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.

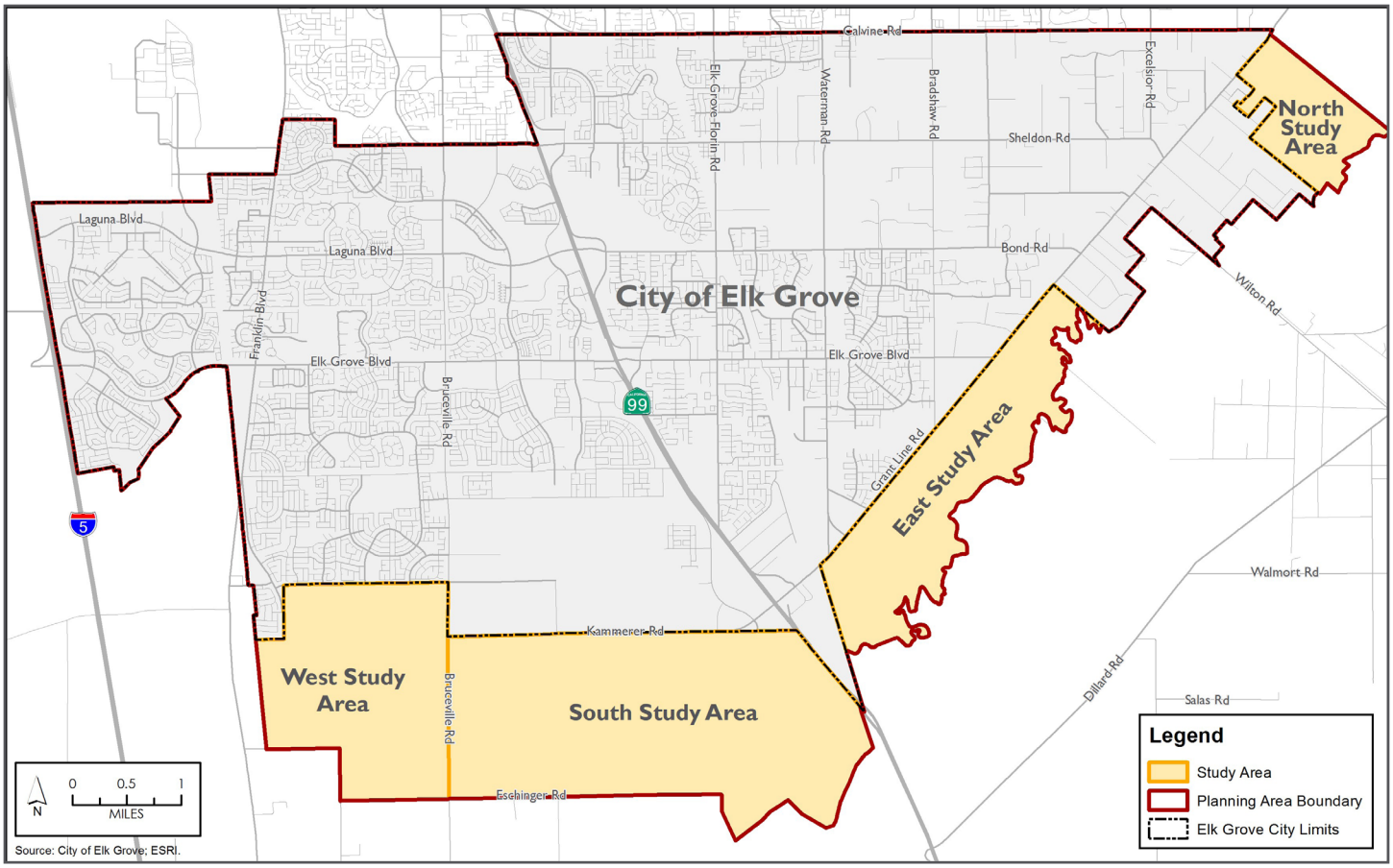
- The **West Study Area** is an approximately 1,914-acre area south of the City limit with a north boundary at Bilby Road; an east boundary along Bruceville Road; a south