community as described in the Outreach subsection of this assessment, the City worked with community members to identify housing preferences. The input received was incorporated into **Action 6** to amend the Zoning Code to encourage and promote a variety of dwelling unit types and sizes to meet the needs of a range of incomes. The intent of this implementation action is to combat patterns of segregation based on income or other factors that may result from current zoning and land use regulations.

Access to Opportunity

In a statewide ranking of 2016 California Assessment of Student Performance and Progress (CAASPP) test scores listed on School-Ratings.com, of the 35 schools in Elk Grove, 29 percent ranked 9 or higher, meaning scores were in the 80th percentile or better compared to other similar schools in the state. Only 1 school was ranked below the 50th percentile; however, the four schools that ranked the lowest are all located in the area west of Highway 99. However, while there is a concentration of lower performing schools in this area, four of the 10 highest ranking schools (in the 80th percentile and above) are also located in this area. Therefore, the residents in the area west of Highway 99 have access to proficient educational facilities. Additionally, the AI process found that access to proficient schools does not vary by race or poverty status in Elk Grove. The City has included **Action 19** to promote the availability of multi-lingual resources to all residents, with a focus on areas with lower performing schools or limited access to services, and to work with the school district to develop a strategy to connect all students with high performing schools.

Elk Grove residents are served by E-tran, a transit system operated by the City. E-tran provides regular service throughout the City and along Highway 99 into Downtown Sacramento. Routes run along major corridors in the City, offering connections to neighborhoods throughout the City, into Sacramento, and to the closest SacRT light rail stations. The City offers discounted passes to seniors, persons with disabilities, recipients of Medicare, students, and veterans to increase accessibility for these special needs groups. All buses are wheelchair accessible, but not all bus stops are suitable for use of the lift due to safety. The consultation process and AI process both found that, despite most bus routes running at 20–30-minute intervals 7 days a week, residents still felt the routes and availability were not sufficient. The City will therefore assess whether demand exists to increase the number of

routes and frequency of buses as well as the potential of improving all bus stops to allow the safe deployment of a wheelchair lift (**Action 19**).

As shown in **Figure A-8**, nearly all of the City of Elk Grove has the furthest proximity to jobs than any of the surrounding areas. However, Elk Grove is a commuter city to the City of Sacramento, as seen by the significant improvement in proximity to jobs closer to Downtown Sacramento. The distribution of job proximity suggests that many Elk Grove residents commute out of the City. There are no areas of poverty in Elk Grove that would suggest that residents have moved out of Sacramento to find more affordable housing, it is more likely that residents are seeking the family-oriented character of Elk Grove. However, there may be opportunities to attract jobs into the City to serve the supply of workers that reside there. See Chapter 5 of the General Plan, Economic Development, for details on the City's goals and policies for jobs development.

In February 2021, the California Office for Environmental Health Hazard Assessment (COEHHA) released the fourth version of CalEnviroScreen, a tool that uses environmental, health, and socioeconomic indicators to map and compare community's environmental scores. A community within the 75th percentile or above is one with higher levels of pollution and other negative environmental indicators and is considered a disadvantaged community. There are no disadvantaged communities in the City of Elk Grove. As shown in **Figure A-9**, the highest percentile in the City (58th percentile) is east of Highway 99 north of Sheldon Road. The corridor along Highway 99 has a slightly higher percentile, indicating worse incrementally environmental conditions, compared to areas further from heavy traffic and commercial and industrial uses. Outside of the City of Elk Grove, particularly to the north in South Sacramento, environmental conditions are significantly worse, and have resulted in disadvantaged communities. While Elk Grove environmental conditions are lower than adjacent communities, it is similar to other suburban communities in the SACOG region further from urban cores (i.e. the cities of Folsom, Roseville, Lincoln, and Placerville). Additionally, while there are slight differences between neighborhoods based on proximity to the highway in Elk Grove, there are no areas with considerably poor environmental conditions. To ensure residents across the City, regardless of location, have access to positive environmental conditions, the City will review open space requirements for new developments and will revise as necessary to ensure all residents have access to healthy outdoor spaces (**Action 19**).

Disproportionate Housing Need and Displacement Risk

As discussed in the Housing Needs Assessment of this Housing Element, overcrowding is not a significant issue in Elk Grove, with less than 2.5 percent of the households living in housing units too small to accommodate their household. According to California Health and Human Services (CHHS), the approximately 8.2 percent of California residents live in overcrowded households, on average. CHHS also reports that all census tracts in Elk Grove, except for one, have a rate of overcrowding of approximately 2.5 percent or less, significantly less than the statewide average and indicating that it is unlikely that residents of most of Elk Grove are at risk of displacement as a result of overcrowding. Unlike most of the census tracts however, approximately 10.6 percent of residents in the area located between Big Horn Boulevard to the east, Bruceville Road to the west, Elk Grove Boulevard to the south and Laguna Boulevard to the north live in an overcrowded household. This tract includes an elementary school and a middle school and the increased rate of overcrowding may be attributable to families with children that share rooms living within walking distance to schools. The City has included Action 6 to encourage construction of a variety of housing types to increase availability of housing at a range of sizes in an effort to reduce displacement risk due to unit size for all residents. The rate of overcrowding in Elk Grove is significantly lower than neighborhoods of south Sacramento immediately north of Elk Grove and most urban areas in the western portion of the SACOG region; overcrowding in Elk Grove more similarly reflects trends seen in jurisdictions in Placer and El Dorado counties including the cities of Roseville, Rocklin, Placerville, Folsom, and Auburn.

As shown in **Figure A-10**, renters are overpaying for housing across the City. The area with the highest level of poverty has the highest rate of overpayment. In contrast, as seen in **Figure A-11**, the percentage of homeowners overpaying for housing is significantly lower across the City. The City has included **Actions 16** and **17** to target investment in developing a variety of housing choices in the area of the City with the highest percentage of lower-income households and overpayment. Increasing the availability of affordable housing in a variety of sizes

and types reduces the risk of displacement for these residents and promotes housing mobility in areas of higher opportunity by increasing the available options. While housing appears to be more affordable to homeowners in Elk Grove, a survey of residents for the AI found that there is a 10-percentage point gap between Hispanic and non-Hispanic White homeowners and that mortgage loan denial rates are higher for minority groups. Additionally, households that include a member with a disability are half as likely as a non-disability household to own a home in the region. Thus, there is a disproportionate need for affordable and accessible homeownership opportunities in the City and a risk of displacement for both renters and owners who are overpaying for housing.

In addition, issues presented by overpaying for housing and inequitable access to funding, housing condition can present a safety concern for residents living in substandard housing in need of repairs. Approximately two-thirds of housing units in the City of Elk Grove were constructed since 1990; typically, housing that is less than 30 years old is less likely to be in need of repairs or rehabilitation. According to CHAS, less than one percent of residents across Elk Grove are living in housing that lacks a complete kitchen or plumbing. While this suggests that most housing in the City is suitable for occupancy, approximately a third of households that include a member with a disability live in a home that does not meet their needs. Additionally, approximately a quarter of residents in the Sacramento region consider their housing to be in poor condition; while the results of this survey for the AI are not isolated to Elk Grove, it can be assumed that at least some low-income households in the City are living in substandard conditions. The City will assist homeowners to identify and apply for rehabilitation funding and will develop a code enforcement process in which code enforcement staff will follow up with landlords to ensure repairs are made so that the unit can be occupied (**Action 17**).

Displacement occurs when a household is no longer able to remain in their home for any number of reasons. There are several indicators of displacement risk that include overcrowding, overpayment, and substandard housing conditions. Other key indicators include an increase in home prices and rents, low vacancy rates, wage increases that are less than home price increases. The Sacramento Association of Realtors releases a monthly report of single-family home prices in the Sacramento area, including the City of Elk Grove. According to this report for August 2021, Sacramento area prices ranged from a median sales price of $347,000 in the South City Farms/Fruitridge Manor/Avondale area (95824 ZIP code) to $1,325,000 in the East Florin Road area (95830 ZIP code), just northeast of the City of Elk Grove. In Elk Grove, median sales prices ranged from $560,000 (95758 ZIP code) to $690,000 (95757 ZIP code). While the median home price in Elk Grove is in the upper 50 percent of home prices in the Sacramento region, it is incrementally more affordable than areas such as East Sacramento, Land Park, Midtown and Downtown, Arden Oaks, and the City of Folsom. However, the rising cost of housing in Elk Grove is reflective of trends throughout the region and state but increases the displacement risk for residents, particularly lower-income households. The influx of higher-income households in recent years has raised home values in Elk Grove and has driven demand for more expensive housing and resulted in a drastically low vacancy rate in the meantime, thus furthering displacement risk for lower-income households.

The annual rate of increase in average home value or rental prices compared with annual changes in the average income in the City may also indicate an increased risk of displacement due to housing costs outpacing wage increase, a trend that is felt throughout the region, state, and nation. According to Zillow, the median home sales prices in City of Elk Grove has increased 18 percent annually since 2011, increasing from approximately $210,000 in September 2011 to approximately $588,000 in September 2021. Rental prices have also increased rapidly, increasing from $1,250 for a 2-bedroom unit in August 2015 to $1,938 in August 2021, for an average annual increase of 9 percent. While housing costs have risen significantly in recent years, wages have not kept pace. The median income in Elk Grove has increased by less than 2 percent annually, from $78,564 in 2011 to $93,780 in 2019 according to the American Community Survey. The difference in these trends indicates growing unaffordability of housing in the City of Elk Grove that may prevent low-income households from remaining in their homes over time. In order to address affordability challenges, the City will take a variety of actions to encourage and incentivize development of affordable housing units, particularly in high opportunity areas (see **Table 30**).

Displacement risk increases when a household is paying more for housing than their income can support, their housing condition is unstable or unsafe, and when the household is overcrowded. Each of these presents barriers

to stable housing for the occupants. In Elk Grove, overpayment is not strictly tied to areas of concentrated poverty or low median income. As shown in **Figures A-4, A-10,** and **A-11**, while there is an increased rate of poverty (21.6 percent) and overpayment among renters (75.9 percent) in the neighborhood bordered by Elk Grove Florin Road, Calvine Road, Waterman Road, and Bond Road, overpayment among renters is also significantly high west of Elk Grove Florin Road to Highway 99 between Sheldon Road and Bond Road (61.7 percent of renters) and between Elk Grove Florin Road and Waterman Road south of Elk Grove Boulevard (67.1 percent of renters). These other two areas however have poverty rates of 6.8 percent and 6.2 percent, respectively. This suggests that housing in these neighborhoods may be unattainable for most lower-income households, resulting in the low rate of poverty. When compared to affordable home prices presented in **Tables 19** and **20,** the median home price is affordable to some moderate-income households but is unaffordable to lower-income households. Therefore, while lower-income households are more frequently burdened by overpayment, some moderate-income households may also be subject to overpayment in the most expensive neighborhoods of Elk Grove.

This data suggests that displacement risk due to overpayment is not exclusively an issue for lower-income households; however, housing costs may present a barrier to mobility for lower-income households to access certain neighborhoods identified as having higher median home values, such as neighborhoods in the 95757 ZIP code identified earlier in this analysis and in **Figure A-2**. The City has included **Actions 8** and **9** to work with developers to increase the supply of affordable housing throughout the City to increase mobility opportunities and **Actions 15** and **19** to connect lower-income households with affordable housing opportunities. As there is a not a concentrated area of lower-income households and overpayment, the City will focus on promoting the assistance opportunities to all lower-income households.

Enforcement and Outreach Capacity

The City enforces fair housing and complies with fair housing laws and regulation through a twofold process: review of City policies and code for compliance with State law and referring fair housing complaints to appropriate agencies.

The City reviewed its Zoning Code in 2014, 2016, and 2019 to ensure compliance with fair housing law, and continues to examine land use policies, permitting practices, and building codes to comply with state and federal fair housing laws. Period reviews of the zoning code and policies confirm that, as the City grows and changes, it continues to ensure and enforce that all persons have access to sound and affordable housing. The City has also included Action 17 to develop a proactive code enforcement program to connect lower-income households in areas of concentrated rehabilitation need with the Minor Home Repair Program or similar programs offered in connection with the City's nonprofit partners.

In addition to assessing fair housing issues related to development standards, fair housing issues can also include discriminatory behaviors by landlords such as refusal to grant reasonable accommodation requests, not allowing service animals, discrimination against familial status, sex, religion, or other protected class, and more. The City complies with fair housing law regarding complaints by referring parties with potential discrimination issues to the Renters Helpline, HUD, or the California Department of Fair Employment and Housing to provide a variety of options for assistance. The City contracted with Sacramento Self Help Housing run the Renters Helpline, which provides tenant-landlord mediation and fair housing services; they referred fair housing complaints to HUD, DFEH, or Project Sentinel (a fair housing nonprofit). Additionally, the City works with the California Apartment Association to offer trainings to landlords, property management professionals, etc. on fair housing topics, particularly related to disability and reasonable accommodation.

As part of the AI process and development of the 2020-2025 Consolidated Plan, the City met with several local stakeholder organizations who work with protected classes including Sacramento Self Help Housing, the Disability Advisory Committee, Homeless Assistance Resource Team, Elk Grove Food Bank Services, Senior Center of Elk Grove, and Elk Grove United Methodist Church. Each of these organizations discussed barriers to fair housing for clients they work with, predominantly the lack of affordable housing or service enriched housing for special needs group such as homeless individuals, seniors, and individuals with disabilities. Stakeholders also discussed a need

for more extensive transportation options to connect residents with services and a general increase in the number of housing units to aid in alleviating the constraints of a low vacancy rate. Fair housing issues identified in the AI process, including discriminatory lending and lack of accessible housing for persons with disability are discussed throughout this Assessment of Fair Housing to identify patterns and actions to address them.

In their *2019 Annual Report*, the California Department of Fair Employment and Housing (DFEH) reported that they received 66 housing complaints for residents of Sacramento County, less than 1 percent of the total number of cases in the State that year (934). As part of the Fair Housing Assistance Program (FHAP), DFEH dual-files fair housing cases with HUD's Region IX Office of Fair Housing and Equal Opportunity (FHEO); HUD's FHEO reported that 19 housing discrimination cases were filed from residents of Elk Grove between January 1, 2013, and September 1, 2020. This number provides a snapshot of discrimination cases that exist as many may go unreported or be referred to other agencies, such as the Renters Helpline. Of the 19 cases filed with HUD, eight alleged discrimination due to a disability and six were due to race (**Table 29**). None of these cases were filed against the City or housing authority. In addition to filed cases, there were 29 inquiries made to HUD about Elk Grove housing providers. Two of these inquiries were made on the housing authority, and one on the City. However, the 29 inquiries resulted in 12 findings of no valid bases, 13 the filer failed to respond, 2 declined not to pursue, and for 1 the provider was not located. As a result, none of these cases, including those against the public housing authority and City, were pursued as valid cases.

Table 29
Alleged Bases for Housing Discrimination Cases in Elk Grove

Basis	Number	Percent of Total
Disability	8	42.1%
Familial Status	3	15.8%
Race	6	31.6%
National Origin	3	15.8%
Religion	2	10.5%
Retaliation	3	15.8%
Sex	2	10.5%
Color	1	5.3%
Total Cases	19*	100%

Source: HUD Region IX Office of Fair Housing and Equal Opportunity, 2020

**The number of alleged bases exceeds the total number of cases because some cases alleged multiple bases.*

Neither the California DFEH nor HUD FHEO were able to provide the specific locational origin of cases either because they do not track the geographic origin of complaints or due to confidentiality concerns. Therefore, the City was unable to conduct a spatial analysis of fair housing cases to identify any patterns or concentrations of fair housing issues in the City. Action 19 includes an action to work with fair housing enforcement organizations and agencies to track issues and identify patterns in the City.

Sites Inventory

The City examined the opportunity area map prepared by the California Department of Housing and Community Development (HCD) and the California Tax Credit Allocation Committee (TCAC) (**Figure A-1**). The opportunity area map identifies areas in every region of the state whose characteristics have been shown by research to support positive economic, educational, and health outcomes for low-income families—particularly long-term outcomes for children.

Using the statewide opportunity area map and indicators of segregation, displacement risk, and access to opportunity as overlays to the City's sites inventory, the City was able to identify if the sites identified in the inventory to accommodate the lower-income RHNA disproportionately concentrate these units or increase patterns of

segregation. As shown in Figures 1 through 3 of the Adequate Sites analysis the City has not clustered any of the non-entitled sites in any one area. Sites identified to meet the lower-income RHNA are distributed across neighborhoods with moderate- and above moderate- incomes, thus increasing the potential for mixed income communities and a variety of housing types to meet the needs of both family and nonfamily households. Additionally, the sites are distributed across the City to address the need for more affordable housing in areas of increased overpayment to reduce displacement risk for those residents. The area with the highest concentration of sites is along the southern border of the City in a currently undeveloped special plan area (SEPA) where future development will include non-residential uses such as commercial space, offices, community facilities, and retail in addition to housing to ensure that new residents in this area have access to strong economic and educational opportunities, as do other areas of the City. With new development, the City will also assess the need to expand transit opportunities into these areas to ensure residents can access all resources and services that they need (**Action 19**).

The sites selected to meet the City's RHNA were identified using City knowledge and input from the community through the RHNA tool to ensure that all sites were suitable for development and encouraged integration of housing types, household incomes, and household types. Additional information on the site selection process and rezone of candidate sites is described in detail in Chapter 6 (Adequate Sites) of this Housing Element. The City will ensure that the lower-income housing units identified as part of specific plans are integrated throughout the development to encourage mixed-income neighborhoods and promote access to opportunity for all residents.

Contributing Factors

Discussions with community members, organizations, fair housing advocates, the AI outreach process, and this assessment of fair housing issues identified several factors that contribute to fair housing issues in Elk Grove, including those identified in the fair housing issues matrix below (**Table 30**).

Table 30
Contributing Factors to Fair Housing Issues

AFH Identified Fair Housing Issues	Contributing Factors	Meaningful Actions
Displacement risk for residents due to economic pressures.	Limited affordable rental options. Barriers to homeownership, especially for minority groups. High cost of housing. Cost of rehabilitation and repairs. Shortage of affordable housing for large families near schools.	Require replacement of any lower-income units lost to development (Action 3). Provide lot consolidation assistance and other incentives for affordable housing (Action 5). Encourage construction of middle housing types to provide a variety of unit sizes for moderate income households (Action 6). Provide financial assistance and fee waivers for construction of affordable housing (Actions 8 and 9). Provide repair and rehabilitation assistance (Action 17). Connect lower-income residents with affordable rental and homeownership options through a

AFH Identified Fair Housing Issues	Contributing Factors	Meaningful Actions
		current database of available housing (Actions 15 and 19).
Disproportionate access to services.	Concentration of non-English speaking households. Insufficient supply of accessible units for households with a disability, especially near services. Limited availability of public transit. Concentration of more poorly ranked schools in lower-income and linguistically isolated neighborhoods.	Increase availability of multi-lingual resources (Action 19). Work with the school district to improve access to high performing schools for lower-income students (Action 19). Conduct an analysis of unmet transit need (Action 19).
Lack of variety in housing types to meet a range of needs and incomes.	Dominance of single-family development. Low vacancy rates overall, reducing options to move to appropriately sized housing.	Promote missing middle-density housing types (Action 6). Encourage construction of ADUs, tiny homes, and other alternative housing types (Action 21).

Based on this assessment and the contributing factors to fair housing, the City has identified addressing the supply of accessible, affordable housing and access to homeownership opportunities as priorities to further fair housing. **Action 19** has been included to affirmatively further fair housing and take meaningful actions that, taken together, address disparities in access to affordable rental and ownership opportunities and disparities in access to suitable housing. Additionally, the City has incorporated actions to address other factors that contribute to fair housing throughout several other programs in this Housing Element.

4. ADEQUATE SITES

COMPLYING WITH THE ADEQUATE SITES REQUIREMENT

State law requires jurisdictions to demonstrate that "adequate sites" will be made available over the planning period (2021–2029 for the SACOG region) to facilitate and encourage a sufficient level of new housing production. Jurisdictions must also demonstrate that appropriate zoning and development standards, as well as services and facilities, will be in place to facilitate and encourage housing.[1] The Housing Element provides an inventory of land suitable for residential development, including vacant and underutilized sites, and analyzes the relationship of zoning and public facilities and services to these sites.

The following discussion identifies how the City may provide for a sufficient number of sites to facilitate housing production commensurate with the 2021–2029 Regional Housing Need Allocation (RHNA). In evaluating the adequacy of sites to fulfill the RHNA by income level, HCD assesses a jurisdiction's development potential by zoning district and corresponding density level. The assumption is that density can reduce the per-unit cost of development and therefore the sales price or rent of the housing developed.

PROGRESS TOWARD MEETING HOUSING NEEDS

An important component of the Housing Element is the identification of sites for future housing development and evaluation of the adequacy of these sites in fulfilling the City's share of regional housing needs as determined by SACOG. The City's housing allocation to be accommodated under the SACOG RHNP is 8,263 housing units: 2,661 very low-income units (50 percent or 1,330 units of this number is assumed to be the extremely low-income allocation), 1,604 low-income units, 1,186 moderate-income units, and 2,812 above-moderate-income units. **Table 31** summarizes how the City will accommodate its 2021–2029 RHNA.

Table 31
Progress in Meeting Regional Housing Allocation

	Income Category				Total Units
	Very Low	Low	Moderate	Above Moderate	
2021–2029 RHNA	**2,661**	**1,604**	**1,186**	**2,812**	**8,263**
Vacant Site Capacity	4,230		0	0	4,230
Underutilized Site Capacity	486		0	0	486
Entitled Projects	107		1,701	3,617	5,425
Projected ADU Capacity*	0		8	0	8
Total Capacity and Projected	***4,823***		***1,709***	***3,617***	***10,149***
Total Surplus	**558**		**523**	**805**	**1,886**

Source: City of Elk Grove, May 2021; SACOG RHNP, March 2020
** ADU capacity is based off past trends (2016 – 2017). The City assumes at least 1 ADU will be approved annually over the 8-year planning period. Affordability is based on project design.*

[1] *State of California, Government Code, Section 65583(c)(1).*

AVAILABLE SITES

As part of the 6th round Housing Element update, the City analyzed sites appropriate for single- and multifamily development that were vacant or underdeveloped. Sites zoned RD-25 or higher or are zoned SEPA-HDR allow for 30 units per acre and therefore are credited towards meeting the City's lower-income RHNA.

As part of this inventory, the City identified sites that were most suitable to accommodate the City's RHNA. Vacant and underutilized sites were identified to accommodate the City's lower-income RHNA (refer to **Table 34**) and entitled projects (included in **Table 35)** will accommodate the City's moderate and above-moderate-income RHNA, with the exception of Bruceville Meadows, Souza Dairy, and Sheldon Farms North. These projects all have a high-density component and meet the 30 units per acre threshold.

Table 31 provides a summary of the City's site capacity, entitled projects, and projected ADUs and compares that to the regional housing need.

Please refer to **Figure 1** for a map of all sites included to meet the Lower income RHNA. **Figure 2** provides a map of all sites to meet the moderate- and above moderate RHNA, and **Figure 3** provides a map of all sites included in the sites inventory.

SITE CONFIGURATION

The City has received requests to allow division of property designated for high-density development that is larger than 10 acres to allow for smaller parcels more closely aligned with funding sources. While the City encourages the division of land in support of development proposals, the remaining land may be less suited for development because of access, visibility, or shape. This can result in a subsequent request to change the designation to a lower density to allow fewer units in order to fit on the remaining land. When this occurs, the City loses housing potential and must find additional parcels to accommodate high-density housing.

The City remains supportive of land division and has included Action 4 to assist but will require that future subdivision on multiple family that will develop only a portion of the site demonstrate that the remaining land can be developed at the designated density. This is like the review process followed for single family subdivisions where an applicant must demonstrate that a home can be built on an oddly shaped or sized parcel without the need for a variance. For multiple family property, additional factors such as marketability, visibility, site shape, and size are also important considerations before a large multiple family site can be divided.

SITE SIZE

Per State law, sites smaller than half an acre or larger than 10 acres are not considered adequate to accommodate lower income housing needs unless it can be demonstrated that sites of equivalent size were successfully developed during the prior planning period or other evidence is provided that the site can be developed as lower income housing.

Site 3 (assumed capacity of 387 units) is 15.48 acres and site 19 is slightly larger than 10 acres. However, the net developable acreage of the site 19 will be less than 10 acres after meeting development standards. Determination of the net buildable acreage of less than 10 acres is based HCD guidance on Government Code Section 65583.2 released May 2020.

Recent development trends suggest that affordable housing providers are interested in construction of lower income units on larger sites. In 2012, Laguna Ride Apartments was developed on an approximately 11-acre site on Civic Center Drive which included 204 units. In 2018, a 12-acre site on the west side of Bruceville Road from the site 3 was subdivided and a 9.2-acre portion was acquired by a housing developer. The first phase of the site (4.56-acres) under construction for the Gardens at Quail Run, a low-income affordable housing development that includes 96 units.

The City has included Action 4 to assist with development on large lots and is currently completing a study using SB 2 funding to identify mechanisms to facilitate the development of affordable housing on large sites.

Based on the City's assumed assistance, and the recent development trends, the City believes these large sites are still viable and appropriate to include to meet a portion of the City's lower income RHNA.

SITES IDENTIFIED IN PREVIOUS HOUSING ELEMENTS

Pursuant Government Code Section 65583.2(c)), a non-vacant site identified in the previous planning period and a vacant site that has been included in two or more previous consecutive planning periods cannot be used to accommodate the lower income RHNA unless the site is subject to a program in the housing element requiring rezoning within three years of the beginning of the planning period to allow residential use by right for housing developments in which at least 20 percent of the units are affordable to lower income households.

Tables 34 and **35** indicate (denoted in bold) whether inventoried sites are subject to Government Code Section 65583.2(c). Five sites (1, 2, 3, 13, and 23) included in the inventory for lower-income housing have been included in previous housing elements. While the sites included in the lower-income inventory already allow housing by-right, the Housing Element includes Policy H-1-5 to ensure housing developments in which at least 20 percent of the units are affordable to lower income households will be allowed by-right.

REALISTIC CAPACITY

To determine the realistic capacity for each site, the City staff reviewed affordable multifamily projects in the City since 2005 (**Table 32**). It was determined that the average density of multifamily development projects was approximately 24 units per acre. Although the sites analysis assumes a density (realistic capacity) of 25 units per acre for sites included in **Tables 34** and **35**, the allowable density in the RD-25 is 20.1 to 30 units per acre and 25.1 to 30 units per acre in the RD-30 zone. Based on staff assumption that sites will not be built out at maximum density, the realistic capacity is assumed to be 21 units per acre for RD-25 sites and 25 units per acre for RD-30 sites.

Table 32
Elk Grove Affordable Multifamily Housing Projects

Year Built	Project Name	Number of Income Restricted Units	Density (units/acre)	Zoning District
2020	Gardens at Quail Run	96 units	21	RD-25
2017	Bow Street Apartments	98 units	21	RD-25
2014	Avery Gardens	64 units	19	RD-20
2012	Ridge Apartments	103 very low- and 100 low-income units	19	RD-20
2012	Vintage at Laguna II	23 very low- and 45 low-income units	30	RD-30
2009	Montego Falls	26 very low- and 105 low-income units	25	RD-25
2009	Seasons Apartments	45 very low- and 176 low-income units	26	RD-15**

Year Built	Project Name	Number of Income Restricted Units	Density (units/acre)	Zoning District
2007	Stoneridge	36 very low- and 59 low-income units	19	RD-20
2006	Waterman Square	34 very low- and 49 low-income units	21	RD-20
2006	Crossings at Elk Grove	40 very low- and 131 low-income units	21	RD-20
2005	Vintage at Laguna I	32 very low- and 125 low-income units	38	RD-30

Source: City of Elk Grove, 2020
**Funding through Affordable Housing Loan Program.*
***Seasons Apartments was granted a Density Bonus.*

ENTITLED PROJECTS TO MEET THE LOWER INCOME RHNA

In March 2021, site 1 – Quail Run, was entitled for 108 units. With the exception of the manager's unit, all of the units will be affordable to households with incomes between 30 and 60 percent of the area median income (AMI). Construction is expected for Spring 2022. Site 1 as reflected in **Table 33** is assumed to accommodate 107 units of the lower income RHNA.

Table 33
Entitled Project –
to Meet the Lower Income RHNA

Site Number	Project Name	APN(s)	Acreage	Zoning	Approved Units	Affordability[1]
L-1	Quail Run	132-1780-048	4.88	RD-25	107	Lower

Source: City of Elk Grove, March 2021

VACANT AND UNDERUTILIZED SITES

As part of the site analysis, the City identified several sites to provide for additional lower-income RHNA capacity. These sites will be rezoned concurrently with adoption of the Housing Element. Action 1 has been included to rezone the identified sites to meet the RHNA.

As part of the site identification process, the City looked at several factors that are consistent with the City's General Plan. All sites were analyzed relative to the following factors.

- Proximity to public transit or bus service.
- Proximity to commercial and social services.
- Parcel size and configuration that enhances the feasibility of development.
- Lack of physical constraints (e.g. noise, wetlands).
- Provision for a variety of housing types and affordable housing opportunities.
- An appropriate size to provide for on-site management

- Integration into and compatibility with surrounding development.

After identifying the sites, the City created an online housing planning tool for community members to provide feedback on which sites they would like to see included and where they feel rezoning is appropriate. The results of this identification and outreach process were utilized by the City to select the final list of sites. The selected sites are listed in **Table 34**. The locations of all sites are shown in **Figure 1**; all sites are located in Moderate, High, and Highest Resource areas, as discussed in the Fair Housing Assessment in this Housing Element.

Of the sites included in the inventory, four are underutilized sites. Underutilized sites are those that have minimal improvements that do not use the site to its fullest extent. The underutilized sites identified can accommodate 486 lower-income housing units and vacant sites can accommodate an additional 4,230 lower-income housing units. The four underutilized sites all currently have residential development at a density below the allowed density and are appropriate to support additional development.

A site-by-site analysis for each underutilized site follows **Table 34**. Additionally, per California Government Code, Section 65915, subdivision (c)(3), the City has included Action 3 to mitigate the loss of affordable housing units and require new housing developments to replace all affordable housing units lost due to new development.

Table 34
Sites Inventory –
High Density to Meet the Lower Income RHNA[1]

Site Number[2]	General Location	APN(s)	Gross Acres	General Plan Designation	Zoning	Max Density	Assumed Density	Dwelling Unit Potential	Assumed Affordability
L-2	M&H Site in Lent Ranch[3]	134-1010-013	12.8	High Density Residential	RD-20	20	18	230	Lower
L-3	Southeast corner of Bruceville Road and Poppy Ridge[4]	132-0050-161	15.48	High Density Residential	RD-30	3	25	387	Lower
L-4	Northwest corner of Bruceville and Big Horn	116-0011-004	6.5	High Density Residential	RD-25	30	25	163	Lower
L-5	SEPA, Clark Property, Poppy Ridge at Lotz Parkway	132-0290-021	9	High Density Residential	SEPA-HDR (25-30)	30	25	225	Lower
L-6	SEPA, Suyanaga Property, Southeast corner of Poppy Ridge and Big Horn	132-0290-044	8.6	High Density Residential	SEPA-HDR (25-30)	30	25	215	Lower
L-7	SEPA, Souza Lot 1096	132-0320-006	7.1	High Density Residential	SEPA-HDR (15.1-30)	30	21	149	Lower
L-8	SEPA, Souza Lot 1097	132-0320-006	7.9	High Density Residential	SEPA-HDR (15.1-30)	30	21	166	Lower
L-9	SEPA, Souza Lot 1098	132-0320-006	6.5	High Density Residential	SEPA-HDR (15.1-30)	30	21	137	Lower
L-10	SEPA, Souza Lot 1098	132-0320-006	7.2	High Density Residential	SEPA-HDR (15.1-30)	30	21	151	Lower
L-11	SEPA, Souza Lot 1105	132-0320-006	9.3	High Density Residential	SEPA-HDR (15.1-30)	30	21	195	Lower
L-12	SEPA, Bruceville Meadows	132-0300-006	8.4	High Density Residential	SEPA-HDR (15.1-30)	30	21	176	Lower
L-13	Laguna Ridge, Backer Property, Southwest corner of Big Horn and Poppy Ridge	132-0050-091	9.94	High Density Residential	RD-25	30	25	278	Lower
		132-0050-052	0.84						
		132-0050-044	0.97						
			11.75						
L-14	Elk Grove Florin at Brown Road	115-0180-012	2.2	High Density Residential	RD-25	30	25	110	Lower
		115-0180-013	2.17						
			4.37						

Site Number[2]	General Location	APN(s)	Gross Acres		General Plan Designation	Zoning	Max Density	Assumed Density	Dwelling Unit Potential	Assumed Affordability
L-15	Harbour Point and Maritime	119-1920-017	1.82	3.06	High Density Residential	RD-25	30	25	77	Lower
		119-1920-018	1.24							
L-16	East Stockton at Bow Street	115-0162-036	1.81	3.69	High Density Residential	RD-25	30	25	73	Lower
		115-0162-019	1.1							
		115-0162-023	0.78							
L-17	Sheldon Farms North, Stein	116-0012-051	5.3		High Density Residential	RD-25	30	25	133	Lower
L-18	Sheldon Farms South, Arsone	116-0012-064	9		High Density Residential	RD-25	30	25	225	Lower
L-19	Sterling Meadows HDR Site (southeast corner of Lotz Parkway and Bilby Road)	132-2390-008	10.68		High Density Residential	RD-30	30	25	267	Lower
L-20	Laguna Boulevard and Bruceville Road (COBRA/Pacific Properties)	116-0011-020	1.97	8.21	High Density Residential	RD-40	40	27	**228**	Lower
		116-0011-021	1.65							
		116-1380-009	1.34							
		116-1380-008	1.43							
		116-1380-005	0.64							
		116-1380-014	1.18							
L-21	2804 Elk Grove Boulevard (Samos)	132-0460-107	7.49	7.61	High Density Residential	RD-30	30	25	187	Lower
		132-0460-073	0.12							
L-22	8994 Calvine Road	121-0140-003	2.32		High Density Residential	RD-25	30	21	49	Lower
L-23	8770 Calvine Road	115-0180-020	3.5		High Density Residential	RD-25	30	21	74	Lower
L-24	Laguna Boulevard and Haussmann Street	119-1110-022	6.96		High Density Residential	RD-30	30	25	174	Lower
L-25	Laguna Vaux	119-1110-088	2.59		High Density Residential	RD-30	30	25	65	Lower
L-26	9296 E Stockton Boulevard	116-0090-059	3.81		High Density Residential	RD-30	30	25	95	Lower

Site Number[2]	General Location	APN(s)	Gross Acres	General Plan Designation	Zoning	Max Density	Assumed Density	Dwelling Unit Potential	Assumed Affordability
L-27	Bow Street Northwest	115-0161-021	1.54	High Density Residential	RD-30	30	25	258	Lower
		115-0161-005	4.1						
		115-0161-018	0.73						
		115-0161-013	0.6						
		115-0161-019	1.64						
		115-0161-016	1.66						
		10.27							
L-28	Old Town, southwest corner of Elk Grove Boulevard and Webb Street	134-0072-013	0.47	High Density Residential	RD-25	30	21	39	Lower
		134-0072-014	0.47						
		134-0072-015	0.47						
		134-0072-016	0.46						
		1.87							
L-29	Bradshaw, just south of Calvine, (Eden Gardens Event Center)	121-1100-003 (portion of)	2.5	High Density Residential	RD-25	30	21	52	Lower
L-30	Calvine Road and Bradshaw Road	121-1100-001	2.02	High Density Residential	RD-25	30	21	42	Lower
L-31	Southwest corner Lotz Parkway and Whitelock Parkway	132-0290-030	2.91	High Density Residential	RD-25	30	21	105	Lower
		132-0290-031	2.11						
		132-0290-036	2.3						
		132-0290-037	2.3						
		132-0290-009	2.41						
			5						
							Total Lower Income	**4,725**	

Source: City of Elk Grove, 2020

Note: Sewer, water, and dry utilities are available for all sites listed.

[1]No environmental constraints such as floodplains, sensitive habitats, or wildfire risk exist on any sites.

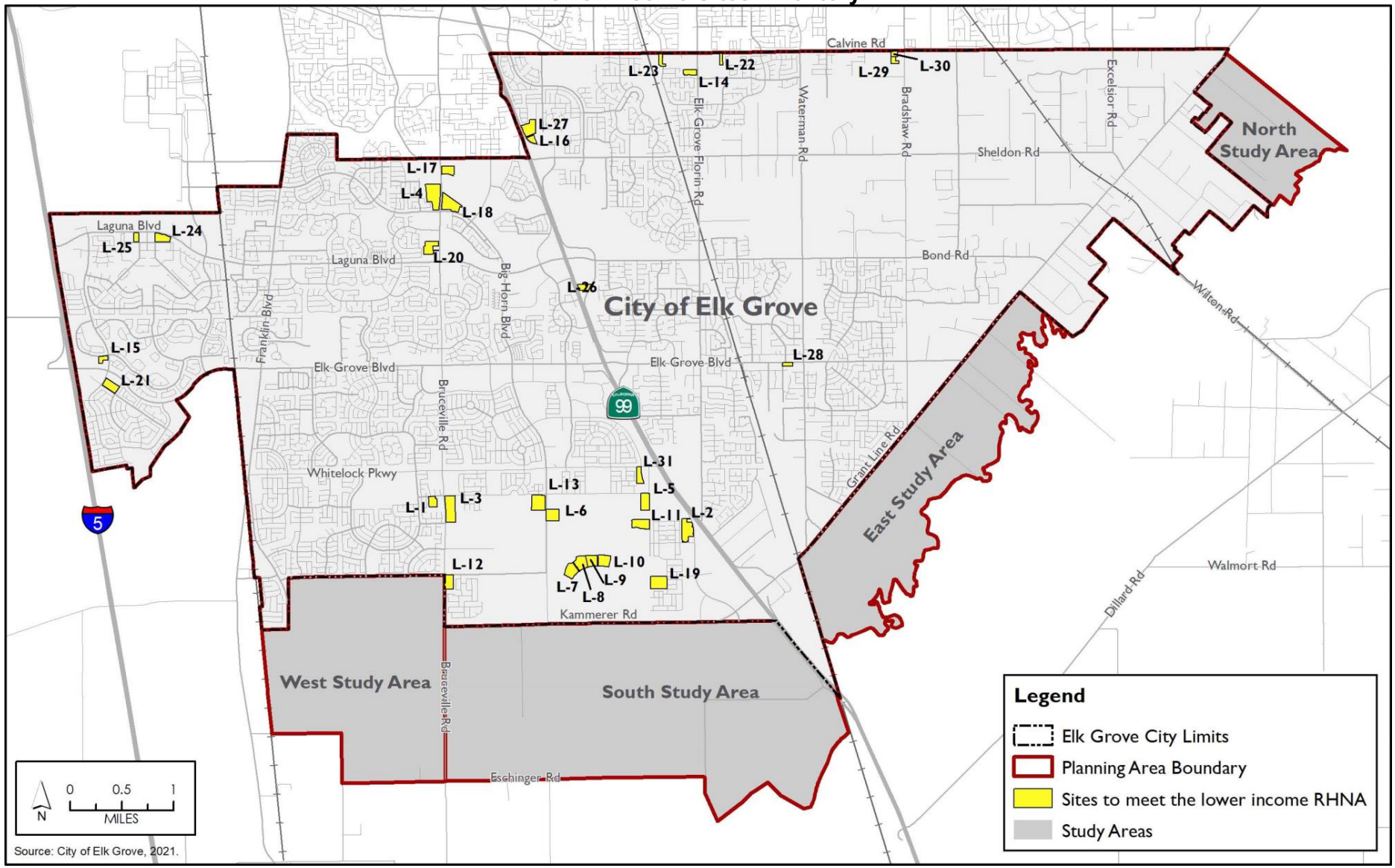
[2] Bolded site numbers are subject to the requirements of Government Code Section 65583.2(c). See Policy H-1-5.

[3]This site has a development agreement that requires 230 affordable units.

[4]This site will be rezoned from RD-20 to RD-30 making it appropriate to accommodate a portion of the lower income RHNA (Action 2). Additionally, Action 4 has been included to help facilitate development on larger lots.

[5] Site 31 identifies the total parcel size for each parcel, but only 5 acres are proposed for RD-25 zoning.

Figure 1
Lower Income Sites Inventory



Source: City of Elk Grove, 2021.

Underutilized Sites

Underutilized sites have previously been redeveloped in the City to accommodate housing including the Quail Run low-income housing project in which the developer subdivided the site, retaining the existing home and developing on the vacant land, and the Bow Street Apartments which were built after demolishing existing structures on the site. Two sites (12 and 13) have also had homes recently demolished to facilitate future development. This trend of redevelopment of underutilized sites supports the potential of the sites listed below to meet the City's RHNA.

Site L-22, APN 121-0140-003 – Zoning: RD-5- Low-Density Residential

This parcel is an underutilized site at 8994 Calvine Road. It is approximately 2.32 acres and has an existing residential building of about 2,150 square feet. The home is currently occupied and eligible for sale; however, the City has not approached the homeowner at this time. This site is surrounded by commercial uses to the west and residential development to the north, east, and south. The site is located within a quarter-mile of an elementary school, a half-mile of two grocery stores and shopping complexes, and approximately one mile from a middle school and high school with several public transit bus stops within a half-mile.

Site L-23, APN 115-0180-020 – Zoning: RD-20- High-Density Residential

Site L-23 is a 3.5-acre, underutilized site at 8770 Calvine Road with three residential buildings located between a department store and storage unit, with residential development to the north and south. The residential buildings are currently occupied; there has been a development application for the property previously that was not approved (applicant withdrawn). The current zoning allows a minimum of 18.1 dwelling units per acre, and a maximum of 20 dwelling units per acre. Under this zoning, the current development is significantly below the minimum allowed density. The proposed zoning for this site is RD-25, allowing up to 30 dwelling units per acre. The site is located less than a quarter-mile from a high school, within a half-mile of two grocery stores and shopping complexes, approximately 0.75 miles from an elementary school, and 1.5 miles from a middle school.

Site L-27, APN 115-0161-021, 115-0161-005, 115-0161-018, and 115-0161-013 – Zoning: RD-6- Low-Density Residential

Of these adjacent parcels, APN 115-0161-021 (1.54 acres) is vacant and the other three are underutilized. The parcels are located at the intersection of Bow Street and East Stockton Boulevard and are approximately 10.27 acres combined. APN 115-0161-005 (4.1 acres) has two single-family residential buildings, one of which is in poor physical condition; most of the parcel is currently vacant. APN 115-0161-018 (0.73 acres) has a single residential building and APN 115-0161-013 (0.60 acres) has one residential building and two sheds in poor condition. This site is adjoining the Bow Street Apartments and would likely be consolidated as part of a redevelopment process. The proposed zoning for this site is RD-25, allowing up to 30 dwelling units per acre. This site is located within a quarter-mile of a public transit bus stop and within 1.3 miles of a grocery store, schools, a shopping center, and job opportunities.

Site L-29, APN 121-1100-003– Zoning: AR-5-Agricultural Residential

Site L-29 covers a 2.5-acre portion of an approximately 5.2-acre underutilized parcel located at 8434 Bradshaw Road. The site is partially vacant with an event center and parking lot on the eastern half of the lot with the remainder of the lot undeveloped. The proposed zoning is RD-25, allowing up to 30 dwelling units per acre and would only cover the 2.5-acre portion not being utilized for the event center. The site is surrounded by vacant land, commercial uses, and some low-density development and is located less than a quarter-mile from public transit stops, within a half-mile of schools, and approximately 2 miles from two grocery stores and job opportunities.

Site L-31, APNs 132-0290-030, 132-0290-031, 132-0290-036, 132-0290-037, 132-0290-009 – Zoning: RD-5- Low-Density Residential

Five parcels on Poppy Ridge Road, totaling 12.03 acres, have been included in the sites inventory. At the time of this Housing Element, the City has purchased three of the five parcels and has contacted the owners of the other two parcels to discuss acquisition. The City is pursuing acquisition of the sites in order to facilitate construction of new arterial roadways through the area (Lotz Parkway and Promenade Parkway). The roadway construction would leave an approximately 5-acre area west of the road as a remnant that could be further developed. The City will comply with the Surplus Land Act by declaring these parcels surplus land and making them available for residential development. The proposed zoning for this site is RD-25, allowing a maximum of 30 dwelling units per acre. This site is located approximately 1 mile from a medical center; within 1.5 miles of two shopping centers and employment opportunities; and within 2 miles of elementary, middle, and high schools.

ENTITLED PROJECTS TO MEET THE MODERATE AND ABOVE MODERATE INCOME RHNA

Table 35 includes entitled projects that will be used to accommodate the City's moderate and above-moderate income RHNA, with the exception of Bruceville Meadows, Souza Dairy, and Sheldon Farms North. The affordability for the projects listed in **Table 35** has not yet been determined and therefore affordability is based on Zoning and General Plan allowable density.

Figure 2 displays the locations of entitled projects across the City. All entitled projects are located in Moderate to Highest Resource areas, as discussed in the Fair Housing Assessment in this Housing Element.

Table 35
Entitled Projects –
Lower Density to Meet Moderate and Above Moderate RHNA

Map ID	Project Name	APN(s)	Project Acreage	Current Designations		Allowed Density	Entitled Units	Project Status (e.g., entitled, undeveloped, partially developed)	Assumed Affordability
				General Plan	Zoning				
P-1	Madeira South Lot A	132-0050-158 (portion)	11.1±	MDR	RD-8	8 du/ac	75	Approved/entitled undeveloped	Moderate
P-2	Madeira South (Villages 4, 5, 6, 7) (EG-05-943)	132-0050-101, -105, -108, 149, -150	46.8±	LDR	RD-5, RD-7	Various	RD-5: 178 RD-7: 56	Approved/entitled undeveloped	Above Moderate
P-3	McGeary Ranch	132-0050-068	46.4±	LDR	RD-5	Various	227	Approved/entitled Partially developed	Above Moderate
P-4	Tuscan Ridge West (EG-15-048)	132-0050-140	20.2±	LDR	RD-5	5 du/ac	100	Approved/entitled undeveloped	Above Moderate
P-5	Tuscan Ridge East/ Moser (EG-17-001)	132-0050-057	21.31±	LDR	RD-5	5 du/ac	97	Approved/entitled undeveloped	Above Moderate
P-6	Tuscan Ridge South II (EG-15-038)	132-0050-020, -024, -025	39.8±	LDR, Park	RD-4, RD-5, RD-7	Various	RD-4: 60	Approved/entitled undeveloped	Above Moderate
							RD-5: 11		Above Moderate
							RD-7: 43		Moderate
P-7	Treasure	132-0050-031, -065, -066	56.1±	LDR, Park	RD-4, RD-5, RD-7, Park, Open Space	Various	RD-4: 61	Approved/entitled undeveloped	Above Moderate
							RD-5: 114		Above Moderate
							RD-7: 61		Moderate
P-8	Arbor	132-0050-061, -062	162.1±	LDR, MDR, Park	RD-5, RD-7, RD-8	Various	RD-5: 330	Approved/entitled undeveloped	Above Moderate
							RD-7: 358		Above Moderate
							RD-8: 122		Moderate

Map ID	Project Name	APN(s)	Project Acreage	Current Designations		Allowed Density	Entitled Units	Project Status (e.g., entitled, undeveloped, partially developed)	Assumed Affordability
				General Plan	Zoning				
P-9	Bruceville Meadows (EG-15-029)	132-0300-006, -007, -008, -011, -013, -046, -009	113.9±	ER, LDR, MDR, HDR, P/OS, D GW	SEPA-SPA (ER, LDR, HDR, P/OS, D, GW)	Various	ER: 227 LDR: 105 HDR*	Approved/entitled Partially developed	Above Moderate Above Moderate
P-10	Wong		16.5±	LDR	SEPA-SPA (LDR)	5 du/ac	LDR: 90	Undeveloped	Above Moderate
P-11	Mendes	132-0300-017, -021, 022	80.3±	LDR, MDR, P, EC	SEPA-SPA (LDR, MDR, EC. P/OS)	Various	LDR: 102 MDR: 114	Approved tentative final maps or recorded final maps Partially developed	Above Moderate Moderate
P-12	Souza Dairy (EG-13-030)	132-0320-006	375.5±	ER, LDR, MDR, HDR, VCMU, EC	SEPA-SPA (ER, LDR, MDR, HDR)	Various	ER: 54 LDR: 776 MDR: 348 HDR: *	Approved tentative final maps or recorded final maps	Above Moderate Above Moderate Moderate --
P-13	Poppy Keys Southwest (EG-17-049)	132-0290-014, -015, -016	61.1±	LDR, MDR	SEPA-SPA (LDR, MDR)	Various	LDR: 90 MDR: 234	Approved/Entitled	Above Moderate Moderate
P-14	Poppy Keys Southeast	132-0290-017, -018, -019, -020		LDR, MDR	SEPA-SPA (LDR, MDR)	Various	LDR: 69 MDR: 251	Application pending undeveloped	Above Moderate Moderate
P-15	Sheldon Farms North	116-0012-051, -059	79.2±	LDR, MDR, HDR, CC, P/OS	RD-6, RD-10, RD-25, GC, OS	Various	RD-6: 122 RD-10: 192 RD-25/HDR: *	Approved subdivision map	Above Moderate Moderate --
P-16	Silverado Village/Elliot (EG-11-046)	127-0010-002, 017, 040, 104, 105, & 106	230±	LDR	Silverado SPA	Various	SF: 390 Age-Restricted Cottages: 261	Approved/entitled undeveloped	Above Moderate Moderate

Map ID	Project Name	APN(s)	Project Acreage	Current Designations		Allowed Density	Entitled Units	Project Status (e.g., entitled, undeveloped, partially developed)	Assumed Affordability
				General Plan	Zoning				
Total Moderate							*1,701*		
Total Above Moderate							*3,617*		
TOTAL							**5,318**		

Source: City of Elk Grove, 2020

*Notes: *HDR sites are listed in the Sites Table*

Figure 2
Moderate- and Above Moderate- Income Sites Inventory

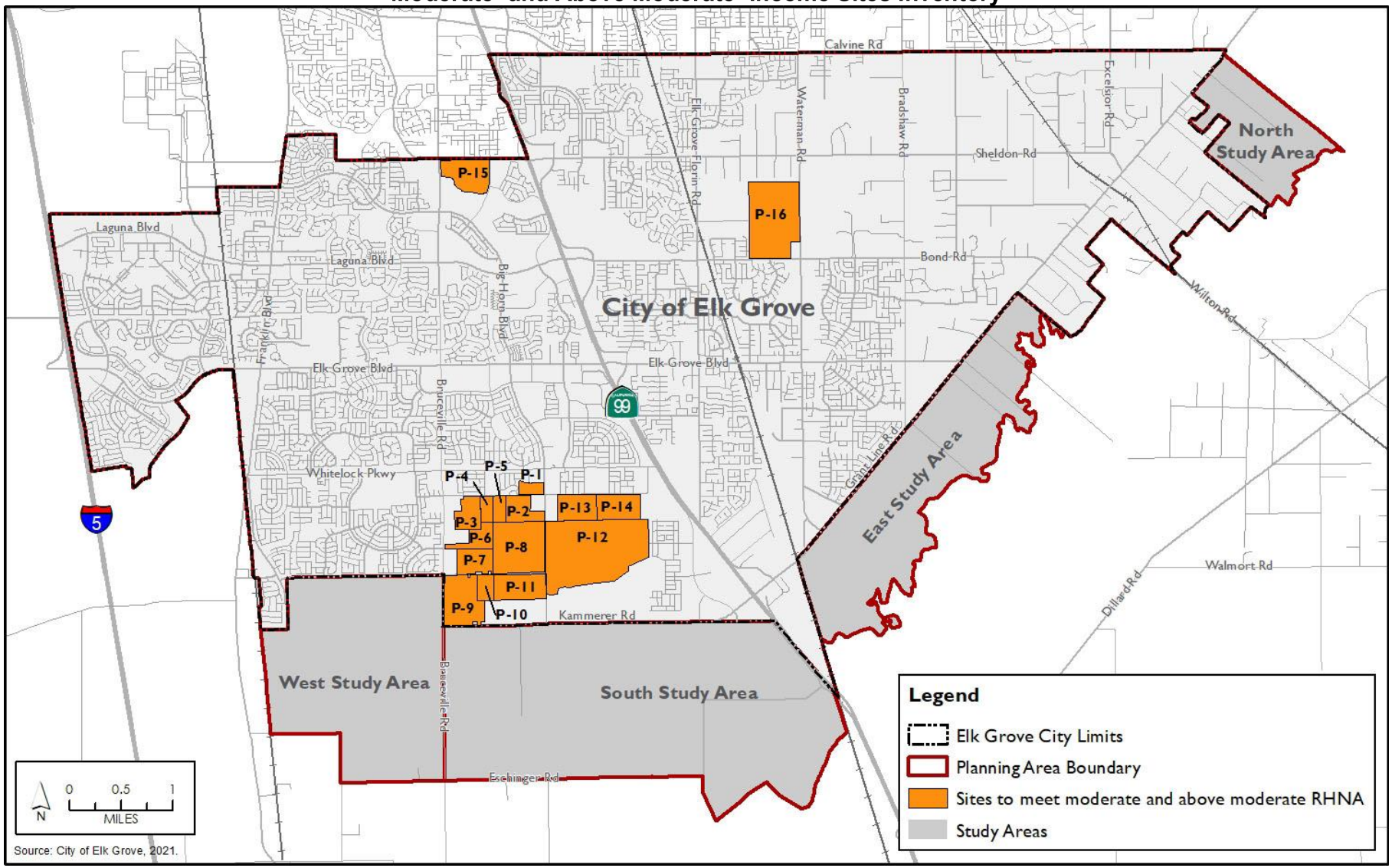
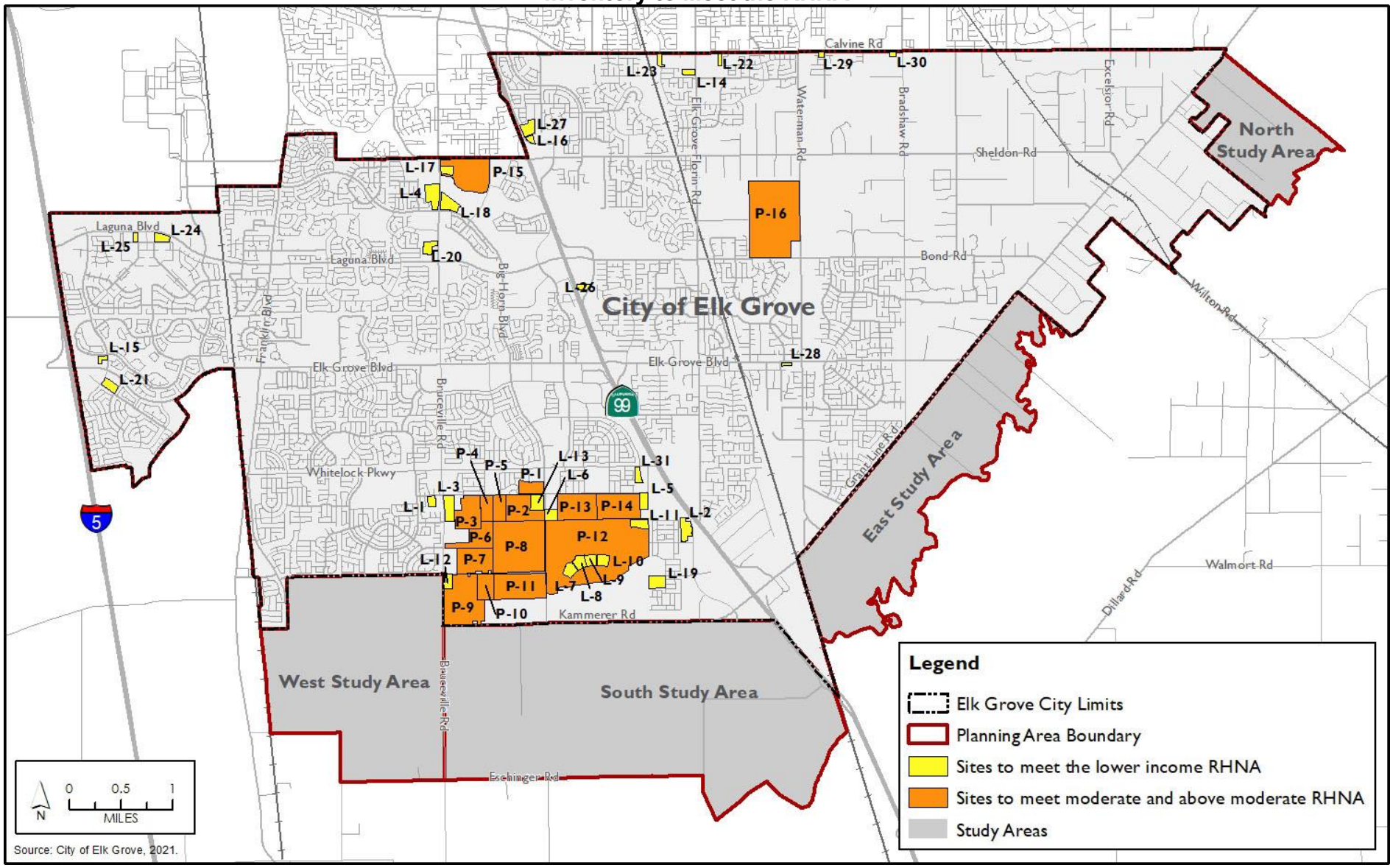


Figure 3
Inventory to Meet the RHNA



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WATER AND SEWER CAPACITY

Water

Water is provided to the City by two service providers: Sacramento County Water Agency (SCWA) and the Elk Grove Water District (EGWD). SCWA has a conjunctive use ("the planned use of surface and groundwater to improve overall water supply reliability") program in its initial phases that will meet the City's projected water needs. EGWD operates a series of wells and purchases wholesale raw water from SCWA.