boundary at Eschinger Road, then north along Ed Rau Road and back west along Core Road; and a west boundary at the Union Pacific Railroad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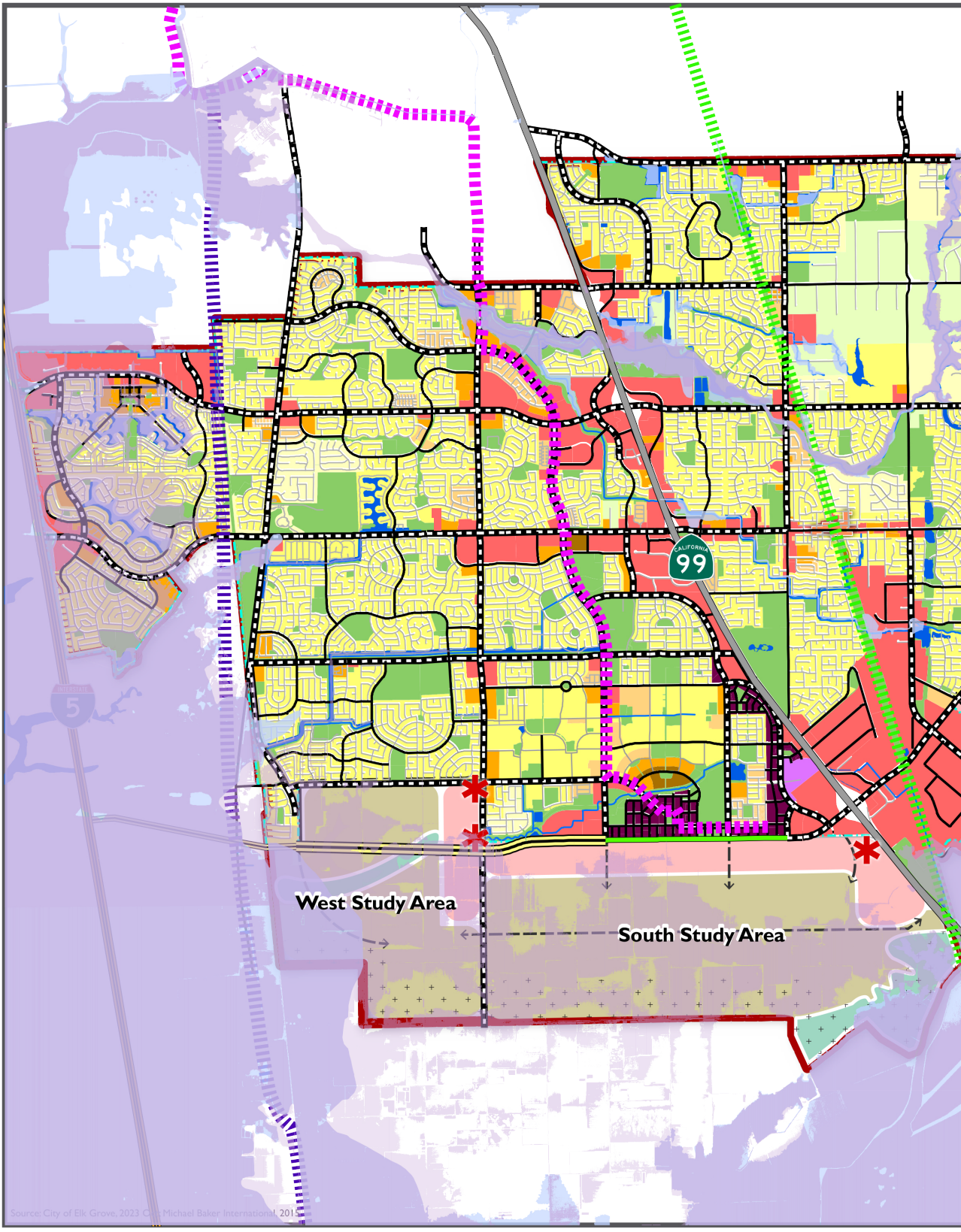
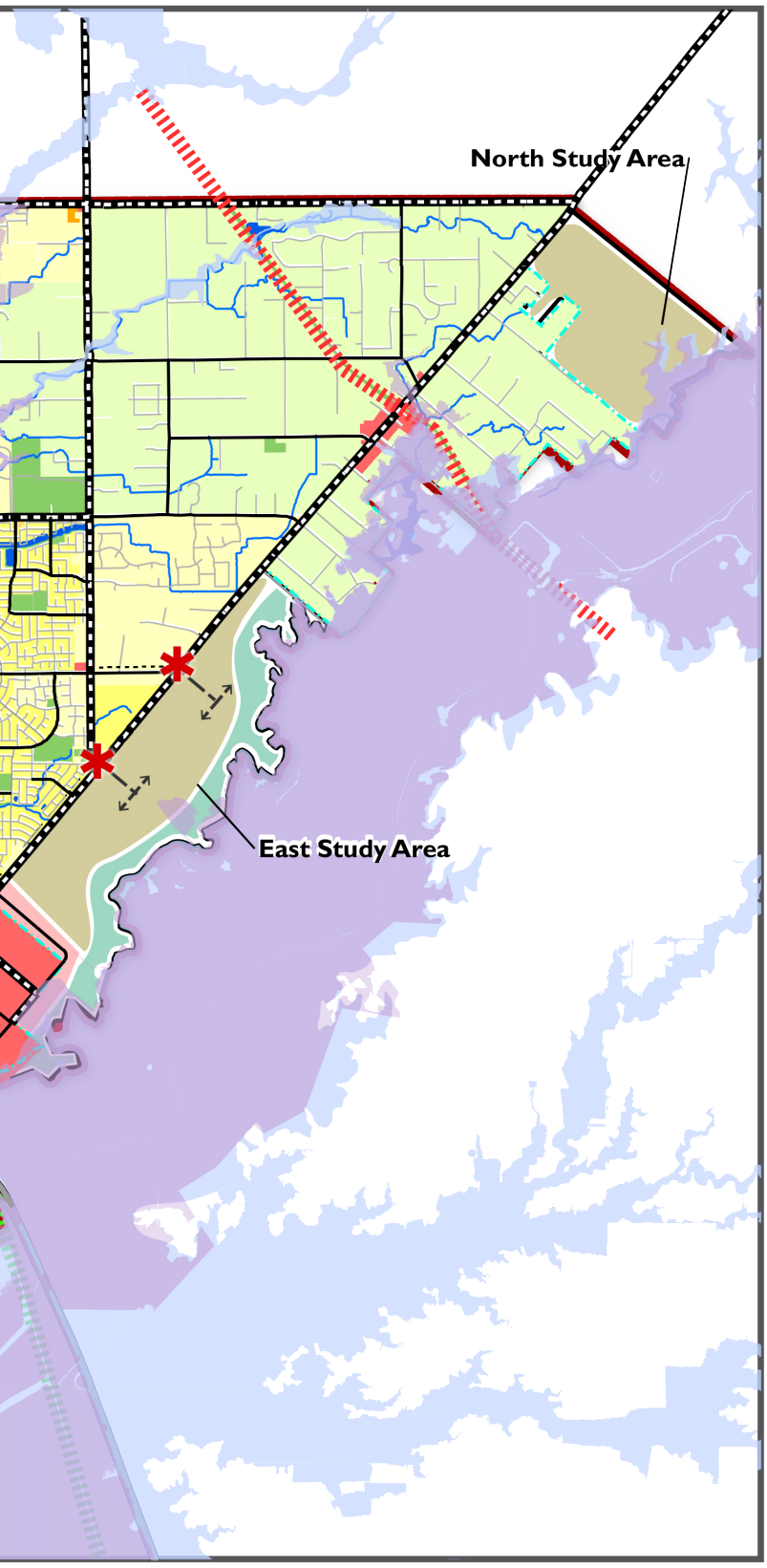