Water supplies for the City come from three main sources: groundwater, surface water, and recycled (this is planned but only partially implemented) water. Groundwater refers to groundwater pumped from the Central Sacramento County Groundwater Basin. Surface water is defined as water from the American and/or Sacramento Rivers, and recycled water is defined as recycled wastewater used for non-potable purposes (landscape irrigation). Recycled water is only used in the Laguna West area and is planned to be expanded to the East Franklin, Laguna Ridge, and Southeast Policy Area (SEPA) areas in the future as capacity is available. Future annexation areas will also use recycled water.

Wastewater

The City's wastewater is handled by two service providers. The first, the Sacramento Area Sewer District (SASD) operates the collection system, which includes over 4,200 miles of sewer pipelines ranging in size from 4 to 75 inches in diameter. The second is the Sacramento Regional County Sanitation District (Regional San), which operates a network of interceptor pipes that collect effluent from SASD, and the Sacramento Regional Wastewater Treatment Plant (SRWTP). The SRWTP receives and treats an average of 124 million gallons per day (mgd) and has a permitted dry weather flow design capacity of 181 mgd.

To comply with Government Code Section 65589.7, upon adoption, the City will immediately forward its adopted Housing Element to its water and wastewater providers so they can grant priority for service allocations to proposed developments that include units affordable to lower-income households.

There is sufficient water and wastewater capacity to meet the 2021-2029 RHNA.

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5. HOUSING RESOURCES AND INCENTIVES

AFFORDABLE HOUSING PROJECTS IN ELK GROVE

The City's affordable housing projects include projects funded by low-income housing tax credits, HUD funding, and local funding. Most of the City's deed-restricted housing is in rental apartment complexes.

- There are three public housing developments with a total of 46 units located in the City that are managed and owned by the Sacramento Housing and Redevelopment Agency (SHRA).
- There are 17 apartment complexes in the City that provide more than 2,300 affordable housing units. Project funding sources include low-income housing tax credits, Elk Grove's Affordable Housing Fund, HOME, and SHRA's Housing Trust Fund.
- A total of 25 units are currently part of the Affordable Homeownership Program, which offers deed-restricted ownership units to income-qualified purchasers.

Assisted housing projects are listed along with the number of housing units in **Table 36.** The term of affordability for these projects ranges between 30 and 55 years. Since incorporation, the City has provided financial assistance to 13 of the listed projects, resulting in the construction of nearly 1,700 affordable units. Another project with 95 affordable units is expected to complete construction in May 2021.

The Housing Choice Voucher (HCV, formerly known as Section 8) program assists low-income households by paying the difference between what the household can afford to pay for rent and the market-rate rent cost. Vouchers can be portable (moving with a household if they move to a new home) or property- based. Funding for the HCV program originates from HUD, and SHRA is responsible for administering the program. As of November 2020, there were 807 housing units in the City that used HCV assistance to pay the rent. Most of the vouchers in use in the City were portable and could be used for housing units in multifamily complexes or for single-family homes.

SHRA also administers Conventional Housing (CNV), a unit-based assistance program in which SHRA is the landlord. Unlike HCV, assistance is not transferrable from unit to unit or to another city, county, or state. In November 2020 there were 28 CNV units in the City.

Besides the HCV program, HUD also funds and administers various affordable housing opportunities for lower-income persons, which include Section 221(d)(3), Section 202, Section 236, and Section 811 housing. However, according to the local office of HUD, there are no HUD-administered or subsidized affordable housing complexes or individual housing units located in the City.

Table 36
Assisted Housing Projects

Name	Address	Assisted Units	Term of Affordability[1]
Affordable Housing Complexes			
Agave[2]	10070 Willard Parkway	187	30-year term ends in 2035
Avery Gardens	7015 Elk Grove Blvd.	63	Term ends in 2069[3]
Bow Street Apartments	8627 Bow St.	97	Term ends in 2071[3]
The Crossings[2]	8575 Elk Grove Florin Road	115	55-year term ends in 2062
The Gardens at Quail Run[4]	Quail Run Lane & Bruceville Road	95	55-year term ends in 2076
Geneva Pointe[2]	8280 Geneva Point Drive	150	55-year term ends in 2061
Montego Falls[2]	9950 Bruceville Road	131	33-year term ends in 2041
Renwick Square	3227 Renwick Ave.	149	Term ends in 2027[3]
Ridge[2]	8151 Civic Center Drive	202	38-year term ends in 2051
Seasons[2]	7301 Bilby Road	220	50-year term ends in 2059
Stoneridge[2]	8515 Elk Grove Florin Road	95	55-year term ends in 2062
Terracina at Elk Grove	9440 West Stockton Blvd.	122	Term ends in 2063[3]
Terracina at Laguna Creek	9274 Franklin Blvd.	134	Term ends in 2052[3]
Terracina at Park Meadows[2]	8875 Lewis Stein Road	116	Term ends in 2040
Village Crossing	9241 Bruceville Road	129	30-year term ends in 2031
Vintage at Laguna[2]	9210 Big Horn Blvd.	157	37-year term ends in 2042
Vintage at Laguna II[2]	9204 Big Horn Blvd.	68	40-year term ends in 2052
Waterman Square[2]	9150 and 9160 Waterman Road	83	55-year term ends in 2064
Public Housing			
Ashley Apartments	9205 Elk Grove Blvd.	16	No ending term date
Unnamed	9353 Elk Grove Florin Road	10	No ending term date
Unnamed	9205 Elk Grove Blvd.	20	No ending term date
For-Sale Homes (Deed-Restricted)			
Coventry	Sheldon Road and Elk Grove Florin Road (multiple addresses)	14	55-year term (varied starting dates)
Gallery Walk	Crystal Walk Circle (multiple addresses)	11	55-year term (varied starting dates)
Total		**2,104**	

Source: California Housing Partnership May 2020

1 Term of affordability per City Regulatory Agreement is shown except where indicated. Other funding sources may require longer affordability periods. Most City loan documents require affordability to continue if the City loan is not fully repaid by the date shown.

2 Denotes City-funded project.

3 Affordability term required by LIHTC.

4 Project is currently under construction.

AT-RISK HOUSING

The Housing Element law in the California Government Code (Section 65583) requires all jurisdictions to include a study of all low-income housing units that may at some future time be lost from the affordable inventory by the expiration of affordability restrictions. There are a few cases that present the opportunity for the conversion of affordable units, including:

1) Prepayment of HUD mortgages, such as Section 221(d)(3), Section 202, and Section 236. (Section references are to the following: Section 221(d)(3) - National Housing Act (12 U.S.C. 17151(d)(3) and (d)(4); Section 202 - Housing Act of 1959 (12 U.S.C. 1701q), as amended; and Section 236 – Housing and Urban Development Act of 1968 (12 U.S.C. 1701.)

2) Opt-outs and expirations of project-based Housing Choice Voucher contracts.

3) Other cases.

A prepayment of HUD mortgages under Section 221(d)(3) involves a privately owned project with HUD providing either below-market interest rate loans or market-rate loans with subsidy to the tenants. In a Section 236 complex, HUD assists the owner to reduce the costs for tenants by paying most of the interest on a market-rate mortgage. Additional rental subsidy may be provided to the tenant. In a Section 202 complex, HUD provides a direct loan to nonprofit organizations for project development and rent subsidy for low-income tenants. All Section 202 handicapped units are designed for physically handicapped, mentally disabled, and chronically mentally ill residents.

In a Housing Choice Voucher contract for new construction or substantial rehabilitation, HUD provides a subsidy to the owner for the difference between a tenant's ability to pay and the contract rent. The likelihood for opt-outs increases as the market rents exceed the contract rents.

Other cases that create the opportunity for the conversion of affordable housing include the expiration of low-income use periods of various financing sources, such as Low Income Housing Tax Credit (LIHTC), bond financing, density bonuses, California Housing Finance Agency (CHFA) and CDBG and HOME funds, and redevelopment funds.

According to CHPC all of the projects listed previously are considered "low" risk which means the units are not at-risk of converting to market rate in 10 or more years and/or are owned by a large, stable non-profit. While the affordability restrictions of Renwick Square Senior Apartments is estimated to end in 2027, CHPC has assessed the risk of conversion to market rate units as "low" as the property is owned and operated by an investment firm that specializes in acquiring, renovating, and operating affordable housing and, therefore, the risk of conversion to market-rate units is low under the current owner, with no prospect of sale. The City will monitor these units and will reach out to the property owner as their affordability expiration approaches to discuss the desire to preserve affordability (Action 20).

Cost Analysis

State Housing Element law requires that all housing elements include additional information regarding the conversion of existing, assisted housing developments to other non-low income uses (Statutes of 1989, Chapter 1452). This was the result of concern that many affordable housing developments throughout the country were going to have affordability restrictions lifted because their government financing was soon to expire or could be pre-paid. Without the sanctions imposed due to financing restrictions, affordability of the units could no longer be assured.

There are no units funded by federally assisted (HUD) programs (e.g., Rural Housing Services, Housing Choice Vouchers, Moderate Rehabilitation Assistance) in the City that have affordability covenants expiring between 2021 and 2029, with the exception of Renwick Square Senior Apartments with an expiration year of 2027.

However, Renwick Square Senior Apartments are owned by an affordable housing developer and, as such, the California Housing Partnership considers the risk of these units converting to market rate as low. Therefore, a cost analysis to preserve at-risk housing in the City is not included as a component of this Housing Element.

Resources and Incentives for Affordable Housing

Efforts by the City to assist in the development, rehabilitation, and preservation of affordable housing would require organizational and financial resources. The following programs include local, State, and Federal housing programs that are valuable resources in assisting in the development of affordable housing, preserving at-risk housing, and for housing rehabilitation.

Affordable Housing Fee Program

The City has established an Affordable Housing Fee Program, which provides a linkage between the demand for low-income housing and the development of residential and nonresidential uses. The fee varies depending on the type of use, and funds generated are deposited into the City's Affordable Housing Fund. **Table 37** illustrates the current fees, which are indexed annually. The use of the Affordable Housing Fund is restricted to creating or preserving housing affordable to low- or very low-income households. In 2019 the City began an update to the Affordable Housing Fee Study to determine the need for affordable housing in the City. Adoption of the updated fee is currently on hold due to economic conditions.

Table 37
Affordable Housing Fee Program Fees

Land Use	Fee value (per unit or square foot)
Single-Family (1-2 units, includes duplexes)	$4,731.00 per unit
Multifamily (3 or more units)	$2,838.00 per unit
Commercial/retail	$0.78 per square foot
Hotel	$2.29 per square foot
Manufacturing	$0.88 per square foot
Office	$0.00 per square foot
Warehouse	$0.94 per square foot

Source: City of Elk Grove, 2020 Development Related Fees Booklet. July 1, 2020

Density Bonus Program

The City has instituted a housing density bonus for very low-income, low-income, moderate-income, special needs, and senior households in accordance with Government Code Sections 65915 and 65917. This was last updated as part updates to the City's Zoning Code (Title 23 of the City's Municipal Code) in 2019. To ensure compliance with State Law, the City has included Action 16 to amend the City's Zoning code.

The City grants density bonuses based on a minimum of 5 percent and maximum of 35 percent above the base zoning density and one additional concession or incentive, with the exception of developments providing 100 percent of units for lower-income households, which can receive a density bonus of 80 percent. The City could provide the following:

- A reduction in site development standards or a modification of Zoning Code requirements or architectural design requirements that exceed the minimum building standards.
- Approval of mixed-use development in conjunction with the housing development if the nonresidential land uses will reduce the cost of the housing development and if the nonresidential land uses are compatible with the housing development and the surrounding development.

- Other regulatory incentives or concessions proposed by the applicant or that the City determines will result in identifiable financially sufficient and actual cost reductions (California Government Code Section65915(h), 2002).
- Priority processing of a housing development that provides income-restricted units.

Government Code Section 65915.5 also allows the City to "provide other incentives of equivalent financial value" in place of the density bonus and other incentives, as detailed previously.

Home Investment Partnerships (HOME) Program

HOME was created under the Cranston-Gonzalez National Affordable Housing Act enacted in November 1990. HOME funds are awarded annually as entitlement grants to participating jurisdictions. HUD provides a line of credit that the jurisdiction may draw upon as needed to fund eligible projects. The program's flexibility allows states and local governments to use HOME funds for grants, direct loans, loan guarantees, or other forms of credit enhancement, or rental assistance or security deposits.

The City is not eligible to be a HOME-participating jurisdiction on its own. For many years, the City participated in the HOME program through SHRA, but this ended due to a federal rule regarding matching fiscal years (the City operates on a July to June fiscal year, while SHRA operates on a calendar fiscal year). The City is currently able to apply for HOME funding through the State, where funds are awarded competitively, and eligible project categories are limited.

Public Housing Authority (PHA)

The local PHA is operated by SHRA, which manages housing and community development activities, including conventional housing (public housing) and the HCV program. The conventional housing program involves housing developments that are managed and maintained by the SHRA. The voucher program includes both tenant-based vouchers and project-based vouchers administered by the agency. Tenant-based vouchers provide rental assistance to qualified families or individuals who are selected and certified from a waiting list. A qualified family can use the voucher at any decent, sanitary, and safe housing unit (single-family or multifamily) that accepts the vouchers. The tenant's portion of the rent is based on 30 percent of the recipient's adjusted gross income. SHRA pays the landlord the difference between 30 percent of the family's adjusted gross income and either the payment standard or the gross rent for the unit, whichever is lower. The payment standard is based on local fair-market rents. Project based vouchers provides housing assistance to privately owned affordable housing programs, rather than on an individual unit basis.

Community Development Block Grant

HUD awards funding under the CDBG program annually to entitlement jurisdictions and States for a wide range of activities, including housing, public services, and economic development activities. HUD also offers various other programs that can be used by the City, nonprofit, and for-profit agencies for the preservation of low-income housing units, such as Section 202 and Section 108 loan guarantees.

The City has received CDBG funding annually since 2003. The amounts and projects vary from year to year, but generally include the following types of activities:

- Home repair for low-income homeowners.
- Services and facilities in support of people experiencing homelessness, including transitional housing.
- ADA improvements, including curb ramps and sidewalk infill projects.
- Nonprofit facility improvements.

- Public services, including senior meals, housing counseling, fair housing advice and investigation, youth programs, and general social service assistance.

Community Reinvestment Act (CRA)

The CRA, enacted by Congress in 1977, is intended to encourage depository institutions to help meet the credit needs of the communities in which they operate, including low- and moderate-income neighborhoods, consistent with safe and sound banking operations. The CRA requires that each insured depository institution's record in helping meet the credit needs of its entire community be evaluated periodically. That record is taken into account in considering an institution's application for deposit facilities, including mergers and acquisitions.

Low-Income Housing Tax Credit Program (LIHTC)

In 1986, Congress created the federal LIHTC program to encourage private investment in the acquisition, rehabilitation, and construction of low-income rental housing.

Because high housing costs in California make it difficult, even with federal credits, to produce affordable rental housing, the California Legislature created a State LIHTC program to supplement the federal credit.

The State credit is essentially identical to the federal credit: the Tax Credit Allocation Committee (TCAC) allocates both. State credits are only available to projects receiving federal credits, or those that have qualified under Section 42(h)(4)(b) of the Internal Revenue Code. State Farmworker Credits are not required to meet these criteria. Twenty percent of federal credits are reserved for rural areas and 10 percent for nonprofit sponsors. To compete for the credit, rental housing developments must reserve units at affordable rents to households at or below 50 percent of AMI. The units must be reserved for the target population for a minimum of 30 years. A greater level of tax credit investment (9 percent credits) usually carries a 55-year restriction term.

The federal tax credit provides a subsidy over 10 years toward the cost of producing a unit. Developers sell these tax benefits to investors for their present market value to provide upfront capital to build the units.

Credits can be used to fund the hard and soft costs (excluding land costs) of the acquisition, rehabilitation, or new construction of rental housing. Projects not receiving other federal subsidies receive a federal credit of 9 percent per year for 10 years and a State credit of 30 percent over 4 years (high-cost areas and qualified census tracts get increased federal credits). Projects with a federal subsidy receive a 4-percent federal credit each year for 10 years and a 13-percent state credit over 4 years.

California Housing Finance Agency (CalHFA)

CalHFA offers permanent financing for new construction of affordable housing opportunities or acquisition and rehabilitation financing to for-profit, nonprofit, and public agency developers seeking to preserve "at-risk" housing units. In addition, CalHFA offers low-interest predevelopment loans to nonprofit sponsors through its acquisition/rehabilitation program. The Single-Family Division also provides first-time homebuyer assistance through mortgage loans and down payment assistance. CalHFA offers both government loans and conventional loans.

Federal Home Loan Bank System

The Federal Home Loan Bank System facilitates Affordable Housing Programs, which subsidizes the interest rates for affordable housing. The San Francisco Federal Home Loan Bank District provides local service within California. Interest rate subsidies under the Affordable Housing Programs can be used to finance the purchase, construction, and/or rehabilitation of rental housing. For rental projects, very low-income households (at or below 50% AMI) must occupy at least 20 percent of the units and owner-occupied units must serve low-income households (at or below 80% AMI) for the useful life of the housing or the mortgage term.

California Department of Housing and Community Development

HCD administers several programs to preserve affordable housing including the Affordable Housing and Sustainable Communities Program (AHSC), the California Emergency Solutions and Housing (CESH), Emergency Solutions Grants Program (ESG), Golden State Acquisition Fund (GSAF), Homekey, Housing for a Healthy California (HHC), Infill Infrastructure Grant Program (IIG), Joe Serna, Jr. Farmworker Housing Grant (FWHG), Local Housing Trust Fund Program (LHTF), Mobilehome Park Rehabilitation and Resident Ownership Program (MPRROP), Multifamily Housing Program (MHP), National Housing Trust Fund, No Place Like Home, Supportive Housing Multifamily Housing Program (SHMHP), Transit Oriented Development Housing Program (TOD), and the Veterans Housing and Homelessness Prevention Program (VHHP).

Each of these provides funding assistance through grants or low-interest loans to housing for target populations or development needs. Eligible costs range from acquisition, rehabilitation, social service facilities linked to housing, and infrastructure improvements, among others. Eligible applicants include local government agencies, provide nonprofit organizations, for-profit organizations, transit agencies, and more.

Housing Choice Voucher (HCV) Program

The federal government provides funding and oversight for the HCV program, which SHRA administers at the local level. The program assists very low-income families, elderly, and the disabled to afford safe and sanitary rental housing. Housing choices include single-family homes, townhomes, and apartments where the property owner agrees to participate in the HCV program.

Mortgage Credit Certificate Program (MCC)

The City currently participates in the MCC program administered by the SHRA, which provides first time home-buyer assistance to eligible individuals and families. The assistance is provided through Federal income tax credits, reducing the amount the homebuyer pays in income tax and increasing their ability to afford a home.

Other State Programs

Other available projects include the Single-Family Housing Bond Program (Mortgage Revenue Bonds) Bonds, which are issued to local lenders and developers so that below-market interest-rate loans can be issued to first-time homebuyers.

Incentives for Affordable Housing Development

In addition to the affordable housing resources listed previously, the City anticipates offering incentives to promote the development of housing affordable to very low- and low-income households. As identified under the Goals, Policies, and Actions section of this Housing Element, these incentives may include:

- Financial assistance (through the Affordable Housing Fund, funded by the Affordable Housing Fee Program)
- Expedited development review
- Streamlined processing
- Fee waivers and reductions
- Modification of development requirements

Interested Entities

The City maintains a list of entities that have expressed interest in developing new affordable housing or preserving current affordable housing in Elk Grove. Some of the entities already operate facilities that benefit Elk Grove residents. A partial listing of entities that have expressed interest in developing affordable housing in Elk Grove includes the following:

- Amcal Multi-Housing
- CFY Development Inc.
- Chelsea Investment Corporation
- Eden Housing
- Mercy Housing
- Mutual Housing California
- St. Anton Partners

6. HOUSING CONSTRAINTS

GOVERNMENTAL AND NON-GOVERNMENTAL CONSTRAINTS

Various interrelated factors can constrain the private and public sector's ability to provide adequate housing and meet the housing needs for all economic segments of the community. These factors can be divided into two categories: governmental and non-governmental. Possible non-governmental constraints may consist of land availability, environmental factors, vacancy rates, land cost, construction costs, and availability of financing. Governmental constraints may include land use controls, development standards, processing fees, development impact fees, code enforcement, site improvement costs, development permit and approval processing, and provision for a variety of housing types.

Non-Governmental Constraints

Land Availability

The City incorporates approximately 42.02 square miles (26,890 acres) of land area. The City is in the southern portion of the Sacramento metropolitan area and is surrounded on three sides by primarily agricultural and open space land uses. The City borders urban areas of the City of Sacramento and of the County of Sacramento to the north.

Environment

The City incorporates various environmental qualities that require protection and therefore constrain residential development. The most notable environmental constraint is floodplains. The City is relatively flat and does not incorporate any significant geologic features like hills or ridges. Areas located near the Cosumnes River and near tributaries of the Sacramento River are prone to floods. The only significant portion of the 100-year floodplain inside the City is in the north-central area of the City. Portions of the west side of the City are located in the 200-year floodplain.

Another significant natural feature is the native oak trees, which contribute to the City's aesthetic identity. In addition, oak trees line a majority of the streets located in the eastern portion of the City. The City requires a project to be redesigned or to mitigate the loss of oak trees in prospective developments; therefore, this may be considered a constraint to residential development.

The City's agricultural and vacant land contain some habitat for special-status species, in particular the Swainson's hawk (*Buteo swainsoni*). Development in special-status species habitat areas generally requires mitigation. To mitigate for loss of Swainson's hawk habitat as a result of development, applicants may provide mitigation through one or more of the following: provide direct land preservation to the City, pay the Swainson's hawk impact mitigation fee (currently about $12,903 per acre, purchase mitigation credits from a mitigation bank or property owner, or provide other instruments to preserve suitable habitat. The cost of mitigation may be considered a constraint to residential development. This is but one example of potential biological impacts that could affect a development project. Other examples include, but are not limited to, wetlands, vernal pools, and other special status species including giant garter snake, northern harrier, and burrowing owls. Developers of affordable housing projects that are receiving funding from the affordable housing fee program can use the funding for City impact fees, including environmental fees.

Land Cost

The cost of raw, developable land creates a direct impact on the cost for a new home and is considered a non-governmental constraint. A higher cost of land raises the price of a new home. Therefore, developers often seek to obtain City approvals for the largest number of lots allowable on a parcel of raw land in consideration of the infrastructure and vertical construction costs. This allows the developer to distribute the costs for infrastructure

improvements (e.g., streets, sewer lines, water lines) over the maximum number of lots while not substantial increasing the infrastructure requirements. In April 2020, the cost of land in the City varied widely depending on the property's location and whether it had any infrastructure improvements. A survey of sales prices of vacant lots sold from April 2018 to April 2020 found that the median vacant lot in Elk Grove sold for $474,000 and was 1.97 acres in size. The median cost per acre was $520,833. The size of available land ranged from 0.11 acres to approximately 34.2 acres, and prices varied from $0.61 to $105.33 per square foot (approximately $26,571 to $4,588,174 per acre).

Construction Costs

Construction costs can vary widely depending on the type of development. Multifamily residential housing generally costs less to construct than single-family housing on a per-unit basis.

Labor and materials costs also have a direct impact on housing costs and make up the main component of housing costs. Residential construction costs vary greatly depending on the quality of materials used and the size of the home being constructed. If labor or material costs increased substantially, the cost of construction in the City could rise to a level that impacts the price of new construction and rehabilitation. Therefore, increased construction costs have the potential to constrain new housing construction and rehabilitation of existing housing.

According to an Internet source of construction cost data (www.buildingjournal.com/residential-estimating.html), a 1,200-square-foot single-family home of a single-story with stucco finish, no basement, and standard construction quality is estimated to cost approximately $133 per square foot as of April 2020. The total construction costs are estimated at $159,120, excluding land costs and additional off-site infrastructure improvement costs required by the City. To construct a multifamily residential development, it would cost an estimated $90.47 per square foot, $90,468 per unit, and $1,085,610 for the entire building. This scenario assumes a development with 12,000 square feet total, with 12 units measuring 1,000 square feet each in a two-story structure with stucco finish, no basement, and standard construction quality. Both the single-family and multifamily residential estimates include design fees as well as contractor and contingency costs. Although the single-family development construction cost estimates are lower overall, the multifamily development costs less per square foot and per unit to construct and yields 12 times as much housing supply. However, while multifamily development costs for unit construction are lower, this does not account for additional costs such as required parking capacity and common areas. These additional costs can present potential constraints on new housing construction.

Availability of Financing

The cost of borrowing money to finance the construction of housing or to purchase a house affects the amount of affordably priced housing in the City. Fluctuating interest rates can eliminate many potential homebuyers from the housing market or render a housing project infeasible that could have been successfully developed or marketed at lower interest rates.

The fluctuation of the prime interest rate gives some indication of the costs of borrowing money for housing. The prime rate is the base rate banks give to their most creditworthy corporate customers. It is typically the lowest going interest rate and serves as a basis for other higher-risk loans. In the first half of 2020, the prime rate was 3.25 percent, which is low from a historical perspective. Interest rates are likely not a major constraint to constructing new housing or to households purchasing housing.

Governmental Constraints

Land Use Controls

The Elk Grove General Plan establishes policies that guide new development, including residential development. These policies, along with zoning regulations, control the amount and distribution of land allocated for different land uses in the City. The land use designations established by the General Plan allowing single-family and multiple-family residential developments are provided in **Table 37**. A total of five residential land use designations

provide for residential densities ranging from rural (as low as 0.1 dwelling unit(du)/acre) to multifamily (up to 40 du/acre). There are also five agricultural designations, all of which allow for single-family dwellings.

Residential Development Standards

The City of Elk Grove Zoning Code establishes standards for and controls the type, location, and density of residential development in the City. The zoning regulations serve to protect and promote the health, safety, and general welfare of the community residents and implement the goals and policies of the General Plan. The specific residential land use zones used in the City and the respective maximum densities are shown in **Tables 38** and **39**. **Table 40** details permitted residential uses in the City. **Table 41** details the development standards that are applied to residential development in the City. Development standard are also available on the City's website.

The Multifamily Overlay District (MF Overlay) supplements the allowed uses and development standards of the underlying zoning district. The MF Overlay established multifamily residential (three or more attached units) use as a permitted use. Detached single-family units may be permitted if the project furthers the City's affordable housing goals. Multifamily development may occur independently or in conjunction with other nonresidential uses permitted in the underlying zone.

Table 38
General Plan Land Use Designations (Excerpt focused on those that allow residential uses)

Commercial Land Uses	
Designation	**Notes**
Community Commercial	Generally characterized by retail and service uses that meet the daily needs of residents in surrounding neighborhoods and community needs beyond the surrounding neighborhood. Limited residential uses may be allowed when integrated with nonresidential uses within an approved District Development Plan and consistent with zoning. Where allowed, residential uses at densities between 15.1 and 40 units per acre are permitted.
Regional Commercial	Generally characterized by retail and service uses that serve a regional market area. Limited residential uses may be allowed when integrated with nonresidential uses within an approved District Development Plan and consistent with zoning. Where allowed, residential uses at densities between 15.1 and 40 units per acre are permitted.
Employment Center	Generally characterized by office uses and professional services or research and development facilities, which may include limited supporting and ancillary retail services.
Light Industry	Generally characterized by industrial or manufacturing activities which occur entirely within an enclosed building.
Light Industrial/Flex (LI/FX)	Generally characterized by a diverse range of light industrial activities, including limited manufacturing and processing, research and development, fabrication, wholesaling, warehousing, or distribution.
Heavy Industry	Generally characterized by industrial or manufacturing activities which may occur inside or outside of an enclosed building.
Public, Quasi-Public, and Open Space Land Uses	
Designation	**Notes**
Note: These categories will typically be applied to lands after acquisition by the City or another agency has occurred or after the acceptance of roadways by the City or the California Department of Transportation (Caltrans), and are intended to reflect existing land uses, rather than planned facilities.	
Parks and Open Space	Include public and private parks, public plazas, trails, paseos, and similar features that provide off-street connectivity, and similar spaces not included in the Resource Management and Conservation designation.
Resource Management and Conservation	Consist of both public and private lands, including but not limited to lands used for habitat mitigation, wetland protection, and floodways

Residential Land Uses		
Designations	**Dwelling Units Per Gross Acre**	**Notes**
Rural Residential	0.1–0.5	Minimum lot size: 2 to 10 acres gross. Areas with minimum lot size greater than 10 acres are included in agricultural land use categories.
Estate Residential	0.51–4.0	Lot sizes range from 0.25 acre to 2 acres.
Low Density Residential	4.1+ –7.0	Lot sizes vary, generally from approximately 6,000 to 10,000 square feet.
Medium Density Residential	7.1+ –15.0	May include small lot single family development or condo/townhome-type development.
High Density Residential	15.1+ –30.0	May consist of apartments, condominiums, or clustered single family.
Residential Mixed-Use	15.1 – 40.0	Generally characterized by pedestrian-oriented development, including integrated public plazas, with vertical mixes of uses that feature ground-floor activity spaces, live-work units, or retail or office uses and allow residential uses above. Single-use buildings may also be appropriate. The predominant use is intended to be residential uses supported by commercial or office uses. Residential Mixed-Use areas are generally located along transit corridors with access from at least one major roadway. Secondary access may be allowed from minor or local roadways. These areas may also serve as buffers between commercial or employment land uses and residential areas.
Village Center Mixed Use	12.1 – 40.0	Generally characterized by pedestrian-oriented development, including integrated public plazas, with mixes of uses that focus on ground-floor commercial retail or office uses and allow residential or office uses above. Vertical integration should be prioritized along public transportation corridors and in activity nodes. Single-use buildings may also be appropriate when integrated into the overall site through horizontal mixes of uses, including public plazas, emphasizing pedestrian-oriented design. The predominant use is intended to be office, professional, or retail use in any combination, and may be supported by residential uses. Village Centers are generally located along transit corridors with access from at least one major roadway. Secondary access may be allowed from minor or local roadways.

Other Designations	
Designation	**Notes**
Agriculture	Characterized by agricultural lands. This land use may include ancillary uses that support agricultural production or processing, including but not limited to warehousing or packing sheds. Residential uses are also allowed with a limit of one dwelling unit per parcel.
Designation	**Notes**
Study Area	Lands outside the current City limits that have been identified for further study by the City. Any potential annexation and development of these areas shall be consistent with the applicable provisions of the General Plan.
Tribal Trust Lands	Includes lands held in trust by the United States of America for a Native American tribe.

Note: This table provides a summary of land use designations described in additional detail in the Land Use Element and is not intended to establish land uses. City of Elk Grove General Plan, Land Use Element, 2015; staff communication April 1, 2020.

Table 39
Residential Zoning Districts and Densities

Zone	Minimum Area	Lot Width (feet)	Maximum Density (units per acre)	Residential Types
AG-80	80 acres	1000	0.0125	Very low-density single-family and agricultural labor housing.
AG-20	20 acres	500	0.05	Very low-density single-family and agricultural labor housing.
AR-5/10	5/10 gross acres	250/300	0.1 to 0.2	Rural and agricultural detached single-family residences.
AR-2	2 gross acres	150	0.5	Rural and agricultural detached single-family residences.
AR-1	1 gross acres	75	1	Rural and agricultural detached single-family residences.
RD-1	1 net acre	75	1	Detached single-family residences.
RD-2	20,000 square feet (s.f.)	75	2	Detached single-family residences.
RD-3	10,000 s.f.	65	3	Detached single-family residences.
RD-4	8,500 s.f.	65	4	Detached and attached single-family and two-family residences.
RD-5	5,200 s.f.	52	5	Detached and attached single-family and two-family residences.
RD-6	4,000 s.f.	40	6	Detached and attached single-family and two-family residences and cluster developments.
RD-7	No minimum[1 2]	No minimum[2]	7	Detached and attached single-family and two-family residences and cluster developments.
RD-8	No minimum[2]	No minimum[2]	8	Detached and attached single-family and two-family residences and low-density multifamily.
RD-10	No minimum[2]	No minimum[2]	10	Detached and attached single-family and two-family residences and low-density multifamily.
RD-12	No minimum[2]	No minimum[2]	12	Detached and attached single-family and two-family residences and low-density multifamily.
RD-15	No minimum[2]	No minimum[2]	15	Small lot attached or detached single-family, two-family and/or multifamily like townhomes, condos, rowhouses and garden apartments.
RD-18	No minimum[2]	No minimum[2]	18	Small lot attached or detached single-family, two-family and/or multifamily like townhomes, condos, rowhouses and garden apartments.
RD-20 RD-25 RD-30 RD-40	No minimum[2]	n/a	20 30 30 40	Multifamily developments and high-density attached single-family homes. Apartments and condominiums are expected to be primary types in RD-30 and RD-40.
RM-1	5,200 s.f.	52	N/A	Mobile homes on individual lots within an approved subdivision specifically designed and designated for the sale, not rental, of lots to accommodate mobile homes as the dwelling unit.
MHP Combining Zone	5 acres[3]	No minimum	Consistent with underlying zone	Mobile homes concentrated within a mobile home park. Density varies based on the base density of the underlying zone.
VCMU	No minimum	No minimum	12.1 to 40	Multifamily developments. Apartments and condominiums are expected to the be the primary housing types.

Zone	Minimum Area	Lot Width (feet)	Maximum Density (units per acre)	Residential Types
RMU	No minimum	No minimum	15.1 to 40	Multifamily developments. Apartments and condominiums are expected to the be the primary housing types.

1. The front yard setback may be reduced when separated sidewalks are utilized. The setback reduction shall not exceed the width of the planter separating the sidewalk and the street.

2. Determined in the Design Review process.

3. 2,940 square feet per site.

Source: City of Elk Grove 2020

Table 40
Permitted Uses

Land Use/Zoning District	Residential							Specific Use Regulations
	RD-1/2/3	RD-4/5/6	RD-7	RD-8/10/12/15/18	RD-20/25/30/40	RM-1	RMH	
Residential Uses								
Dwelling, Accessory Unit1	P	P	P	P	P	-	-	EGMC Chapter 23.90
Dwelling, Multifamily	-	-	P	P	P	P	P	
Dwelling, Single-Family[1]	P	P	P	P	CUP[1]	P	P	
Dwelling, Two-Family	P[2]	P[2]	P[2]	P[2]	-	P	P	
Employee Housing, Large	-	-	-	-	-	-	-	
Employee Housing, Small	P	P	P	P	-	-	-	
Guest House	P	P	P	P	-	-	-	
Live-Work Facility	-	-	CUP	CUP	CUP	-	-	
Long-Term Rentals	P	P	P	P	P	-	-	
Mobile Home Park	-	-	-	-	-	-	P	
Navigation Housing	P	P	P	P	P	-	-	
Organizational Houses	-	-	CUP	CUP	CUP	-	-	
Single Room Occupancy (SRO) Facilities	-	-	-	CUP	CUP	-	-	
Supportive Housing	P	P	P	P	P	-	-	
Transitional Housing	P	P	P	P	P	-	-	
Human Services Uses								
Adult Day Health Care Center	P	P	P	P	CUP	-	-	
Child Care Facility, Child Care Center	P	P	P	P	P	-	-	
Child Care Facility, Family Day Care Home	P	P	P	P	P	-	-	

Land Use/Zoning District	Residential							Specific Use Regulations
	RD-1/2/3	RD-4/5/6	RD-7	RD-8/10/ 12/15/18	RD-20/ 25/30/40	RM-1	RMH	
Community Care Facility, Large	-	-	-	-	P	-	-	EGMC Chapter 23.88
Community Care Facility, Small	P	P	P	P	P	-	-	
Emergency Shelter	-	-	CUP	CUP	CUP	-	-	EGMC Chapter 23.80
Pediatric Day Health and Respite Care Facility, Small	P	P	P	P	P	-	-	
Pediatric Day Health and Respite Care Facility, Large	-	-	-	-	P	-	-	
Residential Care Facility for the Chronically Ill, Large	-	-	-	-	P	-	-	EGMC Chapter 23.88
Residential Care Facility for the Chronically Ill, Small	P	P	P	P	P	-	-	
Residential Care Facility for the Elderly, Large	-	-	-	-	P	-	-	EGMC Chapter 23.88
Residential Care Facility for the Elderly, Small	P	P	P	P	P	-	-	

Notes:

1. In the RD-20 zone only.

2. Duplexes/halfplexes are permitted (P) on corner lots by right. Duplexes/halfplexes on interior lots require a CUP.

Source: Elk Grove Zoning Code 2021

- *At the time of this Housing Element update, the City is undergoing an update to ADU requirements to allow these units by right in all zones that allow residential uses. This change is expected to be adopted by July 2021 (Action 21).*
- *Emergency shelters are permitted by right in the GC (General Commercial) and M-1LI (Light Industrial) and LI/FX (Light Industrial Flex) zoning districts and with a CUP in RD-7 through RD-3040 and in the PR and PS zoning districts.*
- *Transitional and supportive housing are permitted as a residential use and only subject to those restrictions that apply to other residential dwellings of the same type in the same zone consistent with Government Code section 65583(a)(5). Additionally, the City permits 100-percent affordable developments that include a percentage of supportive housing units, either 25 percent or 12 units, whichever is greater, to be allowed without a conditional use permit or other discretionary review in all zoning districts where multifamily and mixed-use development is permitted consistent with Government Code section 65651).*
- *There are no sites in the City zoned RMH; there is only one site zoned RM-1 and it is developed with a mobile home park*
- *The RMH is an overlay zone and augments the underlying base zone, allowing both the allowed uses of the RMH and the base zone. For example, if a site is zoned RD-10-RMH, the allowed uses for the site would be both the RD-10 and the RMH.*
- *The City allows and permits manufactured housing in the same manner and in the same zones as conventional or stick-built structures are permitted (Government Code Section 65852.3).*

Table 41
Summary of Residential Development Standards

Standard	Very Low Density	Low Density	Medium Density	High Density	Habitable Accessory Structures
Front Yard	20 ft.	18–22 ft.	No minimum	25 ft.	Same as primary structure
Side Yard	5 ft. for interior-side yards, 12.5 ft. for street-side yards (corner lots only)	5 ft. for interior-side yards, 12.5 ft. for street-side yards	No minimum	20 ft.	No minimum to 5 ft. for interior sides, no minimum to 12.5 ft. for street-side
Rear Yard	25 ft.	15–20 ft., or 15% of average lot depth, to living area; 5–15 ft. to garage or secondary unit	No minimum	20 ft.	
Height	30 ft.	30 ft.	35 ft.	40 ft.	16 ft.
Parking	2 spaces per house		For single family: 2 spaces per house. For multifamily: 1.5 spaces per unit for studio and one-bedroom units, 2 spaces per unit for two and three-bedroom units, 3 spaces per unit for units with four or more bedrooms; 1 guest space for every four units.		1 space per bedroom
Open Space	n/a	n/a	No minimum	20% of lot area	n/a

Elk Grove Zoning Code 2020.

Note: Specific Plan areas and Special Planning Areas may incorporate different development standards.

The City's parking requirements for residential projects vary by housing type. **Table 40** also provides the parking requirements for residential developments. Single-family residential units are required to have two off-street spaces per unit. The number of parking spaces required for multiple-family residential units ranges from 1.5 off-street spaces for one-bedroom or studio units to three spaces for units with four or more bedrooms. An additional 0.25 parking spaces per unit are required to accommodate guests in multifamily residential projects. Residential lots with a habitable accessory structure must provide one off-street space for each bedroom.

Building setbacks, maximum height limits, and open space requirements are also compulsory for all housing developments in the City. The requirements are minimal but may constrain the full development of land to its maximum density. However, none of these requirements are considered constraining to development, as exhibited by the amount of housing development occurring in the City and are used to ensure an aesthetically pleasing project that allows for recreational uses and open space areas.

Reasonable Accommodation Procedures

The City has adopted an ordinance establishing formal procedures to expeditiously review and process requests for reasonable accommodation for persons with disabilities. Requests for reasonable accommodation are referred to the Development Services Director for review and consideration as a ministerial action unless determined otherwise by the Development Services Director. A request for reasonable accommodation shall be considered ministerial in nature when it is related to a physical improvement that cannot be constructed to conform to the City's setbacks or design standards. Typical improvements considered to be "ministerial" in nature would include ramps, walls, handrails, or other physical improvements necessary to accommodate a person's disability. The decision to grant, grant with modification, or deny a request for reasonable accommodations is based on the following findings:

a. The housing which is the subject of the request for reasonable accommodation will be used for an individual protected under the Fair Housing Act.

b. The request for reasonable accommodation is necessary to make specific housing available to an individual protected under the Fair Housing Act.

c. The requested reasonable accommodation does not impose an undue financial or administrative burden on the City and does not fundamentally alter City zoning, development standards, policies, or procedures.

d. The requested accommodation will not result in a fundamental alteration in the nature of the City's zoning program, as "fundamental alteration" is defined in fair housing laws and interpretive case law.

e. The requested accommodation will not, under the specific facts of the case, result in a direct threat to the health or safety of other individuals or substantial physical damage to the property of others.

Typical Densities for Development

The typical density for recent single-family development in the City is 4-8 dwelling units per acre, with an average of 5 dwelling units per acre. Multi-family is typically developed at a density of 18-28 dwelling units per acre, with an average of 21 dwelling units per acre. Projects that propose a density lower than the required density require a General Plan Amendment and a rezone, with no guarantee that one or both will be approved. The City did not receive any requests to approve a project listed on the sites inventory table, at a lower than the required density during the 5th cycle planning period.

Review of Local Ordinances

The City does not have any locally adopted ordinances that hinder the development of housing.

Special Planning Areas

The City has established Special Planning Areas (SPAs), which are special purpose zoning districts with unique development standards for their area. SPAs may establish development standards for a range of topics, including minimum lot area, building setbacks, lot width and depth, and building height that differ slightly from citywide development standards. Specifically, SPAs are designed to preserve and enhance certain resources of the City from incompatible land uses and to preserve and protect areas with special and unique social, architectural, or environmental characteristics that require special considerations not otherwise adequately provided by regular zones. For example, the Elk Grove Old Town SPA residential standards require front, back, and side yards to conform to the existing surrounding structures and allow for a maximum height of two stories or 20 feet, whichever is less.

There are seven SPAs in the City, which are listed and described as follows. Relevant development standards that apply to residential development (for those SPAs that allow residential uses) are also provided in **Table 42**.

- **Elk Grove Auto Mall** - This SPA only addresses signage standards in the Elk Grove Auto Mall. Residential uses are not allowed.

- **Elk Grove Triangle** - The Elk Grove Triangle is located between Bond Road, Bradshaw Road, and Grant Line Road on the east side of the City. It allows for single family residential uses at low density and estate density levels. No multifamily uses are allowed. Accessory dwelling units and small residential care facilities are allowed by right; large residential care facilities are allowed with a conditional use permit.

- **Elk Grove-Florin and Bond Roads** - The Elk Grove-Florin and Bond Roads SPA provides for a collection of residential and commercial development along Elk Grove-Florin Road just south of Bond Road and adjacent to Laguna Creek. The area is divided into four sub-areas:
    - Area A provides for single family residential uses, consistent with the standards and allowed uses for the RD-6 zone. No deviations from the RD-6 zone are provided.
    - Area B provides for multifamily residential consistent with the standards and allowed uses for the RD-30 zone. No deviations from the RD-30 zone are provided.
    - Area C provides for commercial uses consistent with the GC zone.
    - Area D provides for parks and recreation uses.
- **Lent Ranch Marketplace** - Located at the northwest corner of Kammerer Road and State Route 99, the Lent Ranch Marketplace, or Lent Ranch, provides approximately 295 acres for regional retail, office, and entertainment uses. The planning area is divided into eight districts (A through H). Each district requires subsequent master planning and design review prior to construction. Development of the site is regulated by the Lent Ranch Marketplace Special Planning Area. District H provides for Multifamily Residential Development and corresponds with housing site E-1 in this Housing Element.
- **Old Town Elk Grove** - The Old Town area of Elk Grove is located along Elk Grove Boulevard between Waterman Road and Elk Grove-Florin Road. The SPA allows single family residential, multifamily residential, and commercial uses, depending upon the site location as depicted on an area plan map.
- **Silverado Village** - The Silverado Village SPA is located at the northwest corner of Bond and Waterman Roads. The SPA contains two villages of single family uses and one age-restricted mixed density village. The site is also subject to a Development Agreement.
    - The single-family villages (Villages 1 and 2) have allowed uses and development standards consistent with the RD-5 zone and height limits of 30 feet. Setbacks are also the same as the RD-5 zone.
    - Village 3 has a Village Core, that includes a clubhouse, lodge, and recreational amenities, along with a residential care facility of 125 units. The balance of Village 3 is made of up cottage units.
- **Southeast Plan Area** - Located at the southern end of the City, the Southeast Policy Area (SEPA) is the last large-scale development area within the urbanized portion of Elk Grove. It lies directly south of the Laguna Ridge Specific Plan area and west of Lent Ranch/Elk Grove Promenade and the approved Sterling Meadows development. It is approximately 1,200 acres in size. SEPA is divided into 14 land use designations, including a Village Center (missed use) and Residential Neighborhood (Estate Residential, Low Density Residential, Medium Density Residential, and High Density Residential).
    - For the allowed uses, each residential land use generally conforms with the uses allowed in one of the RD zones. For example, the Estate residential aligns with the RD-4 zone; the Low Density Residential aligns with the RD-5 zone; the Medium Density Residential aligns with RD-15; and High Density aligns with RD-25.
    - Development standards are aligned based upon building type, as provided below.

Table 42
Special Planning Area - Summary of Residential Development Standards

Standard	Very Low Density	Low Density	Medium Density	High Density	Habitable Accessory Structures
Elk Grove Triangle					
Front Yard	20 ft	20 ft	20 ft	20 ft	20 ft
Side Yard	5 ft (interior), 12.5 ft (street side)	5 ft (interior), 12.5 ft (street side)	7.5 ft (interior), 15 ft (street side)	5 ft (interior), 12.5 ft (street side)	3-5 ft (interior, 12.5 ft (street side)
Rear Yard	25 ft	5 ft	20 ft	20 ft	3-5 ft
Height	1 story/25 ft	1 story/30 ft	1 story/25 ft	1 story/25 ft	16[1]
Parking	2 spaces/unit	2 spaces/unit	1.5-3 spaces/unit	1.5 spaces/unit	1 space/bedroom
Open Space	-	-	-	-	-
Elk Grove-Florin and Bond Roads					
Front Yard	15 ft		-	25 ft	-
Side Yard	5-10 ft		-	25 ft[2]	-
Rear Yard	-		-	20 ft[2]	-
Height	30 ft		-	40 ft	-
Parking	2 spaces/unit		-	1.5 – 3 spaces/unit +1 guest space/4 units	-
Open Space	-		-	20%	-
Lent Ranch Marketplace					
Front Yard	-	-	-	50 ft[3]	-
Side Yard	-	-	-	25 ft	-
Rear Yard	-	-	-	25 ft	-
Height	-	-	-	2 stories/40 feet	-
Parking	-	-	-	1.5-2 spaces/unit + 0.6 guest spaces/unit	-
Open Space	-	-	-	-	-
Old Town Elk Grove					
Front Yard	-	Average of buildings on each side	≤7.5 ft	-	-
Side Yard	-	5 (interior), 12.5 (street side)	0-12 ft (interior), ≤7.5 ft (street side)	-	-
Rear Yard	-	Average of buildings on each adjacent side	Average of buildings on each adjacent side	-	-
Height	-	3 stories/45 ft[4]	3 stories/45 ft[4]	-	-
Parking	-	2 spaces/unit	1.5-3 spaces/unit + 1 guest space/4 units	-	-

Open Space	-	-	-	-	-
Silverado Village[5]					
Front Yard	-	10-18 ft	10-18 ft	-	Consistent with primary structure
Side Yard	-	5 ft (interior), 12 ft (street side)	5 ft (interior), 12 ft (street side)	-	3-5 ft (interior), 12.5 ft (street side)
Rear Yard	-	10 ft	10 ft	-	3-5 ft
Height	-	30 ft	30 ft	-	16'
Parking	-	2 spaces/unit	2.25 spaces/home	-	1 space/bedroom
Open Space	-	-	-	-	-
Southeast Plan Area[6]					
Front Yard	15 ft	15 ft	8-10 ft	10-20 ft	Consistent with primary dwelling
Side Yard	7.5 ft (interior), 15 ft (street side)	5 ft (interior), 12.5 ft (street side)	5-10 ft (interior), 0-5 feet (street side)	0 ft (interior), 5-10 ft (street side)	5 ft
Rear Yard	20 ft	15 ft	0-10 ft	0 ft	5 ft
Height	45 ft	25-35 ft[7]	45 feet	45-60 ft	Consistent with primary dwelling
Parking	2 spaces/unit	2 spaces/unit	2 spaces/unit	1-2 spaces/unit	1 space/unit
Open Space	50%	25%	150 sf – 35% of lot	75 sf – 30% of lot	Consistent with primary dwelling

Sources: Elk Grove Triangle Special Planning Area, 2019; Elk Grove-Florin and Bond Roads Special Planning Area, 2019; Lent Ranch Marketplace Special Planning Area, 2001; Old Town Elk Grove Special Planning Area, 2005; Silverado Village Special Planning Area, 2014; Southeast Policy Area Special Planning Area, 2018

[1]May exceed this standard up to the height of the primary structure upon approval of a Minor Design Review.

[2]The side and rear setback for all three (3) or more story multifamily structures (or portions thereof) abutting any single-family residential or open space district shall be one hundred (100' 0") feet, measured from the property line of the common boundary.

[3]Front setback can be reduced to a minimum of 25 feet provided that for reach square foot of additional ground floor buildable area, an equivalent square foot of planter or landscaped area is provided in the corresponding front tor side street setback.

[4]Maximum height may be increased upon a Type 2 Design Review approval by the Planning Commission.

[5]Development standards are consistent with the RD-5 zone.

[6]Multiple residential uses are permitted in each density category; development standards vary for each use. A full list of development standards can be found in the Southeast Policy Area Special Planning Area plan on the City's website.

[7]Maximum height for front-loaded, recessed, and detached single-family structures is 25 feet; maximum height for single-family rear or standard front-loaded structures is 35 feet.

Specific Plans

Specific Plans provide a vehicle for implementing the City's General Plan on an area-specific basis. The City's General Plan encourages preparation of specific plans and identifies certain areas of the City which require specific plans for development. Specific plans shall contain information, in text and diagrams, as required by Sections 65451 and 65452 of the California Government Code, including the use of land, circulation plans, infrastructure plans and requirements, phasing and financing information, and other information as required by the

City.

As of 2021, the City has adopted two specific plans – the Laguna Ridge Specific Plan (LRSP) and the Elk Grove Multi-Sports Complex and Southeast Industrial Area Specific Plan (SIASP). These specific plans are described below. Future specific plans will be prepared for areas that annex into the City. Each specific plan will be implemented through zoning (either the existing base zoning districts or an existing or future SPA).

- The LRSP is a policy and regulatory document. As a policy document, the LRSP amplifies the broader goals and policies contained in the General Plan through the establishment of policies for the Plan Area. As a regulatory document, the Specific Plan identifies the land use designations and informs the zoning for all land in the Plan Area. The LRSP is implemented by the City's zoning districts (previously described).
- SIASP applies to a 571-acre area south of Grant Line Road at Waterman Road that will be annexed into the City in phases beginning in 2021. Planned land uses include industrial and commercial, with opportunity for a sports park complex. Development in the area is regulated by the LI, HI, and SC zoning districts.

Public Services

Dry utilities, including electricity and telephone service, are available to all areas within the City. The extension of power and gas to service new residential development has not been identified as a constraint. Service providers are as follows:

- Electricity: Sacramento Municipal Utility District (SMUD)
- Telephone: Frontier Communications, Consolidated Communications, AT&T, and Xfinity from Comcast
- Terrestrial (non-satellite) Television: Frontier Communications, Consolidated Communications, AT&T, and Xfinity from Comcast

Design Guidelines

The City requires Design Review approval for new multifamily development. This requirement ensures that projects are consistent with the General Plan, Zoning, and the overall design objectives for the City. To assist applicants in understanding the City's design objectives, the City offers pre-application meetings to all developers and has developed the Design Guidelines. Chapters 4A and 4B of the Design Guidelines address site planning and architecture (respectively) for multifamily development. The Design Guidelines are structured to provide clear direction while also ensuring design flexibility and approval certainty to accommodate unique site conditions and the aims of the development itself. For example, the Guidelines require that a minimum 15-gallon tree size be used for accent trees in landscape areas, while also requiring landscaping at project entries and common spaces. The exact placement of the trees in the landscape area is left to the project applicant to propose consistent with their overall site plan. Similarly, the Guidelines require lighting in parking lots, along walkways, and in other common areas and establish a maximum height for light fixtures of 14 feet, with shielding to direct light downward. The design guidelines are available on the City's website and at the public counter. The Guidelines include a variety of illustrations and photographs to help communicate the design objectives. City staff is available through the pre-application process to review the proposed project design and discuss consistency with the Guidelines, offering feedback on ways to improve the project.

The following design guidelines have been adopted by the City:

- Citywide Design Guidelines: Guidance for multifamily housing units, nonresidential development, and production single-family houses. These guidelines apply throughout the City unless specifically exempted or other guidelines apply.

- Laguna Ridge Supplemental Design Guidelines: These guidelines work in concert with the Citywide Design Guidelines to inform the design of new production single family residential within the LRSP area
- Southeast Policy Area Design Protocol and Architectural Style Guide: These documents provide guidance for architectural and site design for development in the Southeast Policy Area.
- Old Town Special Planning Area: The Old Town SPA includes design guidelines for the Old Town area.
- Old Town Sheldon Design Guidelines: These guidelines apply primarily to commercial development in the Sheldon Old Town area in Rural Elk Grove.

These guidelines allow a variety of materials and designs and are considered essential in keeping with the character of the City. Building materials initially may be slightly more expensive; however, this nominal expense is offset by the longevity and aesthetics of the more expensive building materials, and the public availability of these guidelines helps to lessen the cost of building materials by showing a developer what is acceptable early in the process. While the City encourages high quality building materials the monetary value of the materials is not a contributing factor when determining project approval.

These guidelines are intended to:

- Encourage high-quality land planning and architecture.
- Encourage development in keeping with the desired character of the City.
- Ensure physical, visual, and functional compatibility between uses.
- Ensure proper attention is paid to site and architectural design, thereby protecting land values.

All new single-family residential subdivisions are required to adhere to the land use Design Guidelines, which include standards for streets, bikeways, open space and parks, and streetscape design. Generally, new residential streets are required to comply with the City's street standards identified in **Table 42**, but allow for alternative designs such as sidewalks separated from the street by landscaping, landscape medians, tree preservation within the right-of-way, traffic circles, narrow sections/neck to slow traffic, and other approved traffic-calming devices. To encourage the incorporation of separated sidewalks, minimum front and street side yard setbacks may be modified. Street systems are required to be designed to improve traffic circulation in and through the site.

Parks and open space should be consistent with current open space plans adopted by the City and the Cosumnes Community Services District (CCSD). Specific locations of parks and open space are to be determined by the CCSD and City Council in conjunction with area plan or subdivision map review.

Bikeways are required throughout the site and may be incorporated into the street design or as separate bike/pedestrian pathways.

Streetscape design includes landscaping and lighting. The minimum width of landscape corridors along arterial streets is 25 feet. Except where houses front on collector streets, the minimum width of landscape corridors along collector streets is 6 feet. Lighting is required to be on a pedestrian scale not more than 30.75 feet in height along arterials and collectors, and 21 feet along residential streets, and in character with the area.

Design review is required for master home plans developed for each neighborhood or subdivision in the City, as well as for new multifamily developments. Design review approval for master home plans and multifamily buildings is required prior to issuance of building permits for model homes and all subsequent homes within the identified development. Design Guidelines for home master plans and multifamily developments are intended to achieve the following:

- Pedestrian-friendly streetscapes where homes are oriented to the street and to common open space areas.
- Home designs that incorporate authentic architectural styles.
- Variety in mass and scale of homes that is visually appealing from the street.
- Landscape that softens the appearance of pavement and structures and provides an eventual tree canopy along the street.

Design Guidelines for home master plans and multifamily developments include requirements for a minimum number of floor plans depending on the number of units, the placement of identical units, design techniques that minimize bulk and mass, the placement of the building on the lot, unit architecture, architecture detailing/finish, roof lines, the unit's main entrance, garage placement, driveways, landscaping, and project themes.

Design Guidelines for multifamily development do require the inclusion of at least one on-site amenity, which may include a tot lot/play structure, community garden, picnic tables and barbecue areas, pool, or indoor recreation facilities. The guidelines do not require specific architectural types but are in place to ensure a project is cohesively designed and of a standard that will be a good neighbor and good place for future residents. These guidelines have been in place for a few years and have not impacted the cost or feasibility of multifamily development in the City.

While the use of design guidelines may be considered a detriment to housing development in some communities, the City's Design Guidelines would have minimal impact and promote sustainable housing by encouraging quality of design and pedestrian-friendly neighborhoods.

To ensure the entitlement does not add any time constraints to a project, Design Review is typically conducted concurrently with the various required processes including improvement plan review, building permit application, and any requests for financial assistance from the City. To further expedite the process, the Planning Director is afforded the authority to approve Design Review for multifamily projects of 150 units or less. The Planning Commission is the approving authority for multifamily projects larger than 150 units. No specific materials or building techniques are required in the Design Guidelines and a multitude of designs are acceptable to the City. The City encourages neighborhood design patterns to utilize a mix of densities and lot sizes to create a diversity of housing products. By adopting special standards that allow for flexibility in design and an increase in density, the Design Guidelines promote the development of housing affordable to lower-income households. The following standards have been incorporated into the Design Guidelines to increase densities and promote affordability:

- On corner lots, the minimum lot sizes and widths in the underlying zoning district shall apply to combined lots for duplexes and halfplexes.
- Minimum building setbacks in the RD-7 zoning districts have been reduced to 18 feet for the front yard, and the rear yard setback was reduced to 10 feet for one-story structures and 15 feet for two-story structures.
- Minimum lot sizes and widths have been eliminated in the RD-10 and RD-15 zoning districts allowing for greater densities and design flexibility.

Provision for a Variety of Housing Types

The Housing Element must identify adequate sites that are available to encourage the development of various housing types for all economic segments of the population through appropriate zoning and development standards. Housing types include single-family residential housing, multifamily residential housing, residential accessory dwelling units, mobile homes, duplexes and halfplexes, and residential care homes. **Table 43** shows the housing types permitted in the City's various residential zoning districts.

Table 43
Housing Types Permitted by Zoning District

Housing Type	Zone				
Agricultural and Agricultural-Residential Zoning Districts					
	AG-80	**AG-20**	**AR-5/10**	**AR-2**	**AR-1**
Single-Family Dwelling[1]	P	P	P	P	P
Supportive Housing	P	P	P	P	P
Transitional Housing	P	P	P	P	P
Employee Housing, (>6)	P	P	P	P	P
Employee Housing (≤6)	P	P	P	P	P
Guest House	P	P	P	P	P
Child Care Facility, Family Day Care Home	P	P	P	P	P
Residential Care Home (≤6)	P	P	P	P	P
Residential Care Facility (>6)[2]	CUP	CUP	CUP	CUP	CUP
Accessory Dwelling Unit	P	P	P	P	P
Single-Family Residential Zoning Districts					
	RD-1/2/3		**RD-4/5/6**		
Single-Family Dwelling[1]	P		P		
Duplex, Halfplex[3]	P		P		
Multifamily Dwelling	N		N		
Residential Care Home (≤6)	P		P		
Residential Care Facility (>6)[2]	N		N		
Accessory Dwelling Unit	P		P		
Single-Room Occupancy (SRO) Facilities	N		N		
Supportive Housing	P		P		
Transitional Housing	P		P		
Multiple-Family Residential Zoning Districts					
	RD-7	**RD-8/10/12/15/18**	**RD 20/25/30/40**		
Single-Family Dwelling	P	P	CUP[2]		
Duplex, Halfplex[3]	P	P	N		
Apartments	P	P	P		
Residential Care Home (≤6)	P	P	P		
Residential Care Facility (>6)	N	N	P		
Accessory Dwelling Unit	P	P	N		
Single-Room Occupancy (SRO) Facilities	N	CUP	CUP		
Supportive Housing	P	P	P		
Transitional Housing	P	P	P		
Mobile Home Zoning Districts					
	RM-1		**MHP**		
Single-Family Dwelling	P		P		
Duplex, Halfplex	P		P		
Apartments	P		N		
Mobile Home Park	N		CUP		
Caretaker Housing	N		P		
Commercial Zones Allowing Residential					
	GC	**LC**	**C-O**	**SC**	
Apartment	CUP[5]	N	N	N	
Child Care Facility, Family Day Care Home	P	P	CUP	N	
Emergency Shelter	P	N	N	N	
Residential Care Home (≤6)	P	N	N	P	
Residential Care Facility (>6)	CUP	CUP	CUP	N	
Single-Room Occupancy (SRO) Facilities	P	N	N	N	

Housing Type	Zone			
Transitional Housing	P	N	N	N
Caretaker Housing	P[5]	P[5]	P[5]	P
Mixed Use Zones Allowing Residential				
	VCMU		**RMU**	
Accessory Dwelling Unit	P		P	
Apartments	P		P	
Home Occupations	P		P	
Single-Room Occupancy (SRO) Facilities	N		CUP	
Supportive Housing	N[6]		P	
Transitional Housing	N		P	
Residential Care Home (≤6)	P		P	
Residential Care Facility (>6)	N		P	

Source: City of Elk Grove 2020

P = Permitted use, CUP = Permitted use subject to the issuance of a Conditional Use Permit, N= Not permitted

[1]Includes, by definition, mobile homes.

2 Refer to Program 14

[2] Duplexes and halfplexes are permitted (P) by right on corner lot but require a CUP for interior lots.

[3] In the RD-20 zone only.

[4] Use only allowed in conjunction with nonresidential development.

[5] Limited to one unit in conjunction with a primary nonresidential use.

[6] Use is permitted by right when the use is consistent with the provisions of Sections 65650 et seq. of the California Government Code.

Code Enforcement

The City, in accordance with the State housing law, establishes certain minimum requirements for residential construction. The Elk Grove Building Department has adopted by reference and enforces the 2019 California Building Code; 2019 Residential Code; 2019 California Plumbing Code; 2019 California Mechanical Code; 2019 California Electrical Code; and the 2019 California Building Standards Administrative Code. There have been no local amendments to the code. Enforcement of development and building standards does not constrain the production or improvement of housing in the City. The presence of an active code enforcement effort serves to maintain the condition of the City's housing stock.

The City maintains a Code Enforcement Division, which oversees housing code enforcement responsibility. Code enforcement works primarily on a reactive basis with most code enforcement violations originating from complaints.

Site Improvements, Development Impact Fees, and Processing Fees

Costs associated with site improvements are an important component of new residential development costs. Site improvement costs are applied to provide sanitary sewer and water service to a project, to make necessary transportation improvements, and to provide other infrastructure to the project. In addition, the City may require payment for various off-site improvements to ensure orderly growth, consistency with the General Plan, or as part of project mitigation measures. Examples of off-site costs include payment toward an off-site traffic signal, construction of a trail, or backbone drainage improvements.

Developers of new residential projects are also required to construct all on-site streets, sidewalks, curb, gutter, and affected portions of off-site arterials, and to meet City Improvement Standards. Curbs, gutters, and sidewalks are also required in new subdivision development. Generally, new residential streets shall comply with the City's street standards as outlined in Improvement Standards Manual amended in June 2020. A minor residential street

is required to have a right-of-way of 42 feet, a pavement width of 32 feet, and 5-foot-wide sidewalks. Minor residential streets are used when serving 99 or fewer single-family residential units. Primary residential streets are required to have a 40-foot right-of-way and a pavement width of 38 feet, with 5-foot-wide sidewalks separated by a 6-foot-wide landscape corridor and serve between 100 and 399 single-family and duplex units. Residential collector streets, serving areas with 400 or more units, are required to have a 50-foot pavement width and 5-foot-wide sidewalks separated by 6-foot-wide landscape corridors. **Table 44** details all road improvement standards. These standards are considered necessary to sustain and improve the quality of life in the City. However, alternative designs to improve aesthetics, pedestrian experience, or circulation are encouraged with the condition that minimum pavement width for both public and private streets shall be consistent with the City's adopted residential street standards. Examples of alternative designs include, but are not limited to, sidewalks separated from the back of curb by a landscape planter strip, landscape medians, tree preservation within the right-of-way, traffic circles, narrow sections/neck to slow traffic, and other approved traffic-calming devices.

Table 44
Site Improvements

Type	Service	Street width	Sidewalk width	Right-of-Way
Minor Residential	Up to 99 residential units	32 ft.	5 ft. (attached)	42 ft.
Primary Residential	100 to 399 residential units	38 ft. + 6 ft. corridor	5 ft. (detached)	40 ft.
Collector Street	400 or more residential units, industrial, commercial, and multifamily	50 ft. + 6 ft. corridor	5 ft. (detached)	50 ft.
Minor Arterial	When required by the project traffic analysis	74 ft. + 25 ft. corridor	8 ft. (detached)	74 ft.
Major Arterial	When required by the project traffic analysis	96 ft. + 36 ft. corridor	8 ft. (detached)	96 ft.

Source: City of Elk Grove Improvement Standards, Public Works Department, June 2020

The cost for site improvements varies with each project. Therefore, it is difficult to estimate what a "typical" per-unit cost would be for site improvements. Even for infill projects where infrastructure may already be available, there is often a need to upgrade and/or expand the existing improvements to serve new residential development.

The City collects fees from new development projects to cover the costs of planning review and processing permits, which includes plan checks and inspection fees. Further discussion of the development permit and approval processing is provided below.

A variety of development fees are often assessed on new residential projects that include City-controlled fees (such as development application fees, building permit fees, roadway and capital facilities fees) and non-City-controlled fees (such as school fees). Another component of project costs involves utility service connection fees (e.g., sewer and water connection fees). There are six citywide development impact fee programs collected and/or administered by the City. Those programs are:

- Capital facilities fee to fund the Civic Center, police facilities, Corporation Yard, library facilities, and transit;
- Affordable housing fees;
- Roadway fees;
- Fire fees;

- Measure A Transportation Mitigation Fees to fund regional transportation facilities, which the City collects on behalf of the Sacramento Transportation Authority;

- I-5 Sub-Regional Fee, which the City collects on behalf of partner agencies (City of Sacramento, City of West Sacramento, Caltrans) and uses to construct improvements that reduce congestion on Interstate 5.

In addition to citywide development impact fee programs, there are fee programs specifically for plan areas including the SEPA Park and Trail Fee Program, SEPA/LRSP Phase 3 Drainage Fee Program, SEPA Cost Recovery Fee Program, East Franklin Park Facilities Fee Program, Rural residential frontage improvement fees, among others.

The various planning review and processing fees, development impact fees, and utility service connection fees collectively can add significant costs to housing. The City has adopted citywide impact fees for all developments including single-family and multifamily units. **Table 45** lists the application and environmental fees for development review in effect as of January 2020. The amount of the fee charged is sometimes a flat rate, but may also be a deposit to be used toward the time and materials or task order required to process it, which is indicated by footnote reference in the table. **Table 46** illustrates the cost for a typical single-family unit to be constructed due to City fees, and **Table 47** shows the same costs for a typical multifamily unit. The City's development standards and fees are also available on the City's website.

Costs for environmental review of a proposed development project include the cost for compliance with the California Environmental Quality Act (CEQA). Depending upon the complexity of the project, its location in the City, consistency with the General Plan and the General Plan EIR, and other factors, the cost for this review can range from $50 to hundreds of thousands of dollars. The City charges applicants for the time and expense related to conducting this review. The City makes every attempt to leverage prior CEQA reviews for development projects, such as where a Programmatic EIR considered the effects of developing a larger project, such as a Community Plan or Specific Plan.

Table 45
Entitlement Processing Fees

Application Type	Approving Body	Fee
Appeals		
Appeal of Planning Director Decision to Planning Commission	PC	$3,000[1]
Appeal of Planning Commission Decision to City Council	CC	$5,000[1]
Permits and Variances		
Conditional Use Permit	PC	$8,800[1]
	CC	$10,000[1]
Conditional Use Permit Amendments	PC	$1,000[2]
	CC	$1,000[2]
Minor Deviation	PD	$3,300
	PC	$4,000
Variance	PC	$6,000[1]
	CC	$6,000[1]
Design and Site Plan Review		
Design Review – Single Family Master Home Plans	DSD	$3,000[1]
Design Review – Minor Design Review	ZA	$5,200[1]I
Design Review – Major Design Review	PC	$12,000[1]
Design Review – District Development Plan Design Review	PC	$18,000[1]
Old Town Type 1	DSD	$500[2]
Old Town Type 2	PC	$500[2]

Application Type	Approving Body	Fee
Design Review Amendment – Single -Family Master Home Plans	DSD	$2,000[1]
Design Review Amendment – Minor Design Review	ZA	$2,000[1]
Design Review Amendment – District Development Plan Design Review	PC	$2,000[1]
Development Agreement	CC	$10,500
Development Agreement Amendment	CC	$5,250
Zoning		
Zoning Amendment	CC	$1,000[2]
Plans and Plan Amendments		
General Plan Amendment	CC	$1,000[2]
Specific Plan/Specific Planning Area Amendment (residential only)	CC	$1,000[2]
Specific Plan/Specific Planning Area Initiation (commercial only)	CC	$10,000[1]
Minor Deviation	PD	$3,300
	PC	$4,000
Maps and Boundaries		
Annexation Request	CC	$18,800
Boundary Line Adjustment	PD	$2,800
Lot Merger/Certificate of Compliance	DSD	$800
Tentative Parcel Map (residential)	PC	$8,800[1]
Tentative Parcel Map (commercial)	PC	$12,300[1]
Tentative Parcel Map Amendment	PC	$1,000[2]
Tentative Parcel Map Extension	PC	$1,500
Tentative Parcel Map Waiver for Condos	PC	$4,850
Tentative Subdivision Map (<25 lots)	PC	$10,500[1]
Tentative Subdivision Map (25–99 lots)	PC	$12,500[1]
Tentative Subdivision Map (100–200 lots)	PC	$14,500[1]
Tentative Subdivision Map (>200 lots)	PC	$18,000[1]
Tentative Subdivision Map Amendment	PC	$1,000[2]
Tentative Subdivision Map Extension	ZA	$1,500
	CC	$1,500
Other Actions		
CEQA Review	N/A	Varies
Combined Entitlements	N/A	Varies
Development Agreement	CC	$10,500[1]
Development Agreement Amendment	CC	$5,250[1]
Williamson Act	CC	$5,000[1]

Source: City of Elk Grove Fee Schedule. All fees are subject to change without revision to the Housing Element. Fees may be revised pursuant to resolution and are effective immediately. Therefore, you may not rely on this table for the current fees. To obtain the most recent City fees, please view the Fee Booklet on the City's website at http://www.elkgrovecity.org/UserFiles/Servers/Server_109585/File/Departments/Planning/Application/planning-application-environmental-fee-schedule.pdf.

Note: CC - City Council, PC - Planning Commission, PD - Planning Director, HPC – Historic Preservation Committee

[1] Amount noted is a deposit. Applicant will be billed time and materials for staffing and expenses required to process request if these costs accrue above and beyond the deposit amount, the City works with developers to ensure they are aware of all required information to process the request to reduce the potential of exceeding this deposit.

[2] Amount noted is a deposit. A task order with a consultant will be executed to process the request.

Table 46
Estimate of Development Impact and Other Fees for Single-Family Home, April 2020

Fee Program	Fees Due Per Single-Family Unit[1]	
	Lowest	Highest
Development Impact Fees[2]		
City Administered Fees		
Capital Facilities Fee Program	$4,346	
Affordable Housing Fee Program[3]	$4,731	
Elk Grove Roadway Fee Program	$10,876	
Various Plan Area Park Fees	$189	$15,086
East Franklin Fees (Agricultural Land Mitigation Fee) (excludes park fee)	$1,025	$1,025
Technology Fee (due at permit to the City)	$98.49	$98.49
General Plan Update Fee (due at permit to the City)	$56.63	$56.63
Total City Administered Fees	***$21,133***	***$36,219***
Elk Grove Fire Fee Program	$1,957	$2,132
Zone 40 Water Fee Program	$17,601	
Zone 11A Drainage Fee Program	$0	$10,332
CSD-1 Sewer (4-inch line and tap)	$3,301	$19,806
SRCSD (regional sewer treatment)	$3,602	$6,479
School ($5.94/s.f./2,200 s.f.)	$13,068	
Sacramento County Transportation Mitigation Fee	$1,329	
I-5 Subregional Corridor Mitigation Program	$3,083	
Subtotal Development Impact Fees	**$65,074**	**$110,049**
Other Fees (due at Permit to the City)		
Building Permit	Varies	
Plan Check	Varies	
Zoning Check (5% of plan check fees)	Varies	
Subtotal in Other Fees to City	**$135[4]**	**$135[3]**
Total Fees	**$65,209**	**$110,184**

Source: City of Elk Grove Fee Schedule. All fees are subject to change without revision to the Housing Element. Fees may be revised pursuant to resolution and are effective immediately. Therefore, you may not rely on this table for the current fees. To obtain the most recent City fees, please view the Fee Booklet on the City's website at http://www.elkgrovecity.org/UserFiles/Servers/Server_109585/File/Departments/Finance/fee-booklet.pdf.

Note: Excludes plan check/permit fees from other agencies, environmental fees, and City processing/application fees. Fees assume RD-5, 2,200-square-foot house with 450-square-foot garage and construction valuation of $246,227.

[1] Development of single-family homes in the SEPA are subject to drainage fees (ranging from $9,687 to $29,312 per acre) and cost recovery fees ($2,322.75 per gross acre) in addition to the fees outlined in this table.

[2] The development impact fees are charged by the City and other agencies.

[3] This fee is waived for affordable housing projects.

[4] Not including variable fees.

Table 47
Estimate of Development Impact and Other Fees for Multifamily Unit, April 2020

Fee Program or Fee Component	Lowest	Highest
Development Impact Fees[1,2]		
City Administered Fees		
Capital Facilities Fee Program	$4,346	
Affordable Housing Fee Program[2]	$4,731	
Elk Grove Roadway Fee Program	$3,941	$7,557
Various Plan Area Park Fees	$105	$10,193
East Franklin Fees (Agricultural Land Mitigation Fee) (excludes park fee)	$0	$1,025
Technology Fee (due at permit to the City)	$499.37	$499.37
General Plan Update Fee (due at permit to the City)	$287.14	$287.14
Total City Administered Fees	***$13,173***	***$33,543***
Elk Grove Fire Fee Program	$1,352.40	$1,403.90
Zone 40 Water Fee Program	$13,200	
Zone 11A Drainage Fee Program	$7,684	$11,137
CSD-1 Sewer (4" line and tap)	$19,164	
SRCSD (regional sewer treatment)	$2,701	$4,859
School ($5.94/s.f.)	$10,763	
Sacramento County Transportation Mitigation Fee	$3,941	$7,557
Subtotal Development Impact Fees	**$58,778**	**$101,626**
Other Fees (due at Permit to the City)		
Building Permit	Varies	
Plan Check	Varies	
Zoning Check (5% of plan check fees)	Varies	
Subtotal in Other Fees to City	**$68[1]**	**$68[1]**
Total Burden per Unit	**$58,846**	**$122,601**

Source: City of Elk Grove Fee Schedule. All fees are subject to change without revision to the Housing Element. Fees may be revised pursuant to resolution and are effective immediately. Therefore, you may not rely on this table for the current fees. To obtain the most recent City fees, please view the Fee Booklet on the City's website at http://www.elkgrovecity.org/UserFiles/Servers/Server_109585/File/Departments/Finance/fee-booklet.pdf.

Note: Excludes plan check/permit fees from other agencies, environmental fees. Assumes 60 units, 3 units per building, 14.4 units per acre, 5,436 square feet per building and 4,270 square feet of living area per building; 0.21 net acres per building, and $319,608 in per building valuation.

[1] Development of multi-family homes in the SEPA are subject to drainage fees (ranging from $16,183 to $48,970 per acre) and cost recovery fees ($2,322.75 per gross acre) in addition to the fees outlined in this table.

[2] Not including variable fees.

[3] This fee is waived for affordable housing projects.

An analysis of development and impact fees collected by cities across California performed in 2018 shows that Sacramento and Roseville, cities in the region approximate to Elk Grove, collect fees that are similar to those collected by Elk Grove.[2] For instance, Sacramento collected between $17,257 and $21,174, respectively, for multifamily and single-family development on a per-unit basis. Roseville collected between $18,105 and $36,439, respectively, for multifamily and single-family development on a per-unit basis. Comparatively, Elk Grove collects variable fees for both single- and multifamily developments, respectively ranging from an estimated $21,133 to $36,219 and $13,173 and $33,543. The City's fees, on their own, do not constitute a constraint on housing development. When accounting for non-city-administered fees; however, the cost of development per-unit rises steeply depending on the location of the development. Specifically, the gross total cost burden per unit for single-family development ranges from an estimated $65,209 to $110,184 and, for multifamily development, ranges from an estimated $58,846 to $101,626. Even the lowest of these estimated ranges is nearly twice the amount of base the fees collected by surrounding jurisdictions. These notable increases in cost burden to developers come from the Zone 11A Drainage Fee Program, the SEPA/LRSP Phase 3 Drainage Fee Program, the Sacramento Regional Sanitation District, and the Sacramento County Transportation Mitigation Fee. These fees are out of the City's control and the City may only petition and collaborate with these regional agencies to reduce the impact fee amounts on the City's housing development. There are also City-administered fees, however, that cause the cost burden for multifamily housing to rise. Specifically, the park fees and roadway fees that vary by sub-area in Elk Grove. For instance, SEPA charges a $15,097 fee to multifamily developments to finance parks and trails. The Elk Grove Roadway Fee Program also charges multifamily development higher fees in Elk Grove and the Stonelake planning areas ($7,557 and $7,390, respectively) than in other planning areas, such as Lakeside ($3,941). It should be noted that the City is preparing updates to the Roadway Fee Program that are expected to eliminate the zone-based approach and to further recognize differences in trip characteristics between different types and densities of residential developments.

The City offers some programs to assist developers of affordable housing with fees. The City's affordable housing impact fee does not apply to deed-restricted affordable units, currently saving developers $2,838 to $4,731 per unit. Most of the City's impact fees for new development are lower for multifamily units and age-restricted properties. The Sacramento County Regional Sanitation District (Regional San), Sacramento County Water Agency, and Sacramento Area Sewer District also waive or defer fees for affordable housing meeting certain conditions.

The City also has a fee deferral program that allows certain impact fees to be deferred up to the close of escrow (24 months maximum) for single-family homes and until the close of permanent financing for affordable multifamily projects. Additionally, per Government Code Section 66007, the City allows deferment of fees for projects proposed by nonprofit housing developers in which at least 49 percent of the units will be reserved for lower-income households. Fees for these projects will be deferred until the project no longer meets these requirements. The City's Affordable Housing Fund loans often end up being used toward the payment of permit and impact fees, whether or not those fees are deferred.

Development Permit and Approval Process

The development review and permitting process is utilized to receive, evaluate, and approve new development applications. The development review and permitting process ensures that new residential projects reflect the goals and policies of the General Plan and meet the intent and requirements of the Zoning Code.

Applications for development permits are made in writing to the Development Services Department. Applications vary depending on the permit being requested. In addition, some projects require public hearings. Development permit approval processing in the City does not create any unnecessary delays or increases to the cost of housing because applications are processed as expeditiously as possible depending on the complexity of the project and timeframes that are instituted by law. Consistent with Senate Bill (SB) 330, housing developments for which a preliminary application is submitted that complies with applicable general plan and zoning standards are subject only to the development standards and fees that were applicable at the time of submittal. This

[2] http://ternercenter.berkeley.edu/uploads/Development_Fees_Report_Final_2.pdf

applies to all projects unless the project square footage or unit count changes by more than 20 percent after the preliminary application is submitted. The developer must submit a full application for the development project within 180 days of submitting the preliminary application.

Elk Grove offers pre-application meetings with applicants for all projects prior to submission of formal applications to better define the information needed to review a project. Pre-application meetings have helped to shorten the review process and allow for better communication between applicants, City departments and utility providers. The City currently defers to HCD for the required application process related to SB 330 but is developing a local process.

There are different steps in the approval process a housing development must go through depending on the type and conditions of the development. Small single-family developments which do not require a zone change only need building permits. Single-family subdivisions and master home plans are required to conform to the Design Guidelines and are subject to staff review and Planning Commission approval depending on the type of project. Multifamily developments that are 150 units or fewer require staff review and are subject to development plan review by the Zoning Administrator. Multifamily developments of more than 150 units require both staff and Planning Commission review. Specific Plans, rezones, subdivisions, and variances require staff, Planning Commission, and City Council review. Multifamily development in commercial and business zones requires the same procedures as in a residential zone.

Emergency shelters are permitted by right in the General Commercial (GC), Light Industrial (LI), and Light Industrial/Flex (LI/FX) zone districts and with a CUP in RD-7, all Medium Density Residential Zones (RD-8/10/12/14/18), all High Density Residential Zones (RD-20/25/30/40), Parks and Recreation (PR), and Public Services (PS). These uses are subject to the policies outlined in Title 23, Chapter 80 of the Elk Grove Municipal Code. This section details requirements for development and operational standards to ensure appropriate housing and services for special needs populations are met.

Project application review is completed within 30 days of accepting an application. Determination of approval is based on consistency with the General Plan, character of adjacent land uses, adequate size and shape of lots, zoning compliance, and conformance with design standards. Many other components can also factor into the determination of approval, such as public interest that may require additional outreach. An approved development plan is in effect for three years and may be applicable for extensions consistent with State law and local standards. As shown in **Table 48**, the typical timeframe from application approval to issuance of a building permit varies depending on the type of project, as well as factors out of control of the City such as neighborhood input, delays on the part of the application, and more.

After the City approves a project, such as at Planning Commission or City Council hearing, it becomes the applicant's responsibility to initiate the steps to secure building permits and construct the project. These steps include obtaining additional City clearances and paying fees as outlined in a project's conditions of approval. Other necessary actions include:

- Completing construction drawings
- Recording subdivision (final) maps (applies to ownership projects)
- Retaining contractors
- Obtaining utility approvals, required easements and rights of entry.

A few of the bulleted items, such as the construction drawings, require City review prior to issuance of a building permit.

The length of time between a project's approval and building permit issuance in many cases is determined by the applicant. Once a project begins the construction plan review process, the following general timelines can

be achieved with responsive applicants:

- Civil plan approval (e.g., grading, water, sewer, streets): 3-6 months
- Building permit approval: 1-3 months

Various development review activities, such as general plan amendments, rezones, and specific plans, require the preparation of an environmental document (e.g., environmental impact report or negative declaration) before a project can be approved. The requirement to prepare an environmental document can substantially lengthen the development review process, sometimes taking up to one year to obtain project approval. However, the cost associated with preparing an environmental document is not considered to disproportionately affect constraints on residential development in the City. The costs associated with development project review will vary between projects. The City uses an efficient and comprehensive approach toward development review and permitting that allows for quick response to applicants. The City utilizes many practices to expedite application processing, reduce costs, and clarify the process to developers and homeowners. Increased development costs resulting from delays in the City's development review and permitting process are not considered a constraint on housing development.

Table 48
Typical Processing Procedures by Project Type

	Single-Family Subdivision	**Single-Family Unit (no subdivision)**	**Multifamily**
List of Typical Approval Requirements	Tentative Subdivision Map (6–12 months)	Design Review for homes (1–2 months)	Design Review (2–6 months)
	Improvement Plans (2–3 months)	Master Home Plan Building Permit (2–4 weeks)	Building Permit (4–6 weeks)
	Final Map (1–2 months)	Batch permit (10 days)	
	Design Review for homes (1–2 months)		
	Master Home Plan Building Permit (2–4 weeks)		
	Batch permit (10 days)		
Estimated Total Processing Time	**20 months (excluding improvement construction and plan preparation)**	**3 months**	**7–8 months (excludes plan preparation)**

Source: City of Elk Grove 2020

** Actual development processing time shall vary based on multiple factors, including environmental review, applicant responsiveness, public outreach, and a multitude of other factors based on each project's specific needs. Per Housing Element Policy H-3-2, the City will continue to streamline processing times for lower-income and special needs housing projects to comply with SB 35.*

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7. OPPORTUNITIES FOR ENERGY CONSERVATION

Energy-related costs could directly impact the affordability of housing in the City. Title 24 of the California Administrative Code sets forth mandatory energy standards for new development and requires the adoption of an "energy budget" for new construction. The housing industry must meet these standards and the City is responsible for enforcing the energy conservation regulations. With the 2019 California Energy Building Code, energy standards for the housing industry include, but are not limited to:

- Solar panels on all new single-family and multifamily homes that are three stories or less.
- Higher levels of insulation than was previously required, updating the thermal envelope requirements.
- Improved ventilation standards

In 2019, the City adopted an updated Climate Action Plan (CAP) to identify GHG reduction measures. The CAP outlines implementation measures to reduce emissions in all areas; specific measures for the housing industry include:

- BE-1. Building Stock: Promote Energy Conservation
- BE-4. Building Stock: Encourage or Require Green Building Practices in New Construction
- BE-5. Building Stock: Phase in Zero Net Energy Standards for New Construction
- BE-6. Building Stock: Electrification in New and Existing Residential Development
- BE-7. Building Stock: Solar Photovoltaics in Residential and Commercial Development
- BE-8. SMUD Greenergy and SolarShares Programs

The City's General Plan includes energy conservation policies that apply to residential development to promote energy efficiency. These policies include:

- Policy NR-6-1: Promote energy efficiency and conservation strategies to help residents and businesses save money and conserve valuable resources.
- Policy NR-6-3: Promote innovation in energy efficiency.
- Policy NR-6-5: Promote energy conservation measures in new development to reduce on-site emissions and seek to reduce the energy impacts from new residential and commercial projects through investigation and implementation of energy efficiency measures during all phases of design and development.

The utility companies serving the City, including Sacramento Municipal Utility District (SMUD) and Pacific Gas and Electric Company (PG&E), offer various programs to promote the efficient use of energy and assist lower- income customers.

SMUD provides electricity to the Sacramento metropolitan area. SMUD has a free shade tree program where homes with eastern, western, or southern exposure that heat up during the day can receive free trees from SMUD. In addition, SMUD provides rebates and financing assistance for the replacement and installation of energy-efficient equipment and materials. Examples of these rebates and financing assistance include energy-efficient appliances, central air conditioning replacement, clothes washers, heat pumps, pools pumps, and smart thermostats. SMUD also offers recycling rebates for refrigerators and thermostats and cash incentives for residential electric vehicles. To promote the use of renewable energy sources, SMUD customers are now able to have their

homes powered by renewable energy sources for a fee with the SMUD Greenergy Program.

PG&E provides natural gas to consumers in the City as well as a variety of energy conservation services for residents. In addition, PG&E offers energy assistance programs for special needs and lower-income households to help households conserve energy and control utility costs. These programs include the California Alternate Rates for Energy (CARE), the Relief for Energy Assistance through Community Help (REACH), and Family Electric Rate Assistance (FERA).

- The CARE program provides a 20 percent monthly discount on gas and electric rates to households with qualified incomes, certain nonprofit organizations, homeless shelters, hospices, and other qualified nonprofit group living facilities. CARE assists single-family households, sub-metered tenants, agricultural, and migrant farmworker housing.
- The REACH program provides one-time energy assistance to customers who have no other way to pay their energy bill. The intent of REACH is to assist low-income households, particularly the elderly, disabled, sick, working poor, and the unemployed, that experience hardships and are unable to pay for their necessary energy needs. Individuals who experience an uncontrollable or unforeseen hardship can receive credits to pay their energy bills.
- The FERA program provides utility assistance to households with three or more members that are low- or middle-income. This program provides a monthly discount of 18 percent on electricity only.

In addition, the California Department of Community Services and Development operates the Low-Income Home Energy Assistance Program (LIHEAP), a federally funded program. LIHEAP includes several portions to assist low-income households meet their energy needs included the Home Energy Assistance Program (HEAP), the Energy Crisis Intervention Program (ECIP), and LIHEAP Weatherization.

The HEAP program provides one-time financial assistance to eligible low-income persons to offset the costs of heating and/or cooling their housing unit. ECIP provides emergency assistance to low-income households facing service disconnection or termination or facing energy-related issues that are potentially life-threatening such as a combustible appliance. LIHEAP Weatherization offers low-income households energy efficiency upgrades at no cost to help lower their utility bills.

8. RELATIONSHIP TO OTHER ELEMENTS

State law requires that "the general plan and elements and parts thereof comprise an integrated, internally consistent, and compatible statement of policies" (Government Code Section 65300.5). The purpose of requiring internal consistency is to avoid policy conflict and provide a clear policy guide for the future maintenance, improvement, and development of housing within the City.

This Housing Element was originally prepared as part of the City's first comprehensive General Plan in 2003; the Housing Element was updated again in 2007 and again in 2014. Since then, the City has adopted a new General Plan (February 2019) that incorporated Environmental Justice as part of Chapter 7, Community and Resource Protection. The 2019 General Plan also incorporated the 2014 Housing Element in full. This Housing Element update was developed with close consideration of these updates as well as other General Plan elements. City staff continues to monitor for consistency with other General Plan elements as the programs contained in the Housing Element are implemented and will continue to review and revise the Housing Element, as necessary for consistency, when amendments are made to the General Plan.

In addition, per Assembly Bill 162 (Government Code Section 65302), the City is completing an evaluation of the Safety and Conservation Elements of the General Plan. The City will amend the elements as appropriate to include analysis and policies regarding flood hazard and management information.

SENATE BILL 244: DISADVANTAGED UNINCORPORATED COMMUNITIES

As part of the 2019 General Plan update, the City completed an analysis of disadvantaged unincorporated communities (DUCs) to comply with SB 244 requirements. The analysis identified three potential DUCs adjacent to, but not within, the City's General Plan Planning Area. These potential DUCs are discussed in Chapter 12.3 of the City's General Plan.

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9. REVIEW OF PREVIOUS ELEMENT

HOUSING ELEMENT ACTION ITEM IMPLEMENTATION

To develop an effective housing plan for the 2021–2029 period, the City must assess the effectiveness of its existing (2014) housing programs and determine the continued appropriateness of such programs in addressing housing adequacy, affordability, and availability issues.

This section evaluates the accomplishments of each program against the objectives established in the 2013–2021 Housing Element, explains any discrepancy in program achievements, and recommends programmatic changes for inclusion in the 2021–2029 Housing Element.

The City has pursued implementation of the actions identified in the 2014 Housing Element. The status of each action item and the effectiveness of implementing that item are discussed in **Table 49**.

Table 49
Review of 2013–2021 Housing Element

Measure			Implementation Status	Continue/ Modify Delete
H-1 Action 1	To the extent that there are high-density residential sites identified as accommodating the City's RHNA that ultimately develop with a use other than high-density residential development, the City will ensure that it maintains adequate inventory to accommodate the RHNA, including by rezoning as necessary.	Time Frame: Review the sites inventory periodically throughout the planning period Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	Since the adoption of the Housing Element, no high-density residential sites identified as accommodating the City's RHNA have been developed with another use. The City maintained an adequate inventory of sites to accommodate the RHNA. In 2019, one project (Laguna Main Street Apartments) was submitted and is pending approval. If approved, the City will rezone replacement land within 90 days, if needed to maintain an adequate inventory of sites to accommodate the RHNA.	Combine with H-3 Action 1.
H-1 Action 2	The City has a lower income regional housing need of 3,462 units. In an effort to meet the lower income regional housing need, the City will complete the following: Concurrently with adoption, the City will identify and rezone sites in Table 35 that meet the City's lower income RHNA of 3,462. (Please note: this includes capacity from the SEPA and site 21). The City will rezone 15 acres of site 21, which will provide for a capacity of 315 units, consistent with Land Use Policy LU-40. The City will rezone approximately 60 acres of the Southeast Policy Area (SEPA), to meet a portion of the City's lower-income housing needs. The SEPA and site 21 will permit owner-occupied and rental multifamily developments by right and will not require a conditional use permit. The City has, since 2003, required Design Review for all multifamily development. Design Review	Time Frame: By January 1, 2017 Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	Concurrently with the adoption of the Housing Element in February 2014, the City rezoned designated sites to allow a minimum of 20 dwelling units per acre by right to meet the RHNA (consistent with Government Code Sections 65583(f) and 65583.2(h). With the exception of Site 21. In July 2014, the City adopted the Southeast Policy Area Strategic Plan, which included a land plan. The land plan designated a total of 64.27 acres as High-Density Residential, on sites ranging from about 5 to 15 acres. The Southeast Policy Area High-Density Residential zoning allows projects from 15.1 to 40 units per acre, but consistent with the Housing Element policy, the City will ensure these sites develop at a minimum density of 20.1 units per acre. In December 2016, the City rezoned 15 acres on Site 21, split between two locations on the site, to High-Density Residential zoning. The new RD-25 zoning allows for development at a density of 20.1 to 30 units per acre.	Modify to address new allocation.

Measure			Implementation Status	Continue/ Modify Delete
	would be required for multifamily projects on these sites. Projects under 151 units are reviewed at the "staff-level", while larger projects are reviewed by the Planning Commission. All sites will accommodate a minimum of 20 units per acre and at least 16 units per site, pursuant to State law requirements. Should it be determined that the SEPA or site 21 will not be completed within the three year rezone timeframe, the City will identify additional sites to meet the City's RHNA.			
H-1 Action 3	To facilitate the development of affordable housing, and provide for development phases of 50 to 150 units in size, the City will routinely coordinate with property owners and give high priority to processing subdivision maps that include affordable housing units.	Time Frame: As projects are processed through the Development Services Department Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	The City did not receive any requests to process subdivision maps that included an affordable housing component in 2014. In 2019, the City processed one subdivision map that included an affordable housing component. An approximately 12-acre site was subdivided into three parcels (roughly 5.5 acres, 4.5 acres, and 2 acres) to allow the 96-unit Gardens at Quail Run affordable apartment complex to move forward; that project is now under construction.	Continue.
H-1 Action 4	To ensure that there is a sufficient supply of multifamily zoned land to meet the City's RHNA, the City will help facilitate lot consolidations to combine small residential lots into larger developable lots by annually meeting with local developers to discuss development opportunities and incentives for lot consolidation to accommodate affordable housing units. As developers/owners approach the City interested in lot consolidation for the development of affordable housing, the City will offer the following incentives on a project by project basis: Allow affordable projects to exceed the maximum height limits,	Time Frame: Ongoing, as projects are processed through the Development Services Department. Annually meet with local developers to discuss development opportunities and incentives for lot consolidation. Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	Since 2013, the City has completed one lot consolidation in support of an affordable housing project (Avery Gardens). Two lots were combined to create an approximately 3.4-acre site on which a 64-unit complex is currently under construction. The City regularly convenes meetings of its Industry Working Group, a group of developers, property owners, public agencies, and others with an interest in high-level development issues in the City. As a part of updates on the Housing Element, the City discussed development opportunities with this group. City staff also responded to individual inquiries from developers related to lot consolidation issues, although none specifically concerned affordable housing.	Continue.

Measure			Implementation Status	Continue/ Modify Delete
	Lessen set-backs, and/or Reduce parking requirements. The City will also consider offsetting fees (when financially feasible) and concurrent/fast tracking of project application reviews to developers who provide affordable housing.			
H-2 Action 1	Continue to allow corner duplexes in single-family residential developments without a use permit.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	In 2014, no interested developers or persons requested approval of corner duplexes in single-family residential developments. They continue to be allowed without a use permit.	Delete.
H-3 Action 1	Continue to encourage multifamily development throughout the City. Utilize the following non-binding guidelines in the analysis process of identifying opportunity locations for new multifamily housing: Proximity to public transit or bus service. Proximity to commercial and social services. Parcel size and configuration that enhances the feasibility of development. Lack of physical constraints (e.g., noise, wetlands). Provision for a variety of housing types and affordable housing opportunities. Of an appropriate size to provide for on-site management. Integration into and compatibility with surrounding development. Proximity to other multifamily development. The City may also consider other criteria, as it deems appropriate, in order to determine the feasibility and potential constraints of new multifamily development.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund and Affordable Housing Fund	In 2014, the City used these factors in considering the sites to be rezoned to meet the RHNA and remains committed to considering these factors in locating future affordable housing.	Combine with H-1 Action 1.

Measure			Implementation Status	Continue/ Modify Delete
	Lessen set-backs, and/or Reduce parking requirements. The City will also consider offsetting fees (when financially feasible) and concurrent/fast tracking of project application reviews to developers who provide affordable housing.			
H-2 Action 1	Continue to allow corner duplexes in single-family residential developments without a use permit.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	In 2014, no interested developers or persons requested approval of corner duplexes in single-family residential developments. They continue to be allowed without a use permit.	Delete.
H-3 Action 1	Continue to encourage multifamily development throughout the City. Utilize the following non-binding guidelines in the analysis process of identifying opportunity locations for new multifamily housing: Proximity to public transit or bus service. Proximity to commercial and social services. Parcel size and configuration that enhances the feasibility of development. Lack of physical constraints (e.g., noise, wetlands). Provision for a variety of housing types and affordable housing opportunities. Of an appropriate size to provide for on-site management. Integration into and compatibility with surrounding development. Proximity to other multifamily development. The City may also consider other criteria, as it deems appropriate, in order to determine the feasibility and potential constraints of new multifamily development.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund and Affordable Housing Fund	In 2014, the City used these factors in considering the sites to be rezoned to meet the RHNA and remains committed to considering these factors in locating future affordable housing.	Combine with H-1 Action 1.

Measure			Implementation Status	Continue/ Modify Delete
H-3 Action 2	Offer fast track/priority processing, density bonuses, flexibility in development standards, and fee subsidies (when feasible) to developers proposing new housing, mixed-use, or infill projects affordable to lower-income households, farmworkers, seniors, and other special needs groups.	Time Frame: Ongoing Responsibility: Development Services (Planning and Building Divisions) Funding Source: City Development Services Fund	In 2014, the City processed the Avery Gardens affordable housing development quickly. The project was allowed by right and subject to a Planning Director-level design review. The project also received a $2 million loan from the City. From 2015 to 2017, the City continued to offer these benefits to developers of affordable housing. No projects meeting these requirements were proposed in 2015. However, in 2016, the City approved a density bonus to allow parking and setback concessions for a proposed 98-unit affordable housing project. No such requests were received in 2017.	Modify.
H-4 Action 1	Continue to support affordable housing development through financial assistance from sources such as the Affordable Housing Fund, CalHome, Community Development Block Grant (CDBG), Home Investment Partnerships Program (HOME), and other US Department of Housing and Urban Development (HUD) or California Department of Housing and Community Development (HCD) funding, as feasible.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: Affordable Housing Fund, CalHome, CDBG, HOME, or other HUD or HCD funding	In 2014, the City provided a $2 million loan from the Affordable Housing Fund to the Avery Gardens affordable housing project. The City also used Affordable Housing Fund and CDBG monies to purchase a property to be used for transitional housing, with a focus on families. In 2015, the City provided $331,325 in CalHome down payment assistance loans to eight low-income households. The City also used CDBG funds to rehab Meadow House, a property that is used for transitional housing, primarily for families. In 2016, the City provided $201,821 in CalHome down payment assistance loans to four low-income households. The City also used CDBG funds to purchase an eight-bedroom home that will be used as permanent shared housing for very low-income individuals exiting homelessness. During this year, the City committed $5 million in loan funding to Pacific West Communities, which proposed to develop a 98-unit affordable apartment complex.	Modify, combine with H-7 Action 3.

Measure			Implementation Status	Continue/ Modify Delete
			In 2017, the City closed a $5 million loan in support of the Bow Street Apartments project, intended to provide 97 affordable units (and one manager unit). The City also released a Request for Proposals (RFP) soliciting new proposals for affordable housing, and received one proposal. In 2018, construction was underway on the Bow Street Apartments. The City also made a conditional loan commitment of $5 million to the Gardens at Quail Run, a 96-unit project (95 affordable units and one manager's unit). The Gardens at Quail Run applied for 9% tax credit funding in the second round of 2018, but was unsuccessful in securing tax credits. In 2019, construction was completed on the Bow Street Apartments. The project was supported by a $5 million City loan. The City also made a loan of $5 million to the Gardens at Quail Run. The Gardens at Quail Run received 9% tax credit funding, and the project is currently under construction.	
H-4 Action 2	When feasible, continue to provide waivers of or exemptions from select fees to all affordable housing projects and participate in the Sacramento Regional County Sanitation District's fee waiver and deferral program to reduce impact fees for affordable housing development.	Time Frame: Ongoing Responsibility: Development Services (Planning and Building Divisions) Funding Source: City Development Services Fund, Sacramento Regional County Sanitation District	The City provides a waiver of the affordable housing fee on affordable housing projects and continues to participate in the Sacramento County Regional Sanitation District's fee waiver and deferral program to reduce impact fees for affordable housing development. In 2014, the Avery Gardens affordable housing project received a waiver of the City's affordable housing fee and a sewer impact fee waiver of $158,172 from the Sacramento Regional County Sanitation District. The project also received a water impact fee waiver of $79,426 from the Sacramento County Water Agency and a sewer impact fee waiver of $7,277 from the Sacramento Area Sewer District.	Continue.

Measure			Implementation Status	Continue/ Modify Delete
H-4 Action 3	Offer affordable housing funding sources through the issuance of a Request for Proposals process consistent with the City's Affordable Housing Loan Program guidelines, or other process as approved by the City Council.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Affordable Housing Fund	In 2013, the City released a Request for Proposals for projects to be funded using $2 million from the City's Affordable Housing Fund. Through this process, the Avery Gardens affordable housing project was selected for funding. No RFPs were released in 2014 because the City's uncommitted Affordable Housing Fund balance was not deemed sufficient to support a project. The fund continued to accumulate to reach the $5 million threshold. In 2015, the City's Affordable Housing Fund uncommitted balance reached the $5 million threshold to release an RFP. In 2016, an RFP was released to solicit affordable development proposals. The City committed loan funding for the development of a 98-unit affordable apartment complex. In 2017, the City's Affordable Housing Fund uncommitted balance again reached the $5 million threshold, and an RFP was released to solicit affordable development proposals. In 2018, the City made a conditional loan commitment of $5 million to the Gardens at Quail Run, a 96-unit affordable apartment complex. In 2019, the City made a loan of $5 million to the Gardens at Quail Run. The City also determined that strategic land purchases would support the City's affordable housing goals, and to this end purchased a 15-acre (9 buildable acre) parcel at Big Horn/Bruceville. The City plans to release an RFP to solicit a developer partner on this site in late 2021.	Continue.
H-5 Action 1	Continue to apply for HOME and CalHome funds for homebuyer assistance programs as they are available and when the City is eligible. Continue to administer the Affordable Homeownership Program, which provides limited fee waivers for	Time Frame: Ongoing; apply for HOME/CalHome funds annually or as available/eligible Responsibility: Development Services (Planning Division)	From 2014 to 2018, the City continued to implement its Homebuyer Assistance Programs using existing HOME and CalHome grants. In 2014, a total of six CalHome loans were made to eligible first-time homebuyers.	Delete. Program is no longer feasible for the City.

Measure			Implementation Status	Continue/ Modify Delete
	deed-restricted for-sale affordable housing units. Information on these programs will be advertised on the City's website when funds or homes are available.	Funding Source: HOME/CalHome, City Affordable Housing Fund	Near the end of 2014, the City disencumbered its HOME grant balance, as the program restrictions (max purchase price, max housing size, etc.) were not well aligned with Elk Grove's housing market realities. In 2015, a total of eight CalHome loans were made to eligible first-time homebuyers. In 2016, a total of four CalHome loans were made to eligible first-time homebuyers. In 2017, no loans were made, as increasing home prices resulted in fewer qualifying low-income buyers, even with City assistance offered. In 2018, no loans were made, as there was a mismatch between home prices what low-income buyers could afford, even with City assistance.	
H-5 Action 2	Continue to partner with NeighborWorks to provide homeownership services, such as homebuyer education and one-on-one or group counseling.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund, private funding	In 2014, the City contracted with NeighborWorks to provide homebuyer education to participants in the City's Homebuyer Assistance Program. NeighborWorks services, including pre- and post-homeownership counseling and foreclosure counseling, were available to all Elk Grove residents. NeighborWorks operated two convenient locations for Elk Grove residents, in Sacramento and in Stockton.	Delete.
H-6 Action 1	Continue to promote and support energy efficiency in new construction by encouraging developers to utilize Sacramento Municipal Utility District (SMUD) energy programs and other energy efficiency programs and to be consistent with the Sustainability Element of the General Plan and the City's Climate Action Plan.	Time Frame: Ongoing Responsibility: Development Services (Planning and Building Divisions) Funding Source: City Development Services Fund	In 2014, the developers of affordable multifamily housing were encouraged to work with SMUD and other utility providers to improve energy efficiency in their projects and obtain any fee credits or rebates for which they might be eligible.	Delete. This is covered in other elements of the General Plan.

Measure			Implementation Status	Continue/ Modify Delete
H-6 Action 2	Continue to encourage participation in SMUD's PV (photovoltaic) Pioneer program by issuing PV system permits at no charge upon SMUD's approval.	Time Frame: Ongoing Responsibility: Development Services (Building Division) Funding Source: City Development Services Fund	From January 1, 2013 to 2019, there have been 4,244 PV permits issued, including 1,084 in 2019.	Delete.
H-7 Action 1	Continue to allow flexibility in development standards, such as smaller unit sizes and parking reductions for senior projects, and by allowing development incorporating universal design measures.	Time Frame: Ongoing Responsibility: Development Services (Planning and Building Divisions) Funding Source: Building and Planning fees	In 2014, the City did not receive any requests for flexible development standards on senior projects. City staff continue to discuss potential options for flexibility at initial meetings with developers interested in building senior housing.	Modify.
H-7 Action 2	Continue to contribute funding and work closely with local nonprofits and regional agencies to assess homeless needs and develop plans to address homelessness at a regional level. The City will annually meet with local service providers and regional agencies (as applicable) to assess the needs regarding homelessness of the City and the region.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: CDBG funds (when available)	From 2014 to 2016, and in 2019, the City participated in the HART Solutions Committee, which is a committee of local individuals and organizations focused on local solutions to homelessness as well as regional coordination. During these years, the City continued to work with Sacramento Self Help Housing, Elk Grove HART, and the Elk Grove Food Bank on homeless issues. City staff also met with Sacramento Steps Forward, a regional homeless support organization, to identify needs and potential partnership opportunities. In 2014, using CDBG and Affordable Housing Fund monies, the City acquired a property intended to be used for transitional housing focused on homeless families. This property was intended to complement the Grace House, a transitional housing project that opened in 2013 and that serves primarily homeless adults. In 2015, using CDBG and Affordable Housing Fund monies, the Meadow House project was completed, and began providing transitional housing, primarily to homeless families. In 2016, using CDBG funds, the City purchased an eight-bedroom home intended to be used as permanent shared housing for very low-income persons exiting homelessness.	Continue.

Measure			Implementation Status	Continue/ Modify Delete
			In 2019, City staff served on the Continuum of Care Advisory Board and participated in many discussions through Sacramento Steps Forward and Sacramento County on homeless needs and priorities.	
H-7 Action 3	Continue to procure funding sources that will allow the City to contribute to agencies that provide services for persons with special housing needs.	Time Frame: Ongoing; as Notices of Funding Availability are released Responsibility: Development Services (Planning Division) Funding Source: CDBG and other funds if available	In 2014, the City allocated $32,000 to Sacramento Self-Help Housing (SSHH), which provides landlord-tenant counseling and housing counseling to persons who are homeless or at risk of becoming homeless. SSHH also owns and operates the City's Grace House transitional housing project. The City allocated the following to SSHH: 2015 – $39,000 2016 – $42,000 The City allocated the following to SSHH and Elk Grove HART: 2017 – $95,000 2018 –$109,000 2019 –$135,000 Each year, an additional $38,000 was provided to the Elk Grove Food Bank for their Support Works self-sufficiency program.	Combine with H-4 Action 1.
H-7 Action 4	Amend the Zoning Code to comply with Health and Safety Code Sections 17021.5 and 17021.6, which deal with certain kinds of employee housing. The City will amend the Zoning Ordinance to treat employee housing that serves six or fewer persons as a single-family structure and permitted in the same manner as other single-family structures of the same type in the same zone (Section 17021.5). The Zoning Ordinance will also be amended to treat employee housing consisting of no more than 12 units or 36 beds as an agricultural use and permitted in the same manner as other agricultural uses in the same zone	Time Frame: Within one year from adoption of the Housing Element Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	This Zoning Code amendment was completed in August 2014.	Delete.

Measure			Implementation Status	Continue/ Modify Delete
	(Section 17021.6) in zones where agricultural uses are permitted.			
H-7 Action 5	Work with the Alta California Regional Center to implement an outreach program that informs families within the City about housing and services available for persons with developmental disabilities. The program could include the development of an informational brochure, including information on services on the City's website, and providing housing-related training for individuals/families through workshops.	Time Frame: Development of an outreach program within one year of adopting the Housing Element. Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	In 2014, the City met with Elk Grove Adult Community Training, which locally provides service to many Alta California Regional Center clients, to collect information on housing needs and share information on City housing programs. The City also circulated information on the Homebuyer Assistance Program to several organizations serving disabled persons and provided information to individuals on affordable rental units and homebuyer programs.	Continue.
H-8 Action 1	Continue to update the affordable housing unit database and to provide information regarding affordable housing opportunities, both through direct response to inquiries and making information available on the City's website.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	The City's website lists all affordable housing properties within the City boundaries, including those not directly funded by the City. The listing contains property address, phone, and website information, as well as a photo and map. City staff continued to respond directly to public inquiries regarding affordable housing, and received an average of 10-20 calls per week plus additional emails.	Continue.
H-8 Action 2	Consider a housing choice voucher (Section 8) education program for residents (neighbors) and landlords to provide awareness of the program and the opportunities and constraints it provides.	Time Frame: Education outreach would occur annually Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	In 2014, 2017, and 2019, the City provided information on the Section 8 program to requesting individuals, including landlords and tenants. When appropriate, inquiries were referred to the Sacramento Housing and Redevelopment Agency (SHRA), which implements the Section 8 program. In 2017, SHRA also participated in a local training for landlords offered by the City's Code Enforcement Department, with a focus on promoting the benefits of participation. In 2014, an estimated 5-10 calls per week were received related to Section 8 matters. In 2017, an estimated 5-6 calls per week were received related to Section 8 matters.	New program 22 and 23.

Measure			Implementation Status	Continue/ Modify Delete
			Of these calls, the vast majority of callers were requesting information on participating in the Section 8 program. Few calls were complaints about the Section 8 program. In 2019, an estimated 5-6 calls per week were received related to HCV matters. The vast majority of callers were requesting information on participating in the HCV program. Few calls were complaints about the HCV program.	
H-9 Action 1	Continue to provide regulatory incentives for the development of units affordable to extremely low-, very low-, and low-income households, including second dwelling units, senior housing, and apartment units, and housing for special needs groups, including agricultural employees, persons with disabilities (including developmental disabilities), and individuals and families in need of emergency/transitional housing. The City will also take subsequent action, as appropriate, to make the development of such units more financially feasible and will consider providing financial incentives, such as reducing, waiving, and/or deferring fees, where feasible.	Time Frame: Ongoing, as projects are processed through the Development Services Department. Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund, CDBG, Affordable Housing Fund	From 2014 to 2016, and in 2019, the City continued to offer regulatory incentives, such as a density bonus, to affordable housing projects. In 2014, the City provided a $2 million loan from the Affordable Housing Fund to the Avery Gardens affordable housing project, and the project also received fee waivers from water and sewer agencies. The City also used Affordable Housing Fund and CDBG monies to purchase a property to be used for transitional housing, with a focus on families. In 2015, the City's Affordable Housing Fund balance reached $5 million, an amount which would be able to support the development of one or more affordable housing projects. In 2016, the City committed $5 million in loan funding to Pacific West Communities, which proposed to develop a 98-unit affordable apartment complex. The City also approved a density bonus allowing parking and setback concessions for the project.	Continue.
H-10 Action 1	Continue to designate a staff planner to guide affordable housing development projects through the planning process and designate the Housing Program Manager to implement housing-related programs and policy initiatives.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund, City Affordable Housing Fund, CDBG	From 2014 to 2015, all projects were assigned a staff planner to guide the developer through the planning process. The Housing Program Manager (now termed Housing and Public Services Manager) implements all housing-related programs and policy initiatives.	Delete.