RE 3-2:
SITE MAP



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.

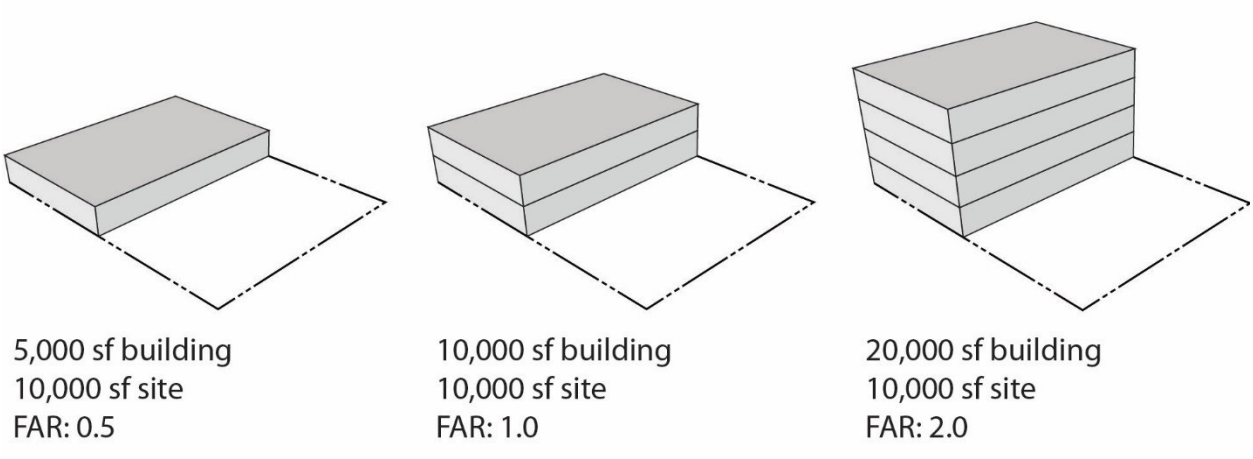
With this principle in mind, the Land Use Plan establishes land uses and corresponding development densities in appropriate locations of the City that will support efficient and high-quality transit service, giving residents and workers a broader range of transportation options. Transit routes, stations, 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.