Measure			Implementation Status	Continue/ Modify Delete
H-10 Action 2	Continue to allow the Planning Director to serve as the approving authority on all multifamily projects of 150 units or less, including affordable projects, that are consistent with General Plan and zoning requirements.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	From 2014 to 2019, the Planning Director (now termed the Development Services Director and/or Zoning Administrator) continued to have this authority. Since 2013, two multifamily projects of less than 150 have been approved under this authority (Avery Gardens and the Gardens at Quail Run).	Delete.
H-10 Action 3	Continue to conduct interdepartmental meetings to coordinate the early review of development projects and address policy concerns.	Time Frame: Ongoing Responsibility: Development Services (Planning, Building, and Public Works Divisions) Funding Source: City Development Services Fund, Planning and Building fees	In 2015, the City's Development Services team met weekly to discuss issues related to new developments, with the goal of streamlining the process from the developer's perspective. City staff also sets up project meetings with relevant divisions throughout the project consideration process, as needed based on the project requirements.	Delete.
H-11 Action 1	Continue to encourage more creative and flexibly designed projects with an affordable housing component through the use of the Design Review process, which eliminated minimum lot width and public street frontage requirements, thus creating more flexibility for higher-density projects.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	In 2014, through the design review process, the City encouraged the Avery Gardens affordable housing project to create an aesthetically pleasing design that would complement the bordering shopping center and senior living facility. In 2015, no affordable housing projects were proposed. In 2016, the City approved one 98-unit affordable housing project. Staff worked closely with the developer to address concerns related to parking and setback requirements; ultimately, concessions were approved through the density bonus process. In 2017, no affordable housing projects were proposed. Staff remained prepared to work with developers during the design review process. In 2018 and 2019, staff worked extensively with the Gardens at Quail Run developer during the design review process. Additionally, staff met with multiple other affordable housing developers interested in constructing projects in Elk Grove, though none have yet come to fruition.	Modify. New Action 21.

Measure			Implementation Status	Continue/ Modify Delete
H-11 Action 2	Consider adopting a Universal Design Ordinance that would encourage construction or modification of new and existing homes using design principles that allow individuals to remain in their homes as their physical needs and capabilities change.	Time Frame: Consider the adoption of an ordinance by December 2014 Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	In 2014 and 2017, City staff collected information from other jurisdictions that have similar ordinances, and discussed implementation of an ordinance with the development community. In 2017, there was relatively little interest from developers or residents in the implementation of such an ordinance.	Delete.
H-12 Action 1	Continue to annually review the Housing Element to determine its effectiveness and its consistency with the General Plan, as part of the annual review required by Government Code Section 65400. Report on the findings of this review and suggest changes if needed.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	In 2014, the City evaluated the prior Housing Element (2008–2013) as a part of completing the 2013–2021 Housing Element. The City submitted its 2013 Housing Element Annual Progress Report in early 2014. In 2015, the City submitted its 2014 Housing Element Annual Progress Report.	Delete.
H-13 Action 1	Continue to operate housing repair and/or rehabilitation programs that assist lower-income households occupying housing in need of repair, including the new Minor Home Repair Program that offers forgivable loans to very low- and low-income homeowners whose homes have one or more health and safety hazards.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: CDBG funds	The City continued to offer the Minor Home Repair Program throughout 2014. In 2018, the City discontinued the Minor Home Repair Program. In its place, the City contracted with Habitat for Humanity to offer a housing rehabilitation program meeting many of the same needs as the Minor Home Repair Program, but offering greater flexibility and use of volunteers to complete repairs. The City funded Habitat for Humanity at $174,000 for the 2018–2019 fiscal year and $108,950 in the 2019–2020 fiscal year, while the Minor Home Repair program had been previously funded at about $40,000–$60,000 annually.	Combine with H-13 Action 3.
H-13 Action 2	Continue to refer individuals interested in utility assistance to the appropriate local energy provider, usually SMUD or Pacific Gas and Electric (PG&E), both of which offer programs to assist with utility costs.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	From 2014 to 2018, staff continued to respond to public inquiries regarding utility assistance, and referred callers to SMUD, PG&E, St Vincent de Paul Society, Elk Grove Food Bank, and South County Services, three nonprofits that provide utility assistance to Elk Grove residents who have received a shutoff notice (limited funding available).	Modify.

Measure			Implementation Status	Continue/ Modify Delete
H-13 Action 3	Provide information on available housing rehabilitation programs, such as the Minor Home Repair Program, to homeowners experiencing difficulty repairing health and safety hazards.	Time Frame: Ongoing, as needed Responsibility: Development Services (Planning and Code Enforcement Divisions) Funding Source: CDBG funds	From 2014 to 2018, staff responded to public inquiries regarding housing needs, including health and safety hazards, and worked with Habitat for Humanity to design applications for their new housing rehabilitation program. The Housing and Public Services Manager worked with Code Enforcement to ensure officers knew about the availability of the housing repair program and Code Enforcement officers also distributed materials on the program.	Combine with H-13 Action 1.
H-13 Action 4	Consider a rental inspection program that is administered by the Code Enforcement Department with the goal of enforcing Municipal Code standards for rental housing.	Time Frame: Consider program by December 2014 Responsibility: Development Services (Planning and Code Enforcement Divisions) Funding Source: CDBG funds or other source to be identified	In 2014, City staff evaluated the need for a rental inspection program based on the number and type of calls for service received, the age of the City's housing stock, and other factors, and determined that at present the City's strategy of responding to tenant calls is likely adequate. Staff continued to monitor the need for such a program, including meeting with rental industry representatives and monitoring case logs for potential systemic problems. The City continued to contract with Sacramento Self-Help Housing to provide tenant-landlord mediation, and Sacramento Self-Help Housing refers cases to Code Enforcement when appropriate. City staff also conducts periodic inspections of units in apartment complexes in which the City has a financial investment.	Delete.
H-14 Action 1	If the one mobile home park in the City is in danger of being removed from the housing stock, partner with tenant associations or a nonprofit organization to provide assistance to mobile home park tenants in preserving their homes through the State Mobilehome Park Resident Ownership Program (MPROP), when appropriate.	Time Frame: Work with tenant associations as need arises Responsibility: Development Services (Planning Division) Funding Source: MPROP	In 2014, the City received no information that the one mobile home park in the City is in danger of being removed from the housing stock.	Delete.

Measure			Implementation Status	Continue/ Modify Delete
H-15 Action 1	Monitor and evaluate the conversion of rental housing units to condominiums in order to assist in amending the land use plan to provide for additional multifamily areas if necessary.	Time Frame: Annually Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	No condominium conversion requests were received in 2014.	Delete.
H-16 Action 1	Continue to provide information about fair housing choices to residents by distributing the fair housing materials upon request. Promptly address complaints of discrimination in the sale, rental, and development of housing by forwarding complaints to HUD, the California Department of Fair Employment and Housing, or other nonprofit or governmental agencies as appropriate.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund, CDBG	In 2014, City staff continued to distribute fair housing information on request and referred parties with potential discrimination issues to the Renters Helpline, HUD, or the California Department of Fair Employment and Housing. The City contracted with Sacramento Self Help Housing run the Renters Helpline, which provides tenant-landlord mediation and fair housing services; they referred fair housing complaints to HUD, DFEH, or Project Sentinel (a fair housing nonprofit).	Modify, combine with H-16 Actions 2 and 3.
H-16 Action 2	Proactively monitor rental housing providers to determine whether they are engaging in discriminatory practices. At a minimum, offer education on fair housing law to providers found to act in a discriminatory manner.	Time Frame: 2014 Responsibility: Development Services (Planning Division) Funding Source: CDBG	In 2014, in collaboration with Citrus Heights and Rancho Cordova, the City engaged Project Sentinel to conduct proactive rental discrimination testing at rental units. Their testing found five instances of potential discrimination in Elk Grove (mostly related to handicap/disability), of which three were referred to HUD or DFEH and two were provided with education. The City also began working with the Rental Housing Association to offer trainings to landlords, property management professionals, etc. on fair housing topics, particularly related to disability and reasonable accommodation. In 2015 and 2017, the City worked with Sacramento Self Help Housing and the Rental Housing Association to offer trainings to landlords, property management professionals, etc. on fair housing topics, particularly related to disability and reasonable accommodation. Trainings were offered throughout 2015 and 2017, both in an in-person format and as webinars.	Combine with H-16 Actions 1 and 3.

Measure			Implementation Status	Continue/ Modify Delete
			In 2017, Project Sentinel continued to provide testing on a complaint-driven basis as a part of the Renters Helpline contract.	
H-16 Action 3	Meet with other jurisdictions in the region to identify fair housing strategies and discuss whether a regional fair housing strategy would be beneficial from a cost and/or efficiency perspective	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund, CDBG	From 2014 to 2019, the City met several times with representatives from throughout the region, including Citrus Heights, Rancho Cordova, Sacramento, Sacramento County, Roseville, Rocklin, and West Sacramento to discuss fair housing strategies. In 2015, the City began collaborating with these jurisdictions on the development of a regionally-focused Assessment of Fair Housing, and in 2016, the jurisdictions released an RFP to solicit proposals from consultants qualified to assist with the effort. In 2017, the jurisdictions selected a consultant to complete the AFH. In 2019, work continued on the document (now called an Analysis of Impediments to Fair Housing Choice after a HUD rule change) in 2019. The new Analysis of Impediments document is expected to be adopted by the City Council in May 2020.	Combine with H-16 Actions 1 and 2.
H-17 Action 1	Maintain and update the City's affordable housing database as a mechanism to monitor and identify units at risk of losing their affordability subsidies or requirements.	Time Frame: Annually Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	In 2014, the City maintained its affordable housing database. No units were at risk of losing their affordability subsidies.	Modify, combine with H-17 Action 2.
H-17 Action 2	Continue to work with federal, State, and nonprofit housing organizations that function to purchase or fund the purchase of subsidized, at-risk complexes that the owner wishes to convert to market rate. Annually evaluate the need for the City to establish a program to preserve affordable units at risk of conversion.	Time Frame: Annually evaluate and apply for funding as necessary Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	In 2014, the City did not receive any information regarding affordable complexes that are at risk of conversion to market-rate. The majority of the City's affordable housing is covered by long-term deed restrictions that still have 20+ years remaining on their terms.	Combine with H-17 Action 1.

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10. PUBLIC PARTICIPATION

State law requires cities and counties to make a diligent effort to achieve participation by all segments of the community in preparing a Housing Element.

The City conducted a broad range of public outreach and meetings to develop housing policies and programs and finalize the site inventory to address the needs of the City's residents and workforce. All these efforts have informed and contributed to the development of the 2021–2029 Housing Element update. As a part of identifying current and future housing needs for residents, City staff conducted several public outreach efforts, including:

- Town Hall meetings
- Planning Commission and City Council meetings
- Consultations with stakeholders and nonprofits
- An online, interactive RHNA site selection tool
- Ongoing mailing list

TOWN HALL MEETINGS

City staff hosted four town hall meetings to introduce the public to the Housing Element update process, state requirements, and gather their input on sites being considered for the site inventory. The City provided advanced notice of the meetings to residents through noticing in the City-wide newsletter, publishing in weekly public affairs announcements, project-specific emails, and social media posts. The variety of methods used was intended to reach residents of all socio-economic groups. The City provides translation services for materials and preservations in several languages by request; however, no residents requested notices or meetings be provided in a language other than English. To facilitate these requests, the City provides interpretation services as needed for all calls received or persons that come to City Hall. Following the presentation by City staff, an open question and answer (Q&A) session was held during both meetings.

July 2020 Town Halls

Two town hall meetings were held in July 2020, first on July 27 and again on July 29. During the July 27, 2020, meeting, the public requested more explanation on the factors that contributed to the City's RHNA and expressed concerns over the effects of increased affordable housing stock, concentrations of such housing, and the negative impacts of the COVID-19 pandemic on housing affordability and stability. The City provided additional information on the high-opportunity nature of Elk Grove and how this contributed to their RHNA and described strategies to avoid overconcentration of lower-income households through the sites inventory. Participants also raised questions regarding potential incentives to increase affordable housing stock, candidate sites that are pending development, special-needs housing, and long-term housing security for current residents of the City facing future growth. City staff were able to provide detailed answers to address and answer the public's questions and concerns and encouraged them to continue to share their feedback on site location and other thoughts through their online tools and mailing list.

The town hall held on July 29, 2020, featured the same presentation and Q&A format to provide a second opportunity for members of the community to participate and provide input. Many of the same types of questions were raised during this meeting. Participants at this town hall also raised questions regarding the supply of affordable homeownership opportunities, the possibility of an inclusionary housing ordinance, and need to expand the construction labor force.

October 2020 Town Halls

The next two town halls were both held on October 7, 2020. The first was held in the afternoon and had 10 attendees; there were no participants in the evening town hall. At this town hall, the City presented the programs included in the Housing Element and discussed new state law that drove the inclusion of several programs, changes that were made as a result of staff recommendation, and those programs that are being continued from the previous Housing Element. As with the previous town halls, this meeting included a brief presentation followed by an open Q&A session.

February 2021 Town Halls

In February 2021, the City held a round of Town Hall meetings to introduce the draft Housing Element and review the recommended housing sites.

PLANNING COMMISSION MEETINGS

On April 16, 2020, City staff presented an Introduction to the 2021 Housing Element Update at the Planning Commission meeting to discuss income and affordability needs, the Housing Element process overall, RHNA, and the site-selection strategy. This meeting presented the same information to the Planning Commission as the City presented in the Town Hall meetings to introduce the process and involve Commissioners early in the update. Given the complexity of this update, the Commissioners expressed their appreciation for this early introduction to the update and requested more written information explaining what was covered in the presentation. Beyond comments related to receiving materials early, no commissioners or members of the public had any questions at this meeting.

On August 6, 2020, a second Planning Commission meeting was held to introduce the candidate housing sites and introduce the online sites tool.

Additional Planning Commission meeting(s) were held during the adoption process for the Housing Element.

CITY COUNCIL MEETINGS

On May 12, 2021, City staff presented the Draft 2021 Housing Element Update to the City Council for review and comment prior to submittal to HCD. This presentation included an overview of the update process, outreach efforts, and changes made in response to State law.

Additional City Council meeting(s) were held during the adoption process for the Housing Element.

ONLINE SITES TOOL

To encourage interactive participation from the public, the City developed an online RHNA tool, based upon the Balancing Act financial outreach platform, to give residents an opportunity to provide feedback on the sites targeted for low- and very low-income households. This tool allows residents to create their own housing plan for the City by selecting or deselecting sites, choosing whether to rezone a site or not, and visualize what is necessary to meet the City's RHNA. This method gathers public input on which sites the public would like to see included in the 6th Cycle sites inventory and where they approve of potential rezonings. This occurs through a process similar to how the Planning Commission and City Council will review the sites, in that it allows and requires participants to see the whole of the list rather than focusing just on the sites near them.

The feedback from the public on this tool will be summarized and presented to Planning Commission and City Council to inform their decision on which sites to include in the inventory.

CONSULTATIONS

As part of the Consolidated Plan development process, City staff conducted consultations, meetings, and a survey of more than 17 local organizations and agencies. Eight of these also provided input directly related to aspects of the Housing Element and discussed current and future housing needs. In addition to these consultations, staff met with the Sacramento Housing Alliance specifically for feedback on the Housing Element update. The input from each of these organizations is discussed here.

Sacramento Housing Alliance

The Sacramento Housing Alliance (SHA) discussed a need to increase access to sites for non-profit developers. Many sites are developed by for-profit developers, reducing availability of land without consistently increasing the supply of affordable housing. SHA discussed the need to rezone more sites to RD-30 with a minimum of 25 units per acre, and to consider making surplus public lands available for housing development. These public lands may include public service land or land owned by Caltrans or the Water District. SHA also expressed a need to improve public participation from all income groups through noticing the Housing Element through more avenues, sending individual mailers to every resident, and connecting with community organizations that may have connections with underrepresented groups. Staff shared with SHA representatives the City's plans for outreach and discussed ways that SHA could help publicize and generate interest in matters related to the Housing Element.

Disability Advisory Committee

The Disability Advisory Committee identified priorities for sidewalks, curb ramps, increased or larger ADA parking spaces, and more affordable services and public facilities, including a day center. They also discussed a need for increased transit services near affordable housing options and expressed the need for more lower-level accessible apartment units and/or affordable complexes with elevator access to accessible units, in addition to more inclusive housing options with services on site.

City of Elk Grove Youth Commission

Staff attended a meeting of the Youth Commission to collect feedback on community needs. Members noted the need for increased services in the areas of mental health, public transportation, and services provided to homeless and low-income families. They also discussed the need for additional afterschool activities and/or places for youth to go, such as drop-in centers, as well as services focused on supporting low-income youth.

Elk Grove Homeless Assistance Resource Team (HART)/Homeless Solutions Committee

Staff attends every meeting of the HART/Homeless Solutions Committee and used this as an opportunity to gather feedback directly as it relates to housing needs in the City. Committee members noted the high level of need of chronically homeless, homeless families, and the increase of seniors experiencing homelessness. They noted that many persons experiencing homelessness have mental health and/or substance abuse issues, and that finding housing in Elk Grove is particularly difficult due to an exceptionally strong housing/rental market and long waitlists for affordable housing complexes. Future needs include extending winter sanctuary, increased services for seniors (including homelessness prevention efforts), employment training, supportive services (such as mentoring and potential day center), and most importantly transitional and permanent housing.

Elk Grove Food Bank Services

The Food Bank noted a high, and increasing, level of demand for their services and affordable housing, especially for seniors, veterans, and persons experiencing homelessness. They also noted an increase in need for services for veterans experiencing or at risk of homelessness and prevention services to keep seniors from becoming homeless.

Sacramento Self Help Housing

SSHH noted a lack of housing options in Elk Grove for persons who are homeless and/or extremely low-income, as well as an increase in families experiencing homelessness. They expressed need for permanent and transitional housing options, as well as overnight shelters, day centers, and navigation support. SSHH also discussed a need for rental assistance programs, an increase in the number and availability of affordable housing units, public subsidy programs for low-income disabled households, increase in public transportation options, and additional services for persons with disabilities. A lack of short-term housing options means clients enrolled in programs remain homeless even while searching for housing. Additionally, high rental rates and significant competition for units leads to few very low-income clients being able to find housing locally.

Development Services – City of Elk Grove

Department representatives noted a continued need for affordable housing, especially permanent housing, as well as accessibility improvements, home repair programs, and public utility assistance. They also noted the need for streetlight improvements, public facilities such as a new library, neighborhood clean-up programs, and financial assistance programs for low-income residents needing public services.

Meals on Wheels by ACC

Meals on Wheels spoke with City staff and noted an increase in demand for home-delivered meals to Elk Grove seniors, including a growing waitlist for program participation. They have also seen a need for services and programs to help older adults remain in their home and receive safety net services.

Affordable Housing Developers

Staff consulted several affordable housing developers who have built projects in Elk Grove or are interested in doing so. Most developers noted the funding challenges of new projects, including the need for multiple funding sources and City gap financing. In meeting with a group of local affordable housing developers convened by SHA, developers shared information such as viable project characteristics (e.g., preferred site size, unit counts required for on-site management), common financial needs (e.g. City subsidy, impact fee waivers), and opportunities for partnership with the City to increase affordable housing stock. This information helped the City to design programs such as the new lot split program.

ONGOING PUBLIC PARTICIPATION

The City encourages ongoing public input throughout the process through a mailing list that residents can sign up for on the City's Housing Element update website. The City made the draft widely available and publicized its availability by posting on the City's website, running a notice in the local newspaper, and sending an email blast for all persons registered through the City's website. In addition to notices to the community, the City sent a direct email notice to interest groups that had participated throughout the Housing Element update process including developers, advocacy groups, and service providers. The City sent a mailed notice to homeowners regarding the approval process and availability of the draft Housing Element.

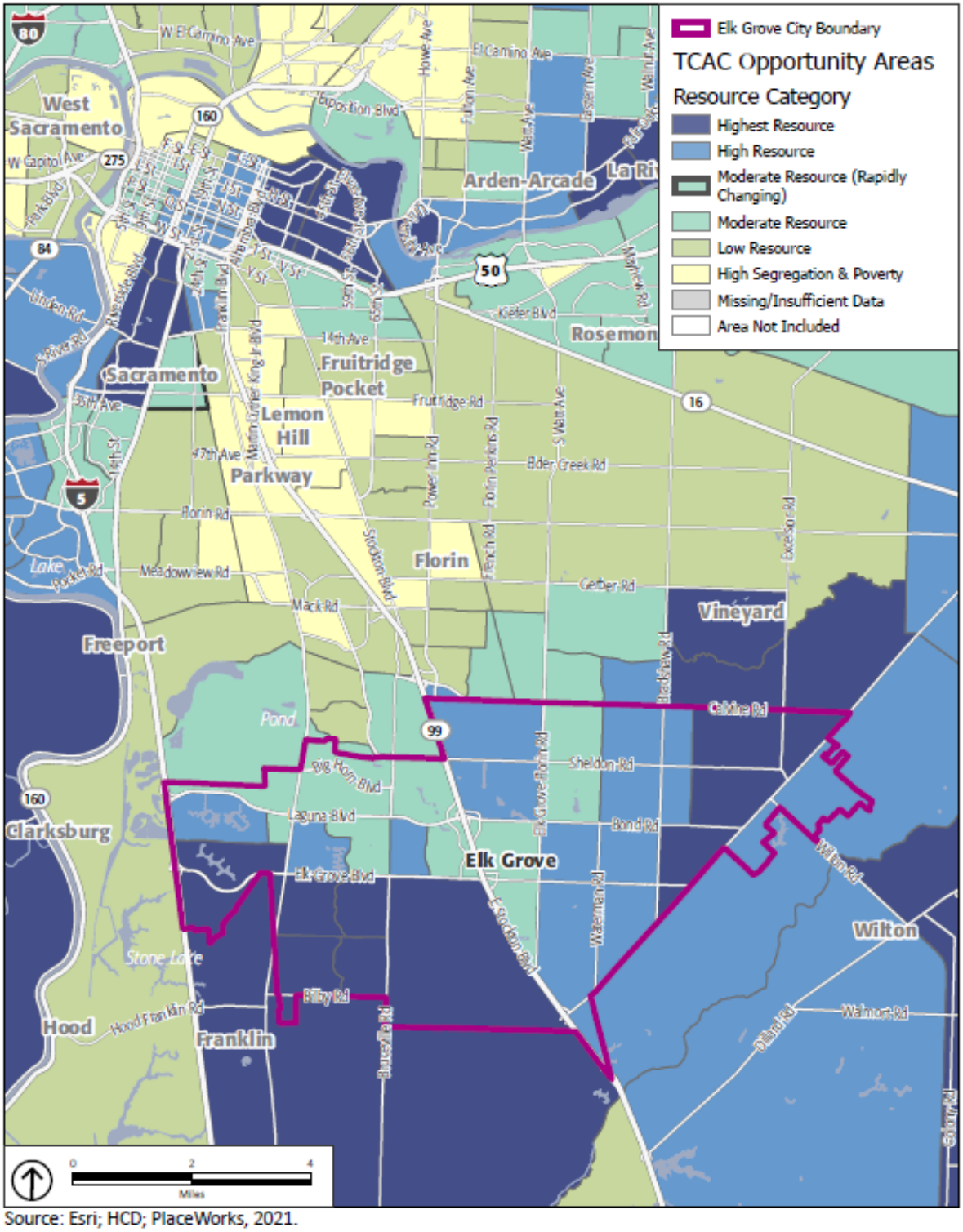
PUBLIC COMMENT

The Draft Housing Element was released for a 45-day review period on February 12, 2021 and was made available on the City's website and noticed to residents through the same methods as Town Hall meetings. Additional direct noticing was sent to local housing advocate groups.

During the review period, two public comment letters were received. The City reviewed the comments received and revised the draft Housing Element to reflect comments, where appropriate. Additional comment letters were received on the Subsequent Environmental Impact Report and were also considered as part of the update.

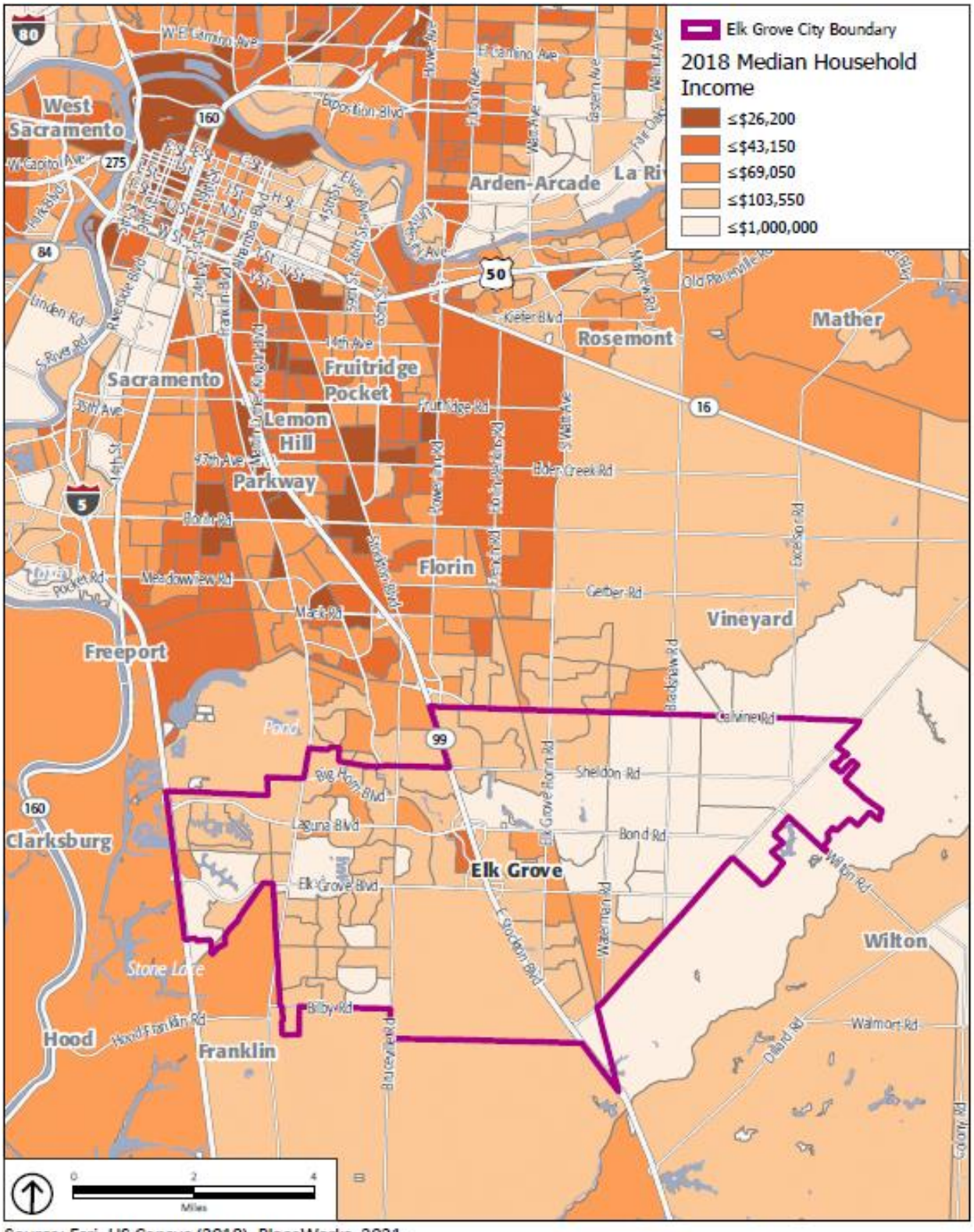
APPENDIX A: FAIR HOUSING ASSESSMENT MAPS

Figure A-1: TCAC/HCD 2020 Opportunity Areas



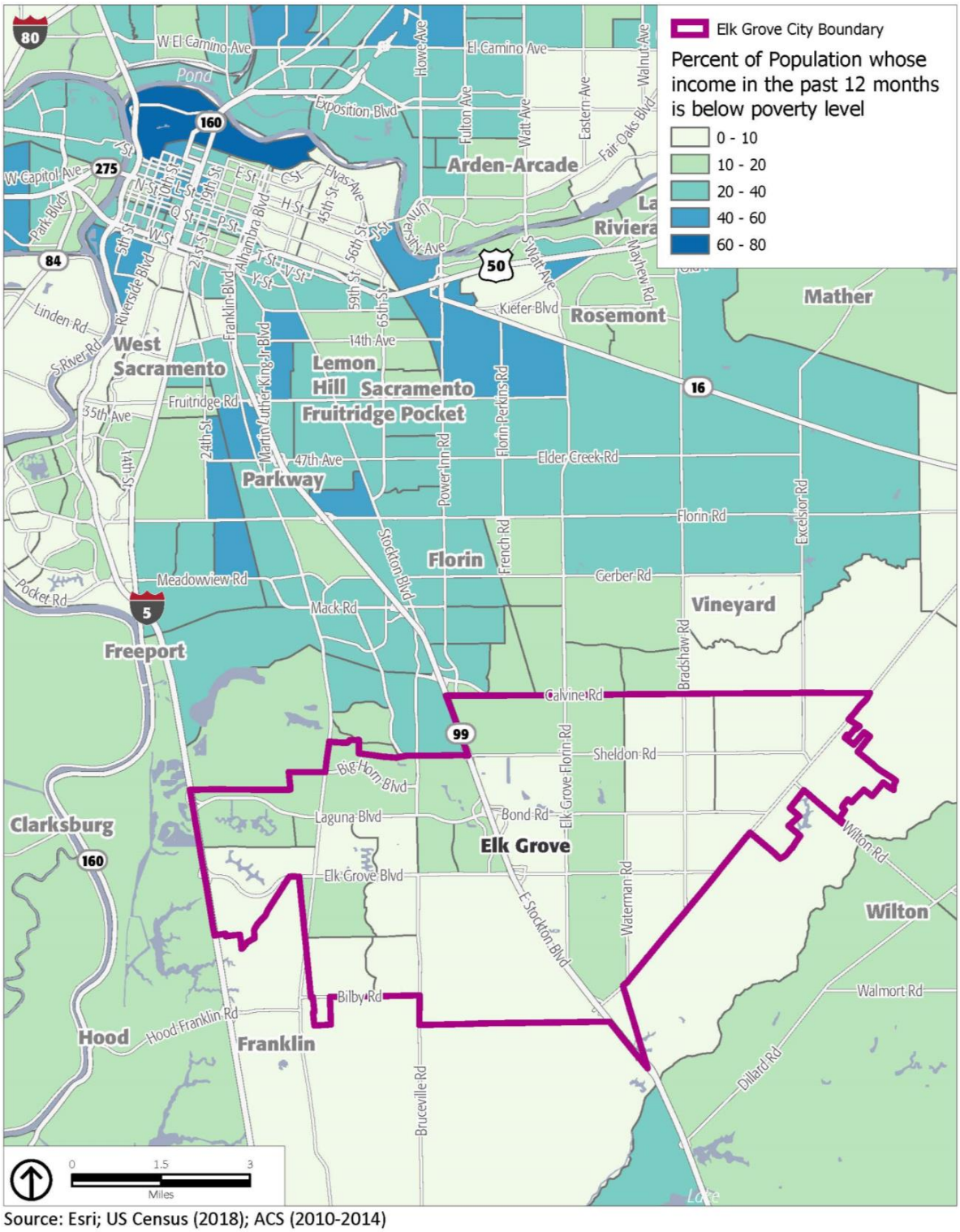
Source: Esri; HCD; PlaceWorks, 2021.

Figure A-2: Median Household Income



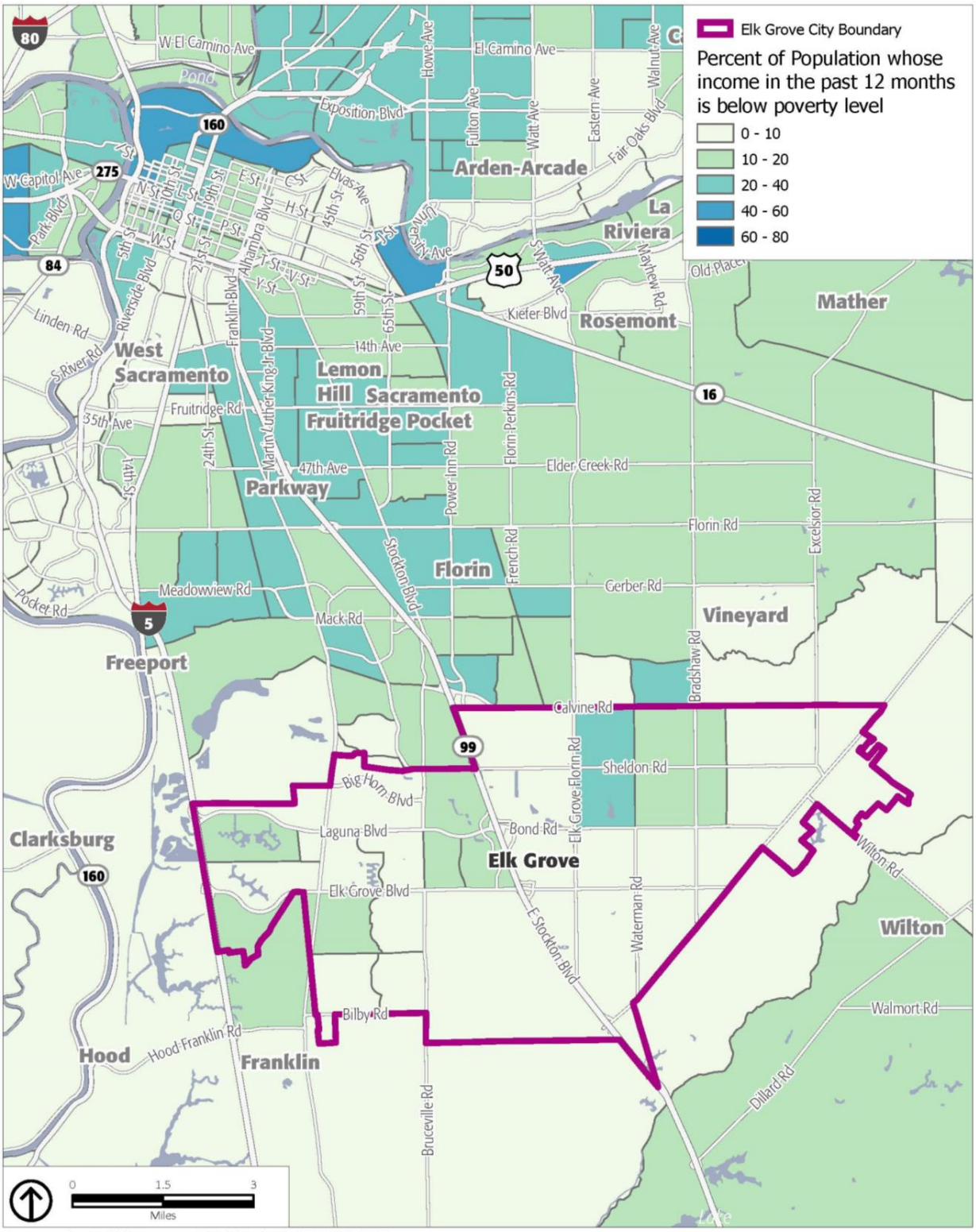
Source: Esri; US Census (2018); PlaceWorks, 2021.

Figure A-3: Poverty Status, 2014



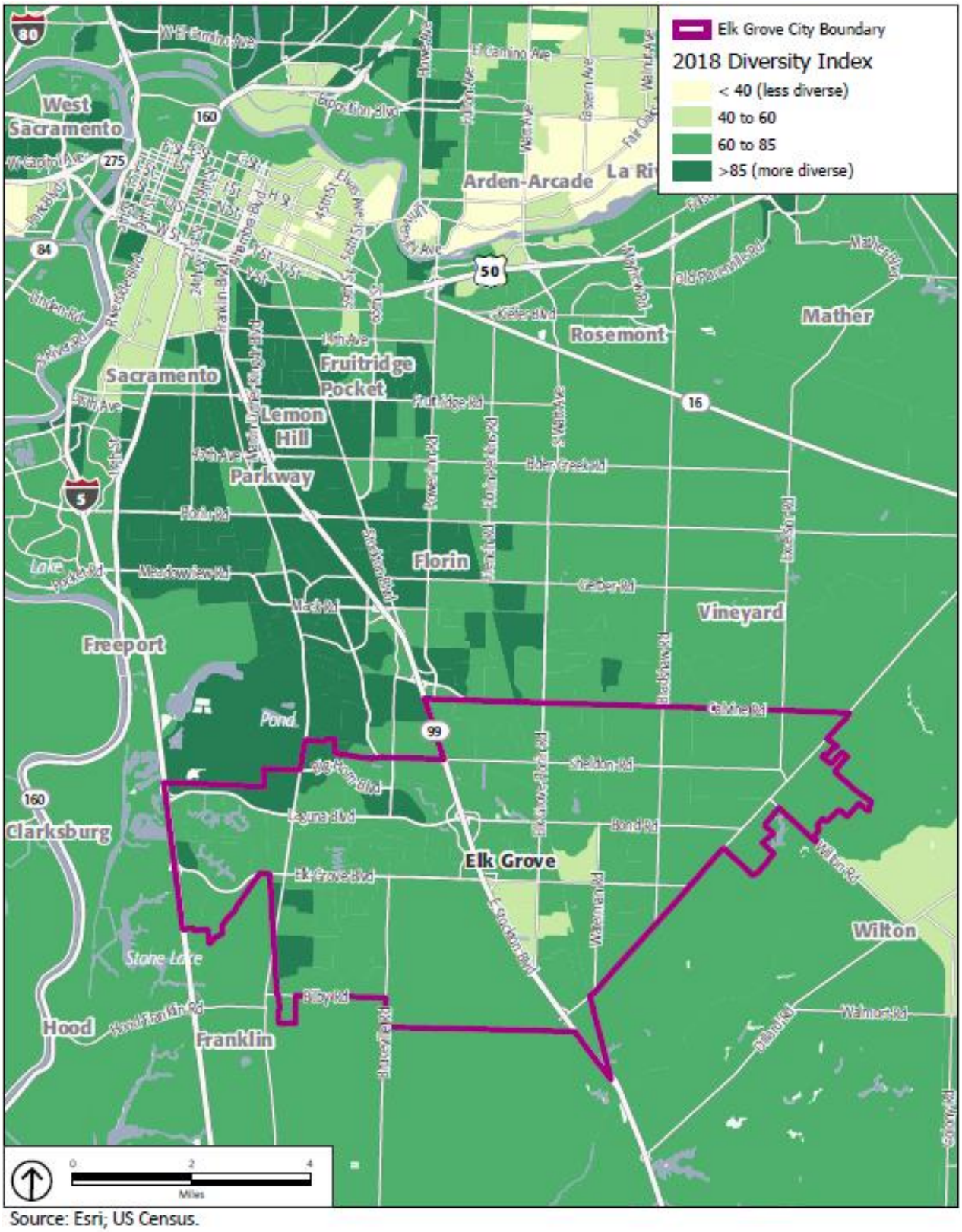
Source: Esri; US Census (2018); ACS (2010-2014)

Figure A-4: Poverty Status, 2019



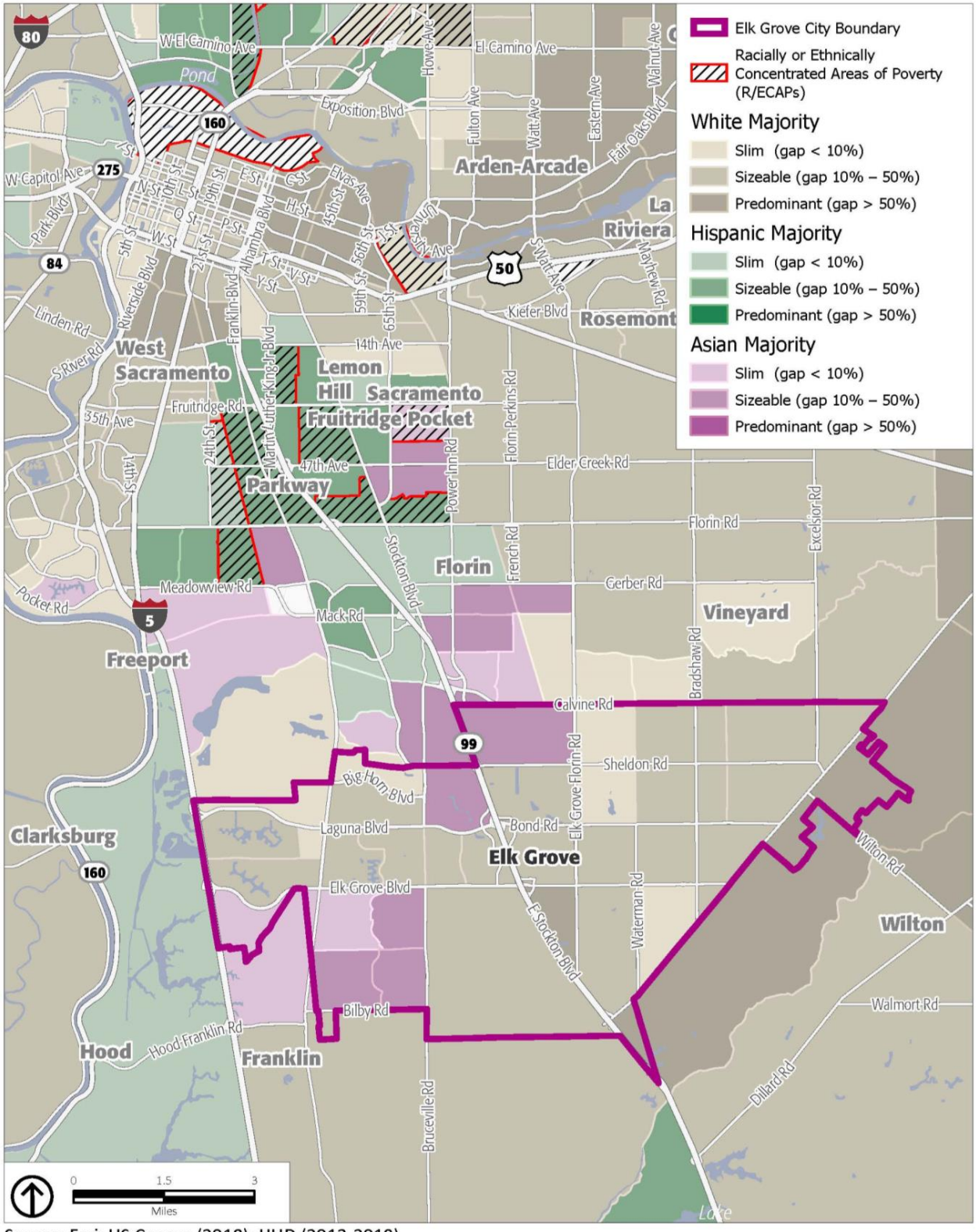
Source: Esri; US Census (2018); ACS (2015-2019)

Figure A-5: Diversity Index



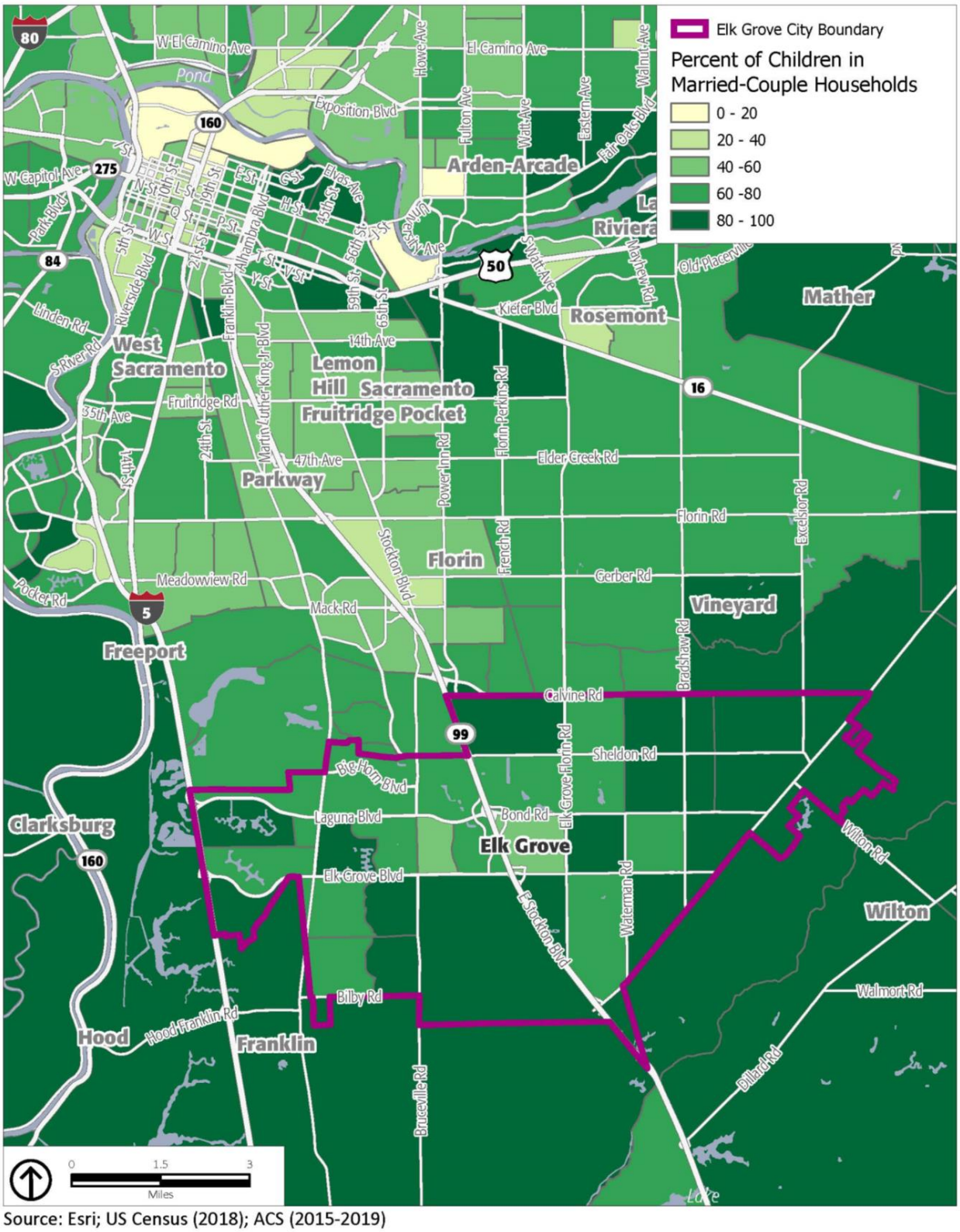
Source: Esri; US Census.

Figure A-6: Predominant Population



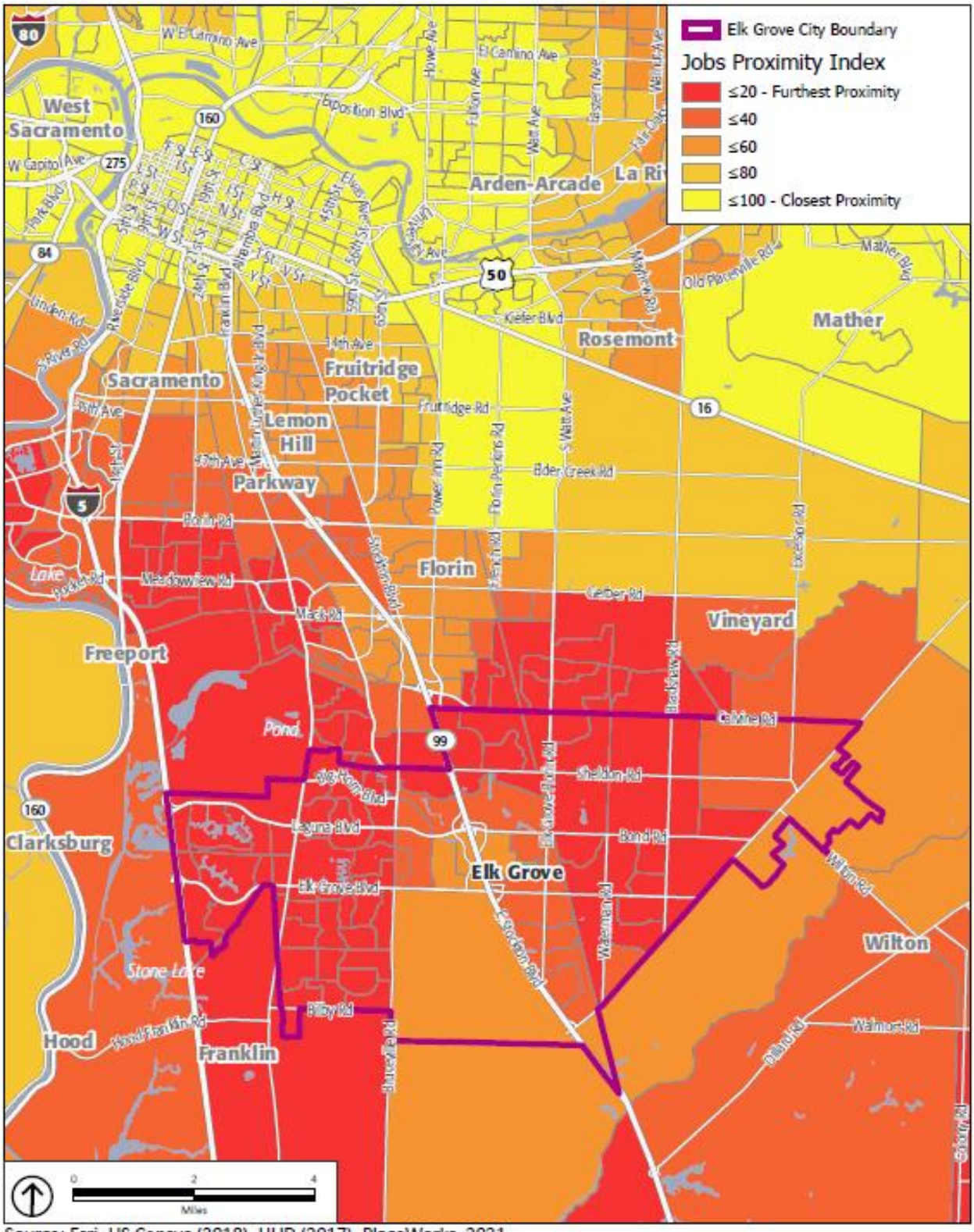
Source: Esri; US Census (2018); HUD (2013-2019)

Figure A-7: Familial Status – Married Couples with Children



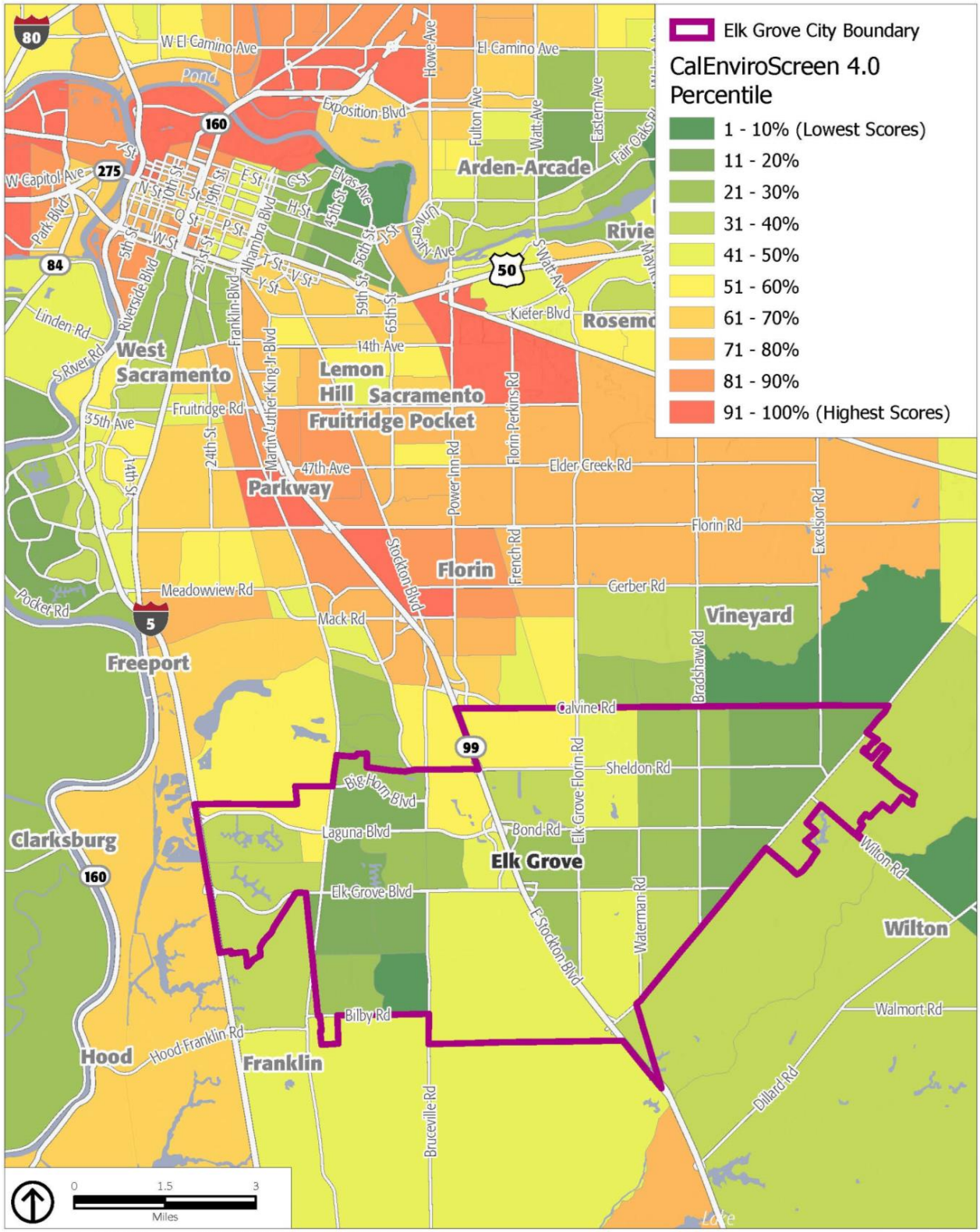
Source: Esri; US Census (2018); ACS (2015-2019)

Figure A-8: Proximity to Jobs



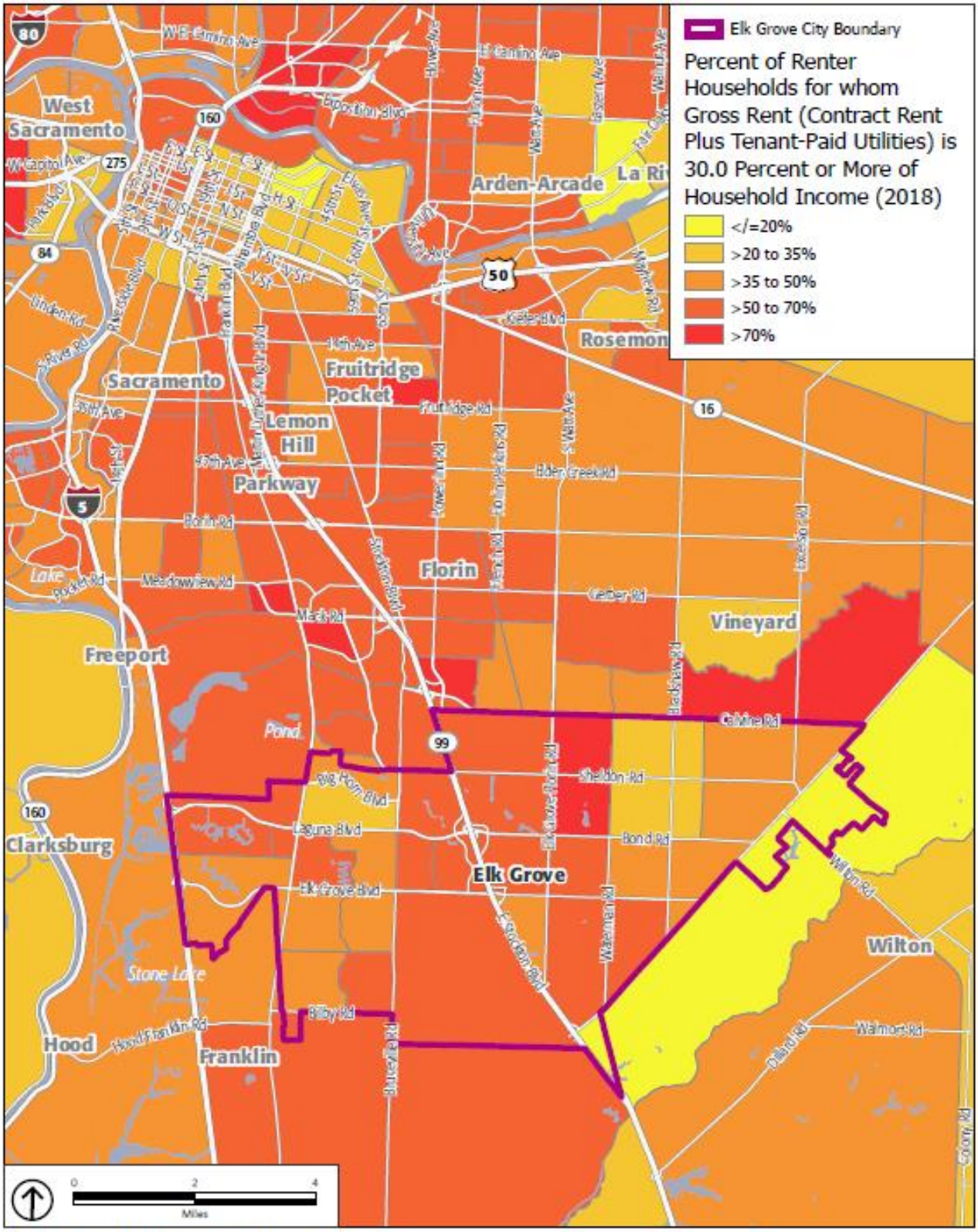
Source: Esri; US Census (2018); HUD (2017); PlaceWorks, 2021.

Figure A-9: Environmental Health Conditions



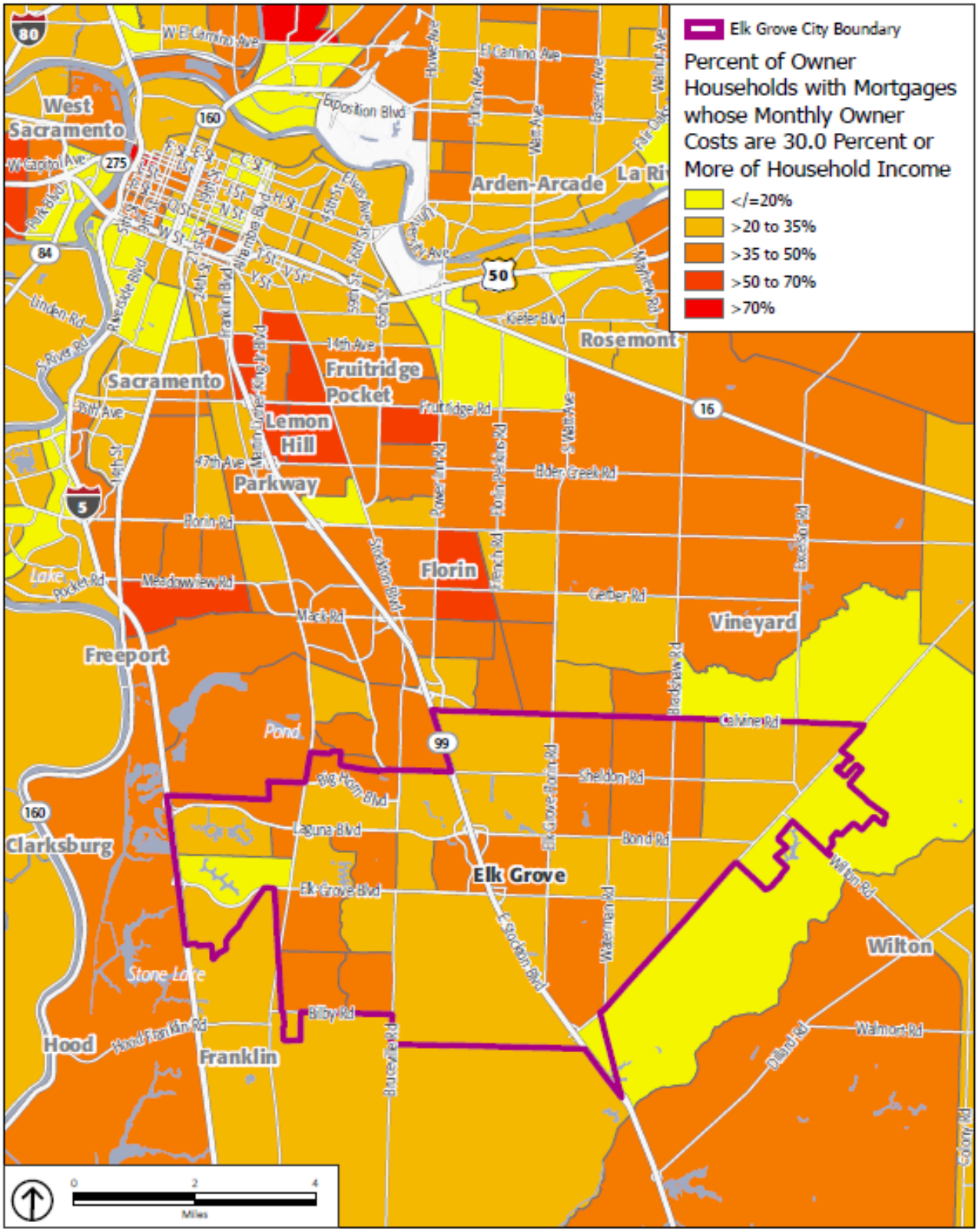
Source: Esri; US Census (2018); OEHHA, CalEPA (2021)

Figure A-10: Percent of Renters Overpaying for Housing



Source: Esri; US Census (2018); PlaceWorks, 2021.

Figure A-11: Percent of Owners Overpaying for Housing



Source: Esri; US Census (2018); PlaceWorks, 2021.

Elk Grove Vulnerability Assessment

October 2017

INTRODUCTION

Section 65302 of the California Government Code requires every general plan safety element to include a vulnerability assessment identifying the risks that climate change poses and the geographic areas at risk from climate change impacts. The research conducted for the Vulnerability Assessment (VA) summarized herein is the technical basis for informing policies in Elk Grove General Plan Chapter 8, Services, Health, and Safety.

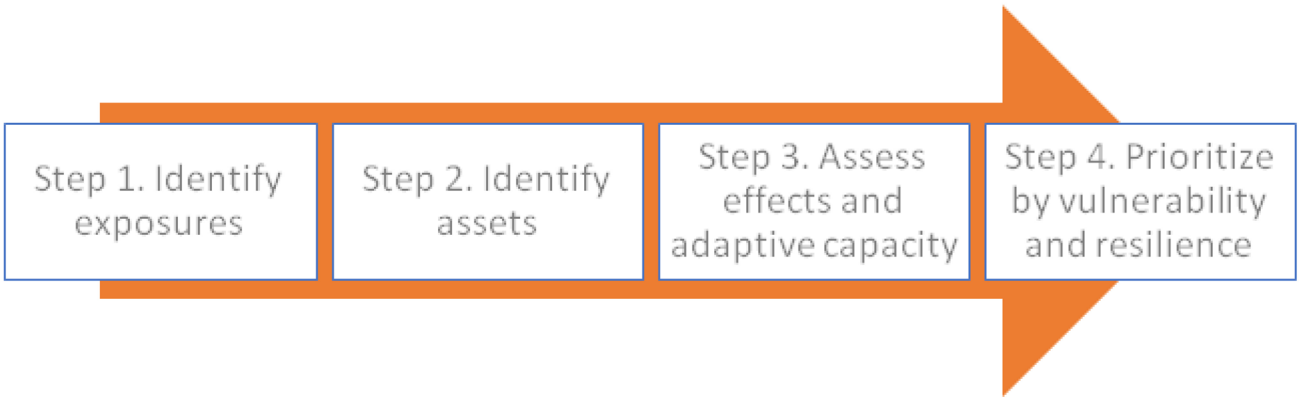
The VA is a best estimate of likely future conditions, based on local demographic projections and the most recently available scientific projections of future climate conditions, given current trends. Like most long-range plans, the Elk Grove General Plan considers the expected changes to population and the economy, and the needs of the community as a result of these changes; long-range expected changes are incorporated into this VA analysis. The VA builds on baseline conditions and anticipated future conditions summarized in the General Plan.

The VA includes a summary of the methods used in relation to the approach outlined in the California Adaptation Planning Guide, a summary of future conditions and vulnerabilities as determined by the assessment, identification of vulnerable populations and assets, and recommended policies for the General Plan.

METHOD

This vulnerability assessment was completed using a four-part process consistent with the approach outlined in the California Adaptation Planning Guide (Figure 1). The process addresses the following questions:

- What demographic conditions or climate change–related hazards (known as exposures) could occur in the planning area?
- What structures or populations in the planning area (known as assets) could be affected by the exposures?
- How would changes to demographics, the economy, or climate change–related hazards affect assets (known as effects), and how are those assets currently prepared to deal with such impacts (known as adaptive capacity)?
- What topics should adaptation strategies address?



This report uses information sources identified in the California Adaptation Planning Guide and assessments of existing conditions completed as part of the General Plan update process to identify specific assets in the Elk Grove Planning Area, which can include physical properties or structures, land uses, neighborhoods, key services and functions, natural resources, and specific populations. To identify vulnerability, this report first identifies how each exposure would affect each asset and how each asset might already be prepared to mitigate those effects. To determine the effects and adaptive capacity of individual assets, the authors keyed off the exposures identified by a Vulnerability Assessment prepared for the entirety of Sacramento County in 2017, referred to hereafter as the Sacramento County VA.[1] This analysis assesses how those exposures would affect assets in Elk Grove by considering existing and projected demographic and development patterns and then assigning a qualitative score for each. This report includes summaries and key outcomes from the vulnerability and resiliency assessment process.

PROJECTED CONDITIONS

As the City plans for the Elk Grove Planning Area at buildout, it is important to consider expected changes in socioeconomic and environmental conditions. This report uses baseline conditions information conducted for background studies completed for the City in 2016, using the US Census, the California Department of Finance, and other sources. It also uses projected population, housing, jobs, and land use densities identified in General Plan Chapter 3 as the best available demographic, economic, and climate change–related hazard projections for the Elk Grove community.

[1] See the County of Sacramento's Climate Change Vulnerability Assessment for the Sacramento County Climate Action Plan (January 2017). This assessment summarizes exposures identified in that report relevant to the Elk Grove Planning Area. For more detailed information and source data and mapping of hazard locations in the county, refer to the Sacramento County report.

DEMOGRAPHIC CHANGE

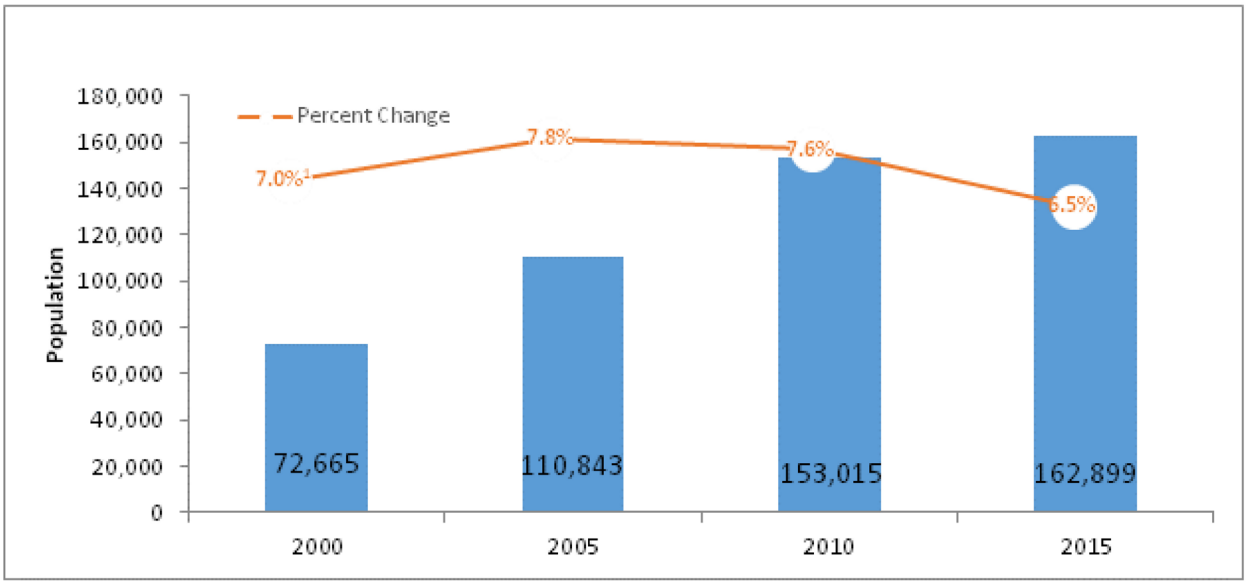
This section describes population and employment patterns both current, as of 2015, and projected in the Elk Grove Planning Area using local studies, as well as California Department of Finance, US Census Bureau, and Sacramento Area Council of Governments (SACOG) data and projections. An understanding of expected demographic conditions absent changes to the existing planning framework (known informally as "business-as-usual" conditions) allows the City to understand what changes could best shift development to reduce vulnerability to natural hazards in the future.

Population

Since the last comprehensive General Plan update in 2003, the City has seen significant population growth. The population in Elk Grove at the time of the 2000 US Census was 72,665. The 2015 population, at 162,899, is more than double that of 2000 (DOF 2015). The annexation of Laguna West in 2003 contributed to that expansion, adding a population of approximately 13,000 to the City.

The total number of housing units in 2015 was 52,723 with 49,939 occupied (DOF 2015). Figure 1 displays population growth in Elk Grove between 2000 and 2015.

FIGURE 1
CITY OF ELK GROVE POPULATION 2000–2015



Sources: Elk Grove 2014a, 2014b; US Census Bureau 2013a; SACOG 2008a; DOF 2015

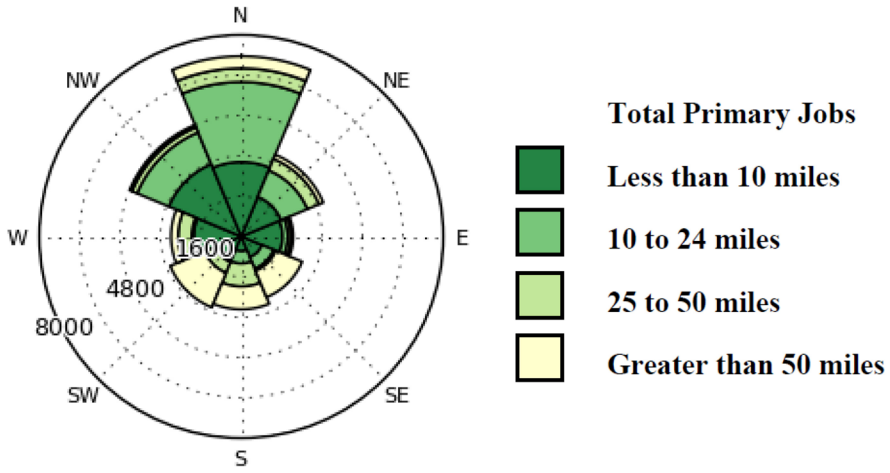
[1] 7.0% reflects change from 1990

As the population grows, it is also anticipated to become more diverse. A diverse population generally means a greater spread in economic, educational, and social connections. It will also likely mean multiple languages spoken and more community members for whom English is a second language.

Employment

Elk Grove is the second largest city in Sacramento County and in the Sacramento-Roseville-Arden-Arcade Metropolitan Statistical Area. Within the metro regional context, Elk Grove may be considered a "bedroom community," with a large number of residents who live in the community but work elsewhere. Of those who reside in Elk Grove as identified by the 2015 Census OntheMap application, more than 56,000 residents currently work outside the City limits, with the majority of them commuting into Sacramento, as shown in Figure 2.

FIGURE 2
DISTANCE AND DIRECTION OF ALL ELK GROVE RESIDENTS WORKERS, 2015



Source: US Census "OntheMap" Application, 2015 <https://onthemap.ces.census.gov>

Development Pattern

The General Plan accommodates ongoing steady growth, including the addition of new residential and employment areas within the City and in Study Areas established in adjacent locations that are currently undeveloped or used for agricultural purposes. Table 1 identifies anticipated development, including dwelling units and employees, at buildout of the General Plan. As shown in the table, the City anticipates significant growth in the number of residents and an even greater increase in the number of jobs. This growth and development will occur as both infill and as new development in areas outside the existing City limits, requiring expanded infrastructure, including roadways, water and sewer facilities, electric and gas power facilities, and communication lines. The entire Planning Area, which includes both current citywide development and future growth areas, is assessed for exposures to hazards and potential vulnerabilities.

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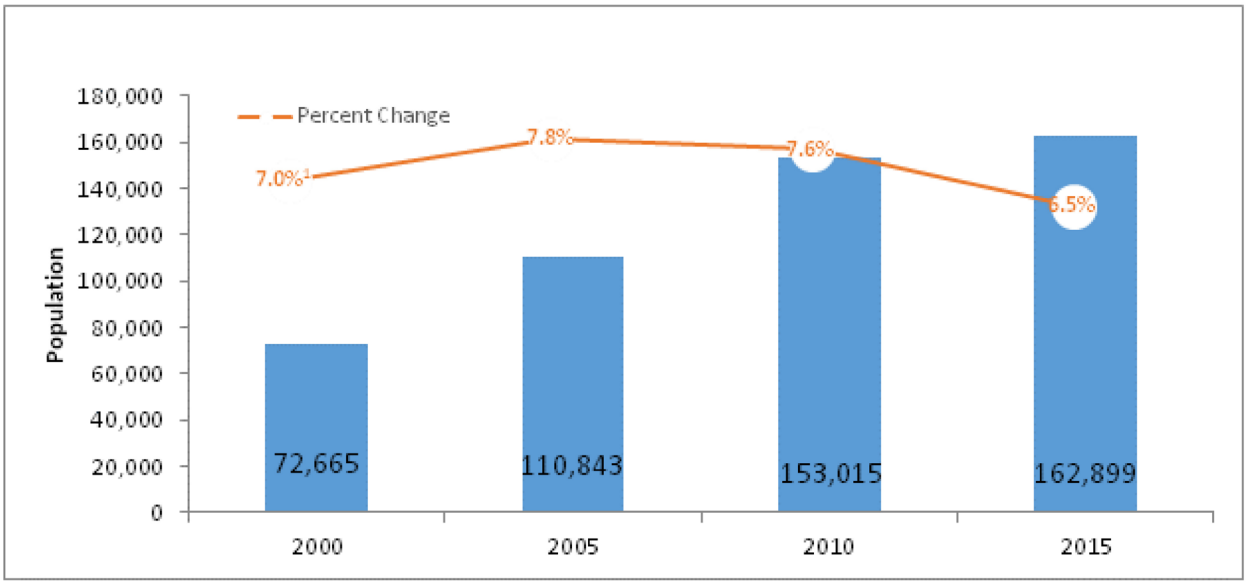

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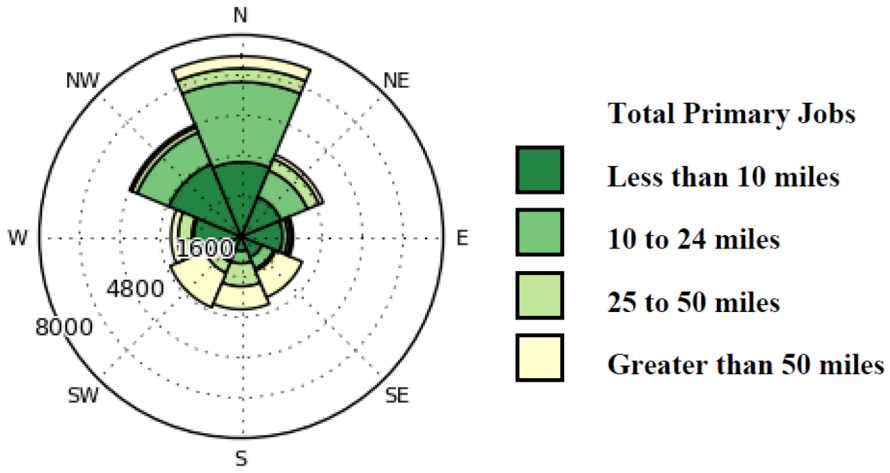

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Urban Heat Island Effect

Locations where development dominates the landscape experience higher temperatures due to the Urban Heat Island Effect (UHIE), compared to landscapes that support mostly landscaped or natural vegetation features (e.g., grass, trees). Human-made materials, such as asphalt and concrete, absorb heat and alter microclimate conditions by several degrees Fahrenheit, exacerbate emissions of air pollutants, and increase the rate of photochemical production of ozone. Because much of Elk Grove is urbanized, and more of the City will become urbanized as a result of land use policy in the General Plan, man-made materials will absorb additional heat in the coming decades. However, the effects of the UHIE are heavily influenced by local wind patterns and can be distributed regionally. The California Environmental Protection Agency (CalEPA, as cited in Sacramento County VA) has developed a study and an interactive map to track the effects of the UHIE throughout the State. This study shows that UHIE impacts are largely dispersed in Sacramento County by maritime wind patterns, locally known as the Delta Breeze. The Delta Breeze causes incremental increases in temperature that are more pronounced in the northern portion of the county but help disperse the effects in Elk Grove and the rest of the southern part of the county.

Changes in Precipitation Patterns

Global climate change will affect physical processes and conditions beyond average temperatures. Historic precipitation patterns could be altered because of climate change. Depending on location, precipitation events may increase or decrease in intensity and frequency, and are difficult to predict (SACOG 2015:11). While projections generally show little change in total annual precipitation in the State and trends are not consistent, even modest changes could significantly affect California ecosystems that are conditioned to historical precipitation timing, intensities, and amounts. Reduced precipitation could lead to higher risks of drought, while increased precipitation could cause flooding and soil erosion (CNRA 2014:25, as cited in Sacramento County VA).

Cal-Adapt cites a historical annual average rate of precipitation of about 18 inches for Elk Grove. Overall precipitation in Elk Grove is expected to increase slightly to 21 inches. That precipitation may occur with altered timing and intensities than have been the case historically.

Shifts in precipitation across the state are likely to result in the secondary climate impacts discussed below as they relate to Elk Grove.

Snowpack

Changes in weather patterns resulting from increases in global average temperature could bring about a decreased proportion and total amount of precipitation falling as snow. This phenomenon is predicted to result in an overall reduction of snowpack in the Sierra Nevada. Based on historical data and modeling, the California Department of Water Resources (DWR) (2008:4, 2013:3-64) projects that the Sierra Nevada snowpack will decrease by 25 to 40 percent from its historic April 1 average of 28 inches

of water content by 2050 and 48 to 65 percent by 2100. Runoff from precipitation and snowmelt from the Sierra Nevada is the main source of surface water supply in the Elk Grove Planning Area, as well as in the entire Sacramento region and much of the rest of the State.

Surface Water

The Sacramento County Water Agency's (SCWA) (2016) South Service Area and Central Service Area supply water in the incorporated City and Study Areas. The South Service Area is supplied by a mix of surface water, groundwater, and recycled water and consists of one pressure zone. During the summer months, irrigation and agricultural runoff are the main sources of surface water. Most streams are intermittent and historically dry during the summer; however, urbanization and agricultural practices have resulted in low summer flows consisting of runoff. Laguna Creek is the primary water feature flowing through the Planning Area. Other major waterways in the Planning Area include Elk Grove Creek, Whitehouse Creek, Franklin Creek (aka Shed B), Toad Creek (aka Laguna Creek Tributary #1), Sheldon Creek, Shed C channel, Strawberry Creek, and Deer Creek. The flow regimes of these waterways depend on spring and summer snowmelt in the Sierra Nevada. The ability of snowpack to retain water and release it gradually is fundamental to water supply planning in Elk Grove and throughout the watersheds of the Sierra Nevada.

Surface water flowing to Elk Grove comes through a series of dams constructed to support the State Water Project and the Central Valley Project. These dams and reservoirs, combined with a network of smaller dams and canals, are designed to protect Sacramento from flooding while also helping to provide California with water security during droughts. Dams also provide flood protection for areas of the State located in floodplains, including small portions of the Elk Grove Planning Area.

Pursuant to Section 9503 of the SECURE Water Act, the US Bureau of Reclamation (USBR) is authorized to evaluate the risks and impacts of climate change in the Sacramento River Basin, which is detailed in the Sacramento and San Joaquin Climate Impact Assessment. The report incorporates an overview of the current climate and hydrology of California's Central Valley as well as projections of hydrologic changes that the basin may experience as a result of climate change. The report projects a north-to-south trend of decreasing annual average precipitation throughout the twenty-first century. Additionally, the report predicts a shift to an increase in the rate of winter runoff and a decrease in precipitation falling as snow in the winter months (USBR 2014, as cited in Sacramento County VA). These shifts in precipitation patterns may result in an exceedance of surface water capacity earlier in the year. If flow rates exceed the capacity of reservoirs in the Sacramento and American river watersheds, fresh water would need to be released to accommodate river flow, which comprises a source of potable water that previously would have been stored in the Sierra Nevada snowpack. These conditions are already affecting summer water supply in the Planning Area.

Groundwater

The South Service Area is supplied partially by groundwater. Groundwater for the South Service Area is pumped from the South American River Subbasin of the Sacramento Valley Groundwater Basin. Groundwater recharge occurs primarily from the American and Cosumnes Rivers, with additional recharge from the Sacramento River and local streams. Groundwater stores are directly linked to surface water in the county and snowmelt in the Sierra Nevada; therefore, increased average temperatures and changes in the timing, amounts, and snow/rain form of precipitation could affect local aquifer recharge for groundwater supplies (Sacramento County 2011a). Groundwater use typically increases during droughts. Due to increased uncertainty in the amount and timing of water availability and the stress placed on aquifers during droughts, Elk Grove may face increased challenges in providing adequate groundwater supplies to meet future demand.

Extreme Storms

Changes in precipitation patterns may result in less frequent but more extreme storm events. While the Planning Area is projected to experience an overall decrease in precipitation, the precipitation that will fall may have more intense characteristics, such as a high volume of rain falling over a shorter period with stronger and more destructive wind patterns. These storms may produce higher volumes of runoff and contribute to an increased risk of flooding. Impacts associated with flooding are discussed in greater detail below in the section titled Increased Flooding.

Increased Wildfires

Rising temperatures combined with changes in precipitation patterns and reduced vegetation moisture content can lead to a secondary impact of climate change: an increase in the frequency and intensity of wildfires. Changes in precipitation patterns and increased temperatures associated with climate change will alter the distribution and character of natural vegetation and the associated moisture content of plants and soils, according to the California Natural Resources Agency (2012b:11). Increased temperatures will increase the rate of evapotranspiration in plants, resulting in a greater presence of dry fuels in forests and creating a higher potential for wildfires (SACOG 2015:3).

Increased wildfire activity across the western United States in recent decades has contributed to widespread forest mortality, carbon emissions, periods of degraded air quality, and substantial fire suppression expenditures. Although numerous factors aided the recent rise in fire activity, observed warming and drying have significantly increased fire season fuel aridity, fostering a more favorable fire environment across forested systems.

Mapping conducted for the General Plan Safety Element shows that while wildfire and urban wildfire are ongoing concerns in the county, fire hazards in the mostly urbanized Planning Area are low. Urban wildfires could occur with greater frequency in areas where development has expanded into previously

rural areas. Grass fires and peat fires are the two main types of wildland fires of concern. Grass fires could occur in portions of the South and East Study Areas that are currently undeveloped.

Although urbanized Elk Grove itself is unlikely to experience increased fire risk directly, wildfires in the Sierra Nevada and areas outside the county affect air quality in the Planning Area. Wildland fires produce substantial emissions of particulate matter (i.e., smoke, soot), which may cause adverse health effects including restricted breathing and aggravation of existing respiratory and cardiovascular diseases in the short term, as well as alterations to immune systems and cancer from chronic exposure. Particulate matter from wildfire dissipates throughout the Central Valley, degrading air quality conditions for short or extended periods of time. The duration of wildfire-related particulate matter in the City's air is linked to wind patterns originating from the Sacramento-San Joaquin Delta. As previously discussed, the phenomenon known as the Delta Breeze affects the severity of wildfire-related air pollution and will generally move pollutants north and away from Elk Grove.

Increased Flooding

Climate change is likely to lead to changes in the frequency, intensity, and duration of extreme storm events, such as heavy precipitation amounts with increased rainfall intensity. Further, increases in annual temperature may result in earlier and more rapid melting of the Sierra Nevada snowpack, which could lead to an increase in flow rate of surface waters in the Elk Grove Planning Area. These projected changes could lead to increased flood magnitude and frequency and could place more pressure on the City and the entire region's systems and economy with higher risk of damage to land, buildings, roads, and crops (IPCC 2007:14). While it is uncertain precisely how and to what extent climate change will affect flooding events in the Planning Area, it is reasonable to expect that an increase in flooding could have serious ramifications because the area is already considerably vulnerable.

Flooding affects a large part of the Planning Area. The areas most susceptible to flooding are the eastern portion of Elk Grove where major drainage facilities have not been built and stormwater flows in either natural channels or small ditches whose capacity is frequently exceeded. In the Rural Area of Elk Grove, local flooding is widespread but generally minor; the flat land causes floodwaters to spread out, reducing threats to life. Along the eastern and southern edges of the Planning Area, the Cosumnes River represents a major flood hazard. The Cosumnes River is the last river in California that remains undammed along its entire length, so flooding caused by this river can be extensive. Factors that directly affect the amount of flood runoff include precipitation amount, intensity, and distribution, the amount of soil moisture, seasonal variation in vegetation, snow depth, and impermeability of surfaces due to land use decisions, development patterns, building and infrastructure material choices, and project designs. Placement and integrity of existing levees and reservoir operation for flood control are also important factors. Intense storms may overwhelm local waterways, as well as threaten the integrity of flood control structures. Historically, flooding has constituted the most frequent natural hazard experienced in Elk Grove.

The characteristics of the Sacramento, American, and Cosumnes Rivers also contribute to the potential for Delta flooding to occur. The watersheds of these rivers converge at the Sacramento-San Joaquin Delta, and as agricultural interests continue to farm land and contribute to subsidence, levees in the Delta become more vulnerable to breaching (Sacramento County 2011). As this land continues to subside, coupled with the potential impacts of sea level rise (discussed below), additional strain may be placed on the Delta levee system. In addition, catastrophic Delta flooding from levee failure could occur as result of a seismic event.

Flooding in the Delta will be dependent on the resilience of the existing levee system, which is undergoing deterioration due to several stressors beyond land subsidence. According to the US Geological Survey, approximately 100 levee failures have occurred since the early 1890s. Unlike levees, which protect against intermittent periods of high volumes of water (e.g., flood), the Delta levees must provide consistent yearlong flood protection because a notable quantity of land in the Delta lies below sea level (Delta Stewardship Council 2013, as cited in Sacramento County VA). The Delta levees experience erosion and sloughing due to river velocity and wind-driven wave wash, thus requiring ongoing maintenance, which is often impeded due to a lack of funding.

Creek flooding, or flash flooding, may also occur along any of the seven creeks and channels running through the Planning Area. Flash floods occur in localized areas as a result of heavy rainfall on relatively small drainage areas. These flood events are short term in nature and generally occur in the winter and spring.

As discussed in General Plan Chapter 8, Services, Health, and Safety, small portions of the City, most notably in the Laguna West neighborhood, are susceptible to 100-year and 200-year flooding. As climate change leads to more extreme storms and other factors, these areas are likely to experience flooding more frequently and to a wider extent.

Sea Level Rise

Although located about 100 miles inland from the Pacific Ocean, portions of Sacramento County may be affected by the sea level rise effects of climate change. The average global sea level rose approximately 7 inches during the last century.

Cal-Adapt indicates that due to flow connectivity between the San Joaquin Delta and the ocean, sea level rise would exacerbate local storm-related flood events. However, Cal-Adapt shows that the projected areas at risk for inundation in such an event do not include the Elk Grove Planning Area itself but do affect large portions of the nearby region and connected farming communities and critical roadways nearby. Because of the impact on neighboring communities, Elk Grove may also be impacted in terms of connectivity and economic and social productivity.

VULNERABLE POPULATIONS

As recommended by the California Adaptation Planning Guide, this Vulnerability Assessment identifies existing and projected populations, functions, and structures in the Elk Grove Planning Area that may be affected by anticipated exposures to climate change impacts and their degree of sensitivity. These categories are defined by the Sacramento County Climate Change Vulnerability Assessment as:

- Population: Both the general human population and segments of the population that are most likely to be sensitive or vulnerable to climate change impacts. This applies particularly to non-English-speaking or elderly populations who may require special response assistance or special medical care after a climate-influenced disaster, and to disadvantaged communities. In collaboration with California health departments across the state, the Public Health Alliance (PHA) has developed the California Health Disadvantage Index (HDI), which uses 27 economic, social, environmental, and health data indicators to illustrate which communities are considered the most and least disadvantaged. Sample HDI indicators include economic security, educational and employment opportunity, civic engagement, neighborhood quality, and premature mortality.

- Functions: Includes facilities that are essential to the health and welfare of the whole population and are especially important following climate-influenced hazard events. These facilities include hospitals, medical facilities, police and fire stations, emergency operations centers, evacuation shelters, and schools. Transportation systems, such as airways (e.g., airports and highways), bridges, tunnels, roadways, railways (e.g., tracks, tunnels, bridges, rail yards), and waterways (e.g., canals, seaports, harbors, piers) are also important to consider. Lifeline utility systems such as potable water, wastewater, fuel, natural gas, electric power, and communications are also critical for public health and safety. Functions also include other economic systems such as agriculture, recreation, and tourism, as well as natural resources within a community, including various plants and animal species and their habitats.

- Structures: Includes the structures of essential facilities noted above such as residential and commercial infrastructure, institutions (i.e., schools, churches, hospitals, prisons), recreational facilities, transportation infrastructure, parks, dikes and levees, and water and wastewater treatment infrastructure. It also includes high potential loss facilities, where damage would have large environmental, economic, or public safety considerations (e.g., nuclear power plants, dams, military installations). This category also includes hazardous material facilities that house industrial/hazardous materials.

Given that climate change exposures at the local scale are inherently uncertain, the Adaptation Planning Guide recommends that communities conduct a qualitative assessment. This assessment therefore discusses the potential impacts of each hazard identified above in general terms on vulnerable populations, functions, and structures, and identifies which, if any, of these groups are especially impacted and the challenges posed for Elk Grove. Policies and actions that could provide adaptive capacity are included for each hazard.

Increased Temperature

Vulnerable Assets

Population

Higher frequency of extreme heat conditions can cause serious public health impacts, increasing the risk of conditions directly related to heat such as heat stroke and dehydration (CNRA 2012:3 as cited in Sacramento County VA). Exposure to excessive heat may lead to heat-related illnesses such as heat cramps, heat exhaustion, and heat stroke. Higher temperatures also worsen air quality through increased air pollution, such as from ozone formation and particulate matter generation (e.g., wildfire smoke), which poses a health hazard to vulnerable populations. Children, the elderly, and persons with preexisting chronic diseases are particularly susceptible to respiratory and cardiovascular effects from air pollution. Further, elderly persons have a reduced ability to acclimatize to changing temperatures and are more likely to live alone with limited mobility, which can exacerbate the risk of extreme heat. Those with Alzheimer's disease and dementia are particularly susceptible due to an inability to notice rising temperatures and failure to stay hydrated or turn on the air conditioning. Agricultural workers are particularly vulnerable to heat-related illnesses because of their unavoidable outdoor exposure during work hours. Disadvantaged communities may face greater challenges in dealing with extreme heat. Low-income populations may live in aging buildings with poor insulation, leading to higher costs associated with air conditioning. Since lower-income and disadvantaged populations may overlap with populations that speak and read English as a second language, residents may face challenges in knowing what resources and refuges are available to them.

Functions and Structures

Roadway, bridge, and rail degradation is exacerbated by prolonged exposure to extreme heat, which may present unsafe road conditions for motorists, bicyclists, and pedestrians. Extended periods of extreme heat may lead to increased risk of power outages and blackouts. High temperatures decrease the efficiency of power transmission lines, while demand for electricity simultaneously goes up as operation of air conditioners and cooling equipment increases. This results in more frequent blackouts and could affect the operation of infrastructure (SACOG 2015:23) and the economic output of businesses, and further jeopardize vulnerable populations as they lose access to air conditioning and other key health technology requiring electric power.

Prolonged periods of high heat will also impact agricultural production, killing crops and harming livestock. These impacts will harm the agricultural economy that is a component of Elk Grove's community and economy, and at the regional level could raise the price of basic food goods.

Recommended Adaptive Capacity Policies and Actions

- Develop a guide of City procedures in the event of severe weather conditions such as excessive heat, including the deployment of emergency services, opening of local cooling shelters, and community notification procedures.
- Coordinate with the Sacramento County Office of Emergency Services and Sacramento County Public Health Department to provide information to vulnerable populations on the resources available and the key actions to take both for mitigation on their property in preparation of excessive heat events and for services during such events.
- Participate in the regional leadership organization, Valley Vision, which has launched the Business Resiliency Initiative (BRI) to help reduce the risks and economic impacts of potential disasters related to extreme weather.
- Utilize cool pavements and higher-albedo impervious materials in construction of new roadways, as well as trees and foliage along rights-of-way.
- Allocate funding to address anticipated additional repairs to damaged infrastructure that will be required due to increased stress from climate effects such as extreme heat and storms.

Precipitation Patterns

Vulnerable Assets

Changes in precipitation in the Sierra Nevada, although far from the Elk Grove Planning Area, may have the greatest impact on the community. Increasing temperatures in the mountains, which result in hastening snowmelt and less captured water runoff into local watersheds (e.g., Sacramento and American Rivers; Morrison, Dry, Deer, and Laguna Creeks), are already affecting both surface water and groundwater supplies that serve Elk Grove. Over the past century, the Sacramento River basin has seen runoff decrease more than 20 percent during the late spring and summer months when the greatest recharge historically occurred. This decrease indicates that a greater percentage of annual runoff in this major river system is occurring outside the traditional snowmelt season, likely because of earlier onset snowpack melt. Compounding this problem is the overall reduction in the amount of snowpack. If runoff shifts to earlier in the year, which has already begun to occur, runoff can flow into reservoirs when flood control dictates reservoir storage and release requirements affecting the amount of runoff that can be stored for future use, resulting in reduced storage (CDFA 2013:20, as cited in Sacramento County VA). As a result, even though precipitation in Elk Grove itself may increase slightly, local water agencies could struggle in the future to provide adequate water supplies to local residents and businesses. Groundwater sources underlying the City may experience similar changes. Water users could face shortages in normal or dry years if demand continues to increase.

Population

Reduced and altered timing of water flows from the Sierra Nevada, as described above, in combination with a population increase in Elk Grove and the surrounding region, will likely affect the quality and quantity of water supplies. As water flow decreases, the temperature of the water generally increases, the concentration of pollutants and contaminants in water may increase, and algae blooms can occur, all of which would degrade water quality and can carry illness-producing bacteria. In October 2015, Sacramento County experienced algae blooms in the Sacramento River and posted hazard signs advising humans and animals to stay out of the water. Those relying on wells or groundwater, notably in Elk Grove's Rural Area, may also face challenges in meeting water demands as rates of groundwater recharge decline (CalBRACE 2015, as cited in Sacramento County VA). In years with especially low water flows and snowpack, Elk Grove may need to implement very strict restrictions on water usage by the community.

Lower flows in the surface water bodies feeding into the Delta are already impacting species like delta smelt, Chinook salmon, white sturgeon, and other threatened or endangered fish species. Drought conditions can support the spread of vector-borne illness.

Coupled with higher temperatures, reduced levels of precipitation could also result in unseen, stagnant pools of water that provide conditions for the breeding of mosquitoes and the spread of mosquito-borne illnesses, such as dengue fever, West Nile virus, and Zika virus. Vulnerable populations susceptible to these diseases include the elderly and people with compromised immune systems or chronic illness.

Functions and Structures

Hydropower, from dams along several water bodies fed by Sierra Nevada snowpack, supplies almost 15 percent of electricity for the Sacramento region. A declining volume of snowmelt coupled with earlier periods of melting could have severe consequences for the region's hydro-electricity generation. Power loss associated with extreme storms may disrupt communications and information technology systems, as well as backup pumps and generators that power hospitals, drainage pumps, and other critical operations. Additionally, the potential loss in groundwater supplies could result in land subsidence wherein a gradual settling or sudden sinking of the earth's surface occurs. The effects of subsidence could impact houses and other structures such as transportation infrastructure, cause failure of water well casings, and result in changes to the elevation and gradient of stream channels, drains, and other water transport structures (CNRA 2014:235, as cited in Sacramento County VA).

Watersheds and reservoirs located near the Elk Grove Planning Area offer an array of recreational opportunities and contribute to a recreation-supported portion of the economy. Reduced levels of river flow in watersheds near the Planning Area could also affect river-based economic and recreational opportunities.

Similarly, reduced water supplies may affect agricultural irrigation, stressing output and the agriculture-based economy that is essential to Elk Grove and the surrounding region.

Recommended Adaptive Capacity Policies and Actions

- Work with the Sacramento County Water Agency (SCWA) and water utilities to support programs and conservation activities intended to help water customers voluntarily conserve approximately 10 percent over time.
- Enforce the water conservation ordinance and encourage public reporting of violations.
- Continue to participate in the Sacramento Stormwater Quality Partnership to educate and inform the public about urban runoff pollution, work with industries and businesses to encourage pollution prevention, require construction activities to reduce erosion and pollution, and require developing projects to include pollution controls that will continue to operate after construction is complete.

Increased Wildfires

Vulnerable Assets

Increased temperatures, changes in precipitation patterns, and reduced moisture content in vegetation during dry years associated with climate change are expected to increase the potential severity of wildland fire both within and beyond the boundaries of the county. As discussed in the section titled Exposures, increased temperatures and reduced precipitation in the broader region are predicted to lead to an increase in the total area burned by grassland fire, especially in the foothill areas in the eastern portion of Sacramento County. Grassland fires also ignite in open spaces and parkway areas, in particular along the American River Parkway. Typically, these fires are human caused and can result in substantial habitat loss and severe economic impacts.

A changing climate is also expected to subject forests outside the county to increased stress due to drought, disease, invasive species, and insect pests. These stressors are likely to make forests more vulnerable to catastrophic fire (Westerling 2008:231, as cited in Sacramento County VA). An increased rate and intensity of wildfire in coniferous forests in the Sierra Nevada could adversely impact populations, functions, and structures in Elk Grove.

Population

Because the Elk Grove Planning Area is mostly urbanized, the most significant impact of wildfire to vulnerable populations is reduced air quality from fires burning elsewhere in the region affecting residents' respiratory health. Particulate matter (i.e., soot, smoke), carbon monoxide, nitrogen oxides, and other pollutants are emitted during the burning of vegetation. It can cause acute (short-term) and chronic (long-term) cardiovascular and respiratory illness, especially in vulnerable populations such as

the elderly, children, agricultural and outdoor workers, and those suffering from preexisting cardiovascular or respiratory conditions (CRCRC 2014). Because of the breezes that frequently come through Elk Grove, residents can be subjected to degraded air quality from nearby and distant fires. It is anticipated that more frequent and intense wildfires would produce harmful respiratory conditions that could aggravate chronic illnesses in susceptible populations as well as cause acute illness in more resilient populations. Further, as future wildfires burn at higher intensity and for longer durations, periods of exposure to air pollutants will become more frequent and prolonged, causing increased rates of acute and chronic respiratory and cardiovascular illness, and increased emergency room visits and hospitalizations.

Functions and Structures

Fire activity in the Sierra Nevada region may damage energy infrastructure. Much of the infrastructure that provides electricity for Elk Grove, such as transmission lines and hydroelectric facilities, is located in areas predicted to be more frequently affected by wildfire as a result of climate change. Further, even if direct damage does not occur to a transmission line from a wildfire, the transmission capacity of a power line can be affected by heat, smoke, and particulate matter (SMUD 2012).

Recommended Adaptive Capacity Policies and Actions

- Facilitate implementation of measures identified in Metro Fire's Community Wildfire Protection Plan (CWPP) to protect human life and property, critical infrastructure, and natural resources associated with wildfire.

- Distribute information from the Sacramento Metropolitan Air Quality Management District to the public on the status of air quality on a daily basis, provide alerts on poor air quality days, and include educational materials on the health effects of air pollution.

Increased Flooding

Portions of Elk Grove are vulnerable to flooding, including several hundred existing residents and businesses. The broader region is extremely vulnerable to flood. Over the past few decades, the Sacramento region has experienced significant, sometimes devastating, flooding. The most notable recent flooding occurred in 1986, 1995, 1997, and 2006. While it is uncertain exactly how climate change will affect flooding events in Elk Grove and to what extent, any increase in flooding is highly likely to have serious ramifications, because portions of the population reside in existing floodplains and because the broader region as a whole is vulnerable.

Vulnerable Assets

Population

Populations in Elk Grove most likely to be directly adversely affected are those living in 100-, 200-, and 500-year floodplains. Flooding-related impacts will likely disproportionately affect populations considered socially vulnerable, especially those of lower income. Low-income populations generally suffer higher mortality rates and their homes sustain greater damage due to the age of the housing stock and its location. Further, low-income households may not be able to afford structural upgrades or flood insurance to mitigate the effects of flooding associated with dam failure or levee collapse (Burton and Cutter 2008:144). Low-income households may also lack transportation and other resources to respond to or evacuate during a flood event. These households may not have sufficient financial reserves to afford appropriate flood insurance or pay for the costs to recover from flooding.

Flood events also contribute to the spread of disease and illness. Floodwaters uplift substances including dirt, oil, animal waste, and lawn, farm, and industrial chemicals and carry them downstream, contributing to degraded water quality in receiving streams. Stagnant flood pools can become breeding grounds for mosquitoes, which may lead to an increase in vector-borne diseases.

Functions and Structures

An increase in the number of severe storms and following severe flood events may impact streamside land, buildings, roads, and crops. Some of the levees adjacent to the Sacramento and American Rivers in rural areas are up to 150 years old and were not constructed to current engineering standards. Levees protecting urban areas were built to withstand design floods. Prior to the storms that occurred in 1986, it was believed that the levees containing the Sacramento and American Rivers were of sufficient height and stability to protect the county from a 100-year or greater storm. Since 1986, DWR and the US Army Corps of Engineers (USACE) have undertaken the repair and bolstering of the levees in the Sacramento River and American River flood control systems. DWR serves as the lead agency for the Sacramento-San Joaquin Erosion Repairs Program, and USACE is the lead agency for the Sacramento River Bank Protection Project, the PL 84-99 Rehabilitation Program, and the CALFED Levee Stability Program, all of which manage and maintain the levee systems currently, minimizing flood risk in the Sacramento region (DWR 2011). Further, the Sacramento Area Flood Control Agency (SAFCA) is the joint agency that works to provide local flood protection along the American and Sacramento Rivers. According to studies conducted in 2015, large portions Elk Grove are within dam inundation zones and are protected by several levees. Although efforts are currently under way to bolster and improve most of these dams, several may still be at risk of failure in the face of increasingly severe events.

Unlike natural flooding regimes, wherein seasonal flooding causes the deposition of useful sediment that results in increased soil fertility as well as groundwater recharge, catastrophic flooding from levee overtopping could lead to the destruction of crops, erosion of topsoil, and deposits of debris and sediment to croplands. Flash floods, stagnant (medium-length) floods, and deep-water (long-length)

floods can result in unwanted submergence and/or excessive soil saturation of croplands (CDFA 2013). Flooding could also release sewage and hazardous and/or toxic materials if wastewater treatment plants are inundated, storage tanks are damaged, or pipelines are severed. Floods also cause economic losses through the closure of businesses and government facilities, disrupt communications, disrupt the provision of utilities such as water and sewer, result in excessive expenditures for emergency response, and generally disrupt the normal function of a community.

Flooding also presents problems for infrastructure through wear and tear. Localized flooding often damages roadways by "stripping," a process that separates the aggregates in pavement from the asphalt binder that holds them together. Another potential source of damage occurs when water infiltrates the pavement, either through voids or through cracks in the surface, then becomes trapped between two layers of asphalt. Flooding may result in closed roads and reduced access to many people trapped in their homes.

Roadways can become clogged with vehicles, restricting transportation. Flooding may also inundate sewage systems, causing backup and release of hazardous materials and exposing people and animals to toxic substances. Furthermore, floods can exacerbate bridge scour, which makes bridges weaker and less safe, and may require repairs or replacement. Electrical boxes and other facilities may also be inundated, disrupting service to infrastructure like traffic signals and light rail systems. Additionally, underground electrical infrastructure is considered more vulnerable to flooding as prolonged periods of inundation inhibit repairs. During fall storms, leaves wash into the drainage systems, further aggravating localized flooding throughout the region (SACOG 2015:24).

Recommended Adaptive Capacity Policies and Actions

- Continue to advocate for implementation of regional plans to upgrade levees along the Sacramento and American Rivers and to the Folsom Dam and reservoir.
- Continue to implement measures in the adopted Central Valley Flood Protection Plan (CVFPP) relevant to Elk Grove.

Sea Level Rise

The Elk Grove Planning Area is not vulnerable to sea level rise, although portions of the surrounding region are, including low-lying land near the Sacramento River in the southwest corner of the county, including areas in the Delta, and portions to the north near the City of Sacramento.

Vulnerable Assets

Population

Direct impacts on population due to sea level rise are limited in Elk Grove. Secondary impacts, such as reduced economic output and recreational opportunities, however, may occur due to impacts on neighboring communities.

Functions and Structures

The portion of the county susceptible to sea level rise will face a greater threat of flooding because of the aging levees in the Delta, including the City of Sacramento, where many Elk Grove residents work. Flooding events could cut off roadways and shut down businesses where residents are employed.

Overall water quality and ecosystem health may also be affected. The Delta provides a freshwater source for the State Water Project and the Central Valley Project, which diverts approximately two-thirds of the State's freshwater supply for agricultural and municipal purposes in Southern California (DWR 2008). Climate change–related sea level rise will likely increase pressure on fragile levees. If levee breach or failure occurs, it would pose a threat to water quality in the Delta (DWR 2008). With such a large portion of the State relying on the Delta as a source of fresh water, levee failure in the Delta would disrupt water supplies throughout California (Water Education Foundation 2016, as cited in Sacramento County VA). Sea level rise is unlikely to manifest up to 1.4 meters until the end of the century, wherein temperatures may be higher, the flow rates of the Sacramento River may be less reliable, and human demand on the Delta may be greater. These conditions will continually interact and affect water quality in the Delta and may have the potential to impact water quality in the Sacramento River.

Recommended Adaptive Capacity Policies and Actions

The adaptation strategies used by the City to reduce flood impacts for the region can also mitigate the impacts of sea level rise.

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Elk Grove Evacuation Scenario Analysis Report

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Elk Grove Evacuation Scenario Analysis Report

Introduction and Purpose

This report evaluates three potential disaster scenarios in the City of Elk Grove (City) and develops recommendations for a best-practice response and evacuation plan for residents, community members, and City staff. The goal of this analysis is for the City to facilitate an evacuation plan tailored to each of the three disaster scenarios evaluated. Rather than estimating the probability of these potential scenarios occurring, or the expected costs in damages, this analysis seeks to answer the question: How can the City of Elk Grove, Elk Grove residents, and community members prepare for this scenario (however unlikely) if it were to occur, and what are the best evacuation procedures based on the expected geographic spread of impacts and traffic on routes leading out of the impacted area?

This report answers these questions using data on the location and extent of the potential disaster scenarios, as well as present and maximum future traffic conditions by weekday and time. For each disaster scenario, this report identifies the evacuation area, the number of households and population within the evacuation area, vulnerability characteristics of populations within evacuation areas, major evacuation routes leading out of the evacuation area, and evacuation routes that are likely to be congested during an evacuation event. Each scenario analysis concludes with recommendations for evacuation planning procedures tailored to vulnerable populations residing in hazard areas, as well as recommendations for establishing contra-flow lanes, where traffic lanes in one direction are temporarily converted to additional lanes in the opposite direction to accommodate a higher volume of traffic leading out of the evacuation area.

Each of the three disaster scenarios evaluated originate from three specific locations within Elk Grove. They are:

1. An explosion (blast wave and resulting fire) at the Suburban Propane facility in southeastern Elk Grove.
2. A train derailment and potential toxic spill along the Union Pacific Railroad track running north to south through central Elk Grove with an at-grade crossing at Elk Grove Boulevard in the City's Old Town.
3. A major flooding event resulting from a Sacramento River levee break just west of Elk Grove.

Figure I-1 shows the three areas of study (hazard areas) for each of these three scenarios:

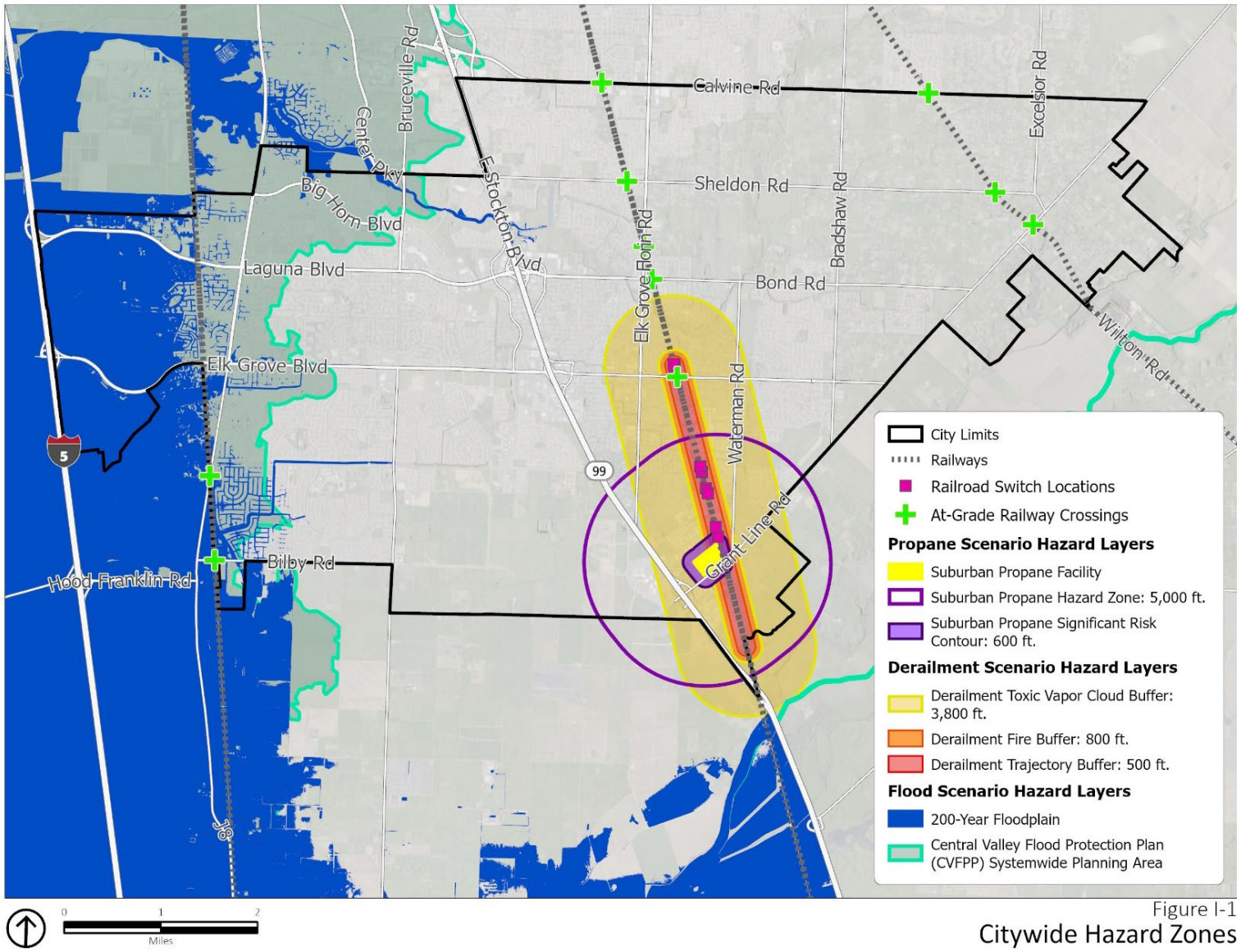

Figure I-1
Citywide Hazard Zones

The hazard area for the propane terminal scenario is defined by a 5,000-foot buffer around the propane terminal's perimeter, encompassing a comprehensive range of possible hazard scenarios (however unlikely) that could originate from the propane facility according to a risk study prepared for the facility in 2000 by Quest Consultants Inc.

The hazard area for the train derailment scenario is defined by a 3,800-foot buffer around the segment of railroad track through the City of Elk Grove beginning just north of an at-grade rail crossing with Elk Grove Boulevard and extending southward to the southern edge of Elk Grove. This encompasses a conservative estimate for the furthest extent of a toxic vapor cloud emitted from a toxic spill resulting from a train derailment.

The hazard area for the flooding scenario is defined by the Central Valley Flood Protection Plan (CVFPP) study area, which encompasses a comprehensive range of potential flooding scenarios.

The report concludes with a discussion of best-practice active alert systems available to the City, and recommendations for developing public awareness materials and programs to inform community members of disaster preparedness resources, including the interactive online Story Map developed concurrently with this report.