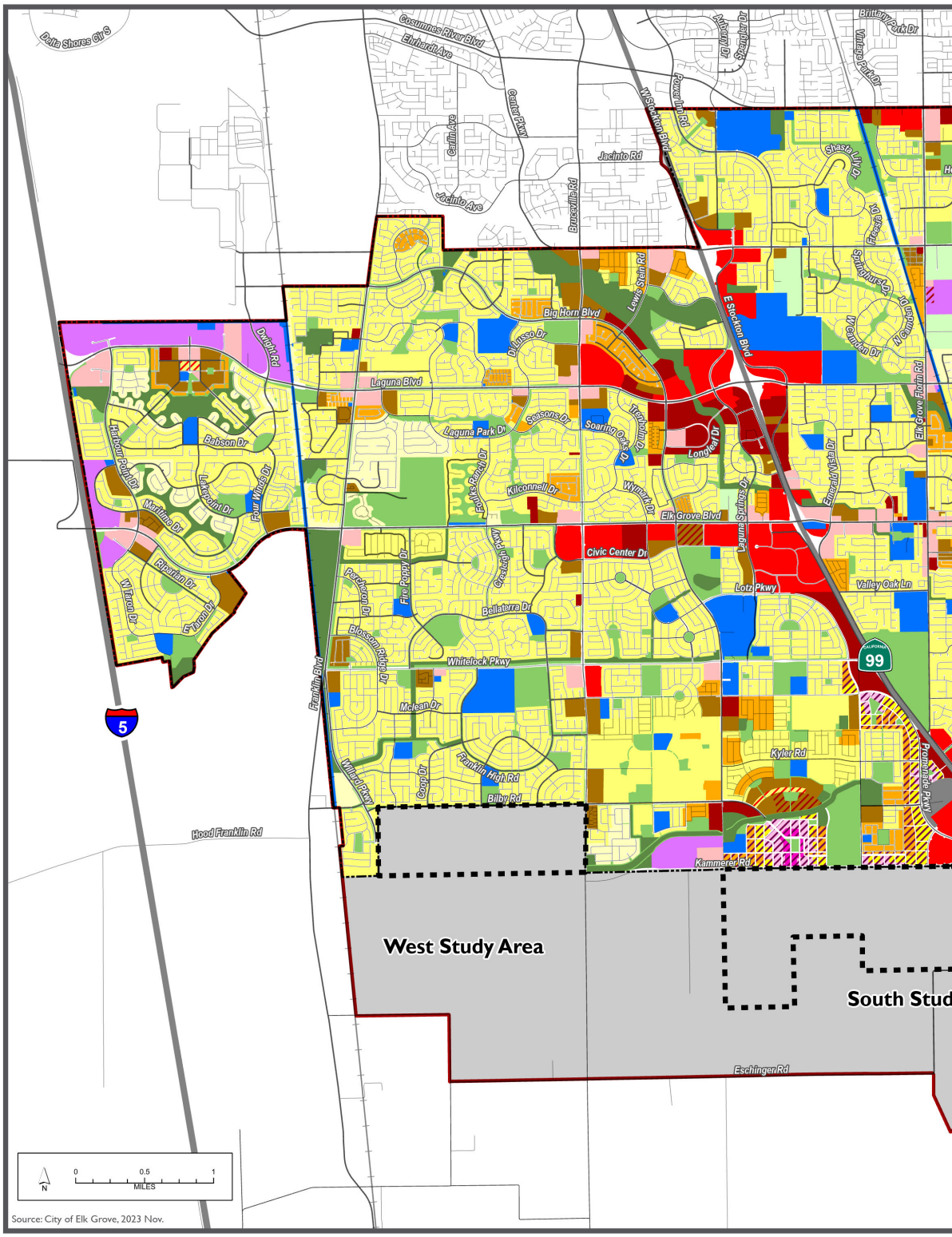
LAND USE POLICY AREAS

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

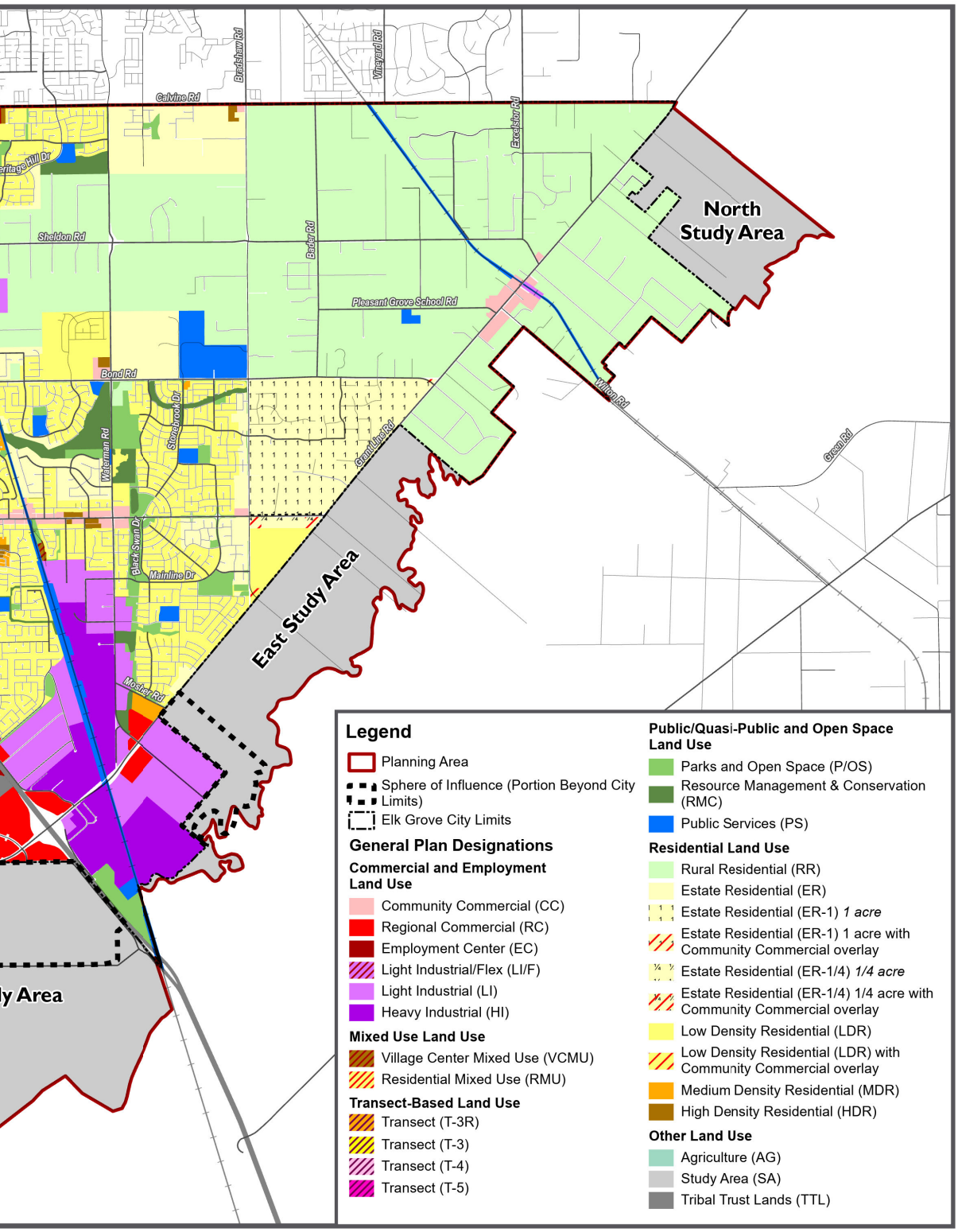

North Study Area
East Study Area
Calvine Rd
Bradshaw Rd
Vineyard Rd
Excelsior Rd
Sheldon Rd
Bader Rd
Pleasant Grove School Rd
Bond Rd
Stonebrook Dr
Waterman Rd
Grantline Rd
Dillon Rd
Green Rd
Black Swan Dr
Mainline Dr
Mosher Rd
Legend
Planning Area
Sphere of Influence (Portion Beyond City Limits)