Background

This section discusses available data concerning the actual probabilities and risks associated with each scenario. While this report does not assess risk explicitly, it is important to have a contextual understanding of the significant differences in relative probabilities associated with all three scenarios.

SUBURBAN PROPANE SCENARIO

A quantitative risk analysis conducted for the Suburban Propane facility in Elk Grove found that any possible risk to the public associated with this facility is 0.000001% annually, or one chance in one million for the area beyond 600 feet of the facility itself (the closest non-industrial land use is over 2,000 feet away from the facility's perimeter). Within 600 feet of the propane facility, the risk increases to 0.001% in any given year, or one chance in one thousand.[1] The risk arises from thermal radiation, blast wave overpressure, or toxic gas from the facility. Examples of incidents that would cause such an event include failure of the storage tank(s) or a catastrophic failure at the transfer facility between the cargo transfer facility and a tank truck or rail car.

TRAIN DERAILMENT SCENARIO

Train derailment events in the United States are generally more likely than the probability of being affected by hazards originating from the Suburban Propane terminal, and less likely than a flooding event in Elk Grove. Train accidents are rare, but minor freight derailments are among the top three most common type of train accidents that occur. However, injury or loss of life associated with riding in trains or being near or in train crossings is very low, many times lower than the risk associated with car trips or crossing a street.[2] To Illustrate,

[1] "Quantitative Risk Analysis for Suburban Propane's Propane Terminal and Georgia-Pacific's Formalin Tank" (Quest Consultants, 2000).

[2] Ian Savage, "Comparing the Fatality Risks in United States Transportation across Modes and over Time," *Research in Transportation Economics* 43, no. 1 (2013): 9–22.

between 2010 and 2020, 22,589 total rail accidents/incidents of any kind were reported to the Federal Railroad Administration (FRA).[3] Of these, 14,344 were derailment incidents (63%). Out of all derailment incidents over this 10-year period, 27 resulted in human death (0.2%), and 1,633 resulted in non-fatal injuries (11%). Victims of non-fatal train-related injuries during this period are primarily employees on duty (56%), followed by 'non-trespassers on railroad property' (18%), while 80% of people killed in any train-related accident during this 10-year period (8,407 total) were 'trespassers on railroad property' according to the FRA accident reporting statistics.

FLOOD SCENARIO

The risk of a major flooding event is 0.5% in any given year. This scenario is often referred to as a "200-year flood" event. This event is based upon a theoretical levee break along the Sacramento River and corresponding flooding of the lands between the river and Elk Grove. In this event, the elevation of the flood waters is equal to or higher than the levee surrounding the Laguna West area of Elk Grove, resulting in flooding within the City. The depth of the flood waters ranges from a few inches to several feet and would result in the need for evacuation of residents and businesses from the area.

Methodology

Analysis of the three evacuation scenarios was divided into three primary tasks, summarized below.

1. **Define Hazard Zone and Risk Parameters**

   First, the maximum area at potential risk, referred to as the hazard zone, was defined for each scenario based on background research and characteristics of each hazard. The hazard zone is the largest area in which populations may be at risk and need to evacuate during a disaster. In addition, areas of heightened risk or severity were defined within each hazard zone.

2. **Identify Vulnerable Populations within Hazard Zones**

   The following five vulnerability indicators were first mapped by census tract using 2019 American Community Survey (ACS) 5-year estimates:

   1. Householders over 65 living alone
   2. Populations with a disability
   3. Households with no vehicle
   4. Households with no computer or smartphone
   5. Limited English-speaking households (defined as households in which no member over 14 years old speaks English 'very well')

In addition, the number of low-income housing locations, residential care facilities, schools, and daycares were counted within each hazard zone and census tract using data provided by the City.

These indicators were chosen to represent populations or households that may need additional time, assistance, and/or specific resources during an evacuation event. For example, lower-income/lower-resourced households are more likely to have fewer options for shelter than higher-income/higher-resourced households

[3] "Accident and Incident Reporting," Federal Railroad Administration, n.d., https://railroads.dot.gov/accident-and-incident-reporting/overview-reports/overview-reports.

during an evacuation event (second homes, relatives with extra space, or hotels) and are therefore more likely to benefit from emergency shelter provided by the City. Households with no computer or smartphone have less access to online emergency preparedness resources and therefore should be prioritized for house calls and door-knocking. Neighborhoods with a high proportion of limited English-speaking households benefit from emergency preparedness programming and informative materials (e.g., mailers) specific to their area and in the primary languages spoken. Primary languages other than English spoken by Elk Grove residents include (in order of population share): Spanish, Tagalog (including Filipino), Chinese (including Mandarin and Cantonese), other Indo-European languages, and other Asian or Pacific Island languages.

Using land use data and aerial imagery, the number and location of residences within tracts exhibiting high proportions of any of these five characteristics and that also were within hazard zones and heightened risk areas were evaluated. The results informed recommendations for evacuation procedures in particularly vulnerable areas. For example, the City may deploy an evacuation shuttle service in neighborhoods within a hazard zone where a high proportion of households do not have a vehicle and prioritize sending paratransit vehicles to neighborhoods with a high percentage of residents with a disability.

3. Identify Evacuation Routes and Evaluate Expected Congestion Conditions

For each scenario, any road segment with a clear direction of travel leading away from the hazard zone was considered an evacuation route. This includes highways, arterials, and collector roads but excludes residential access streets for all three scenarios.

Traffic conditions and peak capacities are evaluated for each evacuation route segment based on the General Plan build-out traffic analysis and supplemented with daily average traffic snapshots from Google Maps for weekday morning peak hours, weekday evening peak hours, and weekend peak hours. Data from the Elk Grove General Plan traffic analysis is available for most but not all identified evacuation routes.

The General Plan traffic analysis evaluates the maximum expected congestion levels along roadway segments if land use designations were to be fully 'built-out' with the household and job densities associated with each designation. The average daily traffic (ADT) snapshots are a more accurate representation of current traffic levels, while the General Plan build-out scenario represents the maximum possible traffic load resulting from a maximum potential population increase over the next 20-year period. The General Plan build-out scenario represents an additional 60% increase in Elk Grove's 2019 population, and therefore a conservative upper limit for potential congestion levels.

Two indicators used in the General Plan traffic model are used in this report to evaluate capacity and expected congestion levels along identified evacuation routes. The first of these is the 'Volume to Capacity ratio,' or V/C ratio, which is a measure of traffic volume on a roadway segment or intersection as a ratio of its total capacity (both the denominator and the numerator are expressed in vehicles per day). A ratio of between 0.75 and 1 indicates that the roadway is moderately over-capacity, and a ratio greater than 1 indicates that the roadway is severely over-capacity. This measure does not specify by time of day or direction but gives an overall idea of a roadway segment's daily congestion level.

Another measure of capacity is Level of Service (LOS), an alphabetic rating from A to F corresponding to average delay in seconds for a vehicle to cross an intersection in a specific direction. LOS F corresponds to the most congested road segment and C or better is attributed to free-flowing traffic at the maximum permitted speed. **Table I-1** describes this relationship.

Table I-1: Level of Service Categories

LOS	Control Delay per Vehicle (sec/veh) signalized intersections	Control Delay per Vehicle (sec/veh) Non-Signalized Intersections	Description
A	Less than or equal to 10 seconds	0-10	Traffic flows at or above speed limit; complete mobility between lanes
B	Between 10 and 20 seconds	10-15	Slightly more congested than free-flow, with almost no limits to lane-changing mobility
C	Between 21 and 35 seconds	15-25	Stable flow where posted speed is maintained. Ability to pass or change lanes is somewhat limited.
D	Between 36 and 55 seconds	25-35	Approaching unstable flow, speeds somewhat reduced from posted limit with vehicles close together
E	Between 56 and 80 seconds	35-50	Flow becomes unstable (stop and go); consistent with volume to capacity (V/C) ratios of 0.9 and greater
F	More than 80 seconds	More than 50 seconds	Stopped traffic idling for up to minutes at a time

Google traffic snapshots were used both to supplement the General Plan traffic data and to evaluate evacuation segments not included in the General Plan traffic analysis. Google traffic data is displayed as a color scale with the following rough equivalencies to LOS:

- Green (fastest, no traffic): LOS A-B
- Orange: LOS C-D
- Red: LOS D-E
- Dark Red (slowest, severe traffic): LOS E-F

Results of this analysis combining the two traffic data sources inform recommendations for establishing contra-flow lanes during an evacuation event.

Currently, only two evacuation routes have 'severe' ADT rates for any peak period evaluated: A southbound portion of Highway 99 during weekend peak hours, and Laguna Boulevard during weekday and weekend peak periods.

All other evacuation segments currently show only moderate rates of congestion at most during all peak periods. However, the General Plan build-out scenario adds additional expected traffic pressure, particularly in the southern part of Elk Grove where most new developments are planned.

Scenario 1: Propane Terminal Evacuation Scenario

HAZARD ZONE AND RISK PARAMETERS

The hazard zone for the Suburban Propane explosion scenario is derived from the Quantitative Risk Analysis conducted in 2000 by Quest Consultants Inc. for the Elk Grove Suburban Propane terminal. The study defines contours for the furthest-possible area associated with any risk to individuals resulting from a comprehensive range of potential accidents at this location, which extends out to 5,000 feet beyond the site perimeter. However, the study noted that the individual risk probability associated with this contour is astronomically low, much lower than the individual risk probability associated with dying from an earthquake or getting struck by lightning on any given day. The level of risk associated with the Suburban Propane facility in Elk Grove that is deemed 'unacceptable' by most international standards for risk associated with hazardous land uses (one chance in one thousand per year), extends just 600 feet from the facility perimeter. This level of risk is expressed in General Plan Policy ER-1-2. This higher-risk contour does not intersect with any residential areas, parks, or other sensitive use. However, due to the size of this facility and the level of public concern that may arise from an event, this study considered a larger 5,000-foot buffer with which to perform the evacuation route analysis (the "hazard zone").

Figure 1-1 shows the location of the Suburban Propane facility in Elk Grove, the 600-foot 'unacceptable risk contour,' and the 5,000-foot hazard zone buffer measured from the perimeter of the Suburban Propane facility perimeter.

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE

PROPANE TERMINAL EVACUATION SCENARIO

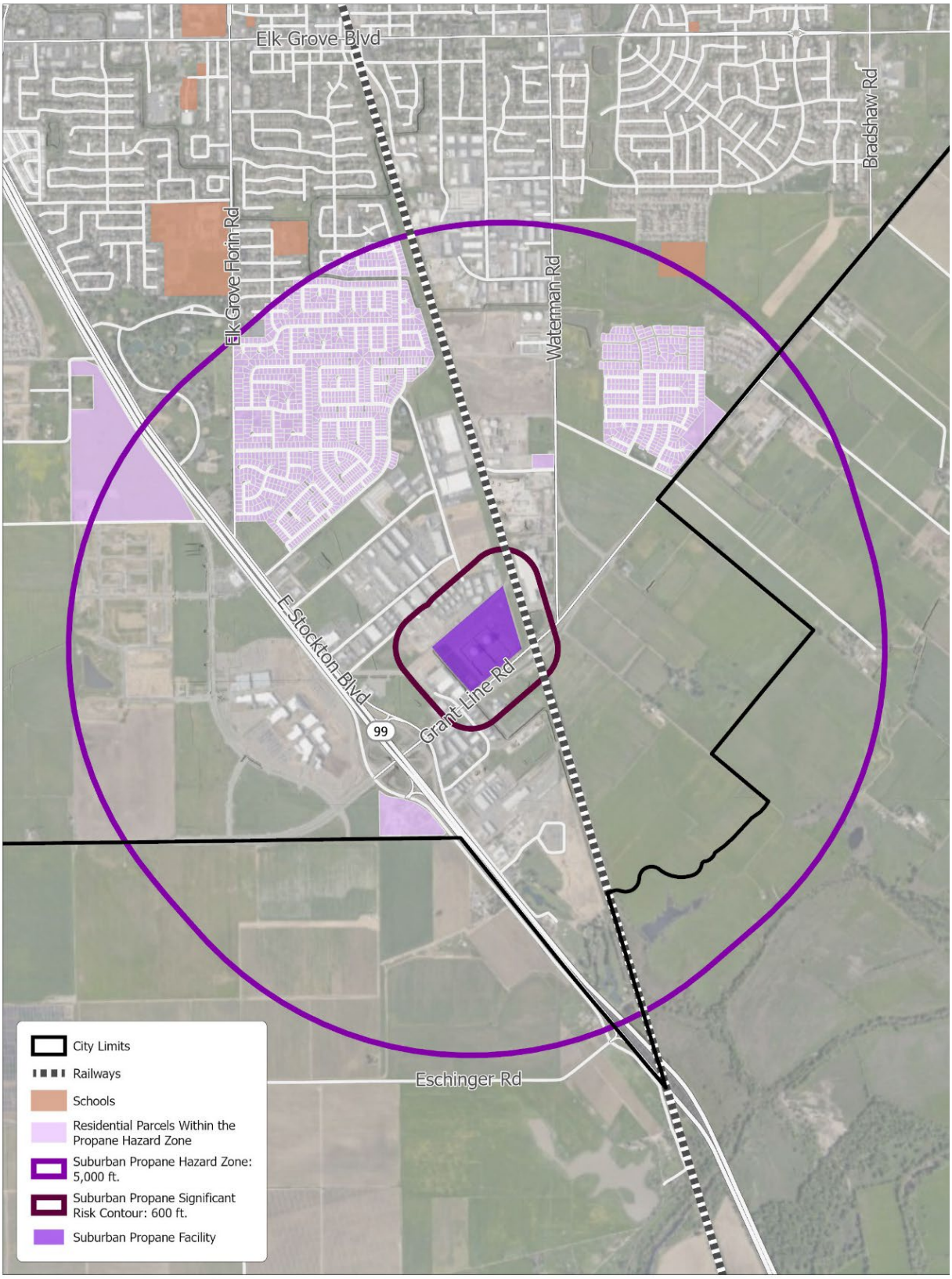

Figure 1-1
Propane Scenario Hazard Zones

The Suburban Propane facility is in an industrial area in southern Elk Grove. Industrial uses have very low nighttime population and a lower daytime population than other employment centers like office buildings or commercial centers. Only surrounding industrial uses (with equivalent associated risk) fall within the 600-foot significant risk contour. Approximately 2,486 residential parcels fall within the larger 5,000-foot hazard zone, including five residential care facilities, with a total of 1,582 housing units. The number of units is lower than the number of residential parcels because the hazard area encompasses the City's South Study Area, which is an area south of Kammerer Road and planned for future development, including a mix of industrial, office, retail, and residential uses. No Schools or daycares fall within the Suburban Propane hazard zone, but the southern half of Elk Grove Park lies within the larger 5,000-foot hazard zone. The nearest emergency shelters to the propane hazard zone are Elk Grove High School, Cosumnes Oaks High School, and Joseph Kerr Middle School. No emergency shelters in Elk Grove are located within the propane hazard area.

VULNERABLE POPULATIONS WITHIN HAZARD ZONES

Figures 1-2 through **1-6** show demographic vulnerability characteristics mapped by census tract for residential areas intersecting the propane terminal hazard zone.

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE

PROPANE TERMINAL EVACUATION SCENARIO

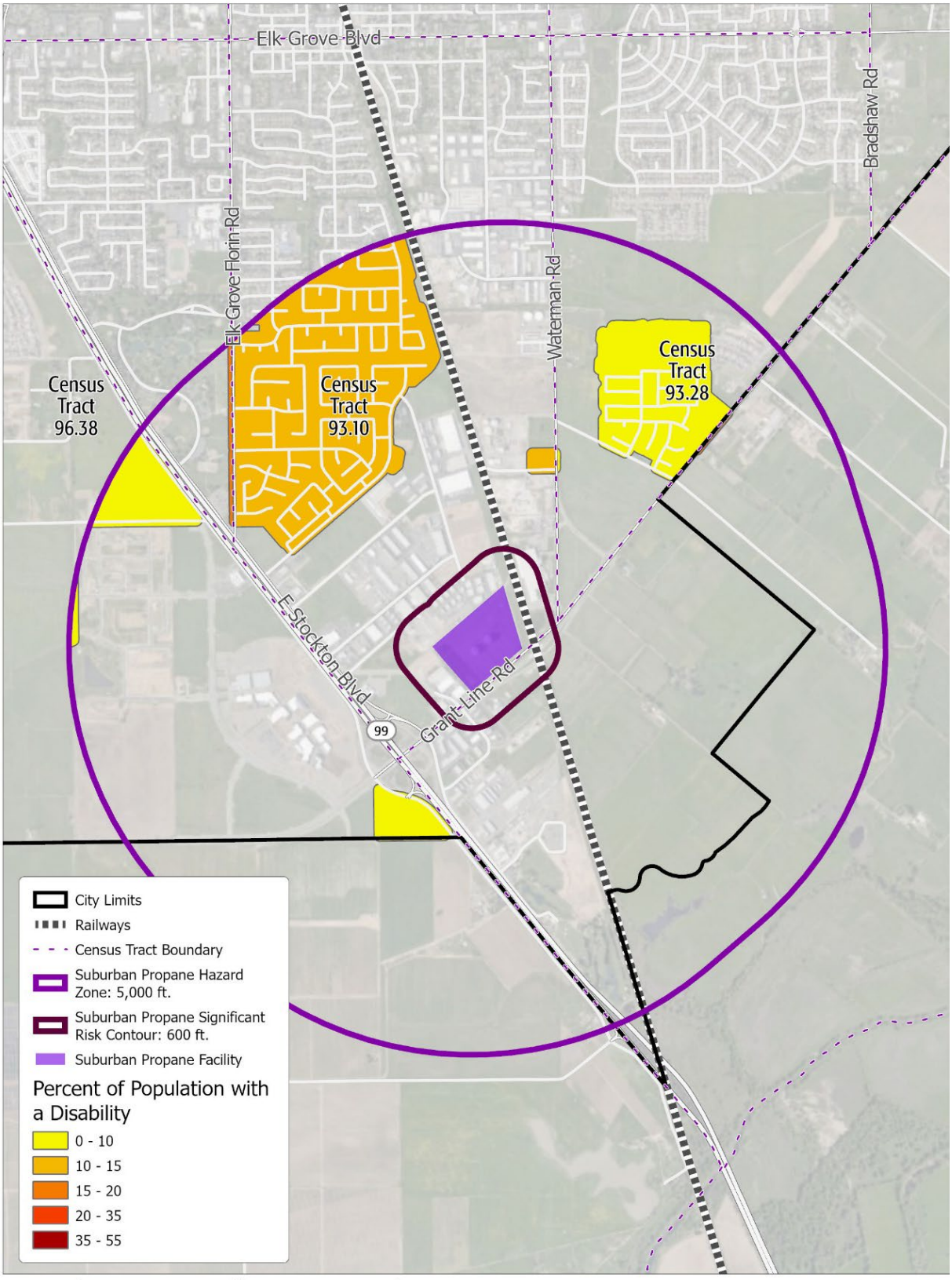

Figure 1-2
Population with a Disability

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE

PROPANE TERMINAL EVACUATION SCENARIO

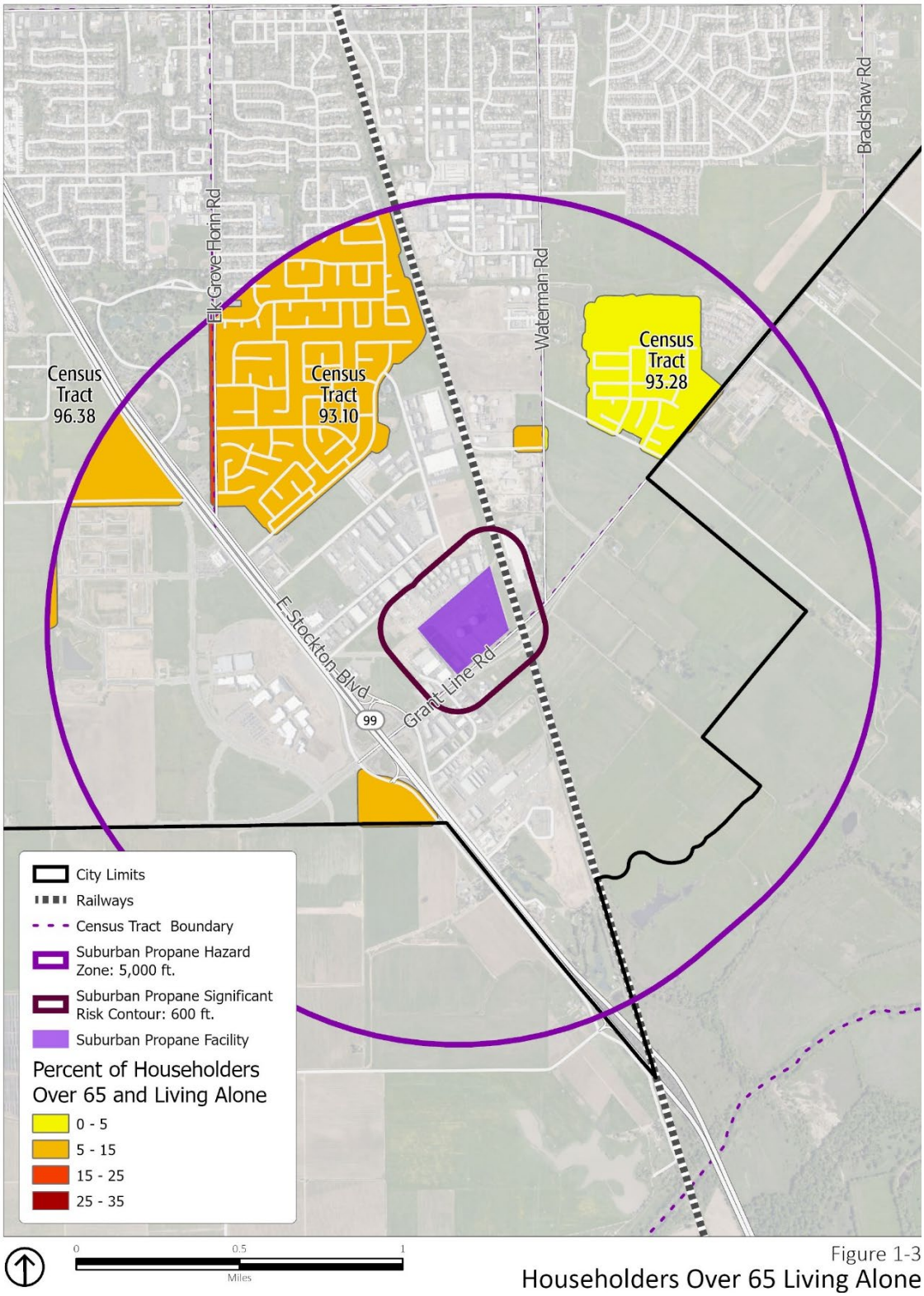

Figure 1-3
Householders Over 65 Living Alone

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE

PROPANE TERMINAL EVACUATION SCENARIO

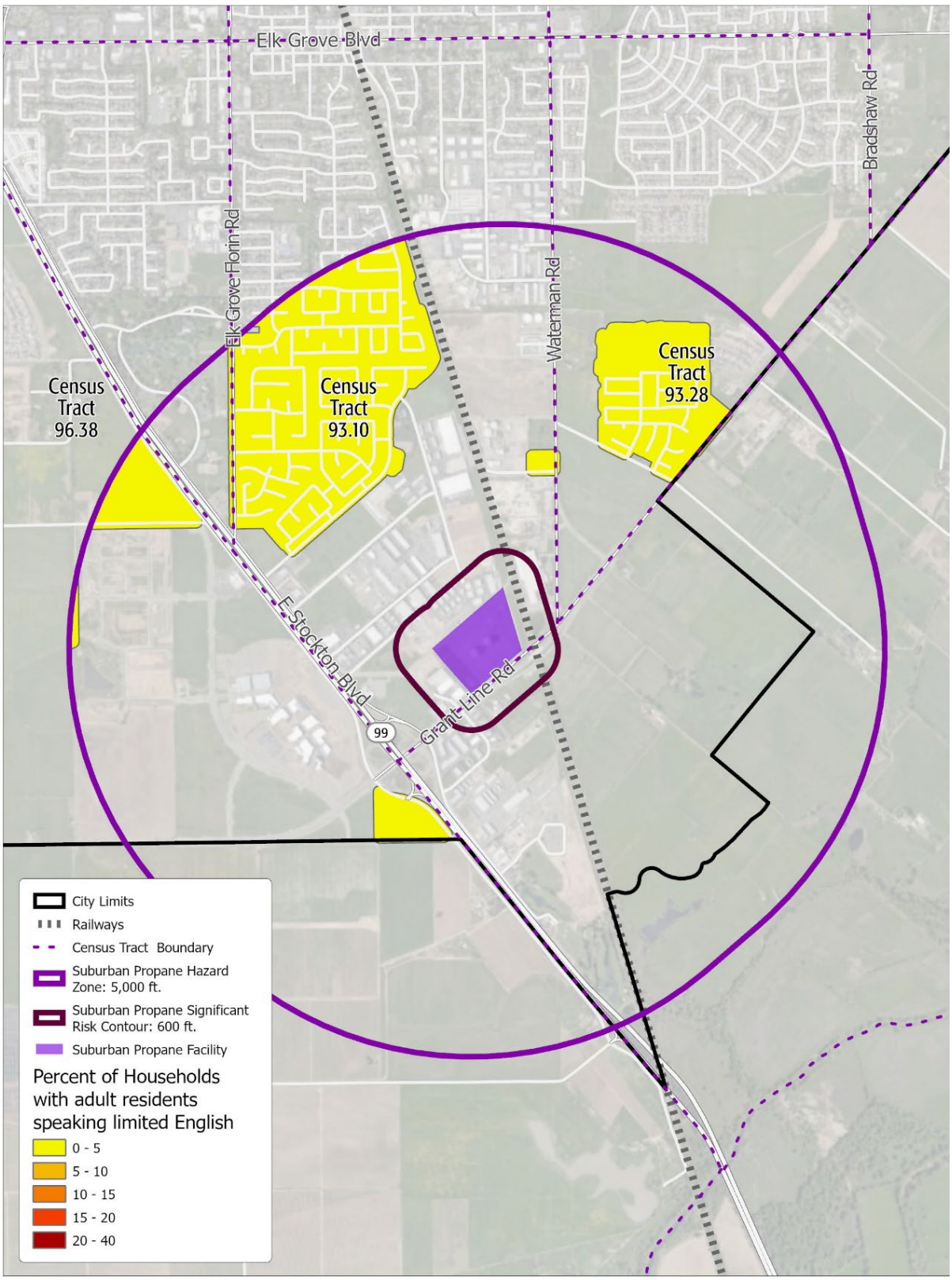

Figure 1-4
Households with Adults Speaking Limited English

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE

PROPANE TERMINAL EVACUATION SCENARIO

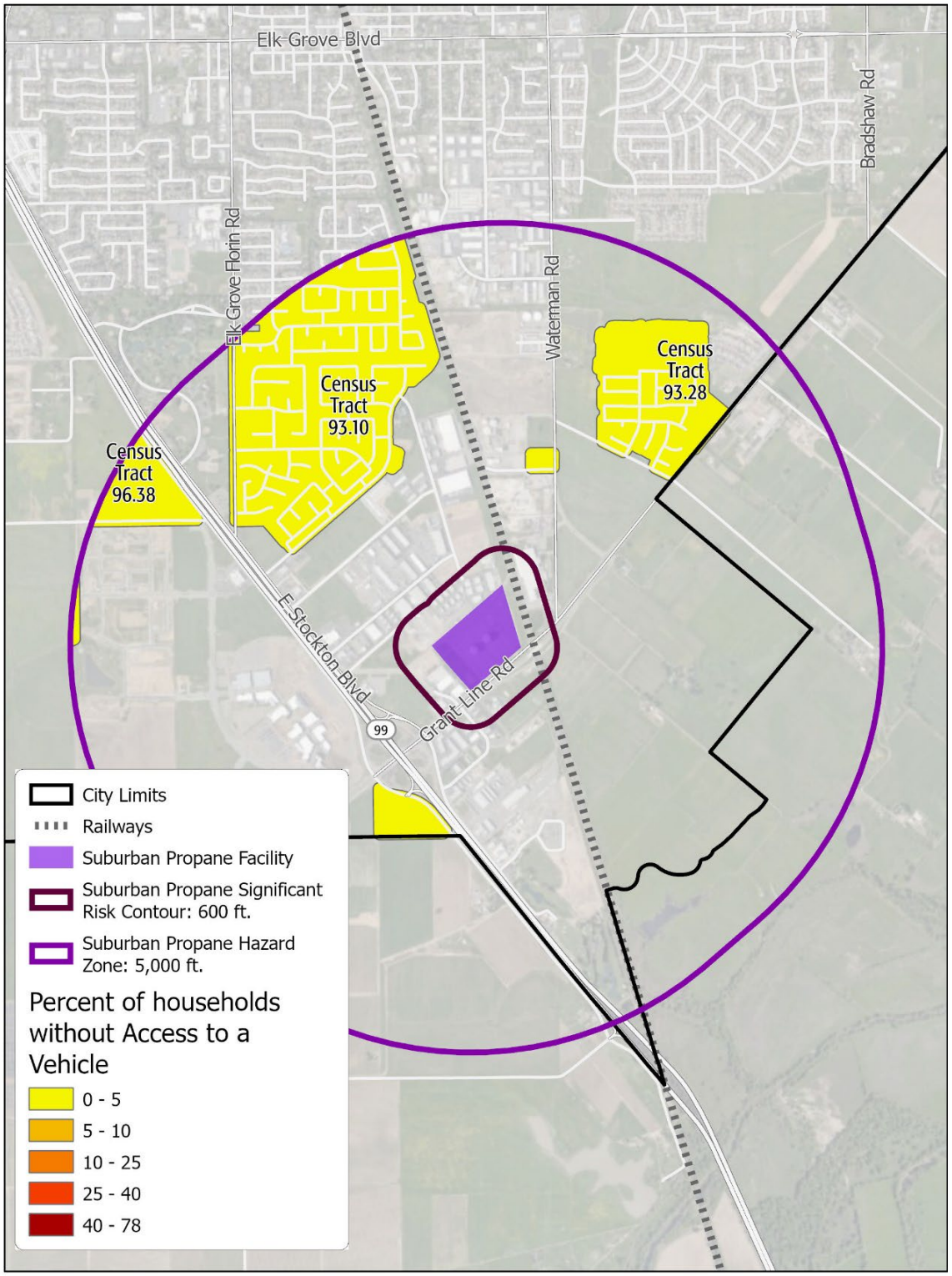

Figure 1-5
Households without Access to a Vehicle

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE

PROPANE TERMINAL EVACUATION SCENARIO

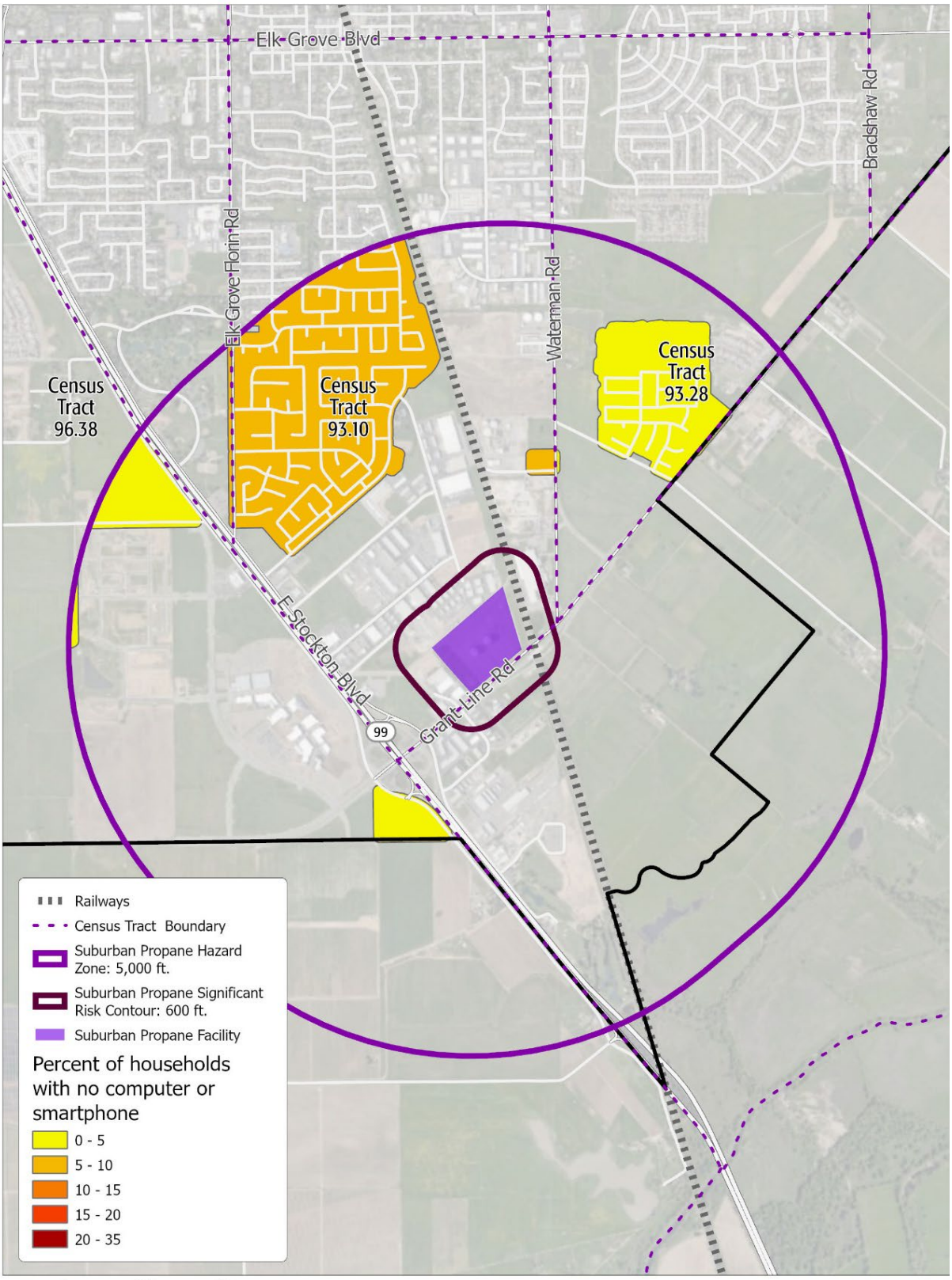

Figure 1-6
Households without Access to a Computer or Smartphone

Census tract 93.09 intersects with the propane hazard zone, has the highest proportion of residents over 65 living alone (23%) and second-highest proportion of residents with a disability (17.2%) compared to other census tracts in Elk Grove. However, the small southern portion of tract 93.09 that intersects with the propane hazard zone is the location of Elk Grove Park, which does not have any residential uses. The residential population exhibiting these characteristics within tract 93.09 are thus not located within the risk contour.

Census tract 93.10 has the highest proportion of households within the propane hazard zone that exhibit proportions of any vulnerability characteristic over 10%. Out of approximately 7,494 residents in this tract, 10.6% have a disability and 9.5% are over 65 and live alone. Approximately 1,212 residential parcels within this tract are within the propane hazard zone, including 4 residential care facilities and 9 low-income housing sites out of 7 and 27 total in the census tract, respectively. The nearest residential parcels to the 'significant risk' contour are approximately 2,000 feet away from its perimeter.

Note, the current Census data does not include the developing Sterling Meadows project west of Highway 99. This project includes 1,184 single family units and one multifamily residential site. The Census data also excludes future development along Promenade Parkway, including the future Sky River Casino and other potential development in the Lent Ranch Special Planning Area.

RECOMMENDATIONS FOR EVACUATING VULNERABLE POPULATIONS WITHIN HAZARD ZONES

Residential neighborhoods intersecting the hazard areas are not in census tracts exhibiting disproportionate rates of vulnerability characteristics compared to the rest of Elk Grove. Additionally, no residential or other sensitive uses (like schools and daycares) are within the significant hazard zone identified in the Risk Analysis done by Quest Consultants Inc.

Residents within the larger and lower-risk hazard area are served by the following evacuation routes: Elk Grove-Florin Road northbound between East Stockton Boulevard and Elk Grove Boulevard, Grant Line Road eastbound between Mosher Road and Bradshaw Road, and Waterman Road northbound between Grant Line Road and Elk Grove Boulevard. All residential streets within the Propane Hazard Area feed into one of these three routes leading out of the hazard area. Future development on the west side of Highway 99 has access to Kammerer Road (westbound) and Promenade Parkway (northbound). Traffic conditions on these routes are discussed in depth within the next sub-section.

The most vulnerable populations within the propane hazard zone are employees working in the Suburban Propane facility and in the surrounding industrial sites within the 600-foot significant risk contour. Other than Suburban Propane, approximately eighteen businesses are located within the 600-foot significant risk contour surrounding the Suburban Propane facility, including the City of Elk Grove Special Waste Collection Center. The City may wish to contact these 18 businesses located in the significant risk contour to notify them of their proximity to the Suburban Propane facility, nearest recommended evacuation routes, local active alert systems and other disaster preparedness resources. The concluding sections of this report discuss recommendations for using active alert systems which can be tailored to each evacuation scenario, as well as recommendations for creating public awareness using targeted mailers and the online Story Map developed jointly with this report.

The following subsection discusses the recommended evacuation routes in more detail, including traffic conditions and recommendations for establishing contra-flow lanes.

TRAFFIC SCENARIOS AND IDENTIFICATION OF PINCH-POINTS

IDENTIFIED EVACUATION ROUTES

Figure 1-7 shows the identified evacuation routes by roadway class and recommended contra-flow lanes.

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE

EXPLOSION FROM SUBURBAN PROPANE

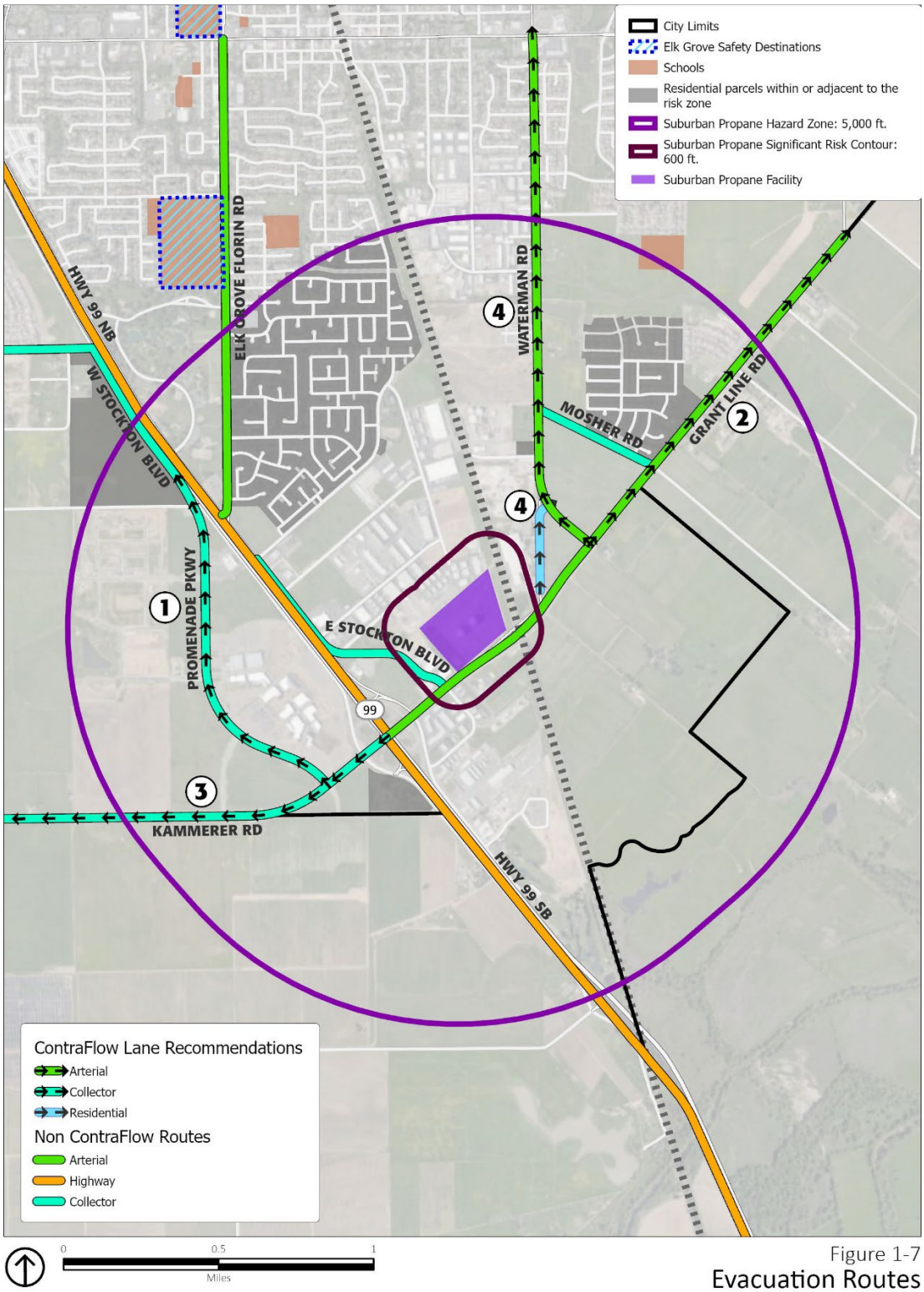

Figure 1-7
Evacuation Routes

The Suburban Propane facility is adjacent to Grant Line Road on the north side, just east of the intersection of Grant Line Road and Highway 99. Because the Suburban Propane terminal facility is a specific point, the hazard area is defined by a circular buffer around the facility's perimeter and evacuation routes radiate outwards in all directions from the hazard area. Evacuation routes were identified as routes having a clear direction of travel leading away from the hazard zone. The following evacuation routes (numbered corresponding to **Figure 1-7**) are recommended for temporary contra-flow lane conversion during an evacuation event based on traffic analysis summarized in **Tables 1-1** and **1-2:**

1. Promenade Parkway/West Stockton Boulevard northbound between Kammerer Road and Whitelock Parkway.
2. Grant Line Road north/eastbound between Waterman Road and Bradshaw Road.
3. Kammerer Road westbound between SR 99 and McMillan Road.
4. Waterman Road northbound between Grant Line Road and Elk Grove Boulevard.

Tables 1-1 and **1-2** describe traffic conditions on major evacuation routes leading out of the Suburban Propane hazard zone depicted in **Figure 1-7**. **Table 1-1** describes current traffic conditions by peak period, and **Table 1-2** describes expected future traffic conditions by peak period. General Plan traffic model results are available for weekday and evening peak periods but not for weekends, and not all evacuation segments were evaluated in the General Plan. Google's average traffic snapshots were analyzed to estimate weekend traffic conditions, to fill in data gaps not included in the General Plan traffic model, and to 'ground truth' or compare traffic model results for segments that are evaluated in the General Plan. Cells showing traffic conditions in each table are color coded to roughly correspond with the color scale used in Google average traffic snapshots: cells showing the segment as uncongested are displayed in green, cells showing the segment as moderately congested are shown in orange, and cells showing the segment as severely congested are shown in pink.

Table 1-1: Propane Hazard Zone Evacuation Routes Current Average Daily Traffic by Peak Period

Route Name	Primary Evacuation Route Segment	Traffic Lanes in Evacuation Direction	Weekday AM Peak	Weekday PM Peak	Weekend AM Peak	Weekend PM Peak
California State Route 99	Northbound between Grant Line Rd and East Stockton Blvd (Elk Grove Blvd Exit)	3 lanes	Congestion on northbound on-ramp from Grant Line Rd (LOS A)	Not congested	Not congested (congested southbound)	Not congested (congested southbound)
California State Route 99	Southbound between Grant Line Rd and Eschinger Rd	3 lanes merge into 2 lanes	Not congested (LOS B)	Not congested (LOS A)	Severely congested	Congested
Elk Grove Florin Road	Northbound between East Stockton Blvd and Elk Grove Blvd	1 lane	Not congested	Not congested (congested southbound)	Not congested	Congested
Grant Line Road (2 segments)	Eastbound between Waterman Rd to Bradshaw Rd	1 lane	Not congested (LOS B – A)	Not congested (LOS C – A)	Not congested	Not congested
Grant Line Road	Westbound between East Stockton Blvd and SR 99 / Kammerer Rd	3 lanes	Congested (LOS F)	Not congested (congested eastbound)	Congested	Not congested
Kammerer Road	Westbound between SR 99 and McMillan Rd	3 lanes merge into 1 lane west of Lent Ranch Pkwy	Not congested	Not congested	Not congested	Not congested
East Stockton Boulevard	Northbound from Grant Line Rd to Teresa Way	1 lane	Congested northbound at Grant Line Rd	Congested northbound at Grant Line Rd (and southbound)	Minor congestion where northbound lanes merge	Minor congestion where northbound lanes merge
Mosher Road	Both directions between Waterman Rd and Grant Line Rd	1 lane	Not congested (LOS D onto Grant Line Rd)	Not congested	Not congested	Not congested
Promenade Parkway / West Stockton Boulevard	Northbound from Kammerer Road to Whitelock Pkwy	2 lanes merge into 1 lane as Promenade Pkwy becomes W Stockton Blvd	Minor congestion north of Bilby Rd	Not congested (congested southbound)	Not congested (minor southbound congestion)	Not congested (minor southbound congestion)
Waterman Road	Northbound between Grant Line Road and Elk Grove Boulevard	1 lane splits into 2 lanes north of Charolais Way	Not congested (LOS B)	Not congested (LOS A)	Congested	Not congested

For evacuation segments that are evaluated for existing conditions in the General Plan, Google traffic results are displayed with corresponding LOS estimates from the General Plan traffic model in parenthesis underneath. 'Not congested' refers to the 'green' category used in Google Traffic snapshots (roughly corresponding to LOS A-B), 'Congested' refers to the orange color (roughly corresponding to LOS C-D), and 'Severely congested' refers to the red color (roughly corresponding to LOS E-F). LOS and V/C estimates are shown as a range in cases where evacuation routes consist of multiple segments evaluated and where the LOS varies by segment. For some evacuation route segments that were evaluated for current existing conditions in the General Plan, Google ADT snapshots are not exactly consistent with General Plan LOS estimates for the same peak period. These discrepancies are minor in all instances. For example, where the General Plan might show a segment as having an LOS A during a period, Google ADT snapshots may show that the same segment is moderately congested (orange, or roughly equivalent to LOS C-D). LOS C is typically considered the cutoff in the Highway Capacity Manual (HCM) where anything between D through F is considered congested.

Table 1-2: Propane Hazard Zone Evacuation Routes Buildout Traffic by Peak Period

Route Name	Primary Evacuation Route Segment	Weekday AM Peak	Weekday PM Peak	2040 GP Volume to Capacity (V/C) Ratio
California State Route 99	Northbound between Grant Line Rd and East Stockton Blvd (Elk Grove Blvd Exit)	LOS A on northbound ramps from Grant Line Rd	LOS A on northbound ramps from Grant Line Rd	Not evaluated
California State Route 99	Southbound between Grant Line Rd and Eschinger Rd	LOS B on southbound ramps from Kammerer Rd	on southbound ramps from Kammerer Rd	Not evaluated
Elk Grove Florin Road	Northbound between East Stockton Blvd and Elk Grove Blvd	Not evaluated (LOS F at Bond Rd NB)	Not evaluated (LOS F at Bond Rd NB)	1.02
Grant Line Road	Eastbound between Waterman Rd to Bradshaw Rd	LOS F	LOS D	0.79 - 0.84 (2 segments)
Grant Line Road	Westbound between East Stockton Blvd and SR 99 / Kammerer Rd	LOS F	LOS F	1.25 - 1.28 (2 segments)
Kammerer Road	Westbound between SR 99 and McMillan Rd	LOS D - F	LOS D - C	0.61 – 1.15 (4 segments)
East Stockton Boulevard	Northbound from Grant Line Rd to Teresa Way	LOS F	LOS F	1.48
Promenade Parkway / West Stockton Boulevard	Northbound from Kammerer Road to Whitelock Pkwy	Not evaluated	Not evaluated	0.23 – 0.51 (4 segments)
Waterman Road	Northbound between Grant Line Road and Elk Grove Boulevard	LOS D - F	LOS D - F	0.68 - 1.23 (2 segments)

For evacuation segments that are evaluated for existing conditions in the General Plan, Google traffic results are displayed with corresponding LOS estimates from the General Plan traffic model in parenthesis underneath. 'Not congested' refers to the 'green' category used in Google Traffic snapshots (roughly corresponding to LOS A-B), 'Congested' refers to the orange color (roughly corresponding to LOS C-D), and 'Severely congested' refers to the red color (roughly corresponding to LOS E-F). LOS and V/C estimates are shown as a range in cases where evacuation routes consist of multiple segments evaluated and where the LOS varies by segment. For some evacuation route segments that were evaluated for current existing conditions in the General Plan, Google ADT snapshots are not exactly consistent with General Plan LOS estimates for the same peak period. These discrepancies are minor in all instances. For example, where the General Plan might show a segment as having an LOS A during a period, Google ADT snapshots may show that the same segment is moderately congested (orange, or roughly equivalent to LOS C-D). LOS C is typically considered the cutoff in the Highway Capacity Manual (HCM) where anything between D through F is considered congested.

DISCUSSION AND EVACUATION PROCEDURE RECOMMENDATIONS

Table 1-1 (current ADT snapshots) shows Grant Line Road eastbound and Kammerer Road westbound as uncongested in both directions during all peak periods. Seven evacuation routes are moderately congested during at least one peak period (yellow cells), and two recommended routes: State Route (SR) 99 southbound and the small segment of Grant Line Road Westbound until it becomes Kammerer Road, are severely congested for at least one peak period during the week (pink cells). Table 1-2 shows six evacuation routes with severe congestion during more than one period in the General Plan Buildout model, except CA State Route 99 and Promenade Parkway/West Stockton Boulevard.

Out of all the evacuation routes evaluated, the Promenade Parkway/West Stockton Boulevard segment is the only route that is not congested in both directions all days of the week. However, West Stockton Boulevard was not evaluated in the General Plan traffic model because it is not anticipated to have significantly higher volumes associated with new growth and will be realigned by the extension of Promenade Parkway to the existing intersection of Whitelock Parkway and Lotz Parkway. For this reason, it is recommended as the first-priority route in which to implement contra-flow lanes in the northbound direction during an emergency evacuation event, requiring minimal time and resources to redirect existing traffic in the contra-flow direction.

Because congestion on the evacuation segment of SR 99 appears to occur most frequently in the southbound direction during weekend peak hours, it is recommended that the City direct evacuation traffic coming from Suburban Propane to SR 99 northbound as a primary evacuation route during an emergency related to the propane facility. However, it is not recommended that the City establish contra-flow lanes on the divided southbound section of SR 99, due to the potentially high volume of traffic in the southbound direction and additional time and resources required to establish contra-flow lanes on divided highways.

Recommended contra-flow lanes on evacuation route segments are summarized below in order of time-priority during an emergency evacuation event. Highest-ranked route segments are not congested in either direction according to current traffic estimates, and are not expected to be congested in either direction for build-out estimates. This includes segments that are not evaluated in the General Plan traffic analysis, because the traffic model only evaluates major road segments.

PROPANE EVACUATION SCENARIO CONTRA-FLOW ROUTE SEGMENTS BY TIME PRIORITY

Highest Time Priority: Little or no congestion in both directions on these routes. Recommend establishing contra-flow lanes in all opposing lanes and directing evacuees to this route.

- Convert Promenade Parkway/West Stockton Boulevard southbound lanes between Kammerer Road and Whitelock Parkway to northbound lanes.

Second-Highest Time Priority: Recommend establishing contra-flow lanes on these routes to accommodate traffic in the direction of evacuation (little or no traffic in the opposing direction).

- Convert Grant Line Road westbound lanes between Waterman Road and Bradshaw Road to eastbound lanes but re-evaluate pending new developments occurring over General Plan cycle.
- Convert Kammerer Road eastbound lanes between SR 99 and McMillan Road/Big Horn Boulevard to westbound lanes but re-evaluate pending new development occurring over the General Plan cycle.
- Convert Waterman Road southbound lanes between Grant Line Road and Elk Grove Boulevard to northbound lanes but re-evaluate pending new development occurring over the General Plan cycle.

Evacuation Routes Not Recommended for Contra-Flow Lanes: Congestion occurs in both directions, unclear direction of travel, and/or routes are divided highways.

- SR 99
- Elk Grove-Florin Boulevard
- East Stockton Boulevard

SAFETY SHELTERS

In addition to recommended evacuation routes, Figure 1-7 illustrates safety shelters that are proximate to or within the propane hazard zone. These safety shelters may be used as an evacuation location for residents to assemble during the incident and seek shelter. However, incidents are often dynamic and there could be conditions that warrant alternative arrangements. The City's Emergency Operations Center/RTIC Manager shall assign safety shelters as evacuation locations based upon the nature of the incident, availability of the shelter, and population need. In addition to the shelters shown in Figure 1-7, the full list of shelters recommended for each scenario is provided in Appendix.

Scenario 2: Train Derailment Evacuation Scenario

HAZARD ZONE AND RISK PARAMETERS

Three railways run north to south through the City of Elk Grove, as shown in **Figure 2-1**.

All three rights-of-way are owned by Union Pacific Railroad, which also operates freight locomotives along these routes. Out of these three rail tracks, the center track was chosen as the study area for this analysis because of three attributes specific to the center track that increase the expected risk associated with any incident compared to the other two tracks: The first is the center track is more integrated with cross-traffic than the other two tracks. This track features an at-grade crossing with Elk Grove Boulevard through Old Town Elk Grove, a commercial center within the city, along with several other at-grade crossings. Secondly, this is the only track of the three that currently operates passenger rail, which runs at higher speeds compared to freight (note, passenger service will be transitioning to the west side tracks upon completion of the Valley Rail Project by the San Joaquin Joint Powers Authority as soon as 2023). Finally, this track features several switching locations where a single track cleaves into two tracks, which is associated with a higher risk of derailment. [4] The other two tracks running through Elk Grove do not have switches and remain a single track throughout their length within Elk Grove.

Train derailments in Elk Grove are highly unlikely at any location along the track. However, as previously mentioned, the location with the highest probability of derailment in Elk Grove is at switching locations where a single track becomes two tracks. These locations, shown on the map, are just north of an at-grade rail crossing at Elk Grove Boulevard in Old Town Elk Grove, as well as several switches south of Elk Grove Creek for spur lines to adjoining industrial development. In Old Town, the track switches from a single-track north of this location to two tracks south of this location through the remaining southern portion of Elk Grove, including the at-grade crossing at Elk Grove Boulevard immediately south of the switch. According to the FRA's Rail Equipment Accident/Incident Database, 88% of any rail incidents occurring in the United States between 1991 to 2015 have occurred at intersections with mainline rail tracks and roadways. While incidents occurring at grade crossings are more likely to occur, they are less likely to cause a derailment than other types of rail incidents (approximately 0.4% to 1% of grade crossing collisions in the United States result in a train derailment according to the U.S. Department of Transportation Accident Prediction Model). [5]

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[4] Xiang Liu, M. Rapik Saat, and Christopher PL Barkan, "Analysis of Causes of Major Train Derailment and Their Effect on Accident Rates," *Transportation Research Record* 2289, no. 1 (2012): 154–63.

[5] Samantha Chadwick, "Quantitative Analyses of Train Derailment Probability at Highway-Rail Grade Crossings" (PhD Thesis, University of Illinois at Urbana-Champaign, 2017).

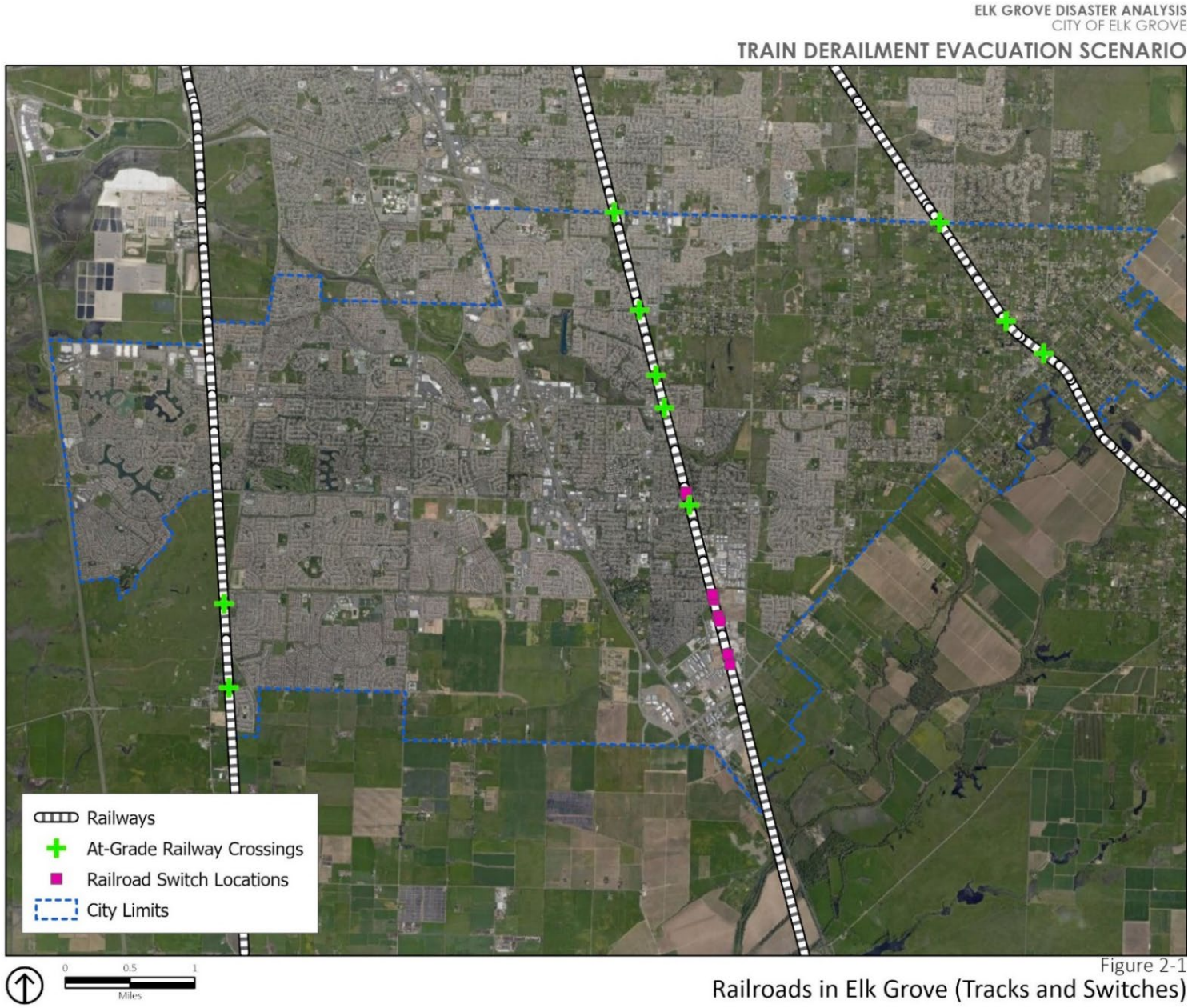


Figure 2-1
Railroads in Elk Grove (Tracks and Switches)

The hazard zone, or largest-possible area of risk, is represented by a 3,800-foot buffer around the railway beginning from the switching location north of Elk Grove Boulevard and extending down the remaining length of the two-track portion of the railway to where it intersects with the southern boundary of Elk Grove city limits. This 3,800-foot buffer encompasses the following:

- 500 feet for train derailment trajectory
- An additional 350 feet of potential conflagration area resulting from a fire
- 3,800 feet of potential toxic vapor cloud release.

These proposed parameters are based on findings from the case studies and data described in the subsections below. These two case studies were selected because each represents extremely rare, high-impact examples of derailment events with far-ranging geographic distributions of impacts that are highly unlikely compared to most derailment incidents. The first case study involves a head-on collision between a passenger train and freight train moving at high speeds in opposite directions on parallel tracks, and the second involves a hazardous spill, fire, and toxic vapor release from 72 freight cars carrying crude oil. The intense and far-reaching impacts from these case studies represents an 'upper bound' for the range of impacts from a derailment event that could occur along this track in Elk Grove. Parameters estimated from these case studies are corroborated with data from the California Department of Transportation (Caltrans) regarding the speed and condition of this stretch of track running through Elk Grove.

CASE STUDY 1—DERAILMENT WITH NO HAZARDOUS SPILL

The first case study occurred in the United Kingdom in February 2001. A passenger train going 88 miles per hour (mph) derailed and collided with an oncoming freight train travelling 54 mph in the opposite direction on the parallel track. Ten lives were lost, and 80 people sustained serious injuries in the Selby rail crash in Yorkshire, United Kingdom, which is considered the worst United Kingdom rail disaster of the 21st century. The collision occurred after the passenger train hit a stationary vehicle blocking the track and derailed, crashing into the oncoming freight train on the parallel track.[6] The crash occurred on flat terrain and a linear stretch of track. The furthest derailed train car was a passenger train car found 437 feet away from the track. Because this was a head-on collision with two trains going at high speeds in opposite directions, the 437-foot trajectory of the furthest derailed car represents the furthest expected derailment trajectory that could occur along this two-way length of railway in Elk Grove. As a conservative measure, an additional 63 feet was added to the hazard area buffer surrounding the track for a total of 500 feet.

CASE STUDY 2—DERAILMENT WITH HAZARDOUS SPILL

The other high-profile case study occurred in the town of Lac-Mégantic in Quebec, Canada, in 2013. Here, a freight train carrying 72 tank cars filled with crude oil behind five head-end locomotives derailed while rolling down a hill unmanned and powered by gravity from its night stop location uphill from the town.[7] The train reached a maximum downhill speed of nearly 62 mph before derailing at a curve at the bottom of the hill. The 79 train units derailed close to the tracks, piling up on the tracks in an accordion-like fashion. However, much

[6] "Selby Rail Crash: Disaster Remembered 20 Years On," *BBC News*, February 28, 2021, sec. York & North Yorkshire, https://www.bbc.com/news/uk-england-york-north-yorkshire-56085631.

[7] Mélissa Généreux et al., "The Public Health Response during and after the Lac-Mégantic Train Derailment Tragedy: A Case Study," *Disaster Health* 2, no. 3–4 (November 11, 2015): 113–20, https://doi.org/10.1080/21665044.2014.1103123.

of the crude oil spilled and caught fire, causing destruction out to (conservatively) 850 feet from the track at the location of the disaster, and an additional toxic vapor cloud reaching 3,800 feet downwind from the site of the disaster. The hazard area analyzed in this report is represented by the 3,800-foot vapor cloud radius from this case study as the maximum-distance hazard zone for the train derailment scenario, with a higher-risk conflagration zone within the hazard zone defined by an 850-foot radius reflective of the maximum distance affected by the Lac-Mégantic train derailment fire. This fire, resulting from the derailment of 72 tank cars filled with crude oil, is expected to encompass the maximum possible distance covered by a potential fire resulting from any train derailment scenario in Elk Grove. Further, it is less likely that heavier freight train units carrying flammable materials would derail as far as the proposed 500-foot maximum derailment buffer, which was derived from the Selby case study involving a much lighter passenger train moving at a much faster speed than the Lac-Mégantic train derailment. Because freight vehicles are heavier and restricted to slower speeds than passenger trains, they are likely to derail closer to the track than 500 feet. For this reason, the proposed 800-foot conflagration radius was measured from the track centerline rather than the perimeter of the furthest possible derailment buffer (500 feet), so that the conflagration radius adds an additional 300-foot radius beyond the derailment zone perimeter, and the vapor cloud adds an additional 3,000-foot radius beyond the conflagration buffer, for a total of 3,800 feet of total risk area measured from the center line of the two-track rail segment between just north of Elk Grove Boulevard and the industrial area in southern Elk Grove. The track is linear at this location and throughout the City of Elk Grove, so there is no increased derailment risk associated with unsafe speeds around curves.

Geographic information system (GIS) data available publicly from Caltrans was evaluated to 'ground truth' the proposed parameters derived from these case studies. The condition of this length of track is FRA Track Class 4. Each class (from 1 to 6) represents track quality and minimum standards specified for each class per regulation. Speed restrictions are associated with each Track Class: A track class of 1 is associated with lowest quality and an associated speed of up to 10 mph. A track class of 6 represents the highest quality and associated speeds of up to 110 mph. Track Class 4 is associated with a speed restriction of 60 mph. This is the same speed at which the unmanned freight cars were traveling when they derailed in Lac-Mégantic, and slower than the speed at which both the freight and passenger trains was moving during the Selby crash.

Figure 2-2 shows the 500-foot derailment buffer, additional 300 feet of conflagration area, and total 3,800-foot toxic gas cloud buffer, all measured from the track center line.

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE

TRAIN DERAILMENT AND POTENTIAL TOXIC SPILL

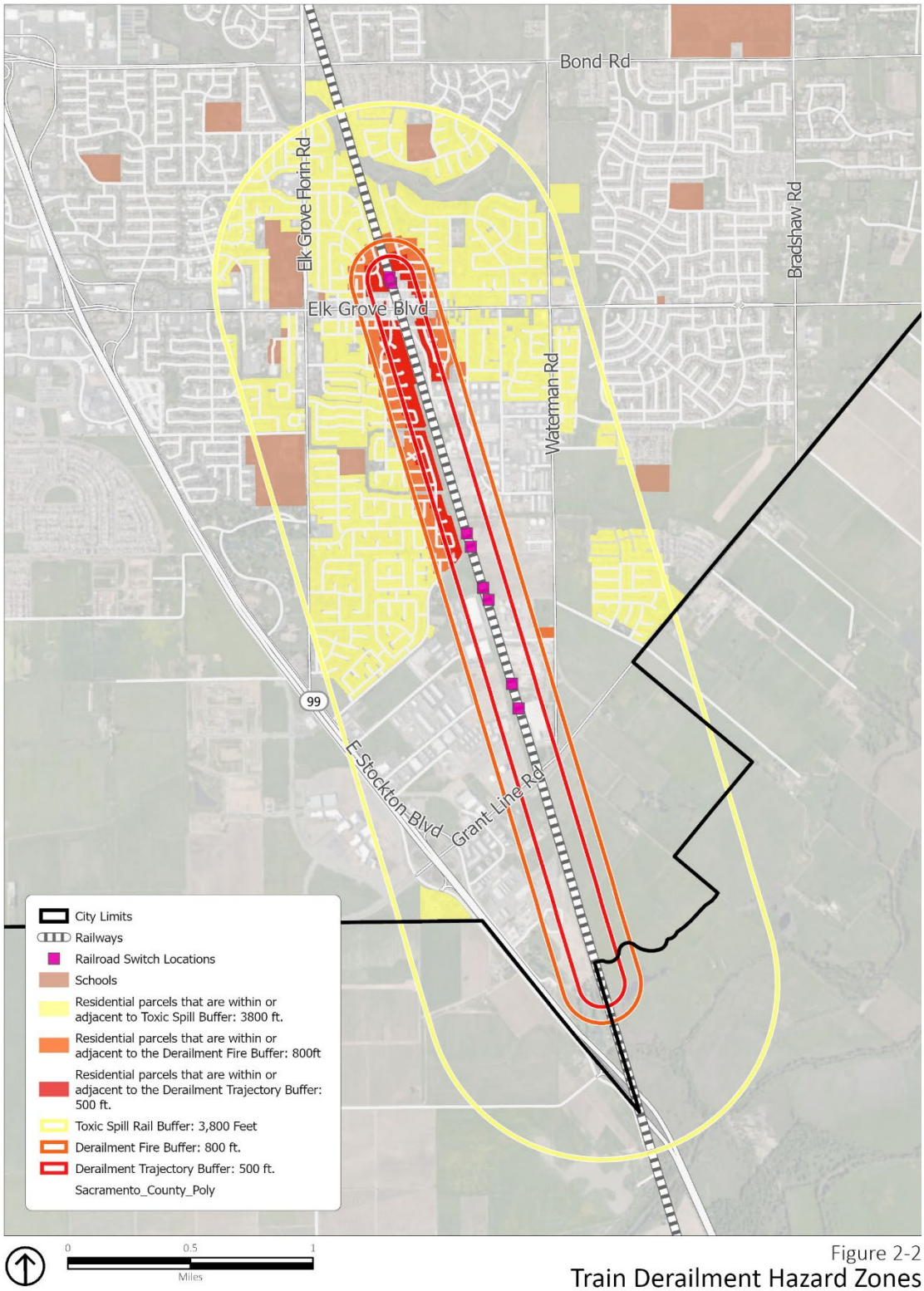


Figure 2-2
Train Derailment Hazard Zones

Elk Grove Boulevard, the northernmost street intersecting the hazard area, is a major commercial corridor within the City. Elk Grove Boulevard has a high daily traffic volume, and commercial uses surround the intersection at this location. North of this intersection, the track is lined with residential uses on both sides (east and west). South of this intersection, residential uses continue to line the west side of the track, but the east side becomes industrial in character within several blocks south and remains industrial for the remaining southern portion of the track extending to the southern edge of Elk Grove city limits. The west side of the track transitions to industrial uses further south, with the southernmost residential use along the track on this side marked by Jennie McConnell Park in southern Elk Grove. Approximately 4,558 residential parcels and approximately 5,035 residential units fall within the 3,800-foot vapor cloud hazard area associated with a train derailment event resulting in a toxic spill. The following seven schools (including one planned) and one daycare are in the 3,800-foot toxic vapor cloud buffer around the track (but not within the two higher-risk inner buffers):

- Joseph Kerr Middle School
- Melrose Christian Preschool
- Elk Grove High School
- Florence Markofer Elementary School
- Elk Grove Elementary School
- Jessie Baker Elementary School
- Radcliffe Daycare and Preschool
- One planned school (not yet developed) on Wyland Drive

Joseph Kerr Middle School and Elk Grove High School are both designated safety shelters but are not recommended for use as safety shelters in the event of a train derailment event given their proximity to the Union Pacific railway. The closest safety shelters outside of the hazard zone are Cosumnes Oaks High School on the west side of the railroad track, and Katherine Albiani Middle School/Pleasant Grove High School on the east side.

VULNERABLE POPULATIONS WITHIN HAZARD ZONES

Figures 2-3 through **2-7** show demographic vulnerability characteristics mapped by census tract for residential areas intersecting the train derailment and toxic spill hazard zone.

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE

TRAIN DERAILMENT AND POTENTIAL TOXIC SPILL

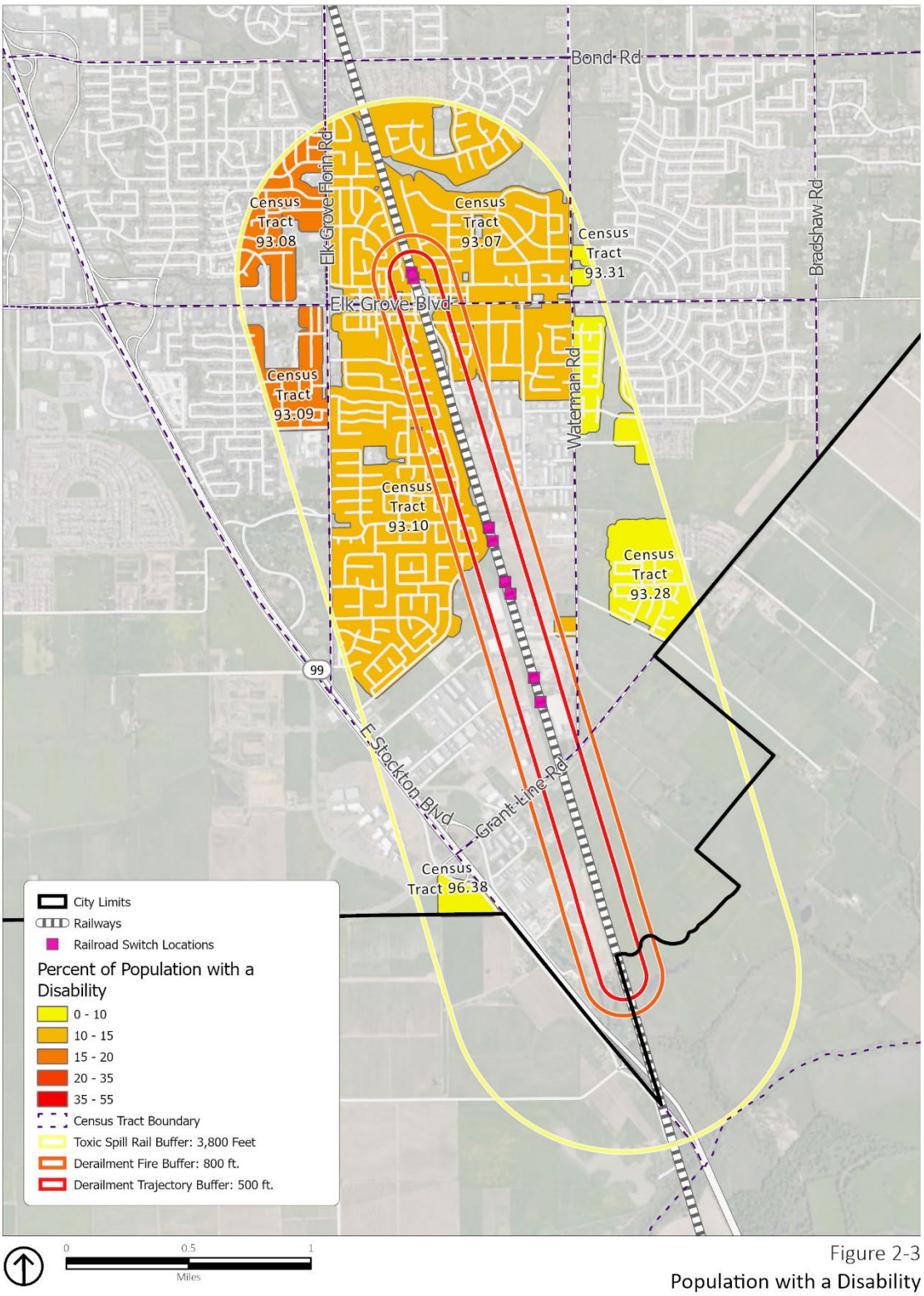


Figure 2-3
Population with a Disability

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE

TRAIN DERAILMENT AND POTENTIAL TOXIC SPILL

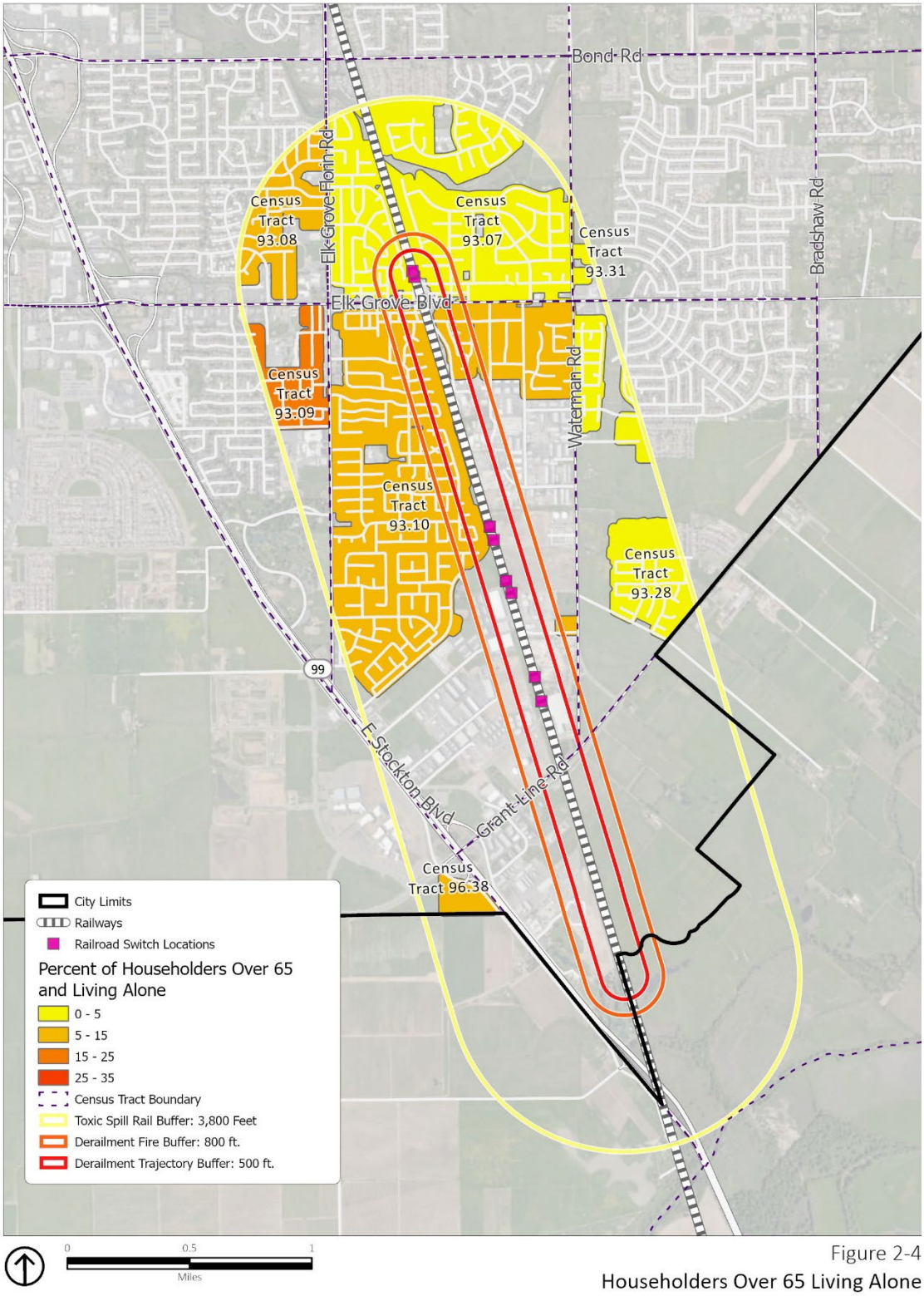


Figure 2-4
Householders Over 65 Living Alone

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE

TRAIN DERAILMENT AND POTENTIAL TOXIC SPILL

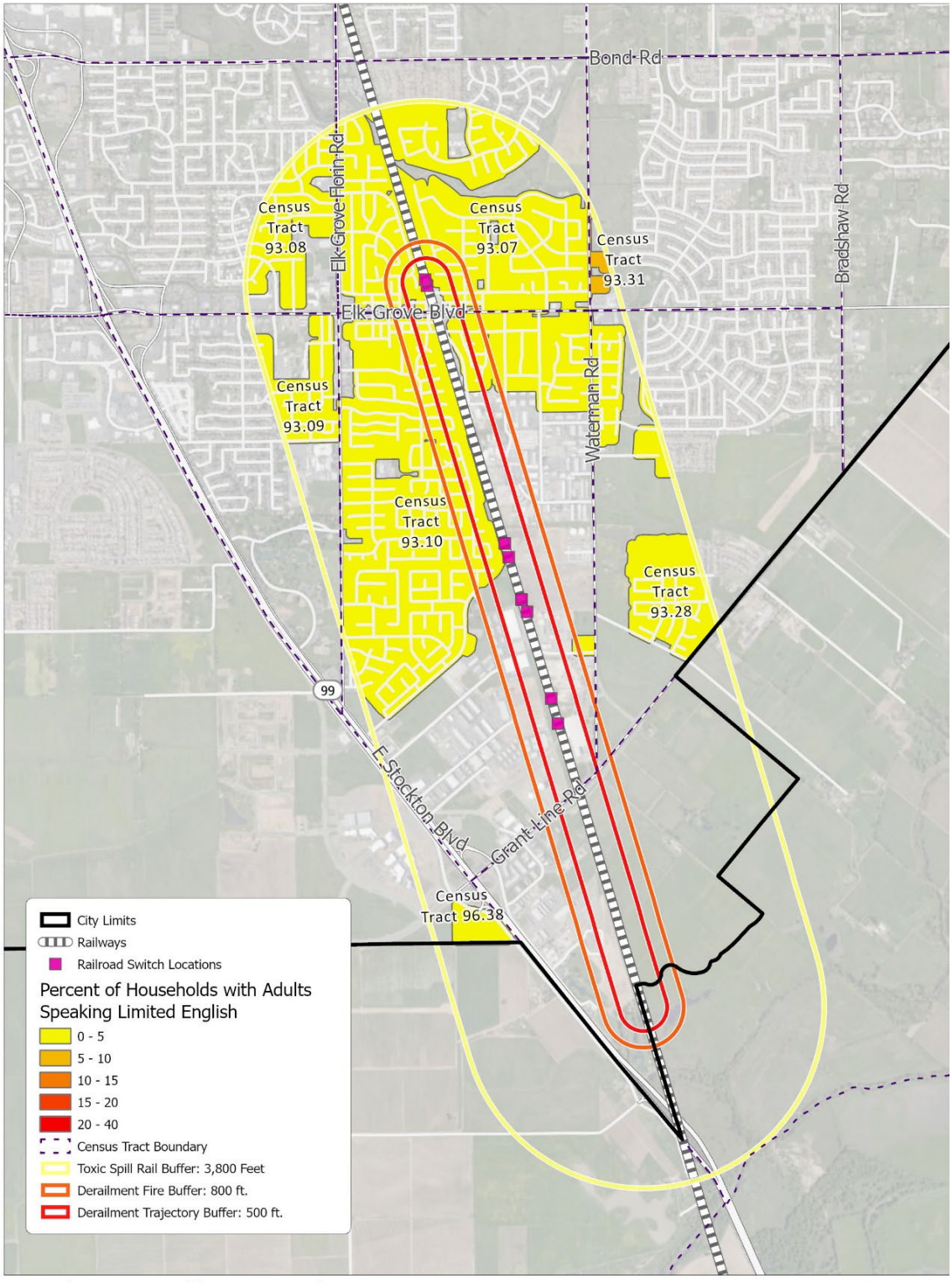


Figure 2-5
Households with Adults Speaking Limited English

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE

TRAIN DERAILMENT AND POTENTIAL TOXIC SPILL

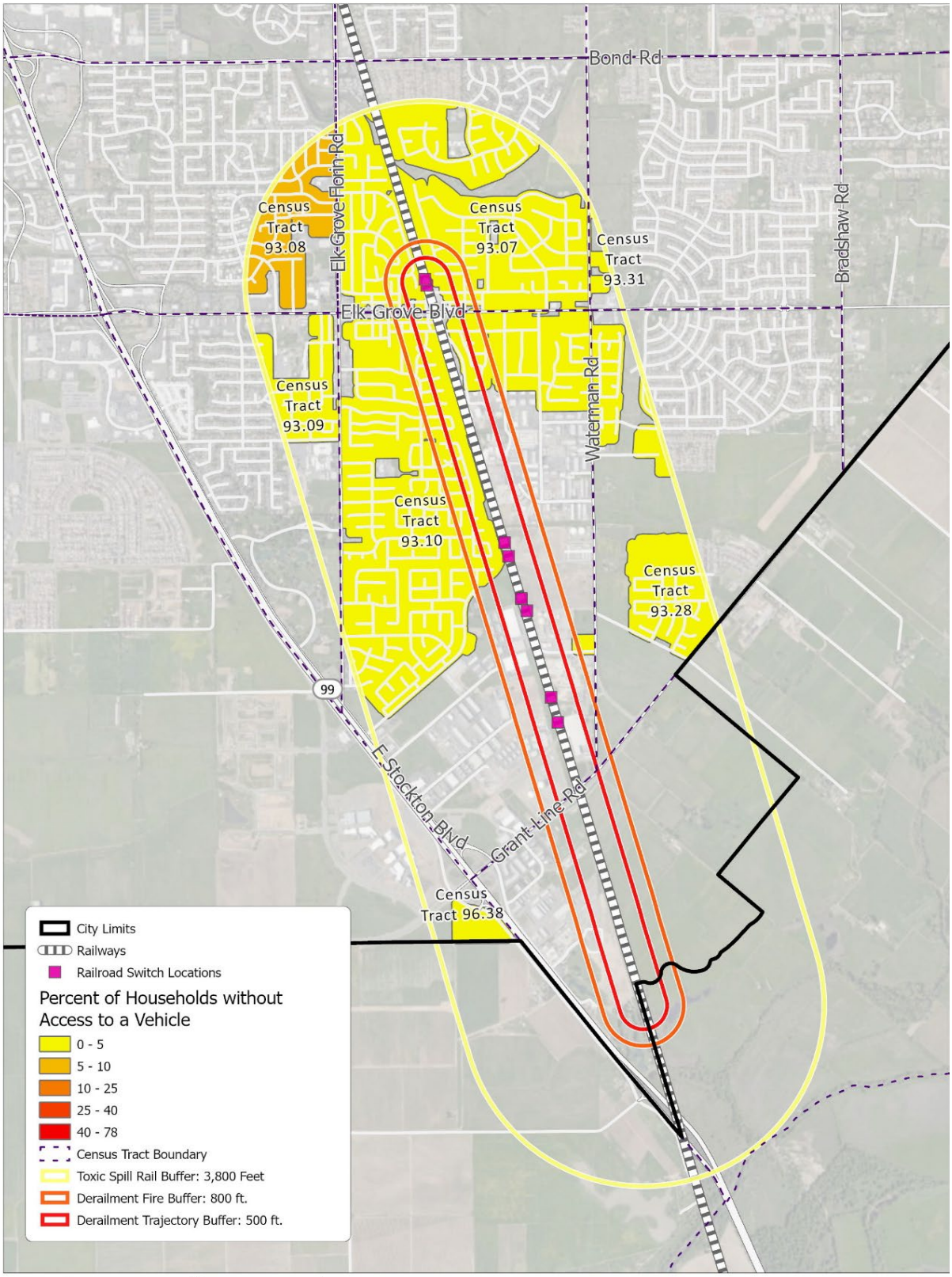


Figure 2-6
Households without Access to a Vehicle

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE

TRAIN DERAILMENT AND POTENTIAL TOXIC SPILL

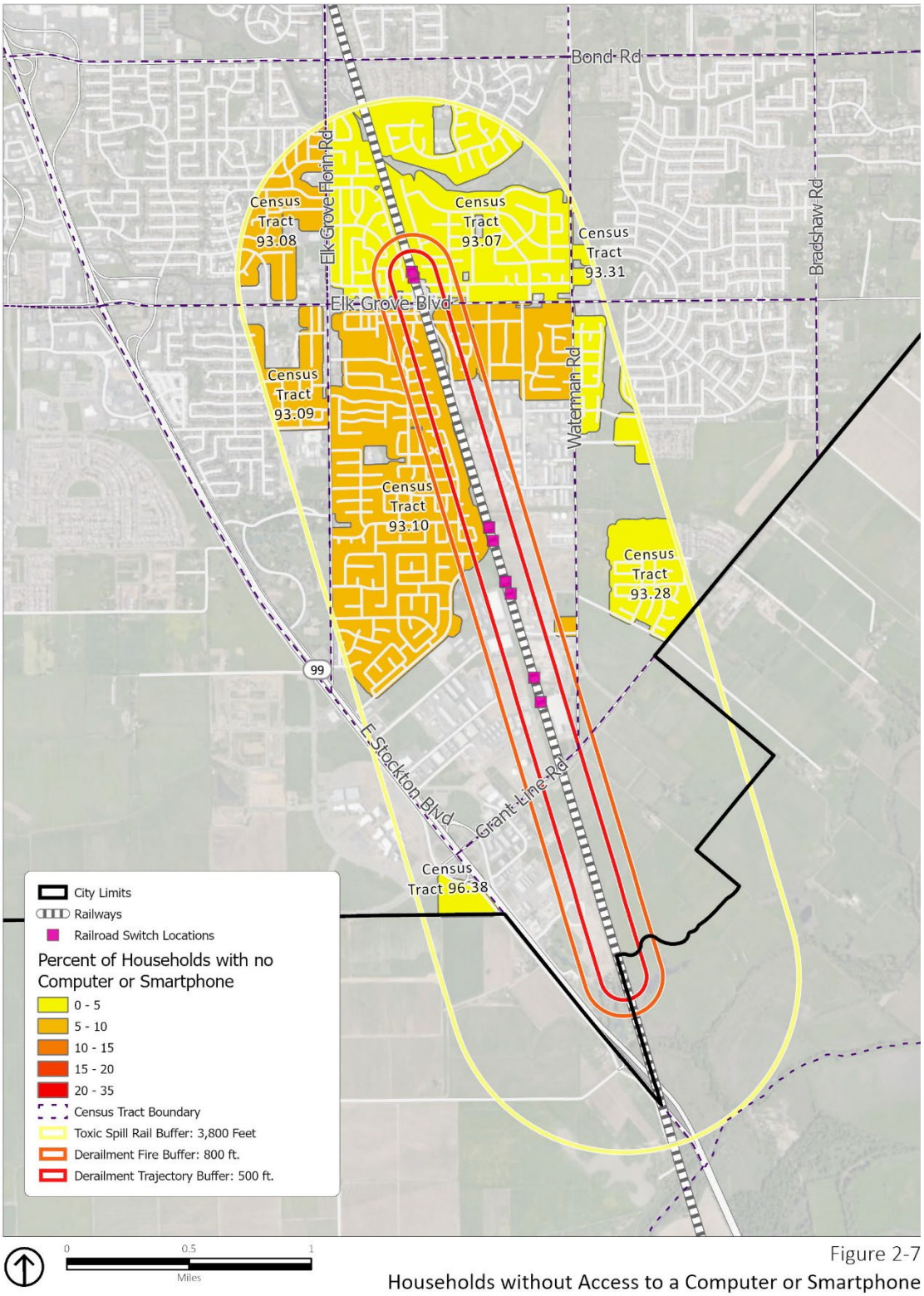


Figure 2-7
Households without Access to a Computer or Smartphone

The hazard area surrounding this linear stretch of track intersects eight different census tracts. Census tract 93.08 has the highest proportion of residents with a disability (18.5%), second-highest proportion of householders over 65 living alone (10.3%), second-highest proportion of households with no computer or smartphone (8.6%), or no internet (10.7%), and the second-highest proportion of households without any vehicle (6%) compared to other census tracts in Elk Grove. Approximately 322 households within this tract lie within the vapor cloud hazard zone (out of 2,210 total households in the tract), including six residential care facilities and two low-income housing locations (out of 35 and 8 within the tract respectively). All parcels within this tract lie outside the derailment and fire hazard zones.

A northeastern portion of census tract 93.09 (also discussed in the propane terminal scenario) intersects with the larger toxic vapor cloud hazard zone associated with a train derailment event but remains outside the derailment trajectory and fire hazard zones. This tract has the highest proportion of residents over 65 living alone (23%) and residents with a disability (17.2%) compared to other census tracts in Elk Grove. Approximately 167 residential parcels within this tract, including three assisted care facilities, also lie within the vapor cloud hazard zone. In addition to these residential parcels, tract 93.09 also includes Elk Grove Park, Elk Grove High School, and approximately 18 parcels with retail or office uses that all lie within the vapor cloud hazard zone.

RECOMMENDATIONS FOR EVACUATING VULNERABLE POPULATIONS

The two tracts identified as having significant proportions of vulnerable residents lie on the west side of the rail track. In this portion of the hazard area, the nearest evacuation routes are Elk Grove Boulevard westbound, Elk Grove-Florin Road northbound (north of the intersection with Elk Grove Boulevard), and Valley Oak Lane westbound towards SR 99. Results of the vulnerability analysis indicate that residents in these areas are more likely to be over 65 and living alone, more likely to have a disability, more likely not to have access to a vehicle, and for tract 93.09, more likely not to have access to a computer or smartphone compared to all census tracts in Elk Grove. There are few enough residences within these two tracts that intersect the hazard area (under 500), that the City could employ staff and/or volunteers to make targeted phone calls or house visits asking residents what specific assistance they would need to evacuate (e.g., phone call alerts during an evacuation event, paratransit or non-paratransit evacuation shuttles, information about nearby safety shelters in a specific language). The concluding sections of this report discuss additional recommendations for using active alert systems which can be tailored to each evacuation scenario, as well as recommendations for creating public awareness using targeted mailers and the online Story Map developed jointly with this report.

TRAFFIC SCENARIOS AND IDENTIFICATION OF PINCH-POINTS

IDENTIFIED EVACUATION ROUTES

Figure 2-8 shows the identified evacuation routes by roadway class.

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE

TRAIN DERAILMENT AND POTENTIAL TOXIC SPILL

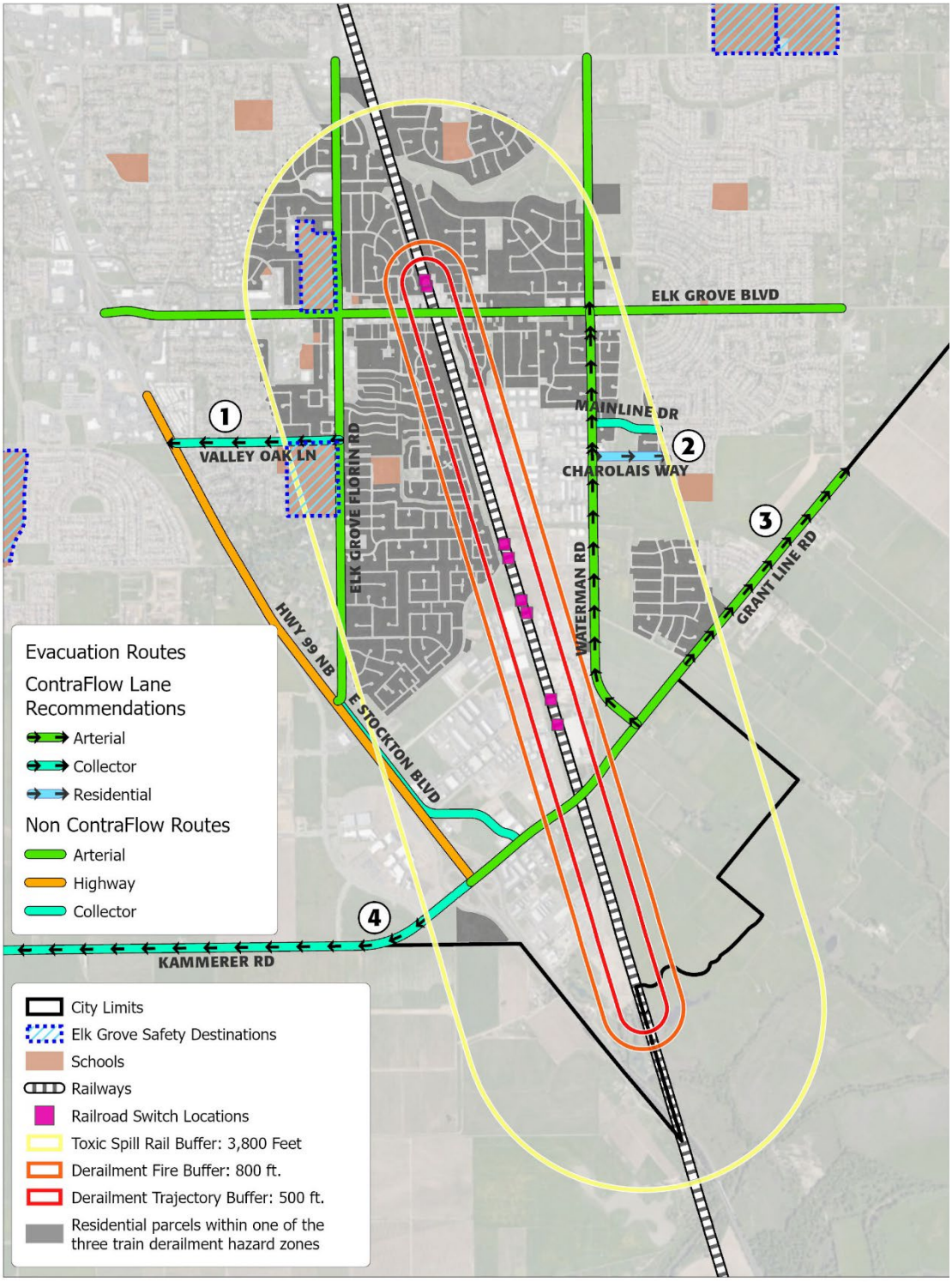


Figure 2-8
Evacuation Routes

The segment of track defining the train derailment hazard zone runs north to south for approximately three miles between the switch location just north of Elk Grove Boulevard to the Emerald Lakes Golf Course at the southern end of Elk Grove. Rather than being centered around a geographic point like the propane evacuation scenario, the hazard zone in the train derailment scenario is defined by a circular buffer around the three-mile linear stretch of rail track. Evacuation routes radiate eastward on the east side of the track, and westward on the westward side of the track away from the hazard area.

The following evacuation routes (numbered corresponding to **Figure 2-8**) are recommended for contra-flow lanes based on traffic analysis summarized in **Tables 2-1** and **2-2:**

1. Valley Oak Lane westbound between Elk Grove Florin Road and East Stockton Boulevard.
2. Charolais Way eastbound between Waterman Road and Black Swan Drive.
3. Grant Line Road north/eastbound between Waterman Road and Bradshaw Road.
4. Kammerer Road westbound between SR 99 and McMillan Road/Big Horn Boulevard.

Tables 2-1 and **2-2** describe traffic conditions on major evacuation routes leading away from the train derailment hazard zone depicted in **Figure 2-8**. For this scenario, major evacuation routes were identified as having a clear direction of travel leading away from the hazard zone (westward on the west side of the tracks and eastward on the east side of the tracks), as well as major north-south routes that connect residential streets to the major east-west evacuation routes. Unlike the east-west routes running perpendicular to the rail track, the parallel north-south routes evaluated in this analysis do not have a specific direction of travel away from the hazard area because the direction of travel on these routes depends on the nearest east-west route for those evacuating, and on the exact location along the track where the derailment occurs. Although these routes do not have a clear direction of travel away from the derailment hazard area, they are included in the traffic pinch-point analysis because they connect residential neighborhoods in the hazard area to evacuation routes, and an assessment of overall traffic conditions is still relevant for disaster preparedness purposes. However, recommendations cannot be made for potential contra-flow lanes on these routes because the direction of travel away from the evacuation varies.

Table 2-1 describes current traffic conditions by peak period, and **Table 2-2** describes expected buildout traffic conditions by peak period. General Plan traffic model results are available for weekday and evening peak periods but not for weekends, and not all evacuation segments were evaluated in the General Plan. Google's average traffic snapshots were analyzed to estimate weekend traffic conditions, to fill in data gaps not included in the General Plan traffic model and compare traffic model results for segments that are evaluated in the General Plan. Cells showing traffic conditions in each table are color coded to roughly correspond with the color scale used in Google average traffic snapshots: cells showing the segment as uncongested are displayed in green, cells showing the segment as moderately congested are shown in orange, and cells showing the segment as severely congested are shown in pink.

Table 2-1: Derailment Hazard Zone Evacuation Routes Current Average Daily Traffic by Peak Period

Route Name	Primary Evacuation Route Segment	Traffic Lanes in Evacuation Direction	Weekday AM Peak	Weekday PM Peak	Weekend AM Peak	Weekend PM Peak
California State Route 99	Northbound between Grant Line Rd and East Stockton Blvd (Elk Grove Blvd Exit)	3 lanes	Congested on northbound on-ramp from Grant Line Rd	Not congested	Not congested (congested southbound)	Not congested (congested southbound)
Elk Grove Boulevard	Westbound between 1st Ave/ Walnut St Railroad St Alley and East Stockton Blvd	1 lane splits to 2 lanes west of Elk Grove Florin Rd	Not congested (LOS D at Elk Grove Florin Rd)	Congested in both directions (LOS C)	Not congested	Not congested
Elk Grove Boulevard	Eastbound between Railroad St and Bradshaw Blvd	1 lane	Not congested (LOS B - C)	Congested in both directions (LOS B - C)	Not congested	Not congested
Elk Grove Florin Road	Both directions between East Stockton Blvd and Elk Grove Blvd	1 lane	Not congested	Not congested (congested southbound)	Not congested	Congested (both directions)
Grant Line Road	Eastbound between Waterman Rd to Bradshaw Rd	1 lane	Not congested (LOS B – A)	Not congested (LOS C – A)	Not congested	Not congested
Grant Line Road	Westbound between East Stockton Blvd and SR 99 / Kammerer Rd	3 lanes	Congested (LOS F)	Not congested	Congested	Not congested
Waterman Rd	Northbound from Grant Line Blvd to Bond Rd	1 lane splits into 2 lanes north of Charolais Way	Not congested (LOS B-C)	Not congested (LOS B-C)	Congested	Not congested
Charolais Way	Eastbound between Waterman Rd and Black Swan Dr	1 lane	Not congested	Not congested	Not congested	Not congested
Kammerer Road	Westbound between Hwy 99 and Promenade Pkwy	3 lanes merge into 1 lane at Lent Ranch Pkwy	Not congested	Not congested	Not congested	Not congested
Mainline Drive	Eastbound between Waterman Rd and Black Swan Dr	1 lane	Not congested (congested westbound)	Not congested	Congested	Not congested (congested westbound)
Mosher Road	Eastbound between Waterman Rd and Grant Line Rd	1 lane	Not congested (LOS D onto Grant Line Rd)	Not congested	Not congested	Not congested
E Stockton Boulevard	Northbound between Grant Line Rd and Elk Grove Florin Rd	1 lane	Congested northbound at Grant Line Rd	Congested northbound at Grant Line Rd	Minor congestion where northbound lanes merge	Minor congestion where northbound lanes merge
Valley Oak Lane	Westbound from Elk Grove Florin Rd and E Stockton Blvd	1 lane	Not congested	Not congested	Congested	Not congested

For evacuation segments that are evaluated for existing conditions in the General Plan, Google traffic results are displayed in each table with corresponding LOS estimates from the General Plan traffic model in parenthesis underneath. 'Not congested' refers to the 'green' category used in Google Traffic snapshots (roughly corresponding to LOS A-B), 'Congested' refers to the orange color (roughly corresponding to LOS C-D), and 'Severely congested' refers to the red color (roughly corresponding to LOS E-F). LOS and V/C estimates are shown as a range in cases where evacuation routes are made up of multiple segments evaluated and where the LOS varies by segment. For some evacuation route segments that were evaluated for current existing conditions in the General Plan, Google ADT snapshots are not exactly consistent with General Plan LOS estimates for the same peak period. These discrepancies are minor in all instances. For example, where the General Plan might show a segment as having an LOS A during a period, Google ADT snapshots may show that the same segment has minor congestion (orange, or roughly equivalent to LOS C-D). LOS C is typically considered the cutoff, where anything between LOS D through F is considered 'congested.

Table 2-2: Derailment Hazard Zone Evacuation Routes Buildout Traffic by Peak Period

Route Name	Primary Evacuation Route Segment	Weekday AM Peak	Weekday PM Peak	2040 GP Volume to Capacity (V/C) Ratio
California State Route 99	Northbound between Grant Line Rd and East Stockton Blvd (Elk Grove Blvd Exit)	LOS A on northbound ramps from Grant Line Rd	LOS A on northbound ramps from Grant Line Rd	Not evaluated
Elk Grove Boulevard	Westbound between 1st Ave/ Walnut St Railroad St Alley and East Stockton Blvd	LOS F	LOS D - F	1.19 - 1.28 (2 segments)
Elk Grove Boulevard	Eastbound between Railroad St and Bradshaw Blvd	LOS D	LOS E	0.84 – 0.99 (2 segments)
Elk Grove Florin Rd	Both directions between East Stockton Blvd and Bond Rd	LOS F approaching Bond Road northbound	LOS E approaching Bond Road northbound	0.94 – 1.02 (2 segments)
Grant Line Road	Eastbound between Waterman Rd to Bradshaw Rd	LOS A - D	LOS A - D	0.79 - 0.84 (2 segments)
Grant Line Road	Westbound between East Stockton Blvd and SR 99 / Kammerer Rd	LOS F - B	LOS F - B	1.25 - 1.28 (2 segments)
Waterman Rd	Northbound from Grant Line Blvd to Bond Rd	LOS D	LOS E	0.68 - 1.23 (2 segments)
Charolais Way	Eastbound between Waterman Rd and Black Swan Dr	Not Evaluated	Not Evaluated	Not evaluated
Kammerer Road	Westbound between Hwy 99 and Promenade Pkwy	LOS D - F	LOS D - C	0.61 – 1.15 (2 segments)
Mainline Drive	Eastbound between Waterman Rd and Black Swan Dr	Not evaluated	Not evaluated	Not evaluated
Mosher Road	Eastbound between Waterman Rd and Grant Line Rd	LOS D	LOS D	0.38
E Stockton Boulevard	Northbound between Grant Line Rd and Elk Grove Florin Rd	LOS F	LOS F	1.48
Valley Oak Lane	Westbound from Elk Grove Florin Rd and E Stockton Blvd	Not evaluated	Not evaluated	Not evaluated

For evacuation segments that are evaluated for existing conditions in the General Plan, Google traffic results are displayed in each table with corresponding LOS estimates from the General Plan traffic model in parenthesis underneath. 'Not congested' refers to the 'green' category used in Google Traffic snapshots (roughly corresponding to LOS A-B), 'Congested' refers to the orange color (roughly corresponding to LOS C-D), and 'Severely congested' refers to the red color (roughly corresponding to LOS E-F). LOS and V/C estimates are shown as a range in cases where evacuation routes are made up of multiple segments evaluated and where the LOS varies by segment. For some evacuation route segments that were evaluated for current existing conditions in the General Plan, Google ADT snapshots are not exactly consistent with General Plan LOS estimates for the same peak period. These discrepancies are minor in all instances. For example, where the General Plan might show a segment as having an LOS A during a period, Google ADT snapshots may show that the same segment has minor congestion (orange, or roughly equivalent to LOS C-D). LOS C is typically considered the cutoff, where anything between LOS D through F is considered 'congested.'

DISCUSSION AND EVACUATION PROCEDURE RECOMMENDATIONS

Because the train derailment hazard area overlaps significantly with the propane hazard area in the southern part of Elk Grove, the two scenarios share several of the same evacuation routes, including: SR 99 northbound, Elk Grove Florin Road northbound, Grant Line Road in both directions, Waterman Road northbound, Kammerer Road westbound, and East Stockton Boulevard northbound. The same pattern discussed in the propane evacuation scenario is also evident here: Arterials serving the large, undeveloped area in southern Elk Grove, where most of the City's approved future development is located, show a significant increase in expected congestion in the General Plan full build-out scenario compared to their current levels. Seven of the thirteen recommended major evacuation routes for the train derailment scenario are expected to be critically congested with LOS levels of E or F during at least one major peak period under the build-out scenario, whereas currently only two segments appear significantly congested during any period (Grant Line Road westbound and East Stockton Boulevard northbound).

Three smaller residential collector roads are recommended as evacuation routes leading out of the hazard zone: Charolais Way eastbound, Mainline Drive eastbound, and Valley Oak Lane westbound. These residential collector roads connect larger arterials and have residential streets feeding into them. Neighborhood streets that feed into them are already built-out and are less likely to have significantly higher levels of traffic associated with future development. These three routes are recommended as priorities for establishing contra-flow lanes during an emergency because they are not congested in either direction according to current traffic estimates, and they are not expected to be congested in either direction according to build-out estimates. Establishing contra-flow lanes on these routes is likely to require less time to divert existing traffic in the contra-flow direction compared to other evacuation routes.

These and other recommendations for establishing contra-flow lanes on evacuation route segments are summarized herein in order of time priority during an emergency evacuation event.

DERAILMENT EVACUATION SCENARIO CONTRA-FLOW ROUTE SEGMENTS BY TIME PRIORITY

Highest Time Priority: Little or no congestion in both directions on these routes. Recommend establishing contra-flow lanes in all opposing lanes and directing evacuees to this route.

- Convert Valley Oak Lane eastbound lanes to westbound lanes between Elk Grove Florin Road and East Stockton Boulevard.
- Convert Charolais Way westbound lanes between Waterman Road and Black Swan Drive to eastbound lanes.

Second-Highest Time Priority: Little or no traffic in the opposing direction. Recommend establishing contra-flow lanes on these routes to accommodate traffic in the direction of evacuation.

- Convert Grant Line Road westbound lanes between Waterman Road and Bradshaw Road to eastbound lanes but re-evaluate pending new developments occurring over General Plan 2040 Cycle.
- Convert Kammerer Road eastbound lanes between SR 99 and McMillan Road to westbound lanes but re-evaluate pending new development occurring over the General Plan 2040 Cycle.

Evacuation Routes Not Recommended for Contra-Flow Lanes: Congestion occurs in both directions, unclear direction of travel, and/or routes are divided highways.

- SR 99
- Elk Grove Boulevard
- Elk Grove Florin Road
- East Stockton Boulevard
- Mainline Drive
- Mosher Road
- Waterman Road

SAFETY SHELTERS

In addition to recommended evacuation routes, Figure 2-8 illustrates safety shelters that are proximate to or within the train derailment hazard zone. These safety shelters may be used as an evacuation location for residents to assemble during the incident and seek shelter. However, incidents are often dynamic and there could be conditions that warrant alternative arrangements. The City's Emergency Operations Center/RTIC Manager shall assign safety shelters as evacuation locations based upon the nature of the incident, availability of the shelter, and population need. The full list of shelters recommended for each scenario is provided in Appendix B.

Scenario 3: Flooding Evacuation Scenario

HAZARD ZONE AND RISK PARAMETERS

The hazard zone in this scenario is defined by the plan area covered by the Central Valley Flood Protection Plan (CVFPP), passed in 2021 by the California Department of Water Resources (DWR) and the Central Valley Flood Protection Board.[8] The CVFPP establishes flood protection requirements as part of local land-use decision-making processes (e.g., General Plans) for jurisdictions within the CVFPP area. The CVFPP area covers the entire Sacramento-San Joaquin River and Delta system and encompasses the Elk Grove Planning Area.

The CVFPP study area includes lands subject to flooding given the current condition of the Sacramento-San Joaquin River Flood Management System under 200-year flood conditions, 500-year flood conditions, and a levee break scenario. In other words, the plan area covers the largest potential area of risk under a comprehensive range of flooding events for the Sacramento-San Joaquin River valley.

The 200-year floodplain represents areas with a 0.5% chance of flooding in any given year (and thus with a 100% chance off flooding over a 200-year period). The CVFPP requires that jurisdictions attain a level of flood protection necessary to withstand 200-year floods for all development within the 200-year floodplain estimated to have a population over 10,000.[9] Similar to the Suburban Propane evacuation scenario, the area within the larger and more conservative CVFPP hazard zone outside of the 200-year flood zone is associated with minimal risk compared to the area within the 200-year flood zone, and constitutes a highly conservative study boundary in which to analyze demographics and transportation conditions relevant to evacuation. The total flood risk zone (encompassing a 500-year floodplain) and the higher-risk 200-year flood risk zone are both shown in **Figure 3-1**.

[8] https://gis.water.ca.gov/arcgis/rest/services/Boundaries/i03_SystemwidePA_20101007/MapServer

[9] Elk Grove General Plan 2040 Services, Health and Safety Element, 8-14 – 8-17. Adopted February 27, 2019.