Elk 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).

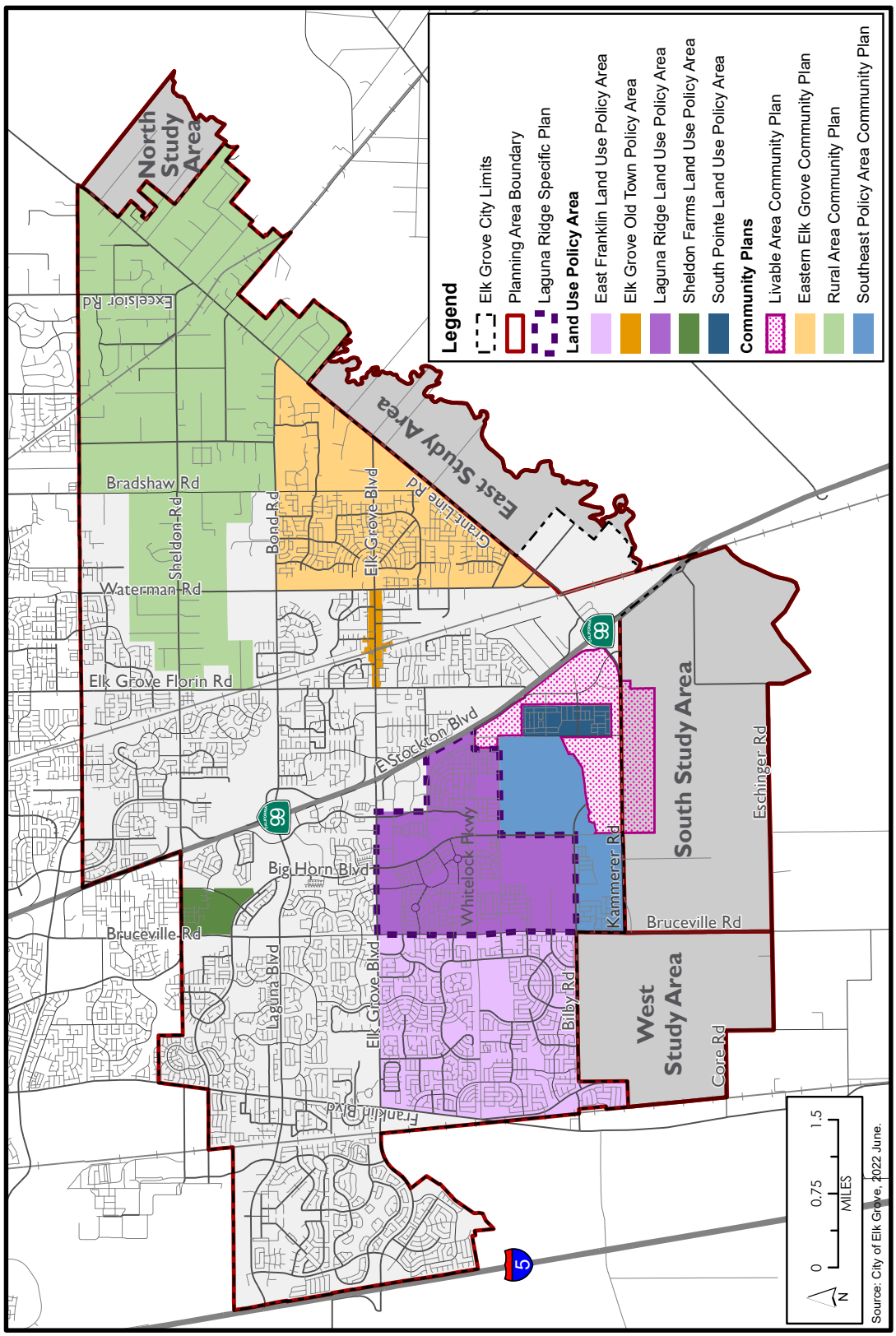
In conjunction with the General Plan, the City maintains community plans that correspond to certain Land Use Policy Areas. A community plan addresses a particular sub-area or community within the overall planning area and refines the policies of the General Plan as they apply to these smaller geographic 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