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE

FLOODING EVACUATION SCENARIO

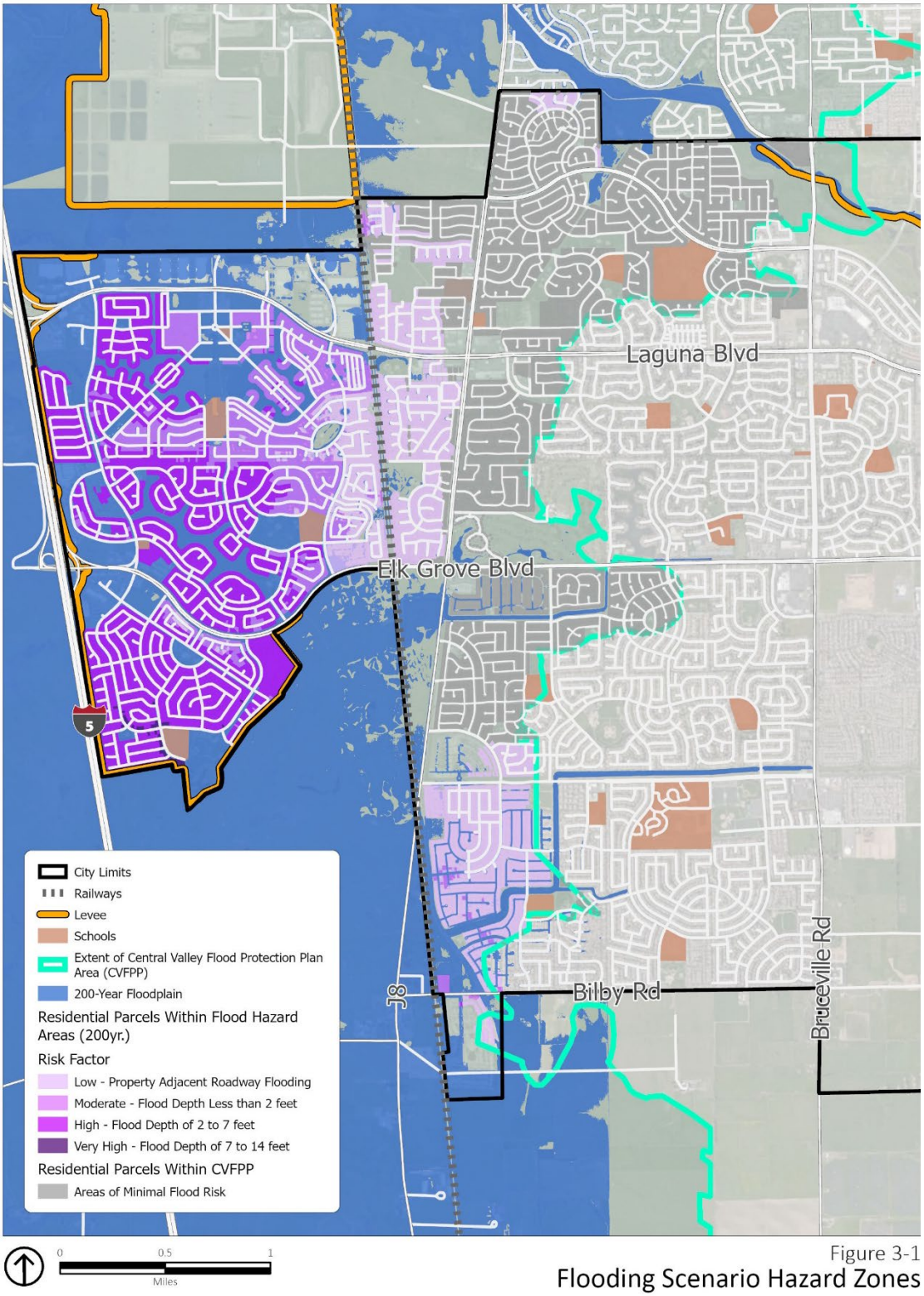


Figure 3-1
Flooding Scenario Hazard Zones

As **Figure 3-1** indicates, the larger CVFPP area covers a large and primarily residential western portion of Elk Grove adjacent to the Sacramento River and levee system. The CVFPP area also covers smaller rural-residential areas of eastern Elk Grove adjacent to Deer Creek and Cosumnes River in the East, South, and West Study Areas, as well as some areas in northeastern Elk Grove surrounding Camden Lake/Camden Park and Laguna Creek. This report defines the hazard zone as the western portion of Elk Grove covered by the CVFPP area, because it is a much larger area covering multiple residential neighborhoods in their entirety, including those served by a single residential collector road, and, overall, having limited access from only two arterials (Elk Grove Boulevard and Laguna Boulevard). These areas are much more likely to be congested during an evacuation event related to flooding, whereas the eastern parts of Elk Grove covered by the CVFPP area include areas primarily along creeks, with ample evacuation routes for all affected properties in these locations. There are 16,959 total households in the flood hazard area, representing approximately one-third of existing Elk Grove households. The following five schools and five daycares are located in the 200-Year flood zone:

- Kinder Care Learning Center Preschool and Kindergarten
- Joseph Sims Elementary
- Merryhill Country
- Stone Lake Elementary
- Peekaboo Daycare
- The Happy Bunch Wee Care
- Laguna KinderCare
- Suzanne's Daycare (nearby roads are partially flooded)
  Buzy Bees Child Care (nearby roads are partially flooded).

Six additional schools and six additional daycares lie within the lower-risk CVFPP area:

- Marion Mix Elementary
- Peace Preschool
- John Ehrhardt Elementary
- Laguna Creek High
- Helen Carr Castello Elementary
- Franklin Elementary
- Lisa's Family Daycare
- Dalia's Daycare
- Acres of Learning Childcare
- Silver Springs WeeCare
- Confidential Daycare Services
- Wee Kids Child Care

Two Elk Grove safety shelters are located within the 200-year flood hazard zone and are therefore not recommended for use as safety shelters in the event of a flood. These are: Stone Lake Elementary School, and Joseph Sims Elementary School. Although Laguna Creek High school is within the larger CVFPP area, it is outside the 200-year FEMA flood zone and is in an area classified as having minimal risk within the CVFPP. For this reason, it is recommended that the City avoid using Laguna Creek High School as an evacuation shelter while an acute flood event is occurring, but re-evaluate once flood levels have stopped rising. Because it is proximal to the flood risk area but in an area of minimal risk, Laguna Creek High School may be an optimal location from

which to conduct search and rescue efforts in flooded areas. Other Elk Grove safety shelters that are proximal to but outside of the flood risk area include: Good Shepherd Catholic Church, Harriet Eddy Middle School, and Franklin High School.

VULNERABLE POPULATIONS WITHIN HAZARD ZONES

Figures 3-2 through **3-6** show demographic vulnerability characteristics mapped by census tract for residential areas intersecting the flood risk hazard zone.

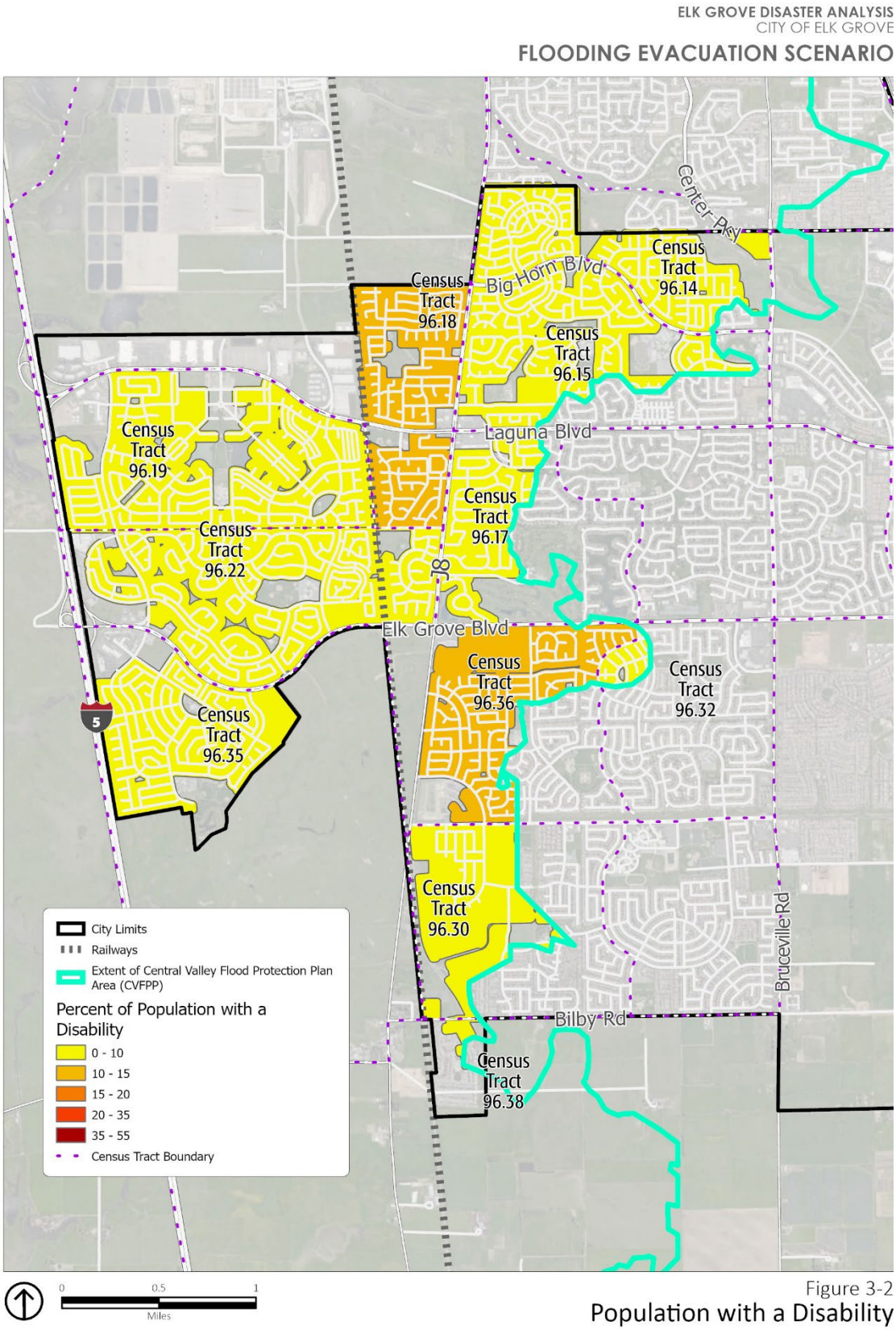


Figure 3-2
Population with a Disability

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE

FLOODING EVACUATION SCENARIO

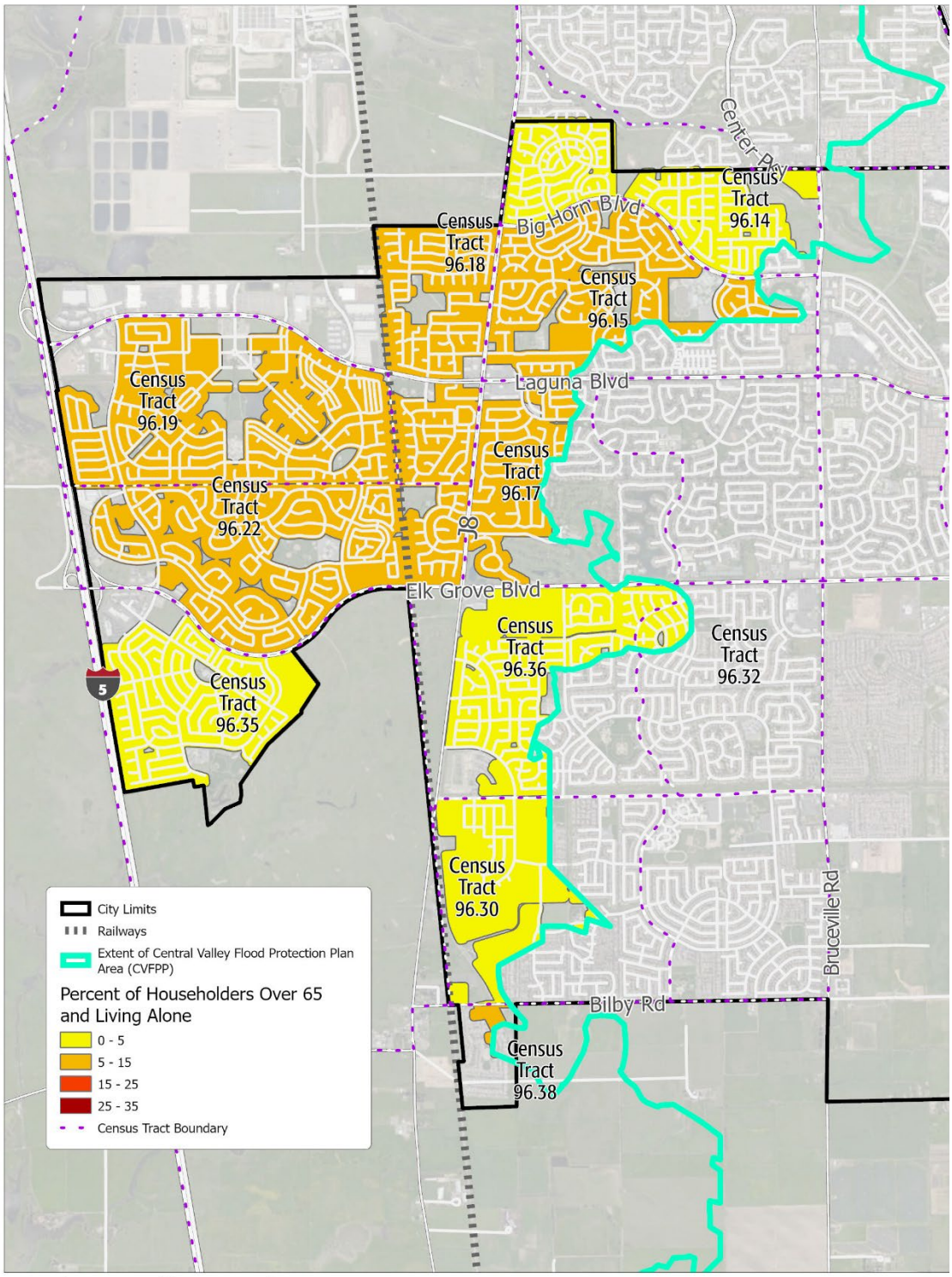


Figure 3-3
Householders Over 65 Living Alone

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE
FLOODING EVACUATION SCENARIO

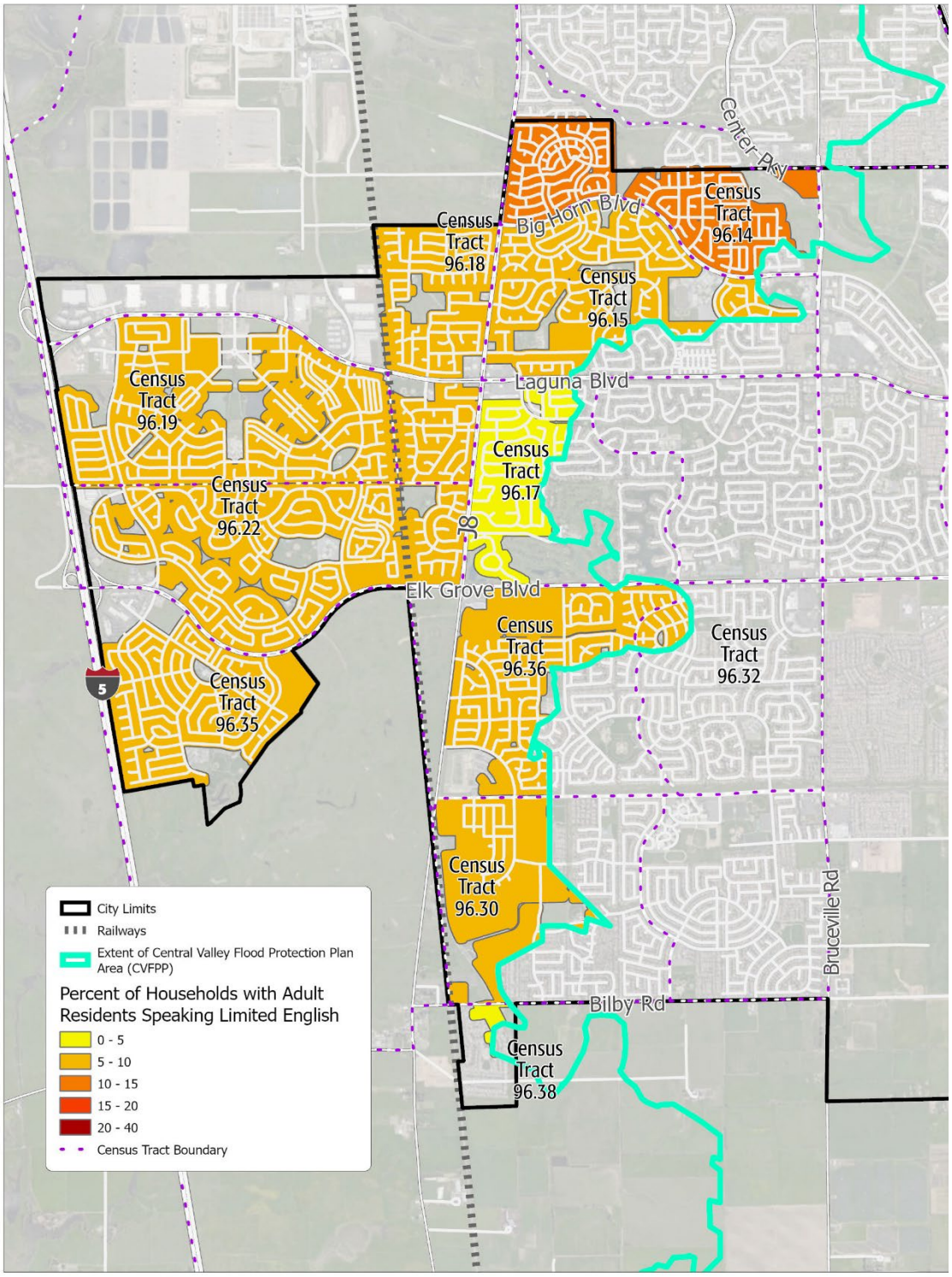


Figure 3-4
Households with Adults Speaking Limited English

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE

FLOODING EVACUATION SCENARIO

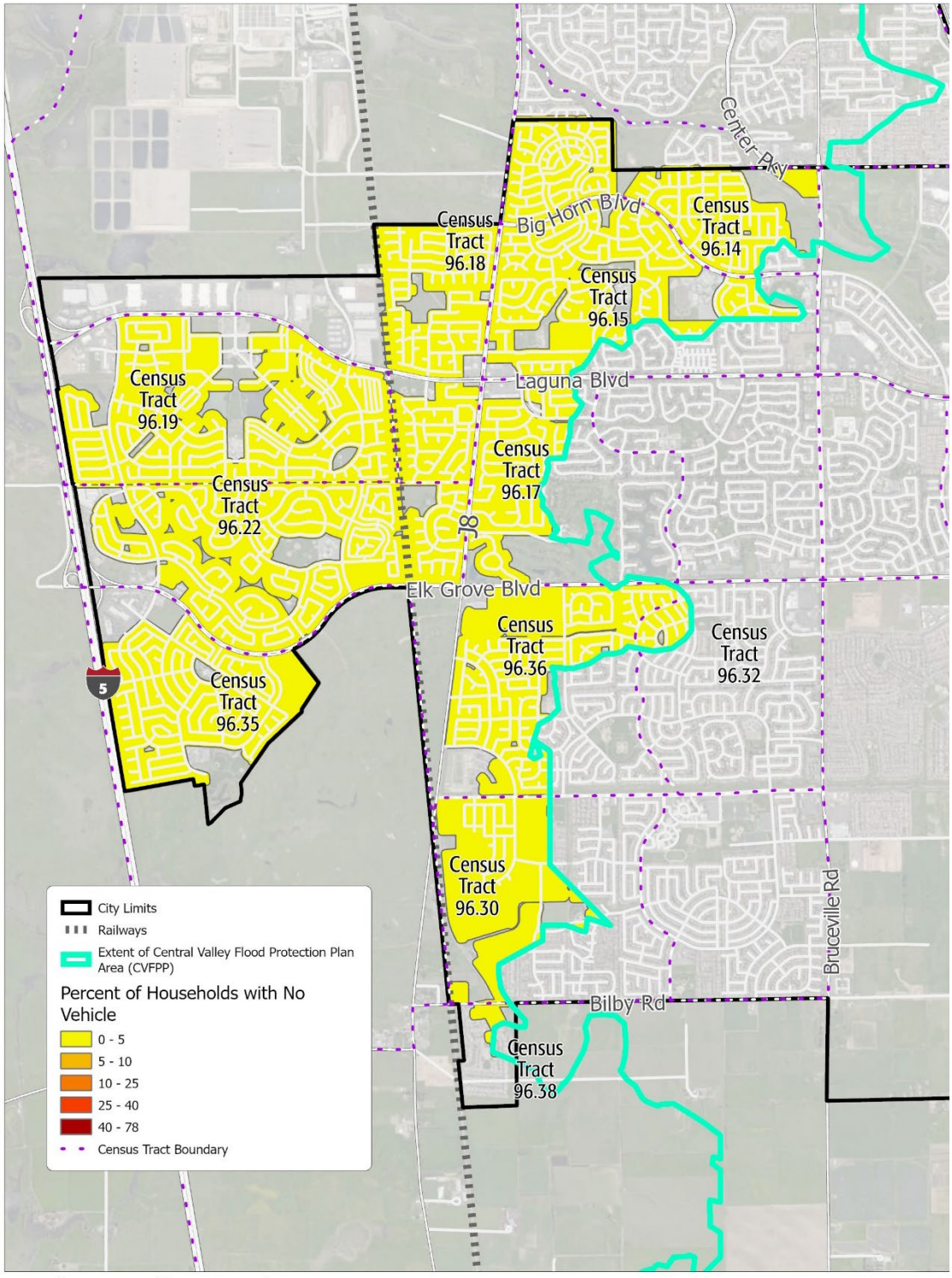


Figure 3-5
Households Without Access to a Vehicle

ELK GROVE DISASTER ANALYSIS
CITY OF ELK GROVE
FLOODING EVACUATION SCENARIO

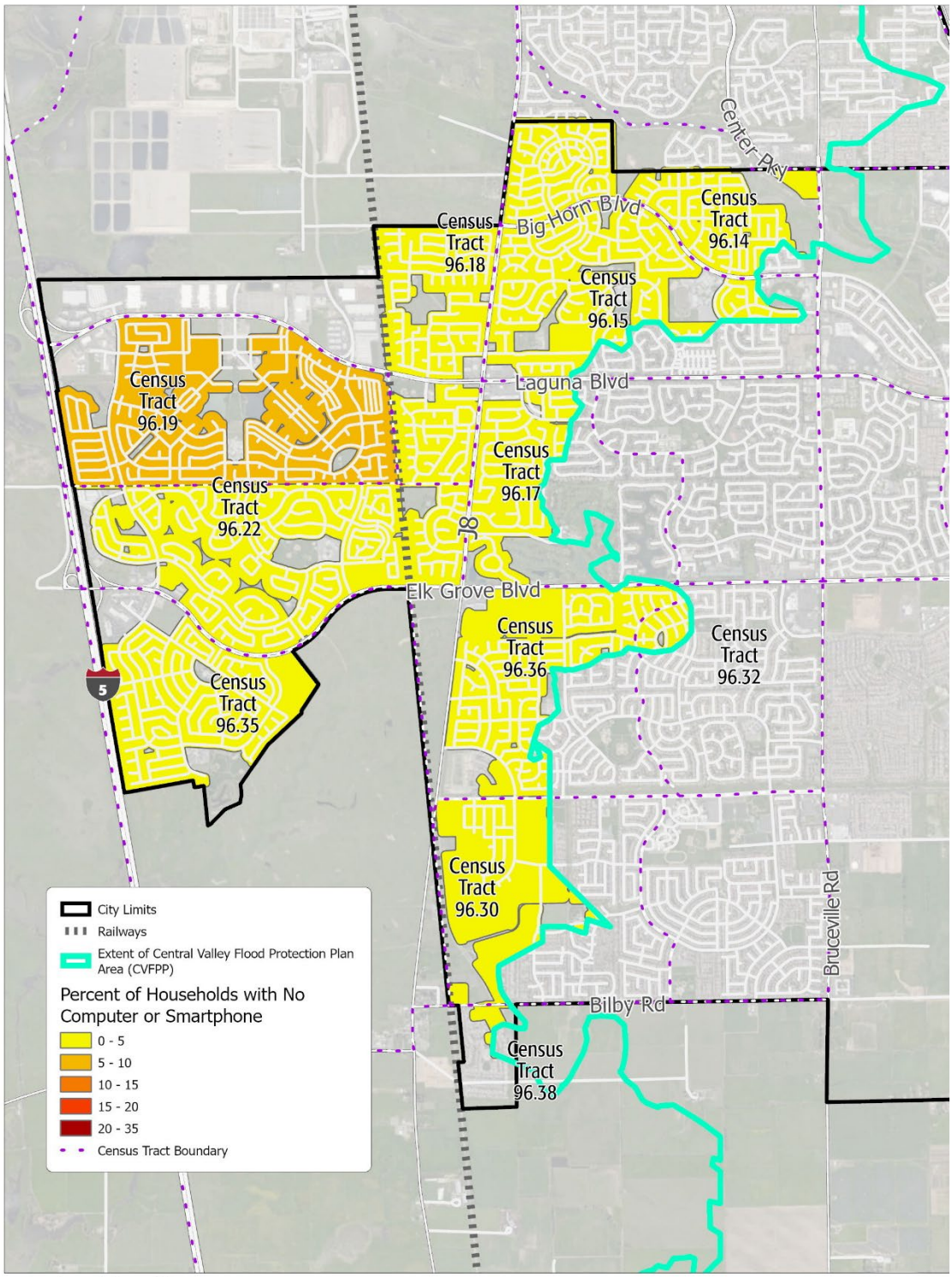


Figure 3-6
Households Without Access to a Computer or Smartphone

Census tract 96.14, is entirely covered by the flood hazard area, and has the highest proportion of limited-English speaking households in Elk Grove at 12%. Other Elk Grove census tracts fall between 3% and 10% for the proportion of households speaking limited English. This tract also contains 36 low-income housing locations and 6 residential care facilities. Census tract 96.14 is the only tract with residential neighborhoods intersecting the flood hazard zone and with a significantly higher proportion of residents with any one of the five vulnerability characteristics evaluated.

RECOMMENDATIONS FOR EVACUATING VULNERABLE POPULATIONS WITHIN HAZARD ZONES

The flooding scenario encompasses the largest hazard area with the highest number of residents compared to the other two evacuation scenarios evaluated in this report. It is also the most likely scenario, and likely contains a higher proportion of residents who may not be able to access emergency preparedness information provided in English compared to other Elk Grove census tracts. The concluding sections of this report discuss recommendations for creating public awareness around disaster preparedness (including recommendations for multi-lingual outreach), as well as recommendations for using active alert systems which can be tailored to each evacuation scenario. For active alerts related to flooding specifically, City staff can use the following resources to determine when to issue evacuation warnings prior to or in the early stages of a flooding event:

- The Active Alert NOAA weather radio: https://www.weather.gov/nwr/, which broadcasts continuous weather information from the nearest National Weather Service office, based on physical location of the user or searched location,
- And the NWS flood-specific landing page: https://www.weather.gov/safety/flood. This page provides a link to an interactive map where users can view real-time flooding conditions, as well as the location of water level gauges, including several along the Sacramento River and major tributaries near Elk Grove. Users can choose NWS offices providing live forecasts from the drop-down menu to the right of the map to see real-time flood information for that region, including one located in Sacramento County.

If flooding conditions are anticipated, City staff may wish to employ multi-lingual staff, volunteers, and/or hired interpreters to prioritize in-person door knocking in census tract 96.14. Door-knocking staff could notify residents of potential flooding conditions, refer residents to active alert NOAA weather radio for real-time weather updates, and provide recommendations for evacuation (e.g., what to include in a 'go-bag' and the location of safety shelters in Elk Grove). More recommendations for evacuation during a flooding event are provided in the following subsection discussing traffic conditions along identified evacuation routes.

TRAFFIC SCENARIOS AND IDENTIFICATION OF PINCH-POINTS

IDENTIFIED EVACUATION ROUTES

Figure 3-7 shows the identified evacuation routes by roadway class.

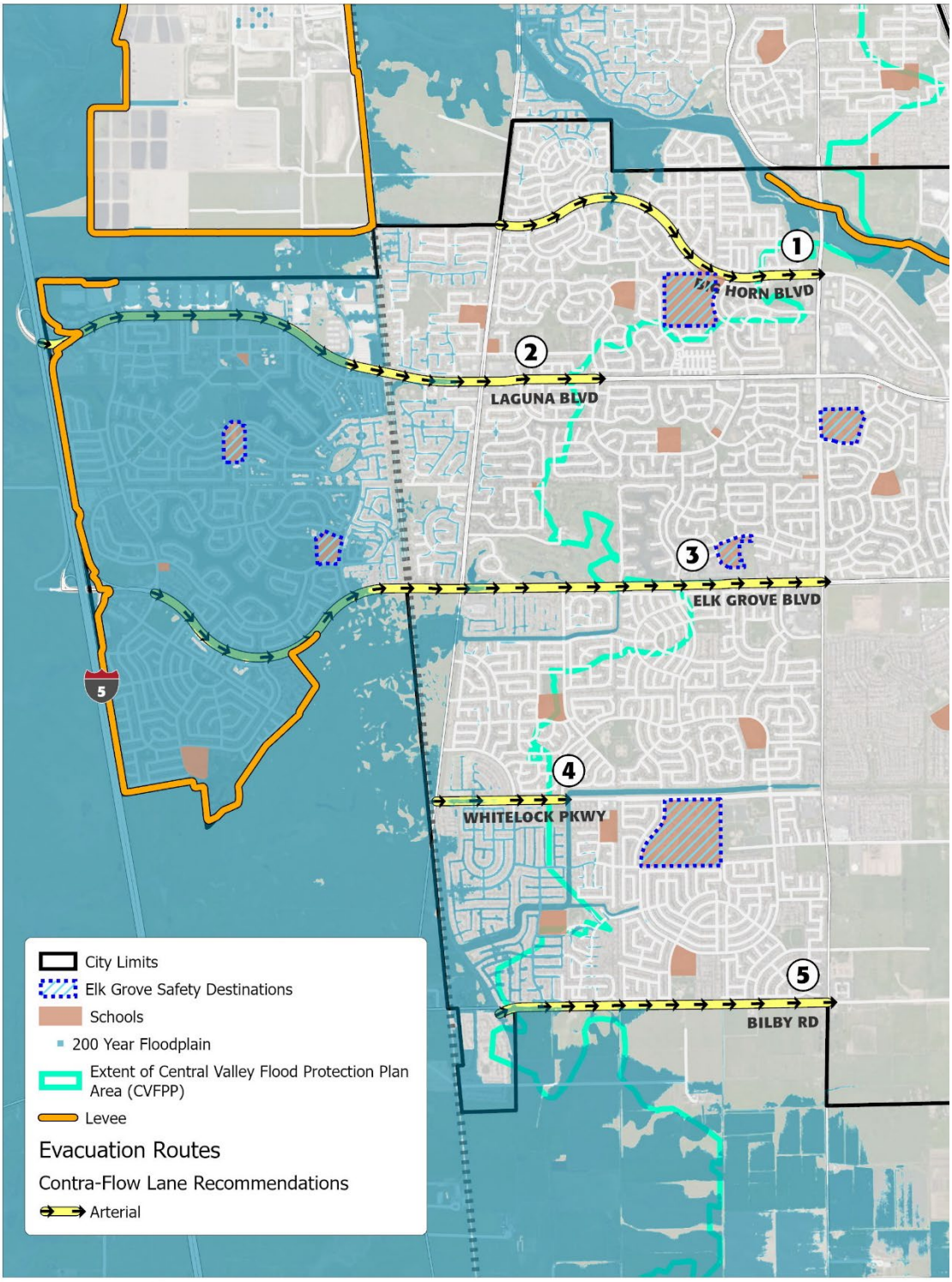


Figure 3-7
Recommended Evacuation Routes: Flooding Scenario

The Sacramento River is just west of the City of Elk Grove, so the hazard zone relating to a flooding scenario covers Elk Grove's western neighborhoods, like Laguna West and Stonelake.

The following evacuation routes are recommended for contra-flow lanes based on traffic analysis summarized in **Tables 3-1** and **3-2:**

1. Big Horn Boulevard eastbound from Portofino Drive to Bruceville Road.
2. Laguna Boulevard eastbound from Willard Parkway to Bruceville Road.
3. Elk Grove Boulevard eastbound from I-5 Freeway exit to Bruceville Road.
4. Whitelock Parkway between eastbound from I-5 Freeway exit to Laguna Park Drive.
5. Bilby Road between SR 99 and McMillan Road eastbound from Franklin Boulevard/Willard Parkway to Bellaterra Drive.

Tables 3-1 and **Table 3-2** describe the major evacuation routes leading out of the flood hazard zone depicted in **Figure 3-7**. These are road segments identified as having a clear direction of travel leading away from the hazard zone. **Table 3-1** describes current traffic conditions by peak period and **Table 3-2** describes expected buildout traffic conditions by peak period for each evacuation route. General Plan results (both existing and future) are available for weekday and evening peak periods but not for weekends, and not for all identified evacuation routes. Google's average traffic snapshots are used to estimate weekend traffic conditions, to evaluate segments not included in the General Plan traffic model and compare traffic model results for segments that are evaluated in the General Plan. Cells showing traffic conditions in each table are color coded to roughly correspond with the color scale used in Google average traffic snapshots: cells showing the segment as uncongested are displayed in green, cells showing the segment as moderately congested are shown in orange, and cells showing the segment as severely congested are shown in pink.

Table 3-1: Flood Hazard Zone Evacuation Routes Current Average Daily Traffic by Peak Period

Route Name	Primary Evacuation Route Segment	Traffic Lanes in Evacuation Direction	Weekday AM Peak	Weekday PM Peak	Weekend AM Peak	Weekend PM Peak
Big Horn Boulevard (2 segments)	Eastbound from Portofino Dr to Bruceville Rd	1 lane splits into 2 at Franklin Blvd, and then into 3 lanes at Vicino Dr	Not congested (LOS C – D)	Congested in both directions east of Meadowspring Dr (LOS C – E)	Not congested	Mild congestion in both directions (small segments)
Bilby Road (3 segments)	Eastbound from Willard Pkwy to Bruceville Rd	1 lane	Not congested (LOS B – C)	Not congested (LOS B – C)	Not congested	Mild congestion at intersections
Elk Grove Boulevard (5 segments)	Eastbound from I-5 Freeway exit to Bruceville Rd	3 lanes	Not congested (LOS A – C)	Congested in both directions east of Foulks Ranch Dr (LOS A – D)	Congested in both directions east of Foulks Ranch Dr	Congested in both directions east of Foulks Ranch Dr
Laguna Boulevard (4 segments)	Eastbound from I-5 Freeway exit to Laguna Park Dr	3 lanes	Not congested (LOS B – D)	Congested in both directions (LOS C – F)	Mild congestion at intersections	Congested in both directions
Whitelock Parkway (2 segments)	Eastbound from Franklin Blvd/Willard Pkwy to Bellaterra Dr	2 lanes	Not congested (LOS B – C)	Congested (not congested westbound) (LOS A – C)	Congested east of Foulks Ranch Dr	Congested (not congested westbound)

For evacuation segments that are evaluated for existing conditions in the General Plan, Google traffic results are displayed in each table with corresponding LOS estimates from the General Plan traffic model in parenthesis underneath. 'Not congested' refers to the 'green' category used in Google Traffic snapshots (roughly corresponding to LOS A-B), 'Congested' refers to the orange color (roughly corresponding to LOS C-D), and 'Severely congested' refers to the red color (roughly corresponding to LOS E-F). LOS and V/C estimates are shown as a range in cases where evacuation routes are comprised of multiple segments evaluated and where the LOS varies by segment. For some evacuation route segments that were evaluated for current existing conditions in the General Plan, Google ADT snapshots are not exactly consistent with General Plan LOS estimates for the same peak period. These discrepancies are minor in all instances. For example, where the General Plan might show a segment as having an LOS A during a period, Google ADT snapshots may show that the same segment has minor congestion (orange or roughly equivalent to LOS C-D). LOS C is typically considered the cutoff, where anything between LOS D through F is considered 'congested.'

Table 3-2: Flood Hazard Zone Evacuation Routes Buildout Traffic by Peak Period

Route Name	Primary Evacuation Route Segment	Weekday AM Peak	Weekday PM Peak	2040 GP Volume to Capacity (V/C) Ratio
Big Horn Boulevard (2 segments)	Eastbound from Portofino Dr to Bruceville Rd	LOS C – D	LOS D – E	0.51 - 0.89
Bilby Road (3 segments)	Eastbound from Willard Pkwy to Bruceville Rd	LOS D – E	LOS D – E	0.53 - 0.68
Elk Grove Boulevard (5 segments)	Eastbound from I-5 Freeway exit to Bruceville Rd	LOS A – E	LOS A – D	0.65 - 0.99
Laguna Boulevard (4 segments)	Eastbound from I-5 Freeway exit to Laguna Park Dr	LOS B – F	LOS C - F	0.60 – 1.05
Whitelock Parkway (2 segments)	Eastbound from Franklin Blvd/Willard Pkwy to Bellaterra Dr	LOS B – E	LOS A - E	0.23 – 0.99

For evacuation segments that are evaluated for existing conditions in the General Plan, Google traffic results are displayed in each table with corresponding LOS estimates from the General Plan traffic model in parenthesis underneath. 'Not congested' refers to the 'green' category used in Google Traffic snapshots (roughly corresponding to LOS A-B), 'Congested' refers to the orange color (roughly corresponding to LOS C-D), and 'Severely congested' refers to the red color (roughly corresponding to LOS E-F). LOS and V/C estimates are shown as a range in cases where evacuation routes are comprised of multiple segments evaluated and where the LOS varies by segment. For some evacuation route segments that were evaluated for current existing conditions in the General Plan, Google ADT snapshots are not exactly consistent with General Plan LOS estimates for the same peak period. These discrepancies are minor in all instances. For example, where the General Plan might show a segment as having an LOS A during a period, Google ADT snapshots may show that the same segment has minor congestion (orange or roughly equivalent to LOS C-D). LOS C is typically considered the cutoff, where anything between LOS D through F is considered

DISCUSSION AND EVACUATION PROCEDURE RECOMMENDATIONS

Because the flood hazard area encompasses the western third of Elk Grove (the area nearest to the Sacramento River) and includes extensive residential development, all evacuation routes for the flood scenario are major east-west arterials connecting residential neighborhoods to Interstate 5 on the west side and SR 99 on the east side. Most of these routes become congested during peak hours (except Bilby Road), often in both directions. Notably, according to Google Traffic daily snapshots, none of these routes are congested in either direction during AM peak hours currently, but all except Bilby Road become moderately congested in both directions starting at approximately 11 a.m., lasting until the end of PM peak hours (7 p.m.). However, all routes were evaluated in the General Plan traffic scenario to have LOS E during either the morning or evening peak hours. Whitelock Parkway and Bilby Road are not significantly congested currently but do show high levels of congestion for the General Plan buildout analysis. This is because these two east-west routes bound the northern and southern edges of the large southern area of Elk Grove slated for most of the City's development in the General Plan. Additionally, Whitelock Parkway will ultimately provide a new connection with SR 99, making this roadway more attractive.

All flooding evacuation routes are expected to be congested during at least one peak period under the General Plan buildout scenario. In addition (and as shown in Figure 3-7) most evacuation routes themselves are expected to flood other than Big Horn Boulevard. Whitelock Parkway in particular shows flood risk extending from Bellaterra Drive eastward to Bruceville Road such that eastbound evacuation traffic may need to be diverted northbound with onto Bellaterra Drive to Toscano Drive north away from Whitelock Parkway. The lengths of Elk Grove Boulevard and Laguna Boulevard are also expected to be completely flooded west of Franklin Boulevard. For these reasons, the City may wish to prioritize evacuating the areas around Whitelock Parkway, Elk Grove Boulevard, and Laguna Boulevard first if potential flooding conditions are anticipated but have yet to impact roadways, followed by Bilby Road and Big Horn Boulevard, which show less potential flood risk compared to the other evacuation routes.

FLOODING EVACUATION SCENARIO CONTRA-FLOW ROUTE SEGMENTS BY TIME PRIORITY

Because all areas at risk of being impacted by flooding must travel eastward away from the Sacramento River, it is recommended that the City establish contra-flow lanes on all evacuation routes in the eastbound direction if the risk of critical flooding arises. In the near-term, if the City were to issue an evacuation warning in advance of anticipated flooding conditions and before evacuation routes become flooded, it is recommended that the southern routes (Bilby Road and Whitelock Boulevard) be prioritized for establishing contra-flow lanes first because they are the least likely to be congested already until more of southern Elk Grove becomes built-out.

In the early stages of extreme weather that could result in flooding, City could assign public safety staff to monitor flood conditions at key intersections on identified evacuation routes and provide real-time updates to designated City staff responsible for issuing emergency alerts. Staff responsible for issuing emergency alerts during a flood event can respond to real-time updates from on-the-ground public safety officials by either directing evacuees towards non-flooded routes, or by directing those in flooded areas to remain where they are and seek higher ground to await rescue (like upper floors, attics, or rooftops). The National Weather Service (NWS) notes that flood waters often have swift currents, requiring only a six-inch depth to sweep pedestrians into the current, and a twelve-inch depth to sweep vehicles into a flood current. For this reason, it is recommended that any emergency alert issued during a flood event or

public awareness materials specific to the flooding scenario contain content advising evacuees not to cross roadways that are flooded with more than twelve inches of water.[10]

SAFETY SHELTERS

In addition to recommended evacuation routes, Figure 3-7 illustrates safety shelters that are proximate to or within the flood hazard zone. These safety shelters may be used as an evacuation location for residents to assemble during the incident and seek shelter. However, incidents are often dynamic and there could be conditions that warrant alternative arrangements. The City's Emergency Operations Center/RTIC Manager shall assign safety shelters as evacuation locations based upon the nature of the incident, availability of the shelter, and population need. The full list of shelters recommended for each scenario is provided in Appendix B.

[10] https://www.weather.gov/safety/flood-turn-around-dont-drown

Active Alert Systems

FEMA's Integrated Public Alert & Warning System (IPAWS) was established in 2006 and is the most used alert system for local and regional governments. Local governments can apply to be an IPAWS 'alerting authority,' enabling them to broadcast tailored messages to all mobile phone users in a specific area for specific events like the three scenarios evaluated in this report.

IPAWS combines the federal Emergency Alert System (EAS) program, which broadcasts to televisions and radios, and the Wireless Emergency Alerts (WEAs) program, which extends this service to wireless communication devices like mobile phones. The WEA is a partnership between FEMA, the Federal Communications Commission (FCC), and private wireless communication providers to deliver free emergency alerts to all users of wireless communication devices.[11]

FEMA notes that, while 'there is no cost to send messages through IPAWS, there may be costs to acquire the compatible alert origination software that meets IPAWS requirements.' The basic steps to becoming an alerting authority using the IPAWS system are:

1. Completing the IPAWS web-based training,
2. Selecting IPAWS compatible software,
3. Applying for a Memorandum of Agreement (MOA) with FEMA,
4. And applying for Public Alerting Permissions

These steps are detailed in the IPAWS web page for public safety agencies:

https://www.fema.gov/emergency-managers/practitioners/integrated-public-alert-warning-system/public-safety-officials/sign-up

In addition, public safety agencies for the Counties of Sacramento, Placer, and Yolo have partnered to administer a regional emergency notification system called Sacramento Alert. Residents of these counties can opt in to receive emergency alerts tailored to specific locations and events within the region, including severe weather, unexpected road closures, and evacuation notices.[12] The City of Elk Grove could partner with Sacramento County public safety staff responsible administering the Sacramento County alert system to establish a protocol for issuing evacuation warnings specific to the three scenarios discussed in this report. Emergency alert messages can include information like evacuation routes and the nearest safety shelters outside of each hazard zone.

[11] https://www.fema.gov/emergency-managers/practitioners/integrated-public-alert-warning-system
[12] www.Sacramento-Alert.org

Recommendations for Developing Public Awareness

This report recommends a framework for public awareness consisting of several components. The first is the publicly available online Story Map developed concurrently with this report, where users can learn about each of the three scenarios as well as identify locations within each hazard zone and the nearest evacuation route using an address look-up function. This Story Map could be integrated with the City's existing emergency preparedness webpage.

The second component is multi-lingual mailers sent to addresses within each hazard zone. Mailers can inform recipients of nearest evacuation routes and the location of safety shelters for each scenario, as well as direct recipients visit to the online Story Map. Mailers can also link to important disaster preparedness resources, like the following:

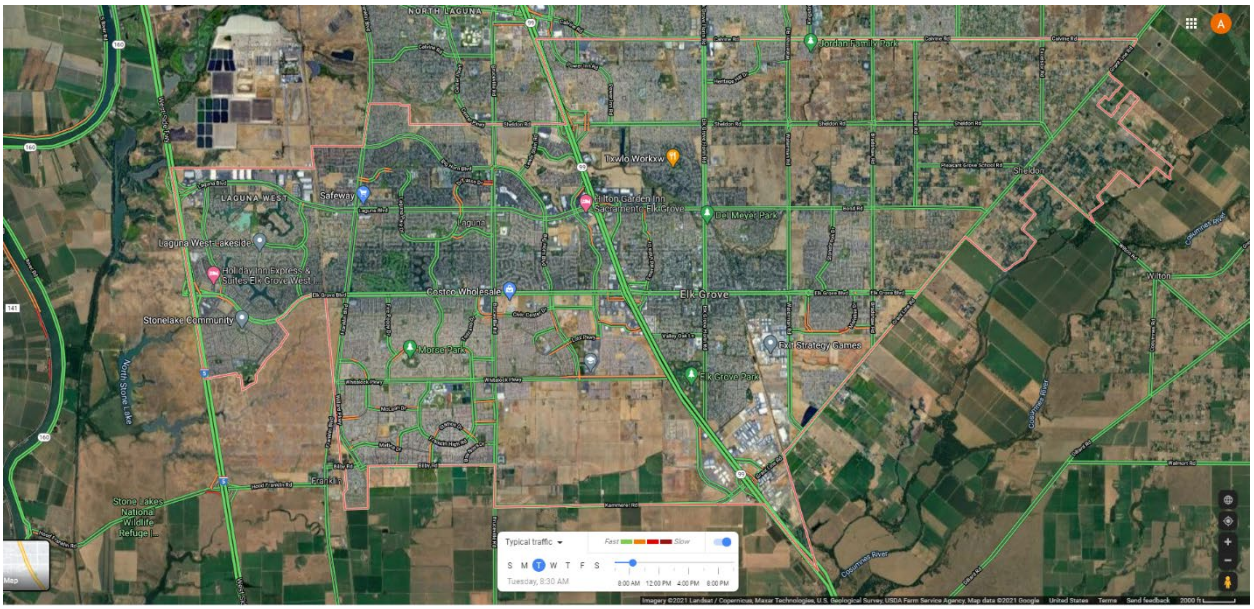
- Sacramento County Active Alert Sign Up: www.Sacramento-Alert.org
- Sacramento Ready, Sacramento County's disaster preparedness site offering preparedness guides for households and other resources: https://sacramentoready.saccounty.net/Pages/default.aspx
- Wireless Emergency Alerts (WEA) Fact sheet for cell phone users: https://www.ready.gov/sites/default/files/2020-08/wea-fact-sheet.pdf
- WEA Fact Sheet and word search for young children: https://www.ready.gov/sites/default/files/2020-07/wea-for-kids.pdf
- NOAA weather radio: https://www.weather.gov/nwr/ (relevant to flood scenario only)
- National Weather Service Flood landing page: https://www.weather.gov/safety/flood (relevant to flood scenario only)
- National Weather Service Public Service Announcement about what to do when encountering a flooded roadway: https://www.weather.gov/safety/flood-turn-around-dont-drown
- City of Elk Grove Emergency Preparedness Page (potential landing page for online Story Map): https://www.elkgrovecity.org/city_hall/departments_divisions/emergency_preparedness
- Ready.gov web page describing different types of emergency alerts: https://www.ready.gov/alerts

Mailer content could either be repeated in multiple languages, like Spanish, Mandarin, Cantonese, and Filipino (the top languages spoken by Elk Grove residents besides English according to the 2019 American Community Survey), or language-specific content could refer readers to email addresses or phone numbers established as hotlines for language-specific disaster preparedness information. Multi-lingual City staff members, non-profit community partners, and/or community volunteers fluent in these languages could monitor disaster preparedness hotlines and respond to inquiries.

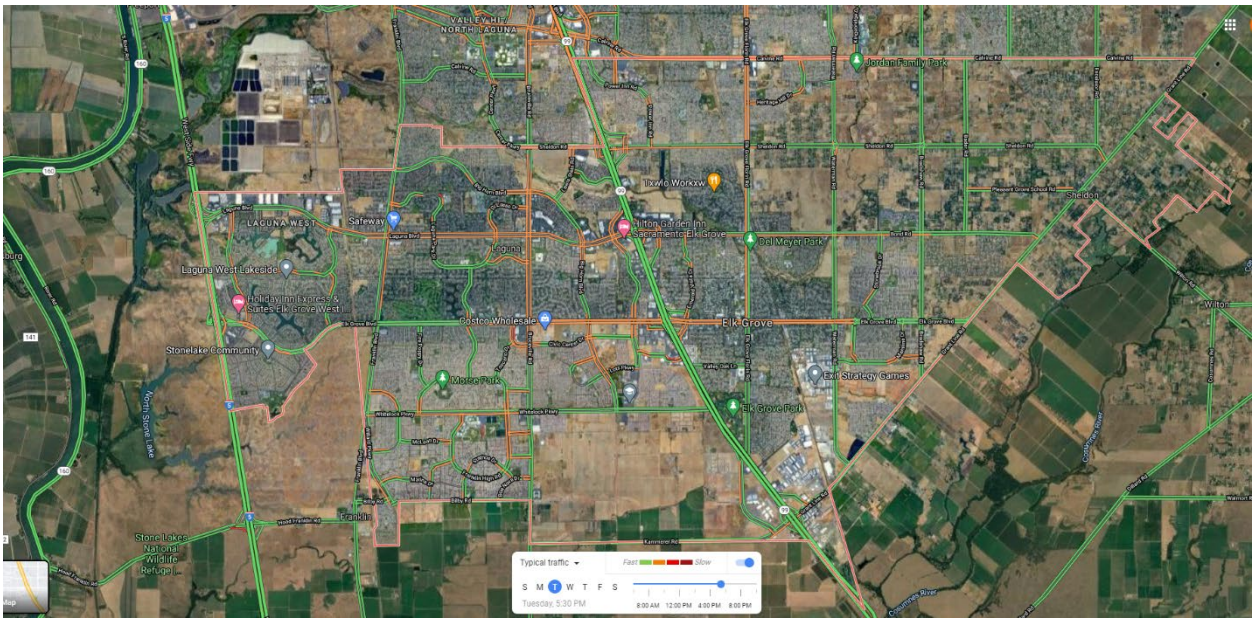
City staff could supplement mailers with in-person drop-in sessions at libraries, community centers, and community events (where a screen and computer are accessible) to walk community members through the online Story Map and address look-up tool to identify evacuation routes for locations of interest and to identify safety shelter locations outside of hazard zones for each scenario. The City could employ multi-lingual City staff to host these sessions, and/or partner with local community organizations, especially those who serve people with disabilities, specific age groups, and/or communities primarily speaking languages besides English.

Appendix A: Current Google Average Daily Traffic Snapshots

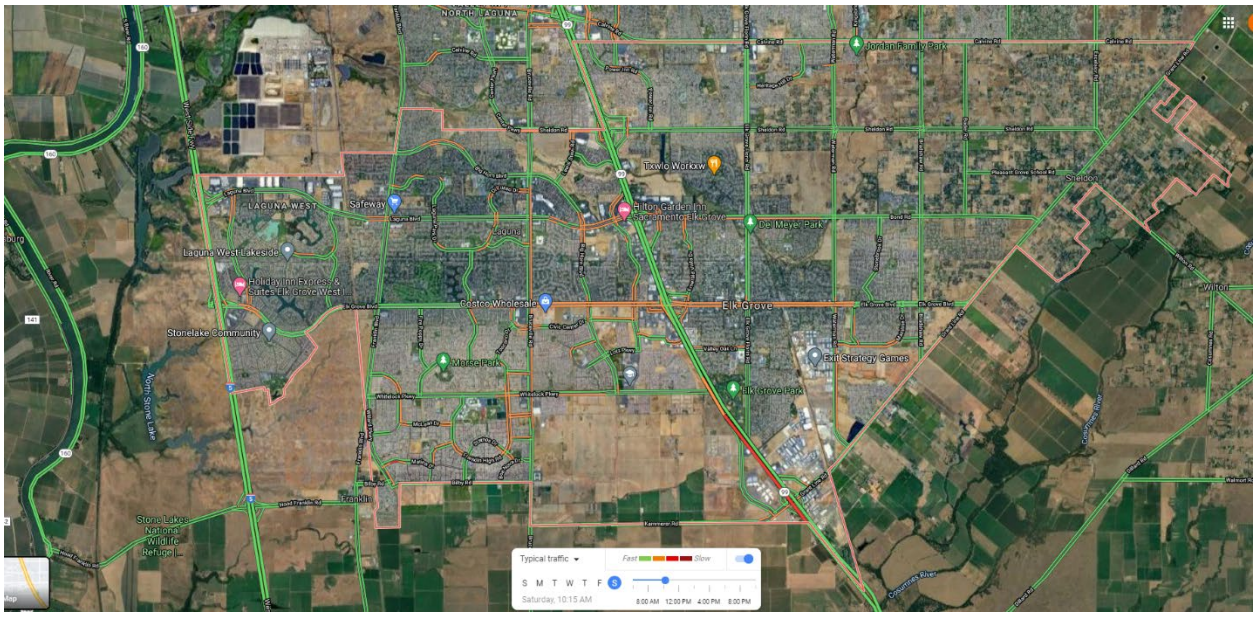
8:30AM TUESDAY DAILY AVERAGE TRAFFIC



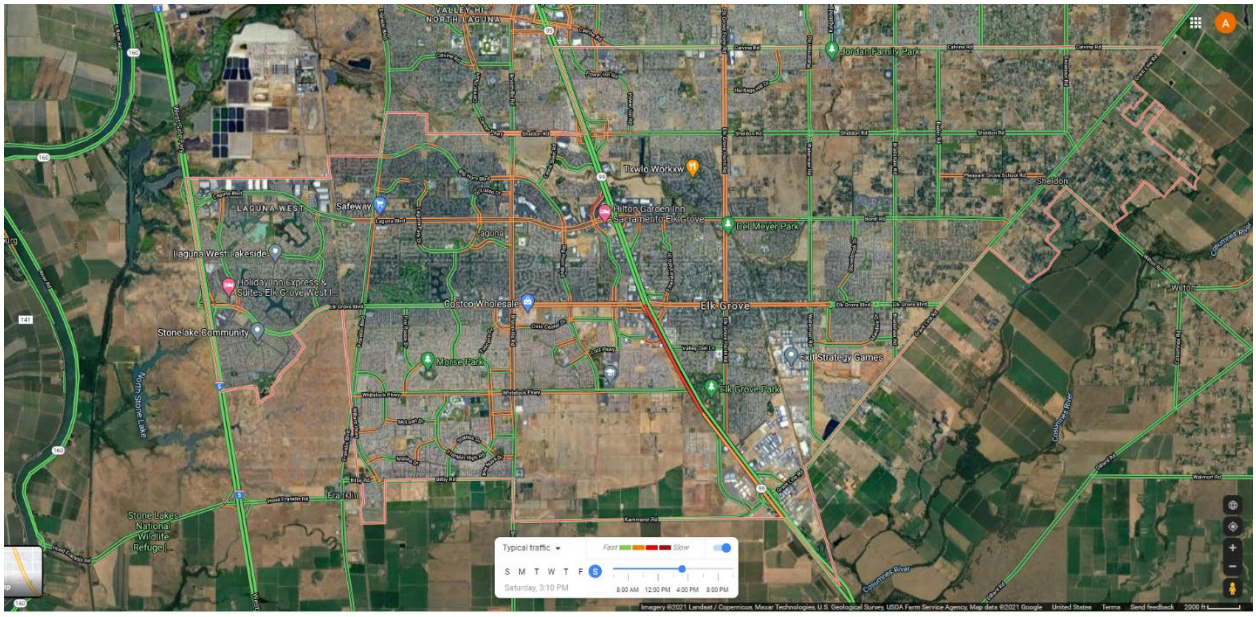
5:30PM TUESDAY DAILY AVERAGE TRAFFIC



10:15AM SATURDAY DAILY AVERAGE TRAFFIC



3:10PM SATURDAY DAILY AVERAGE TRAFFIC



Appendix B: Recommended Safety Shelters by Scenario

There are fifteen locations in the City of Elk Grove that are designated for use as safety shelters during an emergency. Safety shelters for each scenario are defined as any of these locations outside of the hazard zone defined for each scenario.

All fifteen safety shelters are outside of the propane hazard zone and are therefore recommended for use during an evacuation event involving the Suburban Propane Terminal in southern Elk Grove:

- Cosumnes Oaks High School
- Elk Grove High School
- First Baptist Church
- Franklin High School
- Good Shepherd Catholic Church
- Harriet Eddy Middle School
- Joseph Kerr Middle School
- Joseph Sims Elementary School
- Katherine Albiani Middle School
- Laguna Creek High School
- Monterey Trail High School
- Pleasant Grove High School
- Sheldon High School
- St. Peter's Lutheran Church
- Stone Lake Elementary

Thirteen out of the total fifteen safety shelters are outside of the train derailment hazard zone:

- Cosumnes Oaks High School
- First Baptist Church
- Franklin High School
- Good Shepherd Catholic Church
- Harriet Eddy Middle School
- Joseph Sims Elementary School
- Katherine Albiani Middle School
- Laguna Creek High School

- Monterey Trail High School
- Pleasant Grove High School
- Sheldon High School
- St. Peter's Lutheran Church
- Stone Lake Elementary

Joseph Kerr Middle School and Elk Grove High School are located within the derailment hazard zone and are therefore not recommended for use as safety shelters in the event of a train derailment along the central Elk Grove rail track.

Twelve out of fifteen safety shelters are outside of the flood hazard zone:

- Cosumnes Oaks High School
- Elk Grove High School
- First Baptist Church
- Franklin High School
- Good Shepherd Catholic Church
- Harriet Eddy Middle School
- Joseph Kerr Middle School
- Katherine Albiani Middle School
- Monterey Trail High School
- Pleasant Grove High School
- Sheldon High School
- St. Peter's Lutheran Church

Joseph Sims Elementary School, Laguna Creek High School, and Stone Lake Elementary School are within the flood hazard zone and are therefore not recommended for use as safety shelters in the event of a flood in western Elk Grove. However, while Laguna Creek High School is located within the larger and more conservative flood hazard zone, it is still within an area that is determined by FEMA to be at minimal flood risk during a 200-year flood. The City may wish to evaluate whether to use this location as an emergency shelter depending on specific conditions during an actual flood event.

GROUP SHAR
Activity #1