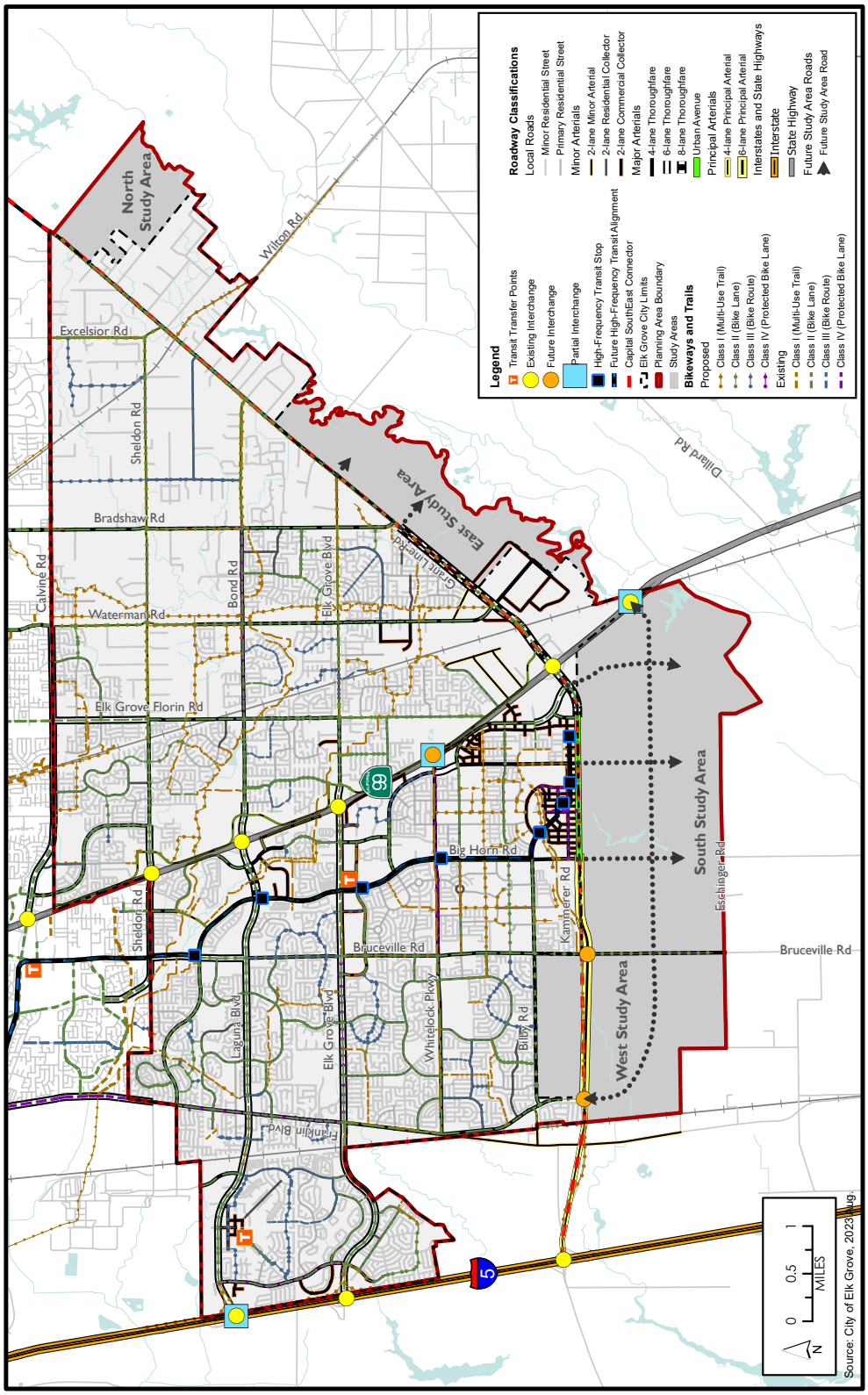
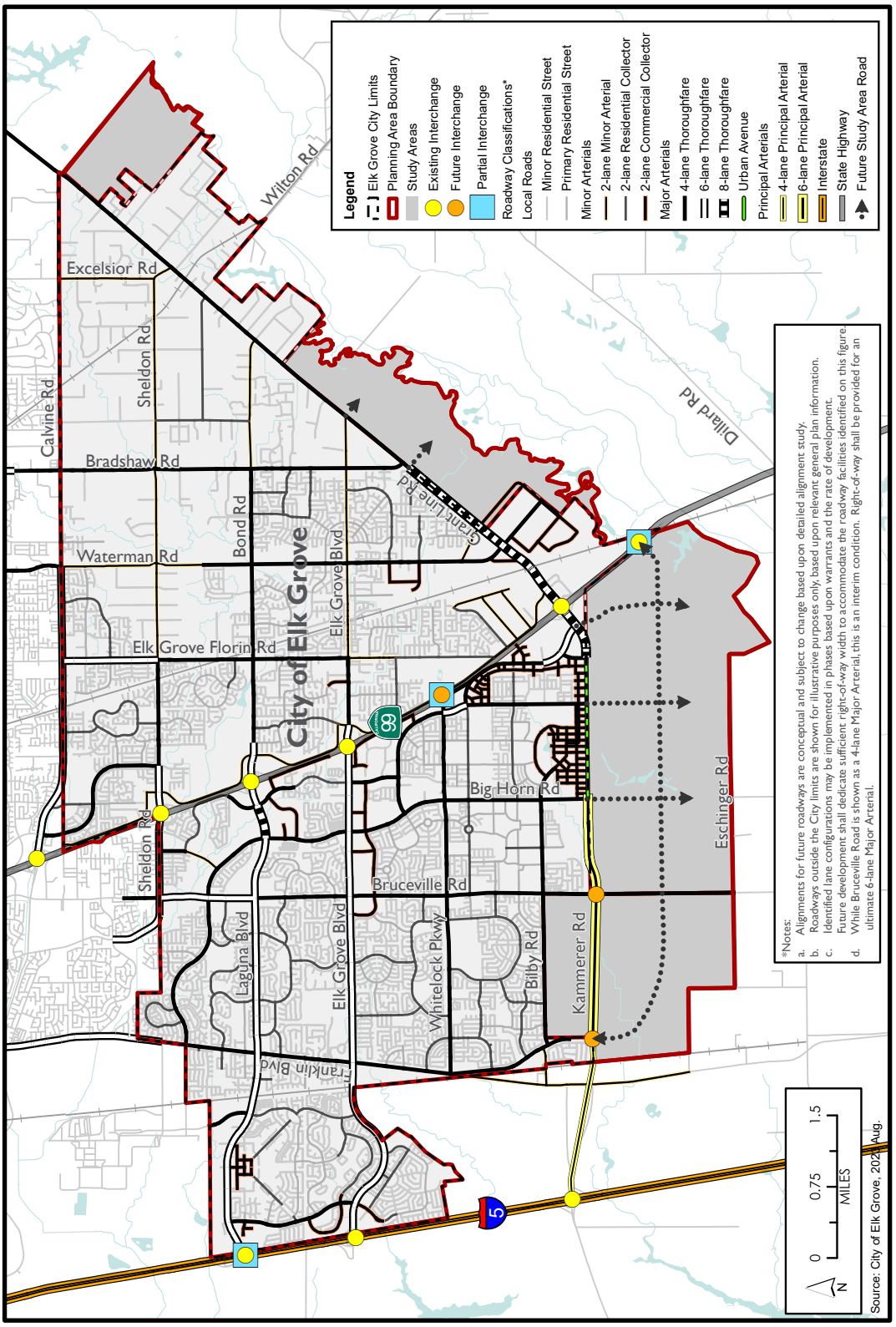


Figure 3-6 Transportation Network Diagram

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.

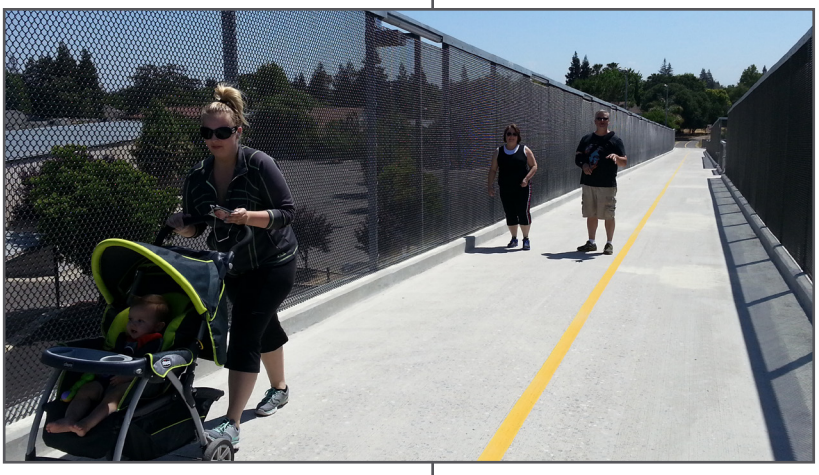
Major Arterials

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

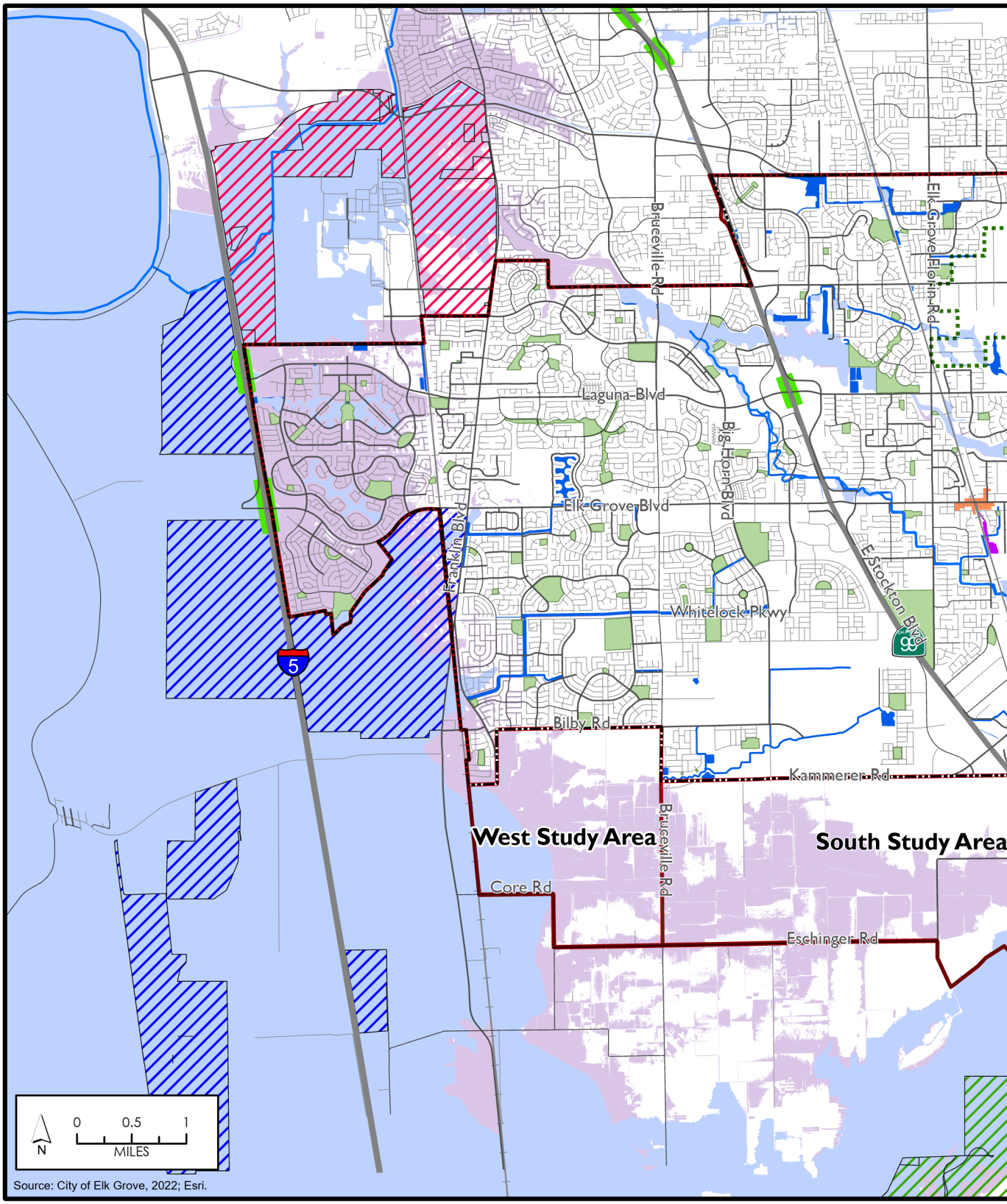
Additional natural resources of importance in the Planning Area include water recharge basins and flood channels located throughout the City, and agricultural lands that will remain in production until developed according to the Land Use Plan.

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:
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